

OVERVIEW AND SCRUTINY BOARD

A meeting of **Overview and Scrutiny Board** will be held on

Monday, 23 November 2015

commencing at **3.00 pm**

The meeting will be held in the Meadfoot Room, Town Hall, Castle Circus,
Torquay, TQ1 3DR

Members of the Board

Councillor Lewis (Chairman)

Councillor Barnby
Councillor Bent
Councillor Bye
Councillor Darling (S)

Councillor Stockman
Councillor Stocks
Councillor Tolchard
Councillor Tyerman

Co-opted Members of the Board

Penny Burnside, Diocese of Exeter

A prosperous and healthy Torbay

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

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01803 207063

Email: scrutiny@torbay.gov.uk

OVERVIEW AND SCRUTINY BOARD AGENDA

1. **Apologies**
To receive apologies for absence, including notifications of any changes to the membership of the Committee.
2. **Minutes** (Pages 4 - 6)
To confirm as a correct record the minutes of the meetings of the Board held on 14 October and 4 November 2015.
3. **Declarations of Interest**
 - 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.)
4. **Urgent Items**
To consider any other items that the Chairman decides are urgent.
5. **Torbay Housing Strategy - 2015 2020** (Pages 7 - 128)
To consider the draft Housing Strategy and associated documents and to make any recommendations to the Council.
6. **Oddicombe and Meadfoot Beach Huts - Review of Capital Budget Standing Orders** (To Follow)
To consider the report of the Monitoring Officer on the above.
7. **Revenue Budget Monitoring 2015/2016 - Quarter 2** (To Follow)
To consider the Revenue Budget Monitoring Report for Quarter 2 of 2015/2016.
8. **Capital Investment Plan Monitoring 2015/2016 Quarter 2** (To Follow)
To consider the Quarter 2 update of the Capital Investment Plan.

9. Baytree House, Torquay

(Pages 129 - 138)

To consider the draft consultation document in relation to the future of Baytree House short breaks unit for people with learning disabilities in Torbay.



Minutes of the Overview and Scrutiny Board

14 October 2015

-: Present :-

Councillor Lewis (Chairman)

Councillors Barnby, Bye, Stockman, Stocks, Thomas (D), Tolchard and Tyerman

(Also in attendance: Councillor Parrott)

23. Apologies

An apology for absence was received from Councillor Darling (S). It was also reported that, in accordance with the wishes of the Conservative Group, the membership of the Board had been amended to include Councillor Thomas (D) in place of Councillor Bent.

24. Minutes

The minutes of the meeting of the Board held on 9 September 2015 were confirmed as a correct record and signed by the Chairman.

25. Children's Services Five Year Plan - Progress Report

The Director and the Executive Lead of Children's Services presented a progress report on the approved Children's Services Five Year Cost Reduction Plan. It was noted that, whilst the current programme of work was showing positive changes in social work practice, the Plan was not generating the level of savings originally assumed.

The report also provided an update of the SWIFT (Social Work Innovation Fund Torbay) Project which had seen the receipt of £1.25 million over two years from the Department for Education to transform public sector systems and to develop area-based, multi-agency, whole-family services for those needing help. The Board noted that there were three elements of the programme; namely the establishment of a Torbay Public Services Trust and of Early Help Practices and workforce integration.

The Board also noted that the Audit Committee was undertaking a "Deep Dive" exercise to investigate and challenge the budget overspend and decision making processes in both Adults and Children's Services. The Board asked that, once completed, the report of the Audit Committee be presented to a future meeting and it was reported that this was likely to be in conjunction with the report from the current Ofsted Inspection.



Minutes of the Overview and Scrutiny Board

4 November 2015

-: Present :-

Councillor Stockman (Vice-chairman) (In the Chair)

Councillors Barnby, Bent, Stocks, Thomas (D), Tolchard and Tyerman

(Also in attendance: The Mayor and Councillors Haddock, Morey and Morris)

26. Apologies

Apologies for absence were received from Councillors Bye and Darling (S). It was also reported that, in accordance with the wishes of the Conservative Group, the membership of the Board had been amended by including Councillor Thomas in place of Councillor Lewis.

27. Churston Covenant - Application of the General Disposal Consent Order 2003

The Board considered the details of a call-in by five Members of the Council of the decision of the Mayor to apply the General Disposal Consent Order 2003 to the disposal (by way of a restrictive covenant) of the land comprising Churston Golf Club. The decision meant that the specific consent of the Secretary of State would not be required.

One of the Call-in Supporters (Councillor Bent) (on behalf of the Call-in Promoter) set out the reasons for calling-in the decision.

A representative of the Golf Club and a local resident addressed the Board.

The Mayor, supported by the Executive Director and the Assistant Director – Corporate and Business Services, responded to the points raised by the Call-in Supporters and other members of the Board.

In particular, the Board asked the Mayor to explain how he had reached his decision and, whilst it was noted that he had taken legal advice, the Board was not able to satisfy itself that there was a proper record of the information considered by the Mayor before he made his decision.

Resolved: (i) that the responses received from the Mayor at the meeting did not give the Board the assurances it needed and therefore the matter be referred to the Council in order that an officer report can be prepared setting out all of the information on which the Mayor relied in making a decision; and

(ii) that prior to the meeting of the Council, the Board request the Executive Director to consider whether obtaining a second legal opinion and/or valuation would make the Council's position stronger in defending any future legal challenge.

(Note: Prior to consideration of the item in Minute 27, the Vice-chairman declared a non-pecuniary interest as the Chairman of the Neighbourhood Forum within which the area of land in question fell. Councillor Haddock attending under Standing Orders also declared a non-pecuniary interest as a local landowner.)

(Note: During consideration of the item in Minute 27, the Board adjourned for a short time to enable the Assistant Director – Corporate and Business Services to join the meeting.)

Chairman

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:	12.11.15	Author:	CT/JS
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Section 1: Background Information	
1.	<p>What is the proposal / issue?</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>
2.	<p>What is the current situation?</p> <p>The Housing Strategy (including the Homelessness Strategy) is part of the Council’s Policy Framework. The Policy Development group agreed the requirement for an overarching Strategy to link the Key elements defined below:</p> <ul style="list-style-type: none"> • Local Plan - Affordable Housing Funding and Provision • Social Commissioning - now described in “My Home is My Life” • Private Sector – improving the Quality/ Standards of provision. • Link to the Medium Term Resources Plan • Aligned Investment Plan <p>Local Plan (including Affordable Housing Funding and Provision)</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 in its final stages of preparation and, subject to a response from the Planning Inspector (expected in early September); it could be formally adopted by the Council in or before 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</p>

or slow housing growth is deterring job creation / investment.

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.

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 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, in as much as it sets out:

This therefore may translate into a delivery over the life of this administration into:

- 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.

https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/6004/1846530.pdf

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

	<p>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.</p> <p>Aligned investment plan</p> <p>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.</p> <p>One option would be to use part of the social fund reserve to improve our prevention outcomes.</p> <p>The Affordable Housing budget currently stands at circa £1.6M. This money can be used to facilitate the delivery of affordable housing</p> <p>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.</p>
<p>3.</p>	<p>What options have been considered?</p> <p>At this stage, members' steer is required to complete the elements above, and below which are the councils housing strategy.</p> <ul style="list-style-type: none"> - For members to identify and agree a level of investment to allow delivery and the strategic link to future revenue in the MTFP - For the housing strategy delivery plan once agreed to be monitored by the HWBB in order to ensure the best outcomes for the well being of our community. - For the delivery elements to be the final housing plan for the draft corporate plan
<p>4.</p>	<p>How does this proposal support the ambitions and principles of the Corporate Plan 2015-19?</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 "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>

5.	<p>Who will be affected by this proposal and who do you need to consult with?</p> <p>Housing is a key ingredient of our community, the local plan has been consulted on, the only element requiring consultation is the homeless prevention element. We will consult partners and community on this element in October/ November.</p>
6.	<p>How will you propose to consult?</p> <p>The draft Homelessness Prevention Strategy will be made available on the Council's consultation webpage for comments. The draft Strategy will also be circulated to partner organisations for their views.</p>

Section 2: Implications and Impact Assessment	
7.	<p>What are the financial and legal implications?</p> <p>The Homelessness Strategy is a Statutory requirement. Resource for the procurement of a Hostel provision has been approved. The Affordable Housing budget available is 1.6 m ?</p>
8.	<p>What are the risks?</p> <p>Lack of appropriate accommodation to meet the need of Homeless people Lack of choice of affordable homes to meet the housing need Increase risk of safeguarding interventions for Adults and Children Increase in numbers of households living in poor quality accommodation, and associated Health issues. Increase use of Temporary Accommodation</p>
9.	<p>Public Services Value (Social Value) Act 2012</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>What evidence / data / research have you gathered in relation to this proposal?</p> <p>Local plan JSNA Housing and Health Needs assessment, House Condition Survey MOU Housing and Health Housing Bill National data relating to Homelessness</p>

<p>11.</p>	<p>What are key findings from the consultation you have carried out?</p> <p>The Homeless 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> <p>13 questionnaires were returned and a number of e mail replies were also received.</p> <p>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"> • The strategy needed to include more around young people • More needed to be included about risk around rough sleepers • More needed to be included around the issue of local connection
<p>12.</p>	<p>Amendments to Proposal / Mitigating Actions</p> <p>Strategy was written after consultation with all groups so is written with the information in mind.</p> <p>From consultation after the first draft, information was added around young people, risk and local connection.</p> <p>Several pieces of factual information were added.</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			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 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			All council procured/ commissioned accommodation ensures access that is suitable for use by wheelchair users . New Housing ?
	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</i>			Strategy will not affect people who are black or from a black and minority ethnic background

<i>within this community)</i>			
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, gay or bisexual			Strategy does not introduce any 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. 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.		
14	Cumulative Impacts – Council wide (proposed changes elsewhere which might worsen the impacts identified above)	FH – wording re energy grants Temporary Accommodation funding		
15	Cumulative Impacts – Other public services (proposed changes elsewhere which might worsen the impacts identified above)			



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, 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.

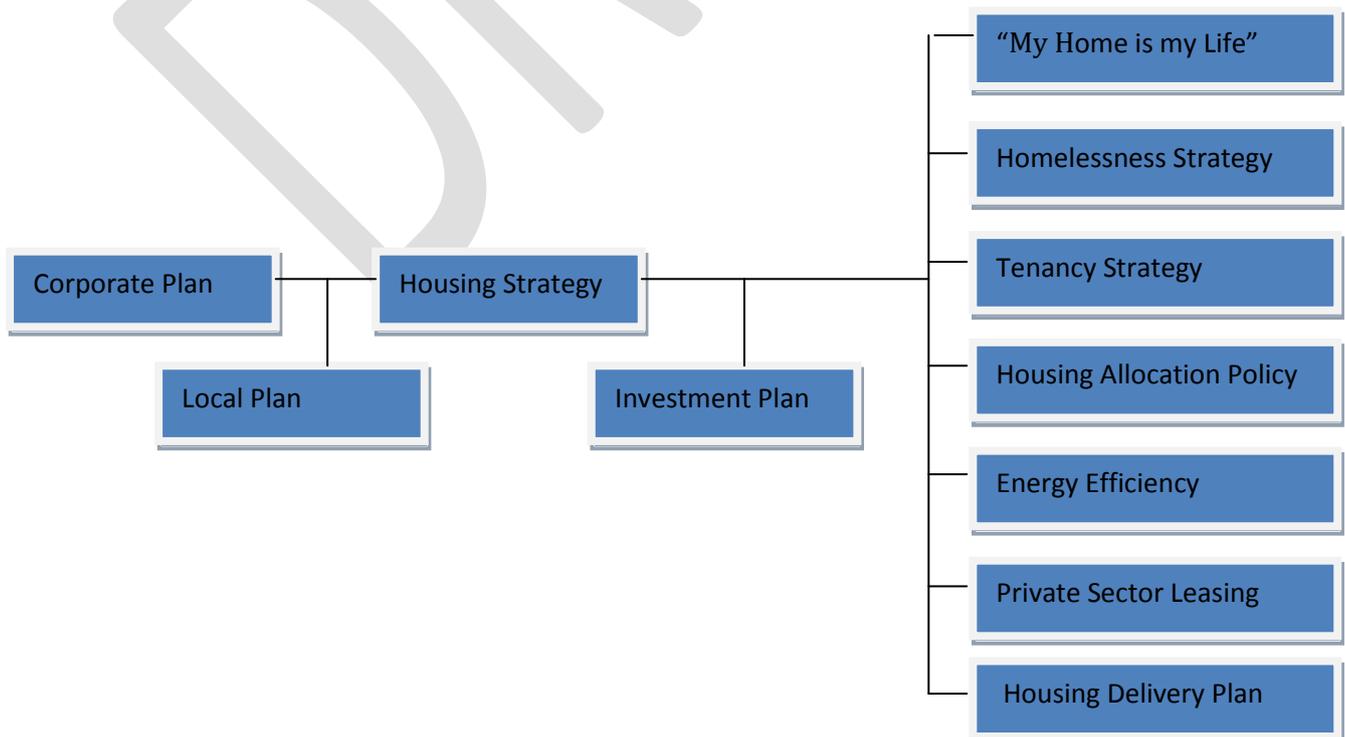
One of the key demographic pressures for Torbay is the exceptional number of older people. Many enjoy a high quality of life here but inevitably some require additional support as they become frailer in later years. We need to find new ways of providing this support, including settings with combined housing & social care, to ensure more older people are able to lead full & independent lives.

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 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. The Local Plan policy seeks 30% affordable housing provision, of each new development. 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, 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.

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 – Appendix 2

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 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.

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.

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

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
1) Provide Homes Fit for the Future at each stage of life	Redesign specification for extra care housing by January 2016. Develop approx 60 additional units of extra care by 2018	Joint Partnership Commissioning Team/Torbay and South Devon NHS Foundation Trust
	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	Joint Partnership Commissioning Team
1) Enable development especially on Council Sites, where this helps secure		

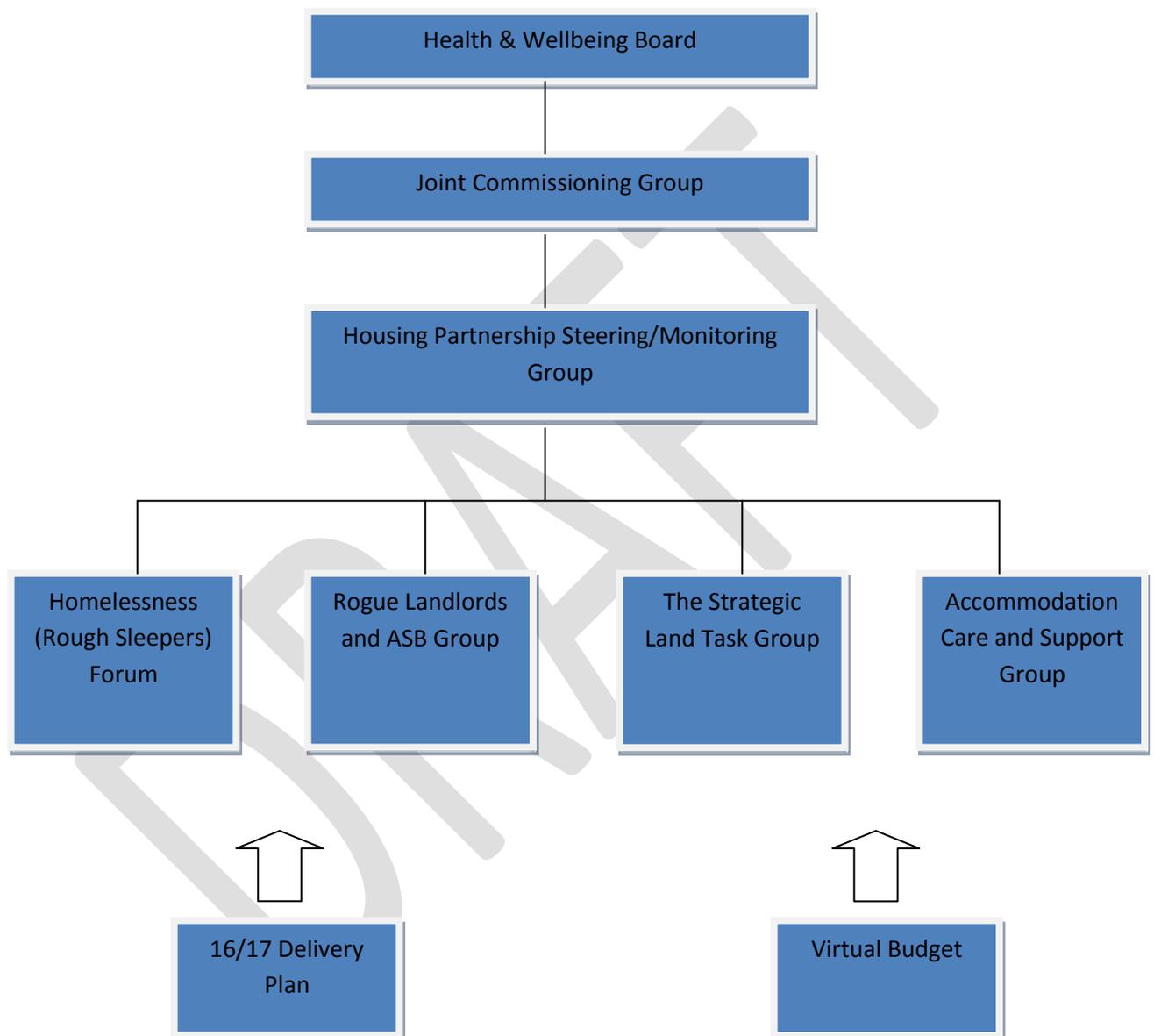
<p>other policy objectives</p>	<p>The delivery of a minimum 480 homes p.a. over the maximum 5 years, alongside new employment space and infrastructure.</p>	<p>Spatial Planning</p>
<ul style="list-style-type: none"> • Helps support the local economy, for example construction skills 		
<ul style="list-style-type: none"> • Promotes self- build homes, at various entry levels. 	<p>The use of section 106 agreements to secure the use of local construction skills in 5 major development sites.</p>	<p>Spatial Planning</p>
<ul style="list-style-type: none"> • Increase homes available for sale to local, first time buyers 	<p>Improvements to the quality of housing in deprived wards, by using financial contributions from open market housing developments in the ward to lever in additional funding.</p>	<p>Spatial Planning/ Community and Customer Services.</p>
<ul style="list-style-type: none"> • Reduce demand on more environmentally / ecologically sensitive sites 		
<ul style="list-style-type: none"> • Council can prove it has a 5 year supply of deliverable housing land 	<p>Review our planning guidance before end 2016 to ensure it helps secure more affordable housing on major development, including more starter homes for first time buyers.</p>	<p>Spatial Planning</p>
<ul style="list-style-type: none"> • Deliver early wins for master plan delivery 	<p>Annual publication of our housing monitoring, showing start and completion, green land, and sites included in the Council's 5 year land supply. Bring Forward at least two Council owned sites, in 2016 for self- build and starter homes.</p>	<p>Spatial Planning</p> <p>Strategic Land task Group/ Master plan Programme Board</p>
<p>2) To provide Help when and where it's needed</p>	<p>To commission a Home Improvement Agency to support vulnerable clients in applying for Disabled Facilities Grants</p>	<p>Community and Customer Services.</p>
	<p>To maintain a housing options service with access to temporary accommodation for those in highest need</p>	<p>Community and Customer Services.</p>

	<p>To continue to provide 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>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>Community and Customer Services.</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
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.	Community Development Trust, and Partners
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.
2) Prevent Homelessness and reduce rough sleeping	<p>Implement Homeless strategy action plan including, strengthening early intervention and prevention of homelessness.</p> <p>Working with in partnership with Torbay and South Devon NHS</p>	<p>Joint Partnership Commissioning Team/Housing Options</p> <p>Joint Partnership</p>

	<p>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&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>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 - by 30 June 2016</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 Children's Services</p>
<p>2) To increase the stability of homes, education and community, especially for children.</p>	<p>Redesign of crisis support for rent deposits. Development of new ways of working for Health and</p>	<p>Community and Customer Services Team/ Housing Options</p>

	Social Care interventions and Early Help for Children, Young People and Families (SWIFT Social Work Innovation Fund Torbay)	SWIFT Team Public Service Trust and Youth Trust
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
3) Good Quality homes through Energy Efficiency	Facilitate access to energy efficiency measures through the Energy Company Obligation scheme Work in partnership with other local authorities to facilitate access to government funding for other energy efficiency measures e.g. central heating	Community and Customer Services.
3) Reduce the number of empty and/ or underused properties by encouraging landlords to bring their properties back into use	Target empty properties to purchase and bring back into use Explore the introduction of a “Villa” revival programme to help secure re - use of Georgian and Victorian villas for family homes and to promote a contemporary villa building programme in Torbay.	Torbay Development Agency/Communities Team Spatial Planning
3) Ensure that housing landlords act responsibly and ensure that the properties they manage meet the minimum statutory thresholds for quality and safety	Continue to target poor quality accommodation and management through the Rogue Landlords Programme Prioritisation of high risk complaints about poor quality accommodation	Community and Customer Services. Community and Customer Services.

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 executive members and 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.

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 ? Award xx

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 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.

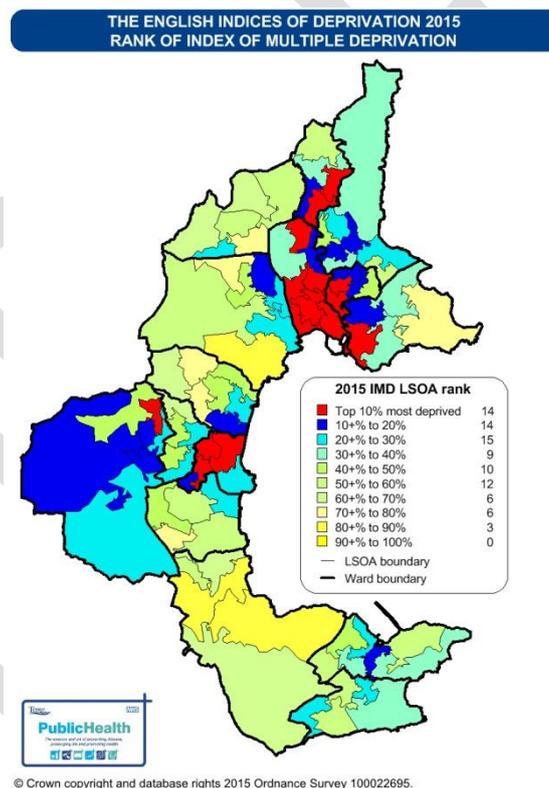
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Our Evidence Appendix

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>



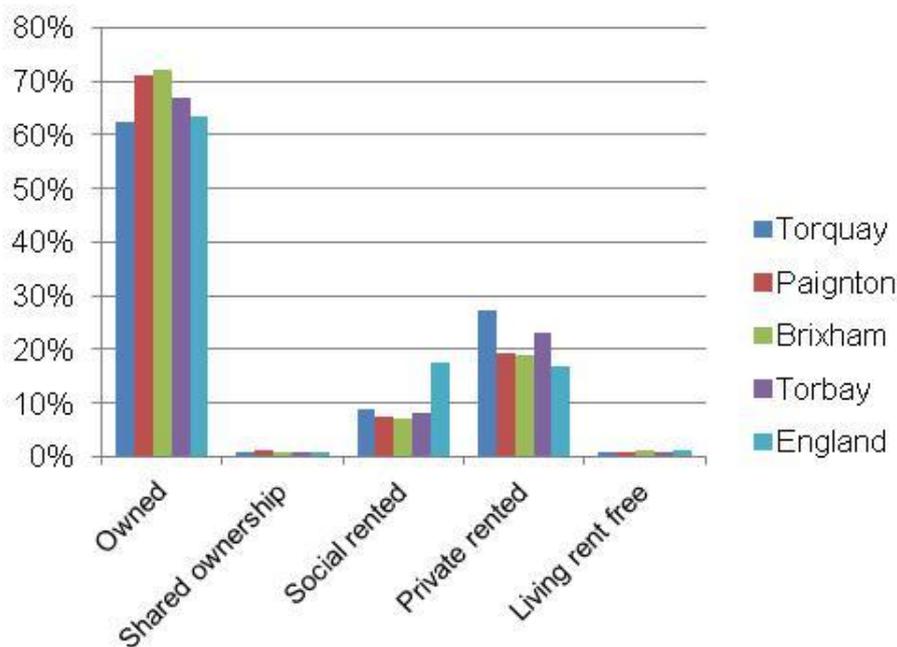
- Torbay is amongst the top 15% most deprived district local authorities in England (46th out of 326).
- Levels of deprivation have increased in Torbay
- Torbay is the most deprived district local authority in the South West region.

- 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 has more than doubled since 2011-2012, an increase of 106%
- In recent times, Torbay has experienced a rise in statutory homelessness acceptances, a rise of 16% from 2013-2014 to 2014-2015
- The number of homeless non-priority cases has more than tripled, rising by 208%

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. 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. 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



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

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 draft Messages.

Linked to Deliverable Outcome	Draft Key message - Confidential	
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%	
Page 34	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	
1	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	
1	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)	
1	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)
Page 36		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
		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)
		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
Notes, Known Gaps	<p>*Key messages are referenced in the Housing and Health Needs Assessment</p> <ul style="list-style-type: none"> • Energy Efficiency Information • Condition of Private Rented Stock (latest report 2011) • Hospital Admissions, Homeless Health conditions, awaiting report • Final Local plan details (Affordable Housing Delivery numbers) • Other ideas of evidence gaps/ information/ evidence held (further consultation with Joint Commissioning Group) • New partnership framework for delivery

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	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.

	to aid fuel poverty.				
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
	Explore alternative options to meet the identified needs of the Bay e.g. equity release schemes, procuring different types of		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.

temporary accommodation, role of the community sector		
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 be targeted at those most in need and link fuel poverty and poor accommodation standards.
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	Housing Partnership ? Economic Strategy, Planning	LM, PS

tenures taking into account social and environmental factors that impact on quality of life.

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		Housing Options service, Joint		

	identified needs of the Bay e.g. equity release schemes, procuring different types of temporary accommodation, role of the community sector		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.
	Development of extra		Joint	April 2016	

8,9	care housing For older people and younger people including those with learning disabilities, poor mental health and acquired brain injury		Commissioning Team	
6,9	Flatmate scheme for people with LDs		?	?
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.

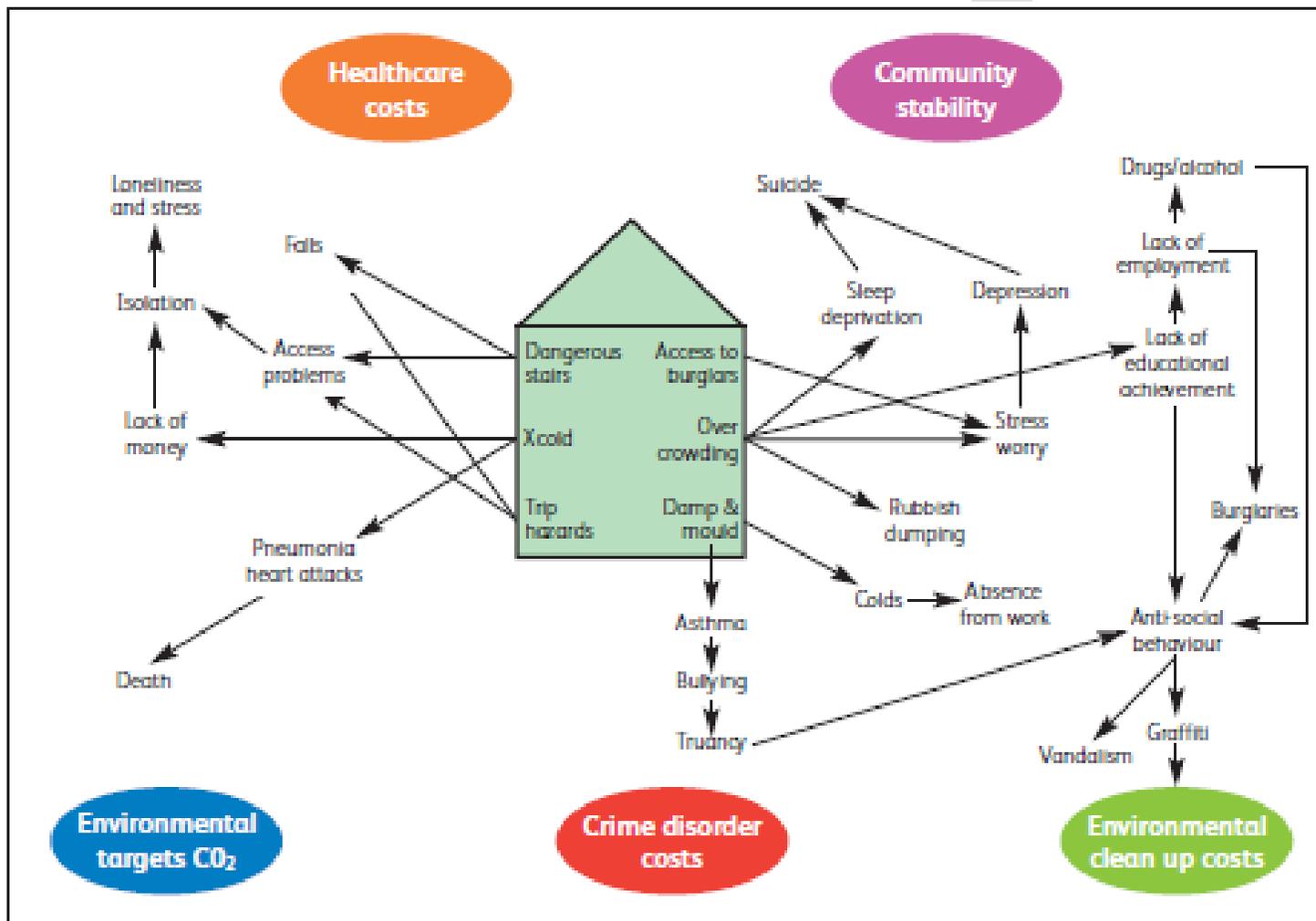
In the future we need to ensure that equipment provision, Home Improvement Agency Service and Disabled Facilities grants are more joined up in their commissioning aspirations and future provision.

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	Housing Partners	Public Health	Focus on older people through

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

CCG

Ageing Better programme?

DRAFT

Torbay
Homelessness
Strategy

2015-2020

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Executive Forward

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.

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 in Specialist groups with individual needs.**

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

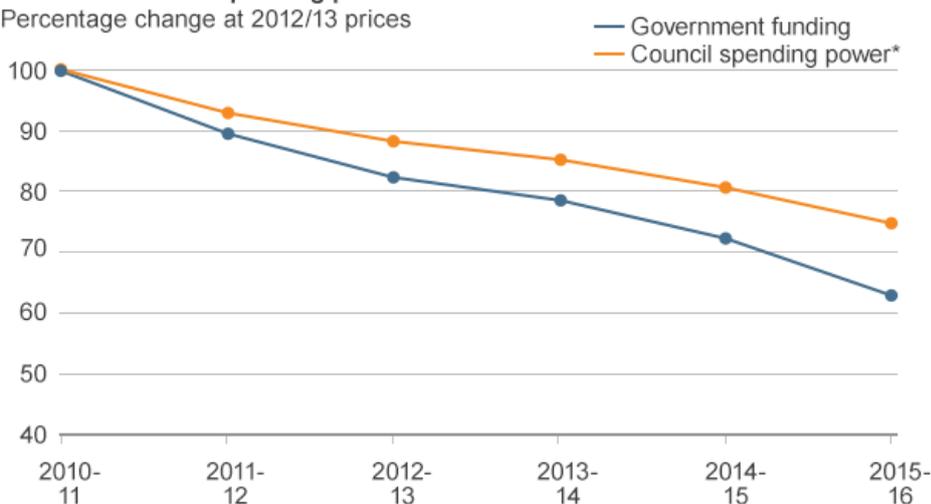
Changes to Local Authority Funding

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 2010⁶

Decline in council spending power since 2010

Percentage change at 2012/13 prices



*Spending power includes government funding and council tax income

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

BBC

BBC News 18th 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

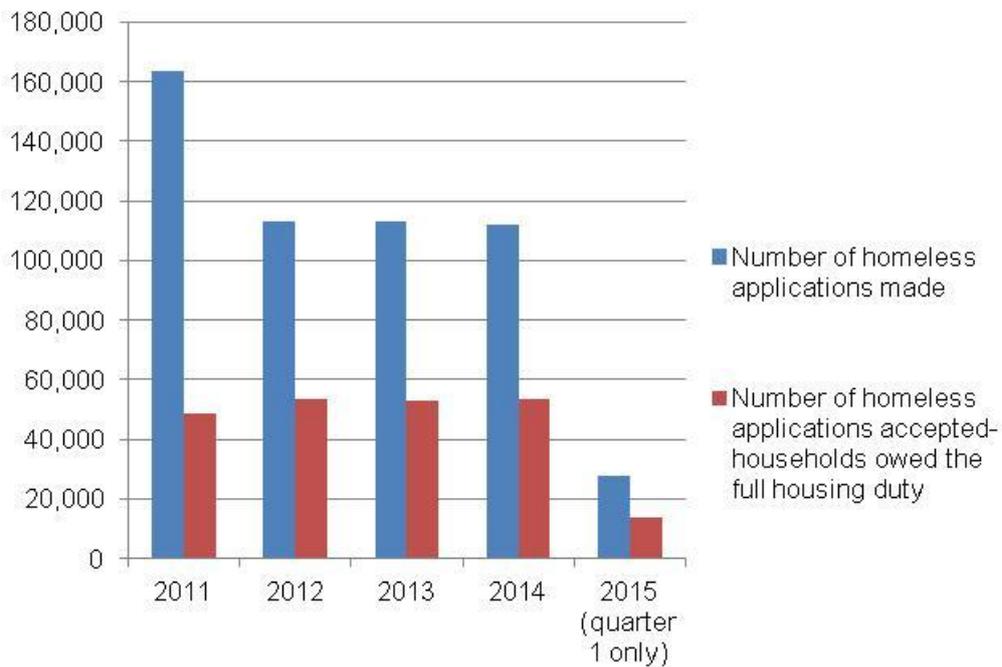
Major changes to probation occurred in early 2015 in England and Wales, when a single National Probation Service was created, to be responsible for the management of high risk offenders, and 21 Community Rehabilitation Companies became responsible for the management of low to medium risk offenders. The 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

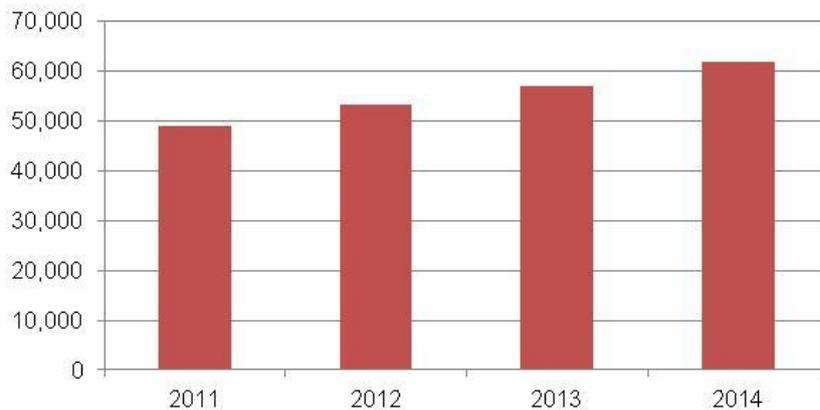
Statutory homelessness

Homeless applications made and accepted, England



Source: Homeless Link

Number of households in temporary accommodation as on the last day of quarter 4, England



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 quite dramatically from 2010 – 2011, and then fell very slightly in 2012. Since then, there has been a slow but steady rise in homeless acceptances nationally.

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 ⁵

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

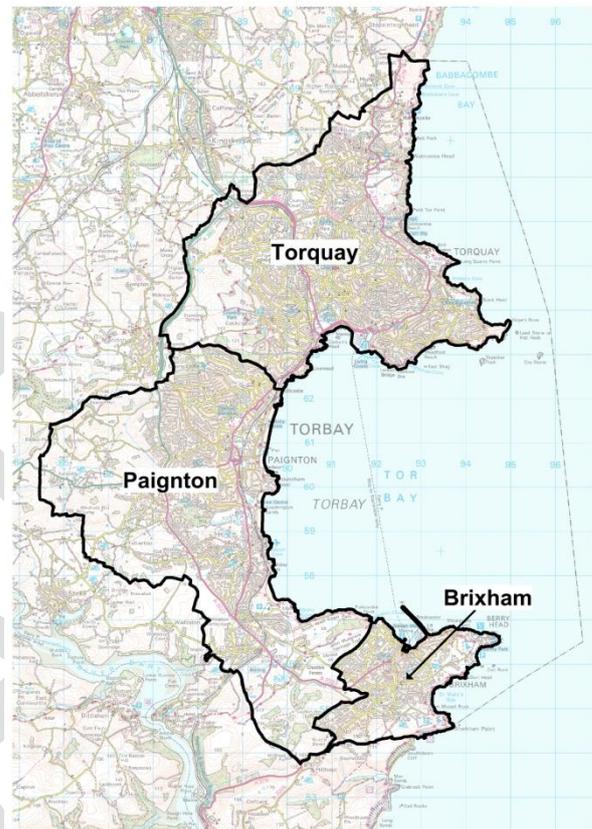
Torbay is a coastal area, encompassing the three towns of Torquay, Paignton and Brixham. It covers an area of 62.9 square kilometres/ 24.3 square miles and is administered by Torbay Council.

Distribution of homes/households within Torbay

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

Source: 2011 census, www.nomisweb.co.uk

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



Population and households within each town

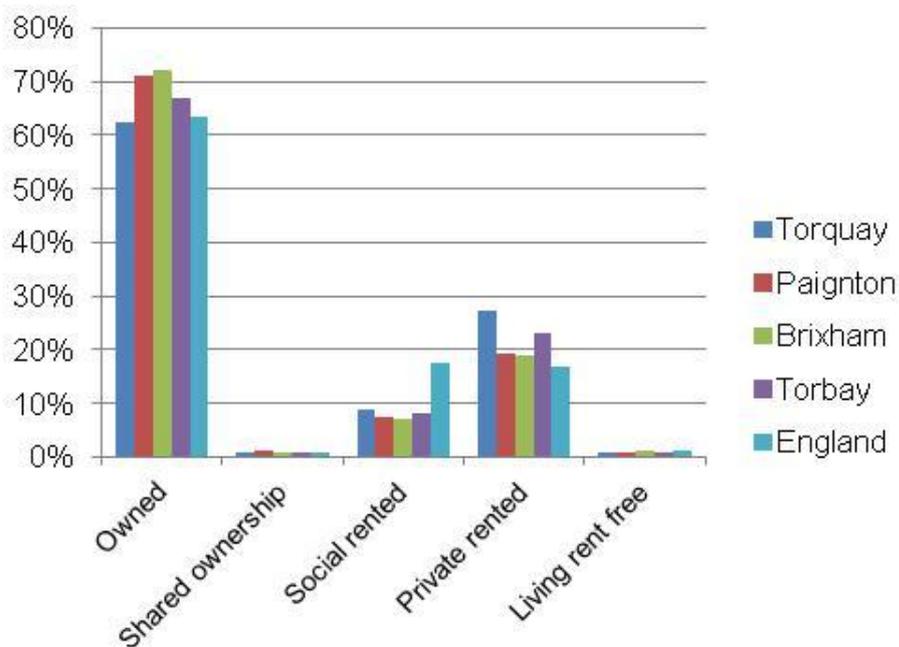
Town	Number of households	Number of people	% of households within each town
Torquay	29,510	65,245	50%
Paignton	21,764	49,021	37%
Brixham	7,736	16,693	13%
Total in Torbay	59,010	130,959	

Source: 2011 census, 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

The tenure chart shows that there is a:

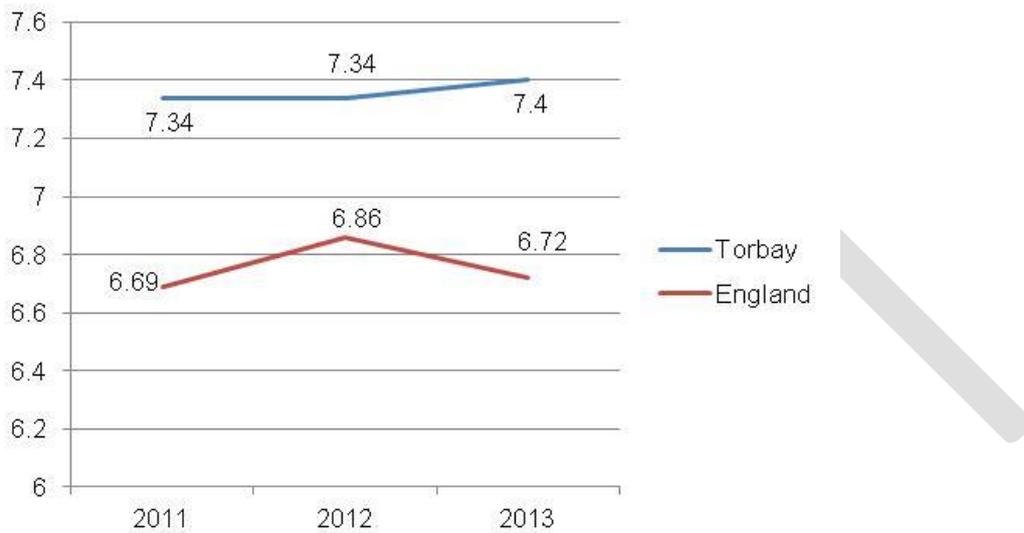
- Higher percentage of home ownership in Paignton and Brixham compared to England
- Significantly lower percentage of social rented housing in all three towns than in England
- Significantly higher percentage of private rented housing in Torbay compared to England, particularly in Torquay

Source: 2011 census, www.nomisweb.co.uk

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, 2012 and 2013 figures are provisional

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

Local Homelessness data

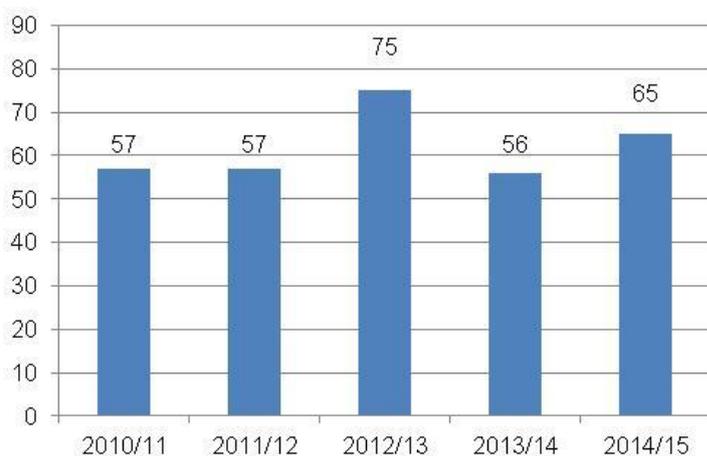
The following table shows the number of cases dealt with by the Housing Options team, where homelessness was prevented or relieved. These figures include cases where homelessness was prevented, where people were threatened with homelessness, and cases which were not statutory

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.	%								
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	
Total number accepted as owed the full housing duty	57		57		75		56		65	

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)

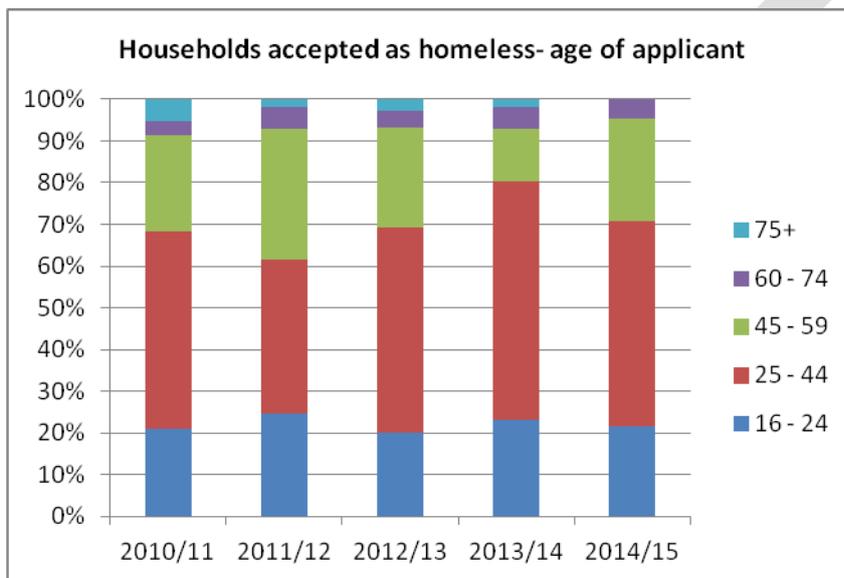
Therefore it can be seen that the reasons for the loss of previous tenancy show a different pattern to the all England figures. In Torbay, the violent breakdown of a relationship has risen steadily as the reason for loss of previous tenancy, from 19% of households in 2010/11 to 22% in 2014/15, with a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

Details of households accepted as homeless

Age of applicant



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

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.

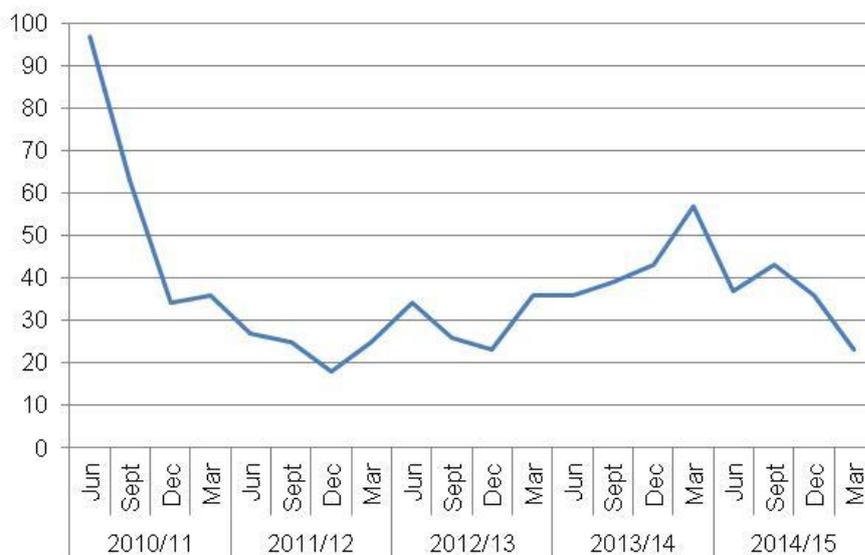
Source: Housing Options service, Torbay Council

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



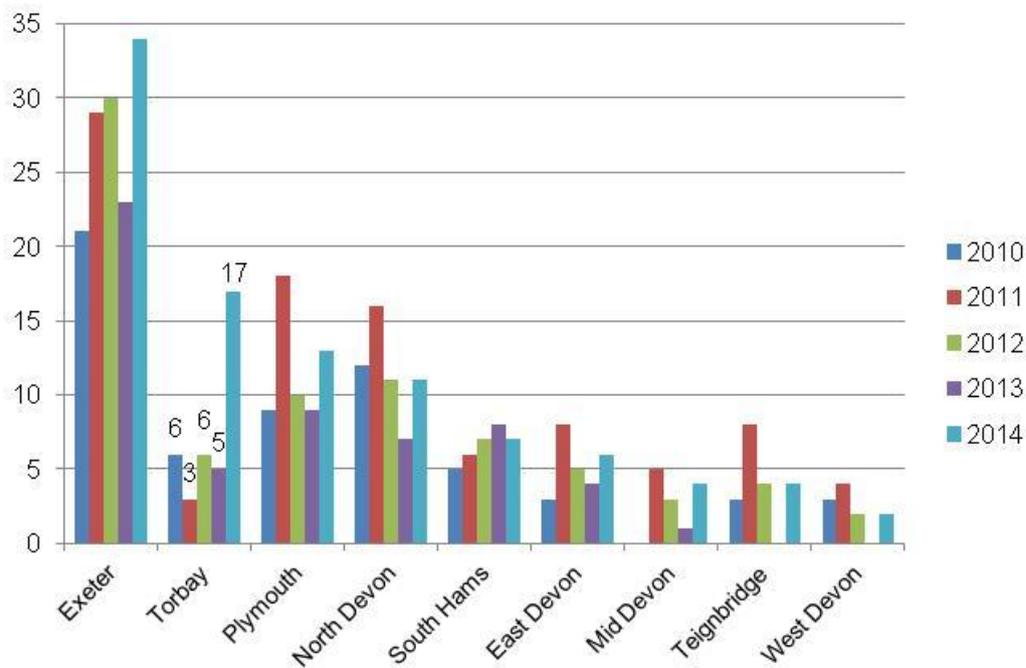
Source: Housing Options service, Torbay Council, P1E returns

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

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%.

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.

Rough sleeping has increased dramatically; this reflects a national trend, but Torbay shows a higher percentage increase than the rest of England.

DRAFT

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**, 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 September 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.

Non- commissioned services for people who are homeless

- **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 an 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 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.

Integrated Care Organisation (ICO)

From 1st 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) will become 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?” 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

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

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

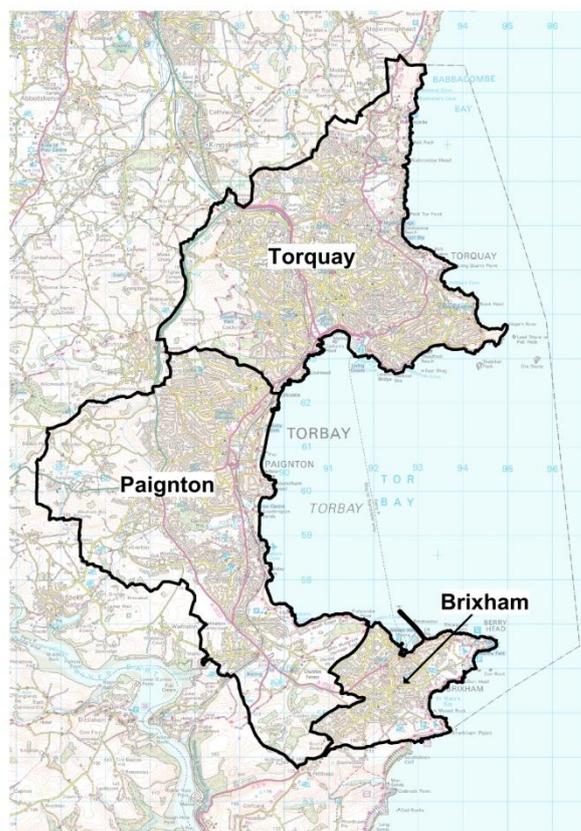


Figure 2. Population and households within each town

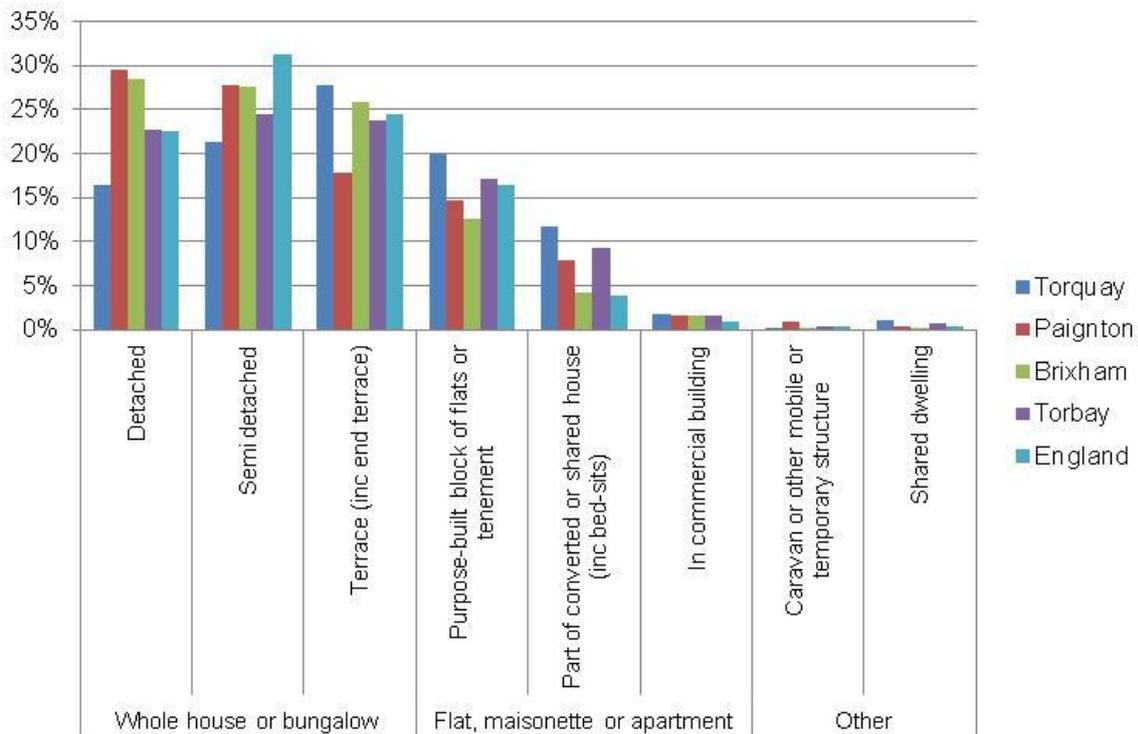
Town	Number of households	Number of people	% of households within each town
Torquay	29,510	65,245	50%
Paignton	21,764	49,021	37%
Brixham	7,736	16,693	13%
Total in Torbay	59,010	130,959	

Source: 2011 census, www.nomisweb.co.uk

Homes in Torbay

Dwelling type and tenure

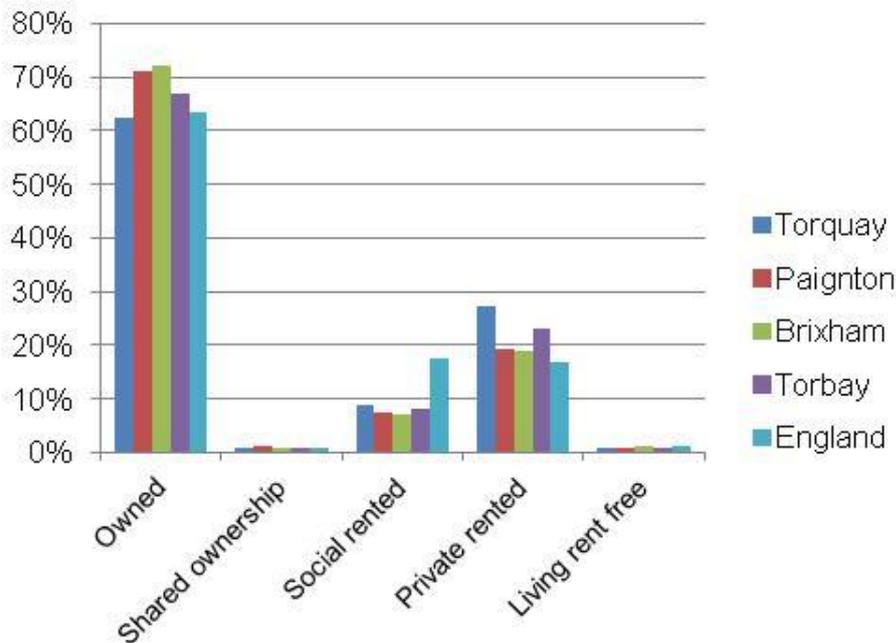
Figure 3. Dwelling type of homes in each geographical area



Source: 2011 census, www.nomisweb.co.uk

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



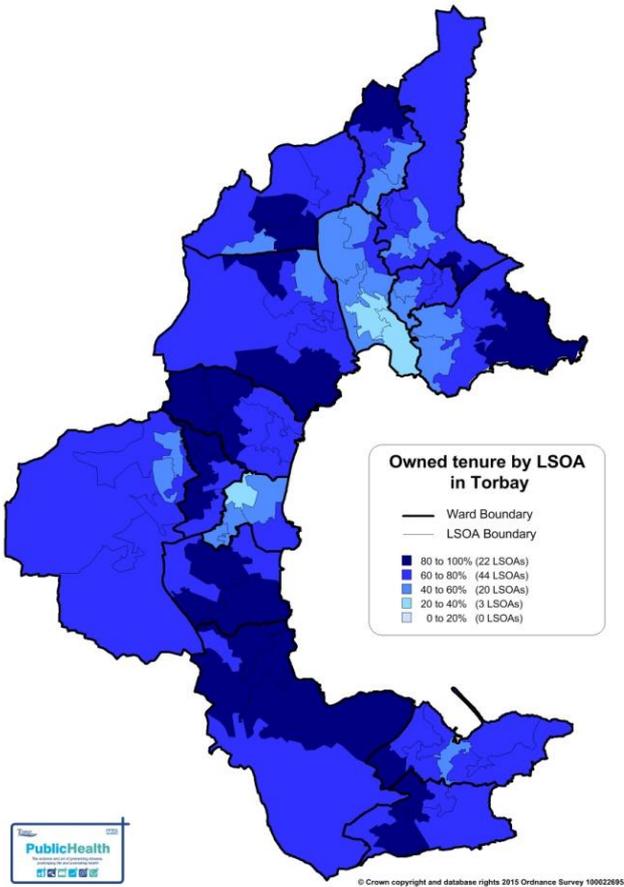
Source: 2011 census, www.nomisweb.co.uk

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

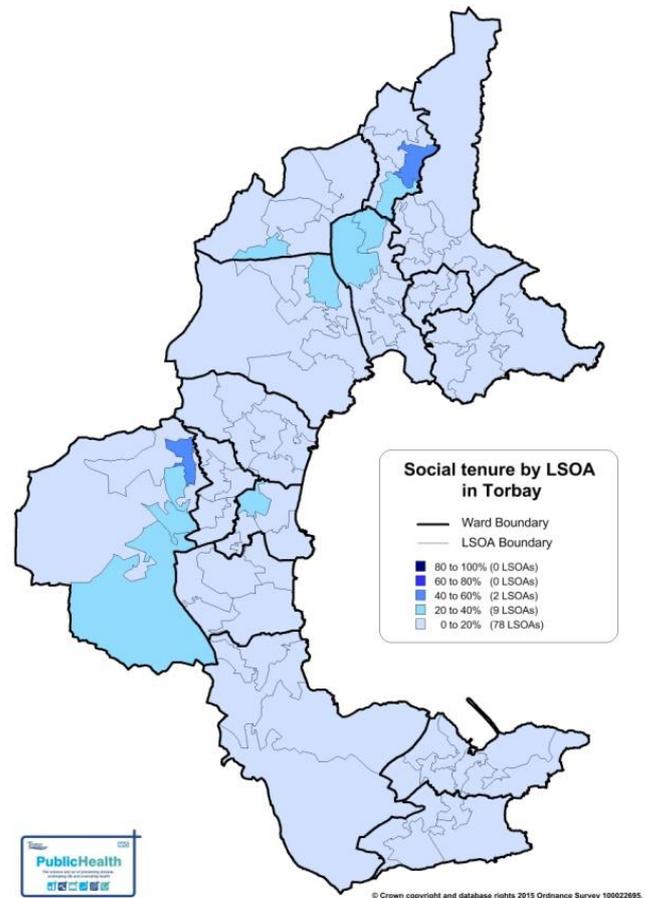
- Higher percentage of home ownership in Paignton and Brixham compared to England
- Significantly lower percentage of social rented housing in all three towns
- Significantly higher percentage of private rented housing in Torbay compared to England, particularly in Torquay

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

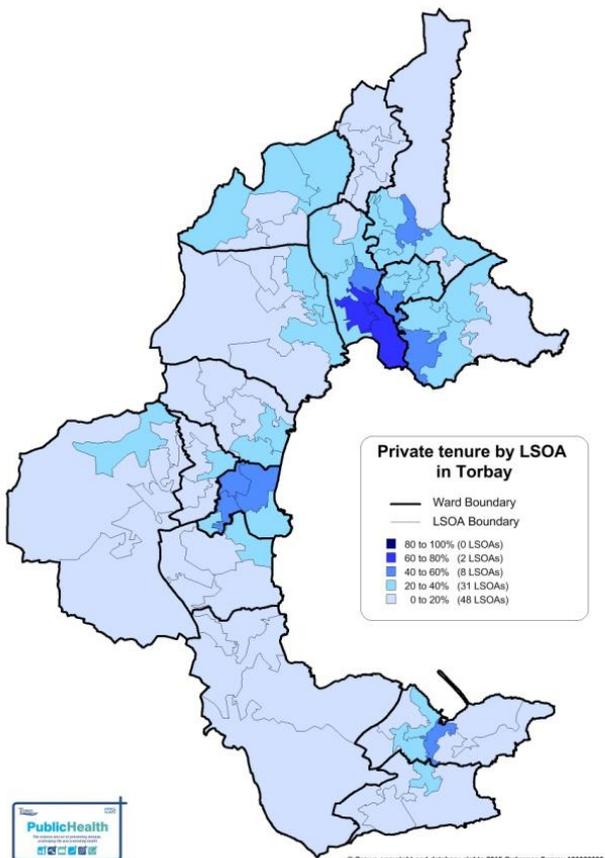


Figure 5. Owned tenure
Figure 6. Social rented tenure
Figure 7. Private rented tenure

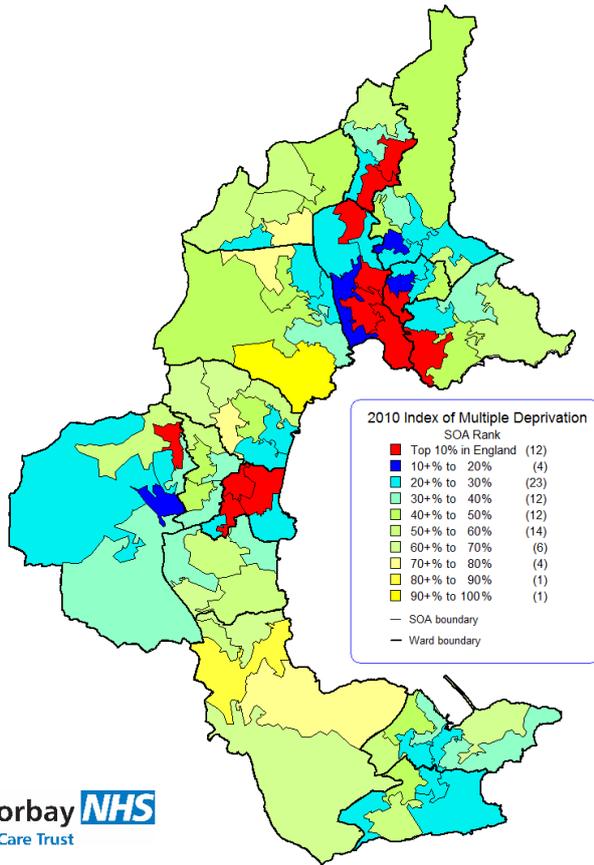
The darker the area of the map, the higher percentage of the tenure type in that area. The dark lines show ward boundaries

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

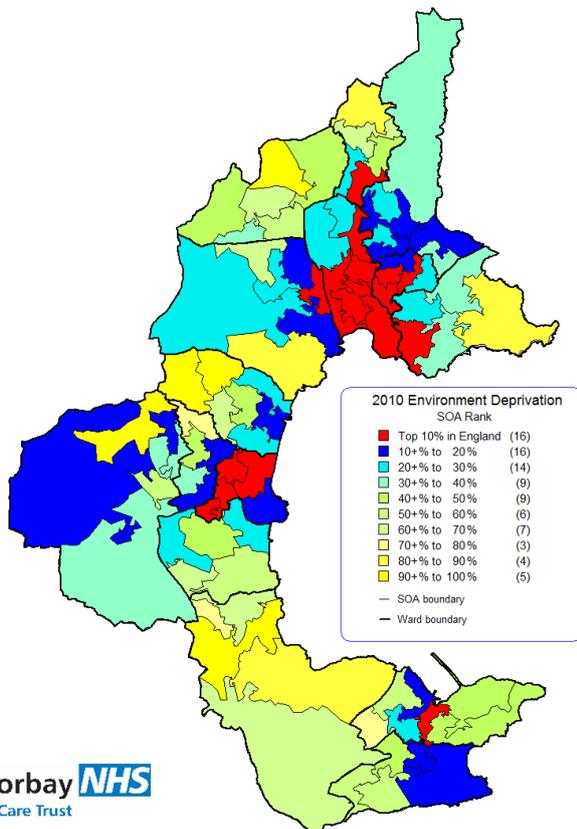
**THE ENGLISH INDICES OF DEPRIVATION 2010
RANK OF INDEX OF MULTIPLE DEPRIVATION**



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.

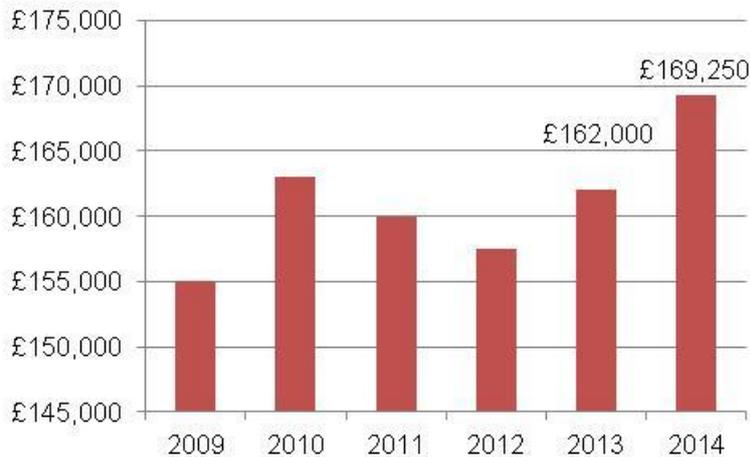
Comparing these maps with the tenure maps on the previous page:

- 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

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

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

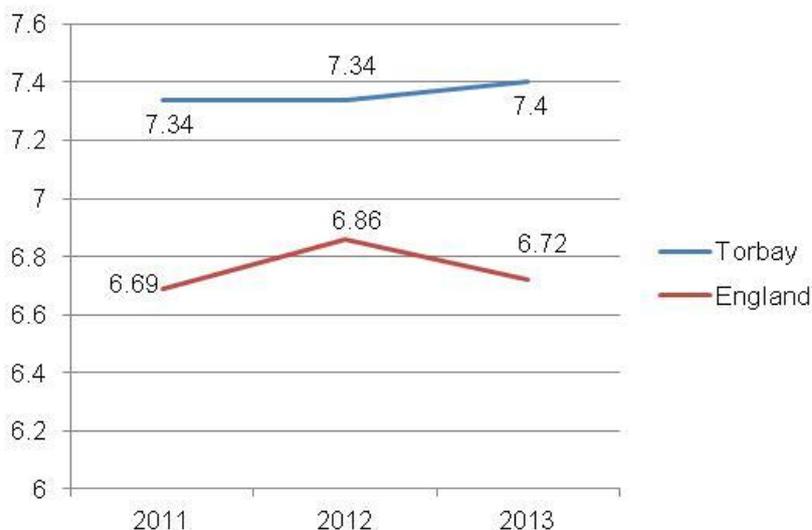


Figure 12 is a way of working out affordability of buying property- the higher the ratio, the less affordable it is for households to buy the property.

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, 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 2014¹, 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’²

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:

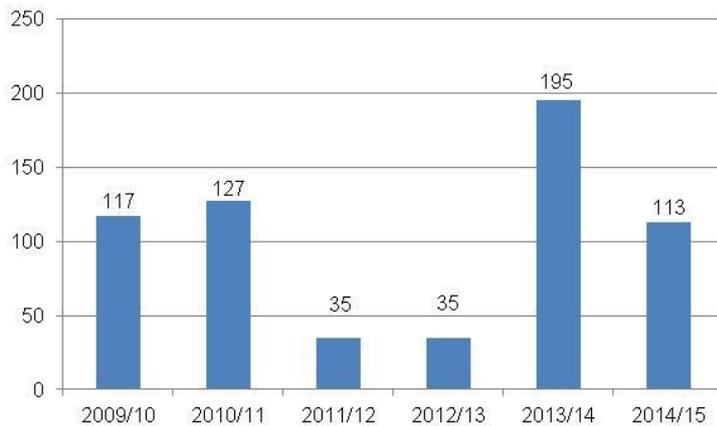
Meet the needs of eligible households including availability at a cost low enough for them to afford, determined with regard to local incomes and local house prices; and include provisions for:

- (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.

¹ Annual Survey of Hours and Earnings (ASHE), www.nomisweb.co.uk

² Page 43, 2014/15 South Devon and Torbay Joint Strategic Needs Assessment (JSNA), Living and working well, www.southdevonandtorbay.info

Figure 14. Total affordable homes delivered in Torbay



Source: Torbay Council

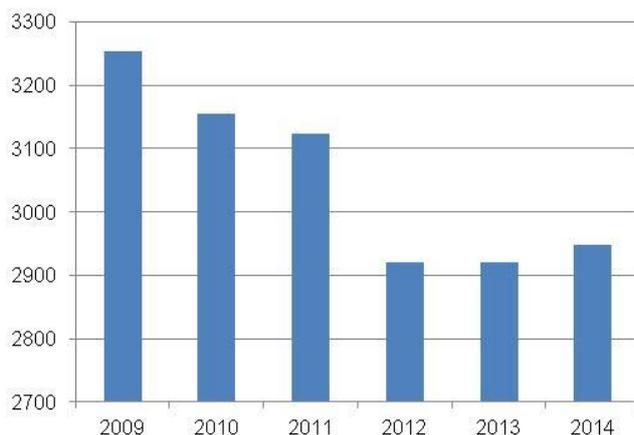
'Affordable housing is an issue in Torbay with an undersupply of social housing and relatively expensive property prices. There is a large waiting list for social housing.'³

'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'⁴

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 2012-2030'⁵ (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, Council Taxbase, Numbers as at a date in October each year

³ Page 26, 2014/15 South Devon and Torbay JSNA, Population overview, www.southdevonandtorbay.info

⁴ 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

⁵ 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

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'⁶

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.'⁷

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'⁸

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%
Total	81	

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

⁶ Page 2, 201415 South Devon and Torbay JSNA, Population overview, www.southdevonandtorbay.info

⁷ Page 9, Youth homelessness prevention commissioning strategy, Torbay

⁸ Page 20, 2014/15 South Devon and Torbay JSNA, Starting Well, 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%.⁹

Private rents

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

	Monthly average/ median private rent
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, as on 1st of each month or closest date available

⁹ 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

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 2011¹⁰

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'¹¹

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		936
2 bedrooms		78	153	211		445
3 bedrooms		26	98	66		190
4 bedrooms or more		31	60	24		116
Total	Under 5	339	458	877	Under 15	1687

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

¹⁰ Page 2, Devon Home Choice quarterly monitoring report April 2015, www.devonhomechoice.com

¹¹ Page 1, Devon Home Choice quarterly monitoring report April 2015, 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	770
Paignton	249	138	55	33	475
Brixham	84	44	14	8	150
No fixed abode/ Out of area	163	68	31	30	292
Total	936	445	190	116	1687
% of all applicants on the Torbay register	55%	26%	11%	7%	

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)	
2010/11	28	160	65	13	7	273
2011/12	6	199	97	26	9	337
2012/13	6	168	38	13	6	231
2013/14	10	215	111	36	21	393
2014/15	7	135	97	48	6	293

Source: Devon Home Choice monitoring reports, 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 reforms¹²

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
Total	544

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'.

¹² Page 4, Devon Home Choice quarterly monitoring report, July 2014, 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%
Total	589	

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)’¹³
- ‘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’¹⁴
- ‘Around 1 in 4 of children in Torbay live in relative poverty compared to around 1 in 5 across England’¹⁵
- **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’¹⁶

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.

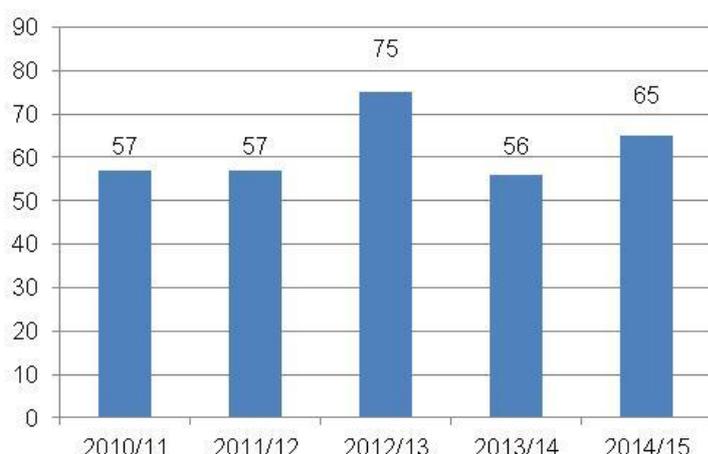
¹³ Page 42, 2014/15 South Devon and Torbay JSNA, Population overview, www.southdevonandtorbay.info

¹⁴ 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

¹⁵ Page 12, 2014/15 South Devon and Torbay JSNA, Executive summary, www.southdevonandtorbay.info

¹⁶ Department of Energy and Climate Change cited in page 29, 2014/15 South Devon and Torbay JSNA, Population overview, www.southdevonandtorbay.info

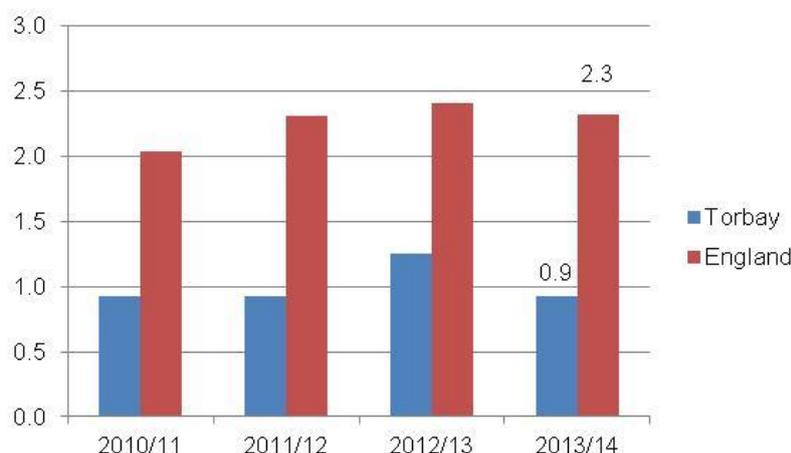
Figure 25. Households accepted as owed the full housing duty, Torbay



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.	%								
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	
Total number accepted as owed the full housing duty	57		57		75		56		65	

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.

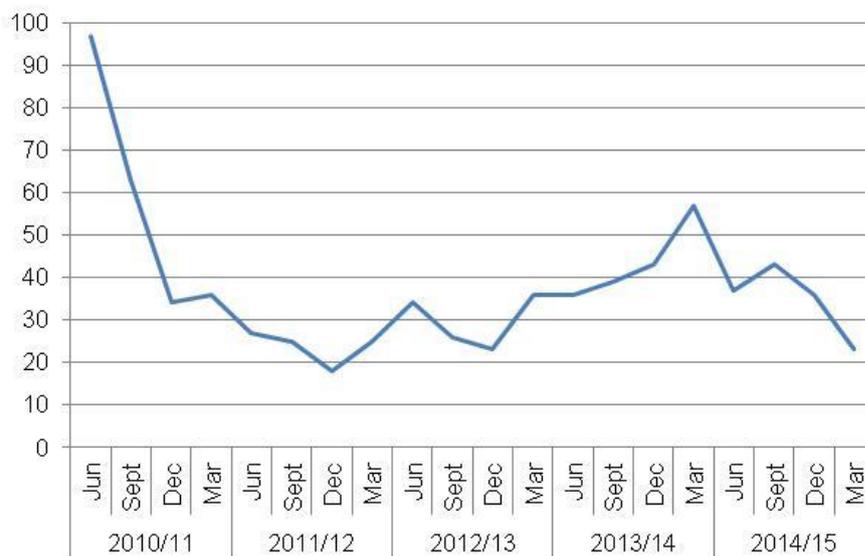
Source: Housing Options service, Torbay Council

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

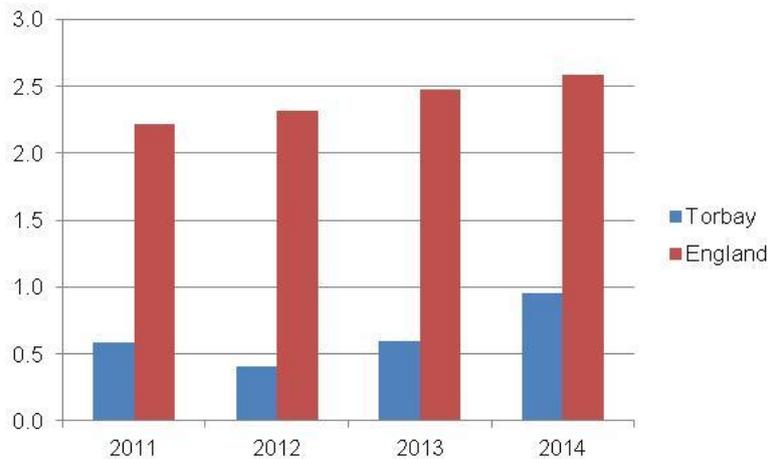


Source: Housing Options service, Torbay Council, P1E returns

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.

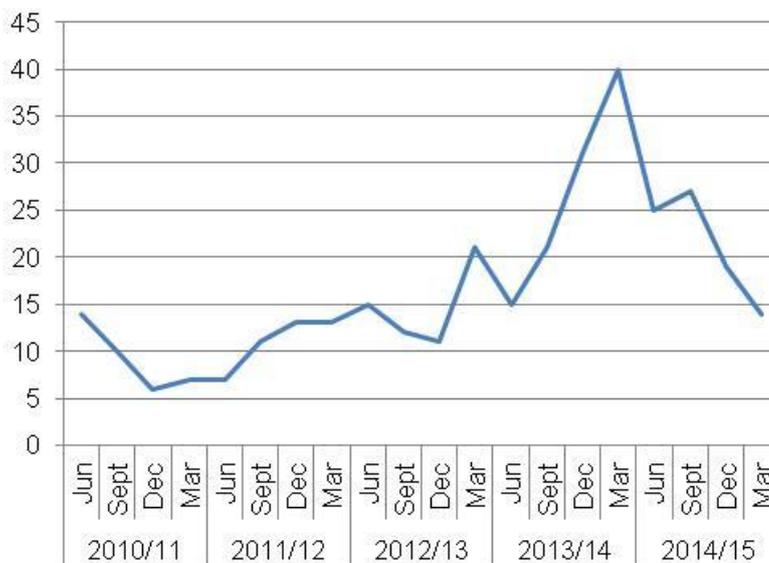
Figure 30. Number of households in temporary accommodation per 1000 households, measured on 31 March each year



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

Source: Office of National Statistics, Table 784, www.gov.uk, 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

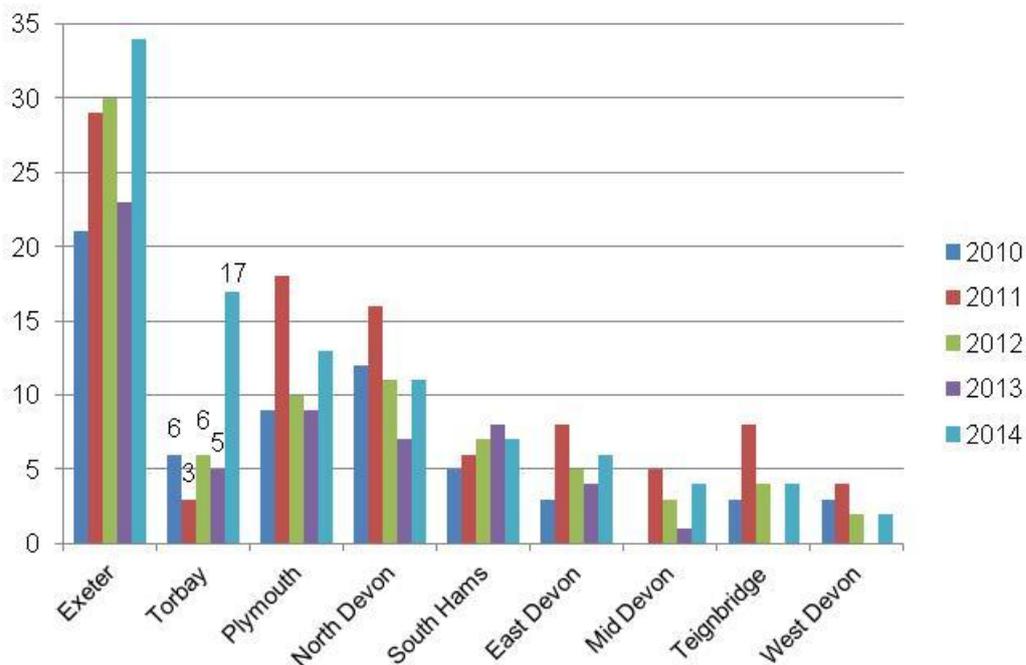
There was a high peak in use of temporary accommodation by one person households, particularly males, around the end of 2013/14.

'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 2013/14'¹⁷

¹⁷ 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
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>

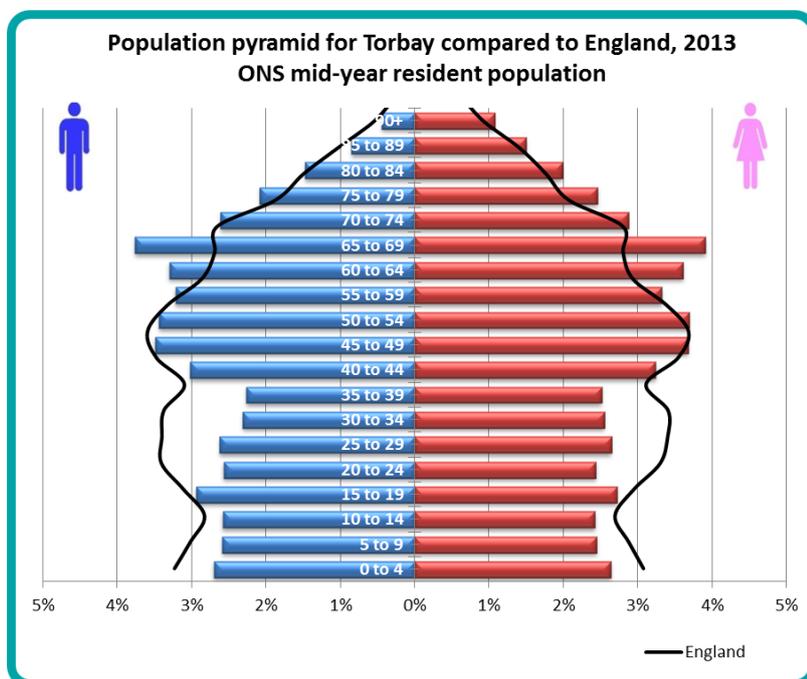
- In 2012/13 and 2013/14 there was an increase in people aged 51 years and over using Leonard Stocks Centre
- Most people using the service since 2010/11 were aged 25-50
- In 2014/15 28% of people who left the service rented privately owned accommodation. None in the last 6 years were recorded as moving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

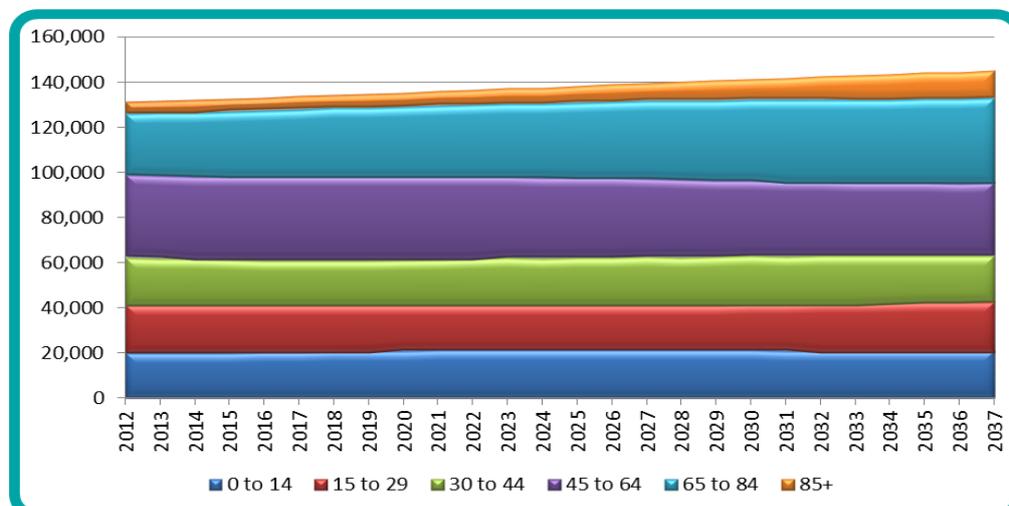
Age and gender

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

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

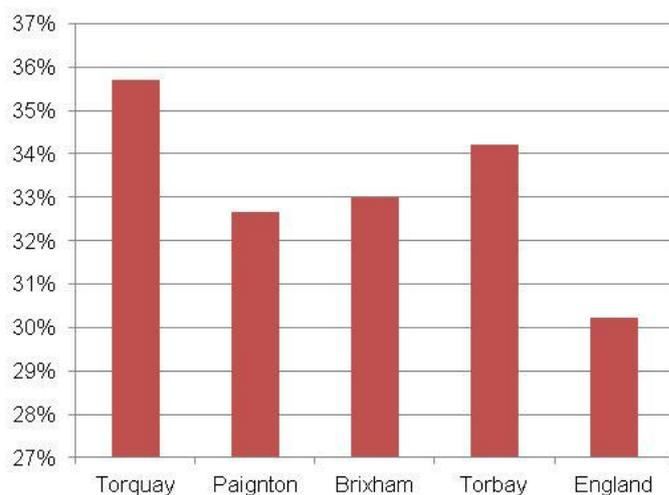
Figure 36 above shows that the proportion of people aged 45 years and over is projected to be higher in Torbay compared to England, with an increase in number and percentage aged 65 and over.

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

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'¹⁸

Proportions of households with a dependent child aged 0 to 4 with a lone parent is highest in Torquay¹⁹

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'²⁰

The census shows that compared with England:

¹⁸ Page 19, 2014/15 South Devon and Torbay JSNA, Developing Well, www.southdevonandtorbay.info

¹⁹ Page 20, 2014/15 South Devon and Torbay JSNA, Starting Well, www.southdevonandtorbay.info

²⁰ Page 2, 2014/15 South Devon and Torbay JSNA, Ageing and dying well, 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.'²¹

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

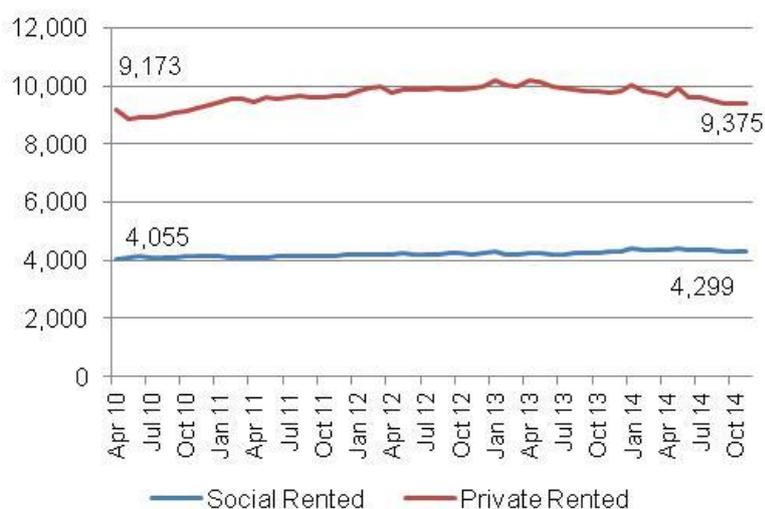
Housing Benefit claimants

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.

²¹ 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

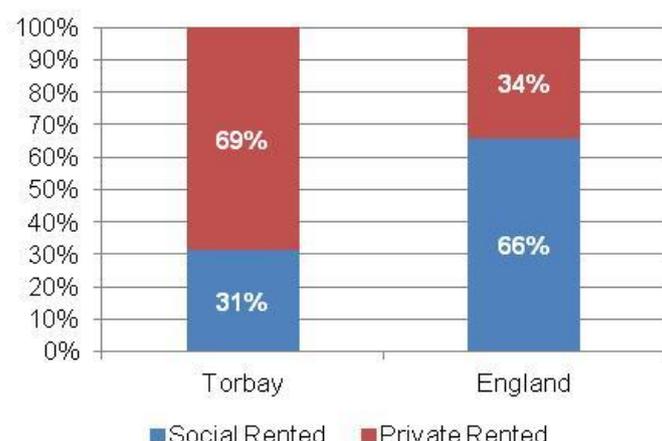
Figure 38 Number of Housing Benefit claimants, by tenure



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

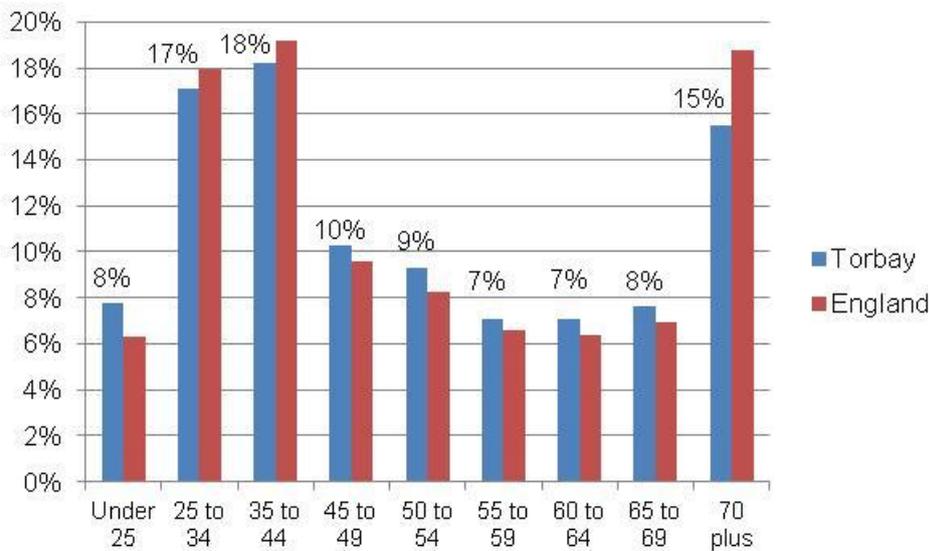
Figure 40. Tenure type of Housing Benefit claimants, February 2015

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



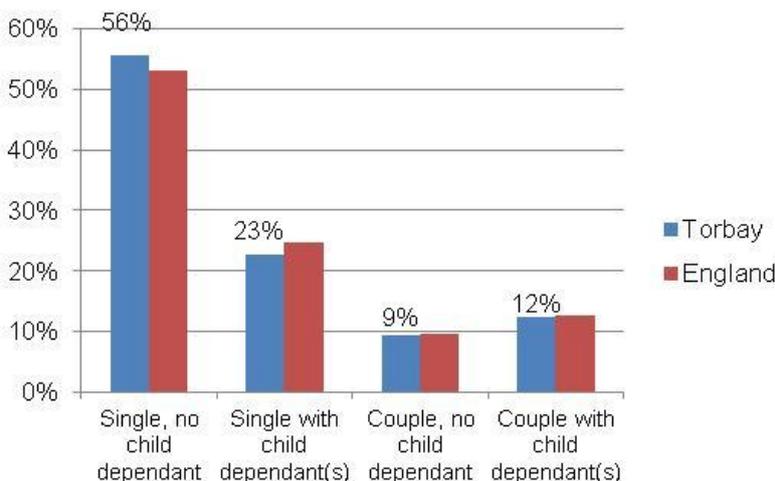
Source: Department of Work and Pensions, <https://stat-xplore.dwp.gov.uk>, refers to the age of individual claimant or, if claiming as a couple, the eldest age within that couple

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.

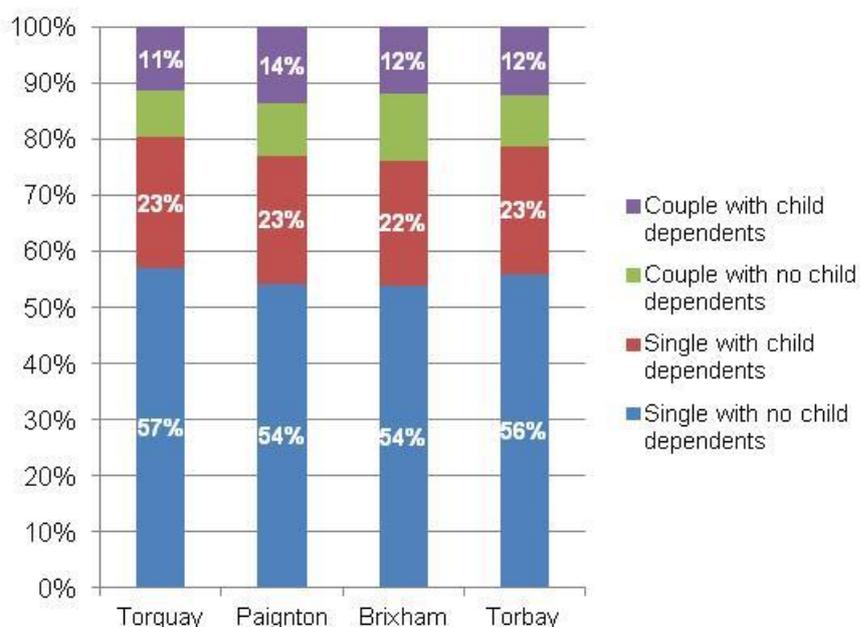
Figure 42. Family type of Housing Benefit claimants, 2014



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%
Total in Torbay	16,265	59,903	

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

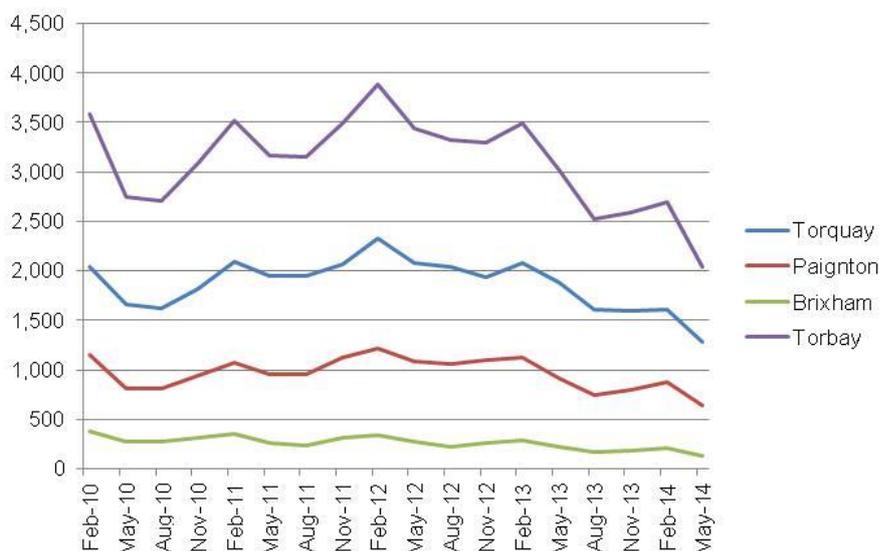
Similarly to Housing Benefit figures:

- 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%.²²

Figure 45. Claimants of Job Seekers Allowance

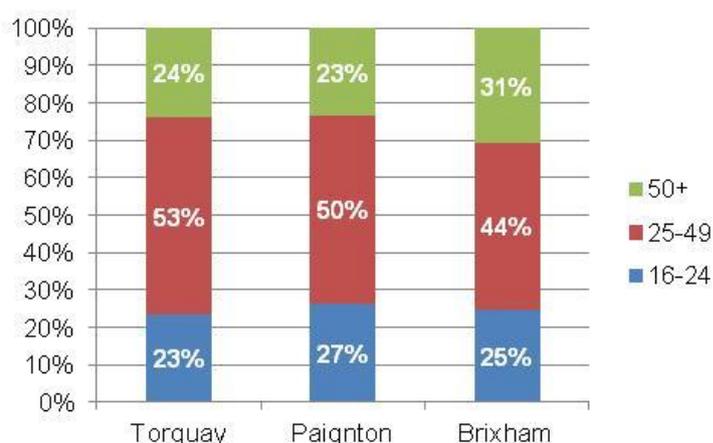


The number of claimants has decreased since 2010 in all three towns.

Source: Department of Work and Pensions, www.nomisweb.co.uk

²² 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,

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 England²³

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'²⁴

'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.'²⁵

²³ Page 30, 2014/15 South Devon and Torbay JSNA, Developing well, www.southdevonandtorbay.info

²⁴ 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

²⁵ Page 2, 2014/15 South Devon and Torbay JSNA, Population overview, 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

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

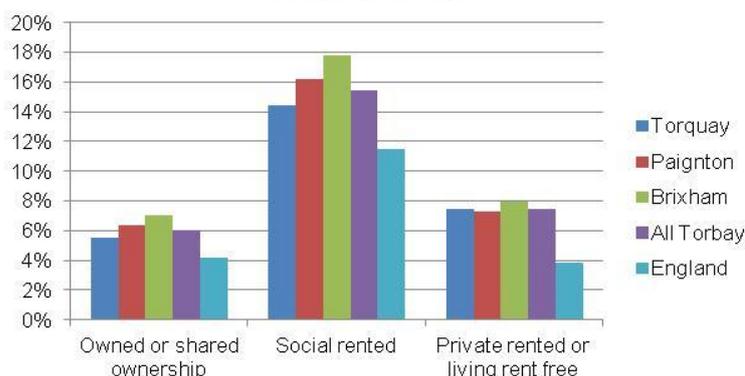
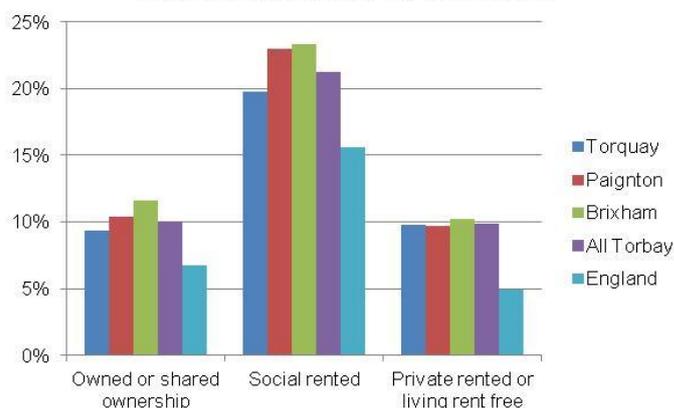


Figure 49. Proportion of people in each tenure type with disability that limits day to day activities a lot



Source: 2011 census, www.nomisweb.co.uk

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.'²⁶

²⁶ Page 57, 2014/15 South Devon and Torbay JSNA, Living and working well, 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

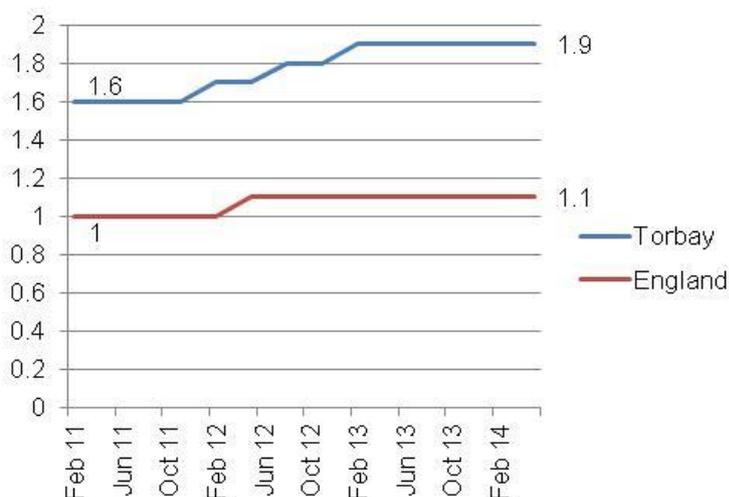
In the last 12 months:

- 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

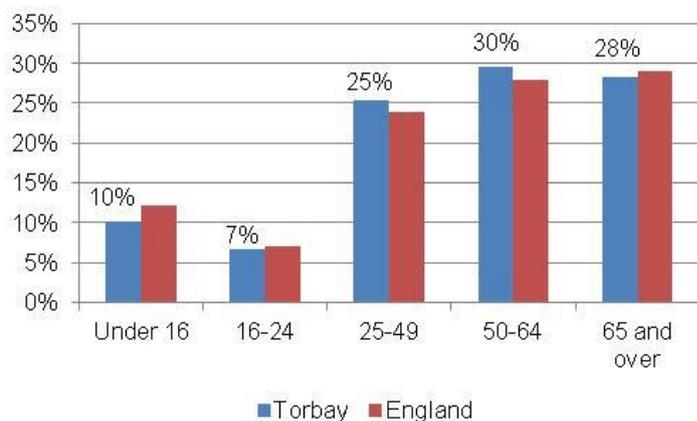


There is a higher percentage of people aged 16-64 claiming benefits who are disabled, compared to England. Torbay has seen a greater increase in the percentage of 16-64 year olds claiming a disability benefit.

Source: Office of National Statistics, www.nomisweb.co.uk, 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.²⁷

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

Mental health

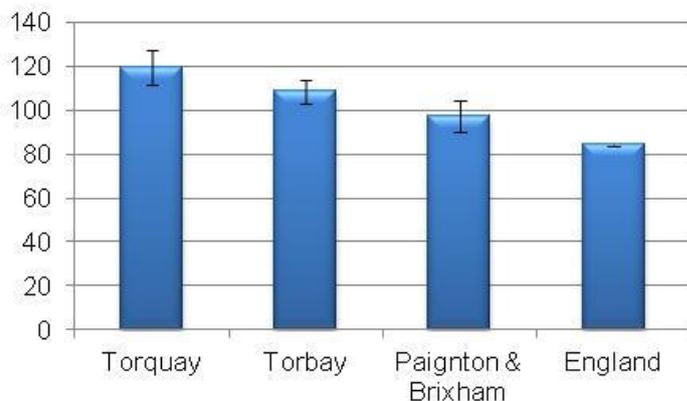
Figures 53 and 54 below show where people are registered with a GP and are known to have a mental health issue.

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

²⁷ Department of Work and Pensions, Office of National Statistics, 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 support²⁸

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

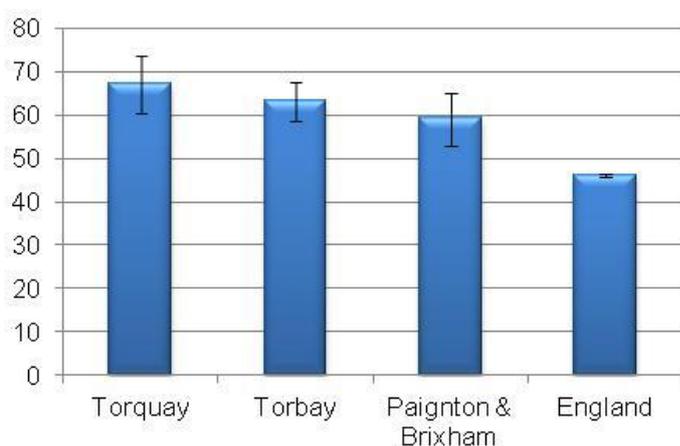


Figure 56 shows that there is a higher number of people aged 18 and over known to have a learning disability in Torbay areas than in England. 'This could suggest higher levels of recognition within primary care. However there are still estimated to be a noticeable number of persons with a learning disability not known to primary care.'²⁹

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.'

²⁸ Pages 7-9, 15, A mental health commissioning strategy for Devon, Plymouth and Torbay 2014-17

²⁹ Page 39, 2014/15 South Devon and Torbay JSNA, Ageing and dying well, 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

Number of households in Torbay	Number of applicants on the Torbay register living in Torbay, per 1,000 households	Number of these, who have mobility needs, per 1,000 households
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

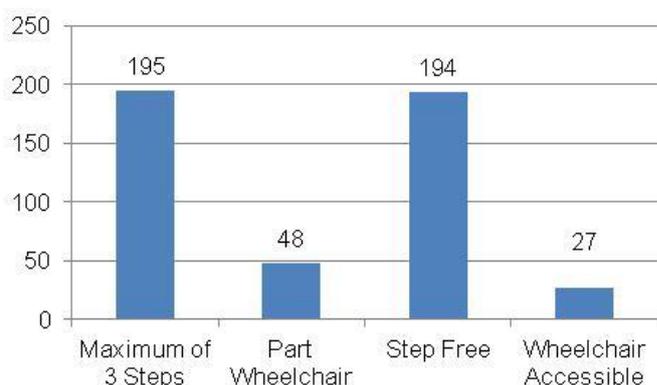


Figure 58 shows that:

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%
Total	464	28%

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
Total	84	344	510
% 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

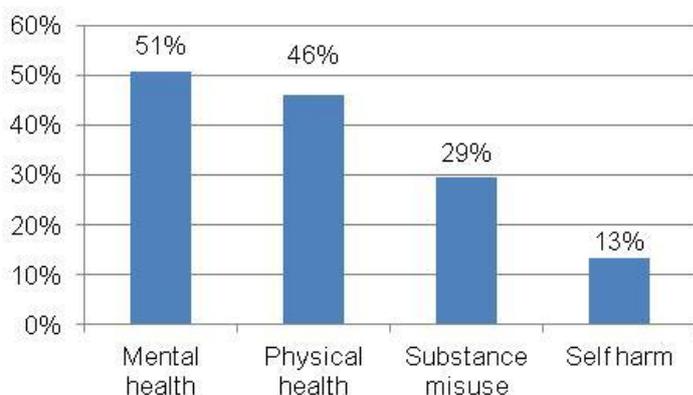
Other health/ disability needs on the register include: hearing, visual or speech impairment

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.

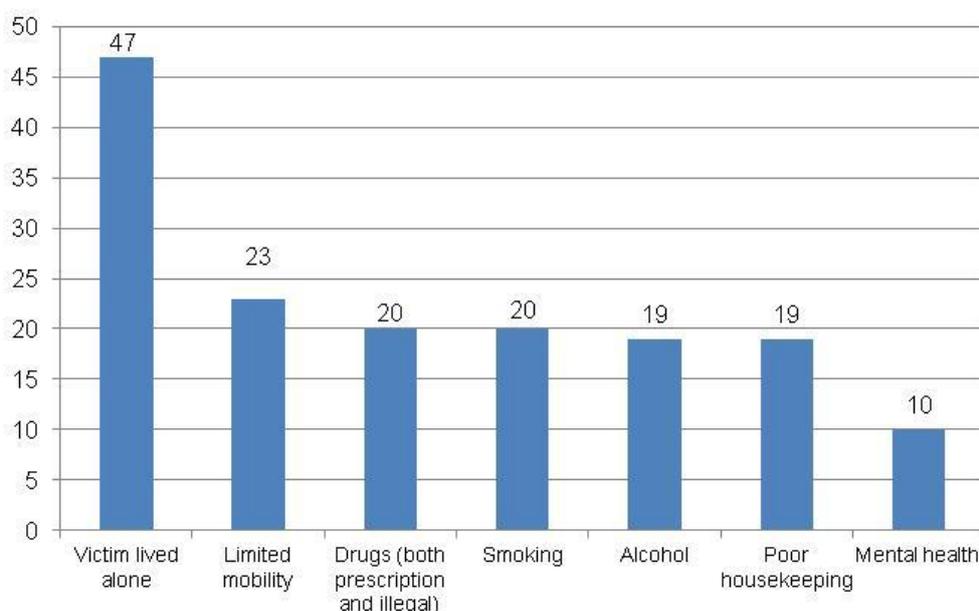
This chart shows the percentage of the 913 people who left services in the year who were identified with these needs. About half had a mental and/or physical health issue.

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

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.'

End of report

**Consultation on the future of
Baytree House short breaks unit for
people with learning disabilities in
Torbay**

www.torbayandsouthdevon.nhs.uk

Welcome

Torbay and South Devon NHS Foundation Trust is seeking your views on the future of Baytree House, its in-house short breaks unit in Torbay.

This consultation document provides you with the background to the Trusts proposals and why there is a need to change the way that short breaks (respite) are provided to people with a learning disability in Torbay. The consultation will provide you with an opportunity to formally share your views on the proposals.

The Trust wants to make the right decisions for individuals and their carers, whilst also considering the tough choices that need to be made in order to ensure services remain fit for purpose, viable and financially sustainable in the future.

Why change is needed?

In 2014, the local NHS published its Learning Disability Operational Commissioning Strategy.

The document outlines how the Trust will commission and provide quality support to people with a learning disability and their carers in the future. The strategy sets out why it is necessary to deliver changes in learning disability services in Torbay. It looks at the types of services which need to be provided now and in the future. It also describes what needs to change locally to modernise services and improve and enhance the lives of people with a learning disability in a challenging financial climate.

The strategy explained that the NHS in due course would no longer be a direct provider of learning disability services and that we would be implementing a change programme in all areas of provision. Successful changes have already occurred in day services, with the creation of the high needs service at Hollacombe.

Last year the NHS also consulted on its policy for short breaks and this has been in place since 1st April 2015. The policy included a new approach to providing eligible carers, with funding for a short break, much more options for the type of break they have. The policy also brought the Trusts approach to short breaks up to date in respect of supporting carer's rights under the Care Act. This is a new piece of government legislation brought in from April 2015 to ensure care and support is more consistent across the country.

Why change is needed for Baytree House?

The Baytree House short breaks service is situated in a large traditional Torbay Victorian Villa. The building is located in Croft Road, central Torquay. The building is

owned by Torbay Council and leased to the NHS on a 'peppercorn' basis, meaning the rent is given at a low cost.

Currently Baytree House has a maximum capacity of eight beds, however the average occupancy is approximately between three and four placements. The total cost of running the unit including staffing costs is £509,000 per year.

The structure of the building means that several of the bedrooms are inaccessible for wheelchair users and people with significant physical disabilities. The building also has a number of constraints meaning it cannot be altered, for example ceiling tracking that enables the safe hoisting of people and movement around the premises for people with complex physical needs cannot be installed.

There is also a well evidenced change in the demographics of people with learning disabilities. The numbers of people with profound and multiple disabilities is going up, and although it is good news that many people with a learning disability now enjoy a longer life expectancy it does mean that the service has seen an increase in the physical frailty and mobility problems that are associated with old age. Therefore Baytree House is not always the best care setting for individuals with these more complex needs.

In the last financial year Baytree House had an average occupancy of 3.6 residents per week, with the majority of placements made at the weekends. This gives a 45 percent occupancy rate for short breaks, meaning that per year each bed currently costs approximately £125,000 to run. There has been a downward trend in use over the last four years with a 17 percent reduction in bed occupancy.

With this in mind, we believe change is necessary. We want local services to be the best they can be and meet the commitment set out in the learning disability strategy but in order to do so we must change the way they are provided. By doing so we can create a wider breadth of sustainable services that meet people's needs, now, and in the future.

Working with you

Our change programme for people with learning disability has used a "co-design" model. This involved a series of meetings with parents and carers, prior to this formal consultation, to seek their views and help shape the proposals that are being put forward in this document. The co-design approach has enabled carers, parents and individuals involved have an influence over the type of short break they can access in the future. By working together with carers the Trust believes it can design a range of alternatives that not only give people more choice and control over their chosen short break but ensure quality, reliability and financial sustainability in services.

Carers of Baytree House users have been invited to these meetings, in addition to carers and parents of children and adults in transition, as well as wider groups of carers of people with a learning disability or interested parties.

Through co-design, the Trust has discussed new options for short breaks and looked at ways in which carers can use and combine their personal budget allowances to find better-suited alternatives to current provision. This included a session with five independent sector providers of bed based and alternative community based short breaks. The providers were able to talk about what services they could offer and carers were able to discuss concerns they may have had about any alternative provision. The Trust also shared its rationale for change, discussed how the future may work and gave its commitment to support to carers and parents throughout the planning and transition of any change process.

In the previous consultation work held in 2012 and our co-design work this year with regard to day services and short breaks, the following themes have emerged from people with learning disabilities and their carers.

- People felt that there should be more choice
- People want to improve community participation, independence and choice
- People and their carers said they needed help accessing those opportunities and using a personal budget
- People said that building based services would still be required for people with the most complex needs
- People also said that new services should be properly monitored quality assured and reliable.

What we are proposing

To create a wider breadth of sustainable services that meet people's needs now and in the future the Trust is proposing to close Baytree House. The Trust will work with carers and individuals to provide alternative short breaks that better meet people's needs.

This means that people would no longer receive short breaks at Baytree House but by combining personal budgets and working with carers, a range high quality, flexible replacement short breaks would still be available. These would be provided by a range of providers from the independent sector, to offer people more choice and control over the type of short break they would like to access.

The Trust is proposing to close Baytree House in April 2016. For all those using Baytree House as a short breaks option, the Trust has given its commitment to ensure improved support and planning for people, to help them use personal

budgets to meet their outcomes and manage their money to support a new short break of their choice.

How to have your say

The consultation will run from Friday 4th December 2015 closing on Friday 5th February 2016. It will run for a total of nine weeks to account for the Christmas break.

You will be able to have your say by completing the consultation questions at the end of this document and returning it to the freepost address or alternatively by going on to our website and completing the electronic form.

We want to provide as many opportunities as possible for parents, carers and people with learning disabilities to understand the proposals and share their views and feedback. As part of this formal consultation, we will give you the opportunity for further face-to-face dialogue. You will be able to book a one to one slot at a consultation surgery on **Tuesday 15th December from 9am- 4pm** with Jo Williams, Assistant Director Adult Social Care and/or Steve Honeywill, Head of Operational Change. This will enable carers and parents to clarify issues and speak confidentially about any further concerns that they were unable to raise or address as part of co-design meetings.

If you are unable to attend a slot at this session you can call 01803 217695 to arrange an alternative time to either meet or talk directly to one of the team via telephone.

All of the feedback from the co-design meetings, surgery session, over the telephone and the consultation will be incorporated into the consultation report for a decision by the NHS Trust Board and Torbay Council Scrutiny.

Consultation questions

The Trust now needs your help. Please share your views with respect to the proposed closure of the short breaks unit at Baytree House and the proposal to provide alternative short breaks. When taking part in the consultation please consider the following:

1. Has the Trust has taken all the facts into account in its proposals and if you think they are fair?
2. Do you have any concerns you may have about any of the proposals outlined in this consultation document, and how these concerns could be reduced?
3. What support you would like if any changes were to go ahead?

The Trust is seeking your views on the following questions. If there is not enough space to write your response please attach additional sheets and these will be included, along with your response.

<p>1. Do you agree with our proposals to close Baytree House and provide alternative bed and community short breaks? Yes <input type="checkbox"/> No <input type="checkbox"/></p> <p>Additional comments</p>
<p>2. Do you currently use Baytree House? Yes <input type="checkbox"/> No <input type="checkbox"/></p>
<p>3. Do you feel you have been able to help shape and influence the proposals by taking part in the co-design process? Yes <input type="checkbox"/> No <input type="checkbox"/></p>
<p>4. What are the features of a good short break service, in your view? Please list the aspects that matter to you.</p>
<p>5. Are there any unique features about the service provided at Baytree you would like other providers to continue?</p>
<p>6. Are there any aspects of the service at Baytree which you think could be improved?</p>
<p>7. If you have chosen not to use Baytree would you be able to outline the reasons?</p>
<p>8. If have considered other providers, please give us any feedback you have on them.</p>
<p>9. Do you think this proposal is unfair towards any group of people (with regards to their gender, ethnicity, age, religion, disability or sexuality)?</p>

How to respond

You can take part in the formal consultation by post, online, telephone, or attending a surgery session. Any feedback you have already submitted as part of the co-design meetings will still be taken into consideration in the final report.

Please respond to the consultation no later than **Friday 5th February 2016**.

Post: You can submit your formal response by completing the form above and sending via post to:

FAO Steve Honeywill
FREEPOST(RRLE-KHTU-ZGEU)
Torbay and South Devon NHS Foundation Trust
Bay House
Riviera Park
Torquay
TQ2 7TD

Online: You can complete and submit the consultation form via the Trust website www.torbayandsouthdevon.nhs.uk/about-us/news-and-publications/consultations/

Consultation surgery: If you would prefer to speak to someone in person you can book a slot at the consultation surgery on **Tuesday 15th December 2015 from 9am-4pm**. To book a suitable slot please call 01803 217695.

Telephone: To speak to someone via the telephone please call 01803 217695 between 10am-4pm, Monday to Friday, you may not be able to speak to a representative straight away but you will be given a call back by one of the team. You can also leave message, requesting a call.

Thank you

Thank you for taking the time to come along to the co-design meetings, read this document, and respond to the consultation. We hope that it gives you a clear understanding of why the Trust is proposing changes to short breaks in Torbay.

Torbay and South Devon NHS Foundation Trust is very proud of the services it runs and we know that you are too. By working together, we can help shape the future of short breaks, ensuring that any alternative provides high quality, sustainable and modern care to you and your loved ones.

All of your comments from the co-design meeting and consultation will feed into the decision making process.

Frequently Asked Questions (FAQ)

Consultation on the future of Baytree House short breaks unit for people with learning disabilities in Torbay

1. Why do we need to consider new options for short breaks?

Over the last four years we have seen a decline in the number of people using the Baytree House facility. A factor in this is that many people are now moving away from traditional overnight placements and opting for more flexible care arrangements.

Those who do use the unit have increasingly more complex care needs meaning Baytree House may not always be the most appropriate care setting.

Our operational commissioning strategy for people with a learning disability was approved in 2015 and following a public consultation, we revised our short breaks policy in April 2015. These both made a commitment to ensure that carers and clients can access a wider range of mainstream and support services. The implementation of the Care Act will also provide people with the opportunity to create a support plan that gives them more choice and control of the services they receive and we need to look at ways in which we can implement this.

2. What options have been considered to keep Baytree House open?

A number of other options have been considered to improve the occupancy at Baytree House including, using the unit for other activity, looking for a new provider to run services from the existing building or moving Baytree House to another site.

Whilst there would be some advantages to these options a full assessment has been done and by closing Baytree House and reinvesting up to £250,000 from your combined personal budgets into new services, we can provide a wider range of support services that will ensure we can better meet peoples care needs and ensure financial sustainability.

A social enterprise would not have been a viable option in this case.

3. There has been a delay in assessment reviews. Could you not just reassess everyone and increase the amount of referrals into Baytree House to improve the occupancy?

Whilst delays in assessments may occur from time to time this does not account for the low, and consistently reducing, level of occupancy for the unit over the last four years. People are already changing the way they use short breaks and reducing occupancy is an ongoing problem for the unit, whilst any delays in reassessment are sporadic and temporary.

4. I don't use Baytree House, so what does this have to do with me?

Although you may not use Baytree House currently, we still want your direct input in this process. As a carer of a person with a learning disability, you may well want to access a new or alternative type of short break in the future. By taking part in the consultation you will be

helping to create a short breaks market that will provide you with much more choice and control you should you wish to access it in future.

5. Is this about saving money?

Like any organisation the NHS has to ensure that services are cost effective. Currently the unit is only occupied 45 percent of the time. With staffing and building costs, it is just not sustainable to keep Baytree House running in its current form.

The building will require a high level of investment in the coming years to keep it safe and up to standard and all this will come at a high cost.

Like every public sector organisation we have to work within our set budget. By closing Baytree House we can reinvest up to £250,000 into high quality alternatives that will be sustainable for the future, whilst ensuring we meet our financial target.

6. Will I lose a service?

You will continue to receive services that are in line with your care needs assessment. This process is about working with you to find suitable alternatives that meet your needs but that are reliable, high quality and ensure financial sustainability for the future.

By taking some time to work with you we can look at short breaks differently. We can create more choice and flexibility for people to use their personal budgets in a way that is more meaningful for them and in line with national policy.

7. Will Baytree House close?

It is envisaged that Baytree House will remain open until April 2016, after that new care provision will be put in place. This will be after a consultation has taken place and been evaluated and we have worked with you to find an option that best meets your needs.

8. Do you already have alternative services in mind?

You are the experts in your care and situation and we wanted to get your input through the co-design process before developing any alternative service.

A number of options do already exist within the short breaks market and anyone who attended the last co-design meeting will have had the chance to see and talk to other providers that already exist within Torbay, our commissioners are also looking at ways in which we can widen the market, based on your feedback.

Through the support planning process we want to find the very best solution for you and your loved ones to ensure quality, flexibility and sustainability.

9. How can you guarantee the new service will meet my care needs?

The Care Act, which came into force in April 2015, requires us to focus on the person, their needs, choices and what they want to achieve. It will put you in control of your life and the

care and support you receive and provide people who use services, and carers, with clear legal rights to a care and support plan. The Trust will ensure it uses this approach to make sure people receiving short breaks have choice and control.

You will receive a care review with SPACE (Support Planning Active Communities and Engagement) and they will give you a full care review. This is usually done annually but will be brought forward as part of this process. In this you will be able to outline your needs and we will be able to seek out options that meet them.

10. What if I don't want to combine my personal budget to be part of the new short breaks provision?

It is your personal budget and you can use it in whatever way you like to give you the care and support you need to function in your role as a carer.

Those who do want to combine their budgets to find a new short break can do so and we will fully support them in this process.

11. What will happen to the Baytree building once it has closed?

Baytree House is owned by Torbay Council. The Trust have a lease agreement with them. This lease is known as a 'peppercorn rent' meaning the Trust pays very little for the use of the building. If new options are put in place and Baytree House closes the property will go back to Torbay Council and they will make a decision as to what happens with the site.