
Report to: Council

Date of Meeting: 25 June 2026

**Subject: Clackmannanshire Council Homelessness
Accommodation Project**

Report by: Director of Place and Economy

1.0 Purpose

- 1.1. The purpose of this report is to seek approval from Council to progress the development of 10 temporary accommodation modular units and a support hub on a suitable site.

2.0 Recommendations

Council is asked to:

- 2.1. Note the model of homes being proposed and the advantages against traditional build outlined at 3.6.
- 2.2. Agree to the recruitment of a project manager to deliver the project as provided for in paragraph 3.8.
- 2.3. Note the identified need for additional homelessness accommodation provided for in paragraphs 3.11 to 3.14.
- 2.4. Agree to public consultation on the location of the site as provided for in paragraph 3.19.
- 2.5. Agree to the progression of the business case and to submit a request for Rapid Rehousing funding of approximately £50,000 to support the necessary preliminary work as provided for in paragraph 3.20.

3.0 Considerations

- 3.1. The Council has a legal duty under Housing legislation to provide temporary accommodation to those individuals and households that present as homeless until a decision is reached on their homelessness status.
- 3.2. The proposal set out in this Report is a spend to save model, based on capital investment by the Council which will mean an annual reduction in current costs

associated with temporary accommodation not owned by the Council, specifically Bed and Breakfast nightly costs.

- 3.3. The proposal is for the development of new temporary accommodation based on other models elsewhere in Scotland. Council officers and elected members recently visited a similar temporary accommodation village, and it was noted that this type of housing can create accommodation at a lower cost and smaller timeframe than traditional build.
- 3.4. The provision of such accommodation has shown to improve the outcomes for individuals and/or households experiencing homelessness, particularly those with complex needs or a history of repeat homelessness. In addition to above the increased availability of temporary accommodation is expected to reduce reliance on B&B type accommodation which can be expensive and not suitable to the needs of the individual and/or household.
- 3.5. Officers have now completed an initial business case to consider the estimated capital cost against the cost savings on the same number of B&B option and have provided steps required to take the proposal to the next stage of development. This is set out in Appendix 1.
- 3.6. The proposed accommodation to be replicated are self-contained one bedroom modular 'nest' houses that are constructed off site with sustainable timber, they can be placed on site quickly and then dismantled and reused elsewhere if required, making this a low carbon and flexible alternative to traditional construction.
- 3.7. The proposed accommodation will be developed in accordance with Housing legislation requirements.
- 3.8. If approved, the project will require a project manager to ensure delivery, legal compliance with construction industry requirements, site management and ensure the project is brought in on budget. There is no capacity and experience within the Council to lead on this project. It is therefore proposed that a project manager (on a fixed term contract) with experience in delivering such development is employed on a fixed term contract for the period of the project completion. The proposed budget for the employment of a project manager will come from earmarked reserves accrued from Homelessness Accommodation.
- 3.9. A preferred site has been identified and the initial proposal is for 11 units; 10 for temporary accommodation and one as a central 'hub' support unit to bring additional benefits by having a central point of support for individuals experiencing homelessness, bringing in additional support services where required from Alliance partners or established third sector partners and having access to a 'concierge' on the site.
- 3.10. The project will contribute much needed homeless accommodation in Clackmannanshire and will reduce the need to use temporary accommodation outside the boundary of Clackmannanshire. Demand exceeds supply, resulting in out-of-area placements and statutory breaches. The Council are currently under review by the Housing Regulator in relation to these breaches as a result of limited local available providers.

- 3.11. On average, each Council-owned temporary accommodation unit provides approximately 292 nights of accommodation annually. Where such provision is unavailable, the Council relies on bed and breakfast accommodation, at an average cost of £39,712 for the same number of nights. Taking account of operating costs and rental income, the provision of accommodation within Council-owned units generates a net financial benefit—through cost avoidance and income of approximately £43,000 per unit per annum.
- 3.12. In 2025/26 650 homeless applications were made, up from 647 in 2024/25 and 589 in 2023/24.
- 3.13. In 2025/26 135 placements were recorded where individuals were accommodated outside the Clackmannanshire Boundary, including Stirling, due to reliance on out of area temporary accommodation.
- 3.14. The Scottish Housing Regulator's Engagement Plan for both 2025/26 and 2026/27 highlighted homelessness as a key area of focus due to increasing pressures and identified risks within the service.
- 3.15. The Regulator has noted a heightened risk that demand for homelessness services may exceed the Council's capacity to respond, reflecting wider national concerns about potential systemic failure in some areas. As a result, there is targeted regulatory engagement with the Service on its assessment of homelessness applications and, in particular, the availability and suitability of temporary accommodation for those presenting as homeless. The engagement plan emphasises the need for continued improvement, robust monitoring and strengthened service responses to ensure that people experiencing homelessness receive appropriate support, are placed in suitable accommodation and can achieve sustainable housing outcomes.
- 3.16. Benefits**
- 3.17. A Capital investment of around £1,500,000 for 11 units at a cost of £82,000 per unit, totalling £902,000, plus infrastructure costs. These are indicative costs and final costs will be provided in the business case for approval by Council. It is proposed the project being funded through ear marked reserves associated with homeless income.
- 3.18. Projected savings £430,000 per annum (£43,000 per unit x 10 units), would ensure a return on investment in around 3.5 years.
- 3.19. The Council would look to undertake early public consultation, subject to Council approval. This will be undertaken over the summer and will inform Clackmannanshire constituents of the draft proposals and seek feedback on the proposed project.
- 3.20. To progress to the next stage and develop a more detailed business plan, subject to a successful bid to the Scottish Government's Rapid Rehousing Transition Fund, up to £50,000 which would be utilised to undertake initial investigations (including but not limited to site investigation, utility survey) which will allow for a fully costed plan for the project to be presented to Council.

- 3.21. Once the various investigations have been completed and a business plan prepared it proposed that a Report is brought back to Council for approval of the project.
- 3.22. If the project is agreed the aim would be to deliver a strong outcome focused and person-centred approach. Emphasis will be placed on achieving measurable best value and outcomes, including successful transitions into permanent accommodation, reduced reliance on temporary accommodation, and improved tenancy sustainment, supporting individuals to succeed in their tenancies over the longer term.

4.0 Sustainability Implications

- 4.1. The proposed material supplier sources the material and build within Scotland, making best use of local materials.

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 any financial implication will be addressed working with Finance colleagues utilising identified budgets. Yes

- 5.4. *Staffing - Additional staff resources are required to deliver the project provided for in paragraph 3.8.*

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: Outline business case

Appendix 2: Timeline to delivery

11.0 Background Papers

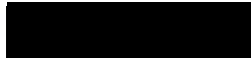
11.1 Have you used other documents to compile your report? (All documents must be kept available by the author for public inspection for four years from the date of meeting at which the report is considered)

Yes (please list the documents below) No

Author(s)

NAME	DESIGNATION	TEL NO / EXTENSION
Kate Fleming	Senior Housing Strategy Officer	01259 45 2361
Wilson Lees	Team Leader	01259 45 2357

Approved by

NAME	DESIGNATION	SIGNATURE
Kevin Wells	Director: Place & Economy	



Appendix 1

Proposal / Business Case – Temporary Accommodation

Project Proposal Title	Supported Temporary Accommodation Units
Version and Date:	1.3 12/5/2026
Author’s name and role:	Kate Fleming, Senior Housing Strategy Officer
Lead Portfolio or Service:	Housing
Theme¹:	Housing / Homelessness

SECTION 1 – NEED/DRIVER FOR CHANGE

What is the purpose of this proposal / bid? Give a brief description and consider the difference between current practice and what the change will bring. What will the effect of those changes?

The project will contribute much needed temporary accommodation in Clackmannanshire and will reduce / eradicate the need to use temporary accommodation outside the boundary of Clackmannanshire. Accommodating individuals outside Clackmannanshire is classed as a ‘breach’ in terms of homeless accommodation.

The bid is for funding approval for around £1,500,000 which will cover 11 units will give an over all saving of around £430,000 each year for owning own Council property amount versus paying for temporary accommodation and will bring a return on investment in 3.49 years.

What are the expected benefits²?

The project will bring new, innovative homeless accommodation and a unit to act as a support hub to give additional benefits having a central point of support for individuals experiencing homelessness, reduce / eradicate the need for costs associated with Bed and Breakfast and allow individuals to stay in their own locality with convenient access to transport and shopping facilities on a suitable site.

¹ Please choose from: Sustainable Growth, Empowering Individuals, Families and Communities, Health and Wellbeing or Compliance and Operational Resilience.

² Consider the return on investment, savings potential, invest to save, income potential and other economic / financial, social, technological advancement, legislative or statutory need, organisational development, environmental benefits etc.

What might prevent this proposal / bid from being delivered successfully (i.e. risks)?

Land constraints – Legal issues, ground conditions.
Lack of support from the public – consultation
Lack of support from Elected Members – proposal and report to Council for consideration
Procurement of required buildings
Planning constraints
Lack of person resources to drive the project forward

Please note what, if any, political or policy implications this proposal / bid may have.

The proposal would require full local political and public support to continue to next stage. Implementation would have positive policy implications in terms of homeless accommodation breaches and overall costs to the Council of unsuitable B & B accommodation. Money sitting in Homeless reserves and Rapid Rehousing budget would be utilised to the benefit of the Council and those who find themselves homeless.

What funding or investment opportunities can be realised? Will this replace existing funding for existing service delivery or is it new or additional funding for new or additional service delivery?

Initial capital investment from GF (homeless reserves) / Rapid Re-housing funds will release future funds from reduction in annual spend on B & B accommodation.

SECTION 2 – DELIVERABLES

High Level Project Plan / Milestones³

What? (Key actions)	Who? (Responsible person?)	By when? (Date)
Finalise a business case	Wilson Lees/Kate Fleming	May 2026
Approval of business case preferred recommendation	Council Paper	June 2026 Council
Site Investigation	Kate Fleming	August / September 2026
Public Consultation	Kate Fleming	August / September 2026
Fully costed proposal back to Council for approval	Kate Fleming / Wilson Lees	
Design completion	External	
Procurement completion	Wilson Lees/Kate Fleming/Derek Barr	
Implementation or Site Start Date		TBA
Implementation of Site Closure		TBA

³ Examples noted in table below. List is not exhaustive and should be tailored to the proposal accordingly.

Date		
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SECTION 3 – SCOPE

What will the proposal / bid deliver (in scope) and what will it not deliver (out of scope)?

In Scope	Out of Scope
10 temporary accommodation units	
1 support hub building (potential)	

What are the main objectives of the proposal / bid?
 Construction of 10 temporary accommodation units and 1 support hub building.

Who are the main stakeholders involved?

Key Stakeholder's Role	Name	How will they be affected / impacted by this proposal?
Service Accountant	Lindsay Sim	Authorise funding stream
Legal Business Partner	Lee Robertson / Rona Burns	Land searches / ownership of land
Transformation Business Partner		Support for model
Procurement Support	Derek Barr	Procurement route
HR Business Partner	N/A	
External	Professional Services	Site investigation to be commissioned Site construction project management
Support Services	Homeless / Housing Support / STRIVE	
Elected Members	All	Support for project
Public	All	Public Consultation

What are the key enablers / dependencies / interdependencies / impacts on other work / activities / projects affecting this proposal / bid?

Initial Business case to be presented to Council Meeting, supported by Legal and Finance. On outcome, public consultation for support for project.

Legal require some initial work on land to provide information for the business case and allow identified land suitable for project go ahead.

External reports on suitability of land for project. Utilities, ground conditions etc.

Procurement requirements for units and construction.

What boundaries have been agreed with other proposals, projects or initiatives to avoid duplication, omission of tasks or maximisation of expected benefits?

TBA – housing / homeless support services in particular

4. Financial Information

This section should be completed with assistance from Finance

5. Set Up/Implementation Costs

Capital Costs	
Site investigation	TBA
Cost per pod	£82,000 (circa) £902,000 in total
Installation of utilities	TBA
Site construction cost	TBA
Planning & Building warrant costs	TBA
Project Manager costs	TBA
Total	

Ongoing/Recurring Costs

Although entitled 'costs' this should also include any savings/efficiencies being delivered by the preferred option. The costs associated with the existing service should be included as a benchmark. Narrative should be provided to explain the figures in the table where appropriate (for example if the staffing budget is reduced by, say £100,000 – the narrative should explain exactly how this would be realised).

Note that this section should not include any of the set up costs included above. This should only be ongoing costs – and could include both Capital and Revenue.

Baseline (Existing)	Year 1 (2026/27)	Year 2 (2027/28)	Year 3 (2028/29)
Capital			
Unit Purchase	£902,000		
Site Investigation	TBA		
Planning Application			
Construction Cost		TBA	
Ground work Cost		TBA	
Total (Capital)	£902,000 - TBA	TBA	£0
Revenue			
Staffing			£100,000
Insurance			
Utilities			£10,000 (£1k per unit)
Maintenance			
IT costs			
Insurance			TBA
Total (Revenue)	£0	£0	£110,000
Overall Total			£110,000

Summary

This section should summarise the financial information included above. It should focus on the key points – any initial investment, payback periods and overall impact on annual spend.

The bid is for funding approval for £1,500,000 which will cover 10 units accommodation and a support unit will give an over all saving of £430,000* per year versus paying for temporary accommodation over the course of the financial year 2027/28 to 2028/29. Eradicate Reduce the need for costs associated with Bed and Breakfast. Return on investment within around 3.49 years.

**minus operating costs*

6. Deliverables

6.1 *What is going to be actually delivered by the preferred option? Is it a new system? Is it a new building? Are we co-locating? Are we saving money? What should be included here is what has traditionally been called ‘outputs’. These should be easy to measure and it should be obvious when they have been achieved. (Note that this section is not about benefits or outcomes – that comes in the next section. This is purely about the outputs of the project.*

6.2 *Remember that the project will need to demonstrate successful delivery of these deliverables. All deliverables should be listed.*

- 10 units for temporary accommodation
- 1 support unit

7. Benefits / Outcomes

7.1 *The first thing to ask is what is an outcome? This is sometimes described as the change that the project has caused. For example: “Vulnerable people will feel safe in their communities” or “Children have the best start in life”. Often these are hard to measure, or the impact of the project may take a number of years to have an impact in those areas.*

The project objectives are:

- Reduce use of B & B, specifically out of the area
- Improve health and wellbeing
- Homelessness outcomes improved

7.2 *All expected outcomes should be listed (bullet points will be fine). The more difficult part of this exercise will to identify how these outcomes will be measured. There is a raft of existing performance indicators (PIs) that could be used for this – both national (that form part of the Local Government Benchmarking Framework) or local (specific to Clacks). The PMO’s Benefits/Risk Manager will be able to work with you to identify appropriate outcomes and indicators for inclusion. Where appropriate, targets should be included for the identified indicators – to demonstrate the level of improvement expected. The Benefits/Risk Manager will be able to assist with target setting – taking into account other projects that form part of the Transformation Programme may also impact on the same outcomes/PIs.*

Outcome 1 – Reduction in temporary accommodation ‘breaches’ in Clackmannanshire

Outcome 2 – Reduction in cost of B & B accommodation

Outcome 3 – Increase income to Council by owning 10 units of temporary accommodation

Outcome	Indicator	Baseline 2025/26	Target Year 1 (2026/27)	Target Year 2 (2027/28)	Target Year 3 (2028/29)
Outcome 1	Reduce out of area breaches	135 (average 11.25 each month)			
Outcome 2	Annual Cost of B & B accommodation x 10	292 nights £136 @ 292 x 10 = £397,120			
Outcome 3		£3,288 surplus per bedspace annually = £32,880			

These figures added show overall annual saving of £430k per annum

8. Stakeholder Engagement

8.1 What consultation/engagement has been undertaken as part of the Business Case development? This should include discussions with staff, trade unions, clients, HR, Finance, IT, Procurement etc. It is suggested that this is presented in a 'you said, we did' kind of format (see table below).

Stakeholder(s)	Feedback	Impact on Business Case
Procurement Finance Legal Homelessness Service Elected Members SLG Public Consultation		

Part 2 – Implementation

8.2 It is essential that a Stakeholder Engagement Plan is produced for each project to ensure consistency but also any similarities across projects can be identified to maximise engagement whilst minimising duplication and resources.

8.3 The plan should be relatively simple, and a suggested format is shown below. A few lines are completed as an example, and for this the assumption the project is Housing related. Consideration should be given to all methods of communication – not just 'traditional' methods (i.e. social media, electronic, technological etc.)

Internal

Stakeholder	Communication Methods	Frequency	Start Date	End Date	Owner
Housing					

Planning					
Legal					
Finance					

External

Stakeholder	Communication Methods	Frequency	Start Date	End Date	Owner
Community residents					

8.4 Note: All individuals named as being the ‘owner’ of an action in the Stakeholder Engagement Plan should be involved in the discussions – and have agreed to their role prior to the Business Case being submitted.

9. Governance

9.1

At Project Level, the project is managed as indicated in the triangle below.



10. Risk

10.1 A number of risks have been identified that, if they were to happen, would impact on the Council’s ability to successfully deliver the project. The table below details all of these risks, and the Project Teams proposed response to each risk. The Risk Register will be reviewed regularly by the Project Team to ensure that it remains up to date and captures any new or emerging risks.

Risk Register

Ref	Risk	Current Risk	Approach	Mitigation	Owner
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		Likelihood	Impact	Total		Actions	
	Non engagement of community	1	3	4	Tolerate	Community Engagement in establishing project. Use of social media, to keep community up to date with timescales, building developments.	K Fleming
	Going over budget	2	5	10	Treat	Ensure tendering process meets budget requirements.	K Fleming
	Not securing Funding approval	1	4	4	Treat		
	Funding for revenue costs unsecured	3	5	15	Treat		W Lees

Notes:

All risks should be assessed using corporate 5x5 risk matrix/scoring system
 Approach should be Treat, Tolerate, Transfer, Terminate. Where approach is 'Treat' the actions required to reduce the impact and/or likelihood should be stated.

11. Equality and Fairer Scotland Impact Assessment

11.1 An Equality and Fairer Scotland Impact Assessment has been undertaken, and can be seen at Appendix A. The key issues emerging are: -

- ISSUE 1
- ISSUE 2
- ISSUE 3

(Note: If there are no Equality/Fairer Scotland issues this should be stated – although the assessments should always be included as an Appendix).

12. Project Plan

12.1 A detailed Project Plan is attached at Appendix B. This plan sets out how the preferred option will be delivered, with the key milestones included in the table below for information.

Action	Deadline (for	Owner
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	Completion)	
Project Team established	January 2026	Kate Fleming
Report to Council with business Case	June 2026	Kate Fleming
Timetable to be agreed once approved		Kate Fleming
Consultation	July 2026	Kate Fleming
Feasibility (site investigation report)	July 2026	
Procurement	October 2026	

12.2 The Project Manager will be required to produce regular monitoring reports for the Future Homes Board which will be used to inform Update Reports for Council.

SECTION 13 – STAFF RESOURCES REQUIRED

The estimated resources required to make this proposal / bid happen include:

Staff Resource (Role and Service)	Comments (i.e. Type, Frequency, Duration, Additional Capacity Requirements, Back-filling requirements etc.)
Project Management	Out with scope of current roles. Requirement to get additional resource on a temporary basis
Senior Housing Officer / Homelessness Manager / Housing Support Coordinator / Homelessness Senior Officer	Within scope of current roles – to form project team, complete procurement, ensure project managers are on track, internal governance requirements and communications.

What specialist skills or resource may be required and why?

- Site investigation work
- Utilities
- Ground and build work
- Project management of construction
- Legal
- Planning

SECTION 14 – GOVERNANCE PROPOSALS

What governance arrangements will this proposal / bid follow?

Report to Council for project approval

Project meetings

Update reports from project team to Future Homes Board

Update reports to Elected members

SECTION 15 – BUSINESS CASE PRODUCTION (TIMESCALES AND RESOURCES REQUIRED)

What? (key actions)	Who? (who is responsible?)	By when?
Business Case complete		May 2026
Initial Report to Council		June 2026
Consultation		July 2026
Procurement		October 2026

SECTION 16 – FINANCIAL BENEFIT

What is the gross cost / benefit for this proposal / bid? Detail as far as is possible at this early stage. Where there are estimates, please advise of these estimates and when further detail is expected.

(A) Revenue Savings by Service Reporting Category						
	Year 1 2026/27	Year 2 2027/28	Year 3 2028/29	Year 4 2029/30	Year 5 2030/31	Years 1-5 Total
Employee						
IT						
Premises						
Supplies and Services	£0	£0	£430,000	£430,000	£430,000	£1,290,000
Third Party Payments						
Transport						
Other – specify*						
Total⁴ Revenue Savings	£0	£0	£430,000	£430,000	£430,000	£1,290,000

*Please specify:

(B) Revenue Costs by Service Reporting Category						
	Year 1 2026/27	Year 2 2027/28	Year 3 2028/29	Year 4 2029/30	Year 5 2030/31	Years 1-5 Total
Employee						
IT						
Premises						
Supplies and Services	£397,120 (cost of 292 nights B & B x10)	£397,120 (cost of 292 nights B & B x10)	£ xx Revenue costs for 10 x own units	£0	£0	
Third Party Payments						
Transport						
Other – specify*						
Total Revenue Costs:	£397,120	£397,120	£?	£?	£?	£794,240

*Please specify:

⁴ i.e. budgetary saving as an operating cost reduction / ongoing benefit

(C) Capital Costs by Portfolio						
	Year 1 2026/27	Year 2 2027/28	Year 3 2028/29	Year 4 2029/30	Year 5 2030/31	Years 1-5 Total
Homeless RRTP Funding	£1,000,000	£500,000				£1,500,000
Assets						
Fleet						
Property						
IT						
Land						
Roads						
Other – specify*						
Total Capital Costs:	£1,000,000	£500,000				£1,500,000

*Please specify:

Total Costs (B+C)						
	Year 1 2026/27	Year 2 2027/28	Year 3 2028/29	Year 4 2029/30	Year 5 2030/31	Years 1-5 Total
Total Costs:	£1,397,000	£897,120				

Net Benefit (A-(B+C))						
	Year 1 2026/27	Year 2 2027/28	Year 3 2028/29	Year 4 2029/30	Year 5 2030/31	Years 1-5 Total
Net Benefit:	- £1,397,000	-£897,120	£430,000 minus revenue costs	£430,000 minus revenue costs	£430,000 minus revenue costs	- £1,004,120

Funding or Other Income						
	Year 1 2026/27	Year 2 2027/28	Year 3 2028/29	Year 4 2029/30	Year 5 2030/31	Years 1-5 Total
Council-funded:	£1,000,000 Homeless reserves	£500,000 Homeless reserves				
Grant income:						
Other income:	RRTP	RRTP				
Total						

Funding or Income:							
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END.

DRAFT

Appendix 2

Estimated Timeline of Project Work – Temporary Accommodation Project

Task	Reason	Timeframe	Status
Initial Business Case	Set out a clear case for the project	May 2026	Complete
Report to Council	Approval to move to pre-construction phase – initial site investigation and consultation	June 2026	Complete
Public Consultation	To consider suitable sites and gain public opinion	Summer 2026	
Site investigation	To look at ground conditions of preferred site and other alternatives	Summer 2026	
Feasibility / Options Appraisal	Setting out results of consultation and site investigations	Autumn 2026	
Report back to Council to agree final option	To consider the overall feasibility of the project	Autumn 2026	
Procurement for units	Dependant on approval	Quarter 3 2026/27	
Procurement for construction	Dependant on approval	Quarter 3 2026/27	
Planning	Dependant on approval	Quarter 3 2026/27	
Site Manager recruited	Dependant on approval	Quarter 3 2026/27	
Modular Works and Groundworks	Dependant on approval	Quarter 4 2026/27	
Model of support Agreed	Support services in place on a drop in basis	By Quarter 3 2027/28	
Recruit Concierge Service	Support service in place	By Quarter 3 2027/28	
Units Installation	Dependant on approval	Quarter 3 2027/28	



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

Title:

Temporary Accommodation Project

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

Summary of actions taken because of this assessment:

Will ensure groups affected are included specifically in consultation

Ongoing actions beyond implementation of the proposal include:

Continue to monitor the impact on the outcome of homeless applicants being supported by this project

Lead person(s) for this assessment:

Kate Fleming

Senior officer approval of assessment:

DATE: 27/5/26

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 project will provide additional homeless accommodation in Clackmannanshire

2. Why is the proposal required?

Reduce the costs associated with B & B accommodation and provide alternative, higher quality temporary accommodation.

3. Who is affected by the proposal?

People affected by homelessness, who are in need of temporary accommodation, particularly single people.

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

As a Council, there is a statutory duty to assist those finding themselves homeless and to offer temporary accommodation if you have no where to stay.

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

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.

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).
Age	Scottish Government statistics	Around 44 % of all homeless applicants are between 16 and 25, evidencing that younger people are more vulnerable to being homeless and in need of temporary accommodation.
Disability	Scottish Government Homelessness Statistics	<p>Around half of all applicants in Scotland applying as homeless have one or more physical or mental support needs.</p> <p>As such, it is likely that any projects associated with the provision of further temporary accommodation units are likely to impact individuals who have disabilities. The proposal should take into account the needs of this protected group</p>
Race		
Sex	Scottish Government Homelessness Statistics	The majority of homeless applicants are single person male who are the most likely group to present as homeless.
Gender Reassignment		<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%, representing approximately 151 individuals.</p> <p>While the small population size suggests that the proposal is unlikely to have a direct or disproportionate impact on this group, the absence of detailed local data does not imply that transgender individuals do not face housing-related pressures, including homelessness.</p> <p>As such, while no specific impacts have been identified at this stage, it remains important that the proposal is inclusive in its approach and that temporary accommodation developments are designed to support dignity, safety, and equality for all individuals, regardless of gender identity.</p>
Sexual orientation		<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 local or national data on the proportion of LGB+ individuals experiencing housing insecurity. While the absence of data does not imply that LGB+ individuals do not face housing-related challenges, the relatively small size of this population group in Clackmannanshire suggests that the proposal is unlikely to</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).
		have a direct or disproportionate impact on them.
Religion or Belief		N/A
Pregnancy or maternity		It is a statutory requirement not to place pregnant women in B & B accommodation.
Marriage or civil partnership (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 matter
Socio economic disadvantage (if required)		<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>According to the 2022 Census, Clackmannanshire had 24,072 households, with 63% owner-occupied, 8.9% privately rented, and 27% socially rented. The Scottish Household Survey (2019) shows that 47% of socially rented households are located in the most deprived areas, compared to 17% of privately rented and 12% of owner-occupied households.</p> <p>Fuel poverty is also a significant issue. In 2022, 31% of all Scottish households were estimated to be in fuel poverty, with 18.5% in extreme fuel poverty. Social sector households were disproportionately affected, with 48% in fuel poverty and 26% in extreme fuel poverty, compared to 26% and 16% respectively in the private sector.</p> <p>Employment data shows that only 48.2% of Clackmannanshire households are “working households,” below the Scottish average of 57.6%. Meanwhile, 27.5% are “workless households,” significantly higher than the national average of 17.8%. Notably, 31% of workless households in Clackmannanshire have children, compared to just 10.2%</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).
		<p>nationally.</p> <p>This evidence highlights widespread socio-economic disadvantage across Clackmannanshire, particularly among households in the social rented sector and those with children. The SHIP's focus on increasing the supply of affordable housing and improving housing quality will have a direct and positive impact on these groups, helping to reduce inequalities of outcome caused by poverty and deprivation.</p>

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

Young people under the age of 26, particularly single people of this age group.

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

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			The provision of 11 additional temporary accommodation units would ensure that more homeless households, which are predominantly young single male households, have access to quality temporary households while awaiting assessment and homeless decision
potential for developing good relations	X			
potential to advance equality of opportunity	X			The provision of 11 additional temporary accommodation units would ensure that more homeless households, which are predominantly young single male households, have access to quality temporary households while awaiting assessment and homeless decision

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		Consider having an accessible unit for use for those with physical disabilities
potential for developing good relations	x			
potential to advance equality of opportunity	x			

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			
potential for developing good relations	x			

potential to advance equality of opportunity	x			
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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			
potential for developing good relations	x			
potential to advance equality of opportunity	x			

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 demographic profile of Clackmannanshire, it is unlikely that the proposal will have a direct or indirect impact on this protected characteristic.
potential for developing good relations			x	Given the demographic profile of Clackmannanshire, it is unlikely that the proposal will have a direct or indirect impact on this protected characteristic.
potential to advance equality of opportunity			x	Given the demographic profile of Clackmannanshire, it is unlikely that the proposal will have a direct or indirect impact on this protected characteristic.

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 demographic profile of Clackmannanshire, it is unlikely that the proposal will have a direct or indirect impact on this protected characteristic.
potential for developing good relations			x	Given the demographic profile of Clackmannanshire, it is unlikely that the proposal will have a direct or indirect impact on this protected characteristic.
potential to advance equality of opportunity			x	Given the demographic profile of Clackmannanshire, it is unlikely that the proposal will have a direct or indirect impact on this protected characteristic.

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 the demographic profile of Clackmannanshire, it is unlikely that the proposal will have a direct or indirect impact on this protected characteristic.
potential for developing good relations			x	Given the demographic profile of Clackmannanshire, it is unlikely that the proposal will have a direct or indirect impact on this protected characteristic.
potential to advance equality of opportunity			x	Given the demographic profile of Clackmannanshire, it is unlikely that the proposal will have a direct or indirect impact on this protected characteristic.

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			
potential for developing good relations	x			
potential to advance equality of opportunity	x			

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 (only the first aim of the Duty is relevant to this protected characteristic and only in relation to work matters)			x	Not applicable, not an employment matter

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			This will provide temporary accommodation in the local area, negating the requirement to be housed temporarily outside the area which can have issues accessing work education and family.

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?

Further consultation is built into the timeframe so will ensure that the relevant groups are included in any further information gathering

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)	Implications for the proposal
x	<p>No major change 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>Adjust the proposal and/or implement mitigations 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>Continue the proposal with adverse impact 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>Stop the proposal 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: Kate Fleming

Date: 27 May 2026

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.