TORBAY COUNCIL



Torbay Homelessness and Rough Sleeping Action Plan

Local Outcomes Framework 2026-2028

Table of Contents

1 Background and Purpose of Action Plan 4

1.1.1 Homelessness in Torbay 5

1.1.2 Challenges in Torbay 6

1.1.3 Opportunities for growth in Torbay 8

1.1.4 Action Plan 9

2 Targets 10

2.1 Benchmarking 12

2.2 Households with Children in Temporary Accommodation 14

2.3 Families in B&B's over 6 weeks 17

2.4 Success at preventing and relieving homelessness, including sub-metric for those experiencing multiple disadvantages. 18

2.5 People sleeping rough in Torbay 23

2.5.1 People sleeping rough on a single night (autumn snapshot) 23

2.5.2 People sleeping rough over the month who are long term 25

2.6 Actions supporting delivery of Local Outcomes Targets 27

2.7 Anticipated Risks and Challenges to Delivery 30

2.7.1 Lack of Supported Accommodation and Move-On 30

2.7.2 Restricted Access to Private Rented Sector 30

3 Partnerships 31

3.1 Homelessness and Rough Sleeping Forum 31

4 Policy for Ensuring Suitability of TA 31

4.1 Assessing Demand and Procuring Sufficient Units 31

4.2 Allocation and Suitability of Temporary Accommodation 32

4.3 Use of Bed and Breakfast Accommodation 32

4.4 Resident Feedback and Service Improvement 33

5 Local Governance Structures 33

5.1 Internal Governance and Performance Monitoring 33
5.1.1 Governance 33
5.1.2 Performance Monitoring 34
5.2 External Governance and Scrutiny 35
6 Reference to Specific Plans 35
7 Appendix 36
7.1 Definitions 36
7.2 Vulnerability Matrix 37
7.3 Relevant Documents 38
7.3.1 Homelessness and Rough Sleeping Strategy 2024-2030 38
7.3.2. Torbay Council Housing Needs Assessment 38
7.3.4. Torbay Joint Strategic Needs Assessment 39
7.3.5. Full list of actions supporting Torbay and Homelessness Rough Sleeping Action Plan 2026-2028 39

1 Background and Purpose of Action Plan

Torbay is a coastal unitary authority comprising the towns of Torquay, Paignton, and Brixham, with a population of approximately 139,500[1]. Preventing and reducing homelessness and rough sleeping continues to be an important priority for Torbay Council, supporting the Community and Corporate Plan's ambition for a healthy, happy, and prosperous Torbay, particularly through its focus on improving residents' wellbeing, creating stable homes, and reducing inequalities.

In December 2025, the Ministry of Housing, Communities and Local Government (MHCLG) published a new national homelessness strategy, *A National Plan to End Homelessness*, which set out ambitions to make homelessness rare, brief, and non-recurring by strengthening prevention across public services, increasing access to stable housing and support, and taking targeted action to halve long-term rough sleeping. The strategy also introduced a new Local Outcomes Framework (LOF) covering a range of local government services and priorities. In relation to homelessness and rough sleeping, councils will be required to set local targets, publish regularly updated action plans, and demonstrate measurable progress in preventing homelessness and reducing rough sleeping.

Whilst Torbay already had a Homelessness and Rough Sleeping action plan, that set out how the Homelessness and Rough Sleeping Strategy 2024-2030 would be delivered, it did not include the new LOF targets, and therefore a revision was required. This document sets out the new action plan, including the LOF targets Torbay has set, and the actions that have been developed to meet these targets.

Torbay's homelessness response extends beyond Local Authority provision, working in collaboration with local statutory, community, voluntary and faith organisations to support those at risk of or experiencing homelessness. In 2025, the Torbay Homelessness and Rough Sleeping Forum was established, bringing together over 35 organisations to coordinate action and contribute to the shared ambitions of preventing and reducing homelessness in Torbay. This partnership approach is reflected throughout the action plan and will be central to its delivery.

[1] Torbay Joint Strategic Needs Assessment, 2025/2026

1.1.1 Homelessness in Torbay

Homelessness remains a significant challenge in Torbay. Local rates of homelessness are more than twice the national and South West averages, while levels of rough sleeping also exceed regional and national benchmarks[2].

1417 households approached the Council for homelessness assistance between 2025-2026, representing a 44% increase from the year before, and the trend has continued into 2026/2027. The immediate reasons for homelessness vary depending on the point at which households seek support. The most recent HCLIC data[3] shows that between January and March 2026, the ending of a private rented tenancy was the most commonly recorded reason among households owed a prevention duty, accounting for 58% of cases, and this has continued to be the trend throughout 2026[4] and 2025. Most of these cases involved landlords wishing to sell or re-let their properties, highlighting the effect of instability within the private rented sector on households at risk of homelessness.

Among households already homeless and owed a relief duty, the pattern was more varied. Domestic abuse was the most commonly recorded immediate reason for the loss of the last settled home, accounting for 23% of cases. This was followed by family or friends being unable or unwilling to continue providing accommodation at 18%, non-violent relationship breakdown at 15%, and the loss of private rented accommodation at 21%. A further 4% of households had been evicted from supported housing. No single reason accounted for a majority of relief duties, demonstrating the range and complexity of pathways into homelessness. These trends have continued throughout 2026, with the same drivers represented in September 2026[5].

Demand for temporary accommodation also remains high. At the end of August 2026, approximately 174 households were living in temporary accommodation, comprising 64 families and 110 single-person households, a 6% increase from August 2025[6]. Despite this pressure, Torbay has consistently maintained no families in bed and breakfast accommodation beyond the six-week statutory limit.

Rough sleeping continues to be a particular concern. In August 2026, 23 people were recorded as sleeping rough on any one night (with an average of 18 across 2026), while 56 different people

[2] LGA Inform, 2026
[3] National case-level data on statutory homelessness, January-March 2026 reporting period. Tables on homelessness - GOV.UK
[4] Housing Options Service Data, September 2026
[5] Housing Options Service Data, September 2026
[6] Monthly service data

were recorded as sleeping rough at some point during the month (with an average of 50 across the year)[7] . The 2025 annual rough sleeping snapshot identified 26 people sleeping rough on a single night. The difference between these measures shows that a single-night count does not capture everyone who experiences rough sleeping over a longer period, with people moving into and out of rough sleeping during the month.

Overall, the evidence highlights pressures across the homelessness system, from households approaching for early assistance through to the continued use of temporary accommodation and rough sleeping. The action plan therefore focuses on strengthening prevention and relief outcomes, reducing the number of families in temporary accommodation, improving move-on into settled housing, and minimising both new and long-term rough sleeping, in alignment with the Local Outcomes Framework.

1.1.2 Challenges in Torbay

Torbay faces a number of structural and system-wide challenges that affect its ability to prevent homelessness, reduce rough sleeping, and support timely move-on into settled accommodation.

Limited social and affordable housing supply

Torbay has a limited supply of social and affordable housing meaning move-on into social housing is constrained and often slow. Social housing accounts for around 8%[8] of housing stock in Torbay, compared with a national average of 16%[9] . The Devon Home Choice Monitoring Report (2026) shows that 1648 households in housing need were registered for Devon Home Choice in Torbay, with the greatest need for 1-bedroom properties. This broadly reflects the position across Local Authorities in Devon (except Plymouth and North Devon where the need for 2-bedroom properties is higher). Torbay receives on average 455 new applications for Devon Home Choice per quarter[10].

However, the number of homes let through Devon Home Choice has been decreasing yearly since 2020/2021. In the first quarter of 2026, just 26 homes were let in Torbay. Delivery of affordable and social housing has also declined since 2013.

[7] Monthly service data.
[8] ONS **Census** 2021
[9] **English Housing Survey** 2024 to 2025
[10] Devon Home Choice Monitoring Report, July 2026

High demand, combined with historically low delivery of new affordable housing, has placed significant pressure on Torbay's social housing supply. However, the Community and Corporate Plan and Housing Strategy set goals to increase and make better use of Torbay's housing stock, including innovative approaches to delivering more social housing. This is explored further in section 1.1.3.

Private rented sector affordability and access

The private rented sector is an important route for preventing and relieving homelessness in Torbay, but affordability remains a major challenge. Around 42% of households renting privately rely on Universal Credit Housing Costs Element[11] (which has replaced Housing Benefit for most working-age households), compared with a national average of 25% and a regional average of 26% [12]. Local rents are significantly above Local Housing Allowance rates, reducing the availability of affordable options for households at risk of homelessness. The end of a private rented tenancy remains a major driver of homelessness locally, accounting for around 39% of homelessness approaches in Torbay[13].

High levels of support need and multiple disadvantage

Homelessness in Torbay is frequently associated with multiple and complex support needs. The Torbay Housing Needs Assessment 2025-2030 found that seven in ten homeless households have at least one identified support need and two in five have three or more support needs. Compared with the national average, households owed a homelessness prevention or relief duty in Torbay are significantly more likely to have a history of mental ill-health (45% compared with 26%), physical ill-health or disability (34% compared with 19%), domestic abuse (20% compared with 12%), offending (18% compared with 8%), and rough sleeping (17% compared with 6%)[14]. These factors can create additional barriers to accessing and sustaining accommodation and highlight the importance of coordinated trauma-informed responses across housing, health, social care and community services.

The Torbay Joint Strategic Needs Assessment (JSNA) highlights opportunities to improve health, educational, and social outcomes across the Bay. It identifies Torbay as the most deprived local authority area in the South West and shows that outcomes remain consistently poorer than the

[11] Universal Credit Housing Costs Element data does not include all households receiving support with housing costs. Some households continue to receive Housing Benefit, including many pension-age households and some residents of supported accommodation.
[12] LG Inform, May 2026
[13] Housing Options service data, January 2026-September 2026
[14] Torbay Housing Needs Assessment, 2026

England average. Significant inequalities also exist between communities within Torbay, including an almost eight-year gap in life expectancy between residents living in the most and least affluent areas.

Wider system and legislative pressures

Alongside other local authorities, Torbay is responding to significant legislative and policy change, including the Renters' Rights Act 2025, the Children's Wellbeing and Schools Act 2026, and the Supported Housing (Regulatory Oversight) Act 2023, all of which are designed to improve accessibility and quality of accommodation. Locally, the delivery of this Action Plan will take place alongside wider organisational change. These changes form part of a wider period of transformation across local government and partner agencies, providing an important context for the delivery of this Action Plan and reinforcing the need for strong partnership working and effective strategic planning.

1.1.3 Opportunities for growth in Torbay

Despite these challenges, Torbay has a number of opportunities to strengthen homelessness prevention, improve housing pathways, and develop accommodation and support that is better aligned to local need.

Improving housing supply and quality

The Torbay Housing Strategy outlines the upcoming plans for increasing accessibility to housing in Torbay, including:

- Delivering new homes through partnerships with Homes England, landowners, registered providers, and local communities.
- Maximising existing social housing through Devon Home Choice and the Rightsizing and empty homes project

Affordable housing delivery is up by 1044%, from 9 homes in 2023/2-24 to 103 homes in 2025/2026.There are currently 484 affordable housing units at various stages in the planning process, with the potential to be build out within the next 5-10 years.

In addition, Torbay Council is using increased enforcement activity through the Renters Rights Act powers to challenge poor housing conditions, landlord behaviour, and illegal evictions for those living in private rented properties. Finally, new units of specialist Temporary Accommodation are being explored following the Housing Needs Assessment. These actions provide an opportunity to

improve both the availability and quality of accommodation options across the homelessness pathway, including prevention, temporary accommodation, supported accommodation, and move-on.

Aligning Accommodation and Support with Local Need

A recent cross-directorate Torbay Housing Needs Assessment identified the housing needs of those experiencing homelessness or housing insecurity in Torbay. This assessment provides a robust evidence base of current and future housing need in Torbay, enabling the Council and to make better-informed decisions about where investment is required, helping to ensure that future housing development is targeted and aligned to local need.

A further piece of Insights research has complemented the Housing Needs Assessment by exploring the experiences of people experiencing homelessness who also have drug and alcohol support needs. The findings suggest that current accommodation and support options do not always meet people's recovery needs. The research also highlighted that people at different stages of recovery require different types of housing and support environments, reinforcing the need for a broader range of accommodation options and clearer pathways through the system.

Together, these two pieces of work enable Torbay to focus on developing the right housing, in the right places, with the right support, based on a clearer understanding of both housing need and lived experience. This will help ensure future investment is directed towards accommodation and support that better meets local need and improves outcomes for residents.

1.1.4 Action Plan

As per the Homelessness Act (2002) and the Homelessness Code of Guidance, Torbay already has a Homelessness and Rough Sleeping Strategy and an Action Plan that sets out how this strategy will be delivered. The Torbay Homelessness and Rough Sleeping Action Plan is regularly reviewed to monitor delivery.

The purpose of this Action Plan is to support delivery of the targets within the new Local Outcomes Framework for homelessness and rough sleeping in Torbay, as per the requirements set out by MHCLG in the *Homelessness, Rough Sleeping and Domestic Abuse Grant*. It sets out the local targets, the evidence and rationale used to establish them, the actions required to achieve them, and the governance arrangements that will be used to monitor progress and performance. This Action Plan complements other relevant documents, strategies, and action plans within Torbay Council, including but not limited to:

- Homelessness and Rough Sleeping Strategy, 2024-2030
- Homelessness and Rough Sleeping Action Plan 2024-2026[15]
- Torbay Housing Needs Assessment
- Torbay Housing Strategy 2023-2030
- Torbay Joint Strategic Needs Assessment 2025/26
- Torbay Domestic Abuse and Sexual Violence Strategy 2023-2030

Relevant documents can be found in Appendix 7.3.

2 Targets

The Local Outcomes Framework has been set nationally by MHCLG and provide a consistent basis for measuring homelessness and rough sleeping outcomes across local authorities. MHCLG will use H-CLIC submissions, monthly rough sleeping returns, and the annual rough sleeping snapshot to monitor performance against these measures. Local monitoring arrangements are set out in Section 5.1.2.

This section sets out the targets within the Local Outcomes Framework and the baseline against which progress will be measured. Where there are known limitations in the baseline data, it provides the relevant context and outlines the work being undertaken to improve data quality moving forward. This section also explains the rationale and methodology used to determine the overall targets and interim government checkpoints for Torbay. The actions that will support delivery of these targets are set out in Section 2.5.

[15] This Action Plan builds on the progress established through the 2024-2026 Action Plan and sets out the priorities and actions for 2026-2028.

Local Outcome	Baseline	Current Position (Sept 2026)	Annual Checkpoint 2 (Sept 2027, Nov 27 for RS)	Final Target (Sept 2028 for HCLIC, Nov 28 for RS)
Households with Children in Temporary Accommodation - Per 1000 households	0.98	1.01	0.95	0.87
Families in B&B over 6 weeks - Number of households	0	0	0	0
Success at preventing and relieving homelessness - % of all duties owned where homelessness was prevented or relieved	31%	33%	48%	50%
Success at preventing and relieving homelessness for those experiencing multiple disadvantages - % of all duties owned where homelessness was prevented or relieved	29%	Data unavailable	45%	47%
People sleeping rough on a single night (autumn snapshot) - Number of people	26	26	25	20
People sleeping rough over the month who are long term - Number of people	8	22	6	4

Table 1: Summary of Targets for Local Outcomes Framework. Further detail can be found in the definitons table in Appendix 7.1.

2.1 Benchmarking

To support performance management, this Action Plan uses benchmarking data from other local authorities that are considered demographically similar. Comparator authorities have been selected by MHCLG based on characteristics shared with Torbay including but not limited to population, indices of multiple deprivation, mediation house prices, and evictions (number of court orders).

Where possible, this benchmarking has informed target setting by providing an evidence base of performance achieved in comparable areas, helping to ensure that targets are both realistic and appropriately ambitious. However, as some of these metrics are newly introduced, comparative data is not yet available across all local authorities. The following comparator authorities were selected by MHCLG to provide a benchmarking group.

Local Outcome	Torbay	Isle of Wight	Fenland	Kings Lynn and West Norfolk	East Lindsey
Households with Children in Temporary Accommodation Per 1000 households	62 0.98	176 2.64	21 Data Unavailable	8 Data Unavailable	23 Data Unavailable
Families in B&B over 6 weeks - Number of households	0	2	0	0	0
Success at preventing and relieving homelessness - % of all duties owned where homelessness was prevented or relieved	31.0% 112 households	57.5% 100 households	81.5% 75 households	58.3% 63 households	61.2% 123 households
Success at preventing and relieving homelessness for those experiencing multiple disadvantages - % of all duties owned where homelessness was prevented or relieved	29% (number individuals unknown gov estimate)	Data Unavailable New Indicator	Data Unavailable New Indicator	Data Unavailable New Indicator	Data Unavailable New Indicator
People sleeping rough on a single night (autumn snapshot) - Number of people	26	10	7	1	12
People sleeping rough over the month who are long term - Number of people	8	Data Unavailable	Data Unavailable	Data Unavailable	Data Unavailable

Table 2 Benchmarking Metrics of LOF Comparator Local Authorities

While the MHCLG benchmarking group provides a useful national comparator, Torbay also uses LG Inform data to benchmark performance against its CIPFA Nearest Neighbours. This statistical model identifies local authorities with characteristics similar to Torbay, helping to provide a more comparable peer group for understanding relative performance against Local Outcomes Framework measures. The following local authorities are included within Torbay's CIPFA Nearest Neighbours group: North East Lincolnshire; North Somerset; Cumberland; North Tyneside; York; Darlington; Wirral; Sefton; Calderdale; Warrington; Stockport; Bournemouth, Christchurch and Poole; Bury; Isle of Wight; and Southend-on-Sea.

Exeter and Plymouth have also been included as additional comparators due to their geographical proximity and their role as the nearest major cities to Torbay. While not part of the CIPFA Nearest Neighbour group, they provide a valuable regional benchmark and reflect authorities that members and stakeholders commonly use for comparison. Their inclusion also provides context within the changing local government landscape.

2.2 Households with Children in Temporary Accommodation

Baseline Data Context and Quality Considerations

There are no concerns surrounding the accuracy of this data.

Rationale and Approach to Target Setting

Torbay's baseline position for the rate of households with children in temporary accommodation is 0.98 per 1,000 households, which equates to 62 households. The graph below shows the number of households in TA on any one night over a two-year period. Over this period, the average number of families is 68, with the numbers in Temporary Accommodation fluctuating throughout this period but showing a consistent increase of the total number in TA across the past six months.

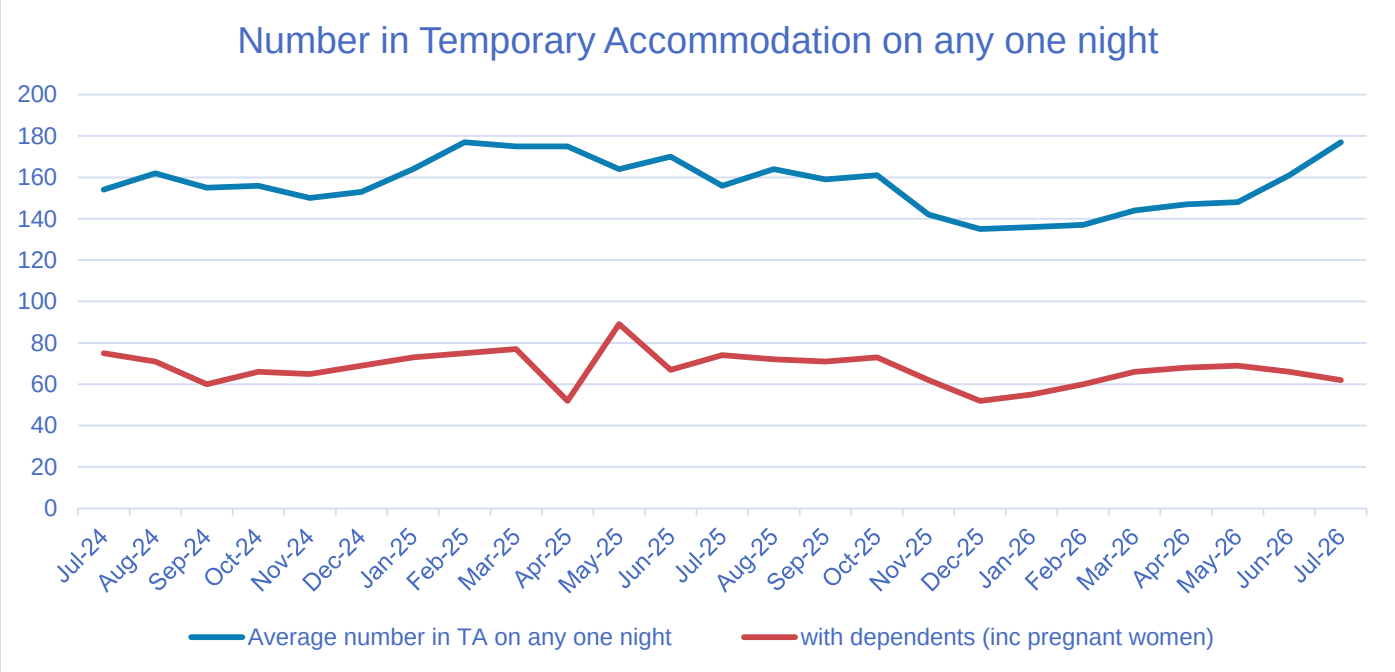


Figure 1: The Number of Households in Temporary Accommodation on any one night

Data Source: Torbay Housing Options Service Data

Figure 2 below shows the proportion of dependents in Temporary Accommodation. Whilst overall TA use has risen in recent months, the number of households with dependent children in TA remains lower than in previous years, suggesting that recent growth has been driven primarily by non-family households.



Figure 2 The Proportion of Households with dependent children (families) in Temporary Accommodation. Date source: Torbay Housing Options Service Data

Understanding the reasons households lose their settled accommodation provides further context for pressures on homelessness services. Among approaches in 2026 where a reason was recorded, the ending of a private rented tenancy was the most common reason for loss of settled home, accounting for 39.0% of cases[16]. This was followed by domestic abuse (13.9%) and family no longer being willing or able to accommodate (13.1%).

Whilst understanding the local and historical context forms part of the picture, it is also helpful to look at performances in other Local Authorities. The following graph shows Torbay's performance against the CIPFA nearest neighbourhood comparator authorities, as of July 2026.

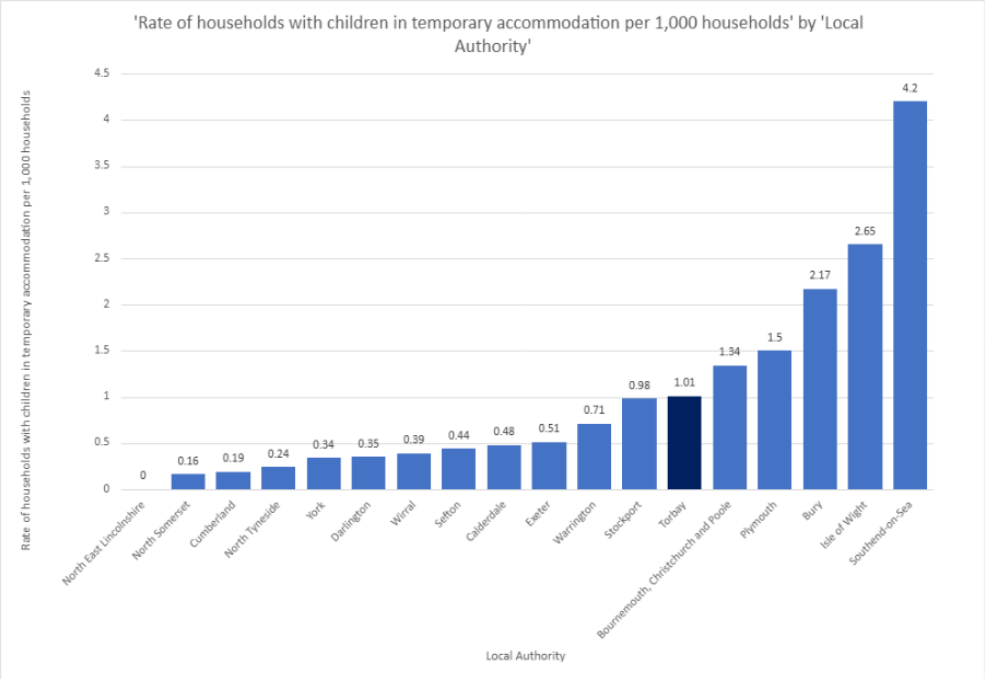


Figure 3 CIPFA performance comparison for families in temporary accommodation per 1000 households. Data source: LG Inform, using HCLIC 2025/26 Q4 (1 January-31 March 2026)

[16] Housing Options service data, January 2026-September 2026

Torbay has shown a decline in performance since the November 2025 0.98 baseline figure of households with children in temporary accommodation per 1000 households (62 families). Therefore, the targets reflects the need to first recover to, and then improve upon, baseline performance. The first target is 0.95 (60 families), reducing further to a final target of 0.87 (55 families).

The target trajectory firstly reflects that there are several factors which may influence the number of families approaching the Housing Options Service and requiring temporary accommodation. Increased prevention and early intervention activity, including work to raise awareness of the service, strengthen access to support, and encourage earlier help-seeking, may increase the identification of housing need at an earlier stage. This means that improvements in prevention activity may not translate immediately into reduced demand for homelessness services or temporary accommodation. Over the longer term, effective prevention should increase opportunities to resolve housing difficulties before homelessness occurs and reduce the need for temporary accommodation.

Demand is also influenced by circumstances that may be less directly influenced by housing interventions alone. Domestic abuse is a significant driver of homelessness locally, and households may approach Torbay after leaving accommodation in other areas. Whilst individual presentations cannot always be prevented, there is scope for wider partnership activity to better understand and address the relationship between domestic abuse, homelessness, and temporary accommodation. This includes strengthening the evidence base around where households have approached from and the factors influencing their decision to seek assistance in Torbay, alongside wider preventative activity delivered through the Domestic Abuse and Sexual Violence Strategy.

Secondly, the need for temporary accommodation for families should be understood within Torbay's wider approach to preventing housing instability and avoiding more disruptive accommodation arrangements. Where a family is found to be intentionally homeless, there is a potential need for accommodation to be provided through Children's Services under Section 17 of the Children Act 1989. Partnership working between Housing and Children's Services, however, has helped to significantly reduce the need for families to be accommodated through this route. This has been achieved through a dedicated Early Help team that works closely with families to maintain their temporary accommodation This has contributed to a 64% reduction in the number of intentionally homeless decisions made for families in 2025 compared to 2024, with the reduction sustained into 2026.

As a result, more families have been supported to remain in temporary accommodation while appropriate housing solutions are identified, avoiding more disrupting accommodation

arrangements and providing greater stability for families. This approach also supports another Local Outcomes Framework target to eliminate the use of bed and breakfast accommodation for families beyond the six-week statutory limit.

However, the overall ambition is to improve performance by reducing the number of families requiring temporary accommodation and enabling those who do enter temporary accommodation to move on into sustainable housing more quickly. This will be achieved through the actions set out in 2.6, including earlier intervention activity such as increased use of Family Group Planning to support families to remain in their existing accommodation or avoid the need for council provided accommodation where possible. The Early Help team will continue to help families sustain temporary accommodation whilst identifying suitable move-on options, as well as supporting families to sustain their new homes and reducing the risk of repeat homelessness.

Increasing access to social and affordable housing, and improving access to the private rented sector, will increase the suitable move-on options for families. Alongside this, improved data sharing between Housing and Children's Services, will strengthen performance monitoring and provide a clearer understanding of how families move into, through, and out of temporary accommodation, supporting more targeted interventions and ongoing service improvement.

Together these measures are intended to support a sustained reduction in the number of families in temporary accommodation, while ensuring that improvements are achieved through appropriate and sustainable housing outcomes.

2.3 Families in B&B's over 6 weeks

Baseline Data Context and Quality Considerations

There are no concerns surrounding the accuracy of this data.

Rationale and Approach to Target Setting

This is an area of strong performance for Torbay, with effective processes and partnership working already in place to minimise the use of bed and breakfast accommodation for families and to move households into more suitable accommodation as quickly as possible. Figure 4 shows that Torbay is one of eight local authorities performing well against this measure, outperforming the remaining 10 authorities within the CIPFA comparator group used to benchmark performance in this report.

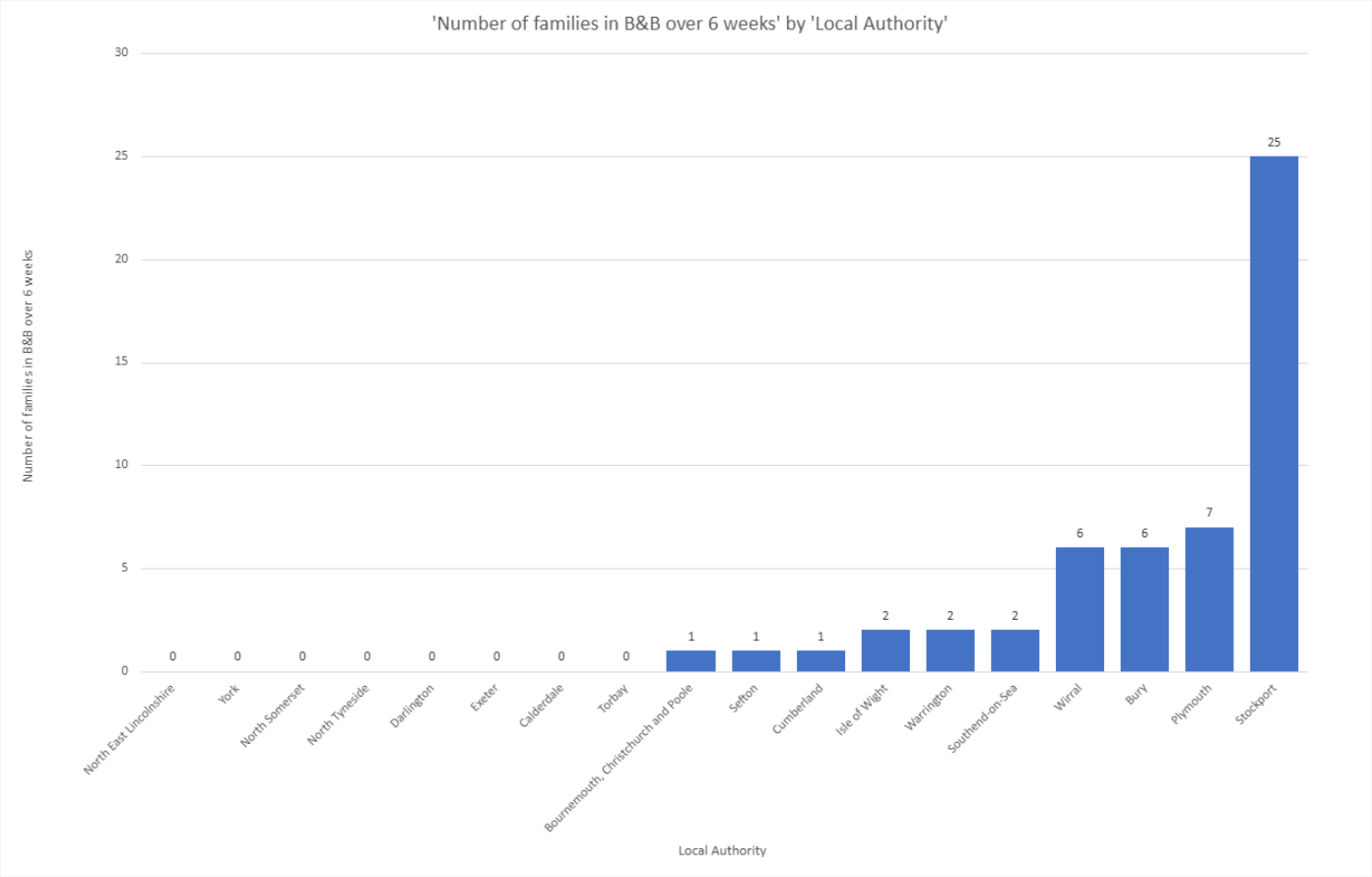


Figure 4 CIPFA Number of Families in B&B over 6 weeks.

Data source: LG Inform, using HCLIC 2025/26 Q4 (1 January-31 March 2026)

Torbay has sustained this strong performance throughout 2026, with no families accommodated in B&B's for longer than six weeks at any point during the year[17]. Building on this position, Torbay's ambition is to eliminate the use of B&B's altogether, recognising it is both costly and unsuitable for any type of household. The target is therefore to maintain the current position of having no families accommodated in bed and breakfast accommodation beyond six weeks.

2.4 Success at preventing and relieving homelessness, including sub-metric for those experiencing multiple disadvantages.

The target for prevention and relief activity has been set as a modest but positive improvement trajectory. Comparator data indicates that Torbay's current prevention and relief performance is below that of available benchmark authorities, suggesting scope for improvement. However, the

[17] Housing Options Service Data, 2026

target also needs to reflect local housing market conditions, including limited social housing supply, restricted access to affordable private rented accommodation, and pressures within supported accommodation and move-on pathways.

Baseline Data Context and Quality Considerations

There were some concerns regarding the baseline metric for sub-metric target (for those experiencing multiple disadvantages), as HCLIC support needs data has historically under-represented the true level of need. This has largely reflected a number of data quality challenges:

- Data capture depends on applicants recognising and disclosing their own support needs, which can be particularly limited in relation to drug and alcohol needs.
- Some applicants may under-report support needs due to concerns that disclosure could affect their access to accommodation.
- Within Locata, the Support Needs task has previously been optional, meaning it was not completed consistently in all cases.
- Support needs information has not always been updated as applications progressed, resulting in incomplete or outdated records.

To address this, a number of operational changes have now been introduced to strengthen data quality going forward.

Rationale and Approach to Target Setting

The table below show the historic rates at which prevention and relief duties have had a successful outcome. The baseline figure for Torbay is 45%, which is an improvement to 2024 performance, but below the national average.

	November 2023	November 2024	November 2025	July 2026
Torbay	57%	41%	31%	Data not yet released
England	42%	47%	48%	Data not yet released

Table 3 Historic performance of rate of successful prevention and relief outcomes

Data Source: HCLIC, October to December reporting period. November taken as benchmark reference data comparable to LOF snapshot.

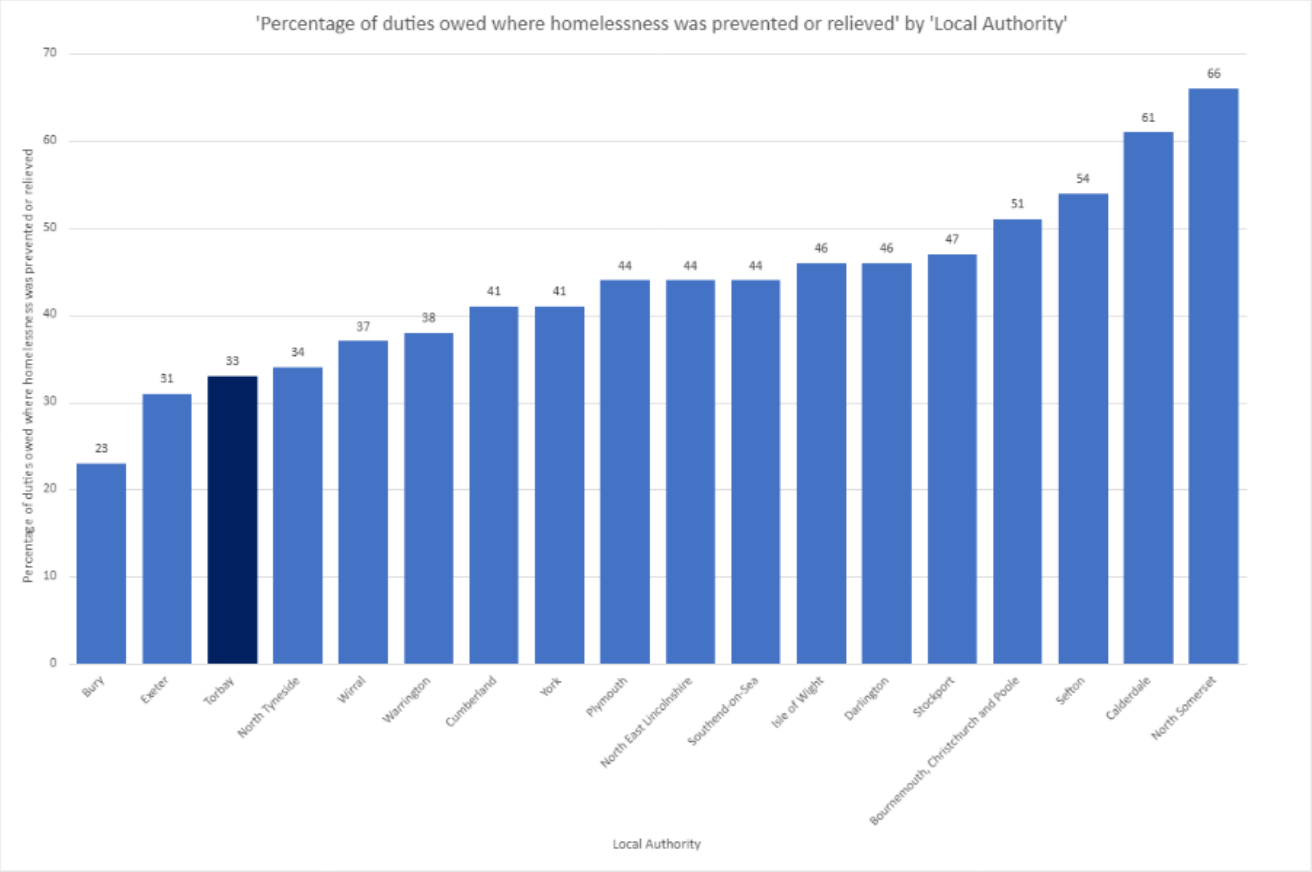


Figure 5 CIPFA performance comparison for success at preventing and relieving homelessness Data source: LG Inform, using HCLIC 2025/26 Q4 (1 January-31 March 2026)

Figure 5 shows Torbay's performance compared with its CIPFA nearest neighbours. Torbay is not in a strong position, and performance has declined since the November baseline. As outlined previously, Torbay has limited social housing and supported accommodation available to secure prevention and relief outcomes, resulting in greater reliance on the private rented sector, which can be unaffordable for households reliant on LHA. Figures 6 and 7 suggest that several higher-performing authorities have access to a broader range of accommodation options, particularly social housing and supported accommodation. This is most apparent at relief stage (Figure 7), where social housing and supported accommodation account for around half or more of successful outcomes in North Somerset (60%), Calderdale (47%), and Sefton (73%). In Torbay, these accommodation types account for only 31% of successful relief outcomes, while 60% are secured through the private rented sector. This suggests that Torbay's comparatively limited range of alternative accommodation pathways may constrain its ability to secure successful outcomes for households where the private rented sector is unaffordable or otherwise inaccessible.

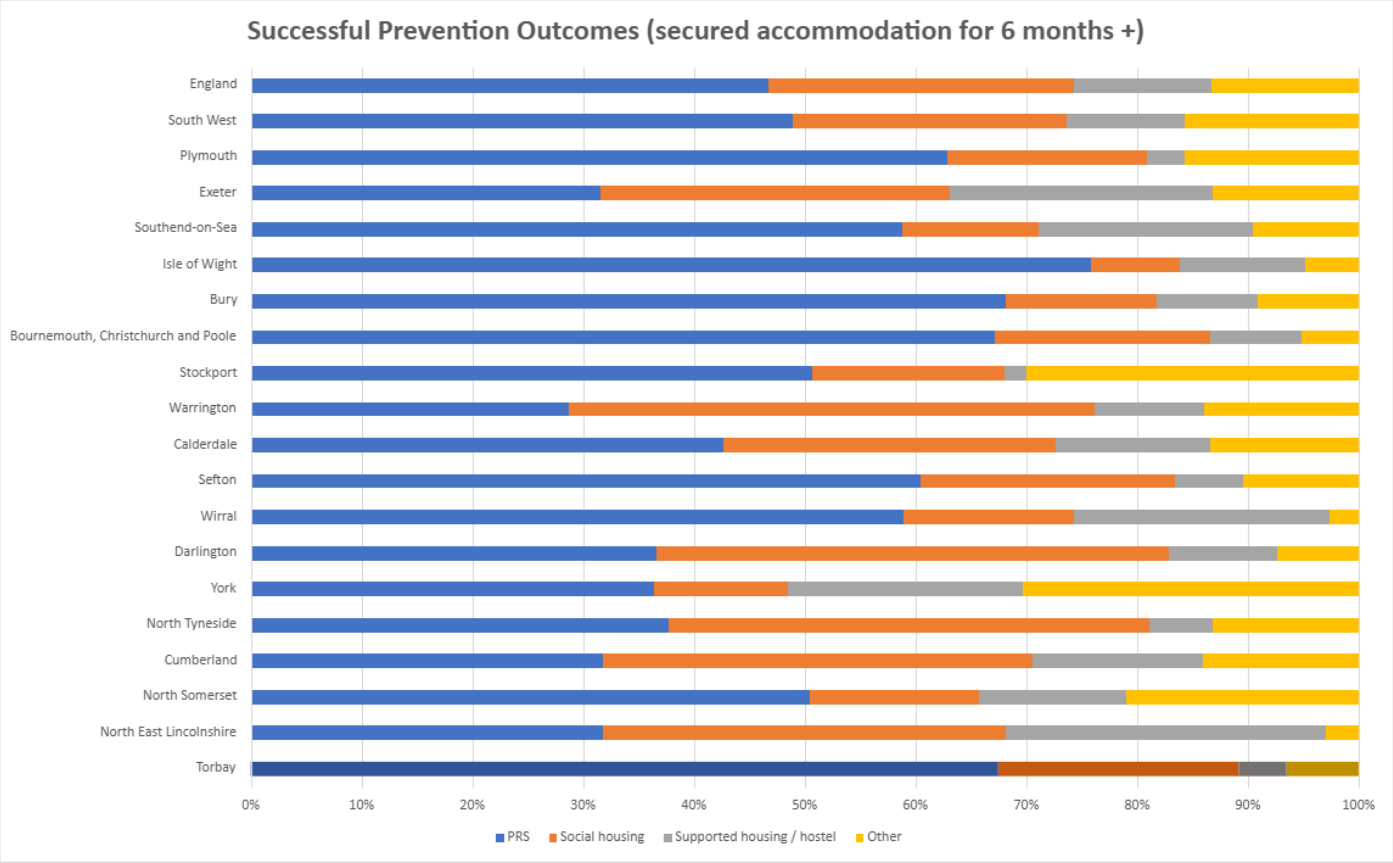


Figure 6 Successful Prevention Outcomes by accommodation type across CIPFA comparators.

Data source: HCLIC January-March 2026

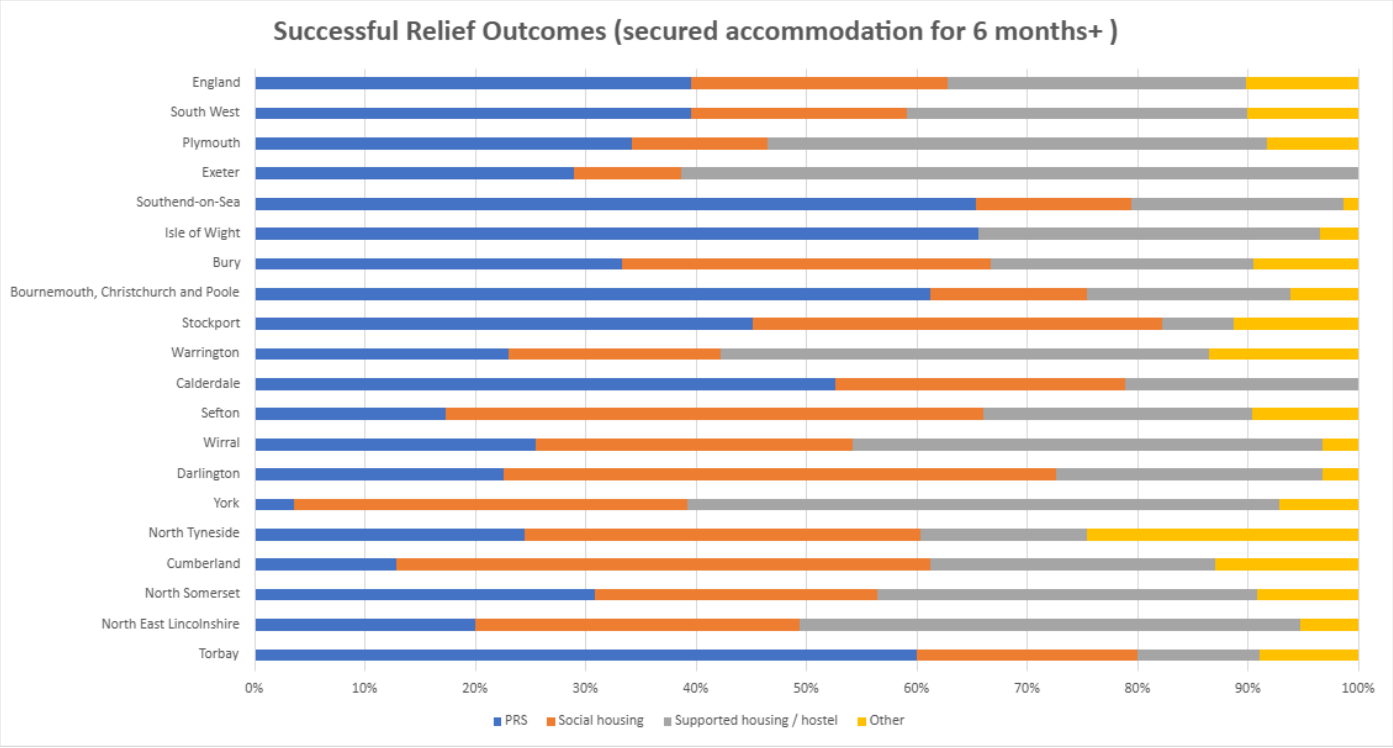


Figure 7 Successful Relief Outcomes by accommodation type across CIPFA comparators

Data source: HCLIC January-March 2026

Furthermore, the Local Outcome Framework metric does not capture positive outcomes under a Main Duty. In Torbay, 55.9% of Main Duties that ended with accommodation secured were ended through an offer of social housing (55.9%)[18]. Therefore, increasing the availability and effective use of social housing may improve outcomes for households experiencing homelessness without necessarily being reflected in the prevention and relief metric.

The target has been set in recognition of the significant housing market pressures currently affecting Torbay. Limited availability of affordable private rented accommodation, social housing and supported housing options can create challenges in securing suitable accommodation and achieving successful prevention and relief outcomes. These pressures are compounded by Torbay's reliance on a relatively small number of private landlords to provide accommodation used to prevent and relieve homelessness, making the local system particularly vulnerable to changes in market conditions and housing supply.

Despite these constraints, there are opportunities to improve performance. This action plan is supported by wider targets to increase the accessibility of affordable housing and make more effective use of existing social housing stock, alongside closer working between Housing Options and Housing Delivery to maximise access to new affordable housing opportunities for households experiencing homelessness. It also includes a more coordinated approach to private rented sector engagement and enforcement under the Renters' Rights Act, alongside work to strengthen the landlord offer and encourage more landlords to work with the Council. Together, these actions aim to broaden the range of accommodation available to prevent and relieve homelessness and reduce Torbay's reliance on a limited section of the private rented market.

This action plan recognises the scale of these challenges and the time needed for this activity to have an impact. As performance has declined since the baseline was set, the trajectory first aims to recover and improve performance, before progressing towards national and comparator levels.

- Baseline: 31%
- 2027 target: 48%, bringing Torbay in line with the national average at the time the target was set.
- 2028 target: 50%, moving Torbay towards the performance of better-performing CIPFA nearest neighbours.

The targets have been calculated based on the level of improvement required from the baseline, with the 2027 target representing an improvement of approximately 55% and the 2028 target

[18] HCLIC January to March 2026

approximately 61%. The same approach has been used to set the trajectory for people experiencing multiple disadvantage.

- Baseline: 29%
- 2027 target: 45%
- 2028 target: 47%

People experiencing multiple disadvantage can face additional barriers to accessing and sustaining accommodation, including those associated with mental health, substance use, experiences of trauma, contact with the criminal justice system, and limited support networks. The housing market pressures described above can therefore create additional challenges in achieving successful prevention and relief outcomes for this group.

This action plan includes specific activity to address these barriers and improve outcomes for people experiencing multiple disadvantage. This includes developing a multiple disadvantage pathway, with actions relating to prison release, drug and alcohol support, health, and greater involvement of people with lived experience in shaping services, alongside wider actions to improve responses to rough sleeping and domestic abuse. Together, these actions aim to strengthen coordination across services, improve access to appropriate support and accommodation, and support people experiencing multiple disadvantage to achieve the same positive prevention and relief outcomes as the wider population. Setting the same target trajectory for both groups reflects our ambition to achieve the same positive outcomes, while recognising that additional action may be needed to address the barriers experienced by people experiencing multiple disadvantage.

2.5 People sleeping rough in Torbay

2.5.1 People sleeping rough on a single night (autumn snapshot)

Baseline Data Context and Quality Considerations

Torbay uses a combination of a physical count and intelligence-based estimate for its autumn snapshot. This is the standard approach for Torbay and was used for the years cited below.

Homeless Link confirmed there were not any significant issues or concerns with the accuracy of the annual snapshot figure in 2025.

Rationale and Approach to Target Setting

The annual count in Torbay for the past 3 years is as follows:

2023	2024	2025
27	29	26

The annual autumn snapshot count in Torbay over the past three years has remained relatively stable, with a mean of 27. Given the limited variation in these figures, the three-year trend above provides a narrow evidence base for setting targets for the LOF. Therefore, additional local rough sleeping data was used to develop a more informed target trajectory.

Monthly rough sleeping data from the previous 12 months was used to estimate the likely composition of the single-night rough sleeping cohort. This estimated that 14.3% of the cohort would be experiencing long-term rough sleeping, with the remaining 85.7% comprising the wider cohort.

Different reduction rates were then applied to the two groups. For long-term rough sleeping, the trajectory assumes a 25% reduction by 2027, increasing to 50% by 2028, in line with the separate Local Outcomes Framework target. For the remaining cohort, a 5% reduction is sought by 2027, increasing to 20% by 2028. This reflects current pressures on rough sleeping, alongside an expectation of greater improvement as planned activity and additional investment take effect.

Because the two groups make up different proportions of the overall rough sleeping cohort, their reductions are combined according to their relative size. This gives an overall reduction of 8% by 2027 and 24.3% by 2028. Applied to the three-year average of 27 people, this produces targets of 25 and 20 people respectively. Table 4 summarises the trajectory.

	2027	Final Target
Target	25	20

Table 4 Single-night rough sleeping target trajectory.

The 2027 target reflects the current level of pressure on rough sleeping in Torbay, which has increased during 2026[19].The stronger reduction sought by 2028 reflects the scale of activity within

[19] Service Data, September 2026

the Action Plan specifically focused on reducing rough sleeping and wider activity to prevent homelessness, reduce repeat rough sleeping, and improve access to accommodation and support.

Whilst the Outreach team already reduce numbers of people rough sleeping in Torbay through securing accommodation options for people, with 91[20] accommodated off the streets in the past year, the new Rough Sleeping Programme provides additional funding and services to accelerate reductions in rough sleeping. It will offer everyone sleeping rough a route off the street for before Christmas 2026. The programme will expand prevention, night shelter and supported HMO provision. It will also improve move-on from hostels and existing properties and provide peer-led support along with specialist support for mental health and substance misuse to reduce repeat and long-term rough sleeping.

The 2028 target therefore reflects the increased opportunity and expectation to accelerate reductions in rough sleeping as this additional provision is implemented. As the Rough Sleeping Programme is implemented, it is proposed that the target is reviewed at Checkpoint 2 (November 2027), when there will be greater evidence of its impact and an opportunity to consider whether the 2028 target should be made more ambitious.

2.5.2 People sleeping rough over the month who are long term

Baseline Data Context and Quality Considerations

In November 2025, only 1 individual was identified as experiencing long-term rough sleeping as per the government definition. This figure was not typical for a month in Torbay, with the surrounding months returning higher figures as indicted in table 5 below.

Furthermore, Torbay has completed a rigorous review of the data and methodological approach used to assess rough sleeping over the past six months. This has strengthened the accuracy of identification and reporting, including in relation to the number of people experiencing long-term rough sleeping. Although this has led to an initial increase in reported figures, it is considered to present a more accurate picture of the scale of rough sleeping in Torbay.

Reflecting this improved understanding of the data, Torbay has adopted 8 as the baseline figure for long-term rough sleeping. This baseline has been derived from both the mean number of long-term rough sleepers recorded over the previous six months and the mean number recorded in

[20] Local service data, Sept 2025-2026.

November 2024 and November 2025. Taken together, these measures indicate that 8 provides a more representative estimate of the long-term rough sleeping cohort in Torbay than the figure of 1 referenced above.

Rationale and Approach to Target Setting

The number of long-term rough sleepers in Torbay shows little variation between months, with April presenting a particularly high number.

Reporting Month	Total People Rough Sleeping	Total Long-Term Rough Sleepers	Long-Term Rough Sleepers (% of Rough Sleeping Cohort)
Jun-25	43	6	14%
Jul-25	54	5	9%
Aug-25	70	5	7%
Sep-25	58	8	14%
Oct-25	68	2	3%
Nov-25	39	1	3%
Dec-25	46	5	11%
Jan-26	38	7	18%
Feb-26	33	10	30%
Mar-26	36	6	17%
Apr-26	53	18	34%
May-26	55	12	22%
Jun-26	53	10	19%

Table 5 Number and proportion of long-term rough sleepers in Torbay during a 12 month period.

The long-term rough sleeping cohort is not a fixed group of individuals and changes monthly, with around four individuals identified as sleeping rough long-term consistently in any given month. Approximately half of these individuals are part of the target priority group (TPG) cohort. Across the six-month reporting period, 28 unique individuals were identified as experiencing long-term rough sleeping. Of these, 23 were men and five were women, with four of the five women also included within the Complex Lives Navigators cohort.

The cohort is characterised by high levels of multiple and overlapping support needs. Eighteen individuals had identified mental health needs, 15 had substance misuse needs, and 4 had alcohol-related support needs. Fifteen people experienced two of these support needs, while one individual experienced all three. This demonstrates the prevalence of co-occurring needs within the long-term rough sleeping population and highlights the complexity of the challenges faced by many individuals.

Consistent with the national ambition to halve rough sleeping over the course of the current Parliament, Torbay is committed to achieving a 50% reduction against the baseline of 8. This represents a high level of ambition in the context of the current position. Long-term rough sleeping has increased substantially during 2026, reaching 22 in August 2026 compared with the baseline of 8. The targets therefore require a substantial reduction in long-term rough sleeping from current levels.

The trajectory is supported by specific activity within the Action Plan to reduce rough sleeping, alongside the additional investment and provision being introduced through the new Rough Sleeper Programme. Together, these provide increased capacity to address both the flow into long-term rough sleeping and barriers to moving away from the street. The final target of 4 therefore remains deliberately ambitious, requiring a substantial reduction from the current position as well as a 50% reduction against the agreed baseline. The remaining target trajectory is:

- Checkpoint 1 – November 2027: achieve a 25% reduction against the baseline, reducing long-term rough sleeping from 8 to 6.
- Final target (End of Parliament): achieve a 50% reduction against the baseline, reducing long-term rough sleeping from 8 to 4.

Long-term rough sleeping has increased significantly during 2026, reaching 22 at the end of August. The targets of 6 and 4 therefore represent a substantial reduction from the current position.

2.6 Actions supporting delivery of Local Outcomes Targets

Delivery of the Local Outcomes Framework targets will be supported through the actions set out below. Together, these actions provide the strategic framework for improving homelessness prevention, reducing rough sleeping and strengthening housing outcomes across Torbay. These actions have been developed in collaboration with other Council departments and partners through the Homelessness and Rough Sleeping Forum and reflects both the activity required to deliver the wider Homelessness and Rough Sleeping Strategy and priorities identified by partners.

Table 6 provides a summary of the Homelessness and Rough Sleeping Action Plan, including how each area of activity will support delivery of the Local Outcomes Framework targets. The detailed action plan is included at Appendix

Theme	Summary of key actions and activity	Contribution to delivery of LOF targets
Reduce use of Temporary Accommodation	• Strengthen early intervention and support for families to prevent entry into temporary accommodation. • Improve move-on from temporary accommodation through Early Help, resettlement support, and increased housing options. • Maintain oversight of family placements and improve monitoring of flows into and out of temporary accommodation. • Increase social, affordable, step-down, and move-on accommodation to reduce reliance on temporary accommodation.	Directly supports the targets to reduce families in temporary accommodation and maintain zero families in B&B beyond six weeks. Earlier intervention will reduce avoidable entries into TA, while increased housing options and move-on support will reduce length of stay. Continued scrutiny of family placements will protect Torbay's strong B&B performance.
Prevention and Relief	• Strengthen prevention through improved PRS engagement, enforcement, and earlier identification of housing insecurity. • Develop more accessible and coordinated routes into homelessness advice and support, including for hidden homelessness. • Strengthen specialist pathways for people experiencing multiple disadvantage, domestic abuse, leaving prison, and other specific needs. • Improve joint working with health services around early identification, mental health, and hospital discharge. • Improve tenancy sustainment, information sharing, commissioning, funding coordination, and multi-agency risk management. • Develop employment, skills, and training opportunities for people experiencing homelessness or housing insecurity. • Improve partnership communications and understanding of available services and pathways.	Directly supports the target to increase successful prevention and relief outcomes to 50% and improve outcomes for people experiencing multiple disadvantage. Activity focuses on intervening earlier, preventing loss of existing homes, widening routes into suitable accommodation, and addressing the additional barriers that can prevent people with multiple needs from achieving successful housing outcomes.

Theme	Summary of key actions and activity	Contribution to delivery of LOF targets
Rough Sleeping	• Improve access to RSI, Housing Options, and flexible advice for people sleeping rough. • Develop a sustainable Off the Streets accommodation offer with clear move-on pathways. • Use data and the Vulnerability Matrix to better target support, resources, and interventions. • Improve access to daytime facilities, safe spaces, health services, and inclusive SWEP provision. • Strengthen the system-wide response to women experiencing rough sleeping and complex needs. • Improve intelligence on pathways into, through, and out of rough sleeping.	Directly supports the reduction in both overall and long-term rough sleeping. Faster access to housing support and Off the Streets accommodation will help people move away from the street sooner, while targeted support for those with the highest levels of need will tackle barriers to ending long-term rough sleeping. Improved prevention and pathway intelligence will also help reduce new and repeat rough sleeping.
Youth Homelessness	• Improve coordination, visibility, and understanding of youth homelessness services and pathways. • Strengthen early identification and intervention through schools, colleges, Early Help, and homelessness services.	Contributes to prevention and relief targets by identifying housing insecurity earlier and creating clearer routes to support before young people become homeless. Earlier intervention should reduce escalation into homelessness, temporary accommodation, and rough sleeping.
Lived Experience	• Develop a coordinated and trauma-informed approach to lived experience engagement across the homelessness system. • Ensure lived experience and qualitative evidence routinely inform decision-making, service design, and system improvement.	Supports all LOF targets by identifying barriers that performance data alone cannot explain. Using lived experience to improve access, pathways, accommodation, and support will help ensure interventions are responsive to the needs of people experiencing homelessness, particularly those experiencing multiple disadvantage and rough sleeping.

Table 6 Summary of actions supporting delivery of Local Outcomes Framework Targets

2.7 Anticipated Risks and Challenges to Delivery

The successful delivery of the Local Outcomes Framework targets may be affected by a number of system-wide risks and structural barriers. These are outlined below, alongside mitigating actions that Torbay is taking to navigate these challenges.

2.7.1 Lack of Supported Accommodation and Move-On

Torbay's supported accommodation offer remains relatively narrow, with the main adult provision centred on hostel accommodation which is an abstinence-based project; and separate young people's accommodation. This creates two related risks: first, that the current offer does not provide sufficient range or volume to meet differing levels of need; and second, that limited move-on options reduce throughput, resulting in people remaining in supported settings for longer than is intended and restricting access for new referrals.

Mitigating actions

The Housing Needs Assessment and associated insight work will be used to strengthen understanding of the scale and type of supported accommodation required locally, including the gaps in current provision and move-on pathways. This evidence base is being used to inform service design and any commissioning activity, which is ongoing.

2.7.2 Restricted Access to Private Rented Sector

Access to the PRS remains limited and may become more challenging as landlords respond to the new legal and regulatory environment introduced through the Renters' Rights Act 2025. Alongside this, recent commissioned research in Torbay indicates that some people are reluctant to consider PRS options because social housing is perceived to offer greater security, stability and clearer access to ongoing support. These perceptions are important because they can narrow the range of housing options people are willing to pursue, adding further pressure to an already constrained social housing system.

Mitigating actions

There is scope to further strengthen landlord engagement in order to maintain and widen PRS access, build confidence in working with households who may have support needs, and improve relationships with the sector. There is also an opportunity to test whether a stronger floating support offer, alongside clearer communication about tenancy rights and support available in the PRS, can improve confidence among both landlords and prospective tenants.

3 Partnerships

3.1 Homelessness and Rough Sleeping Forum

Torbay has an established Homelessness and Rough Sleeping Forum, which brings together a range of partners including accommodation services, statutory agencies, advice services, voluntary sector organisations and health partners. The Forum is a multi-agency working group that supports delivery of Torbay's *Homelessness and Rough Sleeping Strategy 2024–2030*, providing a structure for partners to coordinate activity, maintain oversight of priorities and strengthen partnership working across the system. Torbay's current strategy aims to adopt a collaborative approach with collective delivery, oversight and responsibility across local partners, structured through its action plan. The Forum is supported by sub-groups focused on data, communications, training and prevention, which lead targeted workstreams and projects to help progress priority actions within the Strategy. This action plan was codesigned by the group and hence therefore has wider partnership actions.

4 Policy for Ensuring Suitability of TA

Torbay has a Temporary Accommodation Placement Policy that sets out the Council's approach to procuring, allocating, and ensuring the suitability of temporary accommodation. This section summarises how temporary accommodation is planned, allocated, monitored, and reviewed to ensure it is suitable, decent, and used as part of a wider prevention and move-on pathway.

4.1 Assessing Demand and Procuring Sufficient Units

The Council procures temporary accommodation in accordance with relevant legal duties and guidance. Accommodation should be affordable, sustainable, safe, compliant with health and safety requirements, and maintained in a decent condition. Torbay uses a range of supply routes, including bed and breakfast accommodation, self-contained accommodation, longer-term leased properties, private rented sector options, and specialist hostel provision.

A number of existing temporary accommodation contracts are approaching their end dates. Future procurement will be informed by the Torbay Housing Needs Assessment, which provides evidence on the scale and type of temporary accommodation likely to be required in Torbay. This will support the Council to identify gaps in current provision, including accommodation for people with

complex needs, physical health needs, disabilities, and additional support requirements. It will also help ensure that future temporary accommodation provision is better aligned to local need and able to support safe, suitable, and sustainable placements.

4.2 Allocation and Suitability of Temporary Accommodation

Temporary accommodation is allocated following an assessment of household need and suitability. Placement decisions consider affordability, property size, condition, location, health and mobility needs, education, employment, transport, healthcare, support networks, care responsibilities, and any identified safeguarding or vulnerability issues.

The Council will seek to place households within Torbay wherever possible and avoid unnecessary moves. Where out-of-area placements are unavoidable, the Council will seek to minimise disruption and complete appropriate liaison and notification arrangements.

Suitability is assessed in line with relevant homelessness legislation, statutory guidance, and the Council's Temporary Accommodation Placement Policy. Accommodation must be safe, suitable, and appropriate to the needs of the household.

Suitability considerations include property condition, affordability, household composition, health and disability needs, location, and access to essential services. Accommodation should be free from serious hazards and meet relevant fire, electrical, damp, mould, overcrowding, and wider health and safety standards.

For families, consideration will also be given to access to cooking, laundry, storage, Wi-Fi, and adequate space for a cot where required.

4.3 Use of Bed and Breakfast Accommodation

The Council avoids using bed and breakfast accommodation for families with children, pregnant women, and 16–17-year-olds (except where no suitable alternative is available). Families will not be accommodated in bed and breakfast accommodation beyond the statutory six-week limit.

Torbay has established oversight arrangements to support this position, including senior sign-off for proposed family bed and breakfast placements and regular placement planning to identify suitable alternatives.

4.4 Resident Feedback and Service Improvement

Suitability is considered both during placements, through ongoing contact and support, and after placements, through feedback and learning from people's experiences. Households living in temporary accommodation are supported by dedicated officers who provide a consistent point of contact throughout the placement. This helps ensure that any concerns about accommodation, including repairs, property condition, safety, suitability, or changes in household circumstances, can be raised and responded to at an early stage. Where concerns are identified, officers work with accommodation providers and relevant colleagues to resolve issues and escalate matters where needed. This helps ensure that temporary accommodation remains suitable, safe, and appropriate for the household while they are living there.

The Council also seeks feedback from households when they enter and leave temporary accommodation. These feedback forms provide an opportunity to understand people's experiences of the accommodation and the support they received. Feedback is reviewed to identify common themes, inform quality assurance, and support future improvements to temporary accommodation provision.

5 Local Governance Structures

Delivery of the Local Outcomes Framework requires coordinated action across housing, health, social care, criminal justice agencies, accommodation providers and the voluntary, community and faith sector.

5.1 Internal Governance and Performance Monitoring

5.1.1 Governance

The Action Plan will be approved through the Council's governance process, progressing through Directors' Oversight Meetings, Cabinet and Directors meeting, Overview and Scrutiny, and ultimately Cabinet. This ensures appropriate governance and oversight of the Action Plan and Local Outcomes Framework.

5.1.2 Performance Monitoring

To ensure effective delivery of the Local Outcome Framework targets, performance will be monitored through a combination of operational oversight, management review, and corporate governance arrangements.

Operational Monitoring

- Weekly Housing Options meetings to review demand, caseloads, emerging risks, and service pressures.
- Weekly Temporary Accommodation audits to monitor occupancy, suitability, compliance, and move-on activity.
- Fortnightly hostel performance and service review meetings to monitor occupancy, outcomes, support needs, and pathway progression.
- Monthly Rough Sleeping Initiative (RSI) meetings to review trends in data, outreach activity, accommodation pathways, and emerging issues.

Monthly and quarterly monitoring

- Monthly performance monitoring reports reviewing key indicators, trends, service demand, outcomes, and delivery against service priorities.
- Review of temporary accommodation usage, prevention and relief activity, rough sleeping data, move-on outcomes, and financial performance.
- Identification of risks, challenges, and areas requiring corrective action.

Corporate dashboard and monitoring

- Performance reported through the Council's quarterly corporate performance dashboard to provide oversight of key homelessness and housing indicators, including LOF indicators reported to Directors and Cabinet.
- Additional indicators will be included to capture wider activity outside of the LOF indicators, including successful Main Duty outcomes and number of rough sleepers assisted into accommodation.
- Quarterly performance reporting and review through established governance arrangements to monitor progress against strategic objectives, identify trends, and inform service improvement activity.
- Annual review by Overview and Scrutiny and Cabinet.

5.2 External Governance and Scrutiny

Torbay has an established Homelessness and Rough Sleeping Forum, supported by a multi-agency Steering Group and task-focused subgroups. Together, these groups provide oversight of the Homelessness and Rough Sleeping Strategy and associated action plans.

The Homelessness and Rough Sleeping Forum and Steering Group will:

- Review progress against Local Outcomes Framework targets.
- Monitor delivery of agreed actions.
- Identify barriers and risks to delivery and work together to resolve challenges.
- Share intelligence, learning and good practice.
- Support coordination across partner agencies.

The Homelessness Strategy and Delivery Officer will coordinate monitoring and reporting against the Action Plan and Local Outcomes Framework, supporting the Forum and Steering Group to oversee delivery and identify risks, barriers and opportunities for improvement.

6 Reference to Specific Plans

Torbay has not been identified as a Local Authority that is required to produce a Long-Term Rough Sleeping Partnership Plan or a B&B Elimination Plan.

7 Appendix

7.1 Definitions

Term	Definition
B&B	Bed and breakfast accommodation used as short-term emergency accommodation. The Action Plan specifically monitors the number of families with children placed in B&B accommodation for more than six weeks.
Families in B&B over 6 weeks	This LOF metric measures the number of families in Bed & Breakfast accommodation who have been resident for more than six weeks.
HCLIC	Homelessness Case Level Information Collection. The national data return used by local housing authorities to report statutory homelessness activity, including prevention, relief and temporary accommodation data.
Households in Temporary Accommodation with Children	This LOF metric measures the number of households with children who are in temporary accommodation on the last day of the reporting period, per 1,000 households in the population. Temporary accommodation is accommodation secured by a local authority under their statutory homelessness functions.
LOF	Local Outcomes Framework. The national framework used to monitor priority outcomes, including homelessness prevention and relief, family temporary accommodation, B&B use, rough sleeping and long-term rough sleeping.
Long-term rough sleeping	A rough sleeping cohort used in national monitoring and local target-setting to identify people with sustained or repeated experiences of rough sleeping over time. In this Action Plan, it is used to monitor progress towards reducing long-term rough sleeping.
Multiple disadvantage	The experience of overlapping needs or barriers, which may include homelessness, mental ill-health, substance use, domestic abuse, contact with the criminal justice system, trauma, poor physical health or limited support networks.
People sleeping rough on a single night (autumn snapshot)	This metric measures the number of people sleeping rough on a single night between 1 October and 30 November.
Prevention duty	A statutory homelessness duty requiring the local authority to take reasonable steps to help an eligible household avoid becoming homeless where they are threatened with homelessness.

Relief duty	A statutory homelessness duty requiring the local authority to take reasonable steps to help an eligible household secure accommodation where they are already homeless.
Rough sleeping	People sleeping, about to bed down, or bedded down in the open air or in places not designed for habitation, such as streets, doorways, tents, cars, sheds or other makeshift locations.
RSI	Rough Sleeping Initiative outreach team. In Torbay, RSI refers to the local outreach team working with people who are sleeping rough, or at risk of sleeping rough, to support engagement, assess need, coordinate access to housing and support services, and help people move away from rough sleeping.
Success at preventing and relieving homelessness	This LOF metric measures the percentage of successful outcomes (secured accommodation for 6+ months) at preventing or relieving homelessness in a quarter relative to the number of new prevention or relief duties owed that quarter. This does not include successful outcomes following activity captured under Triage or Main Duties.
Success at preventing and relieving homelessness for those experiencing multiple disadvantages	This LOF metric will be measured as per the 'Success at preventing and relieving homelessness', but for the cohort of people who have three or more of the following support needs recorded on Homelessness Case Level Information Collection quarterly publications: • Offending history • Domestic abuse - victim • History of repeat homelessness or history of rough sleeping • Drug dependency needs or alcohol dependency needs • History of mental health problems
TPG	Target Priority Group. Using the MHCLG definition, this refers to people who have been sleeping rough in two or more years out of the last three, and in two or more months out of the last twelve.
Vulnerability Matrix	An assessment tool developed by Torbay Council to understand an individual's vulnerability across ten indicators. It is predominantly used by the RSI team to build a holistic understanding of the support needs of people who are rough sleeping, or who are being supported by the Tenancy Sustainment Team, so that support can be targeted, coordinated and adjusted accordingly.

7.2 Vulnerability Matrix

The Vulnerability Matrix is an assessment tool developed by Torbay Council to identify the level and nature of vulnerability experienced by individuals who are rough sleeping or being supported

by the Tenancy Sustainment Team. Its purpose is to build a holistic understanding of each individual's support needs, enabling support to be targeted, coordinated and adjusted accordingly.

The 10 indicators are outlined below:

Score	**1**	**2**	**3**	**4**	**5**	**6**	**7**	**8**	**9**	**10**
Support level needed/vulnerability	**Low vulnerability, Low/minimal support needed**			**Moderate vulnerability, Some support needed**				**High vulnerability, Higher support needed**		
Survival Skills and Ability to Manage Basic Needs										
Alcohol and substance misuse										
Mental Health and Emotional Wellbeing										
Physical Health										
Offending behaviours										
Experiences of domestic abuse/sexual violence										
Communication										
History of homelessness										
Current living situation										
Neurodiversity and learning disability										

7.3 Relevant Documents

The Action Plan supports and compliments the following documents:

7.3.1Homelessness and Rough Sleeping Strategy 2024-2030

Homelessness and Rough Sleeping Strategy 2024-2030.pdf

7.3.2. Torbay Council Housing Needs Assessment

Torbay Housing Needs Assessment 2025 - 2030 - Torbay Council

7.3.4. Torbay Joint Strategic Needs Assessment

Joint Strategic Needs Assessment - Torbay Council

7.3.5. Full list of actions supporting Torbay and Homelessness Rough Sleeping Action Plan 2026-2028

The following table includes the full list of actions that will support the delivery of the Local Outcomes Framework and Homelessness and Rough Sleeping Strategy.

	Action	Description of Activity	Responsible for Delivery	Timeline for Delivery
1	**Reducing use of Temporary Accommodation**			
1.1	Sustain prevention activity through the Early Help Team to help families maintain their accommodation.	Engage families at the earliest opportunity through Family Hubs and multi-agency partnerships to identify housing issues before they reach crisis point. Provide targeted support to prevent homelessness and sustain existing accommodation, including temporary accommodation where appropriate.	Head of Housing Need	Nov-26 to Sep-28
		Establish a shared dataset with Children's Services to improve oversight and understanding of Section 17 accommodation placements.	Head of Housing Need, Children's Services	Aug-27
1.2	Promote successful move-on from temporary accommodation for families through Early Help support.	Provide targeted Early Help support to families living in temporary accommodation to remove barriers to move-on, including access to the private rented sector, financial assistance, tenancy readiness and practical move-in support.	Head of Housing Need	Ongoing - Sep-28
1.3	Maintain oversight and scrutiny of family placements into temporary accommodation.	Continue Head of Service approval for all proposed family B&B placements and maintain weekly placement planning meetings to review accommodation options and minimise reliance on B&B accommodation.	Housing Needs Manager	Ongoing - Sep-28
1.4	Reduce the number of families entering temporary accommodation through earlier intervention.	Expand the use of Family Network Meetings as an early intervention to support families to remain in their existing accommodation or identify alternative solutions before temporary accommodation is required, including upskilling partners and professionals to increase the number of meetings offered.	Children's Services, Head of Housing Need	Jun-28

		Improve data sharing between Housing and Children's Services to track the use and outcomes of Family Network Meetings, including whether families subsequently enter temporary accommodation.	Children's Services	Jun-27
		Analyse the reasons families enter temporary accommodation and use this intelligence to identify opportunities for earlier intervention.	Head of Housing Need, Housing Need Manager	Sep-27
1.5	Increase the supply of social and affordable housing available to reduce reliance on temporary accommodation.	Delivering 484 new homes across the next 5-10 yrs through partnerships with Homes England, landowners, Registered Providers, and local communities.	Head of Strategic Housing and Delivery	As per delivery plan.
		Maximising existing social housing through Devon Home Choice and the Rightsizing and Empty Homes project.	Head of Strategic Housing and Delivery and wider Torbay Council as part of empty homes.	Sep-28
		Ensuring banding for people in Temporary Accommodation is regularly reviewed to enable timely move on from TA and that appropriate review process are in place.	Head of Housing Need	Jan-27
		Utilise the Housing Needs Assessment Group to provide strategic oversight of housing and support needs, ensuring a coordinated, multi-agency approach to service planning, resource allocation and programme delivery.	Head of Strategic Housing and Delivery and Divisional Director Community and Customer Services	Ongoing - Jan-28
1.6	Develop step-down accommodation and a structured accommodation pathway to support planned move-on and reduce reliance on crisis responses and temporary accommodation.	Develop accommodation pathway for specialist Temporary accommodation working across Adult Social Care and homelessness services	Divisional Director Community and Customer Services	Sep -27
1.7	Additional performance monitoring of flow into and out of family temporary accommodation	Monitor households entering and leaving temporary accommodation, including households receiving adverse homelessness decisions and households losing temporary accommodation placements.	Housing Needs Manager	Mar-27

1.8	Sustain Resettlement Team capacity	Maintain dedicated resettlement support to help households move on from temporary accommodation and sustain settled housing outcomes.	Head of Housing Need	Ongoing - Sep-28
2	**Prevention and Relief**			
2.1	Coordinate private rented sector enforcement and engagement	Maximise opportunities to join-up approaches to private rented sector engagement and enforcement within Housing Options, focused on achieving better outcomes for landlords and households.	Head of Housing Need	Apr-27
		Use Renters' Rights Act enforcement powers and robust procedures to improve private rented sector standards, protect tenants' rights, and prevent homelessness, including supporting reinstatement where appropriate.	Head of Housing Need	Ongoing
		Support people who may not feel confident approaching housing services about poor housing conditions.	Housing Standards Manager, Citizens Advice	Ongoing
		Ongoing analyse data and 12 month review of reasons for homelessness; Renters' Rights Act breaches; and household characteristics to identify patterns in private rented sector tenancy loss, compliance issues, and barriers to access, and use this intelligence to inform targeted prevention, landlord engagement, and incentives.	Head of Housing Need, Housing Need Manager	Jun-27
2.2	Develop a Communications Strategy within the Homelessness and Rough Sleeping Forum	Develop a communications strategy that identifies key messages, target audiences, communication channels and responsibilities across the homelessness partnership.	Communications Subgroup - Homelessness and Rough Sleeping Forum	Dec-27
2.3	Improve the accessibility and navigation of homelessness support services.	Review existing provision and explore opportunities for more integrated and accessible one stop shop support models.	Homeless and RS Forum	Dec-27

2.4	Enhance the system-wide identification of hidden homelessness through strengthened partnership working, intelligence sharing, and earlier recognition of housing insecurity across services.	Develop and deliver training and guidance for partner agencies to improve awareness of hidden homelessness, housing insecurity, and early indicators of homelessness risk.	Head of Housing Need, Homeless Strategy Delivery Officer, Homelessness and Rough Sleeping Forum	Ongoing – Jun-27
		Pilot and evaluate approaches to identifying hidden homelessness within partner services, using learning to inform wider roll-out across the system.	Homeless Strategy Delivery Officer, Devon Rape Crisis	Mar-27
2.5	Design and Implement a Coordinated Early Intervention Pathway	Work with partner agencies to strengthen referral arrangements that enable individuals experiencing housing insecurity, hidden homelessness, or at risk of homelessness to access Housing Options at the earliest opportunity.	Prevention Subgroup - Homelessness and Rough Sleeping Forum	Jun-27
		Co-design a coordinated early intervention offer, identifying the most appropriate support, delivery arrangements, and partnership contributions to improve housing outcomes and prevent escalation of need.	Head of Housing Need, Prevention Subgroup - Homelessness and Rough Sleeping Forum	Sep-27
2.6	Capture hidden prevention activity	Identify opportunities to capture homelessness prevention work currently delivered through services such as the hostel, RSI accommodation and tenancy sustainment team which is not routinely recorded on homelessness systems and develop processes to capture this activity consistently.	Head of Housing Need, Strategic Lead for Community Protection	Mar-27
		Ensure all approaches to Housing Options, and any prevention activity undertaken, are consistently recorded within Locata.	Housing Needs Manager	Ongoing - Sep-28
2.7	Sustain specialist roles within Housing Options and expand partnership knowledge of them	Maintain specialist roles, including the Prison Navigator, Care Experienced Lead, Domestic Abuse Specialists and Hostel Lead, whilst increasing awareness and utilisation of these roles across partner agencies.	Head of Housing Need, Comms Sub Group - Homelessness and Rough Sleeping Forum	Sep-28
2.8	Strengthen multiple disadvantage pathway	Work with partners across housing, health and substance use services to ensure housing pathways support recover and are informed by the Insights report.	Strategic Lead for Community Protection, Head of Housing Need	Dec-27

		Develop a stronger move-on pathway from the hostel, including expansion of the supported HMO model.	Head of Housing Need, Strategic Lead for Community Protection	Aug-27
		Build on the Prison Leaver Protocol through a multi-agency review and improvement of the prison leaver pathway.	Head of Housing Need, Strategic Lead for Community Protection	Sep-27
2.9	Identify indicators for people at risk of rough sleeping and improve information gathering before rough sleeping occurs.	Review 12 months of rough sleeping data to understand routes to rough sleeping and identify opportunities to develop wider partnership preventative interventions.	Strategic Lead for Community Protection, Prevention Subgroup - Homelessness and Rough Sleeping Forum	Mar-27
2.10	Strengthen tenancy sustainment support for people moving into independent accommodation.	Co-design a tenancy sustainment information which provides practical move-in support, access to essential household items, and guidance to help people successfully establish and maintain their tenancy.	Prevention Subgroup-Homelessness and Rough Sleeping Forum	Dec-27
2.11	Further develop the response to domestic abuse and homelessness by reviewing and improving pathways and support.	Improve data collection to better understand pathways into Torbay for people experiencing domestic abuse and homelessness.	Housing Needs Manager, Homeless Strategy and Delivery Officer, DASV Commissioning Officer	Sep-27
		Ensure activity around homelessness and rough sleeping continues to align with the DASVEG Strategy.	Head of Housing Need, Strategic Commissioning Officer, Homelessness and Rough Sleeping Forum	Sep-28

2.12	Coordinate financial assistance for homelessness prevention.	Review and coordinate available financial assistance across Housing Options and partner services, ensuring clear eligibility criteria, referral routes and timely access to funding that can prevent homelessness or help households sustain accommodation.	Housing Benefit Manager	Mar-27

2.13	Strengthen links between Torbay Communities, the hospital, and housing services to support earlier identification and prevention of homelessness.	Torbay Communities to undertake monthly visits to the hospital and work with staff and volunteers to develop the role of this presence in identifying housing concerns early and strengthening links with Housing Options and wider housing support.	Torbay Communities, Hospital, Housing Needs Manager	Mar-27
2.14	Improve early identification of housing vulnerability within health settings.	Add a housing-related issue tag to NHS mental health systems/SystmOne.	Devon Partnership Trust; Hospital Discharge Manager; Housing Needs Head of Service; Healthwatch.	Jun-27
		Include housing as a section within MDT meetings to improve discharge times and ensure Housing are invited to MDT meetings where there are housing issues.	Devon Partnership Trust; Hospital Discharge Manager; Housing Needs Head of Service; Healthwatch.	Sep-27
2.15	Improve accessibility of mental health support and environments that promote mental wellbeing	Identify specialist mental health support outreach role to work specifically with people experiencing homelessness	Strategic Lead for Community Protection, DPT	Mar-27
2.16	Improve housing-related discharge planning and support for people identified as at risk of homelessness within health settings.	Continue joint discussions between DPT, Housing and Commissioning colleagues to identify and address barriers to effective housing-related discharge planning.	DPT; Strategic Commissioning Adults communities	Jun-27
2.17	Improve sustainment of temporary accommodation for people with complex needs.	Assess the support needs of people with complex needs living in temporary accommodation to identify barriers to sustainment.	Head of Housing Need	Sep-27
2.18	Implement a Needs-Led Commissioning Strategy	Develop and implement a commissioning strategy for temporary accommodation and support services, informed by local need, service gaps, and future demand.	Divisional Director Community and Customer Services	Aug-27

2.19	Strengthen the VCSE sector's ability to identify, access and respond to funding opportunities.	Build upon existing work led by Torbay Communities to improve awareness of funding opportunities and support access to funding across the VCSE sector.	Torbay Communities	Sep-27
		Establish arrangements for coordinating and maintaining a pipeline of homelessness-related projects and proposals to support future funding applications.	Homelessness and Rough Sleeping Forum	Dec-27
2.20	Strengthen the use of Multi-Agency Risk Management Meetings (MARMs) to support a consistent approach to identifying, managing and reducing risk.	Promote understanding of the MARM framework across statutory and voluntary sector partners, including governance requirements, referral pathways and effective meeting chairing.	Strategic Lead for Community Protection	Sep-27
		Ensure any feedback regarding implementation of MARMs and partner engagement with them is given directly to the MARM implementation group of the Adult Safeguarding Board for quality assurance processes.	Safeguarding Adults board	Sep-28
2.21	Strengthen information-sharing arrangements between Housing Options and partner agencies.	Develop and implement a standardised consent process to support lawful and consistent sharing of information between Housing Options and partner agencies.	Torbay Advice and Information Network; Information Governance	May-27
		Sustain dedicated partner access routes into Housing Options, including the third-party contact line, and explore opportunities to expand the service to support routine Rough Sleeping Initiative enquiries where appropriate.	Customer Services Operations Manager, Housing Needs Manager, Strategic Lead for Community Protection	Apr-27
2.22	Develop a coordinated employment, skills and training pathway for people experiencing homelessness or housing insecurity.	Maximise opportunities through Connect to Work to increase referrals into employment support and support earlier identification of housing need.	Connect to Work Delivery Manager	Sep-27
		Explore housing-linked employment and training opportunities through social enterprise or housing and employment models and working with Torbay Business Forum.	Homelessness and Rough Sleeping Forum	Jun-28

3	Rough Sleeping			
3.1	Improve Access to RSI and Housing Needs Services	Trial co-location of RSI within day centres to improve the identification of, and engagement with, people newly sleeping rough.	Strategic Lead for Community Protection, Homeless Strategy Delivery Officer	Dec-26
		Develop a Homeless Application crib sheet to make approaching Housing Services easier for people with limited capacity to navigate forms and appointments, thereby reducing the length of time spent rough sleeping. Explore the opportunities for partners to use this sheet.	Strategic Lead for Community Protection, Homeless Strategy Delivery Officer, Comms subgroup-Homelessness and Rough Sleeping Forum	Mar-27
		Enable direct booking of face-to-face appointments through RSI co-location to remove the barrier created by telephone-based access routes for people newly sleeping rough who need housing support.	Head of Housing Need, Strategic Lead for Community Protection	July-27
3.2	Use the Vulnerability Matrix to Target Support and Monitor Progress	Use the Vulnerability Matrix as a structured tool to assess need, target support, monitor interventions and track progress over time. Use findings to identify patterns, review the effectiveness of interventions, and highlight any recurring system issues affecting rough sleepers.	Strategic Lead for Community Protection, Homeless Strategy Delivery Officer	Apr-27
3.3	Prioritise interventions and resources through the TPG	Establish a TPG working group amongst partners. Use rough sleeping and vulnerability matrix data to inform opportunities and interventions.	Strategic Lead for Community Protection	Sep-27
3.4	Improve access to daytime support, facilities and safe spaces for people sleeping rough.	Review options for daytime provision to improve access to showers, toilets and safe indoor spaces for people sleeping rough, including during periods of hot and cold weather.	Strategic Lead for Community Protection	Aug-27
		Improve access to locker provision by reviewing location options and exploring delivery through community and voluntary sector venues.	Strategic Lead for Community Protection	Mar-27

3.5	Explore opportunities to strengthen accommodation options for women experiencing rough sleeping and complex needs.	Deliver the Women's Rough Sleeping Census to improve understanding of the scale, experiences and support needs of women experiencing rough sleeping in Torbay.	Strategic Lead for Community Protection, Homeless Strategy Delivery Officer	Dec-26
		Deliver a partnership-led evening safe space and shower provision for women experiencing rough sleeping and complex needs, using the specialist skills of Complex Lives Navigators to strengthen engagement and access to wider support.	Strategic Lead for Community Protection, Homeless Strategy Delivery Officer	Dec-26
		Establish a coordinated, system-wide approach to women's homelessness, connecting existing and planned work and providing a clear direction for longer-term priorities and ambitions.	Strategic Lead for Community Protection, Homeless Strategy Delivery Officer	Mar-27
3.6	Improve the accessibility and inclusivity of Severe Weather Emergency Protocol (SWEP) provision.	Review SWEP accessibility, disability access, gender-informed provision, and good practice from other local authorities to identify opportunities for service improvement, including lived experience sights	Strategic Lead for Community Protection	Jun-27
3.7	Improve access to health services for people experiencing homelessness and rough sleeping.	Obtain insights from Chilcote Surgery to better understand health needs, identify gaps in provision and inform future service planning.	Chilcote Surgery, Strategic Lead for Community Protection	Dec-27
3.8	Improve intelligence on pathways into and out of rough sleeping	Strengthen intelligence on the drivers and pathways associated with rough sleeping through asking better questions, recording responses, and analysing pathway data.	Strategic Lead for Community Protection	Mar-27
		Strengthen data analysis between the RSI and Housing Options services to better understand journeys into, through, and out of rough sleeping, including move-on and accommodation outcomes through joining up HCLIC and DELTA data.	Strategic Lead for Community Protection, Housing Needs Manager, Homeless Strategy Delivery Officer	Jun-27
4	**Youth Homelessness**			

4.1	Improve coordination across youth homelessness partners and increase visibility of services, pathways and support available to young people.	Develop and maintain accessible information on the local youth homelessness offer, including services, referral pathways and eligibility criteria.	Children's Services	Mar-27
		Review partnership engagement arrangements to ensure relevant organisations are aware of, invited to and represented within appropriate meetings and networks.	Children's Services	Jun-27
4.2	Improve early identification and response to youth homelessness within schools and colleges.	Deliver housing and homelessness awareness training for school and college safeguarding and welfare leads to support timely advice, referrals and early intervention.	Children's Services, Early Help Team	Sep-27
		Improve awareness of local referral pathways and support available to young people at risk of homelessness.	Children's Services, Comms Subgroup - Homelessness and Rough Sleeping Forum	Dec-27
5	**Lived Experience**			
5.1	Coordinate existing lived experience groups and networks to create a more connected, representative, and influential approach to engagement across the homelessness system.	Map existing lived experience groups and engagement mechanisms, so that work is coordinated.	Data Sub-Group- Homelessness and Rough Sleeping Forum; TRI; What's Your Problem; Devon Rape Crisis; St Mags; Helpline; Age UK; Citizens Advice	Mar-27
5.2	Use lived experience insight to inform decision-making, service design, and continuous improvement across the homelessness system.	Establish a framework for identifying when lived experience should inform decision-making and a mechanism for evidencing how lived experience has influenced decisions and system improvement.	Data Sub-Group Homelessness and Rough Sleeping Forum	Sep-27