

# Specialist Provision Evidence Paper for the Development of the Local Housing Strategy 2021-26

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## 1. Executive Summary

This evidence paper explores the national and local evidence in relation to specialist provision. Specialist provision is accommodation and services that may be appropriate when mainstream housing does not meet an individual's needs.

The Local Housing Strategy (LHS) should articulate the local authority's understanding of local need for specialist provision of all types and its agreed approach to planning strategically for this need to ensure support for independent living, wherever possible, across all tenures.

This paper finds the following key issues in relation to specialist housing provision in North Lanarkshire:

### **Long term conditions, Disability and Accessible Housing**

- Disabled people are over-represented in the social rented sector this would suggest that pressure may be greater for accessible housing and/or adaptations within the social rented sector than other sectors.
- Evidence suggests that there are marked differences in health across different tenures with health amongst the social rented sector worst, and significantly poorer than the owner occupation sector.
- The prevalence of limiting long term conditions is greater in North Lanarkshire than the rest of Scotland.
- The presence of one or more long term conditions (co-morbidity) is a current and ongoing concern with more people living longer with complex health needs supported at home through a shift in policy towards more community based supports as opposed to institutional type provision.
- The significant increase in specific long term conditions, such as diabetes, which increases the potential future number of amputations will impact on demand for 'wheelchair liveable' housing.
- It is estimated that there continues to be a significant shortfall of wheelchair accessible housing across Scotland, with unmet wheelchair user housing need estimated to rise to 31,007 households across Scotland by 2024, a projected increase of 80%.
- 32% of all housing stock in North Lanarkshire has been adapted, most of this is in the social rented sector, in which 47% of council stock is adapted and mostly within homes occupied by an older household (48%).
- It is estimated that 7% of homes in North Lanarkshire require an adaptation.
- It is estimated that 11% of households in North Lanarkshire are restricted by the dwelling attributes. Of this 18% are restricted within the social rented housing sector and 15% are amongst older households.
- Although a significant proportion of social rented stock is estimated to be adapted, the type of adaptations vary greatly with the most common adaptation provision being handrails.
- The correlation between age, health, disability and deprivation is evident.
- The all tenure wheelchair target guidance will have significant implications for how local authority planning and housing sections work collaboratively to set planning policy guidance for wheelchair provision in the private sector.

- Analysis of local evidence highlights that there are recording issues in how properties are designated in housing I.T. systems locally and that comparison is difficult across other local authority areas due to varying terminology.
- Participation in the 'Match Me' research project highlighted a number of recommendations for North Lanarkshire to consider to improve the allocation and application process for disabled applicants. The recommendations focus on more accurate designation and descriptor of adaptations, improved allocation to ensure most appropriate use of adapted stock and improved information and contact with disabled applicants throughout the housing journey.

### **Persons Subject to Protocols and Gender Based Violence**

- The number of applicants on the Council's CHR subject to protocol represent overall a low proportion of the overall waiting list, with domestic abuse protocol points being the most commonly used protocol to award priority for rehousing.
- Further review is required of the supported living protocol to ensure it is reflective of the current landscape, and provides a mechanism to help meet the housing needs of people who would historically been accommodated in institutions but who now reside in the community.
- This review should consider how the use of protocols can prevent housing crisis from arising by adopting a proactive early intervention approach.
- With hospital discharge becoming an increasing national and local priority there is a need to further consider how housing can further assist in enabling swifter discharge from hospital, reduce delayed discharge and prevent avoidable admission.
- Domestic abuse incidents have increased over the past three year period in North Lanarkshire. Housing has a key role to play in reducing gender based violence and the harm arising from gender based violence. Housing's role in this agenda should be articulated and developed through the work of the Violence Against Women and Girls Working Group and the development of North Lanarkshire's VAWG strategy and action plan.

### **Ethnic Minorities, Asylum Seekers and Refugees**

- North Lanarkshire has a less ethnically diverse population in comparison to Scotland as a whole.
- There is a clear data gap in terms of ethnicity information in respect of the CHR in North Lanarkshire. As such it is necessary that consideration is given to how we can improve the completion rate of ethnicity information at all stages to better understand our client profile and in doing so help ensure equality of opportunities and develop culturally sensitive services that meet a broad range of needs.
- North Lanarkshire has a successful track record of successfully integrating refugees and asylum seekers. The continued voluntary participation of North Lanarkshire in the resettlement of refugees and asylum seekers is recommended however the recent widening of the asylum seeker dispersal programme to include other local authority areas may present future challenges. These relate to adequate funding and support to help ensure the best possible outcomes for refugees and asylum seekers.
- Further collaborative work across housing, health and social care in relation to people with 'No Recourse to Public Funds' is required, particularly in relation to women affected by domestic violence, who may not approach services for support due to fear of being deported.

## Learning Disability

- Given that the majority of people with learning disabilities live in mainstream ordinary housing, it is necessary for housing organisations to consider the role they can play in helping people with learning disabilities live well, independently.
- Particular consideration needs to be given to how housing can work collaboratively with health and social care partners to future plan and in particular prevent future housing crisis for people with learning disabilities living with ageing parents.
- As life expectancy increases and standards of healthcare improve the number of younger adults with learning disabilities is anticipated to increase.
- Consideration needs to be given to how we can provide priority for rehousing for people with learning disabilities who have complex needs who reside in the community given the closure of the long stay institutions in NL and shift towards community based support and care.

## LGBTQI

- National research tells us that LGBTQI people face particular housing barriers and challenges and that training and awareness raising amongst housing staff may provide a mechanism for overcoming these challenges.
- As there is limited information available at a local authority area in relation to the experiences of LGBTQI people it may be beneficial to carry out further research to help further identify ways in which equality of opportunities can be improved and disadvantage reduced.

## 2. Introduction

Enabling people to live independently in their own home for as long as possible is a key priority for health, social care and housing. National Health and Wellbeing Outcome 2 makes specific reference to this:

*‘People, including those with disabilities or long term conditions, or who are frail, are able to live as far as reasonably practicable, independently and at home or in a homely setting in their community’.*

Housing makes a vital contribution to achieving this outcome, through the provision of high quality, accessible, safe and affordable homes across tenures and the provision of a range of housing support services and other related services which help promote independence, freedom, choice, dignity and control.

This paper is one of a suite of thematic evidence papers that the Council has produced to inform the development of the new Local Housing Strategy for the period 2021-26. It has been updated where feasible as the consultation on the Local Housing Strategy progressed to include more recent data in line with key issues identified through the consultation and engagement. It articulates the need for specialist provision in North Lanarkshire to help set out what the strategic approach should be for planning to meet housing and housing related support needs. It considers the specialist provision requirements for those of all ages, in all types of households, across tenures, including:

- Disabled people.
- People with learning disabilities.
- People with autism.
- People with mental health issues.
- People with complex needs.

- People leaving supported accommodation (persons with convictions, people with high support needs either in long term care or hospital or out of area placement, those discharged from hospital or another institution).
- Women and children affected by gender based violence.
- Ethnic minorities.
- Lesbian, gay, bisexual, transgender, intersex and questioning people.

Other specific needs, such as the needs of young people; care experienced young people; older people; Gypsy Travellers; Travelling Show people; people at risk of or currently experiencing homelessness are covered in greater detail in separate evidence papers.

### 3. Legislative and Policy Context

The Local Housing Strategy Guidance (2019) sets out specific requirements for local housing strategies in relation to specialist provision. The guidance requires local housing strategies to:

- Demonstrate a good understanding of the barriers people face in being able to live independently.
- Demonstrate evidence for specialist provision requirements.
- Describe the mechanism the local authority has in place to allow it to plan effectively for, and react to, changes of circumstance and points of transition, such as children moving into adulthood; those whose parents are no longer able to provide care for them at home; those in hospital or residential schools.
- Describe the strategies in place to provide sufficient and appropriate housing information and advice that supports people to access suitable accommodation and helps them live successfully in that accommodation.
- Set out the local authority approach for allocation of social rented stock that has been adapted.
- Evidence that engagement has taken place with ethnic minority communities to understand and consider any needs that are additional to those covered by mainstream housing.
- Explain how housing and community justice partnerships collaborate to ensure those leaving prison get the right housing support.
- Set out current specialist provision, level of need for that provision, current gap and future need and how this will be addressed.

There are a number of national strategies that are of relevance to assessing the need for specialist provision. These include:

***Good Mental Health for All*** – reinforcing the importance of good mental health and the role that housing plays in achieving this.

***The Keys to Life Strategy*** – a human rights based approach reinforcing the aspirations for people with learning disabilities to have the same opportunities as everyone else.

***The Scottish Strategy for Autism*** – highlighting the crucial role housing plays in delivering positive outcomes for people with autism and their families.

***A Fairer Scotland for Disabled People Delivery Plan*** – aiming to improve accessible housing provision for disabled people across Scotland, this plan has influenced guidance issued by Scottish Government in 2019 on an all tenure wheelchair target.

**Technology in Housing Charter** – progressing technological solutions within the home to help people stay safe and well in the own home, whilst promoting greater independence, choice and control.

**The Strategic Commissioning Plan for North Lanarkshire** – setting out the commissioning intentions of health and social care in North Lanarkshire.

**The Housing Contribution Statement** – setting out shared priorities and vision for better health and wellbeing for people in North Lanarkshire.

**The Mental Health Strategy for North Lanarkshire** – setting out the priorities for good mental health for all in North Lanarkshire.

**North Lanarkshire's Equality Strategy** – setting out the broad range of actions and commitments to mainstream equality, ensuring fair access to services and promoting diversity.

**The Plan for North Lanarkshire** – setting out the collective aspirations and ambitions for the Council and its partners to achieve better health and wellbeing and improve prosperity, reduce inequality and improve outcomes for all.

**The National Telehealth and Telecare Delivery Plan** – with objectives to improve the range of technological supports available enabling partnerships to manage increased demand whilst achieving better outcomes for people.

**The Same as You? A National Strategy for Learning Disabilities** – a key driver in the shifting the balance of care from institutional type provision to community based supports.

**Self-Directed Support: A National Strategy for Scotland** – providing greater choice and control over support arrangements.

**NHS Quality Strategy** – improving standards in health care in Scotland.

**North Lanarkshire's Carers Strategy** – setting out the vision and objectives for supporting carers in North Lanarkshire recognising the key role they play in our communities and specifically in relation to health and social care.

**The Public Bodies (Joint Working) Act 2014** – which led to the integration of health and social care aiming to improve the quality and consistency of outcomes for people. For housing, the mandatory function of provision of resources to provide adaptations are transferred to the authority. There is scope for other housing functions, specifically housing support services to be also delegated. At this time only the mandatory housing functions are delegated to the Integrated Joint Board in North Lanarkshire.

Good quality, accessible and affordable housing and related supports provide the fundamental building blocks in which all other aspects of life can be achieved. High quality housing and support services not only promote good physical and mental health they also have a key influence on attainment and life opportunities in general. The policy approach in North Lanarkshire is focussed on supporting and enabling independent living in the community wherever possible, and the key contribution that housing makes to achieving this is recognised and articulated particularly in the Housing Contribution Statement.

The Plan for North Lanarkshire sets out the ambition for the council and its partners, which is to reduce inequalities, create a fairer distribution of wealth and improve opportunities, so that everyone in North Lanarkshire can thrive and prosper. The Plan sets out key priorities and

ambition statements to help ensure we deliver on our collective ambition. Housing plays a pivotal role in achieving the key priority to ‘Improve the health and wellbeing of our communities’. In addition to the key contributions outlined above housing helps create and maintain sustainable communities, providing good physical, social and digital infrastructure. This is of particular importance to the people and communities of North Lanarkshire, highlighted in consultation feedback and influenced by the impact of the Covid-19 pandemic. Housing will play a valuable role in our recovery from the pandemic through the stimulating and boosting our local economy, increasing opportunities for local people and reducing inequality through enhanced housing options that meet the broad range of needs.

## 4. Limiting Long Term Health Conditions and Disability

According to the 2011 Census<sup>1</sup> data 21.4% of North Lanarkshire’s population experience a limiting long term illness in comparison to 19.7% of Scotland’s population overall.

Of the population in North Lanarkshire who experience a limiting long term illness 11.6% report that they are ‘limited a lot’ in terms of their daily activities and life. This is in comparison to 9.6% of Scotland’s overall population.

**Table 1: Population and Limiting Long Term Illness**

Area	Total Population	% Limited a lot	% Limited a little	% Not limited
North Lanarkshire	337,727	11.6	9.8	78.6
Scotland	5,295,403	9.6	10.1	80.4

Source: Census 2011

When limiting long term illness is considered by economically active group (i.e. age 16 to 74 years) the difference between North Lanarkshire and Scotland is more marked, with 21.5% of North Lanarkshire’s 16-74 population either long term sick or disabled in comparison to 16.6% of Scotland’s whole population. This may suggest that there are other factors which influence limiting long term illness in North Lanarkshire which are not age related.

When long term health conditions are explored by condition the majority of people categorise their health condition in the ‘other’ category (19.1%) followed by physical disability (7.7%) and deafness or partial hearing loss (6.3%). The least common reported long term health condition was learning disability, Down’s Syndrome (0.5%) or developmental disorder, Autistic Spectrum disorder or Asperger’s syndrome (0.5%). Table 2 provides a comparison of long term health conditions in North Lanarkshire in comparison to Scotland.

**Table 2: Long Term Health Condition Comparison of North Lanarkshire and Scotland**

Long Term Health Condition	North Lanarkshire	Scotland
Overall Population	337,727	5, 295, 403
% with no condition	70.1%	70.1%
% with one or more long term conditions	29.9%	29.9%
% with deafness or partial hearing loss	6.3	6.3
% with blindness or partial sight loss	2.3	2.4
% with learning disability (e.g. Down’s Syndrome)	0.5	0.5

<sup>1</sup> Census 2011



% with learning difficulty (e.g. Dyslexia)	1.4	2.0
% with developmental disorder (e.g. Asperger's Syndrome)	0.5	0.6
% with physical disability	7.7	6.7
% with mental health condition	4.6	4.4
% with other condition	19.1	18.7

Source: Census 2011

In terms of general health the majority of people in North Lanarkshire report as being in very good or good health, 79.2%, in comparison to 82.2% of Scotland's whole population. The proportion of people in North Lanarkshire who consider themselves to be in bad or very bad health is 7.3% which is slightly higher than Scotland's whole population where 5.6% consider themselves to be within this category.

**Table 3: General Health, North Lanarkshire and Scotland**

Health	North Lanarkshire	Scotland
Overall Population	337,727	5,295,403
% Very Good	50.7	52.5
% Good	28.5	29.7
% Fair	13.6	12.2
% Bad	5.5	4.3
% Very Bad	1.8	1.3

Source: Census 2011

When more recent data is explored from the Scottish Household Survey (2018) 26% of North Lanarkshire residents report that they have a long term physical or mental health condition, this compares to 23% for Scotland. A slight increase has been observed over the period 2014 -2018 for both North Lanarkshire and Scotland (4% and 4.5% respectively).

**Table 4: Long-term Physical and Mental Health Condition in North Lanarkshire and Scotland**

Area	2014	2015	2016	2017	2018	% Change
North Lanarkshire	25	26	25	23	26	4.0%
Scotland	22	23	22	22	23	4.5%

Source: The Scottish Household Survey 2018 (table 2.3)

When limiting activity is considered 46% of households in North Lanarkshire who have someone with a long term condition report that they're activities are limited. This compares to 40% across Scotland.

When this is explored by tenure, the social rented sector tenants have significantly higher levels of limited activities due to long term health conditions, with 63% of all social rented tenants with a long term condition reporting that their activities are limited in comparison to 39% of owner occupiers. A similar trend is mirrored across Scotland.

**Table 5: Limiting activities by Tenure (households which have someone with a long term physical/mental health condition)**

	Owner occupier	Social sector	Private rent	Other	All
North Lanarkshire					
No	61	37	*	*	54

Yes	39	63	*	*	46
All	100	100	100	100	100
Base	310	170	40	0	520
<b>Scotland</b>					
No	64	41	73	57	60
Yes	36	59	27	43	40
All	100	100	100	100	100
Base	6,730	2,430	1,250	120	10,530

Source: The Scottish Household Survey 2018 (table 3.9a)

## Adaptations

The Scottish Household Survey reports that the majority of households in North Lanarkshire do not require an adaptation or that none have been provided (71%). This compares to 78% across Scotland. The most common adaptation are handrails accounting for 15% in North Lanarkshire and 10% across Scotland.

**Table 6: Housing adaptations and support (adaptations already in place)**

<b>North Lanarkshire 2018</b>	
Ramps	0
Door widening	-
Relocated light switches and power points	0
Individual alarm system	1
Stair lift	2
Through floor lift	-
Handrails	15
Specially designed/adapted kitchen	0
Specially designed/adapted bathroom/shower	8
Specially designed/adapted toilet	3
Door entry phone	7
Extension to meet disabled persons needs	-
Special furniture	0
Other	2
None needed/provided	71
Don't know	1
Base	210
<b>Scotland 2018</b>	
Ramps	2
Door widening	2
Relocated light switches and power points	2
Individual alarm system	2
Stair lift	1
Through floor lift	0
Handrails	10
Specially designed/adapted kitchen	1
Specially designed/adapted bathroom/shower	6
Specially designed/adapted toilet	3
Door entry phone	4
Extension to meet disabled persons needs	0
Special furniture	1
Other	0
None needed/provided	78
Don't know	3
Base	4,920

Source: The Scottish Household Survey 2018 (table 3.10a)

It is estimated that 33% of dwellings in North Lanarkshire are adapted<sup>2</sup>. This compares to 21% of dwellings across Scotland. Of this 47% of dwellings in the social rented sector are estimated to be adapted and 25% are in the owner occupier sector. When household type is considered, 48% of older households have an adaptation in comparison to 18% of families.

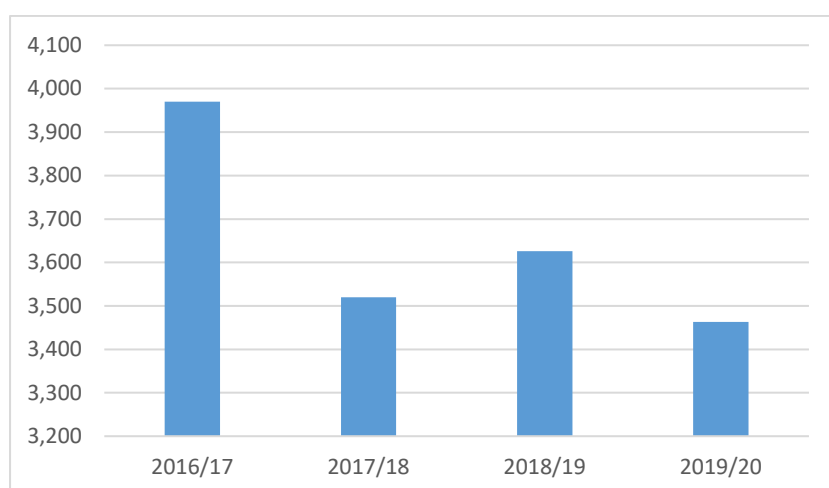
**Table 7: Dwellings with Adaptations in North Lanarkshire and Scotland**

	Total % adapted	Owner-occupied	Social housing	Private rented	Older	Families	Other
North Lanarkshire	33%	25%	47%	*	48%	18%	34%
Scotland	21%	17%	33%	30%	30%	12%	19%

Source: The Scottish House Condition Survey 2019

When data from North Lanarkshire's Integrated Equipment and Adaptation Service (IEAS) is considered the number of adaptations has decreased over the past 4 year period by 12.8%. It should be noted that the data from the IEAS may not provide a fully accurate reflection of all adaptations carried out due to tenure issues<sup>3</sup>.

**Figure 1: Number of Adaptations in North Lanarkshire (2016-20)**



Source: Local Housing Strategy Annual Reviews (2017; 2018; 2019; 2020)

The Scottish House Condition survey estimates that 7% of dwellings require an adaptation in North Lanarkshire. This compares to 3% for Scotland.

**Table 8: Percentage of Dwellings requiring adaptations**

	Total % requiring adaptations	Owner-occupied	Social housing	Private rented	Older	Families	Other
North Lanarkshire	7%	4%	10%	*	12%	3	6%
Scotland	3%	2%	7%	2%	5%	1%	3%

Source: The Scottish House Condition Survey 2019

<sup>22</sup> The Scottish House Condition Survey 2017

<sup>3</sup> The outcome of adaptations carried out by RSLs are not always reported back to IEAS so these figures assume that all adaptations that have been assessed as appropriate priority for adaptation are carried out.

It is estimated that 11% of households which have a member with a long term condition in North Lanarkshire are restricted because of the dwelling attributes. This compares to 7% across Scotland. This increases to 18% for social rented tenants when tenure is considered and to 15% for older households when household type is considered.

**Table 9: Percentage of Dwellings containing a LTC individual who is restricted by the dwelling in North Lanarkshire and Scotland**

	Total % restricted	Owner-occupied	Social housing	Private rented	Older	Families	Other
North Lanarkshire	11%	7%	18%	*	15%	8%	10%
Scotland	7%	4%	14%	3%	10%	4%	6%

Source: The Scottish House Condition Survey 2019

### Care and Support

When support services are explored the majority of households in North Lanarkshire receive no support services (92%), 4% receive assistance from relative/family/neighbour, 1% receive assistance from home care workers with housework, cooking and cleaning, 1% receive support from home care workers with personal care, 1% receive support from day centre and 1% from occupational therapy/physiotherapy<sup>4</sup>.

The Scottish House Condition Survey (2019) estimates that there an even higher level of care provision in North Lanarkshire estimating the 8% of all households receive care, compared to 7% nationally. Furthermore, when tenure is considered the social rented sector is estimated to contain more households who receive care in comparison to other tenures, with 13% of social rented households receiving care in comparison to 5% of owner-occupied households.

**Table10: Percentage of households where one or more of the members are receiving care services**

	Total %	Owner-occupied	Social housing	Private rented	Older	Families	Other
North Lanarkshire	8%	5%	13%	*	12%	6%	7%
Scotland	7%	5%	14%	4%	12%	3%	5%

Source: The Scottish House Condition Survey 2019

### Health and Housing Need

There were 3009 people on the Common Housing Register as at 31 March 2019 that had health points. This equates to 24.9% of all applicants. Coatbridge had the greatest proportion of applicants with health needs, accounting for 18.4% of all applicants with health needs. Shotts had the lowest proportion, with 2.2% of all applicants with health needs. The majority of applicants with health needs were awarded points for moderate health/housing needs (40 points) 60.3%, followed by low health/housing needs, 33.7% then critical health/housing needs, 6.9%.

**Table 11: CHR applicants with health points by LHMA**

LHMA	Number of health points awarded			
	10 points	40 points	90 points	total
Airdrie	102	296	29	427
Bellshill	124	137	16	277
Coatbridge	146	384	25	555

<sup>4</sup> The Scottish Household Survey 2018 table 3.10b

Cumbernauld	134	321	26	481
Kilsyth	45	82	17	144
Moodiesburn	59	121	18	198
Motherwell	213	164	22	399
Shotts	19	40	6	65
Viewpark	48	84	5	137
Wishaw	123	184	19	326
Total	1013	1813	183	3009
Total no. of applicants on the CHR				12061

Source: NLC CHR Data download 31 March 2019

There are 508 applicants on the CHR who have received points for 'Moving to Give or Receive Support', 4.2%. The majority of these applicants were from the Motherwell LHMA, 27.0%. Shotts had the lowest number, 12 applicants accounting for 2.4%.

**Table 12: CHR applicants waiting on moving to give or receive support**

LHMA	Number of CHR applicants with points for moving to give or receive support
Airdrie	37
Bellshill	50
Coatbridge	51
Cumbernauld	72
Kilsyth	20
Moodiesburn	41
Motherwell	137
Shotts	12
Viewpark	21
Wishaw	67
Total	508

Source: NLC CHR Data download 31 March 2019

### Estimated Need for Wheelchair Housing

There were 538 applicants on the CHR waiting on wheelchair standard housing (4% of the overall ) at the end of March 2021. Coatbridge had the greatest proportion followed by Cumbernauld (18.2% and 17.3% respectively). Kilsyth had the lowest proportion, accounting for 6.1%.

**Table 14: CHR applicants requesting wheelchair standard housing**

LHMA	Number of CHR applicants requesting wheelchair housing	Percentage of applicants requesting wheelchair housing
Airdrie	82	15.2%
Bellshill	39	7.2%
Coatbridge	98	18.2%
Cumbernauld	93	17.3%
Kilsyth	14	2.6%
Moodiesburn	33	6.1%
Motherwell	77	14.3%
Shotts	15	2.8%
Viewpark	13	2.4%
Wishaw	74	13.8%
North Lanarkshire	538	100%

Source: NLC CHR Data download 31 March 2021

Analysis carried out as part of the 'Still Minding the Step: a New Estimation of the Housing Needs of Wheelchair Users in Scotland' (2018) estimates there are around 87,340 households with a wheelchair user in Scotland. This equates to 3.6% of all households. Using methodology created for 'Mind the Step' for both 'indoor' and 'outdoor' wheelchair users, the estimate of the number of wheelchair user households in Scotland with unmet needs is 17,226 (19.1% of all wheelchair user households).

It is anticipated that this unmet need will rise, with a 80% increase projected across Scotland in the number of wheelchair users over the period 2018 – 2024, equating to an increase in unmet needs from 17, 226 to 31,007 households by 2024<sup>5</sup>.

Due to the sample sizes of the SHCS which was the principal data source for this research it is not possible to provide an estimate of need for wheelchair housing at lower geographies. Nonetheless, it is reasonable to estimate that in line with household population, around 33-35% of the Scottish unmet need could be located in the Glasgow and Clyde Valley area.

This report also highlights the growth projected in diabetes with an associated increase in amputations and the increase in the number of people living with long term conditions and complex needs that will contribute to the growth in the need for additional wheelchair accessible housing.

There are a total of 9 recommendations made in the report that relate to improving the provision of wheelchair liveable housing. The recommendations can be categorised into broad categories which include setting and monitoring targets for wheelchair provision; increased subsidy; better coordinated planning across health, housing and social care around allocation, adaptation and new supply (three tiers to meet needs); improved advice and information; improved data and evidence on needs.

Recognising the current and future challenges associated with accessible housing provision in particular 'wheelchair liveable' standard housing the Scottish Government released new guidance in relation to all tenure wheelchair targets in 2019, influenced by 'A Fairer Scotland for Disabled People Delivery Plan'. This guidance sets out that local authorities must have in place in their local housing strategies all tenure targets for wheelchair housing and provision for monitoring and delivering on these targets.

### **Key issues and considerations:**

- Disabled people are over-represented in the social rented sector<sup>6</sup> this would suggest that pressure may be greater for accessible housing and/or adaptations within the social rented sector.
- Evidence suggests that there are marked differences in health across different tenures with health amongst the social rented sector poorer than the owner occupation sector.
- The prevalence of limiting long term conditions is greater in North Lanarkshire than the rest of Scotland.
- The presence of one or more long term conditions (co-morbidity) is a current and ongoing concern with more people living longer with complex health needs supported at home through a shift in policy towards more community based supports as opposed to institutional type provision.

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<sup>5</sup> Still minding the Step: a new estimation of the housing needs of wheelchair users in Scotland, Horizon Housing Association, North Star Consultancy, CIH Scotland 2018.

<sup>6</sup> Scottish Household Survey 2018

- The significant increase in particular long term conditions such as diabetes with an associated increase in amputations may increase demand for 'wheelchair liveable' housing.
- It is estimated that there is a significant shortfall of wheelchair accessible housing across Scotland, with unmet wheelchair user housing need estimated to rise to 31,007 households across Scotland by 2024, a projected increase of 80%.
- 33% of all housing stock in North Lanarkshire has been adapted, most of this is in the social rented sector, in which 47% of council stock is adapted and mostly within homes occupied by an older household (48%).
- It is estimated that 7% of homes in North Lanarkshire require an adaptation, this increases to 10% in the social rented sector and 12% amongst older households.
- It is estimated that 11% of households in North Lanarkshire are restricted by the dwelling attributes. Of this 18% are restricted within the social rented housing sector and 15% are amongst older households.
- Although a significant proportion of social rented stock is estimated to be adapted, the type of adaptations vary greatly with the most common adaptation provision being handrails.
- The correlation between age, health, disability and deprivation is evident.
- The all tenure wheelchair target guidance will have significant implications for how local authority planning and housing sections work collaboratively to set planning policy guidance for wheelchair provision development in the private sector.
- Analysis of local evidence highlights that there are data issues in how properties are designated in housing I.T. systems locally and that comparison is challenging across other local authority areas due to varying terminology.
- Participation in the 'Match Me' research project highlighted a number of recommendations for housing organisations to consider. For North Lanarkshire these issues focus on better processes for accurately identifying the adaptations within housing stock so that applicants can be matched better and for further consideration to how we make best use of adapted properties to ensure they get allocated to someone who would benefit from the adaptation, potentially considering linking with other organisations to widen the pool of potential applicants.

## 5. Persons Subject to Protocol

There are a range of protocols in use to help prioritise applicants with particularly complex housing needs. These include hospital discharge protocol, prison discharge protocol, supported living, MAPPA and people experiencing domestic abuse. The majority of applicants with protocol points are applicants who have been allocated points due to domestic abuse. There are small numbers of applicants with supported living protocol points, MAPPA points and hospital discharge points.

Ongoing and new work streams identified in relation to protocols include the Sustainable Housing on Release for Everyone (SHORE) standards and review of the supported living protocol. The SHORE standards is additional support that is provided to people leaving prison to help them find a suitable tenancy. It involves collaborative working across organisations to help people leaving prison access the support and accommodation to help them rehabilitate and integrate successfully back into the community. These standards are currently under review by Scottish Government following a decision in late 2019 to end the provision of through care support to prison leavers.

The review of the supported living protocol is required due to the policy shift towards community based support as opposed to institutional forms of care. This protocol was initially developed over a decade ago to assist with the closure of long stay institutions in North Lanarkshire. Given that there are no longer any long stay institutions in North

Lanarkshire the protocol will be subject to joint review across housing, health and social care to ensure it is reflective of current needs.

#### **Key issues and considerations:**

- The number of applicants subject to protocol represent overall a low proportion of the overall waiting list, with domestic abuse protocol points being the most commonly used protocol to award priority for rehousing.
- Further review is required of the supported living protocol to ensure it is reflective of the current landscape, and provides a mechanism to help meet the housing needs of people who would historically been accommodated in institutions but who now reside in the community.
- This review should consider how the use of protocols can prevent housing crisis from arising by adopting a proactive early intervention approach.
- With hospital discharge becoming an increasing national and local priority there is a need to further consider how housing can further assist in enabling swifter discharge from hospital, reduce delayed discharge and prevent avoidable admission.

## **6. Gender Based Violence**

Gender based violence continues to be a significant issue for North Lanarkshire with the number of domestic abuse incidents reported to Police Scotland increasing over the past 3 years by 9.5%<sup>7</sup> in North Lanarkshire. Evidence in relation to gender based violence in North Lanarkshire tells us:

- In 4 out of every 5 victims domestic abuse incidents that Police Scotland attend there is a female victim and a male perpetrator.
- Data for all forms of gender based violence collected by Violence Against Women Working Group services which include NHS Lanarkshire, Gender Based Violence Services, Women's Aid, Social Work and Housing suggests an increase over the past year of 35.8% but an overall reduction in the past 4 year period of 9.7%<sup>8</sup>.
- Generally the data suggests that gender based violence is a significant issue in North Lanarkshire but not any more so than in other areas in Scotland.

Within North Lanarkshire there are a range of activities taking place to help tackle gender based violence. Housing is a crucial partner in the Violence Against Women and Girls Working Group Partnership, recognising the pivotal role that housing plays in the provision of accommodation and housing support services. To help reduce gender based violence housing services have implemented a range of revised procedures for front line housing staff to encourage reporting and further skill staff in the provision of support, advice and assistance in relation to gender based violence. Further collaborative work streams planned which involve housing as a partner in the Violence Against Women and Girls Working Group Partnership include:

- Implementation of '*Safe and Together*', a model of work with domestic abuse cases where there are children.
- Further development of best practice in delivering MARAC, a domestic homicide prevention model in North Lanarkshire.

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<sup>7</sup> Police Scotland North Lanarkshire Performance Report – August 2019; Community Safety Strategy NL 2020-25

<sup>8</sup> Relates to the 2015/16, 2016/17, 2017/18 and 2018/19 period, Community Safety Strategy NL 2020-2025



- The development of a specific Violence Against Women Strategy and action plan for North Lanarkshire.

Further information in relation to homelessness and gender based violence can be seen in the homelessness and housing support evidence paper.

#### Key issues and considerations:

- Domestic abuse incidents have increased over the past three year period in North Lanarkshire. Housing has a key role to play in reducing gender based violence and the harm arising from gender based violence. Housing's role in this agenda should be articulated and developed through the work of the Violence Against Women Working Group and the development of North Lanarkshire's VAWG strategy and action plan.

## 7. Ethnic Minority Groups

The 2011 Census revealed that Scotland became a more ethnically diverse country in the decade from 2001. Scotland's minority ethnic population doubled from 2% to 4% of the total population. The non-British white group also increased from 3% to 4% of the population.

In the Glasgow and Clyde Valley region the number of ethnic minority people rose from 2.8% of the population to 5.6% of the population, with the number of 'other white' people rising from 1.2% to 2.2% of the population.

In North Lanarkshire black and minority ethnic populations account for 2.1% of the population and other white account for 1.5%.

**Table 15: Population by Ethnicity in 2011 - North Lanarkshire**

Ethnic Group	Population	% of Minority Ethnic Population
<b>White (Scottish/British/Irish)</b>	<b>325,642</b>	<b>96.4%</b>
Scottish/ British	321,248	95.1%
Irish	4,394	1.3%
<b>Other White</b>	<b>5,037</b>	<b>1.5%</b>
Gypsy/ Traveller	205	0.1%
Polish	3,009	0.9%
Other White	1,823	0.5%
<b>BAME Population</b>	<b>7,048</b>	<b>2.1%</b>
Mixed Ethnic Groups	708	0.2%
Pakistani	3,003	0.9%
Indian	997	0.3%
Bangladeshi	42	0.0%
Chinese	898	0.3%
Other Asian	445	0.1%
African	532	0.2%
Caribbean or Black	171	0.1%
Arab	134	0.0%
Other	118	0.0%
<b>Total</b>	<b>337,727</b>	<b>100.00%</b>

Source: Strategic Development Plan MIR - Background Report 1, January 2015; 2011 Census

The 2011 Census did not show any particular concentration of minority ethnic communities within any particular sub-market housing area in North Lanarkshire. However, the Motherwell area has historically provided a focus for the Muslim community as a mosque has been located there for a number of years.

**Table 16: Geographical location by BAME Population, 2011**

Council Sub-Area	2011 Population	BAME Numbers	BAME % of Population	Other White Numbers	Other White % of Population
Airdrie & Coatbridge	106,548	1,773	1.8%	1,878	1.8%
Cumbernauld	84,774	2,013	1.1%	917	1.1%
Motherwell	146,405	3,262	1.5%	2,239	1.5%
North Lanarkshire	337,727	7,048	1.5%	5,034	1.5%

Source: Strategic Development Plan MIR - Background Report 1 Table A1.0, January 2015; 2011 Census

As at 31 March 2021 there were 13,366 applicants recorded on the CHR. The majority were White Scottish, 39.8%, 1.8% were Polish, 1.8% were 'other British', and 1.5% were from ethnic minority groups. A significant proportion refused or chose not to provide ethnicity details (25.9% and 29.2% respectively).

In terms of national evidence, the 'Housing Needs of Minority Ethnic Groups: Evidence Review' by the Scottish Government finds minority ethnic groups were more likely to be living in the private rented sector (PRS) than white Scottish/British households and less likely to be living in the social rented sector or in owner occupation. It also found that people from minority ethnic groups were more likely to be living in relative poverty after housing costs than people from White Scottish/British groups, and some ethnic groups such as 'African', White: Polish' and the 'Other Ethnic' groups, were much more likely to be living in some of the most deprived areas in Scotland. There is also evidence that a sizeable proportion of the Scottish population hold prejudiced attitudes towards people from a minority ethnic background, and that minority ethnic groups face appreciable levels of discrimination and harassment.

#### **Key issues and considerations:**

- North Lanarkshire has a less ethnically diverse population in comparison to Scotland as a whole.
- There is a clear data gap in terms of ethnicity information in respect of the CHR in North Lanarkshire. As such it is necessary that consideration is given to how we can improve the completion rate of ethnicity information at all stages to better understand our client profile and in doing so help ensure equality of opportunities.

## **8. Asylum Seekers and Refugees**

North Lanarkshire Council has participated in several refugee resettlement programmes over recent years. This has included the resettlement of Congolese and Syrian refugees. In addition to this we have supported the resettlement of unaccompanied children from Europe and supported other unaccompanied asylumseeking children who have arrived in Scotland.

North Lanarkshire Council's approach is a collaborative partnership response which involves a range of partners including: Fresh Start NL, Voluntary Action North Lanarkshire, Third Sector Organisations, Volunteers, Multi Faith groups and a range of statutory agencies to extend integration support to all new people who are coming to

live and work in North Lanarkshire.

The Syrian Refugee Resettlement Programme, in its initial form, came to an end in 2020. The UK Government published information and guidance about a replacement programme, the 'UK Resettlement Scheme' (UKRS) and sought confirmation from council's about their willingness to continue to participate in refugee resettlement. The council made a commitment in June 2021 to review requests from the Home Office via COSLA under the UK Resettlement Scheme on a case-by-case basis. The council has since re-established the governance and infrastructure arrangements previously in place from the Home Office via COSLA to resettle refugees and now also Afghan local employed staff and their families in North Lanarkshire. The newly re-established and renamed Resettlement and Relocation Member/Officer Working Group includes a range of partners involved in preparing for the new arrivals and providing ongoing support.

The number of migrant workers to North Lanarkshire has been rising over recent years although not at the same rate as neighbouring Glasgow city. It remains, however, to be seen, what the impact of Brexit and Covid-19 will have on migrant workers coming to Scotland.

There is increasing pressure by the Home Office to widen dispersal to include new local authority areas, however there is concern in relation to the funding situation. Evidence from Glasgow City Council (in addition to the other participating dispersal UK local authorities) has been provided which illustrates the significant financial impact of dispersal. There is a lack of clarity in terms of any future funding and there are a number of concerns relating to the operation of the scheme in addition to some other fundamental issues. These include:

- Increased complexity of needs of refugees and need for appropriate support.
- Lack of clarity/support for refugees once their temporary leave to remain after 5 years ends, and a lack of legal support across the county to enable refugees to apply to extend their leave.
- Increase in demand for interpreting and language support.
- Lack of support for refugees to obtain biometrics for new-born children easily without significant travel.
- Lack of inflationary increase in the funding package.

#### **Key issues and considerations:**

- Given the success of North Lanarkshire's integration of refugees within its communities it is recommended that this approach is continued, helping create more inclusive communities and achieve positive outcomes for refugees and asylum seekers. Any consideration however to participate formally in the dispersal programme would require some consideration given the issues highlighted above to ensure that support and funding are sufficient to enable to most positive outcomes and for the programme to be successful.

## **9. Learning Disabilities**

According to Learning Disability Statistics Scotland<sup>9</sup> it is estimated that there are 1,785 adults with learning disabilities known to the local authority in North Lanarkshire. This equates 6.4 per 1,000 adult population in North Lanarkshire. The rate for Scotland is

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<sup>9</sup> Learning Disability Statistics Scotland, 2019, published 17<sup>th</sup> December

estimated at 5.2 per 1,000 of adult population. Of this, it is estimated that 1,078 are males in North Lanarkshire and 707 are females. Of the 1,785 adults there are 313 adults with an Autism Spectrum diagnosis this equates to 17.5% of all adults with learning disabilities. This compares to 18.6% nationally. However, it is considered that this is an underestimate of the true number of adults with autism given the factors associated with diagnosis.

In terms of housing tenure many people with learning disabilities reside in mainstream accommodation with support in North Lanarkshire 936 (52.4%), followed by mainstream accommodation with no support 808 (45.2%). 30 (1.7%) of adults with learning disabilities live in registered adult care homes.

This tenure split is indicative of the shift in balance of care towards more people being supported at home through a range of community supports, including more recently self-directed support, providing greater choice and control over living and support arrangements. There is no data on the number of adults with learning disabilities that reside with family carers in North Lanarkshire, but data is available at a national level which estimates that 31.3% of adults with learning disabilities live with a family carer.

There are no out of area placements for adults with learning disabilities in North Lanarkshire, with all adults known to the local authority with learning disabilities living in the same local authority area.

#### **Key issues and considerations:**

- Given that the majority of people with learning disabilities live in mainstream ordinary housing, it is necessary for housing organisations to consider the role they can play in helping people with learning disabilities live well, independently.
- Particular consideration needs to be given to how housing can work collaboratively with health and social care partners to future plan and in particular prevent future housing crisis for people with learning disabilities living with ageing parents.
- As life expectancy increases and standards of healthcare improve the number of younger adults with learning disabilities is anticipated to increase.
- Consideration needs to be given to how we can provide priority for rehousing for people with learning disabilities who have complex needs who reside in the community given the closure of the long stay institutions in NL and shift towards community based support and care.

## **10. Lesbian, Gay, Bisexual, Transgender, Questioning, Intersex People and Housing Challenges**

The LGBT Youth Commission on Housing and Homelessness was set up in 2016 with 10 young people. To gain a better insight into the housing experiences of young lesbian, gay, bisexual and transgender (LGBT) people they carried out peer research with over 100 LGBT young people which found:

- LGBT young people were not presenting as 'homeless' to local councils.
- Young people said that they simply didn't know where to go and many said they didn't want to have discussions at open desks.
- LGBT young people were fearful of disclosing their LGBT identity/ 'coming out' to support services.
- Some had negative experiences of 'coming out'. There were also perceptions that religious organisations were more likely to be homophobic or biphobic.
- Trans and non-binary young people faced additional barriers to accessing shelters and accommodation.

- Trans young people faced prejudice from service users and felt that staff were not always equipped to respond. Some transgender young people had been denied access to single-sex services and non-binary young people often felt there was no suitable alternative for them.
- Concerns were also raised regarding mediation services that support young people to return to family homes that were not LGBT inclusive or supportive.

Research carried out by the Albert Kennedy Trust on the experiences of LGBT people found:

- LGBT young people are disproportionately represented in the young homeless population, with as many as 24% of young homeless people identifying as LGBT.
- 69% of homeless LGBT young people had experienced violence, abuse or rejection from the family home.
- 77% state that their LGBT identity was a causal factor in them becoming homeless.

Consultation carried out by the Youth Commission with 20 professionals found that:

- There were inconsistent levels of LGBT awareness training with most professionals stating that they had no training at all.
- The majority of respondents rated their confidence to support LGBT homeless young people as low.
- Services are not consistently recording sexual orientation and trans identity.

#### **Key issues and considerations:**

- National research tells us that LGBT young people face particular housing barriers and challenges and that training and awareness raising amongst housing staff may provide a mechanism for overcoming these challenges.
- As there is limited information available at a local authority area in relation to the experiences of LGBTQI people it may be beneficial to carry out further research to help further identify ways in which equality of opportunities can be improved and disadvantage reduced.

## **11. Recommendations and Actions**

Given the key issues highlighted within this paper the following recommendations are made:

- To increase the provision of accessible housing in the social sector given the higher prevalence of long term conditions and disability in North Lanarkshire and the increased prevalence of people with health issues in the social rented sector.
- There should be a particular focussed increase in the provision of wheelchair liveable housing given the projected shortfall and current identified unmet need.
- The housing for varying needs design standards should be considered further as part of the national review to identify further ways to improve accessibility of housing.
- To implement and monitor a target for increasing the provision of wheelchair housing in the private sector as set out in the Scottish Government national guidance.
- To engage with private sector developers to improve awareness of the market/need for wheelchair liveable housing and housing for older people and the benefits of such provision.
- To carry out a review of how specialist housing stock is designated on the council's housing management system to help ensure applicants with health needs can be best matched to housing that meets their needs.

- To explore ways in which further information can be captured in relation to property attributes and retained on the council's housing management system which would help identify suitability for meeting health needs.
- To explore implementation of an asset management system to aid effective allocation of specialist stock.
- To review the supported living protocol to provide a mechanism for ensuring priority for people with complex needs living in the community to prevent housing crises from arising.
- To roll out training for housing, health and social care staff to encourage early, proactive intervention to identify housing solutions.
- To explore other ways in which housing can help reduce delayed discharge and avoid unnecessary admissions.
- To improve the articulation of housing's role in tackling gender based violence through the Violence Against Women Strategy.
- To explore ways in which ethnicities information can be captured better to gain a better understanding of our tenants, applicants and customers.
- To explore ways in which we can improve our understanding of the housing and housing related support needs of ethnic minority communities, LGBTQI people, people who experience domestic violence, in addition to other key interest groups.