



**Clackmannanshire  
Council**

[www.clacks.gov.uk](http://www.clacks.gov.uk)

Comhairle Siorrachd  
Chlach Mhanann

Kilncraigs, Greenside Street, Alloa, FK10 1EB (Tel.01259-450000)

# **Meeting of Clackmannanshire Council**

**Thursday 19 March 2026 at 9.30 am**

**Venue: Council Chamber, Kilncraigs, Alloa, FK10 1EB**



## **Clackmannanshire Council**

There are 32 Councils in Scotland. Clackmannanshire Council is the smallest mainland Council. Eighteen Councillors are elected to represent the views of the residents and businesses in Clackmannanshire. The Council has approved Standing Orders that detail the way the Council operates. Decisions are approved at meetings of the full Council and at Committee Meetings.

The Council is responsible for approving a staffing structure for the proper discharge of its functions, approving new policies or changes in policy, community planning and corporate governance including standards of conduct.

The Council has further responsibility for the approval of budgets for capital and revenue expenditure, it also has power to make, alter or cancel any scheme made under statute and to make, alter or cancel any orders, rules, regulations or bye-laws and to make compulsory purchase orders. The Council also determines the level of Council Tax and approves recommendations relating to strategic economic development.

Members of the public are welcome to attend our Council and Committee meetings to see how decisions are made.

Details of all of our Council and Committee dates and agenda items are published on our website at [www.clacks.gov.uk](http://www.clacks.gov.uk)

If you require further information about Council or Committee meetings, please contact Committee Services by e-mail at [committees@clacks.gov.uk](mailto:committees@clacks.gov.uk) or by telephone on 01259 452006 or 452004.

**11 March 2026**

**A MEETING of the CLACKMANNANSHIRE COUNCIL will be held in the COUNCIL CHAMBER, KILNCRAIGS, ALLOA, on THURSDAY 19 MARCH 2026 at 9.30 AM**



**NIKKI BRIDLE**  
**Chief Executive**

**B U S I N E S S**

|                                                                                                                                                                                                                                                                                                                                         | <b>Page No.</b> |
|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------|
| 1. Apologies                                                                                                                                                                                                                                                                                                                            | --              |
| 2. Declaration of Interests<br>Elected Members are reminded of their obligation to declare any financial or non-financial interest which they may have in any item on this agenda in accordance with the Councillors' Code of Conduct. A Declaration of Interest form should be completed and passed to the Committee Services Officer. | --              |
| 3. Minutes of Meetings of Clackmannanshire Council<br>(Copies herewith):                                                                                                                                                                                                                                                                |                 |
| (a) Thursday 29 January 2026                                                                                                                                                                                                                                                                                                            | 07              |
| (b) Thursday 26 February 2026 (Special Meeting)                                                                                                                                                                                                                                                                                         | 15              |
| 4. Committee Recommendations – report by the Chief Executive<br>(Copy herewith)                                                                                                                                                                                                                                                         | 21              |
| 5. Clackmannanshire and Stirling Integration Joint Board -<br>Nomination of Vice Chair – report by the Senior Manager,<br>Legal and Governance (Copy herewith)                                                                                                                                                                          | 25              |
| 6. Additional Public Holiday – Men’s Football World Cup report by<br>the Interim Senior Manager, HR and Workforce Development<br>(Copy herewith)                                                                                                                                                                                        | 29              |
| 7. Council Tax Long Term Empty and Second Home Policy – report<br>by the Chief Finance Officer (Copy herewith)                                                                                                                                                                                                                          | 35              |
| 8. Non-Domestic Rates - Empty Property Relief – report by the<br>Chief Finance Officer (Copy herewith)                                                                                                                                                                                                                                  | 53              |
| 9. Housing Service – Estate and Open Space Management Policy –<br>report by the Strategic Director, Place (Copy herewith)                                                                                                                                                                                                               | 65              |

|                                                                                                                                                                  | <b>Page No.</b> |
|------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------|
| 10. Learning Estate Works Progress – report by the Strategic Director, Place (Copy herewith)                                                                     | 115             |
| 11. Local Growth Fund – report by the Strategic Director, Place (Copy herewith)                                                                                  | 121             |
| 12. Housing Needs and Demand Assessment (HNDA) - report by the Strategic Director, Place (Copy herewith)                                                         | 155             |
| 13. Notice of Motion in terms of Standing Order 16.0 – Future of Forth Valley College Alloa Campus - motion submitted by Councillor Ellen Forson (Copy herewith) | 363             |
| 14. Notice of Motion in terms of Standing Order 16.0 – Civic Honours in Public Places - motion submitted by Councillor Ellen Forson (Copy herewith)              | 365             |

## **MEETING MANAGEMENT**

The Convener has advised that subject to the efficient management of the meeting, meeting breaks will be as follows:

- There will be a 10-minute break after 2 hours sitting, as set out in Standing Orders.
- There will be a 45-minute break for lunch at 12.45 until 13.30
- There will be a 10-minute break at around 15.30.

## Clackmannanshire Council – Councillors and Wards (Membership 18 - Quorum 5)

| Councillors |                  | Wards |                          |                |
|-------------|------------------|-------|--------------------------|----------------|
| Councillor  | Phil Fairlie     | 1     | Clackmannanshire West    | SNP            |
| Councillor  | Darren Lee       | 1     | Clackmannanshire West    | CONSERVATIVE   |
| Councillor  | Graham Lindsay   | 1     | Clackmannanshire West    | SNP            |
| Councillor  | Mark McLuckie    | 1     | Clackmannanshire West    | LABOUR         |
| Councillor  | Donald Balsillie | 2     | Clackmannanshire North   | SNP            |
| Councillor  | Martha Benny     | 2     | Clackmannanshire North   | CONSERVATIVE   |
| Councillor  | William Keogh    | 2     | Clackmannanshire North   | LABOUR         |
| Councillor  | Fiona Law        | 2     | Clackmannanshire North   | SNP            |
| Councillor  | Wendy Hamilton   | 3     | Clackmannanshire Central | SNP            |
| Councillor  | Janine Rennie    | 3     | Clackmannanshire Central | LABOUR         |
| Councillor  | Jane McTaggart   | 3     | Clackmannanshire Central | SNP            |
| Councillor  | Kenneth Earle    | 4     | Clackmannanshire South   | LABOUR         |
| Councillor  | Ellen Forson     | 4     | Clackmannanshire South   | SNP            |
| Councillor  | Craig Holden     | 4     | Clackmannanshire South   | IND            |
| Councillor  | Bryan Quinn      | 4     | Clackmannanshire South   | SCOTTISH GREEN |
| Councillor  | Scott Harrison   | 5     | Clackmannanshire East    | SNP            |
| Councillor  | Kathleen Martin  | 5     | Clackmannanshire East    | LABOUR         |
| Councillor  | Denis Coyne      | 5     | Clackmannanshire East    | CONSERVATIVE   |

### Religious Representatives

We must appoint three religious representatives in accordance with Section 124 of the 1973 Act (inserted by Section 31 of the 1994 Act).

Religious representatives only have voting rights on matters relating to the discharge of the authority's function as education authority.

Our representatives are:

Reverend Sang Y Cha – Church of Scotland

Father Michael Carrie – Roman Catholic Church

Pastor Dee Jess – Baptist Church

Updated April 2025





**MINUTES OF MEETING of the CLACKMANNANSHIRE COUNCIL held in the Council Chamber, Kilncraigs, Alloa, on Thursday 29 JANUARY 2026 at 9.30 am.**

**PRESENT**

Councillor Donald Balsillie (Provost) (Vice Convener)  
Councillor Martha Benny  
Councillor Kenneth Earle  
Councillor Ellen Forson  
Councillor Wendy Hamilton  
Councillor Scott Harrison  
Councillor Craig Holden  
Councillor William Keogh  
Councillor Fiona Law  
Councillor Darren Lee (Via Teams)  
Councillor Graham Lindsay  
Councillor Kathleen Martin  
Councillor Mark McLuckie.  
Councillor Jane McTaggart  
Councillor Janine Rennie  
Councillor Bryan Quinn

**IN ATTENDANCE**

Nikki Bridle, Chief Executive  
Chris Alliston, Strategic Director (Partnership & Performance)  
Kevin Wells, Strategic Director (Place)  
Lorraine Sanda, Strategic Director (People)  
Dr Jennifer Borthwick, Interim Chief Officer for Clackmannanshire and Stirling Health and Social Care Partnership (HSCP)  
Colin Bruce, Chief Education Officer (People)  
Stuart Cullen, Transportation Team Leader (Place)  
Lindsay Sim, Chief Finance Officer (Partnership & Performance)  
Claire Fullarton, Communications Officer (Partnership & Performance) (Via Teams)  
Sarah Goldberg, Team Leader, Legal and Governance (Partnership & Performance) (Via Teams)  
Fi Grinly, Strategy and Performance Adviser, (Partnership & Performance)  
Alastair Hair, Senior Manager (Partnership & Performance)  
Cherie Jarvie, Senior Manager, Partnership & Transformation (Partnership & Performance)  
Nicola Mack, Chief Accountant (Partnership & Performance) (Via Teams)  
Carla Macfarlane, Communications Officer (Partnership & Performance) (Via Teams)  
Sandy McIntosh, Team Leader Planned Works and Compliance (HRA) (Place)  
Jordan McKay, Accountant, (Partnership & Performance)  
Lee Robertson, Senior Manager, Legal and Governance (Partnership & Performance) (Clerk)  
Wendy Robertson, Senior Manager, Transformation (Via Teams)  
Katie Roddie, Team Leader, Housing Business Management (Place)  
Lesley Taylor, Psychological Services (People)  
Melanie Moore, Committee Services (Partnership & Performance)  
Gillian White, Committee Services (Partnership & Performance) (Minute)

**CC(26)001 APOLOGIES**

Apologies were received from Councillor Phil Fairlie (Convener). In his absence, the Provost, Councillor Donald Balsillie (Vice Convener) took the Chair. Apologies were also received from Councillor Denis Coyne.

**CC(26)002      DECLARATIONS OF INTEREST**

None.

**CC(26)003      MINUTES OF CLACKMANNANSHIRE COUNCIL – 27 NOVEMBER 2025 – PART 1**

The minutes of the meeting of the Clackmannanshire Council (Part 1) held on 27 November 2025 were submitted for approval.

**Decision**

The minutes of the meeting of Clackmannanshire Council (Part 1) held on 27 November 2025 were agreed as a correct record and signed by the Vice Convener.

**Action**

Clerk to the Council

**CC(26)004      MINUTES OF CLACKMANNANSHIRE COUNCIL – 27 NOVEMBER 2025 – PART 2**

The minutes of the meeting of the Clackmannanshire Council (Part 2) held on 27 November 2025 were submitted for approval.

**Decision**

The minutes of the meeting of Clackmannanshire Council (Part 2) held on 27 November 2025 were agreed as a correct record and signed by the Vice Convener.

**Action**

Clerk to the Council

**CC(26)005      HOUSING REVENUE ACCOUNT BUDGET & CAPITAL PROGRAMME 2026/27**

The report, submitted by the Strategic Director, presented the proposed Housing Revenue Account budget and Housing Capital Programme for the financial year 2026/27 for approval as defined within the Housing (Scotland) Act 1987.

**Motion**

To agree the recommendations in the report.

Moved by Councillor Jane McTaggart. Seconded by Councillor Scott Harrison.

**Decision**

The Council agreed to:

1. Approve an increase in Council house rents by 6%, for the financial year 2026/27, effective from 30th March 2026. Appendix 6 of the report set out the new rent charges per property type for 2026-27.
2. Approve a new weekly rental amount of £98.56 (for 2025/26) for residents of Westthaugh as set out in section 7 of the report and approve to increase this by 6% from 30th March 2026 in line with the recommended increase to house rents.
3. Approve the Housing Revenue Account budget for 2026/27, and the anticipated 4-year forward expenditure to 2030/31 as set out in Appendix 1 of the report.

4. Approve the Housing Capital Programme budget for 2026/27 and the forward 4-year illustrative programme to 2030/31, as set out in Appendix 2 of the report.
5. Approve the anticipated HRA Capital Borrowing Requirement for the 5-year period 2026/27 to 2030/31 as set out in Appendix 3 of the report.
6. Note that as per the Council agreement on 30th January 2025, the garage site pitches and lock up rental fees will remain fixed until March 2027.
7. Note the results of the tenant rent consultation process as detailed in section 9 of the report and the views expressed by the Clackmannanshire Tenants and Residents Federation (CTRF) detailed in section 10.2 of the report.

**Action**

Strategic Director (Place)

**CC(26)006 THE FUTURE OF COUNCIL TAX IN SCOTLAND**

The report, submitted by the Chief Finance Officer, required Council to establish a response to the Scottish Government consultation on The Future of Council Tax in Scotland.

**Motion**

To agree the recommendations in the report.

Moved by Councillor Ellen Forson. Seconded by Councillor Wendy Hamilton.

**Voting**

|                     |          |
|---------------------|----------|
| For the motion      | 15 votes |
| Against the motion  | 0 votes  |
| Abstain from voting | 1 vote   |

The motion was carried on a division of 15 votes to 0 with 1 abstention.

**Decision**

Having had the opportunity to add any additional comments for inclusion, on a division of 15 votes to 0 with 1 abstention, the Council agreed the officer recommended response (Appendix 1 of the report) to the Scottish Government Consultation: The Future of Council Tax in Scotland (Appendix 2 of the report).

**Action**

Chief Finance Officer

**CC(26)007 ANNUAL TREASURY MANAGEMENT REPORT 2024/25**

The Council is required by regulations issued under the Local Government in Scotland Act 2003 to produce an annual review of treasury management activities. The report, submitted by the Chief Finance Officer, detailed the treasury management activities for the Council for the year ended 31 March 2025 and how this compared to the 2024/25 Treasury Management Strategy Statement set in February 2024.

**Motion**

To agree the recommendations in the report.

Moved by Councillor Ellen Forson Seconded by Councillor Graham Lindsay.

## **Decision**

The Council noted and considered the Annual Report for 2024/25 on the Council's Treasury Management activities.

### **CC(26)008      STATUTORY REPORT: BEST VALUE IN CLACKMANNANSHIRE COUNCIL – ACTION PLAN UPDATE**

The report, submitted by the Chief Executive, updated Council on the progress made against the agreed action plan developed in response to the four key recommendations set out in the statutory Best Value report for Clackmannanshire Council, published in September 2024.

## **Motion**

To agree the recommendations in the report.

Moved by Councillor Ellen Forson. Seconded by Councillor Wendy Hamilton.

## **Decision**

The Council noted and commented on the progress of the Action Plan (Appendix A of the report).

### **CC(26)009      PARKING ENFORCEMENT / DECRIMINALISED PARKING ENFORCEMENT PLAN**

The report, submitted by the Strategic Director (Place), provided Council with an update on the progress of Council Motion of 15 May 2025 on Parking Enforcement.

## **Motion**

To agree the recommendations in the report.

Moved by Councillor Scott Harrison. Seconded by Councillor Jane McTaggart.

## **Amendment**

"Council further agrees that a cross-party working group is established to consider the findings of the Police Scotland review in detail and determine what steps can/should be taken by the Council to ensure that public confidence is maintained in this key part of Police Scotland's public safety duty."

Moved by Councillor Craig Holden. Seconded by Councillor Ellen Forson.

The Council unanimously agreed the amendment.

## **Decision**

The Council noted:

1. That the Chief Executive has written to Police Scotland as provided for in paragraph 3.1 of the report and subsequently met with Police Scotland's Local Area Commander, Chief Inspector Garry Smith to convey the position of Council following the motion by Councillor Holden in May 2025.
2. The preliminary findings from initial works on Parking Enforcement Review by Police Scotland Local Area Commander outlined within section 4 of the report.
3. The DPE Project Plan as outlined in the table in paragraph 5.2 of the report.

4. That an update to the Feasibility Study Report carried out in 2019 will be required as provided for in paragraph 5.3 of the report.
5. The reprioritisation of up to £0.1m of delegated budget to deliver initial DPE project works as detailed in paragraphs 7.1 and 7.2 of the report.

The Council agreed:

6. That Officers will bring forward a future paper for a decision on completion of Phase 3 of the DPE Project Plan.
7. That a cross-party working group is established to consider the findings of the Police Scotland review in detail and determine what steps can/should be taken by the Council to ensure that public confidence is maintained in this key part of Police Scotland's public safety duty."

Councillor Forson advised that she and Councillor Harrison would represent the SNP Administration on the cross-party working group. Councillor Rennie advised that she represent the Labour Group and Councillor Darren Lee advised that he would represent the Conservative Group.

#### **Action**

Strategic Director (Place)

*The Vice Convener adjourned the meeting at 11.25 am for a comfort break. When the meeting resumed at 11.35 am, 16 members remained present.*

#### **CC(26)010 FORTH VALLEY MENTAL HEALTH & WELLBEING STRATEGIC PLAN 2025/2035**

The Strategic Plan was approved by Clackmannanshire and Stirling IJB on 13 August 2025 and by Falkirk IJB on 6 September 20205. The report, submitted by Dr Jennifer Borthwick, Interim Chief Officer, Clackmannanshire & Stirling HSCP, was presented for noting by Clackmannanshire Council.

#### **Motion**

To agree the recommendations in the report.

Moved by Councillor Fiona Law. Seconded by Councillor Graham Lindsay.

#### **Decision**

The Council noted the content of the Forth Valley Mental Health & Wellbeing Strategic Plan 2025-2035.

#### **CC(26)011 HR POLICIES**

The report, submitted by the Senior Manager (HR and Workforce Development), invited Council to approve the revised Work / Life balance and Flexible Working Policy and Procedure, and the revised Carers Policy and Procedure.

#### **Motion**

To agree the recommendations in the report.

Moved by Councillor Ellen Forson. Seconded by Councillor Wendy Hamilton.

Councillor Rennie queried paragraph 7.2 in the Carers Policy, where it states that “There is no statutory right to carer’s leave” as she understood that it was in statute.

The Senior Manager (HR and Workforce Development) advised he would review the legislation.

Councillor Holden raised a point of order that paragraph 7.2 needs to be accurate before any decision is taken on the policy.

The Vice Convener adjourned the meeting at 12.18 pm to allow checks to be undertaken on the legislation. When the meeting resumed at 12.30 pm, 16 members remained present.

The Senior Manager (HR and Workforce Development) confirmed that there is no statutory right to “paid” leave as the Carers Leave Act 2023 defines the leave as “unpaid”. The Council does offer paid carers leave.

### **Amendment**

To add in the word “paid” to amend paragraph 7.2 of the Carers Policy which will read:

“7.2 There is no statutory right to **paid** carer’s leave but the Council will allow employees with 26 weeks’ service the right to request time off.

Moved by Councillor Janine Rennie. Seconded by Councillor Kenneth Earle.

The Council unanimously agreed the amendment.

### **Decision**

Having commented and challenged the report, the Council:

1. Agreed the policies and procedures.
2. Noted the attached Equality Impact Assessments.

### **Action**

Senior Manager (HR and Workforce Development),

## **CC(25)012 MOTION TO COUNCIL – REDESIGNATION OF SAUCHIE FROM A VILLAGE TO A TOWN**

A notice of motion in terms of Standing Order 16.0 was submitted by Councillor Jane McTaggart.

### **Motion**

#### **Council notes:**

In November 2025, Scotland’s Towns Partnership, supported by Stirling University’s initiative, Understanding Scottish Places, redesignated Sauchie from a village to a town, in recognition of sustained growth in population, local services and, very importantly, Sauchie’s strong and lasting commitment to community.

This recognition will have a positive impact on Sauchie’s identity, with the possibility to create further development and investment opportunities, leading to a brighter future for Sauchie and its residents.

Council is asked to:

- (i) Formally recognise and congratulate the people of Sauchie on this milestone and thank all those involved for their commitment and vibrant community spirit.
- (ii) Look to support relevant signage within existing budgets to provide for Sauchie's new status as a town.
- (iii) Subject to paragraph (ii) above confirm that Council will support Sauchie whenever possible to help it reach its full potential into the future.

Moved by Councillor Jane McTaggart. Seconded by Councillor Wendy Hamilton.

**Decision**

The Council agreed the motion as set out above.

**Action**

Chief Executive

\*\*\*

In closing the meeting, the Provost (Vice Convener) and the Spokesperson for People, congratulated Muckhart Primary School on reaching its 180<sup>th</sup> anniversary.

Ends: 12.35 pm





**MINUTES OF SPECIAL MEETING of the CLACKMANNANSHIRE COUNCIL held in the Council Chamber, Kilncraigs, Alloa, on Thursday 26 February 2026 at 9.30 am.**

**PRESENT**

Councillor Phil Fairlie, Convener (Chair)  
Councillor Donald Balsillie  
Councillor Martha Benny  
Councillor Denis Coyne  
Councillor Kenneth Earle  
Councillor Ellen Forson  
Councillor Wendy Hamilton  
Councillor Scott Harrison  
Councillor Fiona Law  
Councillor Darren Lee  
Councillor Graham Lindsay  
Councillor Kathleen Martin  
Councillor Mark McLuckie  
Councillor Jane McTaggart  
Councillor Bryan Quinn  
Councillor Janine Rennie

**IN ATTENDANCE**

Nikki Bridle, Chief Executive  
Chris Alliston, Strategic Director (Partnership & Performance)  
Lorraine Sanda, Strategic Director (People)  
Kevin Wells, Strategic Director (Place)  
Lindsay Sim, Chief Finance Officer (Partnership & Performance)  
Colin Bruce, Chief Education Officer (People)  
Sharon Robertson, Chief Social Work Officer (People) (Via Teams)  
Lee Robertson, Senior Manager, Legal and Governance (Partnership & Performance) (Clerk to the Council)  
Michael Boyle, Improving Outcomes Business Manager (People)  
Aidan Fleming, Equality, Diversity & Human Rights Officer (Partnership & Performance)  
Wendy Forrest, Head of Strategic Planning & Health Improvement (HSCP) (Via Teams)  
Sarah Goldberg, Team Leader, Legal and Governance (Partnership & Performance) (Via Teams)  
Fi Grinly, Strategy & Performance Adviser (Partnership & Performance)  
Alastair Hair, Team Leader/Senior Manager (Partnership & Performance)  
Nicola Mack, Chief Accountant (Partnership & Performance) (Via Teams)  
Carla MacFarlane, Communications Officer (Partnership & Performance)  
Amy McDonald, Interim CFO for Clackmannanshire and Stirling Health and Social Care Partnership (HSCP)  
Wendy Robertson, Senior Manager Transformation (via Teams)  
Johan Roddie, Senior Manager, Permanence (People) (Via Teams)  
Robbie Stewart, Senior Manager, Sport and Leisure (People) (Via Teams)  
Melanie Moore, Committee Services (Partnership & Performance)  
Gillian White, Committee Services (Partnership & Performance) (Minute)

### **CC(26)013 APOLOGIES**

Apologies were received from Councillor Craig Holden and Councillor William Keogh.

### **CC(26)014 DECLARATIONS OF INTEREST**

There were no declarations of interest.

### **CC(26)015 BUDGET CONTEXT AND OUTLOOK**

The report, which was prepared by the Section 95 Officer in consultation with the Chief Executive and Monitoring Officer, aimed to provide information on the Budget context and outlook for the Council as it prepared to agree its General Services Revenue and Capital Budgets for 2026/27.

The report had been prepared in support of the Council's proposed General Service Revenue and Capital Budget 2026/27 and aimed to allow elected members to consider broad issues of financial resilience and sustainability ahead of taking its decisions.

#### **Motion**

To agree the recommendations as set out in the report.

Moved by Councillor Ellen Forson. Seconded by Councillor Graham Lindsay.

#### **Decision**

The Council noted:

1. The background and context to the Council's socio-economic and systemic funding challenges, exacerbated by a largely population-based mechanism for distributing the Scottish Government Grant Income received (section 3);
2. Council's track record of delivering budget savings; collaboration, leveraging external resource and innovative transformation (section 4);
3. The financial outlook ahead of setting the Council's Budget and the need to maximise the value of permanent reductions in expenditure and increases in income wherever possible to deliver medium to longer term financial sustainability (section 4); and
4. The financial outlook, residual risks and uncertainties should the 2026/27 General Services Revenue and Capital Budgets, proposed later in this Council agenda, be approved (paragraph 4.17 and section 4).

The Council agreed to:

5. Prioritise, support and invest in the key activities being taken forward to mitigate the pressures (section 5) and to deliver service and financial sustainability;
6. Continue to adhere to its Medium Term Financial Strategy (MTFS) and develop a Financial Resilience Framework (paragraphs 5.14 - 5.17); and
7. Identify any further potential options it would like developed to mitigate current and future service and financial sustainability challenges in addition to the current activities summarised in section 5 of this report (paragraph 5.1).

#### **Action**

Section 95 Officer, Chief Executive and Monitoring Officer

## **CC(26)016 TARGET OPERATING MODEL**

The report, submitted by the Chief Executive, made proposals in support of the implementation of the Council's agreed Be the Future Target Operating Model. This phase of development places a particular emphasis on further embedding a whole system outcomes focus, a drive for more integrated service delivery and financial sustainability.

The proposals reflected work towards delivering the 'mixed economy' of service delivery models in line with the Council's agreed Be the Future Target Operating Model (BtF TOM), including the Transformation through Collaboration proposals agreed by Council in November 2025.

The proposals set out in the report also linked to a savings proposal relating to changes to the Council's Management Structure included within the 2026/27 proposed Budget which was also on this Council agenda.

### **Motion**

To agree the recommendations in the report.

Moved by Councillor Ellen Forson. Seconded by Council Graeme Lindsay.

### **Decision**

The Council agreed:

1. The proposed Be the Future Target Operating Model set out at Appendix A;
2. The implementation of the 'immediate state' changes to the management structure set out in Appendix A (paragraphs 3.12 and 3.13);
3. To delegate authority to the Chief Executive, in consultation with Group Leaders and in accordance with agreed Council processes (as set out in paragraph 3.11), to implement the immediate state management changes, excluding any elements that require a formal interview process; and
4. To delegate to the Chief Executive, in consultation with Group Leaders as appropriate, authority to progress transitional management arrangements, including consultation with potential partners, where service vacancies exist (paragraphs 3.14 and 3.15).

The Council noted:

5. The potential saving of between £70,650 and £127,587 subject to agreed Council processes (paragraph 3.10);
6. That these proposals align with the Transformation Through Collaboration proposals agreed by Council in November 2025;
7. The priority placed on consultation and engagement processes with staff, trade union representatives and elected members in respect of both the 'immediate state' and subsequent phases of implementation (Para 3.12);
8. That all roles will be ringfenced, per Directorate, to existing senior management in the first instance. Should any positions not be filled, the roles will be opened to wider internal and external recruitment; and
9. That where final interviews are required appropriate Appointment Committee(s) will be convened.

### **Action**

Chief Executive

## **CC(26)017      TREASURY MANAGEMENT STRATEGY STATEMENT 2026/27**

The report, submitted by the Chief Finance Officer, presented the Council's Treasury Management Strategy Statement for 2026/27 and Prudential Indicators for 2026/27 to 2028/29.

### **Motion**

To agree the recommendations in the report.

Moved by Councillor Ellen Forson. Seconded by Council Graeme Lindsay.

### **Decision**

The Council:

1. Noted the information contained in the report;
2. Approved the Treasury Management Strategy Statement for 2026/27 and Prudential Indicators for the years 2026/27 to 2028/29 (as attached at Appendix A, in compliance with the Prudential Code requirements;
3. Noted the continuation of the Borrowing Strategy to support continued capital investment (paragraph 5.6); and
4. Noted the investment portfolio position as at 31st January 2026 (Appendix B).

### **Action**

Chief Finance Officer

*In line with Standing Order 10.23, the Convener adjourned the meeting at 11.00 am for a comfort break. When the meeting resumed at 11.10 am, 16 members remained present.*

## **CC(26)018      GENERAL SERVICES REVENUE AND CAPITAL BUDGET 2026-27**

The report, submitted by the Administration, presented the General Services Budget for 2026/27. The report builds on the regular update reports and briefings presented to Council and the Audit and Scrutiny Committee throughout the year, including those covering the Be the Future Transformation Programme and implementation of the Target Operating Model (TOM).

### **Motion**

To agree the recommendations set out in the report.

Moved by Councillor Ellen Forson. Seconded by Councillor Graham Lindsay.

### **Decision**

The Council agreed:

1. The General Services Revenue and Capital Budget for 2026/27 as set out in Appendix A, including:
  - 1.1 The proposals for demand pressures totalling £3.000m (Appendix B) (paragraphs 6.2 and 6.3);
  - 1.2 Policy and Redesign savings set out in Appendix D and note the Management Efficiency savings set out in Appendix C (paragraph 6.4);
  - 1.3 The 2026/27 Income and Charging Strategy (Appendix E);

- 1.4 The utilisation of £0.625m Capital receipts to offset loans fund principal repayments (paragraph 6.9);
- 1.5 The utilisation of £2.747m from uncommitted reserves to support the 2026/27 revenue budget (paragraph 6.9);
- 1.6 A net resource transfer of £31.643m for the Clackmannanshire and Stirling Health and Social Care Partnership for 2026/27 (paragraph 7.2 and 7.3);
- 1.7 The earmarking of an additional contribution of up to £2.824m to the 2025/26 projected overspend for the Clackmannanshire and Stirling Health and Social Care Partnership (paragraph 7.5);
- 1.8 The revised General Services Capital Programme incorporating project resource in Appendix A and section 8;
- 1.9 A 5.6% increase in the level of Council Tax for 2026/27 resulting in a Band D Council tax of £1,683.67 (paragraph 5.4);

Council noted:

2. The challenging context within which this Budget is presented (section 3);
3. The summary of recent budget engagement activity detailed in section 4;
4. That the minimum reserve policy of 2% remains unchanged with the balance of £3.624m in uncommitted General Services Revenue reserves, after setting the budget, equating to 2% (paragraphs 6.8-6.9);
5. The five year cumulative indicative gap of £24.462m up to 2031/32 and a funding gap of £10.096m in 2027/28 following setting this budget (Exhibit 5), and
6. The Be the Future Target Operating Model: Corporate Priorities 2026/27 as set out in Appendix A.

**Action**

Chief Finance Officer

Ends: 12.15 pm



---

**Report to Clackmannanshire Council**

---

**Date of Meeting: 19 March 2026**

---

**Subject: Committee Recommendations Referred to Council**

---

**Report by: Chief Executive**

---

**1.0 Purpose**

- 1.1. The purpose of this report is to seek Council approval of recommendations which have been made by the Audit and Scrutiny Committee on 5 February 2026.
- 1.2. Under the Council's decision-making framework, Council has delegated certain matters to committees and has reserved certain powers. Included in the latter are the approval of main policies and strategies (Scheme of Delegation 3.2), the approval of budgets (Scheme of Delegation 3.19) and the spending of money not budgeted for (Scheme of Delegation 3.20).
- 1.3. Standing Order 8.4 requires that where a Committee passes a report to Council, the full Committee report shall not be included again on the Council agenda and that officers should prepare a brief report that refers to the relevant Committee report and recommendation(s).

**2.0 Recommendations**

- 2.1. From the **Audit and Scrutiny Committee of 5 February 2026**, in relation to the "*Revision of Contract Standing Orders*" report, where the Audit and Scrutiny Committee noted, challenged and commented on the report and agreed to submit the revised Contract Standing Orders, as set out in Appendix 1, to the next available Council meeting for approval, and to recommend their adoption and implementation with effect from 19 March 2026:

It is recommended that Council:

- 2.1.1. Approves the revised Contract Standing Orders, as set out in Appendix 1 of the report, and agrees their adoption and implementation with effect from 19 March 2026.
- 2.2. The "[Revision of Contract Standing Orders](#)" is available on the Council's website.

### 3.0 Sustainability Implications

3.1. None

### 4.0 Resource Implications

4.1. *Financial Details*

4.2. The full financial implications of the recommendations are set out in the report. This includes a reference to full life cycle costs where appropriate. N/A

4.3. Finance have been consulted and have agreed the financial implications as set out in the report. N/A

4.4. *Staffing*

### 5.0 Exempt Reports

5.1. Is this report exempt? Yes  (please detail the reasons for exemption below) No

### 7.0 Declarations

The recommendations contained within this report support or implement our Corporate Priorities and Council Policies.

#### (1) Our Priorities

Clackmannanshire will be attractive to businesses & people and ensure fair opportunities for all

Our families; children and young people will have the best possible start in life

Women and girls will be confident and aspirational, and achieve their full potential

Our communities will be resilient and empowered so that they can thrive and flourish

#### (2) Council Policies

Complies with relevant Council Policies

### 8.0 Impact Assessments

8.1 Have you attached the combined equalities impact assessment to ensure compliance with the public sector equality duty and fairer Scotland duty? (All EFSIAs also require to be published on the Council's website)

Yes

8.2 If an impact assessment has not been undertaken you should explain why:  
The reasons are as set out in the original report.

## 9.0 Legality

9.1 It has been confirmed that in adopting the recommendations contained in this report, the Council is acting within its legal powers. Yes

## 10.0 Appendices

10.1 Please list any appendices attached to this report. If there are no appendices, please state "none".

None.

## 11.0 Background Papers

11.1 Have you used other documents to compile your report? (All documents must be kept available by the author for public inspection for four years from the date of meeting at which the report is considered)

Yes  (please list the documents below) No

**Audit and Scrutiny Committee of 5 February 2026 (Item 11) – report entitled The ["Revision of Contract Standing Orders"](#)**

### Author(s)

| NAME          | DESIGNATION                          | TEL NO / EXTENSION |
|---------------|--------------------------------------|--------------------|
| Lee Robertson | Senior Manager, Legal and Governance | 2087               |

### Approved by

| NAME         | DESIGNATION     | SIGNATURE                                                                             |
|--------------|-----------------|---------------------------------------------------------------------------------------|
| Nikki Bridle | Chief Executive |  |



---

**Report to Clackmannanshire Council**

---

**Date of Meeting: 19 March 2026**

---

**Subject: Clackmannanshire and Stirling Integration Joint Board –  
Nomination of Vice Chair**

---

**Report by: Senior Manager, Legal and Governance**

---

**1.0 Purpose**

- 1.1. The purpose of this report is to ask Council to nominate a Vice Chair for the Integration Joint Board (IJB) from Clackmannanshire Council's current membership of the IJB.

**2.0 Recommendations**

- 2.1. Council is asked to nominate one of its appointed IJB Members, (identified in paragraph 3.5), to serve as Vice Chair of the IJB commencing on 1 April 2026

**3.0 Considerations**

- 3.1. Appointments to the role of Chair and Vice Chair of the IJB are made on a biannual rotational basis. The tenure of the Current Chair (Stirling Council) and Vice Chair (NHS Forth Valley) ends on 31/03/2026.
- 3.2. Positions on the Clackmannanshire and Stirling IJB are made in accordance with the Clackmannanshire and Stirling Health and Social Care Integration Scheme (Section 2), and IJB Standing Orders. The Council is entitled to appoint a Vice Chair by virtue of Article 6 of the Public Bodies (Joint Working) (Integration Joint boards) (Scotland) Order 2014.
- 3.3. The Chair from 1 April 2026, will require to be nominated from NHS Forth Valley voting members through NHS governance.
- 3.4. The Vice Chair from 01 April 2026, will require to be nominated from the three voting members of Clackmannanshire Council.
- 3.5. Clackmannanshire Council has appointed three voting members to the IJB who are as follows: Councillor Fiona Law (appointed 20/03/25), Councillor Janine Rennie (appointed 25/05/22) and Councillor Martha Benny (appointed 25/05/22).

#### 4.0 Sustainability Implications

4.1. None

#### 5.0 Resource Implications

5.1. *Financial Details*

5.2. The full financial implications of the recommendations are set out in the report. This includes a reference to full life cycle costs where appropriate. N/A

5.3. Finance have been consulted and have agreed the financial implications as set out in the report. N/A

5.4. *Staffing*

#### 6.0 Exempt Reports

6.1. Is this report exempt? Yes  (please detail the reasons for exemption below) No

#### 7.0 Declarations

The recommendations contained within this report support or implement our Corporate Priorities and Council Policies.

##### (1) Our Priorities

Clackmannanshire will be attractive to businesses & people and ensure fair opportunities for all

Our families; children and young people will have the best possible start in life

Women and girls will be confident and aspirational, and achieve their full potential

Our communities will be resilient and empowered so that they can thrive and flourish

##### (2) Council Policies

Complies with relevant Council Policies

#### 8.0 Impact Assessments

8.1 Have you attached the combined equalities impact assessment to ensure compliance with the public sector equality duty and fairer Scotland duty? (All EFSIAs also require to be published on the Council's website)

Yes

8.2 If an impact assessment has not been undertaken you should explain why:

The report solely seeks a nomination for vice chair of the IJB.

## 9.0 Legality

9.1 It has been confirmed that in adopting the recommendations contained in this report, the Council is acting within its legal powers. Yes

## 10.0 Appendices

10.1 Please list any appendices attached to this report. If there are no appendices, please state "none".

None.

## 11.0 Background Papers

11.1 Have you used other documents to compile your report? (All documents must be kept available by the author for public inspection for four years from the date of meeting at which the report is considered)

Yes  (please list the documents below) No

[Integration Scheme – Clackmannanshire and Stirling HSCP Standing-Orders.pdf](#)

### Author(s)

| NAME          | DESIGNATION                          | TEL NO / EXTENSION |
|---------------|--------------------------------------|--------------------|
| Lee Robertson | Senior Manager, Legal and Governance | 2087               |

### Approved by

| NAME           | DESIGNATION                                      | SIGNATURE                                                                             |
|----------------|--------------------------------------------------|---------------------------------------------------------------------------------------|
| Chris Alliston | Strategic Director (Partnership and Performance) |  |



---

**Report to: Clackmannanshire Council**

---

**Date of Meeting: 19 March 2026**

---

**Subject: Additional Public Holiday – Men’s Football World Cup**

---

**Report by: Senior Manager – HR and Workforce Development**

---

## **1.0 Purpose**

- 1.1. This report asks Council to determine whether or not to recognise an additional public holiday to mark Scotland’s participation in the 2026 men’s football World Cup finals.

## **2.0 Recommendations**

Council is asked to:

- 2.1. **Note** the contents of the paper as presented;
- 2.2. **Review** the options appraisal at Appendix 1 in relation to the proposed public holiday; and
- 2.3. **Determine** whether or not to recognise Monday 15 June 2026 as an additional public holiday for Clackmannanshire Council.

## **3.0 Considerations**

- 3.1. The Scottish Government announced on 5 February 2026<sup>1</sup>, that there will be a national public holiday to mark Scotland’s participation in the men’s football World Cup finals on 15 June 2026. This followed consent from King Charles III on 3 February 2026.
- 3.2. The additional public holiday is intended to allow businesses, citizens, and other organisations to celebrate Scotland’s opening game, which kicks off at 2am on Sunday 14 June 2026.
- 3.3. Each Local Authority in Scotland has powers to make certain days ‘local’ public holidays. As an employer we are not required to give paid leave on public holidays however the Council does recognise 7 fixed paid public holidays which are contained within the terms and conditions of staff<sup>2</sup>.

---

<sup>1</sup> <https://www.gov.scot/news/world-cup-bank-holiday-confirmed/>

<sup>2</sup> <https://www.clacks.gov.uk/community/publicolidays/>

3.4. These are as follows:

- Good Friday
- Easter Monday
- May Bank Holiday
- Christmas Day
- Boxing Day
- New Years Day
- 2<sup>nd</sup> January

3.5. Following the announcement from Scottish Government, local authorities have been advised that they can apply for an exemption from the requirement to provide 190 days of schooling to accommodate the public holiday.

3.6. As such, the People Directorate have made a pre-emptive application for exemption which could be applied if Council agree to recognise this holiday.

3.7. With regards to Early Learning and Childcare provision, the statutory requirement to provide 1140 hours of childcare would remain. As such, should Council agree to the additional holiday, and with all nurseries and educational establishments closing, alternative arrangements would need to be put in place (such as retaining some standalone ELCs as designated hubs).

3.8. This approach would likely incur additional, un-budget staff costs due to increased staff pay rates, calculated by Education Services as £58,984.

3.9. Should the additional public holiday be approved, the Council would still be required to maintain staffing in key service areas so as provide continuity to communities (for example in areas such as housing, or social services).

3.10. For those working during a public holiday, the Council's policy is to pay a rate of double time with equivalent time off in lieu, or triple time with no time off in lieu.

3.11. The potential costs for staff who may be required to work on the additional public holiday have been estimated as circa £23,441<sup>3</sup> however would be subject to service demands at the time.

3.12. For staff not contracted to work on 15 June 2026, pro rate provisions would be applied to allow staff to take time off on a future date.

#### **4.0 Sustainability Implications**

4.1. None.

#### **5.0 Resource Implications**

##### *5.1. Financial Details*

---

<sup>3</sup> This figure has been based on the enhanced (e.g. double or triple time) non-budgeted rate paid to employees over the May 2025 public holiday.

- 5.2. The full financial implications of the recommendations are set out in the report. This includes a reference to full life cycle costs where appropriate. Yes

*The primary financial implications associated with the proposed public holiday are outlined at s3.8 and s3.11 of the report.*

*In total, unbudgeted enhanced rate payments for those required to work the proposed holiday would cost circa £82,425, however would be subject to change based on service demands.*

- 5.3. Finance have been consulted and have agreed the financial implications as set out in the report. Yes

5.4. *Staffing*

*Staffing implications are outlined at S3.5 – 3.11*

## 6.0 Exempt Reports

- 6.1. Is this report exempt? Yes  (please detail the reasons for exemption below) No

## 7.0 Declarations

The recommendations contained within this report support or implement our Corporate Priorities and Council Policies.

### (1) Our Priorities

Clackmannanshire will be attractive to businesses & people and ensure fair opportunities for all

Our families; children and young people will have the best possible start in life

Women and girls will be confident and aspirational, and achieve their full potential

Our communities will be resilient and empowered so that they can thrive and flourish

### (2) Council Policies

Complies with relevant Council Policies

## 8.0 Impact Assessments

- 8.1 Have you attached the combined equalities impact assessment to ensure compliance with the public sector equality duty and fairer Scotland duty? (All EFSIAs also require to be published on the Council's website)

Yes

8.2 If an impact assessment has not been undertaken you should explain why:  
This paper presents an operational update, and as such no EQIA is required.

### 9.0 Legality

9.1 It has been confirmed that in adopting the recommendations contained in this report, the Council is acting within its legal powers. Yes

### 10.0 Appendices

10.1 Please list any appendices attached to this report. If there are no appendices, please state "none".

Appendix 1: Options Appraisal

### 11.0 Background Papers

11.1 Have you used other documents to compile your report? (All documents must be kept available by the author for public inspection for four years from the date of meeting at which the report is considered)

Yes  (please list the documents below) No

#### Author(s)

| NAME          | DESIGNATION               | TEL NO / EXTENSION |
|---------------|---------------------------|--------------------|
| Alastair Hair | Senior Manager HR and WFD | 2045               |

#### Approved by

| NAME           | DESIGNATION                                      | SIGNATURE                                                                             |
|----------------|--------------------------------------------------|---------------------------------------------------------------------------------------|
| Chris Alliston | Strategic Director – Partnership and Performance |  |

## APPENDIX 1

### Options Appraisal for additional public holiday

| Option | Detail                                                              | Pros                                                                                                                                                                                                                                                                                                                                             | Cons                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                            |
|--------|---------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 1      | Council <b>chooses not</b> to recognise the proposed public holiday | <p>No impact on school calendar year and 190 Days schooling delivered (report s3.5).</p> <p>No impact on other Council services.</p> <p>No additional unbudgeted costs associated with working on a fixed holiday.</p> <p>No impact on nursery provision.</p>                                                                                    | <p>Staff may feel aggrieved if other organisations are recognising the additional public holiday and the Council are not.</p> <p>Potential reputational impact for the Council via not being seen not to recognise.</p>                                                                                                                                                                                                                                                                                         |
| 2      | Council <b>chooses to recognise</b> the proposed public holiday     | <p>The Council would recognise the holiday in line with other, although not all, public bodies.</p> <p>There would be no breach of the statutory requirement to ensure 190 school days as exemption would be provided by Scottish Government (report S3.5)</p> <p>Potential staff morale benefits in applying the additional public holiday.</p> | <p>Potential for complaints from those not wishing to recognise the holiday.</p> <p>There would be a need to retain the statutory 1140hrs of ELC (report s3.7), costing £58,984 in unbudgeted increased rate payments</p> <p>Potential for complaints from parents who would be required to put in provisional arrangements if their employers do not recognise the additional leave.</p> <p>Unbudgeted enhanced rate cost of circa £23,441 for those required to work due to service demands (report S3.9)</p> |



---

**Report to: Clackmannanshire Council**

---

**Date of Meeting: 19 March 2026**

---

**Subject: Council Tax Long Term Empty and Second Home Policy**

---

**Report by: Chief Finance Officer**

---

## **1.0 Purpose**

- 1.1. The purpose of this report is to agree formal policies on Council Tax for Long Term Empty Property and Second Homes and update Council on future changes to Council Tax legislation.

## **2.0 Recommendations**

Council is asked:

- 2.1. To formalise the Council Tax policies on:
- 2.1.1. Long Term Empty Property (Appendix 1A), and
  - 2.1.2. Second Homes (Appendix 1B)
- 2.2. To note the update in relation to future changes in Council Tax legislation (paragraph 3.5)

## **3.0 Considerations**

- 3.1. Scottish local authorities have long been given discretion to vary Council Tax charges for long-term empty properties and second homes, with the aim of encouraging owners to return unused housing to occupation. These powers are set out in the Local Government Finance (Unoccupied Properties etc.) (Scotland) Act and the associated Council Tax (Variation for Unoccupied Dwellings) Regulations, updated in 2013, 2016, and 2023.
- 3.2. The 2013 Regulations introduced the ability for councils to apply an empty homes premium of up to 100%, while the 2016 amendments enabled the removal of Council Tax discounts for second homes. The 2023 amendments expanded powers further, including allowing a second homes premium of up to 100% and limiting when the empty homes premium can be applied, particularly where a property has been purchased within six months and is undergoing repairs to bring it back into use.

- 3.3. Council previously approved the introduction of a 100% premium on long term empty properties from 1st April 2014. A 100% premium on second homes was approved by Council as part of the Revenue and Capital Budget for 2024/25, effective from 1st April 2024.
- 3.4. This report does not propose any changes to either of these policies, but to clarify the specific policy on each of these premiums.
- 3.5. Further reforms come into effect from 1 April 2026, when amendments to the Council Tax (Variation for Unoccupied Dwellings) (Scotland) Regulations remove the existing statutory cap on premiums. From that date, councils will have full discretion to apply unlimited Council Tax premiums on second homes and long-term empty properties, allowing local authorities to set premium levels in response to local housing pressures. It is not proposed to change the current policies in light of this change at this time but this may be considered at a future date.

#### **4.0 Sustainability Implications**

- 4.1. None.

#### **5.0 Resource Implications**

##### *5.1. Financial Details*

- 5.2. The full financial implications of the recommendations are set out in the report. This includes a reference to full life cycle costs where appropriate. Yes

- 5.3. Finance have been consulted and have agreed the financial implications as set out in the report. Yes

##### *5.4. Staffing*

#### **6.0 Exempt Reports**

- 6.1. Is this report exempt? Yes  (please detail the reasons for exemption below) No

#### **7.0 Declarations**

The recommendations contained within this report support or implement our Corporate Priorities and Council Policies.

##### **(1) Our Priorities**

Clackmannanshire will be attractive to businesses & people and ensure fair opportunities for all

Our families; children and young people will have the best possible start in life

Women and girls will be confident and aspirational, and achieve their full potential

Our communities will be resilient and empowered so that they can thrive and flourish

(2) **Council Policies**

Complies with relevant Council Policies

**8.0 Impact Assessments**

8.1 Have you attached the combined equalities impact assessment to ensure compliance with the public sector equality duty and fairer Scotland duty? (All EFSIAs also require to be published on the Council's website)

Yes

8.2 If an impact assessment has not been undertaken you should explain why:

**9.0 Legality**

9.1 It has been confirmed that in adopting the recommendations contained in this report, the Council is acting within its legal powers. Yes

**10.0 Appendices**

10.1 Please list any appendices attached to this report. If there are no appendices, please state "none".

Appendix 1 – Council Tax Long Term Empty & Second Homes Policy

Appendix 2 – Equalities and Fairer Scotland Impact Assessment

**11.0 Background Papers**

11.1 Have you used other documents to compile your report? (All documents must be kept available by the author for public inspection for four years from the date of meeting at which the report is considered)

Yes  (please list the documents below) No

**Author(s)**

| NAME       | DESIGNATION                         | TEL NO / EXTENSION |
|------------|-------------------------------------|--------------------|
| Ben Watson | Team Leader – Revenues and Benefits | 01259 226228       |

**Approved by**

| <b>NAME</b>    | <b>DESIGNATION</b>                                  | <b>SIGNATURE</b>                                                                    |
|----------------|-----------------------------------------------------|-------------------------------------------------------------------------------------|
| Chris Alliston | Strategic Director –<br>Partnership and Performance |  |

## Clackmannanshire Council

### Council Tax Long Term Empty & Second Homes Policy

#### 1. Scope

The report outlines previous changes to legislation which provides local authorities with further discretion to vary Council Tax and clarifies the council policies on Council Tax charged for Long Term Empty Property and Second Homes.

#### 2. Background

Scottish local authorities have long been given discretion to vary Council Tax charges for long-term empty properties and second homes, with the aim of encouraging owners to return unused housing to occupation. These powers are set out in the Local Government Finance (Unoccupied Properties etc.) (Scotland) Act and the associated Council Tax (Variation for Unoccupied Dwellings) Regulations, updated in 2013, 2016, and 2023.

The 2013 Regulations introduced the ability for councils to apply an empty homes premium of up to 100%, while the 2016 amendments enabled the removal of Council Tax discounts for second homes. The 2023 amendments expanded powers further, including allowing a second homes premium of up to 100% and limiting when the empty homes premium can be applied, particularly where a property has been purchased within six months and is undergoing repairs to bring it back into use.

Further reforms come into effect from 1 April 2026, when amendments to the Council Tax (Variation for Unoccupied Dwellings) (Scotland) Regulations remove the existing statutory cap on premiums. From that date, councils will have full discretion to apply unlimited Council Tax premiums on second homes and long-term empty properties, allowing local authorities to set premium levels in response to local housing pressures.

Clackmannanshire Council introduced a 100% premium on long term empty properties from 1<sup>st</sup> April 2014 and a 100% premium on second homes from 1<sup>st</sup> April 2024.

### **3. Definitions**

For the purposes of Council Tax the following definitions apply:

- Unoccupied Property: a residential dwelling that is no one's sole or main residence
- Long Term Empty Property: an unoccupied property that has not been occupied for 12 months.
- Second Home: a dwelling which is not one's sole or main residence, but which is furnished and is occupied for at least 25 days during a period of 12 months.

### **4. Implementation**

There are no changes to current practice, this policy was created to provide clarity on the current previously approved policies.

### **5. Review**

This policy will be reviewed on an annual basis.

**Council Tax – Long Term Empty Property**

The Council Tax (Variation for Unoccupied Dwellings) (Scotland) Regulations 2013 came into effect on 1st April 2013, with Clackmannanshire Council opting to apply the additional 100% levy, excluding water and sewerage charges, from 1 April 2014.

The increased charge applies to properties which have been unoccupied for over 12 months, including Council owned properties. However, this is subject to the owner's eligibility to claim council tax exemptions under the Council Tax (Exempt Dwellings) (Scotland) Order 1997. The regulations set out specific circumstances, listed below, in which the increased charge is disapplied, and the standard Council Tax liability continues to apply:

- (1) Purpose built holiday homes which cannot be used all year round;
- (2) Job-related dwellings where the taxpayer, or partner, needs to live in a specific dwelling to undertake their job and they are liable for Council Tax on a dwelling that is not their main residence as a result;
- (3) Properties being actively marketed for sale, if they have not been unoccupied for more than 24 months;
- (4) Properties being actively marketed to let, if they have not been unoccupied for more than 24 months;
- (5) Properties entitled to exemption, or
- (6) The long-term empty premium will not apply to properties that have been unoccupied for at least 12 months where a new owner has purchased the dwelling within the last six months and is undertaking repairs or renovations to improve the property.

**Discretion**

The Council must retain the ability to apply discretion when a council tax payer's circumstances are considered exceptional. This ensures the levy is administered fairly and takes account of situations that could not reasonably have been avoided. Because exceptional circumstances are, by nature, unusual and unforeseeable, it is not possible to define every scenario in advance. It is therefore the responsibility of the council tax payer to present evidence for the Council to consider. In general, exceptional circumstances are those that are unexpected and beyond the individual's control.

When requesting consideration on this basis, the council tax payer must provide sufficient proof to satisfy the Council that an exceptional circumstance exists which

justifies a reduced charge. Where discretion is granted, the property will be charged at 90% for a limited period determined on its own merits.

The Council Tax rates and Collections Supervisor or the Revenues Team Leader will decide whether exceptional circumstances apply in each case. Any discretionary reduction will be reviewed during the agreed period to confirm that the circumstances continue to apply and that the council tax payer is taking reasonable steps to resolve the situation.

**Council Tax – Second Homes**

The Scottish Parliament approved new powers effective from 1st April 2024 allowing councils to increase Council Tax charges on second homes by up to 100%, doubling the standard liability. Clackmannanshire implemented this additional premium from the same date. The increase applies only to the Council Tax element and does not extend to water or sewerage charges, and its purpose is to bring the treatment of second homes into line with long-term empty property policy to help increase housing availability by encouraging properties back into residential use.

A Second Home for Council Tax purposes is defined as:

- a property lived in for at least 25 days per year;
- furnished, and
- no one's sole or main residence.

All three categories must be met for a property to qualify as a Second Home for Council tax purposes.

**Discretion**

No discretion will be applied to the categories above regarding the definition of a Second Home.



## Equality and Fairer Scotland Impact Assessment - Screening

|                         |                                            |
|-------------------------|--------------------------------------------|
| <b>Title of Policy:</b> | Council Tax Long Term Empty & Second Homes |
| <b>Service:</b>         | Finance & Revenues                         |
| <b>Team:</b>            | Revenues                                   |

|                                                                                                                                     |     |
|-------------------------------------------------------------------------------------------------------------------------------------|-----|
| Will the policy have to go to Council or committee for approval                                                                     | Yes |
| Is it a major policy, significantly affecting how functions are delivered?                                                          | Yes |
| Does it relate to functions that previous involvement activities have identified as being important to particular protected groups? | No  |
| Does it relate to an area where the Council has set equality outcomes?                                                              | No  |
| Does it relate to an area where there are known inequalities?                                                                       | No  |
| Does it relate to a policy where there is significant potential for reducing inequalities or improving outcomes?                    | No  |

**IF YES TO ANY - Move on to an Equality & Fairer Scotland Assessment**

**IF NO - Explain why an Equality & Fairer Scotland Assessment is not required**

|  |
|--|
|  |
|--|

### APPROVAL

| NAME       | DESIGNATION                       | DATE       |
|------------|-----------------------------------|------------|
| Ben Watson | Team Leader – Revenues & Benefits | 10/03/2026 |

NB This screening exercise is not to be treated as an assessment of impact and therefore does not need to be published. However, if you decide not to assess the impact of any policy, you will have to be able to explain your decision. To do this, you should keep a full record of how you reached your decision.

## **Equality and Fairer Scotland Impact Assessment - Scoping**

|                                                                                                                                                                                         |
|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <b>Purpose of the proposed policy or changes to established policy</b>                                                                                                                  |
| To formalise Clackmannanshire Council's policy on Council Tax charged on long-term empty properties and second homes, reflecting legislative changes and existing operational practice. |
| <b>Which aspects of the policy are particularly relevant to each element of the Council's responsibilities in relation to the General Equality Duty and the Fairer Scotland Duty?</b>   |
| <b>General Equality Duty -</b>                                                                                                                                                          |
| ➤ <b>Eliminating unlawful discrimination, harassment and victimisation and other prohibited conduct</b>                                                                                 |
| The policy applies equally to all council taxpayers and is based solely on property status, not personal characteristics.                                                               |
| ➤ <b>Advancing equality of opportunity between people who share a relevant protected characteristic and those who do not</b>                                                            |
| No differential treatment is applied to protected groups.                                                                                                                               |
| ➤ <b>Fostering good relations between people who share a protected characteristic and those who do not.</b>                                                                             |
| The policy does not relate to interactions between groups.                                                                                                                              |
| <b>Fairer Scotland Duty -</b>                                                                                                                                                           |
| ➤ <b>Reducing inequalities of outcome caused by socioeconomic disadvantage</b>                                                                                                          |
| The policy aims to increase housing supply by encouraging properties back into use, which may contribute indirectly to improved access to housing.                                      |

| <b>To which of the equality groups is the policy relevant?</b> |                |                                                                       |
|----------------------------------------------------------------|----------------|-----------------------------------------------------------------------|
| <b>Protected Characteristic</b>                                | <b>Yes/No*</b> | <b>Explanation</b>                                                    |
| Age                                                            | /No            | Policy applies uniformly to property owners regardless of age.        |
| Disability                                                     | No             | No link between disability and long-term empty/second home ownership. |
| Gender Reassignment                                            | No             | No impact identified.                                                 |
| Marriage and civil partnership                                 | No             | No impact identified.                                                 |
| Pregnancy and Maternity                                        | No             | No impact identified.                                                 |
| Race                                                           | No             | No impact identified.                                                 |
| Religion and Belief                                            | No             | No impact identified.                                                 |
| Sex                                                            | No             | No impact identified.                                                 |
| Sexual Orientation                                             | No             | No impact identified.                                                 |

\* Delete as required



**What evidence is already available about the needs of relevant groups, and where are the gaps in evidence?**

Properties subject to premiums are defined solely by occupancy, not personal characteristics of taxpayers  
No specific data on whether particular protected groups disproportionately own long-term empty or second homes.

**Which equality groups and communities might it be helpful to involve in the development of the policy?**

N/A

**Next steps**

Monitor appeals and caseload for any emerging trends affecting protected groups.

## Equality and Fairer Scotland Impact Assessment - Decision

|                                                                                                                                                                                                                                                               |                                                                                                                                                                                                                                                                                                                                                        |             |
|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------|
| <b>Evidence findings</b>                                                                                                                                                                                                                                      |                                                                                                                                                                                                                                                                                                                                                        |             |
| No evidence of disproportionate adverse impact on protected characteristics. The policy clarifies existing practice and aligns with new legislative powers.<br>Discretionary mechanisms ensure fairness where circumstances are beyond the taxpayer's control |                                                                                                                                                                                                                                                                                                                                                        |             |
| <b>Details of engagement undertaken and feedback received</b>                                                                                                                                                                                                 |                                                                                                                                                                                                                                                                                                                                                        |             |
| Internal review by Finance & Revenues.<br>Policy informed by legislative requirements and prior operational experience.                                                                                                                                       |                                                                                                                                                                                                                                                                                                                                                        |             |
| <b>Decision/recommendation</b>                                                                                                                                                                                                                                |                                                                                                                                                                                                                                                                                                                                                        |             |
| Having considered the potential or actual impacts of this policy, the following decision/<br>recommendation is made:                                                                                                                                          |                                                                                                                                                                                                                                                                                                                                                        |             |
| <b>Tick</b><br><br><b>X</b>                                                                                                                                                                                                                                   | <b>Option 1: No major change</b><br>The assessment demonstrates that the policy is robust. The evidence shows no potential for unlawful discrimination and that all opportunities have been taken to advance equality of opportunity and foster good relations, subject to continuing monitoring and review.                                           |             |
|                                                                                                                                                                                                                                                               | <b>Option 2: Adjust the policy</b> – this involves taking steps to remove any barriers, to better advance equality or to foster good relations. It may be possible to remove or change the aspect of the policy that creates any negative or unwanted impact, or to introduce additional measures to reduce or mitigate any potential negative impact. |             |
|                                                                                                                                                                                                                                                               | <b>Option 3: Continue the policy</b> – this means adopting or continuing with the policy, despite the potential for adverse impact. The justification should clearly set out how this decision is compatible with the Council's obligations under the duty.                                                                                            |             |
|                                                                                                                                                                                                                                                               | <b>Option 4: Stop and remove the policy</b> – if there are adverse effects that are not justified and cannot be mitigated, consideration should be given to stopping the policy altogether. If a policy leads to unlawful discrimination it should be removed or changed.                                                                              |             |
| <b>Justification for decision</b>                                                                                                                                                                                                                             |                                                                                                                                                                                                                                                                                                                                                        |             |
| The policy is property-based, not person-based. No protected characteristic results in different treatment.<br>Discretionary powers mitigate risk of inequitable outcomes.<br>The policy supports the public interest in returning empty properties to use.   |                                                                                                                                                                                                                                                                                                                                                        |             |
| <b>APPROVAL</b>                                                                                                                                                                                                                                               |                                                                                                                                                                                                                                                                                                                                                        |             |
| <b>NAME</b>                                                                                                                                                                                                                                                   | <b>DESIGNATION</b>                                                                                                                                                                                                                                                                                                                                     | <b>DATE</b> |
| Ben Watson                                                                                                                                                                                                                                                    | Team Leader – Revenues & Benefits                                                                                                                                                                                                                                                                                                                      | 10/03/2026  |





---

**Report to: Clackmannanshire Council**

---

**Date of Meeting: 19 March 2026**

---

**Subject: Non-Domestic Rates – Empty Property Relief**

---

**Report by: Chief Finance Officer**

---

## **1.0 Purpose**

- 1.1. The purpose of this report is to provide information to allow Council to review and agree the revised Non-Domestic Rates Empty Property Relief Policy.
- 1.2. The proposed change is to introduce a new provision granting 100% relief where a property is legally prohibited from being occupied. This relief has no time limit.

## **2.0 Recommendations**

- 2.1. Council is asked to approve the revised Non-Domestic Rates Empty Property Relief Policy (paragraph 3.4 and Appendix 1) effective from 1 April 2026.

## **3.0 Background**

- 3.1. Non-Domestic Rates (NDR) are a tax on business, commercial, industrial and other miscellaneous property types. All properties are given a rateable value by the Scottish Assessors; this value is then used along with the nationally set Non-Domestic Rate poundage to determine the charges of each property. Some of these properties are exempt from charges or pay reduced amounts if they qualify for reliefs set out in legislation.
- 3.2. The amount of NDR actually collected in-year often differs from the original forecast provided by local authorities to the Scottish Government; sometimes it's more, sometimes it's less. To protect local authorities from these differences, the Scottish Government guarantees the amount of NDR income local authorities will receive. The Scottish Government pays any shortfall, and keeps any extra collected, and then adjusts the following year's guaranteed amounts accordingly. This process is often referred to as the "NDR pooling arrangement".
- 3.3. The Scottish Government devolved NDR Empty Property Relief to local authorities from 1st April 2023. The view was that this allows Councils to set their own local arrangements to best align the use of the relief. The current policy was approved in March 2025 with an agreement to review the contents annually.

3.4. During the year it was identified that another category of relief would be appropriate under the following circumstances:

- The property is unoccupied and is legally prohibited from being occupied due to a statutory order or other binding legal restriction.

In this circumstance, a relief of 100% with no time limit would be granted.

3.5. It is proposed that this revised policy with the additional category for relief would be effective from 1 April 2025. This policy will continue to be reviewed on an annual basis.

#### 4.0 Sustainability Implications

4.1. None.

#### 5.0 Resource Implications

##### 5.1. Financial Details

5.2. The full financial implications of the recommendations are set out in the report. This includes a reference to full life cycle costs where appropriate. Yes

5.3. Finance have been consulted and have agreed the financial implications as set out in the report. Yes

##### 5.4. Staffing

#### 6.0 Exempt Reports

6.1. Is this report exempt? Yes  (please detail the reasons for exemption below) No

#### 7.0 Declarations

The recommendations contained within this report support or implement our Corporate Priorities and Council Policies.

##### (1) Our Priorities

Clackmannanshire will be attractive to businesses & people and ensure fair opportunities for all

Our families; children and young people will have the best possible start in life

Women and girls will be confident and aspirational, and achieve their full potential

Our communities will be resilient and empowered so that they can thrive and flourish

(2) **Council Policies**

Complies with relevant Council Policies

**8.0 Impact Assessments**

8.1 Have you attached the combined equalities impact assessment to ensure compliance with the public sector equality duty and fairer Scotland duty? (All EFSIAs also require to be published on the Council's website)

Yes

8.2 If an impact assessment has not been undertaken you should explain why:

**9.0 Legality**

9.1 It has been confirmed that in adopting the recommendations contained in this report, the Council is acting within its legal powers. Yes

**10.0 Appendices**

10.1 Please list any appendices attached to this report. If there are no appendices, please state "none".

Appendix 1 - Non-Domestic Rates Empty Relief Policy

Appendix 2 - Equalities and Fairer Scotland Impact Assessment

**11.0 Background Papers**

11.1 Have you used other documents to compile your report? (All documents must be kept available by the author for public inspection for four years from the date of meeting at which the report is considered)

Yes  (please list the documents below) No

**Author(s)**

| NAME       | DESIGNATION            | TEL NO / EXTENSION |
|------------|------------------------|--------------------|
| Ben Watson | Team Leader – Revenues | 01259 226228       |

**Approved by**

| NAME           | DESIGNATION                                      | SIGNATURE                                                                             |
|----------------|--------------------------------------------------|---------------------------------------------------------------------------------------|
| Chris Alliston | Strategic Director – Partnership and Performance |  |



## Clackmannanshire Council

### Non-Domestic Rates Empty Relief Policy

#### 1. Scope

Clackmannanshire Council, as all other Local Authorities in Scotland, is required to have a policy on the reliefs available to empty property within Non-Domestic Rates.

This policy will be effective from 1<sup>st</sup> April 2026 and replaces the previous policy approved by Council as part of the Revenue and Capital budget 2025/26, which was effective from 1<sup>st</sup> April 2025

#### 2. Definition

Empty properties are properties listed in the Valuation Roll by the Assessors for Central Scotland that are unoccupied.

For determining eligibility for empty relief, a property is considered empty if all movable items have been removed.

Properties undergoing refurbishment are also classified as empty. However, if a property is being used for storage and has contents insurance, it does not qualify for empty relief.

#### 3. Extent to which relief can be awarded for subjects completely unoccupied.

The following relief will be awarded, where appropriate conditions are met, usually following an application made by ratepayer or their agent.

##### Relief to be awarded – time limited

The introduction of a standard rate of relief where unoccupied property is eligible for:

- 50% relief for the first three months since becoming unoccupied;
- Followed by 10% relief for nine months,
- No relief will be granted after 12 months.

##### Relief to be awarded – without limit of time

100% relief will be awarded indefinitely for unoccupied properties which meet any of the following:-

- Empty property which is owned by a trustee for sequestration, liquidation, or executors.

- The person entitled to possession of the lands and heritages is so entitled by virtue of being: -
  - a) The trustee under a trust deed for creditors; or
  - b) The trustee under an award of sequestration; or
  - c) The executor of the estate of a deceased person.
- Empty property where the owner is a company or partnership being wound up under the Insolvency Act.
  - a) The person entitled to possession of the lands and heritages is so entitled in his capacity as liquidator by virtue of an order made under Section 112 or Section 145 of the Insolvency Act 1986 (d); or
  - b) The owner of the lands and heritages is a company which is subject to a winding-up order made under the Insolvency Act 1986, or which is being wound up voluntarily under that Act
- The property is unoccupied and is legally prohibited from being occupied due to a statutory order or other binding legal restriction.

### **Important Notes**

This policy has no impact on occupied properties. Empty Property Relief does not affect other statutory reliefs such as Fresh Start Relief or New and Improved Reliefs.

All reliefs awarded are included for Subsidy Control purposes.

The maximum backdate of relief will be the beginning of the financial year, in which the application is made.

#### **4. Implementation**

This policy will take effect on 1 April 2026. The implementation of this policy will not result in the empty start date for any property being recalculated; accordingly, existing empty periods will continue to be measured from their original commencement date in April 2025.

#### **5. Review**

This policy be reviewed on an annual basis to assess financial viability to the Council and impact on local business.

## Equality and Fairer Scotland Impact Assessment - Screening

|                         |                                                        |
|-------------------------|--------------------------------------------------------|
| <b>Title of Policy:</b> | Non-Domestic Rates – Empty Property Relief Policy 2026 |
| <b>Service:</b>         | Finance & Revenues                                     |
| <b>Team:</b>            | Revenues                                               |

|                                                                                                                                     |     |
|-------------------------------------------------------------------------------------------------------------------------------------|-----|
| Will the policy have to go to Council or committee for approval                                                                     | Yes |
| Is it a major policy, significantly affecting how functions are delivered?                                                          | Yes |
| Does it relate to functions that previous involvement activities have identified as being important to particular protected groups? | No  |
| Does it relate to an area where the Council has set equality outcomes?                                                              | No  |
| Does it relate to an area where there are known inequalities?                                                                       | Yes |
| Does it relate to a policy where there is significant potential for reducing inequalities or improving outcomes?                    | /No |

**IF YES TO ANY - Move on to an Equality & Fairer Scotland Assessment**

**IF NO - Explain why an Equality & Fairer Scotland Assessment is not required**

| <b>APPROVAL</b> |                                   |             |
|-----------------|-----------------------------------|-------------|
| <b>NAME</b>     | <b>DESIGNATION</b>                | <b>DATE</b> |
| Ben Watson      | Team Leader – Revenues & Benefits | 10/03/2026  |

NB This screening exercise is not to be treated as an assessment of impact and therefore does not need to be published. However, if you decide not to assess the impact of any policy, you will have to be able to explain your decision. To do this, you should keep a full record of how you reached your decision.

## Equality and Fairer Scotland Impact Assessment - Scoping

|                                                                                                                                                                                                                                                                                                                                                       |
|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <p><b>Purpose of the proposed policy or changes to established policy</b></p>                                                                                                                                                                                                                                                                         |
| <p>To implement a revised local policy for NDR Empty Property Relief. The change introduces a new 100% relief with no time limit for properties that are legally prohibited from occupation</p>                                                                                                                                                       |
| <p><b>Which aspects of the policy are particularly relevant to each element of the Council's responsibilities in relation to the General Equality Duty and the Fairer Scotland Duty?</b></p>                                                                                                                                                          |
| <p><b>General Equality Duty -</b></p>                                                                                                                                                                                                                                                                                                                 |
| <p>➤ <b>Eliminating unlawful discrimination, harassment and victimisation and other prohibited conduct</b></p>                                                                                                                                                                                                                                        |
| <p>Relief applies uniformly regardless of protected characteristics. No discriminatory criteria.</p>                                                                                                                                                                                                                                                  |
| <p>➤ <b>Advancing equality of opportunity between people who share a relevant protected characteristic and those who do not</b></p>                                                                                                                                                                                                                   |
| <p>May benefit small or new businesses (including those owned by minority groups) by easing financial burdens.</p>                                                                                                                                                                                                                                    |
| <p>➤ <b>Fostering good relations between people who share a protected characteristic and those who do not.</b></p>                                                                                                                                                                                                                                    |
| <p>The relief concerns taxation rather than community relations.</p>                                                                                                                                                                                                                                                                                  |
| <p><b>Fairer Scotland Duty -</b></p>                                                                                                                                                                                                                                                                                                                  |
| <p>➤ <b>Reducing inequalities of outcome caused by socioeconomic disadvantage</b></p>                                                                                                                                                                                                                                                                 |
| <p>The relief may assist:</p> <ul style="list-style-type: none"> <li>• Small local businesses disproportionately impacted by statutory prohibition orders (e.g., safety issues leading to closure).</li> <li>• Ratepayers with limited financial resilience.</li> </ul> <p>However, the relief is property-based and not targeted at individuals.</p> |

| <b>To which of the equality groups is the policy relevant?</b> |                |                                                |
|----------------------------------------------------------------|----------------|------------------------------------------------|
| <b>Protected Characteristic</b>                                | <b>Yes/No*</b> | <b>Explanation</b>                             |
| Age                                                            | No             | Policy applies to properties, not individuals. |
| Disability                                                     | No             | Policy applies to properties, not individuals. |
| Gender Reassignment                                            | No             | Policy applies to properties, not individuals. |
| Marriage and civil partnership                                 | No             | Policy applies to properties, not individuals. |
| Pregnancy and Maternity                                        | No             | Policy applies to properties, not individuals. |
| Race                                                           | No             | Policy applies to properties, not individuals. |
| Religion and Belief                                            | No             | Policy applies to properties, not individuals. |
| Sex                                                            | No             | Policy applies to properties, not individuals. |
| Sexual Orientation                                             | No             | Policy applies to properties, not individuals. |

\* Delete as required

**What evidence is already available about the needs of relevant groups, and where are the gaps in evidence?**

N/A

**Which equality groups and communities might it be helpful to involve in the development of the policy?**

N/A

**Next steps**

We will continue to monitor appals and impact on businesses.

## Equality and Fairer Scotland Impact Assessment - Decision

|                                                                                                                                                                                                                                       |                                                                                                                                                                                                                                                                                                                                                        |             |
|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------|
| <b>Evidence findings</b>                                                                                                                                                                                                              |                                                                                                                                                                                                                                                                                                                                                        |             |
| Relief applies uniformly and is based solely on property status. No negative impacts identified for protected groups.<br>Potential positive socioeconomic effect for businesses facing legal barriers to occupation.                  |                                                                                                                                                                                                                                                                                                                                                        |             |
| <b>Details of engagement undertaken and feedback received</b>                                                                                                                                                                         |                                                                                                                                                                                                                                                                                                                                                        |             |
| Policy review carried out within Revenues.<br>No public consultation required due to technical nature of changes.                                                                                                                     |                                                                                                                                                                                                                                                                                                                                                        |             |
| <b>Decision/recommendation</b>                                                                                                                                                                                                        |                                                                                                                                                                                                                                                                                                                                                        |             |
| Having considered the potential or actual impacts of this policy, the following decision/ recommendation is made:                                                                                                                     |                                                                                                                                                                                                                                                                                                                                                        |             |
| <b>Tick</b><br><b>X</b>                                                                                                                                                                                                               | <b>Option 1: No major change</b><br>The assessment demonstrates that the policy is robust. The evidence shows no potential for unlawful discrimination and that all opportunities have been taken to advance equality of opportunity and foster good relations, subject to continuing monitoring and review.                                           |             |
|                                                                                                                                                                                                                                       | <b>Option 2: Adjust the policy</b> – this involves taking steps to remove any barriers, to better advance equality or to foster good relations. It may be possible to remove or change the aspect of the policy that creates any negative or unwanted impact, or to introduce additional measures to reduce or mitigate any potential negative impact. |             |
|                                                                                                                                                                                                                                       | <b>Option 3: Continue the policy</b> – this means adopting or continuing with the policy, despite the potential for adverse impact. The justification should clearly set out how this decision is compatible with the Council’s obligations under the duty.                                                                                            |             |
|                                                                                                                                                                                                                                       | <b>Option 4: Stop and remove the policy</b> – if there are adverse effects that are not justified and cannot be mitigated, consideration should be given to stopping the policy altogether. If a policy leads to unlawful discrimination it should be removed or changed.                                                                              |             |
| <b>Justification for decision</b>                                                                                                                                                                                                     |                                                                                                                                                                                                                                                                                                                                                        |             |
| The introduction of a new unlimited 100% relief category is equitable and prevents ratepayers being financially penalised when occupation is legally prohibited.<br>No protected characteristic group is disproportionately affected. |                                                                                                                                                                                                                                                                                                                                                        |             |
| <b>APPROVAL</b>                                                                                                                                                                                                                       |                                                                                                                                                                                                                                                                                                                                                        |             |
| <b>NAME</b>                                                                                                                                                                                                                           | <b>DESIGNATION</b>                                                                                                                                                                                                                                                                                                                                     | <b>DATE</b> |
| Ben Watson                                                                                                                                                                                                                            | Team Leader – Revenues & Benefits                                                                                                                                                                                                                                                                                                                      | 10/03/202   |



---

**Report to Clackmannanshire Council**

---

**Date of Meeting: 19<sup>th</sup> March 2026**

---

**Subject: Housing Service – Estate and Open Space Management Policy**

---

**Report by: Strategic Director: Place**

---

**1.0 Purpose**

- 1.1. This report seeks Council approval for the Housing Estate and Open Space Management Policy.

**2.0 Recommendations**

- 2.1. It is recommended that Council:
- Approve the Housing Estate and Open Space Management Policy (Appendix 1).
  - Note the Service's policy position on requests relating to the management and maintenance of fencing relating to Housing Revenue Account (HRA) properties.
  - Note the Service's approach to the allocation and management of garage plots and lock-ups held within the HRA.

**3.0 Background**

- 3.1. The latest Tenant Satisfaction and Aspiration Survey (2023), based on feedback from 917 tenants, shows strong levels of satisfaction with the Housing Service's neighbourhood management: 95% of tenants reported being satisfied or very satisfied with how the Service contributes to managing the area they live in. When asked about priorities the Service should focus on, 22.2% identified maintenance of the neighbourhood as their highest priority.
- 3.2. Overall, 94% of respondents were satisfied with the maintenance of common areas such as drying greens and closes, and 95% were satisfied with the upkeep of open spaces. Among those who expressed dissatisfaction, the most common concerns related to the maintenance of communal landscaping, such as grass cutting and tree management, with 42.2% (equivalent to 19 tenants) citing this as a key issue.

- 3.3. Findings from the forthcoming Tenant Satisfaction Survey (2026) will be used to monitor trends in tenant satisfaction and help shape future estate management priorities.
- 3.4. Under the Council's Tenancy Agreement, tenants are responsible for taking care of their property, garden areas and any common parts associated with their property, as well as respecting the rights of neighbours and contributing to the overall upkeep of the wider estate. The Housing Service, in turn, is responsible for maintaining and repairing common parts within housing estates, and for ensuring that communal areas are free from hazards that may compromise health and safety.
- 3.5. Given the broad scope of estate management, the Policy integrates the full range of activities undertaken by the Housing Service. These include programmed maintenance activities delivered through in-house teams or external contractors, routine tasks carried out by Housing Officers and Estate Wardens through regular inspections, and reactive work such as investigations, remedial action and enforcement activity following the identification or reporting of concerns.
- 3.6. The Policy was developed through extensive engagement with internal stakeholders, including Housing Officers, Senior Housing Officers and Team Leaders. It also reflects feedback gathered through the Housing Estate and Open Space Management Policy consultation on Citizens Space, open to tenants and residents between 27 January and 16 February. A total of 150 participants responded to the survey, and a full summary and analysis of responses can be found in Appendix 4. The Clackmannanshire Tenants and Residents Federation (CTRF) was also invited to comment on the draft policy.
- 3.7. During the development of the Policy, the Housing Service undertook a lands review via a cross-service, short-life working group which was established between Housing and Land Services. The group was formed to review and map all land maintained by Land Services as part of their current grass cutting responsibilities. This exercise involved examining just under 2,000 individual pieces of land, covering both HRA and General Fund areas, to ensure that all recorded information was accurate, up to date and aligned with the appropriate maintenance responsibilities.
- 3.8. The Service is near completion of this review, where Legal Services are now assessing a small number of identified areas where there is uncertainty around current ownership. Their work will confirm the correct classification of these sites and ensure that all HRA-owned land is accurately recorded. This will support effective management and maintenance of HRA land and ensure that estate and open space responsibilities continue to be delivered in line with the Housing Service's operational remit.
- 3.9. In developing the Policy, careful consideration was given to The Promise to ensure alignment with its principles. The Policy has been reviewed against the strategic aims within the Council's Keeping the Promise Plan and includes person-centred measures to support tenants and their households to maintain successful tenancies, including meeting responsibilities related to estate and garden maintenance. This approach reflects The Promise by ensuring that the individual needs and backgrounds of care-experienced young people are recognised and supported. The Policy also considers the Council's duties

under the UNCRC as recognised within our Impact Assessment and Child Friendly Summary found within Appendixes 2 and 3.

#### **4.0 Considerations**

- 4.1. The Policy provides a clear framework for how the Housing Service will deliver estate and open space management activities to maintain high standards across its housing estates. It seeks to protect and, where possible, enhance the quality, safety and visual appearance of estates and communal spaces.
- 4.2. For the purposes of the Policy, Council housing estates are defined as the external areas located on and around Council housing stock that form part of the HRA and are owned and managed by the Housing Service in its role as a social landlord.
- 4.3. A range of management activities will be employed to ensure cost-effective, efficient upkeep of these areas. This includes programmed maintenance, inspections of communal areas, closes and gardens, and reactive measures such as follow-up investigations, remedial work and enforcement action where necessary.
- 4.4. Where issues arise due to the actions of identified tenants, and where tenants are responsible for estate-related matters, the Housing Service may use a range of enforcement options. These include advice and information, constructive discussions, tenancy warning notices or recharging tenants for works required to restore the estate to an acceptable standard. Legal action, including eviction, will only be considered in exceptional cases where all other options have been exhausted and would be undertaken in line with the Housing Service's Eviction Policy.
- 4.5. Additionally, where assets such as garage sites, lock-ups or landscaped areas are no longer fit for purpose or represent poor value for the HRA, the Service may seek to dispose of these assets and reinvest in line with the Asset Disposal Policy.

#### **5.0 Sustainability Implications**

- 5.1. There are no sustainability implications.

#### **6.0 Resource Implications**

##### *6.1. Financial Details*

- 6.2. The full financial implications of the recommendations are set out in the report. This includes a reference to full life cycle costs where appropriate. Yes

- 6.3. Finance have been consulted and have agreed the financial implications as set out in the report. Yes

##### *6.4. Staffing*

There are no staffing implications from this report.

## 7.0 Exempt Reports

7.1. Is this report exempt? Yes  (please detail the reasons for exemption below) No

## 7.0 Declarations

The recommendations contained within this report support or implement our Corporate Priorities and Council Policies.

### (1) Our Priorities

Clackmannanshire will be attractive to businesses & people and ensure fair opportunities for all

Our families; children and young people will have the best possible start in life

Women and girls will be confident and aspirational, and achieve their full potential

Our communities will be resilient and empowered so that they can thrive and flourish

### (2) Council Policies

Complies with relevant Council Policies

## 8.0 Impact Assessments

8.1 Have you attached the combined equalities impact assessment to ensure compliance with the public sector equality duty and fairer Scotland duty? (All EFSIAs also require to be published on the Council's website)

Yes

8.2 If an impact assessment has not been undertaken you should explain why:

## 9.0 Legality

9.1 It has been confirmed that in adopting the recommendations contained in this report, the Council is acting within its legal powers. Yes

## 10.0 Appendices

10.1 Please list any appendices attached to this report. If there are no appendices, please state "none".

Appendix 1. Housing Estate and Open Space Management Policy

Appendix 2. Housing Estate and Open Space Management Policy Child-friendly Summary

Appendix 3. Equality and Fairer Scotland Impact Assessment

Appendix 4. Estate and Open Space Management Policy Consultation Summary and Analysis

## 11.0 Background Papers

11.1 Have you used other documents to compile your report? (All documents must be kept available by the author for public inspection for four years from the date of meeting at which the report is considered)

Yes  (please list the documents below) No

### Author(s)

| NAME         | DESIGNATION                      | TEL NO / EXTENSION |
|--------------|----------------------------------|--------------------|
| Katie Roddie | Team Leader Business improvement | 2688               |
| Monika Bicev | Policy Officer                   | 5170               |

### Approved by

| NAME        | DESIGNATION                | SIGNATURE                                                                             |
|-------------|----------------------------|---------------------------------------------------------------------------------------|
| Kevin Wells | Strategic Director – Place |  |





**Clackmannanshire Council**  
**Housing Service**  
**Estate and Open Space Management Policy**  
**March 2026**

## Contents

|                                                     |                                     |
|-----------------------------------------------------|-------------------------------------|
| 1. Purpose of the Policy.....                       | <b>Error! Bookmark not defined.</b> |
| 2. Aims of the Policy.....                          | 3                                   |
| 3. What are Council Housing Estates.....            | 3                                   |
| 4. Council’s Responsibilities.....                  | 4                                   |
| 5. Tenant’s Responsibilities.....                   | 4                                   |
| 6. Estate and Open Space Management Activities..... | 4                                   |
| 6.1. Programmed Maintenance Activities.....         | 5                                   |
| 6.1.1. Grounds Maintenance Service.....             | 5                                   |
| 6.1.2. Close Cleaning Service.....                  | 5                                   |
| 7. Fencing.....                                     | 6                                   |
| 7.1. Installing and Replacing Fencing.....          | 6                                   |
| 7.2. Tenant-Installed Fencing.....                  | 6                                   |
| 8. Estate Inspections.....                          | 7                                   |
| 9. Investigations.....                              | 7                                   |
| 10. Remedial and Enforcement Action.....            | 8                                   |
| 10.1. Non-Legal Actions.....                        | 8                                   |
| 10.2. Legal Actions.....                            | 9                                   |
| 11. Support to Tenants.....                         | 9                                   |
| 11.1. Bulky Waste Collection Uplift.....            | 10                                  |
| 11.2. Garden Aid.....                               | 10                                  |
| 11.3. Tenant Improvement Fund.....                  | 10                                  |
| 12. Review and Disposal of Housing Assets.....      | 10                                  |
| 13. Garage Plots and Lock-Ups.....                  | 11                                  |
| 13.1. Applying for Garage Plot/Lock-ups.....        | 11                                  |
| 13.2. Letting a Garage/Lock-up.....                 | 11                                  |
| 13.3. Rental Charge.....                            | 12                                  |
| 13.4. Rent Arrears.....                             | 12                                  |
| 13.5. Terminating the Tenancy Agreement.....        | 12                                  |
| 13.6. Void Inspections.....                         | 13                                  |
| 14. Equal Opportunities and Diversity.....          | 13                                  |
| 15. Privacy Statement.....                          | 13                                  |
| 16. Complaints.....                                 | 14                                  |
| 17. Monitoring and Reviewing.....                   | 14                                  |

## 1. Introduction

Clackmannanshire Council's Housing Service is committed to ensuring that all areas surrounding Council Housing estates, including communal areas and open spaces, and which are owned by the Housing Service's Housing Revenue Account (HRA), provide an attractive, well-maintained, safe, and secure living environment for tenants and the wider community.

The Housing Estate and Open Space Management Policy establishes a framework through which the Housing Service will deliver its estate and open space management activities to ensure that its housing estates are maintained to the highest possible standard, and that the quality, safety, and visual amenity of open spaces and communal areas are protected and, where possible, improved.

The Housing Service will only manage housing estates and land owned by the Service. Where matters do not occur on Council housing estates, the Housing Service will not deal with the concerns, and may refer the concern to the appropriate Council service or external agency to ensure that it is dealt with effectively.

## **2. Aims of the Policy**

The overarching objective of the Housing Estate and Open Space Management Policy is to provide a comprehensive and responsive estate and open space management service, ensuring that Council housing estates are safe, clean, accessible, and well-maintained for tenants and the wider community.

The specific aims of this policy are to:

- Clearly set out the responsibilities of both the Council and tenants in maintaining housing estates;
- Ensure the cost-effective and efficient management of the environment surrounding Council properties and common areas;
- Support the sustainability of estates and open spaces and ensure that these areas are used to their full potential.
- Identify, consolidate, or dispose of Council assets and open spaces where they are no longer required or do not provide value to the Council or its tenants.
- Ensure tenants' compliance with the conditions of their Tenancy Agreement.
- Work in partnership with internal Council services, external agencies, and community partners to ensure the effective management of Council estates.
- Set out the rules for the letting and management of the Housing Service's garages and lock-ups.

## **3. Definition Council Housing Estates**

Council housing estates may refer to the outdoor areas that fall within the Housing Revenue Account and are owned and managed by Clackmannanshire Council's Housing Service in its capacity as a social housing landlord. These areas are located on and around Council housing stock and include a range of hard and soft landscaping features.

Hard landscaping elements may include paths, parking areas, brick/ block-paved surfaces, play areas and play parks. Soft landscaping features encompass planted areas, shrubs, trees, grassed spaces, and wider open green spaces that form part of the estate.

#### **4. Council's Responsibilities**

Clackmannanshire Council is responsible for maintaining tenants' homes in accordance with the terms of the Tenancy Agreement. This includes repairing and maintaining the structure and exterior of the property, as well as all common parts within housing estates. The Council will ensure that any installations provided within the property are kept in good working order and will take steps to remove or prevent hazards within communal areas to safeguard tenants' and residents' health and safety.

#### **5. Tenant's Responsibilities**

In line with Clackmannanshire Council's Tenancy Agreement, tenants are responsible for taking reasonable care of their property as well as the surrounding environment. This responsibility extends to gardens (including walls and fences) and any common parts of the block.

Tenants are expected to respect the rights of their neighbours and contribute to the upkeep of the wider estate. Tenants must ensure that common areas such as closes, stairways, backcourts, paths, and bin areas are kept clean and tidy, free from litter and animal waste. Where applicable, tenants must not store personal items within the common parts of the building and must avoid doing anything that may cause inconvenience or pose a danger to anyone using these areas.

In addition, household rubbish must be placed in the allocated collection points, and tenants should take reasonable care to ensure that all waste is properly bagged before disposal.

#### **6. Estate and Open Space Management Activities**

Estate and Open Space Management activities refer to the range of actions undertaken by Clackmannanshire Council's Housing Service to ensure that Council housing estates owned by the Housing Revenue Account (HRA) remain attractive, well-maintained, safe, and secure environments for tenants and residents.

Such activities encompass the management of open spaces, landscaped areas and communal grounds within Housing Service-owned estates, as well as the enforcement of tenancy conditions. Specific activities include, but are not limited to:

- Providing advice and information on tenancy matters to support tenants in sustaining their tenancies;
- Enforcing the terms of the Tenancy Agreement, including addressing breaches that affect the condition, safety, or enjoyment of the estates;
- Monitoring, inspecting, and maintaining communal areas, such as closes, stairwells, bin stores, pathways, drying areas, and parking areas, to ensure they are clean, safe, and in good repair;
- Addressing concerns related to tenants' individual as well as communal gardens;

- Management and maintenance of fencing around Council properties;
- Responding to the dumping of rubbish and fly-tipping on Housing Service-owned land;
- Managing garage plots and lock-ups owned by the Housing Service.

The Housing Service will only maintain and manage estates belonging to the Housing Revenue Account (HRA). Estate management issues that arise on non-HRA land will not be investigated or managed by the Housing Service.

Similarly, matters that fall outside the scope of estate management, such as general household waste issues, bin sorting, or concerns relating to other public land, will not be dealt with by the Housing Service. Where such matters arise, tenants and residents will be signposted to the appropriate Council service, agency, or external organisation for support including to STRIVE (Safeguarding through Rapid Intervention), all efforts will be made to ensure that supports are trauma informed and joined up and delivered through Whole Family Support approaches.

In some cases, the distinction between Housing-owned land and non-Housing land may be unclear. Where it is identified that the Housing Service has been maintaining land not belonging to the HRA, or where land previously owned by the HRA has been sold or transferred, the Housing Service will cease all maintenance responsibilities for that land.

#### 6.1. *Programmed Maintenance Activities*

The Housing Service works in partnership with internal Council services and external contractors to deliver certain estate management activities on a programmed basis. Programmed maintenance activities include a range of regular tasks designed to maintain the quality, appearance, and safety of Housing Service-owned land and communal areas, and includes:

##### 6.1.1. *Grounds Maintenance Service*

The Housing Service operates a scheduled programme of grounds maintenance covering the period from April to October each year. The frequency and type of maintenance provided will vary depending on the specific location, condition of the area, and the level of growth during the season.

Grounds maintenance activities include grass cutting and trimming on Housing Service-owned land, weed control, as well as the wider maintenance of landscaped areas to ensure they remain tidy and safe.

##### 6.1.2. *Close Cleaning Service*

In some buildings with shared internal communal areas, the Housing Service offers a close cleaning service to maintain and enhance the condition of these spaces.

Where provided, the close cleaning service is funded through tenants' service charges, as outlined in the Tenancy Agreement.

The Housing Service may seek introduce this service where the majority of residents agree to its implementation and/or where standards within communal areas are unacceptably low.

## 6.2. *Fencing*

As part of its estate management responsibilities, the Housing Service will work in partnership with the Council's Property Services to maintain, manage, repair, and replace fencing that surrounds Council tenancies and is owned by the Council's Housing Service. All fencing maintenance activities will be delivered in line with the Council's reactive repairs services.

Fencing that is the responsibility of the Housing Service will be maintained to ensure it remains safe and functional.

### 6.2.1. *Installing and Replacing Fencing*

Where existing fencing requires replacement due to deterioration or poor condition, the Housing Service will replace the fencing using standard materials. Replacement fencing will be installed:

- To the same size, height, and dimensions as the previous fencing;
- In the same position as the original boundary; and
- In accordance with permitted development requirements under Planning Regulations.

However, where the previous fencing was lower than the height permitted by Planning Regulations, the Housing Service may install fencing up to the maximum permitted development height.

If the property boundary is shared with a privately-owned property, the Housing Service will seek agreement from the neighbouring owner before erecting any new fencing of any planned height or specification.

The Housing Service will not normally remove existing fencing unless it poses a health and safety risk or it is damaged beyond reasonable repair.

In addition, the Housing Service is not responsible for installing new fencing where none currently exists. New fencing will only be considered in limited circumstances, such as where:

- Part of the Capital Improvement Programme includes the installation of fencing; or
- Fencing is required to meet a verified medical or health need for the tenant or a member of their household, supported by appropriate evidence from a medical professional. In such cases, installation will be carried out in line with the Council's Property Adaptations Policy.

### 6.2.2. *Tenant-Installed Fencing*

Tenants may erect their own fencing within the boundary of their property, as long as they have sought written permission from the Housing Service. Tenants must not begin any work until they have got the approval.

Any fencing installed by the tenants must:

- Be constructed using Council-approved materials;
- Be installed on the boundary of the tenant's boundary;
- Not exceed 2 metres in height, or 1 metre where the fence faces a road or extends beyond the front or side elevation of the property. The height requirements include any additional decorative features such as trellis and/or any decorative toppers.

Where a property is listed or within a conservation area, tenants must obtain planning permission from the Planning Service before seeking to erect any fencing.

Following installation, Council Officers may carry out an inspection to ensure compliance with the requirements.

Where fencing has been erected without permission, tenants must seek retrospective permission from the Housing Service. If the fencing does not meet Council requirements, tenants will be required to either bring the fencing up to the required standard or remove the fencing entirely.

If tenants do not take the required action, the Housing Service may remove the fencing on the tenants' behalf and recharge the tenants for the cost of the works.

Tenants who erect fencing are solely responsible for the ongoing maintenance and replacement and repair of that fencing.

Where an outgoing tenant has terminated their tenancy agreement and has previously erected fencing around the property, the Housing Service will assume the responsibility for the ongoing maintenance of the fencing.

## **7. Estate Inspections**

The Tenancy Management Team within the Housing Service will provide estate management services by regularly monitoring, inspecting and recording the condition of Council housing estates, including common closes and garden, and taking the appropriate action to resolve any issues that may arise. Where applicable, the Team will also ensure that programmed maintenance activities delivered on behalf of the Housing Service are completed in line with agreed specifications and service standards.

Estate Wardens and Housing Officers within the Team will undertake regular visits to and inspect the condition of Council estates in order to maintain the quality of Council estates, prevent problems from arising and allow early intervention action to stop issues from escalating. Where necessary, appropriate remedial action will be taken to address and resolve any concerns identified during inspections. In addition to pro-active inspections, the Team will respond promptly to reports from tenants and residents regarding any estate management concerns.

## **8. Investigations**

Where concerns are identified during inspections or reported directly to the Housing Service, the Housing Service will first seek to confirm whether the issue is occurring on land owned by the Housing Service.

If it is established that the concern relates to land not owned by the HRA, the Housing Service will not take responsibility for investigating or resolving the matter. In such cases, the individual or complainant will be signposted to the relevant Council service, agency, or organisation best placed to address their concern.

Where the issue is confirmed to be occurring on Housing Service-owned estates or land, Housing Officers and/or Estate Wardens within the Tenancy Management Team may carry out additional investigation to assess the situation and determine the scope of remedial action required. These investigations help ensure that issues are dealt with promptly, proportionately, and effectively.

Depending on the nature and severity of the concern, Officers may gather evidence to establish the facts of the case and, where appropriate, identify the individual(s) responsible for causing the issue. Officers will aim to engage with residents while on site, speaking with the complainant, neighbouring residents, and any other relevant parties to gain a clear understanding of the circumstances before proceeding with any remedial or enforcement action.

## **9. Remedial and Enforcement Action**

Depending on the nature and severity of the concerns identified, Officers within the Tenancy Management Team will determine the most appropriate remedial and/or enforcement action required.

Where an issue presents a health and safety risk, such as items left in communal areas, the Team will prioritise removing the hazard and making the area safe before undertaking any further remedial action.

Where appropriate, the Housing Service may seek to work in partnership with relevant internal services, partner agencies, and external contractors to ensure timely and effective resolution, including Land Services, Waste Services, Environmental Services and/or Police Scotland.

Where an individual tenant can be identified to cause estate management issues, the Housing Service will aim to use all available remedies to enforce the conditions of the tenancy agreement, support change in the tenant's behaviour and bring the estate back to standard.

Enforcement action may include both non-legal and legal measures. Legal action will only be pursued where all other options have been exhausted. Any enforcement action taken will be proportionate to the concern in question.

For issues arising on mixed tenure estates owned by the Council and other private owners, the Housing Service will seek to work collaboratively with homeowners or private landlords to resolve the matter. Where repairs or works to common parts are required to bring the estate back to standard and do not constitute emergency works, the Housing Service may require to obtain permission from other owners before proceeding with the works.

### *9.1. Non-Legal Actions*

Where an individual perpetrator can be identified as being responsible for estate and open space management issues, the Housing Service will seek to use non-legal actions to remedy the situation, support the tenant to change their behaviour, and restore the estate to an acceptable standard in the first instance.

Non-legal remedies may include:

- Advice and information,
- Tenancy Warning Notice,
- Acceptable Behaviour Agreement, or
- Recharges.

Where non-legal remedies are applied, the Housing Officers will seek to reinspect the property and estate to confirm whether conditions have improved. In severe or persistent cases, the Housing Service may open an enhanced tenancy management case to monitor compliance and ensure the tenant adheres to their Tenancy Agreement.

### 9.2. *Legal Actions*

Where all viable non-legal remedies have been explored and exhausted, and the individual responsible for the neighbourhood management issue has been identified, the Housing Service may pursue legal action to prevent the problem from continuing. Any decision to take legal action will be proportionate to the severity and persistence of the issue, and will only be considered where:

- The perpetrator has continuously breached the terms of their Tenancy Agreement;
- The perpetrator has repeatedly refused to engage with the Council or participate in offered support;
- All reasonable non-legal measures have been exhausted.

Legal action may include pursuing eviction or interdict as a last resort. For further information to Housing Service's approach to evictions, please refer to Clackmannanshire Council's Eviction Policy.

## **10. Support to Tenants**

The Housing Service is committed to supporting tenants in maintaining their tenancies and taking care of their homes, gardens, and the communal areas they share with other residents. At the start of each tenancy, Housing Officers will aim to establish strong, positive relationships with tenants. Officers will provide advice and assistance on a range of tenancy-related matters and will emphasise the importance of keeping common areas and gardens clean, tidy, and being respectful of neighbours.

Housing Officers will maintain regular contact with tenants and conduct regular home visits to ensure that tenancies are being managed successfully. During these visits, Officers will discuss any concerns, educate tenants on their responsibilities, and support them in resolving issues and changing behaviours where necessary. Where additional support is required, including STRIVE (Safeguarding through Rapid Intervention), Housing Officers will make all efforts to ensure that supports are trauma informed and joined up and delivered through Whole Family Support approaches.

In addition to advice and support, the Housing Service offers additional estate management-related services to Council tenants, including:

#### *10.1. Bulky Waste Collection Uplift*

The Council provides a Bulky Item Uplift service free of charge to Council tenants. Tenants are eligible for up to four free uplifts per year, with each uplift covering a maximum of five oversized items that do not fit in a standard wheelie bin. The waste collection service does not include black bag uplifts.

#### *10.2. Garden Aid*

In certain circumstances, the Housing Service may carry out garden works such as grass or hedge cutting on behalf of tenants free of charge under the Garden Aid Scheme. Eligible tenants include those who are over 65 years of age or who are disabled, and who are unable to maintain their garden themselves and do not have an able-bodied person living with them who could assist.

Tenants who meet the criteria will be required to complete an application form before being formally considered for and added to the Garden Aid Scheme.

#### *10.3. Tenant Improvement Fund*

As part of its yearly budget, the Housing Service allocates funding for the Tenant Improvement Fund. This fund is intended to support community improvements, small-scale works to specific properties and wider initiatives that have the potential to enhance the quality of life and wellbeing of tenants and residents.

The use of the Tenant Improvement Fund is determined through ongoing feedback, engagement, and consultation with tenants and residents to ensure that any proposed improvements reflect local priorities and community needs.

### **11. Review and Disposal of Housing Assets**

The Housing Service will aim to undertake periodic review of the land, open spaces, and estates owned by the HRA. As part of this process, the Service will carry out periodic surveys to assess the condition of its assets, including garage sites, lock-ups, landscaped areas, and other estate-based infrastructure. These reviews aim to ensure that information held on the Housing Service's assets remains accurate, up to date, and that all Service-owned land continues to be fit for purpose, meets operational requirements, and represents best value for the HRA.

From time to time, the Housing Service may identify assets, such as land, garages, or lock-ups, for targeted disposal. Disposal may be considered where:

- The asset no longer meets service requirements;
- There is no identified future use, redevelopment opportunity, or strategic purpose;
- The asset is in poor condition and uneconomical to bring back to standard;
- There is no demonstrable need for, or demand for, the asset.

Where any of the above criteria apply, the Housing Service may seek to dispose of the asset in line with the Housing Service's Asset Disposal Policy.

In undertaking such activity, the Housing Service will also explore reinvestment opportunities or alternative uses for land and open spaces to ensure that resources are used effectively and deliver maximum benefit for tenants, estates, and the wider community. These decisions will aim to align with the Council's Strategic Housing Investment Plan (SHIP) and other relevant plans and strategies.

## **12. Garage Plots and Lock-Ups**

As part of its estate management activities, the Tenancy Management Team is responsible for managing and maintaining garage plots and lock-ups owned by Clackmannanshire Council's Housing Service.

A garage plot refers to a uniform-sized plot of land on which a garage structure may be built, while a lock-up is a purpose-built permanent structure designed for storage.

The Housing Service owns a number of garage plots and lock-ups, which are available for rent to Council tenants and Clackmannanshire residents.

### *12.1. Applying for Garage Plot/Lock-ups*

To be considered for a garage plot or lock-up, applicants must be 16 years of age and over, and live within Clackmannanshire Council area.

Interested individuals must complete an application form. Application forms can be obtained:

- online from the Council's website, or
- by contacting the Tenancy Management Team on 01259 225100.

As part of the application, applicants will be asked to select the areas where they wish to be considered for a garage plot or lock-up.

Once completed, the application should be returned to the Tenancy Management Team by email at [hsgtenancymanagementteam@clacks.gov.uk](mailto:hsgtenancymanagementteam@clacks.gov.uk), or by post/in-person to Kilncraigs, Greenside Street, Alloa FK10 1EB.

### *12.2. Letting a Garage/Lock-up*

Upon receipt of an application, the Tenancy Management Team will assess the applicant's eligibility. If the applicant is a Clackmannanshire Council tenant, the Team will check for any rent arrears or tenancy-related debt. Applications may be rejected where arrears exist and have not been resolved.

The Housing Service maintains a waiting list for garage plot and lock-ups, and allocates them on a priority basis. Applications from Council tenants will be given priority, followed by applications from other residents, such as owner-occupiers and private rented sector tenants.

Applications are placed on the waiting list from the date they are received, and all applicants are queued in order of application. When an applicant reaches the top of the list and a garage plot or lock-up becomes available, the Tenancy Management Team will contact the applicant.

The responsible Officer will arrange a viewing of the garage plot or lock-up with the applicant. Following the viewing, if the applicant wishes to proceed, they will be asked to sign a formal let agreement before taking possession.

### *12.3. Rental Charge*

Rent for lock-ups will be charged on a weekly basis over a 52-week period, with 4 rent-free weeks. Rent for garage plots will be charged annually. Individuals are responsible for ensuring that rent is paid on time and rent accounts will be monitored regularly by the Housing Service.

Garage plot and lock-up rents will be reviewed annually together with the yearly rent review for Council Housing. Any changes in rental charge will be communicated to the tenant at least 28 days before the change.

### *12.4. Rent Arrears*

The Housing Service aims to manage rent accounts effectively and will take steps to prevent or minimise arrears. Where arrears occur, the tenant will receive a warning letter followed by a reminder letter requesting payment of the outstanding balance.

If these measures are unsuccessful and the arrears remain unpaid, the Housing Service will notify the tenant that the garage plot/lock-up agreement will be terminated, and the locks will be changed.

### *12.5. Terminating the Lease Agreement*

If the individual no longer requires a garage plot/lock-up and wishes to terminate the lease agreement, they must provide a seven days' written notice to the Tenancy Management Team.

At the end of the notice period, the tenant must sign the tenancy termination form and return all keys to the Housing Office.

Before vacating, tenants must ensure that the garage plot/lock-up is left in an acceptable condition. This includes:

- Leaving the garage plot/lock-up clean and tidy;
- Restoring the garage plot/lock-up to its original condition, and removing any structures erected on the garage plot;
- Removing all personal belongings, and removing any fixture or fittings installed by the individual;
- Locking all doors and returning all keys;
- Providing a forwarding address unless there is a valid reason for not doing so.

Failure to return keys or reinstate the garage plot/lock-up to the original condition may result in recharges.

#### *12.6. Void Inspections*

Once a tenancy has been terminated, Estate Wardens within the Tenancy Management Team will carry out a void inspection of the garage plot/ lock-up. The inspection will confirm that the garage plot/lock-up is empty, secure, and meets the required standard for re-letting. Keys will be checked for functionality, and the overall condition of the garage plot/lock-up will be assessed.

If minor repairs are required before the garage plot/lock-up can be re-let, the Housing Service will liaise with the Repairs Team to complete the necessary works.

### **13. Equal Opportunities and Diversity**

Clackmannanshire Council is committed to the elimination of unlawful discrimination, advancing equality of opportunity and fostering good relations between people.

The Council believes that equality of opportunity should be a guiding principle in all of its activities. The Council aims to ensure that its commitment to equality is embedded in all council services and in the organisations that it funds.

In accordance with the Equality Act 2010, the Council is actively working towards the elimination of policies and practices that discriminate unfairly on grounds including age; disability; gender reassignment; marriage and civil partnership; pregnancy and maternity; race including colour, nationality, ethnic or national origin; religion or belief; sex; and sexual orientation.

### **14. Privacy Statement**

Clackmannanshire Council must adhere with its legal obligations under Data Protection Legislation as set out in the Data Protection Act 2018 and UK General Protection Regulation (GDPR).

In order to provide the required and/or requested services, the Council will collect, store and process relevant personal information or data.

Personal information may also be shared with other partner agencies and organisations.

Personal information will be kept securely, as long as required by law and/or by specific service requirements. Once the data is no longer required, it will be securely disposed of. The Council has a Record Retention Schedule which sets out the period of time and reasons for keeping particular records. The Retention Schedule is available on request.

Under the Data Protection Act 2018 and the Freedom of Information (Scotland) Act 2002, individuals have the right to access personal information and data held about them by Clackmannanshire Council as well as the right to access information from records held by the Council.

To submit a Subject Access or Freedom of Information request, please follow [the link](#).

To make a complaint in relation to the Council's handling and processing of personal data and information, please contact the [Information Commissioner's Office](#).

For further information on Clackmannanshire Council's data protection practices, please visit the Council's [Data Protection Statement](#). For the Council's Data Protection Policy, please follow the [link](#). For further information on freedom of information laws, please visit the [Scottish Information Commissioner webpage](#).

## **15. Complaints**

If the tenant is dissatisfied with the provided services and/or the standards of service, please follow the Council's Complaints Procedure. Complaints can be made in person, in writing, by email or online. For further information on the Complaints Procedure and how to make a complaint, please visit the [Council's Complaints Procedure webpage](#).

If the tenant remains dissatisfied with the final decision or the way the complaint has been handled following the Council's Complaints Handling Procedure, they can make a complaint to the Scottish Public Services Ombudsman (SPSO) by completing a [complaints form found online](#) or calling on 0800 377 7330.

For further information on how to make a complaint to SPSO, please visit the [SPSO website](#).

## **16. Monitoring and Reviewing**

The policy will be continuously monitored to ensure that it is performing efficiently against the aims set out in the policy.

The Council will review and evaluate this policy every 3 years to ensure the adherence to the relevant legislation and statutory guidance as well as changes in organisational practices and policies.

For the avoidance of doubt, any future legislative changes affecting this policy will be applied without further procedure.

# Estate and Open Space Management Policy

## Child-Friendly Version



**We want everyone to live in places that feel safe, tidy, and welcoming. This document explains how we look after the outdoor areas around council homes and how you can help keep your neighbourhood a great place to live.**

**We take care of outdoor areas called estates. Estates are the shared areas around council homes, like paths, grassy spaces, trees, play parks, car parks, and other outdoor places.**



**We check these areas regularly and look after them by keeping shared spaces clean, safe, and well maintained. Grass is cut in the warmer months, plants and paths are looked after, and shared stairwells in some buildings are cleaned. We work with other teams when extra help is needed.**

**Everyone who lives in the estate has a role in keeping it nice. You must care for your home and garden, keep shared areas clean, and put rubbish in the right place. Hallways and shared spaces should be kept clear so everyone can move around safely.**



**If there's a problem, we will look into it. We may visit the area, talk to the people involved, and decide what needs to be done to keep estates safe and tidy. We can also offer extra support if you need it to care for your home and garden such a free bulky rubbish uplifts. We can also help with cutting grass in your garden if you can't manage it yourself.**



Clackmannanshire  
Council

Comhairle Siorrachd  
Chlach Mhanann

[www.clacks.gov.uk](http://www.clacks.gov.uk)

## **Equality and Fairer Scotland Impact Assessment (EFSIA)** **Summary of Assessment**

**Title:**

**Housing Service Estate and Open Space Management Policy**

**Key findings from this assessment (or reason why an EFSIA is not required):**

The assessment found that the Policy largely strengthens and formalises existing estate and open space management practices, with no evidence of unlawful discrimination arising from its implementation. The greatest relevance relates to older tenants and those with disabilities, who may face challenges in meeting tenancy-related estate responsibilities. The policy's person-centred approach, including support such as Garden Aid and tailored advice from Housing Officers, helps ensure these tenants are not disproportionately impacted. No significant issues were identified in relation to other protected characteristics, and the consultation process confirmed that the proposals are broadly equitable and well-understood by tenants and residents.

**Summary of actions taken because of this assessment:**

As a result of the assessment, the Policy reinforces the need for flexible, needs-based support, particularly for older or disabled tenants who may experience difficulty maintaining garden or estate areas. Clarity around fencing requests based on medical or safety grounds has been strengthened to ensure decisions remain consistent and sensitive to individual circumstances. The assessment also informed improvements to communication practices, supporting tenants to better understand their responsibilities and the assistance available to them. Overall, these actions ensure the Policy remains person-centred, fair and responsive to tenant needs.

**Ongoing actions beyond implementation of the proposal include:**

Following implementation, the Housing Service will continue to monitor how the Policy impacts tenants with protected characteristics, ensuring that support is offered where vulnerabilities are identified. Officers will maintain a person-centred approach when addressing estate management issues, working closely with internal teams and partner services to provide consistent and accessible assistance. The Policy and its EFSIA will be reviewed as part of scheduled policy reviews to ensure any emerging impacts are identified and that the Council continues to meet its equality responsibilities.

**Lead person(s) for this assessment:**

**Monika Bicev, Policy Officer (Housing)**

**Senior officer approval of assessment: Katie Rodie**

**DATE: February 2026**

## **Equality and Fairer Scotland Impact Assessment (EFSIA)**

An Equality and Fairer Scotland Impact Assessment (EFSIA) must be completed in relation to any decisions, activities, policies, strategies or proposals of the Council (referred to as 'proposal' in this document). The first stage of the assessment process will determine the level of impact assessment required.

This form should be completed using the guidance contained in the document: EQUALITY AND FAIRER SCOTLAND IMPACT ASSESSMENT (Final Guidance). Please read the guidance before completing this form.

The aim of this assessment is to allow you to critically assess:

- the impact of the proposal on those with protected characteristics and, where relevant, affected by socio-economic disadvantage (referred to as 'equality groups' in this document);
- whether the Council is meeting its legal requirements in terms of Public Sector Equality Duty and the Fairer Scotland Duty;
- whether any measures need to be put in place to ensure any negative impacts are eliminated or minimised.

The Fairer Scotland Duty requires public authorities to pay 'due regard' to how they can reduce inequalities of outcome caused by socio-economic disadvantage, when making **strategic decisions**. Strategic decisions are key, high-level decisions such as decisions about setting priorities, allocating resources, delivery or implementation and commissioning services and all decisions that go to Council or committee for approval.

### **Step A – Confirm the details of your proposal**

#### **1. Describe the aims, objectives and purpose of the proposal**

Clackmannanshire Council Housing Service's Estate and Open Space Management Policy sets out the framework for how the Service will manage, maintain and improve the estate environments surrounding Council homes. Its purpose is to ensure that all Housing Revenue Account (HRA) estates are maintained to a high standard and remain safe, clean and welcoming places for tenants and communities. The policy provides clarity on what constitutes a Council housing estate, the scope of estate and open space management activities, and the responsibilities of both the Council and tenants in maintaining these areas.

The policy sets out the range of activities undertaken by the Housing Service, including the maintenance of communal open spaces, fencing, garage plots and lock-ups. It also outlines the types of support available to tenants, ensuring that residents understand how to report issues and how the Council will respond. By consolidating these areas into a single framework, the policy aims to deliver a consistent and transparent approach across all HRA estates.

The specific aims of the policy are to:

- Clearly set out the responsibilities of both the Council and tenants in maintaining housing estates;
- Ensure the cost-effective and efficient management of the environment surrounding Council properties and common areas;
- Support the sustainability of estates and open spaces and ensure that these areas are used to their full potential.
- Identify, consolidate, or dispose of Council assets and open spaces where they are no longer required or do not provide value to the Council or its tenants

This policy applies only to housing estates owned and managed through the Housing Revenue Account. It does not cover wider Council-owned land or assets outwith the HRA. Where concerns raised by tenants or residents relate to areas that fall outside the Council's housing estate boundaries, the Housing Service will not be responsible for resolving these issues.

## **2. Why is the proposal required?**

The Estate and Open Space Management Policy is required to provide a clear and consistent framework for how the Housing Service manages and maintains its estates and associated open spaces. It defines what constitutes a Council housing estate and sets out the activities the Service undertakes to ensure these areas are safe, clean and well-maintained. This includes programmed work delivered through in-house teams and external contractors, as well as regular inspections by housing officers and estate wardens.

The policy also clarifies how the Housing Service manages fencing requests, and establishes a transparent process for allocating, letting and maintaining garage plots and lock-ups. Overall, it aims to ensure that estate management activities are delivered consistently, effectively and in accordance with tenancy responsibilities.

## **3. Who is affected by the proposal?**

The proposal affects all Clackmannanshire Council tenants living within Council Housing within the HRA, as it relates directly to the management, upkeep and inspection of the environments surrounding their homes. This includes activities linked to communal areas, garden maintenance standards and enforcement of tenancy conditions where required.

In addition, the policy impacts residents across the wider Council area who apply for or hold a garage plot or lock-up, as it governs how these assets are let, allocated and maintained. As a result, both tenants and non-tenant applicants may be affected by the policy's requirements and processes.

**4. What other Council policies or activities may be related to this proposal? The EFSIAs for related policies might help you understand potential impacts.**

The policy links closely to a number of existing Housing Service policies and strategic documents, including:

- Scottish Secure and Short Scottish Secure Tenancy Agreements
- Antisocial Behaviour Policy and the Council's Antisocial Behaviour Strategy
- Garden Structure Permissions Policy
- Asset Disposal Policy
- Strategic Housing Investment Plan

**5. Is the proposal a strategic decision? If so, please complete the steps below in relation to socio-economic disadvantage. If not, please state why it is not a strategic decision:**

This proposal is a policy-level decision, not a strategic one. It sets out how the Housing Service will manage and maintain its estates and open spaces, providing operational guidance rather than determining high-level priorities or resource allocation.

While the policy makes reference to the potential review or disposal of assets, such as land, open spaces and garage sites, any such disposals are not strategic decisions in themselves. Instead, they follow the established processes within the Housing Service's Asset Disposal Policy and are informed by wider strategic frameworks, including the Strategic Housing Investment Plan and the Local Housing Strategy.

In this context, the policy functions as an operational mechanism for implementing decisions that originate from strategic planning documents, rather than setting strategic direction in its own right.

### **Step B – Consider the level of EFSIA required**

*You should consider the available evidence and data relevant to your proposal. You should gather information in order to:*

- *help you to understand the importance of your proposal for those from equality groups,*
- *inform the depth of EFSIA you need to do (this should be proportionate to the potential impact), and*
- *provide justification for the outcome, including where it is agreed an EFSIA is not required.*

**6. What information is available about the experience of those with protected characteristics in relation to this proposal? Does the proposal relate to an area where there are already known inequalities? Refer to the guidance for sources of evidence and complete the table below.**

| <b>Equality Group</b> | <b>Evidence source</b> (e.g. online resources, report, survey, consultation exercise already carried out)                  | <b>What does the evidence tell you about the experiences of this group in relation to the proposal?</b> NB Lack of evidence may suggest a gap in knowledge/ need for consultation (Step C).                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                       |
|-----------------------|----------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <b>Age</b>            | <b>Scottish Census 2022 Tenant Satisfaction and Aspiration Survey 2023</b>                                                 | <p>According to the Scottish Census 2022, there were a total 12,652 individuals living social rented sector across Clackmannanshire. 29% of those individuals were aged 0-15, followed by 25% who were aged 50 to 64 and 23% of individuals aged 35 to 49.</p> <p>In terms of household composition, findings from the Tenant Satisfaction and Aspiration Survey 2023 show that 22.4% of households consist of one adult aged 60 and over, 19.2% are single-parent families with at least one child under 16, and 18% are one-adult households under the age of 60.</p> <p>The proposal relates to the general management and maintenance of housing estates and open spaces, including enforcement of tenancy responsibilities and the provision of support where required. While many estate-based activities, particularly the upkeep of individual gardens or boundaries, rest with tenants, older tenants or those experiencing reduced mobility may face challenges in meeting these responsibilities. As such, there is the potential for older or more vulnerable households to be disproportionately affected by enforcement activity if these needs are not recognised.</p> <p>This highlights the importance of ensuring that the policy incorporates a person-centred approach, including awareness of health or mobility limitations, early identification of support needs, and clear communication with tenants, in order to ensure that no group is adversely impacted or unfairly disadvantaged by estate management expectations and responsibilities, as set out in the Scottish Secure Tenancy Agreement.</p> |
| <b>Disability</b>     | <b>Draft HNDA Scottish Census 2022 Tenant Satisfaction and Aspiration Survey The Scottish House Condition Survey 2017-</b> | <p>According to the Scottish Census 2022, 24% of individuals living in Clackmannanshire’s social rented sector report having a long-term illness, disease, or condition, and 10% report having a mental health condition. Household-level data from the Scottish House Condition Survey 2017–2019 shows that long-term sickness or disability is particularly prevalent in the social rented sector, with 58% of households reporting at least one member with a long-term sickness or disability. Further findings from Clackmannanshire Council’s Tenant Satisfaction and Aspiration Survey 2023 indicate that 14.4% of the tenant base identify as being permanently sick or</p>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                               |

| Equality Group | Evidence source (e.g. online resources, report, survey, consultation exercise already carried out) | What does the evidence tell you about the experiences of this group in relation to the proposal? NB Lack of evidence may suggest a gap in knowledge/ need for consultation (Step C).                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                    |
|----------------|----------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|                | 19                                                                                                 | <p>disabled.</p> <p>The proposal relates to the general management and maintenance of estates and the enforcement of tenancy responsibilities. While many estate-based activities, such as maintaining individual gardens or property boundaries, rest with tenants, disabled tenants or those with mobility, sensory, mental health or other health-related conditions may face additional challenges in meeting these responsibilities. Without appropriate recognition of these needs, there is a risk that disabled tenants could be disproportionately impacted by estate management expectations or enforcement activity.</p> <p>In addition, the policy’s approach to fencing may be relevant to disabled households. Some tenants request fencing on medical, sensory or safety grounds, e.g. to support neurodivergent household members or individuals with conditions requiring controlled outdoor space. Decisions regarding fencing therefore have the potential to affect disabled tenants, and the policy must ensure that such requests are treated sensitively, consistently and in a person-centred manner.</p> <p>Overall, the evidence highlights the importance of ensuring that the policy considers the needs of disabled tenants, provides appropriate flexibility where required, and avoids any risk of discrimination arising from estate management standards or enforcement processes.</p> |
| Race           | Scottish Census 2022 Tenant Satisfaction and Aspiration Survey                                     | <p>The Council’s Tenant Satisfaction and Aspiration Survey indicates that 96% of tenants identify as being of Scottish ethnicity. Census data further shows that although the wider social rented sector includes 359 individuals from other ethnic groups, the overall population profile remains predominantly White, with only 6.33% identifying as belonging to other ethnic backgrounds.</p> <p>Given this demographic profile, there is no indication that race is likely to be a factor in how tenants experience the proposals set out in the Estate and Open Space Management Policy. The policy focuses on operational estate maintenance, tenancy responsibilities, and the allocation and management of garages and lock-ups – none of which are directly linked to race</p>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                |

| <b>Equality Group</b>      | <b>Evidence source</b> (e.g. online resources, report, survey, consultation exercise already carried out) | <b>What does the evidence tell you about the experiences of this group in relation to the proposal?</b> NB Lack of evidence may suggest a gap in knowledge/ need for consultation (Step C).                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                               |
|----------------------------|-----------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|                            |                                                                                                           | or cultural background. On this basis, no disproportionate impact relating to race has been identified at this stage.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                     |
| <b>Sex</b>                 | <b>Scottish Census 2022 Tenant Satisfaction and Aspiration Survey</b>                                     | <p>According to Clackmannanshire Council’s Tenant Satisfaction and Aspiration Survey, the sex split among Council tenants is broadly even, with 50% male and 49% female. This closely mirrors the wider Clackmannanshire population, where 49% are male and 51% are female.</p> <p>As the policy relates to estate maintenance, inspections, enforcement of tenancy conditions, and the letting of garage plots and lock-ups, there is no evidence to suggest that men or women will be differently or disproportionately affected by the proposals. The activities set out in the policy are not sex-specific and apply equally to all tenants. Accordingly, it is unlikely that sex will be a relevant factor in how individuals experience the proposed policy and is unlikely to result in any direct or indirect discrimination.</p> |
| <b>Gender Reassignment</b> | <b>Scottish Census 2022 Tenant Satisfaction and Aspiration Survey</b>                                     | <p>The Scottish Census (2022) identifies that 0.44% of people aged 16 and over in Scotland identify as transgender, with Clackmannanshire’s rate slightly lower at 0.35% (151 individuals). Clackmannanshire Council’s Tenant Satisfaction and Aspiration Survey 2023 reported no tenants currently identifying as transgender within Council housing.</p> <p>While there is limited information available on the experiences of this protected characteristic both locally and nationally, it is unlikely that this protected characteristic would be impacted by the proposals set out by the Policy.</p>                                                                                                                                                                                                                               |
| <b>Sexual orientation</b>  | <b>Scottish Census 2022 Tenant Satisfaction and Aspiration Survey</b>                                     | <p>According to the 2022 Census, 1,343 individuals (3.12%) aged 16 and over in Clackmannanshire identify as LGBT+.</p> <p>While there is limited information available on the experiences of this protected characteristic both locally and nationally, it is unlikely that this protected characteristic would be impacted by</p>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                        |

| <b>Equality Group</b>                                                                                                                                   | <b>Evidence source</b> (e.g. online resources, report, survey, consultation exercise already carried out) | <b>What does the evidence tell you about the experiences of this group in relation to the proposal?</b> NB Lack of evidence may suggest a gap in knowledge/ need for consultation (Step C).                                                                                                                                                                                                                                                                                                                     |
|---------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|                                                                                                                                                         |                                                                                                           | the proposals set out by the Policy.                                                                                                                                                                                                                                                                                                                                                                                                                                                                            |
| <b>Religion or Belief</b>                                                                                                                               | <b>Scottish Census 2022 Tenant Satisfaction and Aspiration Survey</b>                                     | According to the 2022 Scottish Census, 58.33% of individuals in Clackmannanshire reported having no religion. In 2022, Clackmannanshire's Social Rented Sector.<br><br>There is no evidence to suggest that religion or belief would impact how individuals experience the proposals set out in the Estate and Open Space Management Policy.                                                                                                                                                                    |
| <b>Pregnancy or maternity</b>                                                                                                                           | <b>Scottish Census 2022</b>                                                                               | There is no evidence to indicate that pregnancy or maternity is relevant to the proposals contained within this policy. The Estate and Open Space Management Policy focuses on the management of communal areas, tenant responsibilities, and the allocation and upkeep of garage plots and lock-ups, none of which are directly related to pregnancy or maternity. As such, it is unlikely that this protected characteristic will be directly or indirectly impacted by the proposals made within the Policy. |
| <b>Marriage or civil partnership</b> (only the first aim of the Duty is relevant to this protected characteristic and only in relation to work matters) | -                                                                                                         | Not applicable, not an employment decision.                                                                                                                                                                                                                                                                                                                                                                                                                                                                     |
| <b>Socio economic disadvantage (if required)</b>                                                                                                        | -                                                                                                         | Not applicable, not a strategic decision                                                                                                                                                                                                                                                                                                                                                                                                                                                                        |

| Equality Group | Evidence source (e.g. online resources, report, survey, consultation exercise already carried out) | What does the evidence tell you about the experiences of this group in relation to the proposal? NB Lack of evidence may suggest a gap in knowledge/ need for consultation (Step C). |
|----------------|----------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|                |                                                                                                    |                                                                                                                                                                                      |

**7. Based on the evidence above, is there relevance to some or all of the equality groups? YES**  
**If yes or unclear, proceed to further steps and complete full EFSIA**

**If no, explain why below and then proceed to Step E:**

**Step C – Stakeholder engagement**

This step will help you to address any gaps in evidence identified in Step B. Engagement with people who may be affected by a proposal can help clarify the impact it will have on different equality groups. Sufficient evidence is required for you to show 'due regard' to the likely or actual impact of your proposal on equality groups.

**8. Based on the outcome of your assessment of the evidence under Step B, please detail the groups you intend to engage with or any further research that is required in order to allow you to fully assess the impact of the proposal on these groups. If you decide not to engage with stakeholders, please state why not:**

To fully assess the potential impacts of the Estate and Open Space Management Policy on tenants and communities, the Housing Service has scheduled a programme of stakeholder engagement activities. An online consultation is taking place from 26 January to 16 February, open to all Clackmannanshire Council tenants and residents. The consultation seeks views on the Housing Service’s current approach to estate and open space management, including the clarity of information provided, awareness of the Service’s available powers, and the effectiveness of current processes for addressing estate-related concerns.

Respondents are also invited to comment on how the Council could better support tenants and residents in managing estate-related responsibilities, as well as any improvements the Service should consider within the draft policy.

In addition, a dedicated stakeholder session is scheduled for 9 February with representatives from the Clackmannanshire Tenants and Residents Federation. This session will provide an opportunity to present the draft policy, gather feedback on its proposals, and discuss potential impacts on tenants and wider communities.

No further engagement is considered necessary at this stage, as the planned consultation activities are expected to provide a broad and representative understanding of tenant and community perspectives.

**9. Please detail the outcome of any further engagement, consultation and/or research carried out:**

The online consultation generated 150 responses, providing valuable insight into tenants' and residents' views on the Housing Service's approach to estate and open space management. A number of themes emerged from the consultation:

**Need for a more proactive approach** – respondents highlighted the importance of preventative, rather than reactive, estate management.

**Greater transparency and clearer communication.** Many participants emphasised the need for clearer information about how the Housing Service responds to estate-related concerns, easier methods of reporting issues, and improved communication between the Service and the public.

**Asset review and reinvestment.** Respondents supported reviewing land and open spaces that may no longer be fit for purpose, provided that any proposed disposal or reinvestment is transparent and informed by community views.

**Protection of green and open spaces.** Protecting and enhancing green spaces emerged as a recurring priority, alongside interest in community-focused reinvestment and cautious, community-led redevelopment.

Overall, the consultation provided clear direction on tenant and resident priorities for estate and open space management. Importantly, no additional issues were identified relating to protected characteristics, and no feedback suggested any risk of discrimination towards any equality group.

**Step D - Impact on equality groups and steps to address this**

**10. Consider the impact of the proposal in relation to each protected characteristic under each aim of the general duty:**

- Is there potential for discrimination, victimisation, harassment or other unlawful conduct that is prohibited under the Equality Act 2010? How will this be mitigated?
- Is there potential to advance equality of opportunity between people who share a characteristic and those who do not? How can this be achieved?
- Is there potential for developing good relations between people who share a relevant protected characteristic and those who do not? How can this be achieved?

**If relevant, consider socio-economic impact.**

| Age                    | Place 'X' in the relevant box(es) |                  |           | Describe any actions you plan to take, eg. to mitigate any impact, maximise positive impact, or record your justification to not make changes                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                       |
|------------------------|-----------------------------------|------------------|-----------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|                        | Positive impacts                  | Negative impacts | No impact |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                     |
| risk of discrimination | X                                 |                  |           | <p>The Housing Service delivers its estate and open space management activities on a programmed, needs-based basis, targeting maintenance to the specific characteristics of individual estates, blocks and property layouts.</p> <p>Where estate management relates to individual tenancy responsibilities, such as garden upkeep or maintaining boundaries, Patch Housing Officers aim to develop strong, supportive relationships with tenants and ensure they understand their tenancy rights and responsibilities. This includes signposting relevant support where needed.</p> <p>The Service already provides age-sensitive assistance through schemes such as Garden Aid, available to eligible tenants aged 65 or over who have no household member able to carry out garden maintenance. This support helps prevent older tenants from being disproportionately impacted by tenancy-related estate management expectations. As such, older individuals are likely to benefit from the</p> |

|                                              |   |  |  |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                  |
|----------------------------------------------|---|--|--|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|                                              |   |  |  | policy's commitment to person-centred support and early identification of need.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                  |
| potential for developing good relations      | X |  |  | The Housing Service aims to foster good relations between tenants by providing clear, consistent information on the supports available and the eligibility criteria for them. The Garden Aid scheme is promoted at tenancy sign-up and through ongoing communications, helping tenants understand why some groups, such as older tenants, may receive additional assistance. By making these processes transparent and accessible across online and face-to-face channels, the policy supports fairness, reduces misunderstanding, and encourages positive relationships across different age groups within Council estates.                                                                                     |
| potential to advance equality of opportunity | X |  |  | The policy promotes equality of opportunity by adopting a person-centred approach to supporting tenants who may face age-related barriers in meeting estate management responsibilities. Where age is identified as a factor contributing to vulnerability or reduced capacity, for example, reduced mobility or difficulty maintaining gardens, the Service will ensure appropriate support is made available. This includes access to Garden Aid and tailored advice from Housing Officers. This approach helps older tenants sustain their tenancies, participate fully in their responsibilities, and maintain safe, well-kept home environments without being disadvantaged due to age-related limitations. |

| Disability             | Place 'X' in the relevant box(es) |                  |           | Describe any actions you plan to take, eg. to mitigate any impact, maximise positive impact, or record your justification to not make changes |
|------------------------|-----------------------------------|------------------|-----------|-----------------------------------------------------------------------------------------------------------------------------------------------|
|                        | Positive impacts                  | Negative impacts | No impact |                                                                                                                                               |
| risk of discrimination | X                                 |                  |           | Where estate management responsibilities sit with individual tenants, such as maintaining gardens or keeping external areas                   |

|                                         |  |  |   |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                              |
|-----------------------------------------|--|--|---|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|                                         |  |  |   | <p>tidy, Patch Housing Officers will continue to work proactively with tenants to ensure they understand their rights and responsibilities and receive appropriate guidance.</p> <p>The Housing Service adopts a person-centred approach, recognising that tenants with disabilities, long-term health conditions, or mobility limitations may face barriers in meeting certain tenancy obligations.</p> <p>The Service already provides targeted support to mitigate these risks. For example, the Garden Aid scheme is available to eligible tenants, including those with disabilities, who are unable to maintain their gardens and have no household member able to assist. This free service provides basic grass-cutting and garden maintenance, helping prevent disabled tenants from being disproportionately affected by enforcement relating to garden upkeep. As such, disabled tenants who would otherwise struggle with estate-related tasks are likely to benefit from the policy's commitments to flexible support and early engagement.</p> |
| potential for developing good relations |  |  | X | <p>Although the proposals are not expected to have a direct impact on this protected characteristic, the Housing Service is committed to fostering positive relationships between tenants and staff through clear communication and early, constructive engagement. A person-centred approach ensures that tenants' needs are identified, recorded and appropriately addressed, helping disabled tenants feel supported in sustaining their tenancies.</p> <p>By prioritising communication, transparency and tailored assistance, the policy supports good relations between tenants with different needs and helps build trust in the Housing Service's</p>                                                                                                                                                                                                                                                                                                                                                                                                |

|                                              |   |  |  |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                |
|----------------------------------------------|---|--|--|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|                                              |   |  |  | processes and expectations.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                    |
| potential to advance equality of opportunity | X |  |  | <p>The policy helps advance equality of opportunity by ensuring that disabled tenants can access the support required to meet tenancy and estate-related responsibilities. Where disability limits an individual's ability to maintain their garden or external areas, the Housing Service will provide assistance such as Garden Aid to help prevent disadvantage and support tenancy sustainment.</p> <p>The policy also outlines the Housing Service's approach to fencing requests. In cases where fencing is required to meet an identified medical, sensory or safety need for a tenant or a member of their household (such as providing a secure area for neurodivergent children or adults with additional support needs), the Service will consider these circumstances when determining whether new fencing may be installed. This ensures that disabled tenants have equal access to safe and suitable home environments.</p> <p>Overall, the policy helps ensure that disabled tenants can enjoy their homes on an equal basis to those who do not share this protected characteristic, supporting independence, wellbeing and long-term tenancy sustainment.</p> |

| Race                   | Place 'X' in the relevant box(es) |                  |           | Describe any actions you plan to take, eg. to mitigate any impact, maximise positive impact, or record your justification to not make changes                                                                                                                                                                                                     |
|------------------------|-----------------------------------|------------------|-----------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|                        | Positive impacts                  | Negative impacts | No impact |                                                                                                                                                                                                                                                                                                                                                   |
| risk of discrimination |                                   |                  | X         | The policy focuses on estate and open space management activities, communication practices, and the provision of person-centred support to help tenants meet their responsibilities. These measures apply equally to all tenants, regardless of race or ethnicity, and there is no evidence to suggest that tenants of different racial or ethnic |

|                                              |  |  |   |                                                                                                                                                                                                                                                                                                                                                                                                                                                              |
|----------------------------------------------|--|--|---|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|                                              |  |  |   | backgrounds will be disproportionately affected. Where support is required, it will be provided based on individual need, including taking into account protected characteristics of tenants as and when required.                                                                                                                                                                                                                                           |
| potential for developing good relations      |  |  | X | The policy promotes clear communication, transparency, and consistent service standards across all estates. These measures apply equally to all tenants, regardless of race or ethnicity. Given the operational nature of the policy, it is unlikely to directly impact relations between racial groups; however, person-centred support and fair, consistent processes will contribute to positive interactions and equitable treatment for all households. |
| potential to advance equality of opportunity |  |  | X | The policy does not introduce any measures that would disadvantage or benefit tenants on the basis of race. Support is offered according to individual circumstances, and estate management expectations apply consistently across all households. As a result, no differential impact is anticipated, and the policy is not expected to materially affect equality of opportunity between racial groups.                                                    |

| Sex                    | Place 'X' in the relevant box(es) |                  |           | Describe any actions you plan to take, eg. to mitigate any impact, maximise positive impact, or record your justification to not make changes                                                                                                                                                                                                                                                                                                                           |
|------------------------|-----------------------------------|------------------|-----------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|                        | Positive impacts                  | Negative impacts | No impact |                                                                                                                                                                                                                                                                                                                                                                                                                                                                         |
| risk of discrimination |                                   |                  | X         | The policy relates to programmed estate maintenance, inspection processes, and tenancy-related responsibilities. These activities apply equally to male and female tenants, and there is no evidence that individuals of a particular sex are more likely to be impacted. Support offered by the Housing Service, such as person-centred advice or garden maintenance assistance, will be based on need, taking into account all protected characteristics, as and when |

|                                              |  |  |   |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                   |
|----------------------------------------------|--|--|---|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|                                              |  |  |   | required.                                                                                                                                                                                                                                                                                                                                                                                                                                                                         |
| potential for developing good relations      |  |  | X | Because the policy is operational in nature and delivered consistently to all tenants, it is unlikely to directly influence relations between men and women. However, clear communication, consistent enforcement of tenancy conditions, and accessible support for those who require it can help foster trust and positive relationships between all affected groups.                                                                                                            |
| potential to advance equality of opportunity |  |  | X | The policy relates to programmed estate maintenance, inspection processes, and tenancy-related responsibilities. These activities apply equally to male and female tenants, and there is no evidence that individuals of a particular sex are more likely to be impacted. Support offered by the Housing Service, such as person-centred advice or garden maintenance assistance, will be based on need, taking into account all protected characteristics, as and when required. |

| Gender Reassignment                          | Place 'X' in the relevant box(es) |                  |           | Describe any actions you plan to take, eg. to mitigate any impact, maximise positive impact, or record your justification to not make changes                                       |
|----------------------------------------------|-----------------------------------|------------------|-----------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|                                              | Positive impacts                  | Negative impacts | No impact |                                                                                                                                                                                     |
| risk of discrimination                       |                                   |                  | X         | Given the very small number of individuals who identify as transgender across Clackmannanshire overall, it is unlikely that the policy will have an impact on this protected group. |
| potential for developing good relations      |                                   |                  | X         | Given the very small number of individuals who identify as transgender across Clackmannanshire overall, it is unlikely that the policy will have an impact on this protected group. |
| potential to advance equality of opportunity |                                   |                  | X         | Given the very small number of individuals who identify as transgender across Clackmannanshire overall, it is unlikely that the                                                     |

|  |  |  |  |                                                     |
|--|--|--|--|-----------------------------------------------------|
|  |  |  |  | policy will have an impact on this protected group. |
|--|--|--|--|-----------------------------------------------------|

| Sexual Orientation                           | Place 'X' in the relevant box(es) |                  |           | Describe any actions you plan to take, eg. to mitigate any impact, maximise positive impact, or record your justification to not make changes                                |
|----------------------------------------------|-----------------------------------|------------------|-----------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|                                              | Positive impacts                  | Negative impacts | No impact |                                                                                                                                                                              |
| risk of discrimination                       |                                   |                  | X         | Given the very small number of individuals who identify as LGB+ across Clackmannanshire overall, it is unlikely that the policy will have an impact on this protected group. |
| potential for developing good relations      |                                   |                  | X         | Given the very small number of individuals who identify as LGB+ across Clackmannanshire overall, it is unlikely that the policy will have an impact on this protected group. |
| potential to advance equality of opportunity |                                   |                  | X         | Given the very small number of individuals who identify as LGB+ across Clackmannanshire overall, it is unlikely that the policy will have an impact on this protected group. |

| Religion or Belief                      | Place 'X' in the relevant box(es) |                  |           | Describe any actions you plan to take, eg. to mitigate any impact, maximise positive impact, or record your justification to not make changes                                                                                                                                                                            |
|-----------------------------------------|-----------------------------------|------------------|-----------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|                                         | Positive impacts                  | Negative impacts | No impact |                                                                                                                                                                                                                                                                                                                          |
| risk of discrimination                  |                                   |                  | X         | Given that the majority of individuals within Clackmannanshire's social rented sector identify as having no religion, and only a small proportion identify as belonging to other religious groups, it is unlikely that this protected characteristic will be significantly impacted by the proposals within this policy. |
| potential for developing good relations |                                   |                  | X         | Given that the majority of individuals within Clackmannanshire's social rented sector identify as having no religion, and only a small                                                                                                                                                                                   |

|                                              |  |  |   |                                                                                                                                                                                                                                                                                                                          |
|----------------------------------------------|--|--|---|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|                                              |  |  |   | proportion identify as belonging to other religious groups, it is unlikely that this protected characteristic will be significantly impacted by the proposals within this policy.                                                                                                                                        |
| potential to advance equality of opportunity |  |  | X | Given that the majority of individuals within Clackmannanshire's social rented sector identify as having no religion, and only a small proportion identify as belonging to other religious groups, it is unlikely that this protected characteristic will be significantly impacted by the proposals within this policy. |

| Pregnancy/maternity                          | Place 'X' in the relevant box(es) |                  |           | Describe any actions you plan to take, eg. to mitigate any impact, maximise positive impact, or record your justification to not make changes                                                                                                                                                                                                                                                                                          |
|----------------------------------------------|-----------------------------------|------------------|-----------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|                                              | Positive impacts                  | Negative impacts | No impact |                                                                                                                                                                                                                                                                                                                                                                                                                                        |
| risk of discrimination                       |                                   |                  | X         | The policy focuses on estate maintenance, the management of communal areas, and tenancy-related responsibilities. These activities are not associated with pregnancy or maternity, and there is no evidence to suggest that tenants who are pregnant or have recently given birth will be disproportionately affected. Support will be provided on a case-by-case basis where needed, meaning there is minimal risk of discrimination. |
| potential for developing good relations      |                                   |                  | X         | Because the policy is operational in nature and delivered consistently to all tenants, it is unlikely to directly influence relations involving this protected characteristic.<br><br>However, clear communication, consistent enforcement of tenancy conditions, and accessible support for those who require it can help foster trust and positive relationships between all affected groups.                                        |
| potential to advance equality of opportunity |                                   |                  | X         | The policy focuses on estate maintenance, the management of communal areas, and tenancy-related responsibilities. These activities are not associated with pregnancy or maternity, and there is                                                                                                                                                                                                                                        |

|  |  |  |  |                                                                                                                                                                                                                                                          |
|--|--|--|--|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|  |  |  |  | <p>no evidence to suggest that tenants who are pregnant or have recently given birth will be affected.</p> <p>Support will be provided on a case-by-case basis where needed, taking into account all protected characteristics as and when relevant.</p> |
|--|--|--|--|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|

| <b>Marriage/civil partnership</b>                                                                                                            | Place 'X' in the relevant box(es) |                  |           | Describe any actions you plan to take, eg. to mitigate any impact, maximise positive impact, or record your justification to not make changes |
|----------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------|------------------|-----------|-----------------------------------------------------------------------------------------------------------------------------------------------|
|                                                                                                                                              | Positive impacts                  | Negative impacts | No impact |                                                                                                                                               |
| risk of discrimination<br>(only the first aim of the Duty is relevant to this protected characteristic and only in relation to work matters) |                                   |                  |           | Not an employment matter, not applicable to this proposal.                                                                                    |

| <b>Socio-economic disadvantage</b>                                                                    | Place 'X' in the relevant box(es) |    |           | Describe any actions you plan to take, eg. to mitigate any impact, maximise positive impact, or record your justification to not make changes |
|-------------------------------------------------------------------------------------------------------|-----------------------------------|----|-----------|-----------------------------------------------------------------------------------------------------------------------------------------------|
|                                                                                                       | Yes                               | No | No impact |                                                                                                                                               |
| (If required) Will the proposal reduce inequalities of outcome caused by socio-economic disadvantage? |                                   |    | X         | Not a strategic decision, not applicable to this proposal.                                                                                    |

|  |  |  |  |  |
|--|--|--|--|--|
|  |  |  |  |  |
|--|--|--|--|--|

## 11. Describe how the assessment might affect the proposal or project timeline?

Examples of the items you should consider here include, but are not limited to:

- **Communication plan:** do you need to communicate with people affected by proposal in a specific format (e.g. audio, subtitled video, different languages) or do you need help from other organisations to reach certain groups?
- **Cost:** do you propose any actions because of this assessment which will incur additional cost?
- **Resources:** do the actions you propose require additional or specialist resource to deliver them?
- **Timing:** will you need to build more time into the project plan to undertake research, consult or to complete any actions identified in this assessment?

The assessment is not expected to affect the overall project timeline. The Policy largely formalises existing estate and open space management activities already undertaken by the Housing Service, while identifying opportunities to strengthen current practice and improve consistency in service delivery.

The Equality and Fairer Scotland Impact Assessment ensures that both existing and proposed practices are reviewed to confirm that they do not negatively impact or discriminate against any protected group. It also supports the development of improvements that advance equality of opportunity and embed person-centred approaches into future practice.

12. **Having considered the potential or actual impacts of your proposal, you should now record the outcome of this assessment.** Choose from one of the following:

| Please select (X) | <b>Implications for the proposal</b>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                             |
|-------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| X                 | <p><b>No major change</b><br/>Your assessment demonstrates that the proposal shows no risk of unlawful discrimination and that you have taken all opportunities to advance equality of opportunity and foster good relations, subject to continuing monitoring and review.</p>                                                                                                                                                                                                                                                                                                   |
|                   | <p><b>Adjust the proposal and/or implement mitigations</b><br/>You have identified ways of modifying the proposal to avoid discrimination or to better advance equality of opportunity or foster good relations. In addition, or alternatively, you will introduce measures to mitigate any negative impacts. Adjustments and mitigations should be recorded in the tables under Step D above and summarised in the summary sheet at the front of the document.</p>                                                                                                              |
|                   | <p><b>Continue the proposal with adverse impact</b><br/>The proposal will continue despite the potential for adverse impact. Any proposal which results in direct discrimination is likely to be unlawful and should be stopped and advice taken. Any proposal which results in indirect discrimination should be objectively justified and the basis for this set out in the tables under Step D above and summarised in the summary sheet at the front of the document. If objective justification is not possible, the proposal should be stopped whilst advice is taken.</p> |
|                   | <p><b>Stop the proposal</b><br/>The proposal will not be implemented due to adverse effects that are not justified and cannot be mitigated.</p>                                                                                                                                                                                                                                                                                                                                                                                                                                  |

### **Step E - Discuss and review the assessment with decision-makers**

- 13. You must discuss the findings of this assessment at each stage with senior decision makers during the lifetime of the proposal and before you finalise the assessment. Record details of these discussions and decisions taken below:**

### **Step F – Post-implementation actions and monitoring impact**

It is important to continue to monitor the impact of your proposal on equality groups to ensure that your actual or likely impacts are those you recorded. This will also highlight any unforeseen impacts.

- 14. Record any post-implementation actions required.**

Following implementation, the Housing Service will take steps to ensure the Policy is clearly visible and accessible to all tenants and residents. This may include promoting awareness of the Council's approach to estate and open space management, clarifying the Housing Service's remit, and ensuring tenants understand their responsibilities in relation to maintaining gardens, communal areas and wider estate environments.

- 15. Note here how you intend to monitor the impact of this proposal on equality groups.**

Officers responsible for administering the Policy will continue to take a person-centred approach when responding to estate management issues, with attention given to tenants who may be affected due to their protected characteristics.

Where vulnerabilities are identified, Officers will ensure appropriate advice, support and signposting are provided, tailored to the individual circumstances of the tenant. The Housing Service will also work closely with other Council teams and partner services involved in delivering estate management functions to ensure relevant needs are recognised and addressed consistently.

**16. Note here when the EFSIA will be reviewed as part of the post-implementation review of the proposal:**

The EFSIA will be reviewed concurrently with the scheduled review of the Policy.

**Step G – Assessment sign off and approval**

Lead person(s) for this assessment: Monika Bicev – Policy Officer (Housing)

Signed: Monika Bicev

Date: February 2026

Senior officer approval of assessment: Katie Roddie – Team Leader (Business Improvement)

Signed: Katie Roddie

Date: February 2026

All full EFSIAs must be published on the Council's website as soon as possible after the decision is made to implement the proposal.

## Appendix 4. Estate and Open Space Management Policy Consultation Results and Analysis

### 1. Introduction

An online public consultation on Clackmannanshire Council's Housing Estate and Open Space Management Policy was carried out on Citizens Space between 27 January and 16 February 2026.

The consultation formed part of the wider policy development process and sought to gather the views of residents across Clackmannanshire Council area on the Council Housing Service's current estate management practices and future service improvement requirements.

The consultation was open to all residents in the local authority area, including Council tenants, owner occupiers, private rented sector tenants, and tenants of other social landlords. The survey aimed to capture perceptions of the Housing Service's approach to estate and open space management, understand the issues residents experienced in relation to their local environment, and collect views on improvements to communication standards. The survey also explored tenants' and residents' preferences for the future management of Council-owned garage plots and lock-ups.

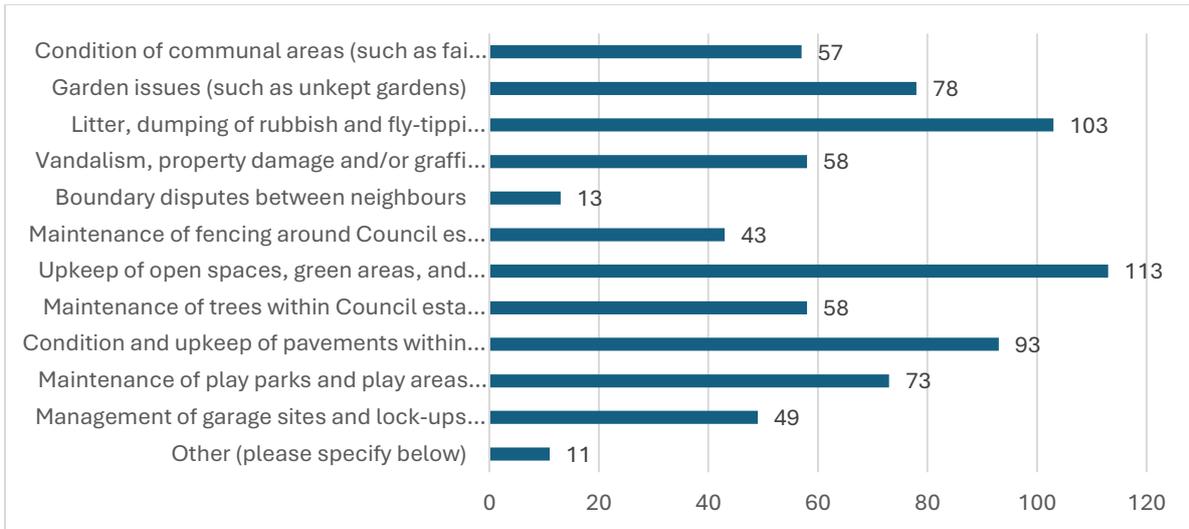
### 2. Consultation Results

A total of 150 responses were received. Of these, 93 respondents (62%) identified as owner occupiers, 38 (26%) as Council tenants, with the remaining participants representing other tenures. When asked whether they felt informed about what constitutes estate and open space management activities, 131 respondents (88%) stated that they were, with 12% indicating they were not.

### 3. Key Issues and Concerns Identified

Residents were asked to identify the main estate and open space management issues they had experienced (**Figure 1**). The most frequently reported concerns related to the upkeep of open spaces, green areas and landscaped spaces environments (113 responses; 76% of all participants), closely followed by littering, dumping of waste and fly-tipping (103 responses), condition and maintenance of pavements and footpaths (93 responses) as well as maintenance of play parks and play areas (73 responses).

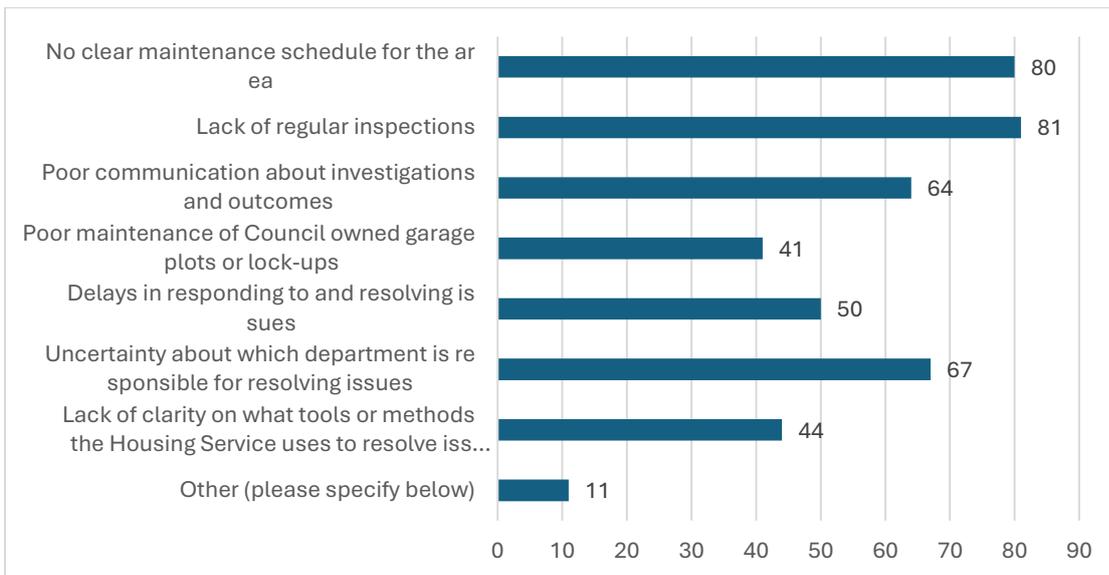
**Figure 1. What are the biggest Council housing estate and open space management issues that you experience?**



Participants were also asked about perceived concerns in the Housing Service’s current management approach (**Figure 2**). The most significant issues identified were:

- Lack of regular inspections to estates and open space areas (81 respondents; 54%).
- No clear maintenance schedule communicated for specific areas (80 respondents).
- Lack of clarity about which service or department is responsible for resolving estate management issues (67 respondents).
- Poor communication about investigations and outcomes following reports made by residents (64 respondents).

**Figure 2. What concerns do you have about how the Housing Service deals with estate and open space issues?**



#### **4. Suggested Improvement to Estate and Open Space Management Approach**

When asked how the Housing Service could improve the quality of its estate and open space management, respondents highlighted several priority areas for change. Residents expressed strong support for the introduction of a clear and publicly accessible programme of planned maintenance and management activities (115 respondents), followed by a need for more regular inspections to estates and open spaces (100 respondents). A considerable number of participants (99) also supported the principle of recharging individuals responsible for damage.

#### **5. Themes Emerging from Qualitative Feedback**

Open-text responses provided further insight into residents' experiences, frustrations, and expectations. Several clear themes emerged, including:

##### **5.1. Need for a Proactive Estate Management Approach**

Respondents repeatedly emphasised the importance of a preventative rather than reactive service. There was strong support for routine visual inspection of estates and green spaces as well as post-work inspections to ensure the quality of repairs and maintenance carried out.

##### **5.2. Transparency and Ease of Reporting**

A significant number of respondents expressed a desire for greater transparency around how the Council handles estate management concerns. Some noted that the process for reporting issues through the Council website was unclear or difficult to navigate, and requested a simpler reporting mechanism.

##### **5.3. Tenancy Management and Enforcement**

A further theme concerned the enforcement of tenancy agreement and the associated tenants' responsibilities. Some respondents felt that tenants should be held more accountable for the upkeep of their homes, gardens and surrounding areas, such as communal areas and communal closes

##### **5.4. Wider Infrastructure and Community Environment Concerns**

While many of these responsibilities lie within the Housing Service, residents also raised issues that extend across the wider Council. These included concerns about road conditions, the need for stronger dog control and enforcement, and broader issues linked to environmental management. This indicates that residents view estate management as a cross-service function rather than one limited to housing alone.

#### **6. Views on Reinvestment, Redevelopment and Use of Open Spaces**

Residents were presented with a range of potential opportunities for reinvestment or redevelopment in estates and open spaces. In general, respondents showed an appetite for exploring improvement options where areas were seen as under-used or no longer fit-for-purpose.

A total of 89 respondents expressed interest in seeing programmes of community improvement activities. A further 88 respondents supported exploring supported land sales to community groups for projects that could enhance local wellbeing.

By comparison, 37% of respondents (55 individuals) were interested in increased tenant-led initiatives, and 52 individuals supported greater investment in the Housing Service's operational functions, for example, through capital improvement programmes.

Despite this interest, respondents were clear that Council-owned land should not be sold outright to private developers. Many stressed the need for meaningful community engagement when considering the future of any public land. Residents frequently emphasised the importance of protecting green and open spaces, with numerous suggestions that such areas could be repurposed for allotments, orchards, community growing projects, or wildlife and biodiversity areas. These comments reflect an expectation that public spaces should serve long-term community and environmental benefits.

Other suggestions included repurposing vacant or unused land to create parking areas where appropriate, and the installation of electric vehicle charging facilities for the exclusive benefit of Council tenants, with usage charges applied.

Some participants also noted that reinvestment should support the upgrading of children's play parks and ongoing maintenance of these sites. Others stressed that any income from land sales should be ring-fenced for reinvestment in estate maintenance, ensuring long-term upkeep of the areas affected.

## **7. Communication Preferences and Expectations**

Respondents were asked whether the Housing Service should improve its communication about estate and open space management. An overwhelming 95% agreed that communication requires improvement. Many felt that clearer follow-up information about actions taken in response to reported issues would greatly increase confidence in the service.

Residents identified their preferred communication channels as:

- Social media (106 respondents).
- Leaflets delivered to homes (74 respondents).
- The Council website (70 respondents).

Some participants also expressed interest in regular community meetings, updates through Community Councils, and communications delivered via email or text message.

## **8. Management of Garage Plots and Lock-Ups**

The survey explored residents' views on the allocation and management of Housing Service garage plots and lock-ups. Under existing practices, these are allocated on a priority basis, with Council tenants considered first, followed by other local residents. A total of 65% of respondents supported this approach.

When asked about potential alternative prioritisation methods, 70 respondents favoured giving priority to Council tenants living in the immediate area where the garage or lock-up is located, followed by other local residents. In contrast, 62 respondents stated that they would prefer no prioritisation at all.

Respondents were also asked whether there should be a limit on the number of garage plots or lock-ups that can be let to an individual. A clear majority (66%) agreed that allocations should be limited to one per person, while 23% preferred a limit of two.

## **9. Conclusions**

The consultation generated a strong level of engagement from residents across a range of housing tenures. The findings indicate a clear desire for a more proactive, transparent, and coordinated approach to estate and open space management. Residents emphasised the importance of regular inspections, clarity about responsibilities, and stronger communication. The protection and enhancement of green spaces emerged as a recurring priority, alongside interest in community-focused reinvestment activities and cautious support for redevelopment, provided it is undertaken in partnership with local communities.

Feedback on garage plot and lock-up management highlighted broad support for clear allocation criteria and limits that ensure fair and equitable access, particularly for Council tenants.

These insights will inform the development of the Housing Estate and Open Space Management Policy and will aim to support future improvements to service delivery, communication, and resident engagement.

---

**Report to**                      **Clackmannanshire Council**

---

**Date of Meeting:**    **19 March 2026**

---

**Subject:**                      **Learning Estate Works Progress**

---

**Report by:**                      **Strategic Director: Place**

---

## **1.0 Purpose**

- 1.1 The purpose of this report is to update Council on the progress of work across the Learning Estate, including targeted investment and planned works. [The report will also provide Member's with an update on improvement works for St Mungo's RC Primary as part of their permanent integration to Alloa Campus.]

### **Recommendations**

- 2.0 Council is asked to:
- 2.1 Note the progress made in relation to **Targeted Investment, Planned works** and **St Mungo's** Improvement Works. (paragraph 3.3 - 3.10).
- 2.2 Note the progress made and planned works associated with the **Learning Estate Strategy** and Condition Work that will influence the future Learning Estate Strategy and future capital programme.
- 2.3 Agree to the recommendation to demolish the former **St Mungo's** RC Primary. (paragraph 3.11 – 3.13)

## **3 Progress**

- 3.1 Officers over the past year have been advancing a series of priorities associated with the Council's Learning Estate and Learning Estate Strategy. This work has been progressed in stages due to the significant turnover of staff within Place.
- 3.2 This work has included targeted investment of works linked 2024 officer condition assessments, learning estate planned works, progression of St Mungo's RC Primary School integration and learning estate strategy development.
- 3.3 **Targeted Investment** – Undertaken preparatory work has set the foundations for significant improvement works within 5 identified establishments as a result

of officer led condition assessments. Officers have secured a contractor to progress identified improvement works, which due to capacity within Place will be carried out by Council contractors. Our contractors have undertaken programme planning and diligence checks. Our contractors are working with Education to minimise the impact of these planned works on children and young people.

- 3.4 The scheduled works will include roof improvements, window replacement, wall and render upgrades as appropriate to the said five schools. In some of the establishments we will utilise modular classrooms to use reasonable endeavours to minimise disruption which may occur, with as much of the works being planned during school holiday periods. An outline of the timeframe involved can be found in appendix 1.
- 3.5 A series of planned works is underway across our Learning Estate, including painting of classrooms, flooring upgrades and mechanical & electrical improvements. Additionally, planned works to the playground at Alva Primary is being scheduled to coincide with the targeted investment works.
- 3.6 In support of the planned works detailed in paragraph 3.5 a schedule and programme of condition works/structural surveys have been commissioned. The condition works/structural surveys are being analysed by our contractors which will inform planned works and targeted investment programmes but also provide valuable technical information to inform the development of the Council's next Learning Estate Strategy.
- 3.7 In addition to the above planned works, the Service in response to Council's approval for St Mungo's RC Primary School being permanently retained within the Alloa Campus, has progressed a number of key improvements within the Campus building working alongside the PPP management company.
- 3.8 The Service has commissioned the installation of toilet facilities on the ground floor that is easily accessible to St Mungo's pupils during break periods. This additionality not only supports primary school pupils, but also pupils in the adjacent additional support needs unit. Furthermore, the Service has commissioned additional toilets for the first floor, adding capacity for the Primary School.
- 3.9 Place Service have been working with the People Service (Education), school leadership, parents and importantly pupils within St Mungo's, on the preference for a new entrance canopy. The canopy has been ordered and will be installed in the very near future, providing a dedicated and distinctive entrance for the school, that will provide shelter during pick up and drop off. This work will be further complimented by interior signage and new age-appropriate furniture all of which is expected to be in place by the new academic year, August 2026.
- 3.10 Finally, following concerns raised by the local Parent Council, regarding indiscriminate parking and traffic in and around Alloa Campus, Place Services working with Education, School colleagues and Police Scotland have progressed a series of actions from improved road markings, signage, active travel promotions to visible presence of Police Colleagues. The authority will continue to work with Police Scotland in addressing parking violations and raise awareness amongst parents regarding drop off/pick up behaviours.

- 3.11 Furthermore, with Council confirming the permanent relocation of St Mungo's RC Primary School to the Alloa Campus in December 2025. As a result, the former St Mungo's school site is now surplus to operational requirement, however, continues to incur ongoing revenue costs, circa £42,500 per annum.
- 3.12 As the former building can no longer be used as a school and cannot be repurposed due to the issues that led to the decant, and identified as surplus to operational requirements, Officers recommend that the site be demolished at an estimated cost of circa £150,000, to reduce ongoing expenditure.
- 3.13 If Council approves demolition, the future use of the site will be considered as part of the wider asset strategy, with any proposals being brought forward to Council at a future date. At this stage the key driver associated with this recommendation is to reduce ongoing costs to the Council.
- 3.14 It is proposed that the Learning Estate Strategy progress update will be presented to Council, subject to all works being completed, the later part of 2026.

#### **4 Sustainability Implications**

- 4.1 The above works and strategies will support the Council's sustainability effort not only in terms of Net Zero ambitions, but also in terms of longer-term financial sustainability. It is anticipated that the works undertaken will not only support learning and teaching but also support more efficient working practices and reduce our revenue spend.

#### **5 Resource Implications**

##### *5.1 Financial Details*

- 5.2 The full financial implications of the recommendations are set out in the report. This includes a reference to full life cycle costs where appropriate. Yes

- 5.3 Finance have been consulted and have agreed the financial implications as set out in the report. Yes

##### *5.4 Staffing*

- 5.4.1 There are no identifiable impacts for staffing within this report.

#### **6 Exempt Reports**

- 6.1 Is this report exempt? Yes  (please detail the reasons for exemption below) No

#### **7.0 Declarations**

The recommendations contained within this report support or implement our Corporate Priorities and Council Policies.

(1) **Our Priorities**

- Clackmannanshire will be attractive to businesses & people and ensure fair opportunities for all
- Our families; children and young people will have the best possible start in life
- Women and girls will be confident and aspirational, and achieve their full potential
- Our communities will be resilient and empowered so that they can thrive and flourish

(2) **Council Policies**

- Complies with relevant Council Policies

**8.0 Impact Assessments**

- 8.1 Have you attached the combined equalities impact assessment to ensure compliance with the public sector equality duty and fairer Scotland duty? (All EFSIAs also require to be published on the Council's website)

Yes

- 8.2 If an impact assessment has not been undertaken you should explain why:

There is no direct impact to people as a result of this update.

- 8.2.1 It is not believed that an assessment is required for this report, that future strategies will in due course be assessed.

**9.0 Legality**

- 9.1 It has been confirmed that in adopting the recommendations contained in this report, the Council is acting within its legal powers. Yes

**10.0 Appendices**

- 10.1 Please list any appendices attached to this report. If there are no appendices, please state "none".

Appendix 1 – Works outline for School Improvement

**11.0 Background Papers**

- 11.1 Have you used other documents to compile your report? (All documents must be kept available by the author for public inspection for four years from the date of meeting at which the report is considered)

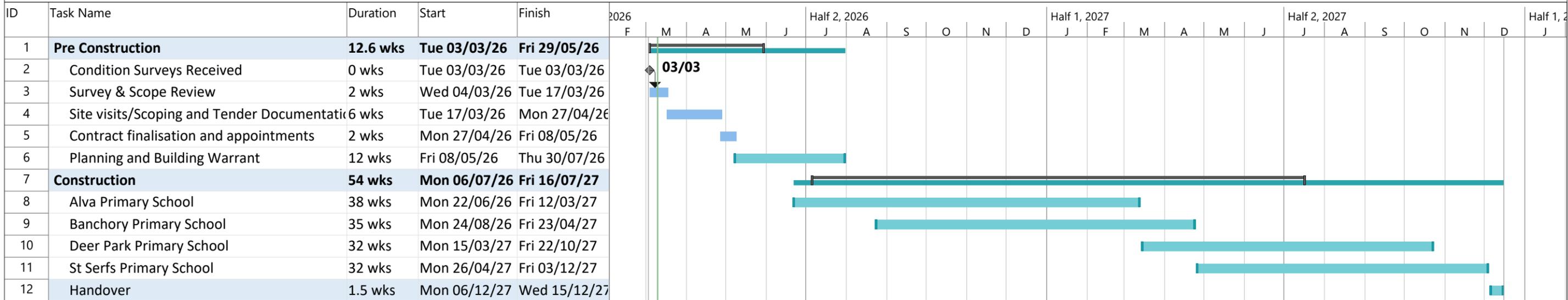
Yes  (please list the documents below) No

**Author(s)**

| <b>NAME</b> | <b>DESIGNATION</b>        | <b>TEL NO / EXTENSION</b> |
|-------------|---------------------------|---------------------------|
| Colin Bruce | Chief Education Officer   |                           |
| Kevin Wells | Strategic Director: Place |                           |

**Approved by**

| <b>NAME</b> | <b>DESIGNATION</b>        | <b>SIGNATURE</b>                                                                    |
|-------------|---------------------------|-------------------------------------------------------------------------------------|
| Kevin Wells | Strategic Director: Place |  |



Clackmannanshire Schools  
High Level Programme  
10 March 2026

|           |  |                    |  |                       |  |                    |  |                 |  |
|-----------|--|--------------------|--|-----------------------|--|--------------------|--|-----------------|--|
| Task      |  | Project Summary    |  | Manual Task           |  | Start-only         |  | Deadline        |  |
| Split     |  | Inactive Task      |  | Duration-only         |  | Finish-only        |  | Progress        |  |
| Milestone |  | Inactive Milestone |  | Manual Summary Rollup |  | External Tasks     |  | Manual Progress |  |
| Summary   |  | Inactive Summary   |  | Manual Summary        |  | External Milestone |  |                 |  |

---

**Report to: Clackmannanshire Council**

---

**Date of Meeting: 19 March 2026**

---

**Subject: Local Growth Fund**

---

**Report by: Strategic Director: Place**

---

## **1.0 Purpose**

- 1.1. To update Council on the UK Government's recently announced Local Growth Programme, the replacement for previous European and more recently UK Shared Prosperity Funding

## **2.0 Recommendations**

- 2.1. Council is asked to note the significant changes to UK Government funding for 2026 onwards, particularly the move to predominantly capital funding, and the requirement for a 3 year regional plan to be submitted (indicative timescales by May 2026) as per information in paragraphs 3:31 to 3:33
- 2.2. Council agrees:-:
- a) to set up an interim Regional Structure to allow for the submission of outline plans by deadline date (current indication is this will be sometime in May 2026). See Paragraph 3.32 of this Report; and
  - b) to work with Stirling and Falkirk Councils to prepare options for both revenue and capital spend, including potential transition arrangements for revenue spend in 2026/27.

## **3.0 Considerations**

### Background

- 3.1. Clackmannanshire has benefitted from a share of the UK Shared Prosperity Fund since January 2023, with funding covering three main themes around People and Skills, Business Support and Communities and Place. The original programme/funding ran from January 2023 until March 2025, with an extension year awarded for 2025/26. An adult numeracy programme (Multiply) was also funded during the first 2.25 years but was withdrawn for the extension year.

- 3.2. UKSPF replaced previous European funding which in Clackmannanshire had supported a mainstream ESF employability programme (which ended in March 2023) and an ERDF funded business support programme (Expert Help) aligned to Business Gateway support (which also ended in March 2023).
- 3.3. An investment plan for UKSPF was prepared by Economic Development and approved by Clackmannanshire Council in June 2022. Mainstream activity was to replace the previous European funded employability and business support programmes, but additional activity was delivered for Communities and Place (utilising mainly the capital element of UKSPF), and the Multiply adult numeracy programme.
- 3.4. Over 900 unemployed Clackmannanshire residents have been supported through the UKSPF Positive Moves programme from 2023 to date (delivered jointly by third sector provider CERT and by the Council's in-house Clacks Works team), with over 270 moving successfully into employment.
- 3.5. Over 250 businesses (including around 30 third sector organisations) have benefitted from business support interventions which have included Expert Help programme, pathways start up programmes, a third sector start-up programme, net zero workshops, visual merchandising workshops for town centre retailers, and two small business grant schemes for premises and digital improvements. The fund also supports an in-house Business Adviser role.
- 3.6. 30 community organisations have been successful in their applications for grants through our Communities and Place programme, with a wide range of projects supported providing a large number of community benefits (new play equipment at Wimpy Park, improvements to several community premises, improvements to the garden space at Hawkhill, essential works at The Hive and Resonate, equipment at The Gate, to name but a few. A full list of grants awarded is available at Appendix 1 to this report).
- 3.7. Activities have been successfully delivered and full UKSPF allocations have been utilised across the three themes in each of the years 2022/23, 2023/24, 2024/25 and we expect full spend during this extension year 2025/26.
- 3.8. UK Government have recently agreed a 6-month extension to the end of September 2026 for spend of 2025/26 funding allocation (no additional funding but extra time to complete projects and make final claim).
- 3.9. An external evaluation on the use of UKSPF in Clackmannanshire was commissioned and completed in 2025. This is available on request.

#### UKSPF Funding to date

- 3.10. From January 2023 until end of the programme in March 2026, Clackmannanshire has been in receipt of £2,809,217 from UKSPF (82% revenue funding, and 18% capital).
- 3.11. Our actual spend, split across each of the themes from January 2023 to March 2025 has been as follows, with capital spend allocated to the Communities and Place theme by way of a communities grant programme,

and revenue spend allocated across business support, people and skills and multiply.

| Year             | Communities and Place (mainly capital spend) | Business Support (revenue) | People and Skills (revenue) | Multiply (revenue) | Mgt/Admin      | Comments                                |
|------------------|----------------------------------------------|----------------------------|-----------------------------|--------------------|----------------|-----------------------------------------|
| 2022/23 (Actual) | 0                                            | £20,000                    | £29,077                     | £22,826            | £11,833        | Underspend carried forward to 2023/24   |
| 2023/24          | £104,732                                     | £148,859                   | £307,318                    | £114,725           | £14,592        | As above                                |
| 2024/25          | £293,771                                     | £279,293                   | £592,475                    | £140,156           | £35,847        | Full spend achieved over the 2.25 years |
| <b>TOTALS</b>    | <b>£398,503</b>                              | <b>£448,152</b>            | <b>£928,870</b>             | <b>£277,707</b>    | <b>£62,272</b> | <b>£2,115,504</b>                       |

#### Forecast Spend 2025/26 : Extension Year

| Year    | Communities and Place (capital) | Business Support (mainly revenue) | People and Skills (revenue) | Mgt/Admin | Total    |
|---------|---------------------------------|-----------------------------------|-----------------------------|-----------|----------|
| 2025/26 | £150,000                        | £195,000                          | £329,365                    | £19,348   | £693,713 |

#### New Local Growth Fund

- 3.12. UK Government have previously specified that UKSPF would come to an end on 31 March 2026. Whilst they have indicated that the overall funding envelope for Scotland will remain the same as it was for the reduced year of 25/26 (£76m), a number of programmes have already been announced that significantly reduce the funding available for allocation to Member Authorities.
- 3.13. The four funding streams announced by the UK Government are:
- Pride in Place Programme (PIPP)
  - Pride in Place Impact Fund (PIPIF)
  - Growth Mission Fund (GMF)
  - Local Growth Fund (LGF)

- 3.14. The PIPP, PIPIF and Growth Mission Fund were all confirmed on, or before, the UKG Autumn Budget Statement (26 November 2025), with Clackmannanshire receiving no allocation.
- 3.15. Local Growth Fund was announced in early January 2026, with allocations provided to 5 Regions in Scotland, including Forth Valley.

Local Growth Fund – Regional Allocations 2026 to 2028 – Forth Valley

| Year    | Capital | Revenue | Total |
|---------|---------|---------|-------|
| 2026/27 | £2.6m   | £1.1m   | £3.7m |
| 2027/28 | £2.4m   | £1.1m   | £3.5m |
| 2028/29 | £1.9m   | £0.8m   | £2.7m |
| Totals  | £6.9m   | £3m     | £9.9m |

- 3.16. The three Local Authorities are required to decide on how this funding will be allocated.
- 3.17. Allocations may depend on the projects which are agreed, particularly for the capital spend. For revenue spend, the total revenue allocation for Forth Valley for 2026-27 is £1.1m. Previous regional projects, where a split has been agreed between the three Local Authorities (eg. Business Gateway, Fair Start Scotland), saw funding split on a population basis which approximates to 50:30:20 for Falkirk, Stirling and Clackmannanshire.
- 3.18. This would equate to around £220,000 revenue spend in 2026-27 for Clackmannanshire (less than half of Clackmannanshire 2025/26 revenue allocation). However, for a transition arrangement, this would help to fund critical employability support (Positive Moves programme).

Implications for Clackmannanshire

- 3.19. As noted earlier, UK Shared Prosperity was introduced as a replacement for EU Structural Funding, operating over a seven year period and applying principles such as Additionality – that EU Structural Funds were not to replace domestic funding.
- 3.20. Local Growth Funds, according to UK Government civil servants, are not a replacement for UK Shared Prosperity. Consequently, these funds cannot be seen as Additional in the way that EU Structural Funds and UK Shared Prosperity Funds were. The implications from the loss of this funding is outlined below.

Council Staffing

- 3.21. UKSPF currently funds around 5 members of the Economic Development team. Continuation of UKSPF funded staff beyond June 2026 will depend on confirmation of Local Growth funding or alternative external funding. The majority of these staff have been in Council employment for over 4 years.

### Clients (all age employability support)

- 3.22. Around 300 unemployed and economically inactive clients are currently being supported – or will be by the end of March 2026 – by the UKSPF supported Positive Moves programme (all participants have at least one, and generally multiple barriers to employment). Support is delivered by Clacks Works in-house team and CERT (a local Third Sector provider).
- 3.23. Work is ongoing to establish transitional arrangements, however if no further funding is confirmed from April 2026 clients currently being supported will have no further support beyond end of June. The CERT contract will end in May if no alternative or transitional arrangement is in place.

### Business

- 3.24. Between Pathways programmes for new businesses, small business grant scheme, Expert Help, and our Business Adviser support, over 100 existing and new start businesses are being supported in Clackmannanshire each year (including support for Third Sector organisations).
- 3.25. This is additional added value support to our core Business Gateway contract (the value of which has remained at under £200k per annum since 2007) and we have no other means of providing business support outwith the general advice provided by core Business Gateway advisers (now a team of 2 as opposed to a team of 6).
- 3.26. Expert Help is a valuable form of business support. It is currently delivered across the three local authority areas (originally one framework of provision managed by Falkirk Council but now delivered separately in each area).

### Third Sector Provision and Communities

- 3.27. Since 2023, around 25 community organisations have benefitted from £450k of capital grant funding – there is no alternative funding at present and, over the 3 years of the scheme, expectation has been built within community organisations. The fund is always hugely oversubscribed (for example applications this year to the value of over £450k were received with only a total funding pot of £150k), demonstrating the need/demand for this type of fund. Information on grant awards are included in Appendix 1.
- 3.28. CERT deliver the pre-employability element of our People and Skills Positive Moves programme and their contract will end in May if no further funding is available. They are currently supporting around 60 clients with early-stage key working and training. Around 5 staff are at risk of redundancy if the programme is not continued beyond March.
- 3.29. Ceteris deliver the Expert Help and Pathways programmes – as well as enabling them to support more existing businesses with growth projects, leading to increased jobs across the area, and increase the number of start-up businesses, the income allows them to supplement the core Business Gateway work, attracting higher numbers of referrals to the BG service and achieving greater outcomes.

### Community Benefits

- 3.30. With the additional Business Adviser resource in the Economic Development team over the past 3 years, Economic Development have been able to take on the role of encouraging, supporting and managing community benefits within the Council. The postholder is working with a number of services to ensure community benefits are included in Council contracts and has been setting up processes to ensure these are delivered and reported on. If this post ends in June, Economic Development will have no resource to support this activity. Full information on recent community benefit activity is available on request.

### Local Growth Fund: Information from UK Gov to date:

- 3.31. Funding is to be available from April 2026, and the Government state that they wish to work with each region to develop plans to begin spending 'as soon as possible'. Full guidance on funding themes and interventions is still to be published (advised this will be published in March), but UK Government are asking for regional proposals to be submitted during May 2026 covering the full 3 years of capital and revenue spend, with a view to funding being made available from July/August 2026. Regions may begin activity in April but it is recognised this will mean Local Authorities will be spending 'at risk' until investment plans are confirmed by UK Gov. following submission in May.
- 3.32. UK Government expect a regional governance structure to be set up which would include relevant strategic partners. They have however advised that given the timescales, they would work with an 'interim' arrangement until such times as a formal partnership can be agreed and set up (and they have indicated that this may be formed of only the Local Authorities in the region to start with).
- 3.33. However, they expect one Local Authority in each region to be nominated as Lead Accountable Body, who will be responsible for submitting proposals for the Region and for reporting and funding. At the time of writing, officers are working on proposed governance arrangements, including the appointment of a lead body to be agreed by Leaders and all 3 Councils in due course. Given the dynamic situation around the LGF, officers will update Council verbally on any progress at the meeting.
- 3.34. Indications have been given that themes and interventions in Scotland will follow those already announced for the model in England. Key areas will therefore be projects to improve infrastructure, business support or skills development. Further detail around this is essential to allow us to develop proposals regionally. The English model shows the following indicative outcomes:

## Indicative outcomes (as per English model)

- 3.35. The high level model for Local Growth Fund in England lists the outcomes against each of the three high level themes as follows. Please note the capital/revenue split in England is the opposite of the split proposed for Scottish regions:

| Infrastructure Outcomes                    | Business Support Outcomes                         | People Outcomes                                    |
|--------------------------------------------|---------------------------------------------------|----------------------------------------------------|
| Increased development-ready land and sites | Increased access to finance                       | Better alignment with emerging industry needs      |
| Increased housing supply                   | Increased uptake of advice and growth services    | Enhanced job readiness and employability           |
| Improved utilities and energy upgrades     | Increased innovation and research and development | Enhanced digital literacy and technical capability |
| Increased physical connectivity            | Increased digital adoption by firms               | Increased uptake of training/apprenticeships       |
| Increased digital connectivity             | Stronger network and supply chain integration     |                                                    |

- 3.36. The assumption is that delivery is aligned with spending profiles, ie. spend and delivery aligned within each of the three financial years, although the UK Gov. state that they will 'welcome our reflections on what flexibilities would be beneficial, as part of future engagement'. If 2026/27 allocation is not able to be carried forward to future years, then unless we agree a transition period, the Forth Valley 2026/27 allocation is at risk - particularly the capital allocation. This will need to be clarified and will help with planning for total capital spend across Forth Valley.
- 3.37. UK Government are agreeable to 'transitional' arrangements, particularly for revenue funding in Year 1, which is to be welcomed
- 3.38. UK Government expect our three year programme proposal to include detailed proposals and spend forecasts for Year 1 (2026/27), and outline plans for the following two years.

## 4.0 Sustainability Implications

- 4.1. None at this point. Individual project proposals may contain sustainability implications.

## 5.0 Resource Implications

### 5.1. Financial Details

- 5.2. The full financial implications of the recommendations are set out in the report. This includes a reference to full life cycle costs where appropriate. Yes

- 5.3. Finance have been consulted and have agreed the financial implications as set out in the report. Yes

#### 5.4. *Staffing*

- 5.5. Potential impact on staff currently delivering Positive Moves employability programme, one Business Adviser role and one compliance team member. The service is currently looking at total budgets, including core Council budget and other external funding, and will also take into account the employability projects which are shortly to be awarded from the recent Transformation Space round of funding for employability. The service will aim to fill any gaps in employability provision from April, and will aim to avoid any duplication with other employability provision.

### 6.0 Exempt Reports

- 6.1. Is this report exempt? Yes  (please detail the reasons for exemption below) No

### 7.0 Declarations

The recommendations contained within this report support or implement our Corporate Priorities and Council Policies.

#### (1) Our Priorities

Clackmannanshire will be attractive to businesses & people and ensure fair opportunities for all

Our families; children and young people will have the best possible start in life

Women and girls will be confident and aspirational, and achieve their full potential

Our communities will be resilient and empowered so that they can thrive and flourish

#### (2) Council Policies

Complies with relevant Council Policies

### 8.0 Impact Assessments

- 8.1 Have you attached the combined equalities impact assessment to ensure compliance with the public sector equality duty and fairer Scotland duty? (All EFSIAs also require to be published on the Council's website)

Yes

- 8.2 If an impact assessment has not been undertaken you should explain why:

## 9.0 Legality

- 9.1 It has been confirmed that in adopting the recommendations contained in this report, the Council is acting within its legal powers. Yes

## 10.0 Appendices

- 10.1 Please list any appendices attached to this report. If there are no appendices, please state "none".

Appendix 1 : List of Communities grants – 2023 – 2025

Appendix 2: Equalities and Fairer Scotland Impact Assessment

## 11.0 Background Papers

- 11.1 Have you used other documents to compile your report? (All documents must be kept available by the author for public inspection for four years from the date of meeting at which the report is considered)

Yes  (please list the documents below) No

### Author(s)

| NAME         | DESIGNATION                     | TEL NO / EXTENSION |
|--------------|---------------------------------|--------------------|
| Ali Davidson | Team Lead, Economic Development | 07790942237        |

### Approved by

| NAME        | DESIGNATION                | SIGNATURE                                                                             |
|-------------|----------------------------|---------------------------------------------------------------------------------------|
| Kevin Wells | Strategic Director (Place) |  |



## Appendix 1

### Communities and Place Grant Awards from 2023/24 to 2025/26

#### Year 1 – 2023/24 Capital Grants

| Beneficiary                           | Grant Amount   | Project Description                                                                                                                                                    |
|---------------------------------------|----------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Resonate Together                     | £24,840        | This project was to install a new fire alarm system throughout the two buildings.                                                                                      |
| Wimpy Park Group                      | £28,268        | This project was to contribute towards the installation of a new 'tower' themed piece of play equipment at Wimpy Park.                                                 |
| Tullibody Community Development Trust | £8,850         | This grant funded the installation of insulation in the attic space of the whole Civic Centre.                                                                         |
| Clackmannan Bowling Club              | £6,000         | This project was to triple glaze windows on the side of the building closest to housing to better insulate the building and reduce noise to the nearby residents.      |
| Menstrie Community Action Group       | £2,200         | This project was to install a hearing loop system in the reception area and in one of the meeting rooms.                                                               |
| Alloa Amateur Gymnastics Club         | £9,593         | The grant paid for the multipurpose room to be renovated including adding a suspended ceiling that would reduce heating costs.                                         |
| Sauchie Community Group               | £6,400         | This grant paid for new planters in the community garden and for use in the community and also paid for an improvement to a pathway nearby to be made more accessible. |
| <b>Total</b>                          | <b>£86,151</b> |                                                                                                                                                                        |

#### Year 2 – 2024/25 Capital Grants

| Beneficiary                | Grant Amount | Project Description                                                                                                                                                                                                      |
|----------------------------|--------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Alloa Hub                  | £20,000      | Install a solar panel canopy of reinforced glass to permanently store and display the fleet of hire bikes.                                                                                                               |
| Alloa Hub                  | £4,500       | Installation of external signage to Alloa Hub building to make it more attractive and advertise the facilities available. Also including installation of a tourism map on external wall and banners on lighting columns. |
| Clackmannan District Brass | £3,800       | Installing secondary glazing to windows in vestibule area and replacing wooden surrounds of 3 doors in order to create a nicer space to learn music and reduce heating carbon use and heating bills.                     |

|                                    |                    |                                                                                                                                                                                                                                                                                                                                                                                 |
|------------------------------------|--------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Japanese Garden at Cowden          | £23,980            | Putting in a hard surface for the disabled car parking space to improve disabled access and improving the coach parking and installing a bike rack to increase parking capacity and active travel options.                                                                                                                                                                      |
| Dollar Community Development Trust | £5,460             | Installing an improved fire alarm system and a self-closing fire door.                                                                                                                                                                                                                                                                                                          |
| Hawkhill Community Association     | £23,782.73         | Purchasing the furniture, fixtures and equipment and electrical supplies for a new sensory garden.                                                                                                                                                                                                                                                                              |
| Muckhart Coronation Hall           | £15,840            | Improving the existing toilets with water efficient cisterns, auto stop taps and new hand dryers. Also to be installed would be underfloor heating, LED lighting and easy clean flooring. This project will also bring the accessible toilet into compliance.                                                                                                                   |
| Tillicoultry Bowling Club          | £3,500             | Build an accessible path in the grounds outside of the clubhouse.                                                                                                                                                                                                                                                                                                               |
| Resonate Together                  | £21,850            | Improve the main entrance through the building to the toilets and adjacent rooms to make them all accessible. Improving the lighting to make the area more visually appealing and energy efficient and installing metered charging points for wheelchairs and ebikes. Also to regenerate disused space by installing a disabled access business address counter in the hallway. |
| RSPB Scotland                      | £7,402             | Installing a new metal seating bench, installing a new interpretation panel on site to help with bird identification, small scale excavation works to create a new wetland and improving the existing sluice to better control the water levels of the main pool benefitting birds and visitors.                                                                                |
| Wimpy Park Group                   | £18,159.82         | Install a new landmark boat themed piece of play equipment as well as to install picnic benches with wheelchair access and interpretation panels.                                                                                                                                                                                                                               |
| <b>Total</b>                       | <b>£173,274.55</b> |                                                                                                                                                                                                                                                                                                                                                                                 |

### Year 2 – 2024/25 Revenue Grants

| <b>Beneficiary</b>            | <b>Grant Amount</b> | <b>Project Description</b>                                                       |
|-------------------------------|---------------------|----------------------------------------------------------------------------------|
| Action for Children           | £4,250              | Painting a mural on the outside of the Blue Hoose that they occupy in Tullibody. |
| Alloa Amateur Gymnastics Club | £2,516              | Invest in the skills and capacity of the volunteer coaches and young people by   |

|                                    |                |                                                                                                                                                                                                                                                                                                                                        |
|------------------------------------|----------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|                                    |                | offering opportunities for young leadership courses to the young people and delivering a tailored judging and officiating course, which will allow for affordable and accessible opportunities to learn and compete.                                                                                                                   |
| Alloa Community Enterprise         | £3,664         | Employ an officer to attend the donation station 3 times per week for 6 months to ensure the station is kept tidy and in order and train up volunteers to take the work over following project completion.                                                                                                                             |
| Alloa First                        | £10,000        | Offering £500 grants to businesses in BID area to improve their external appearance. Businesses will have to contribute £500 towards the work themselves and there is an expectation that some of the spend will be capital and some revenue.                                                                                          |
| Alloa First                        | £5,000         | To put on a one-day mini-festival that celebrates the diverse skills of community members from local chefs to musical performers. This festival would include performances by local musical groups, showcases of culinary talent, a local producers' market, childrens' activities and fringe events and local business participation. |
| Alloa Hub                          | £1,810         | Creation of sensory bags to bring the Clackmannanshire tapestry to life for visitors with visual impairments.                                                                                                                                                                                                                          |
| Clackmannan Development Trust      | £5,000         | Salary costs for Active Travel Officer project work.                                                                                                                                                                                                                                                                                   |
| Dollar Community Development Trust | £4,421         | Undertake community consultation on the potential new changing places public toilet as a means to secure future capital funding.                                                                                                                                                                                                       |
| Kyle Blain Artist                  | £4,000         | Costs to fund Kyle to undertake art activities and classes in Clackmannan where he has a studio and also elsewhere in Clackmannanshire.                                                                                                                                                                                                |
| Muckhart Community Council         | £5,000         | Costs associated with undertaking new consultation processes to inform the development of a new Local Place Plan as well as a new Community Action Plan.                                                                                                                                                                               |
| Resonate Together                  | £4,161         | Salary costs for a staff member to coordinate partnership opportunities for the Carsebridge Campus, Gartmorn Dam and Alloa area.                                                                                                                                                                                                       |
| Resonate Together                  | £5,000         | Funding to develop a feasibility study to show how best to physically link both buildings and ensure both are accessible from one main entrance.                                                                                                                                                                                       |
| <b>Total</b>                       | <b>£54,822</b> |                                                                                                                                                                                                                                                                                                                                        |

### Year 3 – 2025/26 Capital Grants

| Beneficiary                                   | Grant Amount | Project Description                                                                                                                                                                                                                                                                                                                                      |
|-----------------------------------------------|--------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Alloa Community Enterprise                    | £17,378      | This grant will establish the B-Ace Academy offering work experience and pathways for young people. Costs include the purchase of two classroom cabins and associated construction related activity, rewiring and purchase of a cleaning machine that will allow ACE to refurbish mattresses for resale or refresh for clients such as Glenochil prison. |
| Alloa Community Shed                          | £16,000      | The grant will support the group to refurbish Marshall House for community use. Development of a community hub with workshop spaces, training rooms, upgraded kitchen and an improved garden and outdoor area. Expenditure includes ground floor and basement heating system and extractor units for workshop areas.                                     |
| Coalsnaughton Devonside, Languor Village Hall | £15,134      | The grant will support the restoration of the Coalsnaughton Village Hall. The facility is currently in use and safe for the public. The proposed next stage of the restoration is the replacement of 21 windows and general dry rot treatment for the facility.                                                                                          |
| CTSI                                          | £3,552.76    | The grant will pay for the production of the Discover Clackmannanshire tourism map in large scale to be placed in a variety of relevant setting across Clackmannanshire.                                                                                                                                                                                 |
| Japanese Garden at Cowden                     | £3,960       | The grant will pay for an upgrade to the current visitor management/till system in response to increased visitor numbers and allow them to start claiming gift aid income.                                                                                                                                                                               |
| Menstrie Community Action Group               | £19,150      | The grant will renew the flooring in The Dumyat Centre's main hall and renew the lining for leisure activities.                                                                                                                                                                                                                                          |
| Mums the Word                                 | £10,000      | The grant will support the creation of a community hub in a disused shop unit in Sauchie. Funds will go toward the refurbishment of the facility including kitchen renovations, installation of flooring, painting and general decoration, furniture and other equipment.                                                                                |
| Sauchie Community Group                       | £8,055.24    | The grant will install solar panels on the Sauchie Resource Centre along with batteries to store the additional energy to reduce energy costs.                                                                                                                                                                                                           |
| Scottish Autism                               | £25,000      | The grant will support the group to develop Gartinnay Nurseries. Expenditure includes a new outreach cabin and two-person centred pods for facility users.                                                                                                                                                                                               |
| The Gate                                      | £11,500      | The grant will support the refurbishment and improvement of the group's existing on-site static food trailer, transforming it into a new Community access Shop and to make improvements to the mobile food                                                                                                                                               |

|                                       |                 |                                                                                                                                                                                                    |
|---------------------------------------|-----------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|                                       |                 | van.                                                                                                                                                                                               |
| Tullibody Community Development Trust | £10,270         | The grant will pay for the installation of sound dampening panels in the Studio space at Tullibody Civic Centre, which will improve the space for community and business use.                      |
| Wasp Community Club                   | £10,000         | The grant will support the group to make additions and alterations at their current facility. The group see this as a phase 2 development of the formerly derelict nightclub in Alloa Town Centre. |
| <b>Total</b>                          | <b>£150,000</b> |                                                                                                                                                                                                    |

#### Total Investment in Community Grants

| Year         | Capital            | Revenue        |
|--------------|--------------------|----------------|
| 2023/24      | £86,151            | £0             |
| 2024/25      | £173,274.55        | £54,822        |
| 2025/26      | £150,000           |                |
| <b>Total</b> | <b>£409,425.55</b> | <b>£54,822</b> |





## Equality and Fairer Scotland Impact Assessment (EFSIA) Summary of Assessment

**Title: Local Growth Fund**

*Name of your decision, activity, policy, strategy or proposal. Referred to throughout as 'proposal' in this document.*

**Key findings from this assessment (or reason why an EFSIA is not required):**

**Summary of actions taken because of this assessment:**

**Ongoing actions beyond implementation of the proposal include:**

**Lead person(s) for this assessment:**

Alison Davidson, Team Leader Economic Development

**Senior officer approval of assessment:**

Kevin Wells, Strategic Director Place Directorate

**DATE:** 4<sup>th</sup> of March 2026

## **Equality and Fairer Scotland Impact Assessment (EFSIA)**

An Equality and Fairer Scotland Impact Assessment (EFSIA) must be completed in relation to any decisions, activities, policies, strategies or proposals of the Council (referred to as 'proposal' in this document). The first stage of the assessment process will determine the level of impact assessment required.

This form should be completed using the guidance contained in the document: ['NAME']. Please read the guidance before completing this form.

The aim of this assessment is to allow you to critically assess:

- the impact of the proposal on those with protected characteristics and, where relevant, affected by socio-economic disadvantage (referred to as 'equality groups' in this document);
- whether the Council is meeting its legal requirements in terms of Public Sector Equality Duty and the Fairer Scotland Duty;
- whether any measures need to be put in place to ensure any negative impacts are eliminated or minimised.

The Fairer Scotland Duty requires public authorities to pay 'due regard' to how they can reduce inequalities of outcome caused by socio-economic disadvantage, when making **strategic decisions**. Strategic decisions are key, high-level decisions such as decisions about setting priorities, allocating resources, delivery or implementation and commissioning services and all decisions that go to Council or committee for approval.

---

### **Step A – Confirm the details of your proposal**

#### **1. Describe the aims, objectives and purpose of the proposal.**

The report aims to raise awareness of interventions supported by EU Structural Funding and more recently UK Shared Prosperity Funding, before outlining proposed Local Growth Funding and the impact of reduced budgets in this area of activity. The report also seeks approval to develop governance structures with the other Forth Valley Local Authorities to support development of a Regional Economic Partnership structure.

#### **2. Why is the proposal required?**

The UK Government has devised a new funding regime, known as the Local Growth Fund. This replaces UKSPF, which was itself a declared replacement for EU Structural Funding

#### **3. Who is affected by the proposal?**

Those who may be affected by the proposal include:

- Clackmannanshire Council employees
- External employees, including at Ceteris and Clackmannanshire Economic Regeneration Trust
- Business owners and employees
- Employability clients, at Clackmannanshire Works and other, external agencies

#### **4. What other Council policies or activities may be related to this proposal? The EFSIAs for related policies might help you understand potential impacts.**

Policies which may be affected by this proposal include:

- Wellbeing Economy Local Outcomes Improvement Plan
- Forth Valley Regional Economic Strategy (in late-stage draft)

- Skills Development Scotland Forth Valley Skills Action Plan
- Clackmannanshire Local Employability Partnership Delivery Plan
- Clackmannanshire WeAll Employability Action Plan
- Clackmannanshire Child Poverty Action Plan
- Clackmannanshire Investment Strategy
- Clackmannanshire Community Wealth Building Action Plan

**5. Is the proposal a strategic decision? If so, please complete the steps below in relation to socio-economic disadvantage. If not, please state why it is not a strategic decision:**

Yes, the proposal is a strategic decision, as it seeks approval to proceed with Falkirk and Stirling Councils to establish a Regional Economic Partnership to oversee the Local Growth Fund investment plan and other, potentially wider, regional economic interventions.

---

**Step B – Consider the level of EFSIA required**

*You should consider the available evidence and data relevant to your proposal. You should gather information in order to:*

- *help you to understand the importance of your proposal for those from equality groups,*
- *inform the depth of EFSIA you need to do (this should be proportionate to the potential impact), and*
- *provide justification for the outcome, including where it is agreed an EFSIA is not required.*

**6. What information is available about the experience of those with protected characteristics in relation to this proposal? Does the proposal relate to an area where there are already known inequalities? Refer to the guidance for sources of evidence and complete the table below.**

| <b>Equality Group</b> | <b>Evidence source</b><br>(e.g. online resources, report, survey, consultation exercise already carried out)                                                           | <b>What does the evidence tell you about the experiences of this group in relation to the proposal?</b> NB Lack of evidence may suggest a gap in knowledge/ need for consultation (Step C).                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                 |
|-----------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <b>Age</b>            | NOMIS<br><br>Scottish Census 2022<br><br>Poverty and Income Inequality in Scotland 2017-2019<br><br>Scottish Household Survey 2019<br><br>National Records of Scotland | <p>Clackmannanshire has a population – in 2024, latest year provided – of around 52,110. Of these, 32,352 are working age (16-64). The area has an employment rate (Annual population Survey, Oct '24 – Sept '25) of 71.5%, which is an improvement from previous quarters and the highest rate since Jan '21 – Dec '21. This could be a reflection of the nature of national surveys, with Clackmannanshire being a small sample, however it also demonstrates both the strengthening local economy and effective employability and employment activity by Clackmannanshire Works and other partners in the area.</p> <p>The Scottish House Condition Survey 2017-19 reveals that 53% of older households across Clackmannanshire contain a long-term sick or disabled person (all tenures). In addition, the National Records of Scotland and the Scottish Census indicate a growing number of older individuals, with a number of individuals aged 85 and over projected to increase by 95% by 2043.</p> |

| <b>Equality Group</b> | <b>Evidence source</b><br>(e.g. online resources, report, survey, consultation exercise already carried out) | <b>What does the evidence tell you about the experiences of this group in relation to the proposal?</b> NB Lack of evidence may suggest a gap in knowledge/ need for consultation (Step C).                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                       |
|-----------------------|--------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|                       |                                                                                                              | <p>With an ageing population there is a corresponding impact on the working age population and the nature of the employment required locally – older residents require increased levels of caring roles to support them in their daily lives. There is also a tighter labour market for employers, as the local labour pool is not growing.</p> <p>In relation to children and young people, child poverty remains a significant concern. DWP figures for 2022/23 show that 2,855 children in Clackmannanshire are living in relative low-income households, which indicates an increase of 36.3% since 2016/17. Of these, 65% live in lone-parent households. National data further highlights that children and younger adults are more likely to experience relative poverty compared to older adults, with housing costs being a key contributing factor.</p> |
| <b>Disability</b>     | Scottish Census 2022                                                                                         | <p>The Scottish Census (2022) indicates that 26% of Clackmannanshire residents have a disability as defined by the Equality Act. Similarly, around 13% of residents report having some caring responsibilities.</p> <p>Both having a disability and supporting those who do can impact on economic activity. Support services, such as Clackmannanshire Economic Regeneration Trust, DWP and Clackmannanshire Works support residents to get closer to, or into, the labour market.</p>                                                                                                                                                                                                                                                                                                                                                                           |
| <b>Race</b>           | Scottish Census 2022<br><br>National Records of Scotland                                                     | <p>Clackmannanshire’s population is predominantly White, with 96.9% of individuals identifying as White in the 2022 Scottish Census, including 0.1% who identified as part of the gypsy/traveller community. Minority ethnic groups make up a small proportion of the population, with 1.6% identifying as Asian and 0.3% identifying as African.</p> <p>Although minority ethnic communities represent a small proportion of Clackmannanshire’s population, they may be affected by employment issues. LGF projects, around business support and employability may assist.</p>                                                                                                                                                                                                                                                                                   |

| <b>Equality Group</b>      | <b>Evidence source</b><br>(e.g. online resources, report, survey, consultation exercise already carried out) | <b>What does the evidence tell you about the experiences of this group in relation to the proposal?</b> NB Lack of evidence may suggest a gap in knowledge/ need for consultation (Step C).                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                               |
|----------------------------|--------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <b>Sex</b>                 | <p>Scottish Census 2022</p> <p>Scottish Government</p> <p>National Records of Scotland</p>                   | <p>The population of Clackmannanshire is composed of 51.06% female residents and 48.94% male.</p> <p>In Clackmannanshire, life expectancy at birth was higher for females (80.3 years) than for males (75.9 years) in 2022-2024. Male life expectancy at birth has increased more rapidly than female life expectancy at birth between 2001-2003 and 2022-2024. In Clackmannanshire, female life expectancy at birth is lower than at Scotland level and male life expectancy at birth is lower than at Scotland level.</p> <p>This translates into a challenge for our local labour market and for local employers. LGF funding can support entrepreneurship and training opportunities to ensure our working age people are better prepared for the labour market and wider economic opportunities.</p> |
| <b>Gender Reassignment</b> | <p>Scottish Census 2022</p> <p>Scottish Government</p>                                                       | <p>The Scottish Census 2022 reports that 0.44% of people aged 16 and over in Scotland identify as transgender, with Clackmannanshire's rate slightly lower at 0.35% (151 individuals).</p> <p>While there is limited information available on the experiences of this protected characteristic both locally and nationally, the very small number of transgender individuals in Clackmannanshire suggests that this group is unlikely to be impacted by the proposals within this LGF paper.</p>                                                                                                                                                                                                                                                                                                          |
| <b>Sexual orientation</b>  | <p>Scottish Census 2022</p> <p>Scottish Government</p>                                                       | <p>According to the 2022 Census, 1,343 individuals (3.12%) aged 16 and over in Clackmannanshire identify as LGB+.</p> <p>There is currently no available data on the proportion of LGB+ individuals experiencing financial hardship locally or nationally.</p> <p>While this absence of data does not indicate that such individuals do not face financial challenges, the relatively</p>                                                                                                                                                                                                                                                                                                                                                                                                                 |

| <b>Equality Group</b>         | <b>Evidence source</b><br>(e.g. online resources, report, survey, consultation exercise already carried out) | <b>What does the evidence tell you about the experiences of this group in relation to the proposal?</b> NB Lack of evidence may suggest a gap in knowledge/ need for consultation (Step C).                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                            |
|-------------------------------|--------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|                               |                                                                                                              | small size of the LGB+ population in Clackmannanshire suggests that this group is unlikely to be by LGF proposals, though this can be tested in consultation during the spring of 2026.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                |
| <b>Religion or Belief</b>     | Scottish Census 2022                                                                                         | <p>58.3% of Clackmannanshire residents report no religion in the 2022 Scottish Census. Christianity, in all forms, constitutes 34.0% of the population, with Islam constituting around 1.2%. There are a range of other faiths practised in Clackmannanshire, however their share of the population is very small.</p> <p>Through existing activity to support business development and employability, faith considerations are always included when planning activity – this will continue through LGF activity.</p>                                                                                                                                                                                                                                                                                                                                                                                                                                                                  |
| <b>Pregnancy or maternity</b> | Poverty and Income Inequality in Scotland 2017-20                                                            | <p>According to the Poverty and Income Inequality in Scotland statistics, single women with children experience the highest poverty rates, with 38% of all single-women households living in poverty. National trends also show a significant increase in the number of single parents claiming Universal Credit, rising by 41.1% between 2021 and 2024.</p> <p>Locally, Clackmannanshire Council's Tenant Satisfaction Survey indicates that 19.2% of all households in the social rented sector are single-parent families with at least one child under the age of 16. The majority of these households are female-led.</p> <p>This evidence suggests that female-led, single-parent households are more likely to experience financial hardship and may benefit from employability support to prepare for work, maximise household incomes and ensure that all appropriate services are being accessed.</p> <p>This is work already supported and will factor in LGF activity.</p> |

| <b>Equality Group</b>                                                                                                                                   | <b>Evidence source</b><br>(e.g. online resources, report, survey, consultation exercise already carried out)                                                                                                              | <b>What does the evidence tell you about the experiences of this group in relation to the proposal?</b> NB Lack of evidence may suggest a gap in knowledge/ need for consultation (Step C).                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                   |
|---------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <b>Marriage or civil partnership</b> (only the first aim of the Duty is relevant to this protected characteristic and only in relation to work matters) |                                                                                                                                                                                                                           | Not an employment or business matter, so this does not apply.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                 |
| <b>Socio economic disadvantage (if required)</b>                                                                                                        | <p>Scottish Census 2022</p> <p>NOMIS</p> <p>Poverty and Income Inequality in Scotland 2017-20</p> <p>Scottish Household Survey 2019</p> <p>National Records of Scotland</p> <p>Scottish Index of Multiple Deprivation</p> | <p>Clackmannanshire experiences higher-than-average levels of deprivation. A quarter (25%) of all SIMD datazones in the area fall within the 20% most deprived in Scotland. Eight datazones have more than a quarter of residents who are income deprived, and 10% of the population live in the most deprived SIMD areas, ranking Clackmannanshire 9th highest nationally. Only 5% of the population live in the least deprived SIMD areas.</p> <p>The youngest age groups are disproportionately represented in the most deprived areas, indicating a strong link between age and socio-economic disadvantage locally.</p> <p>Employment data shows that, in 2023, 48.0% of Clackmannanshire households are “working households,” below the Scottish average of 57.0%.</p> <p>Meanwhile, 29.1% are “workless households,” significantly higher than the national average of 17.4%. Notably, 27.3% of workless households in Clackmannanshire have children, compared to just 10.1% nationally.</p> <p>Existing support is targeted to assist households in need. It is anticipated that interventions under LGF will continue to do so.</p> |

7. Based on the evidence above, is there relevance to some or all of the equality groups? Y/ ~~N~~  
unclear

If yes or unclear, proceed to further steps and complete full EFSIA

**If no, explain why below and then proceed to Step E:**

---

## Step C – Stakeholder engagement

This step will help you to address any gaps in evidence identified in Step B. Engagement with people who may be affected by a proposal can help clarify the impact it will have on different equality groups. Sufficient evidence is required for you to show 'due regard' to the likely or actual impact of your proposal on equality groups.

**8. Based on the outcome of your assessment of the evidence under Step B, please detail the groups you intend to engage with or any further research that is required in order to allow you to fully assess the impact of the proposal on these groups. If you decide not to engage with stakeholders, please state why not:**

The following organisations shall be consulted as part of work to prepare the LGF Investment Plan:

- Alloa First
- Ceteris
- Clackmannanshire Council
- Clackmannanshire Economic Regeneration Trust
- Clackmannanshire First
- Clackmannanshire Works
- Clackmannanshire Third Sector Interface
- Developing the Young Workforce Forth Valley
- Discover Clackmannanshire
- Federation of Small Businesses Scotland
- Forth Valley Chamber of Commerce
- Forth Valley College
- Scottish Enterprise
- University of Stirling
- Visit Scotland
- Partners from Stirling and Falkirk areas as appropriate

**9. Please detail the outcome of any further engagement, consultation and/or research carried out:**

Consultation and engagement will be carried out in March/April 2026. Preliminary briefings have been offered to senior officer and Elected Members.

## Step D - Impact on equality groups and steps to address this

### 10. Consider the impact of the proposal in relation to each protected characteristic under each aim of the general duty:

- Is there potential for discrimination, victimisation, harassment or other unlawful conduct that is prohibited under the Equality Act 2010? How will this be mitigated?
- Is there potential to advance equality of opportunity between people who share a characteristic and those who do not? How can this be achieved?
- Is there potential for developing good relations between people who share a relevant protected characteristic and those who do not? How can this be achieved?

**If relevant, consider socio-economic impact.**

| Age                                          | Place 'X' in the relevant box(es) |                  |           | Describe any actions you plan to take, eg. to mitigate any impact, maximise positive impact, or record your justification to not make changes                                                                                                            |
|----------------------------------------------|-----------------------------------|------------------|-----------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|                                              | Positive impacts                  | Negative impacts | No impact |                                                                                                                                                                                                                                                          |
| risk of discrimination                       | X                                 |                  |           | This risk will be addressed within the consultation process and activity will be in line with previous programmes.                                                                                                                                       |
| potential for developing good relations      | X                                 |                  |           | Work to build on existing good relations between the Council and all groups – of all ages – within the communities of Clackmannanshire will be central to work around the LGF.                                                                           |
| potential to advance equality of opportunity | X                                 |                  |           | LGF funding follows UKSPF and EU Structural Funding. There are numerous examples of interventions that supported the advance of equality of opportunity. This approach to activity will be continued within LGF actions in the coming three-year period. |

| Disability                                   | Place 'X' in the relevant box(es) |                  |           | Describe any actions you plan to take, eg. to mitigate any impact, maximise positive impact, or record your justification to not make changes                                                                                                                   |
|----------------------------------------------|-----------------------------------|------------------|-----------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|                                              | Positive impacts                  | Negative impacts | No impact |                                                                                                                                                                                                                                                                 |
| risk of discrimination                       | X                                 |                  |           | This risk will be addressed within the consultation process and activity will be in line with previous programmes.                                                                                                                                              |
| potential for developing good relations      | X                                 |                  |           | Work to build on existing good relations between the Council and all groups within the communities, including the disability community of Clackmannanshire, and will be central to work around the LGF.                                                         |
| potential to advance equality of opportunity | X                                 |                  |           | LGF funding follows UKSPF and EU Structural Funding. There are numerous examples of interventions that supported the advance of equality of opportunity.<br><br>This approach to activity will be continued within LGF actions in the coming three-year period. |

| Race                                         | Place 'X' in the relevant box(es) |                  |           | Describe any actions you plan to take, eg. to mitigate any impact, maximise positive impact, or record your justification to not make changes                                                                                                                   |
|----------------------------------------------|-----------------------------------|------------------|-----------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|                                              | Positive impacts                  | Negative impacts | No impact |                                                                                                                                                                                                                                                                 |
| risk of discrimination                       | X                                 |                  |           | This risk will be addressed within the consultation process and activity will be in line with previous programmes.                                                                                                                                              |
| potential for developing good relations      | X                                 |                  |           | Work to build on existing good relations between the Council and all racial and ethnic groups within the communities of Clackmannanshire will continue to be central to work around the LGF.                                                                    |
| potential to advance equality of opportunity | X                                 |                  |           | LGF funding follows UKSPF and EU Structural Funding. There are numerous examples of interventions that supported the advance of equality of opportunity.<br><br>This approach to activity will be continued within LGF actions in the coming three year period. |

| Sex                                          | Place 'X' in the relevant box(es) |                  |           | Describe any actions you plan to take, eg. to mitigate any impact, maximise positive impact, or record your justification to not make changes                                                                                                                   |
|----------------------------------------------|-----------------------------------|------------------|-----------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|                                              | Positive impacts                  | Negative impacts | No impact |                                                                                                                                                                                                                                                                 |
| risk of discrimination                       | X                                 |                  |           | This risk will be addressed within the consultation process and activity will be in line with previous programmes.                                                                                                                                              |
| potential for developing good relations      | X                                 |                  |           | Work to build on existing good relations between the Council and all groups within the communities of Clackmannanshire will be central to work around the LGF.                                                                                                  |
| potential to advance equality of opportunity | X                                 |                  |           | LGF funding follows UKSPF and EU Structural Funding. There are numerous examples of interventions that supported the advance of equality of opportunity.<br><br>This approach to activity will be continued within LGF actions in the coming three year period. |

| Gender Reassignment           | Place 'X' in the relevant box(es) |                  |           | Describe any actions you plan to take, eg. to mitigate any impact, maximise positive impact, or record your justification to not make changes                                                                         |
|-------------------------------|-----------------------------------|------------------|-----------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|                               | Positive impacts                  | Negative impacts | No impact |                                                                                                                                                                                                                       |
| risk of discrimination        |                                   |                  | X         | This risk will be addressed within the consultation process and activity will be in line with previous programmes. Wherever possible, steps to support this group will be undertaken through interventions under LGF. |
| potential for developing good |                                   |                  | X         | Work to build on existing good relations between the Council and all groups, including                                                                                                                                |

|                                              |  |  |   |                                                                                                                                                                                                                                                                        |
|----------------------------------------------|--|--|---|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| relations                                    |  |  |   | where gender reassigned members of the community are eligible for or require support under LGF.                                                                                                                                                                        |
| potential to advance equality of opportunity |  |  | X | <p>LGF funding follows UKSPF and EU Structural Funding. There are numerous examples of interventions that supported the advance of equality of opportunity.</p> <p>This approach to activity will be continued within LGF actions in the coming three year period.</p> |

| Sexual Orientation                           | Place 'X' in the relevant box(es) |                  |           | Describe any actions you plan to take, eg. to mitigate any impact, maximise positive impact, or record your justification to not make changes                                                                                                                          |
|----------------------------------------------|-----------------------------------|------------------|-----------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|                                              | Positive impacts                  | Negative impacts | No impact |                                                                                                                                                                                                                                                                        |
| risk of discrimination                       |                                   |                  | X         | This risk will be addressed within the consultation process and activity will be in line with previous programmes.                                                                                                                                                     |
| potential for developing good relations      |                                   |                  | X         | Work to build on existing good relations between the Council and all groups, including the LGBTQI+ communities, within the wider communities of Clackmannanshire which will continue to be central to work around the LGF.                                             |
| potential to advance equality of opportunity |                                   |                  | X         | <p>LGF funding follows UKSPF and EU Structural Funding. There are numerous examples of interventions that supported the advance of equality of opportunity.</p> <p>This approach to activity will be continued within LGF actions in the coming three-year period.</p> |

| Religion or Belief                           | Place 'X' in the relevant box(es) |                  |           | Describe any actions you plan to take, eg. to mitigate any impact, maximise positive impact, or record your justification to not make changes                                                                      |
|----------------------------------------------|-----------------------------------|------------------|-----------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|                                              | Positive impacts                  | Negative impacts | No impact |                                                                                                                                                                                                                    |
| risk of discrimination                       |                                   |                  | X         | This risk will be addressed within the consultation process and activity will be in line with previous programmes.                                                                                                 |
| potential for developing good relations      |                                   |                  | X         | Work to build on existing good relations between the Council and all groups, including religious groups, within the communities of Clackmannanshire will be central to work around the LGF.                        |
| potential to advance equality of opportunity |                                   |                  | X         | <p>LGF funding follows UKSPF and EU Structural Funding. There are numerous examples of interventions that supported the advance of equality of opportunity.</p> <p>This approach to activity will be continued</p> |

within LGF actions in the coming three-year period.

| Pregnancy/maternity                          | Place 'X' in the relevant box(es) |                  |           | Describe any actions you plan to take, eg. to mitigate any impact, maximise positive impact, or record your justification to not make changes                                                                                                                         |
|----------------------------------------------|-----------------------------------|------------------|-----------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|                                              | Positive impacts                  | Negative impacts | No impact |                                                                                                                                                                                                                                                                       |
| risk of discrimination                       |                                   |                  | X         | This risk will be addressed within the consultation process and activity will be in line with previous programmes. There is no restriction on support based on pregnancy or maternity.                                                                                |
| potential for developing good relations      |                                   |                  | X         | Work to build on existing good relations between the Council and all groups within the communities of Clackmannanshire will be central to work around the LGF. This includes all residents who may be pregnant, be in the maternity phase or are parents of children. |
| potential to advance equality of opportunity |                                   |                  | X         | LGF funding follows UKSPF and EU Structural Funding. There are numerous examples of interventions that supported the advance of equality of opportunity. This approach to activity will be continued within LGF actions in the coming three-year period.              |

| Marriage/civil partnership                                                                                                                   | Place 'X' in the relevant box(es) |                  |           | Describe any actions you plan to take, eg. to mitigate any impact, maximise positive impact, or record your justification to not make changes                                                                                                                                                                                                                                                             |
|----------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------|------------------|-----------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|                                                                                                                                              | Positive impacts                  | Negative impacts | No impact |                                                                                                                                                                                                                                                                                                                                                                                                           |
| risk of discrimination<br>(only the first aim of the Duty is relevant to this protected characteristic and only in relation to work matters) |                                   |                  | X         | LGF funding follows UKSPF and EU Structural Funding. There are numerous examples of interventions that supported the advance of equality of opportunity. This approach to activity will be continued within LGF actions in the coming three-year period. This includes the matter of domestic arrangements of those seeking advice or support under previous and future projects or programmes under LGF. |

| Socio-economic disadvantage                                                                           | Place 'X' in the relevant box(es) |    |           | Describe any actions you plan to take, eg. to mitigate any impact, maximise positive impact, or record your justification to not make changes                                                                                                                                                                 |
|-------------------------------------------------------------------------------------------------------|-----------------------------------|----|-----------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|                                                                                                       | Yes                               | No | No impact |                                                                                                                                                                                                                                                                                                               |
| (If required) Will the proposal reduce inequalities of outcome caused by socio-economic disadvantage? | X                                 |    |           | LGF funding follows UKSPF and EU Structural Funding. There are numerous examples of interventions that supported the advance of equality of opportunity. This approach to activity will be continued within LGF actions in the coming three-year period.<br><br>Business creation and wider business support, |

|  |  |  |  |                                                                                                                                                                                            |
|--|--|--|--|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|  |  |  |  | employability advice and interventions to build confidence and employment prospects all contribute to reducing inequalities of outcome for communities and households facing disadvantage. |
|--|--|--|--|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|

## 11. Describe how the assessment might affect the proposal or project timeline?

Examples of the items you should consider here include, but are not limited to:

- **Communication plan:** do you need to communicate with people affected by proposal in a specific format (e.g. audio, subtitled video, different languages) or do you need help from other organisations to reach certain groups?
- **Cost:** do you propose any actions because of this assessment which will incur additional cost?
- **Resources:** do the actions you propose require additional or specialist resource to deliver them?
- **Timing:** will you need to build more time into the project plan to undertake research, consult or to complete any actions identified in this assessment?

12. **Having considered the potential or actual impacts of your proposal, you should now record the outcome of this assessment.** Choose from one of the following:

| Please select (X) | <b>Implications for the proposal</b>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                             |
|-------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|                   | <p><b>No major change</b><br/>Your assessment demonstrates that the proposal shows no risk of unlawful discrimination and that you have taken all opportunities to advance equality of opportunity and foster good relations, subject to continuing monitoring and review.</p>                                                                                                                                                                                                                                                                                                   |
|                   | <p><b>Adjust the proposal and/or implement mitigations</b><br/>You have identified ways of modifying the proposal to avoid discrimination or to better advance equality of opportunity or foster good relations. In addition, or alternatively, you will introduce measures to mitigate any negative impacts. Adjustments and mitigations should be recorded in the tables under Step D above and summarised in the summary sheet at the front of the document.</p>                                                                                                              |
|                   | <p><b>Continue the proposal with adverse impact</b><br/>The proposal will continue despite the potential for adverse impact. Any proposal which results in direct discrimination is likely to be unlawful and should be stopped and advice taken. Any proposal which results in indirect discrimination should be objectively justified and the basis for this set out in the tables under Step D above and summarised in the summary sheet at the front of the document. If objective justification is not possible, the proposal should be stopped whilst advice is taken.</p> |
|                   | <p><b>Stop the proposal</b><br/>The proposal will not be implemented due to adverse effects that are not justified and cannot be mitigated.</p>                                                                                                                                                                                                                                                                                                                                                                                                                                  |

---

**Step E - Discuss and review the assessment with decision-makers**

13. **You must discuss the findings of this assessment at each stage with senior decision makers during the lifetime of the proposal and before you finalise the assessment. Record details of these discussions and decisions taken below:**

---

## Step F – Post-implementation actions and monitoring impact

It is important to continue to monitor the impact of your proposal on equality groups to ensure that your actual or likely impacts are those you recorded. This will also highlight any unforeseen impacts.

14. **Record any post-implementation actions required.**
  
15. **Note here how you intend to monitor the impact of this proposal on equality groups.**
  
16. **Note here when the EFSIA will be reviewed as part of the post-implementation review of the proposal:**

---

## Step G – Assessment sign off and approval

Lead person(s) for this assessment:

Signed:

Date:

Senior officer approval of assessment:

Signed:

Date:

All full EFSIAs must be published on the Council's website as soon as possible after the decision is made to implement the proposal.



---

**Report to: Clackmannanshire Council**

---

**Date of Meeting: 19 March 2026**

---

**Subject: Housing Need & Demand Assessment (HNDA)**

---

**Report by: Director of Place**

---

### **1.0 Purpose**

- 1.1. To inform Council of the context for the Housing Need and Demand Assessment (HNDA).
- 1.2. Further to the interim Report to Council on 26 June 2025, this report details the full findings of the HNDA and consultation feedback and process to achieve 'robust and credible' status from the Scottish Government.

### **2.0 Recommendations**

- 2.1. Note the purpose of the Housing Need & Demand Assessment,
- 2.2. Note the governance and consultation around the Housing Need & Demand Assessment,
- 2.3. Note the findings of the full HNDA research at appendix 1 to ensure that any planning applications for Housing Development are cognisant of the need for new housing over the next 20 years,
- 2.4. Note the consultation report at appendix 3, and;
- 2.5. Note the letter sent from the Cabinet Secretary for Housing in response to the Housing Convenor at appendix 4.

### **3.0 Considerations**

- 3.1. The HNDA is a statutory document designed to give broad, long-run estimates of what future housing need over all tenures might look like, based on an evidential base. This evidence base will inform housing policy decisions in the future Local Housing Strategy (LHS) and land allocation decisions in the Local Development Plan (LDP).
- 3.2. The HNDA is a research document and as such, follows the due process set out in the Scottish Government guidance, including the use of the HNDA excel tool, amending where appropriate to reflect local housing market

evidence. The Local Housing Strategy will then shape the policy measures and investment requirements to address the housing needs in Clackmannanshire, including the needs for specialist housing for older people and those with additional support requirements.

3.3. The following core elements included in the HNDA document are:

- Key Housing Market Drivers
- Housing Stock Profile, Pressures and Management Issues
- Estimate of Future Housing Need and Demand
- Specialist Housing Provision

3.4. The Housing Market Partnership group met in December 2024, April 2025, May 2025, June 2025 and July 2025 to approve findings at individual stages of completion and agree the most likely scenarios to enable running the HNDA Tool and give a range of housing estimates.

#### **4.0 Governance and Consultation**

4.1. The production, consultation and agreement of data to be input in to the HNDA excel tool has been overseen and signed off at each chapter of the HNDA by the Housing Market Partnership. The partnership comprised of housing, planning and health & social care partnership officers, Registered Social Landlords, Homes for Scotland and the elected members for housing and planning.

4.2. The summary document with key findings and questions was presented for public consultation between September and October 2025. The feedback report can be found at appendix 3.

4.3. Consultation on the specialist housing provision was carried out in in March and April 2025. Groups including older adults and specialist provision providers were presented with the key elements of specialist housing to highlight any gaps and concerns.

4.4. This paper and summary paper at appendix 2 presents the key findings and gives estimates of the number of new houses under each tenure likely to be required in Clackmannanshire over the next 20 years.

4.5. The HNDA research will inform the new Local Housing Strategy (LHS) and the Local Development Plan (LDP) for Clackmannanshire going forward.

4.6. The HNDA is currently in the process of being assessed by the Scottish Government to establish whether it will obtain 'robust and credible status'. The assessment is crucial as it will inform the preparation of the LDP and Local Housing Strategy.

4.7. Informal feedback was received by the Scottish Government on 6 February 2026. While this was positive, and commended as good piece of work, there were some outstanding points to address. The full HNDA presented at Appendix 1 has been amended to reflect these comments.

- 4.8. The revised HNDA will be re-submitted to the Scottish Government for full appraisal as 'robust and credible' status and the HNDA will be signed off by relevant senior managers in Housing and Planning.
- 4.9. It is noted that the Council's Depute Spokesperson for Place Service wrote to the Cabinet Secretary for Housing to express the position and context for Clackmannanshire in relation to the HNDA. A copy of the Cabinet Secretary's response can be found in appendix 4 to this report.

## **5.0 Key Housing Market Drivers**

- 5.1. This section sets out the evidence on key demographic and economic drivers in our local housing markets. The purpose of this is to improve understanding of what the issues are and what evidence is used to estimate housing need and demand.
- 5.2. The population in Clackmannanshire is projected to decrease by 3% between 2021 and 2043, whereas the number of households is projected to increase by 3%. While there will be fewer people, the number of households is projected to rise. It can be assumed from tables predicting an increase in the age of the population that these, smaller households will predominately be older single people or couples
- 5.3. The HNDA tool projects house prices at a lower level than those seen in the data through Registers of Sasines. House prices in the HNDA tool were amended to reflect this.
- 5.4. Over the past 20 years, prices for first time buyers have increased by 192%, compared to 130% for average house prices. With increased requirement for larger deposits for first time buyers, it is becoming more difficult for buyers to enter the market for the first time, with average Loan to Value for first time buyers at 80%, a deposit of around £20,000 is required on entry level home ownership.
- 5.5. The Local Housing Allowance (LHA) was increased for 2024/25 for the first time in four years. This addressed some affordability in the private renting sector by bringing the LHA rate more in line with actual rents. There is still a gap between LHA and rents that has to be met by private rented tenants. Private renting is unaffordable for lower quartile income households, with the exception of <2 bedroom properties in the Dollar HMA.
- 5.6. The over 75's are projected to increase by 88% in Clackmannanshire and by 74% in Scotland by 2043. There is a predicted sharp decrease of working age adults in the 45-59 year old age group in Clackmannanshire will mean a reduction in economic activity in the area by 2043.

## 5.7. Income

|                      | Alloa 2024 | Hillfoots 2024 | Dollar 2024 | All Clackmannanshire 2024 |
|----------------------|------------|----------------|-------------|---------------------------|
| Median (Mid point)   | £27,063    | £31,182        | £42,948     | £29,408                   |
| 25% (Lower Quartile) | £16,473    | £18,827        | £24,710     | £17,759                   |
| Highest 10%          | £66,482    | £74,718        | £97,663     | £71,133                   |
| Lowest 10%           | £10,590    | £12,355        | £15,297     | £11,459                   |

## 6.0 Housing Stock Profile, Pressures and Management Issues

- 6.1. Scottish Housing Quality Standard relates to social housing only and the Scottish Regulator Data shows over 90.3% of stock is compliant. The Council is the largest provider of social renting and the stock is 93.5% compliant currently.
- 6.2. The majority of housing need is for a one bedroom property, and for those applicants, there are 7.2 waiting list applicants for every one bedroom property becoming available.
- 6.3. There is a need for larger properties of 4+ bedrooms. In the past 5 years only 9 properties with 4 or 5 bedrooms have become available. There are 10 applicants for every 4 bed property and there are 17 applicants waiting for a 5 bedroom home with only one becoming available in the last 5 years.

## 7.0 Specialist Housing Provision

- 7.1. To cater for future specialist housing provision that occurs with an aging population, careful consideration will be required on suitable types of housing to assist independent living at home. The issues highlighted in the HNDA will be further considered for future policy decisions in the LHS.
- 7.2. National Records of Scotland (NRS) and the Scottish Census indicate a growing number of older individuals, with a number of individuals aged 85 and over projected to increase by 95% by 2043.
- 7.3. As of 2023/24, there were 304 amenity housing, 241 ambulant disabled and 2 other specially adapted properties provided by a total of 6 social landlords. Partner RSL and HSCP stakeholders have indicated a pronounced need for accessible housing, and smaller 1-bedroom housing units which could accommodate the needs of households with disabilities.
- 7.4. As of November 2024, there were 457 applicants on Clackmannanshire Council's housing waiting list with assessed medical need. This represents 17% of all housing applicants, indicating a substantial number of households whose current accommodation does not meet their needs due to medical conditions.

- 7.5. There were 58 fully wheelchair-adapted properties within the social rented sector in 2023/24. Turnover for wheelchair-adapted properties across the social rented sector is low. In 2023/24, the sector saw a turnover of 1 wheelchair-adapted property.
- 7.6. Clackmannanshire saw an 18% increase in homeless presentations from 2019/20 to 2023/24. In 2023/24, Clackmannanshire had the 3rd highest rate of households presenting as homeless with 253 households per 10,000 compared to the Scottish average of 160 households per 10,000.

## 8.0 Estimate of Future Housing Need and Demand

- 8.1. The HNDA Tool is an Excel Spreadsheet developed by the Scottish Government to allow selection of inputs around demographic and housing affordability scenarios.
- 8.2. The Tool is populated with a range of scenarios about future incomes, house and rental prices (alternative futures). However, it is for HNDA Practitioners to decide which scenario or scenarios best reflect what might happen in their local area in future.
- 8.3. With this in mind, the Tool is designed to produce a range of BROAD housing estimates about several alternative futures; any of which might occur but one or two of which are more likely to occur based on previous housing market trends and local knowledge of housing markets.
- 8.4. The choice of scenarios should not attempt to predict future housing estimates with complete precision. Instead, it should be based on producing a range of broad housing estimates. This gives a range of housing estimates that can be accepted or rejected as the future of the housing market unfolds. A single housing estimate that is too precise cannot provide enough flexibility to plan for a future which will always contain some uncertainty.
- 8.5. It was agreed at the HMP meeting in July 2025 that the following input assumptions would be used to run the HNDA Tool.

| <b>Assumption</b>                      |                                                                                                          |
|----------------------------------------|----------------------------------------------------------------------------------------------------------|
| Use the NRS Household projections      | YES – Principle and High Projections                                                                     |
| Use the income data in the Tool        | NO<br>Income 2.8% higher in Clacks vs Scotland                                                           |
| Use HoTOC for existing need            | NO<br>Use Waiting list data as agreed                                                                    |
| Number of years to clear existing need | 5 years Looking at amending to 10 years to address lack of need at year 6. Still have to discuss with SG |
| Use of affordability assumptions       | YES                                                                                                      |
| House price affordability              | 3.9 x income first time buyers<br>3.2 x income movers                                                    |
| % who buy                              | 60%                                                                                                      |
| MMR Threshold                          | 25% to 35% income                                                                                        |
| Social Rent Threshold                  | >35% income                                                                                              |

- 8.6. Three scenarios were discussed, and it was agreed that the HNDA estimates would be best reflected using current waiting list figures. The full reasoning and evidence around this decision can be found at Chapter 4 of appendix 1.
- 8.7. The tool was populated based on the evidence and data as shown below. Two scenarios are shown. Scenario 1 is based on principle household projections and scenario 2 on high household projections.

The figures will be regularly reviewed against targets annually in the SHIP and updated every two to three years. The Scottish Government have confirmed that a full HNDA is not required at these intervals, updated figures can be quality checked as a supplementary piece of work.

#### Scenario 1 – Principle Household Projections

| Tenure                       | 2025-2029<br>Per annum | 2030-2034<br>Per annum | 2035-2039<br>Per annum | 2040-2044<br>Per annum | 20 year<br>Total | 20 year<br>Per annum |
|------------------------------|------------------------|------------------------|------------------------|------------------------|------------------|----------------------|
| Social Rent                  | 228                    | -1                     | 1                      | 0                      | 1,140            | 57                   |
| MMR Rent                     | 24                     | -1                     | 1                      | 0                      | 120              | 6                    |
| Private Rent                 | 18                     | -1                     | 1                      | 0                      | 90               | 4                    |
| Buyers                       | 36                     | -2                     | 1                      | 1                      | 180              | 9                    |
| <b>Total</b>                 | <b>306</b>             | <b>-6</b>              | <b>4</b>               | <b>1</b>               | <b>1,525*</b>    | <b>76*</b>           |
| *Differences due to rounding |                        |                        |                        |                        |                  |                      |

#### 8.8. Scenario 2 – High Household Projections

| Tenure       | 2025-2029<br>Per annum | 2030-2034<br>Per annum | 2035-2039<br>Per annum | 2040-2044<br>Per annum | 20 year<br>Total | 20 year<br>Per annum |
|--------------|------------------------|------------------------|------------------------|------------------------|------------------|----------------------|
| Social Rent  | 236                    | 2                      | 5                      | 3                      | 1,230            | 61                   |
| MMR Rent     | 25                     | 2                      | 5                      | 4                      | 180              | 9                    |
| Private Rent | 19                     | 2                      | 4                      | 4                      | 145              | 7                    |
| Buyers       | 37                     | 3                      | 8                      | 7                      | 275              | 14                   |
| <b>Total</b> | <b>317</b>             | <b>9</b>               | <b>21</b>              | <b>18</b>              | <b>1,830</b>     | <b>92*</b>           |

- 8.9. In the first 5 years of the HNDA, there is a requirement for between 306 and 317 new homes every year.

- 8.10. Over years 1-20 all tenure types are identified as being needed with 83% being in the social or below market rent sectors and 17% in the owner occupied or private rented sectors.
- 8.11. The model shows the long term need for additional housing is likely to decline over the model time period to 2044. This is driven by current NRS predictions of a declining long term population can be mitigated by carrying out renewed HNDA models after a period of 5 years.

## 9.0 Sustainability Implications

- 9.1. None

## 10.0 Resource Implications

### 10.1. Financial Details

- 10.2. The full financial implications of the recommendations are set out in the report. This includes a reference to full life cycle costs where appropriate. Yes

- 10.3. Finance have been consulted and have agreed the financial implications as set out in the report. Yes

### 10.4. Staffing None

## 11.0 Exempt Reports

- 11.1. Is this report exempt? Yes  (please detail the reasons for exemption below) No

## 12.0 Declarations

The recommendations contained within this report support or implement our Corporate Priorities and Council Policies.

### (1) Our Priorities

Clackmannanshire will be attractive to businesses & people and ensure fair opportunities for all

Our families; children and young people will have the best possible start in life

Women and girls will be confident and aspirational, and achieve their full potential

Our communities will be resilient and empowered so that they can thrive and flourish

(2) **Council Policies**

Complies with relevant Council Policies



**13.0 Impact Assessments**

13.1 Have you attached the combined equalities impact assessment to ensure compliance with the public sector equality duty and fairer Scotland duty? (All EFSIAs also require to be published on the Council's website)

Yes

13.2 If an impact assessment has not been undertaken you should explain why:

- The HNDA is not a strategic decision; it is a research document providing an evidence base for future housing policies and strategies (Local Housing Strategy and Local Development Plan).
- It does not introduce proposals or actions that directly impact individuals or groups.
- Therefore, an EFSIA is not required at this stage. Any equality impacts will arise later during policy development and implementation, where further assessments will be necessary.

**14.0 Legality**

14.1 It has been confirmed that in adopting the recommendations contained in this report, the Council is acting within its legal powers. Yes

**15.0 Appendices**

15.1 Please list any appendices attached to this report. If there are no appendices, please state "none".

Appendix 1: Full HNDA

Appendix 2: HNDA Summary

Appendix 3: Consultation Report

Appendix 4: Response from Cabinet Secretary

**16.0 Background Papers**

11.1 Have you used other documents to compile your report? (All documents must be kept available by the author for public inspection for four years from the date of meeting at which the report is considered)

Yes  (please list the documents below) No

**Author(s)**

| <b>NAME</b>  | <b>DESIGNATION</b>              | <b>TEL NO / EXTENSION</b> |
|--------------|---------------------------------|---------------------------|
| Kate Fleming | Senior Housing Strategy Officer |                           |

**Approved by**

| <b>NAME</b> | <b>DESIGNATION</b> | <b>SIGNATURE</b>                                                                    |
|-------------|--------------------|-------------------------------------------------------------------------------------|
| Kevin Wells | Director Place     |  |



# **HNDA 2025 - 2045**

## **Introduction**

The Housing Need and Demand Assessment (HNDA) is an evidence based document and is required to inform and shape future policy decisions in the Local Housing Strategy (as set out in the 2001 Housing (Scotland) Act) and the Local Development Plan (under the Town and Country Planning (Scotland) Act 1997(as amended by the Planning (Scotland) Act 2016). The HNDA supports both these processes.

An HNDA estimates the number of additional housing units that are required to meet existing and future housing need and demand. It also captures information on the operation of the housing system to assist local authorities to develop policies on new housing supply, management of existing stock and the provision of housing related services. It is designed to give long term estimates of housing need, rather than precise figures.

Its purpose is to provide a robust, shared and agreed evidence base for housing policy and land use planning and to ensure that both the LHS and Development Plan are based upon a common understanding of existing and future housing requirements. Where the Scottish Government is satisfied that the HNDA is robust and credible, the approach used will not normally be considered further at a Development Plan examination.

The main aims of the HNDA are to achieve greater understanding on:

- Housing Market Areas
- Key Housing Drivers
- Housing Stock Profile, Pressures & Management Issues
- Estimate of range of additional Housing units
- Housing Needs of Specific Households

The HNDA is prepared in line with The Scottish Government Centre for Housing Market Analysis (CHMA) Housing Need and Demand Practitioners Guide 2020 and Managers Guide 2020, and follows the structure of the guidance. The HNDA is set out over 5 Chapters with 4 core outputs which form the content of the chapters as detailed below.

The Scottish Government's Centre for Housing Market Analysis (CHMA) will assess the HNDA as being 'Robust and Credible' so is written to include all criteria contained in the guidance to ensure process and methodology are sufficient for successful appraisal.

## Structure

- Chapter 1 Introduction & Housing Sub Market Analysis
- Chapter 2 Key Housing Market Drivers
  - Core Output 1
    - Identifies key factors driving the Housing Market;
    - Includes household formation, population and migration, housing affordability including income, house prices, rent levels, access to finance and key drivers of the local and national economy;
    - Will inform the choice of scenarios of the local and national economy.
- Chapter 3 Housing Stock Profile, Pressures and Management Issues
  - Core Output 2
    - Consider what existing stock is available to meet local housing needs and identify any under-supply or surplus of housing types;
    - Show where existing stock is pressured and could be managed differently to meet the housing needs;
    - Describe the types and number of in-situ solutions used;
    - Stock should be considered by size, type, condition, occupancy (overcrowding and under-occupancy), concealed households and turnover (re-lets and voids), tenure and location.
- Chapter 4 Estimate a range of additional future Housing units
  - Core Output 3
    - Estimate a RANGE of additional future housing units;
    - Broken down by owner occupation, private rent, below market rent and social rent;
    - Estimate for each 5 year period of a 20 year projection and the cumulative total at the end of the 20 year projection (output from the HNDA tool);
    - The geography (Housing Market Areas) should fit with those required for the Local Housing Strategy and the Local Development Plan;
    - All assumptions and choices made about scenarios (demographic, existing need, house price, income and affordability) used in the Tool must be based on evidence and clear explanation.
- Chapter 5 Housing Needs of Specific Household Groups
  - Core Output 4
    - Identify the contribution that Specialist provision plays in enabling people to live well, with dignity and independently for as long as possible;

- Identify any gaps in that provision and the future level and type of provision required;
- Consider evidence regarding property needs, care and support needs and locational / land needs;
- Undertakes consultation with all appropriate stakeholders who represent the views of those people who this chapter may impact on and reports the findings of all consultation;
- Gives due consideration to the provisions of the Equality Act (2010).

## **Governance**

The HNDA is produced in Housing with close consultation with Planning. This is overseen by the Housing Market Partnership Group who agreed and signed off each Chapter throughout the process. The Group consists of

- Housing Services
- Planning
- Homes for Scotland
- Stirling & Clackmannanshire Health and Social Care Partnership
- Private Developers
- Registered Social Landlords
- Scottish Government More Homes Division
- Housing Convenor
- Planning Convenor

The remit of the group is to support the development of the HNDA by challenging assumptions made and formally agreeing the content of the document.

## **Housing Market Areas**

The study is based on housing market areas (HMA) identified within the Clackmannanshire boundary. Housing market areas were previously defined in 2010, using house price data to examine patterns of household movement across the Forth Valley area.

Looking at origin and destination of buyers identified trends in migration patterns across settlements and identified areas of containment, pressure in terms of high prices, and high levels of inward / outward migration.

Households in Alloa mainly move within Alloa (33%), but 17% will purchase in Clackmannan, 21% in Sauchie and 11% in Tullibody/Cambus. As a large percentage of people moving house in these settlements sought a dwelling within this area, it would conclude that these settlements make up the Alloa HMA.

The Coalsnaughton/ Devonside/ Fishcross area has links to the settlements of both Alloa (13%) and Tillicoultry (11%) as a destination. Due to the very small number of transactions involved, the analysis at this level is inconclusive. Geographically, Fishcross is more likely to be influenced by the Alloa HMA and Coalsnaughton and Devonside by the Hillfoots HMA. Fishcross will therefore move into the Alloa HMA.

Menstrie is also only showing tenuous links to the rest of the Hillfoots HMA, and is probably more linked to Stirling's HMA. There is further evidence to suggest this as 63% of purchasers of properties in Menstrie are not from Clackmannanshire i.e. inward migration. However, as this study is primarily relating to the predefined Clackmannanshire local authority area, Menstrie remains in the Hillfoots HMA.

Dollar remains unlinked to any other settlement and has its own unique stand-alone housing market, 83% of purchasers in Dollar originate from Dollar.

Forestmill is allocated as a new settlement in the Local Development Plan. The current settlement has only had 6 house sales in the past 7 years, so there is no evidence that places Forestmill. As it is currently a rural settlement, it has been placed with other rural settlements of Dollar and Muckhart. This is a slight adjustment from 2010, when Forestmill was within the Alloa HMA.

The analysis shows three spheres of influence existing within the Clackmannanshire boundary, these are the three HMAs and are identified as follows:

**HMA 1: Alloa/Clackmannan/Tullibody**, including the 'lower level' settlements:

Sauchie;  
Kennet;  
Cambus, and;  
Fishcross.

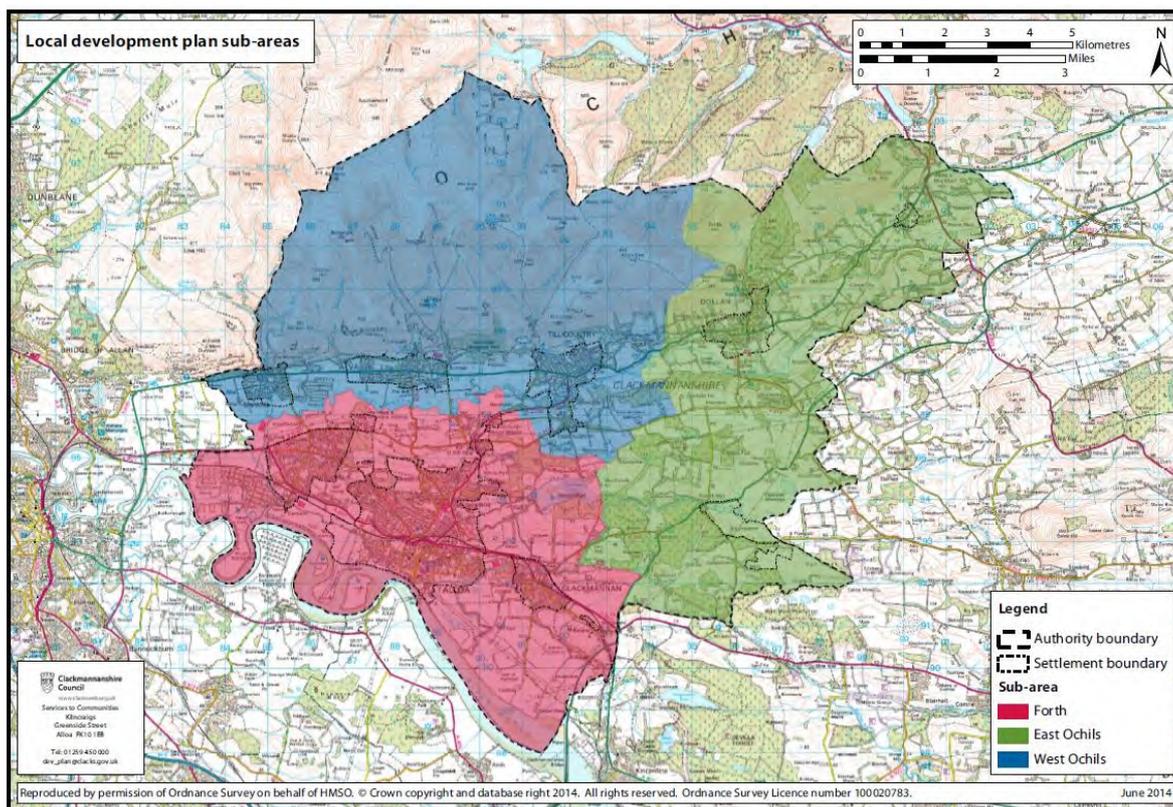
**HMA 2: Alva/Menstrie/Tillicoultry** including the 'lower level' settlements:

Coalsnaughton, and;  
Devonside.

**HMA 3: Dollar** including the 'lower level' settlements:

Muckhart.  
Forestmill.

The defined housing market areas are set out on the map below.



© Crown Copyright and database right 2014. All rights reserved. Ordnance Survey Licence number 100020783.

A refresh of the Housing Market Areas (HMAs) was undertaken.

### **Quality Assurance**

A housing market partnership was set up to oversee and agree that the HNDA process has been undertaken in a clear and methodical way.

This section will be expanded as per the findings, agreement and challenges made by the housing market partnership through the process of the HNDA. The agreed information will be used to inform the information input and run in the HNDA database tool.

## Chapter 2 Key Housing Drivers

### Core Output 1

The purpose of this chapter is to identify the key drivers in the housing market, including household formation, population, migration, housing affordability to include house prices, rents, access to finance and the key drivers to the local and national economy. This should inform the choice of scenarios run in the HNDA tool.

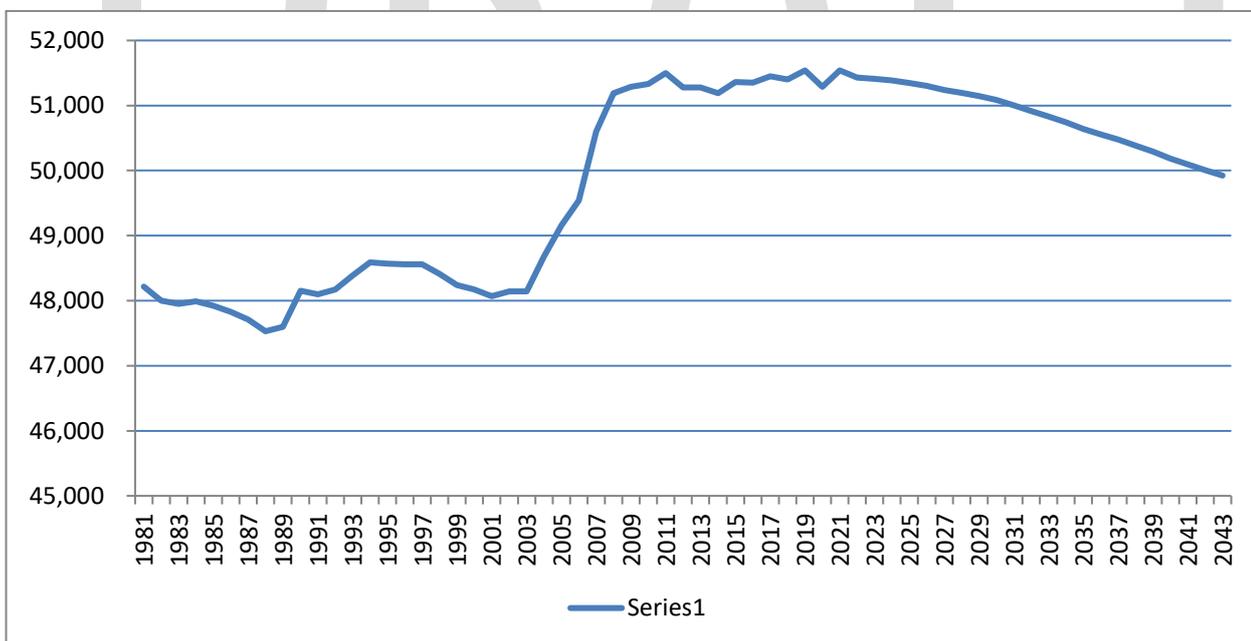
This Chapter includes an analysis of demographic, housing affordability and wider economic trends which are key drivers of the local housing market. It includes information on household composition, household projections, house purchase and rental prices, income and affordability to give a greater understanding of the Housing Market in Clackmannanshire and inform the context of the economic and affordability scenarios to be run in the HNDA Tool.

The analysis will inform what these Key Issues are for Clackmannanshire and will be summarised at the end of the Chapter.

### Demographic Trends

This looks at the population profile of Clackmannanshire at the current time and how the population and households are projected to 2043. The information is based on the 2018 based population projections published by National Records of Scotland (NRS)<sup>1</sup>.

**Chart 2.1 Actual and projected Population of Clackmannanshire 1981 - 2043**



Source: National Records of Scotland

Between 1981 and 1989, the population of Clackmannanshire declined from 48,218 to 47,600. It then steadily increased and stayed at around 48,150 between 1990 and 2003. Between 2003 and 2008 levels of house building were between 300 to 400 completions a year and the

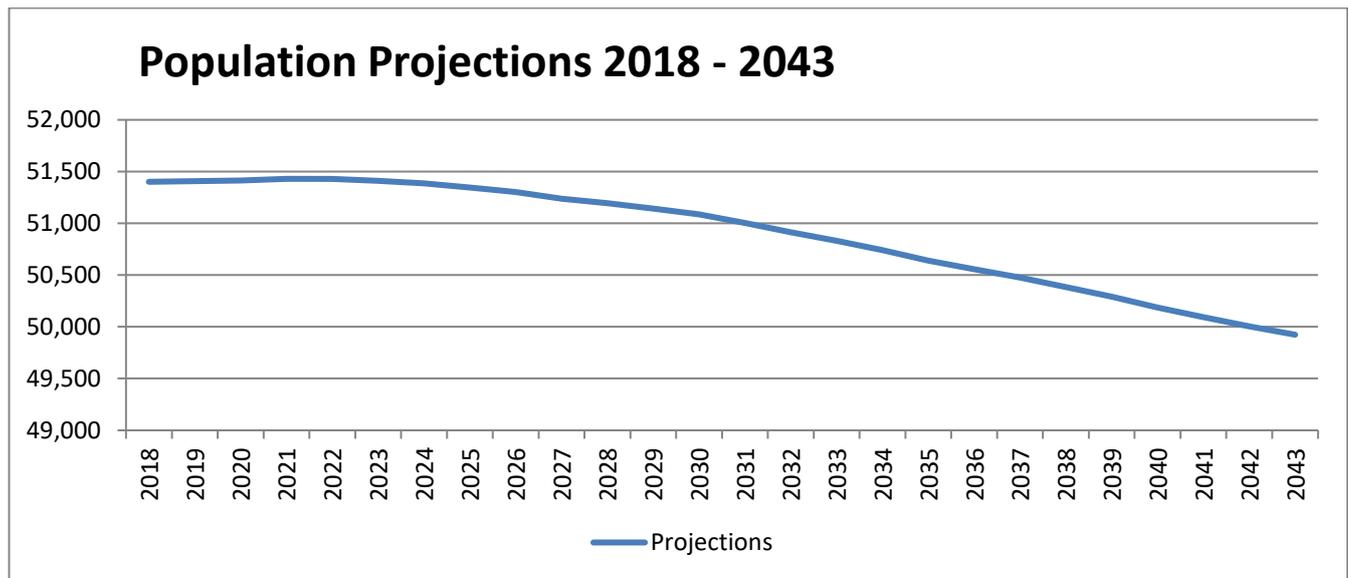
<sup>1</sup> [www.nrscotland.gov.uk](http://www.nrscotland.gov.uk)

population of Clackmannanshire increased from 48,140 in 2003 to 51,500 in 2011. This was an increase of 3,360 people over 8 years (6.9% increases in total population).

The 2018 NRS statistics show a decrease of 1,476 people (-2.8%) in the 25 year period from 51,440 in 2018 to 49,924 in 2043.

These projections are slightly higher than the previous HNDA, based on 2012 population projections which predicted a decrease of 1,237 people (-2.4%) in the population in the 25 year period from 51,280 in 2012 to 50,043 in 2037.

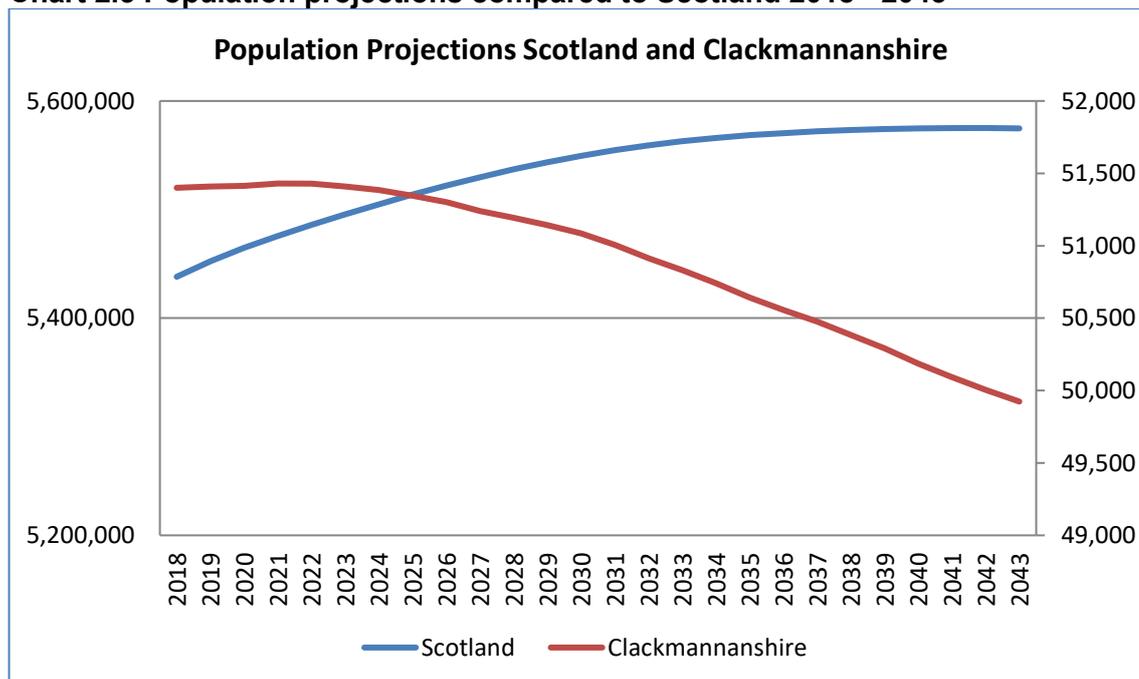
**Chart 2.2 Population projections Clackmannanshire 2018 – 2043**



Source: National Records of Scotland

Chart 2.3 below shows that, overall, Scotland is predicted to increase population by 2.5% with Clackmannanshire predicted to have a fall of -2.8%.

**Chart 2.3 Population projections compared to Scotland 2018 - 2043**



Source: National Records of Scotland

The components of population change is driven by *natural change* and *net migration*,

Natural change – number of births minus number of deaths.

Net migration - number of people moving into an area minus number of people moving out of an area.

### Natural Change

Table 2.1 shows where decreases in population will be over the next 25 years. It shows there will be 3,441 (27%) more deaths than births.

Net migration of 2,114, is 1,327 (-2.5%) less than natural change which gives the overall decrease in population.

**Table 2.1 Components of population change mid 2020-21 and mid 2018 -2043**

| Year                              | Mid 2020-2021 | Mid 2018-2043 |
|-----------------------------------|---------------|---------------|
| Estimated population 30 June 2020 | 51,290        | 51,290        |
| Births                            | 455           | 12,525        |
| Deaths                            | 616           | 15,966        |
| Natural Change                    | -161          | -3,441        |
| Estimated net migration           | 150           | 2,114         |
| Other changes                     | -24           | -149          |
| Estimated population 30 June 2021 | 51,540        |               |
| Population mid-2043               |               | 49,924        |
| <b>Population change</b>          | <b>Number</b> | <b>%</b>      |
|                                   | 250           | 0.5           |
|                                   | -1,366        | -2.7          |

Source: National Records of Scotland

## Population by Age Group

Table 2.2 shows the population in Clackmannanshire by sex and age as estimated at 30 June 2021. The largest age group is the 45 to 64 age group at 29.5%, this is slightly higher than Scotland at 27% but largely, Clackmannanshire and Scotland have a similar age profile.

**Table 2.2 Population of Clackmannanshire by age group 2021**

| Age Groups  | Male   | Female | All People | Clackmannanshire<br>% of Population | Scotland<br>% of<br>Population |
|-------------|--------|--------|------------|-------------------------------------|--------------------------------|
| 0 to 15     | 4,547  | 4,330  | 8,877      | 17.2                                | 16.6                           |
| 16 to 24    | 2,562  | 2,387  | 4,949      | 9.6                                 | 10.2                           |
| 25 to 44    | 5,776  | 6,023  | 11,799     | 22.9                                | 26.4                           |
| 45 to 64    | 7,391  | 7,806  | 15,197     | 29.5                                | 27.2                           |
| 65 to 74    | 2,933  | 3,219  | 6,152      | 11.9                                | 10.9                           |
| 75 and over | 1,987  | 2,579  | 4,566      | 8.9                                 | 8.7                            |
| Total       | 25,196 | 26,344 | 51,540     | 100                                 | 100                            |

Source: National Records of Scotland

The population profiles by Housing Market Area are relatively similar, with one slight difference in the Dollar HMA where there are fewer households in the 25–44 age bracket and more 45-64 year old households. This may be reflective of the higher house prices in the Dollar HMA, where fewer younger households can afford to buy or rent.

**Table 2.3 Population by Age Group and Housing Market Area**

|               | 0-15<br>years | 16 -24<br>years | 25-44<br>years | 45-64<br>years | 65 + |  |        |
|---------------|---------------|-----------------|----------------|----------------|------|--|--------|
| Alloa HMA     | 17%           | 9%              | 26%            | 29%            | 18%  |  | 100.0% |
| Hillfoots HMA | 15%           | 8%              | 23%            | 29%            | 24%  |  | 100.0% |
| Dollar HMA    | 17%           | 8%              | 18%            | 34%            | 23%  |  | 100.0% |

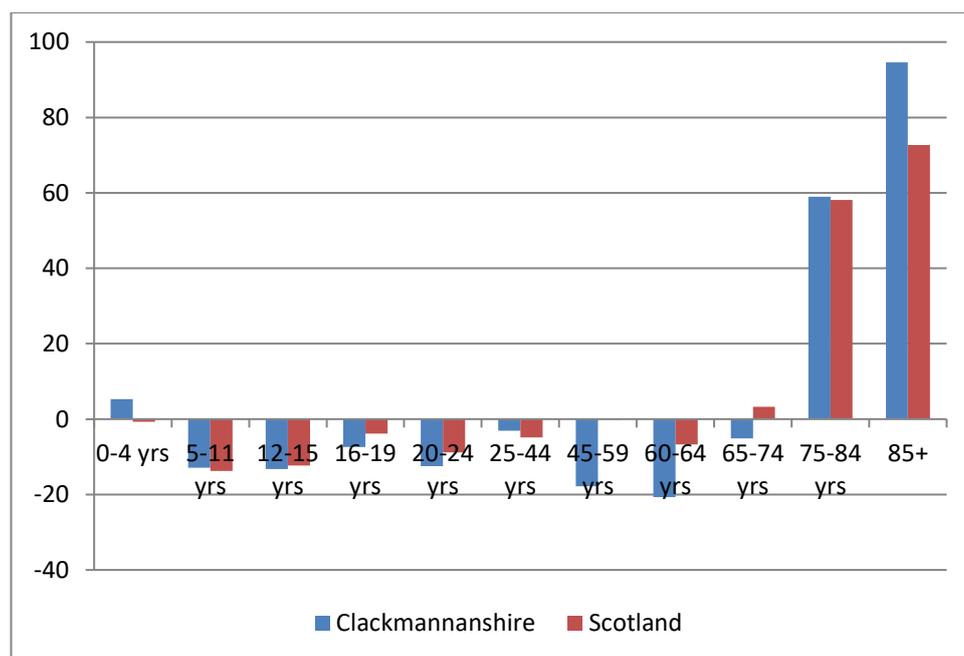
Source: Census 2022-Person-2Cv1 "Scotland's Census 2022 - National Records of Scotland

Table UV102b - Age (20) by sex all people"

From population projections in Clackmannanshire and Scotland shown in chart 2.4 and table 2.4, it is clear that by 2043, the profile of the older population in Clackmannanshire will be greater than that in Scotland overall. The number of people in the 85+ age group by 2043 will increase by the greatest amount, 95% in Clackmannanshire and 73% in Scotland.

An increase in older people will mean more housing suitable for the aging population will be required.

**Chart 2.4 Population Projections percentages for Clackmannanshire and Scotland by Age Group 2021 – 2043**



Source: National Records of Scotland

**Table 2.4 Population Projections by age group 2021 – 2043 Clackmannanshire**

| Age Group   | 2021          | 2043          | Difference No | Difference % |
|-------------|---------------|---------------|---------------|--------------|
| 0-4 years   | 2,423         | 2,552         | 129           | 5            |
| 5-11 years  | 4,081         | 3,556         | -525          | -13          |
| 12-15 years | 2,373         | 2,059         | -314          | -13          |
| 16-19 years | 2,164         | 2,004         | -160          | -7           |
| 20-24 years | 2,785         | 2,437         | -348          | -12          |
| 25-44 years | 11,799        | 11,437        | -362          | -3           |
| 45-59 years | 11,622        | 9,552         | -2070         | -18          |
| 60-64 years | 3,575         | 2,837         | -738          | -21          |
| 65-74 years | 6,152         | 5,838         | -314          | -5           |
| 75-84 years | 3,464         | 5,507         | 2043          | 59           |
| 85+         | 1,102         | 2,145         | 1043          | 95           |
| <b>All</b>  | <b>51,540</b> | <b>49,924</b> | <b>-1,616</b> | <b>-3</b>    |

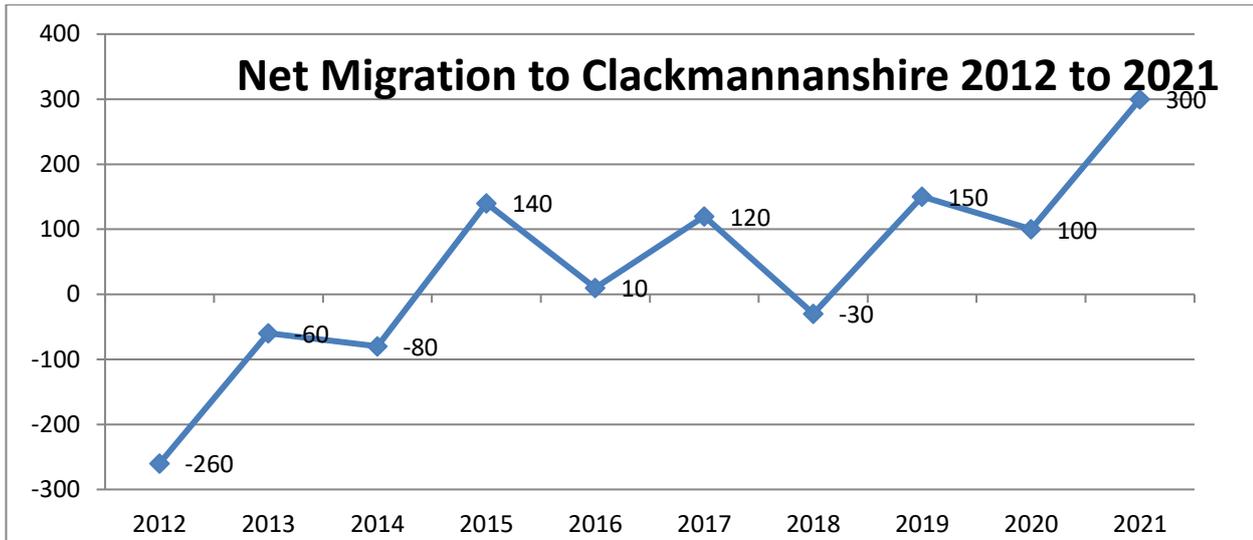
Source: National Records of Scotland mid year 2021 estimates

## Net Migration

Chart 2.5 shows net migration into Clackmannanshire from 2012 to 2021. From 2012 to 2014 there was a net outward migration of 400 people. From 2015 to 2021 there were more people moving in to Clackmannanshire than moving out. There were 810 people moving in but only 40 moving out.

Over the ten year period, 810 people moved in to Clackmannanshire with only 440 people moving out.

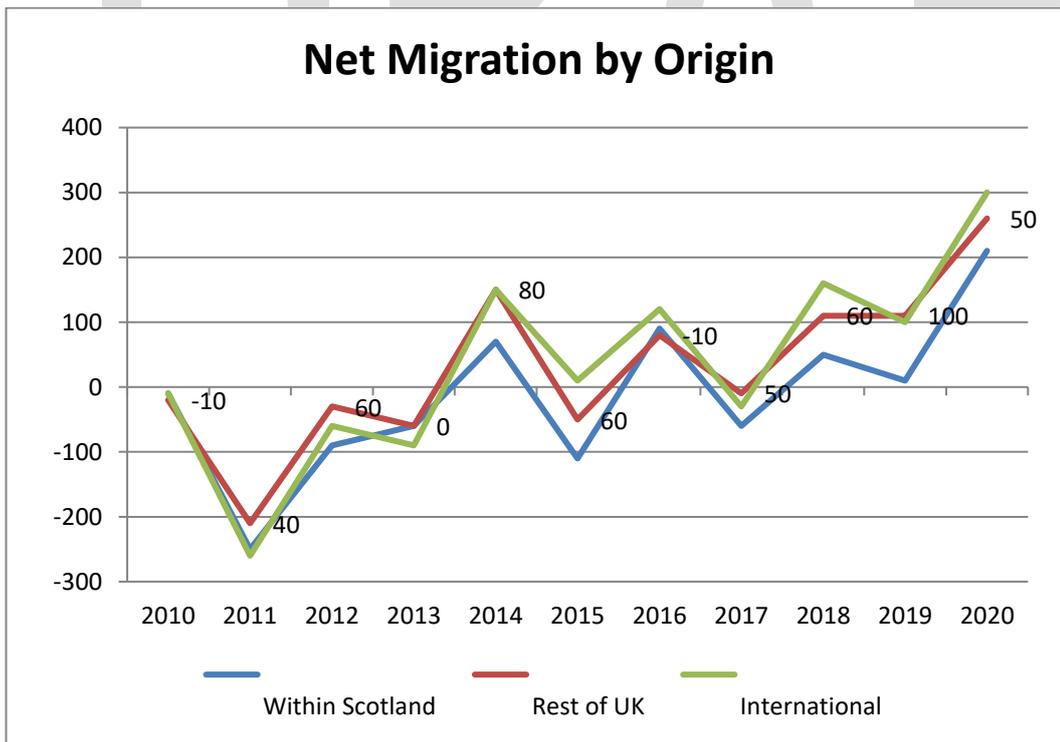
**Chart 2.5 Net Migration over time**



Source: National Records of Scotland

There is a fairly even spread of migration in Clackmannanshire between Scotland, UK and international.

**Chart 2.6 Net Migrations by Origin**



Source: National Records of Scotland

## Ethnicity

Table 2.5 shows the latest census data by ethnicity and by HMA showing the majority of the population in Clackmannanshire over all HMA's is white Scottish or British.

**Table 2.5 Ethnicity by Housing Market Area (HMA)**

| Ethnicity     | All People | White: White Scottish | White: Other White British | White: White Irish | White: Gypsy/ Traveller | White: White Polish | Other White | Asian, Asian Scottish or Asian British: Total | African: Total | Other ethnic groups: Other ethnic group |
|---------------|------------|-----------------------|----------------------------|--------------------|-------------------------|---------------------|-------------|-----------------------------------------------|----------------|-----------------------------------------|
| Alloa HMA     | 33113      | 86.2%                 | 6.9%                       | 0.5%               | 0.1%                    | 1.7%                | 1.4%        | 1.6%                                          | 0.3%           | 1.3%                                    |
| Hillfoots HMA | 13607      | 83.7%                 | 10.3%                      | 0.7%               | 0.1%                    | 0.7%                | 1.9%        | 1.3%                                          | 0.4%           | 1.1%                                    |
| Dollar HMA    | 5233       | 73.9%                 | 19.9%                      | 0.8%               | 0.0%                    | 0.3%                | 2.2%        | 1.5%                                          | 0.1%           | 1.2%                                    |

Source: Scotland's Census 2022 - National Records of Scotland Table UV201 - Ethnic group  
All people

## Households – Type, Age, Size and gender

According to the National Records of Scotland, in 2022, there were around 24,157 households in Clackmannanshire and 2,549,000 in the whole of Scotland. Census 2022 data shows 24,472 in Clackmannanshire and 2,509,000 in Scotland. Where possible, data will be triangulated to compare data from different sources.

Household projections are produced by National Records of Scotland (NRS) every two years, showing how many additional households would form based on assumptions from previous demographic trends on population growth.

Principal projections produced by NRS uses assumptions thought to be the most likely to occur over the next 25 years. As well as principle projections, a range of variants are also produced, low and high migration variants. These use the same assumptions about fertility and mortality but assume various levels of migration to and from Clackmannanshire.

**Table 2.6 Household projections for Clackmannanshire by Variant (2018 based)**

|                      | 2018   | 2028   | 2043   | Change (%)<br>2018-2028 | Change (%)<br>2018-2043 |
|----------------------|--------|--------|--------|-------------------------|-------------------------|
| Low Migration        | 23,674 | 24,319 | 24,145 | 2.7%                    | 2.0%                    |
| Principal Projection | 23,674 | 24,384 | 24,408 | 3.0%                    | 3.1%                    |
| High Migration       | 23,674 | 24,448 | 24,698 | 3.3%                    | 4.3%                    |

Source: National Records of Scotland Household projections

The HNDA Tool can run on Low, Principle or High Migrations, depending on a set of assumptions and scenarios. All variants will lead to an increase in household numbers.

## Household Projections by Age Group

Household projections are produced by age group of Head of Household. Looking at projections to 2043 can assist in decisions on the type of housing to be provided in the future. These are a key driver in the HNDA tool and the future needs calculation.

**Table 2.7: Household Projections by Age Group of Head of Household 2018 and 2043, Clackmannanshire and Scotland**

| Age Group    | Clacks 2018   | Clacks 2043   | Clacks % Change | Scotland 2018    | Scotland 2043    | Scotland % Change |
|--------------|---------------|---------------|-----------------|------------------|------------------|-------------------|
| 16-29        | 1,876         | 1,618         | -14%            | 258,182          | 225,453          | -13%              |
| 30-44        | 5,088         | 5,104         | 0%              | 583,082          | 594,874          | 2%                |
| 45-59        | 7,731         | 6,257         | -19%            | 743,256          | 725,039          | -2%               |
| 60-74        | 5,603         | 5,099         | -9%             | 534,746          | 547,804          | 2%                |
| 75+          | 3,372         | 6,329         | 88%             | 358,008          | 621,567          | 74%               |
| <b>Total</b> | <b>23,670</b> | <b>24,407</b> | <b>3%</b>       | <b>2,477,274</b> | <b>2,714,737</b> | <b>10%</b>        |

Source: National Records of Scotland Household projections

There is projected to be only a 3% increase in households in Clackmannanshire between 2018 and 2043 compared to a 10% increase in the whole of Scotland. There is a marked difference between Clackmannanshire and Scotland in the 45-59 age group, a reduction of 19% compared to just 2% over Scotland. At the same time, the over 75's are projected to increase by 88% in Clackmannanshire and by 74% in Scotland. Both figures show that the number of older people will increase dramatically a sign of people living longer overall.

The sharp decrease of working age adults in the 45-59 year old age group in Clackmannanshire will mean a reduction in economic activity in the area by 2043.

**Table 2.8 Household Projections by Household Type 2018 and 2043, Clackmannanshire and Scotland**

| Household Type         | Clacks 2018 | Clacks 2043 | Clacks % Difference | Scotland 2018 | Scotland 2043 | Scotland % Difference |
|------------------------|-------------|-------------|---------------------|---------------|---------------|-----------------------|
| 1 adult                | 7,943       | 8,838       | 11.3%               | 892,685       | 1,038,716     | 16.4%                 |
| 1 adult, 1+ children   | 1,625       | 1,541       | -5.2%               | 154,526       | 153,705       | -0.5%                 |
| 2 adults               | 7,926       | 8,464       | 6.8%                | 774,681       | 873,145       | 12.7%                 |
| 2+ adults, 1+ children | 4,160       | 3,785       | -9.0%               | 445,241       | 438,149       | -1.6%                 |
| 3+ adults              | 2,016       | 1,779       | -11.8%              | 210,141       | 211,022       | 0.4%                  |

Source: National Records of Scotland Household projections

The figures in Table 2.8 above show that 1 and 2 adult households made up the majority of total households in 2018 at 67% and are projected to rise to 71% of all households by 2043.

There is a reduction of -11.8% in the number of 3+ adult households, in contrast to Scotland, with a slight increase of 0.4%.

## Household Size

Table 2.9 below shows that both Clackmannanshire and Scotland project a reduction in household size. This follows from Table 2.8 above showing an increase in the number of 1 and 2 adult households. It can also be assumed from tables predicting an increase in the age of the population that these, smaller households will predominately be older single people or couples.

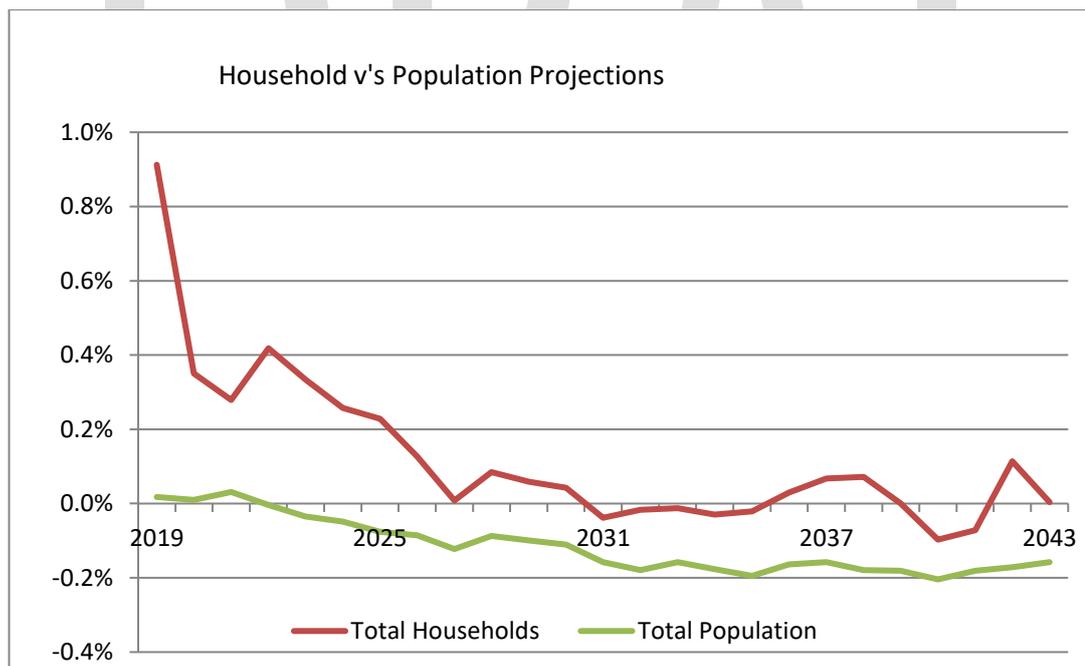
**Table 2.9 Projected household size 2018 – 2043**

| AREA             | 2018 | 2024 | 2029 | 2035 | 2043 | Overall change 2018 - 2043 | Overall % change 2018 - 2043 |
|------------------|------|------|------|------|------|----------------------------|------------------------------|
| Scotland         | 2.15 | 2.1  | 2.07 | 2.04 | 1.99 | -0.16                      | -7.4%                        |
| Clackmannanshire | 2.12 | 2.07 | 2.05 | 2.02 | 1.99 | -0.13                      | -6.1%                        |

Source: National Records of Scotland Household projections

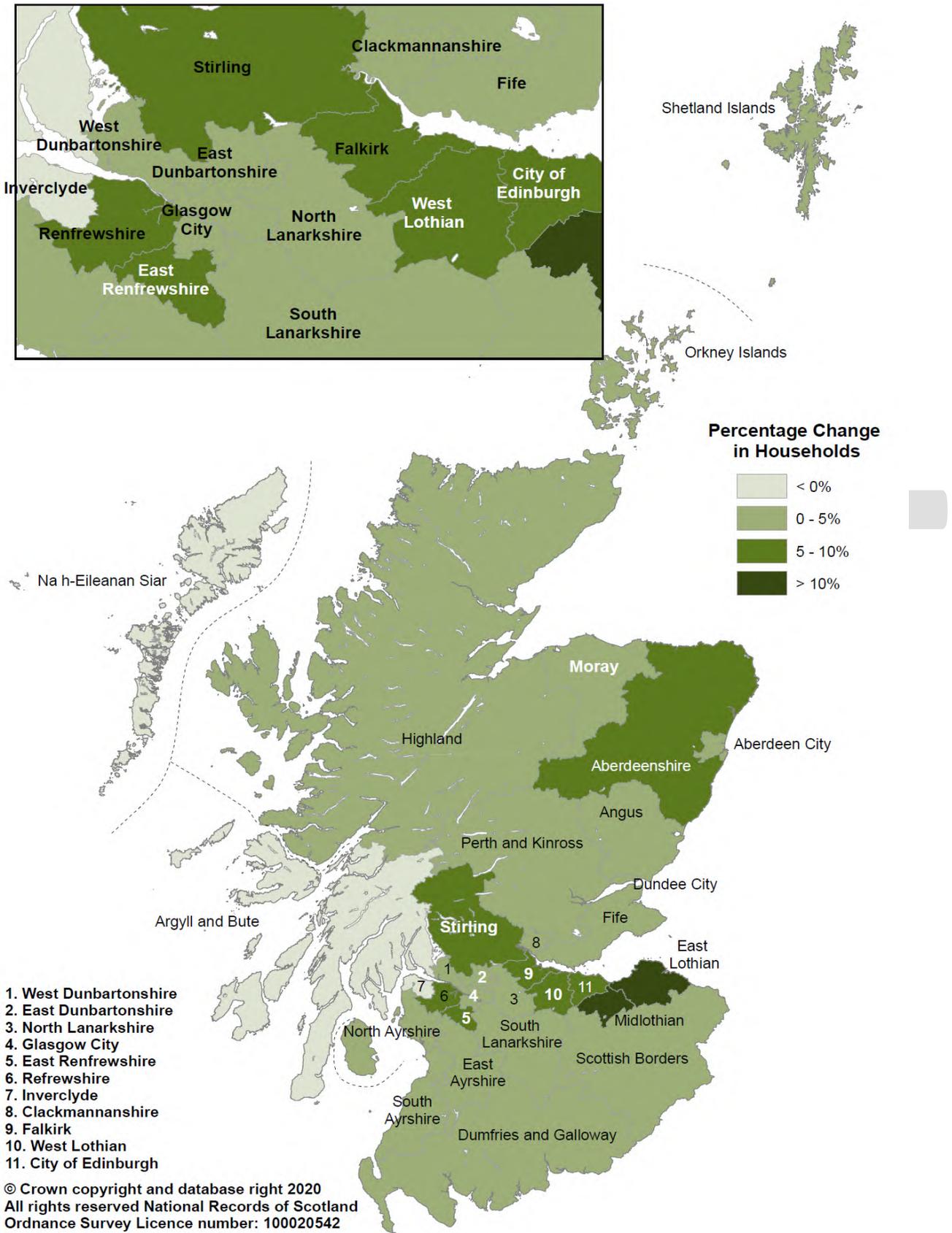
Chart 2.7 below shows that the % decrease in population is greater than the number of households year on year. The population in Clackmannanshire is projected to decrease by 3% between 2021 and 2043, whereas the number of households is projected to increase by 3%.

**Chart 2.7 Household vs. Population projections**



Source: National Records of Scotland Household projections

**Map 2.1 Household Changes in Scotland (2021 – 2043)**



## Affordability Trends

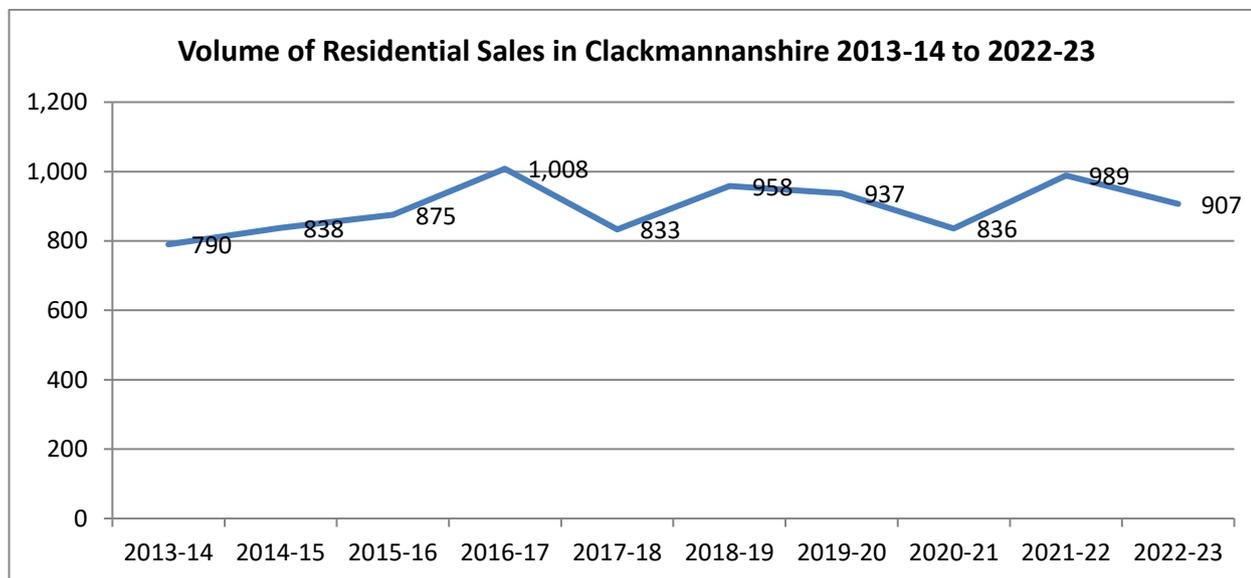
This section looks at the affordability of housing of all tenures across Clackmannanshire. Evidence of housing costs and income levels is gathered to evidence how affordable housing is in the area and identify gaps. The data includes:

- Private house sales data from Centre of Housing Market Analysis (CHMA) and Registers of Scotland, Property Market Report, 2022/23.
- Private rental rates from Local Housing Allowance Rates, Scottish Government private rented information.
- Social rents from Clackmannanshire Council data and The Scottish Housing Regulator.
- Income data from HNSA Tool and Nomis.

### Private House Sales and Prices

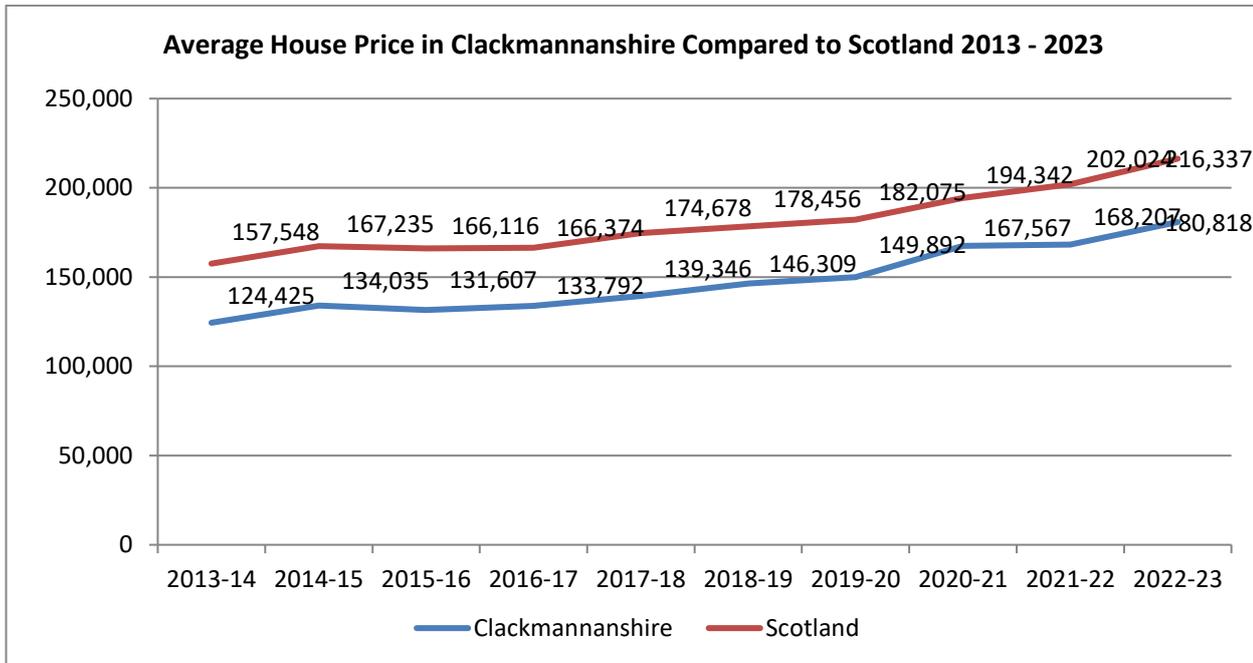
The chart below shows the annual volume of sales over the last 10 years in Clackmannanshire. There is no remarkable trend and the housing market appears relatively stable.

**Chart 2.8 Volume of House Sales**



Source: Registers of Scotland Property Market Report 2022/23

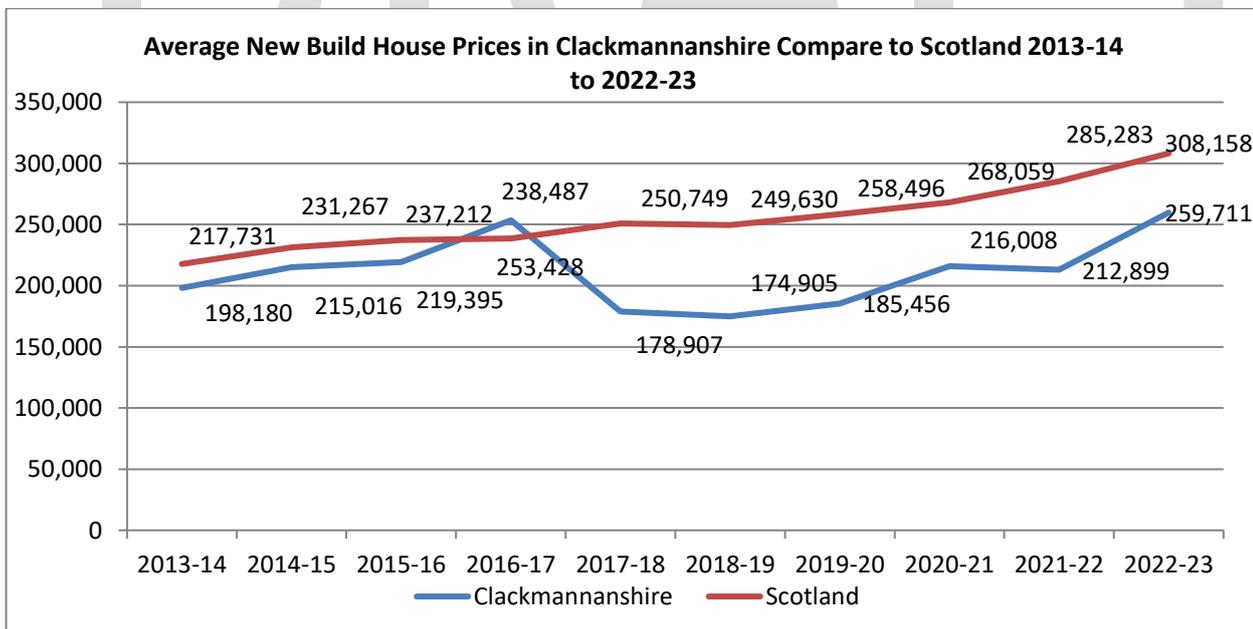
**Chart 2.9 Average (Mean) House Price, Clackmannanshire & Scotland**



Source: Registers of Scotland Property Market Report 2022/23

In 2016/17, the average (mean) new build in Clackmannanshire was £253,428; this was almost 6% higher than the Scottish average of £238,487. Since 2017/18, the price of new build homes has been consistently lower than the Scottish average.

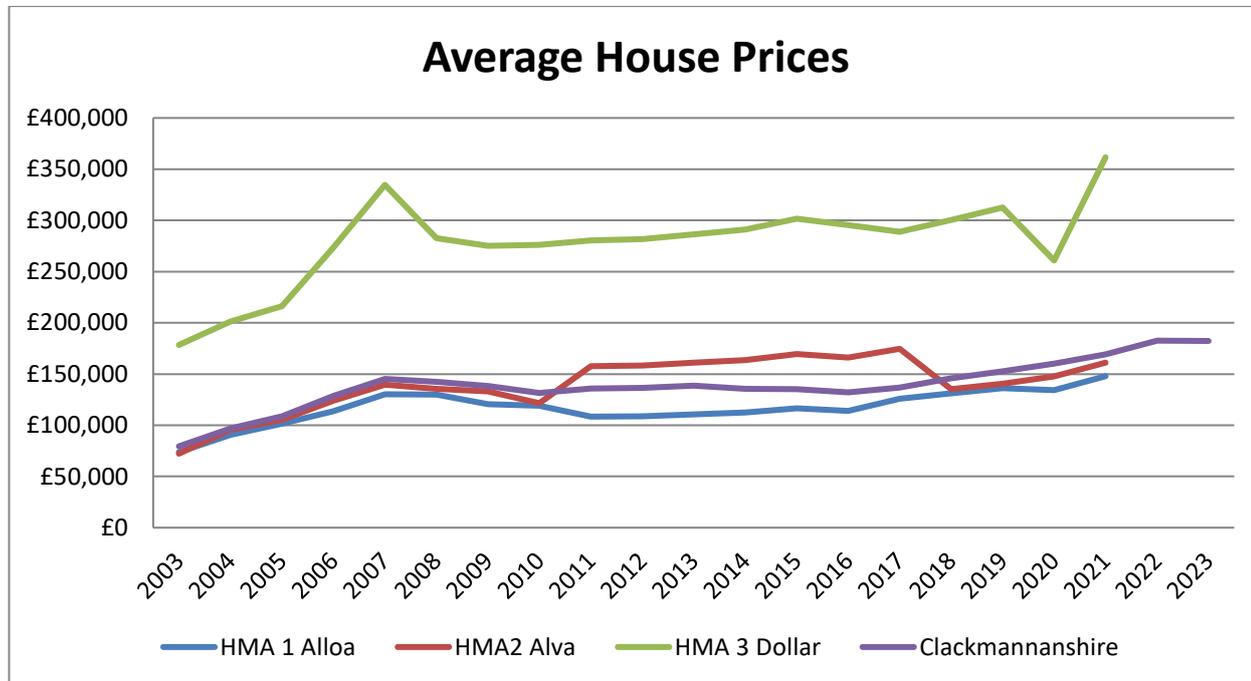
**Chart 2.10 Average New Build House Price**



Source: Registers of Scotland Property Market Report 2022/23

Average house prices (new and re-sale) have risen in Clackmannanshire by around 130% in the past 20 years, from £79,000 in 2003 to £182,155 in 2023. The Dollar housing market is consistently higher than the rest of Clackmannanshire, with house prices at least 40% more expensive than the rest of Clackmannanshire and higher than the Scottish average house price.

**Chart 2.11 Average House prices over time by Housing Market Area**



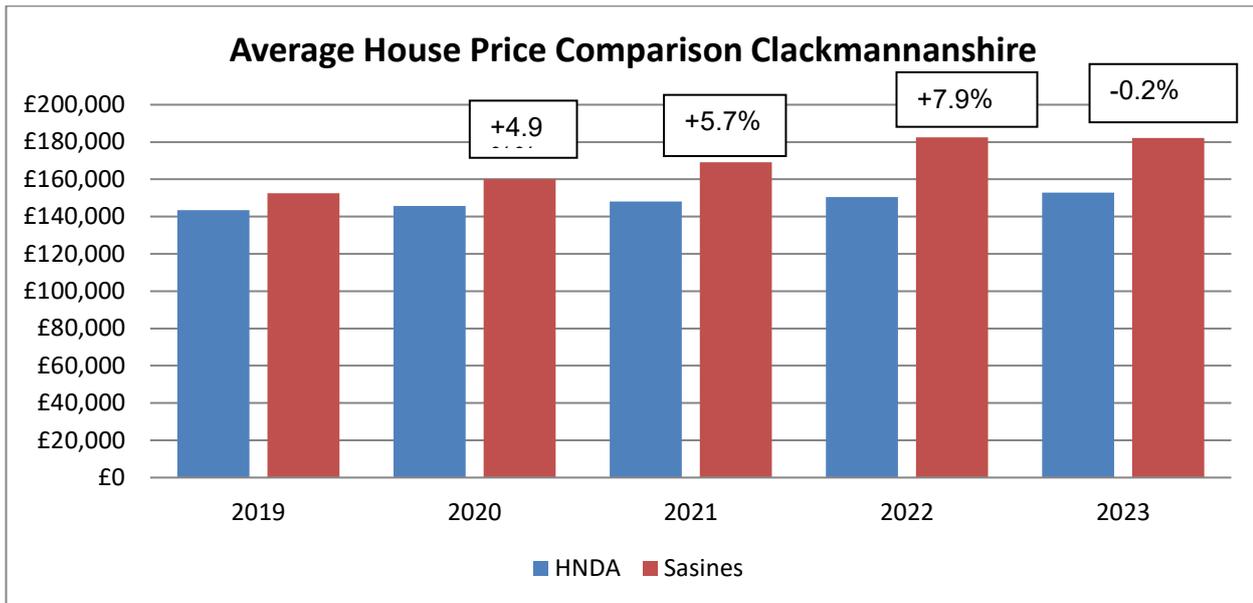
Source: Registers of Scotland Property Market Report 2022/23

Chart 2.12 shows a comparison with the house price assumptions made in the HNDA Tool and the actual prices reported in the Registers of Scotland data.

The assumption in the HNDA is that prices are rising by 1.6% annually. The actual house price rises are shown in the text box in the chart. Actual prices (Registers of Scotland) vs HNDA Tool are around 14% higher.

As the house price reported by Registers of Scotland are higher than loaded to the HNDA tool, it was decided to adjust house prices accordingly to be run through the HNDA tool.

**Chart 2.12 – Average House price comparisons**



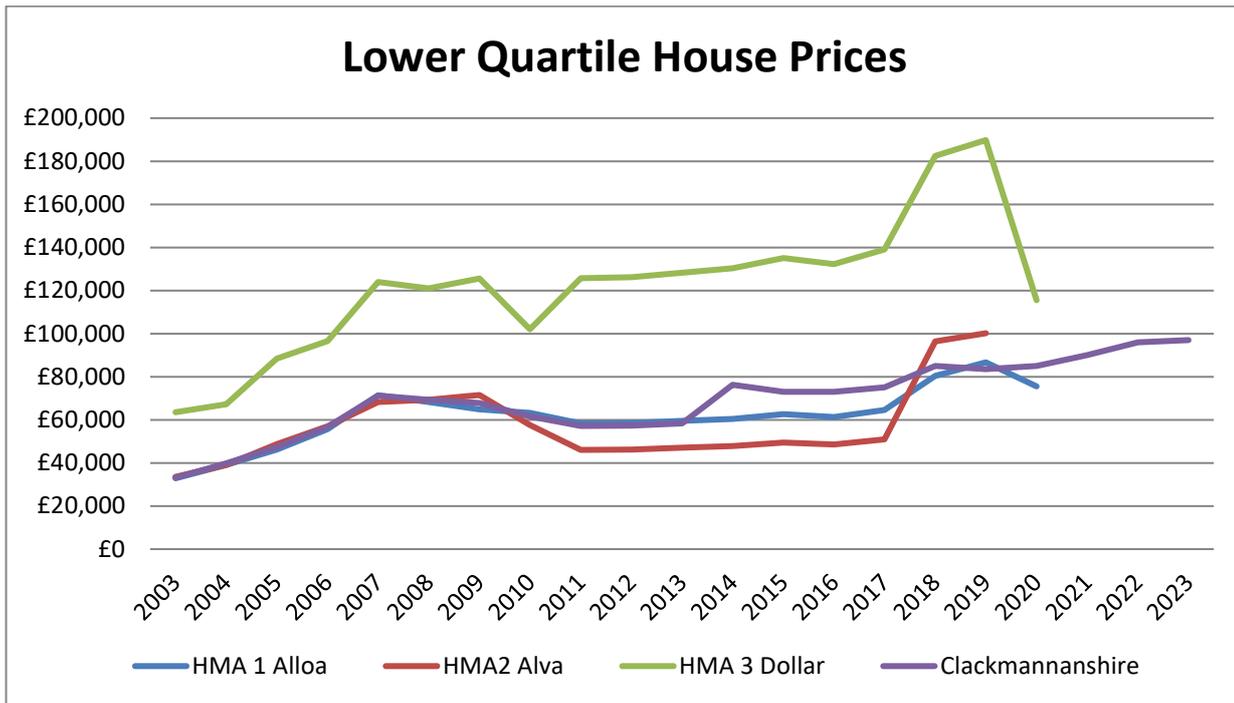
Source: Registers of Scotland and HNSA Tool

The chart at 2.13 shows lower quartile house prices in Clackmannanshire and by HMA, these are generally viewed as starter home prices, often first time buyers market.

Over the past 20 years, prices for first time buyers have increased by 192% from £33,136 in 2003 to £97,000 in 2023. Again, the Dollar market is more similar to the rest of Scotland than Clackmannanshire.

With increased requirement for larger deposits for first time buyers, it is becoming more difficult for buyers to enter the market for the first time, with average Loan to Value for first time buyers at 80%, a deposit of around £20,000 is required on entry level home ownership.

**Chart 2.13 Lower Quartile House Prices over time by Housing Market Area**

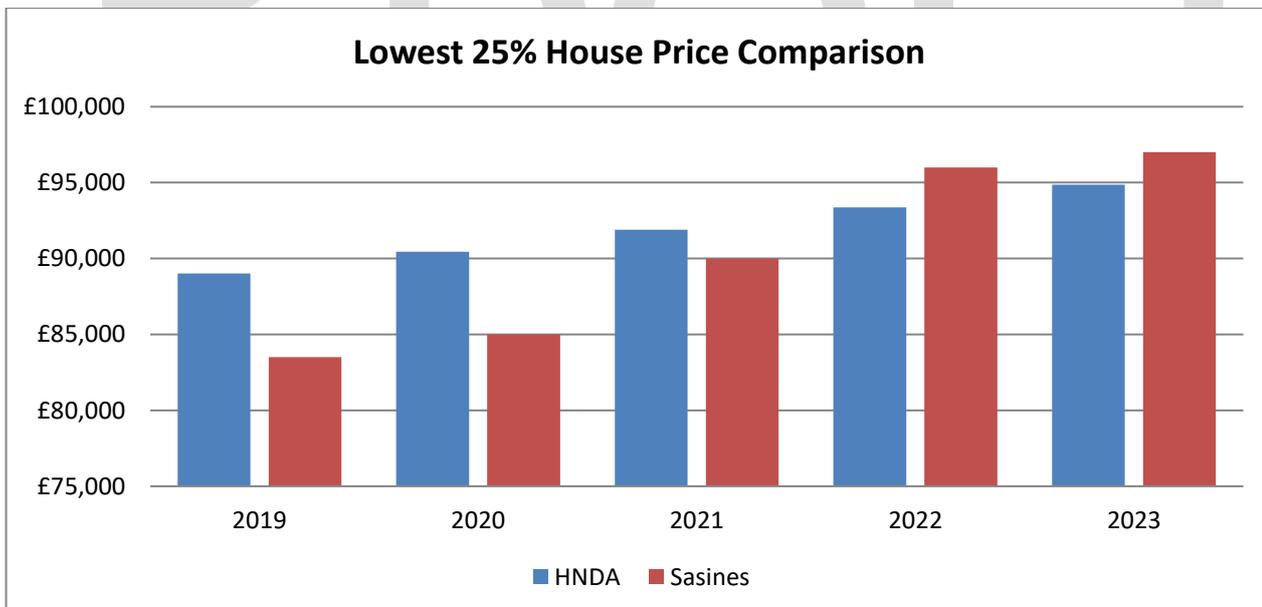


Source: Registers of Scotland

Chart 2.14 shows a comparison with the lower quartile house price assumptions made in the HNDA Tool and the actual prices reported in the Register of Sasines data.

The assumption in the HNDA is that prices are rising by 1.6% annually. Actual prices (sasines) vs HNDA Tool started at a lower price point but, in 2022, this section of the housing market rose at a higher level.

**Chart 2.14 Lower Quartile house price comparisons**



Source: Registers of Scotland and HNDA Tool

## Help to Buy

The Help to Buy (Scotland) for New Build homes was an initiative by the Scottish Government to help both first time buyers and existing homeowners to buy a new build home up to the value of £200,000 from participating house builders. It ran from 2013 to 2022 (applications closed in February 2021) and provided up to 15% of the purchase price of a new build home.

**Table 2.10 The number of people receiving funding through the Help to Buy Scheme and the average price paid**

| Year      | Average Purchase Price | Number of Sales |
|-----------|------------------------|-----------------|
| 2016-2017 | £182,400               | 20              |
| 2017-2018 | £171,600               | 20              |
| 2018-2019 | £166,500               | 30              |
| 2019-2020 | £171,300               | 20              |
| 2020-2021 | £174,800               | 10              |

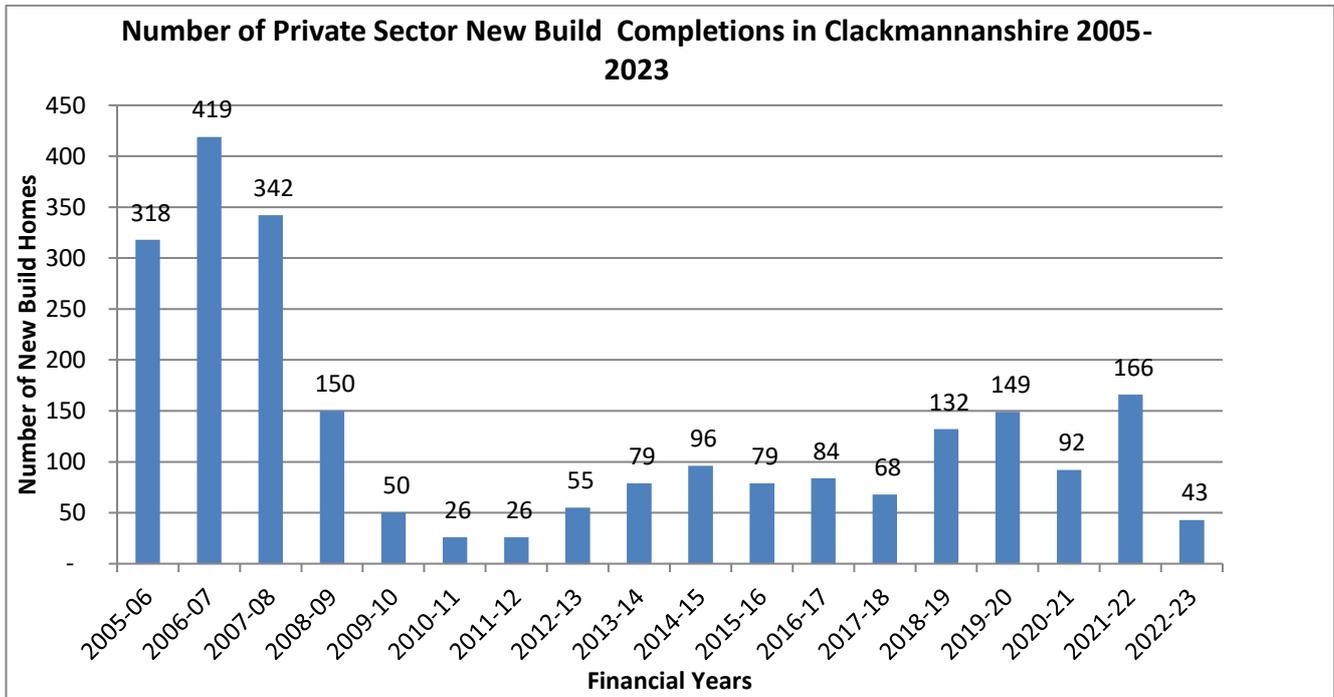
source: Scot Gov - CHMA+-+Help+to+Buy+-+2022-23+-+Final+Tables+-+June+2023

## New Build Homes

There were high numbers of private new build completions in Clackmannanshire between 2005 and 2009. The housing market crash in 2008 affected the numbers of completions in the following years. Completions recovered from 2014 and have continued at a more consistent rate.

Post-covid and Brexit, build costs have increased substantially and recent development sites have stalled due to viability.

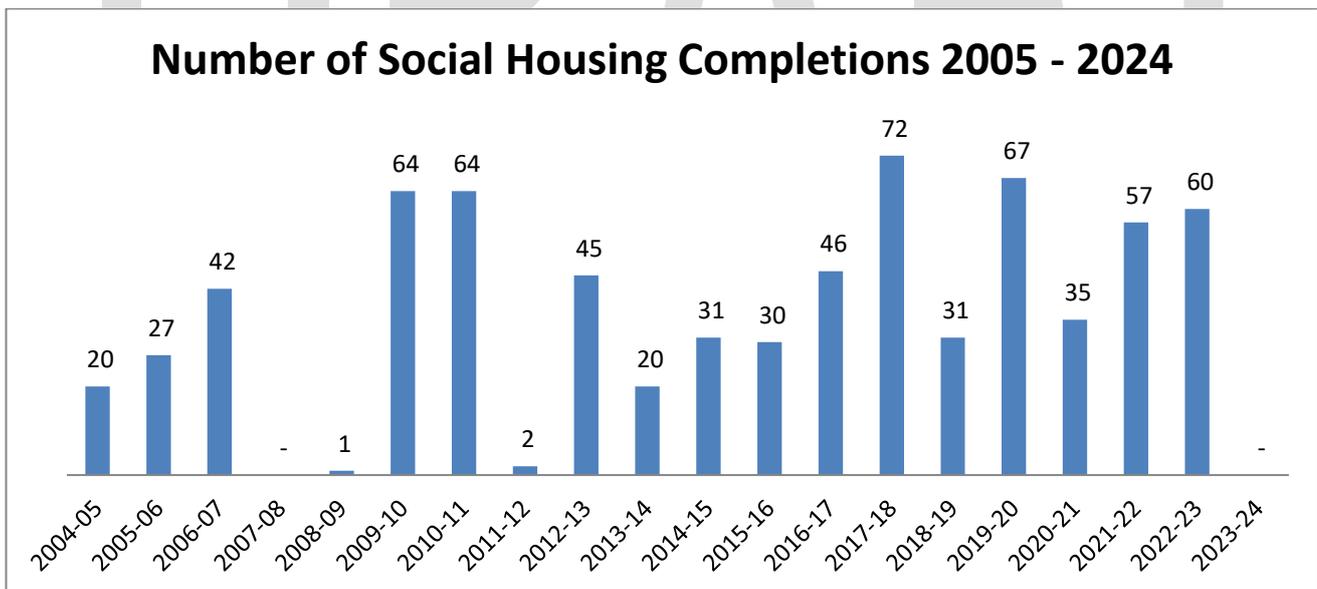
## Chart 2.15 Number of Private New Build Completions



Source: NB2 returns by Local Authority Scottish Government Housing Statistics

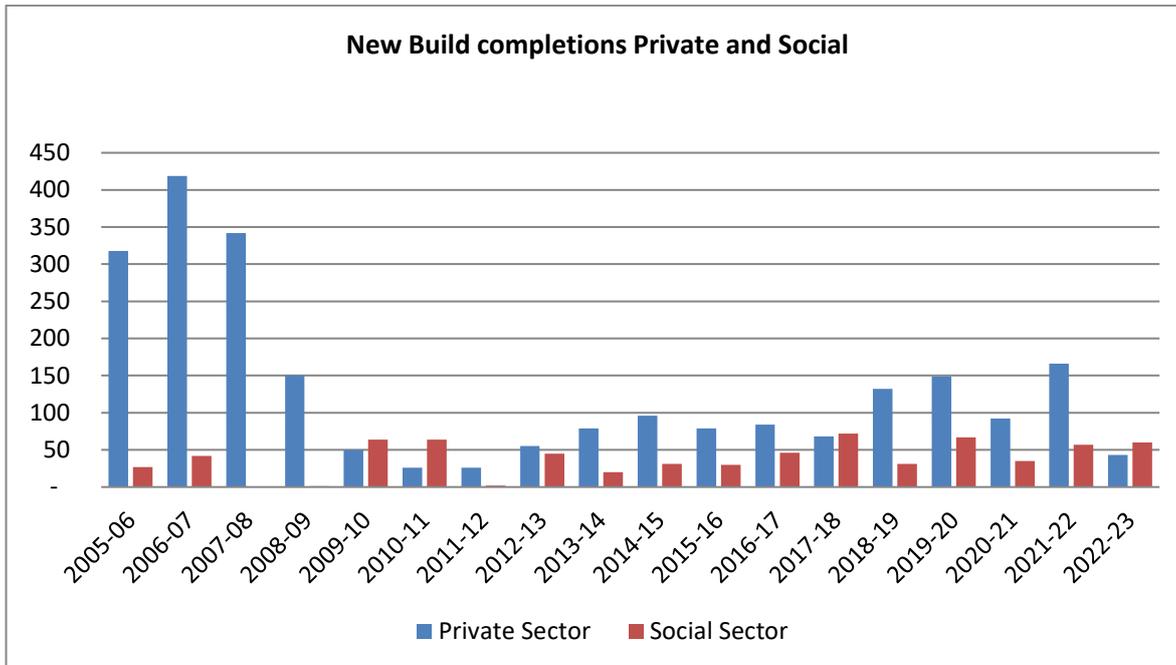
Social house completions have been more consistent over the past 20 years.

**Chart 2.16 Social house completions in Clackmannanshire**



Source: NB2 returns by Local Authority Scottish Government Housing Statistics

**Chart 2.17 All new build completions in Clackmannanshire**



Source: NB2 returns by LA to Scottish Government

### Private Rented Homes

The private rented sector has an important role in the housing market as it gives more flexibility and the ability to live in preferred areas where buying is not an option.

The information we have on private rent rates is Forth Valley based, taken from Scottish Government rent statistics. These rent rates are what the local housing allowance are based on. It is generally assumed that private renting in Clackmannanshire is cheaper than Stirling and Falkirk, making up the Forth Valley area. Stirling is a University City, making the private rented sector in high student demand. Falkirk has direct transport links to both Edinburgh and Glasgow, making it popular for commuter renting.

Average rents across Scotland and Forth Valley have increased significantly over the past 4 years, around 10% each year between 2020 and 2023.

**Table 2.11 Average monthly private rented sector rents for Forth Valley and Scotland by bedroom size 2020-2023**

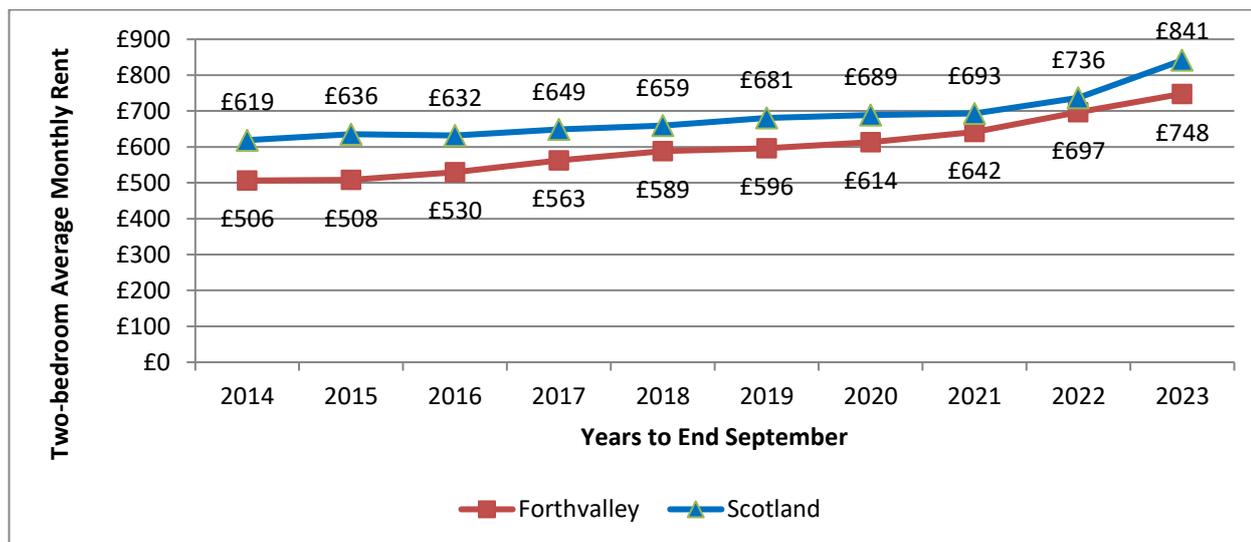
|              | Forth Valley 2020 | Forth Valley 2021 | Forth Valley 2022 | Forth Valley 2023 | Scotland 2020 | Scotland 2021 | Scotland 2022 | Scotland 2023 |
|--------------|-------------------|-------------------|-------------------|-------------------|---------------|---------------|---------------|---------------|
| 1 Bed Shared | £373              | £357              | £427              | £501              | £400          | £398          | £426          | £490          |
| 1 Bed        | £439              | £468              | £511              | £533              | £542          | £546          | £580          | £648          |
| 2 Bed        | £614              | £642              | £697              | £748              | £689          | £693          | £736          | £841          |
| 3 Bed        | £893              | £899              | £979              | £1,046            | £844          | £844          | £906          | £1026         |
| 4 Bed        | £1,343            | £1,225            | £1,469            | £1,564            | £1,342        | £1,358        | £1,460        | £1,656        |

Source: Scottish Government Private Sector Rent Statistics

Chart 2.18 below shows that the average monthly rent for a two bedroom property in Forth Valley remains at a lower level than Scotland over the past 10 years. Rents in Forth Valley have increased by

48% in Forth Valley and 35% in Scotland. The steepest rises can be seen since 2020, which is most likely due to rise in mortgage interest rates passed on from landlords in tenants' rents.

**Chart 2.18 Two bedroom average monthly rent**



Source: Scottish Government Private Sector Rent Statistics

### Local Housing Allowance Rates

The Local Housing Allowance (LHA) is only paid to private renting tenants and is how housing benefit is calculated and paid. The LHA is intended to go towards the cost of rent and some service charges (factoring fees for example). It doesn't include any utility costs.

The LHA rates stayed at the same from 2020/21 until 2023/24. Rates increased in 2024/25 by 29% for shared rate, 16% for 1 bed, 30% for 2 bed, 23% for 3 bed and 37% for 4 bed.

As shown in Chart 2.19, average rents remain higher than the Local Housing Allowance Rates. Where rent is higher, the tenant must make up the difference.

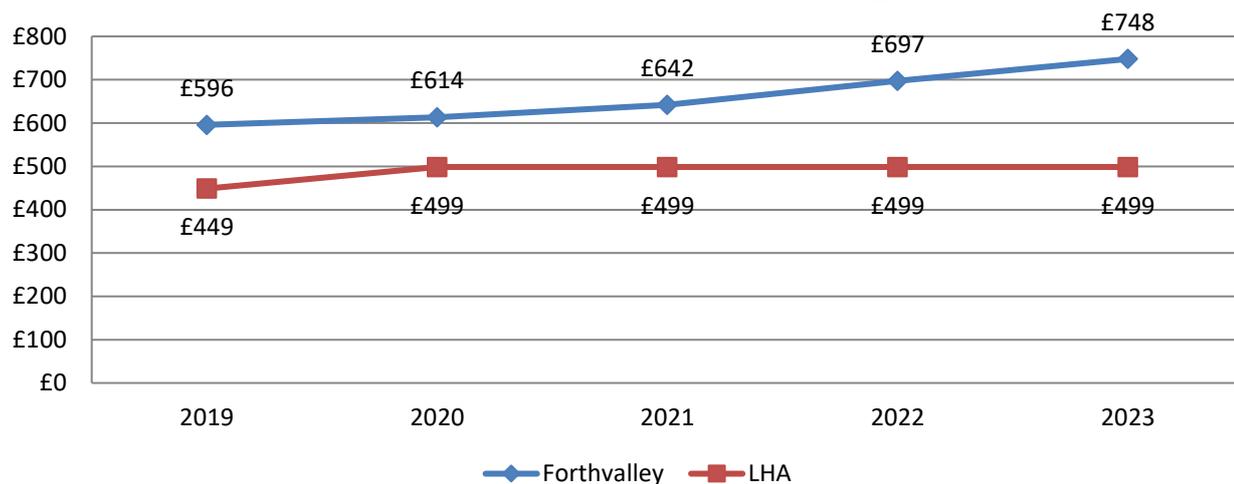
**Table 2.12 Local Housing Allowance rate Forth Valley 2019/20 to 2024/25**

|                 | Room    | 1 Bed   | 2 Bed   | 3 Bed   | 4 Bed     |
|-----------------|---------|---------|---------|---------|-----------|
| Monthly 2019/20 | £278.42 | £363.61 | £448.76 | £548.51 | £787.80   |
| Monthly 2020/21 | £321.19 | £393.90 | £498.64 | £648.22 | £947.40   |
| Monthly 2021/22 | £321.19 | £393.90 | £498.64 | £648.22 | £947.40   |
| Monthly 2022/23 | £321.19 | £393.90 | £498.64 | £648.22 | £947.40   |
| Monthly 2023/24 | £321.19 | £393.90 | £498.64 | £648.22 | £947.40   |
| Monthly 2024/25 | £413.88 | £458.73 | £648.22 | £797.81 | £1,296.45 |

Source: Scottish Government (Rent Service Scotland)

**Chart 2.19 Two Bedroom Average Rent vs Local Housing Allowance**

## Two Bedroom Rent V's Local Housing Allowance



Source: Scottish Government (Rent Service Scotland)

As discussed, where the rent is higher than the LHA, the tenant has to make up the difference in rent. Tables 2.13 to 2.15 show the difference in rent vs. LHA rate. The highest difference is for larger 3 and 4 bedroom homes.

There was the biggest difference in 2023, before the LHA rent was increased, meaning it was increasing difficult for private tenants to access private rented homes between 2022 and 2023, when rents were going up but the LHA remained static. New rates brought in from April 2024 have brought the affordability back in line to 2020 levels.

**Table 2.13 Private rents vs. Local Housing Allowance 2020**

|              | Forth Valley 2020 | LHA 2020/21 | Difference | Difference % |
|--------------|-------------------|-------------|------------|--------------|
| 1 Bed Shared | £373              | £321.19     | £51.81     | 14%          |
| 1 Bed        | £439              | £393.90     | £45.10     | 10%          |
| 2 Bed        | £614              | £498.64     | £115.36    | 19%          |
| 3 Bed        | £893              | £648.64     | £244.36    | 27%          |
| 4 Bed        | £1,343            | £947.40     | £395.60    | 29%          |

Source: Scottish Government (Rent Service Scotland)

**Table 2.14 Private rents vs. Local Housing Allowance 2023**

|              | Forth Valley 2023 | LHA 2023/24 | Difference | Difference % |
|--------------|-------------------|-------------|------------|--------------|
| 1 Bed Shared | £501              | £321.19     | £179.81    | 36%          |
| 1 Bed        | £533              | £393.90     | £139.10    | 26%          |
| 2 Bed        | £748              | £498.64     | £249.36    | 33%          |
| 3 Bed        | £1,046            | £648.64     | £397.36    | 38%          |
| 4 Bed        | £1,564            | £947.40     | £616.60    | 39%          |

Source: Scottish Government (Rent Service Scotland)

**Table 2.15 Private rents vs. Local Housing Allowance 2024**

|              | Forth Valley<br>2023 | LHA 2024/25 | Difference | Difference % |
|--------------|----------------------|-------------|------------|--------------|
| 1 Bed Shared | £501                 | £413.88     | £87.12     | 17%          |
| 1 Bed        | £533                 | £458.73     | £74.27     | 14%          |
| 2 Bed        | £748                 | £648.22     | £99.78     | 13%          |
| 3 Bed        | £1,046               | £797.81     | £248.19    | 24%          |
| 4 Bed        | £1,564               | £1,296.45   | £267.55    | 17%          |

Source: Scottish Government (Rent Service Scotland)

## Private Rents Compared to Income

Tables 2.16 to 2.18 below looks at average rents as at 2023 compared to the lower quartile (30<sup>th</sup> decile), as estimated for Clackmannanshire in the Housing Need and Demand Tool calculation, to look at how affordable private renting is in Clackmannanshire. Note that the HNDA base income is at 2018 and has been calculated to 2023, based on the HNDA principle projections of household income.

Using the affordability ratio of 25% (spending up to 25% of gross income on housing costs), this shows that even the cheapest, and smallest, private rent is unaffordable to households on the very lowest incomes in Alloa and Hillfoots HMA. The Dollar HMA, with a slightly higher income level, shows that smaller properties are affordable but 2, 3 and 4 bedroom properties remain unaffordable to households on lower incomes in the private rented sector.

**Table 2.16 Alloa HMA Private Rented Affordability (lowest income households)**

|              | Monthly Rent<br>Private Rent<br>2023 | Annual Rent | Alloa HMA<br>Lower<br>Quartile<br>income | % Income to<br>housing cost |
|--------------|--------------------------------------|-------------|------------------------------------------|-----------------------------|
| 1 Bed Shared | £501                                 | £6,012      | £16,473                                  | 36%                         |
| 1 Bed        | £533                                 | £6,396      | £16,473                                  | 39%                         |
| 2 Bed        | £748                                 | £8,976      | £16,473                                  | 54%                         |
| 3 Bed        | £1,046                               | £12,552     | £16,473                                  | 76%                         |
| 4 Bed        | £1,564                               | £18,768     | £16,473                                  | 114%                        |

Source: HNDA Tool & Scottish Government (Rent Service Scotland)

**Table 2.17 Hillfoots HMA Private Rented Affordability (lowest income households)**

|              | Monthly Rent<br>Private Rent<br>2023 | Annual Rent | Hillfoots HMA<br>Lower<br>Quartile<br>income | % Income to<br>housing cost |
|--------------|--------------------------------------|-------------|----------------------------------------------|-----------------------------|
| 1 Bed Shared | £501                                 | £6,012      | £18,827                                      | 32%                         |
| 1 Bed        | £533                                 | £6,396      | £18,827                                      | 34%                         |
| 2 Bed        | £748                                 | £8,976      | £18,827                                      | 48%                         |
| 3 Bed        | £1,046                               | £12,552     | £18,827                                      | 67%                         |
| 4 Bed        | £1,564                               | £18,768     | £18,827                                      | 100%                        |

Source: HNDA Tool & Scottish Government (Rent Service Scotland)

**Table 2.18 Dollar HMA Private Rented Affordability (lowest income households)**

|              | Monthly Rent<br>Private Rent<br>2023 | Annual Rent | Dollar HMA<br>Lower<br>Quartile<br>income | % Income to<br>housing cost |
|--------------|--------------------------------------|-------------|-------------------------------------------|-----------------------------|
| 1 Bed Shared | £501                                 | £6,012      | £24,710                                   | 24%                         |
| 1 Bed        | £533                                 | £6,396      | £24,710                                   | 26%                         |
| 2 Bed        | £748                                 | £8,976      | £24,710                                   | 36%                         |
| 3 Bed        | £1,046                               | £12,552     | £24,710                                   | 51%                         |
| 4 Bed        | £1,564                               | £18,768     | £24,710                                   | 76%                         |

Source: HNDA Tool & Scottish Government (Rent Service Scotland)

## Council Rents Compared to income

Tables 2.19 to 2.21 below looks at Council property rents as at 2024 compared to the lower quartile (30<sup>th</sup> decile), as estimated for Clackmannanshire in the Housing Need and Demand Tool calculation, to look at how affordable Council rents are in Clackmannanshire. Note that the HNDA base income is at 2018 and has been calculated to 2023, based on the HNDA principle projections of household income.

Using the affordability ratio of 25% (spending up to 25% of gross income on housing costs), this shows that Council rents are just over the threshold of low income households in the Alloa HMA while the Hillfoots are within 25% of gross income and Dollar, at 18% at most, are well within affordable levels of rent.

**Table 2.19 Alloa HMA Council Rent Affordability (lowest income households)**

|              | Monthly Council<br>Rent | Annual Rent | Alloa HMA Lower<br>Quartile income | % Income to<br>housing cost |
|--------------|-------------------------|-------------|------------------------------------|-----------------------------|
| 1 Bed Shared | £355                    | £4,254      | £16,473                            | 26%                         |
| 1 Bed        | £363                    | £4,356      | £16,473                            | 26%                         |
| 2 Bed        | £372                    | £4,463      | £16,473                            | 27%                         |
| 3 Bed        | £379                    | £4,553      | £16,473                            | 28%                         |
| 4 Bed        | £389                    | £4,666      | £16,473                            | 28%                         |

Source: HNDA Tool & Clackmannanshire Council Rent rate 2024/25

**Table 2.20 Hillfoots HMA Council Rent Affordability (lowest income households)**

|              | Monthly Council<br>Rent | Annual Rent | Hillfoots HMA<br>Lower Quartile<br>income | % Income to<br>housing cost |
|--------------|-------------------------|-------------|-------------------------------------------|-----------------------------|
| 1 Bed Shared | £355                    | £4,254      | £18,827                                   | 23%                         |
| 1 Bed        | £363                    | £4,356      | £18,827                                   | 23%                         |
| 2 Bed        | £372                    | £4,463      | £18,827                                   | 24%                         |
| 3 Bed        | £379                    | £4,553      | £18,827                                   | 24%                         |
| 4 Bed        | £389                    | £4,666      | £18,827                                   | 25%                         |

Source: HNDA Tool & Clackmannanshire Council Rent rate 2024/25

**Table 2.21 Dollar HMA Council Rent Affordability (lowest income households)**

|              | Monthly Council Rent | Annual Rent | Dollar HMA Lower Quartile income | % Income to housing cost |
|--------------|----------------------|-------------|----------------------------------|--------------------------|
| 1 Bed Shared | £355                 | £4,254      | £24,710                          | 17%                      |
| 1 Bed        | £363                 | £4,356      | £24,710                          | 18%                      |
| 2 Bed        | £372                 | £4,463      | £24,710                          | 18%                      |
| 3 Bed        | £379                 | £4,553      | £24,710                          | 18%                      |
| 4 Bed        | £389                 | £4,666      | £24,710                          | 19%                      |

Source: HNDA Tool & Clackmannanshire Council Rent rate 2024/25

## Registered Social Landlord Rents Compared to income

Table 2.22 shows the average weekly rent by general needs housing providers in Clackmannanshire in 2023/24. It shows that the housing associations have a much broader rent structure than Council rents and are generally cheaper for smaller properties and 2, 3 and 4 bedroom properties are cheaper rented from the Council than all other RSLs.

**Table 2.22 Average weekly rent by general needs housing providers in Clackmannanshire.**

| Rent           | bedsit | 1 bed  | 2 bed   | 3 bed   | 4 bed   |
|----------------|--------|--------|---------|---------|---------|
| Clacks Council | £75.84 | £77.75 | £79.73  | £81.78  | £84.06  |
| Kingdom        | £71.88 | £84.11 | £93.33  | £104.28 | £110.11 |
| Paragon        | £69.85 | £76.14 | £84.59  | £97.32  | £112.20 |
| Ochil View     | £84.64 | £86.82 | £94.65  | £102.93 | £106.76 |
| Castle rock    | £79.90 | £90.12 | £107.68 | £121.71 | £136.45 |
| Link Group     | £75.65 | £89.04 | £101.18 | £106.25 | £120.20 |

Source: Scottish Housing regulator (SHR), returns 2023/24

Tables 2.23 to 2.25 below looks at Council and the 3 main general needs social housing providers property rents as at 2023 compared to the lower quartile (30<sup>th</sup> decile), as estimated for Clackmannanshire in the Housing Need and Demand Tool calculation, to look at how affordable social rented rents are in Clackmannanshire. Note that the HNDA base income is at 2018 and has been calculated to 2023, based on the HNDA principle projections of household income.

The Council rents are consistently the lowest and the most affordable over all Housing Market Areas. The highest rents charged by provider are shown in red and shows Ochil View rent rates as the highest across the board. As would be expected, 4 bed properties are the least affordable in the Alloa and Hillfoots HMA but remain within the affordability thresholds in the Dollar HMA.

**Table 2.23: Alloa HMA Social Rent Affordability (lowest income households) Main providers 2023/24 rates**

|        | Alloa HMA lower Quartile Income | Clacks Council Annual Rent | % LQ Income to Hsg Cost | Kingdom Annual Rent | % LQ Income to Hsg Cost | Paragon Annual Rent | % LQ Income to Hsg Cost | Ochil View Annual Rent | % LQ Income to Hsg Cost |
|--------|---------------------------------|----------------------------|-------------------------|---------------------|-------------------------|---------------------|-------------------------|------------------------|-------------------------|
| bedsit | £16,473                         | £3,640.32                  | 22%                     | £3,737.76           | 23%                     | £3,632.20           | 22%                     | £4,401.28              | 27%                     |
| 1 bed  | £16,473                         | £3,732.00                  | 23%                     | £4,373.72           | 27%                     | £3,959.28           | 24%                     | £4,514.64              | 27%                     |
| 2 bed  | £16,473                         | £3,827.04                  | 23%                     | £4,853.16           | 29%                     | £4,398.68           | 27%                     | £4,921.80              | 30%                     |
| 3 bed  | £16,473                         | £3,925.44                  | 24%                     | £5,422.56           | 33%                     | £5,060.64           | 31%                     | £5,352.36              | 32%                     |
| 4 bed  | £16,473                         | £4,034.88                  | 24%                     | £5,725.72           | 35%                     | £5,834.40           | 35%                     | £5,551.52              | 34%                     |

Source: SHR returns 2023/24, HNDA Toolkit, Clackmannanshire Council records

**Table 2.24: Hillfoots HMA All Social Rent Affordability (lowest income households) main providers 2023/24 based**

|        | Hillfoots HMA lower Quartile Income | Clacks Council Annual Rent | % LQ Income to Hsg Cost | Kingdom Annual Rent | % LQ Income to Hsg Cost | Paragon Annual Rent | % LQ Income to Hsg Cost | Ochil View Annual Rent | % LQ Income to Hsg Cost |
|--------|-------------------------------------|----------------------------|-------------------------|---------------------|-------------------------|---------------------|-------------------------|------------------------|-------------------------|
| bedsit | £18,827                             | £3,640.32                  | 19%                     | £3,737.76           | 20%                     | £3,632.20           | 19%                     | £4,401.28              | 23%                     |
| 1 bed  | £18,827                             | £3,732.00                  | 20%                     | £4,373.72           | 23%                     | £3,959.28           | 21%                     | £4,514.64              | 24%                     |
| 2 bed  | £18,827                             | £3,827.04                  | 20%                     | £4,853.16           | 26%                     | £4,398.68           | 23%                     | £4,921.80              | 26%                     |
| 3 bed  | £18,827                             | £3,925.44                  | 21%                     | £5,422.56           | 29%                     | £5,060.64           | 27%                     | £5,352.36              | 28%                     |
| 4 bed  | £18,827                             | £4,034.88                  | 21%                     | £5,725.72           | 30%                     | £5,834.40           | 31%                     | £5,551.52              | 29%                     |

Source: SHR returns 2023/24, HNDA Toolkit, Clackmannanshire Council records

**Table 2.25: Dollar HMA All Social Rent Affordability (lowest income households) main providers 2023/24 based**

|        | Dollar Lower Quartile Income | Clacks Council Annual Rent | % LQ Income to Hsg Cost | Kingdom Annual Rent | % LQ Income to Hsg Cost | Paragon Annual Rent | % LQ Income to Hsg Cost | Ochil View Annual Rent | % LQ Income to Hsg Cost |
|--------|------------------------------|----------------------------|-------------------------|---------------------|-------------------------|---------------------|-------------------------|------------------------|-------------------------|
| bedsit | £24,710                      | £3,640.32                  | 15%                     | £3,737.76           | 15%                     | £3,632.20           | 15%                     | £4,401.28              | 18%                     |
| 1 bed  | £24,710                      | £3,732.00                  | 15%                     | £4,373.72           | 18%                     | £3,959.28           | 16%                     | £4,514.64              | 18%                     |
| 2 bed  | £24,710                      | £3,827.04                  | 15%                     | £4,853.16           | 20%                     | £4,398.68           | 18%                     | £4,921.80              | 20%                     |
| 3 bed  | £24,710                      | £3,925.44                  | 16%                     | £5,422.56           | 22%                     | £5,060.64           | 20%                     | £5,352.36              | 22%                     |
| 4 bed  | £24,710                      | £4,034.88                  | 16%                     | £5,725.72           | 23%                     | £5,834.40           | 24%                     | £5,551.52              | 22%                     |

Source: SHR returns 2023/24, HNDA Toolkit, Clackmannanshire Council records

## Income

The household income data is estimated in the HNDA Tool and is available for Clackmannanshire and the HMA areas. Table 2.26 below shows the median (mid value), which for Clackmannanshire in 2024 is £29,408. Alloa has the lowest median income level of £27,063 while Dollar HMA has the highest, and £13,540 higher than in Clackmannanshire as a whole, at £42,948.

Looking at the differences between the lowest 10% of incomes and highest 10% of incomes in Clackmannanshire, there is a difference of £59,674 (84%) between the lowest of £11,459 and highest of £71,133.

**Table 2.26: 2024 Household income estimates by deciles and Housing Market Areas**

|                      | Alloa 2024 | Hillfoots 2024 | Dollar 2024 | All Clackmannanshire 2024 |
|----------------------|------------|----------------|-------------|---------------------------|
| Median (Mid point)   | £27,063    | £31,182        | £42,948     | £29,408                   |
| 25% (Lower Quartile) | £16,473    | £18,827        | £24,710     | £17,759                   |
| Highest 10%          | £66,482    | £74,718        | £97,663     | £71,133                   |
| Lowest 10%           | £10,590    | £12,355        | £15,297     | £11,459                   |

Source: HNDA Toolkit.

## Affordability for First Time Buyers

The Bank of Scotland makes regular press releases on first time buyers in Scotland. According to the most recent press release in January 2024<sup>2</sup> analysis by the Bank of Scotland shows the number of first time buyers in Scotland was down 10% in 2023 from the previous year, to 27,339.

The average house price for buyers entering the housing market in 2023 was £188,670, -1% lower than the previous year. Despite this, house prices for first-time buyers remain over £70,000 more expensive, on average, than ten years ago (+60%).

First-time buyers need to put down an average deposit of £39,691, -4% lower than in 2022, this is around 21% of the value of the mortgage loan. Despite these significant sums, those entering the property market now make up the majority (51%) of all home purchases (with a mortgage) in 2023.

Clackmannanshire is considered one of the more affordable local authority areas for first time buyers with property prices at 3.8 times average income.

The average price paid by first time buyers in Scotland has risen from £118,212 in 2013 to £188,670 in 2023, an increase of 60% over the last decade.

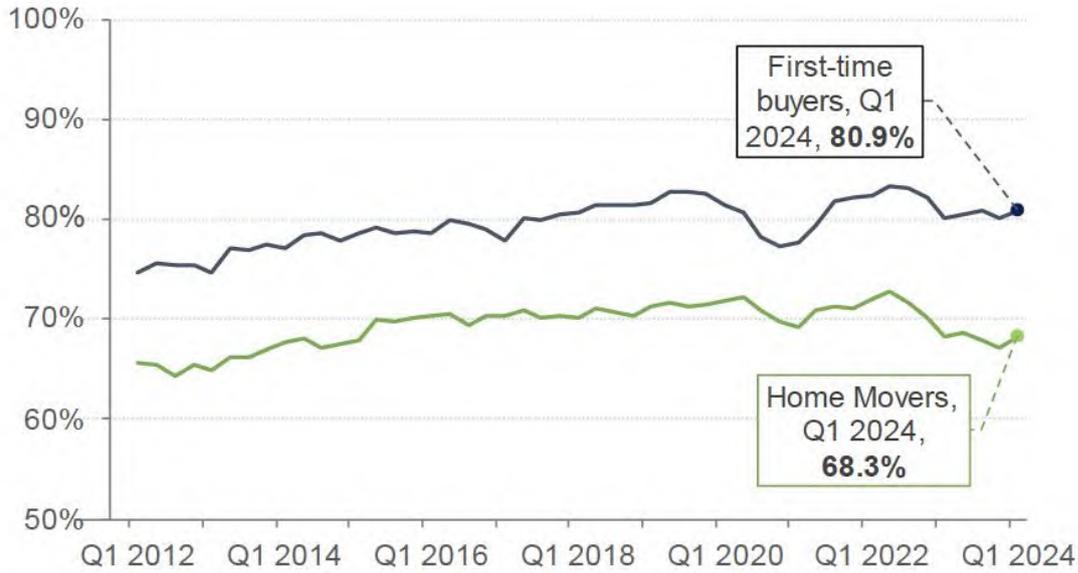
Over the same period, average deposits have risen from £23,228 to £39,691, an increase of almost 71% and from a 19% deposit to a 21% deposit.

<sup>2</sup> Bank of Scotland Press Release January 2024

More recent data, released by UK Finance<sup>3</sup> in June 2024 shows that the ratio of LTV in Scotland for first time buyers is 80.9%, as shown in Chart 2.19, a deposit of 19.1%. The average loan size for a first time buyer in quarter 1 of 2024 is £140.938.

Chart 2.21 shows that first time buyers are paying 19.5% of their income on mortgage payments.

**Chart 2.20 Mean Loan-to-Value ratio on new mortgages: Scotland (Quarterly data, to Q1 2024)**



Source: UK Finance

**Chart 2.21 Average (mean) capital-and-interest-payments-to-income ratio for new mortgages: Scotland (Quarterly data, to Q1 2024)**



Source: UK Finance

<sup>3</sup> <https://www.ukfinance.org.uk/data-and-research/data/key-mortgage-market-data>

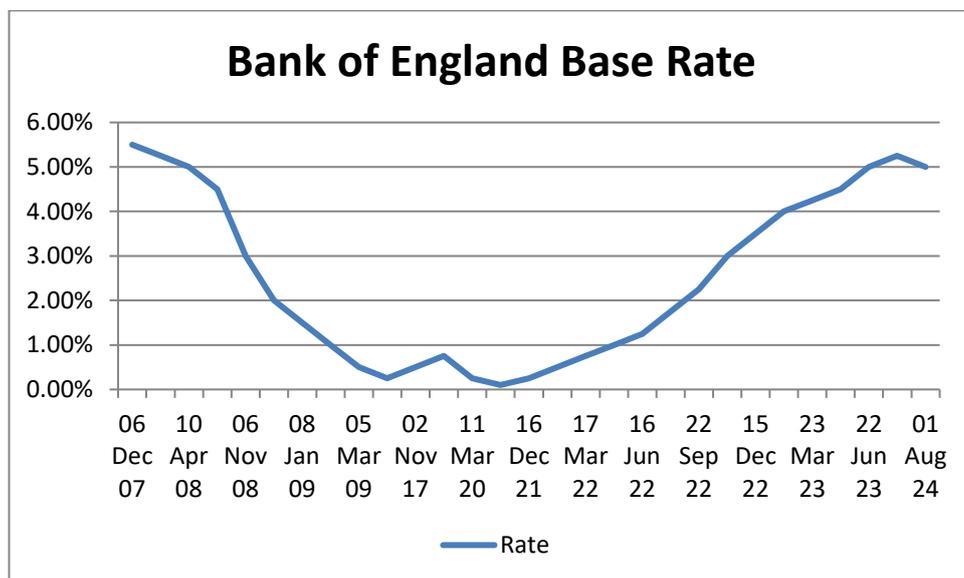
## Interest Rates and Mortgages

The Bank of England meets every 6 weeks to agree base rates. The base rate was held at 5% in September 2024, after being cut in August 2024 for the first time in four years. The last time the base rate was as high as 5% was in April 2008. Between 2007 and 2009, the interest rate dropped to 0.5% and stayed around there for 7 years, the lowest ever rate of 0.1% was in place for over a year in 2020 before steadily rising to a recent high of 5.25% in 2023.

Base rates affect the mortgage rates for millions of people in the UK.

Current available mortgage rates

**Chart 2.22: Bank of England Base Rate changes 2007 to 2024**



Source: Bank Rate history and data | Bank of England Database  
<https://www.bankofengland.co.uk/boeapps/database/Bank-Rate.asp>

## Clackmannanshire's Economy

Clackmannanshire nestles at the centre of Scotland. The area has substantial industrial heritage in mining, brewing and textiles. It remains an area with a significant manufacturing base and retains a number of businesses related to the drinks industry including: brewing, yeast making and bottle making.

Clackmannanshire's business base hosts significant international players as well as key locally based employers.

The Council acknowledges that there are economic issues to overcome in the area. There are insufficient jobs in the area for everyone who needs to find work. Those who can travel have been commuting elsewhere. Those who need to work nearer home to balance caring responsibilities often find themselves left behind. Too many people are living in poverty and have poor health. Outcomes for women and girls are particularly poor and some communities face the challenges of living with significant deprivation.

Before the Coronavirus pandemic started the Council had commenced work in partnership with the Scottish Government on a Wellbeing Economy Project. This builds on its existing approach to inclusive growth.

The Council is developing a new economic strategy which will have Wellbeing Economy principles and Community Wealth Building at its heart.

### Economic Growth (GVA)

Gross value added (GVA) is the measure of the value of goods and services produced in an area, in the industry or sector of the economy.

Table 2.27 below<sup>1</sup> shows a headcount of the number of individuals employed by businesses based in Clackmannanshire; this has increased from 10,000 in 2011 to 11,000 in 2021, up 10%. The total turnover of businesses in Clackmannanshire has increased by 37%. As a result, the Gross Value Added per head has increased from £40,807 to £69,393, showing an increase in productivity of 70% between 2011 and 2021.

Comparing to Scottish data at Table 2.28 and Chart 20.20 GVA per head in Clackmannanshire grew from a lower rate in 2011 but grew at a higher rate and, in 2021, was around £16,000 more per head, demonstrating that Clackmannanshire has a 30% higher productivity rate than the Scottish average.

**Table 2.27 GVA Data for Clackmannanshire 2011 - 2021**

| Year | Total Employment <sup>1</sup> | Total Employees | Total Turnover (in £ millions) | Gross Value Added at Basic Prices (in £ millions) | Gross Value Added Per Head (in £) |
|------|-------------------------------|-----------------|--------------------------------|---------------------------------------------------|-----------------------------------|
| 2011 | 10,000                        | 9,700           | £1,098.1                       | £409.3                                            | £40,807                           |
| 2012 | 10,100                        | 9,800           | £1,096.1                       | £450.0                                            | £44,767                           |
| 2013 | 10,300                        | 9,900           | £1,152.2                       | £523.9                                            | £51,058                           |
| 2014 | 10,800                        | 10,500          | £1,169.8                       | £504.8                                            | £46,671                           |
| 2015 | 10,800                        | 10,600          | £1,162.0                       | £525.5                                            | £48,460                           |
| 2016 | 10,900                        | 10,600          | £1,193.8                       | £498.9                                            | £45,625                           |
| 2017 | 10,900                        | 10,500          | £1,231.7                       | £532.6                                            | £49,040                           |
| 2018 | 11,100                        | 10,800          | £1,276.8                       | £556.4                                            | £50,033                           |
| 2019 | 11,000                        | 10,700          | £1,452.2                       | £649.5                                            | £59,246                           |
| 2020 | 10,400                        | 10,100          | £1,189.1                       | £522.0                                            | £50,228                           |
| 2021 | 11,000                        | 10,700          | £1,509.1                       | £763.2                                            | £69,393                           |

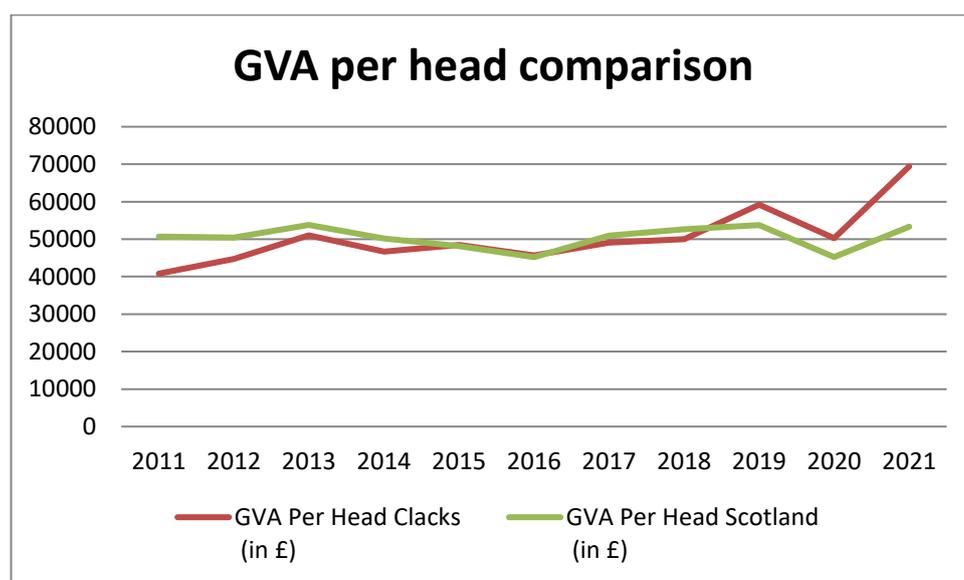
Source: Scottish Government Annual Business Statistics 2021

**Table 2.28 GVA Data for Scotland 2011 - 2021**

| Year | Total Employment (in Thousands) | Total Employees (in Thousands) | Total Turnover (in £ millions) | Gross Value Added at Basic Prices (in £ millions) | Gross Value Added Per Head (in £) |
|------|---------------------------------|--------------------------------|--------------------------------|---------------------------------------------------|-----------------------------------|
| 2011 | 1696.8                          | 1625.6                         | £236,394                       | £86,008                                           | £50,690                           |
| 2012 | 1677.8                          | 1617.4                         | £231,972                       | £84,564                                           | £50,403                           |
| 2013 | 1730.8                          | 1666.2                         | £239,203                       | £93,120                                           | £53,803                           |
| 2014 | 1788.7                          | 1734                           | £236,211                       | £89,729                                           | £50,163                           |
| 2015 | 1813.8                          | 1762.3                         | £230,430                       | £87,375                                           | £48,173                           |
| 2016 | 1847                            | 1787.5                         | £227,717                       | £83,489                                           | £45,202                           |
| 2017 | 1845.7                          | 1791                           | £241,270                       | £93,960                                           | £50,906                           |
| 2018 | 1863.1                          | 1809.6                         | £242,362                       | £98,024                                           | £52,614                           |
| 2019 | 1856.8                          | 1808.3                         | £242,752                       | £99,788                                           | £53,741                           |
| 2020 | 1801.7                          | 1750.4                         | £207,922                       | £81,502                                           | £45,235                           |
| 2021 | 1861.8                          | 1814.7                         | £241,663                       | £99,338                                           | £53,357                           |

Source: Scottish Government Annual Business Statistics 2021

**Chart 2.23 GVA per head Clackmannanshire and Scotland**



Source: Scottish Government Annual Business Statistics 2021

## Employment and Unemployment

Table 2.29 below shows employment in Clackmannanshire 2023/24. It shows that 72.2% of all adults are economically active in Clackmannanshire, slightly lower than the Scottish employment figure of 77.1%, 68.4% of those are in employment, compared to 74.2% in Scotland. Only 4% of those economically active are self employed, half the number in Scotland at 8%.

The percentage of those registered unemployed in Clackmannanshire is 3.8%, similar to 3.7% in Scotland.

**Table 2.29 Employment & unemployment Clackmannanshire and Scotland**

| Employment and unemployment (Apr 2023-Mar 2024) |                               |                         |                 |
|-------------------------------------------------|-------------------------------|-------------------------|-----------------|
|                                                 | Clackmannanshire<br>(Numbers) | Clackmannanshire<br>(%) | Scotland<br>(%) |
| All People                                      |                               |                         |                 |
| Economically Active†                            | 24,700                        | 72.2                    | 77.1            |
| In Employment†                                  | 23,400                        | 68.4                    | 74.2            |
| Employees†                                      | 21,400                        | 63.6                    | 65.9            |
| Self Employed†                                  | 1,800                         | 4.4                     | 8.0             |
| Unemployed (Model-Based)§                       | 900                           | 3.8                     | 3.7             |
| Males                                           |                               |                         |                 |
| Economically Active†                            | 10,600                        | 73.5                    | 80.0            |
| In Employment†                                  | 9,800                         | 67.2                    | 76.5            |
| Employees†                                      | 8,500                         | 59.0                    | 66.2            |
| Self Employed†                                  | #                             | #                       | 9.9             |
| Unemployed§                                     | #                             | #                       | 4.2             |
| Females                                         |                               |                         |                 |
| Economically Active†                            | 14,000                        | 71.2                    | 74.4            |
| In Employment†                                  | 13,600                        | 69.3                    | 72.0            |
| Employees†                                      | 12,900                        | 67.0                    | 65.7            |
| Self Employed†                                  | #                             | #                       | 6.2             |
| Unemployed§                                     | #                             | #                       | 3.1             |

Source: ONS annual population survey & <https://www.nomisweb.co.uk/reports/lmp/la/1946157409/report.aspx#tabrespop>

# Sample size too small for reliable estimate

† - numbers are for those aged 16 and over, % are for those aged 16-64

§ - numbers and % are for those aged 16 and over. % is a proportion of economically active

Table 2.30 below shows all people who are neither in employment nor unemployed. This group includes, for example, all those who were looking after a home or retired.

Economic inactivity is 27.8% in Clackmannanshire compared to 22.9% in Scotland. Most noticeably is long term sickness, 43.2% of economic inactivity in Clackmannanshire is due to long term sickness compared to 32.7% in Scotland.

**Table 2.30 Economic Inactivity Clackmannanshire and Scotland**

| <b>Economic inactivity (Apr 2023-Mar 2024)</b> |                                     |                                 |                         |
|------------------------------------------------|-------------------------------------|---------------------------------|-------------------------|
|                                                | <b>Clackmannanshire<br/>(Level)</b> | <b>Clackmannanshire<br/>(%)</b> | <b>Scotland<br/>(%)</b> |
| <b>All People</b>                              |                                     |                                 |                         |
| Total                                          | 9,000                               | 27.8                            | 22.9                    |
| Student                                        | #                                   | #                               | 24.8                    |
| Looking After Family/Home                      | #                                   | #                               | 16.3                    |
| Temporary Sick                                 | !                                   | !                               | 2.5                     |
| Long-Term Sick                                 | 3,900                               | 43.2                            | 32.7                    |
| Discouraged                                    | !                                   | !                               | #                       |
| Retired                                        | 1,600                               | 17.3                            | 14.5                    |
| Other                                          | !                                   | !                               | 8.9                     |
| Wants A Job                                    | #                                   | #                               | 16.5                    |
| Does Not Want A Job                            | 8,100                               | 89.5                            | 83.5                    |

Table 2.31 below shows occupational groups. It highlights that Clackmannanshire has a smaller percentage of people employed as directors, managers and professional occupations than Scotland. There is a higher percentage of those employed in service and customer service occupations.

**Table 2.31 Employment by occupation Clackmannanshire and Scotland**

| <b>Employment by occupation (Apr 2023-Mar 2024)</b> |                                       |                                 |                         |
|-----------------------------------------------------|---------------------------------------|---------------------------------|-------------------------|
|                                                     | <b>Clackmannanshire<br/>(Numbers)</b> | <b>Clackmannanshire<br/>(%)</b> | <b>Scotland<br/>(%)</b> |
| Soc 2020 Major Group 1-3                            | 9,100                                 | <b>39.1</b>                     | <b>50.6</b>             |
| 1 Managers, Directors And Senior Officials          | 1,600                                 | 6.6                             | 8.0                     |
| 2 Professional Occupations                          | 3,000                                 | 12.8                            | 26.4                    |
| 3 Associate Professional Occupations                | 4,500                                 | 19.4                            | 16.1                    |
| Soc 2020 Major Group 4-5                            | 4,600                                 | <b>19.9</b>                     | <b>18.8</b>             |
| 4 Administrative & Secretarial Occupations          | 2,600                                 | 11.1                            | 9.5                     |
| 5 Skilled Trades Occupations                        | 2,000                                 | 8.8                             | 9.3                     |

## Employment by occupation (Apr 2023-Mar 2024)

|                                                 | Clackmannanshire<br>(Numbers) | Clackmannanshire<br>(%) | Scotland<br>(%) |
|-------------------------------------------------|-------------------------------|-------------------------|-----------------|
| Soc 2020 Major Group 6-7                        | 5,800                         | <b>24.8</b>             | <b>15.4</b>     |
| 6 Caring, Leisure And Other Service Occupations | 3,200                         | 13.8                    | 9.0             |
| 7 Sales And Customer Service Occs               | 2,500                         | 10.8                    | 6.4             |
| Soc 2020 Major Group 8-9                        | 3,800                         | <b>16.2</b>             | <b>15.2</b>     |
| 8 Process Plant & Machine Operatives            | 1,800                         | 7.9                     | 5.5             |
| 9 Elementary Occupations                        | 1,900                         | 8.2                     | 9.7             |

Source: ONS annual population survey

Notes: Numbers and % are for those of 16+

% is a proportion of all persons in employment

As shown in table 2.32 below, while male weekly full-time earnings are slightly higher than Scotland, female weekly earnings are well below the rest of Scotland and the gender pay gap is much wider in Clackmannanshire than Scotland. In Scotland, on average, male workers are paid 7.4% more while in Clackmannanshire the gap is 19.3%. This suggests that there are a higher percentage of male workers in group 1-3, directors, managers and professional occupations while more females in Clackmannanshire could be employed in lower paid service jobs.

**Table 2.32 Earnings in Clackmannanshire and Scotland**

### Earnings by place of residence (2023)

|                                        | Clackmannanshire<br>(Pounds) | Scotland<br>(Pounds) | Great Britain<br>(Pounds) |
|----------------------------------------|------------------------------|----------------------|---------------------------|
| <b>Gross Weekly Pay</b>                |                              |                      |                           |
| Full-Time Workers                      | 685.9                        | 702.4                | 682.6                     |
| Male Full-Time Workers                 | 728.3                        | 725.7                | 728.3                     |
| Female Full-Time Workers               | 587.9                        | 672.0                | 628.8                     |
| <b>Hourly Pay - Excluding Overtime</b> |                              |                      |                           |
| Full-Time Workers                      | 16.88                        | 18.09                | 17.49                     |
| Male Full-Time Workers                 | 18.21                        | 18.17                | 18.15                     |
| Female Full-Time Workers               | 16.20                        | 18.00                | 16.64                     |

Source: ONS annual survey of hours and earnings - resident analysis

Notes: Median earnings in pounds for employees living in the area.

## Earnings by place of residence (2023)

**Clackmannanshire  
(Pounds)**

**Scotland  
(Pounds)**

**Great  
Britain  
(Pounds)**

While the employment rate in Clackmannanshire is higher than in Scotland, the claimant count is the same as Scotland. This is due to the higher rate of economic inactivity in Clackmannanshire, retired people and those on long term sick in Clackmannanshire make up a larger percentage of the population than across Scotland.

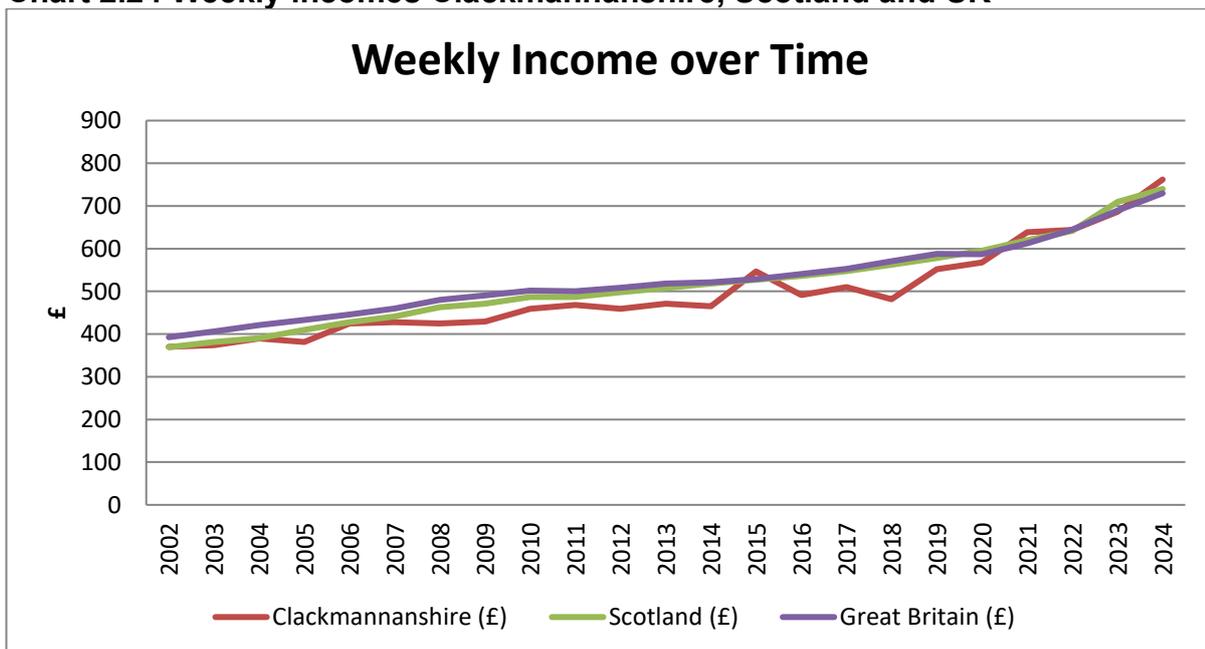
Youth unemployment in Clackmannanshire makes up most of the claimant count in Clackmannanshire and is higher than in Scotland.

**Table 2.33 Claimant count**

### Claimant count by age - not seasonally adjusted (August 2024)

|               | <b>Clackmannanshire<br/>(Level)</b> | <b>Clackmannanshire<br/>(%)</b> | <b>Scotland<br/>(%)</b> | <b>Great<br/>Britain<br/>(%)</b> |
|---------------|-------------------------------------|---------------------------------|-------------------------|----------------------------------|
| Aged 16+      | 1,100                               | <b>3.4</b>                      | <b>3.4</b>              | 4.3                              |
| Aged 16 To 17 | 10                                  | <b>0.9</b>                      | <b>0.6</b>              | 0.2                              |
| Aged 18 To 24 | 235                                 | <b>6.2</b>                      | <b>4.6</b>              | 5.3                              |
| Aged 18 To 21 | 140                                 | <b>6.6</b>                      | <b>5.0</b>              | 5.5                              |
| Aged 25 To 49 | 625                                 | <b>4.1</b>                      | <b>3.9</b>              | 5.0                              |
| Aged 50+      | 230                                 | <b>2.0</b>                      | <b>2.3</b>              | <b>3.2</b>                       |

**Chart 2.24 Weekly incomes Clackmannanshire, Scotland and UK**



Source: ONS annual survey of hours and earnings - resident analysis

| LHS & Development Plan                           | Key Issues Identified in the Housing Needs and Demand Assessment                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                        |
|--------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Demographic issues for the local housing markets | <p data-bbox="544 210 863 248"><b><u>Declining Population</u></b></p> <p data-bbox="544 282 1485 577">Between 1981 and 1989, the population of Clackmannanshire declined from 48,218 to 47,600. It then steadily increased and stayed at around 48,150 between 1990 and 2003. Between 2003 and 2008 levels of house building were between 300 to 400 completions a year and the population of Clackmannanshire increased from 48,140 in 2003 to 51,500 in 2011. This was an increase of 3,360 people over 8 years (6.9% total increase in total population).</p> <p data-bbox="544 611 1406 719">The 2018 NRS statistics show a decrease of 1,476 people (-2.8%) in the 25 year period from 51,440 in 2018 to 49,924 in 2043.</p> <p data-bbox="544 752 1485 943">This shows that the population in Clackmannanshire is influenced by levels of new house building attracting people into Clackmannanshire possibly due to the price of newbuilds in the early 2000's were more affordable than neighbouring Council areas.</p> <p data-bbox="544 976 1430 1084">Going forward, encouraging new housing developments could boost population growth in the future, more so in the private sector, where households are generally more mobile.</p> <p data-bbox="544 1122 815 1160"><b><u>Aging Population</u></b></p> <p data-bbox="544 1193 1442 1346">The largest age group at the current time is the 45 to 64 age group at 29.5%, this is slightly higher than Scotland at 27% but largely, Clackmannanshire and Scotland have a similar age profile.</p> <p data-bbox="544 1379 1477 1599">From population projections in Clackmannanshire and Scotland, it is clear that by 2043, the profile of the older population in Clackmannanshire will be greater than that in Scotland overall. The number of people in the 85+ age group by 2043 will increase by the greatest amount, 95% in Clackmannanshire and 73% in Scotland.</p> <p data-bbox="544 1632 1430 1785">Supporting the older population and addressing adaptations needed in existing homes will be essential when planning, not only for affordable homes, as the majority of older households own their own homes, but for private developments.</p> <p data-bbox="544 1818 959 1856"><b><u>Smaller, Older Households</u></b></p> <p data-bbox="544 1890 1458 2038">There is projected to be only a 3% increase in households in Clackmannanshire between 2018 and 2043 compared to a 10% increase in the whole of Scotland. There is a marked difference between Clackmannanshire and Scotland in the 45-59 age</p> |

|                                                                  |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                   |
|------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|                                                                  | <p>group, a reduction of 19% compared to just 2% over Scotland. At the same time, the over 75's are projected to increase by 88% in Clackmannanshire and by 74% in Scotland. Both figures show that the number of older people will increase dramatically a sign of people living longer overall.</p> <p>The percentage decrease in population is greater than the number of households year on year. The population in Clackmannanshire is projected to decrease by 3% between 2021 and 2043, whereas the number of households is projected to increase by 3%.</p> <p>While there will be fewer people, the number of households is projected to rise. It can be assumed from tables predicting an increase in the age of the population that these, smaller households will predominately be older single people or couples.</p>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                |
| <p><b>Affordability Issues for the Local Housing Markets</b></p> | <p><b><u>Private House Prices</u></b></p> <p>Average house prices in Clackmannanshire are slightly lower than the national average, with the exception of the Dollar HMA which is around or above national averages. However, income levels in the Dollar HMA are also higher than average.</p> <p>The Dollar HMA is, on average, 40% more expensive than the Clackmannanshire average, giving this area a unique profile in terms of affordability.</p> <p>Lower quartile house prices in Clackmannanshire, are generally viewed as starter home prices, often first time buyers market.</p> <p>Over the past 20 years, prices for first time buyers have increased by 192%, compared to 130% for average house prices.</p> <p>With increased requirement for larger deposits for first time buyers, it is becoming more difficult for buyers to enter the market for the first time, with average Loan to Value for first time buyers at 80%, a deposit of around £20,000 is required on entry level home ownership.</p> <p>The HNDA tool projects house prices at a lower level than those seen in the data through Registers of Sasines. A discussion at the Housing Market Partnership group should formally look at this and come to a decision as to what data is entered into the HNDA tool.</p> <p><b><u>Private Renting</u></b></p> <p>The private rented sector in Clackmananshire is based on Forth Valley rent levels. It is generally thought that Clackmannanshire is cheaper than Stirling or Falkirk, but there is a lack of</p> |

|                                                             |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                 |
|-------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|                                                             | <p>information of private rent levels for this area alone. This is something that could be addressed by building up a record of local private rent rates.</p> <p>The Local Housing Allowance (LHA) was increased for 2024/25 for the first time in four years. This addressed some affordability in the private renting sector by bringing the LHA rate more in line with actual rents. There is still a gap between LHA and rents that has to be met by private rented tenants.</p> <p>Private renting is unaffordable for lower quartile income households, with the exception of &lt;2 bedroom properties in the Dollar HMA.</p> <p><b><u>Social Renting (Council and Social Landlords)</u></b></p> <p>The main general needs housing associations have a much broader rent structure than Council rents and are generally cheaper for smaller properties and 2, 3 and 4 bedroom properties are cheaper rented from the Council than all other RSLs.</p> <p>The Council rents are consistently the lowest and the most affordable over all Housing Market Areas. The highest rents charged are the Ochil View rent rates, the highest across the board. As would be expected, 4 bed properties are the least affordable in the Alloa and Hillfoots HMA but remain within the affordability thresholds in the Dollar HMA.</p> |
| <p><b>Economic Issues for the Local Housing Markets</b></p> | <p>There is a marked difference between Clackmannanshire and Scotland in the 45-59 age group, a reduction of 19% compared to just 2% over Scotland. At the same time, the over 75's are projected to increase by 88% in Clackmannanshire and by 74% in Scotland.</p> <p>The sharp decrease of working age adults in the 45-59 year old age group in Clackmannanshire will mean a reduction in economic activity in the area by 2043.</p> <p>The Council acknowledges that there are economic issues to overcome in the area. There are insufficient jobs in the area for everyone who needs to find work. Those who can travel have been commuting elsewhere. Those who need to work nearer home to balance caring responsibilities often find themselves left behind. Too many people are living in poverty and have poor health. Outcomes for women and girls are particularly poor and some communities face the challenges of living with significant deprivation.</p> <p>Gross value added (GVA) is the measure of the value of goods and services produced in an area, in the industry or sector of the</p>                                                                                                                                                                                                               |

economy.

The Gross Value Added per head has increased from £40,807 to £69,393, in Clackmannanshire showing an increase in productivity of 70% between 2011 and 2021.

Comparing to Scottish data GVA per head in Clackmannanshire grew from a lower rate than over Scotland in 2011 but grew at a higher rate and, in 2021, was around £16,000 more per head, demonstrating that Clackmannanshire has a 30% higher productivity rate than the Scottish average.

DRAFT

## **Chapter 3 Stock**

### **Core Output 4**

The aim of this chapter is to profile the local housing stock and to identify stock pressures such as hard to let properties or stock in high demand. It will also look at those in existing housing need whose housing can be met using an in-situ solution to make the home suitable for the current needs of the household such as an adaptation or repair.

The chapter will detail housing issues faced by existing tenants which can be addressed by utilising the existing stock, transfers etc. and will feed into the new Local Housing Strategy to shape decisions around policies for future stock management.

Where any of the issues highlighted would not be addressed with an in-situ solution or suitable transfer, an additional unit of housing is assumed to be required and will be included in the existing need section of the HNDA Tool.

The available existing housing stock will be profiled by size, type, condition, occupancy and turnover to show where housing pressure exists and highlight where alternative management could help to address housing needs of the population.

The following outputs must be included to ensure 'robust and credible' status of the HNDA:

- What existing stock is available in Clackmannanshire to meet local housing needs and identify any under-supply or surplus of housing type;
- Show where existing stock is pressured and could be managed differently to meet housing needs;
- Describe the types and number of in-situ housing solutions that could be used;
- Stock considered by size, type, condition, occupancy (over-crowding, under occupation), concealed households and turnover (re-lets, voids), tenure and location.

The evidence is drawn from various sources including 2022 Census, Scottish House Condition Survey, Scottish Housing Regulator Charter and Clackmannanshire Housing Management System.

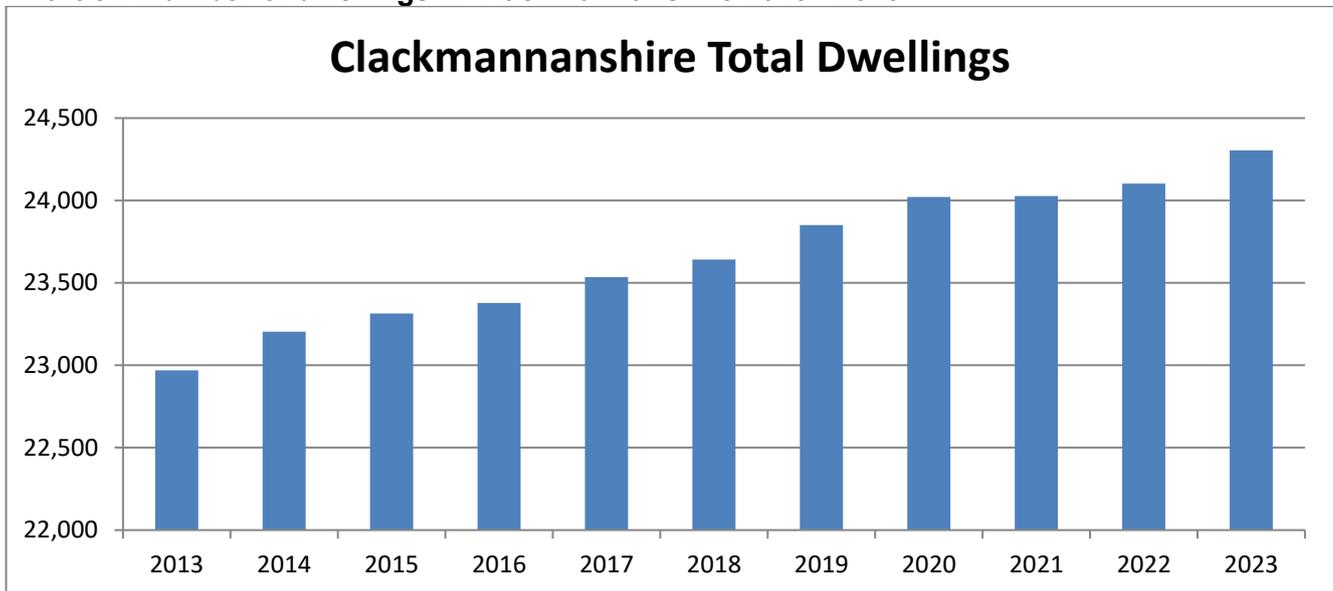
## Stock Characteristics

As shown in chart 3.1 below, NRS estimated that in 2023, there were 24,305 dwellings in Clackmannanshire. Over the past 10 years, the number of properties has increased from 22,969 in 2013, an increase of 1,336 homes (5.8%) over the period.

Household estimates from the NRS are based on the number of occupied dwellings obtained from Council Tax billing systems.

The number of occupied dwellings in an area is calculated by subtracting the number of vacant dwellings and second homes from the total number of dwellings. This number is then adjusted from September back to June. Although an occupied dwelling is roughly equivalent to a household, the number of occupied dwellings can differ from the number of households recorded by the Census.

**Chart 3.1 Number of dwellings in Clackmannanshire 2013 - 2023**



Source: [NRS website: Household and Dwellings in Scotland: 2023 \(Clackmannanshire\)](#)

The most in depth information on breakdown of stock by size, type, location and tenure is found in the 2022 Census. According to this latest census data, in 2022 there were 24,072 occupied households in 2022. The difference can be explained by the way the NRS data is estimated, where as the Census is the number of households that have responded and resident on Census day.

## Stock by Tenure

Table 3.1 shows that 15,163 homes in Clackmannanshire, at the 2022 Census, were owner occupied 63%. There are 6,447 Social Rented (Council and RSL) homes, 27%. The private renting sector accounts for 9% of homes at 2,131. The other 1% of homes is shared equity, 144 homes.

The owner occupied sector is similar to that of the rest of Scotland where 63% of homes are owner occupied. In Scotland 22.5% of homes are for social rent, which is less than

Clackmannanshire and the private rented sector across Scotland is larger than Clackmannanshire at 13% privately rented.

**Table 3.1 All Stock by Tenure**

| All occupied households | Owned : Total | Owned: Owned outright | Owned: Owned with a mortgage or loan | Owned: Shared ownership (part owned and part rented) | Owned: Shared Equity (e.g. LIFT or Help-to-Buy) | Social Rented: Council (LA) or Housing Association / Registered Social Landlord | Private rented: Total | Private rented: Private landlord or letting agency | Private rented: Other | Lives Rent Free |
|-------------------------|---------------|-----------------------|--------------------------------------|------------------------------------------------------|-------------------------------------------------|---------------------------------------------------------------------------------|-----------------------|----------------------------------------------------|-----------------------|-----------------|
| 24,072                  | 15,163        | 8,146                 | 6,873                                | 33                                                   | 111                                             | 6,447                                                                           | 2,131                 | 2,045                                              | 83                    | 334             |

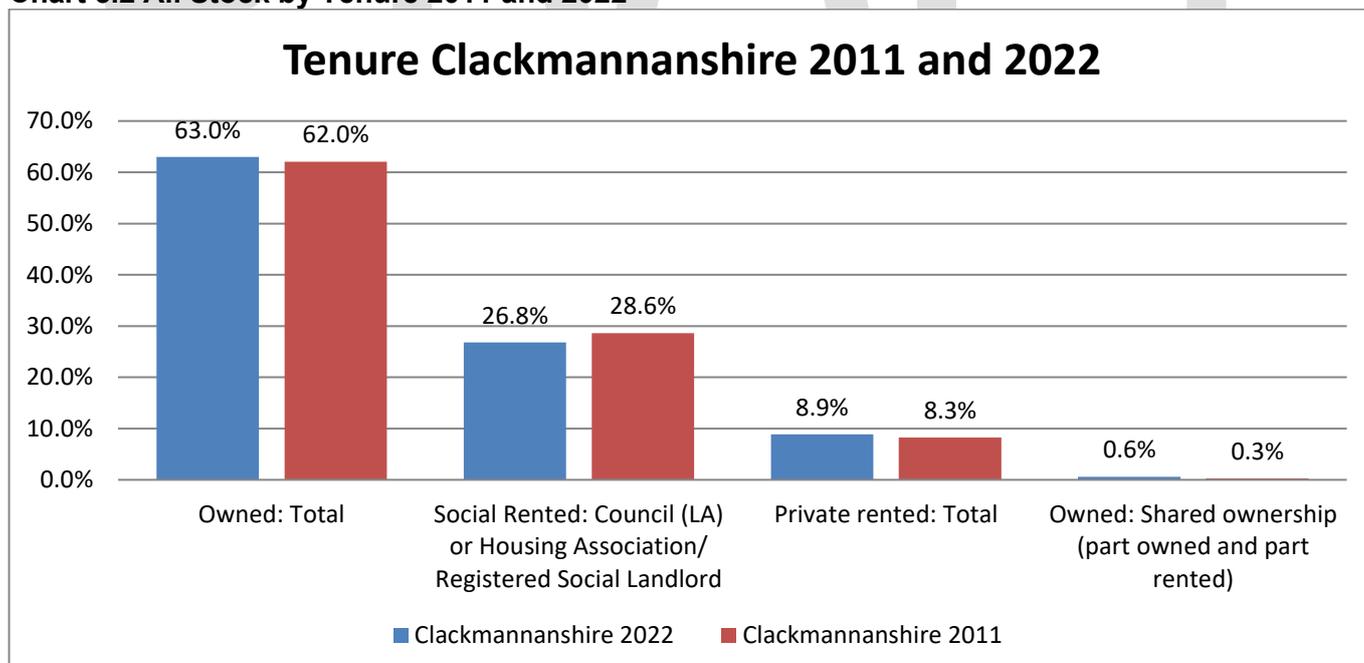
Source: "Scotland's Census 2022 - National Records of Scotland Table UV404 - Household tenure - Households All occupied households"

Please note the Scottish Housing Regulator data from 2022 showed a total of 7,247 social rented homes in Clackmannanshire. This is likely to be more accurate than the Census data and will include temporary accommodation and unlettable properties.

The tenure mix in Clackmannanshire has changed slightly between the 2011 Census and the 2022 Census. Owner occupation has increased from 62% to 63% and social renting has reduced from 28.6% to 26.8%, this could be explained by the right to buy which ceased in Scotland in 2016 and was still an option between the two census periods. As a comparison, the 2001 Census cited 34% of all dwellings in Clackmannanshire were rented from the Council or a Registered Social Landlord (RSL).

The private rented sector marginally increased from 8.3% in 2011 to 8.9% in 2022.

**Chart 3.2 All Stock by Tenure 2011 and 2022**



Source: "Scotland's Census 2022 - National Records of Scotland Table UV404 - Household tenure - Households All occupied households" and "Scotland's Census 2011 - National Records of Scotland Table QS405SC - Tenure – Households All households"

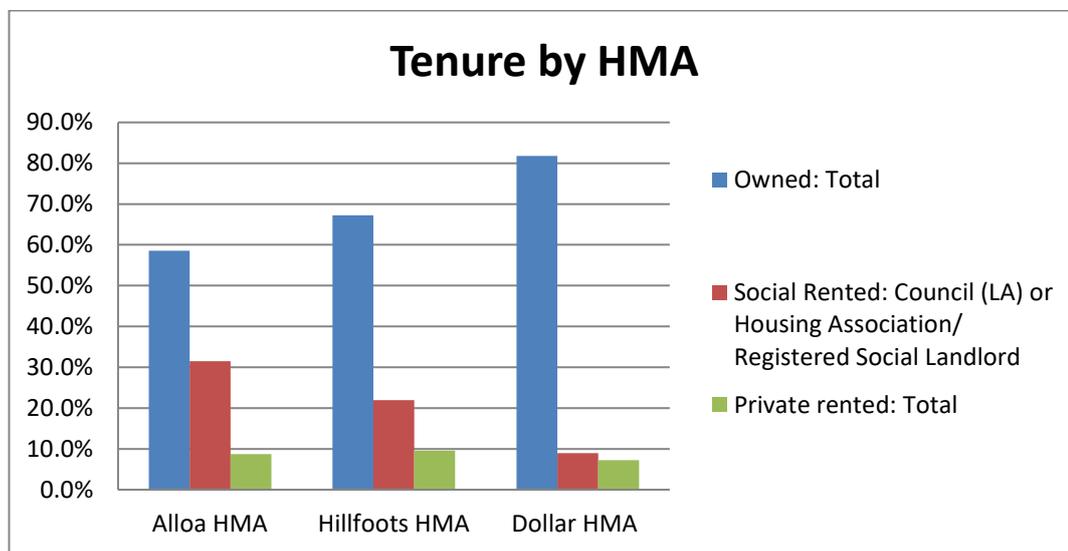
At Housing Market Area (HMA), 81.7% of all homes are owned in the more affluent area of Dollar (HMA3), the lowest percentage of owner occupation is in the Alloa HMA (HMA1) where only 58.5% of all homes are owner occupied and 67.2% of homes in the Hillfoots HMA (HMA2) are owned.

Renting from the Council or an RSL is highest in Alloa HMA at 31.5%, 21.9% of all homes in the Hillfoots HMA are social rented and only 9% in Dollar HMA.

The highest proportion of homes in the private rented sector is the Hillfoots HMA at 9.5%, followed by Alloa HMA at 8.7% and then Dollar HMA at 7.2%.

\*\*Note that chart 3.3 only shows 3 types of tenure, the other proportion is made up with shared equity and living rent free.

**Chart 3.3 Stock by Tenure and Housing Market Area (HMA)**



Source: Census Settlement - Locality 2022 by Household tenure

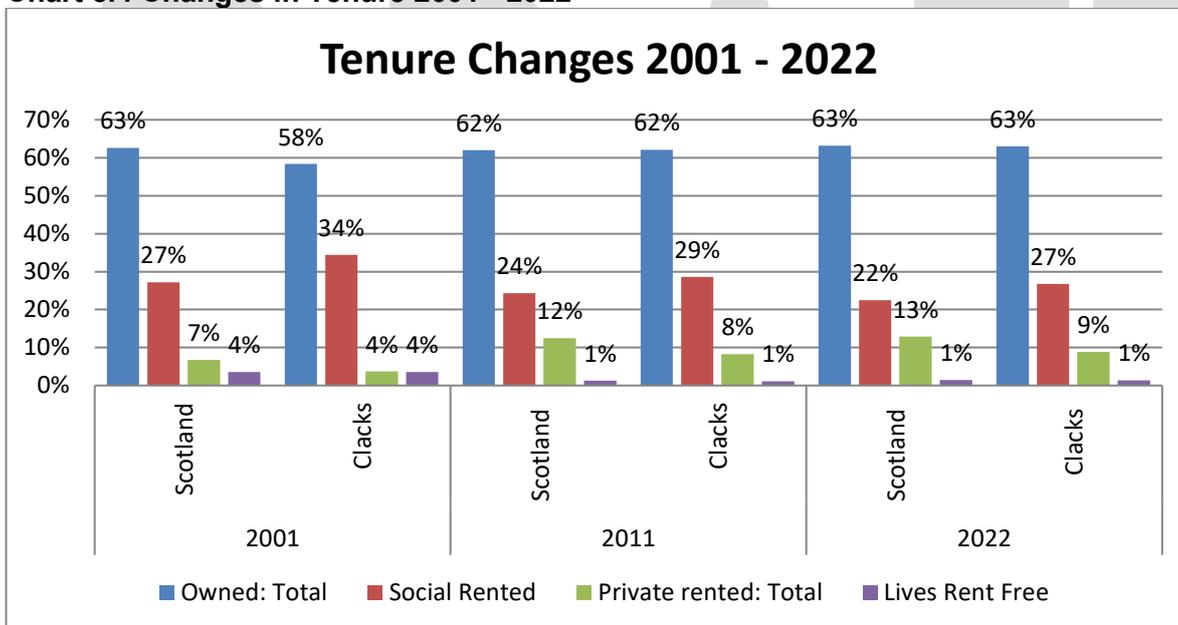
## Changes in Tenure

Chart 3.4 shows the changes in housing tenure between 2001 and 2022 in Scotland and in Clackmannanshire. Social renting in Clackmannanshire has reduced from 34% to 27% in the past 20 years. Over the same period, the social rented sector in Scotland has reduced from 27% to 22%.

Owner occupation has remained constant in Scotland at 63%, while the private rented sector has almost doubled from 7% to 13%. The changes in social renting and private renting suggests that right to buy properties have changed from social rented to private rented properties over the past 20 years in Scotland.

Clackmannanshire has a smaller private rented sector than the Scottish average, at 9% of all properties in 2022, compared to 7% in 2001. The owner occupied sector in Clackmannanshire has increased from 58% to 63% over the same period, suggesting influence from the right to buy but, in contrast to Scotland, these homes have remained in owner occupation rather than being rented out privately.

**Chart 3.4 Changes in Tenure 2001 - 2022**



Source: "Scotland's Census 2022 - National Records of Scotland Table UV404 - Household tenure - Households All occupied households  
Scotland's Census 2011 - National Records of Scotland Table QS405SC - Tenure - Households All households Scotland's Census 2001

## Stock by Type

Homes in Clackmannanshire are mainly houses, 75% of the stock is houses with 25% flats. In Scotland this is 66% houses and 34% flats.

**Table 3.2 All stock by house type**

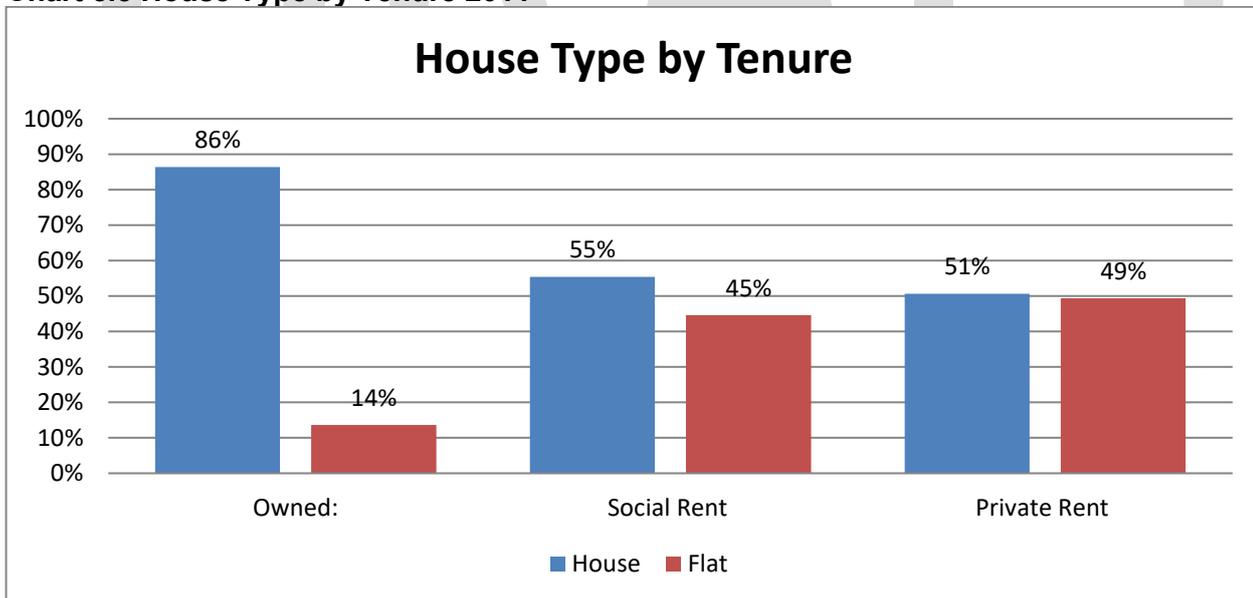
| Type of accommodation | All   | Whole house or bungalow: Total | Whole house or bungalow: Detached | Whole house or bungalow: Semi-detached | Whole house or bungalow: Terraced (including end-terrace) | Flat, maisonette or apartment: Total | Caravan or other mobile or temporary structure |
|-----------------------|-------|--------------------------------|-----------------------------------|----------------------------------------|-----------------------------------------------------------|--------------------------------------|------------------------------------------------|
| <b>Clacks</b>         | 24072 | 18101                          | 6302                              | 6846                                   | 4953                                                      | 5958                                 | 13                                             |

Source: "Scotland's Census 2022 - National Records of Scotland Table UV402 - Accommodation type – Households All occupied households"

Stock by tenure is not yet broken down for the 2022 Census, however Chart 3.5 below shows, from 2011 census data, that there are differences between tenures with the owner occupied sector having a larger number of houses, 86%, compared to 55% in the social rented sector and 51% privately rented.

This can show that there is pressure on houses in the social rented sector.

**Chart 3.5 House Type by Tenure 2011**



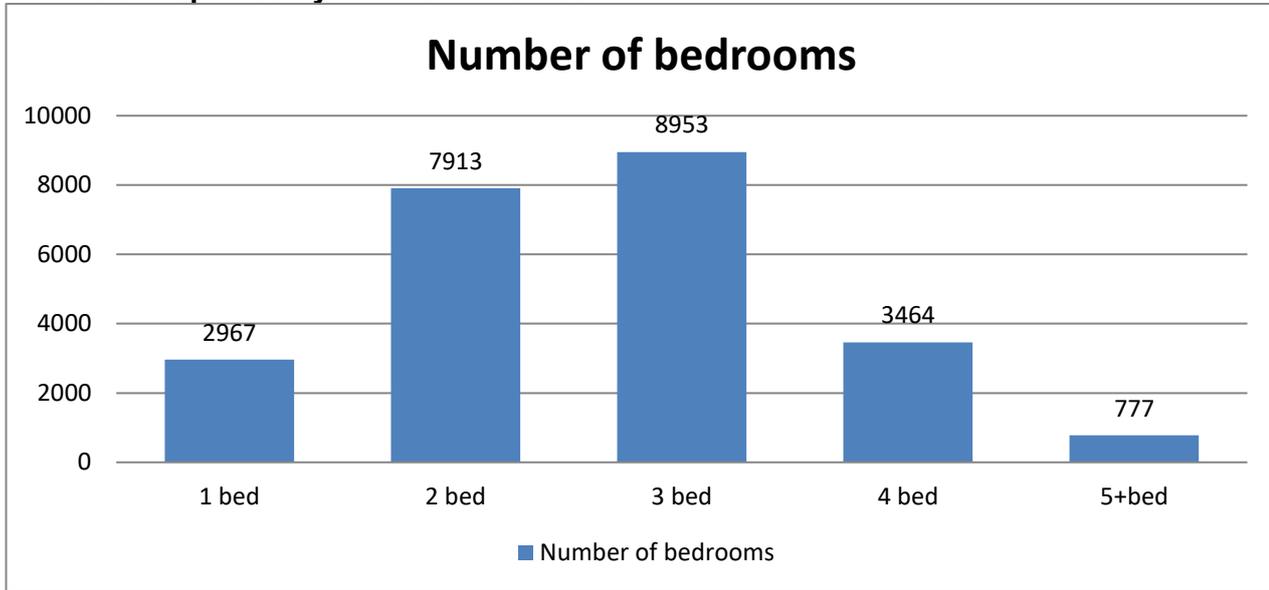
Source: Census 2011, Table DC4406SC

## Stock by Size

The Chart below shows the properties in Clackmannanshire by number of bedrooms. The majority of homes have 3 bedrooms, 37%, followed by 2 bedrooms, 33%.

There are 12% and 14% respectively 1 and 4 bedrooms homes. Only 3% of homes have 5 bedrooms or more.

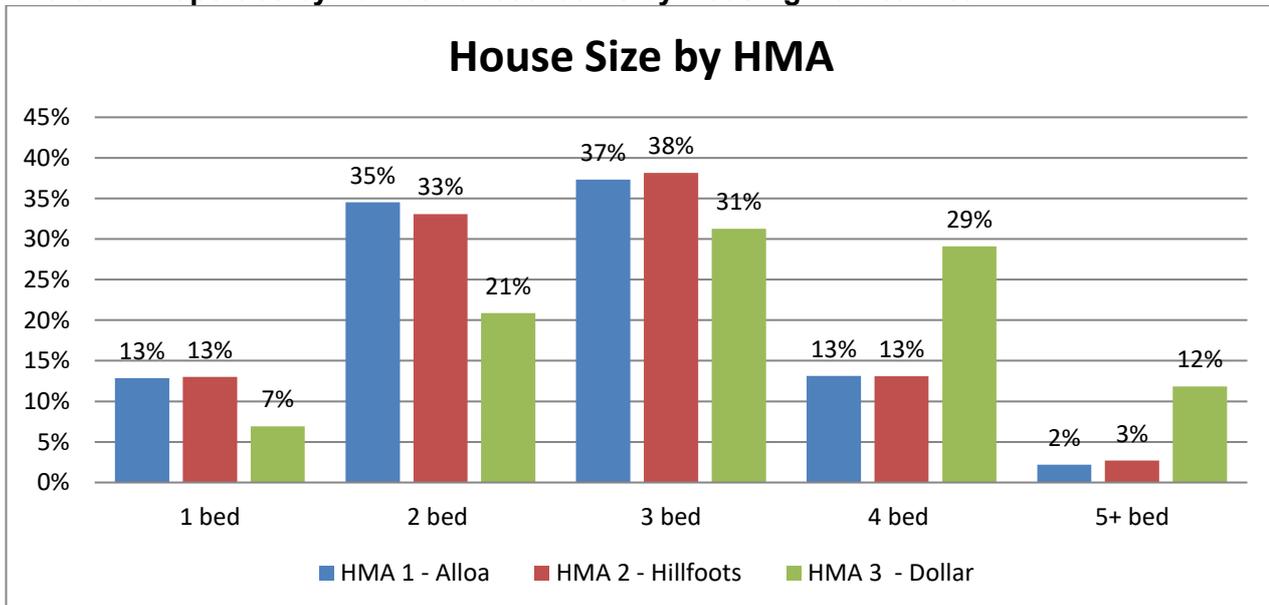
**Chart 3.6 Properties by number of bedrooms**



Source: "Scotland's Census 2022 - National Records of Scotland Table UV408 - Number of bedrooms all occupied households"

Chart 3.7 below shows the size of homes by Housing Market Area. The Alloa and the Hillfoots areas are broadly similar. However, Dollar has more than double the percentage of 4 bedroom homes and 12% of all homes are 5 bedroom or larger. This highlights the difference in Dollar as a unique area, providing larger and more expensive homes. (Looking back to Chart 2.11 on page 18 shows house prices in Dollar are 40% more expensive than the rest of Clackmannanshire and higher than the Scottish average).

**Chart 3.7 Properties by number of bedrooms by Housing Market Area**



Source: "Scotland's Census 2022 - National Records of Scotland Table UV408 - Number of bedrooms all occupied households"

## House Size by Tenure

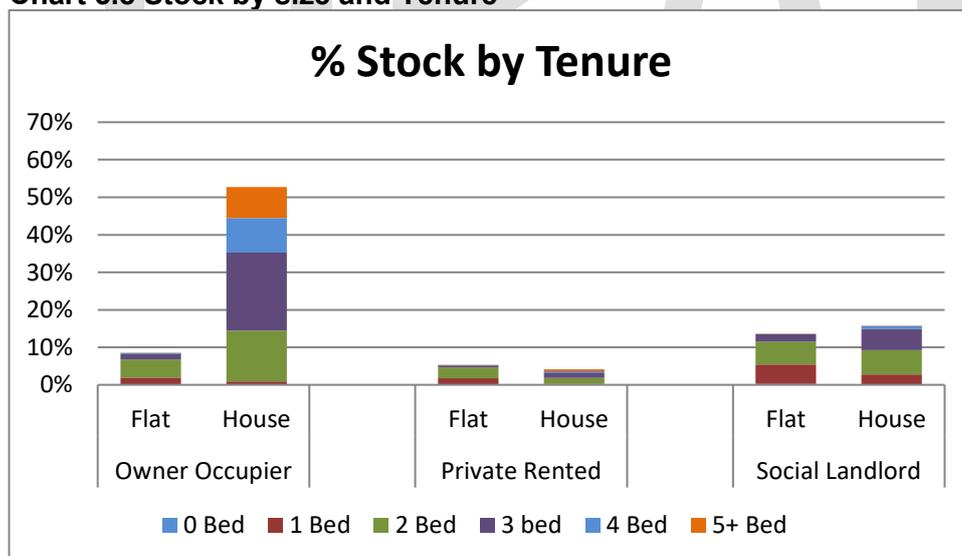
Table 3.3 and chart 3.8 below shows that the highest proportion of homes in Clackmannanshire is owner occupied and has 3 bedrooms. The majority of all stock are houses and have 2 or 3 bedrooms, 40% of all stock across all tenures.

**Table 3.3 House Size / Type by Tenure Clackmannanshire**

|                 |       | 0 Bed | 1 Bed | 2 Bed | 3 bed | 4 Bed | 5+ Bed |     |
|-----------------|-------|-------|-------|-------|-------|-------|--------|-----|
| Owner Occupier  | Flat  | <1%   | 2%    | 5%    | 1%    | <1%   | <1%    | 10% |
|                 | House | <1%   | 1%    | 14%   | 21%   | 9%    | 8%     | 53% |
| Private Rented  | Flat  | <1%   | 2%    | 3%    | 1%    | <1%   | <1%    | 5%  |
|                 | House | <1%   | <1%   | 2%    | 1%    | <1%   | <1%    | 4%  |
| Social Landlord | Flat  | <1%   | 5%    | 6%    | 2%    | <1%   | <1%    | 13% |
|                 | House | <1%   | 3%    | 6%    | 6%    | 1%    | <1%    | 16% |

Source:  
Assessors  
Data 2022

**Chart 3.8 Stock by size and Tenure**



Source: Assessors Data 2022

## Social Rented Stock

According to the Scottish Housing Regulator's figures, at 31 March 2024, there were 7,423 social rented properties in Clackmannanshire, as shown in table 3.4. The majority of social rented properties are owned by Clackmannanshire Council, 5,045, 68%. The remaining 2,378 properties are owned by 12 Registered Social Landlords (RSLs). Ochil View own 1,271, Paragon 416 and Kingdom 280. The remainder of the stock is made up of mainly specialist housing providers who have less than 100 homes in Clackmannanshire.

**Table 3.4 Number and percentage of social rented self-contained stock by type of provision in 2023/24**

| Social Rented Stock      | General Needs No. | General Needs % | Specialist No. | Specialist % | Total No.    | Total %     |
|--------------------------|-------------------|-----------------|----------------|--------------|--------------|-------------|
| Clackmannanshire Council | 4,710             | 63%             | 335            | 5%           | 5,045        | 68%         |
| RSLs                     | 1,740             | 23%             | 638            | 9%           | 2,378        | 32%         |
| <b>Total</b>             | <b>6,450</b>      | <b>87%</b>      | <b>973</b>     | <b>13%</b>   | <b>7,423</b> | <b>100%</b> |

Source: Scottish Housing Regulator Stock data, all social landlords dataset 2023/24

The majority of social rented stock is made up of 2 bedroom properties. As discussed later in the chapter, the majority of people on the current housing waiting list require a one bedroom property.

**Table 3.5 Social rented stock 2023/24**

| Size | Studio | 1 bed | 2 bed | 3 bed | 4+ bed | Total        |
|------|--------|-------|-------|-------|--------|--------------|
|      | 68     | 1,980 | 3,223 | 1,939 | 213    | <b>7,423</b> |

Source: Scottish Housing Regulator, Stock data, all social landlords dataset 2023/24

Looking at the housing market areas, there is a similar profile of 2 bedroom properties, with the exception of Dollar which has a majority of 1 bedroom properties.

**Table 3.6 Council Stock by size and HMA**

|                    | Studio    | 1 bed        | 2 bed        | 3 bed        | 4+bed      | Total        |
|--------------------|-----------|--------------|--------------|--------------|------------|--------------|
| HMA 1<br>Alloa     | 24        | 971          | 1,619        | 922          | 127        | <b>3,663</b> |
| HMA 2<br>Hillfoots | 7         | 350          | 602          | 314          | 22         | <b>1,295</b> |
| HMA 3<br>Dollar    | 0         | 47           | 35           | 21           | 1          | <b>104</b>   |
|                    | <b>31</b> | <b>1,368</b> | <b>2,256</b> | <b>1,257</b> | <b>150</b> | <b>5,062</b> |

Source: Council own stock database October 2024 (This figure has been updated since the previously cited Scottish Housing regulator data at 31 March 2024)

There are a total of 973 properties that are suitable for households with a particular housing need. There are different classifications of housing between providers and homes are assessed to meet the specific needs of those on the waiting list.

Adapted housing and specific requirements are discussed in more detail in Chapter 5 of this document.

**Table 3.7 Self-contained specialist housing stock by type of provision in Clackmannanshire 2023/24**

|                            | Sheltered | Very sheltered | Amenity    | Community alarm | Wheelchair | Ambulant disabled | Other specially adapted |
|----------------------------|-----------|----------------|------------|-----------------|------------|-------------------|-------------------------|
| Clackmannanshire Council   | 0         | 0              | 0          | 185             | 7          | 141               | 2                       |
| Registered Social Landlord | 84        | 38             | 365        | 0               | 51         | 100               | 0                       |
| <b>Total</b>               | <b>84</b> | <b>38</b>      | <b>365</b> | <b>185</b>      | <b>58</b>  | <b>241</b>        | <b>2</b>                |

Source: Scottish Housing Regulator

**Table 3.8 Accessible and adapted housing stock by social landlord in Clackmannanshire 2023/24**

| Social Landlord                    | Amenity housing | Ambulant disabled | Other specially adapted |
|------------------------------------|-----------------|-------------------|-------------------------|
| Blackwood Homes and Care           | 0               | 8                 | 0                       |
| Clackmannanshire Council           | 0               | 141               | 2                       |
| Kingdom Housing Association Ltd    | 0               | 85                | 0                       |
| Link Group Ltd                     | 0               | 7                 | 0                       |
| Ochil View Housing Association Ltd | 287             | 0                 | 0                       |
| Trust Housing Association Ltd      | 78              | 0                 | 0                       |
| <b>Total</b>                       | <b>365</b>      | <b>241</b>        | <b>2</b>                |

Source: Scottish Housing Regulator. \*It is important to note that there are additional 61 housing units that are classified as 'amenity' in line with SHR data. However, locally these are regarded as 'Retirement Housing' units and are discussed under Sheltered Accommodation within the 'Supported Provision' section.

## Short Term Lets

There are 8 registered HMO properties in Clackmannanshire, these are properties that are let out on an individual room basis and are often used as student accommodation. The licenses are issued by the Council's Environmental Health Team.

There are 64 short term let properties, which can be holiday lets or Air Bnb. Of those, 27 are in the Dollar HMA, 24 in the Hillfoots HMA and 13 in the Alloa HMA.

HMO and short term let properties account for less than 0.3% of all properties in Clackmannanshire, 25 applications per 10,000 dwellings, compared to Scottish average of 91 per 10,000 dwellings.

## Stock Characteristics

Summaries of the age profile of the stock in Clackmannanshire differs from the rest of Scotland in that the stock in Clackmannanshire is not as old as only 18% of properties are pre 1945, compared to 30% in Scotland.

**Table 3.9 All stock by age**

| Area             | Pre 1945 % | Post 1945 % |
|------------------|------------|-------------|
| Clackmannanshire | 18%        | 82%         |
| Scotland         | 30%        | 70%         |

Source: Scottish House Condition survey, 2017-2019 Local Authority Tables

There are a higher proportion of houses to flats in Clackmannanshire compared to the rest of Scotland and also more properties with three or more bedrooms.

**Table 3.10 Summary of stock profile in Clackmannanshire vs Scotland**

| Area             | Pre 1945 | Post 1945 | House | Flat | 1 & 2 beds | 3+ beds |
|------------------|----------|-----------|-------|------|------------|---------|
| Clackmannanshire | 18%      | 82%       | 74%   | 26%  | 45%        | 54%     |
| Scotland         | 30%      | 70%       | 64%   | 36%  | 50%        | 50%     |

Source: Scottish House Condition survey, 2017-2019 Local Authority Tables

### **Disrepair and Below Tolerable Standard Housing**

There is no data presented in the latest Scottish House Condition Survey for properties below tolerable standard (BTS) in Clackmannanshire as the sample size is considered too small to give a reliable estimate. This is due to the sample size being less than 30 cases.

The data below is from the Scottish House Condition Survey carried out 2017 -2019 and is an estimate of key indicators at Local Authority level as an average over the three year period.

**Any (or Basic) disrepair relates to any damage where a building element requires some repair beyond routine maintenance. For example, a leaking tap would be considered any (or basic) disrepair.**

Any disrepair for all stock in Clackmannanshire is 78% which is above the overall Scottish figure of 71%. Disrepair in the social rented sector is 83% compared to 74% in the owner occupied sector.

**Urgent disrepair relates to cases requiring immediate repair to prevent further damage or health and safety risk to occupants.**

Urgent disrepair in Clackmannanshire is 37% of all stock, slightly higher than the rest of Scotland at 28% of all stock requiring urgent repairs. Urgent repairs in the social sector are 33% of all stock, higher than the national figure of 29%. More urgent repairs are required in the owner occupied sector at 36%, compared to Scotland at only 26%.

**Critical element disrepair relates to disrepair to building elements central to weather-tightness, structural stability and preventing deterioration of the property. Urgent disrepair relates to cases requiring immediate repair to prevent further damage or health and safety risk to occupants.**

All stock with critical element disrepair is 29%, higher than Scotland at 20%. Critical element disrepair relates to 21% of social rented stock and 30% of owner occupied stock. This is 20% and 18% respectively in Scotland.

**Extensive disrepair relates to cases where the damage covers at least a fifth (20%) or more of the building element area.**

All stock extensive disrepair in Clackmannanshire is 5%, around the same as Scotland at 6%. There is no indicator for social housing, shown by \* in the below tables, (sample below 30 cases) and the owner occupied sector has 5% of stock in this category, the same as Scotland.

**Table 3.11 BTS and Disrepair Clackmannanshire vs Scotland**

| Stock Indicator                 | BTS | Any Disrepair | Urgent Disrepair | Critical Element Disrepair | Extensive Disrepair |
|---------------------------------|-----|---------------|------------------|----------------------------|---------------------|
| All Stock Clackmannanshire      | *   | 78%           | 37%              | 29%                        | 5%                  |
| All Stock Scotland              | 2%  | 71%           | 28%              | 20%                        | 6%                  |
| Social Housing Clackmannanshire | *   | 83%           | 33%              | 21%                        | *                   |
| Social Housing Scotland         | 1%  | 76%           | 29%              | 20%                        | 6%                  |
| Owner Occupied Clackmannanshire | *   | 74%           | 36%              | 30%                        | 5%                  |
| Owner Occupied Scotland         | 1%  | 67%           | 26%              | 18%                        | 5%                  |

Source: Scottish House Condition Survey 2017 -2019, Local Authority Tables

\*sample too small

House condition by age of property can be seen in the table 3.12 below. Homes constructed pre 1945 have higher levels of disrepair over all categories and are consistently higher than Scottish average.

**Table 3.12 BTS and Disrepair Clackmannanshire vs Scotland by Age**

|                                   | Pre 1945 Clackmannanshire | Pre 1945 Scotland | Post 1945 Clackmannanshire | Post 1945 Scotland |
|-----------------------------------|---------------------------|-------------------|----------------------------|--------------------|
| <b>BTS</b>                        | *                         | 3%                | *                          | 1%                 |
| <b>Any Disrepair</b>              | 90%                       | 84%               | 75%                        | 65%                |
| <b>Urgent Disrepair</b>           | 49%                       | 38%               | 35%                        | 24%                |
| <b>Critical Element Disrepair</b> | 46%                       | 29%               | 26%                        | 16%                |
| <b>Extensive Disrepair</b>        | *                         | 8%                | 5%                         | 5%                 |

Source: Scottish House Condition Survey 2017 -2019, Local Authority Tables

\*sample too small

Looking at the types of properties in disrepair is useful to show that flats generally have a higher level of repair needs than houses. This reflects difficulties in getting common repairs carried out in flatted properties.

**Table 3.13 BTS and Disrepair Clackmannanshire vs Scotland by Property Type**

|                                           | <b>Flat<br/>Clackmannanshire</b> | <b>Flat<br/>Scotland</b> | <b>House<br/>Clackmannanshire</b> | <b>House<br/>Scotland</b> |
|-------------------------------------------|----------------------------------|--------------------------|-----------------------------------|---------------------------|
| <b>BTS</b>                                | *                                | 1%                       | *                                 | 2%                        |
| <b>Any<br/>Disrepair</b>                  | 78%                              | 78%                      | 78%                               | 66%                       |
| <b>Urgent<br/>Disrepair</b>               | 40%                              | 34%                      | 37%                               | 25%                       |
| <b>Critical<br/>Element<br/>Disrepair</b> | 32%                              | 24%                      | 28%                               | 18%                       |
| <b>Extensive<br/>Disrepair</b>            | 9%                               | 8%                       | 4%                                | 5%                        |

Source: Scottish House Condition Survey 2017 -2019, Local Authority Tables

The table below shows that there is higher percentage of families rather than older household homes that have repair needs. This could be due to older households having paid off mortgages and having savings to pay for ongoing repairs to their homes.

**Table 3.14 BTS and Disrepair Clackmannanshire vs Scotland by Household Type**

|                                           | <b>Older Household<br/>Clackmannanshire</b> | <b>Older<br/>Household<br/>Scotland</b> | <b>Families<br/>Clackmannanshire</b> | <b>Families<br/>Scotland</b> |
|-------------------------------------------|---------------------------------------------|-----------------------------------------|--------------------------------------|------------------------------|
| <b>BTS</b>                                | *                                           | 1%                                      | *                                    | 1%                           |
| <b>Any<br/>Disrepair</b>                  | 81%                                         | 65%                                     | 81%                                  | 71%                          |
| <b>Urgent<br/>Disrepair</b>               | 35%                                         | 25%                                     | 39%                                  | 29%                          |
| <b>Critical<br/>Element<br/>Disrepair</b> | 26%                                         | 18%                                     | 32%                                  | 19%                          |
| <b>Extensive<br/>Disrepair</b>            | *                                           | 1%                                      | *                                    | 1%                           |

Source: Scottish House Condition Survey 2017 -2019, Local Authority Tables

## Scottish Housing Quality Standard (SHQS)

According to the Scottish House Conditions survey, 24% of all stock in Clackmannanshire fails the SHQS, 24% of owner occupied homes and 22% of social rented stock. This compares to 41% over Scotland, 41% of owner occupied and 38% of social rented stock.

According to the 2023/24 information published by the Scottish Housing Regulator, the Scottish average to meet the SHQS is 84.4% of all social rented stock in Scotland. This information is likely to be more accurate for the social rented sector as information is gathered from all Councils and RSLs in Scotland annually. Table 3.15 below lists the social landlords operating in Clackmannanshire and the percentage of their stock meeting SHQS.

The average percentage of social rented stock in Clackmannanshire meeting SHQS is 90.3%. This is well above the figures quoted in the Scottish Household Survey and gives a more accurate picture, as is not based on sample and is more up to date.

**Table 3.15 Social Stock Meeting SHQS**

| Landlord Name                           | Stock in Clackmannanshire at 2023/24 | % meeting SHQS       |
|-----------------------------------------|--------------------------------------|----------------------|
| Clackmannanshire Council                | 5,045                                | 93.5%                |
| Ochil View Housing Association          | 1,271                                | 93%                  |
| Paragon Housing Association             | 416                                  | 90.6%                |
| Kingdom Housing Association             | 280                                  | 94%                  |
| Blackwood Housing Association           | 16                                   | 92.9%                |
| Link Group Ltd                          | 81                                   | 91.9%                |
| Trust Housing Association               | 118                                  | 85.1%                |
| Cairn Housing Association               | 5                                    | 73.1%                |
| Castle Rock Edinvar Housing Association | 83                                   | 81.5%                |
| Hanover Housing Association             | 86                                   | 88.5%                |
| Key Housing Association                 | 10                                   | 99.6%                |
| Wheatley Group                          | 12                                   | 99.5%                |
|                                         | <b>7,423</b>                         | <b>90.3% Average</b> |

Source: Scottish Housing Regulator, Stock data, all social landlords dataset 2023/24

## Stock Pressures

Looking at stock pressure in Clackmannanshire will look at the following data:

- Occupancy - under-occupancy and over-crowding
- Concealed Households
- Stock Turnover - re-lets and voids

Over crowding and concealed households highlight a need for additional housing as they are not counted as a current household and are not included in future household projections. They do not have a home to release when they do go on to form a separate household, this is

generally where individuals or family units are living in another household, due to affordability or lack of housing opportunities, including adult children who wish to move out. Stock turnover is an indicator of the level of demand in certain areas. High demand areas for social housing can show up in waiting lists and in owner occupation by how quickly homes are bought and sold.

### Occupancy

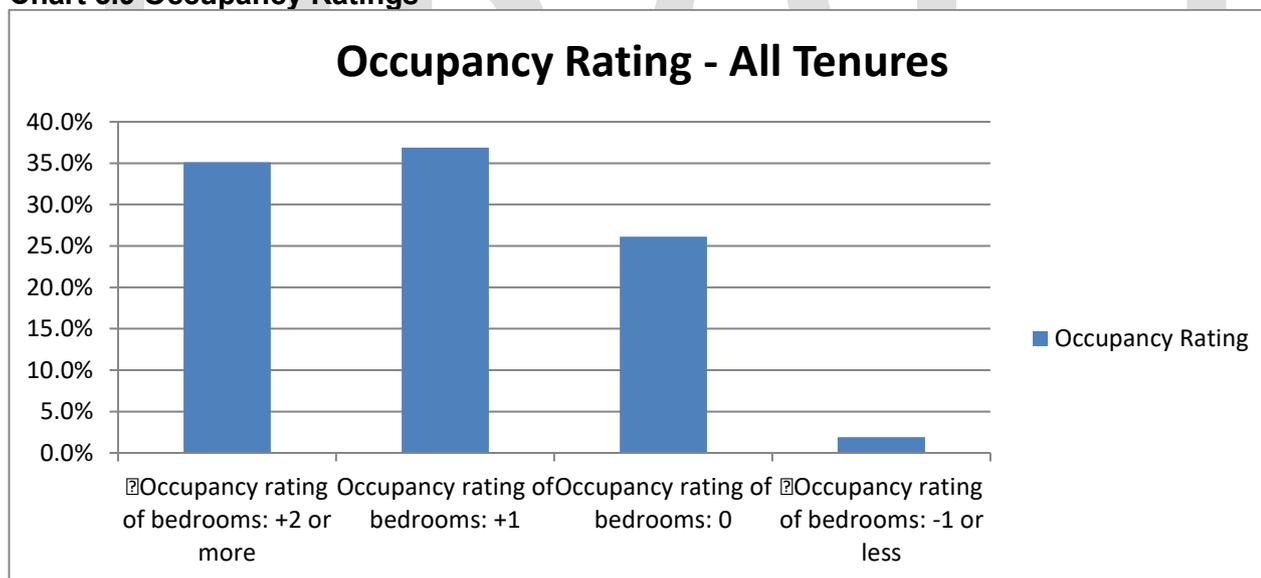
If a household has more bedrooms than it needs, it is described as under-occupied. It will have occupancy rating of +1 or higher. A rating of +1 means one more bedroom than required. A rating of +2 means two more bedrooms than required.

If a household has fewer bedrooms than it needs, it is described as overcrowded. It will have an occupancy rating of -1 or lower. A rating of -1 means one fewer bedroom than required.

The 2022 Census data shows the occupancy rate across all tenures. At the time of writing, the 2022 Census occupancy data is not broken down by tenure type, so the 2011 Census data will be used to provide this information. Information is also drawn from the waiting list data held by the Council, as of October 2024.

Information from the 2022 Census shows that 35% of all households have 2 or more extra bedrooms, 37% have one more than needed, 26% have the number of bedrooms required and only 2% have fewer bedrooms than required. This amounts to 422 households having fewer bedrooms than required and who are overcrowded or contain a concealed household.

**Chart 3.9 Occupancy Ratings**



Source: Scotland's Census 2022 - National Records of Scotland Table UV415 - Occupancy rating for bedrooms All occupied households

From the Councils waiting list (October 2024), 184 applicants have points for some level of overcrowding, this is 7% of all current applicants. Of those, 108 are waiting list applicants, who do not have another home to give up and therefore an additional house is required. Applicants applying for a new home due to overcrowding without a tenancy to give up are most likely (79%) to be under 40 years of age.

**Table 3.16 Council Waiting List with overcrowding points at October 2024**

| Age Group | Waiting list | Transfer list | Total |
|-----------|--------------|---------------|-------|
| 16 - 29   | 19           | 10            | 29    |
| 30 - 39   | 41           | 40            | 81    |
| 40 - 49   | 34           | 20            | 54    |
| 50+       | 14           | 6             | 20    |

Source: Council waiting list October 2024

Some of these applicants will be included in the Occupancy rating shown in the Census data.

Census 2022 shows 422 households have fewer bedrooms than required.

Waiting list shows 184 require new home due to over-crowding.

Conclude that 238 households in the private sector are overcrowded.

Table 3.10 below shows that under occupation is more common in the owner occupied sector, 84% of all owner occupied homes have more bedrooms than required by the household, 57% of those have 2 or more extra rooms. Only 3% of owners have 1 or more rooms less than required.

58% of private renters have one or more bedroom than required and 11% have one or more bedroom less than required so are overcrowded.

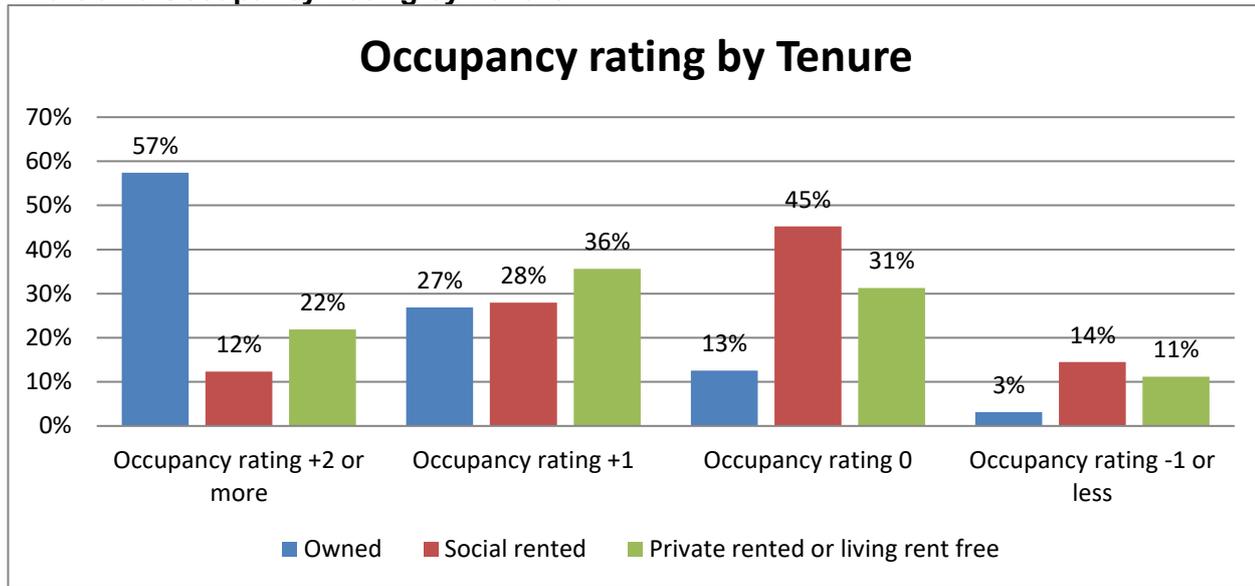
40% of all homes in the social rented sector are under occupied, 12% of households have two or more bedrooms than required and 28% one more bedroom than required. Just under half of all social rented homes are the right size for the household and 14% are under occupied.

The private sector overall has a higher rate of surplus bedrooms, compared to the social sector. Tenant in the social sector will qualify for an appropriate sized home, led by allocation policy of the Council or RSL, while owner occupiers have a greater degree of choice, based on preference and what is affordable.

To enable better use of social stock, incentivise those households with additional bedrooms to downsize. There has to be attractive alternative choices for this to be effective.

In terms of numbers of overcrowded properties in the social sector, 941 households were shown to be overcrowded according to the 2011 Census. The Council waiting list at October 2024 shows 184 applicants with overcrowding points.

**Chart 3.10 Occupancy Rating by Tenure**

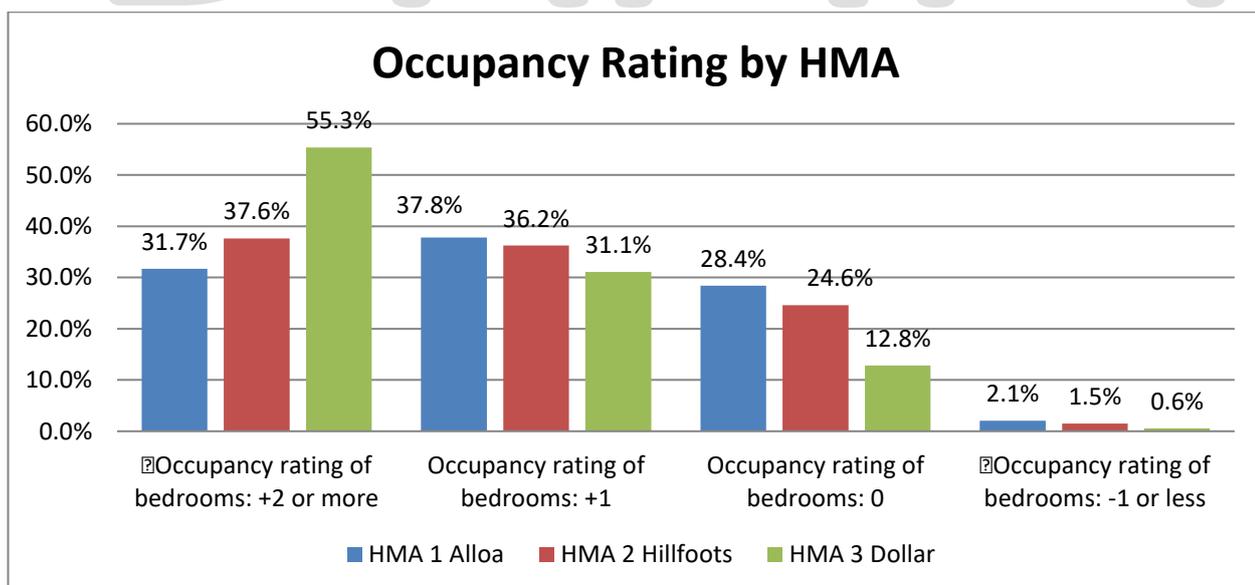


Source: Scotland's Census 2011 - National Records of Scotland Table LC4106SC - Tenure by occupancy rating (rooms) (1) All households

There are fewest households over crowded in the Dollar HMA, at 0.6%, and the highest number of households having 2 or more bedrooms than required. This is due, in most part, to the higher percentage of owner occupation in this area.

Over crowded households are highest in Alloa HMA at 2.1% and Hillfoots at 1.5%. This is for all tenures.

**Chart 3.11 Occupancy Rate by HMA – All Tenures**

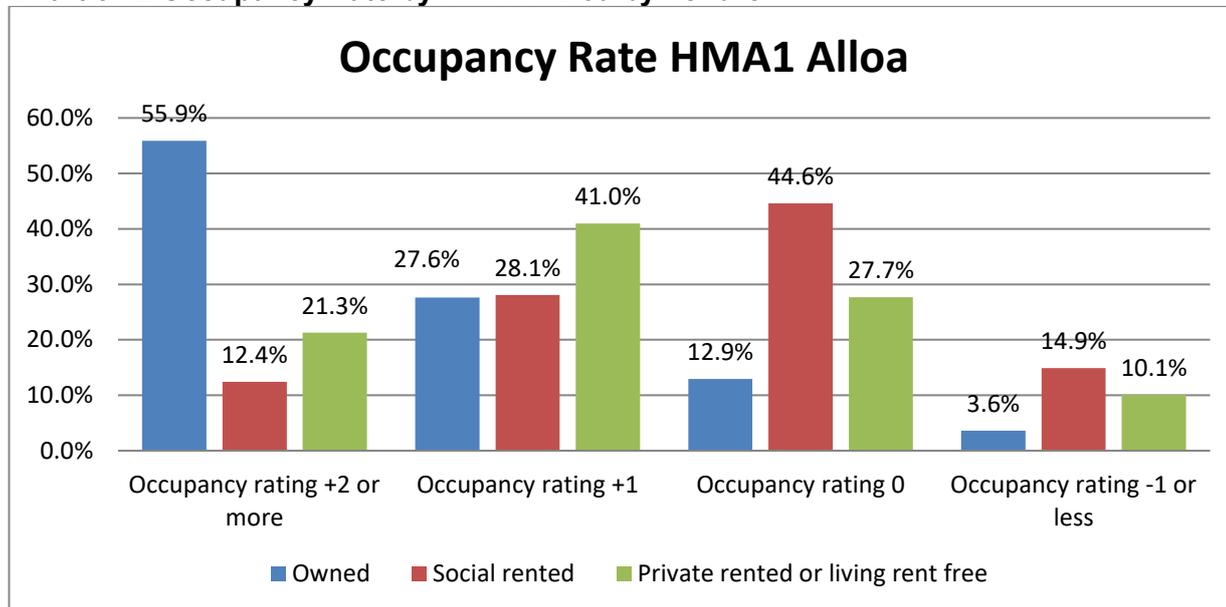


Source: Scotland's Census 2011 - National Records of Scotland Table LC4106SC - Tenure by occupancy rating (rooms) (1) All households

In Alloa, a total of 83.5% households in the owner occupied sector have 1 or more bedrooms than required, compared to 40.5% of social rented tenants. 14.9% of all social rented properties are over crowded.

This shows a mis-match in social rented stock that could be relieved by a targeted allocation policy to make it attractive for under occupied households to move to a more suitable home.

**Chart 3.12 Occupancy Rate by HMA 1 Alloa by Tenure**

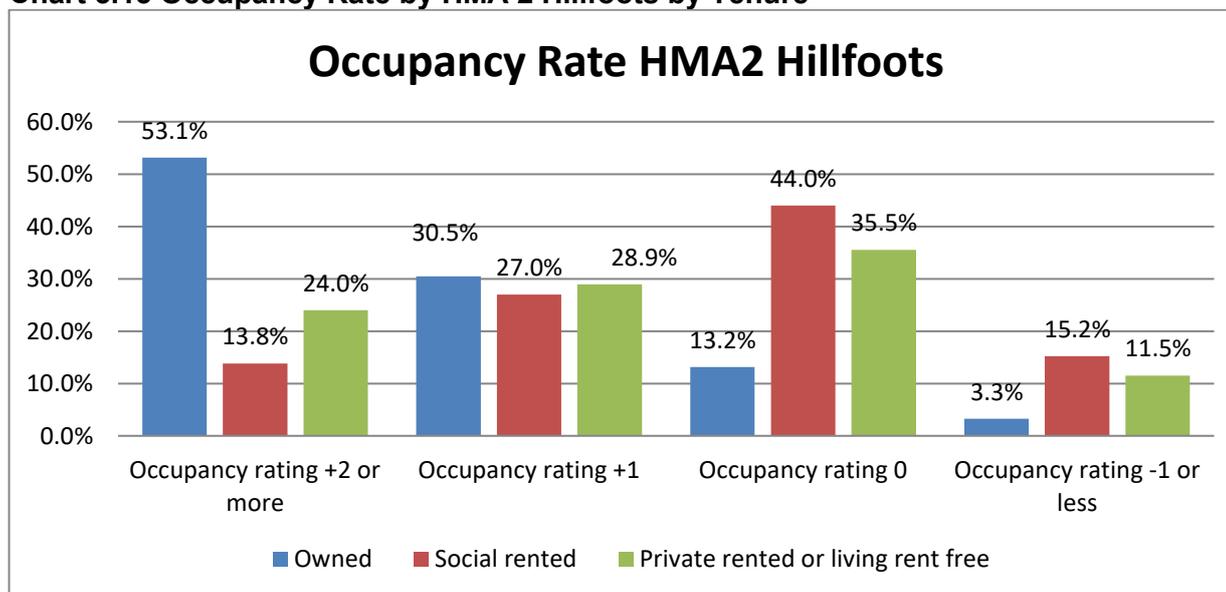


Source: Scotland's Census 2011 - National Records of Scotland Table LC4106SC - Tenure by occupancy rating (rooms) (1) All households

In Hillfoots HMA, a total of 83.6% households in the owner occupied sector have 1 or more bedrooms than required, compared to 40.8% of social rented tenants. 15.2% of all social rented properties are overcrowded.

This shows a mis-match in social rented stock that could be relieved by a targeted allocation policy to make it attractive for under occupied households to move to a more suitable home.

**Chart 3.13 Occupancy Rate by HMA 2 Hillfoots by Tenure**

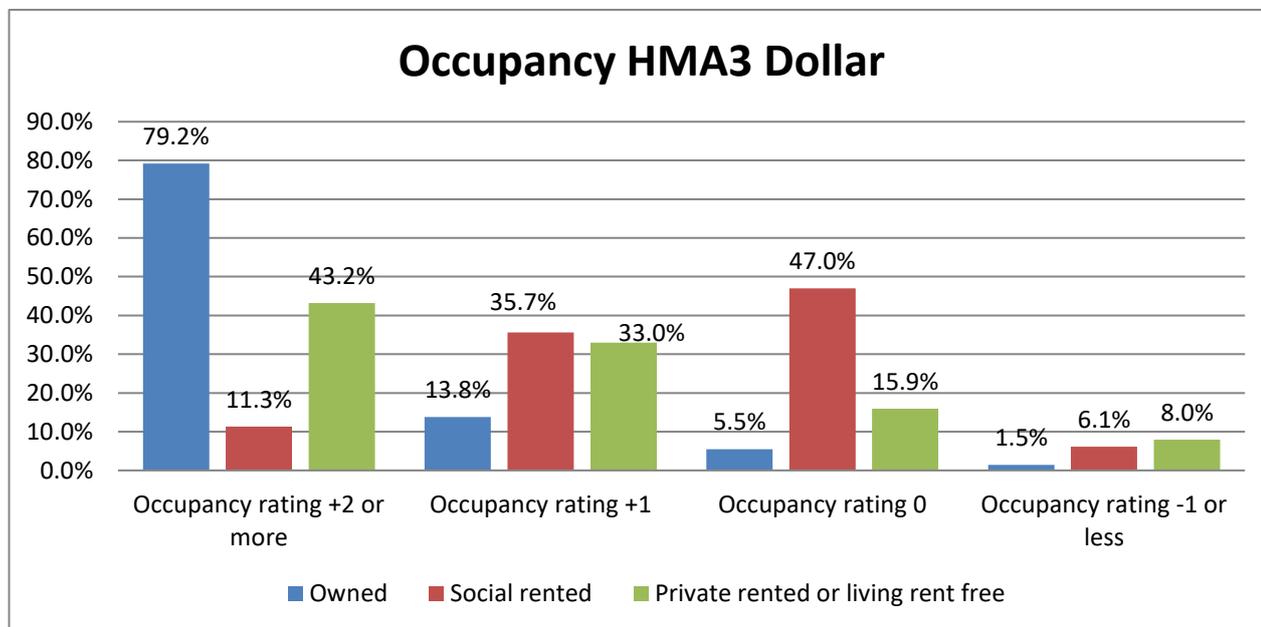


Source: Scotland's Census 2011 - National Records of Scotland Table LC4106SC - Tenure by occupancy rating (rooms) (1) All households

In Dollar HMA, at total of 93% households in the owner occupied sector have 1 or more bedrooms than required, compared to 47% of social rented tenants. 6.1% of all social rented properties are overcrowded.

This shows a mis-match in social rented stock that could be relieved by a targeted allocation policy to make it attractive for under occupied households to move to a more suitable home.

**Chart 3.14 Occupancy Rate by HMA 3 Dollar by Tenure**



Source: Scotland's Census 2011 - National Records of Scotland Table LC4106SC - Tenure by occupancy rating (rooms) (1) All households

### Stock by Occupied and Unoccupied Properties

According to the 2011 Census, the most up to date Census data for this information, table 3.17 below shows homes that are occupied and the total vacant. It also shows the number classified as holiday accommodation or second homes. A total of 3.9% of stock was unoccupied in 2011 and 1.5% classified as a holiday or second home.

Tullibody and Menstrie have the highest % of occupied houses, while Coalsnaughton had the highest % of unoccupied homes. It is worth noting that unoccupied stock could be new build properties not yet occupied and this may skew the figures in Census data.

**Table 3.17 Occupied, Second Homes and Vacant stock at 2011 Census**

| Occupancy status         | All household spaces | Occupied household spaces | Total Unoccupied household spaces | Unoccupied household spaces: Second residence/holiday accommodation | Unoccupied household spaces: Vacant |
|--------------------------|----------------------|---------------------------|-----------------------------------|---------------------------------------------------------------------|-------------------------------------|
| Settlement/Locality 2010 |                      |                           |                                   |                                                                     |                                     |
| Alloa                    | 9812                 | 9389 95.7%                | 423 4.3%                          | 173 1.8%                                                            | 250 2.5%                            |
| Tullibody                | 3702                 | 3635 98.2%                | 67 1.8%                           | 23 0.6%                                                             | 44 1.2%                             |
| Clackmannan              | 1563                 | 1511 96.7%                | 52 3.3%                           | 16 1%                                                               | 36 2.3%                             |
| Tillicoultry             | 2527                 | 2430 96.2%                | 97 3.8%                           | 37 1.5%                                                             | 60 2.3%                             |
| Coalsnaughton            | 437                  | 409 93.6%                 | 28 6.4%                           | 9 2%                                                                | 19 4.4%                             |

|                 |      |      |              |     |             |    |             |    |             |
|-----------------|------|------|--------------|-----|-------------|----|-------------|----|-------------|
| <b>Menstrie</b> | 1237 | 1208 | <b>97.7%</b> | 29  | <b>2.3%</b> | 4  | <b>0.3%</b> | 25 | <b>2%</b>   |
| <b>Alva</b>     | 2356 | 2244 | <b>95.2%</b> | 112 | <b>4.7%</b> | 44 | <b>1.9%</b> | 68 | <b>2.8%</b> |
| <b>Dollar</b>   | 1239 | 1166 | <b>94.1%</b> | 73  | <b>5.9%</b> | 32 | <b>2.6%</b> | 41 | <b>3.3%</b> |

Source: Scotland's Census 2011 - National Records of Scotland Table QS417SC - Household spaces all household spaces

More up to date information taken from Scottish Government information on vacant stock published in September 2024 is shown in Table 3.18. The data shows that 262 or 1% of all homes in Clackmannanshire were empty for 6 months or more as of September 2024, this is in comparison to 2.8% in Scotland overall. This data shows only 38 second homes and there is no information on holiday homes.

**Table 3.18 Empty homes in Clackmannanshire and Scotland, September 2024**

| Local Authority  | Dwellings Estimate | Second homes  | Second homes rate per 10,000 dwellings | Empty homes (>6 months) | Empty homes (>6 months) rate per 10,000 dwellings | Long term empty homes (>12 months) | Long term empty homes (>12 months) rate per 10,000 dwellings |
|------------------|--------------------|---------------|----------------------------------------|-------------------------|---------------------------------------------------|------------------------------------|--------------------------------------------------------------|
| <b>Scotland</b>  | <b>2,721,225</b>   | <b>21,606</b> | <b>79.4</b>                            | <b>43,538</b>           | <b>160.0</b>                                      | <b>31,596</b>                      | <b>116.1</b>                                                 |
| Clackmannanshire | 25,277             | 38            | 15.0                                   | 162                     | 64.1                                              | 100                                | 39.6                                                         |

Source: Scottish Government, Communities Analysis Division, Housing, Homelessness & Regeneration Analysis Unit, Housing Statistics and Analysis Team

The 2011 Census data defines a concealed household as a household with more than one family, where the family does not include the Head of Household reference person. The table shows as at 2011, there were 141 concealed households in Clackmannanshire. Around half of all concealed families, 75, have dependent children. The percentage of **all** households with a concealed family is 0.6%.

**Table 3.19 Concealed Households Census 2011**

|                       | All Families | Concealed families: Total | Concealed families: No children | Concealed families: With dependent children | Concealed families: All children non-dependent |
|-----------------------|--------------|---------------------------|---------------------------------|---------------------------------------------|------------------------------------------------|
| FRP aged 24 and under | 544          | 43                        | 8                               | 35                                          | 0                                              |
| FRP aged 25 to 34     | 2074         | 37                        | 10                              | 27                                          | 0                                              |
| FRP aged 35 to 49     | 5290         | 16                        | 1                               | 11                                          | 4                                              |
| FRP aged 50 to 64     | 4535         | 21                        | 13                              | 2                                           | 6                                              |

|                                   |               |             |             |             |                 |
|-----------------------------------|---------------|-------------|-------------|-------------|-----------------|
| FRP aged 65 and over              | 2863          | 24          | 21          | 0           | 3               |
| <b>All families in households</b> | <b>15,306</b> | <b>141</b>  | <b>53</b>   | <b>75</b>   | <b>13</b>       |
| <b>All single households</b>      | <b>7,428</b>  | -           | -           | -           | -               |
| <b>Total Households</b>           | <b>22,734</b> | <b>0.6%</b> | <b>0.2%</b> | <b>0.3%</b> | <b>&gt;0.1%</b> |

Source: Scotland's Census 2011 - National Records of Scotland Table LC1110SCdz - Family composition by age of Family Reference Person (FRP) all families in households

## Lets

At October 2024, there were 2,660 people on the council waiting list. Of those, 2,121 are waiting list applicants, meaning that the net need for new housing is 2,121 as these applicants do not have another social rent to give up.

The table below is a summary of the number of Council lets between 2021 and 2025 by bedroom size. Two bedroom properties make up the majority of re-lets followed by one bedroom properties. An average of 361 lets are made annually, around a 7% turnover rate.

**Table 3.20 Council lets by year and bedroom size**

| Year           | 1 bed | 2 bed | 3 bed | 4 bed | 5 bed | Total Lets | Total stock  | % Turnover  |
|----------------|-------|-------|-------|-------|-------|------------|--------------|-------------|
| <b>2021/22</b> | 126   | 161   | 55    | 11    | 0     | <b>353</b> | <b>4,974</b> | <b>7%</b>   |
| <b>2022/23</b> | 129   | 170   | 47    | 6     | 0     | <b>352</b> | <b>5,007</b> | <b>7%</b>   |
| <b>2023/24</b> | 155   | 154   | 59    | 4     | 1     | <b>373</b> | <b>5,045</b> | <b>7.4%</b> |
| <b>2024/25</b> | 141   | 167   | 52    | 8     | 0     | <b>368</b> | <b>5,062</b> | <b>7.3%</b> |

Source: Clackmannanshire Council Information System

Ochil View is the largest RSL in Clackmannanshire with a current total of 1,271 properties. The table below is a summary of the number of Ochil View lets between 2022 and 2025 by bedroom size. Two bedroom properties make up the majority of re-lets followed by one bedroom properties. On average 94 lets are made annually, with an average turnover of 7.4%, similar to Council figures.

**Table 3.21 Ochil View HA lets by year and bedroom size**

| Year           | 1 bed | 2 bed | 3 bed | 4 bed | 5 bed | Total Lets | Total stock  | % Turnover  |
|----------------|-------|-------|-------|-------|-------|------------|--------------|-------------|
| <b>2022/23</b> | 44    | 46    | 16    | 1     | 0     | <b>107</b> | <b>1,258</b> | <b>8.5%</b> |
| <b>2023/24</b> | 33    | 48    | 16    | 1     | 0     | <b>98</b>  | <b>1,271</b> | <b>7.7%</b> |
| <b>2024/25</b> | 33    | 34    | 11    | 0     | 0     | <b>78</b>  | <b>1,271</b> | <b>6.1%</b> |

Source: Ochil View Information System

The tables below show the council stock turnover over the last 4 years by Housing Market Areas. A lower percentage rate turnover indicates where the housing pressure may be.

There is no obvious pressure by housing market area, Dollar had the lowest turnover between 2022/23 to 2024/25 but as there are only 104 properties in this area, the figures can be skewed by the low number of lets made in general.

**Table 3.22 Council lets by year and HMA 1 Alloa**

| Year    | 1 bed | 2 bed | 3 bed | 4 bed + | Total | Total stock (at 2024/25) | % Turnover |
|---------|-------|-------|-------|---------|-------|--------------------------|------------|
| 2021/22 | 89    | 116   | 41    | 10      | 256   | 3,662                    | 7%         |
| 2022/23 | 86    | 133   | 35    | 5       | 259   | 3,662                    | 7%         |
| 2023/24 | 114   | 108   | 36    | 4       | 262   | 3,662                    | 7.1%       |
| 2024/25 | 103   | 116   | 35    | 7       | 261   | 3,662                    | 7.1%       |

Source: Clackmannanshire Council Information System

**Table 3.23 Council lets by year and HMA 2 Hillfoots**

| Year    | 1 bed | 2 bed | 3 bed | 4 bed + | Total | Total Stock (at 2024/25) | % Turnover |
|---------|-------|-------|-------|---------|-------|--------------------------|------------|
| 2021/22 | 32    | 43    | 12    | 1       | 88    | 1,295                    | 6.8%       |
| 2022/23 | 40    | 36    | 11    | 1       | 88    | 1,295                    | 6.8%       |
| 2023/24 | 37    | 46    | 21    | 1       | 105   | 1,295                    | 8.1%       |
| 2024/25 | 36    | 50    | 17    | 1       | 104   | 1,295                    | 8%         |

Source: Clackmannanshire Council Information System

**Table 3.24 Council lets by year and HMA 3 Dollar**

| Year    | 1 bed | 2 bed | 3 bed | 4 bed + | Total | Total Stock (at 2024/25) | % Turnover |
|---------|-------|-------|-------|---------|-------|--------------------------|------------|
| 2021/22 | 5     | 2     | 2     | 0       | 9     | 104                      | 8.6%       |
| 2022/23 | 2     | 2     | 1     | 0       | 5     | 104                      | 4.8%       |
| 2023/24 | 4     | 0     | 2     | 0       | 6     | 104                      | 5.8%       |
| 2024/25 | 2     | 1     | 0     | 0       | 3     | 104                      | 2.9%       |

Source: Clackmannanshire Council Information System

## Turnover by house type

**Ochil View has 569 houses and 702 flats.**

Looking at turnover by house type, houses have the lowest turnover, showing a pressure on this type of home, particularly in the Alloa HMA, but a similar picture in the Hillfoots and Dollar. This would suggest that new supply should prioritise building houses over flats as flats have the highest turnover rate consistently.

**Table 3.25 Council lets by House Type HMA 1 Alloa**

| Year                          | Flat         | Turnover    | House        | Turnover    | Bungalow   | Turnover    |
|-------------------------------|--------------|-------------|--------------|-------------|------------|-------------|
| 2021/22                       | 151          | 9.6%        | 70           | 4.3%        | 35         | 7.4%        |
| 2022/23                       | 156          | 9.9%        | 63           | 3.9%        | 40         | 8.4%        |
| 2023/24                       | 154          | 9.8%        | 62           | 3.8%        | 46         | 9.7%        |
| 2024/25                       | 161          | 10.2%       | 71           | 4.4%        | 29         | 6.1%        |
| <b>Total Stock at 2024/25</b> | <b>1,571</b> |             | <b>1,617</b> |             | <b>474</b> |             |
| <b>Average Turnover</b>       |              | <b>9.9%</b> |              | <b>4.1%</b> |            | <b>7.9%</b> |

Source: Clackmannanshire Council Information System

**Table 3.26 Council lets by House Type HMA 2 Hillfoots**

| Year                          | Flat       | Turnover    | House      | Turnover    | Bungalow   | Turnover    |
|-------------------------------|------------|-------------|------------|-------------|------------|-------------|
| 2021/22                       | 69         | 9.6%        | 15         | 3.3%        | 4          | 3.2%        |
| 2022/23                       | 58         | 8.0%        | 19         | 4.3%        | 11         | 8.7%        |
| 2023/24                       | 76         | 10.5%       | 24         | 5.4%        | 5          | 4.0%        |
| 2024/25                       | 76         | 10.5%       | 22         | 4.9%        | 6          | 4.8%        |
| <b>Total Stock at 2024/25</b> | <b>721</b> |             | <b>448</b> |             | <b>126</b> |             |
| <b>Average Turnover</b>       |            | <b>9.6%</b> |            | <b>4.5%</b> |            | <b>5.2%</b> |

Source: Clackmannanshire Council Information System

**Table 3.27 Council lets by House Type HMA 3 Dollar**

| Year                          | Flat      | Turnover    | House     | Turnover    | Bungalow  | Turnover    |
|-------------------------------|-----------|-------------|-----------|-------------|-----------|-------------|
| 2021/22                       | 2         | 12.5%       | 2         | 4.3%        | 5         | 11.9%       |
| 2022/23                       | 1         | 6.3%        | 3         | 6.5%        | 1         | 2.4%        |
| 2023/24                       | 1         | 6.3%        | 2         | 4.3%        | 3         | 7.1%        |
| 2024/25                       | 1         | 6.3%        | 1         | 2.2%        | 1         | 2.4%        |
| <b>Total Stock at 2024/25</b> | <b>16</b> |             | <b>46</b> |             | <b>42</b> |             |
| <b>Average Turnover</b>       |           | <b>7.8%</b> |           | <b>4.3%</b> |           | <b>6.0%</b> |

Source: Clackmannanshire Council Information System

## Turnover by Applicant Type

The majority of lets over the past 4 years have been made to waiting list tenants, an average of 83% of all Council lets have been made to waiting list applicants, these are households who don't have a tenancy to give up and therefore an additional home is required.

**Table 3.28 Council lets by applicant**

| Year    | Waiting List | %   | Transfer | %   | Total Lets |
|---------|--------------|-----|----------|-----|------------|
| 2021/22 | 302          | 86% | 51       | 14% | <b>353</b> |
| 2022/23 | 277          | 79% | 75       | 21% | <b>352</b> |
| 2023/24 | 301          | 81% | 72       | 19% | <b>373</b> |
| 2024/25 | 315          | 86% | 53       | 14% | <b>368</b> |

Source: Clackmannanshire Council Information System

Homeless lets make up around 63% of total lets annually, the majority are waiting list applicants.

**Table 3.29 Homeless Council lets**

| Year    | Homeless Waiting List | Homeless Transfer | Total Lets |
|---------|-----------------------|-------------------|------------|
| 2021/22 | 207                   | 9                 | 216        |
| 2022/23 | 206                   | 13                | 219        |
| 2023/24 | 229                   | 8                 | 237        |
| 2024/25 | 237                   | 11                | 248        |

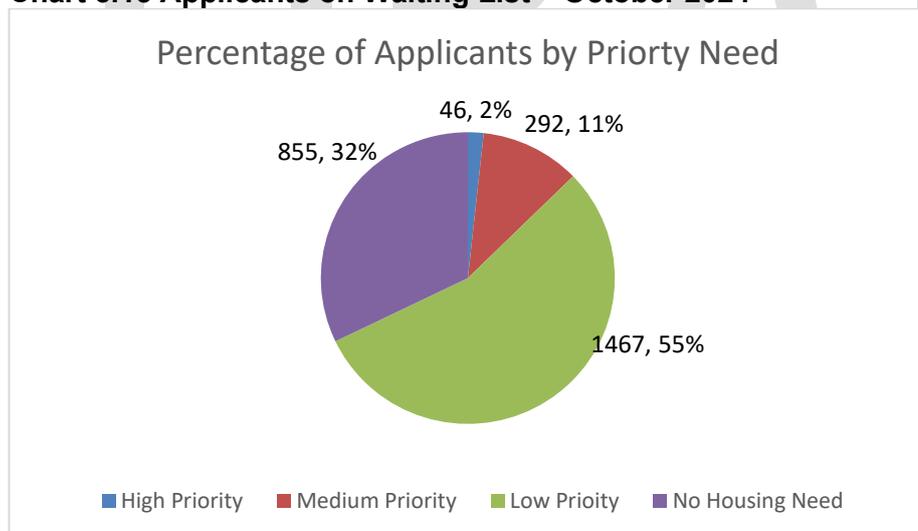
Source: Clackmannanshire Council Information System

### Need for Social Housing

The need for social housing is identified by the number of people on the waiting list who have been awarded priority points and are therefore ‘in need’ of a new home. As of October 2024, there were 2,660 people on the Council waiting list, of those, 1,805 are in some sort of housing need and 855 have no need and are considered on the waiting list ‘just in case’.

Housing need outstrips the supply with 1,805 people on the waiting list in need and an average of 361 annual lets.

**Chart 3.15 Applicants on Waiting List – October 2024**

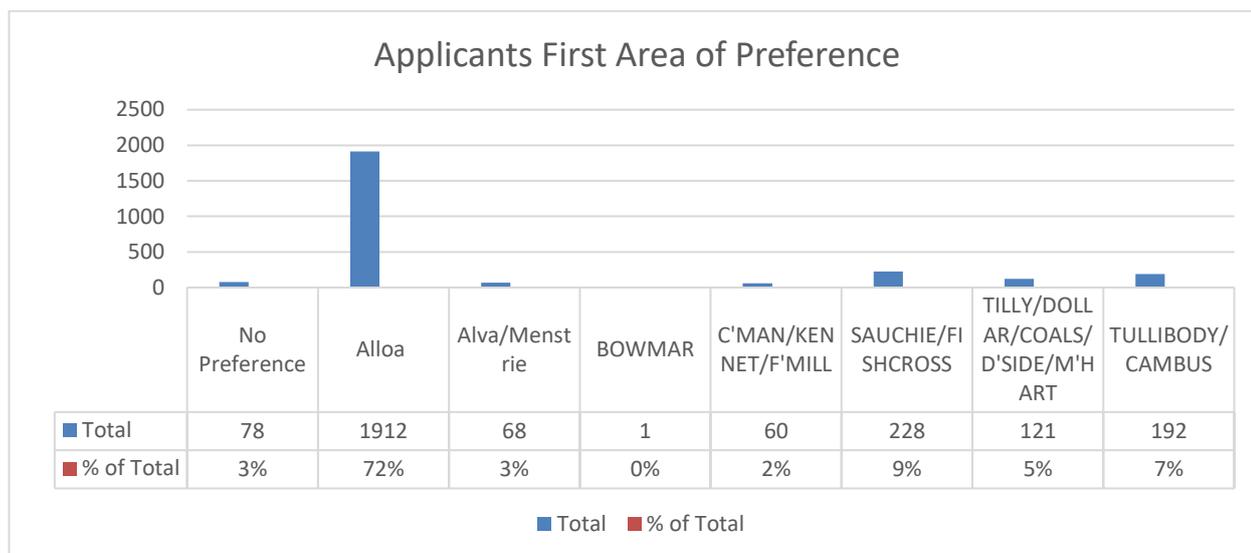


Source: Clackmannanshire Council Information System

The chart below shows that 90% of all applicants have a first preference to live in the Alloa HMA, 8% for Hillfoots and Dollar HMA.

In terms of relets, 72% of all annual relets are in Alloa HMA and 28% in Hillfoots and Dollar HMAs. This shows a mis-match and indicates a pressure on housing in the Alloa HMA.

**Chart 3.16 Applicants first preference area**



Source: Clackmannanshire Council Information System

### Applicant to Let Ratios

In order to look at the need for specific house sizes the applicant to let ratios indicate the property sizes that are the most pressured. The ratio is the number of applicants on the waiting list for every let so a ratio of 4 means that there are 4 applicants for every home that becomes available. This is only for size of property; houses will have a higher ratio than flats for example.

The majority of people on the waiting list, 1,584, require a one bedroom property, 314 would like a bungalow and 529 a house. There are only 639 1 bed bungalow/houses in Clackmannanshire, with a 7% turnover, 45 become available each year – one property to every 18 people on the WL.

The table 3.x shows that there is high pressure on 1, 4 and 5+ bedroom homes. Only one 5 bedroom home has been let in 4 years and there are no 6 or 7 bedrooms homes in the Council stock.

**Table 3.30 Applicants to Let Ratio – all applicants**

| Bedrooms Required  | Applicants   | Average turnover 2021/22 to 2024/25 | Ratio      |
|--------------------|--------------|-------------------------------------|------------|
| 1                  | 1,584        | 138                                 | 11.5       |
| 2                  | 664          | 163                                 | 4          |
| 3                  | 306          | 53                                  | 5.8        |
| 4                  | 85           | 8                                   | 10.6       |
| 5                  | 17           | 0.25 (1 let in 4 years)             | 68         |
| 6                  | 3            | 0                                   |            |
| 7                  | 1            | 0                                   |            |
| <b>Grand Total</b> | <b>2,661</b> | <b>362</b>                          | <b>7.3</b> |

Source: Clackmannanshire Council Information System

Households in housing need, as Council waiting list policy, again shows a pressure on 1 bed properties and larger 4+ bedrooms.

**Table 3.31 Applicants to Let Ratio – Applicants in Housing Need**

| Bedrooms Required  | Applicants   | Average turnover 2021/22 to 2024/25 | Ratio    |
|--------------------|--------------|-------------------------------------|----------|
| 1                  | 1,154        | 138                                 | 8.4      |
| 2                  | 352          | 163                                 | 2.2      |
| 3                  | 209          | 53                                  | 3.9      |
| 4                  | 71           | 8                                   | 8.9      |
| 5                  | 16           | 0.25 (1 let in 4 years)             | 64       |
| 6                  | 3            | 0                                   |          |
| 7                  | 1            | 0                                   |          |
| <b>Grand Total</b> | <b>1,805</b> | <b>362</b>                          | <b>5</b> |

Source: Clackmannanshire Council Information System

Table 3.32 below shows all non-transfer applicants in housing need, these applicants do not have a tenancy to give up and this is therefore the net housing need which shows new additional homes that need to be built. Pressures are shown for 1 bedroom homes and for large 5 bedroom homes.

**Table 3.32 Applicants to Let Ratio – Applicants in Housing Need (non transfer)**

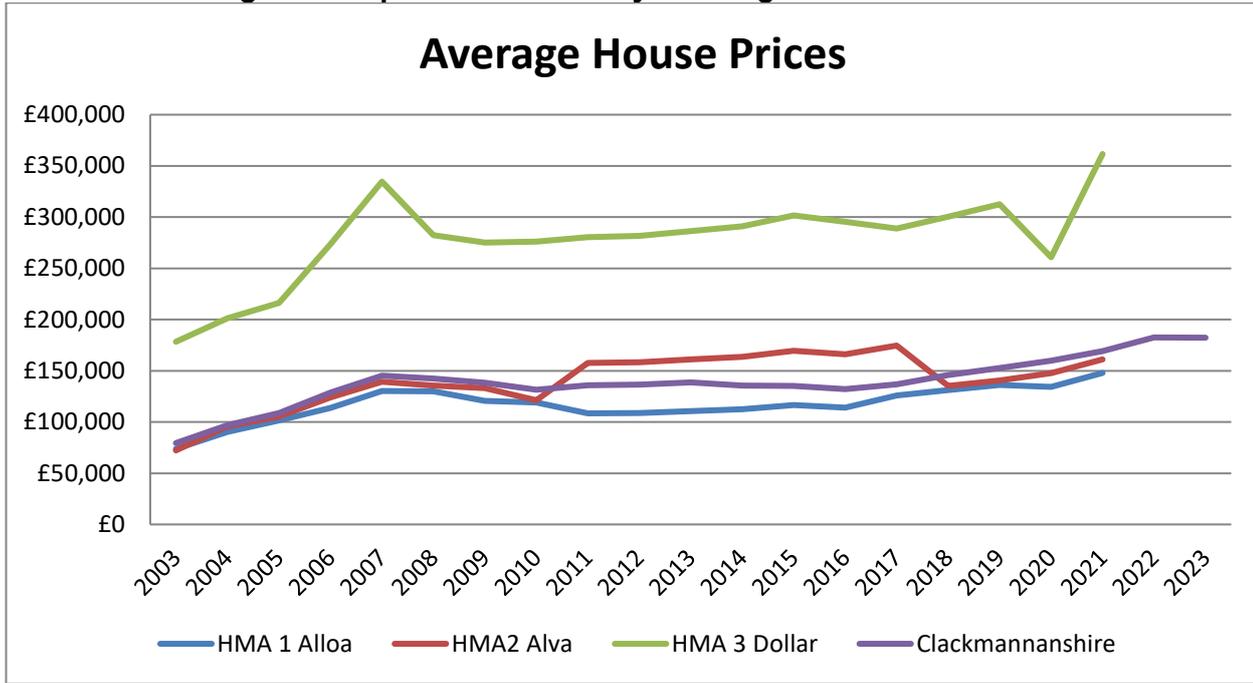
| Bedrooms Required  | Applicants   | Average turnover 2021/22 to 2024/25 | Ratio    |
|--------------------|--------------|-------------------------------------|----------|
| 1                  | 994          | 138                                 | 7.2      |
| 2                  | 277          | 163                                 | 1.7      |
| 3                  | 129          | 53                                  | 2.4      |
| 4                  | 42           | 8                                   | 5.6      |
| 5                  | 11           | 0.25 (1 let in 4 years)             | 44       |
| 6                  | 2            | 0                                   |          |
| 7                  | 0            | 0                                   |          |
| <b>Grand Total</b> | <b>1,455</b> | <b>362</b>                          | <b>4</b> |

Source: Clackmannanshire Council Information System

### Private Housing Pressure

As discussed in Chapter 2, average house prices are highest in the Dollar HMA. According to local estate agents, 3 bedroom homes are most in demand and Clackmannanshire, excluding Dollar, provides better value for money than neighbouring Stirling. This may attract buyers from Stirling and into Clackmannanshire, especially the new build market.

**Chart 3.17 Average House prices over time by Housing Market Area**



Source: Registers of Scotland

**Low Demand and Voids**

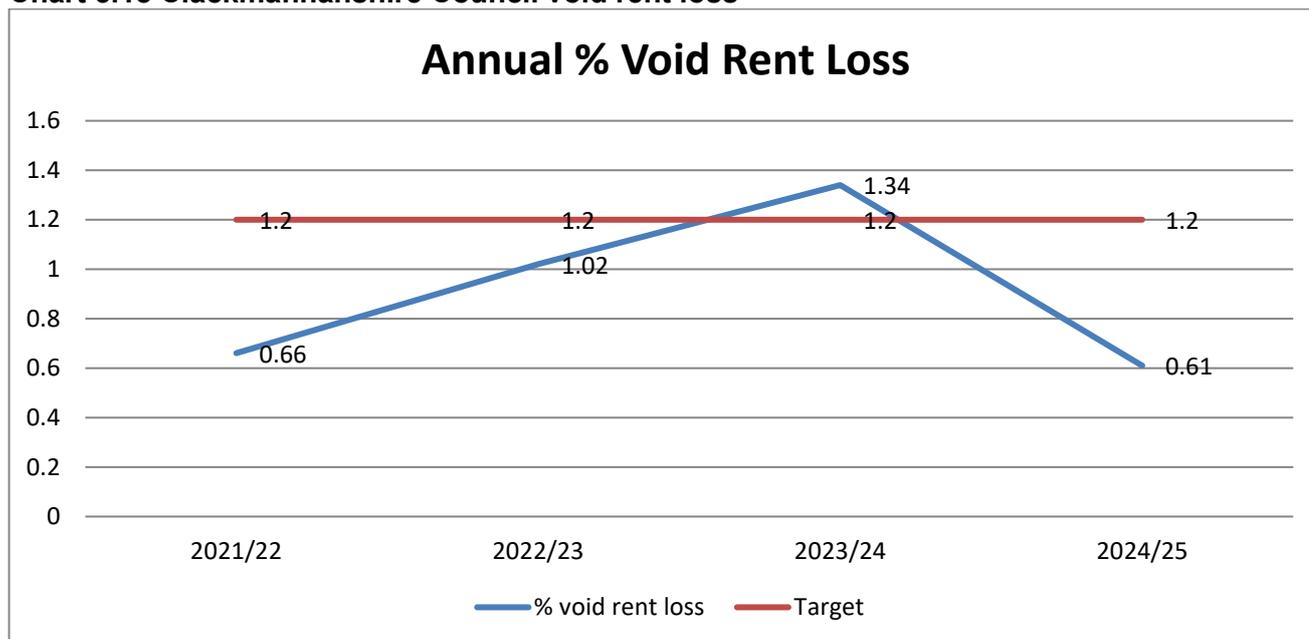
In data reported on the Annual Returns to the Scottish Regulator, there are no low demand properties in Clackmannanshire. This is verified by housing staff and is based on the following criteria:

- Small or no waiting list for a property
- Tenancy offers frequently refused on the basis of the property
- High than normal turnover rates

Clackmannanshire Council takes on average 57.4 days to re-let voids compared to Scottish Average of 56.8 days.

Void rent loss shows the rent not collected because of voids, as seen on Chart 3.18 below, Clackmannanshire Council has been lower than the Scottish average target in 3 of the past 4 years. This shows that the Council is managing its void stock effectively and minimising the periods that stock is empty.

**Chart 3.18 Clackmannanshire Council void rent loss**



Source: Clackmannanshire Council Information System, Scottish Housing Regulator

## Stock Management

### In-situ Housing Solutions

Making best use of the existing housing stock can be managed through good allocation policies and through the use of transfer and mutual exchange policies. Existing tenants whose current home becomes unsuitable can request a transfer on the housing waiting list, they could become overcrowded or under occupied and another home will be more suitable. These transfer requests are not counted towards net housing need as they will have another tenancy to give up to house another household on the waiting list.

Mutual exchanges are where tenants actively find their own move by swapping their home with another tenant and cut out the need for an active waiting list application. Swaps can be made between Council areas and Council and RSL tenants. In 2023/24 a total of 37 tenants swapped their home using the mutual exchange scheme in Clackmannanshire.

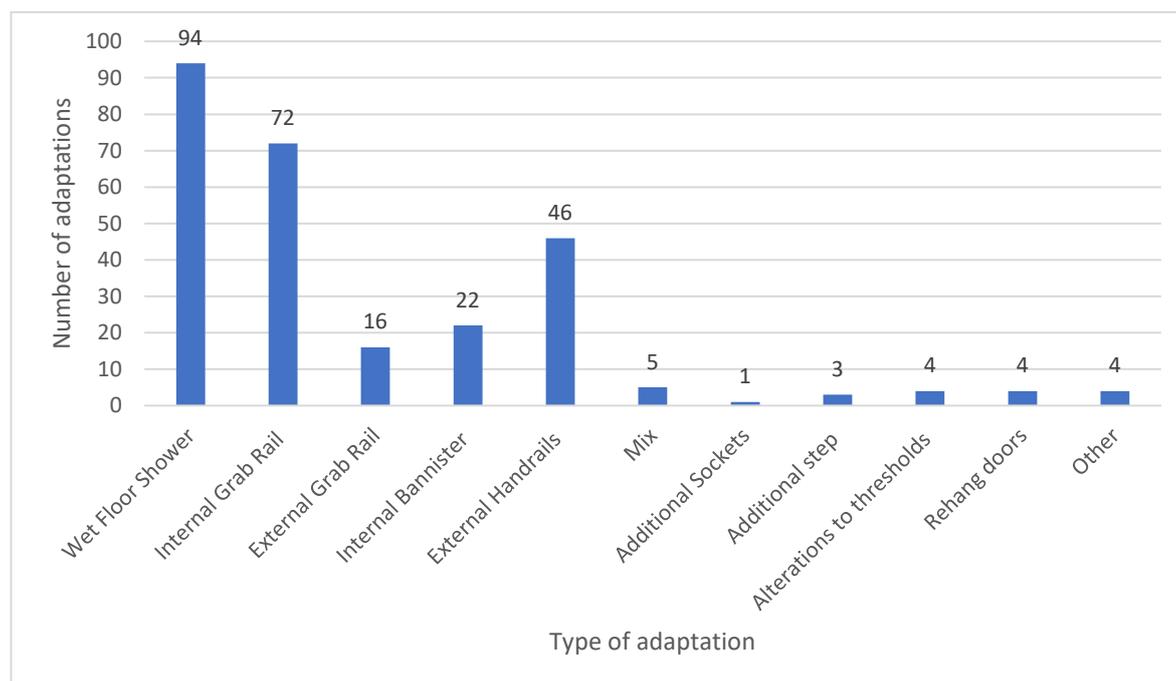
Managing stock and avoiding households living in unsuitable accommodation can, in some circumstances be solved by providing an adaptation. This avoids a move and provides the current home with the facilities required to enable functionally accessible housing which corresponds to the mobility characteristics of individual household. Property adaptation requirements include low level appliances, stair rails and barrier-free alterations.

Adaptations can be split into minor and major. Minor adaptations are simple to install and do not require structural changes to the property. In contrast, major adaptations require major works carried out and/or structural changes to the property. Current Clackmannanshire Council adaptations policy states that Clackmannanshire Council tenants can self-refer for adaptations to be carried out to their homes.

As chart 3.19 demonstrates, the Council carried out a total of 271 adaptations to its stock in the 2023/24 financial year. There were 94 major adaptations carried out, all of which constituted of wet floor shower installations. The other 177 adaptations were minor adaptations, with 72

internal grab rails, 46 external handrails, 22 internal bannisters and 16 external grab rails installed.

**Chart 3.19 Adaptations carried out to Clackmannanshire Council stock in 2023/24**



Source: Clackmannanshire Council Information System

As table 3.33 presents, Clackmannanshire Council saw a year-on-year increase to its adaptation budget, along with an increase in the number of adaptations carried out. 2022/23 saw 212 adaptations carried out with an allocated budget of £250,000 and an actual spend of £211,778, resulting in underspend of £38,222. In comparison, 2023/24 saw £773,554 spent on adaptations, resulting in a £203,544 overspend in terms of the allocated budget of £570,000 for the financial year.

The stark increase in overspend may be partially explained by the Council's need to hire external contractors in 2023/24 which helped to clear the backlog of adaptation works that were paused over the pandemic.

**Table 3.33 Budget, spend and number of adaptations carried out to Council stock by financial year**

| Year    | £ Budget | £ Actual Spend | £ Variance | No of Adaptations |
|---------|----------|----------------|------------|-------------------|
| 2023/24 | 570,000  | 773,544        | -203,544   | 271               |
| 2022/23 | 250,000  | 211,778        | 38,222     | 212               |
| 2021/22 | 50,000   | 52,955         | -2,955     | 183               |

Source: Clackmannanshire Council Information System

As table 3.34 below presents, from 2021/22 to 2023/24, the Council has successfully managed to reduce the number of households waiting for adaptations from 131 to 67, equating to a 49% reduction.

**Table 3.34 Number of households waiting for adaptations to their home by financial year**

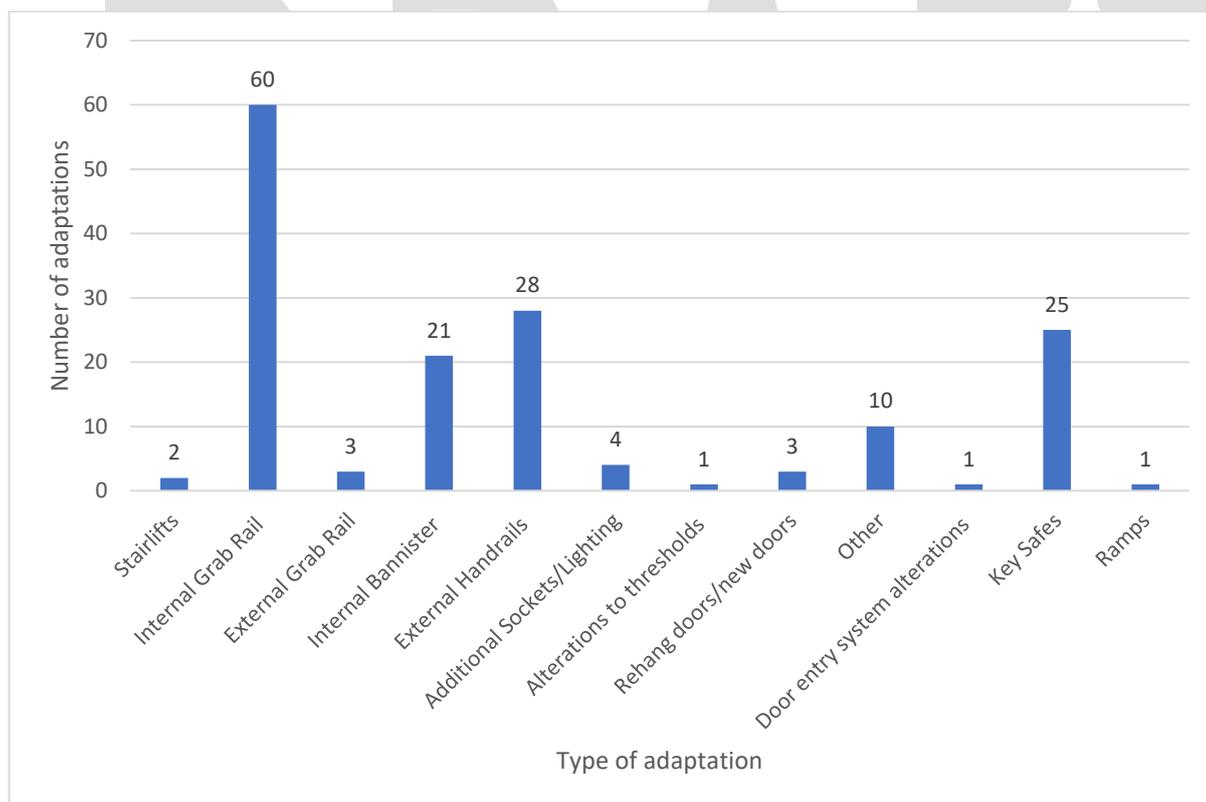
|                      | 2021/22 | 2022/23 | 2023/24 | % Change over 3 years |
|----------------------|---------|---------|---------|-----------------------|
| Number of households | 131     | 96      | 67      | -49%                  |

Source: Scottish Housing Regulator

Charts 3.20 and 3.21 show the numbers and types of adaptations carried out to the registered social landlord stock that operate across Clackmannanshire. It must be noted that the information could not be supplied at a local authority level from every registered social landlord and includes adaptations carried out to the stock across the wider Clackmannanshire and Stirling Health and Social Care Partnership area. Nonetheless, the majority of adaptations were carried out by RSLs which hold a large stock portfolio within Clackmannanshire.

There were a total of 159 minor adaptations carried and 81 major adaptations from 2021/22 to 2023/24 across the stock of all registered social landlords who operate in Clackmannanshire. The vast majority of minor adaptations were internal handrails (60), external handrails (28) and key safes (25).

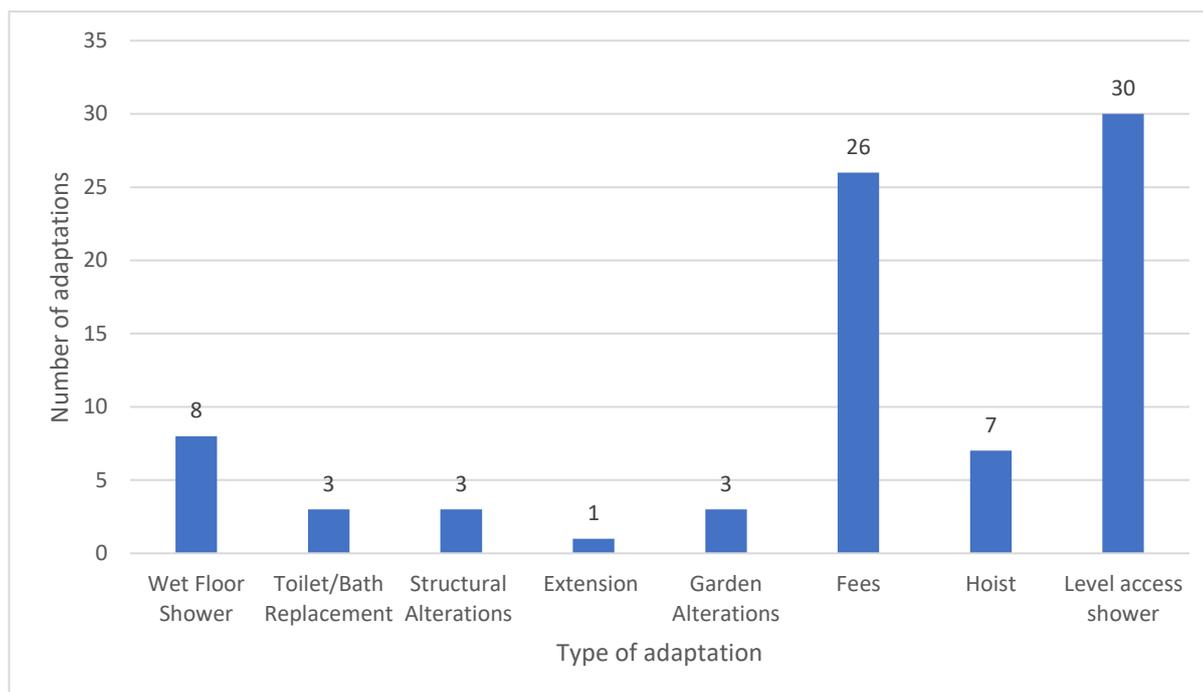
**Chart 3.20 Minor adaptations carried out to RSL stock by type of adaptation 2021/22 – 2023/24**



Source: Clackmannanshire Information System

As chart 3.21 below shows, the majority of major adaptations included level access showers, followed by fee payments for architectural as well as other professional works, and wet floor shower installations.

**Chart 3.21 Major adaptations carried out to RSL stock by type of adaptation 2021/22 – 2023/24**



Source: Clackmannanshire Information System

Table 3.35 shows that, according to the Scottish Household survey, around 3% or 1,000 households in Clackmannanshire require some form of disabled adaptation to their property. This figure is consistent throughout Forth Valley area and Scotland in general.

While this indicates a current unmet need for adapted properties for 1,000 households, further considerations should be given to the tenure type for the required households. Some of these requirements will have been addressed through the figures from Council and RSL adaptations shown above.

**Table 3.35 Households reporting requiring disabled adaptations by local authority across all tenures 2017-2019**

|                       | Clackmannanshire | Falkirk | Stirling | Scotland |
|-----------------------|------------------|---------|----------|----------|
| No. of all households | 1,000            | 2,000   | 1,000    | 82,000   |
| % of households       | 3%               | 3%      | 2%       | 3%       |

Source: Scottish House Condition Survey

### Buy Back Properties

The Council has had a buy back scheme in operation since 2015 which is a quick way of increasing the affordable housing supply. It also allows the Council to purchase properties in flatted blocks where they re-gain a majority share to enable upgrades and repairs to be carried out. In total, 126 properties have been bought during the duration of the scheme.

The Scottish Government provides grant funding of up to £50k, or 50% of price paid, through the Affordable Housing Grant. The off the shelf scheme runs along side the new build program, and so the number of properties are dependent on grant availability once new build schemes have been prioritised. This scheme has helped to add to stock over the past few years while new build costs have increased and some sites have stalled due to viability.

**Table 3.36 Number of properties bought back**

| <b>Year</b>  | <b>Number</b> |
|--------------|---------------|
| 2015/16      | 15            |
| 2016/17      | 14            |
| 2017/18      | 6             |
| 2018/19      | 15            |
| 2019/20      | 9             |
| 2020/21      | 8             |
| 2021/22      | 8             |
| 2022/23      | 31            |
| 2023/24      | 20            |
| <b>TOTAL</b> | <b>126</b>    |

Source: Clackmannanshire Information system

DRAFT

| LHS & Development Plan             | Key Issues Identified in the Housing Needs and Demand Assessment                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                          |
|------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <b>Housing Condition (Quality)</b> | <p>According to the Scottish House Condition Survey, 2017-2019, any disrepair for all stock in Clackmannanshire is 78% which is above the overall Scottish figure of 71%. Disrepair in the social rented sector is 83% compared to 74% in the owner occupied sector.</p> <p><b>(Any (or Basic) disrepair relates to any damage where a building element requires some repair beyond routine maintenance. For example, a leaking tap would be considered any (or basic) disrepair.)</b></p> <p>Looking at the types of properties in disrepair is useful to show that flats generally have a higher level of repair needs than houses. This reflects difficulties in getting common repairs carried out in flatted properties.</p> <p>There is higher percentage of families rather than older household homes that have repair needs. This could be due to older households having paid off mortgages and having savings to pay for ongoing repairs to their homes.</p> <p>There is no data presented in the latest Scottish House Condition Survey for properties below tolerable standard (BTS) in Clackmannanshire as the sample size is considered too small to give a reliable estimate. This is due to the sample size being less than 30 cases.</p> <p>Scottish Housing Quality Standard relates to social housing only and the Scottish Regulator Data shows over stock is 90.3% compliant. The Council is the largest provider of social renting and the stock is 93.5% compliant currently.</p> |
| <b>Housing Stock Pressures</b>     | <p>There is a mismatch between supply and need for social housing in Clackmannanshire. Looking at net need, there are 5 waiting list applicants, with a housing need for every property becoming available.</p> <p>The majority of housing need is for a one bedroom property, and for those applicants, there are 7.2 waiting list applicants for every one bedroom property becoming available.</p> <p>There is a need for larger properties of 4+ bedrooms. In the past 5 years only 9 properties with 4 or 5 bedrooms have become available. There are 10 applicants for every 4 bed property and there are 17 applicants waiting for a 5 bedroom home with only one becoming available in the last 5 years.</p> <p>Houses have a lower turnover than flats in all areas. 3, 4 and 5 bedrooms houses have the lowest turnover. There is the greatest demand for 3 bedrooms houses and while there are</p>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                             |

|                                                                                       |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                    |
|---------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|                                                                                       | <p>fewer applicants in need of 4+ bedrooms, there are so few properties available that there is a real need for a number of larger properties to be added to the stock.</p> <p>In accordance with the definitions given by the Scottish Housing Regulator, Clackmannanshire does not have any low demand stock.</p>                                                                                                                                                                                                |
| <p><b>Size, type, tenure and location of future social housing supply</b></p>         | <p>Requirements for larger family homes. Looking at where current tenants having 2 or more bedrooms than required could free up some larger properties. Targeting buy back properties with 4 or more bedrooms, or purchasing properties that could be converted is something the Council could consider.</p> <p>New build developments should include some larger family house types.</p> <p>There are no real pressure points in terms of Housing Market Areas, all areas have requirements for larger homes.</p> |
| <p><b>Sustaining Communities e.g. using tenure diversification / regeneration</b></p> |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                    |

DRAFT

## **Chapter 4 Estimating Future Housing Need and Demand**

### **Core Output 2**

The aim of this chapter is estimate future additional housing units. The additional units will be broken down into four tenures discussed in previous chapters based on households' likely ability to afford:

- Owner occupation
- Private rented sector
- Mid market rent
- Social rent

Estimates should be reported for each five year period of a twenty year projection and the cumulative total at the end of the twenty year projection. The geography chosen should fit with those used in the Local Housing Strategy (LHS) and the Local Development Plan (LDP).

The HNDA tool will be used to calculate these projections and the inputs will be based on clear evidence gathered in the HNDA on demographics, existing housing needs, house prices, income and affordability.

All assumptions, judgements and scenarios are well reasoned and transparent.

### **Method**

This chapter will go through the following steps in turn and set out the choice of scenarios based on previous work in the document and discussions and agreements made with the Housing Market Partnership Group.

- Step 1** - Choose a range of future demographic scenarios that best reflect what may happen in local Housing Market Areas.
- Step 2** - Estimate the number of households in existing need that will require a new home and decide how many years it will take to clear / address the housing need.
- Step 3** - Choose a range of scenarios which best reflects what may happen to future local house prices, rent prices and incomes.
- Step 4** - Use affordability assumptions to split total additional housing requirements by tenure – how likely households could afford owner occupation, private rent, mid market rent or social housing.
- Step 5** - Consider how the HNDA tool estimates will inform housing policy (LHS) and planning decisions (LDP).

### **Step 1 – Demographic Scenarios**

This stage involves the choice of demographic scenarios to use and input into the HNDA Tool. The CHMA strongly recommends using the National Records of Scotland (NRS) household projections as the official and robust source of information. The HNDA Tool contains the 2018 based NRS principal and variant projections and the following Chapter will discuss the choice of the variants and reasons and methodology around these choices.

There is an option within the guidance to use in-house household projections, this is considered far too resource intensive and as outlined, the NRS information is the official source. The Housing Market Partnership has discussed and agreed the use of this data.

Information from Chapter 2, Key Market Drivers shows that between 1990 and 2003, the population of Clackmannanshire stayed at around 48,150. Between 2003 and 2011 the population of Clackmannanshire increased from 48,140 in 2003 to 51,500 in 2011. This was an increase of 3,360 people over 8 years (6.9% increase in total population).

Between 2011 and 2025, the population has decreased from 51,500 to 51,346, a decrease of 154 people or -0.3% of the population in the past 14 years.

The 2018 NRS population projections suggest that the population will continue to decline to 49,924 to 2043. This suggests the net loss of population of 1,422, -2.7% between 2025 and 2043.

The 2018 principle household projections suggest that, despite declining population figures, there will be an increase of 76 households between 2025 and 2043, +0.3%.

This suggested decrease in the numbers of people but increase in the numbers of households would indicate that the size of the households will decrease to 2043 with more single people and couple households who may require smaller house sizes. This is further demonstrated in tables 4.1 and 4.2 below showing a the change in the profile of households from fewer younger households and an increase in older households.

The Table at 4.1 below shows the Low, Principle and High Migration figures as a comparison.

**Table 4.1 Household projections for Clackmannanshire by Variant (2018 based)**

|                      | 2018   | 2028   | 2043   | Change (%)<br>2018-2028 | Change (%)<br>2018-2043 |
|----------------------|--------|--------|--------|-------------------------|-------------------------|
| Low Migration        | 23,670 | 24,319 | 24,145 | 2.7%                    | 2.0%                    |
| Principal Projection | 23,670 | 24,384 | 24,408 | 3.0%                    | 3.1%                    |
| High Migration       | 23,670 | 24,448 | 24,698 | 3.3%                    | 4.3%                    |

Source: National Records of Scotland Household projections

**Table 4.2 Household Projections by Age Group of Head of Household 2018 and 2043, Clackmannanshire and Scotland (Principle projections)**

| Age Group    | Clacks<br>2018 | Clacks<br>2043 | Clacks %<br>Change |
|--------------|----------------|----------------|--------------------|
| 16-29        | 1,876          | 1,618          | -14%               |
| 30-44        | 5,088          | 5,104          | 0%                 |
| 45-59        | 7,731          | 6,257          | -19%               |
| 60-74        | 5,603          | 5,099          | -9%                |
| 75+          | 3,372          | 6,329          | 88%                |
| <b>Total</b> | <b>23,670</b>  | <b>24,407</b>  | <b>3%</b>          |

Source: National Records of Scotland Household projections

The Housing Market Partnership discussed the NRS projections and gave some comment on their use

*NRS itself acknowledges the limitations of its projections, and states that they are not policy-based forecasts of what the Scottish Government expects to happen. They do not try to forecast possible future changes that may alter these trends. For example:*

- *economic change (e.g. recession patterns will be projected to continue even in a boom)*
- *social changes (e.g. migration policies, birth rates)*
- *imbalances between housing supply and demand (whatever the cause)*
- *the potential impact of the COVID-19 pandemic (such as on housing choices and options)*

*Commenting on the reliance of the projections on past-trends, Professor Glen Bramley has said: "...this raises the very real possibility of the effects of historic under-supply of new housing being perpetuated. If household growth has been artificially suppressed by the undersupply of new housing, then basing future need calculations on those lower growth figures will by necessity under-estimate that need."*

*A further reason to reduce reliance on the NRS household projections when planning for the homes Scotland will need in the future, is that they have proven to be poor projections of what happens in practice. A comparison of projections and completions in Midlothian provides an example. Midlothian chose to increase its housing land supply in its current LDP, resulting in a significant increase in housing completions between 2012 and 2019, supporting real-life demand and choice for new household formation, and outstripping the level of household growth set out in previous projections that had reflected a previous period of under-delivery. Midlothian could have chosen to plan for fewer homes, using the low projections as evidence. Had it done so, it would have been under-planning for new homes and suppressing the ability of new households to form. The increase in housing completions and new households that Midlothian's proactive approach to land supply supported is now reflected in the 2018-based household projections, showing strong projection household formation compared to other authority areas where planning and other factors have suppressed household formation.*

*To recognise and counteract the inherent weaknesses of the projection-reliant estimates, HFS recommended that local authorities model the high migration scenario and consider whether that represented a better fit with local and national policy and recent development rates given that the 2018-based household projections would still be influenced by reduced household growth post-recession and high-migration scenarios are more likely to be aligned to the requirement for councils to set ambitious Local Housing Land Requirements..*

*Projected household size data is also important to consider.*

The guidance suggests a range of estimates are produced and therefore the Housing Market partnership agreed that projections would show principle projections and high migration variants.

## **Step 2 - Existing housing need & years to address the need**

The estimate of housing need is the requirement for **additional** housing units and not housing need that can be addressed in-situ, such as housing adaptations or housing management, such as transferring to a larger or smaller home.

This section considers a range of methods to look at existing housing need in Clackmannanshire. All were discussed with the Housing Market Partnership and run through the HNDA Tool for output data.

Older style HNDA reports were extensive and gathered evidence of housing need through quantitative and qualitative data gathering. While Councils no longer have resources available to go through this type of exercise, it is worth testing a few alternative methods of identifying existing housing need which can be discussed with the Housing Market Partnership to reach a conclusion on an accurate picture of housing needs in Clackmannanshire.

All Scenarios were discussed at the HMP meeting on 2 July 2025 and conclusions drawn are shown.

### Scenario A

The HNDA tool contains a pre-loaded estimate of existing housing need which includes a count of homeless households in temporary accommodation plus overcrowded and concealed households (HoTOC). These households are deemed to be in need of a new unit of housing.

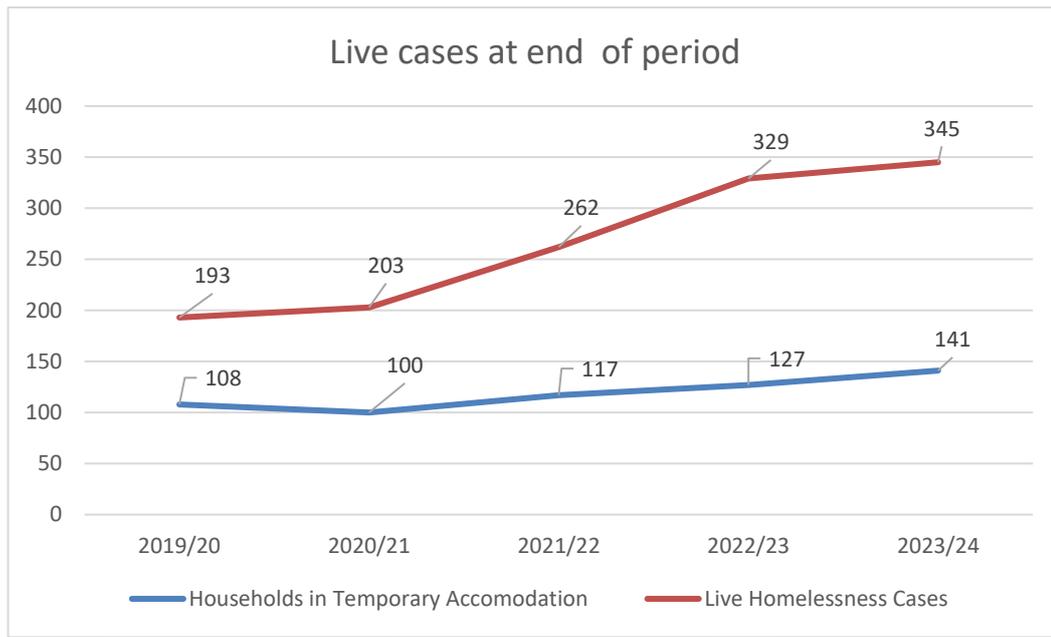
The HNDA tool default for the number of households in housing need is set at 150 households. This is seen as a robust and credible method for identifying existing need and would be a supported method.

HMP feedback on Scenario A, 150 people currently in housing need:

*In 2024/25 there were 616 homeless presentations and 148 households in homeless accommodation as of 30 September 2024. The figure of 150 is unlikely to capture the full picture of housing need. As such, Scenario A is ruled out.*

Graph 4.1 demonstrates that there are considerably more live homelessness cases in comparison to the number of households in temporary accommodation, with 345 live cases and 141 homeless households in temporary accommodation in 2023/24. From 2019/20 to 2023/24, there has been an increase in 79% live homelessness cases and 31% increase in a number of homeless households in temporary accommodation. The figures suggest that against the backdrop of increasing homeless presentations, the Council struggles to clear homelessness cases, offer temporary accommodation to homeless households and provide suitable permanent accommodation.

**Graph 4.1 Number of households in temporary accommodation in comparison to number of live cases**



Source: Scottish Government. Homelessness Statistics

### Scenario B

Homes for Scotland have published a report which illustrates:

*'how existing housing need in Scotland is both more complex and far higher than those that are homeless in temporary accommodation and those that are both overcrowded and concealed, while rightly at the forefront of the conversation, there are additional, less visible forms of housing need that must also be considered.'*<sup>4</sup>

The Homes for Scotland Report methodology was to undertake online surveys and the findings of the survey are presented below.

*The online tool used, ScotPulse, has a membership of over 47,000 adults (aged 16+) in Scotland, meaning it can produce reliable and robust estimates at a national and, in most cases, at local/regional levels.*

*These numbers can be applied to the total sample size (13,690) to calculate that:*

- *14.9% had at least one concealed household;*
- *7.4% indicated they were struggling financially due to high housing costs;*
- *4.9% were found to be living in overcrowded accommodation;*
- *3.4% were in properties that required specialised housing adaptation or support but did not have them; and*
- *3.4% were found to live in 'unfit' properties.*

<sup>4</sup> Existing Housing Need in Scotland: A Survey commissioned by Homes for Scotland: Report by Diffley Partnership and Rettie & Co. January 2024

The sample results of this report can be extrapolated to Clackmannanshire's 24,472<sup>5</sup> households to show the housing need in the area, using the Homes for Scotland methodology and findings:

- 3,646 households had at least one concealed household;
- 1,810 households indicated they were struggling financially due to high housing costs;
- 1,199 households were found to be living in overcrowded accommodation;
- 832 households were in properties that required specialised housing adaptation or support but did not have them; and
- 832 households were found to live in 'unfit' properties.

This shows that **8,319** households in Clackmannanshire have some sort of housing need. However, the estimate of housing need is the requirement for **additional** housing units and not housing need that can be addressed in-situ, such as housing adaptations or housing management, such as transferring to a larger or smaller home.

Using the same methodology as Homes for Scotland, the % of in-situ solutions has been applied to calculate net housing need for Clackmannanshire

**Table 4.3. Net housing need using Homes for Scotland Methodology**

| Number Households (Gross Housing Need) | Reason                              | New units required (net housing need)    | Solution                      |
|----------------------------------------|-------------------------------------|------------------------------------------|-------------------------------|
| 3,646                                  | Concealed Household                 | 3,646                                    | New unit of housing           |
| 1,810                                  | Struggling financially              | 1,086<br>(40% could afford own solution) | 40% could afford own solution |
| 1,199                                  | Overcrowded                         | 1,199                                    | New unit of housing           |
| 832                                    | Specialist Adaptations              | 166                                      | 80% could solve in-situ       |
| 832                                    | In unfit properties                 | 91                                       | 89% could solve in-situ       |
| <b>8,319</b>                           |                                     | <b>6,188</b>                             |                               |
|                                        | In Homeless Temporary Accommodation | 148                                      | New unit of housing           |
|                                        |                                     | <b>6,336</b>                             |                               |

Source: Existing Housing Need in Scotland: A Survey commissioned by Homes for Scotland: Report by Diffley Partnership and Rettie & Co. January 2024

Add on those in temporary accommodation in Clackmannanshire which was 148 households at 30 September 2024.<sup>6</sup> Taking the total for Scenario B to 6,336 in housing need.

<sup>5</sup> Census 2022

<sup>6</sup> Scottish Government, Directorate For Tackling Child Poverty And Social Justice, Communities Analysis Division: Housing, Homelessness & Regeneration Analysis, Homelessness Statistics & Analysis team, Tables for Homelessness in Scotland, update to 30 September 2024

HMP feedback, for Scenario B to 6,336 households currently in housing need:

*This methodology does not take into account housing management solutions for some overcrowded households which could be solved by housing management (transfer)*

*The method appears to over count those struggling financially as, arguably they could all be suitably housed via transfer as they have a home to give up. The HNDA tool has an affordability calculator, so would automatically adjust income levels to suitable housing tenure.*

As such, this methodology has been ruled out due to probable over-counting and not taking full cognisance to transfer or in-situ solutions.

### Scenario C

This scenario looks at figures from the Council's waiting list. The figures include homeless applicants and applicants with over crowding points.

The estimate of housing need is the requirement for **additional** housing units and not housing need that can be addressed in-situ, such as housing adaptations or housing management, such as transferring to a larger or smaller home.

Applicants on the waiting list who are transfer tenants (who have a home to give up) are discounted as an additional unit would not be required. The non transfer waiting list applicants are counted as this will capture an element of hidden households or newly forming households where there is no other home to give up.

In November 2024, there were 2,660 people on the council waiting list. Table 4.4 below shows the breakdown of waiting list applicants at that time.

**Table 4.4 Waiting list applicants - November 2024**

| All Applicants | Transfer Applicants | Waiting list Applicants | Waiting List Applicant in 'housing need' | Waiting List Applicants with zero points 'no housing need' |
|----------------|---------------------|-------------------------|------------------------------------------|------------------------------------------------------------|
| 2,660          | 539                 | 2,121                   | 1,455                                    | 666                                                        |

Source: Council database

HMP feedback, for Scenario C to 1,455 households currently in housing need:

*Looking at all waiting list applicants is likely to capture some of the wider housing demand identified by the Homes for Scotland method, particularly those who are struggling financially but are deemed as being adequately housed. Although they will have a home to give up, will not be counted as transfer as are in private sector.*

*In terms of numbers of overcrowded properties in the social sector, 1.9% or 465 households were shown to be overcrowded according to the 2021 Census. The Council waiting list at October 2024 shows 184 applicants with overcrowding points.*

### **Step 3 – Future Housing cost**

This stage involves the choice of future housing costs to use and input into the HNDA Tool. Drawing on discussions with the Housing Market Partnership on data presented in chapter 2, the choice of the variants and reasons around these choices will be discussed.

#### **Affordability**

House prices in Clackmannanshire continue to be under the Scottish average but are above the levels shown in the HNDA Tool. This would support adjusting the prices in the tool to reflect higher current prices, then use the default growth option in the tool to track a similar growth to the rest of Scotland going forward.

#### **Amendment to House Prices**

The Mean house price in 2024 in Clackmannanshire is £185,231, the HNDA tool has been amended to reflect this and the price increase amended to 3.5% as per change average rises in the area

#### **Amendment to higher rent rate growth**

Average rents across Scotland and Forth Valley have increased significantly over the past 4 years, around 10% each year between 2020 and 2023, this suggests the use of a moderately high growth rate going forward would be appropriate.

Rent levels at May 2025 were £882, up 4.6% from May 2024, the HNDA tool has been amended to reflect this (£220 weekly rent rate).

#### **Income**

There has been an increase in income growth in Clackmannanshire in recent years going from under Scottish average to above or similar to Scottish average (Chart 2.24).

#### **Amendment to income levels and growth**

Average weekly income at 2024 in Scotland was £740, compared to £762 in Clackmannanshire (Source: ONS annual survey of hours and earnings - resident analysis). Income in Clackmannanshire is therefore 2.8% higher than that of Scotland and should be amended accordingly.

### **Step 4 – Affordability Assumptions**

The HNDA tool is set up to analyse affordability (income divided by house prices and rent prices) at the 25<sup>th</sup> percentile of income, house price and rent price. The 25<sup>th</sup> percentile has been chosen as historically it is seen to represent where first time buyers can enter the market and is where housing need and demand is critical.

The HMP group agreed to keep the Tool at 25%.

Within this, the HMP agreed that the proportion which will rent in the private sector and those who will require social housing remained in line with the HNDA Tool.

- If a household spends less than 25% of their income on rent, the Tool assumes they can afford to rent in the private sector. This threshold has been used historically as the affordability measure for affordability for private renting.
- If a household spends 25% to 35% of their income in rent the Tool assumes they can afford mid market rent.
- If a household spends more than 35% of their income, which includes housing benefit, on rent, the Tool assumes they will require social rent.

### **Agreed Scenario Testing for the HNDA Tool**

**Table 4.5 agreed scenario testing**

|            | Demographic (Step 1) | Housing Need (Step 2)             | House Price (Step 3)                             | Rent Rates (Step 3)    | Income Growth (Step 3) | Income Distribution (Step 4) | Years to Clear |
|------------|----------------------|-----------------------------------|--------------------------------------------------|------------------------|------------------------|------------------------------|----------------|
| Scenario 1 | Principal            | Waiting List Non Transfer Tenants | Higher Growth (adjusted from HNDA input figures) | Moderately high growth | Moderate Growth        | No Change                    | 5              |
| Scenario 2 | High                 | Waiting List Non Transfer Tenants | Higher Growth (adjusted from HNDA input figures) | Moderately high growth | Moderate Growth        | No Change                    | 5              |

**Table 4.6 Agreed Assumptions**

| Assumption                             |                                                       |
|----------------------------------------|-------------------------------------------------------|
| Use the NRS Household projections      | YES                                                   |
| Use the income data in the Tool        | NO<br>Income 2.8% higher in Clacks vs Scotland        |
| Use HoTOC for existing need            | NO<br>Use Waiting list data as agreed                 |
| Number of years to clear existing need | 5 years                                               |
| Use of affordability assumptions       | YES                                                   |
| House price affordability              | 3.9 x income first time buyers<br>3.2 x income movers |
| % who buy                              | 60%                                                   |
| MMR Threshold                          | 25% to 35% income                                     |
| Social Rent Threshold                  | >35% income                                           |

## Tool Results

The HNDA Tool results are shown in tables below to represent the two scenarios. These are shown for Clackmannanshire and then for the three Housing Market Areas, Alloa, Hillfoots and Dollar.

The results show an estimate of the number of additional new units of housing required per annum by social rent, mid market rent, private rent and owner occupation.

### **HNDA Tool Results for Scenario 1 – Principle Projections 5 years to clear backlog need**

**Table 4.7 – Scenario 1 All areas**

| <b>Tenure</b> | <b>2025-2029<br/>Per annum</b> | <b>2030-2034<br/>Per annum</b> | <b>2035-2039<br/>Per annum</b> | <b>2040-2044<br/>Per annum</b> | <b>20 year<br/>Total</b> | <b>20 year<br/>Per annum</b> |
|---------------|--------------------------------|--------------------------------|--------------------------------|--------------------------------|--------------------------|------------------------------|
| Social Rent   | 228                            | -1                             | 1                              | 0                              | 1,140                    | 57                           |
| MMR Rent      | 24                             | -1                             | 1                              | 0                              | 120                      | 6                            |
| Private Rent  | 18                             | -1                             | 1                              | 0                              | 90                       | 4                            |
| Buyers        | 36                             | -2                             | 1                              | 1                              | 180                      | 9                            |
| <b>Total</b>  | <b>306</b>                     | <b>-6</b>                      | <b>4</b>                       | <b>1</b>                       | <b>1,525*</b>            | <b>76*</b>                   |

\*differences due to rounding

**Table 4.8 – Scenario 1 Alloa Housing Market Area**

| <b>Tenure</b> | <b>2025-2029<br/>Per annum</b> | <b>2030-2034<br/>Per annum</b> | <b>2035-2039<br/>Per annum</b> | <b>2040-2044<br/>Per annum</b> | <b>20 year<br/>Total</b> | <b>20 year<br/>Per annum</b> |
|---------------|--------------------------------|--------------------------------|--------------------------------|--------------------------------|--------------------------|------------------------------|
| Social Rent   | 139                            | -1                             | 1                              | 0                              | 695                      | 35                           |
| MMR Rent      | 16                             | -1                             | 0                              | 0                              | 80                       | 1                            |
| Private Rent  | 6                              | 0                              | 0                              | 0                              | 30                       | 0.5                          |
| Buyers        | 25                             | -1                             | 1                              | 1                              | 130                      | 6.5                          |
| <b>Total</b>  | <b>186</b>                     | <b>-3</b>                      | <b>2</b>                       | <b>1</b>                       | <b>935</b>               | <b>47*</b>                   |

\*differences due to rounding

**Table 4.9 – Scenario 1 Hillfoots Housing Market Area**

| <b>Tenure</b> | <b>2025-2029<br/>Per annum</b> | <b>2030-2034<br/>Per annum</b> | <b>2035-2039<br/>Per annum</b> | <b>2040-2044<br/>Per annum</b> | <b>20 year<br/>Total</b> | <b>20 year<br/>Per annum</b> |
|---------------|--------------------------------|--------------------------------|--------------------------------|--------------------------------|--------------------------|------------------------------|
| Social Rent   | 75                             | 0                              | 0                              | 0                              | 375                      | 19                           |
| MMR Rent      | 7                              | 0                              | 0                              | 0                              | 35                       | 2                            |
| Private Rent  | 10                             | -1                             | 0                              | 0                              | 45                       | 2                            |
| Buyers        | 8                              | 0                              | 0                              | 0                              | 40                       | 2                            |
| <b>Total</b>  | <b>100</b>                     | <b>-1</b>                      | <b>0</b>                       | <b>0</b>                       | <b>495</b>               | <b>25*</b>                   |

\*differences due to rounding

**Table 4.10 – Scenario 1 Dollar Housing Market Area**

| <b>Tenure</b> | <b>2025-2029<br/>Per annum</b> | <b>2030-2034<br/>Per annum</b> | <b>2035-2039<br/>Per annum</b> | <b>2040-2044<br/>Per annum</b> | <b>20 year<br/>Total</b> | <b>20 year<br/>Per annum</b> |
|---------------|--------------------------------|--------------------------------|--------------------------------|--------------------------------|--------------------------|------------------------------|
| Social Rent   | 14                             | 0                              | 0                              | 0                              | 70                       | 3.5                          |
| MMR Rent      | 1                              | 0                              | 0                              | 0                              | 5                        | 0.25                         |
| Private Rent  | 2                              | -1                             | 0                              | 0                              | 5                        | 0.25                         |
| Buyers        | 3                              | 0                              | 0                              | 0                              | 15                       | 0.75                         |
| <b>Total</b>  | <b>20</b>                      | <b>-1</b>                      | <b>0</b>                       | <b>0</b>                       | <b>495</b>               | <b>5*</b>                    |

\*differences due to rounding

## HNDA Tool Results for Scenario 2 – High Projections 5 years to clear backlog

**Table 4.11 – Scenario 2 All areas**

| Tenure          | 2025-2029<br>Per annum | 2030-2034<br>Per annum | 2035-2039<br>Per annum | 2040-2044<br>Per annum | 20 year<br>Total | 20 year<br>Per annum |
|-----------------|------------------------|------------------------|------------------------|------------------------|------------------|----------------------|
| Social Rent     | 236                    | 2                      | 5                      | 3                      | 1,230            | 61                   |
| MMR Rent        | 25                     | 2                      | 5                      | 4                      | 180              | 9                    |
| Private<br>Rent | 19                     | 2                      | 4                      | 4                      | 145              | 7                    |
| Buyers          | 37                     | 3                      | 8                      | 7                      | 275              | 14                   |
| <b>Total</b>    | <b>317</b>             | <b>9</b>               | <b>21</b>              | <b>18</b>              | <b>1,830</b>     | <b>92*</b>           |

\*differences due to rounding

**Table 4.12 – Scenario 2 Alloa Housing Market Area**

| Tenure          | 2025-2029<br>Per annum | 2030-2034<br>Per annum | 2035-2039<br>Per annum | 2040-2044<br>Per annum | 20 year<br>Total | 20 year<br>Per annum |
|-----------------|------------------------|------------------------|------------------------|------------------------|------------------|----------------------|
| Social Rent     | 144                    | 1                      | 3                      | 2                      | 750              | 37                   |
| MMR Rent        | 16                     | 1                      | 3                      | 3                      | 115              | 6                    |
| Private<br>Rent | 6                      | 1                      | 2                      | 1                      | 45               | 2                    |
| Buyers          | 26                     | 2                      | 5                      | 5                      | 190              | 10                   |
| <b>Total</b>    | <b>192</b>             | <b>5</b>               | <b>13</b>              | <b>11</b>              | <b>1,100</b>     | <b>55*</b>           |

\*differences due to rounding

**Table 4.13 – Scenario 2 Hillfoots Housing Market Area**

| Tenure          | 2025-2029<br>Per annum | 2030-2034<br>Per annum | 2035-2039<br>Per annum | 2040-2044<br>Per annum | 20 year<br>Total | 20 year<br>Per annum |
|-----------------|------------------------|------------------------|------------------------|------------------------|------------------|----------------------|
| Social Rent     | 78                     | 1                      | 1                      | 1                      | 405              | 20                   |
| MMR Rent        | 8                      | 1                      | 1                      | 1                      | 55               | 3                    |
| Private<br>Rent | 11                     | 1                      | 2                      | 2                      | 80               | 4                    |
| Buyers          | 8                      | 1                      | 2                      | 2                      | 65               | 3                    |
| <b>Total</b>    | <b>105</b>             | <b>4</b>               | <b>6</b>               | <b>6</b>               | <b>605</b>       | <b>30*</b>           |

\*differences due to rounding

**Table 4.14 – Scenario 2 Dollar Housing Market Area**

| Tenure          | 2025-2029<br>Per annum | 2030-2034<br>Per annum | 2035-2039<br>Per annum | 2040-2044<br>Per annum | 20 year<br>Total | 20 year<br>Per annum |
|-----------------|------------------------|------------------------|------------------------|------------------------|------------------|----------------------|
| Social Rent     | 15                     | 1                      | 1                      | 1                      | 90               | 4                    |
| MMR Rent        | 1                      | 1                      | 1                      | 1                      | 20               | 1                    |
| Private<br>Rent | 2                      | 1                      | 2                      | 2                      | 35               | 2                    |
| Buyers          | 3                      | 1                      | 2                      | 2                      | 40               | 2                    |
| <b>Total</b>    | <b>21</b>              | <b>4</b>               | <b>6</b>               | <b>6</b>               | <b>185</b>       | <b>9*</b>            |

\*differences due to rounding

| LHS & Development Plan                                                                                                                                                                                                                         | Key Issues Identified in the Housing Needs and Demand Assessment                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                        |
|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <p>Future Need for additional housing broken down by households who are likely to afford:</p> <ul style="list-style-type: none"> <li>• Owner Occupation</li> <li>• Private Rent</li> <li>• Below Market Rent</li> <li>• Social Rent</li> </ul> | <p>After discussions with the Housing Market Partnership, it was agreed that the existing housing need figure of 1,455 would be used in the tool. This is based on the waiting list figures, adjusted to show non transfer applicants in housing need (with applicant points).</p> <p>House prices and rent prices in Clackmannanshire are showing higher than those pre-loaded into the HNDA tool and have therefore been adjusted to reflect the position.</p> <p>It was agreed that these figures would be run through 2 scenarios of Principle population growth and High population growth, based on NRS figures.</p> <p>The HNDA figures are presented at Clackmannanshire Council level and at the 3 HMA sub group areas. The housing need is broken into, owner occupation, private rent, below market rent and social rent.</p> <p>Using principle projections, a housing estimate of 306 new housing units per year, years 1-5 and a housing estimate of 76 per year over years 1-20.</p> <p>Using high projections, a housing estimate of 317 new housing units per year, years 1-5 and a housing estimate of 92 per year over years 1-20.</p> <p>Over years 1-20 all tenure types are identified as being needed with 83% being in the social or below market rent sectors and 17% in the owner occupied or private rented sectors.</p> <p>Setting the land targets in the Local Development Plan will require an additional flexible land allowance to be applied which is expected to be 25%, this will also need to meet the minimum housing requirement in the NPF4.</p> <p>The HNDA shows a need for all tenures, which should be reflected in the LDP. The allocation of housing land will support the delivery of owner occupation and social rent.</p> <p>The need for social and mid market rent outweighs that of owner occupation and private rent over all 3 HMA sub areas.</p> |

## Chapter 5: Specialist Provision

This chapter examines the current as well as future provision, need and demand for housing and housing-related specialist provision within Clackmannanshire. Specialist Provision refers to three broad categories of need covering six types of housing or housing-related provision as detailed in table 5.1. These provisions aim to support independent living for as long as possible and help to enable people to live well and with dignity.

The HNDA Guidance document highlights that most individuals will have similar housing needs, irrespective of their individual illness, health condition or equality characteristics. It is important to focus on understanding, and if possible, quantifying the implications for future housing and housing-related specialist provision.

**Table 5.1 Housing and housing-related specialist provision**

| <b>Category of Housing Need</b> | <b>Type of Housing Provision</b>                                                                                                                    |
|---------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------|
| <b>Property Needs</b>           | 1. Accessible and adapted housing<br>2. Wheelchair housing<br>3. Non-permanent housing e.g. for students, migrant workers, asylum seekers, refugees |
| <b>Care and Support Needs</b>   | 4. Supported provision e.g. care homes, sheltered housing, hostels and refuges<br>5. Care/ support services for independent living                  |
| <b>Locational or Land Needs</b> | 6. Site provision e.g. sites/ pitches for Gypsy/ Travellers and sites for Travelling Showpeople, city centre locations for student accommodation    |

To evidence the above and examine current specialist provision, the following core individual groups should be considered:

- Older People
- Disabled People
- People with a mental health condition
- People with a learning disability
- Homeless People
- People fleeing/at risk of domestic abuse
- People requiring non-permanent accommodation, e.g. homeless people, students, migrant workers, asylum seekers, refugees, care leavers, ex-offenders
- Armed forces communities
- Minority ethnic people (including Gypsy/Travellers)

- Travelling Showpeople

By the end of this chapter, the Core Output 3 should be satisfied. The Specialist Provision will satisfy the following:

- Identifies the contribution that Specialist Provision plays in enabling people to live well, with dignity and independently for as long as possible.
- Identifies any gap(s)/ shortfall(s) in the provision and the future level and type of provision required.
- Considers evidence regarding property needs, care and support needs and locational/ land needs.
- Undertakes consultation with all appropriate stakeholders who represent the views of those people who this chapter may impact upon and reports on the findings of such consultation.
- Gives due consideration to the provisions of the [Equality Act \(2010\)](#).

### **National Legislative and Policy Context**

Some national policies and legislation are relevant to and covers multiple sections of the chapter and to avoid duplication are listed below as follows:

- A Fairer Scotland for Older People: framework for action, Scottish Government (2019)
- Age, Home and Community: A strategy for Housing for Scotland's Older People (2012-2021)
- Equality Act 2010
- Housing to 2040
- The Independent Review of Adult Social Care in Scotland (2021)
- National Health and Wellbeing Outcomes Framework
- National Performance Framework (NPF) 4
- New Dementia Strategy for Scotland: Everyone's Story, Scottish Government (2023)
- Relevant Adjustments to Common Parts (Disabled Persons) (Scotland) Regulations
- Scottish Building Standards and Housing for Varying Needs, Scottish Government (2018)
- Scottish Government: A Fairer Scotland for Disabled People
- United Nations Convention (2005) on the Rights of Persons with Disabilities

### **Local Policy Context**

The following local policies and strategies are relevant across multiple sections within Specialist Provision Chapter and will be listed here:

- Clackmannanshire and Stirling Health and Social Care Partnership Health Improvement Plan 2024-26

- Clackmannanshire and Stirling Health and Social Care Partnership Strategic Needs Assessment 2023/24-2033/24
- Clackmannanshire and Stirling Integration Joint Board Strategic Commissioning Plan 2023-2033
- Clackmannanshire Alliance Wellbeing Local Outcomes Improvement Plan 2024-2034
- Clackmannanshire Council Strategic Housing Investment Plan 2025-2030
- Clackmannanshire Local Development Plan, 2015
- Clackmannanshire Local Development Plan, Supplementary Guidance 5, 2015
- Clackmannanshire Council Rapid Rehousing Transition Plan 2018-2024
- Clackmannanshire Council's Strategic Housing Investment Plan (SHIP) 2025-2030

## External Stakeholder Consultation & Engagement

Following the research undertaken to inform the Specialist Provision chapter, a stakeholder consultation event took place to validate the initial findings of the chapter, discuss gaps in the current provision and inform future need and provision. Participant external stakeholders were as follows:

- Clackmannanshire & Stirling Health and Social Care Partnership;
- NHS Forth Valley;
- Hanover Housing Association;
- Kingdom Housing Association;
- Link Housing Association;
- Ochil View Housing Association;
- Paragon Housing Association.

Full consultation event findings can be found in appendix 1.

## Age, Health and Disability Profile

Age, health and disability in themselves are not direct markers for the need of specialist housing provision. While it is hard to make future predictions for the need of further supply of specialist housing, recent historic changes in the age, disability and health profile of the population may indicate current unmet needs of hard-to-reach population groups. In particular, age, health and disability are relevant when discussing housing and housing-related specialist provision sections for adapted and wheelchair housing, supported provision as well as care and support needs for independent living. What follows is a brief overview of the recent changes in the general age, health and disability profile across the population in Clackmannanshire.

### Ageing Population

The census data reveals that from 2011 to 2022 Clackmannanshire saw a 25% increase in individuals aged 65 – 74, 43% increase in individuals aged 75 – 84 and 23% increase in population aged 85 and over.

**Table 5.2 Number of people in Clackmannanshire aged 65+**

|          | All people | Aged 65-74 years | Aged 75-84 years | 85+ years |
|----------|------------|------------------|------------------|-----------|
| 2011     | 51,442     | 4,874            | 2,525            | 813       |
| 2022     | 51,800     | 6,100            | 3,600            | 1,000     |
| % Change | 1%         | 25%              | 43%              | 23%       |

Source: Scottish Census 2011 & 2022

As set out in table 2.2 of chapter 2, individuals aged 65 and over comprised 20.8% of Clackmannanshire's population in 2021. However, chart 2.2 shows that by 2043 the number of people in the 75 – 84 age group is projected to increase by 59% and the population of individuals aged 85 and over will increase by 95%.

**Table 5.3 Tenure by age of Household Reference Person**

| Age   | Owned  |        |          | Social Rented |       |          | Private Rented (or living rent free) |       |          |
|-------|--------|--------|----------|---------------|-------|----------|--------------------------------------|-------|----------|
|       | 2011   | 2022   | % Change | 2011          | 2022  | % Change | 2011                                 | 2022  | % Change |
| 16-34 | 1,497  | 1,549  | 3%       | 1,324         | 1,444 | 9.1%     | 823                                  | 789   | -4.1%    |
| 35-49 | 4,333  | 3,221  | -26%     | 1,843         | 1,575 | -14.5%   | 711                                  | 636   | -10.5%   |
| 50-64 | 4,579  | 5,157  | 13%      | 1,617         | 1,874 | 15.9%    | 328                                  | 572   | 74.4%    |
| 65+   | 3,697  | 5,235  | 42%      | 1,718         | 1,558 | -9.3%    | 264                                  | 323   | 22.3%    |
| Total | 14,106 | 15,162 | 7%       | 6,502         | 6,451 | -0.8%    | 2,126                                | 2,320 | 9.1%     |

Source: Scottish Census 2011 & 2022

Table 5.3 demonstrates that there has been an overall increase in the number of people owning as well as privately renting their homes. In particular, there has been a 42% increase in owner occupiers aged 65 and over. The same age category saw a 22.3% increase in the number of individuals within the private rented sector.

**Table 5.4 Tenure by age of Household Reference Person as a proportion of all households by age group**

| Age   | Owned |       |          | Social Rented |       |          | Private Rented (or living rent free) |       |          |
|-------|-------|-------|----------|---------------|-------|----------|--------------------------------------|-------|----------|
|       | 2011  | 2022  | % Change | 2011          | 2022  | % Change | 2011                                 | 2022  | % Change |
| 16-34 | 41.1% | 42.5% | 1.4%     | 36.3%         | 38.2% | 1.8%     | 22.6%                                | 20.9% | -1.7%    |
| 35-49 | 62.9% | 59.3% | -3.6%    | 26.8%         | 29.0% | 2.2%     | 10.3%                                | 11.7% | 1.4%     |
| 50-64 | 70.2% | 67.8% | -2.4%    | 24.8%         | 24.6% | -0.1%    | 5.0%                                 | 7.5%  | 2.5%     |
| 65+   | 65.1% | 73.6% | 8.5%     | 30.3%         | 21.9% | -8.4%    | 4.6%                                 | 4.5%  | -0.1%    |

Source: Scottish Census 2011 & 2022

As table 5.4 shows, almost 74% of all household aged 65 and over were owner occupiers in 2022, signifying an 8.5% rise from 2011. Correspondingly, there has been a stark 8.4% decrease in the number of 65+ households living in the social rented sector accommodation, with 21.9% of all of the 65+ households renting from social landlords.

The large rise in the current as well as the projected growth in Clackmannanshire's ageing population suggests that there may be an increased pressure in the needs and demands for the provision of adapted and wheelchair-accessible housing and social care services associated

with limited mobility, physical disability, dementia and other physical and mental health needs arising from old age. Furthermore, the census data suggests that there has been an increase in the number of households aged 65 and over who are owner occupiers. This may require further considerations and increased focus on supporting older owner occupier households with additional support needs.

## Health and Disability

**Table 5.5 Self-reported general health in Clackmannanshire**

|           | All   |       |          | Female |       |          | Male  |       |          |
|-----------|-------|-------|----------|--------|-------|----------|-------|-------|----------|
|           | 2011  | 2022  | % Change | 2011   | 2022  | % Change | 2011  | 2022  | % Change |
| Very good | 50.7% | 44.9% | -5.80%   | 50.0%  | 43.5% | -6.5%    | 51.4% | 46.3% | 5.1%     |
| Good      | 31.0% | 32.1% | 1.10%    | 31.0%  | 32.5% | 1.5%     | 30.9% | 31.8% | -0.9%    |
| Fair      | 12.7% | 15.4% | 2.70%    | 13.2%  | 16%   | 2.8%     | 12.2% | 14.7% | -2.5%    |
| Bad       | 4.4%  | 5.9%  | 1.50%    | 4.5%   | 6.3%  | 1.8%     | 4.3%  | 5.4%  | -1.1%    |
| Very bad  | 1.2%  | 1.7%  | 0.50%    | 1.3%   | 1.8%  | 0.5%     | 1.1%  | 1.7%  | -0.6%    |

Source: Scottish Census 2011 & 2022

Table 5.5 presents the changes in self-reported general health across Clackmannanshire from 2011 to 2022. In general, there has been a 4.7% decrease in the population assessing their health as 'good' or 'very good' from 2011 to 2022, with 7.6% of the population having self-reported 'bad' or 'very bad' health. Female population had worse self-reported health in 2022, with 8.2% of females having 'bad' or 'very bad' health, compared to 7.1% of males. In contrast, table 5.6 below shows that while general health has also worsened nationally, Scotland saw an overall better self-reported health than Clackmannanshire, both for females and males.

**Table 5.6 Self-reported general health in Scotland**

|           | All   |       |          | Female |       |          | Male  |       |          |
|-----------|-------|-------|----------|--------|-------|----------|-------|-------|----------|
|           | 2011  | 2022  | % Change | 2011   | 2022  | % Change | 2011  | 2022  | % Change |
| Very good | 52.5% | 48%   | -4.50%   | 51.4%  | 46.6% | -4.8%    | 53.6% | 49.3% | 4.3%     |
| Good      | 29.7% | 30.9% | 1.20%    | 29.9%  | 30.9% | 1.0%     | 29.6% | 30.8% | -1.2%    |
| Fair      | 12.2% | 14.2% | 2.00%    | 12.9%  | 14.9% | 2.0%     | 11.4% | 13.5% | -2.1%    |
| Bad       | 4.3%  | 5.3%  | 1.00%    | 4.5%   | 5.8%  | 1.3%     | 4.1%  | 4.8%  | -0.7%    |
| Very bad  | 1.3%  | 1.6%  | 0.30%    | 1.4%   | 1.7%  | 0.3%     | 1.3%  | 1.5%  | -0.2%    |

Source: Scottish Census 2011 & 2022

Table 5.7 shows that both Clackmannanshire and Scotland in general saw a percentage increase in the population with long-term health conditions. Nonetheless, Clackmannanshire saw a larger increase across all conditions, with a staggering 7.8% increase in mental health conditions and 3.4% in physical disabilities. Overall, 22.3% of population had a long-term illness, disease or condition in Clackmannanshire in 2022.

**Table 5.7 % of population who has a long-term health condition by condition type**

|                                         | Clackmannanshire |       |             | Scotland |       |             |
|-----------------------------------------|------------------|-------|-------------|----------|-------|-------------|
|                                         | 2011             | 2022  | % Change    | 2011     | 2022  | % Change    |
| Long-term illness, disease or condition | 19.1%            | 22.3% | <b>3.2%</b> | 18.7%    | 21.4% | <b>2.7%</b> |
| Mental health condition                 | 4.6%             | 12.4% | <b>7.8%</b> | 4.4%     | 11.3% | <b>6.9%</b> |
| Physical disability                     | 7.2%             | 10.6% | <b>3.4%</b> | 6.7%     | 9.7%  | <b>3%</b>   |
| Blindness or visual impairment          | 2.2%             | 2.6%  | <b>0.4%</b> | 2.4%     | 2.5%  | <b>0.1%</b> |
| Deafness or hearing impairment          | 6.8%             | 7.7%  | <b>0.9%</b> | 6.6%     | 7.1%  | <b>0.5%</b> |

Source: Scottish Census 2011 & 2022

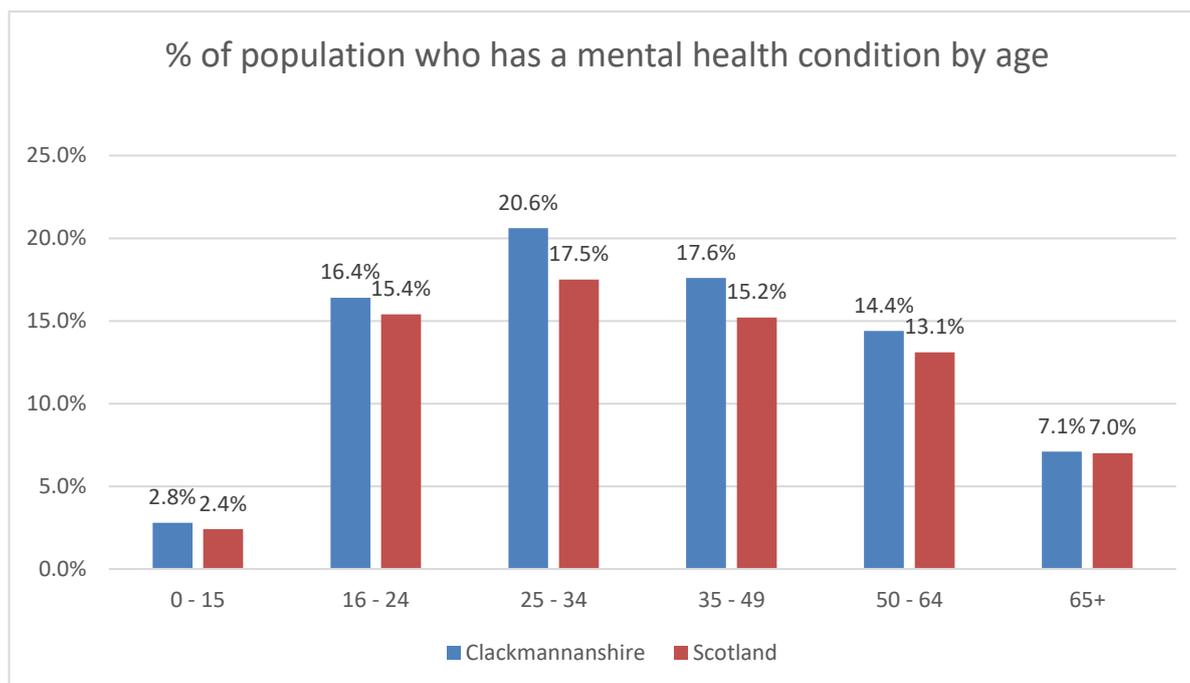
As table 5.8 below shows, there has been a 5.8% increase in the number of people whose day-to-day activities were limited due to a long-term health condition or disability across Clackmannanshire with 26% of people experiencing limitations to their daily activities by varying degrees in 2022.

**Table 5.8 % of people whose day-to-day activities are limited due to long-term health condition or disability**

|                      | All          |              |             | Female       |              |             | Male         |              |             |
|----------------------|--------------|--------------|-------------|--------------|--------------|-------------|--------------|--------------|-------------|
|                      | 2011         | 2022         | % Change    | 2011         | 2022         | % Change    | 2011         | 2022         | % Change    |
| Limited a lot        | 9.9%         | 11.7%        | 1.8%        | 10.5%        | 12.6%        | 2.1%        | 9.3%         | 10.7%        | 1.4%        |
| Limited a little     | 10.3%        | 14.3%        | 4.0%        | 10.7%        | 14.9%        | 4.2%        | 9.9%         | 13.6%        | 3.7%        |
| Not limited          | 79.8%        | 74.0%        | -5.8%       | 78.8%        | 72.5%        | -6.3%       | 80.8%        | 75.6%        | -5.2%       |
| <b>Total limited</b> | <b>20.2%</b> | <b>26.0%</b> | <b>5.8%</b> | <b>21.2%</b> | <b>27.5%</b> | <b>6.3%</b> | <b>19.2%</b> | <b>24.3%</b> | <b>5.1%</b> |

Source: Scottish Census 2011 & 2022

**Graph 5.1 % of population who has a mental health condition by age in 2022**



Source: Scottish Census 2022

As mentioned in table 5.7, there has been a stark increase in the frequency of mental health conditions in 2022, with 12.4% of population reporting a mental health condition in Clackmannanshire. The figures in graph 5.1 reveal that younger people are more likely to experience mental health issues. In 2022, 20.6% of people aged 25 – 34 has a mental health condition, followed by 17.6% of individuals aged 35 – 49 and 16.4% in the 16 – 24 age band. The Scottish average saw similar age trends, however, the overall prevalence of mental health condition across the age groups was still lower than in Clackmannanshire.

**Table 5.9 % Population prescribed drugs for anxiety/depressions/psychosis**

| Area             | 2017/18 | 2018/19 | 2019/20 | 2020/21 | 2021/22 |
|------------------|---------|---------|---------|---------|---------|
| Clackmannanshire | 21.8%   | 21.9%   | 21.8%   | 20.9%   | 22.0%   |
| Scotland         | 18.8%   | 19.3%   | 19.7%   | 19.3%   | 20.1%   |

Source: Public Health Scotland 2021/22

Latest available information from Public Health Scotland (table 5.9) shows that 22% of individuals across Clackmannanshire have been prescribed drugs to treat anxiety, depression or psychosis in 2021/22. While the figure has remained steady from 2017/18 to 2021/22, it may indicate that a substantial proportion of population may have moderate to severe mental health conditions, requiring medications to be treated.

If probable suicides are to be taken as an indicator of untreated mental health conditions, be it due to lack of direct medical care or lack of support, table 5.10 below shows that from 2019-2021, Clackmannanshire had a slightly higher rate of probable suicides per 100,000 population than the national average with 15.7 probable suicides per 100,000 population, compared to 14.6 nationally. Males were almost 3 times as likely to commit suicide in Clackmannanshire with 23.7 males and 8.2 females per 100,000.

**Table 5.10 Probable suicides in 2019-2021 per 100,000 population (age-standardised)**

| Area             | All  | Female | Male |
|------------------|------|--------|------|
| Clackmannanshire | 15.7 | 8.2    | 23.7 |
| Scotland         | 14.6 | 7.4    | 22.3 |

Source: National Records of Scotland 2021

In general, recent historic changes have shown worsening trends in both physical and mental health of the population, alongside a rapidly ageing population. All of these factors are likely to have an impact on health and social care service and increase the demand for specialist housing and housing-related provision.

## 1. Accessible and Adapted Housing

### National Policies

National policy places emphasis on shifting the balance of care by supporting and enabling people to live independently at home for as long as they want and are able to do so. The provision of accessible and adapted housing is underpinned by the following national policies:

- Evaluation of Adapting for Change, Craigforth (2017)
- Housing and disabled people: Scotland's hidden crisis, EHRC (2017)
- Housing for Varying Needs: a design guide, Scottish Homes (1998)
- Guidance for setting of Local Housing Strategy target to support the Delivery of more wheelchair accessible housing, Scottish Government (2019)
- Making the connection: Guide to assessing the housing related needs of older and disabled people, Gillian Young/Newhaven (2015)
- Relevant Adjustments to Common Parts (Disabled Persons) (Scotland) Regulations (2020)
- We Say: Our place, Our Space – The evidence on disabled people's housing issues from Scotland's Disabled People's Summit (2017)

### Local Policies and Strategies

- Clackmannanshire Council Private Sector Housing Assistance Scheme
- Clackmannanshire Council's Strategic Housing Investment Plan (SHIP) 2025-2030

SHIP is the main strategic document which sets out the targets for affordable housing development across Clackmannanshire, including adapted and fully wheelchair accessible housing. The current iteration of SHIP has established a target for 7% of all social housing to be suitable for individuals with a physical disability, including wheelchair users.

The Council intends to utilise the affordable housing supply programme to purchase specialist/adapted housing. It currently does not have a dedicated new build programme, however, as part of its off-the-shelf purchase programme, the Council aims to target accessible or easily adaptable properties for purchase to increase its overall adapted and fully wheelchair accessible stock.

## **Property Needs**

The provision of accessible housing and carrying out the necessary adaptations can offer financial savings for more costly alternatives such as admissions to care homes, the provision of care at home services and by reducing the risk of accidents and subsequent admissions to hospitals. It can also offer social benefit by reducing the dependency on people-based services such as care at home services.<sup>7 8</sup> To enable functionally accessible housing which corresponds to the mobility characteristics of individual households, property needs include low level appliances, stair rails and barrier-free properties.

accessible and adapted housing which is functionally accessible depending on the mobility characteristics of individual households, property needs include low level appliances, stair rails and barriers-free properties.

## **Client Groups (Suitable For)**

Adapted and accessible housing is relevant for individuals whose current accommodation does not meet their physical and/or medical needs or individuals with limited mobility and/or dexterity who can remain in mainstream housing, with or without the relevant care or support.

## **Evidence**

Evidence will examine the need for and the provision of accessible and adapted properties as well as the demands and the provision of in-situ adaptations.

## **Accessible and Adapted Housing**

Within Clackmannanshire there are a range of accessible housing options available to assist in meeting the needs of people with limited mobility. Following reclassification and changes in use for some of the accommodation, the majority of properties in the social rented sector in Clackmannanshire are classed as mainstream or general needs housing. The mainstream category now includes ground floor accessible properties, some amenity housing and ambulant disabled housing. In some instances, the classification has changed due to changes in accommodation policy which now allows a wider and more flexible use of accommodation to ensure the maximum and most efficient use of available stock. In general, it is planned that all new built housing in the social rented sector will be designed to lifetime/varying needs standards.

---

<sup>7</sup> Adaptations Working Group Paper: Planning Ahead, Scottish Government 2012

<sup>8</sup> Evaluation of Adapting for Change, Craigforth 2017

**Table 5.11 Number and percentage of social rented self-contained stock by type of provision in 2023/24**

| Social Rented Stock      | General Needs No. | General Needs % | Specialist No. | Specialist % | Total No.   | Total %     |
|--------------------------|-------------------|-----------------|----------------|--------------|-------------|-------------|
| Clackmannanshire Council | 4710              | 63%             | 335            | 5%           | 5045        | 68%         |
| RSLs                     | 1740              | 23%             | 638            | 9%           | 2378        | 32%         |
| <b>Total</b>             | <b>6450</b>       | <b>87%</b>      | <b>973</b>     | <b>13%</b>   | <b>7423</b> | <b>100%</b> |

Source: Scottish Housing Regulator 2024

Table 5.11 shows that 87% of all self-contained social rented stock across Clackmannanshire in 2023/24 was general needs housing. There were 973 properties or 13% of all self-contained stock that was classified as specialist, the majority of which was provided by registered social landlords.

As not every landlord keeps up-to-date information on the adaptations carried out to their general needs stock, it is difficult to build an accurate picture of all adapted properties, such as where the tenant has moved out and the adaptation has been removed or where the tenant has moved out, but the adaptation has been left in.

**Table 5.12 Self-contained specialist housing stock by type of provision in Clackmannanshire 2023/24**

|                            | Sheltered | Very sheltered | Amenity    | Community alarm | Wheelchair | Ambulant disabled | Other specially adapted |
|----------------------------|-----------|----------------|------------|-----------------|------------|-------------------|-------------------------|
| Clackmannanshire Council   | 0         | 0              | 0          | 185             | 7          | 141               | 2                       |
| Registered Social Landlord | 84        | 38             | 365        | 0               | 51         | 100               | 0                       |
| <b>Total</b>               | <b>84</b> | <b>38</b>      | <b>365</b> | <b>185</b>      | <b>58</b>  | <b>241</b>        | <b>2</b>                |

Source: Scottish Housing Regulator 2024

Table 5.12 shows specialist housing stock by type of provision. Specialist housing provision includes wheelchair adapted housing which will be discussed in section 2 of the chapter 'Wheelchair Accessible Housing', sheltered and very sheltered housing which is discussed in section 4 of the chapter 'Supported Accommodation' and community alarm housing with interlinked personal alarms which is discussed in section 5 'Care and Support for Independent Living'.

For the purposes of accessible and adapted housing provision, properties may include amenity housing for people with particular needs, ambulant disabled properties adapted for people with disabilities other than wheelchair users, as well as other specially adapted properties.

**Table 5.13 Accessible and adapted housing stock by social landlord in Clackmannanshire 2023/24**

| Social Landlord                    | Amenity housing | Ambulant disabled | Other specially adapted |
|------------------------------------|-----------------|-------------------|-------------------------|
| Blackwood Homes and Care           | 0               | 8                 | 0                       |
| Clackmannanshire Council           | 0               | 141               | 2                       |
| Kingdom Housing Association Ltd    | 0               | 85                | 0                       |
| Link Group Ltd                     | 0               | 7                 | 0                       |
| Ochil View Housing Association Ltd | 287             | 0                 | 0                       |
| Trust Housing Association Ltd      | 17*             | 0                 | 0                       |
| <b>Total</b>                       | <b>304</b>      | <b>241</b>        | <b>2</b>                |

Source: Scottish Housing Regulator 2024. \*It is important to note that there are additional 61 housing units that are classified as 'amenity' in line with SHR data. However, locally these are regarded as 'Retirement Housing' units and are discussed under Sheltered Accommodation within the 'Supported Provision' section.

As table 5.13 presents, amenity housing was provided by 2 RSLs, with 94% of it supplied by Ochil View HA. Clackmannanshire Council provided 26% of all accessible and adapted housing, the vast majority of which is ambulant disabled housing.

Together with Ochil View Housing Association, Clackmannanshire Council operates a Common Housing Register (CHR), meaning that housing applications can be accessed and assessed by both organisations. As Clackmannanshire Council and Ochil View HA are the largest social landlords by the number of housing units held across Clackmannanshire (85% of all self-contained stock across the area – 68% Clackmannanshire Council and 17% Ochil View HA), the CHR can help to inform the demand and unmet needs for adapted and accessible housing across the socially rented sector within the area.

In line with Clackmannanshire Council's Housing Allocation Policy, an applicant may be assessed as having medical need and may be awarded with medical need points accordingly where they or a member of their household has health, mobility or care needs and the household will benefit from a move to alternative accommodation. However, the applicant will not be awarded with medical need points where the move does not alleviate the medical need, or where the need can be met with appropriate alternations or adaptations to the property or by additional services and support.

Depending on the household's medical need, the applicant may be awarded points for severe or moderate medical need. Severe health/care award will be made where the applicant cannot be reasonably expected to occupy their current permanent accommodation due to their needs. This may include cases where the applicant's independence is severely restricted due to their current accommodation. In comparison, moderate medical need will be awarded where the applicant requires to move from their current accommodation due to their condition yet can continue occupying it for a limited period of time.

**Table 5.14 Clackmannanshire Council housing waiting list by applicants with assessed medical need as at November 2024**

| Type of Need      | Waiting List Applicants No | Waiting List Applicants % | Transfer Applicants No | Transfer List Applicants % | All Applicants |
|-------------------|----------------------------|---------------------------|------------------------|----------------------------|----------------|
| Moderate Medical  | 272                        | 64%                       | 155                    | 36%                        | 427            |
| Severe Medical    | 20                         | 67%                       | 10                     | 33%                        | 30             |
| Total (Medical)   | 292                        | 64%                       | 165                    | 36%                        | 457            |
| Total (All needs) | 2121                       | 80%                       | 539                    | 20%                        | 2660           |

Source: Clackmannanshire Council Information System November 2024

Table 5.14 displays that as of November 2024 there were a total of 457 applicants with medical need points waiting for Council or Ochil View housing, representing 17% of all housing applicants. 427 or 93% of medical need applicants had a moderate medical need, with the rest assessed as having severe medical need. 36% of medical need applicants were transfer applicants, already living in Council housing, but wishing to transfer to another Council property. Waiting list data may then suggest that there is a substantial number of people whose current property is unsuitable due to their medical condition. It may be assumed that 36% of all applicants with an assessed medical need, representing 31% of all transfer applicants currently live in Council housing that does not meet their medical needs.

**Table 5.15 Clackmannanshire Council housing waiting list by number of applicants with health/medical requirements and number of bedrooms required at November 2024**

|                     | 1 Bedroom  | 2 Bedrooms | 3 Bedrooms | 4 Bedrooms | 5+ Bedrooms | Total      |
|---------------------|------------|------------|------------|------------|-------------|------------|
| Ground Floor        | 36         | 19         | 3          | 0          | 0           | 58         |
| Level Access Shower | 216        | 52         | 22         | 6          | 1           | 297        |
| Sheltered           | 14         | 0          | 0          | 0          | 0           | 14         |
| Wheelchair          | 24         | 8          | 4          | 0          | 1           | 37         |
| <b>Total</b>        | <b>290</b> | <b>79</b>  | <b>29</b>  | <b>6</b>   | <b>2</b>    | <b>406</b> |

Source: Clackmannanshire Council Information System November 2024

Table 5.15 shows that as at November 2024 there were a total of 406 Clackmannanshire Council housing applicants who had indicated particular medical requirements, but who were not necessarily assessed and awarded medical/health points in line with the Allocations Policy. Majority of applicants (297) with health/medical requirements required level access shower, followed by 58 applicants who required ground floor properties and 37 who needed appropriate wheelchair accommodation.

Of those with identified health/medical requirements, over 71% required 1 bedroom accommodation, followed by 79 applicant households with the need for 2-bedroom properties and 37 applicants who needed 3+ bedroom homes.

**Table 5.16 Turnover of ambulant disabled/amenity properties by landlord in 2023/24**

| Landlord                 | Ambulant Disabled/Amenity |
|--------------------------|---------------------------|
| Clackmannanshire Council | 6                         |
| Ochil View HA            | 29                        |
| Link HA                  | 2                         |
| Trust HA                 | 2                         |
| <b>Total</b>             | <b>39</b>                 |

Source: Local Social Landlord Information Systems September 2024

As noted in table 5.16, 2023/24 financial year saw a total turnover of 39 ambulant disabled/amenity properties across all social landlords in Clackmannanshire.

In addition, Clackmannanshire Council's Information System shows that further 72 lets were made to applicants with assessed medical need in 2023/24 financial year, other than ambulant disabled/amenity housing. Furthermore, from 1 January 2020 to 31 December 2024, there were a total of 209 lets made to applicants with health/medical requirements with an average of 624 days spent on the allocations waiting list.

Comparing the available data to the total number of 547 of ambulant disabled, amenity and other specially adapted and accessible housing units across the social rented sector in Clackmannanshire (table 5.13 above), as well as 457 applicants on the Common Housing Register with assessed medical need (table 5.14 above), the evidence shows that the demand for adapted and accessible housing across Clackmannanshire is currently not being reasonably met.

### Disabled Adaptations

Amongst other indicators, the Scottish House Condition Survey estimates need and demand for adapted properties and adaptations across different tenures in Clackmannanshire based on a sample of 220 cases.

**Table 5.17 Households with one or more long-term sick or disabled person by tenure type and local authority 2017-2019**

| Area             | Owned No. | Owned % | Social Rent No. | Social Rent % | Private Rent No. | Private Rent % | All Tenures No. | All Tenures % |
|------------------|-----------|---------|-----------------|---------------|------------------|----------------|-----------------|---------------|
| Clackmannanshire | 3,000     | 25%     | 4,000           | 58%           | *                | *              | 8,000           | 36%           |
| Falkirk          | 11,000    | 23%     | 12,000          | 62%           | *                | *              | 24,000          | 33%           |
| Stirling         | 5,000     | 18%     | 5,000           | 58%           | *                | *              | 10,000          | 26%           |
| Scotland         | 590,000   | 39%     | 398,000         | 62%           | 99,000           | 32%            | 1,087,000       | 44%           |

Source: Scottish House Condition Survey 2017-2019. \*Sample size too small for accurate estimate

Table 5.17 indicates that there is an estimated 36% of households with one or more long-term sick or disabled person in Clackmannanshire. The figure is higher compared to the neighbouring local authorities in the Forth Valley area but is lower than the Scottish average of 44% households. Long-term sickness or disabilities are significantly more prominent in the socially rented sector (58% of all households), compared to owner occupiers (25%).

When compared to the overall percentage of people with long-term illness, disease or condition as seen in the table 5.7 and reported in the 2022 census, the Scottish House Condition Survey reports more households with a long-term sick or disabled person.

**Table 5.18 Households with one or more long-term sick or disabled person by household type and local authority 2017-2019**

| Area             | Older No. | Older% | Families No. | Families % | Other No. | Other % |
|------------------|-----------|--------|--------------|------------|-----------|---------|
| Clackmannanshire | 4,000     | 53%    | 1,000        | 29%        | 4,000     | 28%     |
| Falkirk          | 9,000     | 34%    | 2,000        | 11%        | 6,000     | 21%     |
| Stirling         | 5,000     | 42%    | 1,000        | 14%        | 4,000     | 22%     |
| Scotland         | 487,000   | 61%    | 171,000      | 29%        | 429,000   | 39%     |

Source: Scottish House Condition Survey 2017-2019

The majority of households with long-term sickness or disability are older (53% of all households), followed by families (29%) and other types of households (28%). The same trend can be seen in other Forth Valley local authorities and Scotland in general.

Given the large projected increase in the population of individuals aged 75 and over by 2043, it is likely that instances of frailty, long-term sickness and disability among older households will also increase.

**Table 5.19 Households with one more long-term sick or disabled person by number of bedrooms within the property 2017-2019**

| Area             | 2 or fewer bedrooms No. | 2 or fewer bedrooms % | 3+ bedrooms No. | 3+ bedrooms % | All No.   | All % |
|------------------|-------------------------|-----------------------|-----------------|---------------|-----------|-------|
| Clackmannanshire | 5,000                   | 49%                   | 3,000           | 24%           | 8,000     | 36%   |
| Falkirk          | 14,000                  | 46%                   | 10,000          | 24%           | 24,000    | 33%   |
| Stirling         | 5,000                   | 33%                   | 5,000           | 22%           | 10,000    | 26%   |
| Scotland         | 583,000                 | 47%                   | 504,000         | 41%           | 1,087,000 | 44%   |

Source: Scottish House Condition Survey 2017-2019

In Clackmannanshire, there is a significant difference between the proportion of households living in smaller dwellings and those in larger dwellings that experience long-term sickness and disability. Almost half of the households living in properties with 2 or fewer bedrooms experience long-term sickness or disability, compared to 24% of households in 3+ bedroom dwellings. Comparatively, the Scottish trends does not indicate a significant difference between households in smaller and larger dwellings.

It is worth to note that the size of accommodation may have an impact on the need for additional space and/or rooms for carers, necessary equipment and space to allow for adaptations.

**Table 5.20 Households reporting their current accommodation restricting daily activities by tenure type and local authority 2017-2019**

| Area             | Owned  | Owned % | Social Rent No. | Social Rent % | Private Rent No. | Private Rent % | All Tenures No. | All Tenures % |
|------------------|--------|---------|-----------------|---------------|------------------|----------------|-----------------|---------------|
| Clackmannanshire | 1,000  | 4%      | 1,000           | 17%           | *                | *              | 2,000           | 8%            |
| Falkirk          | 2,000  | 4%      | 4,000           | 22%           | *                | *              | 7,000           | 9%            |
| Stirling         | 1,000  | 3%      | 1,000           | 7%            | *                | *              | 2,000           | 4%            |
| Scotland         | 68,000 | 4%      | 89,000          | 14%           | 10,000           | 3%             | 167,000         | 7%            |

Source: Scottish House Condition Survey 2017-2019. \*Sample size too small for accurate estimates

Table 5.20 demonstrates that 2,000 or 8% of all households in Clackmannanshire report that their current accommodation restricts their day-to-day activities. This is similar to the proportion of households in Falkirk and Scotland overall, but is higher than in Stirling. Households living in the social rented sector are significantly more likely to be limited in their daily activities (17%) compared to owner occupiers (4%).

**Table 5.21 Households reporting their current accommodation restricting daily activities by number of bedrooms and local authority 2017-2019**

| Area             | 2 or fewer bedrooms No. | 2 or fewer bedrooms % | 3+ bedrooms No. | 3+ bedroom dwellings % | All No. | All % |
|------------------|-------------------------|-----------------------|-----------------|------------------------|---------|-------|
| Clackmannanshire | 1,000                   | 10%                   | 1,000           | 7%                     | 2,000   | 8%    |
| Falkirk          | 5,000                   | 16%                   | 2,000           | 4%                     | 7,000   | 9%    |
| Stirling         | 1,000                   | 6%                    | 1,000           | 3%                     | 2,000   | 4%    |
| Scotland         | 93,000                  | 8%                    | 74,000          | 6%                     | 167,000 | 7%    |

Source: Scottish House Condition Survey 2017-2019

Households living in smaller dwellings with 2 or fewer bedroom are slightly more likely to be limited in their daily activities compared to those living in larger 3+ bedroom dwellings.

**Table 5.22 Disabled adaptations by tenure and local authority 2017-2019**

| Area             | Owned   | Owned % | Social Rent No. | Social Rent % | Private Rent No. | Private Rent % | All Tenures No. | All Tenures % |
|------------------|---------|---------|-----------------|---------------|------------------|----------------|-----------------|---------------|
| Clackmannanshire | 2,000   | 11%     | 3,000           | 36%           | *                | *              | 5,000           | 20%           |
| Falkirk          | 7,000   | 15%     | 9,000           | 46%           | *                | *              | 17,000          | 23%           |
| Stirling         | 3,000   | 9%      | 2,000           | 21%           | *                | *              | 5,000           | 12%           |
| Scotland         | 255,000 | 17%     | 213,000         | 33%           | 48,000           | 15%            | 516,000         | 21%           |

Source: Scottish House Condition Survey 2017-2019. \*Sample size too small for accurate results

According to Table 5.22, around 5,000 or 20% of all households in Clackmannanshire have adaptations carried out to their properties. This corresponds to Falkirk's and Scotland's figures overall, but is larger than in Stirling. Households in social rented sector are much more likely to have adaptations carried out to their properties (36%) than owner occupiers (11%).

However, it is important to note that this does mean that owner occupiers are less likely to require adaptations compared to social renters. Considerations should be given to older

households which are more likely to be owner occupiers and may be capital rich, but income poor. As discussed later in the section, the Council is required to carry out disabled adaptations to private owner households in line with its Scheme of Assistance as set out in Housing (Scotland) Act 2006.

**Table 5.23 Disabled adaptations by number of bedrooms within the property and local authority across all tenures 2017-2019**

| Area             | 2 or fewer bedrooms No. | 2 or fewer bedrooms % | 3+ bedrooms No. | 3+ bedrooms % | All No. | All % |
|------------------|-------------------------|-----------------------|-----------------|---------------|---------|-------|
| Clackmannanshire | 3,000                   | 28%                   | 2,000           | 13%           | 5,000   | 20%   |
| Falkirk          | 10,000                  | 34%                   | 6,000           | 15%           | 17,000  | 23%   |
| Stirling         | 2,000                   | 12%                   | 3,000           | 11%           | 5,000   | 12%   |
| Scotland         | 306,400                 | 25%                   | 209,000         | 17%           | 516,000 | 21%   |

Source: Scottish House Condition Survey 2017-2019

Households living in smaller properties with 2 or fewer bedrooms are more likely to have adaptations carried out than those living in larger dwellings with 3 or more bedrooms. Similar proportions can be seen Scotland-wide.

**Table 5.24 Households reporting requiring disabled adaptations by local authority across all tenures 2017-2019**

|                       | Clackmannanshire | Falkirk | Stirling | Scotland |
|-----------------------|------------------|---------|----------|----------|
| No. of all households | 1,000            | 2,000   | 1,000    | 82,000   |
| % of households       | 3%               | 3%      | 2%       | 3%       |

Source: Scottish House Condition Survey 2017-2019

Table 5.24 shows that around 3% or 1,000 households in Clackmannanshire require some form of disabled adaptation to their property. This figure is consistent throughout Forth Valley area and Scotland in general.

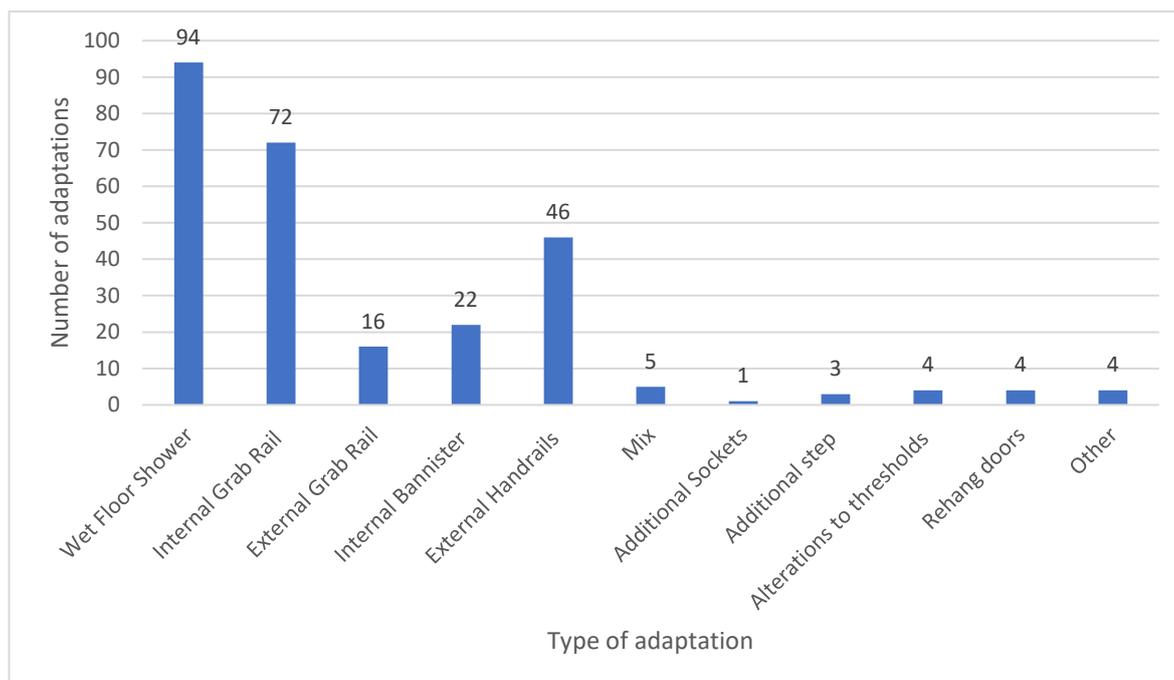
While this indicates a current unmet need for adapted properties for 1,000 households, further considerations should be given to the tenure type for the required households.

## Council and RSL Housing Adaptations

To support a more flexible and independent lifestyle, Clackmannanshire Council and Registered Social Landlords across Clackmannanshire area carry out adaptations to its properties. Adaptations can be split into minor and major. Minor adaptations are simple to install and do not require structural changes to the property. In contrast, major adaptations require major works carried out and/or structural changes to the property. Current Clackmannanshire Council adaptations policy states that Clackmannanshire Council tenants can self-refer for adaptations to be carried out to their homes.

As graph 5.2 demonstrates, the Council carried out a total of 271 adaptations to its stock in the 2023/24 financial year. There were 94 major adaptations carried out, all of which constituted of wet floor shower installations. The other 177 adaptations were minor adaptations, with 72 internal grab rails, 46 external handrails, 22 internal bannisters and 16 external grab rails installed.

**Graph 5.2 Adaptations carried out to Clackmannanshire Council stock in 2023/24**



Source: Clackmannanshire Council Information System September 2024

**Table 5.25 Budget, spend and number of adaptations carried out to Council stock by financial year**

| Year    | £ Budget | £ Actual Spend | £ Variance | No of Adaptations |
|---------|----------|----------------|------------|-------------------|
| 2023/24 | 570,000  | 773,544        | -203,544   | 271               |
| 2022/23 | 250,000  | 211,778        | 38,222     | 212               |
| 2021/22 | 50,000   | 52,955         | -2,955     | 183               |

Source: Clackmannanshire Council Information System September 2024

As table 5.25 presents, Clackmannanshire Council saw a year-on-year increase to its adaptation budget, along with an increase in the number of adaptations carried out. 2022/23 saw 212 adaptations carried out with an allocated budget of £250,000 and an actual spend of £211,778, resulting in an underspend of £38,222. In comparison, the 2023/24 saw £773,554 spent on adaptations, resulting in a £203,544 overspend in terms of the allocated budget of £570,000 for the financial year.

The stark increase in overspend may be partially explained by the Council's need to hire external contractors in 2023/24 which helped to clear the backlog of adaptation works that were paused over the pandemic. As table 5. below presents, from 2021/22 to 2023/24, the Council has successfully managed to reduce the number of households waiting for adaptations from 131 to 67, equating to a 49% reduction.

**Table 5.26 Number of households waiting for adaptations to their home by financial year**

|                      | 2021/22 | 2022/23 | 2023/24 | % Change over 3 years |
|----------------------|---------|---------|---------|-----------------------|
| Number of households | 131     | 96      | 67      | -49%                  |

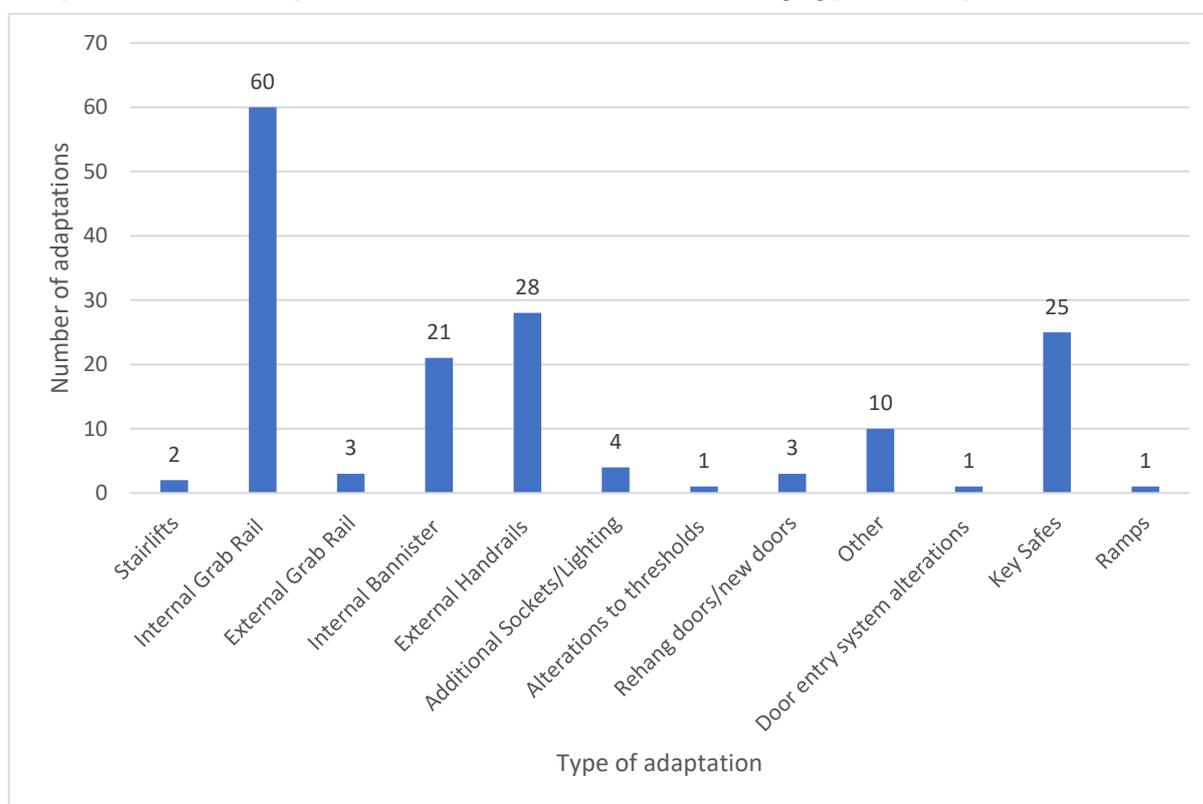
Source: Scottish Housing Regulator 2024

As of October 2024, there were 21 Clackmannanshire Council tenants who were waiting for an adaptation to their property. All outstanding adaptations are major wet floor shower installations.

Graphs 5.3 and 5.4 show the numbers and types of adaptations carried out to the registered social landlord stock who operate across Clackmannanshire. It must be noted that the information could not be supplied at a local authority level from every registered social landlord and includes adaptations carried out to the stock across the wider Clackmannanshire and Stirling Health and Social Care Partnership area. Nonetheless, the majority of adaptations were carried out by RSLs which hold a large stock portfolio within Clackmannanshire.

There were a total of 159 minor adaptations carried and 81 major adaptations from 2021/22 to 2023/24 across the stock of all registered social landlords who operate in Clackmannanshire. The vast majority of minor adaptations were internal handrails (60), external handrails (28) and key safes (25).

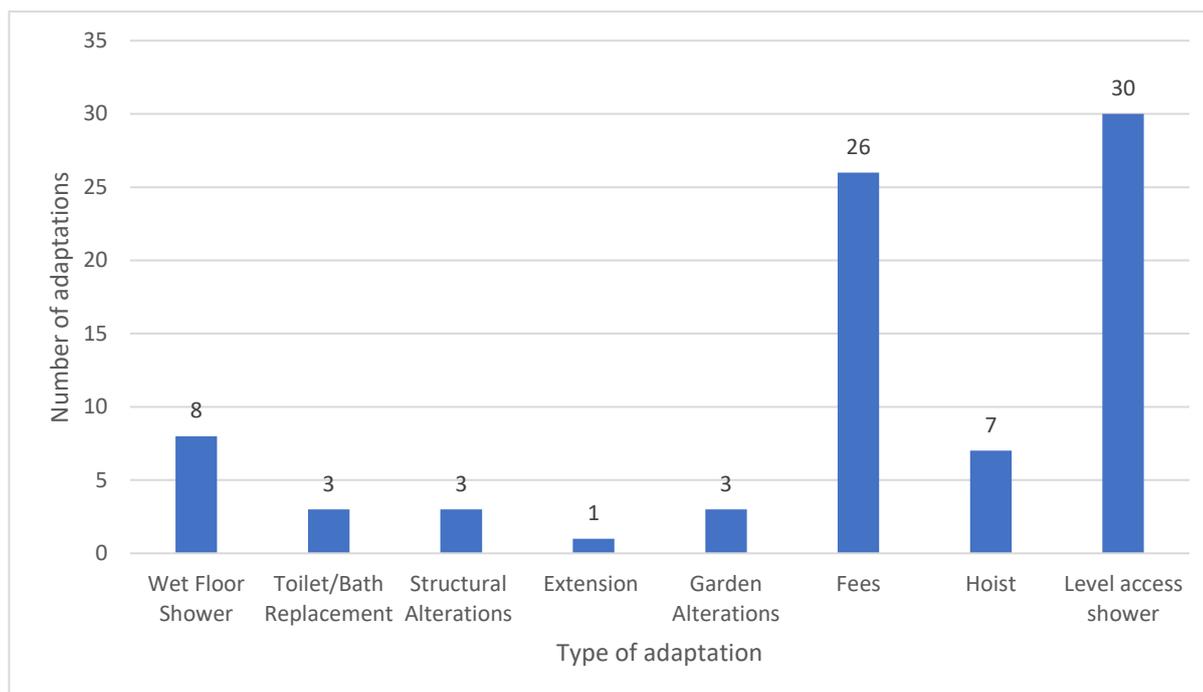
**Graph 5.3 Minor adaptations carried out to RSL stock by type of adaptation 2021/22 – 2023/24**



Source: Clackmannanshire Information System September 2024

As graph 5.4 below shows, the majority of major adaptations included level access showers, followed by fee payments for architectural as well as other professional works, and wet floor shower installations.

**Graph 5.4 Major adaptations carried out to RSL stock by type of adaptation 2021/22 – 2023/24**



Source: Clackmannanshire Information System September 2024

## Private Housing Scheme of Assistance

The Housing (Scotland) Act 2006 introduced a new Scheme of Assistance which changed how local authorities can offer homeowners assistance with repairs and improvements to their properties and replaced the previous system of private sector home improvement grants.

Under the new Scheme of Assistance, known locally as the Private Housing Assistance Scheme, all local authorities are required to provide a grant to homeowners who experience a disability or an illness and who meet the criteria of eligible adaptations in order to help them remain safe and independent in their home. The grant will cover a minimum of 80% of the approved costs of eligible adaptations, rising to 100% depending on the individual circumstances and the person's income.

**Table 5.27 Number of Private Sector Housing Grants under the Scheme of Assistance 2019/20-2023/24**

|                         | 2019/20 | 2020/21 | 2021/22  | 2022/23  | 2023/24  | % Change |
|-------------------------|---------|---------|----------|----------|----------|----------|
| Number of Adaptations   | 13      | 6       | 24       | 19       | 43       | 231%     |
| Amount of Grant Claimed | £70,973 | £41,647 | £125,042 | £122,547 | £100,310 | 29%      |

Source: Clackmannanshire Council Information System September 2024

From 2019/20 to 2023/24, there was a 231% increase in a number of disabled adaptations carried out to private sector households with an overall 29% increase in grant amount claimed under the Council's Private Sector Assistance Scheme.

**Table 5.28 Budget, spend and number of adaptations under the Scheme of Assistance by financial year**

| Year    | £ Budget | £ Actual Spend | £ Variance | No of adaptations |
|---------|----------|----------------|------------|-------------------|
| 2023/24 | 159,000  | 100,310        | 58,690     | 43                |
| 2022/23 | 159,000  | 108,493        | 50,507     | 19                |
| 2021/22 | 159,000  | 73,867         | 85,133     | 24                |

Source: Clackmannanshire Council Information System September 2024

As table 5.28 presents, the budget for private sector housing adaptations has remained the same from 2021/22 to 2023/24. In 2023/24 there was a large increase in the number of adaptations with an overall of 43 adaptations carried out, accounting for £100,310 spent. Against the backdrop of the allocated budget, this has resulted in 36.91% of the year's budget being unspent.

**Table 5.29 Private Sector Housing Grants Waiting List by Applicant Age as of October 2024**

| Applicant age | 2021/22  | 2022/23  | 2023/24   | 2024/25   | Total     |
|---------------|----------|----------|-----------|-----------|-----------|
| Under 44      | *        | *        | *         | *         | 3         |
| 45 - 59       | *        | *        | *         | 4         | 6         |
| 60 - 69       | *        | *        | *         | 6         | 9         |
| 70 - 79       | *        | *        | 6         | *         | 11        |
| 80 - 89       | *        | *        | 6         | 6         | 16        |
| 90+           | *        | *        | *         | *         | 5         |
| <b>Total</b>  | <b>3</b> | <b>8</b> | <b>19</b> | <b>20</b> | <b>50</b> |

Source: Clackmannanshire Council Information System September 2024. Some numbers are omitted for disclosure control purposes.

Table 5.29 shows that as of October 2024, there were 50 private sector housing grant applications yet to be assessed, dating back to the 2021/22 financial period. The largest proportion of applicants fell into the 80 – 89 age range with 16 applications in total, followed by the 70 – 79 age group (11 applications). There was a total of 9 applicants who were below 60 years old.

The backlog of adaptations, coupled with the lack of spend may be explained by staffing issues and lack of resources across the organisation which would enable to assess the applications and carry out the necessary adaptations. Clackmannanshire Council is currently working together with partners across Clackmannanshire and Stirling HSCP to address this current gap in provision of the necessary services.

**Table 5.30 Private Sector Housing Grant Waiting List by Applicant Requirement as of October 2024**

| Type of Adaptation  | 2021/22 | 2022/23 | 2023/24 | 2024/25 | Total |
|---------------------|---------|---------|---------|---------|-------|
| Level access shower | 2       | 8       | 18      | 19      | 47    |
| Stair Lift          | *       | *       | *       | *       | 2     |
| Garage Conversion   | *       | *       | *       | *       | 1     |

Source: Clackmannanshire Council Information System October 2024. Some numbers are omitted for disclosure control purposes.

The vast majority of applicants on the waiting list still to be assessed requested a level access shower adaptation with 47 applications, followed by 2 stair lift installation and 1 garage conversion applications.

## **Gaps and shortfalls in need and provision**

The data shows that there is a significant shortfall in the provision of accessible and adapted housing across Clackmannanshire, with the number of households indicating a need for accessible housing far outweighing the yearly turnover rates of accessible and adapted properties across Clackmannanshire, as noted by 457 applicants with assessed medical need on CHR as of November 2024, 78 lets made to Council applicants assessed with a medical need and a turnover of 30 ambulant disabled/amenity properties across all social landlords in Clackmannanshire in 2023/24.

This is also reflected by the significant time spent on the housing list waiting for a suitable property to come up with applicants waiting an average of 624 spent on Clackmannanshire Council's allocations waiting list.

Scottish House Condition Survey reveals that there 2,000 of all households have their daily activities restricted due to their current accommodation and an approximate 1,000 households requiring adaptations to their properties. Whilst the number of Council tenants requiring adaptations has been decreasing, there has been a significant gap in the provision of adaptations to private sector households as part of the Scheme of Assistance with 50 applications yet to be assessed. Engagement with partner stakeholders has revealed that social landlords find it difficult to fund property adaptations due to cuts and delays associated with funding for disabled adaptations.

The research undertaken also shows that there is a lack of information on households requiring accessible and adapted housing by tenure type. In particular, there is a lack of information on the needs for adapted housing and in-situ solutions for owner occupiers as well as the private rented sector. Furthermore, there is a lack of up-to-date data on the number of in-situ adaptations carried out within mainstream housing by social landlords or the data is not adequately maintained.

## **Future requirements**

In light of a rapidly ageing population and the growing prevalence of long-term disabilities and illnesses, the demand for adapted and accessible housing is expected to continue rising. According to CHR data (Table 5.14), there were 457 applicants with medical priority points awaiting either Council or Ochil View housing. As these two providers account for approximately 85% of all self-contained housing stock in Clackmannanshire, extrapolating this figure across the entire social rented sector suggests that around 526 applicants are waiting for accessible or adapted homes where their housing needs cannot be met through in-situ solutions.

Considering 72 lets made to applicants assessed with medical need by the Council (besides ambulant disabled/amenity housing), the annual turnover of just 39 ambulant disabled and amenity properties, and 26 sheltered or very sheltered accommodation units across the sector in 2023/24, this leaves an estimated 389 applicants with ongoing, unmet housing needs linked to medical conditions—a number that is likely to grow.

However, it is important to note that this does not directly translate into a need for 389 additional units. Moves by households may release properties that are suitable for others with differing medical needs, thus partially alleviating demand. A review of the housing waiting list is needed to better understand how void properties can be more effectively matched to applicants with medical needs, and to determine how many additional housing units are required for cases where in-situ solutions are not viable.

In terms of in-situ solutions, SHCS reveals that 1,000 households require medical adaptations to their properties. Taking into account 271 adaptations carried out to Council stock, 240 adaptations carried out to RSL stock as well as 43 adaptations carried out to private sector households as part of the Scheme of Assistance, the data reveals that there are approximately 446 households still requiring adaptations to their homes – a number that is likely to keep increasing with changes in demographics.

In addition, as discussed earlier in the section, not every landlord keeps up-to-date information on the adaptations carried out to their general needs stock, and as such, it is difficult to build an accurate picture of all adapted properties, such as where the tenant has moved out and the adaptation has been removed or where the tenant has moved out, but the adaptation has been left in. Therefore, there is a need to establish a register to track the number and types of adaptations made to mainstream housing properties. This would enable more effective matching of adapted homes to households with specific needs, and support the fair allocation of accessible and adapted housing.

### **External stakeholder consultation and engagement**

Full consultation findings can be found in appendix x. In researching and analysing this section, along with the stakeholders established at the beginning of the chapter, the following stakeholder groups were engaged with:

- Older Adults' Forum Clackmannanshire
- Alzheimer's Scotland

Stakeholder consultations have revealed a clear and pressing need for accessible housing, with particular emphasis on the availability of smaller accessible units. Early engagement with private sector developers is essential to support the delivery of affordable and accessible housing across Clackmannanshire. To address the housing needs of older and disabled individuals, stronger collaboration is needed between the Scottish Government, local authorities, and private developers.

In addition, partner stakeholders emphasised the importance of property adaptations in enabling people to remain in their homes for longer, supporting in-situ solutions that help to future-proof housing. This view was echoed by client groups, who also expressed concern about the difficulty in accessing appropriate adaptations. In particular, owner occupier households reported significant delays in accessing occupational therapy assessments, which are essential to carry out the necessary adaptations in a timely manner.

## 2. Wheelchair Accessible Housing

### National Policies

- Evaluation of Adapting for Change, Craigforth (2017)
- Housing and disabled people: Scotland's hidden crisis, EHRC (2017)
- Housing for Varying Needs: a design guide, Scottish Homes (1998)
- Guidance for setting of Local Housing Strategy target to support the Delivery of more wheelchair accessible housing, Scottish Government (2019)
- Making the connection: Guide to assessing the housing related needs of older and disabled people, Gillian Young/Newhaven (2015)
- Mind the Step: an estimation of housing need among wheelchair users in Scotland, CIH/Horizon Housing (2012)
- Relevant Adjustments to Common Parts (Disabled Persons) (Scotland) Regulations (2020)
- Still minding the step? A new estimation of the housing needs of wheelchair users in Scotland, CIH/Horizon Housing (2018)
- We Say: Our place, Our Space – The evidence on disabled people's housing issues from Scotland's Disabled People's Summit (2017)
- Wheelchair accessible housing target: guidance note: MHDGN, Scottish Government (2019)

### Local Policies and Strategies

- Clackmannanshire Council Private Sector Housing Assistance Scheme
- Clackmannanshire Council's Strategic Housing Investment Plan (SHIP) 2025-2030

### Property Needs

There is no one single definition of wheelchair-suitable housing. However, as described in Housing for Varying Needs Design Guide, wheelchair accessible housing should provide a step-free environment, space for wheelchair to circulate and access all rooms, a kitchen and bathroom that suits the occupant's needs, fittings and services that are within the reach and easy to use. This may include low level appliances, wider door openings, barrier-free bathroom and/or shower access, outside space with wider entrance and suitable surfaces.

### Client Groups (Suitable for)

Wheelchair accessible housing is suitable for wheelchair users and their families, including families with disabled children and young adults, disabled parents with dependent children, and disabled adults.

## Evidence

**Table 5.31 Number of wheelchair housing units in Clackmannanshire by Social Landlord in 2023/24**

| Landlord Name                               | Total self-contained units | Number of wheelchair housing units | % of all housing units |
|---------------------------------------------|----------------------------|------------------------------------|------------------------|
| Blackwood Homes and Care                    | 16                         | 8                                  | 50.0%                  |
| Castle Rock Edinvar Housing Association Ltd | 83                         | 1                                  | 1.2%                   |
| Clackmannanshire Council                    | 5034                       | 7                                  | 0.1%                   |
| Key Housing Association Ltd                 | 10                         | 5                                  | 50.0%                  |
| Kingdom Housing Association Ltd             | 231                        | 6                                  | 2.6%                   |
| Ochil View Housing Association Ltd          | 1271                       | 31                                 | 2.4%                   |
| <b>Total</b>                                | <b>6645</b>                | <b>58</b>                          | <b>0.9%</b>            |

Source: Scottish Housing Regulator 2024

In 2023/24 reporting period, there were a total of 58 fully adapted wheelchair housing units in Clackmannanshire provided by social landlords – 5 registered social landlords and Clackmannanshire Council. In total, this represents just under 1% of all self-contained social landlord stock across Clackmannanshire.

The majority of wheelchair housing across Clackmannanshire was provided by Ochil View Housing Association (53% of all wheelchair-adapted housing units), followed by Blackwood Homes and Care (14%) and Clackmannanshire Council (12%).

As discussed previously, table 5.14 indicates that there are currently 37 Council housing applicants from the common housing register who have indicated a need for wheelchair-accessible housing.

**Table 5.32 Council housing applicants with identified requirement for wheelchair-adapted housing by type of need awarded and number of bedrooms required as at November 2024**

| Type of Need           | 1 Bedroom | 2 Bedrooms | 3 Bedrooms | 5 Bedrooms | Total     |
|------------------------|-----------|------------|------------|------------|-----------|
| Insecure Accommodation | *         | *          | *          | *          | 1         |
| Moderate Medical       | 20        | *          | 4          | *          | 27        |
| Severe Medical         | 4         | 4          | *          | *          | 9         |
| <b>Total</b>           | <b>24</b> | <b>8</b>   | <b>4</b>   | <b>1</b>   | <b>37</b> |

Source: Clackmannanshire Council Information System November 2024. Some numbers are omitted for disclosure control purposes.

As table 5.32 shows the majority of applicants who require wheelchair-accessible properties were awarded with moderate medical need (27), followed by 9 with severe medical need and 1 applicant household who currently lives in insecure accommodation. Reiterating the definition of severe medical need award as set out in Adapted and Accessible Housing, severe health/care award will be given where the applicant cannot continue on living in their current permanent accommodation due to their condition. Taking this definition into account, it can be reasonably assumed that there are currently 9 wheelchair user applicant households with severe unmet need.

The majority of applicants required 1-bedroom properties, followed by 8 household who needed 2-bedroom accommodation and 5 who required 3+ bedroom wheelchair-accessible housing.

### Turnover of wheelchair-adapted properties

Turnover for wheelchair-adapted properties is low. Data from local RSLs indicates that there has been no turnover of wheelchair-adapted properties in 2023/24. The Council’s Information System shows that Clackmannanshire Council saw 1 wheelchair-adapted property vacated in 2023/24, and no turnover in 2022/23 or 2021/22.

In addition, over the span of 5 years from 1 January 2020 to 31 December 2024, there were a total of 10 Council lets made for wheelchair housing, with an average of 412 days spent on the allocations waiting list per applicant.

### Gaps and shortfalls in need and provision

At present, there is no nationally held statistics on the number of wheelchair housing units within the private sector, both for owner occupiers and the private rented sector. Therefore, it is difficult to estimate the current landscape of wheelchair housing within the private sector across Clackmannanshire.

Furthermore, there is no credible national or local data on the number of wheelchair users or on the shortfall in the provision of wheelchair-accessible housing across Scotland or Clackmannanshire.

‘Still Minding the Step? A new estimation of the housing needs of wheelchair users’ is a report published by CIH Scotland and Horizon Housing Association which reviews the current state of wheelchair adapted housing in Scotland and presents a national estimate of unmet housing need among wheelchair users in Scotland.<sup>9</sup>

Using the data and the ratios from Scottish Household Survey (SHS) and English Housing Survey (EHS) as the basis, the report established a methodology to calculate the number of households with wheelchair users and a number of wheelchair user households with unmet housing need. The methodology for calculations can be seen in table 5. below.

The report estimates that in 2018 there were 87,340 households with a wheelchair user in Scotland (3.6% of all households) and 17,226 of wheelchair user households in Scotland with unmet housing need (19.7% of all wheelchair user households).

**Table 5.33 Calculating the unmet need for wheelchair housing in Scotland**

| Steps                                                                                 | Calculation                                |
|---------------------------------------------------------------------------------------|--------------------------------------------|
| 1: Calculate the number of indoor user households                                     | Assume EHS ratio of 0.4% of all households |
| 2: Calculate the number of outdoor user households                                    | Assume EHS ratio 2.3% of all households    |
| 2b: Calculate the number of wheelchair user households using wheelchairs all the time | Assume EHS ratio of 0.9% of all households |

<sup>9</sup> Still minding the step? A new estimate on of the housing needs of wheelchair users in Scotland. CIH and Horizon Housing Association 2018

|                                                                                                      |                                                                                                                          |
|------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------|
|                                                                                                      | Indoor user households + outdoor user households + fulltime user households = total number of wheelchair user households |
| 3: Calculate the unmet housing need among indoor wheelchair user households                          | Assume 25.6% (all of those in SHS requiring adaptations and accommodation unsuitable)                                    |
| 4: Calculate the unmet housing need among outdoor wheelchair user households                         | Assume 19% (all of those EHS requiring adaptations and accommodation unsuitable)                                         |
| 4b: Calculate the unmet housing need among wheelchair user households using wheelchairs all the time | Assume 19% (all of those in EHS requiring adaptations and accommodation unsuitable)                                      |
| 5: Calculate all unmet need among wheelchair                                                         | Unmet need for indoor user households + unmet need for outdoor user households + unmet need for fulltime user households |

Source: *Still minding the step? A new estimation of the housing needs of wheelchair users in Scotland 2018*

Using the principal projections found in NRS Household Projections for Scotland (table 5.34), the methodology in 'Still Minding the Step?' was applied to determine the number of households with a wheelchair user and a number of wheelchair user households with unmet housing need within Clackmannanshire.

**Table 5.34 Household projections for Clackmannanshire and Scotland (2018-based)**

| Area             | 2018 Total Households | 2024 Projected Households | 2043 Projected Households | Change 2018 - 2043 | % Change |
|------------------|-----------------------|---------------------------|---------------------------|--------------------|----------|
| Clackmannanshire | 23,674                | 24,278                    | 24,408                    | 734                | 3%       |
| Scotland         | 2,477,276             | 2,561,602                 | 2,714,739                 | 237,463            | 10%      |

Source: *Household Projections for Scotland (2018-based). National Records of Scotland*

Assuming that 3.6% of all households contain at least one wheelchair user, table 5.35 shows in 2018 there were 852 wheelchair user households in Clackmannanshire and 874 projected households in 2024. It is estimated that there will be an increase of 26 households (3%) with at least one wheelchair user from 2018 to 2043.

**Table 5.35 Wheelchair household estimates for Clackmannanshire and Scotland**

| Area             | 2018 Total Households | 2024 Projected Households | 2043 Projected Households | Change 2018 - 2043 | % Change |
|------------------|-----------------------|---------------------------|---------------------------|--------------------|----------|
| Clackmannanshire | 852                   | 874                       | 879                       | 26                 | 3%       |
| Scotland         | 89,182                | 92218                     | 97,731                    | 8,549              | 10%      |

Altogether, the report by Horizon Housing estimates a backlog of 19.7% of all wheelchair user households with unmet housing need. Assuming the same ratio, this represents 168 wheelchair user households with unmet housing need in 2018 across Clackmannanshire, projected to rise to 173 in 2043.

**Table 5.36 Estimates for wheelchair user households with unmet housing need**

| Area             | 2018 Total Households | 2024 Projected Households | 2043 Projected Households | Change 2018 - 2043 | % Change |
|------------------|-----------------------|---------------------------|---------------------------|--------------------|----------|
| Clackmannanshire | 168                   | 172                       | 173                       | 5                  | 3%       |
| Scotland         | 17,569                | 18167                     | 19,253                    | 1,684              | 10%      |

To account for variables and different methodologies used in the Scottish Household Survey and English Housing Survey, 'Still Minding the Step' proposes 3 different outcomes based on different levels of unmet need:

- Baseline unmet need assuming ratios established in table 5.33;
- High unmet need where the unmet need is 1.3% higher than the baseline estimate;
- Low unmet need where the unmet need is 2% lower than the baseline estimate.

**Table 5.37 Application of ranges to wheelchair user households in Clackmannanshire**

|                                                             | % Change | 2018 Households |            | 2043 Projected Households |            |
|-------------------------------------------------------------|----------|-----------------|------------|---------------------------|------------|
|                                                             |          | Wheelchair User | Unmet Need | Wheelchair User           | Unmet Need |
| Baseline                                                    | 0        | 852             | 168        | 879                       | 173        |
| Total number of wheelchair users and unmet need + 1.3%      | 1.3%     | 863             | 170        | 890                       | 175        |
| Total number of wheelchair users and unmet need -2.0% lower | -2.0%    | 835             | 165        | 861                       | 170        |

Applying the same methodology to Clackmannanshire, calculating higher and lower rates of unmet need results in a variable of 5 wheelchair user households. A higher estimate of unmet need would result in 170 wheelchair user households with unmet need in 2018, contrasting to 165 wheelchair user households if lower estimate was taken into account.

The estimates calculated using the 'Still Minding the Step' methodology should be used when comparing the data available from social landlords. The baseline projected estimate of 874 wheelchair-user households should be compared with the 58 existing wheelchair-adapted properties across the social rented sector in Clackmannanshire in 2024. Likewise, assuming that the Council's housing waiting list represents the majority of households requiring social housing across Clackmannanshire, there are 37 wheelchair-user households requiring wheelchair-adapted housing within the social rented sector, compared to the overall projected estimate of 172 wheelchair user households with unmet need across Clackmannanshire in 2024. This information suggests that the majority of wheelchair-user households and wheelchair-user households with unmet need are within the private sector – be it owner occupiers or within the private rented sector.

## **Future requirements**

As stated in the 'Still Minding the Step?' report, it is difficult to provide an estimate of future need for wheelchair adapted housing, as it is unlikely that the number of wheelchair users will grow at a constant rate. Instead, the rate is likely to be affected by the health of the population, the prevalence of illnesses and disabilities, increased life expectancy and ageing population, as well as improvements in healthcare.

Nonetheless, contrasting the current provision of wheelchair accessible housing across the social rented sector with the estimates for number of wheelchair user households with unmet housing needs and the number of households requiring wheelchair housing clearly show unmet current and future demand for additional wheelchair adapted accommodation units, with a baseline estimate of 173 and upper estimate of 175 households requiring wheelchair accessible housing in 2043.

The estimates will be considered when setting supply targets for accessible housing units in the SHIP in order to take into account wheelchair user households across Clackmannanshire. Furthermore, the information will be used to inform the development of the Local Housing Strategy.

## **External stakeholder consultation and engagement**

Full consultation findings can be found in appendix 1. Consultation on wheelchair accessible housing was undertaken in tandem with consultation on accessible and adapted housing, with the following stakeholder groups engaged with:

- Alzheimer's Scotland
- Clackmannanshire & Stirling HSCP
- Local RSLs
- NHS Forth Valley
- Older Adults' Forum Clackmannanshire

### 3. Non-Permanent Housing

#### National Policies

- Children and Young People (Scotland) Act 2014
- Domestic Abuse (Protection) Act 2001
- Equally Safe: Scotland's Strategy for Preventing and Eradicating Violence Against Women and Girls (2023)
- Homelessness etc. (Scotland) Act 2003
- The Homeless persons (Provision of Non-permanent Accommodation) (Scotland) Regulations 2010
- The Homeless Persons (Unsuitable Accommodation) (Scotland) Order 2014
- Housing (Scotland) Act 2001
- Scottish Quality Standards – Housing Advice, Information and Support for People In and Leaving Prison (SHORE) Standards (2024)
- UK Refugee Resettlement: Policy Guidance (2021)

#### Local Policies and Strategies

- Clackmannanshire Council Armed Forces Community Covenant 2020
- Clackmannanshire Council Housing Allocations Policy 2019
- Keeping The Promise Plan 2023-2026

#### Rapid Rehousing Transition Plan

Clackmannanshire Council's Rapid Rehousing Transition Plan (RRTP) explores how the Council will aim to minimise the amount of time homeless households spend in temporary accommodation and rehouse them to suitable permanent accommodation as quickly as possible.

The RRTP is an integral part of the Strategic Housing Investment Plan and aligns with the core principles and aims of the Local Outcomes Improvement Plan. The document highlights the current levels of homelessness as well as the available services used to tackle homelessness in Clackmannanshire. It establishes an action plan which focuses on the reduction of homelessness by employing preventative and early intervention measures which address the complex needs of individuals and diverts service users from the point of crisis. Where homelessness is inevitable, the focus is on the provision and maintenance of quality temporary accommodation that is fit for purpose.

#### Property Needs

Non-permanent housing must meet the needs of different households and individual requirements. The provision of non-permanent housing should include good quality temporary accommodation for single people and single families. Accommodation includes self-contained, dispersed temporary flats and houses, accommodation with concierge services and supported accommodation units.

## Client Groups (Suitable For)

Non-permanent housing in Clackmannanshire must be suitable for various groups, including households experiencing homelessness, ex-offenders, veterans leaving armed forces, young people leaving care, students, people fleeing domestic abuse as well as asylum seekers and refugees. The evidence will assess the housing provision and needs for each of these groups.

## Evidence

### Homeless Households

## Clackmannanshire Homeless Temporary Accommodation Provision as of October 2024

As of October 2024, Clackmannanshire Council owned 92 fully furnished dispersed temporary accommodation units and 48 temporary accommodation units with concierge service. The Council leased 2 units from registered social landlords and rented 4 self-contained flats within Clackmannanshire and 15 outwith Clackmannanshire on a nightly basis as required. The Council intends to reduce the use of non-Council owned accommodation to a minimum.

**Table 5.38 Homeless Presentations**

|                  | <b>2019/2020</b> | <b>2020/2021</b> | <b>2021/2022</b> | <b>2022/2023</b> | <b>2023/2024</b> | <b>% Change over 5 years</b> |
|------------------|------------------|------------------|------------------|------------------|------------------|------------------------------|
| Clackmannanshire | 523              | 501              | 551              | 593              | 616              | 18%                          |
| Scotland         | 37061            | 34367            | 35792            | 39308            | 40685            | 10%                          |

Source: Scottish Government. Homelessness Statistics 2024

Over the 5-year period between 2019/20 and 2023/24, Clackmannanshire Council saw an 18% increase in homeless presentations, compared to the Scottish average of 10%. 2020/21 saw a reduction in applications, however this has been steadily increasing since 2021/22. As of March 31, 2024, there were 616 homeless applications. Using NRS household estimates, compared to all households in Clackmannanshire, this equates to 253 households per 10,000 population. In comparison, the Scottish average stands at 160 homeless households per 10,000, making Clackmannanshire the local authority with the 3<sup>rd</sup> highest rate of households presenting as homeless, just after West Dunbartonshire with 256 households per 10,000 and Glasgow City with 260 households per 10,000. This means that Clackmannanshire has a disproportionately large number of homeless presentations per capita compared to other local authorities of similar size.

**Table 5.39 Live homelessness cases per 1,000 population**

|                  | <b>2019/20</b> | <b>2020/21</b> | <b>2021/22</b> | <b>2022/23</b> | <b>2023/24</b> | <b>% Change over 5 years</b> |
|------------------|----------------|----------------|----------------|----------------|----------------|------------------------------|
| Clackmannanshire | 3.74           | 3.96           | 5.08           | 6.35           | 6.67           | 78%                          |
| Scotland         | 4.16           | 4.47           | 4.69           | 5.41           | 5.85           | 40%                          |

Source: Scottish Government. Homelessness Statistics 2024

Table 5.39 shows that from 2019/20 to 2023/24 there has been a 78% increase in the amount of live homelessness cases in Clackmannanshire per capita. The increase should be noted

against the 40% increase within the same time period nationally. Before 2021/22, there were fewer homelessness cases in Clackmannanshire per 1,000 population compared to Scotland. However, 2021/22 onwards, Clackmannanshire overtook Scotland, with 6.67 live homelessness cases in Clackmannanshire compared to 5.85 cases nationally in 2023/24 alone. The large jump in the rates of live cases can be mirrored against the rates of homeless presentations within Clackmannanshire.

**Table 5.40 Homeless presentations by sex and age group**

|            | 2019/20    |            | 2020/21    |            | 2021/22    |            | 2022/23    |            | 2023/24    |            |
|------------|------------|------------|------------|------------|------------|------------|------------|------------|------------|------------|
| Age        | Male       | Female     |
| 16 - 24    | 81         | 70         | 58         | 71         | 62         | 82         | 63         | 91         | 69         | 75         |
| 25 - 34    | 101        | 76         | 104        | 77         | 106        | 94         | 104        | 78         | 110        | 82         |
| 35 - 44    | 51         | 47         | 70         | 43         | 52         | 49         | 67         | 62         | 104        | 41         |
| 45 - 54    | 28         | 27         | 31         | 21         | 39         | 27         | 43         | 42         | 30         | 40         |
| 55 - 64    | 16         | 14         | 11         | 11         | 18         | 18         | 17         | 15         | 27         | 15         |
| 65+        | 6          | 6          | 4          | 2          | 6          | 1          | 4          | 7          | 10         | 13         |
| <b>All</b> | <b>283</b> | <b>240</b> | <b>278</b> | <b>225</b> | <b>283</b> | <b>271</b> | <b>298</b> | <b>295</b> | <b>350</b> | <b>266</b> |

Source: Clackmannanshire Council Information System October 2024

Table 5.40 shows that over the five-year period, the majority of homeless applications came from male households. In 2023/24, most applicants were males aged 25-34, followed by males aged 35-44 and females aged 16-24. Between 2019/20 and 2023/24, applications from male households increased by 24%, while those from female households rose by 11%. Notably, the number of male applicants aged 35-44 surged by 104%, and female applicants aged 16-24 saw a steady year-on-year increase, totalling 7% over the five years.

**Table 5.41 Applications by household type**

| Applicants by household type | 2019/2020 | 2020/2021 | 2021/2022 | 2022/2023 | 2023/2024 | % Change over 5 years |
|------------------------------|-----------|-----------|-----------|-----------|-----------|-----------------------|
| Single Person                | 383       | 359       | 356       | 398       | 426       | 11%                   |
| Single Parent                | 85        | 93        | 111       | 115       | 122       | 44%                   |
| Couple                       | 29        | 27        | 41        | 28        | 28        | -3%                   |
| Couple with Children         | 21        | 19        | 41        | 41        | 32        | 52%                   |
| Other                        | 3         | 1         | 1         | 3         | 3         | 0%                    |
| Other with Children          | 2         | 2         | 1         | 8         | 5         | 150%                  |
| Total                        | 523       | 501       | 551       | 593       | 616       | 18%                   |

Source: Scottish Government. Homelessness Statistics 2024

As table 5.41 presents, the majority of presentations were from single person households, followed by single parent households and couples with children. The last 5 years also saw a 44% jump in single parent applicants and 52% increase in couples with children which indicates a requirement for provision of larger temporary accommodation units which can house larger households.

**Table 5.42 Single person homeless applications by sex**

| Household Type | Sex    | 2019/2020 | 2020/2021 | 2021/2022 | 2022/2023 | 2023/2024 |
|----------------|--------|-----------|-----------|-----------|-----------|-----------|
| Single Person  | Male   | 259       | 251       | 245       | 268       | 312       |
|                | Female | 124       | 108       | 111       | 130       | 114       |
|                | All    | 383       | 359       | 356       | 398       | 426       |

Source: Clackmannanshire Council Information System October 2024

To break down single person homeless applications further, throughout the 5-year period, majority of single person applicants were male, with 73% of all single person households in 2023/24 being male. The continuing trend of applicants from single person households who are predominantly young males aged 25-34 or 35-44 may suggest a need to focus on the provision on good quality single person temporary accommodation.

**Table 5.43 Reason for application**

| Reason for application                                               | 2019/20 | 2020/21 | 2021/22 | 2022/23 | 2023/24 | % Change over 5 years |
|----------------------------------------------------------------------|---------|---------|---------|---------|---------|-----------------------|
| Dispute within household / relationship breakdown: non-violent       | 136     | 155     | 170     | 159     | 180     | 32%                   |
| Asked to leave                                                       | 142     | 123     | 135     | 145     | 119     | -16%                  |
| Other reason for leaving accommodation / household                   | 42      | 34      | 38      | 53      | 63      | 50%                   |
| Fleeing non-domestic violence                                        | 28      | 34      | 37      | 28      | 39      | 39%                   |
| Other action by landlord resulting in the termination of the tenancy | 40      | 20      | 41      | 31      | 37      | -8%                   |
| Dispute within household: violent or abusive                         | 47      | 40      | 41      | 48      | 37      | -21%                  |
| Other                                                                | 88      | 95      | 89      | 129     | 141     | 65%                   |
| Total                                                                | 523     | 501     | 551     | 593     | 616     | 18%                   |

Source: Scottish Government. Homelessness Statistics 2024

Across the 5-year period, the most frequently cited reason for presenting as homeless were due to a relationship breakdown or a non-violent dispute within household, followed by being asked to leave current accommodation. Compared to the previous periods, 2023/24 saw an increase in presentations made due to disputes within household/relationship breakdown, fleeing non-domestic violence as well as other reasons.

**Table 5.44 Applicants with self-identified support needs following assessment**

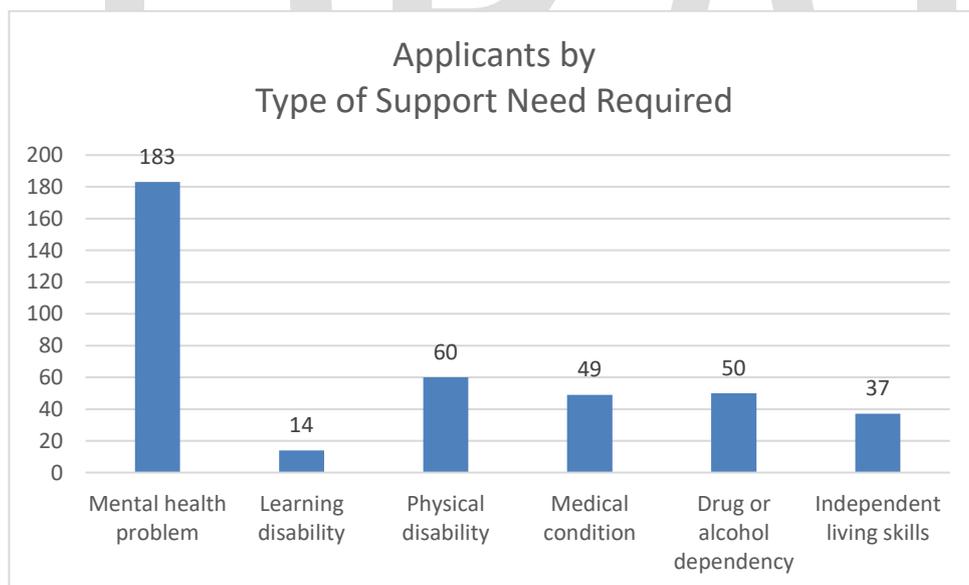
| Applicants with support needs | 2019/2020 | 2020/2021 | 2021/2022 | 2022/2023 | 2023/2024 | % Change over 5 years |
|-------------------------------|-----------|-----------|-----------|-----------|-----------|-----------------------|
| No support needs              | 230       | 258       | 305       | 343       | 387       | 68%                   |
| 1 support need identified     | 168       | 129       | 159       | 147       | 132       | -21%                  |
| 2 support needs identified    | 87        | 59        | 55        | 43        | 62        | -29%                  |
| 3+ support need identified    | 47        | 44        | 29        | 49        | 41        | -13%                  |
| Total applicants              | 532       | 490       | 548       | 582       | 622       | 17%                   |

Source: Clackmannanshire Council Information System October 2024

There has been a steady reduction in applicants with self-identified support needs over the 5-year period following the assessment, with 38% of applicants stating support needs in 2023/24, compared to 41% in 2022/23 and 44% in 2021/22.

As graph 5.5 presents, in 2023/24, majority of needs were associated with mental health problems (183 applicants), followed by physical disability (60), drug and alcohol dependency (50) and medical conditions (49). Note that applicants can have more than one support need.

**Graph 5.5 Applicants by type of support needs as of 31 March 2024 (multiple responses allowed)**



Source: Clackmannanshire Council Information System October 2024

Under the Housing Support Regulations, local authorities must conduct a housing support assessment for homeless applicants who are unintentionally homeless or threatened with homelessness where there is a reason to believe that the applicants need the housing support services. Following the support needs assessment, 21 households were provided with homeless support in 2023/24, compared to 53 households in 2022/23, 59 households in 2021/22, 83 households in 2020/21 and 81 applicants in 2019/2020.

**Table 5.45 Number of homeless households supported under housing support regulations**

|                      | 2019/20 | 2020/21 | 2021/22 | 2022/23 | 2023/24 | % Change in last 5 years |
|----------------------|---------|---------|---------|---------|---------|--------------------------|
| Supported households | 81      | 83      | 59      | 53      | 21      | -74%                     |

Source: Clackmannanshire Council Information System October 2024

Clackmannanshire Council's Housing Support services was closed for any new referrals from May 2023 to January 2024 whilst awaiting registration with the Care Inspectorate, reflecting the sharp drop in the provision of support between 2022/23 and 2023/24. Since re-opening, the provision of support services to homeless households is estimated to increase.

### Provision of Temporary Accommodation

**Table 5.46 Number of households entering and exiting temporary accommodation**

|                       | 2019/20  | 2020/21   | 2021/22   | 2022/23   | 2023/24   |
|-----------------------|----------|-----------|-----------|-----------|-----------|
| Households entered    | 306      | 272       | 295       | 262       | 291       |
| Households exited     | 304      | 278       | 265       | 241       | 265       |
| <b>Net difference</b> | <b>2</b> | <b>-6</b> | <b>30</b> | <b>21</b> | <b>26</b> |

Source: Scottish Government. Homelessness Statistics 2024

Table 5.46 illustrates that, between 2019/20 and 2023/24, the number of households entering temporary accommodation generally exceeded those exiting. This trend may be attributed to the high number of homelessness presentations in Clackmannanshire and the limited availability of affordable permanent mainstream housing. An exception occurred in 2020/21, likely due to a prioritisation of homeless applicants for rehousing into permanent accommodation during the Covid-19 pandemic.

Over the 5 years, applicants have been more likely to arrange their own temporary accommodation (Table 5.47). Between 2021/22 and 2023/24, Clackmannanshire Council provided 43% of all temporary accommodation placements, a decrease of 3%, compared to 2019/20 and 2020/21.

**Table 5.47 Temporary accommodation provision (Multiple Responses Allowed)**

|                                 | 2019/2020 | 2020/2021 | 2021/2022 | 2022/2023 | 2023/2024 |
|---------------------------------|-----------|-----------|-----------|-----------|-----------|
| Arranged by applicant no.       | 428       | 418       | 417       | 413       | 490       |
| Arranged by applicant %         | 53.6%     | 53.9%     | 56.7%     | 56.7%     | 56.5%     |
| Provided by local authority no. | 371       | 357       | 318       | 316       | 378       |
| Provided by local authority %   | 46.4%     | 46.1%     | 43.3%     | 43.3%     | 43.5%     |
| Total no.                       | 799       | 775       | 735       | 729       | 868       |

Source: Clackmannanshire Council Information System October 2024. Multiple responses allowed.

Overall, refusals of temporary accommodation offers have seen a large decrease throughout the 5 years. 2023/24 period saw 60 refusals, compared to 95 refusals in 2022/23 and 130

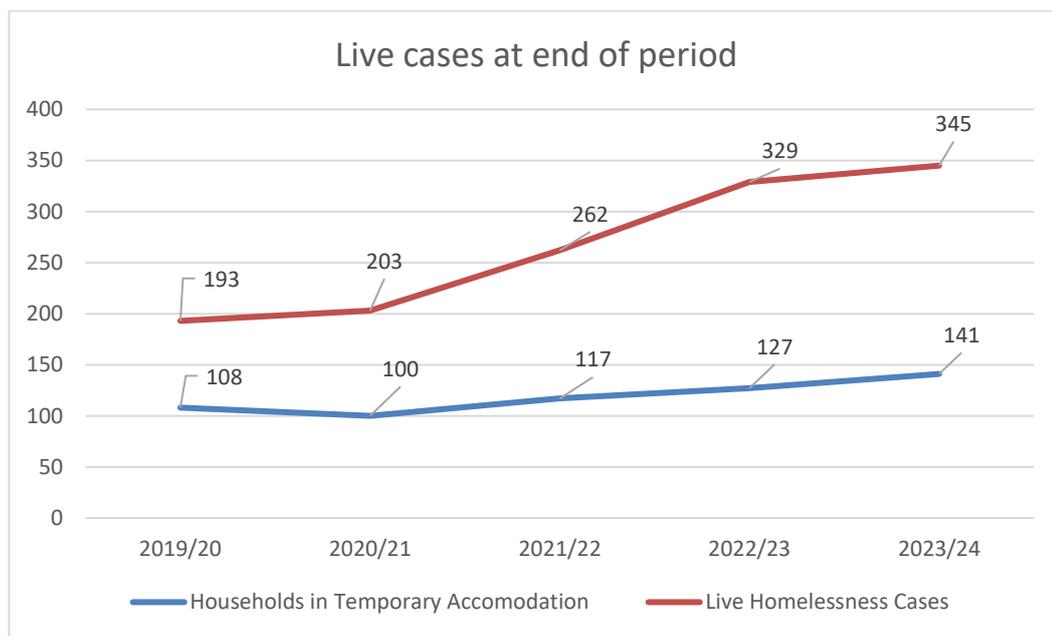
rejections in 2021/22. This can be contrasted with the increase in the rejection of offers throughout Scotland from 2019/20 to 2023/24.

**Table 5.48 Offers of temporary accommodation refused by applicants**

| Local Authority  | 2019/20 | 2020/21 | 2021/22 | 2022/23 | 2023/24 |
|------------------|---------|---------|---------|---------|---------|
| Clackmannanshire | 95      | 125     | 130     | 95      | 60      |
| Scotland         | 5630    | 7385    | 7100    | 7145    | 6775    |

Source: Scottish Government. Homelessness Statistics 2024

**Graph 5.6 Number of households in temporary accommodation in comparison to number of live cases**



Source: Scottish Government. Homelessness Statistics 2024

Graph 5.6 demonstrates that there are considerably more live homelessness cases in comparison to the number of households in temporary accommodation, with 345 live cases and 141 homeless households in temporary accommodation in 2023/24. From 2019/20 to 2023/24, there has been an increase in 79% live homelessness cases and 31% increase in a number of homeless households in temporary accommodation. When comparing the two figures, 56% of live cases were in temporary accommodation in 2019/20, down to 41% in 2023/24.

The figures may suggest that, amid rising homeless presentations, the Council faces challenges in resolving homelessness cases, providing temporary accommodation, and securing suitable permanent accommodation.

**Table 5.49 Temporary Accommodation Provision (multiple responses allowed)**

|                                    | 2019/2020 | 2020/2021 | 2021/2022 | 2022/2023 | 2023/2024 |
|------------------------------------|-----------|-----------|-----------|-----------|-----------|
| Council ordinary dwelling          | 277       | 241       | 230       | 222       | 224       |
| Housing association / RSL dwelling | 0         | 0         | 0         | 0         | 1         |
| Hostel - Council owned             | 0         | 0         | 0         | 0         | 0         |
| Hostel - RSL                       | 0         | 0         | 0         | 0         | 0         |
| Hostel - other                     | 0         | 0         | 0         | 0         | 0         |
| Bed and breakfast                  | 0         | 37        | 14        | 29        | 62        |
| Women's refuge                     | 0         | 0         | 0         | 0         | 0         |
| Private sector lease               | 0         | 0         | 0         | 0         | 0         |
| Other placed by authority          | 94        | 79        | 74        | 65        | 91        |
| Total                              | 371       | 357       | 318       | 316       | 378       |

Source: Clackmannanshire Council Information System October 2024

As table 5.49 presents, there was an overall total of 378 placements to different temporary accommodation units by the local authority in 2023/24, compared to 316 in 2022/23, 318 in 2021/22, 357 in 2020/21 and 371 in 2019/20. Where possible, Clackmannanshire Council has sought to reduce the number of placements that homeless households have to go through before being rehoused to suitable permanent accommodation. Historically, this has been achieved by placing homeless households into the Council's dispersed furnished temporary accommodation units within the boundaries of the local authority. However, from 2020/21 to 2023/24, there has been 68% increase in the use of bed and breakfast accommodation as well as 15% increase in 'other' types of accommodation units used, including out-of-area accommodation units. In particular, the 2023/24 period saw an increase in 33 placements to bed and breakfast accommodation as well as 26 more placements to 'other' types of accommodation compared to the previous year.

The growth of the use bed and breakfast and other types of accommodation can be attributed to increased pressures to house homeless households due to an increase in homeless presentations and the lack of available dispersed temporary accommodation units within the Council's housing stock.

In 2014, the Scottish Government introduced Homeless Persons (Unsuitable Accommodation) Order, which introduced minimum standards for the provision of temporary accommodation to homeless households with children or pregnant women. In 2020, the Order was extended to all homeless households. Along with 'basic' and physical standards of temporary accommodation, the Order establishes that homeless households should not be placed in 'unsuitable' temporary accommodation. Accommodation is unsuitable if it is shared and/or outwith the local authority area. Where households are in unsuitable accommodation for more than 7 nights, the local authority is deemed in breach of the Order.

**Table 5.50 Number of temporary accommodation placements that have been in breach of Unsuitable Accommodation Order**

| Local Authority  | 2021/22 | 2022/23 | 2023/24 | No. Change in last 3 years | % Change in last 3 years |
|------------------|---------|---------|---------|----------------------------|--------------------------|
| Clackmannanshire | 35      | 90      | 110     | 75                         | 214%                     |
| Scotland         | 2020    | 5240    | 7400    | 2160                       | 266%                     |

Source: Scottish Government. Homelessness Statistics 2024

As table 5.50 shows, there has been a 214% increase in the number of breaches of the Unsuitable Accommodation Order between 2021/22 to 2023/24. The 2022/23 saw a jump in 55 breaches compared to the previous year, whereas 2023/24 saw an additional increase in 20 breaches from 2022/23. In comparison, Scotland saw an overall increase in breaches by 266% within the same 3-year period. The increase in Clackmannanshire's figures may be partially attributed to Clackmannanshire's small geographical area size and the need to use accommodation units within neighbouring local authorities in order to meet its duties to house homeless households under the Housing (Scotland) Act 1987.

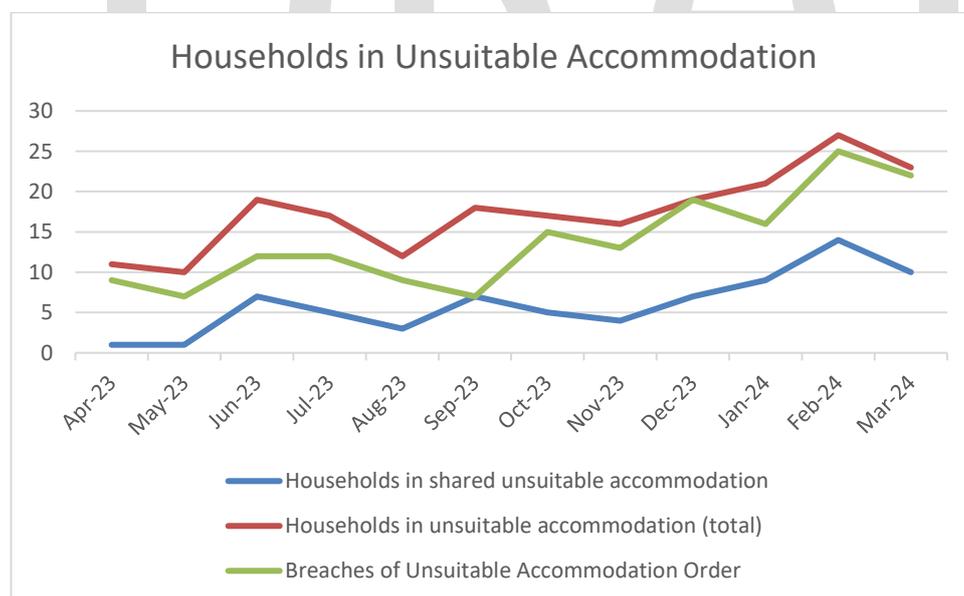
As Table 5.51 below illustrates, the majority of households in unsuitable accommodation as of March 2024 were placed in self-contained flats within Stirling, followed by 7 households in bed and breakfast accommodation in Stirling and Falkirk. Only 3 households were in unsuitable bed and breakfast accommodation within Clackmannanshire.

**Table 5.51 Number of households in unsuitable accommodation by type of accommodation as of March 2024**

| Stirling (self-contained flat) | Stirling (B&B) | Falkirk (B&B) | Kirkcaldy (B&B) | Alloa (B&B) | Total |
|--------------------------------|----------------|---------------|-----------------|-------------|-------|
| 13                             | 5              | 2             | 0               | 3           | 23    |

Source: Clackmannanshire Council Information System October 2024

**Graph 5.7 Number of households in unsuitable accommodation by type of accommodation and number of accommodation units in breach of Unsuitable Accommodation Order at the end of the month**



Source: Clackmannanshire Council Information System October 2024

As seen in graph 5.7, throughout the 2023/24 financial year, there has been a steady increase in the number unsuitable accommodation units used with 23 units used by the end of the year, contrasted to 11 units at the start of the year. Throughout the year, the majority of the unsuitable units were found to be in the breach of the Unsuitable Accommodation Order, with the exception of September 2023, where 7 of the 18 units were in breach of the Order.

The trends in the use of unsuitable accommodation units and the large number of breaches suggest that Clackmannanshire Council struggles to alleviate pressures in the demand for its

own temporary accommodation stock in order to be able to successfully place homeless households within 'suitable' temporary accommodation within 7 days.

**Table 5.52 Average total time (days) spent in temporary accommodation**

|                  | 2019/20 | 2020/21 | 2021/22 | 2022/23 | 2023/24 | % Change over 5 years |
|------------------|---------|---------|---------|---------|---------|-----------------------|
| Clackmannanshire | 140     | 130     | 153     | 178     | 159     | 14%                   |
| Scotland         | 188     | 206     | 213     | 225     | 226     | 20%                   |

Source: Scottish Government. Homelessness Statistics 2024

Nonetheless, as table 5.52 illustrates, homeless households within Clackmannanshire have consistently spent less time in temporary accommodation compared to the national average. Although there has been an overall 14% increase in the average number of days spent in temporary accommodation over the 5 years, this can be contrasted with the Scottish average of 20%. The 2023/24 period alone saw a total of 159 days spent in temporary accommodation, compared to 226 days in Scotland. Furthermore, 2023/24 saw a decrease in 19 days spent in temporary accommodation compared to the previous year.

The trends in the average total time spent in temporary accommodation may suggest that although Clackmannanshire Council may struggle to find suitable temporary accommodation within 7 days of households presenting as homeless, the Council has a more streamlined and efficient process for rehousing households into permanent accommodation compared to other local authorities in Scotland.

## Prison Leavers

The Scottish Government promotes SHORE standards to ensure that everyone who is subject to a prison sentence has sustainable housing upon release from prison. SHORE standards recognise the impact that housing plays in supporting individuals' reintegration into communities not only by meeting the individuals' immediate housing needs, but also by improving access to other public services and ultimately supporting desistance from future re-offending.

To help meet the needs of people upon liberation, the requirement for better joint working and information sharing between statutory housing providers, community justice partners and other third sector organisations and services is highlighted. Working together with housing, healthcare, welfare and employment services, it is crucial that the necessary support is offered in a timely and efficient manner at the beginning and during the sentence as well as before and after release from prison to ensure the appropriate provision of housing and housing-related support and ultimately help ex-offenders sustain their tenancies.

Locally, people upon release from prison are supported by voluntary or statutory throughcare services depending on the type of the sentence. If individuals are eligible and opt for voluntary throughcare, Criminal Justice Social Work will aim to offer guidance and practical support to offenders, including assistance with housing and housing benefit applications prior to release and will maintain regular contact with the prisoners. Unless there are significant concerns identified regarding the person, at which point collaborative approach is sought after as soon as practicably possible, Criminal Justice Service will aim to liaise with the Housing Service 2 to 3 months prior to liberation to identify the offenders' housing needs.

Ex-offenders returning to Clackmannanshire may come from a number of different prisons with HMP Barlinnie, HMP Glenochil and HMP Low Moss being the most common sources for adult offenders, and HMP and YOI Polmont for young offenders.

Conversations with Criminal Justice Social Work have revealed that the majority of people leaving prison do not know or are not sure where they are going to go upon release from prison, denoting a lack of secure housing options for ex-offenders.

Table 5.53 presents the number of homeless applications upon direct release from prison. From 2019/20 to 2023/24 there has been a steady number of homeless applications from prison leavers, with 27 applications in 2023/24. This represented 4% of all homeless presentations in 2023/24.

**Table 5.53 Homeless applications from people leaving prison**

| Homeless applications by accommodation arrived from | 2019/2020 | 2020/2021 | 2021/2022 | 2022/2023 | 2023/2024 |
|-----------------------------------------------------|-----------|-----------|-----------|-----------|-----------|
| People leaving prison                               | 26        | 26        | 21        | 33        | 27        |
| All                                                 | 523       | 501       | 551       | 593       | 616       |

Source: Clackmannanshire Council Information System October 2024

As table 5.54 below shows, the vast majority of prison leaver households presenting as homeless throughout the 5-year period were male, indicating a need for housing and support targeted at males.

**Table 5.54 Homeless applications from people leaving prison by gender**

| Gender | 2019/20 | 2020/21 | 2021/22 | 2022/23 | 2023/24 |
|--------|---------|---------|---------|---------|---------|
| Male   | 25      | 25      | 20      | 30      | 25      |
| Female | 0       | 0       | 0       | 5       | 0       |
| All    | 25      | 25      | 20      | 35      | 25      |

Source: Scottish Government. Homeless Statistics 2024. Numbers rounded for disclosure control purposes

However, it is important to consider that while people may not know where they are heading after liberation, it does not necessarily mean that they will immediately present as homeless, as they may present as homeless after some time has lapsed. Some prison leaver households may return to live with their partners, relatives or families, others, and particularly those with short-term sentences, may still have permanent tenancies to return to. Lastly, some may choose to live with their friends for a while, after which they decide to present as homeless. Those in the latter category do not fall into prison leaver homeless application statistics.

Overall, discussions with the Criminal Justice Social Work have shown that there is a 'good working relationship' with the Housing Service with the aim of securing the best housing outcomes for prison leavers. Nonetheless, it was felt that more could be done to prevent the 'revolving door' scenario, whereby prison leavers are not able to sustain their temporary or permanent tenancies in the long-term, and either end up homeless again and/or re-offend, resulting in another prison sentence. In particular, tenancy sustainment was a highlighted issue for prison leaver with complex needs and/or additional mental health issues.

Where prison leavers are assessed as homeless, Clackmannanshire Council's Housing Service aims to provide the most appropriate temporary accommodation units. While placed in

temporary accommodation, prison leavers can stay in it anywhere between 6 to 18 months before being offered secure tenancy and permanent accommodation.

Although the temporary accommodation units are self-contained and have all of the required amenities, there have been suggestions that these can be too large and too overwhelming for prison leavers to maintain. It was indicated that there is a need of purpose-built homeless accommodation units for people leaving prison which would encourage the sustainment of temporary accommodation more easily and help develop skills to successfully transition to and maintain their permanent tenancies. Such temporary accommodation could include simple, easy-to-clean and easy-to-maintain, furnished bedsits with all of the necessary amenities.

## Veterans Leaving Armed Forces

**Table 5.55 Number of UK Armed Forces Veterans**

|                  | All people aged 16 and over | UK Armed Forces Veteran | % of population who are UK Armed Forces Veterans |
|------------------|-----------------------------|-------------------------|--------------------------------------------------|
| Clackmannanshire | 43,065                      | 2,138                   | 5.0%                                             |
| Scotland         | 4,548,589                   | 176,084                 | 3.9%                                             |

Source: Scottish Census 2022

As of 2022, there were 2,138 individuals or 5% of all population aged 16 and over who were UK armed forces veterans in Clackmannanshire. Nationally, this figure stood at 3.9%, making Clackmannanshire proportionally a local authority with the 7<sup>th</sup> highest population of veterans in Scotland.

As table 5.56 below presents, 8.3% or 1,990 of all households in 2022 in Clackmannanshire contained at least one UK armed forces veteran, compared to 6.7% in Scotland overall.

**Table 5.56 Households containing at least one UK Armed Forces Veteran**

|                  | All Households | Contains at least one UK Armed Forces Veteran | % of all households containing at least one UK Armed Forces Veteran |
|------------------|----------------|-----------------------------------------------|---------------------------------------------------------------------|
| Clackmannanshire | 24,072         | 1,990                                         | 8.3%                                                                |
| Scotland         | 2,509,269      | 166,992                                       | 6.7%                                                                |

Source: Scottish Census 2022

**Table 5.57 Homeless applications by military service status**

|                                | 2019/2020 | 2020/2021 | 2021/2022 | 2022/2023 | 2023/2024 |
|--------------------------------|-----------|-----------|-----------|-----------|-----------|
| All previously in armed forces | 18        | 16        | 23        | 25        | 24        |
| Less than 5 years ago          | 1         | 4         | 8         | 7         | 4         |
| 5 or more years ago            | 17        | 12        | 15        | 18        | 20        |
| Never been in armed services   | 502       | 483       | 525       | 568       | 590       |
| Not known/refused              | 3         | 2         | 3         | 0         | 2         |
| All applications               | 523       | 501       | 551       | 593       | 616       |

Source: Clackmannanshire Council Information System October 2024

Table 5.57 shows that that from 2019/20 to 2023/24, the number of households presenting as homeless which contain at least one household member who has previously served in the UK armed forces has remained relatively stable, with the average of 21.2 applications per year. Taking into account 2022 census data, this equates to 1.1% of all veteran households presenting as homeless.

As Table 5.58 below presents, in 2023/24, 3.9% of all households presenting as homeless had a household member who has previously served in the armed forces, although only 0.6% households were in the armed forces 5 years prior to presenting as homeless.

**Table 5.58 Homeless applications by military service status as a proportion of all homeless applications**

|                                | 2019/2020 | 2020/2021 | 2021/2022 | 2022/2023 | 2023/2024 |
|--------------------------------|-----------|-----------|-----------|-----------|-----------|
| All applications               | 100%      | 100%      | 100%      | 100%      | 100%      |
| All previously in armed forces | 3.4%      | 3.2%      | 4.2%      | 4.2%      | 3.9%      |
| Less than 5 years ago          | 0.2%      | 0.8%      | 1.5%      | 1.2%      | 0.6%      |
| 5 or more years ago            | 3.3%      | 2.4%      | 2.7%      | 3.0%      | 3.2%      |

Source: Clackmannanshire Council Information System October 2024

In comparison to the local figures, the national figures (table 5.58 below) show that throughout the same 5-year period, around 2% of all homeless applicants had an armed forces background, which is slightly smaller than comparing to Clackmannanshire. Nonetheless, only 0.5% of all homeless households in 2023/24 were in armed forces less than 5 years prior to homeless applications, which is statistically similar to Clackmannanshire. In proportion of all veteran households, on average 0.51% of all veteran households in Scotland have presented as homeless over the last 5 years.

**Table 5.59 Homeless applications by military service status as a proportion of all homeless applications in Scotland**

|                                   | 2019/20 | 2020/21 | 2021/22 | 2022/23 | 2023/24 |
|-----------------------------------|---------|---------|---------|---------|---------|
| All                               | 100%    | 100%    | 100%    | 100%    | 100%    |
| All previously in armed forces as | 2.5%    | 2.4%    | 2.2%    | 2.1%    | 2.3%    |
| Less than 5 years ago             | 0.6%    | 0.6%    | 0.5%    | 0.5%    | 0.5%    |
| 5 or more years ago               | 1.9%    | 1.8%    | 1.7%    | 1.6%    | 1.8%    |

Source: Scottish Government. Homelessness Statistics 2024

From 2019/20 to 2023/24, only three households in Clackmannanshire presented as homeless directly from armed forces accommodation.

Clackmannanshire Council aims to ensure that former armed forces personnel leaving military service and returning to Clackmannanshire are not disadvantaged. In line with the Clackmannanshire Council's Allocation Policy, armed forces veterans returning from military service who apply for Council housing are treated as a priority group and are placed into the higher level available (band 1) to help them secure permanent housing as soon as possible.

The low numbers of households with at least one ex-service personnel presenting as homeless, low levels of homeless presentations directly from armed forces accommodation units and

Clackmannanshire's Allocations Policy priorities indicate that the needs of armed forces veteran community housing needs are currently being met

## Young People Leaving Care

**Table 5.60 Former looked after status for households presenting as homeless**

|                             | 2019/2020 | 2020/2021 | 2021/2022 | 2022/2023 | 2023/2024 | % Change over 5 years |
|-----------------------------|-----------|-----------|-----------|-----------|-----------|-----------------------|
| All previously looked after | 42        | 24        | 32        | 22        | 20        | -52%                  |
| Less than 5 years ago       | 10        | 7         | 18        | 16        | 9         | -10%                  |
| 5 or more years ago         | 32        | 17        | 14        | 6         | 11        | -66%                  |

Source: Clackmannanshire Council Information System October 2024

As table 5.60 above presents, the overall number of households with a household member who has previously been looked after has decreased from 42 in 2019/20 to 20 in 2023/24. In 2019/20, 2% of all households presenting as homeless had a household member who was looked after less than 5 years before the date of the application, whereas in 2022/23 and 2023/24 this figure stood at 3% and 1% respectively.

Table 5.61 presents that from 2019/2020 to 2022/23 there was a 313% increase in number of individuals leaving care, with 33 care leavers in 2022/23, compared to 8 in 2019/20. In comparison, the number of care leavers nationally increased by 120% throughout the same period.

**Table 5.61 Number of care leavers as of 31<sup>st</sup> July**

|                  | 2019/20 | 2020/21 | 2021/22 | 2022/23 | % Change in last 5 years |
|------------------|---------|---------|---------|---------|--------------------------|
| Clackmannanshire | 8       | 12      | 22      | 33      | 313%                     |
| Scotland         | 1,207   | 1,405   | 2,771   | 2,657   | 120%                     |

Source: Scottish Government. Children's social work statistics 2023. Please note that 2022 figures have been revised since the previous year due to changes to data as part of improved year-on-year reconciliation checks. Figures for 2023/24 period were not published at the time of the undertaken research.

As a corporate parent, Clackmannanshire Council aims to ensure best possible outcomes for its care leavers by providing settled accommodation and support which would enable care leavers to develop independent living skills, sustain their tenancies and successfully transition to adulthood. The Council aims to ensure that young people leaving care are provided with suitable housing accommodation, with the long-term aim of a planned move to secure settled accommodation, avoiding the homeless route entirely.

According to Clackmannanshire Council's Information System, from 2019/20 to 2023/24 there was a total of 3 individuals who were looked after by the Council and who made a homeless application directly from children's residential accommodation.

Where possible, the Council tries to avoid housing care leavers into temporary accommodation units. In line with the Clackmannanshire Council's Allocation Policy, care leavers, at the point of leaving care, are treated as a priority group for Council housing and are placed in the highest

priority level available to help them secure permanent housing as soon as possible. However, in cases where the use of temporary accommodation is unavoidable, the Council takes a multi-agency approach to housing and supporting young people leaving care and where possible, takes individual views into account.

**Table 5.62 Young people leaving care who were placed into temporary accommodation by the local authority during the financial year**

|                                      | 2019/2020 | 2020/21 | 2021/22 | 2022/23 | 2023/24 |
|--------------------------------------|-----------|---------|---------|---------|---------|
| Number of young people               | 5         | 0       | 10      | 5       | 0       |
| Average duration of placement (days) | 78.6      | 589     | 134.7   | 164.7*  | 83.5    |

Source: Clackmannanshire Council Information System. Number are rounded for disclosure control purposes. \*Includes one ongoing placement as of October 2024.

As table 5.62 shows, from 2019/2020 to 2023/24, there were a total of 20 young people leaving care who were placed into temporary accommodation by Clackmannanshire Council, the majority of whom have since been rehoused and have moved on to permanent accommodation. Throughout the 5-year period, the average duration of the placement was 133 days.

It is important to note that some young people had more than one placement and some of the longer placements were due to the Council being advised that the young person was not ready to move on to permanent accommodation or that they had very specific needs that could not be immediately met.

### People Fleeing Domestic Abuse

**Table 5.63 Number and rate of domestic abuse incidents per 10,000 population**

|                              | Clackmannanshire No. | Clackmannanshire rate | Scotland No. | Scotland Rate |
|------------------------------|----------------------|-----------------------|--------------|---------------|
| <b>2018/19</b>               | 700                  | 136.2                 | 60,641       | 111.5         |
| <b>2019/20</b>               | 781                  | 151.5                 | 62,907       | 115.1         |
| <b>2020/21</b>               | 808                  | 157.5                 | 65,251       | 119.4         |
| <b>2021/22</b>               | 755                  | 146.5                 | 64,807       | 118.3         |
| <b>2022/23</b>               | 656                  | 126.8                 | 61,934       | 113.7         |
| <b>% Change over 5 years</b> | -6%                  |                       | 2%           |               |

Source: Scottish Government. Criminal Justice Statistics 2023

The latest Scottish Government statistics show that from 2018/19 to 2022/23, there has been a 6% reduction in the number of recorded domestic abuse incidents in Clackmannanshire, compared to a 2% increase nationally. Historically, Clackmannanshire has had a much larger recorded rate of domestic abuse incidents with the average rate of 143.7 incidents per 10,000 in the 5 years, compared to 115.6 incidents per 10,000 across Scotland.

However, it is likely that the actual rate of domestic abuse is much higher, both in Clackmannanshire and throughout Scotland.

Table 5.64 shows the number of homeless applications due to a violent or abusive dispute within a household. In 2023/24, this figure stood at 37 applications, representing 6% of overall

homeless applications and 23% reduction from the previous financial year. It is important to note that the year-on-year percentage may be skewed by the relatively low figures overall.

**Table 5.64 Homeless applications from households fleeing domestic abuse in Clackmannanshire**

| 2019/2020 | 2020/2021 | 2021/2022 | 2022/2023 | 2023/2024 | % Change over 5 years | % of all applications for 2023/24 |
|-----------|-----------|-----------|-----------|-----------|-----------------------|-----------------------------------|
| 47        | 40        | 41        | 48        | 37        | -21%                  | 6%                                |

*Clackmannanshire Council Information System October 2024*

### Clackmannanshire Women’s Aid

Clackmannanshire is home to Clackmannanshire Women’s Aid, a registered charity funded by Clackmannanshire Council and the Scottish Government and an affiliate to Scottish Women’s Aid. Clackmannanshire Women’s Aid offers person-centred specialist services, including practical and emotional support, information and safe refuge to women, children and young people impacted by domestic abuse.

Women’s Aid refuge offers safe and secure accommodation. The refuge consists of a block of four 3-bedroom flats, leased from Ochil View Housing Association. One flat provides office base for staff, a playroom for support sessions with children and young people, a room for meeting women, a storeroom as well as a kitchen and a bathroom. There are further two flats that are HMO licensed and may be potentially shared with access to communal spaces and private bedrooms, with the capacity to house up to six women and children, and a toddler, in each flat. However, Women’s Aid have stated that it is extremely rare for the need to accommodate to full capacity.

Lastly, there is one fully adapted ground floor self-contained flat for persons with disabilities which can cater for a family or a single woman, with space for a carer. The flat may also be used for clients with more complex needs who are not suited to shared accommodation.

Two out of the three refuge flats were out of use from December 2022 to March 2024, following burst pipes causing substantial water damage. To account for the lack of available refuge accommodation during the period, the most up-to-date information for the 2024/25 reporting period up to November 2024 when the data was released, was taken into account in order to build a more accurate picture of the use of refuge accommodation.

All in all, from 2021/22 financial year up to November 2024, Clackmannanshire Women’s Aid has provided refuge support to a total of 24 women and 16 children. The average client age was 42 years old, ranging from under 20 years old to over 70. As of November 2024, the 2024/25 reporting period already saw the largest number of clients provided with refugee accommodation compared to the previous years, including the 2021/22 year when all accommodation units were in use.

**Table 5.65 Average length of stay in Women’s Refuge by financial year**

|                               | 2021/22 | 2022/23 | 2023/24 | 01/04/24-01/11/24 |
|-------------------------------|---------|---------|---------|-------------------|
| Average length of stay (days) | 268     | 159     | 160     | 98                |

*Source: Clackmannanshire Women’s Aid September 2024*

As table 5.65 shows, the average duration of the stay was 171 days, although this ranged from 268 days in 2021/22 reporting period to 98 days in the 2024/25 reporting period up to November

2024. The differences in the duration of the stay may be explained by the overall small number of clients supported per financial year, thus skewing the results. Evidence shows that clients stay in women’s refuge for similar periods of time before being rehoused to permanent accommodation when compared to homeless households staying in temporary accommodation.

Beside refugee accommodation, Clackmannanshire Women’s Aid also provides office-based and outreach services, Follow On service which supports the transition out of refuge accommodation into secure tenancies as well as independent domestic abuse advocate (IDAA) service.

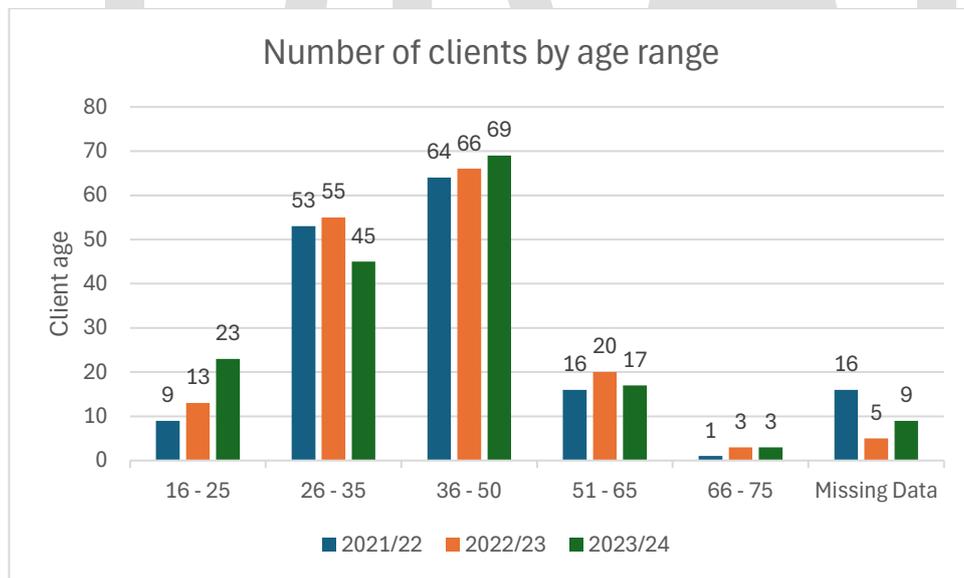
**Table 5.66 Number of Women’s Aid clients by type of support by financial year**

| Type of support | 2021/22    | 2022/23    | 2023/24    |
|-----------------|------------|------------|------------|
| Office-based    | 109        | 72         | 88         |
| Outreach        | 28         | 43         | 49         |
| IDAA            | 25         | 55         | 50         |
| Follow          | 4          | 4          | 0          |
| <b>Total</b>    | <b>171</b> | <b>174</b> | <b>187</b> |

Source: Clackmannanshire Women's Aid September 2024

Table 5.66 presents the number of women’s aid clients by type of support they receive. From 2021/22 to 2023/24, the majority of women received office-based support, followed by similar number of clients for outreach and IDAA services. In total, there were 187 women supported in 2023/24, equating to a 9% rise from 2021/22.

**Graph 5.8 Number of clients by age range by financial year**



Source: Clackmannanshire Women's Aid September 2024

As graph 5.8 demonstrates, throughout the 3 years, the majority of women supported fell into the 36 – 50 age range, followed by the 26 – 35 age group. The 2023/24 reporting year saw an increase in the number of clients 25 and under.

Table 5.67 below shows that the average length of case varied from 4.23 months in 2022/23 to 5.83 months in 2023/24. In addition, throughout the 3 years, over 50% of women who were offered and provided with support required repeat support further down the line. In 2023/24, 53% of all cases were repeat cases, whereas in 2022/23 this figure stood at 68%. This suggests

that while relevant person-centred and trauma-informed support may be given to women experiencing domestic abuse, the domestic abuse and the impacts of domestic abuse are ongoing, and further intervention, including different housing approaches may be required to reduce the recurrence of domestic abuse and the impacts of domestic abuse.

**Table 5.67 Average length of support and repeat cases by financial year**

|                              | 2021/22 | 2022/23 | 2023/24 |
|------------------------------|---------|---------|---------|
| Average case length (months) | 5.07    | 4.23    | 5.83    |
| Repeat Cases (No)            | 98      | 118     | 90      |
| Total cases (No)             | 187     | 174     | 171     |

Source: Clackmannanshire Women's Aid September 2024

Where women do not want longer-term ongoing support, they may also be offered with short-term help with one-off enquiries. Throughout the 3-year period, there has been a continuous decrease in women supported with one-off queries. In 2023/24, 67 women received short-term work support, corresponding to a 36% decrease from 2021/22.

**Table 5.68 Number of short-term work clients and repeat cases by financial year**

|                      | 2021/22 | 2022/23 | 2023/24 |
|----------------------|---------|---------|---------|
| Short Term Work (No) | 105     | 88      | 67      |
| Repeat cases (No)    | 22      | 8       | *       |

Source: Clackmannanshire Women's Aid September 2024. Some numbers are omitted for disclosure control purposes.

### Safe Space Pilot

Together with SACRO, in October 2024 Clackmannanshire Council's Housing and Justice Services have initiated a two-year, multi-agency 'Safe Space' pilot programme intended to offer early intervention support for women fleeing domestic abuse. The programme aims to increase emphasis on creating housing-focused outcomes for victims.

Safe Space will adopt a person-centred approach which focuses on the needs and preferences of domestic abuse survivors in order to help them achieve secure and sustainable housing outcomes. This includes supporting women to remain in their homes where it is appropriate and where women have expressed their wish to do so. However, if survivors of domestic abuse prefer to move or where it is imperative for their safety, Safe Space worker will work with relevant partner agencies and organisations to support women through the journey until suitable permanent home is found.

### Students

According to the Scottish Census 2022, there were a total of 2,304 students aged 16 and over living in Clackmannanshire. The population of students has reduced by 4% or 88 students when compared to the 2011 Census.

As table 5.69 illustrates, the vast majority of students in Clackmannanshire in 2011 lived with their parents, with only 45 or 2% of all students living in student accommodation.

**Table 5.69 Full-time students by student accommodation type 2011**

|                                                                |              |
|----------------------------------------------------------------|--------------|
| Living with parents                                            | 1,776        |
| Living in a communal establishment: Total                      | 57           |
| Living in a communal establishment: Educational establishments | 45           |
| Living in a communal establishment: Other                      | 12           |
| Living in all student household                                | 45           |
| Student living alone                                           | 97           |
| Other household type                                           | 420          |
| <b>All full-time students aged 16 and over</b>                 | <b>2,392</b> |

Source: Scottish Census 2011

**Table 5.70 Distance travelled to place of study by study address 2022**

| Distance travelled                                         | 16 - 17 | 18+ | All students | % of All students |
|------------------------------------------------------------|---------|-----|--------------|-------------------|
| Mainly study from home                                     | 152     | 467 | 619          | 29%               |
| Less than 2 km                                             | 261     | 76  | 337          | 16%               |
| 2km less than 5km                                          | 321     | 61  | 382          | 18%               |
| 5km to less than 10km                                      | 123     | 169 | 292          | 13%               |
| 10km to less than 20 km                                    | 75      | 162 | 237          | 11%               |
| 20km and over                                              | 26      | 263 | 289          | 13%               |
| Other - No fixed place of study or studying outside the UK | 2       | 12  | 14           | 1%                |

Source: Scottish Census 2022

According to the 2022 Census as seen in table 5.70 above, 62% of the students in Clackmannanshire reported travelling less than 5km and 75% of all students travelling less than 10km to their study of place from their term-time address.

Clackmannanshire is home to the Forth Valley College's Alloa campus. As table 5.71 below shows, from 2020/21 to 2022/23, the majority of students who have enrolled and attended studies at the Alloa campus came from Clackmannanshire as well as the neighbouring local authorities of Stirling, Falkirk and Fife. In 2022/23 academic year, 57% of the students attending courses at the Alloa campus indicated Clackmannanshire as the area of their permanent domicile. Combining the figures to include students from Stirling and Falkirk, 94% of all students lived in the Forth Valley area in 2022/23.

It is worth noting that both Stirling and Falkirk have their own Forth Valley College campuses, which may suggest that Forth Valley College students travel to and from different campuses across the Forth Valley area.

**Table 5.71 Enrolments on courses at Forth Valley College Alloa campus by academic year and Council area of permanent domicile**

| Local Authority     | 2020-21     | 2021-22     | 2022-23    |
|---------------------|-------------|-------------|------------|
| Clackmannanshire    | 530         | 560         | 545        |
| Stirling            | 170         | 140         | 190        |
| Falkirk             | 240         | 205         | 170        |
| Fife                | 35          | 45          | 25         |
| Perth and Kinross   | 0           | 10          | 10         |
| City of Edinburgh   | 5           | 15          | 5          |
| East Dunbartonshire | 0           | 10          | 5          |
| North Lanarkshire   | 10          | 15          | 5          |
| West Lothian        | 15          | 15          | 5          |
| Aberdeen City       | 0           | 5           | 0          |
| Glasgow City        | 10          | 10          | 0          |
| Midlothian          | 0           | 5           | 0          |
| South Lanarkshire   | 5           | 5           | 0          |
| <b>Total</b>        | <b>1020</b> | <b>1040</b> | <b>960</b> |

Source: Scottish Funding Council. Further Education Statistics September 2024. Numbers are rounded for disclosure control purposes

As of October 2024 (table 5.72 below), there were a total of 553 students enrolled and attending classes within the Alloa branch in the 2024/25 academic year, with the number predicted to increase as the term progresses. Discussions with the College have revealed that the vast majority of students are living at their home address within Clackmannanshire, with only handful of students indicating that their term-time address is different from their home address, albeit being located in the same area.

**Table 5.72 Forth Valley College – Alloa Campus Enrolments as of October 2024**

| Mode of Attendance | Enrolments |
|--------------------|------------|
| Full Time          | 309        |
| Part Time          | 230        |
| Distance Learning  | 14         |
| <b>Total</b>       | <b>553</b> |

Source: Forth Valley College Information System October 2024

Historic census data on student accommodation trends, the short distances travelled to the study of place, and the majority of students living at their home address within Forth Valley Area during the term-time all indicate that there is sufficient housing for students within Clackmannanshire. Term-time, non-permanent student accommodation is not required at this point in time. This may change in the future, especially with the large student population associated with Stirling University within the neighbouring local authority of Stirling.

## Asylum Seekers and Refugees

As part of the Home Office supported resettlement programmes, Clackmannanshire has hosted and provided accommodation for people and households fleeing from regions of conflict and instability.

In accordance with the UK resettlement schemes, in 2015 as amended in 2019 and 2021, Clackmannanshire Council approved Syrian and Afghanistan Resettlement Schemes to cover current and future UK resettlement programmes up to 31<sup>st</sup> March 2027, and to welcome, support and house a total of 48 families from areas of conflict.

Historically, Clackmannanshire Council has supported and housed 24 Syrian Households under the Vulnerable Persons Resettlement Scheme, 1 Iraqi household via UK Refugee Resettlement Scheme and 2 families through the Afghan Relocations and Assistance Policy. Upon arrival to Clackmannanshire, these households were immediately placed to permanent Council accommodation and received support by the Housing Support team.

As of October 2024, 3 families resettled through aforementioned schemes were provided with the required support.

### Homes for Ukraine and Super Sponsor Schemes

Following the war in Ukraine in 2022, a resettlement scheme was launched supported by the Home Office which allows households in the UK who have undergone a veto process to 'sponsor' and provide accommodation for displaced Ukrainian households.

From February 2022 as part of the resettlement scheme, 41 households or 82 people in total have been provided with accommodation in Clackmannanshire. As of October 2024, out of the 41 households, 11 families have moved out of Clackmannanshire and 30 households still remain in the area, comprising a total of 61 individuals.

Out of the 30 families, 7 families are still living with their sponsor hosts. Other 6 households have moved on to live in a secure tenancy provided by Clackmannanshire Council, 4 households live in accommodation provided by Registered Social Landlords, 6 households live in other rented accommodation, including the private sector. There are 7 households living in temporary accommodation.

**Table 5.73 Number of Ukrainian households who presented as homeless and outcomes of applications as of October 2024**

|                                                     |    |
|-----------------------------------------------------|----|
| Number of homeless applications                     | 18 |
| Of those:                                           |    |
| Rehoused in Council/RSL tenancy                     | 9  |
| In temporary accommodation                          | 6  |
| Open application but not in temporary accommodation | *  |
| Returned to Ukraine                                 | *  |

*Source: Clackmannanshire Council Information System October 2024*

Due to the nature of the resettlement scheme which relies on sponsor households hosting and housing displaced Ukrainian families, there is a possibility of host-hostee relationship breakdowns. Since the start of the resettlement scheme, there have been a total of 18 Ukrainian households who have presented as homeless. Clackmannanshire Council employs the same process for the application and assessment for Ukrainian households as for other households

applying as homeless across Clackmannanshire and as such, same outcomes can be expected for both displaced Ukrainian and non-Ukrainian households which present as homeless.

All in all, due to the nature of displaced individuals fleeing war and other instabilities, it is difficult to anticipate and determine the future need for housing for this client group. However, the Council will continue to support displaced persons in line with the policies and practices issued by the Home Office and the Scottish Government.

### **Gaps and shortfalls in need and provision**

Evidence and discussions carried out suggest that there is fundamental mismatch between the demand and supply of temporary accommodation to meet the needs of homeless households, and a noted lack of effective outreach support to assist individuals with multiple and/or complex needs. Furthermore, discussions with the Criminal Justice Social Work have shown that there is a need for purpose-built temporary accommodation for prison leavers.

Evidence from Women's Aid also shows that whilst shelters for women fleeing domestic abuse are rarely used to full capacity, other services to support victims of domestic abuse have seen high level of repeat cases and repeat support provided.

Historically, temporary accommodation aimed at housing homeless households has been found to keep reaching full capacity. In 2023/24, there were more households entering than exiting temporary accommodation placements with 291 entering and 265 exiting temporary placements in 2023/24. Research also shows that at the end of the financial year in 2023/24 there were 345 live homelessness cases and 141 households in temporary accommodation, compared to 193 live homelessness cases and 108 households in 2019/20.

Furthermore, there has been an increase in the use of unsuitable accommodation and the number of breaches of unsuitable accommodation order with 110 breaches recorded in 2023/24, further implying an unmet demand of temporary accommodation units across Clackmannanshire.

Nonetheless, in light of the pressures to meet the temporary housing demands of homeless households, there are concerted efforts to reduce the length of stay within homeless accommodation, with an average of 159 days spent in temporary accommodation across Clackmannanshire, compared to 226 days across Scotland.

### **Future requirements**

It is difficult to estimate the future demand of households reaching crisis stage and requiring temporary accommodation to meet their immediate housing needs. Nonetheless, the data has shown a continuous increase in the number of homeless presentations from 2019/20 to 2023/24 with 616 presentations in 2023/24. It may be assumed then that the number of homeless presentations and subsequent temporary accommodation placements will continue to increase in the upcoming years. Given the increase in the number of breaches of Unsuitable Accommodation Order and taking into account the number of households in temporary accommodation in 2023/24, over 141 temporary accommodation units will be required going forward.

Furthermore, there is a need to consider the needs of households with multiple and complex needs who may struggle to sustain their accommodation and who cycle in-and-out of temporary

placements. Work is currently being undertaken by Clackmannanshire & Stirling HSCP to address the gap in the provision of services and explore effective outreach programmes which would enable more effective sustainment of tenancies.

To align with Clackmannanshire Council's The Promise Plan, services across the Council aim to ensure that young people at the point of leaving care are not placed in temporary accommodation, and are instead offered appropriate permanent housing with the relevant support to promote independent living and tenancy sustainment. Going forward, it is necessary that the temporary accommodation route is effectively avoided for all care leaver households by effective collaboration between all responsible Council services.

### **External stakeholder consultation and engagement**

Together with the stakeholder involved in consultation event as noted by appendix x, in developing this section, the following external stakeholders were consulted:

- Clackmannanshire Women's Aid;
- Forth Valley College;
- Clackmannanshire Criminal Justice Service Social work.

Information on the satisfaction of temporary accommodation was taken in consideration following temporary accommodation exit survey.

Overall, the consultations have revealed that the current homeless prevention system does not meet the needs of individuals with complex needs who repeatedly present as homelessness, and there is a further need to consider interim 'middle ground' accommodation to meet the needs of individuals who find it difficult to sustain permanent tenancies.

## 4. Supported Provision

### National Policies

- Care Homes for Adults – The Design Guide, Care Inspectorate (2021)
- Coming Home Implementation Report, Scottish Government (2022)
- My Health – My Care – My Home. Healthcare Framework for Adults Living in Care Homes (2022)
- Learning/Intellectual Disability and Autism Towards Transformation, Scottish Government (2021)
- Regulation of Care (Scotland) Act 2001

### Local Policies and Strategies

- Clackmannanshire and Stirling Autism Strategy 2015-2025

### Property Needs

Supported provision encompasses a range of housing options to address the specific needs of different client groups. In Clackmannanshire this consist of care homes, sheltered housing and very sheltered housing. Both at national and local levels, there has been a policy shift away from the reliance and use of care homes to the provision of supported housing that is based within the community.

### Care and Support Needs

Appropriate care and support which caters to the individual clients' needs are imperative to the provision of supported accommodation. Care and support will be tied to the property and may be provided on-site by health care and/or social work professionals such as key workers, wardens, nurses, social workers, care assistants or third sector and community partner support workers.

### Client Groups (Suitable For)

Supported provision is suitable for individuals who can live independently for the most part but require varying degrees of support which is linked to the property. Clients may include older people as well as disabled people, including those with learning and/or physical disabilities. While homeless households and people fleeing domestic abuse may also benefit from supported provision, housing for these client groups is covered and explored within the previous section 'non-permanent housing'.

## Learning Disabilities

**Table 5.74 Adults with learning disabilities in 2019**

|                  | <b>Total</b> | <b>Adults per 1,000 population</b> |
|------------------|--------------|------------------------------------|
| Clackmannanshire | 272          | 6.4                                |
| Scotland         | 23,584       | 5.2                                |

Source: Learning Disability Statistics Scotland 2019

As of 2019, there were 272 adults living in Clackmannanshire with learning disabilities. This represents a rate of 6.4 adults per 1,000 population and is higher than the Scottish average rate of 5.2 adults with learning disabilities per 1,000 population.

Table 5.75 below shows that out of 272 adults, 60 have an additional autism diagnosis. This represents 22.10% of all people with a learning disability.

**Table 5.75 Adults with learning disabilities who are also have autism spectrum diagnosis in 2019**

|                  | <b>Total</b> | <b>AS diagnosis as % of all adults with learning disability</b> |
|------------------|--------------|-----------------------------------------------------------------|
| Clackmannanshire | 60           | 22.10%                                                          |
| Scotland         | 4,383        | 18.60%                                                          |

Source: Learning Disability Statistics Scotland 2019

**Table 5.76 Accommodation type for adults with learning disabilities in 2019**

|                  | <b>Mainstream Accommodation</b> | <b>Supported Accommodation</b> | <b>Registered Adult Care Homes</b> | <b>Other</b> | <b>Not known</b> | <b>All Adults</b> |
|------------------|---------------------------------|--------------------------------|------------------------------------|--------------|------------------|-------------------|
| Clackmannanshire | 181                             | 23                             | 28                                 | 18           | 22               | 272               |
| Scotland         | 14,584                          | 3,466                          | 1,837                              | 921          | 2776             | 23,584            |

Source: Learning Disability Statistics Scotland 2019

Table 5.76 shows accommodation type for adults with learning disabilities. In Clackmannanshire, the vast majority of adults (67%) live in mainstream accommodation (67%), 10% live in a care home and 8% live in supported accommodation. Compared to local figures, only 61% of adults with learning disabilities live in mainstream accommodation, 15% in supported accommodation and 8% in care homes.

As table 5.77 below presents, 56.3% or 153 adults with learning disabilities live with a family carer. This may imply that while majority of individuals with learning disabilities live in mainstream housing, they require some form of assistance with daily living arrangements. Further information would be beneficial to explore the extent to which support is required, and whether their needs are addressed, and how independent are their living circumstances.

**Table 5.77 Adults with learning disabilities who live with a family carer in 2019**

| Area             | Adults who live with a family carer | Adults who do not live with a family carer | Not known | Lives with family carer as % of all adults |
|------------------|-------------------------------------|--------------------------------------------|-----------|--------------------------------------------|
| Clackmannanshire | 153                                 | 115                                        | 4         | 56.3%                                      |
| Scotland         | 7,393                               | 10,175                                     | 6,016     | 31.3%                                      |

Source: Learning Disability Statistics Scotland 2019

## Delayed Discharges

A delayed hospital discharge occurs where a patient who is ready for discharge from inpatient hospital care continues to occupy a hospital bed beyond the date they are ready for discharge. Delayed discharges may occur for multiple reasons, often reflecting specific demands and unmet needs of clients. Data from Public Health Scotland (table 5.78) indicates that, in Clackmannanshire, the most common causes are waiting for the availability of a suitable placement upon discharge or for the completion of appropriate care arrangements.

**Table 5.78 Average number of delays at monthly census point by reason for delay**

| Delay Reason                             | 2021/22      |           | 2022/23      |           | 2023/24      |           |
|------------------------------------------|--------------|-----------|--------------|-----------|--------------|-----------|
|                                          | Scotland     | Clacks    | Scotland     | Clacks    | Scotland     | Clacks    |
| All Standard Delay Reasons               | 1,062        | 10        | 1,314        | 6         | 1,325        | 8         |
| Assessment                               | 171          | 1         | 244          | 1         | 258          | 2         |
| Awaiting place availability              | 331          | 3         | 426          | 3         | 473          | 4         |
| Awaiting completion of care arrangements | 520          | 7         | 601          | 2         | 543          | 2         |
| Other                                    | 40           | -         | 44           | -         | 50           | -         |
| All Complex Reasons                      | 436          | 3         | 495          | 6         | 507          | 5         |
| <b>All Delay Reasons</b>                 | <b>1,497</b> | <b>13</b> | <b>1,810</b> | <b>12</b> | <b>1,832</b> | <b>13</b> |

Source: Public Health Scotland 2024. Delayed discharges in NHSScotland. Annual Summary by Local Authority of Residence

**Table 5.79 Hospital discharges for 18+ age group by financial year**

|                                                                  | 2021/22  |        | 2022/23  |        | 2023/24  |        |
|------------------------------------------------------------------|----------|--------|----------|--------|----------|--------|
|                                                                  | Scotland | Clacks | Scotland | Clacks | Scotland | Clacks |
| Total number of delayed discharges to home or placement          | 17,184   | 182    | 18,157   | 154    | 17,834   | 111    |
| Total number of discharges from hospital                         | 552,056  | 5,756  | 543,174  | 5,855  | 571,934  | 6,204  |
| Proportion of all hospital discharges delayed prior to discharge | 3%       | 3%     | 3%       | 3%     | 3%       | 2%     |

Source: Public Health Scotland 2024. Delayed discharges in NHSScotland. Annual Summary by Local Authority of Residence

Table 5.79 shows that from 2021/22 to 2023/24 Clackmannanshire saw a continuous reduction in delayed discharges compared to the overall number of hospital discharges, which in itself continued to increase. In 2021/22, delayed discharges represented 3% of all hospital discharges, compared to 2% in 2023/24.

**Table 5.80 Delayed discharge occupied bed days (all delay reasons) by specialty**

|                                                                                            | 2021/22    | 2022/23    | 2023/24    |
|--------------------------------------------------------------------------------------------|------------|------------|------------|
| Delayed bed days attributed to mental health specialties                                   | 1,248      | 987        | 1,577      |
| Delayed bed days attributed to other specialties (not including mental health)             | 3,784      | 3,996      | 2,999      |
| <b>% of delayed bed days attributed to mental health specialties</b>                       | <b>25%</b> | <b>20%</b> | <b>34%</b> |
| <b>% of delayed bed days attributed to other specialties (not including mental health)</b> | <b>75%</b> | <b>80%</b> | <b>66%</b> |

Source: Public Health Scotland 2024. Delayed discharges in NHSScotland. Annual Summary by Local Authority of Residence

Table 5.80 presents that in 2023/24, 66% of all delayed discharge bed days were linked to other, non-mental health specialist, totalling 2,999 days. Throughout the 3-year period, delayed discharge saw an increase from 25% in 2021/22 to 34% increase in 2023/24.

As table 5.81 below presents, throughout the 3 financial years, the average length of stay in the hospital prior to delay has been constant both across Scotland and Clackmannanshire, albeit stays in Clackmannanshire were significantly longer than across Scotland. In comparison, average length of delay was similar both in Scotland and Clackmannanshire. Across Clackmannanshire, this was 11 days in 2021/22, reducing to 7 days in 2023/24.

**Table 5.81 Average (median) length of stay and length of delay (days) by financial year**

|                                                             | 2021/22  |        | 2022/23  |        | 2023/24  |        |
|-------------------------------------------------------------|----------|--------|----------|--------|----------|--------|
|                                                             | Scotland | Clacks | Scotland | Clacks | Scotland | Clacks |
| Average length of delay at point of discharge               | 9        | 11     | 11       | 11     | 10       | 7      |
| Average length of stay prior to delay at point of discharge | 22       | 37     | 27       | 40     | 25       | 37     |

Source: Public Health Scotland 2024. Delayed discharges in NHSScotland. Annual Summary by Local Authority of Residence

## Evidence

Evidence will examine the provision for each of the property types available in Clackmannanshire.

## Care Homes

Table 5.82 below presents the number of care homes and registered places within care homes across Clackmannanshire and Scotland from 2019 to 2023. In Clackmannanshire, the figure for care homes has remained relatively stable with one care home for clients with learning disabilities deregistered in 2022. Nationally, over the same time period, there has been a 19% reduction in the number of care homes.

**Table 5.82 Number of care homes and registered places by area**

|                                    | Year at 31 March |       |        |        |        |                       |
|------------------------------------|------------------|-------|--------|--------|--------|-----------------------|
|                                    | 2019             | 2020* | 2021   | 2022   | 2023   | % Change over 5 years |
| Clackmannanshire care homes        | 11               | n/a   | 11     | 10     | 10     | -9%                   |
| Clackmannanshire registered places | 389              | n/a   | 386    | 378    | 376    | -3%                   |
| Scotland care homes                | 1,102            | n/a   | 1,068  | 1,051  | 1,037  | -19%                  |
| Scotland registered places         | 41,032           | n/a   | 40,609 | 40,579 | 40,502 | -1%                   |

Source: Public Health Scotland 2023. Care home census for adults in Scotland. \*Census was not carried out due to COVID-19 pandemic

2019 to 2023 saw a steady year-on-year reduction of registered places both across Clackmannanshire and Scotland in general. In Clackmannanshire, there was a 3% decrease over the 5-year span, compared to 1% decrease nationally.

As seen in the table 5.83 below, in 2023, the majority of care homes were run by private service providers, followed by 2 public care homes and 2 care homes run by voluntary or third sector providers. 6 of the care homes were dedicated to older people, 2 to clients with additional mental health needs, 1 to clients with learning disabilities and 1 to clients with physical and sensory impairments.

**Table 5.83 Number of care homes by client group and service provider in Clackmannanshire as at 31 March 2023**

| Client Group                    | Private  | Public   | Voluntary |
|---------------------------------|----------|----------|-----------|
| Older People                    | 4        | 2        | 0         |
| Learning Disabilities           | 0        | 0        | 1         |
| Mental Health                   | 1        | 0        | 1         |
| Physical and Sensory Impairment | 1        | 0        | 0         |
| <b>Total</b>                    | <b>6</b> | <b>2</b> | <b>2</b>  |

Source: Public Health Scotland 2023. Care home census for adults in Scotland

Table 5.84 shows that from 2019 to 2023, the majority of registered places were delivered by private service providers. The voluntary sector was the only provider to see a year-on-year reduction of registered places, with an overall 22% decrease throughout the 5-year period.

**Table 5.84 Number of registered places by service provider in Clackmannanshire**

|           | Year at 31 March |       |      |      |      |
|-----------|------------------|-------|------|------|------|
|           | 2019             | 2020* | 2021 | 2022 | 2023 |
| Public    | 52               | n/a   | 52   | 52   | 52   |
| Private   | 280              | n/a   | 280  | 280  | 280  |
| Voluntary | 57               | n/a   | 54   | 46   | 44   |

Source: Public Health Scotland 2023. Care home census for adults in Scotland. \*Census was not carried out due to COVID-19 pandemic

**Table 5.85 Number of registered places by client group in Clackmannanshire as at 31 March 2023**

|                   | Older People | Learning Disabilities | Mental Health | Physical and Sensory Impairment |
|-------------------|--------------|-----------------------|---------------|---------------------------------|
| Number of clients | 282          | 30                    | 27            | 37                              |

Source: Public Health Scotland 2023. Care home census for adults in Scotland

In 2023, the vast majority of registered places (75%) were located within care homes for older people, followed by 10% for clients with physical and sensory impairments, 8% for clients with learning disabilities, and 7% of clients with mental health needs.

**Table 5.86 Number of residents by resident type in Clackmannanshire**

|                                  | 2019 | 2020* | 2021 | 2022 | 2023** | % Change over 5 years |
|----------------------------------|------|-------|------|------|--------|-----------------------|
| Long stay residents              | 343  | n/a   | 293  | 294  | n/a    | n/a                   |
| Short stay and respite residents | 17   | n/a   | 9    | 20   | n/a    | n/a                   |
| Total number of residents        | 360  | n/a   | 302  | 314  | 294    | -22.4%                |

Source: Public Health Scotland 2023. Care home census for adults in Scotland. \*Census was not carried out due to COVID-19 pandemic.

\*\*Data not available due to incomplete data returns

From 2019 to 2023 there has been a 22.4% reduction in the number of residents within care homes across Clackmannanshire. In 2022, 94% of the residents were long stay residents.

Table 5.87 below shows that throughout 5 years, the average age of residents has decreased slightly both across Clackmannanshire and nationally, albeit Clackmannanshire saw wider year-on-year fluctuation in the age of the residents. Compared to national figures, care homes residents in Clackmannanshire tend to be much younger.

**Table 5.87 Average age of care home residents by area**

| Area             | Year at 31 March |       |      |      |      |
|------------------|------------------|-------|------|------|------|
|                  | 2019             | 2020* | 2021 | 2022 | 2023 |
| Clackmannanshire | 78               | n/a   | 74   | 70   | 76   |
| Scotland         | 82               | n/a   | 81   | 81   | 81   |

Source: Public Health Scotland 2023. Care home census for adults in Scotland

**Table 5.88 Care home % occupancy rates in Clackmannanshire**

| Client group                    | Year at 31 March |       |      |      |      |                       |
|---------------------------------|------------------|-------|------|------|------|-----------------------|
|                                 | 2019             | 2020* | 2021 | 2022 | 2023 | % Change over 5 years |
| Learning Disabilities           | 72%              | n/a   | 85%  | 84%  | 90%  | 18%                   |
| Mental Health Problems          | 96%              | n/a   | 85%  | 93%  | 93%  | -3%                   |
| Older People                    | 94%              | n/a   | 78%  | 83%  | 77%  | -17%                  |
| Physical and Sensory Impairment | 100%             | n/a   | 70%  | 73%  | 65%  | -35%                  |
| All Adults                      | 93%              | n/a   | 78%  | 83%  | 78%  | -15%                  |

Source: Public Health Scotland 2023. Care home census for adults in Scotland. \*Census was not carried out due to COVID-19 pandemic

Over the 5 years, care home occupancy rates for all client groups have decreased by 15%. The largest reduction (35%) was seen in care homes for adults with physical and sensory impairments. Care home occupancy rate for clients with learning disabilities saw the only increase, with 18% growth over the 5 years. The increase in occupancy may be a result of the decreasing rate of registered places as well as a reduction in the number of care homes for adults with learning disabilities.

### **Sheltered Housing and Very Sheltered Housing**

As table 5.11 indicates, there were 973 self-contained specialist housing units supplied by social landlords across Clackmannanshire in 2023/24.

For the purposes of supported provision, specialist accommodation in Clackmannanshire includes sheltered, sometimes regarded as 'retirement housing' and very sheltered housing units, sometimes referred to as 'housing with care'. Sheltered provision usually includes properties with secure door entry, communal lounge area and on-site warden and/or an emergency call services. Very sheltered housing may offer the same services as sheltered housing, but with higher degree of on-site care and support as well as additional services such as meal services.

In Clackmannanshire sheltered and very sheltered housing is offered and provided by registered social landlords with developments found in Alloa, Alva, Tillicoultry and Tullibody. Table 5.89 below shows that in 2023/24 there were a total of 183 sheltered and very sheltered housing units, accounting for 19% of all self-contained specialist housing provision in Clackmannanshire. In addition, there were 2 very sheltered non-self-contained HMO units, consisting of a total of 10 bedspaces.

**Table 5.89 Sheltered/Very Sheltered housing stock by social landlord in Clackmannanshire 2023/24**

| Landlord                                   | Retirement/Sheltered | Housing with Care/Very sheltered | Very sheltered (non self-contained) |
|--------------------------------------------|----------------------|----------------------------------|-------------------------------------|
| Ark Housing Association Ltd                | 0                    | 0                                | 2                                   |
| Hanover (Scotland) Housing Association Ltd | 84                   | 0                                | 0                                   |
| Trust Housing Association Ltd              | 61*                  | 38                               | 0                                   |
| <b>Total</b>                               | <b>145</b>           | <b>38</b>                        | <b>2</b>                            |

Source: Scottish Housing Regulator 2024. \*According to SHR data, the units are classified as amenity housing, but locally they are known as retirement housing units and as such are counted towards sheltered accommodation.

As noted in table 5.90, as of September 2024, there were a total of 146 applicants waiting for retirement/sheltered housing properties and 2 applicants on Trust HA application list waiting for very sheltered accommodation.

**Table 5.90 Number of applicants for self-contained sheltered/very sheltered housing as of September 2024**

| Landlord                    | Retirement/Sheltered | Housing with Care/Very sheltered |
|-----------------------------|----------------------|----------------------------------|
| Hanover Housing Association | 105                  | *                                |
| Trust Housing Association   | 41                   | *                                |
| <b>Total</b>                | <b>146</b>           | <b>2</b>                         |

Source: Registered Social Landlord Information Systems September 2024. Some numbers are omitted for disclosure control purposes.

**Table 5.91 Turnover of self-contained sheltered/very sheltered housing by landlord 2023/24**

| Landlord                    | Retirement/Sheltered | Housing with Care/Very Sheltered |
|-----------------------------|----------------------|----------------------------------|
| Trust Housing Association   | 7                    | 6                                |
| Hanover Housing Association | 13                   | 0                                |

Source: Registered Social Landlord Information Systems 2024

Table 5.91 shows that in 2023/24 financial year, there was a turnover of 20 sheltered accommodation units and 6 very sheltered accommodation units.

The information suggests that the demand for very sheltered/'housing with care' accommodation is being appropriately met at this point in time, with a low number of applicants, compared to the number of available properties and turnover rate. In comparison, sheltered housing is a more popular choice of accommodation, with the turnover rate unable to keep up with the demand as noted by the large number of applicants on the waiting list.

## Other Housing Models

Currently, there is no supported provision across Clackmannanshire beyond very sheltered housing and there are no supported accommodation units for clients with complex and/or additional needs.

Research shows that there is no “one size fits all” approach to specialist housing which can fulfil all requirements for client groups living independently, including older people and people with additional/complex needs.<sup>10</sup> However, evidence suggests that the Housing with Care model offers greater care and independence to clients as well as provides value for money to the public. It can also facilitate cost savings as well as reduce the pressure on the health and social care sector by delivering support and intervention on-site and thus reducing the risk of hospitalisation, promoting the use of primary care services, and where hospitalisation does occur – supporting timely and effective discharge from hospitals.<sup>11</sup>

There are a number of different innovative and alternative supported provision types which provide person-centred care and enable people to live independently for as long possible and stay at home within the community, as opposed to within a clinical care setting.

This includes a ‘Step Up, Step Down’ housing which offers interim housing with care for people who cannot remain at home due to their care and support needs. Interim housing helps to prevent unplanned admissions to hospitals and supports timely discharge before the person can return to their own home.

‘Core and Cluster’ housing model provides a number of self-contained properties which are located or ‘clustered’ together, and a ‘core’ community building at the centre with the necessary staff facilities. The ‘core’ may contain a number of health and wellbeing services which can offer community-based activities, and which can be made available to wider community groups and businesses.<sup>12</sup>

Extra Care Housing model does not have a universal definition but may be described as one step above very sheltered housing.<sup>13</sup> The accommodation is self-contained, with higher degrees of on-site tenancy and housing support and flexible personal care.

Utilising affordable extra care housing model, Health and Social Care Moray piloted a new nursing model for older people with complex needs.<sup>14</sup> HSC Moray delivered reablement-based inpatient care which was used to support recovery and reduce the risk of hospitalisation of the clients cared in the apartments. The evaluation of the service model has shown that it can provide a better client and carer experience, better experience for staff as well as benefits to the health and care system. Early pilot results show a reduction in the number of hospital admissions as well as the reduction in the length of hospital stays.<sup>15</sup>

## Gaps and shortfalls in need and provision

Waiting list and turnover data for sheltered and very sheltered housing suggests that the demand for sheltered accommodation exceeds the current availability of stock, with 146 housing applicants waiting for retirement/sheltered housing as of September 2024 compared to a turnover 20 retirement/sheltered units in 2023/24.

---

<sup>10</sup> [Housing Scotland: Models of housing with care and support. SFHA 2020](#)

<sup>11</sup> Ibid

<sup>12</sup> [Housing With Care and Support Strategy 2020-2023. Dumfries and Galloway Integration Joint Board](#)

<sup>13</sup> [Models of Care \(Housing\) for Older People Living Independently in the Community – A Literature Review. NHS Highland Public Health 2018](#)

<sup>14</sup> [Evaluation of a new service model. Forres Neighbourhood Care Team, Health and Social Care Moray. The Evidence and Evaluation for Improvement team \(EEVIT\). Healthcare Improvement Scotland 2019](#)

<sup>15</sup> Ibid

Furthermore, discussions with client groups have revealed the desire to remain in the community for as long as possible. To enable this, there is a need for alternative housing models, such as 'halfway' homes to meet the intermediate needs of the ageing population, and bridge the gap between independent living and a requirement for more intensive care. Sheltered housing was widely acknowledged and valued for supporting independent living, but clients felt that Clackmannanshire lacked sufficient sheltered housing as well as other alternative models of housing to meet the needs of older people.

Consultations with partner stakeholder from the HSCP have also highlighted a significant gap in the provision of specialist housing, particularly for clients with learning disabilities. This has been evidenced by significant delayed hospital discharges and out-of-area hospital placements due to multiple and complex needs of individuals.

### **Future requirements**

There has been a policy shift at both national and local levels which aims to promote care within the community rather than the provision care home-based support. This has been reflected by the decreasing number of care home residents and occupancy rates, with a 78% occupancy rate in 2023. In addition, Clackmannanshire & Stirling HSCP stakeholders have noted that there is no particular need for future care home places, rather the focus should be on offering more community-based support and consider the provision of alternative housing models to meet the needs of individuals with multiple and complex needs. This includes considerations for 'core and cluster' model of care or bespoke housing 'villages'. However, work needs to be undertaken to quantify the number of individuals who would be benefiting from the provision of bespoke housing solution as well as establish a clear pathway for funding to do so.

Likewise, client groups have noted a need for more sheltered housing accommodation to meet the needs of older and disabled individuals, in light of the policy decisions aimed at promoting independent living.

### **External stakeholder consultation and engagement**

Full consultation findings can be found in appendix 1. Following stakeholder groups were consulted with:

- Alzheimer's Scotland
- Clackmannanshire & Stirling HSCP
- Local RSLs
- NHS Forth Valley
- Older Adults' Forum Clackmannanshire

## 5. Care and Support Services for Independent Living at Home

### National Policies

- Carers (Scotland) Act 2016
- Community Care and Health (Scotland) Act 2002
- Community Care (Personal Care and Nursing Care) (Scotland) Amendment Regulations 2019
- Creating Hope Together. Scotland's Suicide Prevention Strategy 2022-2032
- National Cares Strategy, Scottish Government (2022)
- Scotland Care (Self-directed Support) (Scotland) Act 2013

### Local Policies and Strategies

- Clackmannanshire Council's Housing Contribution Statement 2016-2019
- Clackmannanshire and Stirling Health and Social Care Partnership Carer Strategy 2019-2022
- Clackmannanshire and Stirling Health and Social Care Partnership Short Breaks Services Statement

### Care and Support Needs

There are various care and support services available to meet service users' needs, including telecare, care at home services, carers, including unpaid carers, social workers, community alarm as well as aids and equipment.

### Client Groups (Suitable For)

Care and support services are suitable for people who are living at home, but require additional assistance, support or care services in order to continue to live independently. This may include people with physical disabilities, older people requiring assistance with disabilities associated with ageing, people with mental health problems, people with addictions and substance misuse issues.

### Dementia

The new dementia strategy for Scotland: Everyone's Story aims to create an environment that enables people with dementia to live their best lives by providing people with dementia as well as their care partners/unpaid carers with quality care and support. People with dementia should be empowered to remain in their own homes as for as long they want to by receiving the right care at home which meets their needs and wishes.

A report published by the Scottish Government in 2016<sup>16</sup> estimated that there would be a year-on-year increase of individuals diagnosed with Alzheimer's and other dementias from 2017 to

---

<sup>16</sup> [Scottish Government. Estimated and Projected Diagnosis Rates for Dementia in Scotland](#)

2020. In 2016, this figure stood at 955 individuals diagnosed with dementia in Forth Valley area, rising to 1,087 individuals in 2020.

Alzheimer Scotland estimates that there are around 90,000 people living with dementia in Scotland. The research carried out by the organisation estimates that in 2017 there were 837 individuals in total (300 males and 537 females) living with dementia in Clackmannanshire.<sup>17</sup>

**Table 5.92 Alzheimer’s disease and other dementias deaths**

| Area             | 2019  | 2020  | 2021  | 2022  | 2023  |
|------------------|-------|-------|-------|-------|-------|
| Clackmannanshire | 60    | 64    | 67    | 69    | 66    |
| Scotland         | 6,421 | 6,352 | 6,046 | 6,277 | 6,491 |

Source: National Records of Scotland 2023

Over 5 years from 2019 to 2023, Clackmannanshire saw 326 dementia deaths. This equates to the highest rate of dementia deaths in Scotland with 150.8 deaths per 100,000 population, compared to 123.5 deaths per 100,000 population in Scotland overall.

**Table 5.93 Percentage of people referred for dementia post-diagnostic support who received a minimum of one year’s support by integration authority area**

|                                 | Clackmannanshire and Stirling No. | Clackmannanshire and Stirling % | Scotland No. | Scotland %  |
|---------------------------------|-----------------------------------|---------------------------------|--------------|-------------|
| 2018/19                         | 138                               | 77.1%                           | 4,957        | 74.9%       |
| 2019/20                         | 151                               | 88.7%                           | 5,048        | 81.1%       |
| 2020/21                         | 143                               | 90.2%                           | 4,137        | 81.9%       |
| 2021/22                         | 203                               | 93.1%                           | 5,534        | 78.7%       |
| <b>Change 2018/19 - 2021/22</b> | <b>65</b>                         | <b>15.9%</b>                    | <b>577</b>   | <b>3.8%</b> |

Source: Public Health Scotland 2022. Dementia post-diagnostic support

Post-diagnostic support (PDS) service is available to everyone newly diagnosed with dementia for a minimum of one year. The service aims to provide person-centred and trauma-informed support to people with dementia and those who care for them and may cover practical housing-related issues as well as emotional support.

As table 5 presents, from 2018/19 to 2021/22 there has been a 15.9% increase in people newly diagnosed with dementia receiving PDS in Clackmannanshire and Stirling HSCP area, compared to 3.8% increase in Scotland overall. As of 2021/22, 93.1% of dementia patients received PDS in Clackmannanshire and Stirling, compared to only 78.7% nationally.

<sup>17</sup> [Alzheimer Scotland. Statistics: Estimated number of people with dementia in Scotland 2017](#)

## Social Care Provision

**Table 5.94 People Supported by Social Care Services**

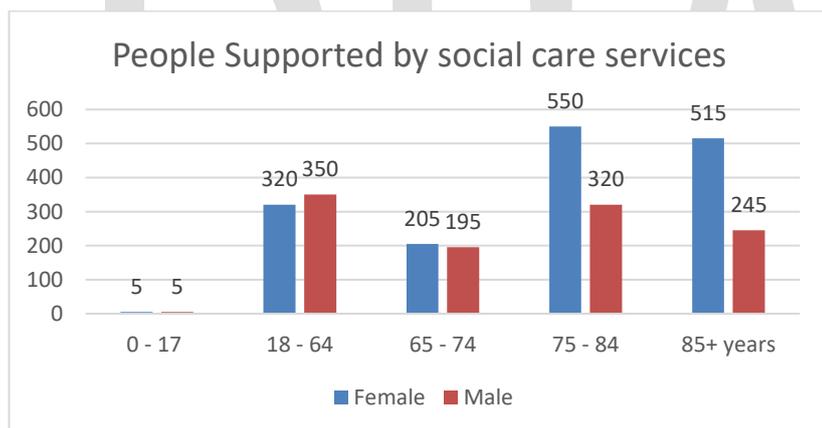
|         | Clackmannanshire | Clackmannanshire rate per 1,000 | Scotland No. | Scotland rate per 1,000 |
|---------|------------------|---------------------------------|--------------|-------------------------|
| 2017/18 | 2770             | 53.8                            | 230,115      | 42.4                    |
| 2018/19 | 2640             | 51.4                            | 246,200      | 45.3                    |
| 2019/20 | 2650             | 51.4                            | 237,840      | 43.5                    |
| 2020/21 | 2790             | 54.4                            | 232,855      | 42.6                    |
| 2021/22 | 2710             | 52.6                            | 237,940      | 43.4                    |

Source: Public Health Scotland 2022. Insights in social care: statistics for Scotland

Table 5.94 shows that from 2017/18 to 2021/22, there has been a 2% decrease in the provision of social care services, compared to a 3% increase nationally.

Nonetheless, Clackmannanshire's population were significantly more likely to be receiving care services throughout the 5 years, with a rate of 52.6 individuals receiving care per 1,000 population, compared to the Scottish average of 43.4 individuals per 1,000 population in 2021/22.

**Graph 5.9 People Supported by Social Care Services by age and sex in 2021/22**



Source: Public Health Scotland 2022. Insights in social care: statistics for Scotland

As graph 5.9 shows, in 2021/22, there were more women than men receiving social care support. The vast majority of individuals receiving social care services were aged 65 and over with only 25% of social care recipients aged 64 and under. Taking into account Clackmannanshire's ageing population, the trend is likely to continue and the number of over 65-year-old clients is likely to increase.

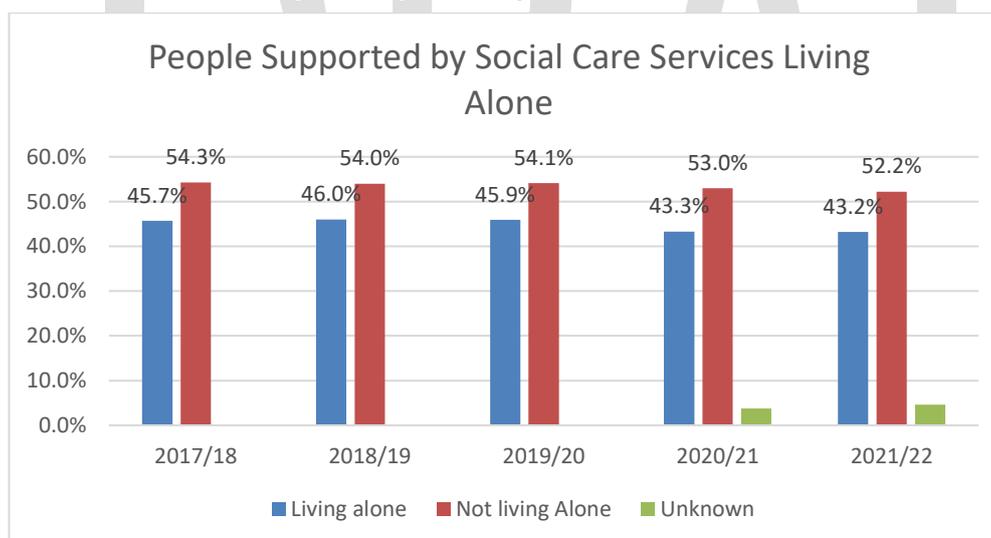
**Table 5.95 People supported by social care services by client group in 2021/22**

|                                 | Clackmannanshire | Clackmannanshire rate per 1,000 | Scotland | Scotland rate per 1,000 |
|---------------------------------|------------------|---------------------------------|----------|-------------------------|
| Dementia                        | 385              | 142.1                           | 12,825   | 61.5                    |
| Elderly/Frail                   | 935              | 345                             | 93,330   | 447.4                   |
| Learning Disabilities           | 245              | 90.4                            | 19,430   | 93.1                    |
| Mental Health                   | 240              | 88.6                            | 14,660   | 70.3                    |
| Physical and Sensory Disability | 1815             | 669.7                           | 70,805   | 339.4                   |
| Other                           | 265              | 97.8                            | 37,540   | 179.9                   |
| Not Recorded                    | 5                | 1.8                             | 25,470   | 122.1                   |

Source: Public Health Scotland 2022. Insights in social care: statistics for Scotland

In Clackmannanshire, social care clients were most likely to receive support for physical and sensory disabilities, followed by support requirements associated with old age/frailty, and dementia. In comparison to the national figures, clients in Clackmannanshire were almost twice as likely to receive care associated with physical and sensory disabilities as well as dementia. However, Clackmannanshire saw fewer elderly/frail clients and clients with learning disabilities when comparing to national rates per 1,000 population.

**Graph 5.10 % of People supported by social care services who live alone**



Source: Public Health Scotland 2022. Insights in social care: statistics for Scotland

From 2017/18 to 2021/22, there has been a small decrease in a number of social care clients who live alone with 43.2% of clients living alone in 2021/22. The decrease should be noted against the national policy aimed at increasing independent living which allows people to stay at home as long as they can and want. Whilst living alone is not a direct marker of independent living, an increase of clients living with other people may be reflective of an increase on reliance of family members and other unpaid carers to support people with social care needs.

### Self-directed Support

Self-directed support (SDS) was introduced by the Scottish Government in 2013 with the aim of allowing individuals eligible for social care support to make informed choices and plan on how they want to receive social care. SDS allows social care clients to be involved in the needs assessment process, along with the local authority carrying out the assessment.

Table 5.96 below shows that from 2017/18 to 2021/22, Clackmannanshire has consistently performed better in offering clients SDS. From 2020/21 onwards, all recorded social care client received social care services and/or support through SDS approach.

**Table 5.96 Number and percentage of people that received social care services or support through self-directed support by financial year**

|         | Clackmannanshire No. | Clackmannanshire % | Scotland No. | Scotland % |
|---------|----------------------|--------------------|--------------|------------|
| 2017/18 | 2565                 | 99.6%              | 93,900       | 77.1%      |
| 2018/19 | 2530                 | 99.6%              | 102,905      | 81.3%      |
| 2019/20 | 2565                 | 99.8%              | 99,245       | 81.5%      |
| 2020/21 | 2530                 | 100.0%             | 105,785      | 85.2%      |
| 2021/22 | 2535                 | 100.0%             | 108,745      | 88.5%      |

Source: Public Health Scotland 2022. Insights in social care: statistics for Scotland

**Table 5.97 Provision of self-directed support by number of clients and option chosen**

|          | 2017/18 | 2018/19 | 2019/20 | 2020/21 | 2021/22 |
|----------|---------|---------|---------|---------|---------|
| Option 1 | 50      | 40      | 40      | 35      | 40      |
| Option 2 | 50      | 55      | 60      | 45      | 55      |
| Option 3 | 2545    | 2510    | 2550    | 2510    | 2510    |
| Option 4 | 75      | 75      | 80      | 55      | 60      |
| Any SDS  | 2565    | 2530    | 2565    | 2530    | 2535    |

Source: Public Health Scotland 2022. Insights in social care: statistics for Scotland

There are 4 different self-directed support options available for clients with an assessed need:

- Option 1: Support is taken as a direct payment for the client to pay for their own support;
- Option 2: The client directs the available support;
- Option 3: The client chooses to allow the Council to arrange and determine their services;
- Option 4: The client chooses a mix of these options for different types of support.

As table 5.97 presents, over the 5 years, the majority of social care clients have consistently opted for the Council to arrange the support for them (option 3), followed by a mixture of options (option 4), directing own's support (option 2) and finally – receiving direct payments (option 1).

In 2021/22, the majority of SDS needs (table 5.98 below) were associated with the provision of equipment and temporary adaptations, personal care, meals, other types of support need and social, educational and recreational needs.

**Table 5.98 Self-directed support clients by assessed support need (multiple categories allowed)**

|                                     | 2017/18 | 2018/19 | 2019/20 | 2020/21 | 2021/22 | % Change over 5 years |
|-------------------------------------|---------|---------|---------|---------|---------|-----------------------|
| Domestic Care                       | 195     | 170     | 180     | 165     | 180     | -8%                   |
| Equipment and Temporary Adaptations | 1950    | 1990    | 2000    | 1970    | 1970    | 1%                    |
| Health Care                         | 275     | 245     | 265     | 270     | 290     | 5%                    |
| Housing Support                     | 10      | 175     | 185     | 170     | 185     | 1750%                 |
| Meals                               | 1165    | 1090    | 1120    | 1115    | 1080    | -7%                   |
| Personal Care                       | 1405    | 1385    | 1465    | 1450    | 1410    | 0%                    |
| Respite                             | 180     | 145     | 140     | 70      | 70      | -61%                  |
| Social Educational Recreational     | 630     | 550     | 580     | 515     | 515     | -18%                  |
| Other                               | 630     | 550     | 580     | 525     | 535     | -15%                  |
| Not Known                           | 30      | 40      | 35      | 0       | 0       |                       |

Source: Public Health Scotland 2022. Insights in social care: statistics for Scotland

### Care at Home and Personal Care

In comparison to the national figures, Clackmannanshire consistently supported more people with care at home services per 1,000 population throughout the 5-year period (table 5.99). In 2022/23, per capita, 15.6 individuals received care at home services in Clackmannanshire in contrast to the rate of 10.8 individuals in Scotland overall.

**Table 5.99 Rate of number of people supported with care at home services per 1,000 population during census week (as at March)**

|                  | 2018/19 | 2019/20 | 2020/21 | 2021/22 | 2022/23 |
|------------------|---------|---------|---------|---------|---------|
| Clackmannanshire | 15.1    | 15.3    | 15.7    | 15.4    | 15.6    |
| Scotland         | 11      | 10.8    | 10.9    | 10.6    | 10.8    |

Source: Public Health Scotland 2023. Insights in social care: statistics for Scotland

**Table 5.100 Number of people supported with care at home services and number of care hours provided in Clackmannanshire**

|                       | 2018/19 | 2019/20 | 2020/21 | 2021/22 | 2022/23 | % Change over 5 years |
|-----------------------|---------|---------|---------|---------|---------|-----------------------|
| Number of people      | 775     | 790     | 805     | 795     | 805     | 4%                    |
| Number of total hours | 10,360  | 10,415  | 11,940  | 12,395  | 14,950  | 44%                   |

Source: Public Health Scotland 2023. Insights in social care: statistics for Scotland

Table 5.100 shows that there has been a 4% increase in the number of people supported with care at home services and a 44% rise in the total of number of care hours provided from 2018/19 to 2022/23.

As table 5.101 below presents, the number of clients receiving over 10 hours of weekly care at home has increased by 27%, and the number of clients receiving fewer than 10 hours has

decreased by 36%. This may imply that although the number of care at home clients has not drastically increased, clients have more social care requirements and/or more complex needs.

**Table 5.101 Average weekly received care hours for people receiving care at home services**

|              | 2018/19 | 2019/20 | 2020/21 | 2021/22 | 2022/23 | % Change over 5 years |
|--------------|---------|---------|---------|---------|---------|-----------------------|
| 0 - <2 hours | 75      | 90      | 80      | 85      | 75      | 0%                    |
| 2 - <4 hours | 135     | 125     | 130     | 110     | 95      | -30%                  |
| 4- <10 hours | 255     | 265     | 260     | 260     | 240     | -6%                   |
| 10+ hours    | 310     | 310     | 330     | 340     | 395     | 27%                   |

Source: Public Health Scotland 2023. Insights in social care: statistics for Scotland

**Table 5.102 Number and % of people aged 65+ with high care needs who are cared at home during financial year**

|                     | Clackmannanshire No. | Clackmannanshire % | Scotland No. | Scotland % |
|---------------------|----------------------|--------------------|--------------|------------|
| 2018/19             | 200                  | 47.6%              | 16115        | 34.7%      |
| 2019/20             | 195                  | 46.4%              | 16230        | 35.5%      |
| 2020/21             | 210                  | 50.6%              | 16945        | 37.6%      |
| 2021/22             | 215                  | 49.4%              | 16040        | 36.8%      |
| 2022/23             | 245                  | 52.1%              | 16375        | 36.7%      |
| Change over 5 years | 45                   | 4.5%               | 260          | 2%         |

Scottish Government 2023. Community Care Statistics

Table 5.102 reveals that there has been an increase in individuals with high care needs being cared at home with a 4.5% rise from 2018/19 to 2022/23. In Clackmannanshire, 52.1% of individuals with high care needs aged 65 and over were cared at home in 2022/23, whereas nationally this figure stood at 36.7%.

The abovementioned figures should be noted against the projected growth in ageing population and the associated rise in age-related care needs. With the policies in place to promote independent living at home, it is likely that the number of care at home clients will also rise. If one assumes that individual clients will have more needs or more complex needs, this is likely to have an impact on the effective delivery of care at home services and increased pressures on the social care staff to provide the said services.

**Table 5.103 Number of people receiving care at home services by client group during census week**

|                                    | 2018/19 | 2019/20 | 2020/21 | 2021/22 | 2022/23 | % Change over 5 years |
|------------------------------------|---------|---------|---------|---------|---------|-----------------------|
| <b>Dementia</b>                    | 115     | 115     | 100     | 110     | 110     | -4%                   |
| <b>Elderly/Frail</b>               | 340     | 310     | 275     | 250     | 220     | -35%                  |
| <b>Learning Disability</b>         | 180     | 175     | 105     | 110     | 120     | -33%                  |
| <b>Mental Health</b>               | 105     | 95      | 95      | 105     | 100     | -5%                   |
| <b>Physical/Sensory Disability</b> | 570     | 575     | 525     | 515     | 525     | -8%                   |
| <b>Other</b>                       | 90      | 95      | 75      | 85      | 90      | 0%                    |

Source: Public Health Scotland 2023. Insights in social care: statistics for Scotland

As table 5.103 shows, from 2018/19 to 2022/23, the majority of the provided care at home services were associated with clients' physical and/or sensory disabilities, followed by old age/frailty, dementia and learning disabilities. Figures for the provision of care at home services by client group generally reflect the overall provision of social care services noted in table 5.95.

Before 2019, free personal care was available to individuals over the age of 65, however this has now been extended to all clients regardless of their age. Personal care includes support with daily personal living tasks and personal hygiene.

**Table 5.104 Number of Care at Home clients receiving free personal care services and number of personal care hours received during the last week of the financial year**

|                       | Clackmannanshir e clients no. | Clackmannanshir e hours no. | Scotland clients no. | Scotland hours no. |
|-----------------------|-------------------------------|-----------------------------|----------------------|--------------------|
| 2018/19               | 680                           | 7800                        | 58910                | 545600             |
| 2019/20               | 700                           | 7900                        | 57910                | 584000             |
| 2020/21               | 690                           | 8300                        | 59030                | 592900             |
| 2021/22               | 650                           | 8600                        | 55710                | 579200             |
| 2022/23               | 670                           | 10500                       | 57610                | 615400             |
| % Change over 5 years | -1%                           | 35%                         | -2%                  | 13%                |

Source: Scottish Government 2023. Free Personal and Nursing Care

As table 5.104 illustrates, in Clackmannanshire there has been an overall 1% reduction in the number of care at home clients receiving personal care, yet the number of personal care hours received has risen by 35% from 2018/19 to 2022/23. By comparison, Scotland saw an overall 2% decrease in personal care clients, but a 13% increase in the number of care hours provided.

**Table 5.105 Number of Care at Home clients receiving free personal care services and number of personal care hours received by age group in Clackmannanshire**

|                       | <b>65+ yr clients no.</b> | <b>65+ yr hours no.</b> | <b>18-64 yr clients no.</b> | <b>18-64 yr hours no.</b> |
|-----------------------|---------------------------|-------------------------|-----------------------------|---------------------------|
| 2018/19               | 570                       | 5600                    | 110                         | 2200                      |
| 2019/20               | 570                       | 5500                    | 130                         | 2400                      |
| 2020/21               | 550                       | 5900                    | 140                         | 2400                      |
| 2021/22               | 510                       | 5700                    | 140                         | 2900                      |
| 2022/23               | 500                       | 6600                    | 170                         | 3900                      |
| % Change over 5 years | -12%                      | 18%                     | 55%                         | 77%                       |

Source: Scottish Government 2023. Free Personal and Nursing Care

Breaking down by age group, clients aged 65 and over comprised 84% of all free personal care recipients in 2018/19, decreasing to 75% in 2022/23. Over the 5-year period, there has been a 12% decrease in the number of clients over the age of 65 receiving free personal care, yet the number of personal care hours received has increased by 18%. In contrast, there has been a 55% rise in clients aged 18-64 receiving care, with a rise of 77% in personal care hours provided.

## **Aids and Equipment**

Discussions with Clackmannanshire Equipment Service have informed that the majority of adult social care clients require some form of aids and equipment provided to them. Aids and equipment is provided on loan basis and following the assessment of need by Adult Care Services, aids and equipment can be delivered and/or installed between 1-5 days depending on the urgency of client need.

On average month, the service delivers between 200-250 individual pieces of equipment. Equipment can include toileting and specialist toileting equipment such as commodes, toilet frames and bio bidets, specialist shower chairs and bathing equipment such as bath lifts, bath boards, household equipment such as perching stools and walking trolleys, standard and specialist seating, stand aid and sensory equipment as well as hoists, stairlifts, slings and rails. Taking SDS figures into account (table 5.98), there were around 1970 individuals supported with various aids and equipment across Clackmannanshire in 2021/22.

## **Unpaid Carers**

In Scotland, there are more people caring full time for relatives or friends than there are staff working in either the NHS or in social care.<sup>18</sup> The Scottish Government estimates that unpaid care in Scotland is worth approximately £13.1 billion per year.<sup>19</sup> Unpaid carers play an invaluable and frequently undervalued role in the provision of health and social care, alleviating the heavy pressures within the official system, reducing the need for health and social care support, and allowing for cared-for persons to remain at home.

With increased life expectancy and rapidly ageing population, it is estimated that the demands and pressures on health and social care services will also grow, making the role and the

<sup>18</sup> [National Carers Strategy 2022. Scottish Government](#)

<sup>19</sup> [National Care Service \(Scotland\) Bill \(2022\). Financial Memorandum](#)

contribution that unpaid carers make to the health and social care services even more important.

The National Carers Strategy 2022-26 sets out a comprehensive set of actions to support and promote the rights of unpaid carers. Ultimately, the strategy aims to ensure that carers are recognised and valued for the contribution they make, and that they are enabled to provide effective support for the people they care, whilst leading full, varied and balanced lives.

**Table 5.106 % of population who provide unpaid care in Clackmannanshire**

| Clackmannanshire | 2011 No. | 2011% | 2022 No. | 2022% | % Change 2011-2022 |
|------------------|----------|-------|----------|-------|--------------------|
| 1 - 19 hours     | 2452     | 5.1%  | 3464     | 6.9%  | 1.8%               |
| 20 - 34 hours    | 443      | 0.9%  | 645      | 1.3%  | 0.4%               |
| 35 - 49 hours    | 412      | 0.8%  | 650      | 1.3%  | 0.5%               |
| 50+ hours        | 1386     | 2.9%  | 1638     | 3.2%  | 0.3%               |
| Total Provision  | 4693     | 9.7%  | 6397     | 12.7% | 3.0%               |

Source: Scottish Census 2011 & 2022

Census data demonstrates that from 2011 to 2022 there has been a 3% increase in the number of people who provide unpaid care in Clackmannanshire, with 6,397 individuals or 12.7% of overall population providing unpaid care in 2022. The majority of unpaid carers deliver 1 – 19 hours of support, followed by 1,638 unpaid carers or 3.2% of the total population who give over 50 hours of care.

In comparison to the national figures, Clackmannanshire has a slightly larger population of people providing unpaid care. The Scottish picture reveals (table 5.107 below) that there has been a 2.1% increase in unpaid carers from 2011 to 2022 with 11.9% of the Scottish population delivering unpaid care services.

**Table 5.107 % of population who provide unpaid care in Scotland**

| Scotland        | 2011 No. | 2011% | 2022 No. | 2022% | % Change 2011-2022 |
|-----------------|----------|-------|----------|-------|--------------------|
| 1 - 19 hours    | 273,333  | 5.5%  | 350,671  | 6.6%  | 1.1%               |
| 20 - 34 hours   | 46,315   | 0.9%  | 61,869   | 1.2%  | 0.3%               |
| 35 - 49 hours   | 40,501   | 0.8%  | 62,855   | 1.2%  | 0.4%               |
| 50+ hours       | 132,082  | 2.6%  | 152,324  | 2.9%  | 0.3%               |
| Total Provision | 273,333  | 9.8%  | 350,671  | 11.9% | 2.1%               |

Source: Scottish Census 2011 & 2022

**Table 5.108 Provision of unpaid care by sex**

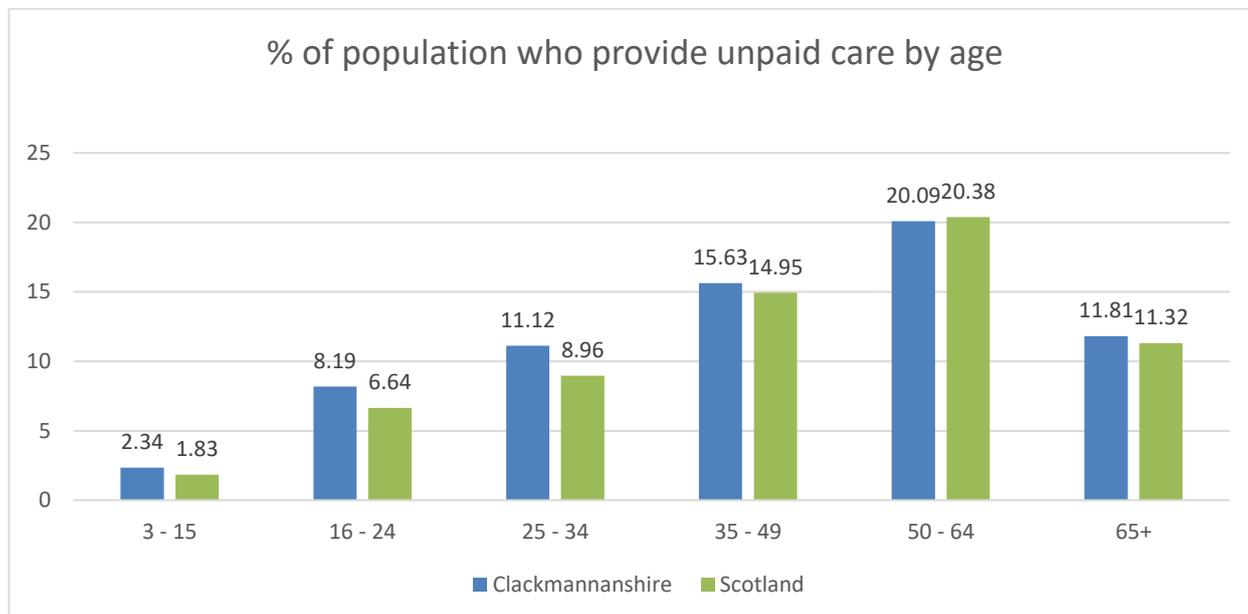
|                  |        | 2011 No. | 2011% | 2022 No. | 2022% | % Change 2011-2022 |
|------------------|--------|----------|-------|----------|-------|--------------------|
| Clackmannanshire | Female | 2763     | 11%   | 3816     | 14.8% | 3.8%               |
|                  | Male   | 1930     | 8.2%  | 2581     | 10.4% | 2.2%               |
| Scotland         | Female | 291,623  | 11.3% | 369,161  | 13.5% | 2.2%               |
|                  | Male   | 200,608  | 8.3%  | 258,554  | 10.1% | 1.8%               |

Source: Scottish Census 2011 & 2022

Across both Clackmannanshire and Scotland, there are more unpaid carers who are female than male. Nonetheless, there has been increase in percentage of both male and female carers.

As of 2022, 14.8% of female population and 10.4% of male population provide unpaid care in Clackmannanshire.

**Graph 5.11 % of population who provide unpaid care by age group in 2022**



Source: Scottish Census 2022

Graph 5.11 shows that both in Clackmannanshire and in Scotland, the majority of unpaid carers fall into the 50 – 64 age band, followed by carers aged 25 – 34 and carers aged 65 and over. In Clackmannanshire, 20.1% of all people aged 50 – 64, 15.6% of people aged 35 – 49 and 11.8% of people aged over 65 were providing unpaid care in 2022. 10.5% of all individuals were either young adult carers or young carers, aged between 3 and 24.

It is important to note that 31.9% of all adults aged 50 and over provide some form of unpaid care. Against the backdrop of the ageing population, it is likely that alongside the increase in the number of older cared-for adults, so will the population of older unpaid carers will increase. In light of the projected increase in the demand of health and social care services, going forward it is pivotal that the needs of unpaid carers are adequately addressed, and that they are appropriately supported. That way, unpaid carers themselves can continue on providing quality care while potentially having to acknowledge and address their own age-related care needs.

Locally, the Clackmannanshire and Stirling Health and Social Care Partnership have developed a local Carer Strategy 2019 – 2022 and are currently in the process of developing a revised strategy. The strategy set out five priority areas with the key focus on recognising the contribution of carers, including carers in decision-making, supporting carers with the focus on their health and wellbeing as well as creating carer aware communities.

The Clackmannanshire and Stirling HSCP works together with local carers and carer centres to provide the needed assistance, from ensuring the vast array of universal services are known to carers and those they care for, commissioning carer support services, and setting out the levels of access to funding for additional support which depends on the level of individual need.

Across Clackmannanshire, unpaid carers are supported by a local Carers Centre. The Carers Centre supports Young Carers aged 8 – 18, Young Adult Carers aged 16 – 25 and Adult Carers aged 19 and over. Unpaid carers can register with the Centre to access a range of available services that can help them in their caring role. Assistance may include relevant advice and

information, emotional support, carer support groups or peer groups, community-based short breaks and respite care, hospital-based carer support, training and employment services and access to Forth Valley Carers Card.

Discussions with the HSCP have revealed that the needs of unpaid carers are diverse and subsequently, there is no one-size-fits-all approach to assist carers or cared-for persons. It was highlighted that while there are numerous services available to assist carers in their roles, there is a lack of knowledge regarding these and/or how to access them.

As such, over the past few years the HSCP have focused on increasing the visibility of available help. Working together with partner organisations and unpaid carers, in May 2024 the HSCP developed an unpaid carer support pack, highlighting the available support to unpaid carers across the area.

It was also noted that many unpaid carers across Clackmannanshire may not self-identify as carers, often reaching out for support only at a crisis point. This reluctance to seek help limits their access to crucial advice, information, and support services that they may be entitled to. Consequently, it can be challenging to reach unpaid carers and to provide timely interventions tailored to their needs.

Clackmannanshire and Stirling HSCP have partnered with Mobilise – an organisation dedicated to providing free online support to unpaid carers. Using geotargeting, Mobilise produce digital campaigns applying preventative and early intervention approach to reach carers, offer the appropriate information and advice as well as practical and emotional carer support within a across Clackmannanshire and Stirling HSCP.

Mobilise aims to encourage unpaid carers to self-identify as such and offers mini self-assessments to identify owns' needs and access the relevant advice and support. In addition, the website can be used to access telephone support as well as connect with the community of other carers.

Furthermore, some carers in contact with the HSCP, and who live and care within Clackmannanshire, have indicated their concerns about inequitable provision of carer support across Clackmannanshire and Stirling. To address these concerns and accommodate the needs of carers, the HSCP have been working to increase the visibility and the availability of locally available in-person support, with the local Carers Centre being visible at community access points across Clackmannanshire, such as the Speirs Centre in Alloa, and Alva's Community Access Point within the library.

Additionally, evidence shows that the cost-of-living crisis has had a significant adverse impact on those providing unpaid care. Over a quarter of all carers are struggling to make ends meet, over 1 in 5 are struggling to afford the cost of food and heat their homes, and a third of carers are spending at least 20% of their income on energy.<sup>20</sup> To address and mitigate these impacts, Clackmannanshire and Stirling HSCP commissions the Unpaid Carer-specific project facilitated by Citizens Advice Bureau which focuses on welfare rights and income maximisation for unpaid carers.

---

<sup>20</sup> Carers Scotland. [State of Caring in Scotland 2022. A cost-of-living crisis for unpaid carers in Scotland](#)

## Technology-enabled care

Technology-enabled care (TEC) can help people with care and support needs maintain their independence as well as reduce carer anxiety by alerting call centres and carers in a case of an emergency. TEC can include devices such as community alarms, monitoring systems (telecare) and key safes.

Table 5.109 (below). demonstrates that the use of TEC in Clackmannanshire has remained relatively stable from 2018/19 to 2022/23. The majority of people supported by TEC receive either just community alarms or a mixture of both telecare and community alarms, although the percentage of individuals receiving telecare services has slightly decreased.

**Table 5.109 Number of people receiving community alarms and/or telecare services in Clackmannanshire**

|                                   | 2018/19 | 2019/20 | 2020/21 | 2021/22 | 2022/23 | % Change over 5 years |
|-----------------------------------|---------|---------|---------|---------|---------|-----------------------|
| Telecare Only                     | 45      | 60      | 45      | 40      | 40      | -11.1%                |
| Community Alarm Only              | 1400    | 1375    | 1365    | 1400    | 1420    | 1.4%                  |
| Both Telecare and Community Alarm | 435     | 455     | 465     | 465     | 415     | -4.6%                 |
| Total                             | 1880    | 1895    | 1875    | 1900    | 1875    | -0.3%                 |

Source: Public Health Scotland 2023. Insights in social care: statistics for Scotland

Locally, Clackmannanshire Council operates a Mobile Emergency Care Service (MECS) which enables cared-for individuals and their carers to call for assistance in an emergency. The service aims to maintain and/or increase people's independence by providing and installing the required telecare unit. MECS is provided by Social Services and operates a 24/7 responder service to meet the needs of the clients. The MECS system has recently been upgraded to provide for a more efficient telecare.

As of October 2024, Clackmannanshire Council's MECS supported 1,449 service users with 7,338 individual pieces of telecare equipment. Depending on the needs of the client, MECS equipment may include smoke alarms, heat alarms, door contacts, bed monitors, epilepsy monitors or fall detectors.

From October 2023 to November 2024, there were a total of 434 referrals to the service – 38 self-referrals and 396 referrals from hospitals, social work or unpaid carer/family members. Although historical waiting list data is unavailable, the most recent figures indicate that there is not a significant backlog of clients awaiting assessment or installation. As of January 2025, 6 individuals were waiting to be assessed, and 11 clients were awaiting the installation of various MECS equipment. The data highlights that MECS is a vital service, providing essential telecare equipment tailored to individual needs.

## Support Services

In Clackmannanshire, there is a large number of different services and organisation, both public and third sector, which can offer relevant information and advice as well as emotional and/or

practical support to people with the aim of helping them lead and maintain independent and fulfilling lives.

## **Public Sector Support**

Clackmannanshire Council offers and provides short-term as well as medium-term tenancy-sustainment services for vulnerable households.

## **Housing Support**

Housing Support team helps homeless households as well as current vulnerable Council tenants who may require additional support.

Depending on the individual circumstances, clients may be supported with moving and settling into a new tenancy, applying for the right benefits and grants, personal budgeting and debt advice, helping to engage with other relevant support services.

For homeless households, assistance can include help managing temporary accommodation and preparing to move to mainstream, permanent accommodation as well as setting up and managing Council tenancies.

## **Safeguarding through Rapid Intervention (STRIVE)**

STRIVE is a multi-agency team which offers short-term support to households and individuals who have multiple and complex needs, arising from addiction, welfare and wellbeing issues and who are at the edge of statutory intervention. STRIVE is comprised of Clackmannanshire Council's Housing, Education, Justice as well as Money Advice and Child Care services, with Police Scotland, Health and Social Partnership and the Third Sector Interface as partner agencies.

STRIVE employs an early intervention, person-centred approach to assist vulnerable residents and individuals in crisis, with the ultimate aim of reducing police involvement, preventing homelessness and preventing the need for further, statutory intervention. The service aims to address and enable mental health and wellbeing as well as trauma support, improve financial security and access to further education and employability, reduce alcohol and drug use, support people fleeing domestic violence abuse, as well as assist individuals in undertaking day-to-day household tasks.

Practitioners involved in STRIVE have indicated that the project has had a positive impact on reducing siloed working by enabling effective information sharing and increasing the understanding of other services' remits and roles which benefits both the wider teams as well as the communities who may use the service.

Having dedicated sources, the project employs a whole-systems approach to tackle issues at an early stage with subsequent costs savings and enabling collaborative working with the person being supported. It was found that STRIVE's partnership approach and close links with other services have enabled the supported clients to be proactive in getting the support they require which is tailored to their individual needs.

**Table 5.110 Number of referrals as of December 2024 by calendar year**

|                     | 2020/21 | 2021/20 | 2022/23 | 2023/24 | 2024/25<br>to date | % Change<br>over 5 years |
|---------------------|---------|---------|---------|---------|--------------------|--------------------------|
| Number of referrals | 166     | 145     | 103     | 136     | 125                | -25%                     |

Source: Clackmannanshire Council Information System December 2024

Table 5.110 shows that the STRIVE programme has consistently supported over 100 people each year. Although, the numbers of referrals have dipped slightly since the inception of the programme in 2020/21, the last two financial years have seen similar numbers in referrals.

Discussions with the project manager have revealed that from January 2023, there have only been 21 repeat referrals to STRIVE, which indicates that that the programme has been successful in offering the right support at the right time and reducing the need for further intervention at a later point in time.

**Table 5.111 Number of referrals and opened cases from November 2023 to July 2024**

|                 | Referrals | Opened cases |
|-----------------|-----------|--------------|
| Number of cases | 93        | 33           |

Source: Clackmannanshire Council Information System December 2024

A snapshot analysis of referrals, opened cases, reasons and outcomes of the case, have shown that from 1<sup>st</sup> of November 2023 to 31<sup>st</sup> July 2024, there were a total 93 referrals made, and 33 cases opened.

All referrals are pre-screened before being opened as a full case. Not all referrals will be opened, as it is often found that the most relevant services/agencies are already working with the client to achieve the best outcomes for the person. However, in some instances, a case will not be opened due to the lack of available support. In particular, gaps have been highlighted in the provision of support where an individual is seeking treatment or help for mental health reasons, or drug and/or alcohol misuse and addiction.

Suggestions to improve the programme have included having more open communications and in-depth inclusion of outside agencies that could address the service gaps and connect individuals directly.

**Table 5.112 Reasons for opening a case from November 2023 to July 2024 (multiple choices allowed)**

| Reason                            | Number of cases |
|-----------------------------------|-----------------|
| Financial Advice                  | 16              |
| Domestic Abuse                    | 14              |
| Housing Issue/Tenancy Sustainment | 9               |
| Potential Adult Welfare Issues    | 7               |
| Mental Health Concerns            | 12              |

Source: Clackmannanshire Council Information System December 2024

As table 5.112 shows, the main reasons for opening the case were due to financial concerns, domestic abuse concerns, housing/tenancy sustainment issues and risk of homelessness as

well as mental health concerns and adult welfare issues, including drug and/or alcohol misuse and addiction issues.

**Table 5.113 Recorded outcomes for cases opened from November 2023 to July 2024 (multiple choices allowed)**

| <b>Outcome</b>                            | <b>Number of cases</b> |
|-------------------------------------------|------------------------|
| Improved financial situation              | 14                     |
| Housing Advice/Tenancy Sustainment Advice | 11                     |
| Home Energy Advice                        | 4                      |
| Homelessness and Housing Options Advice   | 5                      |
| Provision of Essential Household Items    | 24                     |
| Emergency Mental Health Support           | 3                      |

Source: Clackmannanshire Council Information System December 2024

For cases that closed, the most outcomes were the provision of essential household items, including ring doorbells for additional safety and mobile phones to enable support from partner agencies, followed by improved financial situation due to income maximisation and debt relief as well as the appropriate housing advice, leading to a reduction in the likelihood of eviction.

### **Third Sector Support**

Clackmannanshire Third Sector Interface (CTSI) hosts a platform for third sector organisations to develop and promote their work and holds a list of all available third sector organisations across the area which people can use to find relevant services to match their needs.

Depending on the needs of individuals, services may range from homelessness, tenancy-sustainment or addiction support to health and wellbeing services, financial and debt advice and advocacy. Services may include long-standing support as well as short-term projects.

Some of the organisations and projects include:

**Citizen Advice Bureau's** housing projects which aim to improve tenancy sustainment and prevent homelessness by assisting people with rent arrears and other debts

- Housing Debt project offers debt and income maximisation service for Clackmannanshire Council tenants.
- Clackmannanshire Landlord and Tenant Advice, Mediation and Support Service helps private sector tenants with income maximisation and debt advice, energy efficiency advice, mediation and representation in courts and tribunals.

### **Central Advocacy Partners and Forth Valley Advocacy**

- Independent advocacy services for older people, people with additional needs, including individuals with learning disabilities, autism, adults with mental health issues and individuals in care settings.

**Community Link Worker (CLW) Programme** managed by CTSI

- Offers 1-to-1 assistance to people attending their GP and who require support with social or other issues. CLW can support people in improving their health and wellbeing, and enable people to self-manage health conditions.

**Transform Forth Valley** support people and their families impacted by substance use issues and/or societal, financial or health inequalities across Forth Valley area by employing a preventative and early intervention approach. In Clackmannanshire, services include addiction support, housing support as well as self-neglect and hoarding service.

**Independent Living Association (ILA) Forth Valley** helps people with applying, choosing and receiving the right social care package from the Council via SDS

- ILA can explain the SDS process to individuals so that they can make informed and empowered decision to ensure that the social care meets their own personal needs and outcomes.

**Handyperson Project (Stirlingshire and Clackmannanshire)** which supports older people and people with disabilities by completing small and minor maintenance jobs across the two areas.

### **Gaps and shortfalls in need and provision**

Evidence shows that there has been a 4% increase in the number of people supported with care at home services and a 44% rise in the total number of care at home hours provided, suggesting an increase in the multiple and complex needs of clients. In addition, there has been a 3% increase in the number of individuals providing unpaid care across Clackmannanshire, majority of whom are aged 50-64, indicating increased pressures on unpaid carers to provide the relevant support.

Discussions with HSCP partners have highlighted the need to better promote existing support available to unpaid carers and ensure they are able to access the services to which they may be entitled. There is a need for more timely, targeted interventions that are tailored to the individual needs of carers.

In addition, conversations with client groups receiving care and support services have highlighted growing frustration with the current system, and pointed to significant gaps in service provision, emphasising the need for a more streamlined and accessible support structures – especially in the context of national policies aimed at promoting independent living.

Clients often find the system difficult to navigate, with limited guidance available to help them access the right services. They stressed the importance of clearer and more personalised communication to ensure people understand both their entitlements and the realistic availability of support.

Third-sector organisations, such as the Citizens Advice Bureau, were recognised as playing a vital role in offering advice, information, and hands-on support with completing the necessary forms to access services. However, it was also noted that the responsibility for care and support provision should not fall solely on the third sector. Greater investment and action are needed within public sector social services to ensure adequate and equitable support for all.

## **Future requirements**

In light of Clackmannanshire's ageing population and an increase in long-term health conditions and disabilities, there is a need for a greater provision of care and support services to meet the needs of different client groups to enable independent living within the community.

Partner stakeholder engagement reiterated the need to future-proof the provision of care and support services to ensure that the system can cope with the increasing demands. Similarly, separate conversations with HSCP partners revealed that there is a need to further explore the service provision to unpaid carers in order to enable them to keep providing the necessary support.

## **External stakeholder consultation and engagement**

Full consultation findings can be found in appendix 1. Following stakeholder groups were consulted with:

- Alzheimer's Scotland
- Clackmannanshire & Stirling HSCP
- Local RSLs
- NHS Forth Valley
- Older Adults' Forum Clackmannanshire

Discussions also took place with CTSI in relation to the available third sector support organisations across Clackmannanshire.

## 6. Site Provision

### National Policies

- Scottish Social Housing Charter
- Scottish Government. Evidence Review: Accommodation Needs of Gypsy/Travellers
- Scottish Government. Guidance for Local Authorities on Managing Unauthorised Camping by Gypsy/Travellers in Scotland
- Scottish Government. Improving Gypsy/Traveller Sites. Guidance in minimum site standards and site tenants' core rights and responsibilities
- Scottish Government. Improving the Lives of Scotland's Gypsy/Travellers 2. Action Plan 2024-202

### Local Policies and Strategies

- Clackmannanshire Local Development Plan 2015 SC3 – Gypsies and Travellers and Travelling Showpeople

### Land, Care and Support Needs

Land needs for the provision of sites include high quality, suitably located sites and pitches with sufficient space and which contain all necessary amenities to enable independent and dignified living.

### Care and Support Needs

Care and support needs to meet the requirements of people relying on as well as benefitting from the site provision includes a site manager who manages the site on a regular and continuous basis and is there to offer information, advice and support, as well as practical assistance to residents on the site.

### Client Groups (Suitable For)

The target groups which benefit from site provision Gypsy/Travellers as well as Travelling Showpeople. The evidence will consider the provision and the needs of each of these groups.

### Evidence

#### Gypsy/Travellers

Gypsy/Travellers are a distinct ethnic group and a recognised ethnic minority by the Scottish Government. The latest 2022 Scottish Census places the number of Gypsy/Travellers at 3,343 individuals which represents less than 1% of the overall Scottish population. However, the number is likely to be higher, and is estimated to be anywhere between 15,000 to 20,000 individuals, as not every person may wish to publicly identify themselves as a Gypsy/Traveller,

be it due to discrimination, marginalisation or the associated stigma attached to the 'Gypsy/Traveller' ethnicity.<sup>21</sup>

**Table 5.114 Number of people who identify as White: Gypsy/Travellers**

|                  | 2011  | 2022  | % Change |
|------------------|-------|-------|----------|
| Clackmannanshire | 68    | 56    | -21%     |
| Scotland         | 4,212 | 3,343 | -26%     |

Source: Scottish Census 2011 & 2022

Census data reveals that across Clackmannanshire there were 56 individuals who identified themselves as White: Gypsy/Traveller in 2022. This represents a 21% decrease (12 individuals) from 2011. Comparatively, the Scottish average saw a 26% decrease in the Gypsy/Traveller population. As mentioned previously, however, the undisclosed Gypsy/Traveller population in Clackmannanshire is likely to be much higher.

It is necessary to note that Gypsy/Travellers are not a monolithic, homogenous group and may include different groups who self-identify as Roma, Romany Gypsies, Scottish Travellers or Irish Travellers.<sup>22</sup> While nomadic living and 'travelling' are important aspects of Gypsy/Travellers, not every Gypsy/Traveller travels all year round. Some Gypsy/Traveller communities may travel seasonally or permanently live on a site. Increasingly, members of the Gypsy/Traveller community are moving into mainstream 'bricks and mortar' accommodation.<sup>23</sup>

For those members of the Gypsy/Traveller community who have either decided or required to move into mainstream housing, Clackmannanshire Council operates a general needs allocation policy with points and bands-based allocation system that is open to all, regardless of their current tenure, housing situation or ethnic origin. Following application and assessment process, any successful Gypsy/Traveller applicant would then sign a secure tenancy agreement with the Council to move into their permanent home.

For Gypsy/Travellers who choose to maintain their nomadic or semi-nomadic culture and living, accommodation may include:

- Permanent sites which provide residents with permanent accommodation. Individuals typically stay on the site for the majority of the year, and only travel for a few week overs the year.
- Transit sites which are permanent developments with basic amenities which are used on a temporary basis by residents who may be moving between longer-term locations.
- Stopping places which are pieces of land that are used as short stays for short periods of time.<sup>24</sup>

Since 2017, the Scottish Social Housing Charter contains an outcome on Gypsy/Travellers which includes minimum standards that Gypsy/Traveller sites provided by social housing landlords must meet. Standards cover facilities and amenities, fabric standards which includes energy efficiency, maintenance and repairs, including quality of fixtures and fittings, lighting, heating, hot and cold water supply as well as services provided by the landlord.

<sup>21</sup> [Gypsy Travellers In Scotland. A resource for the media. Equality and Human Rights Commission 2013](#)

<sup>22</sup> [Evidence Review: Accommodation Needs of Gypsy/Travellers. Scottish Government. 2020](#)

<sup>23</sup> [Gypsy/Travellers and the Scottish Planning System. A Guide for Local Authorities. PAS 2015](#)

<sup>24</sup> [Gypsy/Travellers and the Scottish Planning System. A Guide for Local Authorities. PAS 2015](#)

However, research indicates that minimum site standards across various local authorities in Scotland have been rarely adequately maintained.<sup>25</sup> As a result, there is a pressing need for local authorities to reassess their approach and demonstrate a serious commitment to ensuring that the sites meet the minimum requirements set out by the Scottish Government. To facilitate compliance, local authorities should take meaningful steps, such as continuing capital funding to improve site standards, improving communication with the Gypsy/Traveller communities as well as tackling repairs and maintenance-based discrimination within Gypsy/Traveller sites.<sup>26</sup>

## **Westhaugh Gypsy/Traveller Site**

Within Clackmannanshire, there is one public, Council-owned permanent Gypsy/Traveller site at Westhaugh, near Alva. There are no privately-owned sites. The Westhaugh site has 16 pitches, 2 of which are adapted for disabled households. The site also has a community hub and a play park. Each pitch has its own hardstanding for parking a caravan and another vehicle, with space for a second caravan, an amenity block with toilet, shower/bath, kitchen area, hot and cold water and storage, as well as a hook-up facility for electricity to the caravan.

In the financial period 2021/22, only 44.4% of the Gypsy/Travellers were satisfied with the management of the site<sup>27</sup>, whereas the latest Tenant Satisfaction and Aspiration Survey 2023 placed the figure at 75%. The large variation in the percentage of satisfied residents may be partially explained by the overall small population of the community which can skew results as well as the methodological differences in data collection. Nonetheless, the relatively low figures may suggest substandard quality of housing and landlord relations with the community.

In 2022, Clackmannanshire Council received funding from the Scottish Government to help redevelop the site after it reached the end of its useful life. The project is being developed with direct input from and is led by the views of the Gypsy/Traveller community.

The project aims to replace current standing amenity blocks with larger, modern blocks that address the needs and the current living trends of the Gypsy/Traveller community. The amenity blocks will meet high standards, corresponding to the quality of mainstream accommodation. In addition, communal shared space will be developed with a new community hub and new landscaping features to facilitate safety and community cohesion.

Project works started in October 2022, once the Westhaugh residents were decanted into mainstream tenancies within the Council's stock portfolio. As of October 2024, following a number of delays resulting from issues with contractors, works have been paused and the Westhaugh site is still closed for redevelopment. Clackmannanshire Council is in regular conversation with all relevant stakeholders, including the Scottish Government, to enable the works to resume and rehouse residents onto the site as soon as practicable possible.

The Westhaugh Gypsy/Traveller residents currently comprise of 11 families decanted to mainstream accommodation and 2 families travelling. Once the project is finished, the Gypsy/Traveller households are expected to move back to the newly redeveloped Westhaugh site, leaving an estimate of 3 pitches empty. To enable efficient and effective allocation of the remaining pitches that is fair for all, the Council aims to develop a fit-for-purpose Gypsy/Traveller site-specific allocations policy with direct input from the Gypsy/Traveller community.

---

<sup>25</sup> [MECOPP. Gypsy/Traveller Accommodation Paper 1: Maintenance on Local Authority Sites 2024](#)

<sup>26</sup> Ibid

<sup>27</sup> [Scottish Housing Regulator. Annual Return on the Charter](#)

The Council remains transparent on the project process and the associated issues. It maintains regular contact with the Westhaugh Gypsy/Traveller residents by setting up regular meetings and providing updates on the development of the site. The residents have voiced their concerns and distress, including worsening mental health that was caused as a result of the delays to the project, separation from other members of the community as well as members being housed into mainstream accommodation that is not necessarily culturally appropriate to their individual needs.

To support the Gypsy/Traveller community, the Council has a dedicated Gypsy/Traveller liaison officer who engages with and provides relevant advice, information, emotional as well as practical assistance to the Gypsy/Traveller families. The Officer is working together with MECOPP, a charity dedicated to supporting the Gypsy/Traveller communities across Scotland, to provide regular updates on the project and to offer direct practical and emotional support to the residents.

## Gypsy/Traveller Homelessness

**Table 5.115 Homeless applications by Gypsy/Travellers**

|                  | 2019/2020 | 2020/2021 | 2021/2022 | 2022/2023 | 2023/2024 |
|------------------|-----------|-----------|-----------|-----------|-----------|
| Gypsy/Travellers | 0         | 0         | 5         | 0         | 5         |
| All              | 523       | 501       | 551       | 593       | 616       |

*Source: Clackmannanshire Council Information System 2024. Numbers are rounded for disclosure control purposes.*

Table 5.115 reveals that homeless applications from Gypsy/Travellers represent a very small proportion of overall homeless presentations across Clackmannanshire. However, given the small population size of the community, and taking into account 2022 census figures, both 2021/22 and 2023/24 saw a large proportion of Gypsy/Traveller households applying as homeless.

It is difficult to determine whether Gypsy/Travellers applying as homeless originally came from mainstream accommodation, Gypsy/Traveller sites or other local authorities. Conversations with the Gypsy/Traveller liaison officer and senior housing officers have suggested that the 2023/24 spike may have been caused by a lack of site availability due to the ongoing works, forcing Gypsy/Traveller households, who would otherwise choose to move onto a permanent site, to present as homeless. In comparison, the 2021/22 spike may be partially attributed to the Covid-19 pandemic and its impacts on Gypsy/Traveller households to travel freely.

Additionally, research indicates that there has been decreasing capacity of culturally appropriate accommodation for members of the Gypsy/Traveller communities across Scotland throughout the recent years, with a seen reduction in the number of sites and pitches and a simultaneous increase in occupancy rates.<sup>28</sup> It is important to acknowledge that this could have further exacerbated homeless presentations from the Gypsy/Travellers across Clackmannanshire.

However, it is hoped that homeless presentations from the Gypsy/Traveller community will reduce once the Westhaugh redevelopment project is complete and the site is opened back up for use.

<sup>28</sup> [MECOPP. Gypsy/Traveller Accommodation Paper 3: A Capacity Crisis in Gypsy/Traveller Accommodation](#)

## Unauthorised Encampments

According to Planning Aid Scotland, a lack of public and private permanent sites and the blocking of traditional stopping places has historically contributed to a rise in unauthorised encampments on accessible but not necessarily suitable land.<sup>29</sup> The Scottish Government has developed and published a guide on how to manage unauthorised encampments, which includes adopting a person-centred and human rights-focused approach to dealing with Gypsy/Travelling groups encamping without prior consent.

Clackmannanshire is the smallest mainland local authority in Scotland and is a known passing place for numerous Gypsy/Traveller groups and communities. It borders larger local authorities of Fife, Stirling and Falkirk, all with established and larger Gypsy/Traveller communities. As such, unauthorised encampments are bound to occur on occasion. However, discussions with Officers responsible for responding to and managing unauthorised encampments have revealed that these are relatively rare, with 1 to 3 encampments occurring on a yearly basis with communities staying on land for several days before travelling to other areas outwith Clackmannanshire.

## Travelling Showpeople

Occupational Travellers and Showpeople are people who define themselves in terms of their occupations and businesses which move from place to place. Travelling Showpeople may often follow regular, planned and advertised routes and may include Fairground and Circus People.<sup>30</sup> Unlike Gypsy/Travellers, Occupational Travellers and Showpeople are not considered to be a distinct ethnic group. However, both site as well as care and support needs for Travelling Showpeople are not dissimilar to the needs of the nomadic Gypsy/Traveller communities.

Within Clackmannanshire, Travelling Showpeople are known to travel to the area in April/May, July and October on an annual basis for fairs and events. Discussions with the Council's Licensing Team, responsible for managing site applications and permissions, have revealed that every year, anywhere between 10 to 50 Travelling Showpeople travel to Clackmannanshire, tending to stay between 7 to 10 days for the duration of festivals and fairs, after which they move to other local authorities.

Capacity to accommodate the needs of Showpeople has not been a noted issue across Clackmannanshire. Spaces are provided in recreational parks such as the West End Park in Alloa and Johnstone Park in Alva. Arriving groups may book spaces individually or via the Scottish Showmen's Guild. These are not official caravan parks, and so the Travelling Showpeople groups bring their own caravans and campervans in order to reside on one of the parks. The Council provides metered electricity supply as well as fresh water supply via standpipe for the duration of the stay as requested by the travelling groups. There are also toilet and shower facilities on site, however, it has been noted that Travelling Showpeople tend not to access these as there are no additional requirements.

The current evidence establishes clear and regular patterns of Occupational Travellers' and Showpeople's presence across Clackmannanshire area. Stable site applications and the provision of required onsite amenities suggests that the needs of Showpeople are being appropriately met. However, there may be a future need for further provision of parks and the associated amenities, if more fairs and events are established within Clackmannanshire.

<sup>29</sup> [Gypsy/Travellers and the Scottish Planning System. A Guide for Local Authorities. PAS 2015](#)

<sup>30</sup> [Gypsy Travellers In Scotland. A resource for the media. Equality and Human Rights Commission 2013](#)

## **Gaps and shortfalls in need and provision**

Delays in the development process have resulted in worsening mental health of the Gypsy/Travellers in Clackmannanshire. Consultations with the Gypsy/Traveller community have suggested a need for regular updates and 'get together' meetings aimed at strengthening community bonds.

Conversations with MECOPP have highlighted that a lack of understanding and awareness of Gypsy/Traveller culture among some service providers can lead to disregard for the community's specific housing needs. To address these challenges, MECOPP has recommended organising meetings with the Housing Service to create a safe and welcoming space for the members of Gypsy/Traveller community members. Organising drop-in sessions at accessible locations would provide an opportunity for individuals to comfortably express their housing needs, ensuring that services are better tailored to support them effectively.

There is also an indicated need to tackle discrimination targeted towards the community from the settled community. Suggestions have included utilising cultural competency training sessions to reduce negative perceptions and prejudice about the Gypsy/Travellers, as well as increasing social media presence to better the relations between the settle community and the Gypsy/Traveller community.

Furthermore, engagement with and research carried out by MECOPP has illustrated that the Gypsy/Traveller communities across Scotland have experienced significant challenges in developing and accessing private culturally appropriate accommodation options due to overcomplicated planning application processes. Subsequently, to support the development of private accommodation options, there is a need to strengthen engagement with community members in order to create more accessible and streamlined planning system.

## **Future requirements**

Current evidence suggests that the needs of the Travelling Showpeople are being appropriately met and no future provision is required at this point in time. However, regular discussions with the Council's licensing Team should be held to monitor the provision against the levels of demand.

It is hoped that the completion of the Westhaugh site will mark a considerable decrease in the unmet needs. However, there is a need to account for any Gypsy/Travellers who wish to move to and reside in the area in future. Furthermore, there is a need to further consider private accommodation options as well as reviewing planning application processes which would enable easier access to private sites. Regular conversation with MECOPP should be held to enable this.

## **External stakeholder consultation and engagement**

External stakeholder consultations and engagement included continuous collaborative efforts between the Westhaugh Gypsy/Traveller community residents and Clackmannanshire Council via continuous conversations and engagement sessions aimed at the development of the Westhaugh site and further provision and development of required care and support services.

The Council also engages with Minority Ethnic Carers of People Project (MECOPP) to ensure that the dignity and the rights are protected, and ultimately the best life outcomes are achieved

for the Gypsy/Traveller community in Clackmannanshire and any future Gypsy/Traveller persons, families and communities who wish to come and reside in Clackmannanshire.

DRAFT

| LHS                            | Specialist Provision – Key Issues Identified in the HNDA                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                         |
|--------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Accessible and adapted housing | <ol style="list-style-type: none"> <li>1. There is a lack of information on households requiring accessible and adapted housing by tenure type. There is a lack of information on the needs for adapted housing and in-situ solutions for owner occupiers as well as the private rented sector.</li> <li>2. There is a need to establish a register to track the number and types of adaptations made to mainstream housing properties. This would enable more effective matching of adapted homes to households with specific needs, and support the fair allocation of accessible and adapted housing.</li> <li>3. NRS and the Scottish Census indicate a growing number of older individuals, with a number of individuals aged 85 and over projected to increase by 95% by 2043.</li> <li>4. The Scottish Census indicates that physical and mental health across Clackmannanshire has worsened from 2011 to 2022.</li> <li>5. As of 2023/24, there were 304 amenity housing, 241 ambulant disabled and 2 other specially adapted properties provided by a total of 6 social landlords.</li> <li>6. According to Scottish House Condition Survey, 2,000 or 8% of all households have their daily activities restricted due to their current accommodation, indicating a need for adaptations to their properties or a move to a more suitable accommodation type.</li> <li>7. There is a significant shortfall in the provision of accessible and adapted housing across Clackmannanshire’s social rented sector, with the number of households indicating a need for accessible housing far outweighing the yearly turnover rates of accessible and adapted properties across Clackmannanshire.</li> <li>8. Partner RSL and HSCP stakeholders have indicated a pronounced need for accessible housing, and smaller 1-bedroom housing units which could accommodate the needs of households with disabilities.</li> <li>9. Clackmannanshire Council operates a Common Housing Register with Ochil View HA. Together, both organisations own 85% of all self-contained stock across the area.</li> <li>10. As of November 2024, there were 457 applicants on Clackmannanshire Council’s housing waiting list with assessed medical need. This represents 17% of all housing applicants, indicating a substantial number of households whose current accommodation does not meet their needs due to</li> </ol> |

medical conditions. Extrapolating the figure to the entirety of social rented sector, there are approximately 526 applicants waiting for accessible or adapted homes where their housing needs cannot be met through in-situ solutions.

11. 2023/24 financial period saw 72 lets made to applicants assessed with medical need by Clackmannanshire Council (excluding ambulant disabled/amenity housing), as well as an annual turnover of 39 ambulant disabled and amenity properties, and 26 sheltered or very sheltered accommodation units across the social rented sector. Comparing these figures with 526 applicants waiting for suitable properties, this leaves an estimated 383 applicants with ongoing, unmet housing needs linked to medical conditions—a number that is likely to grow due to rapidly ageing population and an increase in medical conditions.
12. However, it is important to note that this does not directly translate into a need for 383 additional units. Moves by households may release properties that are suitable for others with differing medical needs, thus partially alleviating demand.
13. A review of the housing waiting list is needed to better understand how void properties can be more effectively matched to applicants with medical needs, and to determine how many additional housing units are required for cases where in-situ solutions are not viable.
14. Nonetheless, consultations with partner stakeholders have shown that the provision of accessible and adapted housing should not be solely the responsibility of the social rented sector.
15. RSL and HSCP stakeholders have raised concerns about private developers prioritising larger, two-storey homes, limiting the availability of smaller units – particularly accessible bungalows – due to the higher costs associated with their construction.
16. It is vital to engage with private sector developers to facilitate the delivery of affordable and accessible housing and understand the challenges that they face in delivering accessible and wheelchair-accessible housing to meet current need and demand.
17. In light of Scotland's rapidly ageing population, partner stakeholders have stressed the importance of planning for future needs. Greater collaboration between social landlords and private developers has been seen as vital to ensuring 'future-proof' housing developments which would reduce the

need for future adaptations, including the construction of more bungalow-type properties.

18. Partners within the Housing Market Partnership have endorsed the view that accessible and adapted housing should not be seen solely as a solution for older, ageing, or disabled households. Instead, the benefits of such housing should be promoted to all households regardless of their tenure, individual characteristics and/or needs, in alignment with the principles of the Housing for Varying Needs agenda.
19. There is a significant gap in the service provision for private sector disabled adaptation under the Scheme of Assistance, with 50 private sector housing grant applications yet to be assessed as of October 2024. Work is underway between the Council and HSCP partners to enable the provision of services.
20. SHCS data reveals that 1,000 households require medical adaptations to their properties.
21. Taking into account 271 adaptations carried out to Council stock, 240 adaptations carried out to RSL housing with stock across Clackmannanshire as well as 43 adaptations carried out to private sector households as part of the Scheme of Assistance in 2023/24, the data reveals that there are approximately 446 households still requiring adaptations to their homes – a number that is likely to keep increasing with changes in demographics.

#### Wheelchair housing

1. There were 58 fully wheelchair-adapted properties within the social rented sector in 2023/24.
2. Turnover for wheelchair-adapted properties across the social rented sector is low. In 2023/24, the sector saw a turnover of 1 wheelchair-adapted properties.
3. According to CHR, there were a total of 37 applicant households with identified need for wheelchair-adapted housing. Extrapolating the figure to the entirety of social rented sector, this figure stands at an approximate 43 households.
4. At present, there are no nationally or locally held statistics on the number of wheelchair housing units within the private sector, both for owner occupiers and the private rented sector. There is also no information on the number of wheelchair user households across Clackmannanshire.
5. Using the methodology established by CIH and Horizon Housing, using baseline estimates there was an estimate of 168 wheelchair user households with unmet housing need in 2018, estimated to rise to 170 in 2043. Correspondingly,

|                              |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                  |
|------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|                              | <p>using the higher estimate of 1.3% for unmet housing need, the figures stood at 170 in 2018, estimated to rise to 175 in 2043.</p> <ol style="list-style-type: none"> <li>6. Following conversations with Housing Market Partnership stakeholders, it was agreed that higher estimates of unmet need should be used to reflect the number of households waiting for wheelchair-adapted housing, long waiting times for accessible housing as well as low levels of property turnover.</li> <li>7. Assuming the CHR figures for the number of households with identified need for wheelchair-adapted housing across the entirety social rented sector (43 households), this shows that the majority of need for wheelchair-adapted housing is across the private sector.</li> <li>8. In support of this, partner RSL and HSCP stakeholders have noted a strong demand for greater engagement from private sector developers in delivering specialist housing solutions, including wheelchair-adapted housing.</li> <li>9. The estimates will be considered when setting supply targets for accessible housing units in the SHIP in order to take into account wheelchair user households across Clackmannanshire. Furthermore, the information will be used to inform the development of the Local Housing Strategy.</li> </ol> |
| <p>Non-permanent housing</p> | <ol style="list-style-type: none"> <li>1. Clackmannanshire saw an 18% increase in homeless presentations from 2019/20 to 2023/24</li> <li>2. In 2023/24, Clackmannanshire had the 3<sup>rd</sup> highest rate of households presenting as homeless with 253 households per 10,000 compared to the Scottish average of 160 households per 10,000.</li> <li>3. Majority of applicants are predominantly young (within the 25-34 age range, followed by 35-44 age range) single person male households.</li> <li>4. There has been a growth in the use of unsuitable accommodation units and breaches of Homeless Persons (Unsuitable Accommodation) Order with 110 breaches recorded in 2023/24.</li> <li>5. The average total time spent in temporary accommodation has risen by 14% over the five-year period but remains below the Scottish average of 20%. In 2023/24, homeless households in Clackmannanshire spent an average of 159 days in temporary accommodation, compared to 226 days across Scotland.</li> <li>6. In 2023/24, there were more households entering than exiting temporary accommodation placements with 291 entering and 265 exiting temporary placements in 2023/24. At the end of</li> </ol>                                                                                                          |

2023/24 there were 345 live homelessness cases and 141 households in temporary accommodation, compared to 193 live homelessness cases and 108 households in 2019/20.

7. It may be assumed that the number of homeless presentations and subsequent temporary accommodation placements will continue to increase in the upcoming years. Given the increase in the number of breaches of Unsuitable Accommodation Order and taking into account the number of households in temporary accommodation in 2023/24, over 141 temporary accommodation units will be required going forward.
8. From 2019/20 to 2023/24 there has been a steady number of homeless applications from people leaving prison. In 2023/24 there were 27 homeless applications, representing 4% of all households presenting as homeless.
9. Conversations with Criminal Justice Social Work Service, indicate a need for purpose-built, easy-to-maintain temporary accommodation units for prison leaver households assessed as homeless
10. Evidence and discussions carried out with partner stakeholders suggest a fundamental mismatch between the demand and supply of temporary accommodation. There is also a lack of effective outreach support to assist individuals with multiple and/or complex needs
11. There is a need to consider the needs of households with multiple and complex needs who may struggle to sustain their accommodation and who cycle in-and-out of temporary placements.
12. Work is currently being undertaken by Clackmannanshire & Stirling HSCP to address the gap in the provision of services and explore effective outreach programmes which would enable more effective sustainment of tenancies.
13. In 2023/24, there were 37 homeless applications made from households fleeing domestic abuse, which presents a 21% decrease from 2019/20.
14. Evidence from Women's Aid shows that whilst shelters for women fleeing domestic abuse are rarely used to full capacity, other services to support victims of domestic abuse have seen high level of repeat cases and repeat support provided.
15. In October 2024, Clackmannanshire Council's Housing and Justice Services have initiated a pilot programme intended at shifting emphasis from outcomes based on managing perpetrator's behaviour to housing-focused outcomes for the victims.

|                   |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                      |
|-------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|                   | <p>16. There has been a reduction in the overall number of homeless presentations with a looked after status from 2019/20 to 2023/24. From 2019/20 to 2023/24, there were 3 care leavers who presented as homeless directly from children's residential accommodation.</p> <p>17. To align with Clackmannanshire Council's The Promise Plan, services across the Council aim to ensure that young people at the point of leaving care are not placed in temporary accommodation, and are instead offered appropriate permanent housing with the relevant support to promote independent living and tenancy sustainment.</p> <p>18. Going forward, it is necessary that the temporary accommodation route is effectively avoided for all care leaver households by effective collaboration between all responsible Council services.</p>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                              |
| Support Provision | <ol style="list-style-type: none"> <li>1. As of March 2023, there were 10 care homes across Clackmannanshire.</li> <li>2. From 2019 to 2023, there has been a steady year-on-year reduction of registered care places, from 389 in 2019 to 376 in 2023 (3% reduction overall)</li> <li>3. Over the 5 years, there has been a 22.4% decrease in the total number of care home residents and a 15% decrease in occupancy rates across all care homes.</li> <li>4. There has been a policy shift at both national and local levels which aims to promote care within the community rather than the provision care home-based support. Clackmannanshire &amp; Stirling HSCP stakeholders have noted that there is no particular need for future care home places, rather the focus should be on offering more community-based support and consider the provision of alternative housing models to meet the needs of individuals with multiple and complex needs.</li> <li>5. The view was shared with the client groups consulted, who revealed the desire to remain the community for as long as possible.</li> <li>6. Sheltered housing was widely acknowledged and valued for supporting independent living, but clients felt that Clackmannanshire lacked sufficient sheltered housing as well as other alternative models of housing to meet the needs of older people.</li> <li>7. In 2023/24, there were 145 self-contained retirement/sheltered housing units, 38 housing with care/very sheltered housing units and 2 very sheltered non-self-contained units across Clackmannanshire's social housing stock, provided by a total of 3 RSLs across Clackmannanshire.</li> </ol> |

|                                                             |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                  |
|-------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|                                                             | <ol style="list-style-type: none"> <li>8. Waiting list and turnover data for sheltered and very sheltered housing suggests that the demand for sheltered accommodation exceeds the current availability of stock, with 146 housing applicants waiting for retirement/sheltered housing as of September 2024 compared to a turnover 20 retirement/sheltered units in 2023/24.</li> <li>9. Consultations with partner stakeholder from the HSCP have also highlighted a significant gap in the provision of specialist housing, particularly for clients with learning disabilities. This has been evidenced by significant delayed hospital discharges and out-of-area hospital placements due to multiple and complex needs of individuals.</li> </ol>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                           |
| <p>Care/support services for independent living at home</p> | <ol style="list-style-type: none"> <li>1. Data shows that there has been a 4% increase in the number of people supported with care at home services and 44% rise in the total number of care at home hours provided from 2018/19 to 2022/23, suggesting an increase in the multiple and complex needs of clients.</li> <li>2. There has been a 4.5% increase in the number of individuals with high care needs being cared at home, with 52.1% of high care need clients being cared at home in 2022/23.</li> <li>3. There has been a slight 1% decrease in the number of care at home clients receiving personal care services, although the number of personal care hours provided has grown by 35%.</li> <li>4. Census data shows that from 2011 to 2022, there has been a 3% increase in the number of individuals providing unpaid care in Clackmannanshire. 6,397 individuals (12.7% of the total population) provide unpaid care, majority of whom are aged 50-64.</li> <li>5. Discussions with HSCP partners have highlighted the need to better promote existing support available to unpaid carers and ensure they are able to access the services to which they may be entitled to. There is a need for more timely, targeted interventions that are tailored to the individual needs of carers.</li> <li>6. Conversations with client groups receiving care and support services have highlighted growing frustration with the current system, and pointed to significant gaps in service provision, emphasising the need for a more streamlined and accessible support structures.</li> <li>7. Clients often find the system difficult to navigate, with limited guidance available to help them access the right services.</li> <li>8. Clackmannanshire offers a number of public and third sector support services which offer tenancy</li> </ol> |

sustainment, addiction, emotional and practical support, which can help people lead and maintain independent and fulfilling lives.

9. Third-sector organisations, such as the Citizens Advice Bureau, were recognised as playing a vital role in offering advice, information, and hands-on support with completing the necessary forms to access services. However, clients also noted that the responsibility for care and support provision should not fall solely on the third sector.
10. Greater investment and action are needed within public sector social services to ensure adequate and equitable support for all.
11. Partner stakeholder engagement reiterated the need to future-proof the provision of care and support services to ensure that the system can cope with the increasing demands.
12. The Clackmannanshire & Stirling HSCP Strategic Commissioning Plan 2023–2033 sets out key themes and priorities to deliver a transformational programme aimed at improving the provision of, and access to, health and social care services.
13. The plan aligns with identified key housing challenges, and promotes prevention, early intervention, and independent living through quality housing, personalised support, and care delivered closer to home, while also aiming to empower individuals and communities through timely, person-centred approaches.
14. Going forward, it is pivotal that the LHS aligns with the priorities identified within the Strategic Commission Plan in order to provide seamless integration of housing and housing-related care and support with the overarching delivery of health and social care services.

#### Site provision

1. As of 2022, there were 56 Gypsy/Travellers living in Clackmannanshire, which equates to a 21% reduction from 2011. However, the actual or 'hidden' number of Gypsy/Travellers is likely to be higher.
2. There are a number of Gypsy/Traveller households who have given up their nomadic lifestyle and living in mainstream accommodation in Clackmannanshire. However, the real number of such households is unknown and further research is required to determine whether they have moved into mainstream accommodation voluntarily or due to other factors such as a lack of suitable sites, marginalisation or stigma.
3. Clackmannanshire has one permanent, Council-operated Gypsy/Traveller site. The site has 16 pitches, 2 of which are adapted for disabled

households.

4. The Westhaugh Gypsy/Traveller site has been closed for redevelopment since October 2022. There have been a number of significant delays to the project and works are still underway as of October 2024.
5. Once the project is finished, the Gypsy/Traveller households are expected to move back to the newly redeveloped Westhaugh site, with 3 pitches vacant. To enable efficient and effective allocation of the remaining pitches that is fair for all, the Council aims to develop a fit-for-purpose Gypsy/Traveller site-specific allocations policy with direct input from the Gypsy/Traveller community.
6. Clackmannanshire Council has a dedicated Gypsy/Traveller liaison officer who maintains regular contact with the Gypsy/Traveller community and who offers updates on the development of the site, and can provide relevant information, advice as well as practical and emotional support on a range of different issues.
7. The Council works with MECOPP (Minority Ethnic Carers of People Project), a charity dedicated to supporting the Gypsy/Traveller communities across Scotland, to provide regular updates on the project and to offer direct practical and emotional support to the residents.
8. There has been a spike of homeless applications from Gypsy/Traveller households in 2023/24 (4 applications), which may be associated with the closure of the Westhaugh site.
9. Delays in the development process have resulted in worsening mental health of the Gypsy/Travellers in Clackmannanshire.
10. There are continuous conversations and engagement sessions between the Council and the Gypsy/Traveller community aimed at the development of the Westhaugh site and further provision and development of required care and support services.
11. Anywhere between 10 to 50 Travelling Showpeople travel to Clackmannanshire in April/May, July and October for various fair and festival and stay in the area for anywhere between 7 to 10 days.
12. Travelling Showpeople bring their own caravans and campervans in order to reside. The Council provides metered electricity supply as well as fresh water supply via standpipe. There are also toilet and shower facilities on site, but the Travelling Showpeople have not indicated a requirement for these.

|                                                              |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                         |
|--------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|                                                              | <p>13. Discussions with the Licensing team have suggested the housing needs of Travelling Showpeople are being appropriately met at this point in time.</p>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                             |
| LDP                                                          | <b>Specialist Provision – Key Issues Identified in the HNDA</b>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                         |
| <p>Planning for housing for Specialist Provision Housing</p> | <ol style="list-style-type: none"> <li>1. Evidence as well as consultations with partner stakeholders and client groups shows that there is a need for more accessible and adapted housing, including wheelchair-adapted properties.</li> <li>2. Using CIH and Horizon Housing calculations, there was an estimate of 168 wheelchair user households with unmet housing need in 2018, estimated to rise to 170 in 2043. Correspondingly, using the higher estimate of 1.3% for unmet housing need, the figures stood at 170 in 2018, estimated to rise to 175 in 2043.</li> <li>3. Following discussions with partner stakeholders within Housing Partnership meetings, higher estimates will be used to determine unmet need. It may be assumed then that 175 wheelchair user households in 2043 will require adequate housing solutions, including wheelchair-accessible housing to meet their housing needs.</li> <li>4. Given Clackmannanshire’s ageing population and population projections, it is very likely that the demand for specialist housing will continue increasing in the future.</li> <li>5. Clackmannanshire &amp; Stirling HSCP stakeholders have noted that there is a need to explore alternative types of accommodation to meet the needs of different client groups, and in particular, individuals with complex learning difficulties.</li> <li>6. This includes considerations for ‘core and cluster’ model of care or bespoke housing villages.</li> <li>7. Work needs to be undertaken to quantify the number of individuals who would be benefiting from the provision of bespoke housing solutions as well as establish a clear pathway for funding to do so.</li> </ol> |
| <p>Site provision</p>                                        | <ol style="list-style-type: none"> <li>1. MECOPP have indicated a need to consider private accommodation options to enable further housing solutions for Gypsy/Travellers who may want to explore alternate housing options.</li> <li>2. MECOPP have illustrated that the Gypsy/Traveller communities across Scotland have experienced significant challenges in developing and accessing private culturally appropriate accommodation options due to overcomplicated planning application processes.</li> <li>3. To support the development of private accommodation options, there is a need to strengthen engagement with community members</li> </ol>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                               |

in order to create more accessible and streamlined planning system. Regular conversation with MECOPP should be held to enable this.

DRAFT



## Appendix 2

# Executive Summary: Housing Need and Demand Assessment (HNDA) 2024–2044

---

The Housing Need and Demand Assessment (HNDA) is a strategic, evidence-based document that underpins the Local Housing Strategy (LHS) and Local Development Plan (LDP) in Clackmannanshire. It is a statutory requirement under Scottish legislation and is designed to provide long-term estimates of housing need and demand, supporting future housing policy and planning decisions.

### **Purpose and Scope**

- Establishes a shared evidence base for housing and land use planning.
- Assessed by the Scottish Government’s Centre for Housing Market Analysis (CHMA) for robustness and credibility.

### **Core Objectives**

1. Understand Housing Market Areas (HMAs).
2. Analyse Key Housing Drivers (e.g., demographics, affordability, economy).
3. Assess Housing Stock (availability, condition, pressures).
4. Estimate Future Housing Requirements (20-year projection by tenure).
5. Identify Needs of Specific Household Groups (including specialist provision).

### **Governance**

- Overseen by the Housing Market Partnership Group, comprising:
  - Housing & Planning Services
  - Health & Social Care Partnership
  - Developers, RSLs, Scottish Government
  - Housing & Planning Convenors

### **Quality Assurance**

- The Housing Market Partnership ensures methodological rigour.
- Findings will inform inputs to the HNDA tool for scenario modelling.

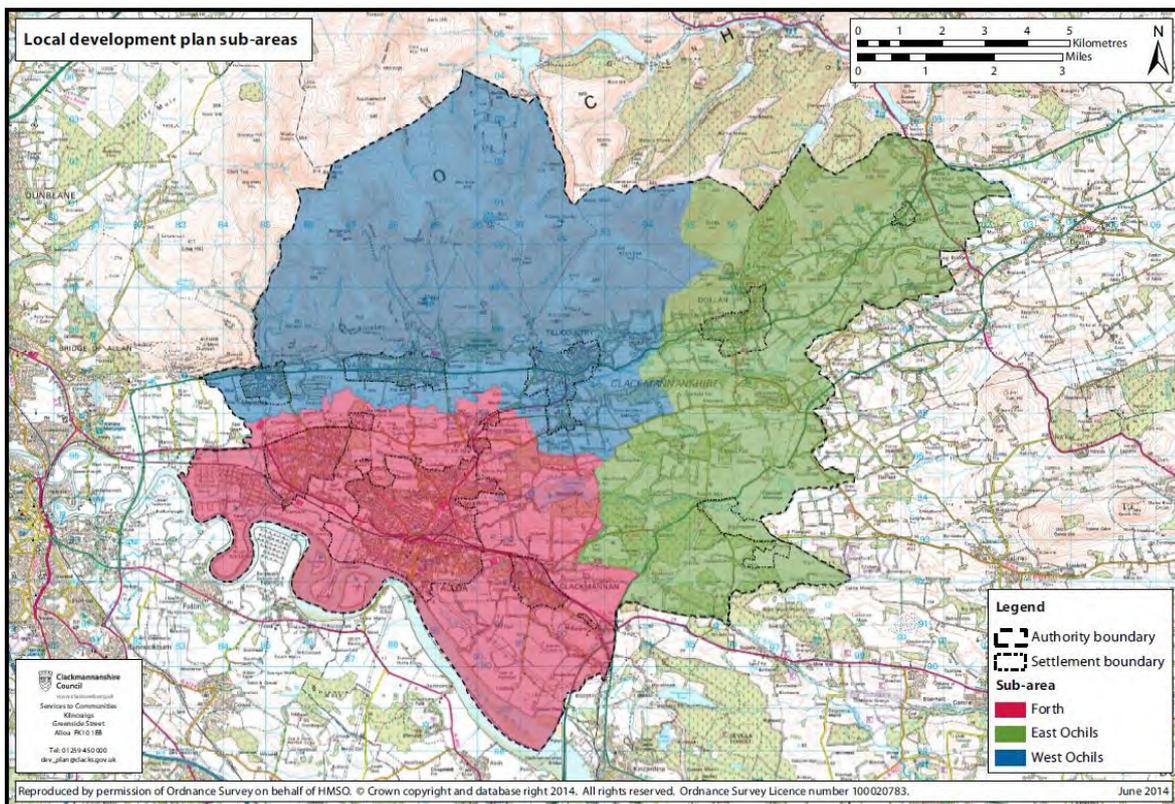


## Housing Market Areas (HMAs)

Defined based on migration and house price data:

- HMA 1: Alloa/Clackmannan/Tullibody (+ Sauchie, Cambus, Fishcross)
- HMA 2: Alva/Menstrie/Tillicoultry (+ Coalsnaughton, Devonside)
- HMA 3: Dollar (+ Muckhart, Forestmill)

Map 1 - Housing Market Areas



© Crown Copyright and database right 2014. All rights reserved. Ordnance Survey Licence number 100020783.



## Summary: Chapter 2 – Key Housing Market Drivers

This outlines the key housing market drivers in Clackmannanshire from Chapter 2 of the Housing Need and Demand Assessment (HNDA). It includes demographic trends, affordability, household projections, and economic indicators that influence housing demand and planning.

### Key Housing Market Drivers

- Household formation, population change, migration patterns, and affordability are central to understanding housing demand.
- Economic factors such as income levels, employment rates, and access to finance also play a significant role.

### Demographic Trends

- Population in Clackmannanshire is projected to decline by 2.8% from 2018 to 2043.
- Natural change (births minus deaths) will result in 3,441 more deaths than births over 25 years.
- Net migration is positive but insufficient to offset natural decline.
- Aging population: 85+ age group projected to increase by 95% by 2043.

### Household Projections

- Despite population decline, household numbers are projected to increase by 3% between 2018 and 2043.
- Increase in smaller households (1-2 adults), projected to rise from 67% to 71% of total households.
- Significant growth in older households, especially those aged 75+.

### Affordability

- House prices have risen by 130% over 20 years; Dollar HMA has prices 40% higher than other areas.
- Private rents have increased significantly, with affordability challenges for low-income households.



- Council and social rents are generally more affordable, especially in Dollar HMA.
- First-time buyers face rising deposit requirements and affordability constraints.

## Economic Indicators

- Clackmannanshire has a strong manufacturing base but faces economic challenges including poverty and health disparities.
- Gross Value Added (GVA) per head increased by 70% from 2011 to 2021, outperforming the Scottish average.
- Employment rate is slightly below the Scottish average; economic inactivity is higher, driven by long-term sickness.
- Gender pay gap is wider in Clackmannanshire, with female earnings significantly lower than male earnings.

## Summary: Chapter 3 – Housing Stock Profile and Management

This summary outlines the key findings from Chapter 3 of the Housing Need and Demand Assessment (HNDA) for Clackmannanshire. It focuses on housing stock characteristics, tenure distribution, condition, pressures, and management strategies.

### Housing Stock Characteristics

Clackmannanshire had approximately 24,305 dwellings in 2023, reflecting a 5.8% increase over the past decade. The majority of homes are houses (75%), with flats comprising 25%. Most homes have 2 or 3 bedrooms.

### Tenure Distribution

Key tenure statistics from the 2022 Census:

- 63% owner-occupied
- 27% social rented (Council and RSL)
- 9% private rented
- 1% shared equity
- Owner occupation is highest in Dollar HMA (81.7%) and lowest in Alloa HMA (58.5%). Social renting is most prevalent in Alloa HMA (31.5%).

### Stock Condition

- 78% of all stock has some form of disrepair (above Scottish average of 71%)
- 37% requires urgent repairs
- 29% has critical element disrepair



- 5% has extensive disrepair
- 24% of stock fails the Scottish Housing Quality Standard (SHQS), lower than the Scottish average of 41%
- 90.3% of social rented stock meets SHQS (above national average)

### Stock Pressures

- 941 people in the social sector and 422 owner occupied households are overcrowded
- 35% of owners have two or more surplus bedrooms
- High demand for 1-bedroom and 4+ bedroom properties in the social sector
- Low turnover of houses compared to flats indicates pressure on family-sized homes in the social sector
- Council waiting list exceeds supply: 1,805 applicants in housing need vs. 361 annual lets
- Pressure on social housing is highest in Alloa housing market area with 90% of applicants preferring this area

### Management Strategies

- Use of mutual exchanges and transfers to optimize stock usage
- Adaptation programs to support aging and disabled populations
- Buy-back scheme added 126 properties to affordable housing stock since 2015
- Void rent loss managed effectively, below Scottish average in most years



## Summary: Chapter 4 – Current Housing Need

The number of new homes required over the next ten years is outlined below, the figures shown are per annum and are split into the various tenures, based on affordability from income and the current housing costs of social rent, private rent and mortgage affordability (including the ability to fund a deposit).

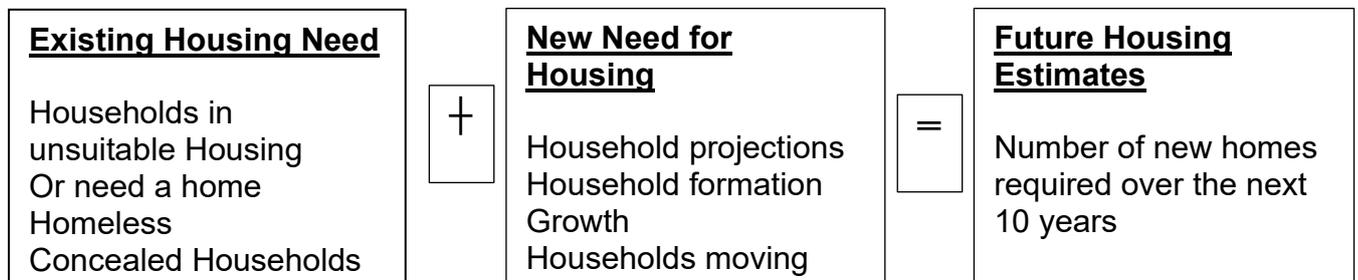
- The estimates are based on net housing need into the various tenures, based on affordability from income and the cost of buying or renting
- The estimates discount households who have another home to give up – transfer

### How does the HNDA Calculation work?

The Scottish Government provide an HNDA calculation tool prepopulated with data to estimate the number of new homes needed in the area

**The HNDA tool works by projecting the number of new households who will require housing across the Clackmannanshire area by considering existing households who need new homes PLUS new households who will need homes in the next 20 years**

Local authorities can adjust the tool using local evidence of housing need and housing pressures.



### Existing Housing Need

- This scenario looks at figures from the Council’s waiting list. The figures include homeless applicants and applicants with over crowding points.
- The estimate of housing need is the requirement for **additional** housing units and not housing need that can be addressed in-situ, such as housing adaptations or housing management, such as transferring to a larger or smaller home.
- Applicants on the waiting list who are transfer tenants (who have a home to give up) are discounted as an additional unit would not be required. The non transfer waiting list applicants are counted as this will capture an element of hidden households or newly forming households where there is no other home to give up.



- In November 2024, there were 2,660 people on the council list, with 1,455 requiring an additional home.

| All Applicants | Transfer Applicants | Waiting list Applicants | Waiting List Applicant in 'housing need' | Waiting List Applicants with zero points 'no housing need' |
|----------------|---------------------|-------------------------|------------------------------------------|------------------------------------------------------------|
| 2,660          | 539                 | 2,121                   | 1,455                                    | 666                                                        |

### New Need for Housing

NRS Household projections

|                      | 2018   | 2028   | 2043   | Change (%)<br>2018-2028 | Change (%)<br>2018-2043 |
|----------------------|--------|--------|--------|-------------------------|-------------------------|
| Low Migration        | 23,670 | 24,319 | 24,145 | 2.7%                    | 2.0%                    |
| Principal Projection | 23,670 | 24,384 | 24,408 | 3.0%                    | 3.1%                    |
| High Migration       | 23,670 | 24,448 | 24,698 | 3.3%                    | 4.3%                    |

**Existing Housing Need**

1,455

**Plus New Need for Housing**

173

**Equals Future Housing Estimates (10 Years)**

1,628

### Scenario 1 – Principle Household projections

| Tenure       | 2025-2029<br>Per annum | 2030-2034<br>Per annum | 2035-2039<br>Per annum | 2040-2044<br>Per annum | 20 year Total | 20 year Per annum |
|--------------|------------------------|------------------------|------------------------|------------------------|---------------|-------------------|
| Social Rent  | 228                    | -1                     | 1                      | 0                      | 1,140         | 57                |
| MMR Rent     | 24                     | -1                     | 1                      | 0                      | 120           | 6                 |
| Private Rent | 18                     | -1                     | 1                      | 0                      | 90            | 4                 |
| Buyers       | 36                     | -2                     | 1                      | 1                      | 180           | 9                 |
| <b>Total</b> | <b>306</b>             | <b>-6</b>              | <b>4</b>               | <b>1</b>               | <b>1,525*</b> | <b>76*</b>        |



## Scenario 2 – High Household projections

| Tenure       | 2025-2029<br>Per annum | 2030-2034<br>Per annum | 2035-2039<br>Per annum | 2040-2044<br>Per annum | 20 year<br>Total | 20 year<br>Per annum |
|--------------|------------------------|------------------------|------------------------|------------------------|------------------|----------------------|
| Social Rent  | 236                    | 2                      | 5                      | 3                      | 1,230            | 61                   |
| MMR Rent     | 25                     | 2                      | 5                      | 4                      | 180              | 9                    |
| Private Rent | 19                     | 2                      | 4                      | 4                      | 145              | 7                    |
| Buyers       | 37                     | 3                      | 8                      | 7                      | 275              | 14                   |
| <b>Total</b> | <b>317</b>             | <b>9</b>               | <b>21</b>              | <b>18</b>              | <b>1,830</b>     | <b>92*</b>           |

\*Differences due to rounding

### Summary: Chapter 5 – Specialist Housing Provision

This summary outlines the key findings, gaps, and future requirements related to specialist housing provision in Clackmannanshire, as presented in Chapter 5 of the HNDA.

#### Key Findings

- Significant increase in ageing population, with a projected 95% rise in the 85+ age group by 2043.
- 22.3% of the population reported long-term health conditions; 26% had limitations in daily activities.
- 457 applicants on the Common Housing Register had assessed medical needs; 71% required 1-bedroom properties.
- 973 specialist housing units in the social rented sector, including 58 wheelchair-accessible units.
- 271 adaptations were carried out to Council stock in 2023/24; 43 adaptations in the private sector.
- 50 private sector grant applications were pending assessment as of October 2024.
- 616 homeless presentations in 2023/24, with Clackmannanshire having the 3rd highest rate per head of population in Scotland.
- 141 households in temporary accommodation; 110 breaches of the Unsuitable Accommodation Order.
- 183 sheltered/very sheltered housing units with 146 applicants on the waiting list.



- From 2019 to 2023, a steady reduction of registered care home places, from 389 in 2019 to 376 in 2023 (3% overall)
- From 2018/19 to 2022/23, 4% increase in the number of people supported with care at home services and 44% increase in the total number of care at home hours provided, suggesting an increase in multiple and complex needs of clients
- 6,397 unpaid carers in 2022 (12.7% of the population); 31.9% of adults aged 50+ provide unpaid care.

## Identified Gaps

- Shortfall in accessible and adapted housing; demand exceeds turnover.
- Delays in private sector adaptations due to staffing/resource constraints.
- Lack of temporary accommodation to meet the needs of homeless households
- Lack of sufficient sheltered housing options across Clackmannanshire
  
- Limited provision of alternative supported housing models (e.g., core and cluster, extra care).
- Significant gaps in service provision to ensure that the system can cope with increasing demands and enable service users to live independently within the community
- Limited awareness and access to support services for unpaid carers.

## Future Requirements

- Estimated 526 applicants require accessible/adapted homes; 389 with unmet needs.
- 446 households still require in-situ adaptations.
- Estimated 173 wheelchair-user households with unmet needs by 2043.
- Over 141 temporary accommodation units needed to meet demand.
- Need for alternative housing models to support ageing population and complex needs.
- Continued support for displaced persons and Gypsy/Traveller communities.
- Enhanced outreach and support for unpaid carers and individuals with complex needs.

# Appendix 3: Clackmannanshire Housing Need and Demand Assessment (HNDA) Consultation Summary

## Overview

- Consultation period: 12 Sept – 26 Oct 2025
- Responses: 62
- Purpose: Gather views on housing needs, assumptions, and future planning priorities

## Key Findings

### 1. Demographics & Location

- Most respondents live in Alloa (26%), followed by Tillicoultry (18%) and Tullibody (18%)
- Majority of respondents were female (71%), aged 35–64 (64%), and identified as Scottish (76%)

### 2. Understanding of HNDA

- 89% read the draft summary
- 71% felt the purpose and methodology were clearly explained

### 3. Population Trends

- Strong agreement that ageing population will impact housing and care needs (82% agree/strongly agree)
- Mixed views on population decline but household increase (46% agree, 37% neutral)

### 4. Housing Market Assumptions

- 94% agree that larger deposits make it harder for first-time buyers
- 95% agree private renting is unaffordable for lower-income households

### 5. Future Housing Needs

- Current unmet need: 1,415 households; projected build: 163 homes/year (119 affordable)

- Opinions split: 43% agree, 35% disagree/strongly disagree

## 6. Specialist Housing & Care

- 86% agree there's a shortfall in adapted housing
- 69% agree higher estimates for wheelchair-user households are appropriate
- 81% agree ageing population will increase demand for health/social care
- 81% agree there's a lack of sheltered accommodation
- 87% agree gaps exist in care/support for independent living

## 7. Homelessness & Temporary Accommodation

- 87% agree demand for temporary accommodation is rising

## 8. Care Homes

- Mixed views on reducing care home places: 45% agree, 29% disagree

## 9. Underrepresented Groups

- 47% believe some groups are missing or underrepresented.

There is a high level of feedback where respondents felt groups were not represented.

12 respondents thought should be more focus on larger family homes. This is presented in the full HNDA and will be highlighted in the LHS.

12 respondents thought that young people were under-represented and more focus should be on first time buyers and more affordable homes for single people. This can be taken forward in the LHS.

Other groups mentioned were – older people downsizing, young adults with additional needs, single parents and those with neurodiversity.

## Overall Sentiment

- Strong support for assumptions on affordability challenges, ageing population, and need for adapted/specialist housing
- Mixed views on overall housing targets and care home provision



Councillor Jane McTaggart

Our Reference: 202500477209  
Your Reference: JMCT/JD

8 September 2025

Dear Jane,

Thank you for your letter dated 21 July, providing an update on the Council's progress in developing its Housing Need and Demand Assessment (HNDA).

As you are aware, the HNDA is a vital component of the evidence base that informs both the Local Housing Strategy and the Local Development Plan. I understand it has been several years since this work was last updated, and I very much welcome the Council's efforts to bring it forward. I also look forward to reviewing the Local Housing Strategy in due course, along with the associated policy measures and investment plans aimed at addressing local housing needs.

The HNDA Guidance and accompanying tool are available to support local authorities in this process. However, I would like to emphasise that authorities are encouraged to adjust the assumptions within the tool where appropriate, to reflect additional evidence, market conditions, and local circumstances.

I welcome the Council's willingness to engage with my officials during the development of this work and would strongly encourage continued collaboration. I understand that discussions are already underway, and my officials remain available to respond to any queries or concerns you may have.

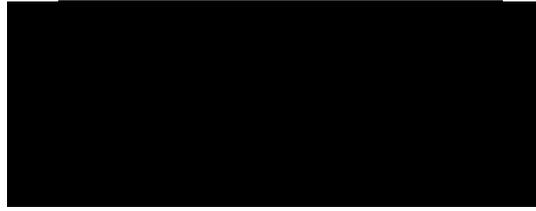
It was good to meet you last week at the inaugural meeting of the RAAC in Housing Leadership Group – your contributions were of great value. I look forward to continuing to work with you.

Scottish Ministers, special advisers and the Permanent Secretary are covered by the terms of the Lobbying (Scotland) Act 2016. See [www.lobbying.scot](http://www.lobbying.scot)

Tha Ministearanna h-Alba, an luchd-comhairleachaidh sònraichte agus Rùnaire Maireannach fo chumhachan Achd Coiteachaidh (Alba) 2016. Faicibh [www.lobbying.scot](http://www.lobbying.scot)



Yours sincerely,



**MÀIRI MCALLAN**

Scottish Ministers, special advisers and the Permanent Secretary are covered by the terms of the Lobbying (Scotland) Act 2016. See [www.lobbying.scot](http://www.lobbying.scot)

Tha Ministearanna h-Alba, an luchd-comhairleachaidh sònraichte agus Rùnaire Maireannach fo chumhachan Achd Coiteachaidh (Alba) 2016. Faicibh [www.lobbying.scot](http://www.lobbying.scot)

St Andrew's House, Regent Road, Edinburgh EH1  
3DG  
[www.gov.scot](http://www.gov.scot)



**INVESTORS IN PEOPLE™**  
We invest in people Silver



**THIS PAPER RELATES TO  
ITEM 13  
ON THE AGENDA**

## **Motion to Clackmannanshire Council Meeting**

### **19 March 2026**

#### **Future of Forth Valley College Alloa Campus**

Council notes the recent decision by the Board of Forth Valley College to retain the Alloa Campus for the 2026/27 academic year.

Council recognises that this decision follows sustained engagement between the College, the Scottish Funding Council and the Scottish Government, alongside a strong local campaign supported by students, staff, trade unions and the wider community.

Council further notes the welcome increase in college funding contained within the recent Scottish Budget, which has strengthened the financial context in which the Board reached its decision.

Council believes that further education provision in Alloa is vital for:

- widening access to education and skills
- supporting local employment and economic development
- providing opportunities for young people and adult learners across Clackmannanshire.

Council also recognises the clear expectation expressed at the time of regionalisation that a college campus would remain in Alloa and believes it is important that local people, students and staff have long-term certainty about the future of the campus.

Council therefore:

1. Welcomes the decision to retain the Alloa Campus for the 2026/27 academic year.
2. Pays tribute to the students, staff, trade unions and community members who have campaigned to protect further education provision in Alloa.
3. Agrees that ongoing uncertainty about the future of the campus is not in the interests of students, staff or the wider community.
4. Calls on the Board of Forth Valley College to work with partners to provide long-term assurances about the future of the Alloa Campus and to develop and strengthen its role within the regional college structure.

5. Instructs the Chief Executive to write to the College, the Scottish Funding Council and the Scottish Government to note the Council's interest in, and recognition of, the importance of securing the long-term future of the Alloa Campus.



Councillor Ellen Forson  
Ward 4, Clackmannanshire South

9 March 2026

**Councillor Ellen Forson**  
**Leader of the Council**

Ward 4 Clackmannanshire South (Multi Member Ward)  
Kilncraigs, Greenside Street, Alloa, FK10 1EB  
Email: membersservices@clacks.gov.uk



**Clackmannanshire**  
**Council**

www.clacks.gov.uk

Comhairle Siorrachd  
Chlach Mhanann

**THIS PAPER RELATES TO  
ITEM 14  
ON THE AGENDA**

## **Motion to Clackmannanshire Council Meeting**

### **19 March 2026**

#### **Civic Honours in Public Places**

Council notes that there is currently a commemorative slab on Parliament Walk which makes reference to the former Prince Andrew, Duke of York.

Council considers that civic honours displayed within our public spaces must command public confidence and reflect the values and integrity expected by our communities, and that it is therefore appropriate to review recognitions where serious concerns have arisen.

Council therefore agrees:

1. That the existing slab referencing the former Prince Andrew be removed from Parliament Walk;
2. That it be replaced with a fitting and permanent commemoration to George Reid, recognising his exceptional and long-standing service to Clackmannanshire and to Scotland — as Member of Parliament, Member of the Scottish Parliament, Presiding Officer of the Scottish Parliament, Lord Lieutenant of Clackmannanshire, and Freeman of the County; and
3. Subject to the approval by Council of paragraphs 1 and 2 above officers will bring back to Council a proposed design and wording for the replacement of the slab for approval.

Council acknowledges in particular his distinguished tenure as Presiding Officer, during which he helped shape and strengthen Scotland's devolved Parliament, and affirms that his contribution to public life and to Clackmannanshire merits lasting recognition within our civic landscape.



Councillor Ellen Forson  
Ward 4, Clackmannanshire South

9 March 2026

