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Monday, 25 January 2016

## Meeting of the Council

Dear Member

I am pleased to invite you to attend a meeting of Torbay Council which will be held in **Rosetor Room, Riviera International Conference Centre, Chestnut Avenue, Torquay, TQ2 5LZ** on **Wednesday, 3 February 2016** commencing at **5.30 pm**

The items to be discussed at this meeting are attached.

Yours sincerely,

A handwritten signature in black ink, appearing to read "Steve Parrock".

Steve Parrock  
Executive Director of Finance and Operations

(All members are summoned to attend the meeting of the Council in accordance with the requirements of the Local Government Act 1972 and Standing Orders A5.)

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**A prosperous and healthy Torbay**

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For information relating to this meeting or to request a copy in another format or language please contact:

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# Meeting of the Council Agenda

1. **Opening of meeting**

2. **Apologies for absence**

3. **Minutes**

To confirm as a correct record the minutes of the meeting of the Council held on 10 December 2015.

(Pages 5 - 17)

4. **Declarations of interests**

- (a) To receive declarations of non pecuniary interests in respect of items on this agenda

**For reference:** Having declared their non pecuniary interest members may remain in the meeting and speak and, vote on the matter in question. A completed disclosure of interests form should be returned to the Clerk before the conclusion of the meeting.

- (b) To receive declarations of disclosable pecuniary interests in respect of items on this agenda

**For reference:** Where a Member has a disclosable pecuniary interest he/she must leave the meeting during consideration of the item. However, the Member may remain in the meeting to make representations, answer questions or give evidence if the public have a right to do so, but having done so the Member must then immediately leave the meeting, may not vote and must not improperly seek to influence the outcome of the matter. A completed disclosure of interests form should be returned to the Clerk before the conclusion of the meeting.

**(Please Note:** If Members and Officers wish to seek advice on any potential interests they may have, they should contact Governance Support or Legal Services prior to the meeting.)

5. **Communications**

To receive any communications or announcements from the Chairman, the Mayor, the Overview and Scrutiny Co-ordinator or the Executive Director of Operations and Finance.

6. **Public question time**

To hear and respond to any written questions or statements from members of the public which have been submitted in accordance with Standing Order A24.

(Page 18)

7. **Members' questions**

To respond to the submitted questions asked under Standing Order A13.

(Pages 19 - 21)

8. **Torbay Housing Strategy - 2015 2020 - Mayor's Response to Council Recommendations** (Pages 22 - 184)  
To consider the above.
9. **Devolution for the Heart of the South West - A Prospectus for Productivity** (To Follow)  
To consider a report on the above.
10. **Local Government Association (LGA) Corporate Peer Challenge of Torbay Council and resulting outline Action Plan** (To Follow)  
To consider a report on the above.
11. **Corporate Plan Delivery Plans 2015-2019** (Pages 185 - 211)  
To consider a report that sets out the Delivery Plans which underpin the overarching Corporate Plan.
12. **Revenue Budget 2016/17** (To Follow)  
To consider the recommendations of the Mayor on the Budget proposals for 2016/2017. Included in this report are the following documents:

- Revenue Budget 2016/2017
- Budget Digest 2016/2017
- Proposals for service change, income generation and savings 2016/2017
- Equality Impact Assessments 2016/2017
- Fees and Charges 2016/2017
- Review of Reserves 2016/2017
- Treasury Management Strategy 2016/2017 (incorporating the Annual Investment Strategy 2016/2017 and the Minimum Revenue Provision Policy 2016/2017)
- Revenue Budget Monitoring 2015/2016 – Quarter Three
- Children's Financial Plan – Progress Report

(Note: This item will be deferred for consideration at an adjourned meeting of the Council to be held on Thursday, 11 February 2016.)

13. **Capital Plan Budget 2016/2017 to 2019/2020** (To Follow)  
To consider the recommendations of the Mayor on the Capital Plan Budget proposals for 2016/2017 to 2019/2020. Included in this report are the following documents:
- Capital Plan Update – Quarter 3 2015/2016
  - Capital Strategy
  - Asset Management Plan

(Note: This item will be deferred for consideration at an adjourned meeting of the Council to be held on Thursday, 11 February 2016.)

- 14. Proposed Disposal of Surplus Asset - Lincombe Court, Lincombe Hill Road, Torquay (Mayoral Decision)** (Pages 212 - 221)  
To consider a report relating to the disposal of Lincombe Court which is a Council asset previously utilised by the Care Trust and now no longer required for service delivery.
- 15. Chairman/woman and Vice-Chairman/woman Select**  
In accordance with the Council's Standing Order (A9.1) to select, by elimination ballot, the Chairman/woman-Elect and Vice-Chairman/woman-Elect for the Municipal Year 2016/2017.
- 16. Composition and Constitution of Executive and Delegation of Executive Functions** (Pages 222 - 227)  
To receive details on the composition and constitution of the Mayor's Executive for 2015/2016, together with the record of delegations of Executive functions.
- 17. Urgent Decision taken by the Executive Director of Operations and Finance** (Page 228)  
To note the details of a decision taken by the Executive Director of Operations and Finance on the grounds of urgency as set out in the submitted report.

**Note**

An audio recording of this meeting will normally be available at [www.torbay.gov.uk](http://www.torbay.gov.uk) within 48 hours.



## Minutes of the Council

10 December 2015

-: Present :-

**Chairman of the Council (Councillor Hill) (In the Chair)**  
**Vice-Chairwoman of the Council (Councillor Brooks)**

The Mayor of Torbay (Mayor Oliver)

Councillors Amil, Barnby, Bent, Bye, Carter, Cunningham, Darling (M), Darling (S), Doggett, Ellery, Excell, Haddock, King, Kingscote, Lang, Lewis, Manning, Mills, Morey, Morris, O'Dwyer, Parrott, Robson, Stockman, Stocks, Stubley, Sykes, Thomas (D), Thomas (J), Tolchard, Tyerman and Winfield

### 87 Opening of meeting

The meeting was opened with a prayer.

### 88 Apologies for absence

Apologies for absence were received from Councillors Sanders and Stringer.

### 89 Minutes

The Minutes of the meeting of the Council held on 22 October 2015 were confirmed as a correct record and signed by the Chairman.

### 90 Declarations of interests

The following non-pecuniary interests were declared:

<b>Councillor</b>	<b>Minute Number</b>	<b>Nature of interest</b>
Councillor Amil	100	Member of ERTC Board
Councillor Bent	92	Director of Tor2
Councillor Carter	101	Member of Board of TEDC
Councillor Doggett	103	Lay member of the Joined Up Medicines Operational Group

Councillor	Minute Number	Nature of interest
Councillor O'Dwyer	104	Board member Sanctuary Affordable Housing Ltd
Councillor Sykes	99	Social member of Churston Golf Club

## 91 Communications

The Chairman advised that he would be taking part in two Boxing Day Dips at Torquay and Paignton and invited Members to join him to support these events.

The Mayor informed Members of a decision he had taken supporting action on sugar reduction in diets. The decision supported the key actions outlined in Public Health England's report 'Sugar Reduction – the evidence for action' and had been sent to Sarah Wollaston, MP, in support of her campaign.

The Overview and Scrutiny Co-ordinator referred to the meetings of the Priority and Resources Panel meetings that had been held as part of the consultation exercise on the Mayor's budget proposals. The Overview and Scrutiny Co-ordinator went on to thank Members of the Panel, the Executive Lead Members who took part in the meetings and gave special thanks to the staff for their hard work in preparing for and supporting the meetings.

## 92 Members' questions

Members received a paper detailing the questions, attached to the agenda, notice of which had been given in accordance with Standing Order A13.

The Chairman reported that Question 3 had been withdrawn by Councillor Darling.

Verbal responses were provided at the meeting. Supplementary questions were then asked and answered in respect of questions 1 and 2.

## 93 Notice of Motion on Council Functions Decision Making Structure

Members considered a motion in relation to the governance referendum and the decision making structure for Council functions, notice of which was given in accordance with Standing Order A14.

It was proposed by Councillor (D) Thomas and seconded by Councillor Ellery:

The Council, at its meeting on 22 October 2015, resolved to hold a referendum to consider changing its current governance structure.

Following this decision, there has been concern and confusion that some of the current Committees appointed by the Council will be disbanded. It is for the Council to determine how it discharges those functions (e.g. Planning,

Licensing, Harbours, Audit) which are reserved to the Council under both the Mayoral and Leader models of governance.

Therefore, this Council resolves:

that the committees as set out in Schedule 4 – Terms of Reference, of the Council's Constitution remain in place until May 2019.

In accordance with Standing Order A14.3(b), the Monitoring Officer advised that the motion would be dealt with by this meeting.

On being put to the vote, the motion was declared carried.

#### **94 Notice of Motion Boundary Review**

Members considered a motion in relation to a proposed electoral review on the number of Councillors for Torbay Council, notice of which was given in accordance with Standing Order A14.

It was proposed by Councillor (S) Darling and seconded by Councillor Carter:

The Council notes that the last Electoral Review for Torbay Council was carried out in 2001. Since that time there has been:

- a continuous reduction in the number of staff resulting in a reduction from 1455 full time equivalent staff in March 2010 to 890 full time equivalent staff in October 2015;
- a number of significant changes in the way the Council operates, in particular the establishment of the:
  - Integrated Care Organisation (ICO) for adult social care and health and
  - proposed transfer of Children's Services into the ICO
  - the development of the Torbay Development Agency and continuation Torbay Coast and Countryside Trust
  - commissioning of services such as the contract with TOR2; and
  - the growth of academy schools in Torbay which have left only a residual Local Education Authority function.

The change to the way the Council now operates means that there is reduced engagement for Councillors as many of the operational decisions are made outside of the Council chamber.

Therefore, this Council resolves:

that the Assistant Director of Corporate and Business Services be requested to develop a business case for submission to the Local Government Boundary Commission for England requesting an electoral review to reduce the number of Councillors in Torbay to come into effect from May 2019.

An amendment was proposed by Councillor Tyerman and seconded by Councillor Bent:

Therefore, this Council resolves:

- (i) that, following the referendum next May which will establish the preferred form of Governance for Torbay to take effect from 2019, the Assistant Director of Corporate and Business Services be requested to prepare a report identifying:
  - (a) the respective populations and number of Councillors in other small unitary Councils using a similar form of governance;
  - (b) detail of the number of voters per Councillor in each ward in Torbay together with a forecast of how that might change through housing development by May 2019; and
  - (c) which functions of the Council have been externalised since the formation of Torbay Unitary Authority, resulting in a significant reduction of senior officers from 28 to 9, for example growth of academy schools and Integrated Care Organisation; and
- (ii) that such report should be presented to the Overview and Scrutiny Board by July 2016 such that they can make recommendations to Council on whether a review of Boundaries and/or the number of Councillors is required at this time.

On being put to the vote, the amendment was declared carried (unanimous).

The substantive motion (the original motion with the new resolution) was then before Members for consideration.

On being put to the vote, the substantive motion was declared carried (unanimous).

**95 Licensing Act 2003 'Draft Statement of Principles 2016-2021' (Licensing Policy)**

The Council considered the submitted report on the Council's draft Statement of Principles 2016-2021 (Licensing Policy) which set out how the Council would carry out its functions under the Licensing Act.

It was proposed by Councillor Doggett and seconded by Councillor Excell:

that the Licensing Policy Statement of Principles 2016 set out in Appendix 2 to the submitted report be approved.

On being put to the vote, the motion was declared carried (unanimous).



**96 Gambling Act 2005 'Statement of Principles 2016' (Gambling Policy)**

Members received the submitted report on the draft Statement of Principles 2016 (Gambling Policy) setting out the principles by which the Council will exercise its functions under the Gambling Act.

It was proposed by Councillor Doggett and seconded by Councillor Excell:

that the Gambling Policy Statement of Principles 2016 set out in Appendix 2 to the submitted report be approved.

On being put to the vote, the motion was declared carried (unanimous).

**97 Formal Adoption of the Torbay Local Plan**

Members received the submitted report on the 'Torbay Local Plan (A landscape for success: The Plan for Torbay - 2012 to 2030 and beyond)' which would form the legal basis for decisions on spatial planning matters within the Bay over the next fifteen years plus. The Plan set out a strategy for change and embraced growth in Torbay whilst placing protection and enhancement of Torbay's unique environment at its heart.

It was proposed by Councillor King and seconded by Councillor Thomas (D):

- (i) that the new Torbay Local Plan referred to in the submitted report be formally Adopted as the statutory development plan for Torbay for the period 2012-2030, with effect from 10 December 2015;
- (ii) that Members note that the Plan as Adopted comprises the Proposed Submission Torbay Local Plan (February 2014), as amended by: (a) the Proposed Replacement Main Modifications set out in Appendices 2 and 3 to the submitted report; (b) the Proposed Replacement Additional (Minor) Modifications set out in Appendices 4, 5 and 6 to the submitted report; and (c) the Further Additional Modifications set out in Appendix 7 to the submitted report;
- (iii) that as a consequence, the current Adopted Torbay Local Plan (1995-2011) be superseded by the newly Adopted Torbay Local Plan (2012-2030) with immediate effect following Adoption;
- (iv) that following Adoption, the Local Plan Adoption Statement and related documentation be made available in accordance with Regulation 26 of the Town and Country Planning (Local Planning) (England) Regulations, and that interested parties be notified accordingly;
- (v) that Members agree to the retention of the existing planning guidance and Adopted Supplementary Planning Documents listed in Section 8 of Appendix 1 to the submitted report as supplementary planning

guidance for development management purposes, pending their review, consolidation or replacement; and

- (vi) that in consultation with the Executive Lead and Assistant Director as appropriate, officers be authorised to progress the following 'post-Adoption actions':
  - (a) the consequential compilation, editing (including typographical, grammatical and document layout matters) printing and publication of the final modified versions of the Adopted Local Plan and Policies Map booklet (including the interactive online version), Sustainability Appraisal and Habitats Regulations Assessment;
  - (b) the establishment of a South Devon Delivery Review Panel (or similar) to facilitate the implementation and delivery of the Local Plan's development strategy, including requisite liaison and partnership with adjoining local authorities as part of the Council's duty to cooperate;
  - (c) the continued involvement in preparation of Neighbourhood Plans through appropriate mentoring and provision of professional advice, in order to secure, as a matter of urgency, the delivery of compliant Neighbourhood Plans for Submission to the Council by the end of March 2016;
  - (d) the development and implementation of appropriate monitoring mechanisms to ensure that key determinants of the Local Plan development strategy are monitored on a consistent and regular basis (usually annually), in particular the delivery of new homes and jobs;
  - (e) a review of existing Supplementary Planning Documents [SPDs] (see (v) above, and Section 8 of Appendix 1 to the submitted report) other than recently Adopted Masterplans, and publication of up-to-date supplementary planning guidance;
  - (f) the review of the existing Local Development Scheme (2014) in order to produce a revised programme of development plan work, to include preparation of the Authority's Monitoring Report, identified revised and new Supplementary Planning Documents, and potential Local Development Documents, including any necessary Site Allocation Development Plan Documents; and
  - (g) the continued development of the Spatial Planning evidence base, working with partners, to inform and ensure robust future reviews of the Torbay Local Plan, noting that the first major review could take place as soon as 2017.

On being put to the vote, the motion was declared carried.

(Note: Councillor Kingscote joined the meeting during this item.)

**98 Torquay Gateway (Edginswell) Masterplan Supplementary Planning Document**

The Council received the submitted report on the Torquay Gateway (Edginswell) Masterplan to be adopted as a Supplementary Planning Document. The Masterplan aimed to further define the nature of future development within the Edginswell area of Torquay. It was noted the area covered was allocated as a Future Growth Area within the new Torbay Local Plan to deliver new homes, employment and infrastructure in Torbay.

It was proposed by Councillor King and seconded by Councillor Morris:

that the Torquay Gateway (Edginswell) Masterplan, as set out in Appendix 2 to the submitted report, be approved and adopted as a Supplementary Planning Document.

On being put to the vote, the motion was declared carried (unanimous).

**99 Covenant Protecting Churston Golf Club from Development - Call-In**

At its meeting held on 4 November 2015, the Overview and Scrutiny Board considered the Notice of Call-in of the Mayor's decision in respect of the General Disposal Consent Order 2003 to be applied to the disposal (by way of a restrictive covenant), of the land comprising of Churston Golf Club. The Board resolved that the decision of the Mayor be referred to Council for consideration. The Council considered the submitted report on the findings of the Overview and Scrutiny Board and further information regarding the Mayor's decision.

It was proposed by Councillor Lewis and seconded by Councillor Darling

that the Council formally object to the Mayor's decision of 22 October 2015 to apply the General Disposal Consent Order 2003 to the decision of 4 December 2014 to make a disposal (by way of a restrictive covenant), of the land comprising of Churston Golf Club, thereby meaning that the specific consent of the Secretary of State is not required.

On being put to the vote, the motion was declared carried.

At the invitation of the Chairman, the Mayor indicated that he would respond to the resolution of the Council within ten working days.

**100 Transitional Funding for the English Riviera Tourism Company**

Following the recent 'no' vote for the proposed Torbay Retail and Tourism Business Improvement District (TRTBID), Members received the submitted report on transitional funding proposals for the English Riviera Tourism Company to enable it

to maintain the existing level of tourism destination marketing and visitor information services beyond April 2016. A revised officer recommendation was circulated prior to the meeting.

It was proposed by Councillor Amil and seconded by Councillor Mills:

that, the Council agrees:

- (i) to provide transitional funding to the English Riviera Tourism Company (ERTC) for a maximum period of nine months from 1 April 2016 to 31 December 2016;
- (ii) that the maximum amount of transitional funding should not exceed £200,000 and that this funding be taken from the 'Comprehensive Spending Review' reserve;
- (iii) that if an alternative funding model can be found prior to the end of 2016, any transitional funding not required by the ERTC will be returned to the Council; and
- (iv) that the Executive Head of Business Services be requested to work with the Board of the ERTC and the Executive Lead for Tourism, Culture and Harbours to provide a report to Council in February 2016 with further advice on the options to deliver sustainable support for tourism that is funded by the private sector.

On being put to the vote, the motion was declared carried (unanimous).

(Note: During consideration of Minute 100, Councillor Amil declared her non-pecuniary interest.)

## **101 Claylands**

The Council considered the submitted report on the proposed redevelopment of Council owned land known as 'Claylands' in Paignton using a combination of funding from the Council and the Heart of the South West Local Enterprise Partnership. It was noted the redevelopment would support business growth in Torbay.

It was proposed by Mayor Oliver and seconded by Councillor Mills:

- (i) that Local Enterprise Partnership (LEP) funding (£2.5M), if obtained, be applied to fund the site remediation and infrastructure works at Claylands;
- (ii) that subject to the LEP funding the Council commits to make available up to £7.5M of funds to develop business premises on the Claylands

site subject to the investment achieving a target rate of return on capital set out in exempt Appendix 2 to the submitted report. This initially would be funded from Prudential Borrowing that would be repaid from future Rental Yields from the site; and

- (iii) that the authority to commit Council funds be delegated to the Council's Executive Director for Operations and Finance in consultation with the Mayor and Chief Finance Officer.

On being put to the vote, the motion was declared carried (unanimous).

(Note: During consideration of Minute 101, Councillor Carter declared her non-pecuniary interest.)

## **102 Reduction of Energy Consumption and Carbon Emissions**

Members received the submitted report on proposals to further reduce energy consumption and carbon emissions within highway street lighting in residential areas. It was noted that the proposals formed part of the Carbon Reduction Commitment programme to tackle climate change and committed to improve energy efficiency of streetlights resulting in reduced energy costs in the future.

It was proposed by Councillor Excell and seconded by Councillor Darling (M):

- (i) that, subject to (ii) below, Option 2 to replace existing lanterns with LED (conventional gear) as detailed in Appendix 1 to the submitted report is implemented; and
- (ii) that the Scheme be funded by prudential borrowing or borrowing from Salix on terms to be agreed by the Chief Finance Officer over a 10 year period to provide a revenue saving from 2017/18.

On being put to the vote, the motion was declared carried.

## **103 Joint Health and Wellbeing Strategy**

The Council considered the submitted report and the recommendations of the Health and Wellbeing Board on the Joint Health and Wellbeing Strategy. The Strategy was a requirement under the Health and Social Care Act and set out priorities for health and well-being.

It was proposed by Councillor Mills and seconded by Councillor Doggett:

- (i) that the Joint Health and Wellbeing Strategy set out at Appendix 2 to the submitted report be approved, with the priorities being delivered through three strands:
  - (a) The Joined-up Health and Social Care Plan;
  - (b) The Healthy Torbay framework; and

- (c) The Community Safety and Adult and Children's Safeguarding plans; and
- (ii) that it be noted that the Joint Health and Wellbeing Strategy will be subject to an annual review by the Health and Wellbeing Board and that it may be possible to bring the three strands referred to in (i) (a) to (c) above together at a later stage.

On being put to the vote, the motion was declared carried (unanimous).

#### **104 Torbay's Housing Strategy 2015-2020**

Members considered the submitted report setting out Torbay's Housing Strategy 2015-2020. It was noted the Housing Strategy was an overarching document which co-ordinated a number of priorities and documents to ensure a strategic approach for all housing tenures in Torbay.

It was proposed by Councillor King and seconded by Councillor Mills:

that Torbay's Housing Strategy including "My Home is My Life" and the new Homelessness Strategy set out at Appendices 2, 3 and 4 to the submitted report be approved.

An amendment was proposed by Councillor Thomas (D) and seconded by Councillor Darling:

That the Council formally objects to the draft Housing Strategy on the basis that:

- i) the targets contained therein are not sufficiently specific, measureable, attainable, relevant and timely;
- ii) the targets contained therein are not sufficiently ambitious;
- iii) the strategy does not detail sufficiently how the Council's assets will be utilised in order to deliver the strategy;
- iv) the strategy is not clear whether the delivery plans contained therein are considered to be a part of the Policy Framework; and
- v) that the role of Overview and Scrutiny in the Housing Partnership Steering/Monitoring Group is not clear.

In accordance with the Constitution, Standing Order – Budget and Policy Framework, paragraph F4.9, the Council therefore requires the Mayor to consider this objection and by 8 January 2016 either:

- a) submit a revision of the Housing Strategy with the reasons for any amendments to the Council for its consideration; or

- b) inform the Council of any disagreement that the Executive has with any of the Council's objections and the Executive's reasons for any such disagreement.

On being put to the vote, the amendment was declared carried.

The substantive motion (to refer the Council's objections to the Mayor) was then before Members for consideration.

On being put to the vote, the substantive motion was declared carried.

(Note: During consideration of Minute 104, Councillor O'Dwyer declared his non-pecuniary interest.)

### **105 Proposed Council Tax Support Scheme 2016/17**

The Council considered the submitted report on a review of the current Council Tax Support Scheme for 2016/17. Members noted that for each financial year the Council must consider whether to revise or replace its current scheme by 31 January.

It was proposed by Mayor Oliver and seconded by Councillor Mills:

- (i) that the current Council Tax Support scheme be continued without change from 1 April 2016 to 31 March 2017;
- (ii) that Personal Allowances and Premiums for Council Tax Support are uprated from 1 April 2016 in line with the prescribed pensioner scheme and national working-age benefits, which are both set by the Government;
- (iii) that the Exceptional Hardship Fund of £80,000, which is used to top up Council Tax Support awards in appropriate cases, be continued;
- (iv) that the Chief Accountant be given delegated authority, in consultation with the Mayor and Executive Lead for Finance and Regeneration, to make any further adjustments required to the Exceptional Hardship Policy and Fund and the Vulnerable policy; and
- (v) that a full review of the current scheme will take place during 2016/17 to consider whether any revisions are necessary from 1 April 2017 to 31 March 2018 that will also take into account the welfare changes announced in the 2015 Summer Budget.

On being put to the vote, the motion was declared carried.

**106 Torbay Council Annual Pay Policy Statement and Review of Pensions Discretions**

The Council considered the submitted report setting out the Council's Annual Pay Policy Statement as required under Section 38(1) of the Localism Act 2011. It was noted that the Pay Policy Statement drew together the Council's overarching policies on pay and conditions which would be published on the Council's website. The report also set out the annual review of pensions discretions as required by the Local Government Pension Scheme Regulations.

It was proposed by Councillor Lang and seconded by Councillor Tyerman:

- (i) that the Torbay Council Annual Pay Policy Statement 2016/17 as set out at Appendix 2 to the submitted report be approved;
- (ii) that, subject to (i) above, the terms of reference for the Employment Committee be amended to include the following:
  - 8. To determine any salary package for Directors/Assistant Directors to include any salary package equating to £100,000 or more.
  - 9. To determine any settlement agreement for Directors/Assistant Directors to include any severance package including associated pension costs equating to £100,000 or more; and
- (iii) that the Employers Pensions Discretions, as set out in Appendix 3 to the submitted report be approved.

On being put to the vote, the motion was declared carried.

**107 Council Tax Base 2016/17**

Members considered the submitted report which set out the Council's tax base for council tax purposes for 2016/17.

It was proposed by Mayor Oliver and seconded by Councillor Mills:

- (i) that the calculation of the Council Tax Base for the year 2016/17 be approved as shown in Appendix 1 to the submitted report;
- (ii) that the calculation of the Brixham Town Council Tax Base for the year 2016/17 be approved as shown in Appendix 2 to the submitted report;
- (iii) that, subject to (i) above, in accordance with the Local Authorities (Calculation of Tax base) (England) Regulations 2012, the amount calculated by Torbay Council as its Council Tax base for the year 2016/17 should be 43,180.70; and



- (iv) that, subject to (ii) above, in accordance with the Local Authorities (Calculation of Tax base) (England) Regulations 2012, the amount calculated by Torbay Council as the Council Tax base for Brixham Town Council for the year 2016/17 should be 5,811.07.

On being put to the vote, the motion was declared carried (unanimous).

**108 Capital Plan Update - 2015/16 Quarter 2 and Mayor's proposals for Capital Plan revisions for budget process 2016/2017**

The Council noted the current position in respect of the Council's approved Capital Investment Plan for quarter two, as set out in the submitted report.

**109 Revenue Budget Monitoring 2015/16 - Quarter Two**

The Council noted the current projected outturn for the Revenue Budget for 2015/16 based on quarter two information, as set out in the submitted report.

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Chairman

# Agenda Item 6

## **Public Question – Council 3 February 2016**

Will the council resolve to call upon Mayor Oliver and political group leaders in Torbay to write to Kevin Foster MP, regional Members of the European Parliament, the Prime Minister and Deputy Prime Minister, asking them to reject the Transatlantic Trade and Investment Partnership (TTIP) as it now stands?

**Submitted by Jeannie Green**

# Agenda Item 7

## Meeting of the Council

Wednesday, 3 February 2016

### Questions Under Standing Order A13

<b>Question (1) by Councillor Doggett to the Executive Lead for Community Services (Councillor Excell)</b>	Can you please advise how many roads in Torbay are there parking restrictions that are unenforceable due to poor maintenance or damage? What plans are there to bring these parking restrictions up to standard?
<b>Question (2) by Councillor Darling (M) to the Executive Lead for Planning, Transport and Housing (Councillor King)</b>	Can you please advise the Council of what evidence was taken from traders in Torre as to whether they were for or against the reversal of traffic in Higher Union Street?
<b>Question (3) by Councillor Darling (S) to the Executive Lead for Business (Councillor Haddock)</b>	It would appear that Torbay Council is determined to close down the connections office in Torquay. What investigations have been made on providing a shop front for "face to face" contact with the public, in Torquay Town centre?
<b>Question (4) by Councillor Darling (M) to the Executive Lead for Planning, Transport and Housing (Councillor King)</b>	At the Transport Working Party held on 17 December 2015. Councillors requested Officers to raise with Stagecoach their concerns about changing the Newton Abbot bound route of the number 12 Bus away from Castle Circus. Can you please advise what representations have been made and if any response from Stagecoach has been received?
<b>Question (5) by Councillor Darling (S) to the Executive Lead for Planning, Transport and Housing (Councillor King)</b>	Torbay should have introduced 'real time' information for bus services approximately 12 months ago. When is this set to go Live?
<b>Question (6) by Councillor Darling (M) to the Executive Lead for Planning,</b>	I understand that Exeter City Council, in recent years, have confiscated dozens of tents from those who have camped on Council land. Last summer residents raised concerns about people camping in Upton Park resulting in anti social behaviour. Did Torbay Council choose not to use these powers due to the previous cuts to the supporting people service and inability to offer alternative

<b>Transport and Housing (Councillor King)</b>	to sleeping rough in Torbay?
<b>Question (7) by Councillor Sanders to the Mayor and Executive Lead for Finance and Regeneration (Mayor Oliver)</b>	Will the Mayor publish the representations made to the Department for Communities and Local Government making the case for increased support grant ahead of the most recent settlement?
<b>Question (8) by Councillor Sanders to the Mayor and Executive Lead for Finance and Regeneration (Mayor Oliver)</b>	Will the Mayor publish the correspondence between his office and other seaside resort local authorities seeking collaboration in making the case for increased support grant ahead of the most recent settlement?
<b>Question (9) by Councillor Sanders to the Mayor and Executive Lead for Finance and Regeneration (Mayor Oliver)</b>	Will the Mayor publish the dates and agendas of meetings held with neighbouring local authorities where the provision of services was on the agenda?
<b>Question (10) by Councillor Sanders to the Executive Lead for Health and Wellbeing and Corporate Services (Councillor Mills)</b>	Will the Executive Lead for Health and Wellbeing and Corporate Services be responding to the Government's consultation paper on closing the gender pay gap and how it could impact on Torbay Council staffing costs?
<b>Question (11) by Councillor Sanders to Executive Lead for Adults and Children (Councillor Parrott)</b>	Will the Executive Lead for Adults and Children be responding to the Government's consultation paper on identifying children missing education?
<b>Question (12) by Councillor Sanders to the Executive Lead for Planning,</b>	As a statutory stakeholder what issues will the Executive Lead for Planning, Transport and Housing raise when responding to the South Western Franchise Stakeholder consultation document?

<b>Transport and Housing (Councillor King)</b>	
<b>Question (13) by Councillor Sanders to the Executive Lead for Health and Wellbeing and Corporate Services (Councillor Mills)</b>	What actions will be taken within the Council following the Mayoral resolution reported in a Torbay Council press release 17th December 2015 supporting sugar reduction?

# Agenda Item 8



**Meeting:** Council

**Date:** 3 February 2016

**Wards Affected:** All

**Report Title:** Torbay's Housing Strategy 2015 – 2020 – Mayor's Response to Council Recommendations

**Is the decision a key decision?** Yes

**When does the decision need to be implemented?** Immediately

**Executive Lead Contact Details:** Councillor Mark King, Executive Lead for Planning, Transport and Housing, [Mark.king@torbay.gov.uk](mailto:Mark.king@torbay.gov.uk); 07873 254117

**Supporting Officer Contact Details:** Caroline Taylor, Director Adult Social Services, [caroline.taylor@torbay.gov.uk](mailto:caroline.taylor@torbay.gov.uk); 01803 208949

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## 1. Proposal and Introduction

- 1.1 Torbay's Housing Strategy is an overarching document which co – ordinates a number of priorities and documents. This document recognises the need for a strategic approach for all housing tenures in Torbay.
- 1.2 Our Vision – ***“We want to enable the provision and choice of homes where people can thrive, this helps our economy by offering security and settled homes for longer, promoting health and wellbeing and reduces the impact on the environment. We want to help our communities to recognise and tackle the inequality faced by families, the poor and the vulnerable.”***
- 1.3 The three key elements we are setting out to achieve and enable are:
  - 1) Meeting Housing Demand
  - 2) Housing Commissioning “ My Home is My Life” ( includes the Homelessness Strategy)
  - 3) Improving the Quality of Homes
- 1.4 The draft Housing Strategy and associated documents were considered by the Overview and Scrutiny Board at its meeting held on 23 November 2015. The Board's views are set out in its report which is included with the agenda. In the main, the views of the Board have been taken on board within the documents now presented to the Council.
- 1.5 At the Council meeting held on 10 December 2015, the Council resolved:

“That the Council formally objects to the draft Housing Strategy on the basis that:

- i) the targets contained therein are not sufficiently specific, measureable, attainable, relevant and timely;
- ii) the targets contained therein are not sufficiently ambitious;
- iii) the strategy does not detail sufficiently how the Council’s assets will be utilised in order to deliver the strategy;
- iv) the strategy is not clear whether the delivery plans contained therein are considered to be a part of the Policy Framework; and
- v) that the role of Overview and Scrutiny in the Housing Partnership Steering/Monitoring Group is not clear.

In accordance with the Constitution, Standing Order – Budget and Policy Framework, paragraph F4.9, the Council therefore requires the Mayor to consider this objection and by 8 January 2016 either:

- a) submit a revision of the Housing Strategy with the reasons for any amendments to the Council for its consideration; or
- b) inform the Council of any disagreement that the Executive has with any of the Council’s objections and the Executive’s reasons for any such disagreement.”

1.6 The Mayor considered the Council’s objections and published his formal response on 7 January 2016. A copy of the Mayor’s response highlighting changes to the original Housing Strategy is set out at Appendix 7 to this report. The final recommended Housing Strategy is set out at Appendix 2 to this report.

## **2. Reason for Proposal**

2.1 The proposed Housing Strategy and statutory Homelessness Strategy will enable the priorities identified to be delivered and monitored within a new performance and governance framework. This strategy supports other Council priorities, in particular it recognises the need to alleviate the pressure on Adults and Children’s Social Care and Health services.

## **3. Recommendation(s) / Proposed Decision**

3.1 That Torbay’s Housing Strategy including “My Home is My Life” and the new Homelessness Strategy set out at Appendices 2, 3 and 4 to the submitted report be approved.

## **Appendices**

Appendix 1: Supporting Information and Impact Assessment

Appendix 2: Torbay’s Housing Strategy 2015 - 2020

Appendix 3: “My Home is My Life”

Appendix 4: Homelessness Strategy  
Appendix 5: Housing and Health Needs assessment  
Appendix 6: Report of the Overview and Scrutiny Board  
Appendix 7: Torbay's Housing Strategy 2015 – 2020 Mayor's Response to Council  
Objections

## **Background Documents**

Joint Strategic Needs Assessment



### Supporting Information and Impact Assessment

Service / Policy:	Housing Strategy 2015 - 2020
Executive Leads	Cllr Mark King – Executive Lead for Planning, Transport and Housing Cllr Julien Parrott- Executive Lead for Children and Adults
Director / Assistant Director:	Caroline Taylor – Director of Adult Services

Version:	1.7	Date:	30.11.15	Author:	CT/JS
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Section 1: Background Information	
<b>1.</b>	<p><b>What is the proposal / issue?</b></p> <p>To ensure that the Council has a coherent Housing Strategy for Torbay including a short overarching narrative to show how the various pieces of the Strategy link to and support each other. It will consist of Housing Commissioning “My Home is My Life” which includes the Homelessness Strategy (statutory policy) and will also include high level delivery of Affordable Homes, Private Sector Leasing, Fuel Poverty and Energy Efficiency. The delivery will need to be realistic over a three year budget period.</p>
<b>2.</b>	<p><b>What is the current situation?</b></p> <p>The Housing Strategy (including the Homelessness Strategy) is part of the Council’s Policy Framework. It is felt that there is a requirement for an overarching Strategy to link the Key elements defined below:</p> <ul style="list-style-type: none"> <li>• Local Plan - Affordable Housing Funding and Provision</li> <li>• Social Commissioning - now described in “My Home is My Life”</li> <li>• Private Sector – improving the Quality/ Standards of provision.</li> <li>• Link to the Medium Term Resources Plan</li> <li>• Aligned Investment Plan</li> </ul> <p><b>Local Plan (including Affordable Housing Funding and Provision)</b></p> <p>Work to establish a new Local Plan has included the testing a range of different growth scenarios, viability testing and a range of affordable housing options. This work has been, and continues to be, considered by an Independent Planning Inspector. The new Local Plan is due to be considered by the Council on 10 December 2015.</p> <p>The new Local Plan takes a jobs led approach, but also requires housing provision to keep pace with job creation. The new Plan includes a mechanism to increase housing supply if there is evidence to show that jobs growth is greater than expected or slow housing growth is deterring job creation / investment.</p> <p>Members have agreed all the above and, as such, need to ensure these policies / mechanisms form the basis of a delivery strategy. There has also been significant engagement on the above with the community, businesses and statutory organisations.</p> <p>In order to ensure delivery of jobs, homes and infrastructure, and secure income for the Council, the Council will need to maximise the use of its own assets – for the creation of</p>

employment space and for the delivery of new homes for example. Mechanisms for and options to achieve this will be explored further and reported to Members for decision. In addition, mechanisms such as town centre masterplan delivery will be utilised to deliver new jobs, homes and infrastructure on assets belonging to public sector partners and other 3rd parties.

The Local Plan provides the basis for a Housing Delivery Strategy and this may translate into a delivery over the life of this administration of:

- Town Centre regeneration through the delivery of masterplans in Torquay and Paignton and the delivery of projects in Brixham Town Centre.
- Around 1200 new jobs, within the three town centres and on sites such as Claylands, Edginswell Business Park, White Rock, Torquay Gateway;
- Around 1750 new homes, on sites that already have planning permission or are allocated in the Local Plan and as part of town centre regeneration proposals;
- New infrastructure, such as Edginswell Station and road improvements as funded by new development;
- Key sector growth, such as EPIC at White Rock, Hi Tech Centre at South Devon College, new hotels (Pavilion; Torwood St; Palace)

Two initial schemes to be delivered to test increase in revenue for this approach linked to debate on MTFP and use of existing capital, and the benefit of increasing types of housing stock as per housing needs analysis and JSNA, and ambitions of Local Plan.

**Housing Commissioning: My home is my life 2015-20 for Vulnerable People** including the statutory homelessness pathway following formal consultation.

The Council's approach to commissioning for vulnerable people and their housing needs is set out in "My Life is My Home". This document was endorsed by Torbay's Health and Wellbeing Board at its meeting on 2 October 2015. It was recognised that good quality housing underpins other life chances, wellbeing and is a determinant of good health. Board members were informed the strategy was not just about bricks and mortar but the communities in which people live, their hopes for themselves and each other. The strategy addresses these challenges and takes new opportunities to set ambitious plans.

It aligns with earlier work on the child poverty strategy that council considered and adopted. Children need stable housing of a good standard in order to flourish and is critical to our long term expectations of improving the lives of vulnerable children and families. In a similar manner the built environment for elderly people to ensure independent lives for as long as possible need to align with our Joint Health and Wellbeing Strategy, including extra care housing, working with care homes to meet future demand, adapted housing and the best use of disabled facilities grant ( part of better care fund).

It encapsulates the work done to improve housing standards in the private sector, building on the success of the Mayoral led initiative to combat rogue landlords and ensure private tenants have secure tenancies in good standard accommodation. It includes schemes for licensing and housing bonds, including preventing homelessness where possible.

The Board acknowledged that housing had been the missing piece of the jigsaw when attempting to tackle the 'causes of the causes' of poor health and welcomed the strategy. The commissioning plan is based on needs via JSNA and a housing and health needs assessment.

Within the period of this administration the delivery expectation is:

- Provide adequate specialist housing for those needing care and support

- Improve the Living Environment and Quality of Life
- Provide an integrated approach and options for Housing Advice providing help when and where it's needed, and agree to consider pathway for DFGs and potential to reduce cost pressures on adults and children's services.
- Draft Homelessness strategy Priorities –
  - To maintain and improve measures to prioritise early intervention and prevent homelessness and crisis.
  - To meet accommodation needs of people with a housing need.
  - To ensure that service pathways are responsive, flexible and sustainable and to maximise integration and partnership working.
  - Reducing homelessness in specialist groups with individual needs

**Private Sector - Fuel Poverty/Energy Efficiency/Standards, Private Sector Leasing**

Delivery will partly depend on central government and its approach to resourcing this area via energy companies or direct grants. Local MPs to be asked to lobby government for the continuation of sustainable schemes for the benefit of local people.

In terms of the Council's approach to tackling fuel poverty and improving the energy efficiency of homes in Torbay, £9m has been secured across Devon (excluding Plymouth) under the Energy Company Obligation (ECO) to spend on energy efficiency measures. This has been achieved by the Devon Authorities working together via CosyDevon to establish a partnership with E.ON.

The larger energy providers have to achieve government targets to save carbon. This translates into them installing such measures as cavity wall, loft insulation, solid wall insulation etc. By working with E.ON CosyDevon has arranged for them to undertake a significant amount of work in Devon, with 65% of all the work being in our most deprived areas.

Private landlords, private tenants and homeowners can all contact CosyDevon to explore if they may be eligible. The scheme does not cover social landlords and social housing tenants. Although private landlords, private tenants and homeowners can apply, work will actively take place to generate leads to individuals and families living in fuel poverty in the most deprived areas of Torbay.

Within the period of this administration the delivery expectation is:

- A total of 1,133 energy efficiency measures in areas of highest fuel poverty and deprivation in Torbay. This will assist at least 535 households with cavity wall insulation, loft top up insulation, external wall insulation, and virgin loft insulation.
- A limited number of free replacement boilers will also be available to households receiving qualifying benefits whose boiler meets certain criteria..

Many of the measures will be free, however there will be criteria related to the boilers i.e. qualifying benefits. Solid wall insulation will also need a contribution which will link in with the Green Deal Home Improvement Fund (GDHIF).

These measures apply to rented and owner occupier accommodation, but not Social Landlords.

To reduce reliance on Council support and use of Temporary Accommodation we will explore Private Sector Leasing as an alternative to commissioned temporary accommodation.

## **Link to Medium Term Resources Plan**

Central government has made it clear that it sees one of the major resource blocks for local government as New Homes Bonus. Government policy is to support local government on the basis of growth, as opposed to Revenue Support Grant on the basis of need. Therefore housing in the form of New Homes Bonus and increase income from Council Tax needs to be considered as part of the mix of our resources for service delivery.

It should be noted that central government are primarily funding the New Homes Bonus by reducing other Council funding. As a result, this is not new money and the Council currently budgets centrally for the grant to offset the reduction in RSG.

In its MTRP the Council has forecast ongoing reduction in RSG and has assumed a 0.4% increase in new homes (approx 300 homes) per annum with an impact on both Council tax and new homes bonus.

It should be noted that the long term future of the new homes bonus has not been confirmed by central government and the current new homes bonus is for a six year period.

The actual impact on Council Tax income from a new home is dependent on a number of factors including the value of the house (Council Tax band) and the personal circumstances of the residents as reliefs such as Single Person Discount and Council Tax Support Scheme could apply. Harder to estimate will be the increased demand for Council services and the subsequent cost of that demand in terms of education, social care, waste collection, street cleaning etc. Conversely more population could result in more economic growth and more businesses which the Council could gain from increased NNDR income in the future.

## **Aligned investment plan**

To ensure a coherent housing plan the Council needs to align its investments with delivery. Some local authorities have used potential income from asset disposal to build more housing and support an acceleration of delivery.

One option would be to use part of the social fund reserve to improve our prevention outcomes.

The Affordable Housing budget currently stands at circa £1.6m. This money can be used to facilitate the delivery of affordable housing

Income and revenue generation is going to be necessary to ensure certain services are sustainable going forward. Currently decisions on investment proposals can take a significant amount of time as they fall outside of the agreed budget which limits our ability to respond to market led opportunities. One proposal would be for the Council to allocate an amount of money to an investment fund. Proposals would then be put to a panel administering the fund who will assess the merits of any proposal against a clear set of criteria. The criteria would be treasury management led and will no doubt include a minimum rate of return.

## **Homelessness Strategy**

The intended outcomes of the Homelessness Strategy are:

- There is a corporate commitment to fulfilling the duties and responsibilities placed upon the Local Authority by the Housing Act and the Homelessness Act, and to preventing homelessness
- Early Intervention/Prevention of homelessness is a priority for all Council departments and partners
- All Local Authority Services and Commissioning are responsive to legislative change

	<ul style="list-style-type: none"> <li>• Funding opportunities are identified and pursued, through an effective partnership with the community and voluntary sector</li> <li>• There is a better understanding of the health needs of the homeless population. Gaps in service are identified and targeted measures are developed to improve health and reduce presentations to A&amp;E</li> <li>• The Council's overall spend on homelessness is understood, and resources are appropriately targeted</li> <li>• There is a productive partnership between Torbay Council and the Private Sector to enable all client groups to access good quality affordable accommodation</li> <li>• The Devon Home Choice application process is accessible to all</li> <li>• There is a varied and affordable temporary accommodation option</li> <li>• Ensure no families are in B&amp;B for over 6 weeks</li> <li>• Ensure no 16/17 year olds are placed in B&amp;B</li> <li>• A responsive flexible and sustainable pathway is in place for hospital discharge to reduce delayed discharge</li> <li>• A responsive flexible and sustainable pathway is in place for people leaving prison</li> <li>• A responsive flexible and sustainable pathway is in place for rough sleepers/single homeless people</li> <li>• A responsive flexible and sustainable pathway is in place for young people</li> <li>• A responsive flexible and sustainable pathway is in place for people with mental health issues</li> <li>• A responsive flexible and sustainable pathway is in place for people fleeing domestic abuse</li> <li>• Frontline staff in ASC, mental health services and probation are trained to work with people who are facing homelessness or homeless</li> <li>• The Housing requirements of the Care Act are met in Torbay</li> <li>• The number of rough sleepers is reduced</li> <li>• Rough sleepers are safeguarded</li> <li>• People with mental health issues or complex needs are appropriately supported within the housing pathway and have access to appropriate accommodation</li> <li>• People who are banned from, or refused by Leonard Stocks have support to access and maintain accommodation</li> <li>• People fleeing domestic abuse are appropriately housed and supported</li> <li>• People with a housing need have increased opportunities to become involved in Education, Employment and Training</li> <li>• Safeguarding of Children in households with a Housing Need is evidenced across services</li> <li>• Early Intervention is a priority to reduce Numbers of households with dependent children in emergency accommodation</li> </ul>
<p><b>3.</b></p>	<p><b>What options have been considered?</b></p> <p>The development of the Housing Strategy has been discussed with councillors through a series of meetings of the Joint Commissioning Policy Development Group.</p> <p>In terms of the Homelessness Strategy, a needs assessment has been undertaken and considered.</p>
<p><b>4.</b></p>	<p><b>How does this proposal support the ambitions and principles of the Corporate Plan 2015-19?</b></p> <p>The principles within the draft Corporate Plan need to be considered in preparing a Housing Delivery Strategy given that it is recognised within the</p>

	<p>“My Life is My Home” that good quality housing underpins other life chances, wellbeing and is a determinant of good health and that growth is part of government policy for the finances of local government.</p>
<p><b>5.</b></p>	<p><b>Who will be affected by this proposal and who do you need to consult with?</b></p> <p>Housing is a key ingredient of our community and the local plan has been consulted on. In terms of the Homelessness Strategy, the people who will be most affected are those who are homeless but to a lesser extent, our partners (both statutory and community/voluntary) are affected.</p>
<p><b>6.</b></p>	<p><b>How did you consult?</b></p> <p>The first draft of the homelessness strategy was written after consultation with service users (current rough sleepers, people in temporary accommodation and members of the public who have been homeless), partners from statutory services (e.g. police, probation, mental health services etc) and community and voluntary groups involved in delivering services for homeless people.</p> <p>Consultation was also carried out after a first draft was written. The first draft was put on the website and also sent to partners and service users.</p>

## Section 2: Implications and Impact Assessment

7.	<p><b>What are the financial and legal implications?</b></p> <p>The production of a Homelessness Strategy is a Statutory requirement.</p> <p>The revenue resource for the procurement of a Hostel provision has been approved by the Executive Lead for Business in August 2015</p> <p>There is currently £1.6m allocated within the Council's Capital Plan for affordable housing.</p> <p>Overall, the proposed Housing Strategy will be delivered through partnership and market arrangements.</p>
8.	<p><b>What are the risks?</b></p> <ul style="list-style-type: none"><li>• Lack of appropriate accommodation to meet the need of Homeless people</li><li>• Lack of choice of affordable homes to meet the housing need</li><li>• Increase risk of safeguarding interventions for Adults and Children</li><li>• Increase in numbers of households living in poor quality accommodation, and associated Health issues.</li><li>• Increase use of Temporary Accommodation</li></ul> <p>Whilst the Housing Strategy and its supporting elements mitigate against these risks, reducing public sector finances mean that the Council will continue to act as an enabler and if demand continues to increase the risks will remain.</p>
9.	<p><b>Public Services Value (Social Value) Act 2012</b></p> <p>The ongoing constraints on funding available to the Authority means there is a clear expectation in the Tender documentation that Providers seek additional funding or a contribution to costs through charitable sources and working in partnership with the voluntary sector in order to support the delivery of the services.</p>
10.	<p><b>What evidence / data / research have you gathered in relation to this proposal?</b></p> <p>In developing the Housing Strategy consideration has been given to the Local Plan, the Joint Strategic Needs Assessment, the Housing and Health Needs assessment, House Condition Survey and the MOU Housing and Health. Consideration has also been given to the national data relating to Homelessness.</p> <p>There is accepted knowledge that families cannot have a stable start in life without stable and suitable housing and that older people and those with disabilities require flexible and suitable housing as their care needs change. Housing generally needs to be warm and affordable with the right supply to support the economy.</p> <p>Summaries of the evidence and data in relation to housing need are included in both the draft Housing Strategy and My Home is My Life. The Housing and Health Needs Assessment is included as an appendix.</p>

<p><b>11.</b></p>	<p><b>What are key findings from the consultation you have carried out?</b></p> <p>In relation to the consultation on the Homelessness Strategy, 13 questionnaires were returned and a number of e mail replies were also received. Most of the points raised were minor. There was overall agreement with the priorities set in the strategy. Some points made were:</p> <ul style="list-style-type: none"> <li>• The strategy needed to include more around young people</li> <li>• More needed to be included about risk around rough sleepers</li> <li>• More needed to be included around the issue of local connection</li> </ul>
<p><b>12.</b></p>	<p><b>Amendments to Proposal / Mitigating Actions</b></p> <p>The first draft of the Homelessness Strategy was written after consultation with all groups so is written with the information obtained at that point in mind. From the consultation after the first draft, information was added around young people, risk and local connection and several pieces of factual information were added.</p>



## Equality Impacts

13	Identify the potential positive and negative impacts on specific groups			
	<b>Positive Impact</b>	<b>Negative Impact &amp; Mitigating Actions</b>	<b>Neutral Impact</b>	
Older or younger people	The overall Housing Strategy will benefit families by supporting some more affordable housing and for some older people by delivering more extra care units.		The strategy does not set out any special measures relating to age. There is a youth homelessness strategy which specifically looks at this issue	
People with caring Responsibilities	The overall Housing Strategy will benefit some people through the provision of extra insulation and warm homes as grant aid for these schemes allows.		The Homelessness strategy does not really effect people with caring responsibilities as people who are homeless are not being cared for by anyone.	
People with a disability	Some benefit for some people with extra care housing schemes.		All council procured/ commissioned accommodation ensures access that is suitable for use by wheelchair users .	
Women or men	Homelessness Strategy pinpoints needs of women and actions around this			
People who are black or from a minority ethnic background (BME) <i>(Please note Gypsies / Roma are within this community)</i>			Strategy will not affect people who are black or from a black and minority ethnic background	
Religion or belief (including lack of belief)			Strategy does not introduce any measures that will have a differential affect on anyone due to their religion or lack of belief	
People who are lesbian,			Strategy does not introduce any	

gay or bisexual			measures that will have a differential affect on anyone who is lesbian gay or bisexual
People who are transgendered			Strategy does not introduce any measures that will have a differential affect on anyone who is transgendered. Services are not gender specific
People who are in a marriage or civil partnership			Strategy does not introduce any measures that will have a differential affect on anyone due to their marital or civic partnership status
Women who are pregnant / on maternity leave			Strategy does not introduce any measures that will have a differential affect on anyone due to being pregnant/on maternity leave
Socio-economic impacts (Including impact on child poverty issues and deprivation)	The Strategy Delivery plans have actions that intend to improve the financial situation for those with a housing need across all tenures, especially for vulnerable people and help reduce poverty.		
Public Health impacts (How will your proposal impact on the general health of the population of Torbay)	The Strategy is aimed at Improving the quality of homes and their warmth, insulation, standard and supply. The Homelessness Strategy identifies positive actions to work with rough sleepers with the aim of reducing numbers. This would have a positive effect on the community.		
<b>14</b>	<b>Cumulative Impacts –</b>	Energy grants which have been used successfully are reliant on pro-active work across Devon and the	

	<p><b>Council wide</b> (proposed changes elsewhere which might worsen the impacts identified above)</p>	<p>future ability of Torbay to gain from grant aid scheme which re not under our direct control. Temporary Accommodation funding needs to be assessed in light of new emerging central government policy affecting partner RSLs as well as welfare and housing benefit changes affecting private landlords.</p>
15	<p><b>Cumulative Impacts – Other public services</b> (proposed changes elsewhere which might worsen the impacts identified above)</p>	<p>Unknown impacts of further changes to welfare reform and to the supply of housing due to changes in RSL and housing benefits rules. Could have a negative impact on delivery of strategy and timescales.</p>





# Torbay's Housing Strategy

## 2015 – 2020

### Our Vision

The Strategy is for everyone in Torbay as housing has a fundamental effect on our lives whether we are an owner – occupier, living in a social housing renting privately or homeless. Our Vision is;

*“We want to enable the provision and choice of homes where people can thrive, this helps our economy by offering security and settled homes for longer, promoting health and wellbeing and reduces the impact on the environment. We want to help our communities to recognise and tackle the inequality faced by families and the vulnerable.”*

Executive foreword - Councillor Mark King, Executive Lead for Housing Planning, Transport and Waste.

Torbay Council through this Strategy will continue to promote and develop Torbay as a great place to live, work and visit.

We recognise the importance of the changes we want to enable so that everyone in our communities has somewhere warm and safe to live for each stage of life. We want to offer the right mix of homes for our local families and young people to be able to stay in Torbay and the right type of specialist housing for those with care and support needs. This is a challenging vision as public resources have radically reduced but we are committed to improving housing in our community over the next 5 years in line with our vision and set out in our strategic framework.

### Introduction

We recognise that we need to identify ways in which we can invest as this will be vital to support a housing system that works for everyone. We are committed to ensure that all of our housing activity continues to align and work together to provide effective and efficient services in a time of reducing resources and increased need.

We also recognise the need for our Strategy to support the council’s priorities where housing impacts on their success particularly in helping to alleviate the pressure on Adults and Children’s Social Care and Health services.

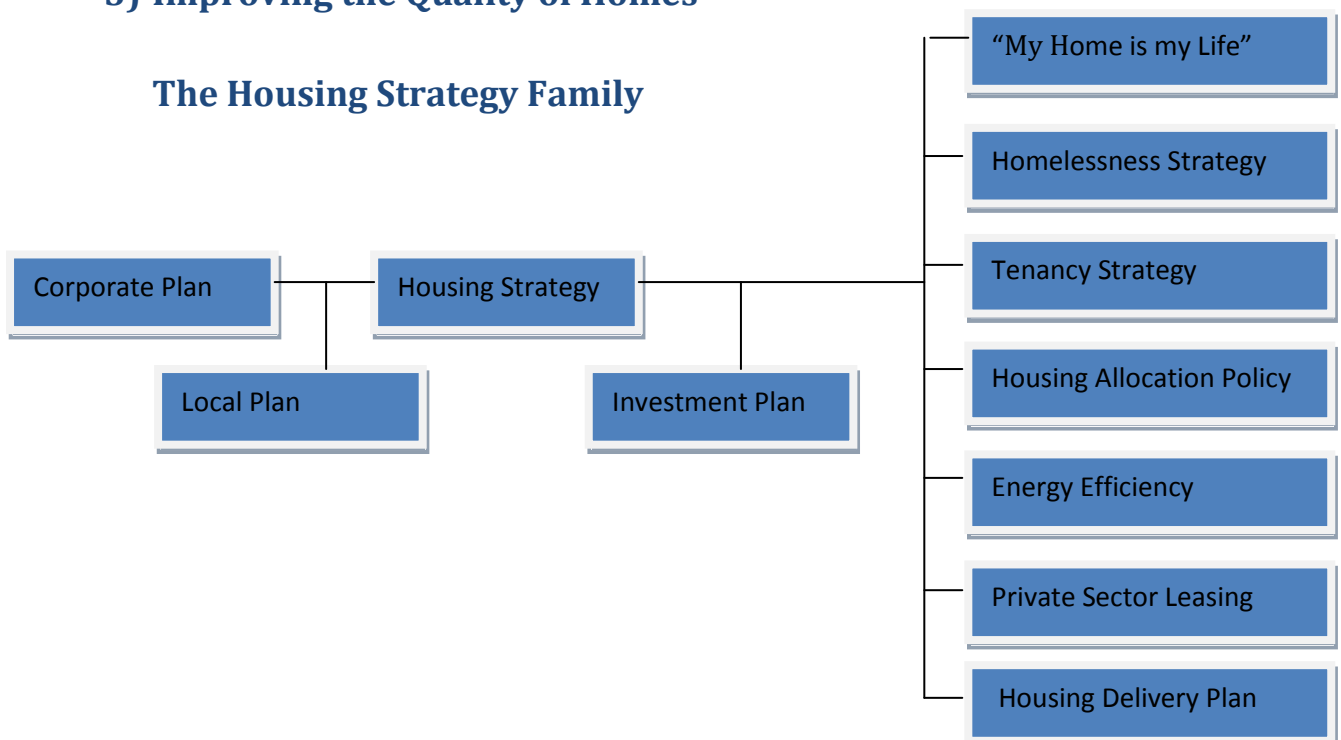
One of the key demographic pressures for Torbay is the exceptional number of older people. The Housing and Health Needs Assessment shows that Torbay (particularly Brixham) has a higher percentage of both men and women aged 60 and over and a much lower percentage of the younger age groups compared with England. Overall there is expected to be an increase in Torbay’s resident population, most noticeably those aged 65 and over and those aged 85 years and over. Many older people enjoy a high quality of life here but inevitably some require additional support as they become frailer in later years. We need to find new ways of providing this support, including settings with combined housing & social care, to ensure more older people are able to lead full & independent lives working with our partners.

The Council’s values of Being forward thinking, People orientated & adaptable, always with integrity underpins our approach to going beyond the traditional bricks and mortar focus of housing and deliver real change focussed on the needs of individuals and communities.

We have therefore developed an overarching document that focuses on 3 key elements and co-ordinates a number of Housing and Health related priorities –

- 1) Meeting Housing Demand**
- 2) Housing Commissioning “My Home is My Life”, (includes the Homelessness Strategy)**
- 3) Improving the Quality of Homes**

### The Housing Strategy Family



## Our Housing Challenges

The Government's agenda focuses on economic and housing growth, enabled by infrastructure and positive planning. Ongoing reduction in Government support for local government places far greater emphasis on growth, if local services are to be maintained. Also on income to Council's from business rates, new homes bonus and community infrastructure levy / Section 106 monies.

Many of the conditions for growth are in place in Torbay. The South Devon Highway is now open; the Bay has a large and competitively priced workforce; it has a substantial catchment area; residential and commercial values for high quality new developments are good; the Economic Strategy, Local Plan and 6 master plans are in place to support high quality growth in the right place, at the right time.

Demand for new homes in Torbay remains high, but is being carefully balanced with:

- The capacity of Torbay's environment, which itself brings in investment by businesses and attracts tourists;
- Growth in Torbay's economy, acknowledging that the availability of housing is a key factor for business expansion and relocation, and that new homes help deliver new infrastructure to support economic growth.

By 2030 Torbay will see around 5,000 new jobs and 8,900 new homes. The Council will work with landowners and developers, for sites allocated in the Local Plan, to help secure the delivery of new jobs, homes and infrastructure to meet – as a minimum – the annual targets set out in the Local Plan. The new Local Plan policy seeks up to 30% affordable housing provision, on every new major development, particularly on Greenfield sites, and should secure the delivery of a greater number of affordable homes than the previous Local Plan. The Local Plan encourages the redevelopment of brownfield sites by reducing the need for affordable homes. It also reduces the need for small developments to provide affordable homes on site, as 30% affordable homes on small sites are often unviable. The Local Plan also supports self-build or custom built development. It will remain important, to identify and use mechanisms that help bring forward new homes. There is opportunity, subject to securing devolved powers and funding from Government, to accelerate the delivery of new jobs and homes planned for Torbay.

Our housing commissioning document "My Home is My Life" recognises that good quality housing underpins other life chances and wellbeing. The priority themes in this document have been informed by the Housing and Health Needs assessment

We are seeing an increase in approaches for homeless households needing advice and assistance. Preventing Homelessness and moving individuals and families out of temporary accommodation into more settled accommodation, can take longer than we would like due to a dependency on the private rented sector as the main solution. More details can be

found in the Homelessness Strategy. The Housing and Health Needs assessment evidences the unaffordability of housing to many. It costs over 7 times the average Torbay salary to buy the average Torbay home. There is a higher proportion of households living in the private rented sector (23% compared to 17% across England) and a lower proportion of social housing.

The age and quality of the housing stock in Torbay means that it is poorly insulated, generally inefficient, which leads to poor living conditions and fuel poverty. There are areas with a high proportion of licensed Houses in Multiple Occupation (HMOs). There are about 1,450 HMOs (both licensed and unlicensed) in the Bay, forming 2.3% of Torbay's total housing stock compared to a national rate of 1.6% (cited in Local Plan). In February 2015 there were 81 licensed HMOs. The ward with the highest number of licensed HMOs is Tormohun which is one of the areas in the Bay with the highest concentration of private rented accommodation, along with Roundham with Hyde ward in Paignton, which has the second highest number of HMOs (Housing and Health Needs assessment). All properties in the private rented sector must comply with legislative requirements under the Housing Act 2004. This provides a mechanism against which all properties are risk assessed to ensure that they are safe. The Housing Health and Safety Rating Scheme (HHSRS) covers 29 hazards looking at the condition of the property. The same standards apply to HMOs. Additional criteria are also in place for larger HMOs that require a licence to operate. These are inspected regularly and landlords who operate such properties without a licence are liable to a fine of up to £20,000. Due to the changing nature and hence tenure of the housing stock in Torbay, the local authority's Housing Standards team undertake a regular review of properties to ensure that those that require a licence do so. There are a number of ways where the council could consider introducing a greater degree of control over the quality of the private sector. This could include exploration of introducing a Private Sector Leasing Scheme, or by introducing Selective Licensing into geographical areas which meet the definition for such a scheme. In addition, the new Local Plan has introduced (as part of the drive for more sustainable communities) the concept of Community Investment Areas. These relate to Torbay's most disadvantaged communities and the Local Plan provides the hook to secure additional investment in those communities, for property improvements, for community facilities, for learning and skills development, for open space and allotments for example. The Council, TDA and communities need to work together to define the target projects for new investment in community investment areas.

The home is the driver of health inequalities, and those living in poverty are more likely to live in poorer housing, precarious housing or lack accommodation altogether. The Housing and Health Needs Assessment evidences that Torbay has a higher proportion of people stating that their day to day activities were limited by a disability/health issue- 24%. Brixham had the highest proportion at 26%. There is a higher percentage of people aged 16-64 claiming benefits who are disabled.



We need to recognise the way we work together and how the lack of suitable housing can influence, and impact on health, the NHS 5 Year Forward View published in October 2014 noted that a key condition for transformation across local health economies is a strong primary and out-of-hospital care system, with well-developed planning about how to provide care in people's own homes, with a focus on prevention, promoting independence and support to stay well. Home adaptations for disabled people and access to community equipment meet this condition as they can:

- Enable independence at home
- Speed up hospital discharge/reduce readmission
- Prevent escalation of need e.g. accidents and falls
- Support maintenance of physical and mental well-being

From 2014 all local areas are required to pool elements of health and social care funding into a 'Better Care fund.' Torbay council and South Devon and Torbay Clinical Commissioning Group have pooled funding to deliver to deliver new models of integrated care through Torbay and South Devon NHS Foundation Trust. Better Care Fund outcomes include, avoiding delayed transfers of care, emergency admissions and admissions to residential and nursing care. Appropriate housing has a crucial role to play in supporting out of hospital cares and as an alternative to residential care placements.

In addition a fundamental component of the Care Act is the 'suitability of accommodation' in meeting the at home care and support needs of older and vulnerable people. The Act and the accompanying regulations and guidance outline how housing can support a more integrated approach and set out local implementation requirements by April 2015. Of particular note:

- A general duty to promote wellbeing makes reference to suitable accommodation
- Housing not just the 'bricks and mortar', also includes housing related support or services
- Housing must be considered as part of an assessment process that may prevent, reduce or delay an adult social care need
- Information and advice should reflect housing options, as part of a universal service offer
- Care and support delivered in an integrated way with cooperation with partner bodies, including housing

All parts of the system need sufficient momentum to effect a realistic change in need and demand and this will extend beyond the life of the strategy. With ever increasing numbers of people in need the housing enabling role fulfilled by the council needs the support of partners and sustained resources.

A deliverable target for affordable housing over the plan period will be 75 homes per year. A stretched target would be 100 homes per year but this would require additional impetus

and as always with development there will be a time lag before any additional efforts will produce new homes on the ground. So it is unlikely that the number of homes delivered will change from what is predicted in 2015/16 and 2016/17.

The housing challenge facing Torbay is not a new one, but the financial world in which they need to be met has changed. In the past we have delivered, with partners, very successful, award winning developments at Beechfield Avenue, Winfield Court, Torquay Boys Grammar School and Dunboyne Court.

#### Homes Delivered

Year	No of affordable homes delivered
2005/06	135
2006/07	144
2007/08	149
2008/09	119
2009/10	117
2010/11	127
2011/12	35
2012/13	35
2013/14	195
2014/15	113

Over the coming years, working with partners such as the Homes and Communities Agency and Registered Providers, we will deliver more high quality schemes to help meet our local housing needs. Pipeline projects include a development at Hatchcombe Nurseries and Market Street with homes also being delivered at Whiterock, Wall Park, Scotts Meadow and Yannons Farm.

# Delivery Plan 2016/17

## 1) Meeting Housing Demand

## 2) Housing and Health Commissioning

## 3) Improving the Quality of Homes

Key Deliverable	What are we going to do/enable?	Who is responsible	When/ target	Drivers
<p>1) Provide Homes Fit for the Future at each stage of life</p>	<p>Redesign specification for extra care housing by February 2016. Develop approx 60 additional units of extra care by 2018</p> <p>Continue to review and develop community equipment service, home improvements, disabled facilities grants and assistive technology to prolong independence at home, avoiding unplanned hospital admissions and reducing delayed transfers of care and long term placements into residential care working with partners</p>	<p>Joint Partnership Commissioning Team/Torbay and South Devon NHS Foundation Trust</p> <p>Joint Partnership Commissioning Team</p>	<p>2018 60 units extra care</p> <p>April 2016 Full service review</p>	<p>Needs drivers: Increasing older population and higher proportion of older people; higher proportion of population with disability; increased referrals for Disabled Facilities Grants; higher proportion of one person households; higher proportion of households aged over 65 living alone (from Housing and Health Needs Assessment)</p> <p>Better Care Fund targets</p>

Key Deliverable	What are we going to do/enable?	Who is responsible	When/ target	Drivers
<p>1) Enable development especially on selected Council Sites, where this helps secure other policy objectives such as:</p> <ul style="list-style-type: none"> <li>Helps support the local economy, for example construction skills</li> <li>Promotes self- build homes, at various entry levels.</li> <li>Increase homes available for sale to local, first time buyers</li> <li>Reduce demand on more environmentally / ecologically sensitive sites</li> <li>Council can prove through the Local Plan it has a 5 year supply of deliverable housing land</li> <li>Deliver early wins for master plan delivery and regeneration</li> </ul>	<p>The delivery of a minimum 400 homes p.a. over the next 2 years (to 2017) and a minimum of 495 homes p.a. to 2020, alongside new employment space and infrastructure</p> <p>Bring Forward at least two Council owned sites, before April 2017, for self- build, custom build and/or starter homes. Subject to the outcomes of these two (or more) pilot projects, bring forward at least two further housing projects before April 2018</p> <p>Identification and delivery of development opportunities (at least 1 per CIA) in defined community investment areas, investment can be secured to pump prime projects in CIAs to help tackle socio-economic disadvantage.</p> <p>Review our S106 and Affordable Housing SPD before end 2016 to ensure it is fit for purpose to secure more affordable housing on major development, including more starter homes for first time buyers (subject to national</p>	<p>Spatial Planning/ Torbay Development Agency</p> <p>Strategic Land Task Group / TDA / Spatial Planning</p> <p>Torbay Development Agency/Spatial Planning / Community &amp; Customer Services</p> <p>Spatial Planning / Council</p>	<p>Every Year</p> <p>April 2018</p> <p>April 2018</p> <p>Affordable Housing 75 units pa predicted completions 15/16 60 units</p>	<p>Needs drivers: Lower wages in Torbay; average Torbay home costs over 7 times the average Torbay salary; higher proportion of private rented housing and lower proportion of social housing; increasing waiting list for social housing; areas of Torbay within top 10% most deprived in England (from Housing and Health Needs Assessment)</p> <p>Local Plan targets</p>

Key Deliverable	What are we going to do/enable?	Who is responsible	When/ target	Drivers
	<p>guidance / legislation)</p> <p>The use of section 106 agreements to secure the use of local construction skills in 5 major development sites</p> <p>Annual publication of our housing monitoring, showing starts and completions, brown field and green field land, and sites included in the Council's 5 year land supply.</p>	<p>Spatial Planning / TDA</p> <p>Spatial Planning</p>	<p>16/17 70 units 17/18 97 units End 2016</p> <p>End March 2017</p> <p>Annual</p>	
2) To provide Help when and where it's needed	<p>To recommission a Home Improvement Agency to support vulnerable clients in applying for Disabled Facilities Grants.</p> <p>Review of service provisions and contract</p> <p>To maintain housing options service with access to temporary accommodation for those in highest need. Operational service redesign</p>	<p>Community and Customer Services./ Joint Partnership Commissioning Team</p> <p>Community and Customer Services</p> <p>Community and Customer Services</p>	<p>April 2016</p> <p>April 2016</p> <p>January 2016</p>	<p>Needs drivers: Higher proportion of single households; increase in referrals for Disabled Facilities Grants; higher proportion of population with a disability; higher proportion identified with mental health needs and/or learning disability; increase in rough sleepers (there were 17 in 2014); increasing waiting list for social housing;</p>

Key Deliverable	What are we going to do/enable?	Who is responsible	When/ target	Drivers
	<p>To review the provision of a Bond Scheme to facilitate access to accommodation</p> <p>To work in partnership with other local authorities and housing associations in providing Devon Home Choice as the means by which choice based lettings is delivered.</p> <p>Annual assessment of performance and need</p> <p>Explore Private Sector Leasing as an alternative to commissioned temporary accommodation</p>	<p>Community and Customer Services</p> <p>Community and Customer Services</p>	<p>March 2016</p> <p>Ongoing</p> <p>Annual April 2016</p> <p>April 2016</p>	<p>mobility and health needs of those on the waiting list for social housing; homelessness figures (from Housing and Health Needs Assessment)</p> <p>See Homelessness Strategy</p>
2) Make sure vulnerable people have access to a range of accommodation based care and support	Develop accommodation, care and support strategy, by April 2017	Joint Partnership Commissioning Team/Torbay and South Devon NHS Foundation Trust /South Devon and Torbay CCG	April 2017	Needs drivers: Higher proportion of one person households; higher proportion of households aged over 65 living alone; higher proportion of population with disability; higher proportion identified with mental health needs and/or learning disability; increasing waiting list for social housing; increase in rough sleeping (there were 17

<b>Key Deliverable</b>	<b>What are we going to do/enable?</b>	<b>Who is responsible</b>	<b>When/ target</b>	<b>Drivers</b>
				in 2014); need for services for young people with complex needs (from Housing and Health Needs Assessment)
2) People will have access to the right information to enable them to make an informed choice	Provision of a new Information and Advice Website (the ORB) that enables a single point of quality up to date information, to increase self help and community knowledge for individuals, organisations, communities and professionals, by April 2016	Community Development Trust, and Partners	April 2016	Needs drivers: Higher proportion of population with a disability; higher proportion of one person households; higher proportion of households aged over 65 living alone (from Housing and Health Needs Assessment)
2) To reduce reliance on Council support and use of Temporary Accommodation	Explore Private Sector Leasing as an alternative to commissioned temporary accommodation	Community and Customer Services	April 2016	Needs drivers: Increase in rough sleeping; homelessness (there were 17 in 2014) (from Housing and Health Needs Assessment) See Homelessness Strategy
2) Prevent Homelessness and reduce rough sleeping	Implement Homeless strategy action plan including, strengthening early intervention and prevention of homelessness, by April 2016  Working in partnership with	Joint Partnership Commissioning Team/Housing Options.  Joint Partnership	April 2016  April 2017	Needs drivers: Increase in rough sleeping (there were 17 in 2014); homelessness figures; higher proportion of one person households; areas of Torbay within top 10% most deprived in England;

<b>Key Deliverable</b>	<b>What are we going to do/enable?</b>	<b>Who is responsible</b>	<b>When/ target</b>	<b>Drivers</b>
	<p>Torbay and South Devon NHS Foundation Trust and South Devon and Torbay CCG to include, housing and homelessness advice and support in multi-agency teams with primary care and other services by 2017</p> <p>Commission accommodation based and outreach support for single homeless people by April 2016</p> <p>Ensure the re-commissioning of young peoples' homelessness support services provides an appropriate range of services to prevent placement of 16/17 year olds in B&amp;B by July 2016</p> <p>Plan recommissioning of domestic abuse in liaison with partners by September 2018</p>	<p>Commissioning Team</p> <p>Joint Partnership Commissioning Team</p> <p>Joint Partnership Commissioning Team</p> <p>Joint Partnership Commissioning Team</p>	<p>April 2016 Hostel units review</p> <p>July 2016</p> <p>September 2018</p>	<p>need for services for young people with complex needs; higher proportion of households living in private rented sector; increasing social housing waiting list; domestic abuse a main reason for loss of home (from Housing and Health Needs Assessment)</p> <p>See Homelessness Strategy</p> <p>Southwark responsibility</p>
2) Long term placements into residential care for adults and children are reduced	<p>Adults - Hospital discharge protocol (homeless strategy) by April 2016</p> <p>Develop extra care housing and</p>	<p>Joint Partnership Commissioning Team/Torbay and South Devon NHS Foundation Trust/Housing options</p> <p>Joint Partnership</p>	<p>April 2016</p> <p>June 2018</p>	<p>Needs drivers: Higher proportions of lone parent families; higher proportion of population with a disability (from Housing and Health Needs Assessment)</p>

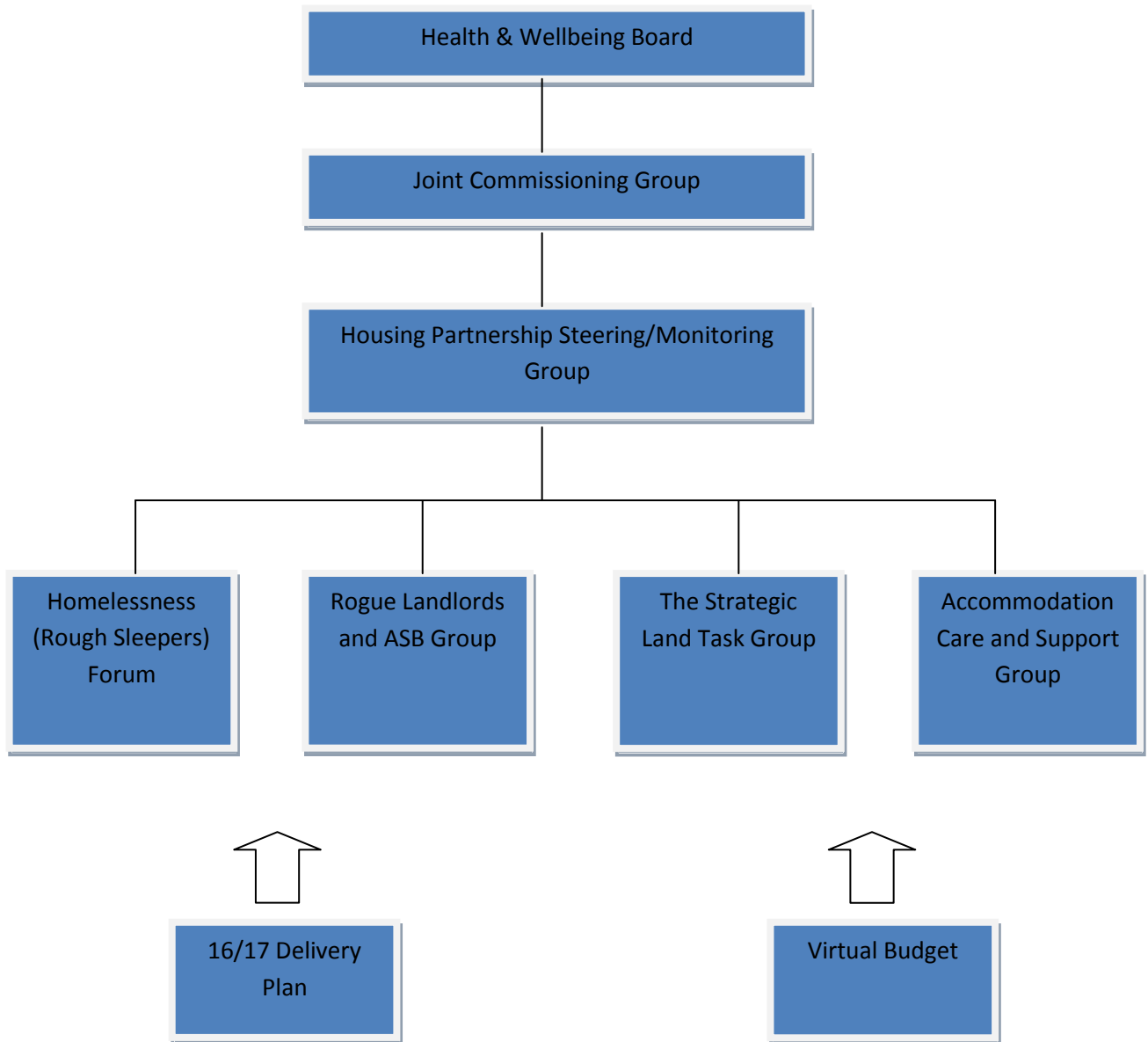


<b>Key Deliverable</b>	<b>What are we going to do/enable?</b>	<b>Who is responsible</b>	<b>When/ target</b>	<b>Drivers</b>
	<p>specialist accommodation based support as an alternative to long term residential placements for adults specification agreed by April 2016. Build estimated completion by 2018</p> <p>Re specify and commission Young Parents service as an alternative to high-cost complex placements out of area- by 31 May 2016</p>	<p>Commissioning Team/Torbay and South Devon NHS Foundation Trust/Devon Partnership Trust</p> <p>Joint Partnership Commissioning Team/Torbay Children's Services</p>	<p>60 Approx units</p> <p>May 2016 Min 12 units accommodation/ 12 units support</p>	
2) To increase the stability of homes, education and community, especially for children.	<p>Redesign of crisis support for rent deposits.</p> <p>Development of new ways of working for Health and Social Care interventions and Early Help for Children, Young People and Families (SWIFT Social Work Innovation Fund Torbay)</p>	<p>Community and Customer Services Team/ Housing Options</p> <p>SWIFT Team Public Service Trust and Youth Trust</p>	<p>April 2017</p> <p>March 2017</p>	Needs drivers: Need for services for young people with complex needs; higher proportions of lone parent families; higher proportion of children living in private rented sector (from Housing and Health Needs Assessment)
3) Create Healthy Homes, Healthy You, Healthy Bay	Undertake full assessment of the health needs of the homeless population of Torbay is carried out by Oct 2016	Homelessness Strategy Action	October 2016	Needs drivers: Increase in rough sleeping (there were 17 in 2014); homelessness figures (from Housing and Health Needs Assessment)

<b>Key Deliverable</b>	<b>What are we going to do/ enable?</b>	<b>Who is responsible</b>	<b>When/ target</b>	<b>Drivers</b>
				See Homelessness Strategy
3) Good Quality homes through Energy Efficiency	<p>Facilitate access to energy efficiency measures through the Energy Company Obligation scheme</p> <p>Work in partnership with other local authorities to facilitate access to government funding for other energy efficiency measures e.g. central heating</p>	Community and Customer Services.	<p>April 2016</p> <p>Ongoing</p>	National information available
3) Reduce the number of empty and/ or underused properties by encouraging landlords to bring their properties back into use	<p>Target empty properties to purchase and bring back into use 150 empty properties per annum.</p> <p>Explore the potential for redevelopment / reuse of care homes that want to exit the care market, to help deliver more family homes and more contemporary 'villa' homes.</p>	<p>Torbay Development Agency/Communities Team</p> <p>Spatial Planning</p>	April 2017 / annual	Needs driver: Number of vacant residential dwellings of all tenures (from Housing and Health Needs Assessment)
3) Ensure that housing landlords act responsibly and ensure that the properties they	Continue to target poor quality accommodation and management through the Rogue Landlords	Community and Customer Services.	April 2016	Needs drivers: Higher proportion of HMOs in Torbay; higher proportion of

<b>Key Deliverable</b>	<b>What are we going to do/enable?</b>	<b>Who is responsible</b>	<b>When/ target</b>	<b>Drivers</b>
<b>manage meet the minimum statutory thresholds for quality and safety</b>	<p><b>Programme Service redesign</b></p> <p><b>Prioritisation of high risk complaints about poor quality accommodation</b></p> <p><b>Target Private Sector properties of highest risk, including Community Investment areas</b></p>	<p><b>Community and Customer Services.</b></p> <p><b>Community and Customer Services.</b></p>	<b>Ongoing</b>	<b>households living in private rented sector; areas of highest deprivation contain highest proportion of private rented accommodation (from Housing and Health Needs Assessment)</b>

## We will deliver our priorities by our Performance and Governance structure:



Through this structure the delivery of the new Housing Strategy we will ensure there is a clear pathway from the plans of the commissioner and provider of health and care to the housing provision and support we have in the Bay.

We will review progress, actions set out in the delivery plan on an annual basis. Via scrutiny, and ensure the voice of housing provision has a clear voice and influence on the Health and Wellbeing Board.

**The Housing Partnership Steering/ Monitoring group** is a new group that builds on the work of the Housing Working group, that helped develop the Strategy. Comprising

Executive Members, a representative from overview and scrutiny, housing providers and Council officers. This group will:

- Monitor the elements that make up the housing strategy using the strategy delivery plan and “My home is My Life” delivery plan.
- Monitor and report on progress towards devolution, identifying any potential risks to Torbay’s Housing Strategy
- Facilitate partnership working to deliver the Housing Strategy

**The Joint Commissioning Group** will ensure alignment with key partners and achieve leverage from the council resources we have to get maximum impact on our joint priorities.

**The Accommodation Care and Support group** is also a new group that will build on the Living Well at Home development Board activity, deliver on increase independence, quality and safety at home, and ensure our market position statement is achieved with providers.

**The Homelessness Rough Sleepers forum**, this group will deliver the Homelessness Strategy, develop and monitor accommodation and support pathways.

**The Rogue Landlords/ ASB Group**, has oversight of standards and take initiatives to tackle poor housing.

The Trojan scheme received an award for the approach on a number of high profile prosecutions that led to a ripple effect in the area. This had an impact on other portfolio landlords who have voluntarily provided improvement programmes on properties. We have seen apposite outcome of culture change within our private sector.

**The Strategic Land Task Group**, this group will develop plans and ensure delivery of the built environment aspects of housing, in accordance with local plan for council owned land.

In addition, and as set out in the Council’s adopted Local Plan, the Council will support the creation of a South Devon Delivery Review Panel. This Panel will comprise the three local authorities (Torbay, Teignbridge and South Hams), relevant infrastructure and environmental agencies, and housing and development interests. This body will oversee the need for and location of further development, including jobs and homes, on a sub-regional basis, taking account of jointly prepared and consistent evidence. This will be necessary in order to inform future reviews of the Local Plans of each of the three Local Planning Authorities.

### **An Investment Plan / Virtual Budget for accelerated growth**

Contribute to the Medium Term Financial Plan, by maximising new homes bonus and Council Tax revenue by increasing housing supply in accordance with government policy and

the new housing and planning bill and in relation to any future devolution agreement with central government.

Delivery will be dependent for the built elements on having productive relations with the markets and a flexible approach to development as schemes come forward. The limited capital resources held for housing will need to be maximised for impact working with the market as it recovers from the downturn and its impact on house building in the recession.

### **Partnership arrangements**

Torbay Council will use its position to ensure effective operation of all aspects of the local housing market.

However we are aware that we cannot tackle our housing challenges alone. We rely on working closely with our partners, which include our local communities; large and small private sector bodies ranging from developers and construction companies to private landlords, the broader public sector; and our local community and voluntary sector.

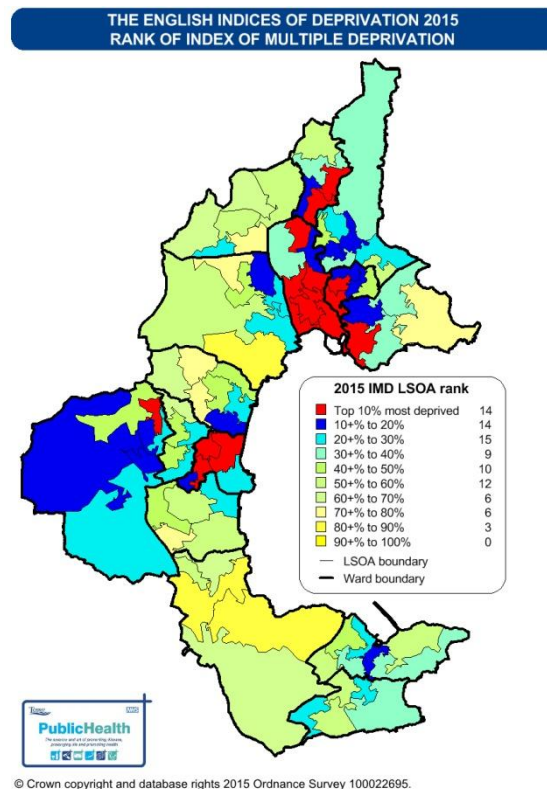
## Our Evidence Appendix

The last house condition survey was published in 2009. This details that the largest proportion of Torbay's housing stock was built before 1981 particularly during 1965 to 1980, with fewer dwellings built after 1980. The stock has high proportions of medium/large terraced houses, semi-detached, bungalows, converted flats and low rise purpose built flats (less than 6 storeys). There are a substantial number of houses in Multiple Occupation in Torbay, 2.3% of dwellings are HMOs, representing 1450 buildings being used to house multiple households (this compares to a national average of 2%). Of these multi-occupied dwellings only 80 meet the criteria for mandatory licensing.

### Deprivation

The Index of Multiple Deprivation (IMD) 2015 is the official measure of relative deprivation for small areas (Lower Super Output Areas) in England. Data source:

<https://www.gov.uk/government/collections/english-indices-of-deprivation>



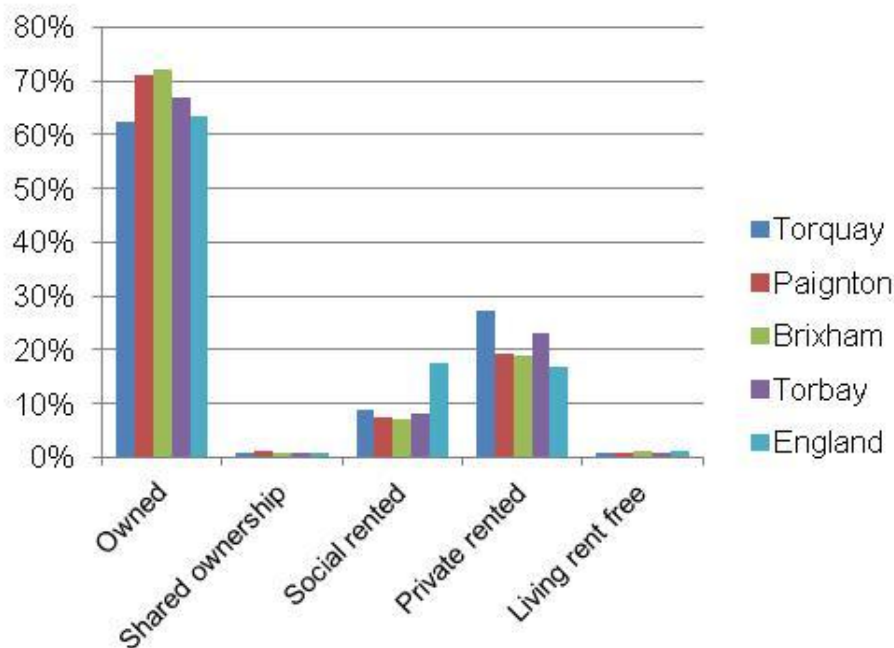
- Torbay is amongst the top 15% most deprived district local authorities in England (46<sup>th</sup> out of 326).
- Levels of deprivation have increased in Torbay
- Torbay is the most deprived district local authority in the South West region.

- There has been a 75% increase in Torbay residents living in areas amongst the top 20% most deprived in England (16 LSOAs in 2010 to 28 LSOAs in 2015).
- Almost 1 in 3 (31.5% - 42,050) residents live in areas amongst the 20% most deprived in England.

### Homelessness

- The total number of homeless applications and decisions made in 2014-2015 (490 decisions) has more than doubled since 2011-2012 (237 decisions), an increase of 106% (253 decisions)
- In recent times, Torbay has experienced a rise in statutory homelessness acceptances, a rise of 16% from 2013-2014 (56) to 2014-2015 (65)
- The number of homeless non-priority cases has more than tripled between 2012-2013 (13 cases) and 2014-2015 (47 cases), rising by 261%

### Tenure of households in each geographical area



### Affordability

Owner-occupation remains the preferred tenure choice in Torbay despite a reduction from 73% in 2001 to 67% in 2011. The uncertain national economy has made an impact on the housing market over the past five years causing average house prices in Torbay to fall in most areas in the country however since 2013 the market is recovering locally. A recent



upturn in the national market alongside limited mortgage availability means that homeownership is still out-of-reach to most households on low and moderate incomes. This is supported by evidence from Torbay's House Price and Earning Ratios which shows that local households would on average need an income at 30% higher than the national income average, and 7% above the South West average to afford purchasing a home at an average price in the area. The mean price of a house in Torbay is £187,956 (Land Registry 2014). It is clear that affordable housing in Torbay is in short supply and wages don't support the value of its properties.

The impact of rising demand and competition for private rented homes in Torbay has resulted in increased rental prices. From 2011 to 2015, Torbay has seen a rise in average market rents by 11% and a rise of 34% in terms of median market rental values. In turn the buoyant market has led to an increase in the level of start-up costs and pushes agencies to select the more affluent tenants for their landlords. Despite a good supply of private rented sector properties being available in Torbay, private rental values are relatively high in an area where local earnings are below the national average and so the sector is often unaffordable and difficult to access for many households on low and moderate incomes.

- Torbay has a large private rented sector consisting of over 13,696 properties which has been steadily increasing over the last 10 years (by 6.7%)
- Rental fees in the private market have increased significantly over the past four years and this trend is set to continue
- Torbay is restricted in terms of housing land availability for potential generation of new-build rented homes, placing strategic importance on the management and distribution of existing stock to meet all housing need groups
- Torbay has a recognised issue with its level of empty homes, further indicating the need for new initiatives that can assist in bringing them into use, such as through incentivising owners to let them through an in-house Leasing Scheme
- In two of the main towns in Torbay (Torquay and Paignton) the PRS represents around 50% of the total stock composition

## **Housing Delivery**

Torbay has seen 1059 new homes built over previous 3 years (2011/12; 2012/13; 2013/14), at an average of 353 per annum. When measured in April 2015 there were 532 homes under construction. Torbay has identified, in its new Local Plan, deliverable housing land for 2,210 homes as at April 2015.

Housing delivery is not just a factor of land supply, it is also a factor of housing demand (from buyers / tenants) and the ability of house builders to respond to those demands.

Between April 2011 and March 2015 392 affordable homes were provided in Torbay, of which 129 were affordable rent; 165 social rent; 98 affordable home ownership. Between April 2013 and March 2015 there were 55 Help to Buy completions in Torbay.

In 2013/14 there were 3195 people on the housing waiting list in Torbay. In terms of demand, 50% of those people on the waiting list required one bedroom; 33% required two bedrooms; 13% required three bedrooms; 4% required more than three bedrooms. Due to a change in eligibility for the housing waiting list in January 2015 there were 1687 households on the list at that time.



My Home is  
my Life

2015-2020

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Good quality housing underpins other life chances and wellbeing

Torbay's Housing  
Partnership Delivery  
Plan

Agenda Item 8  
Appendix 3

## Priority Theme Deliverable Outcomes

### 1.Homes Fit For The Future Outcomes

- \* Provide a mix of house types and tenures to match the local need.
- \* Make best use of existing social housing stock. Working with private landlords including private retirement schemes to make best use and build successful mixed communities
- \* Improve the standard of new affordable housing to ensure homes cost less to heat, maintain and minimize the impact on the environment.
- \* Improve standards in the Private Rented Sector to encourage choice in the market
- ? future capital investment options, existing ageing stock, PSL, owning/developing own stock

### 2.Help when and where it's needed Outcomes

- \* Closer working with partners and the voluntary sector – achieving, increased choice, self help and access to advice (especially financial) and early intervention across agencies and communities
- \* Improve housing offer to meet a range of local needs and aspirations.
- \* Local support for those most vulnerable (specifically to mitigate the impacts of Welfare reform)
- \* Housing that is part of an integrated approach to health, social care and support keeping people healthy and independent as they age and making sure they have the best start in life.
- \* Long term placements for adults and children into residential and nursing care are reduced. Ensure more people with learning disabilities and those with poor mental health are able to live independently and older people are enabled to remain independent in their own home

### 3.Healthy Home, Healthy You, Healthy Bay Outcomes

- \* Good quality homes with high energy efficiency, safety, minimum standards and good Landlords
- \* Improve and maintain independence and inclusion, effective support for disabled, older people and vulnerable groups.
- \* Ensure housing is designed and maintained to minimise exposure to both indoor and outdoor pollutants, including damp, mould, combustion, CO, Particulates, noise, asbestos
- \* Reduce injuries in home - especially falls in the elderly; and accidents among children
- \* Design healthy homes to encourage physical activity e.g walk/cycle/play/garden etc. and access to healthy food and lifestyles.

## My Home is my Life - Housing and Health Needs Assessment Key Messages.

		<b>Good housing is part of good health and enables people of all ages to thrive</b>
1		Nearly all (99%) of households are in an urban (not rural) location
1		There is a higher percentage of home ownership in Paignton and Brixham, compared to Torquay and England
1		There is a significantly lower percentage of social rented housing compared to England (proportionally most is in Watcombe and Blatchcombe)
1		There is a significantly higher percentage of private rented housing in Torbay (particularly Torquay). It is mainly situated in the 3 town centres
1		All 3 towns have a higher proportion of one person households compared to England- Torquay is significantly higher
1		81 licensed HMOs out of about 1450 in the Bay. High proportion of licensed Houses in Multiple Occupation (HMOs) in Tormohun area of Torquay. HMOs form 2.3% of Torbay's Housing stock compared to a national rate of 1.6%
1		There are higher percentage of flats, maisonettes, apartments, and bedsits in Torquay, whereas Paignton and Brixham has a higher percentage of detached or semi-detached houses
Page 64		In 2013 it cost over 7 times the median/average Torbay salary to buy the average Torbay house. This ratio has remained consistently higher compared to England. Wages are consistently £5000 a year lower than England for full time workers
		The Local Plan 'seeks to identify land for the delivery of around 480 homes per annum, equating to about 8,900 new homes over the Plan period of 2012 – 2030 (draft, containing proposed modifications, June 2015)
		There is a pressing need for affordable housing in Torbay to meet the needs of local people who are unable to afford open market house prices or rents
1	2	Torbay has a lower percentage of Housing Benefit claimants aged over 70 but a higher percentage of under 25s compared to England (2014)
1	2	Brixham has a higher percentage of Housing Benefit and Council Tax Support claimants in the older age ranges, particularly aged 70 and over, and has a higher percentage of couples without dependents (February 2015)
1	2	Torquay has the highest proportion of Housing Benefit and Council Tax Support claimants in the younger age ranges, and single claimants with no dependents (February 2015)
1	2	There is a higher % of people aged 16-64 claiming benefits who are disabled- 1.9% in Torbay compared to 1.1% in England in May 2014
1	2	The largest number of households on the Torbay housing register for social housing have been placed in band D (low housing need) with a requirement for 1 bedroom (January 2015)
2		Domestic violence incidents involving a partner are a main reason for loss of the home of people accepted as homeless by the Torbay Council

2			The number of households accepted as homeless with the priority need of 'mental illness or disability' has increased.
2			Torbay has higher proportions of lone parent families
2			Torbay (particularly Brixham) has a higher percentage of people aged 65 and over and a much lower percentage of people aged under 40
1	2	3	Just over a quarter of households on the housing register for social housing have a mobility need (relates to steps and wheelchair access). The majority require homes with 1 bedroom. The town with the highest percentage on the register with a mobility need is Brixham (January 2015)
1	2	3	Nearly a third of the housing register for social housing is identified with a physical disability need. Proportionally, Brixham has the most households on the register with a physical disability. About 20% of households on the register have a mental health need. Proportionally, Torquay has the most households on the register with a mental health need (January 2015)
1	2	3	The majority of households on the housing register with a disability or health need require homes with 1 bedroom (January 2015)
2		3	Between 2013 and 2014, the number of rough sleepers estimated to be in Torbay increased from 5 to 17, a larger increase than other South West Local Authority areas
Page 62		3	Around half of people using support services to help them move on to independent living had mental and/or physical health issues (2013/14)
62		3	A range of options are needed for young people to suit complexity and diversity of need, and there is currently a lack of services for young people with complex needs and/or challenging behaviour
2		3	There have been significant increase in referrals and those receiving adaptations funded by Disabled Facilities Grants, particularly in Paignton and Brixham, and an increase in those aged 45+ across Torbay
2		3	The number and percentage of people aged 65 and over is projected to increase in future years
2		3	People with learning disability said that they want to live in their own home, in their local community. They want good quality housing and don't want to have to move as they grow older. They want good quality care to help them at home
2		3	Around 1 in 4 children in Torbay live in relative poverty compared to around 1 in 5 across England
2		3	Torbay has been ranked as highest nationally, with 37% of households (22,600) identified as being at risk of falling into poverty
3			Areas with the highest proportion of private rented and social rented housing, and the lowest proportion of home ownership, are also the areas with the highest levels of deprivation
3			There is a higher proportion of flats, maisonettes, apartments, and bedsits in Torquay, whereas Paignton and Brixham has a higher proportion of detached or semi-detached houses
3			There is a strong link between living alone and risk of accidental fire death
			*Key messages are referenced in the Housing and Health Needs Assessment

Notes, Known Gaps	<ul style="list-style-type: none"> <li>• Energy Efficiency Information</li> <li>• Condition of Private Rented Stock ( latest report 2011)</li> <li>• Hospital Admissions, Homeless Health conditions, awaiting report</li> <li>• Final Local plan details ( Affordable Housing Delivery numbers)</li> <li>• Other ideas of evidence gaps/ information/ evidence held (further consultation with Joint Commissioning Group)</li> <li>• New partnership framework for delivery</li> </ul>
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## 1- Introduction

This is Torbay Council's new Partnership Delivery Plan for 2015 to 2020. It has come at a time when the national economy has suffered a sustained period of uncertainty affecting housing supply and demand in many different ways for the past six years. It is called "My Home is my Life" because good quality housing underpins other life chances and wellbeing. It is recognised as a key determinant of good health. It is not just about bricks and mortar, it is about the communities in which people live, their hopes for themselves and each other. Good housing influences life chances, education, work opportunities, good health and freedom from fear of crime.

The plan addresses these challenges and takes new opportunities to set ambitious plans to recognise our local pressures, encourage community resilience, build as much housing that offers affordable choice, tackle homelessness through new housing options and strengthen our role in the private housing sector over the next three/ four years.

The return of the responsibility to improve the health and wellbeing of local people to local authorities has brought with it a renewed emphasis to tackle the 'causes of the causes' of poor health. Councils have an influence over the day-to-day conditions in which people live, so are well placed to make the most of a move away from the medical model of health based on clinical treatment to a social model based on health promotion, protection and prevention. There are key policy areas – the social determinants of health - where action is likely to be most effective in reducing health inequalities. Action on the supply, provision and maintenance of housing is one of these key areas.

It ranges from the "bricks and mortar" of the home itself, through to the condition of the interior of the property, services for those who are homeless and in priority need, through to regulating the social landlords and private landlords sectors to ensure that properties are appropriately managed and the tenants are not placed at any undue risk of harm. For some clients properties can be adapted to enable them

to live independently in their own home for longer. Thermal insulation is also a key issue to enable people to be able to keep their homes warmer for longer and reduce their fuel poverty issues.

At the same time, a range of supporting/specialist housing and support related strategies have come to the end of their term and funding. Therefore, we have taken an innovative and forward thinking approach to developing this new Plan with our Partners. In this way we will make best use of existing and new housing, making sure people have homes for life when appropriate with access to the right type of housing, support and care at the right time. The Plan will contribute to the Health and Well being Strategy and Torbay and Southern Devon's aims to reduce bed based care and promote independence and self management of conditions in the community with housing forming part of an integrated approach to health and social care.

We have not had a current Plan for a couple of years and have therefore produced a document which identifies three key priority themes which contain, outcomes and action plans The action plans will be reviewed on an annual basis, monitored by the Health and well Being Board. The document is intended to show how the Council and partners will prioritise and tackle housing need, promote new housing options and improve housing conditions across all tenures encompassing housing topics that specifically cover:

- Living Environment
- The successful Housing market
- Right housing at the right time
- Specialist housing needs for those needing care and support ( including Older People, as well as those with learning disabilities and other long term conditions)



## Priority Themes

### Theme

#### Homes Fit For The Future - Increase choice, quality and affordability - Private sector and Affordable housing

Good quality, decent homes provide an opportunity for stable family life. They underpin economic growth and help create thriving, sustainable communities. However, for some getting on to the housing ladder is very challenging. Demand outstrips supply, the availability of mortgage financing is limited and the quality of housing varies hugely across Torbay.

For the young, the difficulties of 'staying local' can disrupt the traditional family networks upon which strong communities are based.

For families, uncertainty over housing can undermine the contribution they make to our economy through work and active citizenship.

For Torbay's increasing elderly population homes that meet their changing needs are growing.

With an ageing population in Torbay there is a clear direction of travel for people to remain in their own homes longer not only to improve their quality of life but also to reduce the pressure on the public purse. National policy changes are also reshaping the needs of our population. In order to meet the increased pressures placed on local authorities in the wake of welfare reforms there is a need for an innovative and flexible approach to the provision of temporary accommodation

The age and quality of the housing stock in Torbay means that it is poorly insulated and generally inefficient, leading to poor living conditions and an increase in fuel poverty. 71.4 % of the Private Rented Sector receives Housing Benefit. This adds pressure to statutory agencies and adds further pressure on the local housing market.

It will be an on – going challenge to manage expectations – we can't house everyone in affordable housing

## Outcomes

1. Provide a mix of house types and tenures to match the local need.
2. Make best use of existing social housing stock and empty homes. Working with private landlords including private retirement schemes to make best use and build successful mixed communities
3. Improve the standard of new affordable housing to ensure homes cost less to heat, maintain and minimize the impact on the environment.
4. Improve standards in the Private Rented Sector to encourage choice in the market

Year	Number of Lettings per Annum Social Housing	Waiting List Figures	Number of New affordable Homes Delivered
2013/14	457	3195	195
2012/13	303	3066	35
2011/12	371	3425	35
2010/11	344	3966	127
2009/10	371	2482	117
2008/09	326	6493	119
2007/08	397	5221	149
2006/07	317	3995	144
2005/06	237	4611	135

## Headline Actions

Delivers on Outcome/s	Action	Resource	Person Responsible	Completion date	Risks/ Dependencies Review Comment June 2015
1	Reassess overall delivery target and targets around mix of size, type and location based on thorough needs analysis	Design reporting and ongoing monitoring tool. Collate information from Commissioning unit	Joint Commissioning Team, Asst Director Community	April 2015	Information is key to setting housing delivery targets. Draft Health and Housing Needs assessment complete Key messages added to this doc and cross referenced to Priority Themes and Outcomes
1	Ensure understanding of current and future housing needs is kept up to date and is fit for purpose	Analyse and provide data from Torbay's Housing Register to inform needs data including demand and availability of specialist accommodation and to ensure new housing meets the aspirations of home seekers. Review current housing market data. Review census data as it becomes available Explore opportunities for commissioning research, including joint commissioning with other LAs	Housing Commissioner JS Asst Director Community FH ,Joint Partnership Commissioning Team		As above and annual reviews

1,	Prepare brief for delivery of new housing development at Hatchcombe.	Liaise and engage with SP and Care trust to establish specification	Head of Assets and Housing Manager LM	Ensure specification is future proofed and minimises any revenue contribution.
1	Continue to maximise delivery through planning gain and S106 agreements.	Officer time – requires policy reviews	Head of Assets and Housing Manager LM	This delivery route is entirely dependent on market conditions – risk to delivery
1,3,	Identify land owned by Torbay Council for the delivery of affordable housing.	Land review, requires Council approval	Head of Assets and Housing Manager LM	Conflict between delivering affordable housing and maximising the capital return for the Council.
2,4	Look at ways in which Empty homes can be targeted for affordable housing.	Continue to work with Private Sector property owners to create bespoke solutions.	Asst Director Community Head of Assets and Housing Manager LM unity FH	This work is often labour intensive and can often be more expensive than traditional delivery routes, However there are additional benefits – Private Sector renewal. And an increased control of the market if accommodation can be targeted at those most in need
1,2,3,4	Consider ways in which we can make better use of what we already have. Review allocation policy to increase priority of those downsizing	Consultation with wider Devon Las and DHC. Review annual lettings plan annually from Sept	Housing Options service	May end up with different arrangement than the rest of Devon.

3	Continue to monitor the performance of the properties at Beechfield. Roll out most effective components on new housing developments to aid fuel poverty.	Plymouth University currently provide the data. Office required to amend legal specification documents	Head of Assets and Housing Manager LM		Resistance from developers and potentially RPs as the new specification will carry additional costs.
1,3,	Review and assess the merits of Council House Building programme	Significant inter departmental review including legal and finance	Head of Assets and Housing Manager LM		
1,3,	Ensure robust planning policy exists to drive and maximise new affordable housing and improve quality.	New affordable housing SPD. Include tapered approach which will generate an additional income stream to assist the delivery of affordable housing	Head of Assets and Housing Manager LM		Resistance from developers.
	Detailed housing needs and domestic market assessment including conditions, tenure, gaps, etc.	External body to be commissioned		Mar 2016	Outstanding
	Develop innovative approaches to work with partners to reduce hazards in the privately rented sector.	Housing Standards Team	Asst Director Community Services FH	Ongoing	This is linked to the Rogue Landlords programme

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Explore alternative options to meet the identified needs of the Bay e.g. equity release schemes, procuring different types of temporary accommodation, role of the community sector	Joint Commissioning Team Asst Director Community Services FH	Need to consider a range of options including new build, private sector leasing schemes as part of a suit of alternative models.
Develop partnerships with the energy providers and other private sector organisations to reduce fuel poverty in Torbay	Asst Director Community Services FH	Dependent on changing central government policy. Needs to e targeted at those most in need and link fuel poverty and poor accommodation standards.

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Choice and affordability  
Housing Partnership  
contribution discussion  
Enabling the  
development of high  
quality and sustainable  
affordable housing in  
places where people  
want to live responding  
to local need and  
supporting the  
economy. Enabling  
people to make  
informed choices about  
their housing  
circumstances and  
enabling them to meet  
their own housing  
needs.  
Improving the condition  
and usage of existing  
housing across all  
tenures taking into  
account social and  
environmental factors  
that impact on quality  
of life.

Housing Partnership  
Economic Strategy,  
Planning

LM, PS

## Theme

Help when and where it's needed – create a quality approach to housing advice that offers early intervention and prevention – to both clients and Landlords that deals with the problems before they become a crisis. Sub strategy, Homeless Prevention action plan, housing as part of an integrated health and social care system

The links between housing, health and wellbeing are well-documented. Local authorities working in partnership with health, community voluntary sector organisations and criminal justice agencies have a key role to play in making sure housing and the nature of the Local area maximise the health and wellbeing of more vulnerable people including, the elderly, people with learning disabilities and other health problems.

As a pioneer site for integrated care across Torbay and South Devon, creation of an Integrated Care Organisation will build on successful integration of health and social care services for older people at a local level. Housing will be fully integrated into a joined-up health and social care system with a single budget aimed at providing better care with the following priorities:

- Inequalities across children and young people's care will be reduced
- Mental health will be 'mainstreamed' as part of overall wellbeing and health
- Frail older people – structural pathway problems and patient experience improved
- Seven-day services equally available for all, through a 'broad front door'
- Community resilience and enhanced social fabric will form the basis for health and wellbeing

Prevention and early intervention sit at the centre of this approach alongside enabling people to remain independent for as long as possible in their own homes.

While spend on residential and nursing care is the largest area of spend in the adult social care budget demand for traditional accommodation based care is in decline. Fewer people are entering residential care and those who do so tend to enter at an older age and stay for a shorter period.

Torbay's market position statement sets out a vision for the health and social care residential market for adults based on reducing and avoiding reliance on bed based care through a more co-ordinated approach to accommodation based care by:



- Continued reduction in long term placements into residential care
- Focus on short term reablement, rehabilitation, recovery, respite and crisis
- Development of extra care housing
- Later admission to long term nursing care

Torbay and Southern Devon Learning Disability operational commissioning strategy (2014) contains local implementation plans for a wider learning disability health and care strategy spanning Torbay, Devon and Plymouth councils as well as North, East and West Devon and South Devon and Torbay Clinical Commissioning Groups (CCG). The strategy plans to develop:

- Extra care and sheltered housing models to provide independent accommodation and support for people with learning disabilities and opportunities for people to remain living with older carers with support needs.
- An accommodation and Flatmate service including, maintaining a vetted 'flatmate' list for people with a learning disability who need accommodation and those who would like to share.

The three Devon Local authorities and two CCGs have also produced a mental health strategy (2013-2016). 'A good home' is cited as one of the foundations of good mental health and wellbeing. A crisis house has been developed in Torbay to reduce and avoid hospital admissions and local implementation plans are in development with people who use services, their carers, community voluntary sector organisations and commissioners.

To make sure accommodation based services and pathways enables families, children and young people to have the best start in life a review of placements and services is underway

We will aim to target preventative measures more effectively, based on an evidenced housing offer and local need in order to reduce the pressure on statutory services.

The emerging integrated care organisations provides new opportunities to join up the operational activities across the care giving economy e.g. facilitating links with housing at discharge from hospital.

Fuel costs are rising faster than income rates, thereby increasing the pressure on individuals and families to meet their housing costs. This can in turn add demand pressures on statutory services e.g. the provision of temporary accommodation, the take up of cheap, low standard rented properties, etc.

Our ageing population and those with complex needs place demands on care organisations if they are unable to live independently in their own home. Mechanisms need to be implemented to increase residents' ability to either maintain their tenancy or own homes for longer.

## Outcomes

5. Closer working with partners and the voluntary sector – achieving, increased choice, self help and access to advice (especially financial) and early intervention across agencies and communities
6. Improve housing offer to meet a range of local needs and aspirations.
7. Local support for those most vulnerable (specifically to mitigate the impacts of Welfare reform)
8. Housing that is part of an integrated approach to health, social care and support keeping people healthy and independent as they age and making sure they have the best start in life.
9. Long term placements for adults and children into residential and nursing care are reduced. Ensure more people with learning disabilities and those with poor mental health are able to live independently and older people are enabled to remain independent in their own home.

## Headline Actions

Delivers on Outcome/s	Action	Resource	Person Responsible	Completion date	Risk/ Dependencies Review Comment June 2015
5,6,7,8, 9	Completion of new Homeless strategy includes temporary accommodation commissioning plan.	Housing Options Service Manager Joint Commissioning Team and Partners	FH Asst Director Community Services FH Joint Commissioning Team JS	April – June 2015	Development commenced Planned timeline Youth Homelessness Prevention Commissioning Strategy completed (sits below Homelessness Strategy)
5,6,7,8,9	Co production and partnership delivery of a new approach/model for Information and Advice. Includes development of Children's Community Hub	Information and advice Steering group, and Children Hub Steering group	Housing Commissioner JS and Partnership	April 2016	Delays from a co – production model, full engagement from key partners. New Information and Advice Single Point of Information Web portal and searchable Data Base due to go live Sept 2015.( Phase 1 completion ) Children's Hub development now part of Innovation Fund SWIFT project.
5,6,7,8	Explore co location of Housing Options service at community access points/ hubs	Housing Options Team and partners	Asst Director Community Services FH		In House youth homelessness prevention and mediation service jointly delivered by Housing Options and IYSS
5,6,7,8	Explore/ Develop service pathway for Non Statutory Single Homeless	Identify funding opps/ grants.	Asst Director Community Services FH		Subject to capacity being released by reductions in existing demand.

5,6,7,8	Explore alternative options to meet the identified needs of the Bay e.g. equity release schemes, procuring different types of temporary accommodation, role of the community sector		Housing Options service, Joint Commissioning Team		
5,6,7,8	Work with partners to raise the profile of an individual's housing needs at key moments in the individual's life, and enable them to remain in their own homes for longer e.g. hospital discharge	Information and advice co production model and partners	Information and Advice Steering Group	March 2016	On- Going
6,7	Work with partners to develop means of supporting tenants to maintain their tenancies e.g. support with mental wellbeing, credit unions, etc.		Asst Director Community Services FH Joint Commissioning Team		Working across the CSP partners to ensure take up of good tenancy schemes for our most vulnerable client groups.
5,6,7,8,9	Work with housing associations and other housing providers to ensure that resources are prioritised to those most in need	New Torbay Housing Partnership	Appointed Councillor Lead, Officers		Outstanding to regroup when Strategy/ Priorities adopted.

8,9	Development of extra care housing For older people and younger people including those with learning disabilities, poor mental health and acquired brain injury		Joint Commissioning Team	April 2016	
6,9	Flatmate scheme for people with LDs		Commissioning Team		Review in 2016 as part of LD commissioning implementation plan 2014.
5,6,7,8,9	Families young people and children placement and pathway review	Children's Commissioning and Sufficiency Plan Children's Services and Peninsula Framework	Director of Children's services		Review due to be complete by end 2015

## Theme

Healthy Home, Healthy You, Healthy Bay – improve Health through quality housing in communities people want to live.

There is a compelling need to identify sustainable channels in communities to build resilience and increase community cohesion. Whilst we have started to change the landscape in Torbay, much more needs to be done.

There are also a variety of hidden harms within our communities which have a direct and generational impact on individual families. For example, the impact of domestic abuse reaches out further than the criminal justice system and affects a family's entire life, including finance, health, wellbeing, education, etc. Providing a holistic service to survivors of domestic abuse will enable them to enjoy a healthier life, this includes the living in good standard, safe accommodation, across all housing sectors.

The integrated care organisation (ICO) provides new opportunities to join up the operational activities across the care giving economy e.g. facilitating links with housing at discharge from hospital.

In the future we need to ensure that equipment provision, Home Improvement Agency Service and Disabled Facilities grants are more joined up in their commissioning aspirations and future provision.

Housing is an important social determinant of health. The availability, quality and tenure of housing, along with more specific factors such as damp, inadequate heating, indoor pollutants and noise all have an impact on the health of its occupants. Overall the Building Research Establishment (BRE) has calculated that poor housing costs the NHS at least £600 million per year. A range of specific housing-related factors are known to adversely affect health:

- Agents that affect the quality of the indoor environment such as indoor pollutants (e.g. asbestos, carbon monoxide, incomplete combustion, radon, lead, moulds and volatile organic chemicals)
- Cold and damp, temperature or warmth, fuel poverty
- Housing design /type or layout (which in turn can affect accessibility and usability of housing), infestation, hazardous internal structures or fixtures
- Environmental factors including noise, external air pollution, services, drainage
- Factors that relate more to the broader social and behavioural environment such as: overcrowding, sleep deprivation, neighbourhood quality, infrastructure deprivation / inaccessibility (i.e. lack of availability and accessibility of health services, parks, stores selling healthy foods at affordable prices), neighbourhood safety, and social cohesion

- Factors that relate to the broader macro-policy environment such as housing allocation, lack of housing (homelessness, whether without a home or housed in temporary accommodation), housing tenure, (including ownership) housing investment, and urban planning.

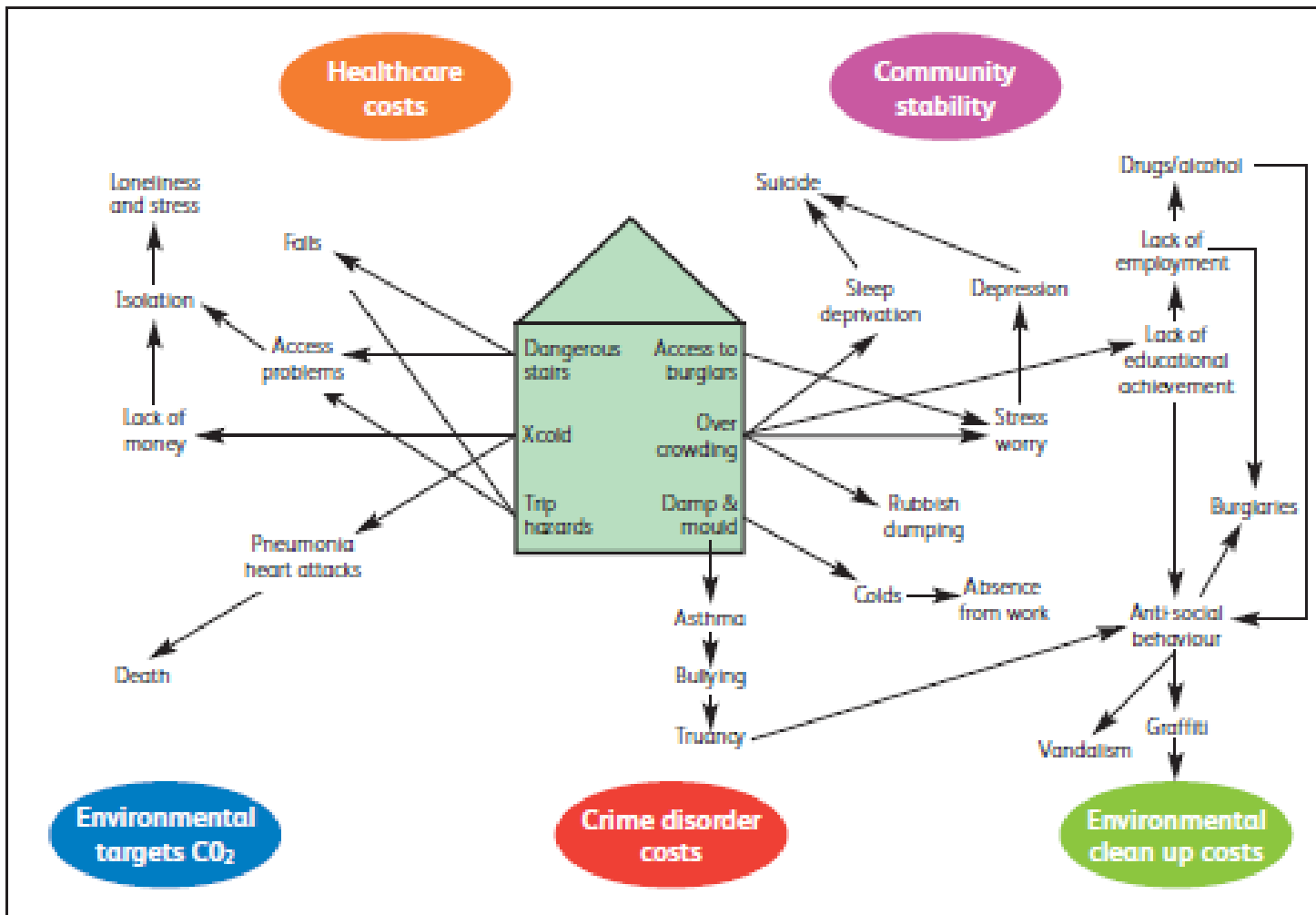
There are a range of health conditions arising from these factors, including cardiovascular disease, depression and anxiety; nausea and diarrhoea; infections; allergic symptoms; hypothermia. 45% of accidents occur in the home and accidents are in the top 10 causes of death for all ages.

Unintentional injuries in and around the home are a leading cause of preventable death for children under five years and are a major cause of ill

health and serious disability. Analysis shows that each year in the UK approximately 60 children and young people died, 450,000 attended accident and emergency (A&E) and 40,000 were admitted to hospital as an emergency.

Cold homes are linked to increased risk of cardiovascular, respiratory and rheumatoid diseases, as well as hypothermia and poorer mental health. There were an estimated 36,450 excess winter deaths attributable to all causes in England and Wales in 2008/093.

Torbay has some specific housing factors that lead to



poor health. Those without a home are expected to experience negative health outcomes. In Torbay the numbers accepted as being homeless and in priority need in Torbay is 1.2 per 1,000 households (2012/13).

The condition of Torbay's dwelling stock could be described as worse than the national average. Over half of the areas in Torbay are in the top 20% (quintile) most deprived for housing in poor conditions in England (2010). Torbay has a relatively low social housing stock. Figures for April 2011 suggest the social housing stock in Torbay to be 7.9%, compared to 18% nationally and 13.6% regionally. The percentage of households that experience fuel poverty based on the "Low income, high cost" methodology is 11.4%, significantly worse than the England value (2011).

The Joint Strategic Needs Assessment found that some groups of people are notably worse off in terms of health and care inequalities. We will contribute to tackling these disparities by developing a better understanding of our communities and ensuring that housing services, delivered through our partnerships with local communities and specialist agencies, promote and support inclusion and are accessible to an increasingly diverse population.

The local authority has a commitment to developing supported living and for many people with learning difficulties or poor mental health this means giving them greater choice and control over where they live. In addition, the growing number of older people will create increased demand for support to live independently at home and for extra care and sheltered housing. We will meet these needs by remodelling existing provision and encouraging the development of suitable affordable housing options.



## Outcomes

10. Good quality homes with high energy efficiency, safety, minimum standards and good Landlords
11. Improve and maintain independence and inclusion, effective support for disabled, older people and vulnerable groups.
12. Ensure housing is designed and maintained to minimise exposure to both indoor and outdoor pollutants, including damp, mould, combustion, CO, Particulates, noise, asbestos
13. Reduce injuries in home - especially falls in the elderly; and accidents among children
14. Design healthy homes to encourage physical activity e.g. walk/ cycle/play/garden etc. and access to healthy food and lifestyles

## Headline Actions

Delivers on Outcome/s	Action	Resource	Person Responsible	Completion date	Risks/ Dependencies Review Comment June 2015
13,	Reduce unintentional injuries in and around the home among children under five years to bring down the number of children admitted to hospital from injuries.	PHE report (2014) actions Healthy Torbay Steering group	Public Health Children's Lead and Early Years service Torbay Housing partnership		Possible scheme with Fire Service and Children's Centres being worked up
10,12	Consider use of external and housing renewal funding to make homes more energy efficient and tackle Fuel Poverty, and target to people and areas in greatest need	Partners	Asst Director Community Services FH		Scheme in progress with EON through Energy Company Obligation to target energy efficiency measures with vulnerable groups i partnership with Devon.
10,12,13	Use powers and strategic influence to reduce non Decent Homes to a minimum, prioritising the removal of category 1 health and safety hazards, exposure to pollutants, and tackling overcrowding.	Community safety	Asst Director Community Services FH		Ongoing and links to Rogue Landlord Programme
10,11,12,13,14	Target assistance to low income and vulnerable households to reduce health and safety risks in their homes including excess winter deaths and falls.	Housing partners	Public Health		Public Health to identify target groups

14	Design homes and residential areas to encourage physical activity and access to walking, cycling, play, open spaces, gardens	Housing partners, planners	Public Health and Planning lead AG	As part of Public Health and Planning actions
11,	Work with the Community Development Trust to reduce social isolation in Torbay		Housing and Adult Commissioners, Joint Commissioning Team	Linked to Ageing Better Lottery funded Programme
11	Work with partners to identify support mechanisms for victims of domestic abuse	DA Steering group	Asst Director Community Services FH	Delivery of survivors' and children's programmes by the Torbay Domestic Abuse Service. Review of existing provision across Council and partners to be undertaken.
10,11,12,13,14	Maximise the opportunities of joint commissioning arrangements to improve the wide determinants of health and reduce inequalities across commissioned and directly delivered services.	Joint Commissioning Group	Public Health	Through this strategy and Healthy Torbay framework KPIs and outcomes related to reducing health inequalities incorporated into Youth Homelessness Accommodation and Support Services specification.
11,13	Work with partners to promote independent living especially within the more vulnerable communities e.g. time banking, disabled facilities adaptations	Housing Partners , Community Development Trust		

11,13

Reduce the number of preventable accidents in the home through targeted support e.g. handypersons scheme;

Housing Partners  
CCG

Public Health

Focus on older people through Ageing Better programme

Torbay  
Homelessness  
Strategy

**2015-2020**

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## **Executive Foreword**

**Councillor Mark King**  
**Executive Lead for Housing, Planning,**  
**Transport and Waste**



Since the last homelessness strategy was written in 2011, there have been considerable changes in the delivery of the homelessness service and homelessness prevention activities of the council and its partners.

It is clear that many households and individuals require help, advice, and access to affordable accommodation. We are determined to work with our partners to alleviate these problems.

Torbay Council through this strategy will take the lead role on tackling homelessness by working with other services and agencies to address the causes of homelessness and assist those in need to secure appropriate accommodation.

This homelessness strategy takes forward our efforts to improve the lives of many individuals and families in Torbay who find themselves faced with homelessness whilst also addressing other challenges brought through welfare reform and the current economic climate

## **Introduction**

There have been many changes since Torbay Council published its last Homelessness Strategy in 2011. These changes, both local and national, have had an impact on the nature of homelessness, and the way in which Torbay Council needs to respond to homelessness.

To formulate this new strategy we have undertaken a homelessness review, which has involved looking at national policy and data, and a comprehensive review of the local homelessness situation, looking at data and evidence of need. We have consulted with all partners, both statutory, community, voluntary and people who use homelessness services. We have mapped current services and available resource. This strategy has been developed from the results of this review.

The Council recognises that homelessness is not always just an issue of lack of housing; there can be other factors involved which affect people's ability to obtain and sustain settled accommodation. Issues such as substance misuse, mental health issues, relationship breakdown, domestic abuse, and financial issues can be involved. The Council recognises that it cannot tackle these issues alone, and partnership work is essential to an effective response to homelessness.

Torbay Council is committed to the prevention of homelessness, and recognises that many services, both statutory, community, and voluntary, have an opportunity, and a part to play, in this prevention work. Building on existing partnerships to promote the prevention of homelessness, leading to changes in practice to facilitate early intervention, is the most important element of our approach.

The strategy sets out our vision, priorities and actions for the next 5 years from 2015. The strategy aims to provide a clear guide to the present situation, and our response to it, in the form of the delivery plan. The delivery plan will be monitored by a newly formed Homelessness Strategy group, which will be attended by statutory and voluntary partners and Torbay Council Executive Leads for Housing, and Adults.

The next review of the homelessness strategy is due in 2020, but if there are major changes in national or local policy within the time, a decision may be taken to bring forward this review.

### **Scope of the Strategy**

The strategy covers general homelessness in Torbay. However, it does not specifically cover youth homelessness, as there is a separate strategy which addresses this issue.



## **Our Priorities 2015 – 2020**

- **To Maintain and Improve Measures to Provide Early Intervention and Prevent Homelessness and Crisis**
  
- **To Meet Accommodation Needs of People with a Housing Need**
  
- **To ensure that Service pathways are responsive , flexible and sustainable, and to maximise integration and partnership working**
  
- **Reducing Homelessness for people with individual needs.**

## **Impacts of Homelessness**

## On the Individual



Diagram from Homeless link

As the diagram above illustrates, the impact of homelessness on the individual can be wide ranging. Issues such as lack of employment could naturally either be a cause, or an effect of homelessness. However, the health impacts of homelessness are well documented.

### Mental and Physical Health

One of the most important determinants of health, in addition to being employed, is having a home and living in a safe and supportive environment. People who are homeless frequently suffer from a range of health problems and homelessness can exacerbate these existing health problems, whether mental, emotional or physical, create further risks to health and wellbeing.

People who are homeless often have multiple and complex health needs. 73% of people who are homeless have a physical health problem. Common physical health concerns among homeless people include joint/muscular problems, chest and breathing issues, dental problems, eye problems and stomach complaints. 41% reported a long term health problem (compared to 28% of the general population). 80% had a mental health issue and 45% had been diagnosed with a mental health issue (compared to 25% of the general population). 39% said they take drugs or are recovering from a drug problem. 27% said they have or are recovering from an alcohol use problem.<sup>1</sup> The average age of people who die while homeless is 47; for women it is only 43.<sup>2</sup> People who are homeless often struggle to access healthcare.<sup>3</sup>

Poor health can also make it more difficult to recover from homelessness. Integrating housing and health commissioning can help ensure people who are homeless get the support they need to improve their health and move on from homelessness.<sup>5</sup>

The annual cost of hospital treatment for homeless people in the UK is at least £85m a year.<sup>3</sup> Failure to support homeless people to get the healthcare they need when they need it, before they require urgent hospital treatment, comes at great cost to the health sector, and for homeless people themselves. There is evidence of a number of health interventions that can bring significant financial savings.<sup>4</sup>

### **On women**

Shelter state that 'there are high levels of vulnerability within the female homeless population - mental ill-health, drug and alcohol dependencies, childhoods spent in care, experiences of sexual abuse and other traumatic life experiences are all commonplace. Homeless women are also likely to have greater levels of mental illness than men as a result of physical and sexual abuse.'

Rough sleeping is particularly dangerous for women. Women are often the subject of verbal abuse and sexual assault. Women can become involved in sex working.

It is also likely that, at any given time, there are also many women staying in 'hidden' homeless accommodation situations. Crisis' interviews with homeless women<sup>6</sup> found a number of women engaging in unwanted sexual liaisons in order to secure accommodation, such as prostitution or going back to old, potentially abusive, partners.

### **Migrants, refugees and asylum seekers**

Whilst the vast majority will not become homeless, migrants, refugees and asylum seekers are particularly vulnerable to homelessness. This is due to a range of factors, both personal and structural, including a lack of support networks, such as friends and family, to turn to in a time of crisis; difficulties with language and a lack of familiarity with the British system and not being entitled to benefits and services.

Refugees and asylum seekers who have experienced torture or war are known to have high rates of mental disorder, which can further increase their likelihood of becoming homeless.

Once they become homeless, it can be more difficult for migrants, refugees and asylum seekers to access services to relieve homelessness, as they are often not eligible for public funds.

## Impacts on the community

There are clear impacts on the community from homelessness. A study<sup>7</sup> on the experience of homeless people with complex needs found that there is a;

- 53% chance that someone could be involved in street drinking
- 32% chance that someone could beg
- 10% chance that someone could be involved in prostitution.

This visible street activity can make an area feel unsafe for the community.

## Impacts on the tax payer

There is a substantial cost associated with homelessness. Research<sup>8</sup> indicates that the estimated average cost of a homeless person each year to public purse is £26,000.

Costs can include the Council's statutory service, commissioned services, and other costs such as for those involved in the criminal justice system, and health services (substance misuse, mental and physical health) early intervention to prevent homelessness would clearly reduce these costs.

1. Homeless Link (2014) The unhealthy state of homelessness: health audit results 2014
2. Thomas, B (2011) Homelessness is a silent killer Crisis.
3. McCormick, B, (2010) Healthcare for single homeless people Office of the Chief Analyst, Department of Health
4. Hendry, C (2009) Economic Evaluation of the Homeless Intermediate Care Pilot Project; Hewitt, N (2010) Evaluation of the London Pathway for Homeless Patients University College London Hospitals
5. St Mungos Broadway (2014) Homeless health matters: the case for change
6. Reeve, K, Casey, R & Goudie (2006) Homeless Women: Still being failed yet striving to survive
7. <http://www.homeless.org.uk/facts/understanding-homelessness/impact-of-homelessness>
8. <http://www.homeless.org.uk/facts/understanding-homelessness/impact-of-homelessness>

## Section One: The Legal and Policy Situation

### Legal and policy framework

The Local Authorities' legal responsibility to homeless people is set out in Part 7 of the Housing Act 1996, amended by the Homelessness Act 2002.

**The Housing Act 1996** placed a range of duties upon the Local Authority, including advice and assistance and provision of temporary accommodation. The main housing duty is to accommodate those who are unintentionally homeless and in priority need.

**The Homelessness Act 2002** put in place the requirement for Local Authorities to have a homelessness strategy in place that sets out how it plans to prevent homelessness and ensure it has enough accommodation and support for homeless people or anyone at risk of becoming homeless.

**The Localism Act 2011** made an important change to the authorities' ability to end its main homelessness duty. Following the Localism Act, Local Authorities have been allowed to discharge their duty to secure accommodation through an offer of suitable accommodation in the private rented sector. The duty can only be ended in the private rented sector in this way with a minimum 12 month assured shorthold tenancy.

**'No Second Night Out' 2011** - A Vision to End Rough Sleeping 'No Second Night Out' was the first report of the Government's ministerial working group in 2011. The idea behind 'No Second Night Out' was to ensure that rough sleepers were helped off the streets as quickly as possible, that nobody lives on the street, and that people do not return to the streets. The report set out principles, which the majority of Local Authorities have adopted;

- New rough sleepers should be identified and helped off the streets immediately so that they do not fall into a dangerous rough sleeping lifestyle.
- Members of the public should be able to play an active role by reporting and referring people sleeping rough.
- Rough sleepers should be helped to access a place of safety where their needs can be quickly assessed and they can receive advice on their options.
- Rough sleepers should be able to access emergency accommodation and other services, such as healthcare, if needed.
- If people have come from another area or country and find themselves sleeping rough, the aim should be to reconnect them back to their local community unless there is a good reason why they cannot return. There, they will be able to access housing and recovery services

## **Making Every Contact Count – A Joint Approach to Preventing Homelessness 2012**

This document set out the expectation that local services should work together to make every contact with a homeless person count, and for resources to be targeted on early intervention initiatives for groups most at risk of homelessness. The document introduced a 'Gold Standard' for Council's Homelessness Services by introducing the 'ten local challenges'

1. Adopt a corporate commitment to prevent homelessness which has buy in across all local authority services
2. Actively work in partnership with voluntary sector and other local partners to address support, education, employment and training needs
3. Offer a Housing Options prevention service, including written advice, to all clients
4. Adopt a *No Second Night Out* model or an effective local alternative
5. Have housing pathways agreed or in development with each key partner and client group that includes appropriate accommodation and support
6. Develop a suitable private rented sector offer for all client groups, including advice and support to both clients and landlords
7. Actively engage in preventing mortgage repossessions including through the Mortgage Rescue Scheme
8. Have a homelessness strategy which sets out a proactive approach to preventing homelessness and is reviewed annually so that it is responsive to emerging needs
9. Not place any young person aged 16 or 17 in Bed and Breakfast accommodation
10. Not place any families in Bed and Breakfast accommodation unless in an emergency and then for no longer than 6 weeks

Torbay Council welcomes the direction of the ten local challenges, and is working towards the challenges that we do not currently meet. The local challenges have informed the direction of our Homelessness Strategy and Delivery Plan.

### **Supreme Court Judgement on definition of 'vulnerable' homeless person.**

This judgement in May 2015 superseded the previous 1998 'Pereira' High Court ruling which defined a vulnerable person as 'being less able to fend for oneself than the ordinary homeless person'. The Supreme Court ruled that vulnerability should be measured against the 'ordinary person' if they became homeless, rather than against existing street homeless people. This judgement has clear implications for Local Authorities in making homelessness decisions, and has the potential to increase homelessness acceptances, and the pressure on Local Authority budgets.

## **The Care Act 2014**

The Care Act 2014 gives a new statutory framework for adult care and support which came into effect in April 2015. The Care Act has the following implications for Housing;

- Local authorities that are responsible for care and support are given a duty to promote the well being of every adult. The definition of well being includes 'suitability of living accommodation'
- Local authorities responsible for care and support are expected to integrate services with those provided by the NHS; this includes their Housing services
- All Local authorities must co-operate with each other in relation to the provision of care and support, and have a duty to ensure co-operation between Adult Social care, Housing, Public Health and Children's Services.

This legislation has clear implications for Local Authorities to ensure that effective partnerships and working protocols are in place between services.

## **Welfare Reform**

### **Welfare Reform Act 2012**

The Welfare Reform Act introduced many changes to welfare benefits;

**Universal Credits** aims to simplify the benefits system by bringing together a range of working-age benefits into a single payment. All current benefits will be rolled into one monthly payment, paid to one member of the household. Claims will need to be made online, and payments will be made into a bank account. This will include a housing payment. Universal credits began in April 2013, but currently only applies to a small number of people in certain areas. It is anticipated that everyone of working age will be receiving Universal Credits by 2017.

There is a concern that people with limited budgeting skills may not manage a lump sum payment and fail to pay their rent regularly, thus jeopardising their tenancy and causing a general increase in homeless presentations to the Local Authority.

**The Benefit Cap** set a maximum amount of total benefits that any household could receive. This amount includes Housing Benefit, and was again reduced in the July 2015 budget, bringing the annual total maximum to £23,000 in London, and £20,000 in other parts of the country.

**Benefit Sanctions** were introduced in circumstances where people do not comply with activities that are required of them, for example attending appointments at the Job Centre, attending training events, and undertaking activities to search for work. Sanctions can run for between a week and 156 weeks.

When a person receives a benefit sanction, the Council will be informed, and Housing Benefit will be stopped. There is a clear danger that vulnerable people will fail to contact the Council to restart their claim, thus building up rent arrears and putting their tenancy at risk.

### **Summer Budget 2015**

Further welfare reform was introduced in the Chancellor's summer budget in July 2015. Reforms that may impact on homelessness include;

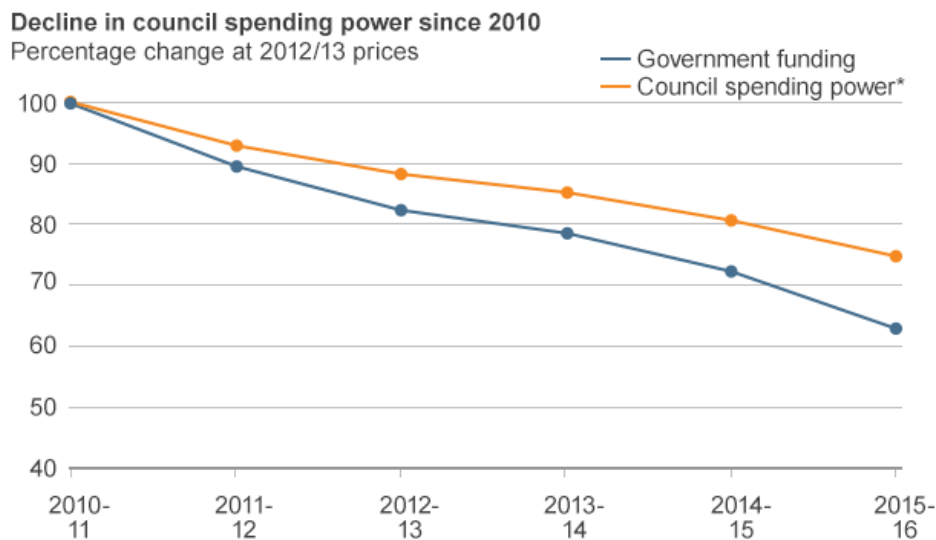
- Tax credits and Universal Credits will be restricted to 2 children affecting those born after April 2017
- Working age benefits including tax credits and LHA will be frozen for 4 years
- 18-21 year olds will have no automatic right to claim Housing Benefit



## Changes to Local Authority Funding

Since May 2010, the Coalition Government has instituted a series of budget reductions to address the overall budget deficit. This has meant substantial reductions in the settlement to Local Authorities. The Local Government Association estimates that central funding for Councils has shrunk by 40% overall since 2010. Councils have therefore had to make savings on services they provide, and this has, in some areas, impacted on services for people who are homeless.

### Decline in Council Spending Power since 2010 <sup>6</sup>



\*Spending power includes government funding and council tax income

Source: National Audit Office, Dept for Communities and Local Government



BBC News 18<sup>th</sup> December 2014. Source National Audit Office. Department for Communities and Local Government.

## **Changes to other statutory services**

There have been funding reductions to other services whose work can impact on homeless people, for example the police, adult social care, mental health services, and substance misuse services. These funding reductions have particularly impacted on work with people who have complex needs, and rough sleepers. Health budgets have also been affected by the increasing demand of an ageing population.

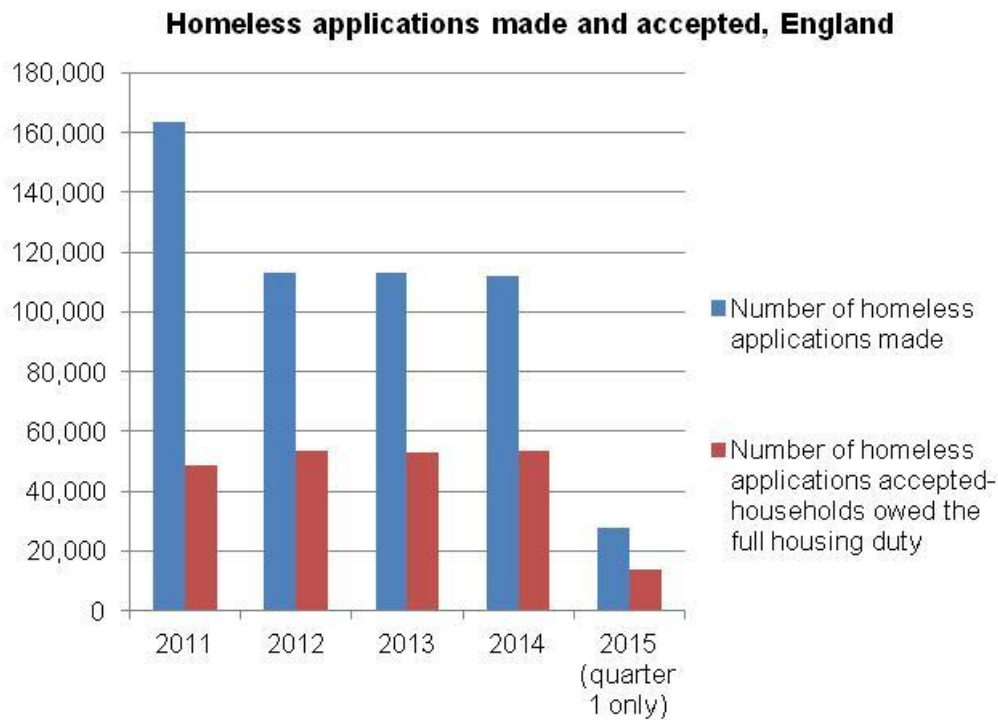
## **Changes to Probation**

Major changes to probation occurred in early 2015 in England and Wales, when a single National Probation Service was created, to be responsible for the management of high risk offenders, and 21 Community Rehabilitation Companies became responsible for the management of low to medium risk offenders. The Community Rehabilitation Companies work was tendered, and contracts awarded for work to begin in April 2015. The CRC's will have a new responsibility for supervising short sentence prisoners (with sentences of under 12 months) after their release. They are expected to build 'supply chains' that consist of organisations from the public, private and voluntary sectors in order to subcontract some of the services to address issues including, homelessness, employment and poor mental health that may lead to repeat offending.

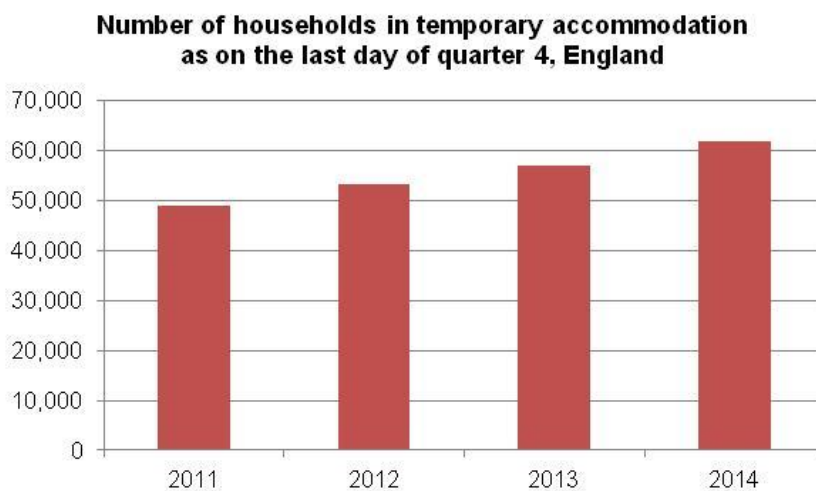
## Section Two: National Homelessness data

### National Homelessness Data – England

#### Statutory homelessness



Source: Homeless Link



Source: Homeless Link

### Reasons why households (that were accepted) became homeless 2011-2015, England

Year	Relatives friends no longer able/willing to house	Relationship breakdown	Mortgage arrears	Rent arrears	Assured shorthold tenancy came to end	Loss of other rented/tiered accommodation	Other
2011	34%	18%	3%	3%	18%	6%	19%
2012	32%	18%	3%	3%	21%	6%	18%
2013	30%	18%	2%	3%	25%	6%	17%
2014	27%	17%	2%	3%	29%	6%	17%
2015 (quarter 1 only)	27%	16%	1%	3%	29%	6%	17%

Source: Homeless Link

The national figures show that homeless acceptances rose slightly from 2011-2012, and then have remained at around the same level until 2014. Full year's figures are not available for 2015.

The number of households in temporary accommodation has risen steadily from 2011. There has been an interesting change nationally, in the reason for loss of previous accommodation; in 2011, relatives/friends no longer willing/able to accommodate was the predominate reason, at 34% of all households. However, loss of previous accommodation due to the end of an Assured Shorthold Tenancy has risen steadily from 18% of households in 2011, to 29% in 2014 and the first quarter of 2015. It is now the predominate reason for loss of previous accommodation in England.

## Rough sleeping

### Rough sleeper numbers –England 2010-2015

Since autumn 2010, all local authorities have been required to submit an annual figure to DCLG to indicate the number of people sleeping rough in their area on a typical night. They can arrive at this figure by means of an estimate or a count. This annual rough sleeping figure allows local authorities to track progress, consider whether current measures are effective in tackling rough sleeping and if new approaches are needed.

### Number of people sleeping rough in England 2010 -2015 <sup>5</sup>

Year	Number of people sleeping rough	% Change from previous year
2010	1768	
2011	2181	23%
2012	2309	6%
2013	2414	5%
2014	2744	14%

## Section Three: The Local Situation

### The Torbay area

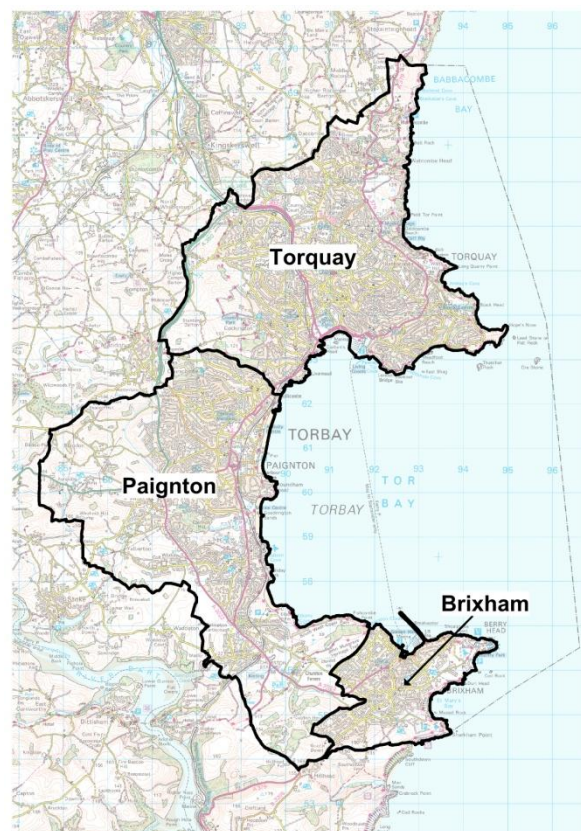
Torbay is a coastal area, encompassing the three towns of Torquay, Paignton and Brixham. It covers an area of 62.9 square kilometres/ 24.3 square miles and is administered by Torbay Council.

### Distribution of homes/households within Torbay

Urban areas		Rural areas	
Number	%	Number	%
58,668	99%	342	1%

Source: 2011 census, [www.nomisweb.co.uk](http://www.nomisweb.co.uk)

The vast majority of Torbay households are within an urban location.



### Population and households within each town

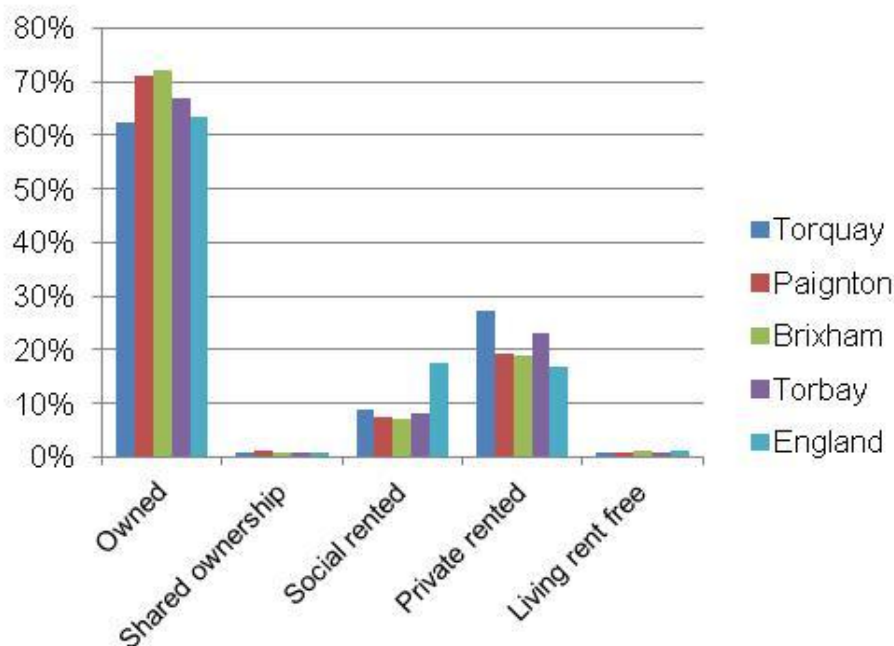
Town	Number of households	Number of people	% of households within each town
Torquay	29,510	65,245	50%
Paignton	21,764	49,021	37%
Brixham	7,736	16,693	13%
<b>Total in Torbay</b>	<b>59,010</b>	<b>130,959</b>	

Source: 2011 census, [www.nomisweb.co.uk](http://www.nomisweb.co.uk)

## Homes in Torbay

The tenure of housing within Torbay is as follows;

### Tenure of households in each geographical area



Source: 2011 census, [www.nomisweb.co.uk](http://www.nomisweb.co.uk)

The tenure chart shows that there is a:

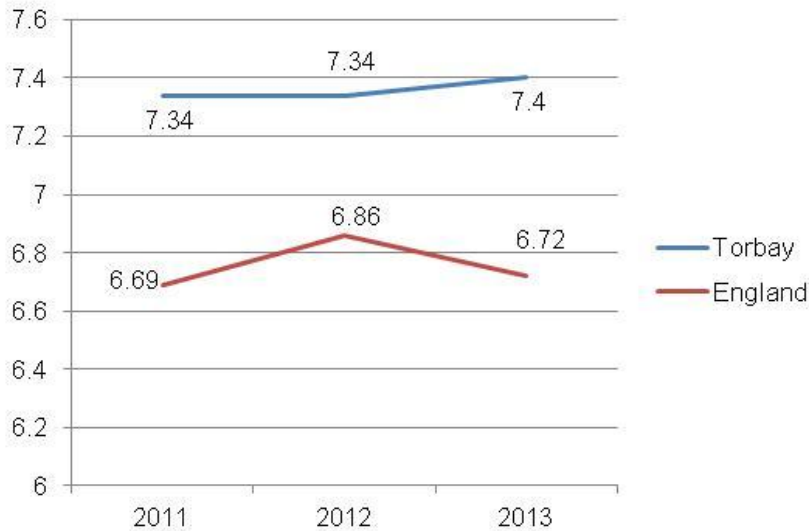
- Higher percentage of home ownership in Paignton and Brixham compared to England
- Significantly lower percentage of social rented housing in all three towns than in England
- Significantly higher percentage of private rented housing in Torbay compared to England, particularly in Torquay

Source: 2011 census, [www.nomisweb.co.uk](http://www.nomisweb.co.uk)

## House prices and earnings

The chart below shows that in 2013 it cost over 7 times the average Torbay salary to buy the average Torbay house. This ratio has remained consistently higher compared to England.

### Average (median) house price to income ratio



Source: Land Registry and the Annual Survey of Hours and Earnings (ASHE), Table 577, [www.gov.uk](http://www.gov.uk), 2012 and 2013 figures are provisional

Despite this, the percentage of home ownership is slightly higher in Torbay than in all England.

## Homelessness in Torbay

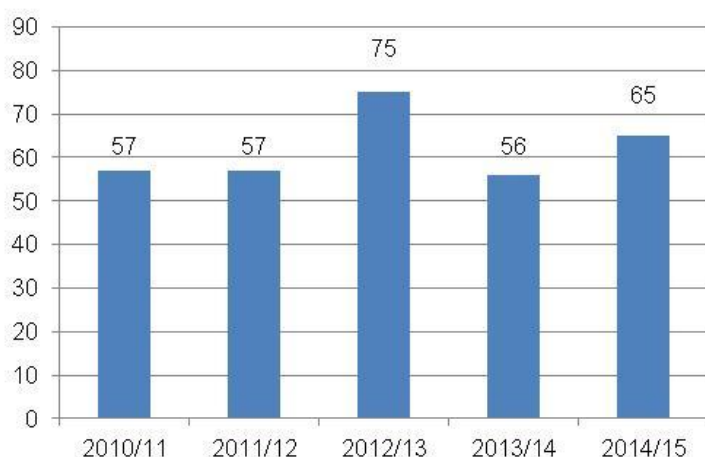
The following table shows the number of cases dealt with by the Housing Options team, where homelessness was prevented or relieved. These figures include cases where homelessness was prevented, where people were threatened with homelessness, and cases which were not statutory

Year	Number of cases where homelessness was prevented or relieved
2010/11	557
2011/12	511
2012/13	688
2013/14	517
2014/15	423

Source: Housing Options, Torbay Council Government P1E returns

The drop in numbers from 2012/13 to 2013/14 and subsequently 2013/14 to 2014/15 can be explained by the loss of Supporting People services over this period of time, as people moving to one of these services was recorded as a positive outcome of prevention/relief.

## Households accepted as owed the full housing duty, Torbay



Source: Housing Options service, Torbay Council, Government P1E returns

The numbers of acceptances were steady in the period from 2010-2012, followed by a large rise in 2012/13. There was a drop in the number of acceptances in 2013/14, back to a similar level to 2010-12. This was followed by a rise in 2014/15.



This pattern of number of acceptances is very different to the national pattern over the same period.

**Main reasons for loss of last settled home for applicant households accepted as owed the full housing duty in Torbay**

	2010/11		2011/12		2012/13		2013/14		2014/15	
	No.	%	No.	%	No.	%	No.	%	No.	%
Violent breakdown of relationship, involving partner	11	19%	12	21%	18	24%	19	34%	14	22%
Loss of rented/tied accommodation due to:										
Termination of assured shorthold tenancy	15	26%	17	30%	12	16%	13	23%	8	12%
Reasons other than termination of assured shorthold tenancy	8	14%	8	14%	10	13%	7	13%	12	18%
Other reasons	23		20		35		17		31	
<b>Total number accepted as owed the full housing duty</b>	<b>57</b>		<b>57</b>		<b>75</b>		<b>56</b>		<b>65</b>	

Source: Torbay Council, Housing Options P1E returns

Other reasons for loss of home in Torbay since 2010/11 for those households owed the full housing duty involved very small numbers:

- Parents, other relatives or friends no longer willing or able to accommodate
- Non violent breakdown of relationship with partner
- Violent breakdown of relationship involving associated persons (not partner), other forms of violence (not linked to racial or relationships)
- Harassment (racial and other)
- Mortgage arrears (repossession or other loss of home)
- Rent arrears on private sector dwellings
- Left prison/on remand, left hospital, left other institution or Local Authority care
- Other (e.g. homeless in emergency, sleeping rough or in a hostel)

Therefore it can be seen that the reasons for the loss of previous tenancy show a different pattern to the all England figures. In Torbay, the violent breakdown of a relationship has risen steadily as the reason for loss of previous tenancy, from 19% of households in 2010/11 to 22% in 2014/15, with a spike of 34% in 2013/14.

The loss of an Assured Shorthold tenancy, conversely, has shown an irregular pattern, varying year by year and ranging from 30% of all households in 2011/12, to 12% of all households in 2014/15. The relatively small numbers of households involved may explain this pattern.

The clear predominate reasons for loss of previous tenancies in Torbay from 2010/11 to 2014/15 have been the violent breakdown of a relationship, and the loss of rented accommodation, whether this is through the loss of an Assured Shorthold Tenancy, or other.

### **Details of households accepted as homeless**

The highest proportion of people accepted as homeless are aged 25-44 years

Data shows that in 2014/15, 42% of households accepted as owed the full duty, had dependent children and around 50% of those accepted as owed the full housing duty in 2014/15 were one person households.

Source: Housing Options service, Torbay Council, Government P1E returns

### **Priority need**

To be accepted as owed the full housing duty by the Local Authority, the household must be identified as in 'priority need for accommodation'. Households with dependent children and pregnant women are always identified with this as their priority need regardless of any other priority need they may have.

In 2014/15 the number of households accepted as owed the full housing duty where the priority need was due to 'mental illness or disability' more than doubled compared to the previous year and was the highest number for at least the last 5 years. In 2014/15 this is the most common priority need (outside of children/pregnancy) for households owed the full housing duty. Fleeing domestic abuse is another main reason for being accepted as owed the full housing duty.

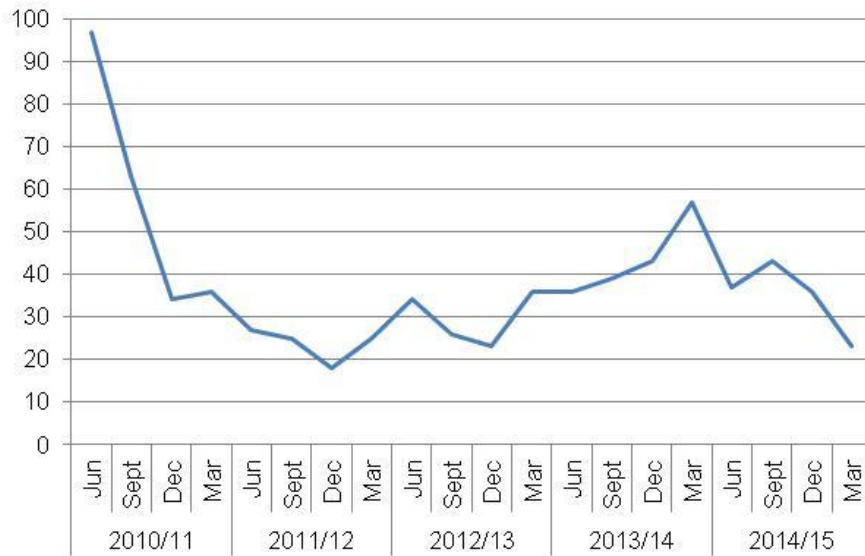
Source: Housing Options service, Torbay Council

### **Homelessness- temporary accommodation**

The Local Authority has a duty to provide emergency accommodation when it has reason to believe that an applicant may be homeless, eligible and in priority need for accommodation.

The Local Authority also has a duty to provide emergency accommodation for households owed the full housing duty.

**Number of households in emergency accommodation provided by Torbay Council, measured at the end of each quarter**



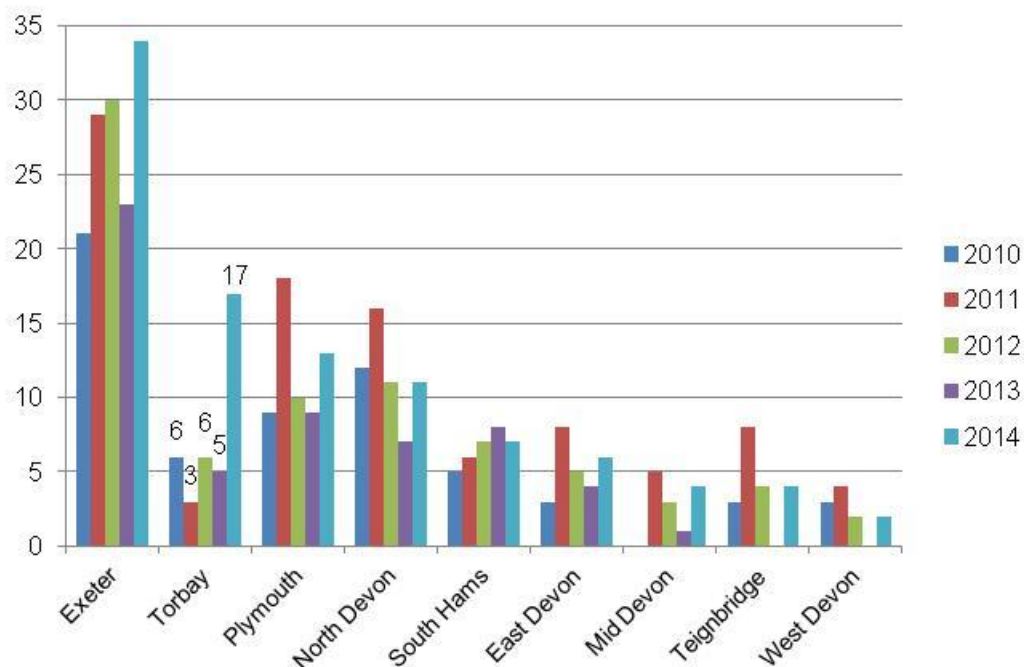
Source: Housing Options service, Torbay Council, P1E returns

The number of households in temporary accommodation measured at the end of each quarter has decreased generally since 2010/11, with a rise in 2013/14.

As of June 2015 the number of households in temporary accommodation had increased to 52.

## Rough sleeping

### Counts and estimates of the number of rough sleepers in Devon, 2010-2014



Source: Department for Communities and Local Government, [www.gov.uk](http://www.gov.uk)  
Lack of a column for a year means the estimate was 0.

All of the above were estimates except: Exeter- 2010, 2011, 2013; Torbay- 2011; Mid Devon- 2013

Between 2013 and 2014, the Torbay estimate increased from 5 to 17 rough sleepers, an increase of 240%. All other Local Authority areas (except South Hams) saw an increase in this period. England as a whole rose from 2,414 to 2,744 rough sleepers between 2013 and 2014- an increase of 14%.

There will be a rough sleeping count taking place in Torbay in November 2015, and the expectation is that this will show another dramatic increase from 2014.

Collectively, this group is vulnerable, and many have complex needs. They are subject to an increased risk of harm from other members of the public and from within the rough sleeping community, and are open to exploitation and health risks.

A small number of this group are involved in Anti Social Behaviour, public order offences, begging, and theft.

A recent survey of 39 rough sleepers in Torbay highlighted high levels of concern around personal safety. Many of the people surveyed stated that rough sleeping was very dangerous, and some stated that they would only sleep out in areas that are covered by CCTV.

### **Local Connection**

At any time, a significant proportion of the rough sleepers in Torbay, do not have a local connection to Torbay, and do not usually approach Housing Options. They are not eligible to use Council commissioned services, such as the Leonard Stocks Centre. Whilst community and voluntary agencies work with these individuals, and try to encourage reconnection, individuals are not always willing to consider this option. This results in a group of people on the streets who are vulnerable, and are not eligible to use commissioned services.

### **Young people**

Young people (aged 16-24) make up a substantial proportion of homeless acceptances in Torbay:

Year	Number	Percentage of all acceptances
2010/11	12	21%
2011/12	14	25%
2012/13	15	20%
2013/14	13	23%
2014/15	14	22%

The 2014/15 Joint Strategic Needs Assessment for South Devon and Torbay “Developing Well – 5 to 24 year olds” comments that the private rented sector “is playing an increasing role in accommodating those who might otherwise be housed in the social rented sector as an answer to ever-growing waiting lists and problems of accommodating homeless households. In recent years the sector has increased its role as a provider of housing for young people and low-income households”.

In addition, there are increasing numbers of young homeless people in commissioned support services who:

- self harm
- are a suicide risk
- have mental health issues
- have Aspergers Syndrome, autism, or Attention Deficit Hyperactivity Disorder (ADHD)

To summarise, Torbay's housing market is dominated by owner occupiers and use of the private rented sector with low levels of social housing. House prices are high compared to average salaries.

Homeless acceptances show a general rise since 2011, with a spike in 2012/13. The main reasons for the loss of last accommodation is the loss of rented accommodation, and the violent break up of a relationship. Acceptances on the basis of vulnerability due to mental health have more than doubled in 2014/15 compared to the previous year, and are at the highest level for at least 5 years. Domestic abuse is also a major reason for acceptances due to vulnerability. Young people make up, on average, nearly a quarter of all homeless acceptances.

Rough sleeping has increased dramatically; this reflects a national trend, but Torbay shows a higher percentage increase compared to England as a whole.

## Corporate Support and Strategies

The Draft Corporate Plan for Torbay 2015-2020 is designed to provide an overarching framework for the ambitions of the Councils. The priorities within this draft document are:

- Protecting all children and giving them the best start in life
- Working towards a prosperous Torbay
- Promoting healthy lifestyles across Torbay
- Ensuring Torbay remains an attractive and safe place to live and visit
- Protecting and supporting vulnerable adults

There are clear ties to homelessness within these priorities.

Within the current administration, the delivery expectations are;

- To provide adequate specialist housing for those needing care and support
- To improve the Living Environment and Quality of Life
- To provide an integrated approach and options for Housing Advice and prevention of Homelessness

The draft 'My Home Is My Life' strategy is the overarching Housing strategy for Torbay Council. The homelessness strategy forms a key element of this strategy in particular around the elements of preventing homelessness, and vulnerable people.

All strategies have regard to the JSNA, the Market Position Statement, and the Housing and Health Needs Assessment 2015.

There are clear ties from the homelessness strategy to the Youth Homelessness Strategy.

The Early Help Strategy is a key element in Torbay's commitment to improve outcomes for children and young people; prevention of homelessness and ensuring quality of accommodation are key threads of the strategy.

## Services and Partnerships in Torbay

### Services for people who are homeless or have a housing need

#### Services that the Council provides

- **Statutory services** are provided through the Housing Options team. The public can access the Housing Options team through Connections, a walk in contact centre for the public available in all 3 towns of Torquay, Paignton and Brixham, or by telephone.

In addition to statutory work, the Housing Options team provides;

- **A MEAM worker (Making Every Adult Matter)**, who works predominately with young people with complex needs, to give them additional support to obtain and maintain settled accommodation as part of a multi agency approach. This post is funded until July 2016.
- **A private sector development worker** whose aim is to form partnerships to improve the supply and quality of private sector accommodation for single homeless people, and to look at innovation in this area. This post is funded until July 2016.
- **Youth homelessness mediation and prevention service** – this service is for 16-24 year olds threatened with homelessness and focuses on preventing homelessness.

The wider Community Safety team is involved with homelessness, both from an enforcement perspective, and with offering support. They employ the following workers;

- **A MEAM worker**, who works with adults with complex needs, to give them additional support to obtain and maintain settled accommodation and address underlying issues.
- **A Vulnerable and Complex Needs Officer** to work specifically with people with mental health issues and complex needs throughout the housing pathway.

**Tenancy Training** – This has been developed through the Housing Options Team, and piloted with tenants within the Single Homeless accommodation and support service. The training is delivered in modules, and supported by the support workers attached to the support service. The training aims to give tenants the opportunity to learn skills to help maintain future tenancies, and a certificate to present to future landlords. The Private Sector Development Worker is promoting the certificates with local landlords. Tenancy training is funded until July 2016.



## Torbay Council Commissioned services

- **The Leonard Stocks Centre**, a 24 bed engagement and resettlement centre is commissioned to work with single people with housing and support needs, and a local connection. Severe Weather provision is included in this contract, and provided from the Leonard Stocks building. A GP and nurse service, provided in partnership with a local GP practice, is delivered for Leonard Stocks residents, and rough sleepers, from the purpose built surgery within the Leonard Stocks building. 3 of the units at Leonard Stocks are accessible for people with disabilities, and there is a kennel, to ensure the hostel can house people with dogs. Occupancy of Leonard Stocks has been between 95% and 97% every year since 2011, and there is always a sizeable waiting list for the service.

The current contract for Leonard Stocks runs until April 2016. The service will be re procured to start a new service from the building in April 2016.
- **'Bay 6'** is a service which provides support around hospital discharge. This is provided through a 15 hour a week post which is based between Housing Options, and the hospital, to identify people who are going to be homeless on discharge, and source accommodation for them to ensure discharge is not delayed. The funding for this service is secured until the end of December 2015.
- **Prison release service.** This service employs two workers across two of the local prisons (Channings Wood and Exeter) and several local authority areas. The service aims to reduce numbers of people being released with no accommodation. The workers have multiple bases with various local agencies, to maximise potential for partnership work.
- **Homemaker** – This service provides debt and welfare support, maximises income and prevents homelessness in social housing sector, and is accessible through Housing Options. This service is funded until March 2016.
- **Temporary accommodation** – a variety of temporary accommodation is commissioned in Torbay. This service will be reviewed in April 2016.
- **Accommodation and support service for single homeless people.** This service provides a 4 bedroom house with support for single homeless people. It provides move on accommodation from Leonard Stocks, and the Council's Temporary accommodation.
- **Young people's services** – all services for people aged 16 to 24 are in the process of being re-commissioned. New services will include accommodation and support services for this age group.
- **Integrated Domestic Abuse Service** – this service provides crisis accommodation, floating support, MARAC/IDVA (independent domestic violence advocates for high risk cases) and support programmes for survivors and their children.
- **Adult Substance Misuse services** – these services provide treatment around drugs and alcohol, and work closely with Leonard Stocks. The services report that homelessness, family breakdown and insecure tenancies are often issues for their clients. Treatment can be shown to be effective in terms of avoiding family or relationship breakdown, and can ultimately be a contributing factor to alleviating homelessness.

**Non-commissioned services for people who are homeless** – these are services that work specifically with homeless people. There are many other community services in Torbay that are open to all, and are accessed by homeless people.

- **An outreach service**, which contacts rough sleepers and signposts them to services is funded by the Friends of Factory Row and delivered by Shekinah. The service employs a worker who visits known sites in the 3 towns to speak to rough sleepers and signpost them into services.
- **Shekinah Mission** provides Employability Co-ordinator who works with supportive employers locally who offer work experience and supported job opportunities. The Employability Co-ordinator meets with residents of Leonard Stocks, and rough sleepers once a week and engages with those who are interested in employment opportunities.
- **Friends of Factory Row** fundraise for, and promote the work of the Leonard Stocks Centre. They currently contribute £100 a month to Leonard Stocks, for activities.
- **The Street Pastor** service has a presence on the streets on Friday and Saturday nights. They work with people who are homeless, (amongst others) and provide food, practical assistance, and signposting.
- **The Haven** is a drop in centre in Paignton which is open every week day and provides a listening ear, practical support and signposting to people who are street homeless.
- **The Living Room** is a drop in centre at a local church, which operates on Wednesday and Friday lunchtimes, and provides food, signposting and a listening ear for people.
- **The Salvation Army** – offers food parcels and signposting.
- **Brixham Does Care** offers signposting and practical assistance in Brixham.
- **Night shelters.** During the month of February 2015, Church groups provided a night shelter for people who were street homeless. The night shelter was operated from Church Halls in Paignton.  
The Church groups plan to offer a similar service in 2016, and to expand to offer shelters in Torquay in January 2016, in addition to Paignton in February.

## Partnership projects

- **Single Homeless Bid**

The funding for a number of the current posts and commissioned services (MEAM worker, private sector development worker, prison workers) originated from a bid made jointly by several local authorities in Devon in 2014; Torbay, Teignbridge, East Devon, Mid Devon and Exeter. The successful bid to the single homeless fund brought in £250,000 of funding to the area, and funded the above posts, some tenancy training, and some consultancy.

➤ **Specialist Accommodation**

This joint project between Adult Social Care, Housing Options, and the Commissioning Team, sought to bring outcomes based support and accommodation services into Adult Social Care, and improve the prevention of homelessness in this area. This project will enable the retention of local providers who were previously funded through Supporting People contracts, and have particular skills around tenancy sustainment for people with complex needs and mental health issues. The procurement process is currently underway to establish a list of approved providers, and work is being done with practitioners to introduce them to the available services.

➤ **'Ladies Lounge'**

This service works with vulnerable women with complex needs, who are often rough sleeping, involved with sex working, and have complex needs. A joint project between the Street Pastors, Torbay Council's Community Safety team, St Mary Magdalens Church, and Shekinah, the project offers a weekly womens only drop in. The drop in, at a centrally located church, offers a safe space and aims to build relationships and trust with vulnerable women, with a view to supporting them to a more stable life.

➤ **The Orb**

The Orb is a co-commissioned project, facilitated by Torbay Community Development Trust. The Orb will provide an all encompassing online directory for everything within Torbay from statutory services to small groups/clubs and events, and is due to be launched in October 2015. The aim is for the Orb to replace all other Torbay directories, meaning that all information can be accessed from a single site. This site will offer service users, and staff in statutory, community and voluntary agencies, access to information about services for people who are homeless, or vulnerably housed.

## **Forums/partnerships**

### **➤ Rough sleepers forum**

This forum is attended by Housing Options, voluntary groups working with people who are street homeless, and the current provider of the Leonard Stocks Centre. The aim of the group is to share information about work that is being done by various agencies around rough sleeping, focus effort, and avoid duplication

### **➤ Rough sleepers operational group**

This group is organised by a voluntary sector partner, and is attended by voluntary sector groups working with people who are street homeless. The group aims to co-ordinate the work around individual rough sleepers, by looking at cases and agreeing and allocating work between agencies.

### **➤ The 'Move On' Meeting**

This is a monthly meeting to look at move ons from services. The meeting originated when there were numerous services moving people on, to ensure appropriate and smooth moves through the single homeless pathway. This meeting is currently being reviewed.

### **➤ Youth Homelessness Prevention Panel**

This group focuses on young people, and is attended by Children's Services, Housing Options, current providers of commissioned services for young people, and the MEAM worker. The group prioritises people for vacancies in services, looks at placements at risk, and those ready for move on. The group aims to co-ordinate work around young people to prevent homelessness.

### **➤ Community Safety Partnership**

The Torbay Community Safety Partnership has four main aims:

- Torbay will be a safe environment
- Torbay will have less victims of crime
- People of Torbay will feel safe
- People will be given an opportunity to change

And four Priority areas:

- Anti-Social Behaviour (ASB)
- Abuse in the family

- Reducing re-offending
- Alcohol and the night time economy

## **Wider Local Context**

### **Welfare reforms – local impact**

Universal credits are to be introduced in Torbay from January 2016. There will be a gradual introduction with only new claims from single working age claimants being affected in the initial phase. The DWP estimate that there will be approximately 350 claims made during the first year, and around 100 of these will include the Housing element (formerly Housing Benefit)

### **Changes to probation**

The local Community Rehabilitation Company in Torbay is run by Working Links. Discussions have begun with Working Links, to look at the implications of the new service and its work, and forming partnerships. This work will be further developed and is picked up in our delivery plan.

The CRC continues to be bound by the probation instructions issued by the Ministry of Justice. These govern the relocation of offenders and make clear that movement between areas should be managed with risk as the priority. The new Post Sentence Supervision, providing twelve months oversight to all persons released from prison, regardless of how short their sentences are, includes a requirement to "Reside permanently at an address approved by your supervisor and obtain the prior permission of the supervisor for any stay of one night or more at a different address".

This new legislation has enabled us, here in Torbay, to refuse cases, thus avoiding housing and accommodation issues and the attendant costs falling on the council.

### **Integrated Care Organisation (ICO)**

From 1<sup>st</sup> October 2015 Torbay and Southern Devon Health and Care Trust (local community health and social care provider) and South Devon Healthcare Foundation Trust (Torbay Hospital) became an ICO with a pooled budget for health and social care. The ICO will deliver new models of integrated care in the community, reducing the need for acute hospital care and enabling people to manage conditions with greater access to advice information and community support. The ICO will change the focus of care from "What's the matter **with** me?" To "What matters **to** me?" and will have prevention at its heart. In this way, new ways of working with primary care and community voluntary sector in multi-agency teams will ensure crucial influences on health, such as homelessness, will form part of wider care and support plans.

## **Better Care Fund**

From 2014 all local areas are required to pool elements of health and social care funding into a better care fund aimed at protecting social care services, ensuring 7 day services, data sharing and joint assessments. The objective is to avoid delayed transfers of care, emergency admissions and admissions to residential and nursing care, improving patient and service user experience and dementia diagnosis in Torbay. Homelessness can have a direct impact on performance in these areas so the ICO and CCG will be involved in delivering the Homelessness strategy delivery plan.

## **Supporting People Services**

Supporting People services formed an integral part of the pathway for homeless people, to ease transition into settled accommodation. Since the removal of the ring fence from the Supporting People budget in 2009, and increasing pressure on statutory services, budget investment in housing related support services has decreased dramatically. More than 600 units of outreach and accommodation based support have been decommissioned in Torbay since 2014.

The impact of the loss of these services has been mainly in the disruption of pathways, which enabled people to move through services of differing intensities, from 24 hour intensive support, to a tenancy in the community with an hour's visiting support per week. This loss of 'step down' or 'move on' accommodation can impact on the time people spend in emergency or temporary accommodation such as LSC, or in residential care and hospital. Many of the services supported people with low level mental health and social care needs; the support enables people to maintain a home and live independently, and prevented their needs escalating, or enabled planned resettlement following crisis.

Torbay Council is looking for innovative ways to provide these pathways, and recognises that the way forward is through partnership working, particularly with the voluntary and community sector, joint commissioning, and the identification of funding opportunities.

Partnership working such as the cross authority single homelessness bid and the Specialist Accommodation Project with Adult Social Care have provided extra capacity to support the homelessness pathway, and strengthened partnerships.

## Section 4 – Our Priorities

### Consultation/how we developed our priorities

To develop our priorities, we conducted a Homelessness Review from March to July 2015. This involved looking at both national and local data, to identify any emerging trends, and undertaking extensive consultation. We spoke to practitioners and Commissioners from Adult Social Care, probation and Mental Health services, voluntary and statutory sector partners and partners from commissioned services. Service user consultation was undertaken by Torbay Voice, a group of people who have used, or are using support services in Torbay. Torbay Voice Members are trained in interview skills, and safeguarding, and receive support and supervision to carry out their work. Torbay Voice spoke to rough sleepers, people in temporary accommodation, people in the Leonard Stocks centre (hostel) and members of the public.

The main findings from our consultation were;

- There was a lot of positive feedback from service users around the support they had received from Housing Options, the Leonard Stocks Centre, and voluntary agencies in Torbay. However, some people wanted more support to find accommodation and settle into accommodation, information about what's available, help with things when they need to be done online, and help with deposits. The Devon Home Choice process was flagged by some as being difficult as it has to be done online.
- Frontline staff in mental health and Adult Social Care sometimes found it difficult to contact Housing Options. They all felt that there isn't enough support for people to fill in Devon Home Choice forms online, and that they often ended up doing this. They all stated that they are doing more housing work with people since the decommissioning of Supporting People services, and the end of the funding for the link workers. They would like a better link with Housing Options (ideally an outreach service from Housing), and support for people to fill in Devon Home Choice forms. They would like training in things such as DHP and if there are places to access deposits.
- Mental health staff flagged that there are a small number of people with mental health issues who are not accepted into Leonard Stocks as they are too risky.

- Police priorities were the area around Leonard Stocks, mental health (as they are seeing a lot of people with mental health issues) and re-establishing a pathway for people who are homeless.
- Probation stressed continuity of services for people leaving prison, and pathways for people who are homeless.
- Move on from Leonard Stocks was flagged as problematic by many people. Other supported accommodation has been decommissioned, and the private sector is the main option for people. It is particularly difficult to house people who have dogs, or who are known to landlords as 'bad tenants'
- The Council's family services reported more pressure on their service since the supported accommodation service (Stone Court) was decommissioned. Previously, homeless families who needed support would get support at Stone Court – now family services have to get involved. Family services would like to see a pathway for homeless families.
- Voluntary agencies raised the fact that there are a number of people who cannot go to Leonard Stocks due to being banned or who do not see Leonard Stocks as an appropriate place for them. They stressed the need to target people who are new to the streets to stop them becoming entrenched.
- The importance of all departments of the local authority recognising their role in homelessness prevention was flagged, as was, the importance of Housing Options remaining as a specialist team due to their knowledge and experience
- The importance of Leonard Stocks and the GP service being protected was mentioned by many people.
- The importance of links to employment and training for people who are/have been homeless.
- The importance of access to mental health services was raised

The homelessness review presented us with clear areas where there are currently gaps or services that are only funded short term, areas where we could be working better together, policy change that will have an impact in the future, and areas where we have good practice that we need to maintain.

From this, we have set our priorities, and developed our delivery plan.



## **Our Priorities**

From our homelessness review we have decided upon the following priorities to try to address the issues that have emerged;

- **To Maintain and Improve Measures to Provide Early Intervention and Prevent Homelessness and Crisis**
- **To Meet Accommodation Needs of People with a Housing Need**
- **To ensure that Service pathways are responsive , flexible and sustainable, and to maximise integration and partnership working**
- **Reducing Homelessness in Specialist groups with individual needs.**

## **Delivery Plan**

Our delivery plan has been drawn up around the priorities we have identified, and with regard to trends recognised from data, consultation results, the ethos of prevention, the ten local challenges, and policy and legislative changes.

The delivery plan will be a live document and will be updated as actions are progressed. There are some areas that need further investigation before a course of action is set. These areas will be updated with our course of action. The strategy and up to date action plan will be available on the Council's website.

The Delivery Plan is an appendix to the Strategy.

## **How we will monitor our Delivery Plan**

A new Homelessness Strategy Group will be formed and will include a wide range of partners and agencies, for example the Police, Adult Social Care, Probation, and voluntary sector partners. The primary objective of the group will be to monitor the Homelessness Strategy Delivery Plan, and, to facilitate this, the Chair will be from the voluntary sector, or a Councillor.

The Rough Sleepers Forum will end, and its work will be incorporated into the new Homelessness Strategy Group. The Executive Lead for Adults and Children will attend the Homelessness Strategy Group, and also attends the Health and Wellbeing Board, ensuring a link between the groups. Progress of the Homelessness Strategy action plan will be reported to the Health and Wellbeing Board

## **With thanks....**

With thanks to the following teams/organisations who contributed to this strategy;

Shekinah Mission  
Langley House Trust  
Torbay Street Pastors  
CentrePeace  
The Haven  
Devon and Cornwall police  
Early Help Team, Torbay Council  
Adult Social Care zone teams  
Housing Options team, Torbay Council  
Turnaround Team Torbay  
Psychosis Team, Torbay  
Troubled Families Co-ordinator, Torbay Council  
Public Health team, Torbay Council  
Safer Communities Torbay  
Adult Substance Misuse, Torbay  
Partnership and Commissioning Team, Torbay Council

And special thanks to members of 'Torbay Voice'; a group of people who use or have used support services in Torbay, and who carried out the interviews with service users to inform this strategy.

# Torbay Housing and Health Needs Assessment

November 2015





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## The Torbay area

Torbay is a coastal area, encompassing the three towns of Torquay, Paignton and Brixham. It covers an area of 62.9 square kilometres/ 24.3 square miles and is administered by Torbay Council.

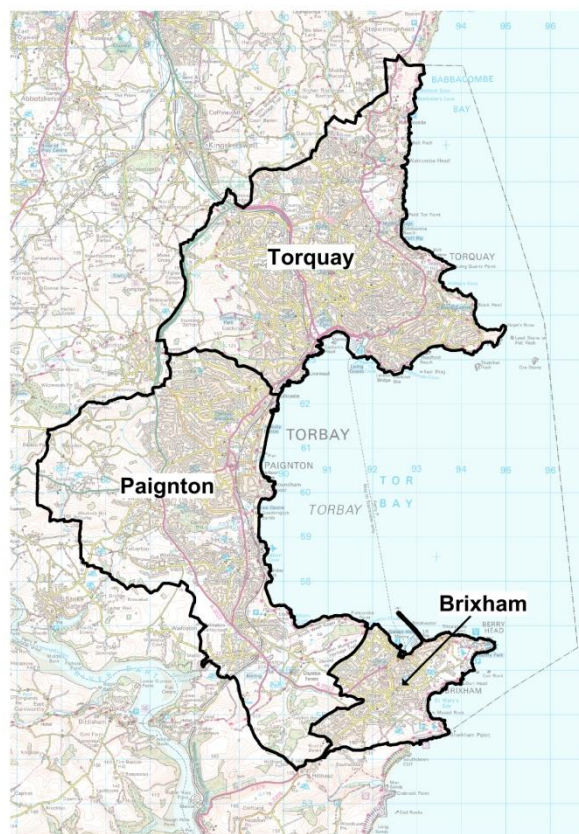
This needs assessment illustrates the housing and health profile and needs of the population, and the links between housing and health.

**Figure 1. Distribution of homes/households within Torbay**

Urban areas		Rural areas	
Number	%	Number	%
58,668	99%	342	1%

Source: 2011 census, [www.nomisweb.co.uk](http://www.nomisweb.co.uk)

The vast majority of Torbay households are within an urban location.



**Figure 2. Population and households within each town**

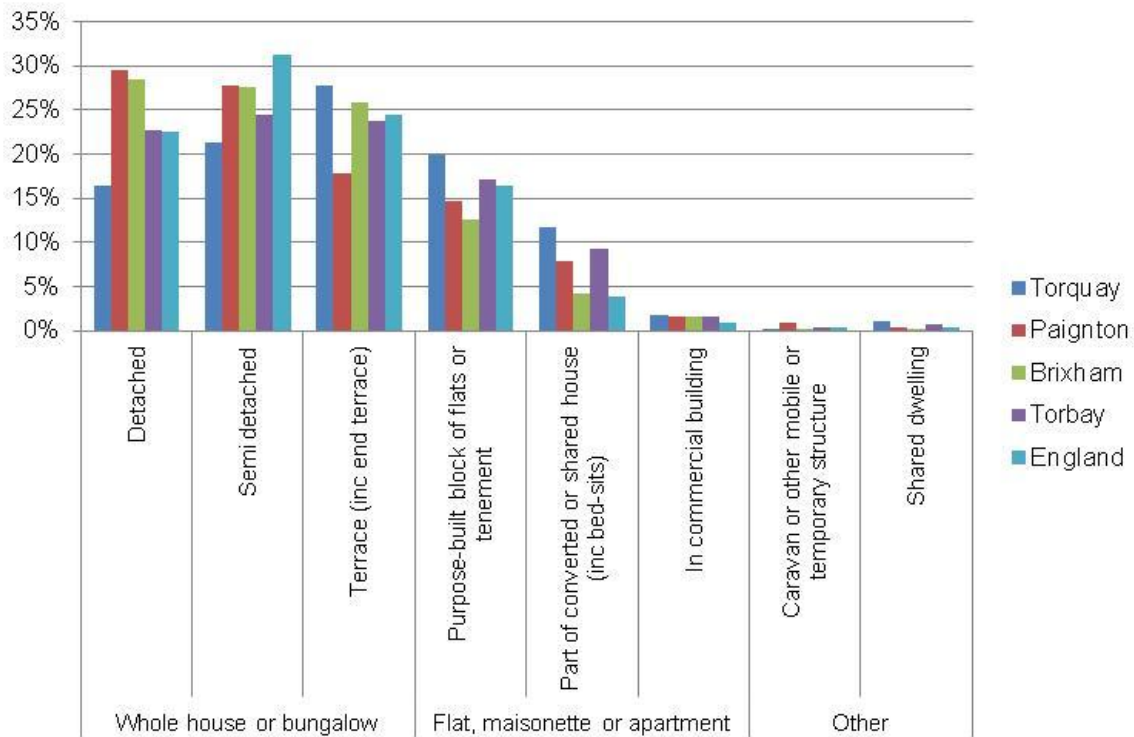
Town	Number of households	Number of people	% of households within each town
Torquay	29,510	65,245	50%
Paignton	21,764	49,021	37%
Brixham	7,736	16,693	13%
<b>Total in Torbay</b>	<b>59,010</b>	<b>130,959</b>	

Source: 2011 census, [www.nomisweb.co.uk](http://www.nomisweb.co.uk)

# Homes in Torbay

## Dwelling type and tenure

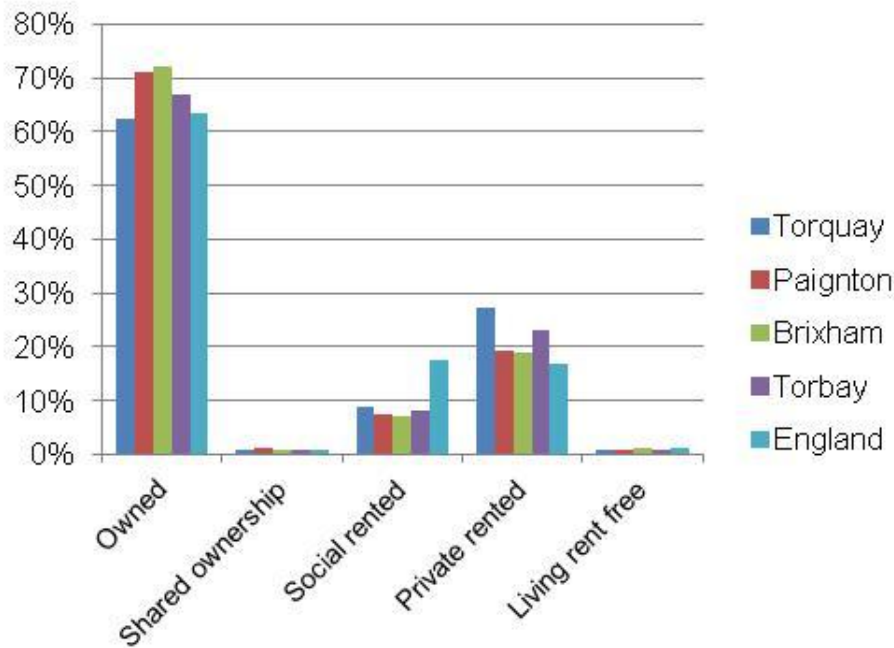
Figure 3. Dwelling type of homes in each geographical area



Source: 2011 census, [www.nomisweb.co.uk](http://www.nomisweb.co.uk)

There is a higher proportion of flats, maisonettes, apartments, and bedsits in Torquay than in Paignton, Brixham or England, whereas Torquay has a much lower proportion of detached or semi-detached houses than these areas.

**Figure 4. Tenure of households in each geographical area**



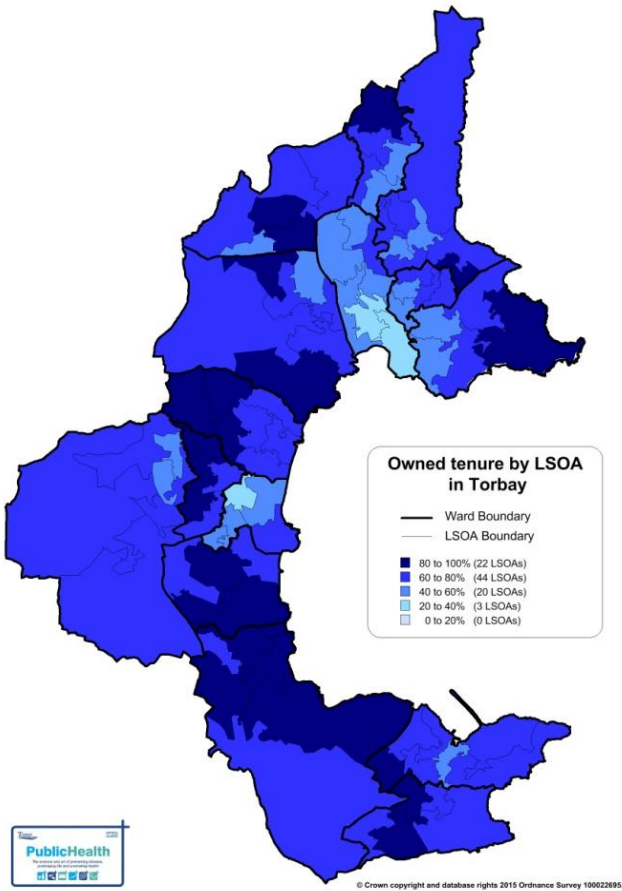
Source: 2011 census, [www.nomisweb.co.uk](http://www.nomisweb.co.uk)

The tenure chart (Figure 4) shows that there is a:

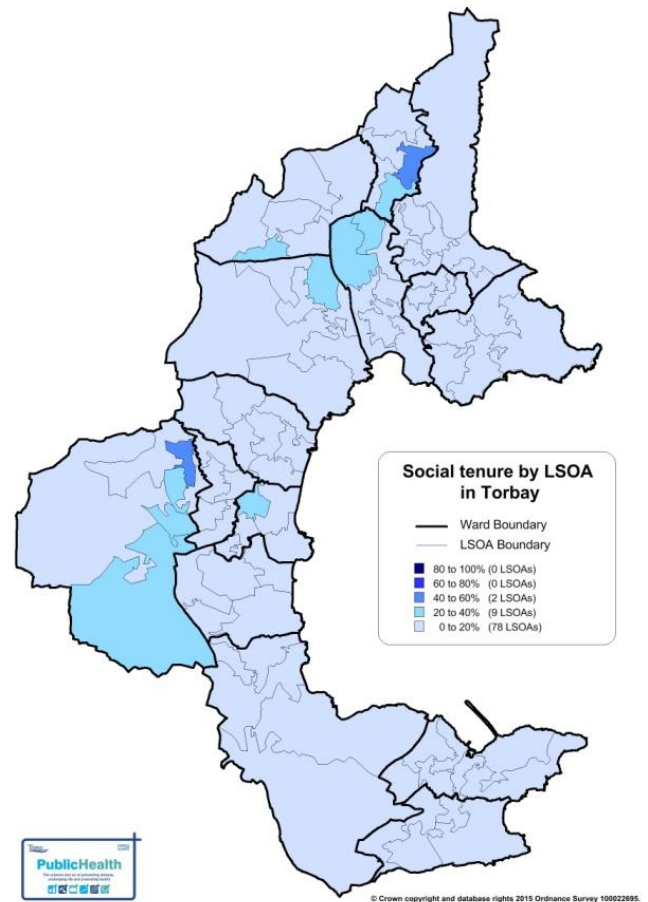
- Higher percentage of home ownership in Paignton and Brixham compared to England
- Significantly lower percentage of social rented housing in all three towns
- Significantly higher percentage of private rented housing in Torbay compared to England, particularly in Torquay

On the next page are maps showing this spread of tenure types throughout Torbay, as recorded in the 2011 census. Maps show the proportion of households that own their homes, live in social rented homes, or private rented homes within each small area (LSOA- Lower Super Output Area) of the Bay. These maps do not include shared ownership or households that live rent free (which are shown in Figure 4 above). However, these only make up 2% of all tenures.

Proportion of owned tenure by LSOA in Torbay - 2015



Proportion of social tenure by LSOA in Torbay - 2015



Proportion of private tenure by LSOA in Torbay - 2015

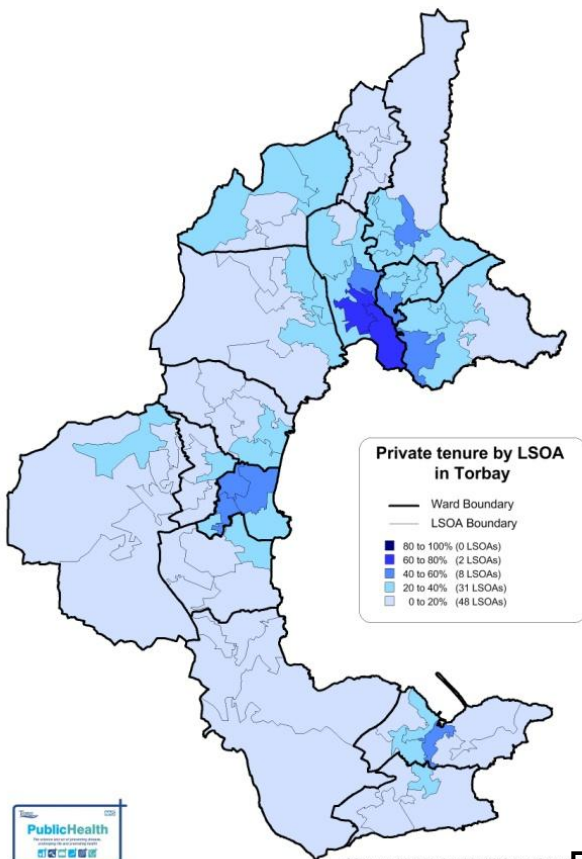


Figure 5. Owned tenure  
Figure 6. Social rented tenure  
Figure 7. Private rented tenure

The darker the area of the map, the higher percentage of the tenure type in that area. The dark lines show ward boundaries

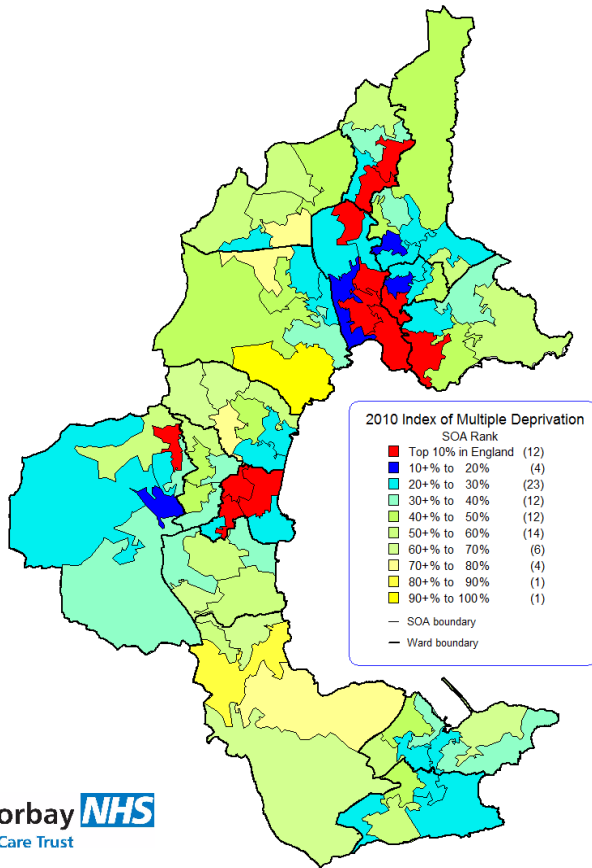
There is generally a high proportion of home ownership across the Bay and a low proportion of social rented housing.

Areas within Watcombe ward (Torquay) and Blatchcombe (Paignton) have the highest proportions of social rented housing.

Private rented properties are mostly situated in Torquay, Paignton and Brixham town centres



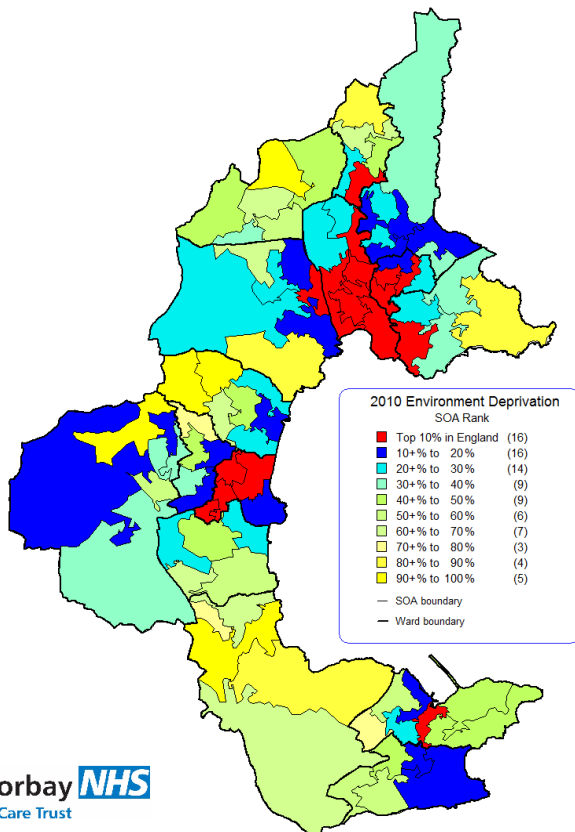
**THE ENGLISH INDICES OF DEPRIVATION 2010  
RANK OF INDEX OF MULTIPLE DEPRIVATION**



**Torbay NHS**  
Care Trust

Source: Department for Communities and Local Government

**THE ENGLISH INDICES OF DEPRIVATION 2010  
RANK OF LIVING ENVIRONMENT DEPRIVATION**



**Torbay NHS**  
Care Trust

Source: Department for Communities and Local Government

Figure 8. Rank of index of multiple deprivation

Figure 9. Rank of living environment deprivation

The Indices of Multiple Deprivation, 2010, is a group of indicators that measure different aspects of deprivation and give a score for each geographical area.

Figure 8 opposite shows the spread of deprivation throughout the Bay. The red areas are those within the top 10% most deprived areas in England. This mainly includes areas within the wards- Tormohun, Watcombe and Roundham with Hyde.

Figure 9 below shows 'living environment' deprivation, which measures quality of individuals' immediate indoor and outdoor living environment- quality of housing, air quality and road traffic accidents. The areas that are within the top 10% most deprived in England in Figure 9 are similar to Figure 8 but include a small area in Brixham.

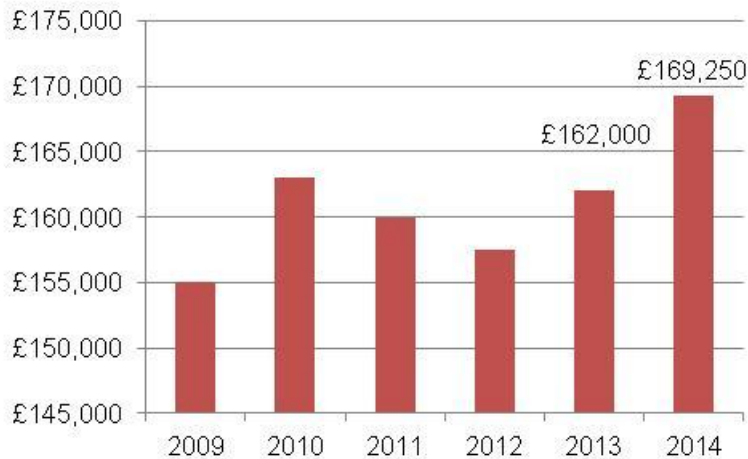
Comparing these maps with the tenure maps on the previous page:

- Areas with a low proportion of home ownership are within areas with the highest levels of deprivation (parts of Tormohun and Roundham with Hyde)
- Areas with the highest proportion of private rented households are also the areas of highest deprivation
- Areas with the highest proportion of social rented housing (within Watcombe and Blatchcombe wards) also are within the top 10% most deprived areas in England

## House prices and earnings

Figures 10 and 11 below show the average (median) house price of all homes sold and registered in the year.

**Figure 10. Average (median) house sale price of homes in Torbay**



N.B. The 'median' is a type of average. The median property price/income is determined by ranking all property prices/incomes in ascending order and then selecting the middle value so that an equal number of values lie above and below that value. This means that the final figure is less susceptible to distortion by extreme values such as a small number of very high house prices or very high earners.

Source: Land Registry, House price statistics for small areas, [www.ons.gov.uk](http://www.ons.gov.uk)

**Figure 11. Average (median) house price by property type 2014 in Torbay**

All dwelling types	Detached	Semi-detached	Terraced	Flats and Maisonettes
£169,250	£246,000	£179,084	£150,000	£112,000

Source: Land Registry, House price statistics for small areas, [www.ons.gov.uk](http://www.ons.gov.uk)

**Figure 12. Average (median) house price to income ratio**

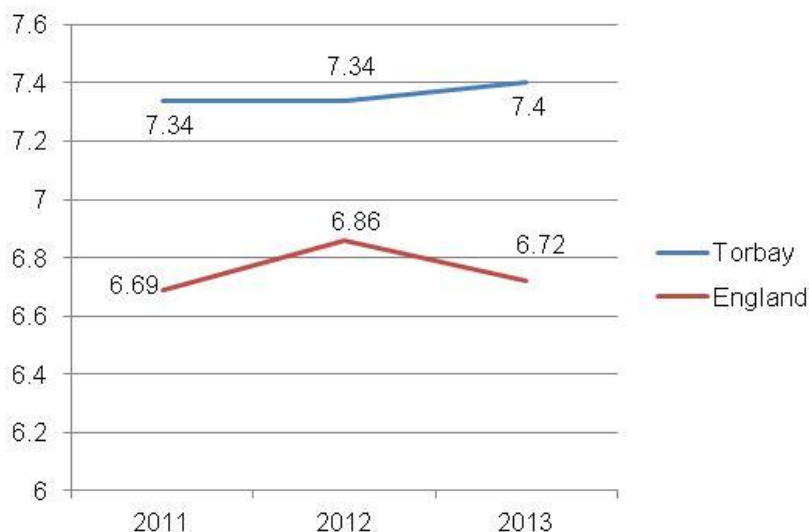


Figure 12 is a way of working out affordability of buying property- the higher the ratio, the less affordable it is for households to buy the property.

In 2013 the ratio figure for Torbay was 7.4 which means that it cost over 7 times the average Torbay salary to buy the average Torbay house. This ratio has remained consistently higher compared to England.

Source: Land Registry and the Annual Survey of Hours and Earnings (ASHE), Table 577, [www.gov.uk](http://www.gov.uk), 2012 and 2013 figures are provisional

In 2014, the median gross annual income of Torbay residents who are full time workers was £22,200 compared to £27,500 in England as a whole, over £5000 a year less. Torbay

residents have earned at least £5000 less than the England average for the last three years. The Torbay workforce (full time workers who work in Torbay) earned less at £20,843 a year in 2014<sup>1</sup>, showing the low earnings available within workplaces in the Bay

‘Average earnings of full time employees within the workforce across South Devon and Torbay are considerably lower than the England average. However, the average part time earnings are generally similar to the England average’<sup>2</sup>

Higher house prices and lower wages can indicate why many people in Torbay live in private rented housing.

## Homes delivered

**Figure 13. Net housing completions in Torbay**



Source: Torbay Council, Figures are rounded to the nearest 10

### **Definition of Affordable Housing:**

Affordable housing is social rented, affordable rented and intermediate housing, provided to eligible households whose needs are not met by the market. Eligibility is determined with regard to local incomes and local house prices.

Affordable housing should:

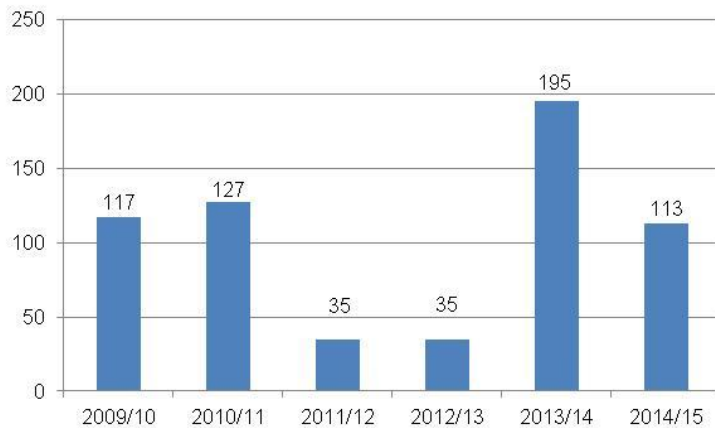
Meet the needs of eligible households including availability at a cost low enough for them to afford, determined with regard to local incomes and local house prices; and include provisions for:

- (i) the home to be retained for future eligible households; *or*
- (ii) if these restrictions are lifted, for any subsidy to be recycled for alternative affordable housing provision.

<sup>1</sup> Annual Survey of Hours and Earnings (ASHE), [www.nomisweb.co.uk](http://www.nomisweb.co.uk)

<sup>2</sup> Page 43, 2014/15 South Devon and Torbay Joint Strategic Needs Assessment (JSNA), Living and working well, [www.southdevonandtorbay.info](http://www.southdevonandtorbay.info)

**Figure 14. Total affordable homes delivered in Torbay**



Source: Torbay Council

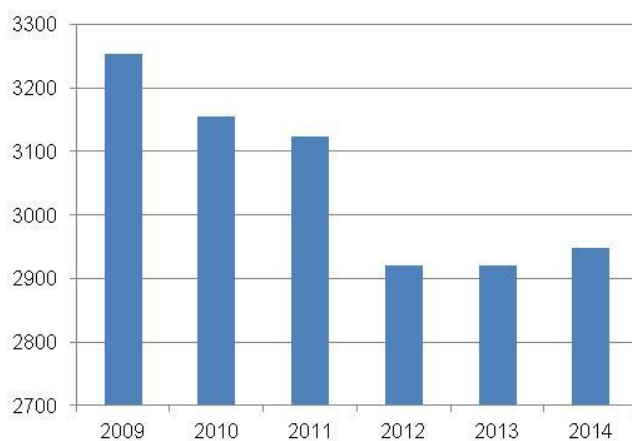
'Affordable housing is an issue in Torbay with an undersupply of social housing and relatively expensive property prices. There is a large waiting list for social housing.'<sup>3</sup>

'There is a pressing need for affordable housing in Torbay to meet the needs of local people who are unable to afford open market house prices or rents'<sup>4</sup>

The Local Plan 'seeks to identify land for the delivery of around 480 homes per annum, equating to about 8,900 new homes over the Plan period of 2012-2030'<sup>5</sup> (draft, proposed Replacement Main Modification to the Plan)

## Vacant dwellings

**Figure 15. Number of vacant dwellings in Torbay (all vacants)**



These figures cover all vacant dwellings of all tenures. These are residential properties/accommodation registered as vacant for Council Tax purposes.

Prior to April 2013 in Torbay there was a full Council Tax exemption on empty properties for the first 6 months and then the full charge less 10% was applicable indefinitely. From April 2013 there was a full Council Tax exemption for only 1 month and then the full charge was applicable.

Source: Department for Communities and Local Government, Table 615, [www.gov.uk](http://www.gov.uk), Council Taxbase, Numbers as at a date in October each year

<sup>3</sup> Page 26, 2014/15 South Devon and Torbay JSNA, Population overview, [www.southdevonandtorbay.info](http://www.southdevonandtorbay.info)

<sup>4</sup> Page 130, Torbay Local Plan –A landscape for success. The Plan for Torbay 2012-32 and beyond (Proposed Submission Plan) February 2014, [www.torbay.gov.uk/newlocalplan](http://www.torbay.gov.uk/newlocalplan)

<sup>5</sup> Torbay Local Plan– A landscape for success. The Plan for Torbay 2012-32 and beyond, (Proposed Replacement Main Modification- RMM1), June 2015, [www.torbay.gov.uk/newlocalplan](http://www.torbay.gov.uk/newlocalplan)

## Private rented sector

'For many households, the private rented sector is the first and only option as home ownership is financially out of reach and the demand for social housing far outstrips supply'<sup>6</sup>

### Young people

The Youth Homelessness Prevention Commissioning Strategy says that due to limited availability of social and supported housing most young people will be living in private rented housing. 'In Torbay there needs to be greater focus on the various options that could be in place for managing and working effectively with this resource to make it more accessible, more successful, and a positive experience for young people.'<sup>7</sup>

### Dependent children

'Around 24% of all households (all ages) across Torbay ... are privately rented compared to a national average of 18%. This is significantly higher for dependent children'<sup>8</sup>

## Houses in Multiple Occupation (HMOs)

A HMO is generally a property occupied by more than one household and more than two people, and may include bedsits, shared houses, non self contained flats and some self contained flats.

The Government introduced the Mandatory Licensing Scheme from 6 April 2006. The scheme requires that larger HMOs, with a greater risk to the occupier's health and safety are licensed.

HMOs which are required to have a mandatory license are;

- Properties with five or more occupiers (who form more than one household)
- Set out over three storeys or more (including attic conversions, basements and commercial premises)
- And have an element of sharing of an amenity (at least two households share a bathroom or kitchen) or lack an amenity (one or more dwellings lack immediate access to a bathroom or kitchen)
- Some other HMOs may need to be licensed in accordance with the Housing Act 2004

**Figure 16. Licensed HMOs in Torbay, registered under the Housing Act 2004**

Town	Number	%
Torquay	54	67%
Paignton	25	31%
Brixham	2	2%
<b>Total</b>	<b>81</b>	

Source: Torbay Council, <http://www.torbay.gov.uk/registers> Public register of HMOs as downloaded on 25 February 2015

The highest proportion of licensed HMOs are situated in Torquay

The ward with the highest number of licensed HMOs is Tormohun which is one of the areas in the Bay with the highest concentration of private rented accommodation, along with Roundham with Hyde ward in Paignton, which has the second highest number of HMOs

<sup>6</sup> Page 2, 201415 South Devon and Torbay JSNA, Population overview, [www.southdevonandtorbay.info](http://www.southdevonandtorbay.info)

<sup>7</sup> Page 9, Youth homelessness prevention commissioning strategy, Torbay

<sup>8</sup> Page 20, 2014/15 South Devon and Torbay JSNA, Starting Well, [www.southdevonandtorbay.info](http://www.southdevonandtorbay.info)

This table only includes those HMOs that are licensed, so does not show a true spread of HMOs in Torbay. There are many more HMOs that do not require a license under the Housing Act

There are about 1,450 HMOs in the Bay, forming 2.3% of Torbay's housing stock compared to a national rate of 1.6%.<sup>9</sup>

## Private rents

**Figure 17. Monthly cost of private rent, 2013/14**

	<b>Monthly average/ median private rent</b>
Torbay	£575
England	£595

Source: Valuation Office Agency, Private Rental Market Statistics Table 2.7, taken from a sample

This figure is across all sizes of accommodation. It does not include Housing Benefit funded tenancies. The samples used are not statistical and may not be consistent over time, as such the data should not be compared across time periods or between areas. This means that the statistics presented should be considered as indicative.

## Torbay social housing register- applicant households

Council and housing association homes available to rent are advertised through Devon Home Choice. Applicants can look for and apply for social housing within all the Local Authority areas within Devon.

The Housing Act 1996 requires that 'Reasonable Preference' for housing must be given to people in certain categories. Applicants are assessed and given a band A-D, depending on housing need and placed on the housing register. Once on the housing register applicants can bid for properties they are interested in. In 2011 the Localism Act allowed Councils to restrict access to their housing registers. In May 2014 Torbay and other areas removed a fifth band- E (no housing need) from the register.

Torbay has introduced a five year residency requirement where applicants or a member of the household need to have lived in Torbay for five years to be eligible to go on the Torbay housing register. There are a number of exceptions to this.

The information in this section relates to households on the Torbay housing register, so applicants who have stated a wish to live in Torbay. It analyses the register as on one date- 9 January 2015.

**Figure 18. Number of applicant households on the Torbay housing register within Bands A-D of housing need**

Jan 13	Apr 13	Jul 13	Oct 13	Jan 14	Apr 14	Jul 14	Oct 14	Jan 15	Apr 15
1,690	1,642	1,631	1,588	1,448	1,372	1,428	1,489	1,638	1,857

Source: Devon Home Choice, Quarterly monitoring report, April 2015, page 2, [www.devonhomechoice.com](http://www.devonhomechoice.com), as on 1<sup>st</sup> of each month or closest date available

<sup>9</sup> Page 134, Torbay Local Plan– A landscape For success. The Plan for Torbay 2012-32 and beyond (Proposed Submission Plan) February 2014, [www.torbay.gov.uk/newlocalplan](http://www.torbay.gov.uk/newlocalplan)

Figure 18 above shows that:

- The number on the Torbay housing register (within bands A-D) is increasing, a similar trend to other Local Authorities within Devon

Across Devon as a whole there has been an increase in numbers in housing need for the fourth quarter in a row but the total figure remains 22% lower than the peak in October 2011<sup>10</sup>

Following a change of computer system in June 2014 the number of applications increased whilst a process to remove out of date applications is developed. Once in place it is anticipated that numbers on the register will start to fall as old applications are removed

'The greatest need across all Local Authority areas [within Devon] remains for one bedroom properties'<sup>11</sup>

**Figure 19. Number of applicant households on the Torbay housing register, 9 January 2015- number of bedrooms needed and band of need**

Number of bedrooms needed	Band of housing need of applicant households					Total
	Band A (Emergency need)	Band B (High need)	Band C (Medium need)	Band D (Low need)	Band E (No need)	
1 bedroom		204	147	576		<b>936</b>
2 bedrooms		78	153	211		<b>445</b>
3 bedrooms		26	98	66		<b>190</b>
4 bedrooms or more		31	60	24		<b>116</b>
<b>Total</b>	<b>Under 5</b>	<b>339</b>	<b>458</b>	<b>877</b>	<b>Under 15</b>	<b>1687</b>

Source: Devon Home Choice, Under 5 and under 15 - low numbers suppressed due to data confidentiality

The largest number of applicants have been placed in band D (low housing need) with a requirement for one bedroom

Please note that since May 2014 Torbay has no longer been allowing applicants who would be in band E (No housing need) on the housing register. The small number in band E in the table above will be cases which are awaiting review and will be either re-banded or closed.

Social housing tenants applying for a new property because they wish to downsize are given a band B need on the Torbay housing register

<sup>10</sup> Page 2, Devon Home Choice quarterly monitoring report April 2015, [www.devonhomechoice.com](http://www.devonhomechoice.com)

<sup>11</sup> Page 1, Devon Home Choice quarterly monitoring report April 2015, [www.devonhomechoice.com](http://www.devonhomechoice.com)

**Figure 20. Number of bedrooms needed by applicant households on the Torbay housing register, 9 January 2015- current area of residence**

Area of current residence	Number of bedrooms needed				Total
	1 bedroom	2 bedrooms	3 bedrooms	4 bedrooms or more	
Torquay	440	195	90	45	<b>770</b>
Paignton	249	138	55	33	<b>475</b>
Brixham	84	44	14	8	<b>150</b>
No fixed abode/ Out of area	163	68	31	30	<b>292</b>
<b>Total</b>	<b>936</b>	<b>445</b>	<b>190</b>	<b>116</b>	<b>1687</b>
<b>% of all applicants on the Torbay register</b>	<b>55%</b>	<b>26%</b>	<b>11%</b>	<b>7%</b>	

Source: Devon Home Choice

Figure 20 above shows that:

- Most applicants live in Torquay. Torquay contains 50% of Torbay households and the 770 Torquay applicants make up 55% of those on the housing register who live in Torbay
- Just over half of applicants living in each town required accommodation with one bedroom

#### **Band of housing need:**

- Out of the three towns, Torquay has the highest proportion on the housing register in band B at 25% (191 households)
- Out of the three towns, Brixham has the highest proportion on the housing register in band C at 34% (51 households)

#### **Torbay social housing register- lettings made**

General needs homes are those that are not sheltered or supported accommodation.

**Figure 21. General needs homes let in Torbay to applicants on the register- offers accepted**

Year	Band of housing need of applicants					Total
	Band A (Emergency need)	Band B (High need)	Band C (Medium need)	Band D (Low need)	Band E (No need)	
<b>2010/11</b>	28	160	65	13	7	<b>273</b>
<b>2011/12</b>	6	199	97	26	9	<b>337</b>
<b>2012/13</b>	6	168	38	13	6	<b>231</b>
<b>2013/14</b>	10	215	111	36	21	<b>393</b>
<b>2014/15</b>	7	135	97	48	6	<b>293</b>

Source: Devon Home Choice monitoring reports, [www.devonhomechoice.com](http://www.devonhomechoice.com)



The number of lets in the financial year 2013-14 were significantly higher than previous figures possibly as a result of moves prompted by welfare reforms<sup>12</sup>

The number and proportion of lettings to applicants within band D has increased in the last two years.

Please note that since May 2014 applicants have not been placed in band E on the housing register meaning lower numbers of allocations to this band of need

**Figure 22. General needs homes let in Torbay to applicants on the register- number of bedrooms**

Year	Number of bedrooms in the properties				Total
	1 bedroom	2 bedrooms	3 bedrooms	4 bedrooms or more	
2010/11	103	99	60	11	273
2011/12	111	138	-	Under 5	337
2012/13	94	94	36	7	231
2013/14	92	189	89	23	393
2014/15	82	139	66	6	293

Source: Devon Home Choice, Under 5- number suppressed due to data confidentiality, '-' number suppressed so low number cannot be calculated

The highest number and proportion of lettings made in the last two years is of properties with two bedrooms

**Sheltered homes** let in Torbay to applicants on the register:

- Most sheltered homes were let to applicants within band B or C of housing need
- Most properties let contained one bedroom

### Spare rooms in social housing

From April 2013, working age tenants living in social housing and receiving Housing Benefit have had a reduction in benefit by 14% if they have one more bedroom than required for the household or 25% if they have more than one extra bedroom.

**Figure 23. Reductions in Housing Benefit made due to extra bedrooms, as in December 2014 in Torbay**

	Number of households
14% reduction in Housing Benefit (so have 1 extra bedroom)	448
25% reduction in Housing Benefit (so have more than 1 extra bedroom)	96
<b>Total</b>	<b>544</b>

Source: Torbay Council

Altogether there were 4,223 households claiming Housing Benefit in social housing. Therefore in December 2014 around 13% of Housing Benefit claimants living in social housing were affected by 'Removal of the spare room subsidy'.

<sup>12</sup> Page 4, Devon Home Choice quarterly monitoring report, July 2014, [www.devonhomechoice.com](http://www.devonhomechoice.com)

The size criteria rules will not apply to the following;

- Any claimant over the qualifying age for state pension credit or with a partner over that age
- Shared ownership cases
- Any claimant who is accepted as homeless under homelessness legislation of the Housing Act 1996
- Any claimant that occupies “Supported Exempt Accommodation”

Please note that the 4,223 claimants cover both working and pension age claimants.

For those that are affected (working age claimants), to mitigate the impact of the restriction Discretionary Housing Payments can be awarded. This is where the claimant applies for additional help with their rent through Discretionary Housing Payments, which is a separate scheme that’s administered by local councils and funded by Central Government (Department of Work and Pensions).

It is not possible to quantify how many households renting from social landlords occupy accommodation where additional bedrooms are required, i.e. the accommodation is smaller than requirements.

## Housing Stock Condition

A House Condition Survey for Torbay was carried out in 2011, giving a profile of housing stock in Torbay and whether it met the Decent Homes Standard. This gave a very high level assessment of the type of issues and the scale of which are experienced in Torbay.

The Housing Standards team deal with enquiries from members of the public who are experiencing problems with the condition of their rented accommodation. Tenants are encouraged to approach their landlords and resolve matters informally, if not the Housing Standards team have powers to inspect properties and undertake informant action if required. The following table illustrates the number of enquires that have required intervention by the team when tenants have not managed to resolve them.

**Figure 24. Enquiries to Torbay Council relating to housing disrepair that have required an intervention, April 2013 – January 2015**

Town where property situated	Number of enquiries	% of enquiries
Torquay	359	61%
Paignton	174	30%
Brixham	56	10%
<b>Total</b>	<b>589</b>	

Source: Torbay Council

## Overcrowding

Overcrowding in this instance is defined as where there is one or more bedrooms too few for the household. According to census 2011 figures there is less overcrowding in Torbay social rented and particularly the private rented sector compared to England.

A lower proportion of people who stated they had bad/very bad health were in overcrowded homes (3-4%), than in England (6%)

## Deprivation and poverty

As shown by the Indices of Multiple Deprivation maps on page 5, areas of Torbay are within the top 10% most deprived in England. These are also the areas that contain the highest proportions of private rented and social housing in the Bay.

- ‘The local authority areas of Teignbridge and Torbay have been identified as areas on ***the edge of poverty***. That is where a downturn could force thousands into poverty. The report [The Guardian, 2012] suggests parts of the UK that are most vulnerable if the economy worsens, Torbay and Teignbridge were placed 1st and 13th respectively. ... Torbay is ranked as highest nationally, with 37% of households (22,600) identified as being at risk of falling into poverty, compared to 28% in Teignbridge (15,600)’<sup>13</sup>
- ‘Health indicators for Torbay show a mixed pattern strongly related to demographics and levels of deprivation. Overall, average life expectancy in Torbay is in line with national figures but at a ward level, there is a difference as large as 7 years for both males and females between the most prosperous and most disadvantaged wards’<sup>14</sup>
- ‘Around 1 in 4 of children in Torbay live in relative poverty compared to around 1 in 5 across England’<sup>15</sup>
- **Fuel poverty** is determined by income, fuel price and likely fuel consumption of the household. Levels of fuel poverty in Torbay (2011/12) are very similar to England, slightly higher in Torquay. ‘National level statistics suggest that those most at risk of being in fuel poverty are the younger private renters, as well as those on pre-paid meters’<sup>16</sup>

## Homelessness

### Acceptance of a Full Housing Duty by the Local Authority

Households can make an application for homeless assistance to the Local Authority. The Authority then investigates their situation to determine what duty, if any, is owed to them. To be owed the ‘Full Housing Duty’ applicants need to be eligible for assistance, in priority need for accommodation and homeless unintentionally.

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<sup>13</sup> Page 42, 2014/15 South Devon and Torbay JSNA, Population overview, [www.southdevonandtorbay.info](http://www.southdevonandtorbay.info)

<sup>14</sup> Page 53, Torbay Local Plan –A landscape for success. The Plan for Torbay 2012-32 and beyond (Proposed Submission Plan) February 2014, [www.torbay.gov.uk/newlocalplan](http://www.torbay.gov.uk/newlocalplan)

<sup>15</sup> Page 12, 2014/15 South Devon and Torbay JSNA, Executive summary, [www.southdevonandtorbay.info](http://www.southdevonandtorbay.info)

<sup>16</sup> Department of Energy and Climate Change cited in page 29, 2014/15 South Devon and Torbay JSNA, Population overview, [www.southdevonandtorbay.info](http://www.southdevonandtorbay.info)

**Figure 25. Households accepted as owed the full housing duty, Torbay**



There were more households accepted as owed the full duty in 2014/15 than the previous year, but lower than 2012/13

Source: Housing Options service, Torbay Council, Government P1E returns

**Figure 26. Number of households accepted as owed the full housing duty per 1000 households**



Source: Office of National Statistics, Table 784, using household population projections for each year

**Figure 27. One person households accepted as owed the full housing duty, Torbay**

Year	Number of one person households	Percentage of all households accepted as owed the full housing duty
2010/11	25	44%
2011/12	29	51%
2012/13	33	44%
2013/14	26	46%
2014/15	32	49%

Source: Housing Options service, Torbay Council, Government P1E returns

One person households make up around 50% of those accepted as owed the full housing duty

In 2013/14 and 2014/15 there were a higher proportion of single female than single male households whereas in the previous three years there were more males than females, but numbers are small so can skew the figures

Source: Torbay Council, Housing Options Team, Government P1E returns

**Figure 28. Main reasons for loss of last settled home for applicant households accepted as owed the full housing duty in Torbay**

	2010/11		2011/12		2012/13		2013/14		2014/15	
	No.	%	No.	%	No.	%	No.	%	No.	%
Violent breakdown of relationship, involving partner	11	19%	12	21%	18	24%	19	34%	14	22%
Loss of rented/tied accommodation due to:										
• Termination of assured shorthold tenancy	15	26%	17	30%	12	16%	13	23%	8	12%
• Reasons other than termination of assured shorthold tenancy	8	14%	8	14%	10	13%	7	13%	12	18%
Other reasons	23		20		35		17		31	
<b>Total number accepted as owed the full housing duty</b>	<b>57</b>		<b>57</b>		<b>75</b>		<b>56</b>		<b>65</b>	

Source: Torbay Council, Housing Options P1E returns

Domestic violence incidents by a partner are the main reason for loss of the home over the last three years

The other main reasons are the loss of rented/tied accommodation due to termination of assured shorthold tenancy, or the loss of rented tied accommodation due to other reasons

Other reasons for loss of home in Torbay since 2010/11 for those households owed the full housing duty involved very small numbers:

- Parents, other relatives or friends no longer willing or able to accommodate
- Non violent breakdown of relationship with partner
- Violent breakdown of relationship involving associated persons (not partner), Other forms of violence (not linked to racial or relationships)
- Harassment (racial and other)
- Mortgage arrears (repossession or other loss of home)
- Rent arrears on private sector dwellings
- Left prison/on remand, left hospital, left other institution or Local Authority care
- Other (e.g. homeless in emergency, sleeping rough or in a hostel, returned from abroad)

### Priority need

To be accepted as owed the full housing duty by the Local Authority, the household must be identified as in 'priority need for accommodation'. Households with dependent children and pregnant women are always identified with this as their priority need regardless of any other priority need they may have.

In 2014/15 the number of households accepted as owed the full housing duty where the priority need was due to 'mental illness or disability' more than doubled compared to the previous year and was the highest number for at least the last five years. In 2014/15 this is the most common priority need (outside of children/pregnancy) for households owed the full housing duty, with 15 households (that do not contain dependent children/pregnancy) identified with this as their priority need.

Fleeing domestic violence is another main reason for being accepted as owed the full housing duty.

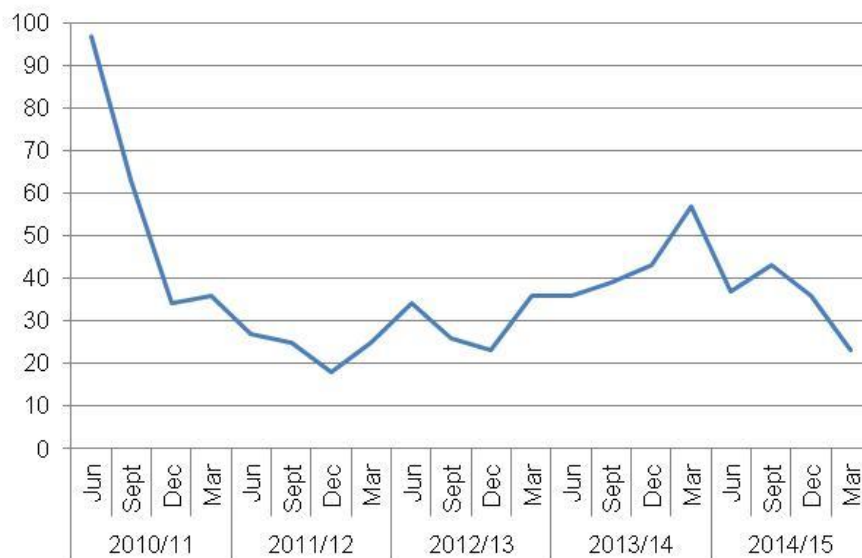
Source: Housing Options service, Torbay Council

### Homelessness- temporary accommodation

The Local Authority has a duty to provide emergency accommodation when it has reason to believe that an applicant may be homeless, eligible and in priority need for accommodation.

The Local Authority also has a duty to provide emergency accommodation for households owed the full housing duty.

**Figure 29. Number of households in emergency accommodation provided by Torbay Council, measured at the end of each quarter**

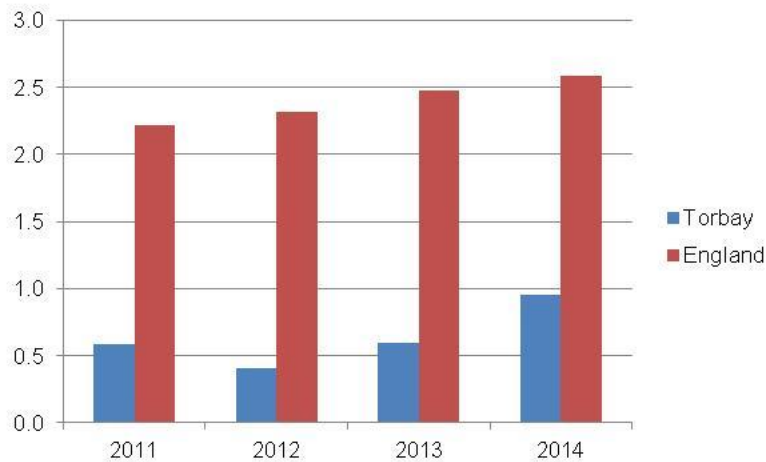


Source: Housing Options service, Torbay Council, P1E returns

The number of households in temporary accommodation measured at the end of each quarter has decreased generally since 2010/11, with a rise in 2013/14

As in June 2015 the number of households in temporary accommodation had increased to 52.

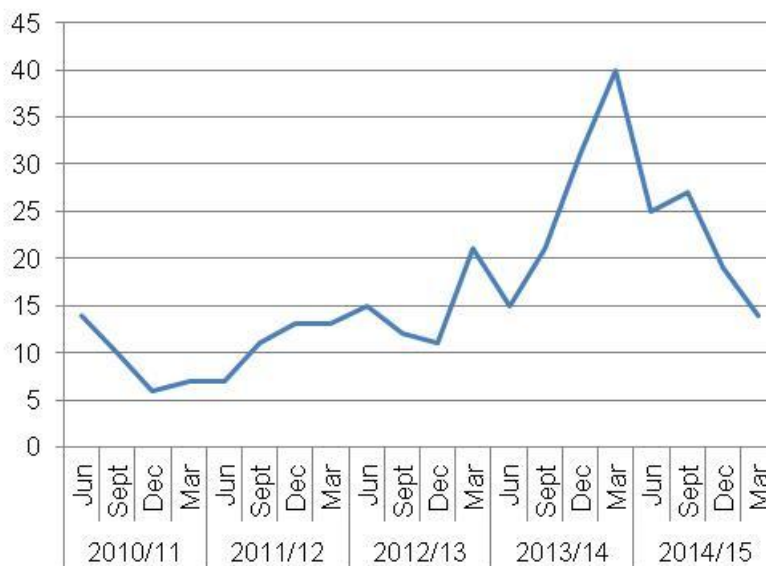
**Figure 30. Number of households in temporary accommodation per 1000 households, measured on 31 March each year**



Torbay has a lower rate compared to England with an increase in 2014

Source: Office of National Statistics, Table 784, [www.gov.uk](http://www.gov.uk), using household population projections for each year.

**Figure 31. Number of one person households in temporary accommodation**



Source: Housing Options service, Torbay Council, Government P1E returns

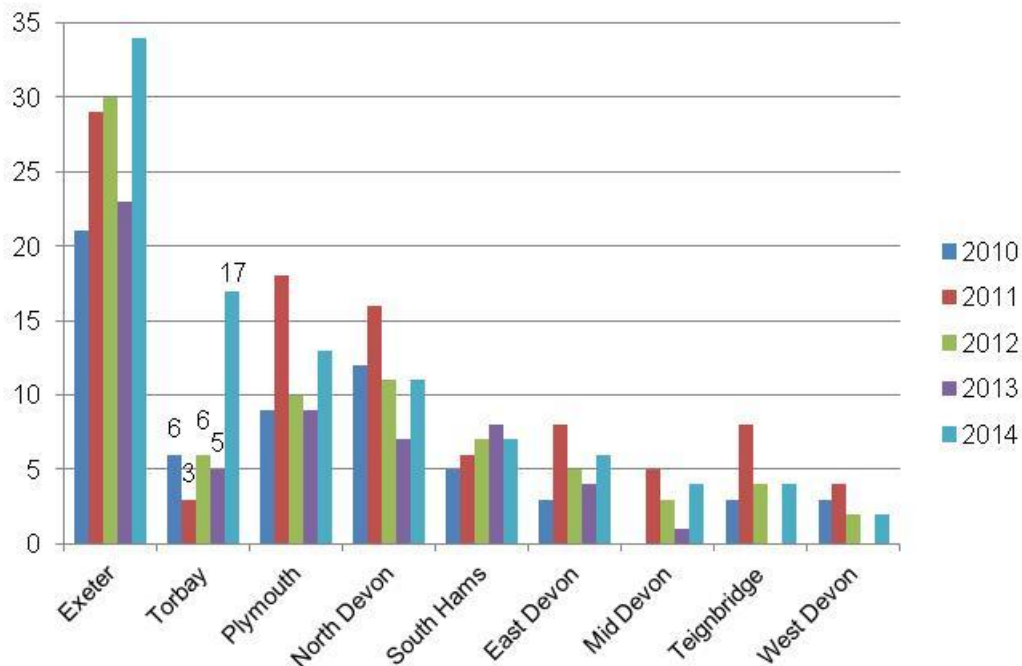
There was a high peak in use of temporary accommodation by one person households, particularly males, around the end of 2013/14.

'In the first half of 2014/15 there has been an increase in the use of emergency temporary accommodation for young people following a reduction in 2013/14'<sup>17</sup>

<sup>17</sup> Page 15, Youth homelessness prevention commissioning strategy, Torbay

## Rough sleeping

**Figure 32. Counts and estimates of the number of rough sleepers in Devon, 2010-2014**



Source: Department for Communities and Local Government, [www.gov.uk](http://www.gov.uk)  
Lack of a column for a year means the estimate was 0.

The count/estimate takes place in Autumn each year.

- A count is a single night snapshot of the number of rough sleepers in a local authority area
- An estimate is the number of people thought to be sleeping rough in the area on any one night in a chosen week
- All of the above were estimates except: Exeter- 2010, 2011, 2013; Torbay- 2011; Mid Devon- 2013

Between 2013 and 2014, the Torbay estimate increased from 5 to 17 rough sleepers, an increase of 240%. All other Local Authority areas in the chart above (except South Hams) saw an increase in this period. England as a whole rose from 2,414 to 2,744 rough sleepers between 2013 and 2014- an increase of 14%

## Accommodation for single homeless people

The Leonard Stocks Centre is a 24-bed hostel (engagement and resettlement centre) which provides accommodation and support to single homeless people with support needs and a local connection.



**Figure 33. Number of people moving into Leonard Stocks Centre**

Year	Number of clients
2009/10	91
2010/11	121
2011/12	91
2012/13	106
2013/14	115
2014/15	108

Source: Chapter 1 and Centre for Housing Research, <https://supportingpeople.st-andrews.ac.uk>

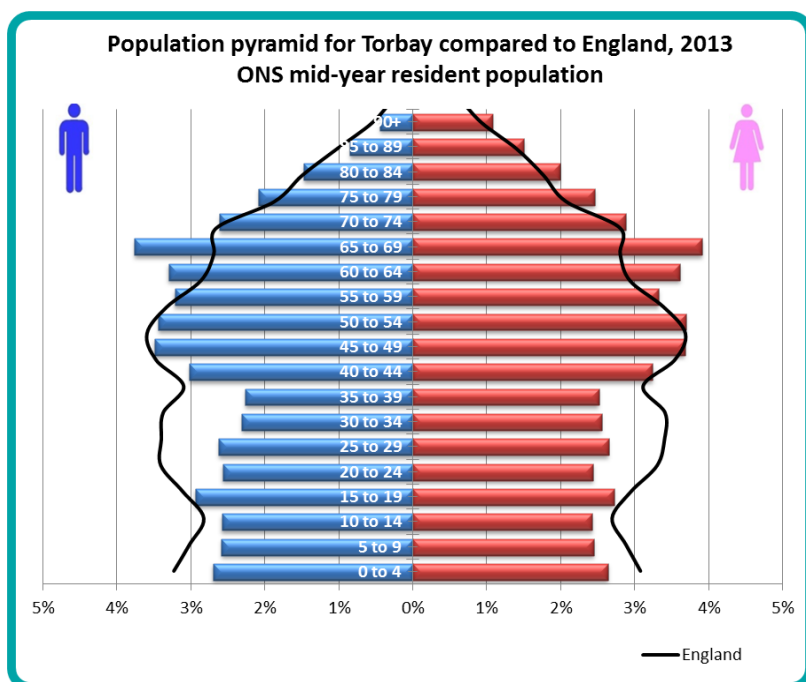
- In 2012/13 and 2013/14 there was an increase in people aged 51 years and over using Leonard Stocks Centre
- Most people using the service since 2010/11 were aged 25-50
- In 2014/15 28% of people who left the service rented privately owned accommodation. None in the last 6 years were recorded as moving into social housing or becoming owner occupiers

Source: Chapter 1 and Centre for Housing Research, <https://supportingpeople.st-andrews.ac.uk>

## The population of Torbay

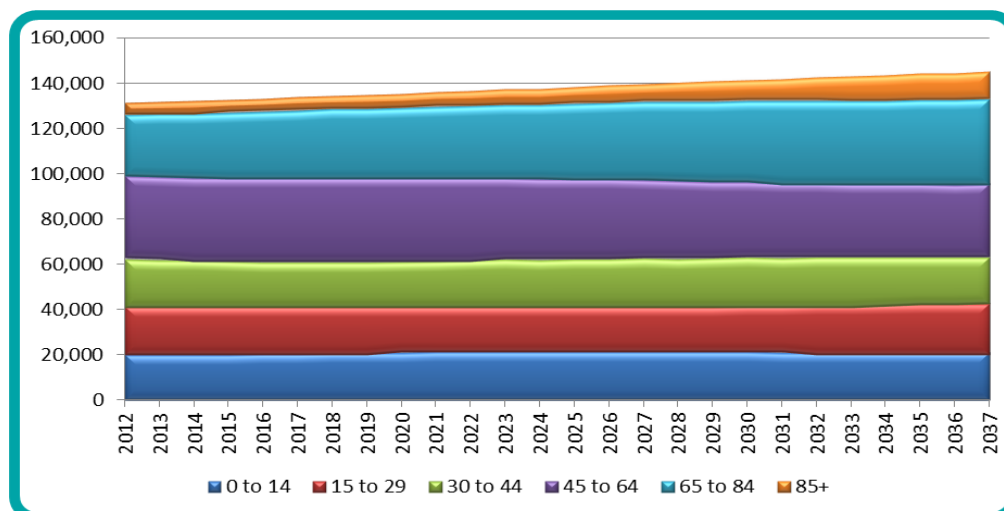
### Age and gender

**Figure 34**



## Future population estimates

**Figure 35. Estimates of the age of the future population- up to 2037**



Source: 2012 based subnational population projections, Office of National Statistics

An ageing population:

Overall there is expected to be an increase in Torbay's resident population, most noticeably those aged 65 and over and those aged 85 years and over. The population is projected to rise from 132,200 in the year 2014 to 145,200 in 2037.

**Figure 36. Future resident population estimates by age group (proportion)**

Age Group	Torbay			England		
	2014	2018	2022	2014	2018	2022
<b>0 to 14</b>	15.3%	15.6%	15.7%	17.8%	18.1%	18.1%
<b>15 to 29</b>	16.0%	15.2%	14.6%	19.5%	18.6%	17.9%
<b>30 to 44</b>	15.6%	14.8%	15.0%	19.9%	19.4%	19.7%
<b>45 to 64</b>	27.5%	27.4%	26.6%	25.3%	25.4%	25.0%
<b>65 to 84</b>	21.6%	22.7%	23.4%	15.2%	15.8%	16.4%
<b>85+</b>	4.0%	4.3%	4.8%	2.4%	2.6%	2.9%

Source: 2012 based subnational population projections, Office of National Statistics

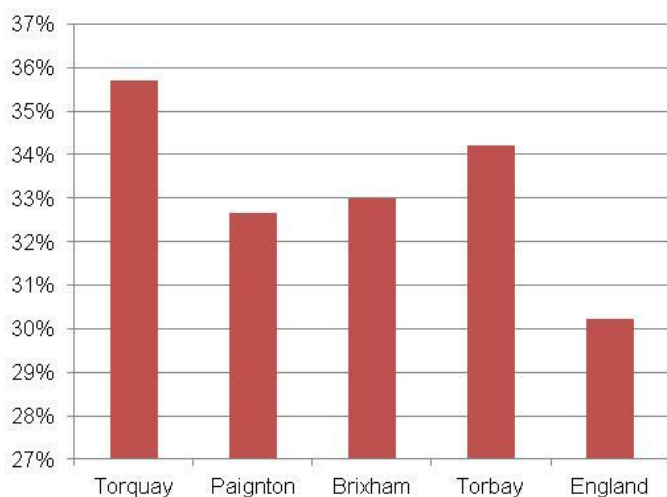
Figure 36 above shows that the proportion of people aged 45 years and over is projected to be higher in Torbay compared to England, with an increase in number and percentage aged 65 and over.

## Groups within the population

Below are a selection of population groups:

### One person households

**Figure 37. One person households in Torbay**



Source: 2011 census, [www.nomisweb.co.uk](http://www.nomisweb.co.uk)

All three towns have a higher proportion of one person households- Torquay has significantly more- compared to England.

### Lone parent families

'Torbay has higher proportions of lone parent families'<sup>18</sup>

Proportions of households with a dependent child aged 0 to 4 with a lone parent is highest in Torquay<sup>19</sup>

The census shows that proportionally the private rented sector contains 3% more lone parents households with dependent children compared with England.

### Older people living alone

'Social isolation and loneliness have a detrimental effect on health and wellbeing. Studies show that being lonely or isolated can impact on blood pressure, and is closely linked to depression. Older people are particularly vulnerable to social isolation and loneliness owing to loss of friends and family, mobility or low income'<sup>20</sup>

The census shows that compared with England:

<sup>18</sup> Page 19, 2014/15 South Devon and Torbay JSNA, Developing Well, [www.southdevonandtorbay.info](http://www.southdevonandtorbay.info)

<sup>19</sup> Page 20, 2014/15 South Devon and Torbay JSNA, Starting Well, [www.southdevonandtorbay.info](http://www.southdevonandtorbay.info)

<sup>20</sup> Page 2, 2014/15 South Devon and Torbay JSNA, Ageing and dying well, [www.southdevonandtorbay.info](http://www.southdevonandtorbay.info)

- Social rented properties contain a higher proportion of one person households aged over 65- 22% in Torbay compared to 19% in England. The proportion is higher in Paignton and Brixham.
- 18% of owned properties were owned by one person households aged over 65 compared to 13% in England. In Brixham it is higher
- Private rented properties in Torbay contain 5% more one person households aged over 65, this is higher in Brixham

## **Travellers**

'A local assessment of traveller accommodation need in Torbay was carried out by the Council in Summer/Autumn 2013. The study confirmed that no evidence existed that indicated a need for the Council to make provision for permanent or transit site accommodation for travellers, namely 'gypsies and travellers' and 'travelling showpeople'. However, it is intended that the need for accommodation will be kept under review in conjunction with other Devon authorities.'<sup>21</sup>

## **Young people**

Torbay's Youth Homelessness Prevention Commissioning Strategy says that:

- A range of options is needed to suit the complexity and diversity of need, and there is currently a lack of services for young people with complex needs and/or challenging behaviour
- Supported accommodation needs to replicate future experience of accommodation so to better manage their expectations. Young people need to be able to access brief intervention support if they have any problems relating to their tenancy/income. Young people need to be able to understand their responsibilities as a tenant.

## **Benefits**

### **Housing Benefit claimants**

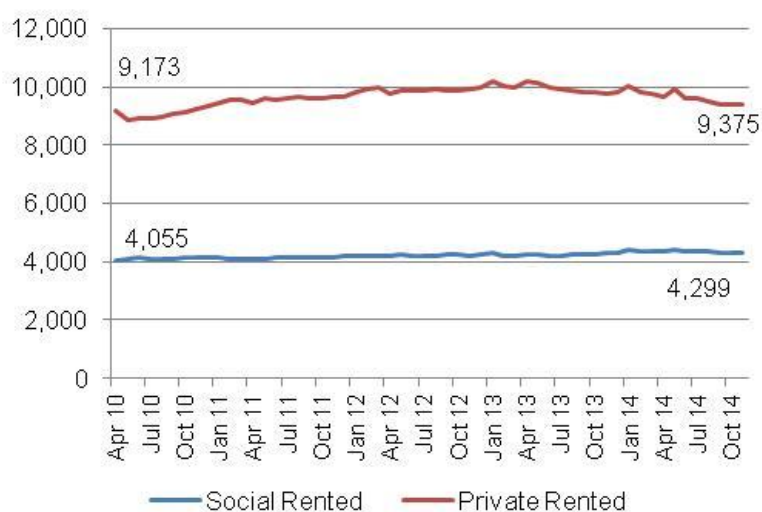
Payments to Torbay residents are administered by Torbay Council. Tables below give some information about the profile of claimants in Torbay.

The figures for February 2015 are based on a database extract run on 17 February 2015 showing a snapshot of claimants as on that date.

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<sup>21</sup> Page 136, Torbay Local Plan– A landscape for success. The Plan for Torbay 2012-32 and beyond (Proposed Submission Plan) February 2014, [www.torbay.gov.uk/newlocalplan](http://www.torbay.gov.uk/newlocalplan)

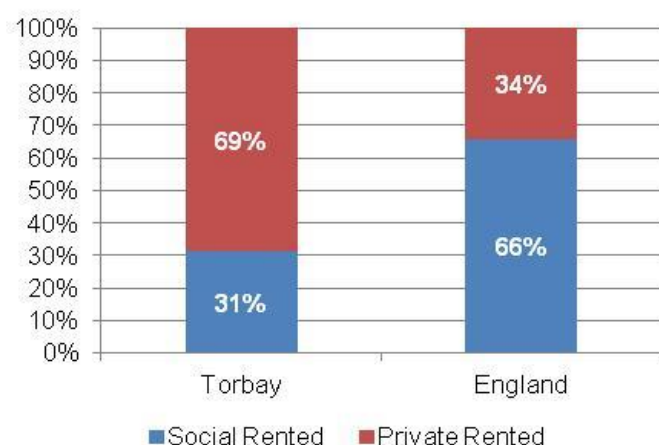
**Figure 38 Number of Housing Benefit claimants, by tenure**



Torbay has a higher proportion of private rented tenure compared to England. This likely accounts for the difference between Torbay and England in Figure 39 although there could also be additional reasons

Figure 38 shows that the number of claimants is much higher in private rented accommodation in Torbay. Figure 39 shows that in 2014 the proportion of claimants in private rented housing was 69% in Torbay compared to 34% in England as a whole

**Figure 39. Tenure of Housing Benefit claimants, 2014**



Source: Department of Work and Pensions, <https://stat-xplore.dwp.gov.uk>, Figure 38- count as on one day each month

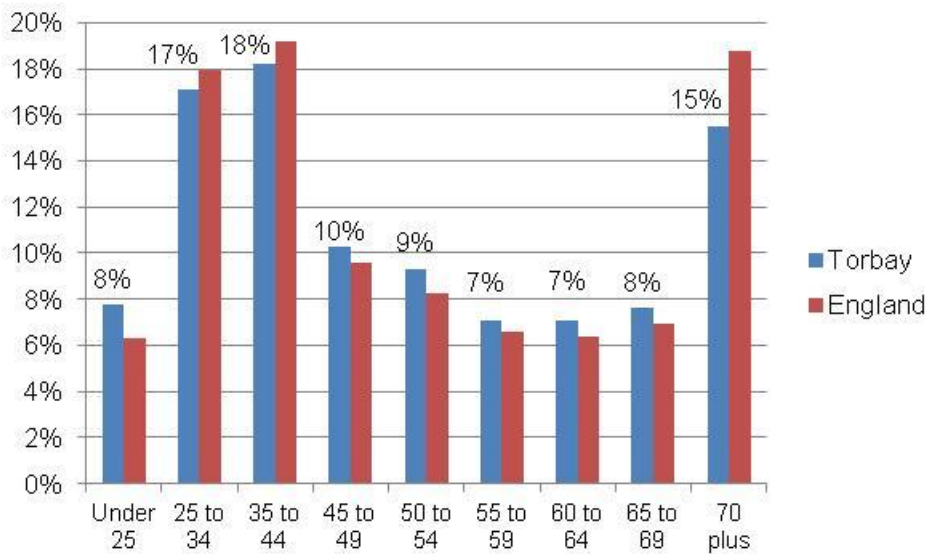
**Figure 40. Tenure type of Housing Benefit claimants, February 2015**

	Proportion of claimants in social rented	Proportion of claimants in private rented	Total number of claimants	% in each town out of total Torbay claimants
<b>Torquay</b>	30%	70%	7,852	57%
<b>Paignton</b>	32%	68%	4,307	32%
<b>Brixham (includes Churston and Galmpton)</b>	34%	66%	1,508	11%
<b>Total in Torbay</b>	31%	69%	13,667	

Source: Torbay Council

Figure 40 shows that the proportion of claimants living in private rented accommodation is highest in Torquay and lowest in Brixham.

**Figure 41. Age of Housing Benefit claimants, 2014**



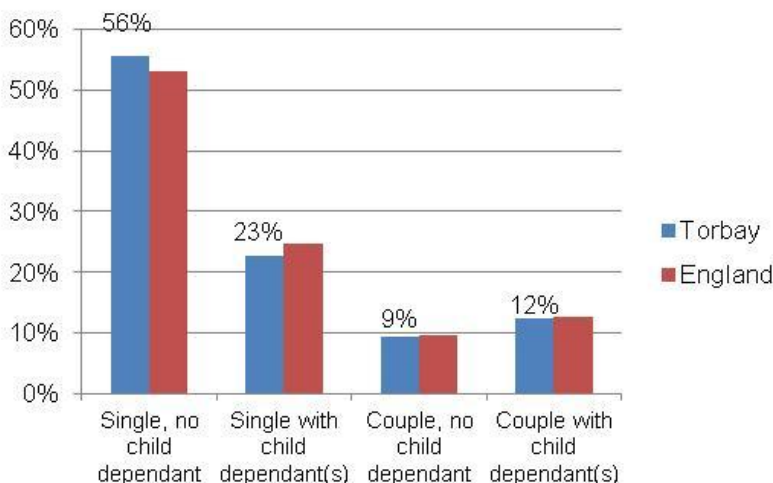
Source: Department of Work and Pensions, <https://stat-xplore.dwp.gov.uk>, refers to the age of individual claimant or, if claiming as a couple, the eldest age within that couple

Compared to England, Torbay has a lower percentage of claimants aged 70 years and over but a higher percentage aged under 25

Within Torbay (February 2015):

- Brixham (including Churston and Galampton) has a higher proportion of claimants in the older age ranges, particularly aged 70 and over
- Torquay has the highest proportion of claimants in the younger age ranges.

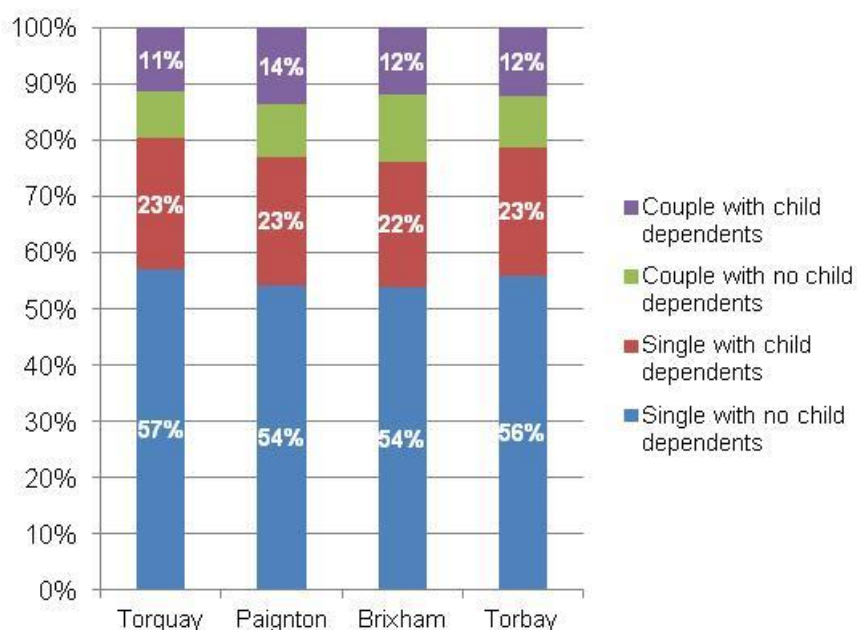
**Figure 42. Family type of Housing Benefit claimants, 2014**



Compared to England, Torbay has a higher proportion of claimants who are single with no child dependents and a lower proportion of claimants who are single with child dependents. These proportions and numbers have remained similar since 2010

Source: Department of Work and Pensions, <https://stat-xplore.dwp.gov.uk>

**Figure 43. Family type of Housing Benefit claimants, February 2015**



Source: Torbay Council, count as on one date

Figure 43 shows that within Torbay (February 2015):

- Torquay has the highest proportion of claimants who are single with no child dependents (57%) and the lowest proportion of claimants who are couples (11%)
- Paignton has the highest proportion of claimants who are couples with child dependents (14%)
- Brixham (includes Churston and Galmpton) has the highest proportion of claimants who are couples with no child dependents (12%)

### Council Tax Support claimants

The figures for February 2015 are based on a database extract run on 17 February 2015 showing a snapshot of claimants as on that date.

**Figure 44. Claimants of Council Tax Support, February 2015**

Town	Number of claimants	Number of households with a liability to pay Council Tax*	% of claimants out of households with a liability to pay Council Tax
Torquay	8,592	30,231	28%
Paignton	5,535	20,966	26%
Brixham (includes Churston and Galmpton)	2,138	8,706	25%
<b>Total in Torbay</b>	<b>16,265</b>	<b>59,903</b>	

Source: Torbay Council, \*Excludes properties where there are 100% exemptions, discounts and reliefs

Figure 44 shows that the town with the highest proportion of households claiming Council Tax Support is Torquay with 28% of the households with a liability claiming

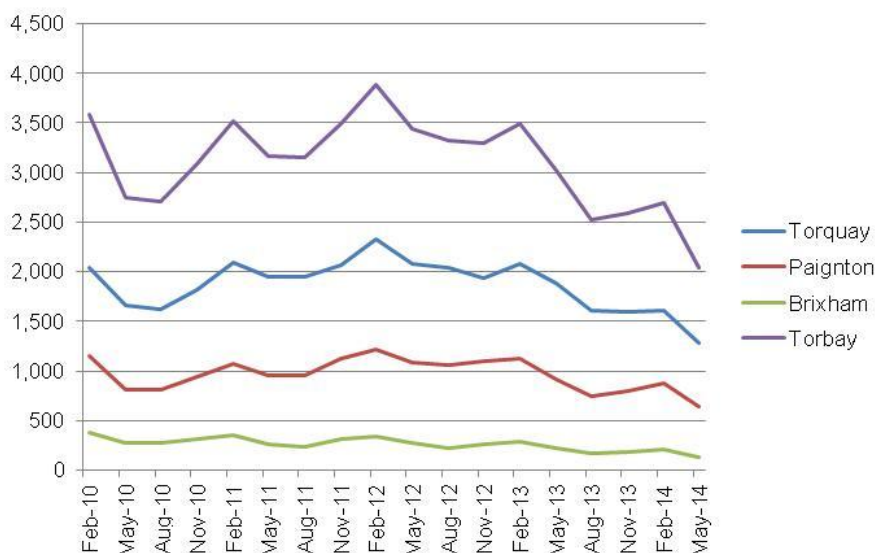
Similarly to Housing Benefit figures:

- Brixham (includes Churston and Galmpton) had the highest proportion of Council Tax Support claimants who were aged 70 and over. Torquay has the highest proportion in the younger age ranges
- The highest proportion of claimants are single people with no child dependents (particularly in Torquay), with a higher proportion of claimants in Brixham who are couples with no child dependents

### Unemployment/ Job seekers allowance claimants

As in 2012/13, the unemployment rate in Torbay is dropping at 7.5% of 16-64 year olds actively seeking work, having just become slightly lower than the England rate of 7.8%.<sup>22</sup>

**Figure 45. Claimants of Job Seekers Allowance**



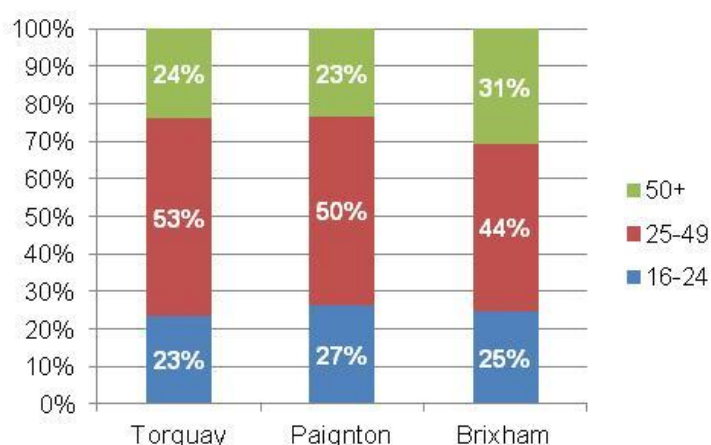
The number of claimants has decreased since 2010 in all three towns.

Source: Department of Work and Pensions, [www.nomisweb.co.uk](http://www.nomisweb.co.uk)

<sup>22</sup> Office of National Statistics: Model-based estimate of the % of people who are economically active, aged 16-64, who are unemployed but actively seeking work. Data is % of the economically active population



**Figure 46. Age of Job Seekers Allowance claimants, 2014**



There is a higher percentage of claimants aged 50 and over in Brixham than in Torquay or Paignton.

Source: Department of Work and Pensions, [www.nomisweb.co.uk](http://www.nomisweb.co.uk),

There is a higher percentage of 18-24 year olds claiming Job Seekers Allowance in 2013/14 compared to England: Just over 7% of 18-24 year olds in Torbay, 8% in Torquay and 6% in combined Paignton and Brixham, compared to less than 5% across England<sup>23</sup>

## Health issues and disability

### Links between housing and health

'Health, well-being and the built environment are inextricably linked. Where new development occurs it is therefore important that the implications of the proposals upon the health and the well-being of the affected communities are considered. This approach reflects the Marmot Review 'Fair Society, Healthy Lives' (2010) which considered health inequalities in England. It proposed an evidence based strategy to address the social determinants of health, the conditions in which people are born, grow, live, work and age and which can lead to health inequalities.'

'Development can contribute to creating healthier communities in a number of ways, e.g. by providing decent accommodation, reducing the effect of fuel poverty, providing open space and recreation areas. Developments should consider how they can promote healthier outcomes'<sup>24</sup>

'There are a range of health related conditions associated with non-decent housing, including cardiovascular diseases; respiratory diseases depression and anxiety, and physical injury from accidents.'<sup>25</sup>

<sup>23</sup> Page 30, 2014/15 South Devon and Torbay JSNA, Developing well, [www.southdevonandtorbay.info](http://www.southdevonandtorbay.info)

<sup>24</sup> Page 147, Torbay Local Plan –A landscape For success. The Plan for Torbay 2012-32 and beyond (Proposed Submission Plan) February 2014, [www.torbay.gov.uk/newlocalplan](http://www.torbay.gov.uk/newlocalplan)

<sup>25</sup> Page 2, 2014/15 South Devon and Torbay JSNA, Population overview, [www.southdevonandtorbay.info](http://www.southdevonandtorbay.info)

## Health issues and disability within the population

**Figure 47. People with a disability that limits day to day activities**

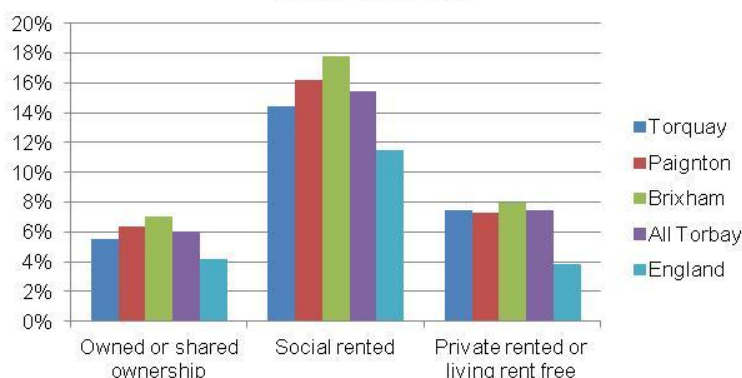
Town	People with disability that limited day to day activities	
	Limited a lot	Limited in some way
Torquay	11%	23%
Paignton	12%	25%
Brixham	13%	26%
Torbay	12%	24%
England	8%	18%

Source: 2011 census, [www.nomisweb.co.uk](http://www.nomisweb.co.uk)

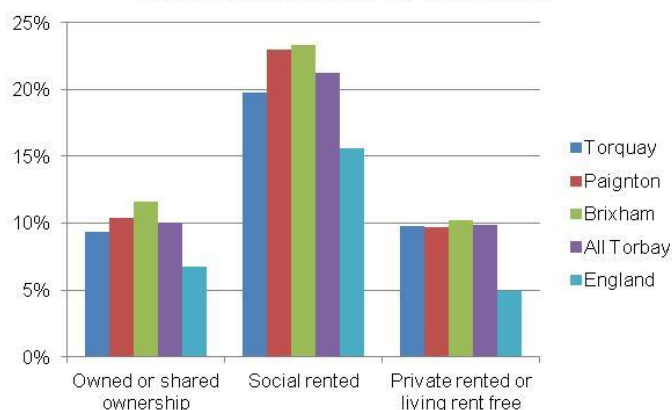
Figure 47 shows that Torbay has a higher proportion of people self reporting in the census that their day to day activities were limited by a disability/health issue compared to England. Further analysis (age standardisation) shows that this is not due to age, even though there is a higher proportion of older people living in Torbay. A possible explanation could be the higher prevalence of long term conditions in the population.

Brixham had the highest proportion of the population with limited day to day activities at 26%

**Figure 48. Proportion of people in each tenure type with bad/very bad health**



**Figure 49. Proportion of people in each tenure type with disability that limits day to day activities a lot**



Source: 2011 census, [www.nomisweb.co.uk](http://www.nomisweb.co.uk)

Figures 48 and 49 above show that:

- The social rented sector contains a higher proportion of people in Torbay who reported bad health and/or disability issues compared to England, particularly in Brixham
- There is also a higher proportion in the private rented sector

'The health of the population is generally 'worse', that is there are higher proportions of the population identifying their health as bad or very bad, in Torbay compared to the wider South Devon and England averages. Most noticeably, 1 in 10 people in Torbay aged 50 to 64 identified their health as bad or very bad.'<sup>26</sup>

<sup>26</sup> Page 57, 2014/15 South Devon and Torbay JSNA, Living and working well, [www.southdevonandtorbay.info](http://www.southdevonandtorbay.info)

## Disabled Facilities Grants

Mandatory Disabled Facilities Grants (DFGs) are available from local authorities. They are issued subject to a means test and are available for essential adaption's to give disabled people better freedom of movement into and around their homes, and give access to essential facilities within the home.

**Figure 50. Number of referrals by tenure over the last four years, Torbay**

Year of referral	Registered Provider (Registered Social Landlord)	Owner Occupier	Private Tenant	Total
2012/13	73	22	48	143
2013/14	63	24	47	134
2014/15	92	27	59	178
2015/16 Quarter 1				44 <i>(Predicted 176 case)</i>

Source: Torbay Council

Since 2013/14 there has been an increase of 25% in the number of referrals made to the local authority

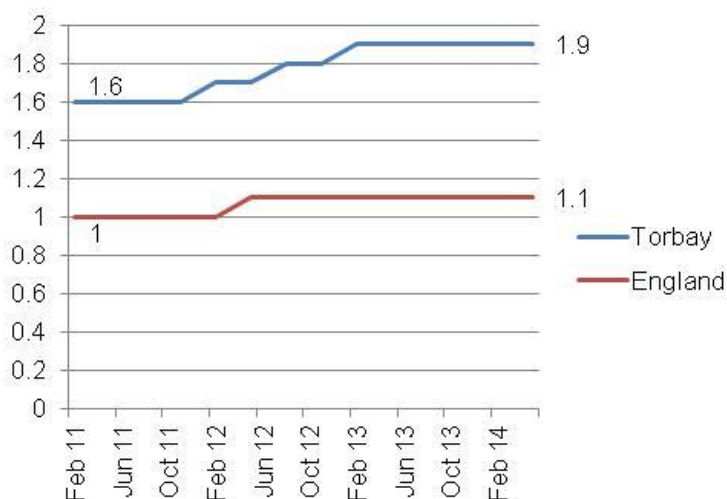
In the last 12 months:

- 20% of those that apply for a DFG live alone.
- 54% of individuals applying for a DFG are female
- There is an even split between clients living in Paignton and Torquay who apply for DFGs, each representing 41% of total referrals, and 18% of referrals are from Brixham.

Work is currently being undertaken into establishing where the need is as there has been a decrease in the average age of an individual requiring a DFG.

## Disability benefits

**Figure 51. Percentage of population aged 16-64 receiving state benefits who are disabled**

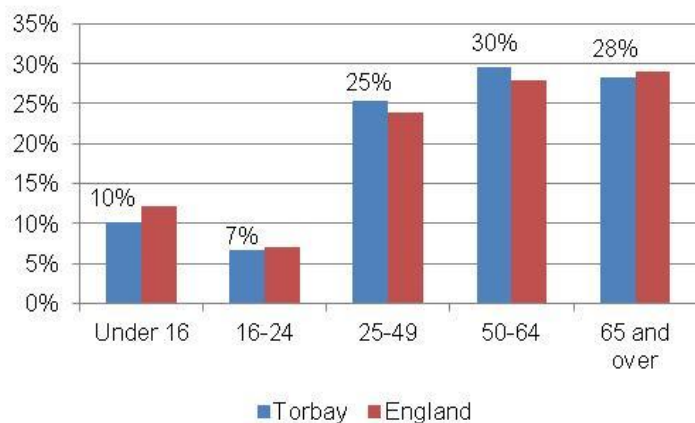


There is a higher percentage of people aged 16-64 claiming benefits who are disabled, compared to England. Torbay has seen a greater increase in the percentage of 16-64 year olds claiming a disability benefit.

Source: Office of National Statistics, [www.nomisweb.co.uk](http://www.nomisweb.co.uk), using mid-2013 resident population

Disability Living Allowance (DLA) provides a non-contributory, non means-tested and tax-free contribution towards the disability-related extra costs of severely disabled people. The number claiming DLA in Torquay, Paignton and Brixham has remained consistent at around 10,000 over the last 4 years (up to May 2014) apart from a slight increase in Torquay.<sup>27</sup>

**Figure 52. Age of claimants of Disability Living Allowance, 2014**



In Torbay a higher proportion of DLA claimants are aged 25-64, compared to England

Source: Department of Work and Pensions, Office of National Statistics, [www.nomisweb.co.uk](http://www.nomisweb.co.uk)

## Mental health

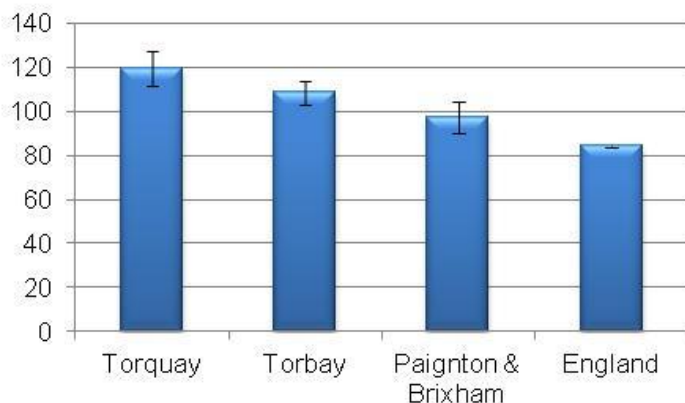
Figures 53 and 54 below show where people are registered with a GP and are known to have a mental health issue.

**Figure 53. Number of patients on the mental health register- all ages**

2008/09	2009/10	2010/11	2011/12	2012/13
1,358	1,429	1,468	1,503	1,572

Source: GP Disease registers, JSNA, Ageing and dying well, page 41

**Figure 54. Rate per 10,000 of the GP registered population on the mental health register, 2012/13**



The rate per 10,000 registered population in Figure 54 opposite shows significant variation, with Torquay higher than Paignton and Brixham.

Source: GP disease registers, JSNA, Ageing and dying well, page 41

It has been identified that stable accommodation and housing support is a priority in order to promote the mental health and wellbeing of the population. One of the foundations of good

<sup>27</sup> Department of Work and Pensions, Office of National Statistics, [www.nomisweb.co.uk](http://www.nomisweb.co.uk)

mental health and wellbeing include a 'good home'. Many people recovering from mental ill health require extra support, especially around finding and maintaining a place in the community, housing and employment. These solutions need to be part of integrated approach with treatment functions and social support<sup>28</sup>

### Learning disability

Figures 55 and 56 below show where people aged 18 and over are registered with a GP and are known to have a learning disability.

**Figure 55. Number of patients on the learning disability register- aged 18 and over**

2008/09	2009/10	2010/11	2011/12	2012/13
598	678	690	721	755

Source: GP disease registers, JSNA, Ageing and dying well, page 39

**Figure 56. Rate per 10,000 of the GP registered population who are on the learning disability register, 2012/13- aged 18 and over**

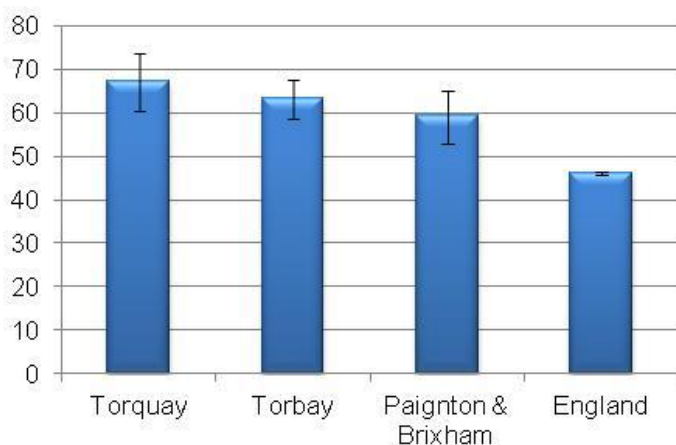


Figure 56 shows that there is a higher number of people aged 18 and over known to have a learning disability in Torbay areas than in England. 'This could suggest higher levels of recognition within primary care. However there are still estimated to be a noticeable number of persons with a learning disability not known to primary care.'<sup>29</sup>

Source: GP disease registers, JSNA, Ageing and dying well, page 39

The Operational Commissioning Strategy for People with Learning Disabilities, Torbay and Southern Devon Health and Care Trust, 2014, focuses on what people want and plans for the future:

People with learning disability said that they want to live in their own home, in their local community. They want good quality housing and don't want to have to move as they grow older. They want good quality care to help them at home.

The Strategy says what is considered to be needed in the future. Some points are below:

'We would like as many people as possible to live in Torbay, in their own home with the right level of support. We would like to support as many people to use telecare to help them live independently and balance risk and choice. In order to achieve this we need to make sure there is a good choice of high quality support for people; excellent housing options and specialist provision for those people with the highest needs.'

<sup>28</sup> Pages 7-9, 15, A mental health commissioning strategy for Devon, Plymouth and Torbay 2014-17

<sup>29</sup> Page 39, 2014/15 South Devon and Torbay JSNA, Ageing and dying well, [www.southdevonandtorbay.info](http://www.southdevonandtorbay.info)

‘People with learning disabilities are going to need a wide range of support options in the future. Particularly we are concerned about limited provision for people with profound and multiple learning disabilities; challenging behaviour and autism. We also acknowledge that some people need 24 hour support and specialist provision and the safest and most cost effective way of providing this may be residential or nursing care. We would like to make sure that young people and people with profound and multiple learning disabilities have access to a good range of support.’

‘We would like more people with learning disabilities to use extra care and sheltered housing facilities. We particularly need services for the general older population to be able to support older people with learning disabilities, making reasonable adjustments to their provision under the Disability Discrimination Act 2005’

### **Applicants on the Torbay social housing register- Mobility needs, health/ disability issues**

Council and housing association homes available to rent are advertised through Devon Home Choice. Applicants can look for and apply for social housing within all the Local Authority areas in Devon.

The information in this section relates to households on the Torbay housing register, so applicants who have stated a wish to live in Torbay. It analyses the register as on one date- 9 January 2015.

Mobility needs of applicants include where the following needs for a property have been identified:

- Maximum of 3 steps
- Step free
- Part wheelchair
- Wheelchair accessible

**Figure 57. Applicants on the Torbay housing register- per 1000 households in the population, 9 January 2015**

<b>Number of households in Torbay</b>	<b>Number of applicants on the Torbay register living in Torbay, per 1,000 households</b>	<b>Number of these, who have mobility needs, per 1,000 households</b>
60,000	23.3	6.5

Source: Office of National Statistics and Devon Home Choice. Number of households derived from 2011 based population projections for 2013

**Figure 58. Mobility needs of applicants on the Torbay housing register, 9 January 2015**

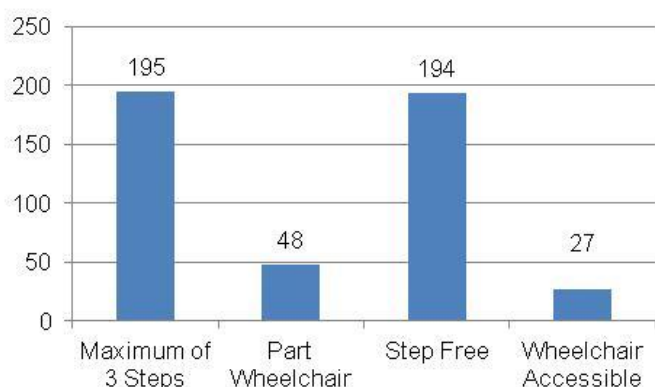


Figure 58 shows that:

The total number of applicants with mobility needs is 464, out of the 1687 applicant households on the Torbay register

The majority of mobility needs relate to steps

Source: Devon Home Choice

Number of bedrooms needed by applicants with a mobility need:

- 311 (67%) require a property with one bedroom
- 102 (22%) require a property with two bedrooms
- Low numbers of applicants require 3 - 6 bedrooms

**Figure 59. Mobility needs of applicant households on the Torbay housing register- by area of residence, 9 January 2015**

Area of current residence	Number of applicants with mobility needs	% of applicants on the register who live in each area who have mobility needs
Torquay	209	27%
Paignton	127	27%
Brixham	53	35%
Out of area/ No fixed abode	75	27%
<b>Total</b>	<b>464</b>	<b>28%</b>

Source: Devon Home Choice

Out of the three towns, Brixham has the highest proportion of applicants on the housing register with mobility needs at 35%

**Figure 60. Health issue/disability of applicants on the Torbay housing register, by number of bedrooms needed, 9 January 2015**

Number of bedrooms required	Disability/health issue of applicants		
	Learning disability	Mental illness	Physical disability
1	55	241	348
2	18	62	108
3	-	24	32
4 or more	Under 5	17	22
<b>Total</b>	<b>84</b>	<b>344</b>	<b>510</b>
% of the Torbay register	5%	20%	30%

Source: Devon Home Choice, Under 5- number suppressed due to data confidentiality, '-' number suppressed so that low number cannot be calculated

N.B. These will be self reported figures (taken from the application form) and not all will have been verified. There are duplicates between columns where applicants are identified with more than one health issue/ disability

Figure 60 shows that:

- Nearly a third of the Torbay register is identified with a physical disability need- 510 applicants out of 1687 on the register
- Most applicants require one bedroom
- The highest number of applicants have a physical disability requiring one bedroom

### Disability/ health issue by town:

Out of the three towns, Brixham has the highest proportion on the housing register with a physical disability need (58 applicants), followed by Paignton (152 applicants) and Torquay (220 applicants)

Out of the three towns, Torquay has the highest proportion on the housing register with a mental illness (165 applicants), followed by Paignton (90 applicants) and Brixham (26 applicants)

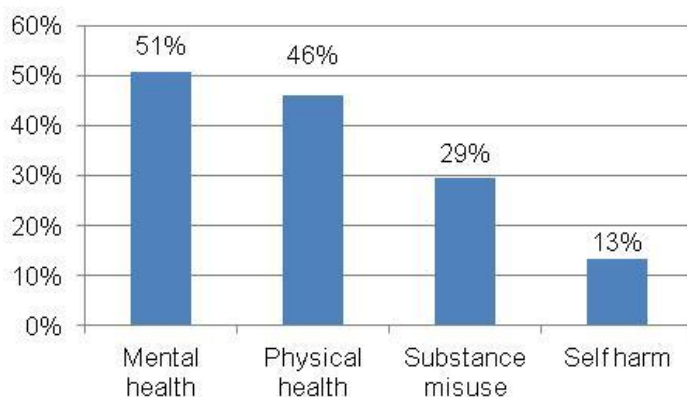
A small number of applicants on the register have Autism as a health issue/disability need  
Other health/ disability needs on the register include: hearing, visual or speech impairment

### Health issues of support service clients

Support services (previously known as Supporting People services) are funded by Torbay Council and include outreach and supported housing services, and include the Leonard Stocks Centre on page 20 of this report. People use these services for the short term and they provide support to help people live independently in the community.

The identified health needs of people using support services in 2013/14 are shown below. People were identified in their support plan as needing support to better manage these health issues:

**Figure 61 Health needs of users of support services, 2013/14**



Source: Centre for Housing Research, St Andrews  
<https://supportingpeople.st-andrews.ac.uk>

There will be duplications between columns as some clients will have more than one of these health needs.

This chart shows the percentage of the 913 people who left services in the year who were identified with these needs. About half had a mental and/or physical health issue.

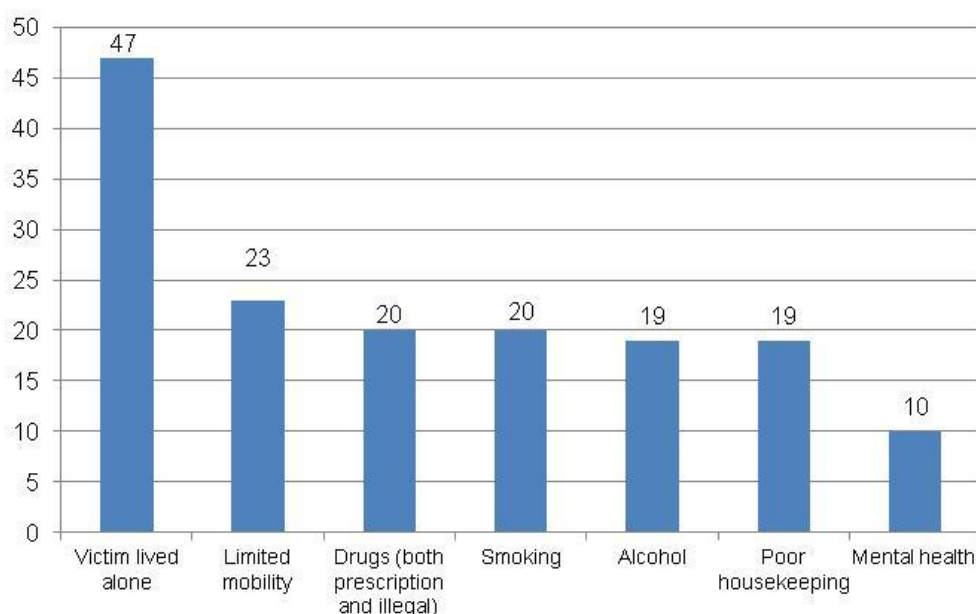


Please note that many of these services have now ended due to Central Government budget reductions.

## Accidental fire deaths

Research was carried out into 88 accidental fire deaths within the South West area of England between 1 April 2008 and 31 March 2013. The study identifies seven lifestyle or behavioural factors as key influencers:

**Figure 62. Number of victims where each of the seven lifestyle or behavioural factors identified as key influencers in accidental fire deaths, South West England**



Source: Fire deaths in the South West between 2008-13, a collaborative review, [www.dsfire.gov.uk](http://www.dsfire.gov.uk)

The most common factor was that the victim lived alone- 53% of cases. 'The strong link between living alone and risk of fire death is reinforced when comparing the fatal fire study with Census statistics for the region. The government survey data shows 30% of households are occupied by a lone adult in South West England, yet this 'group' accounts for over half of accidental fire deaths. A large number of these victims were aged over 65.'

Health and disability issues are included within the seven factors- limited mobility, drugs, smoking, alcohol, and mental health.

The study also shows that in 44 (50%) of cases more than one of the seven factors was present. 'It is apparent from the data that no single characteristic of these fatal incidents would allow us to identify a 'silver bullet' solution. ... the research confirms what is generally believed throughout fire and rescue services; that in such unfortunate incidents there are a combination of factors that result in a tragic death.'

It says that 'of the 88 cases examined in the study, at least 29 were known to other agencies who had the opportunity to influence the victim's lifestyle and behaviour.'

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End of report

## Housing Strategy

### Report of the Overview and Scrutiny Board – November 2015

At its meeting on 23 November 2015, the Overview and Scrutiny Board considered the draft Housing Strategy.

The Board agreed that the following views and recommendations be forwarded to the Council for its consideration:

1. The Board would wish to see more detail within the Housing Strategy in order to give it confidence that the Strategy can be delivered practically over its lifetime.
2. The Housing and Health Needs Assessment clearly identifies the needs of the different communities in Torbay. The Housing Strategy should be amended to articulate how those needs will be met.
3. The targets for the delivery of units of affordable housing within the lifetime of the Housing Strategy should be explicit within the Strategy.
4. Alternative methods of bringing forward affordable housing units should be explored within the Strategy rather than just relying on the requirement within the Local Plan that 30% of new housing developments should be affordable.
5. There should be reference in the Housing Strategy to the policy in relation to Community Investment Areas in the Local Plan.
6. There should be a representative of the Overview and Scrutiny Board on the Housing Partnership Steering/Monitoring Group.
7. The criteria for the Aligned Investment Plan should include outcomes which meet the identified needs of the community rather than being wholly treasury management led (as indicated within the Supporting Information for the Housing Strategy). The timescale for the implementation of that Fund should also be included within the Strategy.
8. The timescale for the preparation of the delivery plans which sit below the Housing Strategy should be included within the document.
9. The Board notes that, within the Housing and Health Needs Assessment (summarised in My Home is My Life), there has been a significant increase in referrals for Disabled Facilities Grants and is pleased that this stream of funding has not been re-allocated at this stage.



# Torbay's Housing Strategy

## 2015 – 2020

Mayoral revisions to the document are set out in green text and Mayoral changes in response to the Council and Overview and Scrutiny Board are set out in red text.

### Our Vision

The Strategy is for everyone in Torbay as housing has a fundamental effect on our lives whether we are an owner – occupier, living in a social housing renting privately or homeless. Our Vision is;

***“We want to enable the provision and choice of homes where people can thrive, this helps our economy by offering security and settled homes for longer, promoting health and wellbeing and reduces the impact on the environment. We want to help our communities to recognise and tackle the inequality faced by families, ~~the poor~~ and the vulnerable.”***

Executive foreword - Councillor Mark King, Executive Lead for Housing Planning, Transport and Waste.

Torbay Council through this Strategy will continue to promote and develop Torbay as a great place to live, work and visit.

We recognise the importance of the changes we want to enable so that everyone in our communities has somewhere warm and safe to live for each stage of life. We want to offer the right mix of homes for our local families and young people to be able to stay in Torbay and the right type of specialist housing for those with care and support needs. This is a challenging vision as public resources have radically reduced but we are committed to improving housing in our community over the next 5 years in line with our vision and set out in our strategic framework.

### Introduction

We recognise that we need to identify ways in which we can invest **in all tenures**, as this will be vital to support a housing system that works for everyone. We are committed to

ensure that all of our housing activity continues to align and work together to provide effective and efficient services in a time of reducing resources and increased need.

We also recognise the need for our Strategy to support the council’s priorities where housing impacts on their success particularly in helping to alleviate the pressure on Adults and Children’s Social Care and Health services.

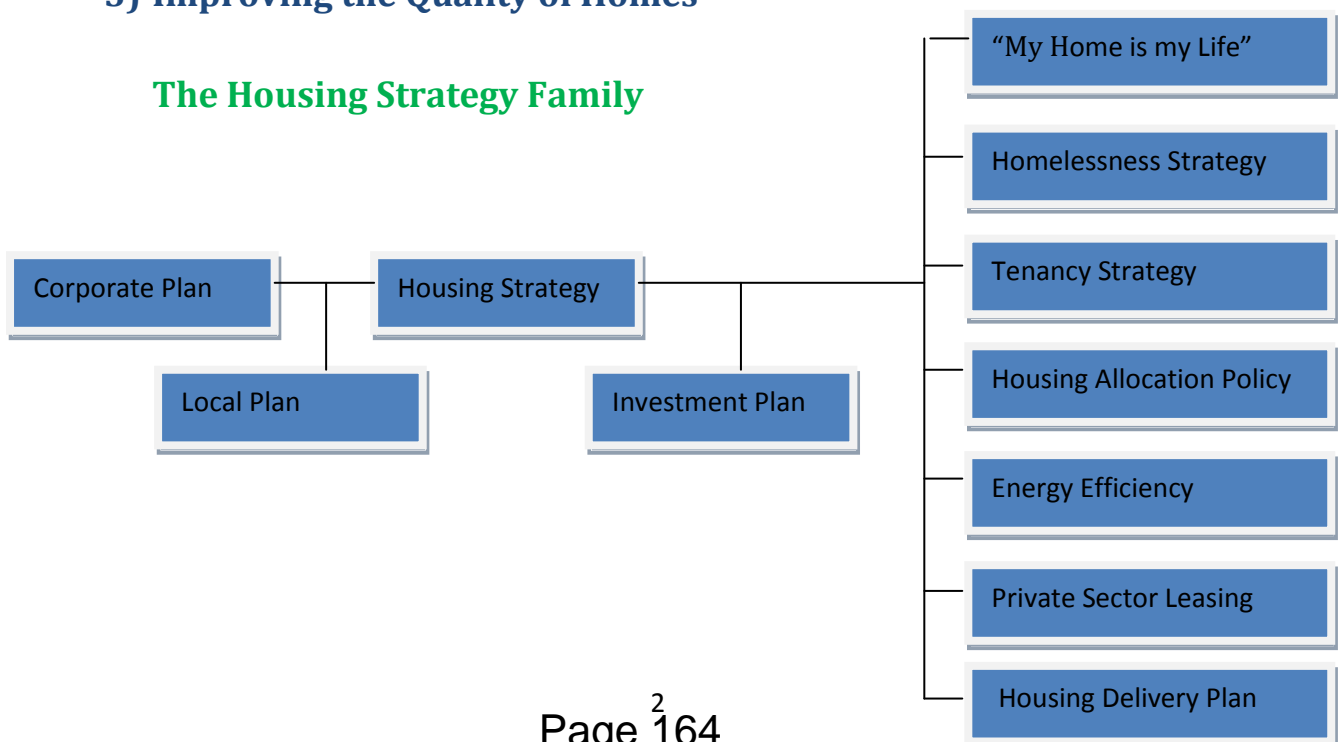
One of the key demographic pressures for Torbay is the exceptional number of older people. (Overview & Scrutiny recommendation 2) The Housing and Health Needs Assessment shows that Torbay (particularly Brixham) has a higher percentage of both men and women aged 60 and over and a much lower percentage of the younger age groups compared with England. Overall there is expected to be an increase in Torbay’s resident population, most noticeably those aged 65 and over and those aged 85 years and over (pages 21-22). Many older people enjoy a high quality of life here but inevitably some require additional support as they become frailer in later years. We need to find new ways of providing this support, including settings with combined housing & social care, to ensure more older people are able to lead full & independent lives **working with our partners**.

The Council’s values of Being forward thinking, People orientated & adaptable, always with integrity underpins our approach to going beyond the traditional bricks and mortar focus of housing and deliver real change focussed on the needs of individuals and communities .

We have therefore developed an overarching document that focuses on 3 key elements and co –ordinates a number of Housing and Health related priorities –

- 1) Meeting Housing Demand
- 2) Housing Commissioning “My Home is My Life”, (includes the Homelessness Strategy)
- 3) Improving the Quality of Homes

### The Housing Strategy Family



## Our Housing Challenges

The Government's agenda focuses on economic and housing growth, enabled by infrastructure and positive planning. Ongoing reduction in Government support for local government places far greater emphasis on growth, if local services are to be maintained. Also on income to Council's from business rates, new homes bonus and community infrastructure levy / Section 106 monies.

Many of the conditions for growth are in place in Torbay. The South Devon Highway ~~is now will be~~ open ~~in late 2015/2016~~; the Bay has a large and competitively priced workforce; it has a substantial catchment area; residential and commercial values for high quality new developments are good; the Economic Strategy, Local Plan and 6 master plans are in place to support high quality growth in the right place, at the right time.

Demand for new homes in Torbay remains high, but is being carefully balanced with:

- The capacity of Torbay's environment, which itself brings in investment by businesses and attracts tourists;
- Growth in Torbay's economy, acknowledging that the availability of housing is a key factor for business expansion and relocation, and that new homes help deliver new infrastructure to support economic growth.

By 2030 Torbay will see around 5,000 new jobs and 8,900 new homes. **(Overview & Scrutiny recommendation 1 and 7) The Council will work with landowners and developers, for sites allocated in the Local Plan, to help secure the delivery of new jobs, homes and infrastructure to meet – as a minimum – the annual targets set out in the Local Plan.** The **new** Local Plan policy seeks **up to** 30% affordable housing provision, **on each** **every** new **major** development, **particularly on Greenfield sites, and should secure the delivery of a greater number of affordable homes than the previous Local Plan.** The Local Plan encourages the redevelopment of brownfield sites by reducing the need for affordable homes. It also reduces the need for small developments to provide affordable homes **on site**, as 30% affordable homes on small sites are often unviable. The Local Plan also supports self-build or custom built development. It will remain important, ~~especially while the housing market is weak,~~ to identify and use mechanisms that help bring forward new homes. **There is opportunity, subject to securing devolved powers and funding from Government, to accelerate the delivery of new jobs and homes planned for Torbay.**

Our housing commissioning document "My Home is My Life" recognises that good quality housing underpins other life chances and wellbeing. The priority themes in this document have been informed by the Housing and Health Needs assessment Appendix 1

We are seeing an increase in approaches for homeless households needing advice and assistance. Preventing Homelessness and moving individuals and families out of temporary

accommodation into more settled accommodation, can take longer than we would like due to ~~a shortage of the right choice of affordable homes, and~~ a dependency on the private rented sector as the main solution. More details can be found in the Homelessness Strategy. (Overview & Scrutiny recommendation 2) The Housing and Health Needs assessment evidences the unaffordability of housing to many. It costs over 7 times the average Torbay salary to buy the average Torbay home (page 6). There is a higher proportion of households living in the private rented sector (23% compared to 17% across England) and a lower proportion of social housing (page 3).

The age and quality of the housing stock in Torbay means that it is poorly insulated, generally inefficient, which leads to poor living conditions and fuel poverty. There are areas with a high proportion of licensed Houses in Multiple Occupation (HMOs) ~~there~~. (Overview & Scrutiny recommendation 2) There are about 1,450 HMOs (both licensed and unlicensed) in the Bay, forming 2.3% of Torbay's total housing stock compared to a national rate of 1.6% (cited in Local Plan). In February 2015 there were 81 licensed HMOs. The ward with the highest number of licensed HMOs is Tormohun which is one of the areas in the Bay with the highest concentration of private rented accommodation, along with Roundham with Hyde ward in Paignton, which has the second highest number of HMOs (Housing and Health Needs assessment- Page 9). All properties in the private rented sector must comply with legislative requirements under the Housing Act 2004. This provides a mechanism against which all properties are risk assessed to ensure that they are safe. The Housing Health and Safety Rating Scheme (HHSRS) covers 29 hazards looking at the condition of the property. The same standards apply to HMOs. Additional criteria are also in place for larger HMOs that require a licence to operate. These are inspected regularly and landlords who operate such properties without a licence are liable to a fine of up to £20,000. Due to the changing nature and hence tenure of the housing stock in Torbay, the local authority's Housing Standards team undertake a regular review of properties to ensure that those that require a licence do so. There are a number of ways where the council could consider introducing a greater degree of control over the quality of the private sector. This could include exploration of introducing a Private Sector Leasing Scheme, or by introducing Selective Licensing into geographical areas which meet the definition for such a scheme. (Overview & Scrutiny recommendation 5) In addition, the new Local Plan has introduced (as part of the drive for more sustainable communities) the concept of Community Investment Areas. These relate to Torbay's most disadvantaged communities and the Local Plan provides the hook to secure additional investment in those communities, for property improvements, for community facilities, for learning and skills development, for open space and allotments for example. The Council, TDA and communities need to work together to define the target projects for new investment in community investment areas.

~~We know that poor housing, unsuitable housing and precarious housing circumstances affect our physical and mental health. Generally speaking the health of older people, children, disabled people and people with long-term illnesses is at greater risk from~~

~~poor housing conditions~~. The home is the driver of health inequalities, and those living in poverty are more likely to live in poorer housing, precarious housing or lack accommodation altogether. (Overview & Scrutiny recommendation 2) The Housing and Health Needs Assessment evidences that Torbay has a higher proportion of people stating that their day to day activities were limited by a disability/health issue- 24%. Brixham had the highest proportion at 26%. There is a higher percentage of people aged 16-64 claiming benefits who are disabled (pages 30-31).

We need to recognise the way we work together and how the lack of suitable housing can influence, and impact on health, the NHS 5 Year Forward View published in October 2014 noted that a key condition for transformation across local health economies is a strong primary and out-of-hospital care system, with well-developed planning about how to provide care in people's own homes, with a focus on prevention, promoting independence and support to stay well. Home adaptations for disabled people and access to community equipment meet this condition as they can:

- Enable independence at home
- Speed up hospital discharge/reduce readmission
- Prevent escalation of need e.g. accidents and falls
- Support maintenance of physical and mental well-being

From 2014 all local areas are required to pool elements of health and social care funding into a 'Better Care fund.' Torbay council and South Devon and Torbay Clinical Commissioning Group have pooled funding to deliver to deliver new models of integrated care through Torbay and South Devon NHS Foundation Trust. Better Care Fund outcomes include, avoiding delayed transfers of care, emergency admissions and admissions to residential and nursing care. Appropriate housing has a crucial role to play in supporting out of hospital cares and as an alternative to residential care placements.

In addition a fundamental component of the Care Act is the 'suitability of accommodation' in meeting the at home care and support needs of older and vulnerable people. The Act and the accompanying regulations and guidance outline how housing can support a more integrated approach and set out local implementation requirements by April 2015. Of particular note:

- A general duty to promote wellbeing makes reference to suitable accommodation
- Housing not just the 'bricks and mortar', also includes housing related support or services
- Housing must be considered as part of an assessment process that may prevent, reduce or delay an adult social care need
- Information and advice should reflect housing options, as part of a universal service offer

- Care and support delivered in an integrated way with cooperation with partner bodies, including housing

All parts of the system need sufficient momentum to effect a realistic change in need and demand and this will extend beyond the life of the strategy. With ever increasing numbers of people in need the housing enabling role fulfilled by the council needs the support of partners and sustained resources.

A deliverable target for affordable housing over the plan period will be 75 homes per year. A stretched target would be 100 homes per year but this would require additional impetus and as always with development there will be a **time** lag before any additional efforts will produce new homes on the ground. So it is unlikely that the **numbers** number of homes **delivered** will change from what is predicted in 2015/16 and 2016/17.

(Overview and Scrutiny recommendation 1) The housing challenge facing Torbay is not a new one, but the financial world in which they need to be met has changed. In the past we have delivered, with partners, very successful, award winning developments at Beechfield Avenue, Winfield Court, Torquay Boys Grammar School and Dunboyne Court.

#### Homes Delivered

Year	No of affordable homes delivered
2005/06	135
2006/07	144
2007/08	149
2008/09	119
2009/10	117
2010/11	127
2011/12	35
2012/13	35
2013/14	195
2014/15	113

Over the coming years, working with partners such as the Homes and Communities Agency and Registered Providers, we will deliver more high quality schemes to help meet our local housing needs. Pipeline projects include a development at Hatchcombe Nurseries and Market Street with homes also being delivered at Whiterock, Wall Park, Scotts Meadow and Yannons Farm.



# Delivery Plan 2016/17

## 1) Meeting Housing Demand

## 2) Housing and Health Commissioning

## 3) Improving the Quality of Homes

Key Deliverable	What are we going to do/enable?	Who is responsible	When/ target (O&S rec 8)	Drivers (O&S rec 2)
<p>1) Provide Homes Fit for the Future at each stage of life</p>	<p>Redesign specification for extra care housing by <b>JanuaryFebruary</b> 2016. Develop approx 60 additional units of extra care by 2018</p> <p>Continue to review and develop community equipment service, home improvements, disabled facilities grants and assistive technology to prolong independence at home, avoiding unplanned hospital admissions and reducing delayed transfers of care and long term placements into residential care <b>working with partners</b></p>	<p>Joint Partnership Commissioning Team/Torbay and South Devon NHS Foundation Trust</p> <p>Joint Partnership Commissioning Team</p>	<p><b>2018</b> <b>60 units extra care</b></p> <p><b>April 2016</b> <b>Full service review</b></p>	<p><b>Needs drivers: Increasing older population and higher proportion of older people; higher proportion of population with disability; increased referrals for Disabled Facilities Grants; higher proportion of one person households; higher proportion of households aged over 65 living alone (from Housing and Health Needs Assessment, pages 21-24, 30-31)</b></p> <p><b>Better Care Fund targets</b></p>

Key Deliverable	What are we going to do/enable?	Who is responsible	When/ target (O&S rec 8)	Drivers (O&S rec 2)
<p>1) Enable development especially on <b>selected</b> Council Sites, where this helps secure other policy objectives <b>such as:</b></p> <ul style="list-style-type: none"> <li>• Helps support the local economy, for example construction skills</li> <li>• Promotes self- build homes, at various entry levels.</li> <li>• Increase homes available for sale to local, first time buyers</li> <li>• Reduce demand on more environmentally / ecologically sensitive sites</li> <li>• Council can prove <b>through the Local Plan</b> it has a 5 year supply of deliverable housing land</li> <li>• Deliver early wins for</li> </ul>	<p><b>(O&amp;S rec 1)</b> The delivery of a minimum <del>480</del><b>400</b> homes p.a. over the <del>maximum 5</del><b>next 2 years (to 2017)</b> and a minimum of <b>495 homes p.a. to 2020</b>, alongside new employment space and infrastructure</p> <p><b>The use of section 106 agreements to secure the use of local construction skills in 5 major development sites</b></p> <p><b>Improvements to the quality of</b></p> <p><b>(O&amp;S rec 4)</b> Bring Forward at least two Council owned sites, before April 2017, for self- build, custom build and/or starter homes. Subject to the outcomes of these two (or more) pilot projects, bring forward at least two further housing projects before April 2018</p> <p><b>O&amp;S rec 5)</b> Identification and delivery of development opportunities (at least 1 per CIA) in defined community investment areas, investment can be secured</p>	<p>Spatial Planning/ Torbay Development Agency</p> <p><b>Strategic Land Task Group / TDA / Spatial Planning</b></p> <p>Torbay Development Agency/Spatial Planning / <b>Community &amp; Customer Services</b></p>	<p><b>Every Year</b></p> <p><b>April 2018</b></p> <p><b>April 2018</b></p>	<p><b>Needs drivers: Lower wages in Torbay; average Torbay home costs over 7 times the average Torbay salary; higher proportion of private rented housing and lower proportion of social housing; increasing waiting list for social housing; areas of Torbay within top 10% most deprived in England (from Housing and Health Needs Assessment, pages 3-7, 9-11, 15)</b></p> <p><b>Local Plan targets</b></p>

Key Deliverable	What are we going to do/enable?	Who is responsible	When/ target (O&S rec 8)	Drivers (O&S rec 2)
<p><b>master plan delivery and regeneration</b></p>	<p><b>to pump prime projects in CIAs to help tackle socio-economic disadvantage.</b></p> <p>Review our <b>planning guidance</b> <b>S106 and Affordable Housing SPD</b> before end 2016 to ensure it is fit for purpose to secure more affordable housing on major development, including more starter homes for first time buyers <b>(subject to national guidance / legislation)</b></p> <p>The use of section 106 agreements to secure the use of local construction skills in 5 major development sites</p> <p>Annual publication of our housing monitoring, showing <b>start</b>starts and <b>completion</b> completions, <b>brown field</b> and green field land, and sites included in the Council's 5 year land supply. <b>Bring Forward at least two Council owned sites, in 2016 for self-build and starter homes</b></p>	<p><b>Spatial Planning / Council</b></p> <p><b>Spatial Planning / TDA</b></p> <p><b>Strategic Land task Group/ Master plan Programme</b></p> <p><b>Board Spatial Planning</b></p>	<p><b>(O&amp;S rec 3)</b></p> <p><b>Affordable Housing 75 units pa predicted completions</b></p> <p><b>15/16 60 units</b></p> <p><b>16/17 70 units</b></p> <p><b>17/18 97 units</b></p> <p><b>End 2016</b></p> <p><b>End March 2017</b></p> <p><b>Annual</b></p>	

Key Deliverable	What are we going to do/enable?	Who is responsible	When/ target (O&S rec 8)	Drivers (O&S rec 2)
2) To provide Help when and where it's needed	<p>To <b>maintain</b> <b>recommission</b> a Home Improvement Agency to support vulnerable clients in applying for Disabled Facilities Grants.</p> <p>Review of service provisions and contract</p> <p>To maintain housing options service with access to temporary accommodation for those in highest need. Operational service redesign</p> <p>To review the provision of a Bond Scheme to facilitate access to accommodation</p> <p>To work in partnership with other local authorities and housing associations in providing Devon Home Choice as the means by which choice based lettings is delivered.</p> <p>Annual assessment of performance and need</p>	<p>Community and Customer Services./ Joint Partnership Commissioning Team</p> <p>Community and Customer Services</p> <p>Community and Customer Services</p> <p>Community and Customer Services</p> <p>Community and Customer Services</p>	<p>April 2016</p> <p>April 2016</p> <p>January 2016</p> <p>March 2016</p> <p>Ongoing</p> <p>Annual April 2016</p>	<p>Needs drivers: Higher proportion of single households; increase in referrals for Disabled Facilities Grants; higher proportion of population with a disability; higher proportion identified with mental health needs and/or learning disability; increase in rough sleepers (there were 17 in 2014); increasing waiting list for social housing; mobility and health needs of those on the waiting list for social housing; homelessness figures (from Housing and Health Needs Assessment, pages 10-11, 15-20, 23, 30-36)</p> <p>See Homelessness Strategy</p>

<b>Key Deliverable</b>	<b>What are we going to do/enable?</b>	<b>Who is responsible</b>	<b>When/ target (O&amp;S rec 8)</b>	<b>Drivers (O&amp;S rec 2)</b>
	Explore Private Sector Leasing as an alternative to commissioned temporary accommodation		April 2016	
2) Make sure vulnerable people have access to a range of accommodation based care and support	Develop accommodation, care and support strategy, by April 2017	Joint Partnership Commissioning Team/Torbay and South Devon NHS Foundation Trust /South Devon and Torbay CCG	April 2017	Needs drivers: Higher proportion of one person households; higher proportion of households aged over 65 living alone; higher proportion of population with disability; higher proportion identified with mental health needs and/or learning disability; increasing waiting list for social housing; increase in rough sleeping (there were 17 in 2014); need for services for young people with complex needs (from Housing and Health Needs Assessment pages 10-11, 20, 23-24, 30-34)
2) People will have access to the right information to enable them to make an informed choice	Provision of a new Information and Advice Website( the ORB) that enables a single point of quality up to date information, to increase self help and community knowledge for individuals, organisations , communities and	Community Development Trust, and Partners	April 2016	Needs drivers: Higher proportion of population with a disability; higher proportion of one person households; higher proportion of households aged over 65 living alone (from Housing

<b>Key Deliverable</b>	<b>What are we going to do/enable?</b>	<b>Who is responsible</b>	<b>When/ target (O&amp;S rec 8)</b>	<b>Drivers (O&amp;S rec 2)</b>
	professionals, by April 2016			<b>and Health Needs Assessment, pages 23-24, 30-32)</b>
<b>2) To reduce reliance on Council support and use of Temporary Accommodation</b>	<b>Explore Private Sector Leasing as an alternative to commissioned temporary accommodation</b>	<b>Community and Customer Services</b>	<b>April 2016</b>	<b>Needs drivers: Increase in rough sleeping; homelessness (there were 17 in 2014) (from Housing and Health Needs Assessment, pages 15-20) See Homelessness Strategy</b>
<b>2) Prevent Homelessness and reduce rough sleeping</b>	<p><b>Implement Homeless strategy action plan including, strengthening early intervention and prevention of homelessness, by April 2016</b></p> <p><b>Working in partnership with Torbay and South Devon NHS Foundation Trust and South Devon and Torbay CCG to include, housing and homelessness advice and support in multi-agency teams with primary care and other services by 2017</b></p> <p><b>Commission accommodation based and outreach support for single homeless people by April 2016</b></p>	<p><b>Joint Partnership Commissioning Team/Housing Options.</b></p> <p><b>Joint Partnership Commissioning Team</b></p> <p><b>Joint Partnership Commissioning Team</b></p>	<p><b>April 2016</b></p> <p><b>April 2017</b></p> <p><b>April 2016 Hostel units review</b></p>	<p><b>Needs drivers: Increase in rough sleeping (there were 17 in 2014); homelessness figures; higher proportion of one person households; areas of Torbay within top 10% most deprived in England; need for services for young people with complex needs; higher proportion of households living in private rented sector; increasing social housing waiting list; domestic abuse a main reason for loss of home (from Housing and Health Needs Assessment, pages 3-5, 9-11, 15-21, 23-24)</b></p> <p><b>See Homelessness Strategy</b></p>

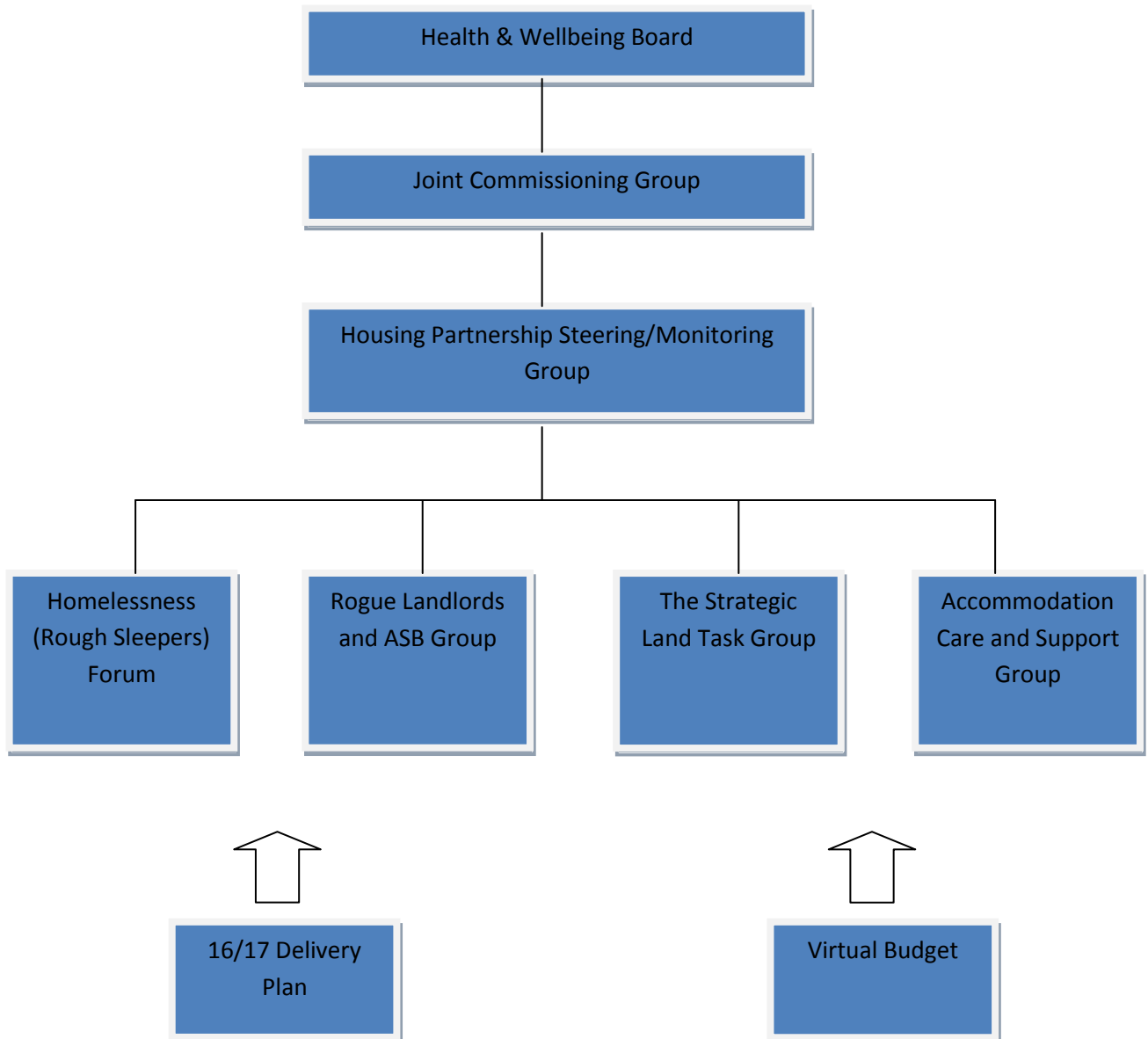
Key Deliverable	What are we going to do/enable?	Who is responsible	When/ target (O&S rec 8)	Drivers (O&S rec 2)
	<p>Ensure the re- commissioning of young peoples' homelessness support services provides an appropriate range of services to prevent placement of 16/17 year olds in B&amp;B by July 2016</p> <p>Plan recommissioning of domestic abuse in liaison with partners by September 2018</p>	<p>Joint Partnership Commissioning Team</p> <p>Joint Partnership Commissioning Team</p>	<p>July 2016</p> <p>September 2018</p>	<p>Southwark responsibility</p>
<p>2) Long term placements into residential care for adults and children are reduced</p>	<p>Adults - Hospital discharge protocol (homeless strategy) by April 2016</p> <p>Develop extra care housing and specialist accommodation based support as an alternative to long term residential placements for adults <del>by 30 June 2016</del> specification agreed by April 2016. Build estimated completion by 2018</p> <p>Re specify and commission Young Parents service as an alternative to high-cost complex placements out of area- by 31 May 2016</p>	<p>Joint Partnership Commissioning Team/Torbay and South Devon NHS Foundation Trust/Housing options</p> <p>Joint Partnership Commissioning Team/Torbay and South Devon NHS Foundation Trust/Devon Partnership Trust</p> <p>Joint Partnership Commissioning Team/Torbay</p>	<p>April 2016</p> <p>June 2016/2018 60 Approx units</p> <p>May 2016 Min 12 units accommodation/</p>	<p>Needs drivers: Higher proportions of lone parent families; higher proportion of population with a disability (from Housing and Health Needs Assessment, pages 23, 30-31)</p>

<b>Key Deliverable</b>	<b>What are we going to do/enable?</b>	<b>Who is responsible</b>	<b>When/ target (O&amp;S rec 8)</b>	<b>Drivers (O&amp;S rec 2)</b>
		Children's Services	12 units support	
2) To increase the stability of homes, education and community, especially for children.	<p>Redesign of crisis support for rent deposits.</p> <p>Development of new ways of working for Health and Social Care interventions and Early Help for Children, Young People and Families (SWIFT Social Work Innovation Fund Torbay)</p>	<p>Community and Customer Services Team/ Housing Options</p> <p>SWIFT Team Public Service Trust and Youth Trust</p>	<p>April 2017</p> <p>March 2017</p>	Needs drivers: Need for services for young people with complex needs; higher proportions of lone parent families; higher proportion of children living in private rented sector (from Housing and Health Needs Assessment, pages 9, 23-24)
3) Create Healthy Homes, Healthy You, Healthy Bay	Undertake full assessment of the health needs of the homeless population of Torbay is carried out by Oct 2016	Homelessness Strategy Action	October 2016	<p>Needs drivers: Increase in rough sleeping (there were 17 in 2014); homelessness figures (from Housing and Health Needs Assessment, pages 15-20)</p> <p>See Homelessness Strategy</p>
3) Good Quality homes through Energy Efficiency	<p>Facilitate access to energy efficiency measures through the Energy Company Obligation scheme</p> <p>Work in partnership with other</p>	Community and Customer Services.	<p>April 2016</p> <p>Ongoing</p>	National information available



<b>Key Deliverable</b>	<b>What are we going to do/ enable?</b>	<b>Who is responsible</b>	<b>When/ target (O&amp;S rec 8)</b>	<b>Drivers (O&amp;S rec 2)</b>
	local authorities to facilitate access to government funding for other energy efficiency measures e.g. central heating			
3) Reduce the number of empty and/ or underused properties by encouraging landlords to bring their properties back into use	<p>Target empty properties to purchase and bring back into use (O&amp;S rec 1) 150 empty properties per annum.</p> <p>Explore the potential for redevelopment / reuse of care homes that want to exit the care market, to help deliver more family homes and more contemporary 'villa' homes.</p>	<p>Torbay Development Agency/Communities Team</p> <p>Spatial Planning</p>	April 2017 / annual	Needs driver: Number of vacant residential dwellings of all tenures (from Housing and Health Needs Assessment, page 8)
3) Ensure that housing landlords act responsibly and ensure that the properties they manage meet the minimum statutory thresholds for quality and safety	<p>Continue to target poor quality accommodation and management through the Rogue Landlords Programme Service redesign</p> <p>Prioritisation of high risk complaints about poor quality accommodation</p> <p>Target Private Sector properties of highest risk, including Community Investment areas</p>	<p>Community and Customer Services.</p> <p>Community and Customer Services.</p> <p>Community and Customer Services.</p>	<p>April 2016</p> <p>Ongoing</p>	Needs drivers: Higher proportion of HMOs in Torbay; higher proportion of households living in private rented sector; areas of highest deprivation contain highest proportion of private rented accommodation (from Housing and Health Needs Assessments, pages 3-5, 9-10)

## We will deliver our priorities by our Performance and Governance structure:



Through this structure the delivery of the new Housing Strategy we will ensure there is a clear pathway from the plans of the commissioner and provider of health and care to the housing provision and support we have in the Bay.

We will review progress, actions set out in the delivery plan on an annual basis. Via scrutiny, and ensure the voice of housing provision has a clear voice and influence on the Health and Wellbeing Board.

**The Housing Partnership Steering/ Monitoring group** is a new group that builds on the work of the Housing Working group, that helped develop the Strategy, **this group has**

~~representatives of. Comprising Executive Members, a representative from overview and scrutiny, housing providers and Council officers. within the TOR to be agreed~~ This group will:

- ~~This group will monitor~~ Monitor the elements that make up the housing strategy using the strategy delivery plan and “My home is My Life” delivery plan.
- Monitor and report on progress towards devolution, identifying any potential risks to Torbay’s Housing Strategy
- Facilitate partnership working to deliver the Housing Strategy

**The Joint Commissioning Group** will ensure alignment with key partners and achieve leverage from the council resources we have to get maximum impact on our joint priorities.

**The Accommodation Care and Support group** is also a new group that will build on the Living Well at Home development Board activity, deliver on increase independence, quality and safety at home. , and ensure our market position statement is achieved with providers.

**The Homelessness Rough Sleepers forum**, this group will deliver the Homelessness Strategy, develop and monitor accommodation and support pathways.

**The Rogue Landlords/ ASB Group**, has oversight of standards and take initiatives to tackle poor housing.

The Trojan scheme received an award for the approach on a number of high profile prosecutions that led to a ripple effect in the area. This had an impact on other portfolio landlords who have voluntarily provided improvement programmes on properties. We have seen apposite outcome of culture change within our private sector.

**The Strategic Land Task Group**, this group will develop plans and ensure delivery of the built environment aspects of housing, in accordance with local plan for council owned land.

In addition, and as set out in the Council’s adopted Local Plan, the Council will support the creation of a South Devon Delivery Review Panel. This Panel will comprise the three local authorities (Torbay, Teignbridge and South Hams), relevant infrastructure and environmental agencies, and housing and development interests. This body will oversee the need for and location of further development, including jobs and homes, on a sub-regional basis, taking account of jointly prepared and consistent evidence. This will be necessary in order to inform future reviews of the Local Plans of each of the three Local Planning Authorities.

~~In addition as required by the planning inspectorate there will be a new group south Devon delivery review panel which will monitor the delivery of new jobs, homes and infrastructure across South Devon.~~

~~Specific terms of Reference for the groups will need to be reviewed / develop and agreed by the Housing Partnership Steering Group Chairs / Leads for each of the groups will need to be confirmed (Some are already in place)~~

### **An Investment Plan / Virtual Budget for accelerated growth**

Contribute to the Medium Term Financial Plan, by maximising new homes bonus and Council Tax revenue by increasing housing supply in accordance with government policy and the new housing and planning bill and in relation to any future devolution agreement with central government.

Delivery will be dependent for the built elements on having productive relations with the markets and a flexible approach to development as schemes come forward. The limited capital resources held for housing will need to be maximised for impact working with the market as it recovers from the downturn and its impact on house building in the recession.

### **Partnership arrangements**

Torbay Council will use its position to ensure effective operation of all aspects of the local housing market.

However we are aware that we cannot tackle our housing challenges alone. We rely on working closely with our partners, which include our local communities; large and small private sector bodies ranging from developers and construction companies to private landlords, the broader public sector; and our local community and voluntary sector.

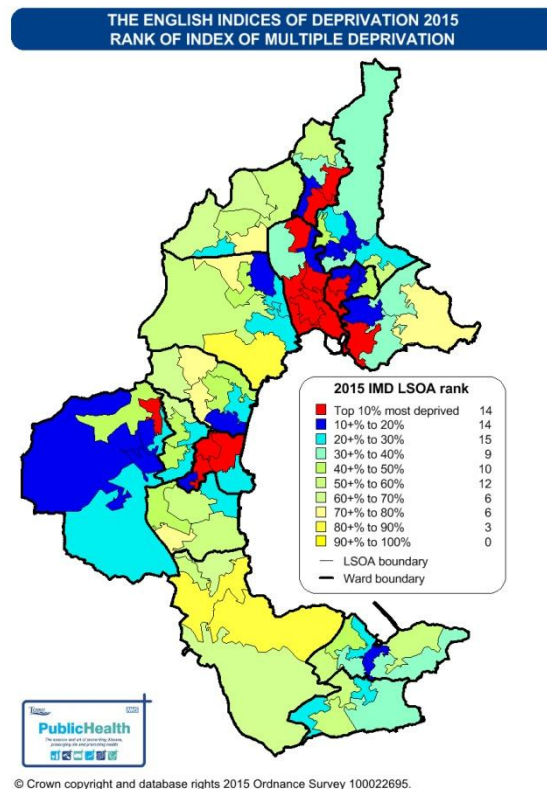
## Our Evidence Appendix

The last house condition survey was published in 2009. This details that the largest proportion of Torbay's housing stock was built before 1981 particularly during 1965 to 1980, with fewer dwellings built after 1980. The stock has high proportions of medium/large terraced houses, semi-detached, bungalows, converted flats and low rise purpose built flats (less than 6 storeys). There are a substantial number of houses in Multiple Occupation in Torbay, 2.3% of dwellings are HMOs, representing 1450 buildings being used to house multiple households (this compares to a national average of 2%). Of these multi-occupied dwellings only 80 meet the criteria for mandatory licensing.

### Deprivation

The Index of Multiple Deprivation (IMD) 2015 is the official measure of relative deprivation for small areas (Lower Super Output Areas) in England. Data source:

<https://www.gov.uk/government/collections/english-indices-of-deprivation>



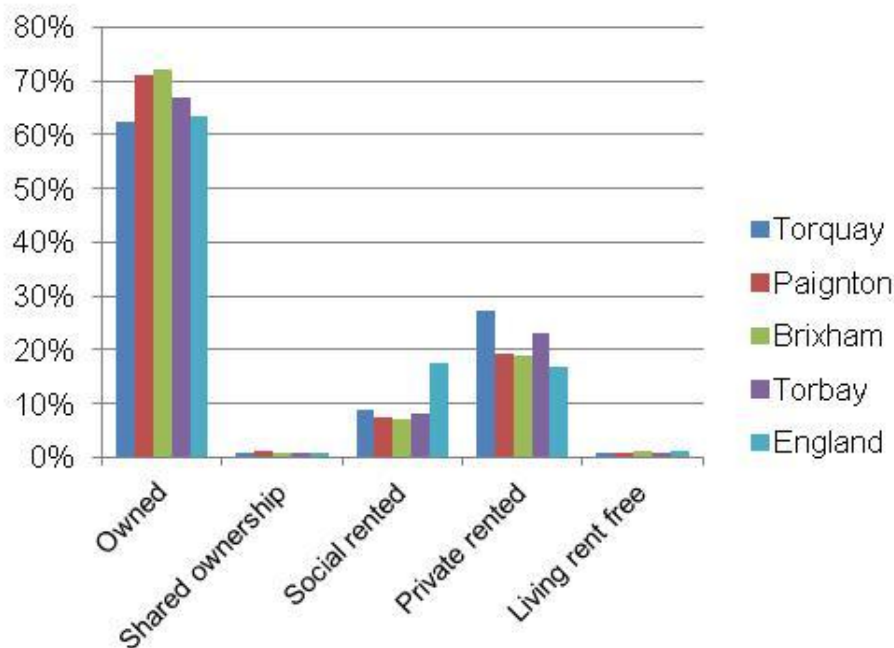
- Torbay is amongst the top 15% most deprived district local authorities in England (46<sup>th</sup> out of 326).
- Levels of deprivation have increased in Torbay
- Torbay is the most deprived district local authority in the South West region.

- There has been a 75% increase in Torbay residents living in areas amongst the top 20% most deprived in England (16 LSOAs in 2010 to 28 LSOAs in 2015).
- Almost 1 in 3 (31.5% - 42,050) residents live in areas amongst the 20% most deprived in England.

### Homelessness

- The total number of homeless applications and decisions made in 2014-2015 (490 decisions) has more than doubled since 2011-2012 (237 decisions), an increase of 106% (253 decisions)
- In recent times, Torbay has experienced a rise in statutory homelessness acceptances, a rise of 16% from 2013-2014 (56) to 2014-2015 (65)
- The number of homeless non-priority cases has more than tripled between 2012/13 (13 cases) and 2014/15 (47 cases), rising by ~~208%~~ 261%

### Tenure of households in each geographical area



### Affordability

Owner-occupation remains the preferred tenure choice in Torbay despite a reduction from 73% in 2001 to 67% in 2011. The uncertain national economy has made an impact on the housing market over the past five years causing average house prices in Torbay to fall in most areas in the country **however since 2013 the market is recovering locally**. A recent

upturn in the national market alongside limited mortgage availability means that homeownership is still out-of-reach to most households on low and moderate incomes. This is supported by evidence from Torbay's House Price and Earning Ratios which shows that local households would on average need an income at 30% higher than the national income average, and 7% above the South West average to afford purchasing a home at an average price in the area. **The mean price of a house in Torbay is £187,956 (Land Registry 2014).** It is clear that affordable housing in Torbay is in short supply and wages don't support the value of its properties.

The impact of rising demand and competition for private rented homes in Torbay has resulted in increased rental prices. From 2011 to 2015, Torbay has seen a rise in average market rents by 11% and a rise of 34% in terms of median market rental values. In turn the buoyant market has led to an increase in the level of start-up costs and pushes agencies to select the more affluent tenants for their landlords. Despite a good supply of private rented sector properties being available in Torbay, private rental values are relatively high in an area where local earnings are below the national average and so the sector is often unaffordable and difficult to access for many households on low and moderate incomes.

- Torbay has a large private rented sector consisting of over 13,696 properties which has been steadily increasing over the last 10 years (by 6.7%)
- Rental fees in the private market have increased significantly over the past four years and this trend is set to continue
- Torbay is restricted in terms of housing land availability for potential generation of new-build rented homes, placing strategic importance on the management and distribution of existing stock to meet all housing need groups
- Torbay has a recognised issue with its level of empty homes, further indicating the need for new initiatives that can assist in bringing them into use, such as through incentivising owners to let them through an in-house Leasing Scheme
- In two of the main towns in Torbay (Torquay and Paignton) the PRS represents around 50% of the total stock composition

### **Housing Delivery** (Overview and Scrutiny recommendation 1)

Torbay has seen 1059 new homes built over previous 3 years (2011/12; 2012/13; 2013/14), at an average of 353 per annum. When measured in April 2015 there were 532 homes under construction. Torbay has identified, in its new Local Plan, deliverable housing land for 2,210 homes as at April 2015.

Housing delivery is not just a factor of land supply, it is also a factor of housing demand (from buyers / tenants) and the ability of house builders to respond to those demands.

Between April 2011 and March 2015 392 affordable homes were provided in Torbay, of which 129 were affordable rent; 165 social rent; 98 affordable home ownership.

Between April 2013 and March 2015 there were 55 Help to Buy completions in Torbay.

In 2013/14 there were 3195 people on the housing waiting list in Torbay. In terms of demand, 50% of those people on the waiting list required one bedroom; 33% required two bedrooms; 13% required three bedrooms; 4% required more than three bedrooms. Due to a change in eligibility for the housing waiting list in January 2015 there were 1687 households on the list at that time.





**Meeting:** Council **Date:** 3 February 2016

**Wards Affected:** All

**Report Title:** Corporate Plan Delivery Plans 2015-2019

**Is the decision a key decision?** Yes

**When does the decision need to be implemented?** Immediately

**Executive Lead Contact Details:** Councillor Mills, Executive Lead for Health, Wellbeing and Corporate Services, 01803 843412, [derek.mills@torbay.gov.uk](mailto:derek.mills@torbay.gov.uk)

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## 1. Proposal and Introduction

- 1.1 The Council's Corporate Plan for 2015-2019 was adopted by the Council in September 2015. At that time, it was noted that delivery plans would be formulated which would underpin the overarching plan.
- 1.2 Delivery plans have now been prepared for each of the targeted actions within the Corporate Plan. They set out the challenges faced by the Council, where we aim to be in 2019 and the areas on which we will focus. The performance indicators that will be monitored to assess progress towards the Council's ambitions and the associated risks are also set out in the Delivery Plans.

## 2. Reason for Proposal

- 2.1 The Delivery Plans set out the areas of focus for the Council over the coming years in order that the Council can meet its ambitions whilst working in accordance with its agreed principles.

## 3. Recommendation(s) / Proposed Decision

- 3.1 That the Corporate Plan Delivery Plans 2015-2019, as set out in Appendix 1, be approved and published as part of the Corporate Plan.
- 3.2 That the Audit Committee monitor the performance and risk framework, referring matters by exception to the Overview and Scrutiny Board where it was felt that further investigation is required.

## Appendices

Appendix 1: Corporate Plan Delivery Plans 2015-2019



February 2016

## Delivery Plans 2015-2019

Appendix to the Corporate Plan

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## 2 Context

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Torbay Council agreed its Corporate Plan (which sits alongside the plans of our partners) in September 2015. Whilst the Council has agreed its ambition for the future, work is now starting to set out, with our partners and communities, a clearer, long-term, high-level vision for Torbay.

The Corporate Plan identifies five targeted actions towards our ambition of creating a prosperous and healthy Torbay. These are:

- Targeted Action 1: Protecting all children and giving them the best start in life
- Targeted Action 2: Working towards a more prosperous Torbay
- Targeted Action 3: Promoting healthy lifestyles across Torbay
- Targeted Action 4: Ensuring Torbay remains an attractive and safe place to live and visit
- Targeted Action 5: Protecting and supporting vulnerable adults

The delivery plans which follow provide an overview of what the Council will do over the next three years to address each of these targeted actions. We have described how we will measure our success and what the associated risks are. We have also outlined the Policy Framework within which the Council and the Mayor will operate. (The Policy Framework is made up of the significant and overarching plans and strategies that are agreed by the Council. It is available to view at [www.torbay.gov.uk/policyframework](http://www.torbay.gov.uk/policyframework))

Progress will be reported to the Audit Committee on a quarterly basis in a transparent and open manner. Any challenges will be explained and any changes to actions that are needed to be made will be reported and published. The Audit Committee will refer matters, by exception, to the Overview and Scrutiny Board where it is felt that further investigation is required.

The performance indicators and risks outlined within this document have been identified at a point in time. These will be monitored and reviewed on a regular basis, and as a result may change. In addition, services across the Council will continue to manage a full range of performance indicators.

We know that there are challenges in Torbay and we have set out those challenges within the delivery plans. We have also ensured that we have reflected the Marmot Review<sup>1</sup> into health inequalities which was published in 2010. In meeting the ambitions of the Corporate Plan the Council wants to address the social determinants of health, as the conditions in which people are born, grow, live, work and age can lead to health inequalities.

Over the next three years the Council's resources will be reduced further and be at the lowest level ever. The Government has made its intention clear that councils must be self-financing by 2019/2020 and so we must look to ensure that we maximise the amount of Council Tax and Business Rates that we collect. This means that the Council cannot continue all of the services that it has traditionally provided and difficult choices will need to be made. The Council has clear statutory duties which it has to undertake, and other service areas over which it has more discretion. Details of how we will meet our financial challenge will be included in our Efficiency Plan (which will be prepared by April 2016) and our Medium Term Resources Plan.

The Council will focus its resources on the areas which need the most support to reduce inequalities, support economic growth and protect safety, health and wellbeing. This will require fundamental reviews of some service areas and exploration into different service delivery models; income generation through diversification of services and increasing reliance on grant funding opportunities. The devolution agenda with other local authorities across the Heart of the South West Local Enterprise Partnership offers opportunities around the labour market and skills, health and social care, business support for globalising our economy, infrastructure for growth and housing.

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<sup>1</sup> "Fair Society Healthy Lives" The Marmot Review 2010

In order to achieve these changes we will support our staff to work differently through robust workforce development plans, with clear and visible leadership. We will apply rigorous budget monitoring at all levels of the organisation and ensure that expenditure and income is within budget and that savings proposals are delivered.

The delivery plans have been prepared with the principles of the Corporate Plan at their heart. We will use our reducing resources to best effect, we will reduce demand for our services through prevention and innovation and we will take an integrated and joined approach to our service delivery.

## 3 Targeted Action 1: Protecting all children and giving them the best start in life

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*“Giving every child the best start in life is crucial to reducing inequalities across the life course.”*

### 3.1 The challenge ahead

Torbay Council has an overarching statutory responsibility for safeguarding and promoting the welfare of all children and young people in their area. This includes specific duties in relation to children in need and children suffering, or likely to suffer, significant harm. The Local Authority has a statutory duty to promote the interests of children, young people, parents and families and work with local communities to stimulate and support a diversity of school, early years and 16-19 years provision that meets local needs.

The Director of Children’s Services and Lead Member for Children’s Services are the key points of professional and political accountability, with statutory responsibility for the effective delivery of these functions.

Children born in Torbay can expect to live, on average, for around 81 years. However this is not the same for all children, and there is a seven year variation in life expectancy across the communities within Torbay. We have high levels of child poverty with around 1 in 5 children living in a low-income family.

There are some significant challenges facing the younger population in Torbay. The proportion of mothers smoking in pregnancy is highest in our more deprived communities and these communities also have the lowest numbers of breastfed children. Whilst childhood obesity is reducing, the numbers of children who are overweight and obese when they start school remains significantly higher (25.3%) than the England national average (22.5%).

A child’s physical, social and cognitive development during the early years strongly influences their school-readiness, educational attainment, economic participation and health. Those children living in poverty are likely to not be as ready for school, or achieving as well academically once in school, than those in less deprived wards.

Educational attainment across all Key Stages is broadly in line with the national average; however attainment at Key Stage 1 and Key Stage 4 is demonstrating a downward trend which we need to stop. Children from our more deprived wards have higher levels of persistent absence from school.

Torbay has higher numbers of children either subject to Child Protection Plans or Looked After by the Local Authority than would be expected and higher than similar authorities. Our Looked After Children are more than twice as likely to be involved with the Police and Youth Offending Service than other children in Torbay.

75% of lifetime mental health disorders have their onset before 18 years of age, with the peak onset of most conditions being from 8 to 15 years. Approximately 10% of adolescents suffer from a mental health problem at any one time. Self harm is also increasing. The challenge is to look at the myriad of factors as to why children and young people self-harm, and support them to deal with their emotional pain in a positive way.

## 3.2 Where we aim to be by 2019

Torbay Council is committed to improving outcomes for children and families and is consequently committed to a journey to provide 'good' quality children's services.

We will adopt a child focussed culture across all Council services and develop our Children's Services into a commissioning organisation. We will ensure that improvement in the quality of service delivery is married with a financial plan with delivery strands aimed at reducing demand, ensuring the voice of the child is central to all aspects of delivery and keeping families together safely. We aim to integrate the Children's Services workforce with the newly formed Torbay and South Devon NHS Foundation Trust.

We will develop our partnership working on cross-cutting priorities through the Public Service Trust and will strengthen local leadership to tackle issues needing attention which cut across more than one organisation.

The Council will **use its reducing resources to best effect** through continuing to adopt a collective approach to the development of new services with the shared funding of projects agreed by the School Forum. We will establish and enable a Youth Trust including a sponsored academy to protect and develop provision for young people. The Council will proactively manage the social care budget to maximise effectiveness ensuring a positive impact on the most vulnerable children and young people.

In **reducing demand through prevention and innovation**, the Council will jointly commission Health Visiting and Children Centre's to provide a joined-up universal and targeted service. We will build community resilience and capacity through the Early Help Practice model and use a "commissioning for localism" approach.

The Council will continue to take a **joined up approach** including the promotion of collaboration between schools and multi-academy trusts to secure the continuation of improved outcomes for all pupils. We will develop a Healthy Schools offer for Torbay to help and support schools in achieving healthy outcomes for all their students. Partnership will continue to be integral to all aspects of a quality children's safeguarding service.

## 3.3 What we will focus on

### Children's Services Improvement Plan and Financial Strategy

- Develop and implement a new improvement plan in response to the Ofsted Report (January 2016) with the aim of being judged as "Good" within the next four years.
- Develop and implement a revised Children's Services Financial Plan focusing on reducing demand and establishing a stable financial position at a reduced level.

### Social Care

- Develop a full Early Help offer across the Children's Partnership to underpin our ambition for safer families.
- Following the 'Keeping Families Together, Safely' delivery plan, improve family outcomes and therefore reduce entrants to care.
- Ensure workforce retention and development of social workers.
- Embed the Signs of Safety model of practice to assist families to develop their strengths and manage risk appropriately.
- Learn from children's views in the evaluation of service delivery.
- Develop a whole family approach to the "Team around the child and family" model with adult services.
- Give children clearly planned journeys through care.

### Social Work Innovation Fund Torbay (SWIFT)

- Integrate the Children's Services workforce into Torbay and South Devon NHS Foundation Trust.



- Establish a Public Services Trust involving all key partners in Torbay.
- Develop area based integrated working targeted at our most vulnerable communities.
- Develop an integrated partnership-wide approach to domestic abuse.

### Education

- Improve pupil outcomes across all schools and providers through the Torbay Schools Forum project “Improving Outcomes for Vulnerable Children”.
- Strengthen school improvement through building capacity within the ‘school to school’ model.
- Continue to deliver the Schools Capital Programme ensuring that it meets the demands of the population moving forward.
- Stimulate the growth of early years’ provision to meet the needs of identified two year olds and the proposed expansion of the hours available to three and four year olds.
- Implement SEND (Special Educational Needs and Disability) improvements to ensure that Torbay is prepared for the Local Area SEND Inspection requirements.
- Ensure our children and young people develop the ability and aspiration to maximise their future employment opportunities.

### Well-being and Emotional Health

- Establish a Healthy Schools Network with a focus on healthy weight and healthy food, physical activity, and emotional health and well-being.
- Strengthen Tiers 1 and 2 of Child and Adolescent Mental Health Services (CAMHS) with a focus on whole school programmes such as Thrive and giving children and young people resilience skills.
- Ensure school nursing services are able to lead on the Healthy Child Programme.
- Reshape our Health Visiting, School Nursing and Children’s Centre contracts to make best use of our resources to ensure that children are ready to learn once they start school.
- Increase the stability of homes, education and community, especially for children.

## 3.4 Policy Framework

- Joint Health and Wellbeing Strategy (incorporating the Children’s and Young People’s Plan)
- Housing Strategy (incorporating the Homelessness Strategy and Housing Allocations Policy)

## 3.5 Performance Indicators

Measure
Number of children looked after
Fostering – In-house
Average time from entering care to moving to in with an adoptive family
Reducing the number of children aged 10 or over entering the care system
Initial contact with Children’s Services
Referrals to Children’s Safeguarding Service
Child protection numbers
Vacancy Rate – Social Work Staff
Attainment data
School readiness
Breastfeeding prevalence at 6-8 weeks after birth
Population vaccination coverage – MMR for two doses (5 year olds)
Smoking status at time of delivery
Smoking prevalence at age 15 – regular smokers
First time entrants to the youth justice system

### 3.6 Risks

Risk
Increased demand for services (Troubled Families/Early Help Strategy)
Delivery of Five Year Plan – Stemming the Flow
Delivery of Torbay Public Services Trust and Integrated Care Organisation
Safeguarding Improvement Programme

## 4 Targeted Action 2: Working towards a more prosperous Torbay

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*“Being in good employment is protective of health”*

### 4.1 The challenge ahead

Torbay Council has powers to promote and improve the economic, social and environmental wellbeing of its area.

Torbay's economy has a generally higher than average representation of lower wage sectors such as retail, care and hospitality. These sectors, combined with the seasonality effect, contribute to Torbay's underperforming economy. Torbay also experiences a relatively high benefit dependency, with higher out of work benefits and higher levels of income support compared to the England average.

Rates of unemployment tend to be higher amongst those with few or no qualifications, or amongst more vulnerable groups such as those with disabilities or mental ill health, those with caring responsibilities and lone parents. Torbay's economy needs to be vibrant with sustainable jobs to enable people of all skills and backgrounds to positively contribute to society.

Our more deprived and challenged communities experience poorer outcomes in life. Not only do people in these communities tend to die earlier, they also tend to spend longer with poor health. The cost of inequality across Torbay is estimated to be around £78 million through lost taxes, higher welfare payments and higher NHS healthcare costs.

While there has been some improvement in wage levels and skills it is absolute rather than relative and businesses continue to be hampered by the poor availability of sites and premises. Torbay needs to increase local demand for labour which means enabling businesses to grow. Exeter's growth will not, on its own, consume enough labour from Torbay and is likely to require highly skilled labour.

Owing to austerity measures and the extent of competition for funding, the Heart of the South West Local Enterprise Partnership (HoSW LEP) will not be in a position to direct significant resources into Torbay. The Council will need to directly deliver some of the activity set out in this plan but broader partnerships will also need to be engaged including the Council's trading companies, the business community and others to ensure this plan is implemented.

The newly opened South Devon Highway linking the A38 directly to Torbay has dramatically reduced congestion and journey times, and creates new opportunities for businesses to grow and flourish in Torbay.

### 4.2 Where we aim to be by 2019

Over the life of this delivery plan, the Council aims to increase the extent of full time employment in Torbay from its current level of 56.3% to 60%<sup>2</sup>. It aims to raise the level of resident based earnings from £21,923 to £24,674 (3% growth per annum)<sup>3</sup> by focusing on the specific actions in the next section. We will maximise opportunities from the Heart of the South West Local Enterprise Partnership and align more closely with the economic growth plans of Greater Exeter.

We will raise the level of work place based earnings from £22,110 to £24,772 (3% growth per annum) by supporting new and existing businesses to grow, supporting people to be employment ready and using the public sector's buying power to increase the impact of public spend. We will maintain the pace of increase with Plymouth and Devon.

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<sup>2</sup> Source: ONS business register and employment survey

<sup>3</sup> Source: ONS Annual Survey Hours & Earnings

We will increase the business rate base for Torbay Council (based on 2015 figures) by at least 2% recognising that Torbay Council needs a prosperous and strong business rate base to support delivery of these plans and maintain other services.

The Council will **use its reducing resources to best effect** by focusing on start up support using TDA advisor resource to do so, and support growth in the key sectors for the local economy including tourism, fisheries, electronics and photonics, health and care and retail through appropriate interventions.

We will **reduce demand through prevention and innovation** by focussing on the rapid delivery of the Master Plans and the key sites that the Master Plan programme board will assess in January 2016. We will encourage private sector investment at other sites that will renew and enhance Torbay and ensure that Torbay benefits from the development of appropriate commercial space at Edginswell and Claylands. This will be supported by the LEP-wide construction skills labour market programme.

Torbay Council will take a **joined up approach** and work with South Devon College to support an increase in its Higher Education provision through the development of its Campus. The Council will increase its local procurement spend over the period and work with public sector partners in the area to do the same. We will utilise funding opportunities, through the Heart of the South West Local Enterprise Partnership, to make infrastructure improvements such as the Western Corridor, complete the South Devon Highway and ensure that other funded improvement to the highways network are delivered. The Council will update the Economic Strategy action plan by summer 2016. We will identify sites for small scale workspace in the 'Community Investment Areas' and develop a policy to apply business rate relief for those small and medium size enterprises hiring apprentices.

### 4.3 What we will focus on

#### Regeneration

- Develop an Investment Fund in support of the Corporate Plan.
- Increase local<sup>4</sup> purchasing by the public sector by 10%.
- Deliver the Claylands business park.
- Begin construction of the Electronics & Photonics Innovation Centre.
- Create vibrant and attractive town centres through the delivery of Masterplan projects (including Torquay and Paignton town centres).

#### Employment and Skills

- Encourage and support all Torbay workplaces to be healthy and safe therefore reducing sickness absence and improving productivity.
- Target economic development to identified areas of deprivation.
- Improve educational attainment, skills and aspirations, especially in areas of deprivation.
- Develop a funding bid for Coastal Communities Fund/Big Lottery in support of activity to raise employability at the most deprived wards/community investment areas.
- Implement the client based approach across all Council construction and planning functions to increase the local benefits of developments.
- Provide business support through the TDA aimed at start up businesses to ensure that new businesses are aware of all appropriate support for their growth (for instance, helping business better exploit existing technologies such as superfast broadband).
- The Council, with regional partners, will develop new health and care job types and enable local people in Torbay to get maximum opportunity to enter the health and care workforce and grow their careers in Torbay.
- There will be a constant stream of innovation over the next 10-15 years in care delivery. To optimise this there is a need to develop a workforce that has the greatest flexibility to rapidly adapt to new ways of working, use of new technologies and evidenced based protocols

<sup>4</sup> As defined as spend with suppliers registered in post codes TQ1-5

- Work with South Devon College (including support for its training hotel) and Plymouth and Exeter Universities to promote education, training and apprenticeships especially for those in our more deprived wards and our Looked After Children.

### Infrastructure

- Refresh the Economic Strategy Action Plan.
- Deliver the Port Masterplan.
- Deliver the Local Plan and associated growth.
- Maximise the use of Council assets for development with the aim of increasing revenue to the Council.
- Work in partnership with other partners in the Heart of the South West Local Enterprise Partnership to secure devolution and associated powers and funding.
- Ensure there is a healthy supply of employment sites and space to meet the needs of new and existing businesses in Torbay, with a particular emphasis on space in Torquay and Paignton Town Centres, West Paignton (the Brixham Road corridor), Torquay Gateway and in ‘refreshed’ existing industrial estates.
- Ensure there is a rolling 5 year supply of housing land to deliver at least 400 homes per annum to 2017 and at least 495 homes per annum from 2017 – 2022 to maximise the amount of New Homes Bonus and Council Tax available to the Council.
- Deliver transport improvements (including improving rail and air links throughout Torbay) around Torquay Gateway, between Torre and Torquay Town Centre, in Paignton Town Centre (subject to funding) and deliver Edginswell Rail Halt.
- Renew the Tourism Strategy with the aim of achieving a greater financial return to the Council in the provision of our tourism offer.

### 4.4 Policy Framework

- Torbay Economic Strategy (incorporating the Tourism Strategy and Cultural Strategy)
- Housing Strategy (incorporating the Homelessness Strategy and Housing Allocations Policy)
- Local Transport Plan (incorporating the Parking Strategy)
- Plans and Strategies which together comprise the Development Plan (incorporating the Port Master Plan)

### 4.5 Performance Indicators

Measure
Number of inward investment enquiries received
Main benefit claimants
Total Job Seeker Allowance claimants
Gross rateable value of Business Rates
Earnings by residence (weekly full time)
Earnings by workplace (weekly full time)
16 – 18 year olds not in education, employment or training

## 4.6 Risks

Risk
Local Plan adopted by end of December 2015
Local Plan not delivered
Failure to meet national planning performance targets
Five year housing land supply
Further reductions made under welfare reforms

## 5 Targeted Action 3: Promoting healthy lifestyles across Torbay

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*“The benefits of reducing health inequalities are economic as well as social.”*

### 5.1 The challenge ahead

The Council has a statutory responsibility to improve the health of the population and reduce health inequalities and to deliver key services which contribute to promoting healthy lifestyles across Torbay. Healthy lifestyles have a major impact on all Council services and are a contributory factor in reducing demand, in particular for those services for our most vulnerable.

On average, there are around 500 premature deaths (under 75 years of age) a year across Torbay which are influenced by behaviours such as smoking, drinking alcohol, poor diet and lack of physical activity and wider issues such as poverty and housing conditions. These are key risk factors for cancer, cardio vascular diseases, liver disease and respiratory disease.

Those in our more deprived communities tend to die six years earlier than those living in the least deprived areas, and live proportionately longer with poor health. The rates of alcohol related admissions to hospital are highest in Torbay’s more deprived communities.

Childhood obesity is a risk factor for future diseases and Torbay also has relatively high levels of adult obesity. Linked to this, people in Torbay undertake relatively low levels of physical activity. The Council has a real opportunity to tackle this through a range of services delivered by the Council.

Promotion of healthy lifestyles enables opportunities to prevent these diseases or reduce the burden of the diseases. This improves the health of the community and reduces the financial burden on the public sector, providing a real opportunity for cost savings across the system and the potential for attracting social investment.

There is also an important link between health and well-being and prosperity. Being in work is good for health and the quality of work is an important factor in long-term physical and mental well-being.

### 5.2 Where we aim to be by 2019

Torbay Council will improve population health outcomes through the direct commissioning of services to prevent ill health and tackle lifestyle issues. It will change its services to address the underlying causes of poor health and well-being.

In order to **use reducing resources to best effect**, we will ensure there is an evidence-based approach to all commissioning services which promote healthy lifestyles. There will be a proportionate focus on areas of inequalities across Torbay and on groups where less healthy behaviour is more common. Services will link to volunteer and community networks and groups wherever possible.

We will **reduce demand through prevention and innovation**, focusing on interventions which promote healthy behaviour. Torbay Council will encourage cycling and walking and healthy eating options. We will improve accessibility to leisure and sports facilities and green spaces and promote increased physical activity through the use of Council assets and our natural environment. We will use our powers to control the sale of tobacco, alcohol and other risk taking behaviours.

We will promote a focus on prevention across Council services and those of our partners. Service re-design will bring quality improvements and efficiencies to the lifestyle services and therefore address the underlying causes of ill health. We will look to further target services to areas of greatest need and embed public health lifestyle and behaviour change services within the evolving care model to bring efficiencies and greater reach and scope.

Our **joined up approach** will continue. We will embed the work of the joined-up Prevention Board by forming an operational Prevention Team initially based within Torbay and South Devon NHS Foundation Trust. We will continue to work to join-up projects across the life-course from children to the elderly focusing on the benefits of behaviour change to manage the demand from people who already have chronic illness and dependency issues.

### 5.3 What we will focus on

#### Promote Prevention and Early Intervention

- Take a joint commissioning approach to ensure there is greater emphasis on prevention and early intervention within all plans across the Council and partners such as the NHS and Police. This will include early help for families and children and projects to address isolation and promote active ageing.
- Work with Torbay and South Devon NHS Foundation Trust to ensure prevention is embedded throughout the organisation with the Prevention Team working to identify and promote interventions which increase health promoting behaviour and discourage unhealthy behaviour.
- Ensure we “Make every contact count” beginning with a focus on alcohol and smoking and then later on weight.
- Work with the Torbay Community Development Trust to ensure its sustainability and support it in work on prevention, early intervention and promotion of active ageing.
- Work with community safety partners to ensure a preventative approach to issues such as Domestic Abuse.
- Work with Living Well @ Home domiciliary workers to incorporate preventative initiatives within visits (for example, falls prevention, nutrition and hydration awareness) in order that people are enabled to live longer and healthier lives.

#### Behavioural change in individuals

- Re-design the model for promoting healthier lifestyles amongst Torbay residents, including a lifestyle service which has greater reach to people within Torbay, the introduction of a digital offer and better links to community networks.
- Embed lifestyle advice within NHS services (in particular the Local Multi-Agency Teams, Pioneer Hubs and integrated children’s teams), making every contact count.
- Targeting Health Checks to vulnerable people and for those living in more deprived areas.

#### Promote Healthy Communities

- Implement the Healthy Torbay Framework and Action Plan to ensure place-based Council services are focused on promoting health.
- Deliver the new Alcohol Strategy.
- Deliver the Healthy Weight strategy, including increased physical activity in children and adults, healthy eating, delivery of healthy schools and early years, and tackling the obesogenic environment
- Promote national policy initiatives such as the Sugar Reduction Policy and lobby at a national level with the aim of legislating for people to make healthy lifestyle choices.
- Work with local communities to implement the initiatives of the Mental Health promotion, Self-harm, Dementia and Suicide prevention strategies.
- Work with the community and voluntary sector, supported by Torbay Community Development Trust, to explore ways to ensure our older citizens age well and are active, physically, mentally and socially and are less isolated.
- Deliver the Physical Activity strategy to increase activity and reduce sedentary behaviour in adults and children.
- Work to ensure planning decisions benefit community health and well-being.
- Support the delivery of the warm homes aspects of the housing strategy to ensure healthy homes for our population.



## 5.4 Policy Framework

- Joint Health and Wellbeing Strategy (incorporating the Children's and Young People's Plan)
- Housing Strategy

## 5.5 Performance Indicators

Measure
Reduce the gap in life expectancy
Excess weight in 4-5 and 10-11 year olds – 4-5 year olds
Successful completion of drug treatment – opiate users
Admission episodes for alcohol-related conditions – narrow definition
Cumulative % of the eligible population aged 40-74 receiving NHS Health Check
Smoking prevalence
Reduce the levels of adult obesity
Percentage of physically and inactive adults – active adults
Percentage of physically and inactive adults – inactive adults

## 5.6 Risks

Risk
Pandemic i.e. flu/Ebola
Reduction in public health grant
Reduction in funding for sport and leisure services

## 6 Targeted Action 4: Ensuring Torbay remains an attractive and safe place to live and visit

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*“Communities are important for physical and mental health and wellbeing.”*

### 6.1 The challenge ahead

The Council has statutory responsibilities to maintain large elements of the infrastructure in Torbay and deliver key services which contribute to promoting a clean, attractive and safe place to live and visit. This in turn contributes to Torbay’s economic prosperity and overall health and wellbeing.

Torbay’s environment is unique. It comprises almost 63 square kilometres of land area and almost 42 square kilometres of marine area for our resident community to enjoy safely. Tourism is a significant part of our economy, and we need to ensure that there are the facilities, environment and events to support this. Many of the services in this area are widely used by all our communities in their daily lives and include waste and recycling collection from more than 65,000 households, maintenance of 550 km of highways, 15,000 streetlights and 87 signalled crossings.

We also manage the 35 kilometres of English Riviera coastline including 20 beaches and coves with Torbay having some of the best beaches in the country, scooping 15 awards in 2015. Many are linked by the South West Coast Path stretching from the south side of Brixham to Maidencombe. We manage 1200 acres of woodlands; maintain 924 acres of open space and sports fields; 81 play facilities including playgrounds, multi-use games areas and skate parks and maintain 12,500 lamps that make up Torbay’s illuminations. This public open space provides a wide range of opportunities for the public to become more physically active and engage in volunteering.

Our success has been recognised by our UNESCO Global Geopark status which protects geo-diversity and promotes geological heritage to the general public as well as supporting the sustainable economic development of the area. Through the Torbay Coast and Countryside Trust, we actively manage 1750 acres of country parks, nature reserves, woodland, farmland and coastline, including Berry Head National Nature Reserve, Cockington Country Park and Occombe Farm.

Our night time economy is a successful part of our offer and our management of Torquay has been recognised with Purple Flag status showing that we both meet and surpass the standards required in managing the evening and night time economy. Torbay is the only authority in the South West peninsula to have a Purple Flag. This links strongly with our alcohol strategy where we work in partnership to ensure that risks associated with alcohol consumption are appropriately controlled.

In addition, Torbay Council has statutory duties as the Licensing Authority, the Highways Authority, the Harbour Authority and the Planning Authority. It is the responsible authority and regulator for Food Safety, Health and Safety, Trading Standards, Petroleum, Environmental Protection and Environmental Health. As a regulator, the Council provides a wide range of support to businesses to enable them to develop and compete locally, nationally and internationally. It is a Category One responder for civil emergencies and is the Community Safety Authority and lead agency for the Community Safety Partnership. The Council has statutory responsibilities in relation to housing and the prevention of homelessness.

However, despite our beautiful natural environment, Torbay has some of the most deprived areas in the country. Torbay is the 46th most deprived local authority area out of 326 and is in the 20% most deprived authorities in England.

The environment in which we live, which includes our homes, is an important social determinant of health and wellbeing. The availability, quality and tenure of housing, along with more specific factors

such as damp, inadequate heating, indoor pollutants and noise all have an impact on the physical and mental health of the occupants. Torbay's housing stock is generally in poorer condition than the wider national average. Around 1 in 8 households are estimated to be in fuel poverty. The Council supports individuals and families to remain in their own homes for longer through a range of early intervention and prevention work such as the provision of disabled adaptations.

This level of deprivation is reflected in some elements of crime and disorder which isn't always just about an 'issue', it can also be about a 'place'. Some of our most deprived areas create higher demands on services in terms of crime and community safety. Other areas, for example the Harbourside area in Torquay, are vulnerable to night time economy related issues. Crime and, in particular, violent crime is above the national average.

Not all of the services that the community and visitors value are statutory, and therefore in light of reducing resources, alternative mechanisms for delivery need to be identified and difficult choices will need to be made. We want to work more closely with the community and voluntary sector and other partners to deliver services on our behalf. We want to embrace and empower our partners to explore opportunities to deliver services differently, achieve a reduction in cost and realise different funding mechanisms.

## 6.2 Where we aim to be by 2019

Torbay Council will ensure there is focus on protecting and retaining the quality of our natural and built environment; maintaining a safe and secure place for Torbay's residents, businesses and visitors, including the provision and maintenance of infrastructure (including marine, road, rail, cycling, walking, and green space).

The Council will **use its reducing resources to best effect** and will continue to work with partners, such as TOR2 and Torbay Coast and Countryside Trust, to identify efficiencies which can be made to improve service delivery. We will explore Heritage Lottery Fund bids for the further restoration of Torre Abbey together with other methods of increasing visitor numbers and income. Over the next three years the Council's resources will be reduced further and be at the lowest level ever. It is the Government's expectation that councils will be self-funding by 2019/2020. This means that Torbay Council cannot continue all of the services that it has traditionally provided and difficult choices will need to be made. We will act at pace to rationalise and reduce the services we provide directly.

However, we will secure high quality new developments that respect Torbay's landscape and townscape and invest in the transport network across all modes of travel (walking, cycling, public transport and roads) in accordance with the Future Transport Projects Plan. The Council will continue to implement its Asset Management Plans in accordance with agreed prioritisation and the Capital Plan. To realise this ambition the Council will need third party investment.

The Council will **reduce demand** for its more costly services with waste collection and disposal services being reviewed to increase recycling rate. We will review options for discretionary licensing of private rented homes, including Houses in Multiple Occupation, and will continue to deliver the Rogue Landlord programme with partners to address living standards in the private rented sector. The Council will manage effective prevention through a range of different services, such as licensing and public protection and community safety, as part of our joined up approach to improving health and wellbeing. We will improve the sustainability of our transport infrastructure and transport options, reducing the need for travel through improved digital infrastructure. We will implement capital projects on an invest-to-save basis which will improve the overall infrastructure of Torbay in the medium- to long-term but also reduce the short term revenue costs.

By taking an **integrated and joined up approach**, the Council will continue to work with partners to reduce alcohol related crime and disorder, domestic abuse and reoffending. We will improve resilience to extremism and radicalisation among individuals and communities. The Council will work to reduce violence against women and girls and the sexual exploitation of young people and vulnerable adults. We will safeguard appropriately against modern slavery.

The Council will work with the Culture Board, Sports Council and other external partners to offer sustainable cultural and leisure activities for Torbay that promote Torbay as a destination of choice and support the local economy. We will use our UNESCO Global Geopark status to promote Torbay as a unique destination for its natural environment. We will have actively engaged partners to ensure that they are clear about our aspirations for Torbay and are able to actively contribute to the direction of travel.

The Council will co-ordinate the regional approach to flood risk mitigation and prevention and ensure that emergency preparedness and Business Continuity Plans are in place. We will explore new funding opportunities with partner organisations to increase energy efficiency measures.

### 6.3 What we will focus on

#### Natural and Built Environment

- Host the International Geopark Conference as a UNESCO Global Geopark site in September 2016.
- Deliver public events funded by Coastal Communities to increase visitor numbers and support the economy of Torbay including a new Air Show.
- Review the TOR2 Joint Venture Company arrangements to ensure that it remains fit for purpose, by 2017.
- Undertake a fundamental review of the way in which key community assets such as Torre Abbey, Palace Theatre, the Velopark, Riviera International Conference Centre, Torbay Leisure Centre and other sports facilities and our parks and open spaces operate to reduce costs.
- Review the Environmental Enforcement Pilot to determine whether or not it should continue.
- Review the provision of public toilets to meet the needs to residents and visitors whilst reducing the cost of the service.
- Deliver capital schemes to improve the highways and transport network including the completion of the South Devon Highway and improvements to the Western Corridor with the aim of improving the prosperity of Torbay and reduce double yellow lines and the number of traffic lights to benefit our town centres.
- Be proactive in seeking new funding to improve infrastructure and support the economic growth of Torbay.
- Additional bullet point re harbours from Kevin
- Develop a plan with partners to implement additional waste minimisation initiatives that both promote recycling and reduce the amount of residual waste which has to be disposed of.
- Bring forward more quickly plans to dispose of assets which the Council no longer requires.
- Work with the community to improve the cleanliness of the Torbay taking advantage of the Clean for the Queen initiative.

#### Safe and Secure

- Prioritise interventions based on the priorities identified in the Community Safety Strategic Assessment, namely:
  - Provide support to victims of domestic abuse and sexual violence.
  - Identify and protect those people and communities who are the most vulnerable and are at the greatest risk of harm.
  - Prevent and tackle crime and disorder.
  - Work with offenders to reduce reoffending.
  - Work with others to reduce the harm caused by alcohol and drugs.
- Develop an integrated partnership-wide approach to domestic abuse including re-commissioning domestic abuse services for high-risk victims.
- Extend energy efficiency measures for street lighting into residential areas.
- Maintain the public highway to a minimum safe standard in accordance with the Highway Maintenance Plan.
- Make use of mediation and restorative justice processes wherever possible.

- Maintain a commitment to working together to reduce crime and disorder across all agencies within the partnership and encourage those agencies to continue to work together to understand and tackle problems effectively.
- Proactively develop closer relationships between the Safer Communities Partnership, the Torbay Safeguarding Children Board, Torbay Safeguarding Adult Board and the Health and Wellbeing Board to align activities and workstreams where appropriate.
- Deliver the Housing Strategy, particularly focused on ensuring the right tenures and quality of homes for vulnerable groups in our community.
- Develop a new delivery model for CCTV to assist in the effective management of the night time economy.
- Be proactive in achieving a greater financial return to the Council in the provision of our tourism offer.
- Explore alternative operating models for the library and museums services in Torbay which meets the Council's statutory requirements.
- Provide a newly configured Connections Service for Torbay from a single location with a range of alternative channels for accessing services.
- Bring forward a proposal for Building Control shared services with other authorities.

## 6.4 Policy Framework

- Torbay Economic Strategy (incorporating the Tourism Strategy and Cultural Strategy)
- Housing Strategy (incorporating the Homelessness Strategy and Housing Allocations Policy)
- Gambling Act Policy/Statement of Principles
- Joint Health and Wellbeing Strategy (incorporating the Children's and Young People's Plan)
- Licensing Policy
- Local Transport Plan (incorporating the Parking Strategy)
- Waste Management Strategy

## 6.5 Performance Indicators

Measure
Housing Conditions
Fuel Poverty
Recorded crime
Violent crime
Domestic violence incidents
Number of individuals sleeping rough
Residual household waste per household
Percentage of household waste sent for reuse, recycling and composting
Percentage of municipal waste land filled

## 6.6 Risks

Risk
Increased demand for housing services
Failure to meet statutory thresholds
Increasing cost of highways improvements and maintenance
Cliff and sea defence failures through storm damage or lack of maintenance
Increasing cost of waste disposal
Reduction in police funding and possible cost shunt to Council

## 7 Targeted Action 5: Protecting and supporting vulnerable adults

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*“Mental health is very closely related to many forms of inequality”*

### 7.1 The challenge ahead

Torbay Council has a statutory duty to provide services for older people including nursing, domiciliary, day and residential care and services for people with a physical disability, learning disability or mental health need. On 1 October 2015, an integrated care organisation was created – the Torbay and South Devon NHS Foundation Trust – which brought together acute and community health and adult social care services. The Council’s adult social care responsibilities are commissioned from the Trust on our behalf with the Director of Adult Social Services providing strategic leadership and commissioning oversight. The purpose of the Trust is to provide high-quality, safe health and social care at the right time and in the right place to support the people of Torbay (and South Devon) to live their lives to the full.

As we age, our health generally deteriorates, and we start to find more and more activities a challenge. There are groups within the community who find activities a challenge irrespective of age, these groups are often referred to as vulnerable. A vulnerable adult is described as a person being aged 18 years or over, who is, or may be, in need of community care services by reason of disability, age or illness; and is, or may be, unable to take care or unable to protect themselves against significant harm or exploitation. However, there are factors which can be identified before an adult becomes vulnerable (or before a child becomes an adult) and we need to work in partnership to best address needs so as to prevent vulnerability; intervening earlier to address demand.

1 in 4 adults at some point during their life time (and 1 in 6 people at any one time) experience mental health problems – making mental illness a major cause of vulnerability in our society today. Many of these seeds are sown in childhood.

Torbay has significantly higher rates of community based care for adults aged 18 to 64 for mental health conditions, with increasing rates of community based care. One in ten of the population aged 65 or over receive some form of community based care. Dementia is a syndrome that is associated with an ongoing decline of the brain and its functions, and is more prevalent with age. With an ageing population, we expect the number of people with dementia, and other long term conditions, to increase.

Research shows that people with poor physical health are at a higher risk of experiencing health problems, such as anxiety or depression, and the challenge is to encourage the holistic care of vulnerable people so that their physical and emotional needs are seen to be inter-related. Torbay faces the demand pressures that much of the UK faces for an aging population, but due to the demographic profile this area faces the challenges of finding new solutions of these common issues much sooner.

### 7.2 Where we aim to be by 2019

Torbay Council will both initiate and support integrated working and developing a seamless system for care and health. There will be improved data collection and sharing across the system which will support improved market facilitation in line with the Care Act 2014 the implementation of which will continue to be monitored.

Wellbeing for the vulnerable person will be at the heart of all that we do. We will ensure that people are better informed as to their care options and personal conditions, so that they can better access services to help them manage more independently knowing what support is available, accessing it quickly and also being able to share their learning and experience for others in the community to benefit.

There will be a caring workforce that will have new skills and make a substantial difference by offering more community-based capacity to ensure that people are kept at or close to home for as long as

possible. People that have previously not thought of caring roles will be encouraged into the industry and be able to share their skills and experience within their family and social environments.

The clients and patients who receive these services will have financial mechanisms to enable them to direct their care and support. Personal budgets for their care will be administered by or around them together with information and advice services that are modern and cutting edge to optimise this opportunity. This will reduce their need for statutory interventions and will increase preventative and early interventionist care so that they maintain their independence and wellbeing.

With increased coordination of the system, seamless services and good data sharing, safeguarding for all of our population will be enhanced.

Torbay Council has signed up to Devon County Council's Armed Forces Community Covenant which is a promise of support to local servicemen and women, veterans and their families. Aimed at businesses, voluntary and community groups, public sector organisations, individuals and those in the armed forces, the recommendations seek to help those in the armed forces and their families including practical challenges relating to health care, housing and education, as well as other less seen challenges such as integration into the local community.

Torbay Council will **use its reducing resources to best effect** by developing a sustainable market for care through creating new ways of working with partners, contracts and payment mechanisms so that care activities can be shifted from reactive to proactive, hospital to community based. The number of long term residential care placements for adults will be reduced. The Council will use its flexibility to increase Council Tax by 2% to reinvest in adult social care. The delivery of the troubled families agenda will be co-ordinated to ensure results are achieved in line with plans.

We will **reduce demand through prevention and innovation**. We will ensure that people have the right environment in which to stay well as part of the wellbeing approach. There will be an integrated prevention model including a greater role for the community and voluntary sector and self-management of conditions.

Torbay Council will support Ageing Well Torbay to combat social isolation in older people and ensure community support is embedded as part of a wider approach to outcomes based commissioning of health, care and support alongside extra care housing to prolong independence and supplement clinical interventions.

There will be improvements in social care mental health commissioning for working age adults and those with dementias with a focus on prevention and timely access to the right care, support and accommodation to maximise recovery and independence.

Our **integrated and joined up approach** will be demonstrated by working jointly with the South Devon and Torbay Clinical Commissioning Group and the Torbay and South Devon NHS Foundation Trust to deliver new models of care which will move resources from urgent and emergency settings to community and primary care delivery. This will include the creation of Local Multi-Agency Teams and integrated personal health, care and support plans.

There will be strong partnerships across organisations, a strategic commissioning vision, market assessment and facilitation, analysis of need, demand, performance and population.

### 7.3 What we will focus on

#### Care Model and Prevention

- Deliver the Living Well@Home development programme.
- Ensure the right information and advice is available for individuals to make an informed choice about their care.
- Introduce outcomes based commissioning for care homes and extra care housing and procurement.
- Implement the accommodation, care and support strategy.

- Oversee the impact of the LMAT (Local Multi Agency Teams) teams in localities ( Torquay , and Paignton/Brixham) which will reduce demand for acute services and the teams will intervene earlier to prevent factors which may increase vulnerability in individuals.

### **Autism**

- Provide autism awareness training for all staff that come into contact with people with autism.
- Provide specialist training on autism for key staff, such as GPs and community care assessors.
- Undertake community care assessments for adults with autism irrespective of their IQ and perceived ability.
- Appoint an autism lead for Torbay.
- Develop a clear pathway to diagnosis and assessment for adults with autism.
- Commission services based on adequate population data and needs assessment.

### **Learning Disabilities**

- Focus on people living full and independent lives through personalisation, where secure homes and fulfilling lives are a priority.
- Inform people of the options they have to help them achieve their goals.
- Improve accessibility to community services for those people who have a learning disability.
- Improve access to employment and housing.

### **Mental Health**

- Deliver of the improvement plan with joint commissioning arrangements with Devon County Council and Torbay and South Devon Clinical Commissioning Group.
- Support integrated personal care planning and brokerage.
- Work with regional partners for a clear commissioning and provider landscape for mental health for the next 10 years.

### **Housing and Care**

- Implement the Housing Strategy including the homelessness prevention plan and the accommodation-based care and support plan.
- Undertake a full assessment of the health needs of the homeless population of Torbay by October 2016.
- Re-commission accommodation based and outreach support for single homeless and young peoples' homelessness support services and young parents service.
- Implement the Devon protocol to support joint action on improving health through housing.
- Make better use of equipment, home improvements, grants and technology.

### **Safeguarding Adults**

- Continue to stop abuse and neglect wherever possible, understand the causes of abuse and neglect, and learn from experience.
- Safeguard adults in a way that supports choice and control and improves their lives and improves personal safety.
- Provide information and promote public awareness to enable people in the community to be informed so that they know when and how, to report suspected abuse.

## **7.4 Policy Framework**

- Joint Health and Wellbeing Strategy (incorporating the Children's and Young People's Plan)
- Housing Strategy (incorporating the Homelessness Strategy and Housing Allocations Policy)
- Plans and Strategies which together comprise the Development Plan (incorporating the Port Master Plan)



- Strategic Agreement between Torbay and South Devon NHS Foundation Trust, Torbay Council and Torbay and South Devon Clinical Commissioning Group

## 7.5 Performance Indicators

Measure
Number of permanent care home placements
Carers receiving needs assessment or review and a specific carers service or advice and information
Safeguarding Adults - % of repeat safeguarding referrals in last 12 months
Effectiveness of re-ablement services

## 7.6 Risks

Risk
Increased demand for services
Financial strain relating to the implementation of the Care Act
Insufficient and unsustainable care home market in Torbay
Integrated Care Organisation – Delivery of new model of care at pace and scale

## 8 Performance Matrix – Interdependencies

Measure	Protecting all children and giving them the best start in life	Working towards a more prosperous Torbay	Promoting healthy lifestyles across Torbay	Ensuring Torbay remains an attractive and safe place to live and	Protecting and supporting vulnerable adult
Number of children looked after	✓				
Fostering – In-house	✓				
Average time from entering care to moving to in with an adoptive family	✓				
Reducing the number of children aged 10 or over entering the care system	✓				
Initial contact with Children’s Services	✓				
Referrals to Children’s Safeguarding Service	✓				
Child protection numbers	✓				
Vacancy Rate – Social Work Staff	✓				
Attainment data	✓	✓			
School readiness	✓				
Breastfeeding prevalence at 6-8 weeks after birth	✓		✓		
Population vaccination coverage – MMR for two doses (5 year olds)	✓		✓		
Smoking status at time of delivery	✓		✓		
Smoking prevalence at age 15 – regular smokers	✓		✓		
First time entrants to the youth justice system	✓			✓	
Number of inward investment enquiries received		✓			
Main benefit claimants		✓			
Total Job Seeker Allowance claimants		✓			
Gross rateable value of Business Rates		✓			
Earnings by residence (weekly full time)		✓			
Earnings by workplace (weekly full time)		✓			
16 – 18 year olds not in education, employment or training	✓	✓			
Reduce the gap in life expectancy			✓		
Excess weight in 4-5 and 10-11 year olds – 4-5 year olds	✓		✓		
Successful completion of drug treatment – opiate users			✓		✓
Admission episodes for alcohol-related conditions – narrow definition			✓		✓
Cumulative % of the eligible population aged 40-74 receiving NHS Health Check			✓		✓
Smoking prevalence			✓		✓
Reduce the levels of adult obesity			✓		✓
Percentage of physically and inactive adults – active adults			✓		✓
Percentage of physically and inactive adults – inactive adults			✓		✓
Housing Conditions	✓			✓	✓

Measure	Protecting all children and giving them the best start in life	Working towards a more prosperous Torbay	Promoting healthy lifestyles across Torbay	Ensuring Torbay remains an attractive and safe place to live and	Protecting and supporting vulnerable adult
Fuel Poverty	✓			✓	✓
Recorded crime				✓	
Violent crime				✓	
Domestic violence incidents	✓		✓	✓	✓
Number of individuals sleeping rough				✓	✓
Residual household waste per household				✓	
Percentage of household waste sent for reuse, recycling and composting				✓	
Percentage of municipal waste land filled				✓	
Number of permanent care home placements					✓
Carers receiving needs assessment or review and a specific carers service or advice and information					✓
Safeguarding Adults - % of repeat safeguarding referrals in last 12 months					✓
Effectiveness of re-ablement services			✓		✓

# Agenda Item 14



**Meeting:** Council

**Date:** 3 February 2016

**Wards Affected:** Wellswood

**Report Title:** Proposed Disposal of Surplus Asset – Lincombe Court, Lincombe Hill Road, Torquay (Mayoral Decision)

**Is the decision a key decision?** Yes

**When does the decision need to be implemented?** Immediately

**Executive Lead Contact Details:** Mayor Oliver, [mayor@torbay.gov.uk](mailto:mayor@torbay.gov.uk), (01803) 207001

**Supporting Officer Contact Details:** Liam Montgomery, Head of Asset Management and Housing – Torbay Development Agency, telephone: 01803 208720 or email [liam.montgomery@tedcltd.com](mailto:liam.montgomery@tedcltd.com) / Kevin Mowat, Executive Head for Business Services, email [Kevin.mowat@torbay.gov.uk](mailto:Kevin.mowat@torbay.gov.uk)

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## 1. Proposal and Introduction

1.1. To make recommendations relating to the disposal of Lincombe Court which is a Council asset previously utilised by the Care Trust and now no longer required for service delivery.

## 2. Reason for Proposal

2.1 Expenditure and repair liability across the Council's assets significantly exceeds available resources.

2.2 On behalf of the Council, the Torbay Development Agency (TDA) continues to review the suitability and challenge the present use of assets. Together with Council Officers it has considered the Lincombe Court asset with a view to reducing revenue costs and to generate a capital receipt which is necessary to help fund the approved capital programme.

2.3 The disposal of an asset not required for service delivery will enable the capital receipt to be reinvested into the Council's existing capital programme, which will contribute to the Council's objectives.

2.4 The reduction of the number of assets held is seen as an important element to achieving a sustainable maintenance regime for future generations.

2.5 At this point it is considered inappropriate to publicly quantify the expected total receipt although any disposal would take place in the open market and there is an obligation to obtain the best and maximum price for all assets.

### **3. Recommendation(s) / Proposed Decision**

3.1. That the Mayor be recommended to:

- (i) Consider any feedback received from Ward Members and the relevant Community Partnerships to the disposal of Lincombe Court as set out in Appendix 3 to the submitted report
- (ii) that subject to (i) above Lincombe Court be declared no longer required for service delivery and that the Head of Commercial Services be requested to advertise the intended disposal in accordance with the Council's Community Asset Transfer Policy 2008.

### **Appendices**

Appendix 1: Supporting information and Impact Assessment

Appendix 2: EM2642/T3030 Lincombe Court Site

Appendix 3: Feedback from consultation

### **Background Documents**

None

# Agenda Item 14

## Appendix 1

Appendix 1

### Supporting Information and Impact Assessment

Service / Policy:	Torbay Development Agency
Executive Lead:	Mayor and Executive Lead for Regeneration and Finance
Director / Assistant Director:	Kevin Mowat, Executive Head for Business Services

Version:	1	Date:	14.12.15	Author:	Susanne Lang
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<b>Section 1: Background Information</b>	
<b>1.</b>	<p><b>What is the proposal / issue?</b></p> <p>That Lincombe Court, Lincombe Hill Road, Torquay be declared no longer required for service delivery and that subject to any expressions of interest received under the Council's agreed Community Asset Transfer the Asset be disposed of on the open market.</p>
<b>2.</b>	<p><b>What is the current situation?</b></p> <p>Lincombe Court has previously been leased to the Care Trust who has recently declared the property surplus to operational requirements and has returned the property to the Council.</p> <p>The property was vacated by Torbay and South Devon NHS Foundation Trust and the existing 10 year lease to the Foundation Trust expired on 30<sup>th</sup> November 2015.</p> <p>The property is a dated Victorian Villa. In order to maintain the integrity of the vacant building a programme of planned maintenance would be required to prevent deterioration. The asset will quickly become a maintenance liability otherwise.</p> <p>In addition to the repair and maintenance liabilities the Council will be liable for Business Rate until an alternative use is established or the property is disposed of.</p>
<b>3.</b>	<p><b>What options have been considered?</b></p> <p>The asset could be retained and the repair and maintenance of the property carried out by the Council. Once brought back up to suitable standard the property could be let. If the asset is retained then the anticipated capital receipt will be lost, and the cost of initial repair and/or replacement of the properties and future maintenance will remain the responsibility of the Council.</p> <p>It is worth noting that there has been some market testing by the TDA since July 2015 without generating any concrete interest to lease the building.</p>

<p><b>4.</b></p>	<p><b>How does this proposal support the ambitions, principles and delivery of the Corporate Plan 2015-19?</b></p> <p>The effective use of assets is a key factor in delivering to the community of Torbay and the objectives and priorities they have set for the Council.</p> <p>The Councils Corporate Asset Management Plan (CAMP) 2013-2017 sets out the strategies to achieve the most efficient use of assets.</p> <p>The principle aim of the CAMP is to ensure that the opportunity cost of financial resources tied up in land and buildings is minimised, and that capital and revenue expenditure on the portfolio is directed efficiently and effectively to provide value for money.</p>
<p><b>5.</b></p>	<p><b>Who will be affected by this proposal and who do you need to consult with?</b></p> <p>The disposal of assets not required for service delivery will enable the capital receipts to be reinvested into the Council's existing capital programme, and save ongoing repair and maintenance costs which will contribute to the Council's objectives and therefore benefiting the residents of Torbay.</p> <p>Consultation with the Ward Councillors, Community Partnership for Wellswood and the Community Development Trust is underway and any comments that are received are set out in Appendix 3.</p> <p>The disposal of assets not required for service delivery has been identified as one of several initiatives to provide additional funding to tackle the urgent land and building backlog maintenance liability and provide receipts for the Capital Programme. Inevitably, there may be some objections to the disposal of some assets. Failure to consult adequately may lead to abortive disposal work should some of the disposals not proceed. This risk has been mitigated by consulting adequately and by advertising prior to any marketing taking place.</p>
<p><b>6.</b></p>	<p><b>How will you propose to consult?</b></p> <p>The above groups and organisations have been contacted and will be asked to comment on the proposal to dispose of the asset.</p>

<b>Section 2: Implications and Impact Assessment</b>	
<b>7.</b>	<p><b>What are the financial and legal implications?</b></p> <p>When an asset is considered to be available for sale, either with or without planning consent, an external agent or auctioneer (as deemed appropriate) will be instructed to sell the asset in accordance with Council Standing Orders.</p> <p>The net proceeds of sale are then transferred to the Corporate Centre for distribution and prioritisation.</p>
<b>8.</b>	<p><b>What are the risks?</b></p> <p>Failure to consult adequately may lead to abortive disposal work should some of the disposals not proceed.</p> <p>The leasehold demand is weak and could potentially lead to advertising the property for a number of months without any interest which would mean the property could remain unoccupied for a considerable time and the Council incurring considerable holding costs (business rates, security, insurance, on-going maintenance etc).</p>
<b>9.</b>	<p><b>Public Services Value (Social Value) Act 2012</b></p> <p>Not applicable</p>
<b>10.</b>	<p><b>What evidence / data / research have you gathered in relation to this proposal?</b></p> <p>Comparable data is obtained to assist with setting both leasehold and freehold disposal values.</p> <p>Market demand for leasing the property has been obtained through market testing on Rightmove.</p>
<b>11.</b>	<p><b>What are key findings from the consultation you have carried out?</b></p> <p>Consultation has been undertaken and the feedback is set out in Appendix 3.</p>
<b>12.</b>	<p><b>Amendments to Proposal / Mitigating Actions</b></p> <p>In reaching a decision on the proposals, the Mayor will consider any comments or observations received and if appropriate amend the proposals.</p>



## Equality Impacts

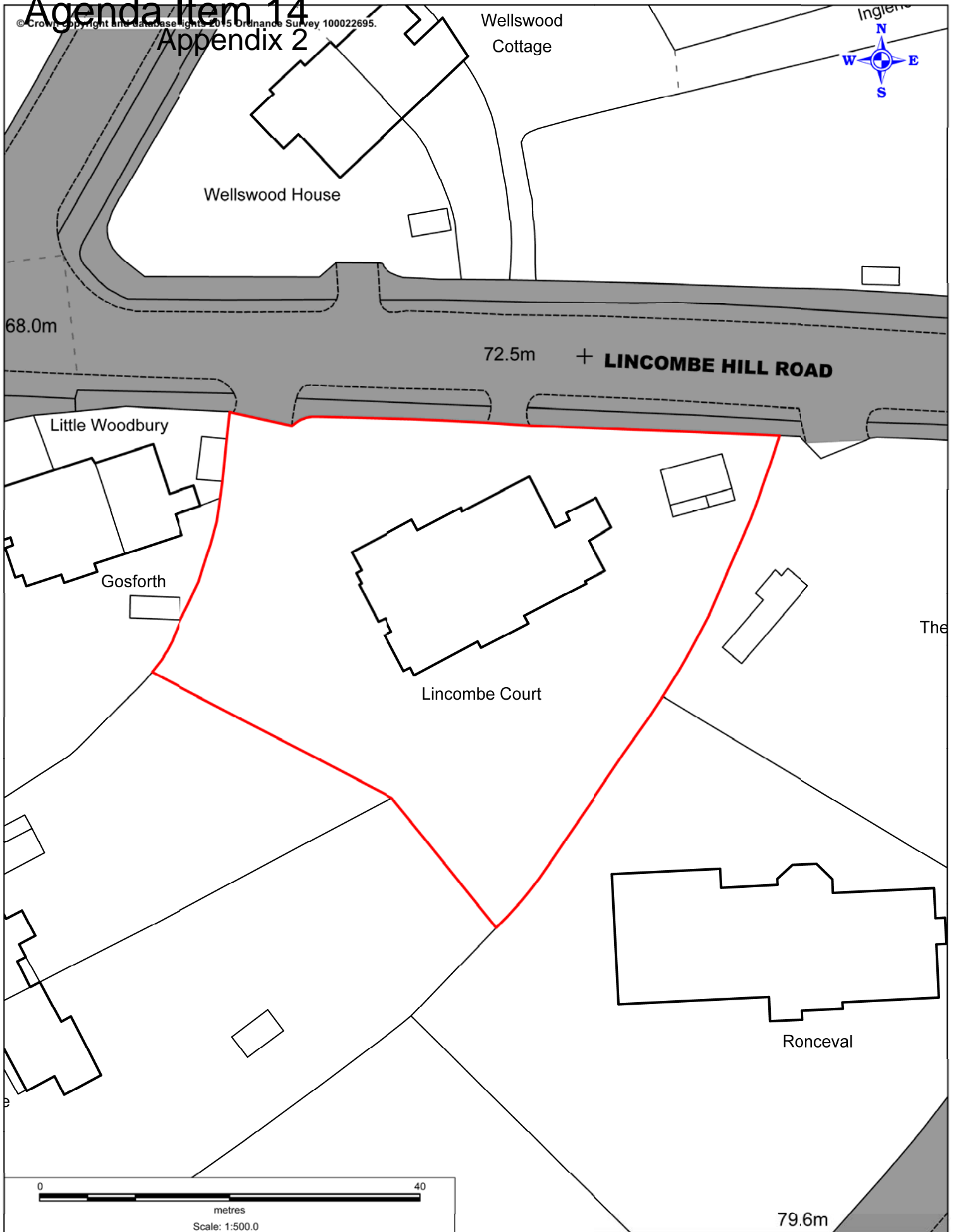
13	Identify the potential positive and negative impacts on specific groups		
	Positive Impact	Negative Impact & Mitigating Actions	Neutral Impact
Older or younger people			There is no differential impact on Older or younger people with regard to this proposal.
People with caring Responsibilities			There is no differential impact on People with caring responsibilities with regard to this proposal.
People with a disability			There is no direct differential impact on People with a disability with regard to this proposal.
Women or men			There is no differential impact on Women or men with regard to this proposal.
People who are black or from a minority ethnic background (BME) <i>(Please note Gypsies / Roma are within this community)</i>			There is no differential impact on People who are black or from a minority ethnic background (BME) with regard to this proposal.
Religion or belief (including lack of belief)			There is no differential impact on Religion or belief (including lack of belief) with regard to this proposal.
People who are lesbian, gay or bisexual			There is no differential impact on People who are lesbian, gay or bisexual with regard to this proposal.
People who are transgendered			There is no differential impact on People who are transgendered

			with regard to this proposal.
People who are in a marriage or civil partnership			There is no differential impact on People who are in a marriage or civil partnership with regard to this proposal.
Women who are pregnant / on maternity leave			There is no differential impact on Women who are pregnant / on maternity leave with regard to this proposal.
Socio-economic impacts (Including impact on child poverty issues and deprivation)	<p>The Council real estate asset that is being declared no longer required for service delivery will be subject to expressions of interest under the Council's Community Asset Transfer Policy 2008. The disposal of this asset will enable the capital receipts to be reinvested into the Council's existing capital programme, which will contribute to the Council's objectives and therefore benefiting the residents of Torbay.</p> <p>There is also a link to the future use of this site being used to improve the visual amenity of this asset and will therefore enhance the value to the community and assist in social cohesion</p>		
Public Health impacts (How will your proposal impact on the general health of the population of Torbay)			The asset was returned to the Council from the Care Trust due to the fact it is no longer required for service delivery. It is through this action that the Council have determined it will have no differential impact on Public Health.

14	<b>Cumulative Impacts – Council wide</b> (proposed changes elsewhere which might worsen the impacts identified above)	
15	<b>Cumulative Impacts – Other public services</b> (proposed changes elsewhere which might worsen the impacts identified above)	

# Agenda Item 14 Appendix 2

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EM Plan No: EM2642  
Date: 24th September 2015  
Title: Lincombe Court, Lincombe Hill Road, Torquay.

Asset No: T3030  
LR Title No: DN551256  
Scale: 1:500  
Area: 2,095.4m<sup>2</sup>



**Appendix 3**

Wellswood & Torwood Community Partnership	No resistance from the Community Partnership regarding the disposal of the asset.
Ward Councillors	If the Council agree to dispose of Lincombe Court they would like the option of working with a Housing Association on the site to be explored.
Torbay Council HR Department	No issues or comments from HR on this matter

# Agenda Item 16

Torbay Council – Constitution

Schedule 5 – Delegation of Executive Functions

## Schedule 5 - Scheme of Delegation of Executive Functions to the Executive, Committees of the Executive and Officers

This report is presented to the meeting of Council on 3 February 2016 in accordance with Standing Order C4.2(a) for inclusion in the Council's Scheme of Delegation (Schedule 5 to Part 3) of the Constitution of Torbay Council.

1. The names, addresses and wards of the people appointed to the Executive by the elected Mayor are set out below:

<b>Name</b>	<b>Address</b>	<b>Electoral Ward</b>
Deputy Mayor and Executive Lead for Health and Wellbeing and Corporate Services - Councillor Derek Mills	5 Bascombe Close Churston Brixham TQ5 0JR	Churston with Galmpton
Executive Lead for Tourism, Culture and Harbours - Councillor Amil	Flat 6 22 Polsham Park Paignton TQ3 2AD	Cockington with Chelson
Executive Lead for Community Services - Councillor Robert Excell	Excell Studio 203 Union Street Torre Torquay TQ1 4BY	Tormohun
Executive Lead for Customer Services – Councillor David Morris	c/o Town Hall Castle Circus Torquay TQ1 3DR	Shiphay with the Willows
Executive Lead for Planning, Transport and Housing – Councillor Mark King	5B Coburg Place Torquay TQ2 5SU	Cockington with Chelston
Executive Lead for Business – Councillor Richard Haddock	Churston Farm Shop Dartmouth Road Brixham TQ5 0LL	St Marys with Summercombe
Executive Lead for Adults and Children– Councillor Julien Parrott	51 Princes Road Torquay TQ1 1NW	Ellacombe

2. The elected Mayor is responsible for the discharge of all executive functions (except as specified in paragraph 3. below). Executive Leads will have an advisory role in relation to the areas of responsibility set out below.

Executive Lead	Portfolio:	Main Director/Assistant Director/Executive Head/Lead Officer
Elected Mayor Gordon Oliver  Executive Lead for Finance and Regeneration  Page 223	<p><b>Torbay Development Agency:</b></p> <ul style="list-style-type: none"> <li><input type="checkbox"/> Built Environment</li> <li><input type="checkbox"/> Employment and Skills</li> <li><input type="checkbox"/> Business support</li> <li><input type="checkbox"/> Regeneration</li> <li><input type="checkbox"/> Business Relocation, Creation and Growth (inc. social enterprise/apprenticeships)</li> <li><input type="checkbox"/> Inward Investment</li> <li><input type="checkbox"/> Property (assets)</li> <li><input type="checkbox"/> Estates</li> </ul> <p><b>Finance:</b></p> <ul style="list-style-type: none"> <li><input type="checkbox"/> Financial Services (including Capital and Revenue Budget and Budget Monitoring)</li> </ul>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Executive Director of Operations and Finance/Chief Executive Torbay Development Agency</li> <li><input type="checkbox"/> Chief Finance Officer</li> </ul>

Executive Lead	Portfolio:	Main Director/Assistant Director/Executive Head/Lead Officer
<p>Deputy Mayor and Executive Lead for Health and Wellbeing and Corporate Services</p> <p>Councillor Derek Mills</p> <p style="writing-mode: vertical-rl; transform: rotate(180deg);">Page 22</p>	<p><b>Public Health</b></p> <ul style="list-style-type: none"> <li><input type="checkbox"/> Public Health Commissioning Team</li> <li><input type="checkbox"/> Community Development Trust</li> </ul> <p><b>Special Projects</b></p> <ul style="list-style-type: none"> <li><input type="checkbox"/> Special projects and innovation</li> </ul> <p><b>Corporate and Business Services:</b></p> <ul style="list-style-type: none"> <li><input type="checkbox"/> Business Development</li> <li><input type="checkbox"/> Governance Support</li> <li><input type="checkbox"/> Mayor’s Support Unit</li> <li><input type="checkbox"/> Human Resources and Payroll</li> <li><input type="checkbox"/> Legal and procurement</li> </ul>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Director of Public Health</li> <li><input type="checkbox"/> Director of Children’s Services</li> <li><input type="checkbox"/> Assistant Director of Corporate and Business Services</li> </ul>
<p>Executive Lead for Planning, Transport and Housing</p> <p>Councillor Mark King</p>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Building Control</li> <li><input type="checkbox"/> Planning and Strategic Transport</li> <li><input type="checkbox"/> Strategic Housing</li> <li><input type="checkbox"/> Waste</li> <li><input type="checkbox"/> TOR2 Commissioning</li> <li><input type="checkbox"/> (Design Review Champion)</li> </ul>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Assistant Director of Community and Customer Services</li> <li><input type="checkbox"/> Assistant Director of Corporate and Business Services</li> <li><input type="checkbox"/> Director of Adults Services</li> <li><input type="checkbox"/> Executive Head of Business Services</li> </ul>



Executive Lead	Portfolio:	Main Director/Assistant Director/Executive Head/Lead Officer
Executive Lead for Tourism, Culture and Harbours  Councillor Nicole Amil	<input type="checkbox"/> Culture <input type="checkbox"/> Heritage <input type="checkbox"/> Events <input type="checkbox"/> Museums <input type="checkbox"/> Resort Services <input type="checkbox"/> Tourism <input type="checkbox"/> Harbours <input type="checkbox"/> (Armed Forces Champion) <input type="checkbox"/> (Heritage Champion)	<input type="checkbox"/> Assistant Director of Community and Customer Services  <input type="checkbox"/> Executive Head of Business Services
Executive Lead for Community Services  Councillor Robert Excell	<p><b>Community and Customer Services:</b></p> <input type="checkbox"/> Environmental Health and Community Safety <input type="checkbox"/> Highways and Street Scene <input type="checkbox"/> Sport	<input type="checkbox"/> Assistant Director of Community and Customer Services  <input type="checkbox"/> Executive Head of Business Services
Executive Lead for Customer Services  Councillor David Morris	<p><b>Customer Services:</b></p> <input type="checkbox"/> Customer Services <input type="checkbox"/> ICT <input type="checkbox"/> Corporate debt and creditor payments <input type="checkbox"/> Revenue and Benefits <input type="checkbox"/> Business Rates <input type="checkbox"/> Libraries	<input type="checkbox"/> Executive Head of Customer Services

Executive Lead	Portfolio:	Main Director/Assistant Director/Executive Head/Lead Officer
<p>Executive Lead for Adults and Children</p> <p>Councillor Julien Parrott</p> <p style="writing-mode: vertical-rl; transform: rotate(180deg);">Page 226</p>	<p><b>Adult Social Care:</b></p> <ul style="list-style-type: none"> <li><input type="checkbox"/> Children and Adults Commissioning</li> <li><input type="checkbox"/> Adult Partnership</li> <li><input type="checkbox"/> Adult Social Care</li> <li><input type="checkbox"/> NHS Advisory Service</li> <li><input type="checkbox"/> Healthwatch</li> </ul> <p><b>Children:</b></p> <ul style="list-style-type: none"> <li><input type="checkbox"/> Torbay Youth Trust</li> <li><input type="checkbox"/> Torbay Public Service Trust</li> <li><input type="checkbox"/> Improvement and Performance</li> <li><input type="checkbox"/> Schools</li> <li><input type="checkbox"/> Children’s and Young People</li> </ul> <p><b>Safeguarding</b></p> <ul style="list-style-type: none"> <li><input type="checkbox"/> Children’s Safeguarding and Wellbeing</li> </ul>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Director of Adult Services</li> <li><input type="checkbox"/> Director of Children’s Services</li> <li><input type="checkbox"/> Assistant Director of Safeguarding</li> </ul>
<p>Executive Lead for Business</p> <p>Councillor Richard Haddock</p>	<p><b>Business Services:</b></p> <ul style="list-style-type: none"> <li><input type="checkbox"/> Environment and Flooding</li> <li><input type="checkbox"/> Joint Ventures and Arms Length Companies</li> <li><input type="checkbox"/> Town Centres</li> <li><input type="checkbox"/> Business Improvement Districts</li> </ul>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Assistant Director of Community and Customer Services</li> <li><input type="checkbox"/> Assistant Director of Corporate and Business Services</li> <li><input type="checkbox"/> Executive Head of Business Services</li> </ul>

3.
  - (i) The Deputy Mayor (Councillor Derek Mills) will be responsible for the discharge of all executive functions relating to the regeneration of the Castle Circus area of Torquay as the elected Mayor owns properties in this area and has a pecuniary interest;
  - (ii) The Executive Lead for Business (Councillor Richard Haddock) will be responsible for the discharge of all executive functions relating to Connections as the elected Mayor owns properties in the area of the Torquay Connections Office and has a pecuniary interest;
  - (iii) The Executive Lead for Business (Councillor Richard Haddock) , in consultation with the Executive Lead for Adults (Councillor Julien Parrott) and Executive Lead for Planning, Transport and Housing (Councillor Mark King), will be responsible for the discharge of all executive functions relating to the contract for housing pathway for single vulnerable adults;
  - (iv) The Executive Lead for Tourism, Culture and Harbours will be responsible for the discharge of all executive functions relating to tourism due to the perceived concerns of the public in respect of the Mayor’s interests in the tourism sector.
  - (v) the Deputy Mayor will be responsible for the discharge of executive functions if the elected Mayor:
    - (a) is absent (e.g. on holiday) for a period of time or in cases of urgency where the Executive Director of Operations and Finance is satisfied that the elected Mayor cannot be reasonably contacted;
    - (b) is incapacitated through illness; or
    - (c) has a pecuniary interest in any matter requiring determination.
  - (vi) If the elected Mayor or the Deputy Mayor (Councillor Derek Mills) are unable to act on a matter requiring a decision then the Executive Director of Operations and Finance shall have the power to determine any matter requiring a decision.
4. No executive committees have been appointed at the present time.
5. No executive functions have been delegated to area committees, any other authority or any joint arrangements at the present time.
6. The elected Mayor has also (so far as lawful) delegated to officers the discharge of those functions that are referred to in Schedule 7 and are executive functions in the manner set out in that Schedule, in accordance with (and subject to) the Council’s Standing Orders in relation to the Executive.
7. So far as the Constitution requires officers to consult with “the relevant member”, the areas of responsibility of the Executive Leads are as set out paragraph 2 above.

**Officer Scheme of Delegation  
Urgent decision taken by the Executive Director of Operations and Finance**

**Paragraph 1.19 of Schedule 6 to Part 3 (Responsibility of Functions) of the Council's Constitution**

**Report to the Meeting of the Council to be held on 3 February 2015**

The Officer Scheme of Delegation states that the Executive Director of Operations and Finance may take an urgent decision in relation to a Council function (in consultation with the relevant member) if he/she considers it to be in the best interests of the Council or the inhabitants of the Borough and where he/she does not consider it reasonably practicable to convene a meeting of the Council.

A report detailing the action taken in accordance with the Officer Scheme of Delegation must be submitted to the Council. The table below sets out the details of the action taken:

Matter for decision	Decision taken by	Decision and Alternative Options Considered	Reasons for urgency	Date of decision
Forbay Public Service Trust (SWIFT Project).	Executive Director of Operations and Finance	<p><b>Decision:</b></p> <ul style="list-style-type: none"> <li>(i) that the creation of a shell company for the Public Service Trust (LIST) be approved; and</li> <li>(ii) that before any projects commence the Executive Director of Operations and Finance in consultation with the Section 151 Officer be given delegated authority to approve their business case.</li> </ul> <p><b>Alternative Options Considered:</b></p> <p>None</p>	<p>Any delay likely to be caused by convening a meeting of the Council would prejudice the Council's and/or the public's interests.</p> <p>The decision needed to be taken urgently to demonstrate to our partners that there is a vehicle in place ready to progress projects.</p>	20 January 2016

**Steve Parrock**  
Executive Director of Operations and Finance

**21 January 2016**