

**Meeting:** Cabinet

**Date:** 19 August 2025

**Wards affected:** All wards

**Report Title:** Homelessness and Rough Sleeping Strategy Action Plan (2025 – 2030)

**When does the decision need to be implemented?** 19 August 2025

**Cabinet Member Contact Details:** Councillor Hayley Tranter, Cabinet Member for Adult Social Care and Public Health and Inequalities plus Communities

**Director Contact Details:** Anna Coles, Director of Adults and Community Services

## 1. Purpose of report

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- 1.1 To seek approval for the Homelessness and Rough Sleeping Strategy Action Plan for Torbay. The Homelessness and Rough Sleeping Strategy spans five years, and the attached action plan outlines the delivery of the Strategy for the first 12 months starting from April 2025.

## 2. Reason for proposal

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- 2.1 After the Homelessness and Rough Sleeping Strategy was approved at Full Council in December 2024, the focus shifted to creating an action plan and encouraging collective ownership and delivery by all parties in Torbay.
- 2.2 A key theme of the strategy is that it requires a collaborative approach with local system partners, ensuring collective delivery, oversight and responsibility.
- 2.3 A group of 45 organizations and individuals developed the action plan and discussed forming the Torbay Homelessness & Rough Sleeping Partnership to oversee its implementation. The action plan has been reviewed and ratified by the invited participants.
- 2.4 It aims to achieve the following:
- Foster cohesion within the sector, ensuring a strong, informed voice on homelessness.
  - Establish fundamental basics of information, communication, and connectivity to prevent and manage homelessness across Torbay.
  - Create clear accommodation pathways and provide a firm offer of assistance across the sector.
  - Ensure clear direction in this area of work and delivery.
  - Promote connectivity across various Council and partner strategies, recognising homelessness as a system-wide challenge requiring a collective solution.

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

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- 3.1 that the Torbay Homelessness and Rough Sleeping Strategy action plan, as set out in Appendix 1 to the submitted report be approved;
- 3.2 that Adult and Health Overview & Scrutiny Sub-Board be requested to track delivery against the action plan on a quarterly basis; and
- 3.3 that any subsequent changes or additions to the action plan be approved by the Director of Adult and Community Services, in consultation with the Cabinet Member for Adult and Community Services, Public Health and Inequalities.

### Appendices

Appendix A – Homelessness and Rough Sleeping Action Plan 2025-2030

Action Plan – updated with progressed as of end Q1 - June 2025.

### Background Documents

[Homelessness and Rough Sleeping Strategy 2024-2030](#)

# Supporting Information

## 1 Information

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- 1.1 The Homelessness and Rough Sleeping Strategy is the over-arching strategic document focusing on the activities to address homeless in Torbay. It sits within the Council's policy framework and provides the context for other plans policies and strategies, such as the Housing Strategy and the Domestic Abuse and Sexual Violence Strategy.
- 1.2 Following the Homelessness and Rough Sleeping Strategy being approved at full Council in December 2024, this action plan has been developed as a mechanism to implement the priority objectives highlighted in the strategy.
- 1.3 The priorities reflect the broad range of work that we do to meet local housing need, including developing affordable housing, maintaining housing standards, and helping people to stay independent in their own homes, whilst preventing homelessness. Within each theme officers have identified key aims of the Council, which are considered to directly contribute to the overall sense of community health and wellbeing in the Bay.
- 1.4 A relational engagement session took place on 24<sup>th</sup> February 2025, in which 58 local interested parties and stakeholders were invited to attend to design a way of collectively taking the strategy forward and developing the action plan. Of the 58 invited, 45 individuals attended the session, showing that there is a great willingness within Torbay to work together to tackle homelessness and rough sleeping. Attendees included representatives from VCS organisations, Torbay Council, Devon & Cornwall Police, faith groups, housing providers and elected members.
- 1.5 Attendees at the session were encouraged to discuss how they could collectively develop some key deliverable actions that link to the action plan, which have been used to develop the action plan (appendix A). It should be noted that lead organisations and individuals may change as the partnership develops and wider responsibility for its delivery is achieved across all partners in Torbay.
- 1.6 One of the key deliverables from the Strategy is to build a collective understanding of the whole picture of homelessness together. The performance framework therefore needs to consist of the key milestones, quantitative data on levels of homelessness etc, and qualitative information to understand why and the longitudinal assessment of intervention and impact. This will enable us to track the impact of the interventions proposed. A cross organisational dashboard will be developed for the partnership as well as a Council based dashboard with key indicators also being presented on the corporate performance dashboard.

## 2 Options under consideration

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- 2.1 Consider the adoption of the Homelessness and Rough Sleeping Action Plan, in support of the Homelessness and Rough Sleeping Strategy for Torbay.

## 3 Financial opportunities and implications

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- 3.1 Any financial commitments delivered through the action plan that are not within existing budgets, would be subject to further approval.

## 4 Legal Implications

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- 4.1 The Homelessness and Rough Sleeping Strategy is a statutory requirement under the Homelessness Act 2002. It is good governance to produce an accompanying action plan to ensure delivery.

## 5 Engagement and consultation

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- 5.1 The Homelessness & Rough Sleeping strategy has been developed in partnership with other interested parties and stakeholders who actively work with individuals who are homelessness and/or sleeping rough.
- 5.2 As part of this strategy, a number of key actions were developed. This was expanded upon in the relational engagement event which took place in February 2025, to collaboratively develop a partnership action plan that is co-designed and co-delivered. The action plan has been ratified by all those invited.

## 6 Procurement Implications

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- 6.1 Should the Council wish to hire goods, or services to facilitate the objectives in the action plan, then more specific reports detailing this will be presented.

## 7 Protecting our naturally inspiring Bay and tackling Climate Change

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- 7.1 There are no significant climate change implications. Any climate change implications would be subject review as part of the development of the associated action plan. Any resulting considerations are likely to result from the provision of accommodation.

## 8 Associated risks

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- 8.1 Homelessness is a priority for Torbay Council and as such the strategy and therefore its action plan provides the framework for further development and coordination to achieve its ambitions.

8.2 Homelessness is a multi-faceted issue requiring input from other key documents such as the Housing, Domestic Abuse and Sexual Violence and Economic Development Strategies to name but a few. The integrated delivery and read across of all of these documents is key to have maximum impact on homelessness. Therefore, actions associated with other key delivery are not included in this action plan but are key to ensuring its success, but also therefore poses a risk.

## 9 Equality Impacts Assessment

Protected characteristics under the Equality Act and groups with increased vulnerability	Data and insight	Equality considerations (including any adverse impacts)	Mitigation activities	Responsible department and timeframe for implementing mitigation activities
Age	<p>18 per cent of Torbay residents are under 18 years old.</p> <p>55 per cent of Torbay residents are aged between 18 to 64 years old.</p> <p>27 per cent of Torbay residents are aged 65 and older.</p> <p>Torbay experiences above the England average for people who are homeless above 45-year-old. Age profile associated with homelessness is in the evidence document associated with the strategy</p>	<p>The Homelessness and Rough Sleeping Strategy and Action Plan recognises that people tend to experience increased fragility as they age, and that safe secure accommodation is vital to ensure wellbeing.</p> <p>Age can also impact on the extent of life skills to maintain a tenancy and differential impact of Housing Benefit on affordability.</p>	<p>Equality implications have been continuously reviewed through the delivery of the strategy/ action plan. Specific actions have been considered addressing youth homelessness and wider accommodation and support needs built into the development of an accommodation pathway. The action plan also aims to remove the need for B&amp;B accommodation.</p>	See action plan.
Carers	At the time of the 2021 census there were 14,900 unpaid	It also recognises that good quality and safe accommodation is vital to ensure	Equality implications have been be	See action plan.

	carers in Torbay. 5,185 of these provided 50 hours or more of care.	wellbeing for people who are already facing additional pressures.	continuously reviewed through the delivery of the strategy/action plan.	
Disability	In the 2021 Census, 23.8% of Torbay residents answered that their day-to-day activities were limited a little or a lot by a physical or mental health condition or illness.	The Homelessness and Rough Sleeping Strategy and Action Plan recognises that people with disabilities and in particular learning disabilities face increased vulnerabilities when compared to the wider population. Safe secure, accessible accommodation is vital to ensure wellbeing when alleviating homelessness.	Equality implications have been reviewed through the delivery of the strategy. Accessibility temporary accommodation for those with mobility issues will be included within the strategy. Support requirements have been built into the proposed model of delivery for temporary accommodaion going forward.	See action plan.
Gender reassignment	In the 2021 Census, 0.4% of Torbay's community answered that their gender identity was not the same as their sex registered at birth. This proportion is similar to the Southwest and is lower than England.	Limited information exists about the number of transgender people experiencing homelessness, national data however suggests that trans people are more likely to experience rough sleeping and homelessness and experience wider safety concerns.	Services will work in a person centred and trauma informed manner to ensure that individual needs are met	Not applicable.
Marriage and civil partnership	Of those Torbay residents aged 16 and over at the time of 2021 Census, 44.2% of people were married or in a registered civil partnership.	There is no differential impact anticipated.	Not applicable.	Not applicable.

Pregnancy and maternity	Over the period 2010 to 2021, the rate of live births (as a proportion of females aged 15 to 44) has been slightly but significantly higher in Torbay (average of 63.7 per 1,000) than England (60.2) and the South West (58.4). Approx 11% of households that are homeless are single females with a child. A small proportion will be pregnant.	Pregnant women at risk of or experiencing homelessness that are not in appropriate or settled accommodation can face significantly greater health risks while unstably housed.	Services will work in a person centred and trauma informed manner to ensure that individual needs are met, and that appropriate accommodation is provided.	See action plan.
Race	In the 2021 Census, 96.1% of Torbay residents described their ethnicity as white. This is a higher proportion than the Southwest and England. Black, Asian and minority ethnic individuals are more likely to live in areas of Torbay classified as being amongst the 20% most deprived areas in England.	The Homelessness and Rough Sleeping Strategy and Action Plan recognises that people who are from black, Asian or minority ethnic backgrounds are more likely to experience financial hardship.	Services will work in a person centred and trauma informed manner to ensure that individual needs are met. Specialist Housing Officer is in place to work with those refugee and asylum seeker communities.	Not applicable.
Religion and belief	64.8% of Torbay residents who stated that they have a religion in the 2021 census.	There is no differential impact anticipated.	Not applicable.	Not applicable.
Sex	51.3% of Torbay's population are female and 48.7% are male. Single males represent the highest general grouping of homeless applicants owed a relief duty at 54% and 22% for single females.	The Homelessness and Rough Sleeping Strategy and Action Plan recognises that families and households headed by females are more likely to experience financial hardship and be on lower income and thus, experience homelessness.	Services will work in a person centred and trauma informed manner to ensure that individual needs are met.	See action plan.

		Single females experiencing rough sleeping are also more vulnerable to wider exploitation.		
Sexual orientation	In the 2021 Census, 3.4% of those in Torbay aged over 16 identified their sexuality as either Lesbian, Gay, Bisexual or, used another term to describe their sexual orientation. The Homelessness and Rough Sleeping Strategy and Action Plan recognises that the results of the LGBTQ+ survey in November 2025.	While data is limited, research has shown the members of the LGBT+ community are more likely to be homeless when compared to the wider population.	Actions related to ensuring appropriate advice and a mechanism by which to report discrimination are in place.	See action plan.
Veterans	In 2021, 3.8% of residents in England reported that they had previously served in the UK armed forces. In Torbay, 5.9 per cent of the population have previously serviced in the UK armed forces.	Veterans are recognised specifically within the Housing Act.	Services will work in a person centred and trauma informed manner to ensure that individual needs are met and meet the requirements within the concordat.	See action plan.
<b>Additional considerations</b>				
Socio-economic impacts (Including impacts on child poverty and deprivation)	32% of Torbay residents living in an area amongst the 20% most deprived areas in England.	Approximately 27% of residents in Torbay live in private rented accommodation with loss of tenancy being the main reason for homelessness.	The Homelessness and Rough Sleeping Strategy / action plan recognises that socioeconomic factors are a key determinant in shaping an individual's	See action plan.

			housing situation and accessibility and therefore refers to the Housing Strategy.	
Public Health impacts (Including impacts on the general health of the population of Torbay)	There is significant variation in health and wellbeing across the bay. In our most affluent areas residents can expect to live on average over eight years longer than those living in our more deprived communities.	The correlation between poor quality housing and health are well documented. A review of the evidence shows that Torbay has a higher than national average support for associated mental health assistance.	Services will work in a person centred and trauma informed manner to ensure that individual needs are met.	See action plan.
Human Rights impacts		The Council recognises that good quality housing and accommodation is vital to upholding human rights. Nobody should be criminalised for simply having nowhere to live. It also recognises the right to family life and right to privacy.	Services will work in a person centred and trauma informed manner to ensure that individual needs are met.	See action plan.
Child Friendly	Torbay Council is a Child Friendly Council, and all staff and Councillors are Corporate Parents and have a responsibility towards cared for and care experienced children and young people.	Young people, care experienced and those in families can all become homeless.	Specific actions have been considered addressing homelessness experienced by care experienced and young people. The provision of family temporary accommodation has also been addressed.	See action plan.

## 10 Cumulative Council Impact

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- 10.1 Housing is integral to wellbeing, health and the economy. Effectively addressing homelessness is therefore instrumental in mitigating the impacts on other service delivery and seen as a preventative tool.
- 10.2 The strategy requires an integrated and holist implementation across the organisation both internally and with partners.

## 11 Cumulative community impacts

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- 11.1 The impact of homeless of our communities is significant. An effective strategy will have long last impacts.
- 11.2 The delivery also needs to be owned by external organisation both statutory and voluntary sector.