

South Ayrshire Housing Need and Demand Assessment 2021-2026

Appendix 1: Estimate of existing need

July 2021

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on behalf of the South Ayrshire Housing Market Partnership

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1. Background

- 1.1 The Centre for Housing Market Analysis (CHMA) has developed an HNDA Tool to support local authorities and their Housing Market Partnerships (HMPs) in developing their HNDA.
- 1.2 One of the central tasks of the HNDA is to project a range of housing estimates into the future across the various tenures in order to enable medium and long term planning of housing. These estimates are influenced by housing need and demand locally. Housing need and demand fall into two categories¹:
 - **Future need:** Future need is mainly driven by future household formation (projections). By its very nature this has to be met through the provision of additional housing units. This is what the HNDA Tool outputs. Most additional housing units will be delivered through new build, but delivery should also be considered through changes in housing stock such as conversions and bringing empty properties back into use. The actual amount and type of additional units that can to be delivered is decided in the Housing Supply Target.
 - **Existing need:** Existing need is driven by several factors such as homelessness, overcrowding, care and support needs, etc. Most existing need is met using in-situ solutions e.g. adaptations, transfers, stock improvements, etc. However, a proportion of need must be met through additional housing units where an in-situ solution cannot be found.
- 1.3 Given the centrality of existing need to the housing estimate, the HMP felt it was necessary to consider a range of options for calculating this figure – with input from the CHMA - in order to most accurately reflect local circumstances.
- 1.4 This paper will present a number of methods of calculating existing need considered, before describing a proposed methodology for South Ayrshire.

2. Homeless in Temporary Accommodation, Overcrowded and Concealed (HoTOC) method

- 2.1 The HNDA Tool is pre-populated with the CHMA's preferred methodology for calculating existing need.
- 2.2 The Homeless in Temporary Accommodation, Overcrowded *and* Concealed (HoTOC) method is a simple calculation which combines a count of households in temporary accommodation with an estimate of the number of households that are both overcrowded *and* concealed.
- 2.3 For South Ayrshire, this produces a figure of just 314 households with existing need that cannot be met by in situ solutions. This comprises 232 households in temporary accommodation at 31 March 2020 – using the lower HL1 estimate rather than the higher HL3 count of 237 households – and 82 households who are both overcrowded *and* concealed.
- 2.4 This figure was felt by the HMP to be a significant underestimate of need, particularly given the number of households currently on the Council's housing list with a recognised level of housing need, as well as estimates of unmet needs for accommodation to meet the existing needs of wheelchair users.

¹ CHMA (2020) *Housing Need and Demand Assessment – A practitioners' guide*

2.5 This sentiment was echoed by members of the Housing Supply Sub-Group, whose membership includes local RSL partners and private sector developers.

2.6 As such, the HMP requested that alternative methodologies be considered.

3. Current circumstances of housing list applicants method

3.1 An alternative methodology was proposed following consultation with the CHMA. This methodology is based on the current circumstances of housing applicants noted on their housing application.

3.2 This methodology reviews the applicants on the Housing List and Transfer List and:

- **Discounts any applicant household** currently in a tenancy (including Council, RSL and private sector lets), owner-occupying or in a shared ownership property.
- **Count any applicant household** whose circumstances indicate they are leaving an institution, sharing accommodation with friends and family, homeless or living in other unsuitable accommodation (i.e. living in a caravan). Allocating this person a property would not free up space for another household, and as such this provides an indication of existing need for additional housing units.

3.3 The figures from the Homeless in Temp/Overcrowded AND Concealed (HoTOC) method would be discounted as this could lead to double counting, given that much of the expressed need from overcrowded and concealed households would be present in housing lists.

Table 3.a – Households included in estimate of existing need requiring additional housing unit, SAC Housing List and Transfer List applicants as at 11 August 2020²

Current circumstances	Households
Caravan	10
Family/Parents	439
Homeless	270
Hospital	7
Institution	3
Military	2
No fixed abode	19
Lodging	20
Prison	7
Tied accommodation	10
TOTAL	787

Table 3.b – Households excluded from estimate of existing need requiring additional housing unit, SAC Housing List and Transfer List applicants as at 11 August 2020³

Current circumstances	Households
Local authority	953
Owner-occupation	569
Private tenancy	601
RSL	247
Shared ownership	8
TOTAL	2,378

² Northgate Report run on 11 August 2020.

³ Northgate Report run on 11 August 2020.

- 3.4 This method provides an existing need figure of 787 households, and the calculation of inclusions and exclusions is shown in Tables 3.a and 3.b above for information.
- 3.5 While this methodology produced a figure that was closer to local experience, on reflection members of the HMP and Housing Supply Sub-Group raised concerns that this figure only identified needs at the most extreme end of housing need. Both groups noted the importance of ensuring consideration is given to the local households who would require a new build house to meet their needs – public or private - but in applying for housing would not necessarily fall into one of the narrow categories cited above.
- 3.6 Furthermore, both groups highlighted that there would likely be a proportion of households who would not apply to the local authority for housing, yet may well be in considerable housing need. This methodology was felt to underestimate this important population. While it is recognised that providing a picture of these needs is challenging, this HNDA provides a wealth of robust local and national data that can be used to triangulate such an estimate of need.
- 3.7 In addition, the Specialist Provision chapter estimated unmet needs amongst wheelchair chair user households and posited that, in the context of an ageing population, these needs would be likely to become more pronounced. This methodology again did not take these needs into account.

4. South Ayrshire Council alternative methodology

- 4.1 As such, an alternative methodology has been developed to take account of local and national data collated for the HNDA, using this to present a more complete and nuanced picture of existing need, and how this might be addressed by in situ solutions.
- 4.2 This calculation begins by calculating gross existing need in the paragraphs which follow, before providing an estimate of how much of this need can be met by in-situ solutions.
- 4.3 A **net figure** of existing need is then produced – that is to say, existing need that we estimate will not be met by these in situ solutions and where a new build property would be required.
- 4.4 This methodology considers data in relation to the following areas of housing need:
- Homeless households and those in temporary accommodation
 - Those with insecurity of tenure (at risk of homelessness)
 - Concealed households
 - Overcrowded households
 - Unmet housing need among wheelchair users
 - Unmet housing need for ground level accommodation (excluding wheelchair users)
 - Poor quality housing
- 4.5 While the housing needs of people with complex needs/experience of severe and multiple disadvantage⁴ was considered as part of this exercise, informal guidance from the CHMA suggested that this information would be best considered as part of the Specialist Provision

⁴ As defined by the Scottish Government guidance document *Scotland's Transition to Rapid Rehousing* https://social-bite.co.uk/wp-content/uploads/2018/07/Rapid_Rehousing_Guidance1.1.pdf

section, as these needs could potentially be met in situ or through residential accommodation rather than by a new build property.

4.6 Local and national data are presented for each of these categories, before determining which measure or measures should be utilised to present a balanced picture of existing need against each category.

4.7 This picture of existing need is then balanced by the role of in situ solutions locally. This includes:

- Mainstream social housing lets
- Adaptations carried out (social and private sectors)
- Lets to ground level and sheltered housing accommodation
- Long-term empty homes brought back into use
- SHQS compliance works

4.8 Deducting the contribution of in situ solutions provides an estimate of current existing housing need that requires a new build housing solution in either the social or private sector.

4.9 In the sections which follow, this paper will endeavour to set out how each estimate was arrived at and the rationale for selecting one figure over another.

Indicators of existing need

Homeless households and those in temporary accommodation

4.10 Available data in relation to this measure are as follows:

- There were 232 households in temporary accommodation in South Ayrshire as at 31 March 2020⁵.
- There were 405 households with open homeless applications as at 23 February 2021⁶.

Figure to be used: It is recommended that the HMP utilise the HL1 figure of **232 households**, as this is considered to be the most robust measure by the Scottish Government.

Those with insecurity of tenure (at risk of homelessness)

4.11 Available data in relation to this measure are as follows:

- 222 households in 2019/20 became homeless from an insecure tenancy or an institution⁷. This included the following categories:
 - Private rented tenancy, tied accommodation, armed forces accommodation, caravan or mobile home, lodgers, shared property in PRS – 146 households
 - Prison, hospital, children's residential accommodation, supported accommodation, Armed Forces accommodation – 76 households
- 1,087 households on the Council's housing list for mainstream accommodation had 'insecurity of tenure' points. This figure excludes households on the Ground Level and

⁵ Analysis of HL1 data held locally.

⁶ Northgate Report on open homeless cases, 23 February 2021

⁷ Scottish Government *Annual Report for South Ayrshire 2019-20 – HL1*.

Sheltered Housing waiting lists as these groups' needs will be considered in our estimates of need for specialist accommodation⁸.

Figure to be used: It is recommended that the HMP utilise the number of households who became homeless from an insecure tenancy or an institution during 2019/20 – 222 households, however in order to mitigate double counting, it has been necessary to consider how many households in these categories were in temporary accommodation at 31 March 2020. 49 of these households were recorded in the HL2 temporary accommodation data, and as such it is recommended that the figure of **173 households** is used here (222 households less 49 already counted).

Concealed households

4.12 Available data in relation to this measure of need are as follows:

- Scotland's Census 2011 indicated that there were 384 concealed family households in South Ayrshire⁹.
- Local authority concealed family estimates produced by the CHMA utilising the Scottish Household Survey 2016-18 estimated that there were 800 households with at least one concealed family in South Ayrshire¹⁰.
- 468 applicants on South Ayrshire's housing list for accommodation had Sharing Amenities points indicating that they were sharing with another household. This excluded those with Medical Points to avoid double counting¹¹.
- In 2019/20, 443 households seeking assistance under homelessness legislation made a homeless application having previously been living with friends, family or long-term sofa surfing¹².

Figure to be used: It is recommended that the HMP utilise the Scotland's Census figure – **384 households** - as this data is considered to be robust, and this figure is supported by local housing list and homelessness data on the approximate level of existing need from concealed households.

Overcrowded households

4.13 Available data in relation to this measure of need are as follows:

- Scotland's Census 2011 indicated that there were 2,620 households with one bedroom or fewer than they required¹³.
- The Census indicated that 638 households had two bedrooms or fewer than they required¹⁴.

⁸ Northgate Report on applicants with certain points attributes, as at 9 February 2021

⁹ Scotland's Census DC1110SC

¹⁰ CHMA (2020) *Estimating concealed family rates with overcrowding using Scottish survey data (2016-2018)* <https://www.gov.scot/binaries/content/documents/govscot/publications/advice-and-guidance/2020/11/concealed-and-overcrowded-households-methodology-2020/documents/concealed-and-overcrowded-2020-households-methodology-note/concealed-and-overcrowded-2020-households-methodology-note/govscot%3Adocument/CHMA%2B-%2BHND%2BRefresh%2B-%2B2019%2B-%2BGuidance%2B-%2BPublish%2B-%2BConcealed%2Band%2BOvercrowded%2BAccessible%2BVersion.pdf>

¹¹ Northgate Report on applicants with certain points attributes, as at 9 February 2021

¹² HL1 statistics for 2019/20.

¹³ Scotland's Census DC1110SC

¹⁴ Scotland's Census DC1110SC

- 310 households on the Council’s housing list had been awarded overcrowding points based on their circumstances. This excluded those with Medical Points to avoid double counting¹⁵. As it is recommended that the ‘Sharing Amenities’ figure is not utilised for ‘Concealed households’ measure, this has not been factored in as an area of potential double counting.

Figure to be used: It is recommended that for this measure the HMP utilises an average of the Council’s housing list estimate (638 households) and the lower of the two Census estimates (310 households). While the higher figure of overcrowding locally can be considered to be robust given its source, we must also consider that some of these needs will already have been counted within this calculation, for example amongst homeless and concealed households. The lower Census figure reflects the greatest need amongst households who are overcrowded and using this allows us to counteract the potential for double counting to some extent. Equally, we must consider local data on this issue, while at the same time recognising the potential to underestimate the number of households with these circumstances by solely referring to the Council’s current housing list. As such, an average figure between these two positions is proposed as a best estimate of the true picture. This produces an estimate of **474 households** who are currently overcrowded.

Unmet housing need among wheelchair user households

4.14 Data in relation to this measure is as follows:

- South Ayrshire Council recently developed an estimate of unmet housing need amongst wheelchair users based on applying trends seen in national data to our population, producing a local estimate of need. This exercise provided an estimate of 371 wheelchair user households with unmet housing needs¹⁶.
- A recent report found that 99 households on South Ayrshire Council’s housing list had made reference to requiring wheelchair accessible accommodation in their application¹⁷.

Figure to be used: It is recommended that the HMP utilises the higher estimate – **371 households** - given that there is likely to be unmet need not expressed on the Council’s housing list. This might include households who are currently ambulant but who currently use a wheelchair outdoors only and those who wish to meet their needs in the private sector or via an RSL.

Unmet need for ground level accommodation (excluding wheelchair users)

4.15 Available data in relation to this measure includes the following:

- 542 households were on the housing list for ground level accommodation, excluding wheelchair user households¹⁸.
- 361 households were on the housing list for sheltered accommodation, excluding wheelchair user households¹⁹.

¹⁵ Northgate Report on applicants with certain points attributes, as at 9 February 2021

¹⁶ See appendix XX

¹⁷ Northgate Housing Management system report, as at 9 March 2020

¹⁸ Northgate Housing Management system report, as at 11 August 2020

¹⁹ Northgate Housing Management system report, as at 11 August 2020

- 327 households were on the housing list for ground level or sheltered accommodation (excluding wheelchair user households)²⁰.

Figure to be used: While the lower figure of 327 presents information on households whose existing circumstances mean that they would qualify for 'Medical Points', utilising this figure potentially underestimates the households who require a move into more suitable accommodation but are not yet at crisis point. Given the local authority's ageing population and focus on proactive approaches to need, it is recommended that the HMP utilise instead the median figure between the total households on the waiting list for Ground Level or Sheltered Housing accommodation (903 households) and the number of these with current medical points (327). This provides a median point of **615 households**.

Poor quality housing

4.16 Data in relation to this measure are as follows:

- 15 households on our housing list had been awarded points for poor quality housing (rising/penetrating dampness, structural instability, inadequate heating, lighting and ventilation²¹.
- Data from South Ayrshire's Environmental Health team indicates that 269 residential properties in South Ayrshire were considered to be below the tolerable standard²².
- 29 dwellings had a current closing order or demolition order against them²³.
- Between 700 and 3,300 dwellings estimated to show evidence of extensive disrepair, with a mid-range estimate of 2,000 dwellings²⁴.
- 98 properties owned by South Ayrshire Council were recorded as SHQS fails, while a further 82 properties were held in abeyance²⁵.

Figure to be used: The SHCS estimate of between 700 and 3,300 dwellings is considered to be a robust source of data, however this does not provide a figure that we could say would necessitate new units of accommodation, while it would be difficult to estimate how much of this need could be met by in situ solutions. A more conservative methodology might be to sum the number of dwellings that do not meet the SHQS, tolerable standard or where a closing order/demolition order has been served. This produces a figure of **478 housing units**.

In situ solutions

4.17 Data in relation to the following in situ solutions to housing need will also be considered in coming to a figure of 'existing need'. All data sourced from the Annual Return on the Charter unless otherwise stated.

Mainstream housing need

²⁰ Northgate Housing Management system report, as at 9 February 2021

²¹ Northgate Housing Management system report, as at 9 February 2021

²² Environmental Health records, as at 26 February 2020

²³ Environmental Health records, as at 26 February 2020

²⁴ Scottish House Condition Survey, 2016-18

²⁵ Annual Return on the Charter, 2019/20.

- SAC Mainstream lets, 2019/20, excluding wheelchair accessible lets²⁶ - 490
- RSL General Needs lets, 2019/20, excluding wheelchair accessible lets – 162²⁷

Wheelchair accessible housing need

- SAC lets to wheelchair accessible housing, 2019/20²⁸ - 60
- RSL lets to wheelchair accessible housing, 2019/20 - 21
- Estimated adaptations for wheelchair user households, 2019/20 (council) - 44
- Estimated adaptations for wheelchair user households, 2019/20 (private) - 67

Accessible and adapted housing need

- Estimated adaptations for non-wheelchair users, 2019/20 (council) - 209
- Estimated adaptations for non-wheelchair users, 2019/20 (private) - 117
- SAC Ground level lets excluding wheelchair accessible lets, 2019/20²⁹ - 115
- SAC Sheltered housing lets excluding wheelchair accessible lets, 2019/20³⁰ - 48
- RSL lets to accessible or adapted properties, excluding wheelchair accessible lets, 2019/20 – 21
- RSL lets to sheltered housing properties, excluding wheelchair accessible lets, 2019/20 - 4

Poor quality housing

- Long-term empty properties brought back into use - 20³¹
- Estimated reduction in number of properties no longer failing SHQS/held in abeyance at end of 2021³²

5. Estimate of existing need (net)

5.1 The tables below present the outcome of these calculations. The first section of the table presents an estimate of **gross existing need**, followed by an estimate of how much of this need can be met by in situ solutions.

²⁶ Northgate housing system reports used to inform South Ayrshire Council Annual Return on the Charter (Indicator C7), 2015/16 to 2019/20, cross referenced with FOI-2020-10240 report - Northgate Housing Management system, March 2020.

²⁷ Annual Return on the Charter information provided by Ayrshire Housing, West of Scotland, Hanover and Link. Information sought from Trust, Blackwood, ANCHO.

²⁸ Northgate housing system reports used to inform South Ayrshire Council Annual Return on the Charter (Indicator C7), 2015/16 to 2019/20, cross referenced with FOI-2020-10240 report - Northgate Housing Management system, March 2020

²⁹ Northgate housing system reports used to inform South Ayrshire Council Annual Return on the Charter (Indicator C7), 2015/16 to 2019/20, cross referenced with FOI-2020-10240 report - Northgate Housing Management system, March 2020

³⁰ Northgate housing system reports used to inform South Ayrshire Council Annual Return on the Charter (Indicator C7), 2015/16 to 2019/20, cross referenced with FOI-2020-10240 report - Northgate Housing Management system, March 2020

³¹ Empty Homes closed cases, 2019/20

³² Annual Return on the Charter, 2019/20

5.2 By deducting these figures, we can arrive at a figure of **net existing need** – that is to say existing need that cannot be met by in situ solutions – and that would therefore require a new build housing solution.

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Table 5.a – Calculation of Existing Need (Net)

Mainstream housing needs	Homeless households and those in temporary accommodation	Currently homeless households		
		Households in temporary accommodation as at 31 March 2020	HL1 statistics, 31 March 2020	232
		Open homeless applications	Northgate Report, as at 23/2/21	405
		FIGURE TO BE USED		232
		Those with insecurity of tenure (at risk of homelessness)		
		Households who became homeless from insecure tenancy or institution in 2019/20	HL1 statistics, 31 March 2020	222
		Households who became homeless from insecure tenancy or institution in 2019/20 - less those in tenancy in 2018/19	HL1 statistics, 31 March 2020	173
	Households with waiting list points: insecure tenure - MAINSTREAM ONLY	Northgate Report, as at 9/2/21	1,087	
	FIGURE TO BE USED		173	
	Concealed households	Concealed households		
		Concealed families (all) - does not include single households	Scotland's Census 2011	384
		Estimate of concealed households	CHMA - LA concealed 2016-20	800
		Households with waiting list points: sharing amenities - EXCLUDING THOSE WITH MEDICAL POINTS	Northgate Report, 9/2/21	468
Households who have become homeless from friends/family/sofa surfing		HL1 statistics, 31 March 2020	443	
FIGURE TO BE USED		384		
Overcrowding	Overcrowded households			
	Households with 1 bedrooms or fewer than needed	Scotland's Census 2011	2,620	
	Households with 2 bedrooms or fewer than needed	Scotland's Census 2011	638	
	Households with waiting list points: overcrowding - EXCLUDING THOSE WITH MEDICAL POINTS	Northgate Report, 9/2/21	310	
FIGURE TO BE USED		Average 2 and 3		
FIGURE TO BE USED		474		
SUBTOTAL (Mainstream housing need)		<u>1263</u>		
Specialist housing needs	Accessible housing	Wheelchair accessible housing		
		Unmet housing need among wheelchair user households, 2021	SAC Estimate of unmet need and waiting list, 2021	371
		Households on waiting list: wheelchair	Northgate Report, March 2021	99
		FIGURE TO BE USED		371
	SUBTOTAL (Wheelchair accessible housing)			371
	Accessible and adapted housing			
	Households on waiting list: ground level - Excluding Wheelchair user households	Northgate Report, August 2020	542	
	Households on waiting list: sheltered housing - Excluding Wheelchair user households	Northgate Report, August 2020	361	
	Households with waiting list points: medical - Ground level and sheltered only (excluding Wheelchair user households)	Northgate Report, February 2021	327	
	FIGURE TO BE USED		Median (903, 327)	
FIGURE TO BE USED		615		
SUBTOTAL (Accessible and adapted housing)		<u>615</u>		

Property condition	Poor quality housing	Dwellings in disrepair		
		Households with waiting list points: Living in unsuitable accommodation	Northgate Report, February 20	15
		Residential properties below the tolerable standard	Environmental Health report,	269
		Estimate of dwellings with extensive disrepair, South Ayrshire (low estimate)	SHCS 2016-2018	700
		Estimate of dwellings with extensive disrepair, South Ayrshire (medium estimate)	SHCS 2016-2018	2,000
		Estimate of dwellings with extensive disrepair, South Ayrshire (high estimate)	SHCS 2016-2018	3,300
		SHQS fails as at 31 March 2020	Annual Return on the Charter	98
		SHQS abeyance as at 31 March 2020	Annual Return on the Charter	82
		Closing orders and demolition orders currently in place	Environmental Health report,	29
		FIGURE TO BE USED	BTS+Orders+SHQS	478
SUBTOTAL (Poor quality housing)			478	
TOTAL ESTIMATE OF EXISTING NEED (Gross)			2,727	

Mainstream	Mainstream housing need	Calculation of net existing need			
		Estimate of gross existing need (Mainstream)	Subtotal (Mainstream Need)	1263	
	In situ solutions	SAC Mainstream lets, 2019/20 (SAC) - excluding wheelchair accessible lets	Annual Return on the Charter	490	
		RSL lets (General needs), 2019/20	ARC info provided by RSLs, 20	162	
Net existing need			611		
Specialist Provision	Wheelchair accessible housing	Calculation of net existing need			
		Estimate of gross existing need (Wheelchair housing), 2021	Subtotal (Wheelchair accessible)	371	
	In situ solutions	SAC Lets to wheelchair accessible housing	ARC, 2019/20 and Northgate r	60	
		RSL lets to wheelchair accessible housing	ARC info provided by RSLs, 20	21	
		Estimated adaptations for wheelchair users, 2019/20 (council)	Estimate based on ARC data, 2	44	
		Estimated adaptations for wheelchair users, 2019/20 (private)	Estimate based on ARC data, 2	67	
	Net existing need			179	
	Accessible and adapted housing	Accessible and adapted housing	Calculation of net existing need		
			Estimate of gross existing need (Accessible and adapted housing)	Subtotal (Accessible and adap	615
		In situ solutions	Estimated adaptations for non-wheelchair users, 2019/20 (council)	Annual Return on the Charter	209
Estimated adaptations for non-wheelchair users, 2019/20 (private)			Annual Return on the Charter	117	
SAC Ground level lets, 2019/20 - excluding wheelchair accessible lets			Annual Return on the Charter	115	
SAC Sheltered housing lets, 2019/20 - excluding wheelchair accessible lets			Annual Return on the Charter	48	
RSL Accessible or Adapted lets, 2019/20 - excluding wheelchair accessible lets			ARC info provided by RSLs, 20	21	
RSL Sheltered housing lets, 2019/20 - excluding wheelchair accessible lets			ARC info provided by RSLs, 20	4	
Net existing need			101		

Property condition	Calculation of existing need		
	Poor quality housing	Estimate of gross existing need (Poor quality housing)	Subtotal (Poor quality housing)
In situ solutions	Long-term empty properties brought back into use, 2019/20	Empty homes closed cases, 20	20
	Reduction in properties no longer failing SHQS/held in abeyance at end of 2021	ARC, 2019/20 estimate	21
Net existing need			<u>437</u>
TOTAL ESTIMATE OF EXISTING NEED (Net)			<u>1,328</u>

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