Report title: Local Outcome Framework - Homelessness and Rough Sleeping Action Plan 2026- 2028

Report to: Cabinet

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1. Summary of Report:

1.1 Torbay Council has an adopted Homelessness and Rough Sleeping Strategy and accompanying action plan. While the strategy is a statutory requirement under the Homelessness Act 2002, the action plan is not currently required by legislation. However, it has provided an important framework for delivery, monitoring and accountability.

1.2 Since the current plan was developed, national requirements have changed. The Government has introduced the Local Outcomes Framework, setting out key homelessness and rough sleeping outcomes that local authorities are expected to achieve and monitor. MHCLG grant funding now also requires local authorities to have an action plan demonstrating how these outcomes will be delivered.

1.3 This report proposes replacing the current action plan with a refreshed *Homelessness and Rough Sleeping Action Plan 2026–2028*. The new plan will align with national requirements, support compliance with funding conditions, and reflect progress made under the previous plan. It also incorporates updated local evidence, including Torbay's Housing Needs Assessment, and has been informed by consultation with MHCLG, council services, statutory partners, voluntary and community sector organisations and people with lived experience where appropriate.

2. Recommendations and Proposed Decision:

2.1 That Cabinet approve the Homelessness and Rough Sleeping Action Plan 2026–2028.

3. Reasons for Recommendations/Proposed Decision:

3.1 The Action Plan responds to updated MHCLG requirements. An action plan demonstrating delivery against the Local Outcomes Framework is now a condition of Homelessness, Rough Sleeping and Domestic Abuse Grant.

3.2 Engagement with council services, statutory partners and voluntary and community organisations has strengthened shared ownership and helped ensure the actions are deliverable across the homelessness system.

4. Background and Context:

4.1 The Government's *A National Plan to End Homelessness* introduced the Local Outcomes Framework (LOF), which focuses on outcomes for residents. The homelessness and rough sleeping measures are:

- Households with children in temporary accommodation per 1,000 households.
- Families in bed and breakfast accommodation for more than six weeks.
- Successful prevention and relief of homelessness.
- Successful prevention and relief for people experiencing multiple disadvantage.
- People sleeping rough on a single night through the autumn snapshot.
- People sleeping rough during the month who are long-term rough sleepers.

4.2 As a condition of homelessness grant funding, MHCLG requires local authorities to set out how they will deliver the LOF measures and associated targets through an Action Plan.

4.3 Torbay's Homelessness and Rough Sleeping Strategy 2024–2030 and existing Action Plan provided a strong foundation. However, as the plan pre-dates the LOF, it has been revised to link local actions directly to the new measures.

4.4 More than 40% of existing actions were completed in the past year. The refresh updates actions to reflect changes in demand, services, national policy and local need, ensuring the plan remains relevant, deliverable and aligned with the Strategy.

4.5 The revised plan is supported by a stronger evidence base, including Torbay's Housing Needs Assessment, improved homelessness and rough sleeping data, and commissioned insight from people with lived experience of homelessness and substance misuse. This evidence has strengthened understanding of local pressures, barriers and emerging needs.

5. Alternative Options Considered:

5.1 An alternative option was to retain the existing Homelessness and Rough Sleeping Action Plan and develop a separate Action Plan to meet the requirements of the Local Outcomes Framework. This option was not recommended as it would create duplication, increase complexity and reduce clarity in relation to delivery and performance monitoring. The preferred option is therefore to adopt a single refreshed Action Plan that incorporates both the LOF requirements and Torbay's wider homelessness and rough sleeping priorities, providing a clear and accountable framework for delivery.

5.2 The content and format of the Action Plan have been developed in accordance with relevant Government guidance.

6. Contribution to Council Priorities:

6.1 The Homelessness and Rough Sleeping Action Plan supports delivery of Torbay Council's Community and Corporate Plan 2023-2043. The Homelessness and Rough Sleeping Strategy 2024-2030 was developed to support the Council's strategic themes. The refreshed Action Plan continues to support these priorities whilst incorporating the requirements of the LOF:

- **Community and People:** Supporting improved health, wellbeing and independence through the prevention and relief of homelessness, reduction in rough sleeping, and increased access to stable housing.
- **Pride in Place:** Supporting stronger, safer and more resilient communities through reduced homelessness and rough sleeping and improved access to suitable accommodation.
- **Economic Growth:** Supporting access to employment, education and training through increased housing stability and reduced impacts associated with homelessness.

7. Consultation and Engagement:

7.1 The Action Plan has been informed by engagement with MHCLG, Council services, statutory partners, and voluntary and community sector organisations.

7.2 The MHCLG Homelessness Adviser reviewed the draft Action Plan and provided feedback on the proposed LOF targets and MHCLG expectations.

7.3 The Homelessness and Rough Sleeping Forum considered the LOF and associated outcome measures through a partner workshop held in July 2026. Actions within the refreshed Action Plan were developed collaboratively, with lead organisations and supporting partners identified where appropriate.

8. Implications:

8.1 Financial Implications:

8.1.1 Any expenditure arising from delivery of the Action Plan beyond existing operational activity will be subject to a business case and considered through the Council's appropriate governance and decision-making processes.

8.1.2 Approval of the Action Plan will support compliance with MHCLG grant funding requirements and the delivery of the LOF. The Action Plan will provide a framework for coordinating homelessness and rough sleeping activity and targeting available funding towards agreed priorities. Effective delivery may also help reduce demand for high-cost interventions, including temporary accommodation and rough sleeping services, through earlier prevention and improved housing outcomes.

8.2 Legal Implications:

8.2.1 Maintaining an Action Plan aligned to LOF is a condition of MHCLG homelessness funding. Failure to do so could place future funding at risk. There are no other significant legal implications arising from the recommendations in this report

8.3 Corporate Parenting/Children and Young People:

8.3.1 Children's Services have been consulted in the development of the Action Plan. The Local Outcomes Framework includes measures relating to families in temporary accommodation and bed and breakfast accommodation. In setting local targets and actions, consideration has been given to wider outcomes for children and families across the Council, supporting a whole-system approach to preventing homelessness and maintaining housing stability.

8.3.2 Further consideration of impacts on care leavers, families, and young people is set out within the Equality Impact Assessment.

8.4 Associated Risks, Risk Tolerance Level and Mitigations:

8.4.1 The risks of not approving the recommendations include non-compliance with funding requirements, reduced strategic oversight of homelessness and rough sleeping activity, and the potential loss of future grant funding. Overall risk exposure is assessed as acceptable within the Council's risk tolerance appetite.

Risk	Risk score before mitigations	Mitigations	Risk Score after mitigations
LOF targets may not be achieved due to changes in demand, housing market conditions, funding, or wider system pressures.	(4x3) 12	Targets have been developed using historical performance data, current evidence, local intelligence, and partner input. Progress will be monitored through existing governance arrangements, with actions reviewed and adjusted where required.	(3x3) 9
The Action Plan may become less relevant following proposed LRG due to changes in geography, need, priorities, or resources.	(4x3) 12	The Action Plan will be subject to regular review and updated as required. A revised Action Plan can be developed to reflect any new authority arrangements.	(2x2) 4
Failure to adopt the Action Plan could result in non-compliance with MHCLG funding conditions and place future homelessness funding at risk.	(5x4) 20	Adoption of the Action Plan will ensure compliance with current funding requirements and demonstrate how Torbay intends to deliver against LOF.	(1x4) 4

8.5 Contributions to tackling climate change or achieving carbon neutrality:

8.5.1 There are no significant climate change implications.

8.6 Social Value Considerations:

8.6.1 The Action Plan will deliver social value through the prevention and relief of homelessness, helping residents to sustain accommodation and achieve more stable housing outcomes. It is also expected to reduce rough sleeping, improve wellbeing, and support better outcomes for individuals and families.

8.6.2 Through partnership working, the Action Plan will support access to accommodation, support services, employment, training and financial resilience, helping residents at risk of, or experiencing, homelessness to achieve greater independence and economic participation.

8.7 Procurement Implications:

8.7.1 Delivery of individual actions may require future commissioning or procurement activity, including activity linked to the Rough Sleeping Programme. Procurement support will be required to support delivery against programme milestones and commissioning requirements scheduled for July 2027. Any procurement activity will be undertaken in accordance with the Council's procurement and governance processes.

8.8 Other Implications:

8.8.1 A separate proposal has been developed to address the requirements of the Government's Rough Sleeping Programme. Relevant actions and requirements have been incorporated within this Action Plan and referenced throughout where appropriate. As a result, delivery of specific elements of the Plan will be subject to enhanced monitoring, performance reporting and grant funding requirements.

9. Equalities Impact Assessment:

Protected characteristics under Equality Act /groups with increased vulnerability	Data and insight	Equality considerations (including any adverse impacts)	Mitigation activities	Responsible department and timeframe
Age	Torbay population: 18% under 18; 55% aged 18–64; 27% aged 65+. Housing Options approaches, Jan–Sep 2026: 1.3% under 18; 90.5% aged 18–64; 8.2% aged 65+.	B&B for families, strengthening homelessness prevention, and improving access to support. Children, young people and older people may continue to face barriers arising from temporary accommodation, housing affordability, accessibility of services, and accommodation suitability. Actions include Early Help, improved access to Housing Needs and RSI services, and ongoing monitoring of temporary accommodation.	Monitor family placements and avoid B&B stays exceeding six weeks. Use Early Help and youth pathways to identify housing risks early. Provide face-to-face access to Housing Needs and RSI support. Consider age-related needs when assessing accommodation suitability. accommodation suitability, including children's schooling, older people's mobility, health, care, and support networks.	See Action Plan.
Carers	2021 Census: 14,900 unpaid carers in Torbay; 5,185 provided 50+ hours of care.	Improves prevention and support for carers, who may face access barriers or disruption to caring arrangements where temporary accommodation is unsuitable or distant from essential services and support networks.	Identify caring responsibilities throughout housing support.	See Action Plan.

			Consider caring responsibilities when assessing accommodation suitability. Provide flexible, accessible Housing Needs support, including face-to-face appointments.	
Care experienced	January 2026: 277 former care experienced people aged 18–24 in Torbay. Care experienced young people face increased homelessness and housing insecurity. The Children's Wellbeing and Schools Act 2026 protects relevant care leavers under 25 from intentional homelessness decisions. Updated guidance emphasises joint housing and Children's Services protocols for care leavers.	Supports earlier prevention, clearer pathways and stronger partnership working for care experienced young people, who may still face financial, practical and support barriers to sustaining accommodation.	Maintain the Care Experienced Lead role, strengthen joint working and ensure housing support reflects care leaver legislation and individual needs.	See Action Plan.
Disability	2021 Census: 23.9% of residents reported activity-limiting health conditions.	Supports more suitable specialist accommodation. Disabled people may still face accessibility, communication and support barriers, increasing the risk of placement breakdown or homelessness.	Use evidence to procure suitable accommodation, assess disability and support needs, provide accessible services and monitor outcomes.	See Action Plan.
Gender reassignment	2021 Census: 0.4% reported a gender identity different from sex registered at birth.	Respectful, safe and trauma-informed services should improve access. Trans people may still face discrimination, safety,	Provide respectful, trauma-informed support; consider safety, privacy and dignity in placements; apply current guidance; and	See Action Plan.

	The Supreme Court judgment and updated EHRC guidance affect consideration of single-sex services. Past six months: three rough sleepers identified with a different gender from that assigned at birth.	privacy, accommodation and healthcare barriers.	handle identity documents sensitively.	
Marriage and civil partnership	2021 Census: 44.2% of residents aged 16+ were married or in a civil partnership. Housing Options, Jan–Sep 2026: domestic abuse caused 13.9% of homelessness; relationship breakdown 8.9%.	Strengthens prevention following relationship breakdown or domestic abuse. Housing, financial, discrimination and accommodation barriers may remain.	Strengthen domestic abuse prevention and pathways and ensure staff can identify and address discrimination.	See Action Plan.
Pregnancy and maternity	2013–2024 birth rate: Torbay 56.0 per 1,000, South West 53.4 and England 56.3. 2022–2024: Torbay's rate was 44.6, below England's 50.0.	Supports low B&B use and self-contained accommodation for families. Location, health, transport and overlapping support needs may still affect pregnant people and families.	Prioritise self-contained accommodation, consider pregnancy and family needs, and use Early Help links to identify housing risk early.	See Action Plan.
Race	2021 Census ethnicity: • Asian: 1.6% • Black: 0.3% • Mixed/multiple: 1.5% • White: 96.1% • Other: 0.4% • Minoritised ethnic communities are more likely to live in Torbay's most deprived areas.	Minoritised ethnic communities may face language, cultural, discrimination and harassment barriers affecting access, placements and housing outcomes.	Provide accessible information and interpretation, consider cultural and safety needs, address discrimination and monitor outcomes by ethnicity.	See Action Plan.

Religion and belief	2021 Census religion/belief: • Christian: 48.5% • Buddhist: 0.4% • Hindu: 0.2% • Muslim: 0.6% • Sikh: <0.1% • Jewish: 0.1% • Other religion: 0.7% • No religion: 43.2% • Not stated: 6.3%	Face-to-face support may improve access, although faith-based venues, religious needs and harassment may create barriers for some people.	Ensure support is non-conditional, offer alternative access, consider religious needs and respond to related discrimination or harassment.	See Action Plan.
Sex	Torbay population: 51.3% female;48.7% male. Housing Options, Jan–Sep 2026: 55.3% male; 43.4% female. Rough sleeping, Jan–Sep 2026: 74% male; 26% female. The Supreme Court's definition of sex is relevant to single-sex services.	Improves understanding and support for women's and men's differing experiences of rough sleeping. Safety, visibility and sex-specific accommodation needs may affect outcomes.	Use census and lived-experience evidence, trauma-informed practice and sex-specific safety, privacy and dignity considerations.	See Action Plan.
Sexual orientation	2021 Census sexual orientation: • Straight/heterosexual: 89% • Gay/lesbian: 1.7% • Bisexual: 1.1% • Pansexual: 0.1% • Other: 0.1% • Not stated: 7.4%	Improves early prevention and access. LGBQ+ people may still face discrimination, harassment, family rejection, abuse and barriers within accommodation or services.	Provide inclusive, trauma-informed support, record information sensitively, address discrimination and consider safety and privacy in placements.	See Action Plan.

Armed Forces Community	Veterans: England 3.8%; Torbay 5.9%.	Veterans may face additional health, trauma and support barriers. Failure to identify veteran status may limit access to specialist advice and housing options.	Ensure staff understand veterans' housing needs and strengthen links with specialist support and accommodation services.	See Action Plan.
Socio-economic impacts (Including impacts on child poverty and deprivation)	IMD 2025: Torbay is England's 39th most deprived upper-tier authority.	Poverty, additional living costs, digital exclusion, transport barriers and limited affordable housing may restrict access and housing outcomes.	Provide non-digital access, consider affordability and essential connections when assessing placements, and monitor poverty-related barriers.	See Action Plan.
Public Health impacts (Including impacts on the general health of the population of Torbay)	Life expectancy gap between Torbay's least and most deprived areas: six years for males; three for females. Stable accommodation among treatment cohorts fell from 86% in 2019 to 67% in 2025; national performance remained stable. Leonard Stocks Centre: 95–100% of residents have drug or alcohol challenges.	Accessible support may improve engagement for people with health, trauma, substance use or multiple disadvantage, who remain at greater risk of homelessness and crisis.	Use vulnerability, pathway and lived-experience evidence to target coordinated support and ensure accommodation reflects health, recovery and safety needs.	See Action Plan.
Human Rights impacts	Relevant rights include life, dignity, private and family life, property and non-discrimination.	Rough sleeping and unsuitable placements may affect safety, dignity, health, family life and access to support, particularly for people with complex needs.	Consider dignity, safety, health, family life and support networks in placements; limit family B&B use; and target support to those at greatest risk.	See Action Plan.

Child Friendly (Children's Rights Impact Assessment (CRIA)		Supports prevention, low B&B use and self-contained family accommodation. Temporary placements may still disrupt children's education, health, routines and support, particularly for those with additional needs.	Avoid family B&B stays over six weeks, monitor placements, consider children's needs and use Early Help to prevent crisis.	See Action Plan.

10. Cumulative Council Impact:

10.1 The Action Plan supports a whole-Council approach to preventing and relieving homelessness. It is expected to improve housing stability, reduce repeat homelessness, strengthen partnership working, and support more effective use of resources through reduced reliance on crisis interventions and temporary accommodation.

11. Cumulative Community Impact:

11.1 The Action Plan is expected to deliver positive community outcomes through preventing homelessness, reducing rough sleeping, and supporting residents to access and sustain suitable accommodation. Delivery through partnership working across statutory, voluntary, community and housing sector organisations will support improved housing stability, reduced repeat homelessness, and better outcomes for individuals and families.

11.2 The Action Plan is also expected to contribute to improved health and wellbeing, increased opportunities for employment, education and training, and stronger, more resilient communities. Collectively, these outcomes will support safer, healthier and more inclusive neighbourhoods.

12. Monitoring and Evaluation:

12.1 Delivery of the Action Plan will be monitored through existing governance and performance management arrangements. The Action Plan will be subject to regular review to ensure that actions, targets and priorities remain relevant to local needs, national requirements and organisational priorities.

12.2 Each action within the Plan has an identified lead, supporting partners where appropriate, and a target completion date. Progress will be recorded through a dedicated action plan tracker, with quarterly updates completed to assess delivery against agreed actions and milestones.

12.3 The Local Outcomes Framework measures have been incorporated into Torbay Council's existing performance management framework and included within relevant corporate performance indicators and monthly management reporting processes. This ensures that progress against the LOF is monitored through established Council governance arrangements, alongside other corporate priorities, rather than through a separate reporting mechanism.

12.4 Finally, quarterly progress reports on action plan delivery and performance against the LOF targets will be reviewed through the Homelessness and Rough Sleeping Forum Steering Group, providing oversight, identifying barriers to delivery, and enabling corrective action where required.

Background Documents:

Homelessness and Rough Sleeping Strategy 2024-2030.pdf

Housing Needs Assessment- corporate assessment of organisational needs

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