

TORBAY COUNCIL

Appendix E

1.1 Background Information

1.1.1 The Local Context

Torbay is located on the South Devon coastline and comprises the three district communities of Torquay, Brixham and Paignton. As part of what has become known as the 'English Riviera', Torbay attracts thousands of visitors each year drawn to its harbours and beaches.

Over recent years, Torbay Council has faced significant reductions in its budgets due to successive reductions in the funding it receives from Central Government, this has required difficult decisions in relation to the services it provides.

Torbay's population is 135,780 (2018 MYE) and estimated to rise to 148,500 by 2039, albeit this is a slower rate than that seen nationally.

There are 24,789 children living in Torbay (Census Data 2011). In 2015, the birth rate was 10.3 per 10000 which is below the South West and national averages. The proportion of children aged between 5 and 14 is also expected to rise by 11% over the next 10 years, which is slightly higher than that seen across England.

Torbay comprises of areas with significant material wealth alongside areas of deprivation. According to the 2019/20 Joint Strategic Needs Assessment there are currently 28 areas in Torbay in the top 20% most deprived in England; up from 12 in 2004. Torbay is also ranked as the most deprived local authority in the South West region.

Levels of unemployment in Torbay are at 5.4% which is above the South West average of 4.1%, and national average of 4.8%. The percentage of young people aged 18-24 claiming Job Seekers Allowance is 3.7% and above the South West and the national averages. Around 23.6% of children in Torbay are classed as living in poverty.

Educational attainment in Torbay has continued to improve across all phases. Children receive a high quality start through access to a range of good and outstanding early year's provision resulting in 70.6% of children achieving a good level of development against 69.3% nationally. Key Stage 2 results for 2016 were below national and regional comparators. The percentage of young people educated in Torbay's schools achieving 5 or more GCSEs at grades A* to C including English and Mathematics is 58.6% which is up on the previous two years and higher than national and regional. Following recent inspections 100% of mainstream secondary provision is judged to be good or outstanding.

Torbay has 4.4% of pupils with Statements or Education, Health and Care Plans compared to 2.9% nationally. Children in receipt of additional support achieve well at Key Stage 2 with Torbay ranked as the 27th best performing Local Authority in this respect.

The health and wellbeing of children in Torbay is mixed compared with the England average. Infant and child mortality rates are similar to the England average. Children in Torbay have average levels of obesity: 9.5% of children aged 4-5 years and 18.0% of children aged 10-11 years are classified as obese. Admissions for children for mental health conditions and self-harm were higher than England average in 2015/16. Young

People at risk of Homelessness in Torbay Young people that face higher risks of homelessness include those with experiences of the care system, those from a BME background, and those who identify as LGBTQ+. The top support needs of young homeless people were education or employment, lack of independent living skills and mental health problems.

Rationale for this approach

The accommodation available to young people in Torbay has changed significantly in recent years and they are likely to rely on the private rented sector (PRS) for accommodation. This can be particularly challenging for young people as they receive a lower rate of both Housing Benefit and Income Support.

Torbay Council Children Services is subject to an improvement plan since its last Ofsted Inspection in June 2018. An independent commissioner has been appointed to support Torbay's improvement journey which is now showing signs of a pace of change (Ofsted monitoring visit January 2020). Torbay Council is absolutely focused on ensuring that children and young people in Torbay are provided with the right services, at the right time, in the right way that ultimately improve their outcomes.

This procurement process includes the Council's commitment and responsibility to meet the Council's sufficiency duty to ensure that Children Looked After and Care Leavers have access to high quality accommodation and support services to enhance their transition to adulthood and achieve successful independent living. It also forms part of the Council wide commitment to prevent youth homelessness and meet its statutory duties

Torbay Councils Sufficiency Strategy 2019-2021

One of the key priorities of this strategy is to have a well-developed and targeted range of community support arrangements and high-quality placements and care leaver's accommodation within and around Torbay. As such a number of interdependent sufficiency work streams were created with the aim of developing solutions to the issues that have been identified. 'Staying Put' is a priority of this strategy and to reduce the number of Children Looked After and Care leavers needing to 'move-on' to alternative 16 plus accommodation provision including 'out of area' when it is not in their best interests to do so.

A focus of one of the sufficiency work streams has been to improve the 'edge of care' offer in Torbay. By doing so we aim to provide support to families to prevent family breakdowns and enable children and young people to remain living in their homes, thus preventing avoidable admissions into care and/or preventing youth homelessness. Housing Options data provided below highlights the main reason for a Young Person presenting as homeless is recorded as family breakdown. The residential and care leavers work stream also sets out the priority to work with partners to ensure all Care Leavers have access to good quality, safe and affordable accommodation, wrap-around support and positive and successful transition experiences

Torbay Preventing Homelessness and Rough Sleepers Strategy 2020-2025

This strategy confirms future commissioning need for a range of semi-independent support and accommodation and supported lodgings for young people in care, care leavers and young homeless people. It also confirms a system wide improved flexible outreach support to prevent youth homelessness and tenancy breakdown and to ensure a better, seamless transition experience for young people with housing needs who are moving into adult

focused services and secure sustainable accommodation. There is work taking place outside of the scope of this tender to review temporary accommodation including needs of Children Looked After and Care leavers and crisis accommodation.

16-25 year old Positive Support Accommodation Pathway

Torbay Council and partners have now implemented a system wide 16-25 Positive Support Accommodation Pathway.

This pathway is to meet the needs of:

- 16-17 year olds at risk of homelessness and/or who become Children Looked After.
- Care experienced up to 21 years old (or 25 if eligible).
- 18-25 year olds at risk of homelessness with additional support needs.
- Pregnant young women and young parents at risk of homelessness and/or with high support needs, including care experienced young parents.

The pathway is based on national best practice guidance provided to Local Authorities including: St Basil Positive Pathway Framework and Care Leavers' Accommodation and Support Framework. Our own analysis results demonstrate that not only are a broader range of options required to meet needs, but that interventions are needed in the wider system at a much earlier stage to prevent youth homelessness. This includes working with families and in schools well before a young person may approach as homeless, as well as facilitating move on and tenancy sustainment.

Our aim is to ensure effective work across the Council, and with partners, including maximising community resources and assets to provide an integrated, strengths based and outcome focused approach to:

- Ensure Young People, their families and practitioners have information and guidance to understand housing options and plan when and how Young People leave home or leave care.
- Prevent and avoid housing crisis and support Young People to return home where safe to do so, including returning home from care.
- Ensure processes, including assessment and allocation of housing, are clear to Young People and support is provided to help them to access and decide the most appropriate service to meet their needs.
- Have a suitable range of commissioned accommodation and support options that evidence value for money and deliver best practice and achieve best outcomes for Young People 16-25 years old; and
- Support Young People to transition well into independent and sustained accommodation.

Background: Legislation and Key Strategies include:

Children Act 1989 Sufficiency Duty (to have a sufficient range of accommodation for children in care and care leavers) and the extended obligations towards care leavers up to the age of 25 outlined in the Children and Social Work Act 2017.

Ministry of Housing and Local Government and Department of Education regarding duties to accommodate young people aged 16/17

Housing Act 1996 part VII, the Homelessness Reduction Act 2017 and related Code of Guidance.

Torbay Children and Young People Plan 2018 – 2020.

Torbay most recent Ofsted Inspections.

Torbay Sufficiency Statement 2019 -2021.

Torbay Preventing Homelessness and Rough Sleepers Strategy 2020-2025

Torbay Early Help Framework and Torbay 0-19 Strategy.

Summary of Data Analysis for Children Looked After and Care Leavers (Source: Torbay Children Services)

There were 149 young people aged 13-17 who were looked after by Torbay Council as of 24th April 2020.

Since the implementation of the revised sufficiency strategy in October 2019, 13 children in the age range of 13-17 became looked after up until May 2020, a period of 8 months.

Data needs analysis and results of consultation evidences there is an increase of demand for providers to be able to meet the more complex needs of 16-25 year olds including appropriate wrap-around support, and in turn system wide improved multi-agency 'team around the Young person' to address and meet such Young People's needs to avoid placement breakdown and/or evictions, and to ensure successful 'step-down' and transition. The analysis of this cohort demonstrates a significantly high number of young people who have experienced childhood ACE's including parental domestic violence, substance misuse and/or mental ill-health as well as the Young People being at risk of exploitation, missing episodes, offending, learning difficulties, mental health difficulties, substance misuse, poorer educational outcomes and NEET.

Importantly, the national research also tells us that 'what works' alongside what our own evidenced based tells us has worked for individual Torbay Young People to transition well into adulthood. This includes provider staff and partners embracing trauma informed and restorative working practices; expert knowledge of the impact of ACE's; being resilient practitioners and supporting Young People's own resilience; listening to and ensuring the voice of Young People is at the centre. Young people having support staff who understand their needs and champion their aspirations; timely access to and take up of the right additional support services and interventions; being in further education, training and/or employment and, effective multi-agency team working around individual Young People. In addition, effective working practices with private landlords to support them to accommodate Young People is recognised as a wider issue and one we must engage with and propose change.

In terms of 16 plus accommodation for Children Looked After and Care Leavers, our commissioning priority is to ensure a mixture of low to higher level semi-independent and supported accommodation is provided within the Torbay Local Authority administrative boundary and to reduce the number of 16 plus supported accommodation placements needing to be made outside of area. Ensuring the right services and support is provided at the right time and in the right way that promotes and ensures successful 'step-down' and transition to living independently as a Young Adult for them to sustain their housing is a priority of the 16-25 Positive Support Accommodation Pathway and system wide improvement outcomes to be made

Placement Type	Location	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20	%
16+ Supported Accommodation	Within Torbay	2	3	1	3	10	15	4.26%
	Outside Torbay	5	7	5	9	9	11	3.13%
Family Centre / Mother & Baby Unit	Within Torbay	-	-	-	-	-	-	-
	Outside Torbay	1	4	4	1	1	1	0.28%
Foster Placement with Other Carer	Within Torbay	138	133	123	150	144	134	38.07%
	Outside Torbay	65	60	73	86	89	92	26.14%
Foster Placement with Relative / Friend	Within Torbay	16	10	16	12	24	20	5.68%
	Outside Torbay	11	8	9	12	14	9	2.56%
Homes / Hostels	Within Torbay	-	-	2	2	1	1	0.28%
	Outside Torbay	29	29	25	28	32	42	11.93%

Table 1 Proportion of LAC by placement provider and location (within/outside Torbay)

Age and anticipated destination for children leaving care 2020 aged 16-18 years old

Turning this age 2020	Estimated total number	Stay with f/c	Residential	Supported Accommodation (SA) higher need	SA – low need	SA – out of area	Independence – Adult Services	Independent	With parent
16	28	23	2	1	/	2	/	/	/
17	34	20	/	4	6	1	/	/	3
18	33	14	/	1	1	/	4	13	/
TOTAL	95	57	2	6	7	3	4	13	3
TOTAL %		60%	2%	6%	7%	3%	4%	14%	3%

Table 2 Age and anticipated destination for Children Looked After /Care leavers (16-18): Torbay Children Services June 2020)

Youth Homeless data for financial year 2019-2020 Source: Torbay Housing Options Service

Age at application	Total	Reason for loss of settled accommodation	Total	Overall %
16	22	Family no longer willing or able to accommodate	121	32%
17	43	Other	62	16%
18	51	Information withheld	52	14%
19	45	End of private rented tenancy – assured shorthold tenancy	44	12%
20	43	Relationship with partner ended (non-violent breakdown)	24	6%

21	24	Domestic abuse	21	6%
22	49	Friends no longer willing or able to accommodate	14	4%
23	35	Eviction from supported housing	11	3%
24	37	End of social rented tenancy	9	2%
25	32	End of private rented tenancy - not assured shorthold tenancy	8	2%
Grand Total	381	Non-racially motivated / other motivated violence or harassment	7	2%
		Fire or flood / other emergency	3	1%
		Left institution with no accommodation available	3	1%
		Property disrepair	2	1%
		Grand Total	381	

Temporary Accommodation

Of the total number of the 381 applications, 175 young people were placed into temporary accommodation and 47 of these were Care Leavers. Torbay Council Housing Options are currently undertaking a strategic review of emergency and temporary housing and the needs of Children Looked After and Care Leavers will be informing this review and any future option appraisal and will inform the 16 – 25 Positive Support Accommodation pathway.

Number of teenage pregnancies in Torbay by year (under the age of 18):

Region	March 2019	Dec 2018	Sept 2018	June 2018	March 2018	Dec 2017	Sept 2017	June 2017	March 2017	Dec 2016
Torbay	8	18	9	8	10	13	21	11	6	5

March 2019	2018	2017	2016	2015	2014
8	45	51	52	50	67

*stats from Health.Data@ons.gov.uk – under the age of 18.

The majority of under 18 conceptions in Torbay are amongst 16 and 17 year olds. Torbay has reduced its Teenage Conception rate by 43.8% since 1998. In Torbay there were 182 conceptions to women under the age of 18 from 2013 to 2015.

Although we have seen a decrease in teenage (under 18 years of age) pregnancies by year within Torbay, we have seen an increase in new referrals for young parents requiring 16+ supported accommodation.

