



Torbay Housing Needs Assessment

2025 – 2030

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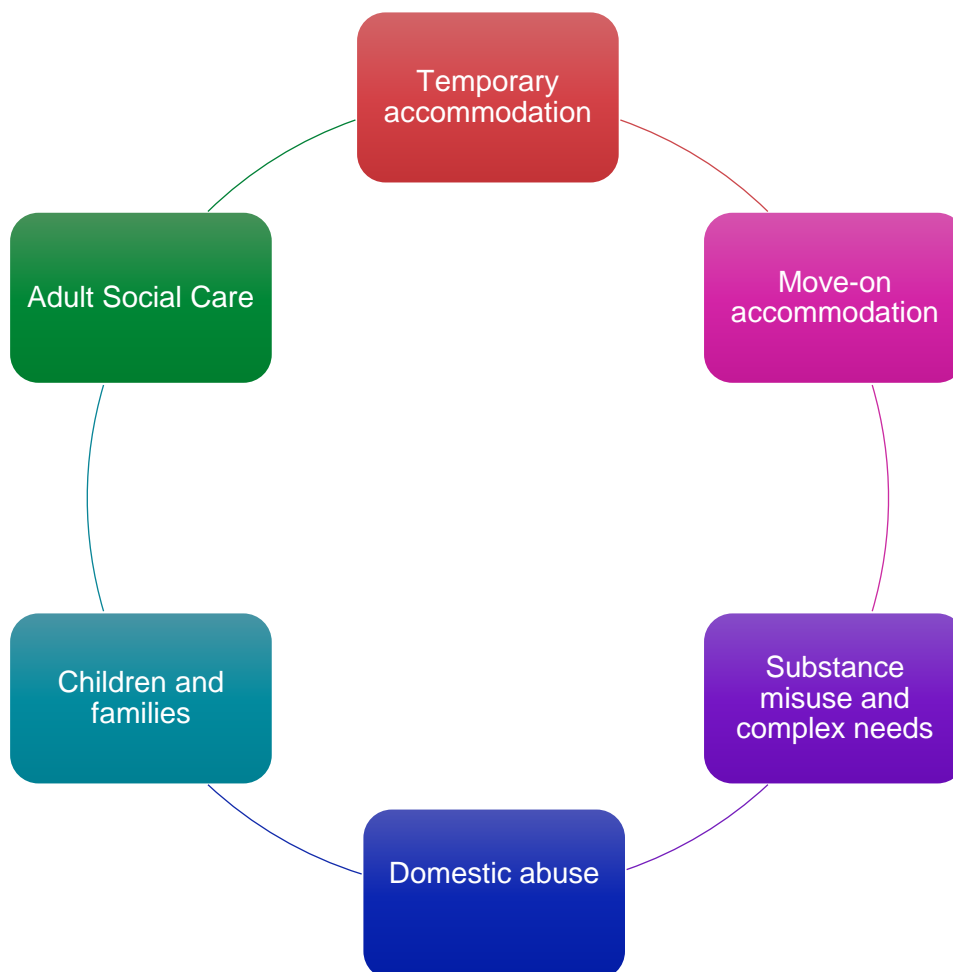
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Introduction

Torbay Council is committed to supporting a healthy, happy and prosperous Torbay:

“We want to deliver for our people and our place. We know we have challenges, but we have high aspirations. By continuing to work closely with our communities and partners and capitalising on our strengths, we want to make Torbay a great place to do business – a place where everyone is able to live their best life”.

The purpose of this document is to quantify our need for a range of different types of housing for vulnerable groups in Torbay, 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. We want to work extensively with external partners, particularly Registered Providers (RP’s) to be able to deliver the homes we need. To support this, we have focused this document specifically on the following:



We have drawn on a range of existing reports, including *Specialist Housing Needs to 2030*, *Care Experienced Young People Accommodation and Sufficiency*, *Temporary Accommodation Sufficiency Strategy April 2024*, *Homeless Accommodation Pathway June 2024*, *Torbay Homeless and Rough Sleeper Strategy July 2024*, *the Adult Social Care Self-Assessment and the review of the safe accommodation and support needs assessment for victims and survivors of domestic abuse in Torbay July 2024*. The report has also drawn on the Torbay JSNA and associated data sets and reports. We will continue to review and develop new reports and insight, for example refreshing the 2019 Plan for Housing in Later Life.

Our main challenges relate to rising demand and complexity, and a lack of a range of move-on accommodation, which means that our temporary accommodation and wider system options become blocked. We know that:

- Torbay has higher rates of homeless households than the England average
- 7 in 10 of these households have support needs, 2 in 5 have three or more needs
- Numbers of rough sleepers in Torbay are generally increasing

Torbay’s five most common support needs

– percentage of households owed a relief / prevention duty with each need, 2023/24

Support need	Torbay	England
History of mental health problems	45%	26%
Physical ill health and disability	34%	19%
At risk of/has experienced domestic abuse	20%	12%
Offending history	18%	8%
History of rough sleeping	17%	6%

Source: [Tables on homelessness - GOV.UK](#)

Our ambition is to offer good quality, sustainable housing in Torbay for all those who need it. For people with additional and more diverse needs across homelessness and social care, we want to make sure they have access to local homes that can flex and adapt to meet their changing needs so that they can remain living independently for as long as possible. Our key priorities include:

- expanding the stock of accessible homes;

- enhancing move-on pathways from hostels and temporary accommodation;
- integrating housing provision with health and social care services to provide holistic support;

People tell us they need clean, safe, warm and affordable homes. We know that for those whose lives and needs are more complicated this is not always the case, and they can have limited choices which may feel like a compromise.

We are keen to work with partners to design solutions for the people we work with and support now, but also to plan for the people we will likely need to support in the future. We know that our population is aging, and we will need to support more people with dementia. We also know that for some of our younger people we need to be able to provide more bespoke places to live. We recognise that people's lives can change rapidly for reasons that are beyond their control, and they may need temporary housing, for example related to domestic abuse. We want to reduce rough sleeping and repeated homelessness. We are keen to understand the barriers for people that can get in the way of being able to access and make use of the right housing.

We intend for our delivery model to shift over time, with improved access to long term housing and permanent homes and reducing the length of stay in temporary accommodation. We want to provide wrap around support to all those with more complex needs to support improved outcomes. We anticipate that in the medium term this will mean that we need more temporary accommodation while we bring on greater supply of long-term homes and will then adapt or convert the use of our temporary accommodation as needed.

We recognise that the provision of housing is a rapidly changing landscape with key legislation including SHROA and the Renters Rights Act aiming to fundamentally change how housing is operated and supported in England. We want to work collaboratively with partners as they adapt to these changes to deliver the best possible outcomes for the people of Torbay.



Councillor Alan Tyerman

For a conversation with us about developing new homes in Torbay, please email commissioning@torbay.gov.uk

1. Life in Torbay

For a broader range of data about life in Torbay please see the Joint Strategic Needs Assessment - [Joint Strategic Needs Assessment - Torbay Council](#) and Appendix 1 for local housing data.

Torbay continues to experience persistent and multifaceted housing pressures for some vulnerable groups, driven by a combination of high demand, limited supply, and complex individual needs. The challenges are particularly acute in relation to the affordable part of the rented sector, among single adults and families who are either homeless or at imminent risk of homelessness. We know that particularly for our homeless households, accessing a property via Devon Home choice is very difficult due to the lack of supply of housing so we need to provide alternatives in the Torbay system.

Data from recent assessments reveal an anticipated shortfall year on year of homes to meet homelessness need, to support those moving out of temporary accommodation into permanent homes. This does not include the need for more specialist housing, including for children's services and those with Care Act eligible needs.

In 2022/23, Torbay had 2.8 households per 1,000 assessed as homeless, compared to 1.8 nationally. Torbay also has a higher proportion of single homeless people, rough sleepers, and people in temporary accommodation. For the financial year 23/24:

- 47% of households owed a housing duty have a history of mental health problems (vs. 26% nationally);
- 34% have physical ill health or disability (vs. 19% nationally);
- 20% have experienced domestic abuse (vs. 12% nationally);
- 17% have a history of rough sleeping (vs. 6% nationally);

We know that some of our population face challenges that we need to be aware of when developing new homes and support, for example the needs of our veterans.

The council and its partners offer preventative support through actions such as negotiating with landlords to avoid eviction, helping with rent arrears or deposits, referrals to mediation or support services and assistance in finding new housing before eviction. We offered relief through placing people in temporary accommodation and helping them access private rented housing. We also

supported applications to social housing and referrals to specialist services such as for domestic abuse or mental health.

2. Our needs

Temporary accommodation

We want to work with partners to:

- Design and develop 2 resilient temporary housing options for high-risk groups of people which include fire precaution housing. In addition, we require 4 individual homes where the location of the properties has been carefully considered.
- Develop 6 accessible properties for those with access needs.
- Develop a 26-bed supported housing offer with onsite support to work with those single people who are homeless and have additional needs or complexities, focused on those that are not Care Act eligible. This would need to include consideration of suitable housing and support for care experienced young people.
- Develop 3 four bed HMOs for single people, with access to floating support.
- Reprocure our contracts with external providers for the provision of low-level general needs temporary housing for families and single people – an estimated 53 units for single people and 20 family homes.
- Remodel our hostel (which is run by the Council) and explore how we can include 4 additional step-down units of accommodation.

Move on accommodation

We want to work with partners to:

- Create 296 additional homes per year to support move-on between 2026 and 2030 to meet homeless need
- Of this, we need an average of 118 additional family homes per year, with the remainder of homes needed to support single homeless people and the hostel
- Of these we anticipate 5-6 additional one bed properties a year need to be accessible in design, with one a year being wheelchair accessible

- In those which are two or more beds we will require 3 properties a year to be accessible. Of these additional properties 0.5 a year will need to be wheelchair accessible
- Develop one property per year with enhanced fire precautions

Substance misuse and complex needs

We want to work with partners to:

- Develop 5 units of HMO accommodation, with daytime support and input from drug and alcohol services. This would provide accommodation away from the hostel and the street community where people could engage in the preliminary work required to then go onto access community rehab support.

Domestic abuse

We want to work with partners to:

- Create more choice of move-on accommodation (see move-on accommodation above).

Children and families

We want to work with partners to:

- Develop 10 units of 1 or 2 bedded flats to support care experienced young people, aged 18 – 24,
- Develop 20 units of step-down semi-independent provision for 16 – 24 cared for/care experienced and homeless/risk of homelessness cared for/care experienced 16 – 17-year-olds, with an additional 3 units for young people who require an enhanced level of support.
- Develop 12 units of supported accommodation for Young Parents.
- Develop new residential children's homes with particular reference to complex needs.

Adult Social Care

We want to work with partners to:

- Develop 91 extra care units via a new Extra Care scheme as part of the Crossways development
- Develop a floating support offer, delivered in social or private housing to enable those who can remain living independently to do so
- Develop 6-8 x1-bed apartments, at affordable rents and appropriately located away from areas of social stress, for people with significant mental health needs stepping down from institutional settings
- Develop 'core and cluster' developments with a core of 8-10 x 1-bed and 2-bed apartments with higher levels of support, supporting a cluster of nearby properties for people who have gained greater independence and require less support.

3. Temporary Accommodation (TA)

In 2023/24 398 households were placed into Temporary Accommodation; this is 38% of those that were assessed as being owed a prevention or relief duty.

Roughly 50% of our homeless families are accommodated in our owned temporary accommodation stock, the other 50% are in self-contained spot purchased accommodation, typically holiday apartments.

Spot purchased is mainly used for people who require accessible accommodation and one B&B provider will accommodate those who potentially pose a risk to others.

It is important to understand that bedspaces and space standard do not apply in temporary accommodation, as such if a two-bedroom property can fit for example a double bed in one bedroom and two sets of bunk beds in the other bedroom then the property can accommodate 6 people.

Number of households and time spent in temporary accommodation

Time in TA (weeks)	21/22	22/23	23/24
0-4	114(27%)	106 (25%)	128 (32%)
5-6	36 (8%)	36 (9%)	38 (10%)
7-10	42 (10%)	64 (15%)	64(16%)
11-20	85 (20%)	96 (23%)	93 (23%)
20-25	30 (7%)	38 (9%)	41 (10%)
26-52	84 (20%)	71 (17%)	34 (9%)
>52	38 (9%)	6 (1%)	0 (0%)
Total	429	417	398
Average stay	19 weeks 3 days	14 weeks 3 days	11 weeks, 3 days
Longest stay	105 weeks 6 days	70 weeks	49 weeks, 6 days

Source: TA Sufficiency Plan update April 24

In autumn 2024 Torbay had 29 people sleeping rough; 7 more than the mean for all English Unitary Authorities. The count for November 2025 showed that there has been a small decrease.

In the last 12 months 109 people have been accommodated directly off the street by the Rough Sleeping Outreach team.

The hostel in Torbay is run by the Council and offers 28 individual bedrooms. Although there had been a significant reduction in the average length of stay at the Hostel, there is now started to see increased lengths of stay, with an average of over 200 days. This is due to the lack of suitable move-on options, both as a permanent home, but also as part of a wider pathway.

4. Move-on accommodation

On average over the last 5 years there have been 289 properties accessed per year by Torbay residents (single people and families) through Devon Home Choice (DHC), 31% of this accommodation is outside of Torbay, meaning that some residents are leaving to go to Exeter and Teignbridge to meet their accommodation need. This impacts both our historically resident population and those moving into the area and seeking support, such as refugees.

On average there are 158 properties relet within Torbay each year and over the last 4 years there have been 99 new properties built in Torbay for social/affordable rent, 59% of which were delivered in 2024-25. For many of the people we support, access to housing via Devon Home Choice is not feasible and will not provide the long term homes they need.

The table below shows the estimated shortfall in move-on accommodation per year in Torbay to meet homeless need until 2030. This is based on the following assumptions:

- Average number of relet by property size through Devon Home Choice for homeless clients per year, remains consistent
- That the private rented sector continues to meet 7% of homeless accommodation need at Relief and Main and Duty stage
- That homeless clients have access to 50% of pipeline social housing in Torbay.

Projected requirement for accommodation, based on bed size and demand assumption per year

	25/26 (+10%)*	26/27 (+12%)	27/28 (+8%) plus hostel throughput	28/29 (+8%)	29/30
1 bed (inc. hostel)	106	128	204	233	233
2 bed	21	26	26	43	43
3 bed	54	59	65	83	83
4 bed	11	13	13	15	15
5 bed	1	2	2	2	2
Total	193	228	310	376	376

Source: Torbay Housing Needs Service *Estimated increase in demand for accommodation

The projected increase is an estimate informed by emerging economic and legislative developments, including the cost-of-living crisis, the Children’s Wellbeing and Schools Bill, the Renters’ Rights Act, and a reduction in households losing temporary accommodation due to inadequate support. As a result, the level of increase will depend on legislative timescales and the implementation of the new floating support model. During 2025–2026, homelessness services have experienced a rise of 50% in approaches, to 1471, which helps to validate these working assumptions.

We need a range of move-on accommodation to meet the needs of both single homeless people and families. This needs to include a smaller amount of accessible accommodation and some specialist housing provision.

Families affected by homelessness

In Torbay part of the S17 budget is used to support families supported by Children’s Services as part of safety planning, but also those who are intentionally homeless or have no recourse to public funds. Over the last 18 months, we have supported over 30 families under Section 17 with funding for accommodation as they have become homeless for various reasons. The spending we have seen over the last few years has shown some increase, this is particularly evident between the years 2023/24, where the expenditure was £192,000, in comparison to 2024/2025 where it rose to £312,000. The spend to date this year (2025/2026) is £217,800.

However, it is important to note that some of these families would not be open to Children’s Services other than for their housing issues.

Numbers of children and families supported under S17 accommodation

Year	Families	Children
2021-22	29	76
2022-23	34	65
2023-24	33	64
2024-25	25	57

Source: families and children supported with accommodation under S17

A cross-directorate intervention between Housing Options and Children’s Services works intensively with families to prevent homelessness and taking a holistic approach to prevent its recurrence. This has significantly improved outcomes for families, ensures accessibility to suitable accommodation and has driven down costs.

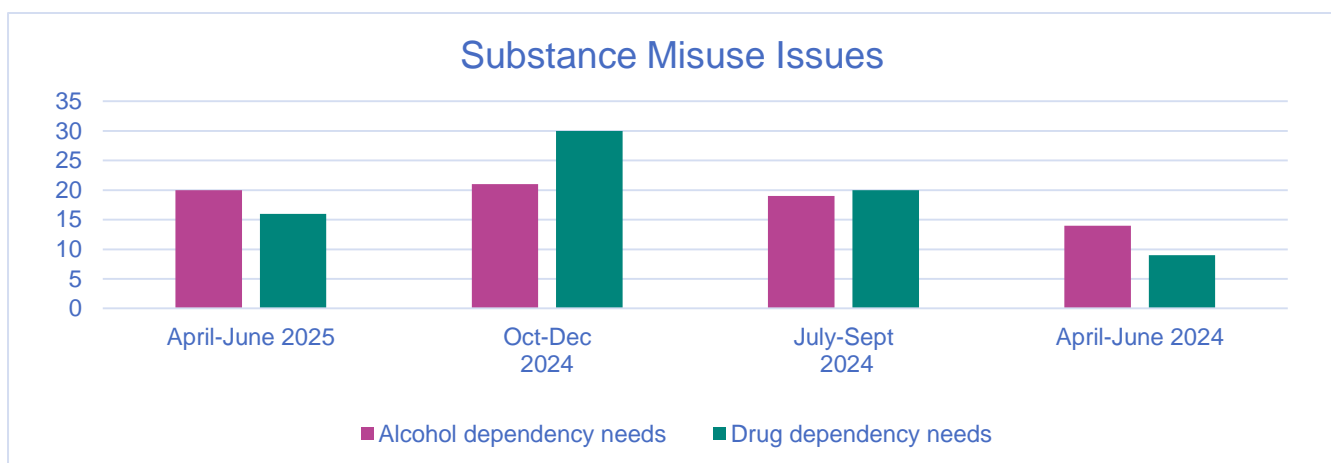
The overall number of children and families approaching homelessness services requiring support is not significantly increasing, but the costs associated with providing short term accommodation has been increasing over recent years. The average cost of accommodation is currently £650 per week; however this rises during the peak season each year.

5. Substance misuse and complex needs

Nationally the numbers reporting as residing in stable and suitable accommodation has remained stable, 88% in April 2019 compared to 87% in September 2025, whereas in Torbay, the percentage of individuals reporting residing in stable and suitable accommodation has been gradually declining since April 2019, reducing from 86% (2019) to 67% (751 of 1,121) in September 2025.

The decline in numbers accessing stable and suitable accommodation has been observed for all treatment groups, falling from 94% to 75% for the alcohol population, from 79% to 62% for the opiate population, from 90% to 68% for the non-opiate and alcohol population and from 92% to 64% for the non-opiate population. Nationally for all treatment cohorts, the percentage of individuals reporting residing in suitable and stable accommodation has remained stable with a 2% decline observed across all cohorts except for alcohol which has seen a 1% decline.

Our homelessness case management system shows our specific support needs around drugs and alcohol:



Source: Community Services Case Management System

We know that there is a risk of under reporting of needs in relation to substance misuse due to the following challenges:

- Data capture relies upon a person or household recognising that drugs or alcohol are an issue for them.
- A fear of being refused accommodation.
- Reporting systems don't capture where both drugs and alcohol are an issue for an individual.

This contrasts with residents at the Leonard Stocks Centre (our hostel), where consistently between 95 -100% of residents have challenges with drugs and alcohol.

We need a small number of units (5) for people with drug and alcohol issues, in addition to our hostel accommodation. This is to support those who require accommodation in a suitable dry unit to support them to engage with drug and alcohol services to give them the best chance of success.

An insights piece of work is currently being commissioned through DATRIG funding for completion by the end of the financial year. This will further inform commissioning requirements for the above and the hostel based on information from those with substance misuse needs. This will identify what would work better when considering short term accommodation requirements and what would help in accessing and maintaining move on accommodation.

6. Domestic abuse

Socio-economic factors can play a large part in the prevalence of domestic abuse - disadvantage does not cause domestic abuse, but research shows it can create the conditions that increase vulnerability and intensify risk of harm. Our Strategic Review in 2022 reported that research studies consistently find higher rates of physical abuse and controlling behaviour among people experiencing poverty, with women particularly affected due to gendered inequalities in income, power, and caring responsibilities. Factors such as low income, social housing, poor education, and living in deprived areas are strongly linked to higher rates of physical abuse against women. These pressures can limit victims' options, increase dependence on perpetrators, and make it harder to leave unsafe situations. This means areas with higher deprivation—such as parts of Torbay—are likely to see a greater need for domestic abuse support.

The fear of statutory child protection procedures and the lack of affordable housing options in Torbay were cited by people with lived experience who were part of the review, as factors affecting their ability to leave abusive relationships.

To support the housing needs of those who have experienced domestic abuse, there are currently 23 units of safe accommodation. This exceeds The Council of Europe recommendations of 1 placement per 10,000 population which would be 14 units for Torbay but recognises that Torbay experiences higher levels of DA due to the factors outlined above.

We currently have sufficient family sized safe accommodation however our statutory safe accommodation needs assessment identified the need for more single person units. The ability to move people on from safe accommodation (no matter how many safe units we have) is significantly constrained by the lack of affordable private sector housing, and a reliance on more limited social housing provision as a result. This particularly affects larger households and single people. As the majority of people in our safe accommodation are reliant on welfare benefits due to their circumstances, their ability to resolve their housing situation without support is limited.

Torbay commissions self-contained, dispersed units of various sizes across the Bay area. Torbay does not operate a stand-alone refuge.

Safe accommodation units by property type and bedroom size

No. of bedrooms	Flat	House	Total Safe Accommodation Units	No. that are Crisis Units
1	7*	0	7	3
2	5	7	12	2
3 Plus	0	4	4	3
Total	12	11	23	8

Source: Torbay Domestic Abuse Service * 1 x 1 bed flat is wheelchair adapted

We know that more people are staying longer in safe houses and crisis provision due to a lack of suitable and affordable move-on accommodation:

Length of stay in the safe houses for all clients leaving safe accommodation	2022/23	2023/24
Up to 8 weeks	3	7
Between 8 and 13 weeks	4	10
Over 13 weeks (should only be through agreement with Commissioner)	10	15
Total	17	32

Source: Torbay Domestic Abuse Service

Length of stay in the crisis units for all clients leaving safe accommodation	2022/23	2023/24
Up to 4 weeks	2	2
Between 4 and 6 weeks	1	3
Over 6 weeks (should only be through agreement with Commissioner)	9	12
Total	12	17

Source: Torbay Domestic Abuse Service

We are currently working with the commissioned domestic abuse provider to develop additional safe house provision.

7. Children and families

Protecting children and giving them the best start in life is a key area of focus and we will achieve this by listening and working alongside our children, young people and families. We are committed to continually improving outcomes by providing good quality Children's Services.

Cared for children and care experienced young people

We know that cared for children often face significant challenges compared to their peers, and this can include the need to prepare for living independently when they reach adulthood. To support this, the local authority uses a range of different placement types, including fostering, residential care and supported housing.

Since 2023 supported accommodation for cared for children has been required to be registered with Ofsted - while this has increased the regulatory requirements for placement providers it has given increased oversight of the quality of accommodation and support provided for this group of vulnerable young people. This includes single and shared accommodation and supported lodgings.

In December 2025 there were:

- 62 cared for children aged 16 and 17
- 16 young people aged 16+ in supported housing
- 15 (estimated) young people aged 16 who could be in supported housing if we had the provision.

Torbay is the corporate parent to our cohort of 303 cared for children aged 0-18; we are also the corporate parent to all care experienced young people from the ages of 16-25, under the extended duties.

As of December 2025, the care experienced team supports:

- 101 former relevant young people aged 19-21
- 138 (in total) care experienced young people aged 16-25 (including those who have chosen to have a duty response).
- 13 care experienced young people (aged 18-25) assessed as living in unsuitable accommodation, either unstable provision or are in custody.

Torbay still needs more accommodation which enables care experienced young people to move on to more permanent homes, recognising that some young people will still have support needs while others will be able to manage to live more independently.

YMCA has been commissioned via the Single Homelessness Accommodation Programme to support young people (18-25) at risk of experiencing homelessness and rough sleeping. This is a scheme from central government which aims to increase the supply of high-quality accommodation with accompanying support to address gaps in homelessness pathway provision.

The current projection of spend for care experienced young people for 2025-26 is £1,400,000. This is compounded by the rising costs associated with private rent, bed and breakfast and hotel accommodation and inflation costs for all placement types.

The table below shows the anticipated demand for placements for 16- and 17-year-olds in care as they approach adulthood, separated children (formerly Unaccompanied Asylum-Seeking children) and those in Staying Put or supported accommodation likely to need move-on homes as they become adults.

Demand forecasting

Year	16/17 cared for (possible/likely)	16/17 cared for (contingency)	UASC (annual / if limited to one referral a month)	End of staying put / supported accommodation (total combined)	Total (highest / lowest)
2025/26	59/35	40	25/12	11	76/62
2026/27	44/30	35	25/12	15	75/63
2027/28	36/22	27	25/12	17	69/56
2028/29	24/14	19	25/12	21	65/52

Source: 'Care Experienced Young People, Accommodation and Sufficiency 08.07.25

Housing need

During the March 2022 Ofsted inspection, Torbay faced challenges about housing and accommodation for care experienced young people, and there was a clear direction from the regulators that this must be a corporate and strategic priority for Torbay, in recognition of those challenges.

We are looking for potential providers who can meet the accommodation and Housing Related Support needs for our young people 16 – 24 and support their continued need for independence. Some are our Cared for and Care Experienced young people, others need accommodation due to being excluded and becoming estranged from their families.

- 10 units of 1 or 2 bedded flats to support care experienced young people, aged 18-24, who may need additional support as they enter adulthood.
- 20 units for step-down semi-independent accommodation for 16 – 24 cared for/care experienced and homeless/risk of homelessness cared for/care experienced 16 – 17-year-olds, with an additional 3 units for young people who require an enhanced level of support.

Young parents service

Torbay currently has limited accommodation and support options for young parents who are Cared For or Care Experienced (16 - 24) and young parents at risk of becoming homeless (16 - 17). Current accommodation comprises ten 1 bedroom and two 2-bedroom self-contained furnished flats.

Utilisation:

Year	Utilisation %	Referrals	Move on/ leavers
21/22	86%	16	11
22/23	86.7%	29	8
23/24	94%	29	12

Move on destinations for young parents:

	21/22	22/23	23/24
Live with family/friends	2	1	7
Social Housing	9	7	5

The move on destinations recorded as part of the Young Parents service are living with family and/or friends – this is often a return to a family member or securing social housing. We are seeing increasing lengths of stay for our young parents who are facing barriers with securing social housing - resulting in frustration for parents who feel they are ready for independence and creating a blockage in throughput for other young people who may require the service.

Housing need

- Develop 12 Units of Supported Accommodation for Young Parents. The accommodation-based service will work with young parents for up to 12 months.
- An outreach service will work with young parents waiting to come into the accommodation and will provide resettlement support for up to 4 weeks after leaving.

Children's residential homes (complex needs)

The recently produced Sufficiency Statement 2025-26 for Children's Services has highlighted the need for further provision of various types of accommodation from fostering to the identified need for more, and more specialised, residential homes for children and young people. The Council is currently looking to procure new residential care provision, and we wish to engage and commission a partner(s) to run new children's residential provision.

We are currently placing too many children and young people out of area and the local available existing provision consists of just 5 homes with 9 beds.

Housing need

The partner(s) will be expected to provide the services local to Torbay, along with a registered manager and a full staffing complement. The provider will also be responsible for the OFSTED registration of the home. Torbay are likely to need:

- Up to 5-6 homes offering a mix of solo and 3-4 beds to meet the complex needs of some of Torbay's children and young people.
- 3 short breaks residential homes with 3-4 beds offering the opportunity for emergency intake. The children accessing will likely have complex needs.

8. Adult Social Care

Adult Social Care in Torbay offers care and support to a broad range of the local population, ranging from advice and information to delivery of care, aimed to help people to continue to live independently for as long as possible. The diagram below shows the activity in relation to Adult Social Care in 2024/25:



3,740

total people who at any point had a long-term contract during 2024-25



2,715

people who are currently receiving a commissioned service/self-directed support (August 2025)



837

referrals were received through Torbay Communities



5,764

Carers are on the Torbay Carers' register in 2024-25, compared to 5,392 in 2023-24 (+ 6.9%)



1808

total assessments & reviews for carers were undertaken in 2024-25



733

Carers accessed direct payments during 2024-25



561

new requests lead to long term social care support in 2024-25, compared to 572 in 2023-24



1,104

people were in permanent residential placements in 2024-25, compared to 1,057 in 2023-24



2,141

people received home care support to enable them to stay in their own home during 2024-25, compared to 2,104 in 2023-24 (+6.3%)

95



people with learning difficulties are living in residential or nursing accommodation, compared to 97 in 2023-24 (-2.1%)

916



people with mental health issues were supported by services in 2024-25, compared to 851 in 2023-24 (+7.6%)

1,034



safeguarding concerns were raised in 2024-25. This compares to 1,180 in 2023-24 (-12.4%)

Source: CQC SLT presentation

As of November 2025, the Adult Social Care provider market in Torbay includes a broad range of providers, including:

- 20 day services
- 18 commissioned domiciliary care providers including those for complex care
- 21 Supported Living providers
- 39 residential homes for older adults
- 36 residential homes for working age adults
- 6 residential homes to support mental health
- 19 residential homes to support learning disability
- 12 nursing homes
- 14 non-regulated enabling providers
- 2 extra care housing schemes

We know that our population is ageing, with a significant increase anticipated by 2045 in those aged over 65 – this will place additional requirements for homes which enable people to live independently for as long as possible.

Population aged 65 and over, projected to 2045

Age range	2025	2030	2035	2040	2045
65-69	9,900	11,600	11,900	10,900	10,400
70-74	8,800	9,600	11,300	11,700	10,700
75-79	9,100	8,100	9,000	10,600	11,000
80-84	6,000	7,600	6,900	7,700	9,100
85-89	3,600	4,300	5,500	5,100	5,800
90+	2,200	2,600	3,200	4,200	4,400
Total population 65 and over	39,600	43,800	47,800	50,200	51,400

Source: projecting older people population information

The adult social care strategic commissioning team have based Torbay's supported housing needs for adults on **Identifying the Need for Specialist Housing in Torbay: Housing Need Projections to 2030**, commissioned in partnership with the Housing LIN. Given the impact of COVID, plus changes in social policy and public expectations, alongside the planned implementation of the Supported Housing (Regulatory Oversight) Act 2023, the Council has commissioned an updated supported housing needs dataset for the Housing LIN, due for publication in spring 2026. This will provide the detailed quantitative data to support the qualitative market planning set out below, which will be updated based on the findings of the new report.

Supported housing principles

Torbay Council has taken a framework approach to the commissioning of supported living, setting out a clear specification for service delivery, pricing of services and the expected principals to be adhered to by commissioned providers. The next iteration of the framework will incorporate a better offer at either end of the current need spectrum, thereby improving the range of services at the lower end to bridge the gap into general needs housing, and at the upper end to provide safe, capable and enabling alternatives to residential care for people with complex needs.

There is an expectation that all supported housing services will:

- Be delivered in decent quality accommodation meeting the Decent Homes Standard as a minimum.

- Have tenancies that (unless there is an agreement to the contrary) adhere to the NDTI Real Tenancy Test, so tenure is not affected if the support provider changes.
- Be supported by a skilled landlord¹ genuinely separated from the support provision.
- Meet the Paradigm REACH Standards.
- Fully adhere to the licencing requirements of SH(RO) Act 2023 where applicable.

The council wants supported housing services to be enabling, supporting people’s journey towards greater independence or prolonging independence wherever possible through the delivery of gradually fading support and a strength-based approach.

To maximise use of resources, Torbay commissioners will focus on the delivery of supported housing via the Council’s grant-funded affordable homes capital programme. This should be enabled by further delivery of more rented social housing across Torbay, and in improvements in the current letting models to make access better and recognise the role housing plays in the wider delivery of adult social care and health services.

For specific areas of need, e.g., complex learning disabilities as an alternative to residential care, the Council may support schemes with Specialist Supported Housing (SSH) designation, if they meet commissioners’ criteria for rents and leasehold costs. All SSH schemes should be delivered in partnership with an appropriate regulated Registered Provider.

Older people with physical frailty and age-related mental health conditions

Torbay has a significantly higher population of people over 65 than both England and the rest of the southwest region. As a result, it also has higher number of older adults with dementia, further exacerbated by pre-existing high levels of social deprivation. Deprivation also means an increased incidence of long-term health conditions and older people living in inferior quality rented accommodation.

Housing need

To continue to provide an early diversion of older people away from high-cost health and social care services and support them to remain healthy and independent in their own homes for as long as possible, Torbay needs more dedicated accommodation for its aging population, including:

¹ The preference is for tenancies to be managed by a Home’s England Registered Provider regulated by the Regulator for Social Housing.

- Largescale developments of well-designed age-restricted apartments near to local services, utilising existing commissioned domiciliary care services to deliver care and support.
- Crossways is a new purpose-designed development of a 91 apartment extra-care housing scheme in the centre of Paignton. With 80% 1-bed / 20% 2-bed apartments, a restaurant, communal spaces and 24-hour, on site care and support staff, the scheme will support people with disabilities from all age groups. Commissioned specifically to meet local needs, the housing will be available to Torbay residents who have been assessed as needing housing with care. Scheduled to start on site in summer 2026, it will be operational by the summer of 2028 with the care and support delivered by the Council's current extra care support provider, Agincare.

There is an ambition to maximise the use of technology and spatial design to support Torbay's aging population to live well at home.

People living with and recovering from mental illness

Torbay currently has limited accommodation and support options for people living with and recovering from mental illness. The mental health offer within the current iteration of the Torbay Supported Living Framework covers only a small section of need by focussing on ongoing support for people with moderate enduring mental illness.

Housing need

There is little supported housing or skilled housing-related support available for people with complex needs stepping down from hospital or residential care, and there is also a lack of low-level support for people with enduring needs moving-on to scarce, decent and affordable general needs housing. Torbay needs:

- Developments of 6-8 x1-bed apartments, at affordable rents and appropriately located away from areas of social stress, for people with significant mental health needs stepping down from institutional settings. These need to be operated by providers with demonstrable expertise in transitional housing models and acute mental health service delivery, commissioned in partnership with both health and social care services.
- Housing-related floating support services that enable people in long-term recovery to move to and thrive with gradually fading support in social or private tenancies.

Predicted mental health issues in working age adults

Issue	2025	2030	2035	2040	2045
People aged 18-64 predicted to have a common mental disorder	14,627	14,572	14,564	14,715	14,977
People aged 18-64 predicted to have a borderline personality disorder	1,857	1,850	1,849	1,868	1,902
People aged 18-64 predicted to have an antisocial personality disorder	2,563	2,562	2,565	2,592	2,650
People aged 18-64 predicted to have a psychotic disorder	540	538	538	544	554
People aged 18-64 predicted to have two or more psychiatric disorders	5,555	5,540	5,539	5,597	5,703

Source: Projecting Adult Needs and Service Information System

People with learning disabilities and autistic people

The current Torbay Supported Living Framework is now in its second iteration and the third iteration is in the planning stages. The prevalent model of supported housing for people with learning disabilities in Torbay has been shared accommodation in houses of multiple occupation. Changing expectations mean that there is reducing demand for this models and people with learning disabilities are increasingly wanting self-contained accommodation either in small clusters with on-site support day and night (where needs are higher) or dispersed in the wider community with specialist support commissioned according to need. Where needs are extremely high and include behaviours that challenge services, fully bespoke housing may be required, based on single business cases prepared by commissioners.

Housing need

Commissioners intend to gradually reduce the amounts of shared accommodation; increase the amount of self-contained accommodation; increase the variety of housing options; ensure the principals of supported housing are applied universally and widen the offer for people with higher and lower needs. Torbay needs:

- A better variety of affordable housing options for people with learning disabilities and autism, utilising social rented properties wherever possible. This should include planned 'core and cluster' developments with a core of 8-10 x 1-bed and 2-bed apartments with higher levels of support, supporting a cluster of nearby properties for people who have gained greater

independence and require less support. This is also known as a ‘hub and spoke’ model of supported housing.

- Housing-related floating support services that enable people with gradually fading funded support to move to and thrive in social or private tenancies, building up their own social support networks of friends, family, technology and voluntary services where possible.
- Greater opportunities for home ownership via the Home Ownership - Learning Disabilities (HOLD) or Shared Ownership for People with Longterm Disabilities (SOLD) shared ownership schemes.

Number of people predicted to have a moderate or severe learning disability (Torbay)

Age range	2025	2030	2035	2040	2045
18-24	52	54	54	50	46
25-34	78	74	75	78	77
35-44	97	102	102	100	102
45-54	88	89	96	102	103
55-64	108	104	95	97	106
65-74	66	74	81	79	74
75-84	32	32	33	38	42
85+	10	12	16	17	19
Total:	531	543	553	561	568

Source: [Projecting Adult Needs and Service Information System](#)

Number of people predicted to have Autistic spectrum disorders (Torbay)

Age range	2025	2030	2035	2040	2045
18-24	85	89	89	81	75
25-34	143	138	142	148	144
35-44	151	161	163	160	166
45-54	163	161	177	187	193
55-64	219	212	193	195	213

65-74	181	209	229	223	207
75+	190	207	225	252	278
Total:	1132	1177	1218	1246	1276

Source: Projecting Adult Needs and Service Information System

Appendix 1 – Housing data

Number of households registered with Devon Home Choice in Torbay, Bands A-D

Period	Band A No.	Band A %	Band B No.	Band B %	Band C No.	Band C %	Band D No.	Band D %	Total No.
01.04.2019 - 31.03.2020	3	0%	249	19%	324	25%	705	55%	1281
01.04.2020 - 31.03.2021	5	0%	262	19%	402	29%	694	51%	1363
01.04.2021 - 31.03.2022	1	0%	321	20%	441	28%	807	51%	1572
01.04.2022 - 31.03.2023	4	0%	332	20%	435	26%	917	54%	1688
01.04.2023 - 31.03.2024	1	0%	286	17%	457	28%	892	55%	1636
01.04.2024 - 31.03.2025	2	0%	362	20%	488	27%	966	53%	1818
5 year average	3	0%	313	19%	445	28%	855	53%	1615

Source: [Useful Information | Devon home choice](#)

Number of general needs homes let in Torbay through Devon Home Choice

Period	Band A No.	Band A %	Band B No.	Band B %	Band C No.	Band C %	Band D No.	Band D %	Band E No.	Band E %	Total No.
01.04.2019 - 31.03.2020	5	2%	154	59%	64	25%	35	13%	3	1%	261
01.04.2020 - 31.03.2021	8	5%	129	73%	26	15%	13	7%	#N/A	0%	176

Period	Band A No.	Band A %	Band B No.	Band B %	Band C No.	Band C %	Band D No.	Band D %	Band E No.	Band E %	Total No.
01.04.2021 - 31.03.2022	5	3%	149	83%	17	9%	7	4%	1	1%	179
01.04.2022 - 31.03.2023	2	1%	150	90%	7	4%	5	3%	2	1%	166
01.04.2023 - 31.03.2024	2	1%	140	92%	7	5%	3	2%	#N/A	0%	152
01.04.2024 - 31.03.2025	5	2%	166	83%	18	9%	10	5%	2	1%	201
5 year average	5	2%	148	80%	23	11%	12	6%	1	1%	189

Source: [Useful Information | Devon home choice](#)

The table below summarises the accessibility needs for those approaching Devon Home Choice.

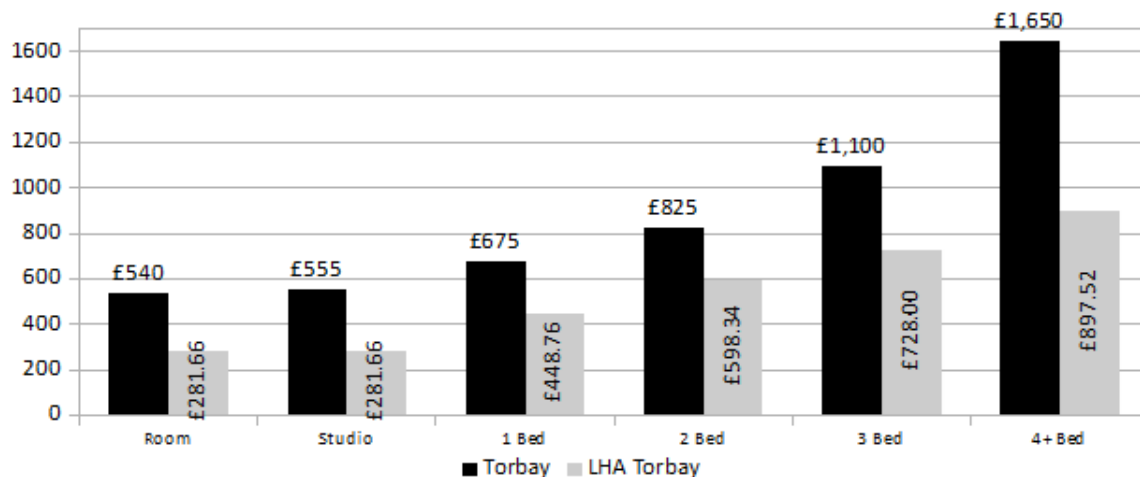
Devon Home Choice: Accessibility needs of applicant households

Disability/health issue	Number of households	% of households on the register
General Needs	1146	68%
Maximum of 3 Steps	312	19%
Step Free	196	12%
Wheelchair Accessible	25	1%

Source: Devon Home Choice

In terms of affordability, local rents exceed Local Housing Allowance by £350 per month on average.

Average local rents compared with Local Housing Allowance (LHA) rates, Torbay 2024

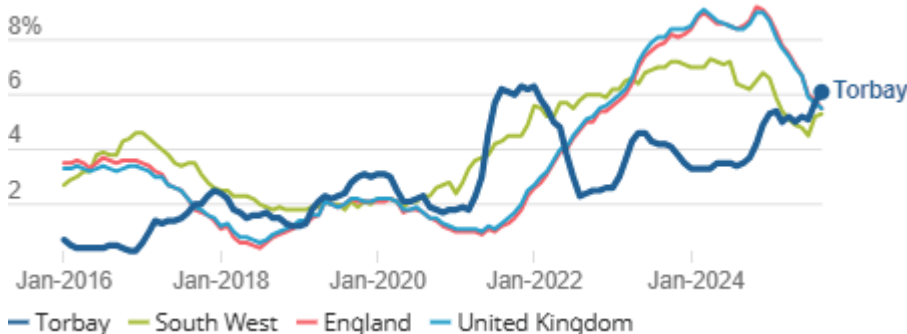


Source: H+RS Evidence Base 240628 v18

Across the South West, the average house price in August 2025 was £310,000, which was more than a year earlier (£303,000). In the year to August 2025, the average price for semi-detached properties in Torbay rose by 1.8%, while the average price for flats decreased by 2.9%.

Annual change in rents in Torbay

Private rental price annual inflation, Torbay, January 2016 to September 2025



Source: : [Housing prices in Torbay](#)

In Torbay, the average monthly rent for flats or maisonettes rose by 6.7% in the year to September 2025, while for detached properties, it increased by 5.4%. The average rent for one bed properties rose by 7.0%, while the average for four-or-more bed properties increased by 5.1%. In contrast we know that wages in Torbay are lower than elsewhere, which creates an affordability gap between wages and the cost of rental properties for a broad range of our population.

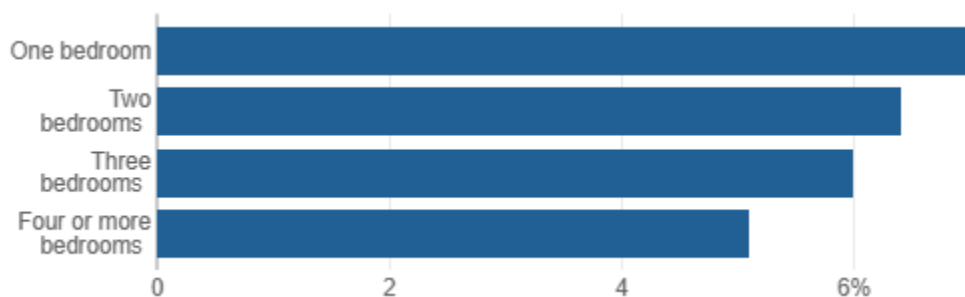
Median gross weekly pay for all full-time workers

Year	Torbay	South West	Great Britain
2020	£466.9	£558.9	£587.4
2021	£542.3	£576.1	£612.2
2022	£566.7	£622.0	£644.7
2023	£572.5	£667.5	£689.7
2024	£632.4	£701.4	£730.6
2025	£669.1	£734.0	£766.6

Source: [Labour Market Profile - Nomis - Official Census and Labour Market Statistics](#)

Change in average rents by bedroom number in Torbay

Monthly private rental price, annual inflation, September 2025



Source: [Housing prices in Torbay](#)

By how many bedrooms there are in a property, average rents as of September 2025 in Torbay were:

- One bedroom: £599
- Two bedrooms: £790
- Three bedrooms: £962
- Four or more bedrooms: £1,258

Glossary

Housing and homelessness duties

- **Prevention Duty** – A statutory duty under the Homelessness Reduction Act 2017. It applies when a household is threatened with homelessness within 56 days. The local authority must take reasonable steps to help the household remain in their current accommodation or secure alternative housing before homelessness occurs. Actions are agreed with the applicant and recorded in a Personalised Housing Plan.
- **Relief Duty** – Applies when a household is already homeless. The local authority must take reasonable steps to help secure suitable accommodation that will last at least six months. This duty also involves creating a Personalised Housing Plan and working actively with the applicant to find housing.
- **Personalised Housing Plan (PHP)** – A tailored plan agreed between the applicant and the local authority, setting out specific actions to prevent or relieve homelessness. It may include steps such as finding accommodation, managing rent arrears, and accessing support services.

Accommodation types

- **Temporary Accommodation (TA)** – Short-term housing provided by the council while a homeless household's situation is being resolved. This can include hostels, bed and breakfast hotels, or self-contained flats. TA is intended to be a temporary solution until permanent housing is secured.
- **Supported Housing** – Accommodation that includes on-site or linked support services for people with additional needs, such as mental health conditions, learning disabilities, or substance misuse issues. Support can range from help with daily living to specialist interventions.
- **Extra Care Housing** – Housing designed for older adults or people with disabilities, combining independent living with access to care and support services. Often includes communal facilities, emergency response systems, and staff on-site to provide assistance.
- **Move-on Accommodation** – Housing that enables people to transition from temporary or supported housing to permanent homes. It is often used for care leavers or those recovering from homelessness and may include light-touch support to promote independence.

- **Safe Accommodation** – Housing provided for victims of domestic abuse, offering security and support. This can include dispersed units or refuge-style accommodation. Safe accommodation is designed to protect individuals from further harm and provide access to specialist services.
- **Spot-purchased Placements** – Individual housing units bought at short notice to meet urgent accommodation needs, often when standard provision is unavailable. These placements are typically more expensive and used as a last resort.

Homelessness and risk

- **Rough Sleeping** – Sleeping outdoors or in places not intended for human habitation, such as parks, doorways, stairwells, or cars. Rough sleeping is the most visible form of homelessness and often associated with severe health and safety risks.
- **Single Homelessness Accommodation Programme (SHAP)** – A government initiative to increase the supply of high-quality accommodation with support for single homeless people, including young adults at risk of rough sleeping. The programme aims to reduce homelessness and improve long-term outcomes.
- **Intentionally Homeless** – When a person becomes homeless due to deliberate actions or decisions, such as refusing suitable accommodation or failing to pay rent without good reason. This can affect eligibility for housing assistance.

Legislation and policy

- **SHROA (Supported Housing Regulatory Oversight Act)** – Legislation that strengthens regulation and oversight of supported housing providers to ensure quality, accountability, and protection for vulnerable residents.
- **Renters Rights Bill** – Proposed legislation aimed at improving security and rights for tenants, including measures to prevent unfair evictions, enhance housing standards, and increase transparency in the private rental sector.

Specialist cohorts

- **Care Experienced Young People** – Young people aged 16 – 25 who have been in care. Local authorities have extended duties to support them with housing, education, and wellbeing as part of their corporate parenting responsibilities.
- **Relevant Young People** – Legal terms under the Children Act for care leavers who are aged 16 - 17 and entitled to specific support from local authorities, including a Personal Advisor, a

Needs Assessment, a Pathway Plan, accommodation and maintenance, and financial support to meet education, training and employment needs

- **Former Relevant Young People** – Legal terms under the Children Act for care leavers who are aged 18 – 24 and entitled to specific support from local authorities, including A Personal Advisor, a Pathway Plan (kept under regular review), Assistance with employment, education and training, Assistance with accommodation, Help with living costs
- **Unaccompanied Asylum-Seeking Children (UASC)** – Children who arrive in the UK without parents or guardians and seek asylum. They require specialist housing and support, including safeguarding and integration services.

Housing standards and design

- **Lifetime Homes Standard** – A set of design principles that make homes adaptable and accessible for people at all stages of life, including those with disabilities. Features include wider doorways, level access, and space for future adaptations.
- **Cluster Model** – A housing design where small units are grouped together to allow shared support services and efficient staffing. This model is often used for supported living arrangements to balance independence with access to care.

Local systems and data

- **Devon Home Choice (DHC)** – A choice-based lettings system used across Devon for allocating social housing. Applicants bid for available properties based on their priority band, which reflects housing need and local connection.
- **Joint Strategic Needs Assessment (JSNA)** – A comprehensive assessment of local population needs, used by councils to plan services and allocate resources. It provides evidence for commissioning decisions and strategic planning.