

Meeting: Adjourned Annual Council **Date:** 14 May 2026

Wards affected: All

Report Title: Torbay Joint Health and Wellbeing Strategy: post consultation report

When does the decision need to be implemented? This document will be presented to Full Council for approval on 14 May 2026.

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1. Purpose of Report

1.1 This report sets out the public consultation on the Joint Health and Wellbeing Strategy 2026-30 and requests approval to proceed to full Council for endorsement and publication of the Strategy as a Policy Framework Strategy.

2. Reason for Proposal and its benefits

- 2.1 The programmes of work described in the Strategy will help us to deliver our vision of a healthy, happy and prosperous Torbay by helping to promote the health and wellbeing of our population.
- 2.2 Public consultation ran from 19 January – 8 February 2026. 112 responses were received. Responses were supportive of the direction and priorities of the Strategy, although emphasising the need to be able to demonstrate a real and visible impact. There was also a range of comments on specific issues. The substance of the views and comments is described below.
- 2.3 Cabinet will be considering the proposal at its meeting on 12 May 2026 and requested to make recommendations to Council as set out in paragraph 3 below. A copy of the Cabinet's decision will be published prior to the Council meeting.

3. Recommendation(s) / Proposed Decision

- 3.1 That the 'Our Healthy Neighbourhoods' Torbay Joint Health and Wellbeing Strategy 2026 – 2030 (as set out in Appendix 1) be approved as a Policy Framework document of Torbay Council.

Supporting Information

1 Background

Cabinet received a summary of the approach to development of the Strategy, and key content, in December 2025.

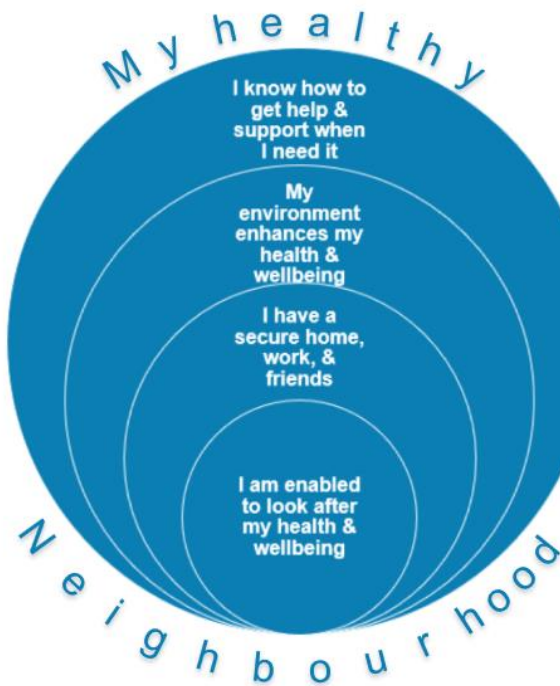
Local authorities and NHS have a joint duty to produce, through the Health and Wellbeing Board: (1) a Joint Strategic Needs Assessment (JSNA) and (2) a Joint Health & Wellbeing Strategy.

The Strategy should:

- address the needs & inequalities identified in the JSNA
- set out key strategic priorities for action & outcomes members will jointly achieve
- inform local commissioning
- promote integration between health & care, as well as other Local Authority functions such as housing, transport, economy, and environment.

The draft Torbay Joint Health and Wellbeing Strategy 2026-30 was developed with Health and Wellbeing Board members during 2025. The consultation draft was agreed at the December meeting of the Board and approved by Cabinet on 16 December 2025.

The **vision** of the Strategy is around *healthy neighbourhoods*, with a focus on delivering *prevention in place*.



It also sets out our **aspirations** for promoting healthy neighbourhoods.

Health & Care services	<ul style="list-style-type: none"> •go where people are •are easy to access •are enabling •are designed in partnership •start with prevention
Natural & built environments	<ul style="list-style-type: none"> •enhance health & wellbeing •promote physical activity & social connections
Housing, Employment, Education, Transport	<ul style="list-style-type: none"> •are suitable & secure •promote health & wellbeing •promote independence •reduce inequalities
Citizens	<ul style="list-style-type: none"> •are in charge of their health & wellbeing •are partners in their care •are seen in their context

The Strategy highlights **activities for all partners** in Torbay to address the key challenges identified in the 2025 Joint Strategic Needs Assessment. These cover:

- **Economy, housing and inequalities:** poverty reduction; jobs, skills, homes and culture; pipeline from education into employment; a focus on the determinants of health; targeting to reduce inequality

- **Children and young people:** focus on prevention and enabling; universal to targeted support and early help; breaking the cycle of disadvantage, poor health and wellbeing; co-design with those intended to benefit
- **Working age adults:** employment opportunities and skills; support for those out of work due to ill-health; housing provision; community based health and care; promoting positive mental health
- **Older adults:** enabling approach building on people's strengths; focus on prevention; *Age Friendly* communities; supporting and enabling carers
- **Health behaviours:** screening and immunisation uptake; system approach to healthy weight, food and environments; starting early; focus on healthy places and spaces.

Priority delivery programmes for the first year, which will be sponsored by the Health and Wellbeing Board, are:

- **Healthy spaces - children and young people**
 - Tackling the issues of low physical activity, poor diet, home or school insecurity, education underachievement, and unreadiness for work.
 - Focusing on the work relating to the 'play' domain begun under the auspices of Child Friendly Torbay.
 - Led by community groups in partnership with the local authority and other stakeholders.
 - Involving a programme of activities to build physical, mental and social health and wellbeing.
- **Healthy work - working age adults**
 - Tackling the issues of unemployment through physical or mental ill health, NEETs, and disparities in opportunity for care experienced young people and carers
 - Focusing on Connect to Work with wrap around support from NHS and VCSE partners
 - Building confidence, employment opportunities, mentoring, practical, health, and social support.
- **Healthy ageing - older adults**
 - Tackling disparities in frailty onset, ill-health, and dependence on social care, isolation, housing insecurity
 - Age Friendly actions around housing, transport and health
 - Led by VCSE, with local authority and other partners

Consultation ran from 19 January to Sunday 8 February 2026.

There was an online survey on the Council's website and this was promoted initially via a range of channels including a Members Briefing and e-newsletter, press release to all local media and a wider distribution covering community partnerships and key partners from all sectors.

Council Leader and Chair of the Health and Wellbeing Board David Thomas promoted the survey through a video which was shared through the Torbay Council YouTube channel, website, social media, newsletters and the local media.

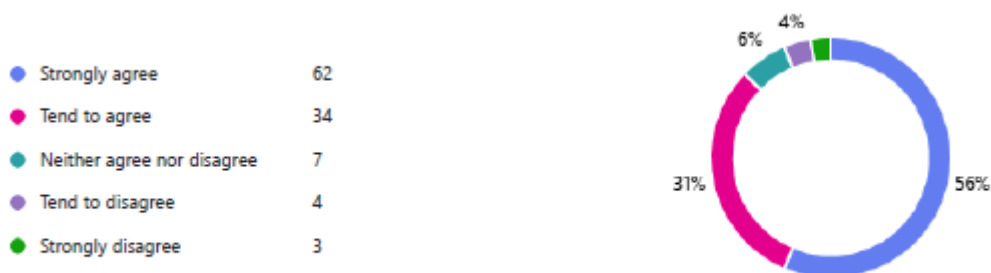
On the day of the launch a consultation event was held at Paignton Library and Community Hub. Representatives from the Public Health and Engagement and Communications teams also met with the Stroke Survivors Support Group who were holding their regular group at the Library. In addition Public Health attended the Grassroots collective of Women's groups in Torbay to gain their views on the Strategy.

Paper copies of the Strategy and survey were made available at Paignton Library, Torquay Library, Brixham Library, and Brixham Town Council. The survey was also promoted via the Council's One Torbay residents e-newsletter, Staff News, and on Facebook, NextDoor, Instagram and LinkedIn.

In total, taking into account online and paper surveys, there were **112 responses** to the consultation, including group responses.

2 Response to consultation

Agreement with the vision for healthy neighbourhoods

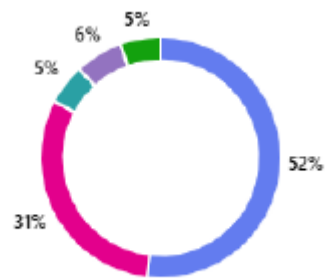


Agreement with priority 1: healthy spaces for children and young people



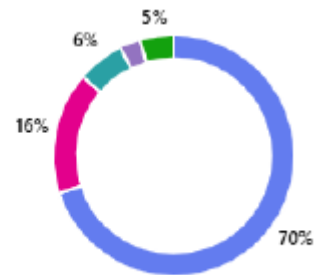
Agreement with priority 2: healthy work

Strongly agree	57
Tend to agree	34
Neither agree nor disagree	6
Tend to disagree	7
Strongly disagree	6



Agreement with priority 3: healthy ageing

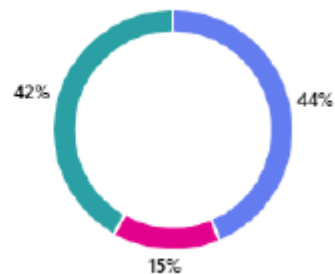
Strongly agree	77
Tend to agree	18
Neither agree nor disagree	7
Tend to disagree	3
Strongly disagree	5



Demographics

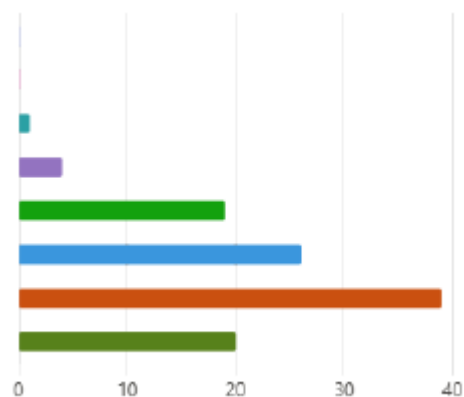
Geographical representation

Torquay	48
Brixham	16
Paignton	46



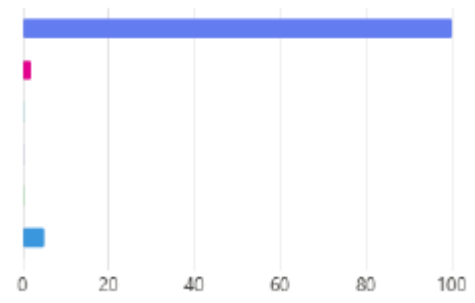
Age

0-15	0
16-24	0
25-34	1
35-44	4
45-54	19
55-64	26
65-74	39
75+	20



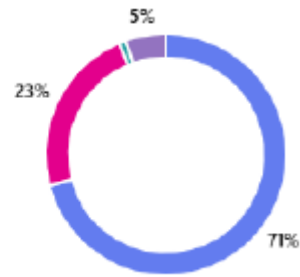
Ethnicity

White	100
Mixed ethnicity	2
Asian or Asian British	0
Black or Black British	0
Chinese	0
Other ethnic group	5



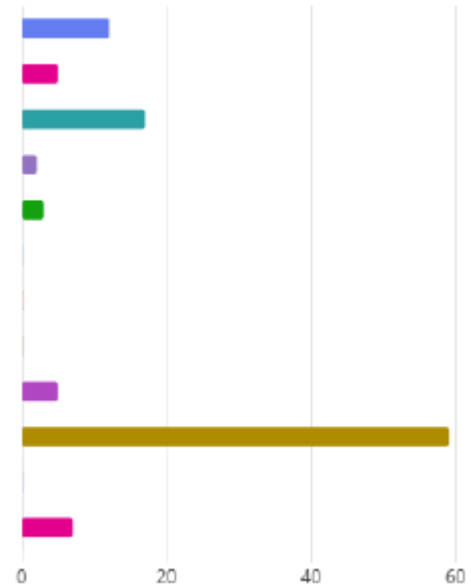
Gender

Female	78
Male	25
In another way	1
Prefer not to say	6



Employment status

Working full-time in Torbay	12
Working full-time elsewhere in Devon	5
Working part-time in Torbay	17
Working part-time elsewhere in Devon	2
Self-employed - full or part time	3
Student	0
Looking after family/home	0
Temporary sick	0
Long term sick	5
Retired	59
Unemployed	0
Other	7



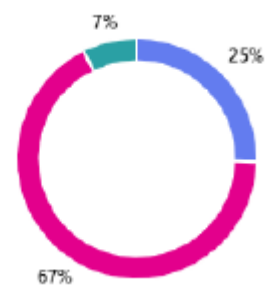
Disability

Yes	43
No	65



Unpaid carer

Yes	28
No	74
Prefer not to say	8



Comments – produced by Torbay Council Communications and Engagement Team.

This summary presents the top themes, concerns and opportunities emerging from all public comments received during the Torbay Health & Wellbeing Strategy consultation. Feedback reflects engagement from residents, community groups, carers, older adults, and people with lived experience of health conditions.

1. Access to Health & Care Services

Access to the NHS—particularly primary care and specialist services—is the most dominant theme across all feedback.

Key issues raised

- Difficulty obtaining GP appointments, especially face-to-face.
 - Loss or reduction of key services including stroke support, cardiac care, dementia workers, and community hospital capacity.
 - Concern about NHS dentistry, with adults and children unable to access care.
 - Anxiety about funding cuts, especially for stroke coordinators and community-based services.
 - Need for better integration between the NHS, social care, housing and voluntary sector.
 - Calls for a clear directory of services and improved support after hospital discharge.
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2. Transport, Accessibility & Mobility

Transport barriers—particularly for older adults—are a major concern across Torbay.

Key issues raised

- Limited or reduced bus routes in Paignton, Preston and other neighbourhoods (a number citing the 67 bus service in Brixham).
 - Unsafe or inaccessible pavements and drop kerbs, especially for mobility users.
 - Concerns about perceived anti-car policies and the need not to restrict access.
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3. Children, Young People & Safe Spaces

Residents highlighted a lack of activities and environments for children and young adults.

Key issues raised

- Strong need for youth clubs, sports opportunities and safe indoor/outdoor spaces.
- Desire for better play parks, similar to Paignton, Teignmouth, Dawlish and Shaldon.
- Requests for multi-sports/all-weather areas.

- Concerns about online safety and excessive screen time.
 - Recognition that early years (0–4) must be included in planning.
-

4. Housing, Neighbourhoods & the Local Environment

People want healthier, safer, cleaner neighbourhoods and affordable homes.

Key issues raised

- Growing anxiety about housing affordability, especially for older adults and young single people.
 - Fears about homelessness and fuel poverty among pensioners.
 - Calls to protect and maintain green spaces such as Victoria Park and Oldway Gardens.
 - Concerns about litter, dog fouling and general neighbourhood upkeep.
 - Interest in grants for home improvements and landlord enforcement.
-

5. Prevention, Nutrition, Mental Health & Inequality

Residents believe prevention must be central to the strategy.

Key issues raised

- Strong emphasis on nutrition education, cooking skills and reducing reliance on ultra-processed foods.
 - Mental health support for young men, newly bereaved people, carers and those living alone.
 - The importance of falls prevention, frailty support and community-level activities.
 - Concerns that digital approaches risk excluding those without technology.
 - Calls for better communication, transparency and ongoing co-design with communities.
-

A full list of comments received is available for members to review on request.

3 Post consultation Strategy review

Responses to consultation were predominantly supportive of the neighbourhood health approach, mission, priorities, and three priority action areas identified for year 1.

There was a large proportion of comments in favour of a focus on young people – given the capacity for impact throughout life – and a large proportion supportive of a focus on older adults – given the demographic trends in Torbay. There were also comments emphasizing

the importance of attracting and retaining an active working age population. The three priority action areas in the Strategy cover these areas of the lifecourse, so it is proposed that these are retained.

Mental health was mentioned fairly strongly among responses. Each of the priority action areas has an element of support for mental health and wellbeing underpinning the activity, but this may be an area that the Health and Wellbeing Board may want to take as a separate 'priority to sponsor' in years 2, 3 or 4.

Concerns were expressed around:

- The availability of green space and areas for children and young people, in the light of priority action area one
- The need to demonstrate delivery of the Strategy and to show what has changed as a result
- The importance of working in partnership with local communities when developing and delivering the priority action areas.

These will need to be considered during implementation and the Health and Wellbeing Board may wish to use the second and third point to test out progress on delivery as part of the monitoring process.

Health and Wellbeing Board members agreed at their meeting in March 2026 to nominate a lead member to sponsor each of the three priority delivery areas and to lead reporting on progress back to the Board.

4 Alignment with other Strategies

As highlighted through the last year, the Strategy was developed with an eye to other local strategies including:

- The new Devon Health and Care Strategy

This has a focus on moving to neighbourhood health in the context of the three key shifts set out in the NHS Plan for England:

- Hospital to community
- Analogue to digital
- Treatment to prevention

The Health and Wellbeing Strategy is also designed around neighbourhood health, with a focus on prevention.

- Torbay Corporate Plan, Economic Strategy, Housing and Homelessness Strategies, regeneration plans, and strategic plans relating to Children's and Adults Social Care.

Torbay Adult Social Care Strategy has a vision for 'thriving communities where people can prosper'. Priorities are around helping people to live well and independently, with choice and control.

The vision of the Health and Wellbeing Strategy is aligned to this, with a vision of 'healthy neighbourhoods where people of all ages can live, work and thrive', and actions designed to promote health and independence across all ages and into later life.

Torbay Children and young People's Plan looks to fulfil the target of the Council's Corporate Plan to 'Protect all children and give them the best start in life'.

The Health and Wellbeing Strategy includes an emphasis on the building blocks for promoting health and wellbeing from a young age, with a year 1 priority action area around healthy spaces for children and young people.

Torbay Council Corporate and Community Plan has a vision of a 'healthy, happy and prosperous Torbay' which again aligns with the vision of the Health and Wellbeing Strategy around health promoting neighbourhoods. The strategic themes of the Corporate Plan are community and people, pride in place, and economic growth. As well as emphasising the relationship between the economic and physical health of communities, the Health and Wellbeing Strategy includes a priority action area around health and work.

To be effective, the Health and Wellbeing Strategy will need to be delivered alongside these and other related strategic plans, working closely with all relevant partners.

5. Timetable

The post consultation Strategy is due to be endorsed by the full Council in May 2026.

6. Implementation and monitoring

The Health and Wellbeing Board will receive updates on progress during the year. Members have agreed to review each September their priority delivery areas for the following year.

7. Financial Opportunities and Implications

7.1 None identified

8. Legal Implications

8.1 None identified

9. Engagement and Consultation

9.1 The draft Strategy has been developed with input from stakeholders including Health and Wellbeing Board and Torbay Place Board members, Council teams, commissioners, Local Care Partnership representatives, Voluntary and Community sector colleagues. It incorporates feedback from recent public engagement in relation to the NHS 10 Year Plan including the plan for neighbourhood health.

10. Procurement Implications

10.1 None identified

11. Protecting our naturally inspiring Bay and tackling Climate Change

- 11.1 Promoting health and wellbeing includes enhanced use of our natural green and blue spaces through active travel, physical activity, healthy spaces, and connecting with nature.
- 11.2 Climate change is an identified risk to health through increased infections, population displacement, excess heat and cold, and mental distress. Actions to mitigate the impact are included in our recommendations around health protection and health promotion.

12. Associated Risks

- 12.1 No specific risks are identified. The Strategy is built on tackling the needs and risks to population health highlighted in the Joint Strategic Needs Assessment.

13. 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>	<p>Different age-groups have different health risks; these are highlighted for priority activity.</p>	<p>Strategy includes recommendation to analyse and address inequalities through commissioning.</p> <p>Specific age-groups are included as priorities for support.</p>	<p>Strategic and commissioning partner organisations, over the lifetime of the Strategy.</p>
Carers	<p>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.</p>	<p>Carers are highlighted as a priority for support.</p>	<p>Strategy includes recommendation to analyse and address inequalities through commissioning.</p> <p>Carers are included as a priority for support.</p>	<p>Strategic and commissioning partner organisations, over the lifetime of the Strategy.</p>
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>People with physical and mental ill-health and disabilities are highlighted for activity.</p>	<p>Strategy includes recommendation to analyse and address inequalities through commissioning.</p>	<p>Strategic and commissioning partner organisations, over the lifetime of the Strategy.</p>

Gender reassignment	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.	No differential impact anticipated.	Not applicable	
Marriage and civil partnership	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.	No differential impact anticipated.	Not applicable	
Pregnancy and maternity	Over the period 2010 to 2021, the rate of live births (as a proportion of females aged 15 to 44) has been slightly but significantly higher in Torbay (average of 63.7 per 1,000) than England (60.2) and the South West (58.4). There has been a notable fall in the numbers of live births since the middle of the last decade across all geographical areas.	No differential impact anticipated.	Not applicable	
Race	In the 2021 Census, 96.1% of Torbay residents described their ethnicity as white. This is a higher proportion than the South West and England. Black, Asian and minority ethnic individuals are more likely to live in areas of Torbay classified as being amongst the 20% most deprived areas in England.	No differential impact anticipated.	Impact of deprivation is targeted through the priority programmes. Strategy includes recommendation to analyse and address inequalities through commissioning.	Strategic and commissioning partner organisations, over the lifetime of the Strategy.

Religion and belief	64.8% of Torbay residents who stated that they have a religion in the 2021 census.	No differential impact anticipated.	Not applicable	
Sex	51.3% of Torbay's population are female and 48.7% are male	No differential impact anticipated.	Strategy includes recommendation to analyse and address inequalities through commissioning.	Strategic and commissioning partner organisations, over the lifetime of the Strategy.
Sexual orientation	In the 2021 Census, 3.4% of those in Torbay aged over 16 identified their sexuality as either Lesbian, Gay, Bisexual or, used another term to describe their sexual orientation.	No differential impact anticipated.	Not applicable	
Armed Forces Community	In 2021, 3.8% of residents in England reported that they had previously served in the UK armed forces. In Torbay, 5.9 per cent of the population have previously served in the UK armed forces.	No differential impact anticipated.	Not applicable	
Additional considerations				
Socio-economic impacts (Including impacts on child poverty and deprivation)		People in more challenged socio-economic circumstances are at greater risk of poor health and wellbeing and are therefore highlighted for priority activity.	Priority programmes designed to address socio-economic impacts.	Strategic and commissioning partner organisations, over the lifetime of the Strategy.
Public Health impacts (Including impacts on		All programmes are designed to improve population health.	All programmes are designed to improve population health.	Strategic and commissioning partner

the general health of the population of Torbay)				organisations, over the lifetime of the Strategy.
Human Rights impacts		Services and providers will remain cognisant of human rights, including the right to life, health, privacy, education and prohibition of discrimination.	Not applicable	
Child Friendly	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.	Highlighted as a priority activity.	Highlighted as one of the priority activities.	Strategic and commissioning partner organisations, over the lifetime of the Strategy.

14. Cumulative Council Impact

- 14.1 The Strategy takes account of priorities and activities across People and Place teams, including economic strategy, adult and children's social care, education and housing.
- 14.2 All teams are expected to take note of the needs and priorities highlighted in the Strategy when developing strategy or commissioning services.

15. Cumulative Community Impacts

- 15.1 All of these programmes involve close partnership working across the Integrated Care System, including voluntary, community and social enterprise (VCSE) sector, and all are intended to promote and improve health across the whole of our population.