

**Meeting:** Cabinet

**Date:** 14 April 2026

**Wards affected:** All

**Report Title:** Housing Needs Assessment

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

Following agreement by Cabinet and publication of the decision so that we can begin to circulate the document to interested parties.

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## 1. Purpose of Report

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1.1. The purpose of this report is to describe the purpose and content of the new Housing Needs Assessment for Torbay, 2025-2030. The Housing Needs Assessment aims to describe our specific needs for housing for some of our more vulnerable population, both in terms of the number and size of properties we need, but also the type of support which would make a difference to people's lives. With the level of need clearly specified through this assessment, this enables targeted focus and activity to seek to meet the need.

## 2. Reason for Proposal and its benefits

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2.1. The proposals in this report help us to deliver our vision of a healthy, happy, and prosperous Torbay by quantifying our need for a range of different types of housing in Torbay to help our residents to be able to live well in Torbay as part of our community.

2.2. The reasons for the proposal, and need for the decision are, ...

- To provide a robust evidence base to inform commissioning decisions, support strategic investment from partners, and policy development, ensuring that future housing interventions are targeted, equitable, and responsive to the evolving needs of Torbay's residents.
- To signal our needs to external partners, particularly Registered Providers (RP's), who may be interested in working in partnership with us to deliver housing and support services for Torbay.

- The needs assessment considers the housing requirements for the following: Temporary Accommodation, Move-On Accommodation, Complex Needs and Substance Misuse, Domestic Abuse, Children and Young People and Adult Social Care.
- The needs assessment draws on a range of existing reports, datasets and market intelligence and brings these together to form a set of requirements for the next five years.

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

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- 3.1 That the Housing Needs Assessment, as set out at appendix 1, be approved;
- 3.2 That the Director of Adults and Communities and Director of Regeneration be requested to ensure that the Assessment is:
- used to inform to the Housing Delivery Plan, to ensure effective delivery against need, plans for developing provision are joined up;
  - shared with prospective partners;
  - used as the basis for future business cases for different types of accommodation; and
  - used as the underpinning needs assessment for future business cases related to the commissioning or procurement of services related to Temporary Accommodation, Move-On Accommodation, Complex Needs and Substance Misuse, Domestic Abuse, Children and Young People and Adult Social Care, as relevant; and
- 3.3 That the Director of Adults and Community Services be authorised, in consultation with the Cabinet Member for Housing and Finance, to make changes to the Housing Needs Assessment to ensure it is kept up to date and reflects current needs.

### 4. Appendices

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Appendix 1: Housing Needs Assessment

### 5. Background Documents

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- [Tables on homelessness - GOV.UK](#)
- [Joint Strategic Needs Assessment - Torbay Council](#)
- Specialist Housing Needs to 2030
- Care Experienced Young People Accommodation and Sufficiency
- Temporary Accommodation Sufficiency Strategy April 2024
- Homeless Accommodation Pathway June 2024
- Torbay Homelessness and Rough Sleeper Strategy July 2024
- The Adult Social Care Self-Assessment
- [Projecting Adult Needs and Service Information System](#)
- [Useful Information | Devon home choice](#)

- The review of the safe accommodation and support needs assessment for victims and survivors of Domestic Abuse in Torbay July 2024
- Housing prices in Torbay

## Supporting Information

### 6. Introduction

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- 6.1. The Housing Needs Assessment was developed to draw together the range of needs for accommodation in Torbay for particular groups of people, including those who face greater challenges in accessing suitable accommodation due to the complexity of their needs.
- 6.2. The document aims to describe in more detail the qualitative and quantitative requirements for particular types of housing and is intended to be able to be used to underpin future business cases, but also as part of discussions and forums with prospective partners who are interested in working with Torbay Council to design solutions with us.
- 6.3. Torbay Council is not unusual in facing challenges in providing sufficient accommodation for those with more complex needs but is keen to clearly describe the scale of the issue and work with partners to find solutions which can meet need in the mid to longer term.

### 7. Options under consideration

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The following options have been considered as part of this proposal:

#### 7.1. Option 1 – do nothing

Without a clear description of the gaps in housing faced by some of our most vulnerable people, we are less likely to be able to find more permanent solutions. We are keen to work with partners to attract investment into Torbay to develop long term, sustainable housing options to be able to meet a range of needs. We know that potential partners need to see the evidence in order to be able to consider working with us.

Doing nothing means that this need will remain undescribed and unpublished.

#### 7.2. Option 2 - include the information in the Housing Needs Assessment in existing plans

The work of the Devon and Torbay Combined County Authority (DTCCA) includes the need to consider the changing demographic in Devon, including the impact of an ageing population. It also recognises the challenges of providing the broadest possible range of housing to meet needs, and the continuing demand for temporary accommodation. The DTCCA is developing a housing strategy to sit across the full Devon and Torbay footprint.

The Torbay Local Plan has been out for consultation in winter 2025/26. This includes a focus on urban regeneration, affordable housing, economic growth and climate resilience. While the document contains some information on the housing needs of specific communities with vulnerabilities, it has a broader reach than the Housing Needs Assessment document.

The Torbay Housing Strategy 2023-2030 outlines current and planned actions to improve the supply of suitable housing in Torbay, including for specific groups such as older people. The strategy notes the challenges facing those who become homeless and the continuing need for temporary accommodation as well as longer term housing. The strategy also considers wider factors such as the impact of suitable accommodation on the workforce, the quality of housing and the future use of available land.

The new Housing Needs Assessment is complementary to the work and documents described above and provides more detail on the Torbay-specific needs for specialist housing for people in need of some form of care or support.

### 7.3. Option 3 - develop and publish a specific Housing Needs Assessment

This option enables the specific needs of groups of vulnerable people to be quantified in a document that can be shared with prospective partners, used as a background paper for future business cases and form part of the suite of housing related documents and strategies.

Option 3 is recommended.

## 8. Financial Opportunities and Implications

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- 8.1. The Housing Needs Assessment does not consider in detail the financial opportunities and implications including risks and benefits of developing new types of provision; these will be set out in any future business cases which draw on the Housing Needs Assessment as an evidence base.

## 9. Legal Implications

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- 9.1. No legal implications were identified.

## 10. Engagement and Consultation

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- 10.1. The document is based on learning from the qualitative experiences of those seeking suitable housing in Torbay and has also been shared with the Armed Forces Lead for the Council.

## 11. Procurement Implications

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- 11.1. The Housing Needs Assessment does not replace the need for further detailed business cases to be provided and considered for any plans to develop specific types of accommodation and for procurement processes to be followed as required.
- 11.2. The Housing Needs Assessment does not commit the Council to the commissioning or procurement of any of the types of accommodation or support described in the document.

## 12. Protecting our naturally inspiring Bay and tackling Climate Change

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- 12.1. Any future consideration of different types and locations of accommodation will take into account opportunities to ensure the design and maintenance of the building is compliant with current climate priorities.

## 13. Associated Risks

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- 13.1. There is a risk of the Council not being able to share or describe our needs in a cohesive manner to partners who may otherwise have been interested in working with us to develop innovative housing solutions in Torbay. Developers and partner organisations describe needing some form of evidence of local need to be able to demonstrate to their internal governance the possibilities and options for investing in Torbay.

## 14. Equality Impact Assessment

Protected characteristics under the Equality Act and groups with increased vulnerability	Data and insight	Equality considerations (including any adverse impacts)	Mitigation activities	Responsible department and timeframe for implementing mitigation activities
Age	<p>18 per cent of Torbay residents are under 18 years old.</p> <p>55 per cent of Torbay residents are aged between 18 to 64 years old.</p> <p>27 per cent of Torbay residents are aged 65 and older.</p> <ul style="list-style-type: none"> <li>Data from the JSNA shows that by 2033 it is estimated that 1 in 3 Torbay residents will be aged 65 and over. This means that we need to ensure that we have a full range of housing options suitable both for people starting their adult lives and for those as they age, some of which will be age specific</li> </ul>	<p>We know that access to suitable and sustainable housing is a cross-cutting issue for all ages – for our care experienced young people who may find it harder to live independently as well as our older population. The Housing Needs Assessment has specific sections for children and young people, Adult Social Care and for those with specific needs such as challenges with substance misuse, to ensure that all age groups are considered.</p> <p>This also includes consideration of other groups of all ages who we know may struggle to find suitable accommodation, such as refugees and asylum seekers.</p>	None required – there is no differential impact.	N/A

	such as Extra Care Housing.			
Carers	<ul style="list-style-type: none"> <li>At the time of the 2021 census there were 14,900 unpaid carers in Torbay. 5,185 of these provided 50 hours or more of care.</li> </ul>	The Housing Needs Assessment aims to ensure that people who are vulnerable and/or have additional needs have sustainable housing. This aims to reduce the caring burden for unpaid carers by ensuring the needs of the cared for person are well met.	None required – there is no differential impact.	N/A
Care experienced	<ul style="list-style-type: none"> <li>As of January 2026, there were 277 former care experienced young people aged 18-24 in Torbay.</li> </ul>	The Housing Needs Assessment includes a specific section on children and young people, which includes consideration of those who are care experienced. Adult Social Care and Housing related projects also give due consideration to the specific vulnerabilities that may be experienced by those who are care experienced.	None required – there is no differential impact.	N/A
Disability	<p>In the 2021 Census, 23.8% of Torbay residents answered that their day-to-day activities were limited a little or a lot by a physical or mental health condition or illness.</p> <p>Almost 1 in 4 Torbay residents have conditions or illnesses that reduce their ability to carry out day-to-day activities.</p> <p>For those owed a housing duty in 2023/24 we know that</p>	The Housing Needs Assessment aims to ensure that these needs are described so that suitable housing is developed, including accessible properties.	None required – there is no differential impact.	N/A

	34% had physical ill health or disability (vs. 19% nationally).			
Gender reassignment	<ul style="list-style-type: none"> <li>In the 2021 Census, 0.4% of Torbay's community answered that their gender identity was not the same as their sex registered at birth. This proportion is similar to the Southwest and is lower than England.</li> </ul>	We know that transgender people are disproportionately likely to experience difficulties with homelessness. By aiming to provide information to support an increase in available housing in Torbay, the Housing Needs Assessment will help to increase the choice of available housing for those who are transgender.	None required – there is no differential impact.	N/A
Marriage and civil partnership	<ul style="list-style-type: none"> <li>Of those Torbay residents aged 16 and over at the time of 2021 Census, 44.2% of people were married or in a registered civil partnership.</li> </ul>	The need for suitable and sustainable housing also applies to those who are married or in civil partnerships. The Housing Needs Assessment aims to increase the choice of available housing in Torbay, regardless of marital status.	None required – there is no differential impact.	N/A
Pregnancy and maternity	<ul style="list-style-type: none"> <li>Between 2013 and 2024, the rate of live births (as a proportion of females aged 15 to 44) has been slightly but significantly higher in Torbay (average of 56.0 per 1,000) than the Southwest (53.4) and broadly in line with England (56.3).</li> <li>For the period 2022 to 2024, rates in Torbay (44.6) have been significantly below England (50.0).</li> </ul>	The need for suitable and sustainable housing also applies to those who are pregnant or have given birth. We know that those who are pregnant or have recently given birth are more likely to be negatively impacted by being homeless and any uncertainty related to finding a suitable home, particularly for young parents and including those who are care experienced. The Housing Needs Assessment aims to increase the choice of available temporary and move-on housing in Torbay.	None required – there is no differential impact.	N/A

Race	<p>In the 2021 Census, 96.1% of Torbay residents described their ethnicity as the following:</p> <ul style="list-style-type: none"> <li>• 1.6% as Asian, Asian British or Asian Welsh</li> <li>• 0.3% as Black, Black British, Black Welsh, Caribbean or African</li> <li>• 1.5% as being of Mixed or Multiple ethnic groups</li> <li>• 96.1% as White</li> <li>• 0.4% described their ethnicity another way.</li> </ul> <ul style="list-style-type: none"> <li>• Black, Asian and minoritised ethnic communities are more likely to live in areas of Torbay classified as being amongst the 20% most deprived areas in England.</li> </ul>	<p>The need for suitable and sustainable housing is relevant for all ethnicities. We know that those Black, Asian and minoritised ethnic communities who also live in more deprived areas of Torbay may experience more challenges with sourcing suitable, good quality housing. The Housing Needs Assessment aims to increase the choice of available temporary and move-on housing in Torbay.</p>	<p>None required – there is no differential impact.</p>	<p>N/A</p>
Religion and belief	<p>The 2021 Census showed that the residents in Torbay identify their religion and/or belief as the following;</p> <ul style="list-style-type: none"> <li>• 48.5% are Christian</li> <li>• 0.4% are Buddhist</li> <li>• 0.2% are Hindu</li> <li>• 0.6% are Muslim</li> <li>• Less than 0.1% are Sikh</li> <li>• 0.1% are Jewish</li> <li>• 0.7% have another religion</li> <li>• 43.2% have no religion</li> <li>• 6.3% did not answer</li> </ul>	<p>There is no anticipated impact on religion and belief.</p>	<p>None required – there is no differential impact.</p>	<p>N/A</p>

Sex	<p>51.3% of Torbay's population are female and 48.7% are male.</p> <ul style="list-style-type: none"> <li>For Torbay data for the 5 year period 2019 to 2023, data shows there is a 10 year life expectancy gap between males who live in the least and most deprived areas and a 5 year gap for females.</li> </ul>	<p>We know that males are more likely than females to become street homeless. The Housing Needs Assessment aims to provide more choice of suitable accommodation for all sexes.</p>	<p>None required – there is no differential impact.</p>	<p>N/A</p>
Sexual orientation	<p>In the 2021 Census, residents described their sexuality as follows;</p> <ul style="list-style-type: none"> <li>89% as Straight or Heterosexual</li> <li>1.7% as Gay or Lesbian</li> <li>1.1% as Bisexual</li> <li>0.1% as Pansexual</li> <li>0.1% described their sexuality another way</li> <li>7.4% of people didn't answer the question</li> </ul>	<p>By aiming to provide information to support an increase in available housing in Torbay, the Housing Needs Assessment will help to increase the choice of available housing for those who identify as part of the LGBT+ community</p>	<p>None required – there is no differential impact.</p>	<p>N/A</p>
Armed Forces Community	<ul style="list-style-type: none"> <li>In 2021, 3.8% of residents in England reported that they had previously served in the UK armed forces.</li> <li>In Torbay, 5.9% of the population have previously served in the UK armed forces.</li> </ul>	<p>Data shows that veterans are more vulnerable to becoming homeless than the wider population. The Housing Needs Assessment will help to increase the choice of available housing and support for those who have served in the armed forces and are experiencing challenges in their lives.</p>	<p>None required – there is no differential impact.</p>	<p>N/A</p>
<b>Additional considerations</b>				

<p>Socio-economic impacts (Including impacts on child poverty and deprivation)</p>	<ul style="list-style-type: none"> <li>• Torbay is ranked as the 39th most deprived upper tier local authority in England in the Index of Multiple Deprivation 2025.</li> <li>• Data shows that those who are experiencing deprivation are more likely to experience instability with their housing or find that their housing does not meet their needs as they change, for example if their health deteriorates.</li> </ul>	<p>The Housing Needs Assessment will help to increase the choice of available housing and support for those who are experiencing challenges with finding suitable and sustainable housing, where they are experiencing other complexities in their lives.</p>	<p>None required – there is no differential impact.</p>	<p>N/A</p>
<p>Public Health impacts (Including impacts on the general health of the population of Torbay)</p>	<ul style="list-style-type: none"> <li>• For the five-year period 2020 to 2024, data shows there is a 6-year life expectancy gap between males who live in Torbay's least and most deprived areas and, a 3-year gap for females.</li> <li>• The availability of suitable and sustainable housing is particularly critical for those who are experiencing poor health, whether temporarily or due to permanent health conditions. This supports them to be able to remain well and living in their own home for as long as possible.</li> </ul>	<p>The Housing Needs Assessment aims to ensure that we have a broader range of housing options for people with care and support needs or who are facing other complexities in their lives.</p>	<p>None required – there is no differential impact.</p>	<p>N/A</p>

Human Rights impacts	<p>Article 8 of the Human Rights Act protects the right to a private or family life, with relevance to housing, It does not guarantee the provision of housing by public authorities.</p> <p>However we intend to meet our homelessness duty and are taking steps to increase the supply of suitable housing.</p>	No impact identified.	None required – there is no differential impact.	N/A
Child Friendly	<p>Torbay Council is a Child Friendly Council and all staff and Councillors are Corporate Parents and have a responsibility towards cared for and care experienced children and young people.</p> <p>We know that in 2024/25 children's services supported 25 families (57 children) with Section 17 funding in relation to issues around homelessness.</p>	The Housing Needs Assessment includes temporary and move-on accommodation for families and a specific focus on accommodation suitable for care experienced young people.	None required – there is no differential impact.	N/A

## 15. Cumulative Council Impact

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- 15.1. The proposal is cross-cutting, including Adult and Community services and Children's Services, as well as Pride in Place.

## 16. Cumulative Community Impacts

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- 16.1. The proposal is designed to deliver positive impacts for Torbay residents requiring support with securing suitable accommodation.