

**Meeting:** [Health and Wellbeing Board](#) **Date:** [25<sup>th</sup> June 2026](#)

**Wards affected:** [All](#)

**Report Title:** [Joint Strategic Needs Assessment \(JSNA\) 2026/27](#)

**When does the decision need to be implemented?** [N/A](#)

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## 1. Purpose of Report

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- 1.1 2026/27 update of the Joint Strategic Needs Assessment (JSNA)

## 2. Recommendation(s) / Proposed Decision

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- 2.1 The following narrative is considered for information purposes, with issues discussed. A slide presentation is planned to be made to the board.

### Background Documents

[None](#)

## Supporting Information

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- 3.1 The main JSNA document is divided into 21 main sections based on subject matter. These 21 areas are listed in the remainder of the document:

### 3.1.1 Demographics

The **life expectancy gap at birth** remains significant. Over the 5 year period from 2020 to 2024 there is a 6.4 year gap between the life expectancy of males and 4.3 year gap for females in differently deprived areas of Torbay.

The **average age** of a Torbay resident is 49 years (England 40 years). 27% of the **current population are aged 65 and over**. This is currently projected to rise to 32% in the next 10 years. Torbay's **population is currently projected to rise** to 150,424 by 2044 compared to its current level of 140,126.

Almost 1 in 4 Torbay residents have **conditions or illnesses that reduce their ability to carry out day-to-day activities** (England 17%), rates are higher in Torbay even allowing for the older population structure.

### 3.1.2 Index of Multiple Deprivation

An updated Index of Multiple Deprivation was released in late 2025, the previous release was in 2019.

Torbay remained ranked as the **most deprived upper-tier local authority in the South West** with approximately 26% of the population classified as living in areas that are amongst the 20% most deprived in England. The most deprived areas are particularly concentrated in more central areas of Paignton and Torquay as well as King's Ash.

Relative deprivation compared to England was highest in relation to the areas of **Employment deprivation**, that is those who have been involuntarily excluded from the labour market and **Education Skills and Training Deprivation**, this relates to the attainment of qualifications, entry to higher education and particularly pupil absence.

It was calculated that 1 in 4 people in Torbay are **income deprived**, just over 4 in 10 children under 16 live in **income deprived families**. The percentage of under 16 children living in income deprived families varies from 11% to 80% in different areas of Torbay.

### 3.1.3 Children & Young People's Education and Health

There is a very significant **gap in academic achievement** between those eligible for free school meals and those who are not eligible for free school meals. For 2024/25, the

percentage of Torbay pupils achieving a good pass at GCSE for English and Maths was 74% for those not eligible for free school meals as opposed to 35% for those who were eligible.

Torbay has similar rates of children with special educational needs receiving an **Education, Health & Care Plan** when compared to England. This is due to rates rising quicker across England, previously rates in Torbay had been higher than England.

Increase in Torbay **breastfeeding** rates at 6 to 8 weeks after birth over the last decade from 40% to 51%.

Torbay has a significantly **worse hospital admission rate** for self-harm, alcohol, dental decay and eating disorders amongst our younger population than England. Rates for self-harm, alcohol and eating disorder admissions are much higher among females than males.

The level of **persistent absence** from school doubled in 2021/22, it dropped slightly in subsequent years but remains at an elevated level when compared to years before 2021/22. **Suspensions** from school continue to be on an upward trend.

**MMR rates** are higher than England but are below the 95% target, **HPV vaccination rates** fell significantly over the COVID-19 period, they have recovered but remain substantially below the 90% target.

#### 3.1.4 Children's Social Care

Rates of **Cared for Children** remain much higher than England but rates have fallen from peak of 2019.

Rates of **Children in Need** remain significantly higher than England at 31<sup>st</sup> March 2025. **Most common factors** recorded in a Child in Need assessment were Mental Health and Domestic Abuse. Rate of **referrals** remains significantly higher than England.

Levels of **persistent absenteeism** (missing 10% or more of possible sessions at school) are much higher among Children in Need (60% for 2023/24) or those with a child protection plan (71% for 2023/24) than the general school population (24% for 2023/24).

#### 3.1.5 Adult Social Care

Torbay is consistently an outlier in needing to support **higher levels of need in its 18 to 64** population. For the last 3 years, Torbay has had a **higher rate of long-term support needed for its 65 and over** population than England.

Rates of **support requests for new clients** and **long-term support being met by permanent admission to residential and nursing homes** remained significantly higher than England during 2024/25.

During 2024/25, 1,030 **safeguarding concerns** were raised and those instigated 350 **Section 42 safeguarding enquiries**.

30% of carers and 44% of users felt that they had as much **social contact** as they would like according to the latest surveys, these rates were broadly in line with England. 93% of people who used services stated that these **services made them feel safe**, this was higher than England.

### 3.1.6 **Women's Health**

Hospital admission rates for **self-harm** and **eating disorders** are higher among females when compared to males. Rates in Torbay are consistently higher than England.

Hospital admissions for **endometriosis** in Torbay are consistently significantly higher than England, they had been on a broadly decreasing trend but the latest year saw a large rise.

Torbay's **chlamydia detection rate** in females aged 15 to 24 years more than doubled in 2022 followed by a sharp fall over the 2 subsequent years, but is still higher than the England rate after a previously decreasing trend. It is a measure of control activity, not morbidity, so a large rise is not seen as a negative but as an indicator of better targeted testing.

Females are significantly more likely to provide **unpaid care** than males.

Torbay has a significantly higher rate of **abortion** than England over the last decade.

Torbay has a significantly higher rate of timely 6 to 8 week infant reviews by health visitors than England. This aids both the infant and the mother.

**Cervical cancer screening** of 50 to 64 year olds has been on a generally decreasing trend over the last decade and is significantly lower than England for 6 of the last 7 years.

### 3.1.7 **Economy and Employment**

Torbay has a **lower proportion of working age people** compared to England and this is forecast to fall slightly over the next 20 years.

The **average (median) full-time salary** for residents in 2025 was £33,493. This compares to £37,543 across the South West and £39,243 for England, employees in Torbay were also more likely to work **part-time**. The Annual Population Survey (2020 – 2025) shows fewer working age people in Torbay (77%) were classified as **economically active** compared to the South West (81%) and England (79%).

Rates of **unemployment claimants** are lower than England after a significant spike during the COVID-19 lockdowns in 2020 and early 2021 when rates were much higher than England.

There is better residential **Full Fibre and Ultrafast** broadband coverage than the England average.

Working age people in Torbay are less likely to hold a **degree level qualification** than the England average.

### 3.1.8 Housing

More than 1 in 4 (27%) Torbay households **privately rent** which is significantly higher than England. This is combined with the lowest proportions of **socially rented** accommodation in the South West. **Significant house price rises** exacerbated affordability issues around buying a property although affordability has slightly improved over recent years.

Since the start of 2020, 46% of Torbay dwellings had an **Energy Performance Certificate (EPC)** rating of C or better. Grades C or better are seen as the target to reach but this can be difficult in older properties.

The rate of **homelessness** has been consistently higher in Torbay when compared to England.

Torbay has double the rate of long-term vacant dwellings (vacant for at least 6 months) than the England average as of October 2025.

### 3.1.9 Environment and Climate Change

Torbay's **greenhouse gas emissions** are reducing and remain considerably lower than England. Transport overtook 'Domestic use' to be the highest emitter in Torbay for 2023.

The percentage of Torbay residents **walking for travel** at least 2 times a month remains lower than pre-COVID-19 levels.

For the 10 years to March 2025, Torbay had significant amounts of **energy inefficient housing**, 21<sup>st</sup> from bottom out of 296 local authority districts.

Torbay's **waste reuse, recycling and composting rate** has increased over the last 4 years following a significant drop in 2020/21 to reach the level seen in the immediate pre-COVID-19 period. Rates are slightly lower than England.

### 3.1.10 Sexual and Reproductive Health

The provision of **long-acting reversible contraception (LARC)** in Torbay has been higher (better) than England for at least the last decade. However, **abortion rates** remain significantly higher than England.

Torbay's **chlamydia detection** rate in 15 to 24 year olds more than doubled in 2022 followed by a sharp fall over the 2 subsequent years, but is still higher than the England rate after a previously decreasing trend. The detection rate is a measure of screening, not morbidity, so a large rise is not seen as a negative but as an indicator of better targeted testing.

The all new **sexually transmitted infection** diagnosis rate increased in Torbay for 2022 but has subsequently decreased to be lower than England.

**Under 18 conception rate** had shown very significant falls over the last decade in Torbay but the 2 latest years have shown an uptick.

Torbay's **STI testing** and **HIV testing** rates are significantly lower than England over the last decade.

### 3.1.11 Substance Misuse, Gambling and Dependency

Prevalence of **smoking** among Torbay adults remains significantly higher than England. Tobacco use has fallen significantly among children over the last 2 decades. 15 year olds are 5 times more likely to be regular users of **e-cigarettes** than tobacco.

Torbay has consistently had significantly higher hospital admission rates than England or South West in relation to **alcohol**, Torbay has had a higher percentage of people successfully complete structured alcohol **treatment** over the last decade than England or South West.

Since the middle of the last decade there had been a significant rise in the number of drug poisoning deaths in Torbay although rates have now fallen significantly from their peak (there is a possibility that local coroner backlogs could have exacerbated the most recent fall). Torbay has a higher percentage of its estimated opiate and/or crack cocaine users in **treatment** than England or South West.

### 3.1.12 Crime, Domestic Abuse and Anti-Social Behaviour

There were 13,391 **recorded crimes** in Torbay during 2024/25, this was a rise on previous years.

Rates of recorded **violent crime and sexual offences** were higher in Torbay than England during 2024/25.

Levels of recorded **anti-social behaviour** have fallen over the last 5 years.

In line with national trends, far fewer children are entering the **youth justice system** compared to a decade ago, although rates are higher than England.

National Crime Survey data indicates that 29.6% of women and 21.8% of men in England and Wales have experienced **domestic abuse** at some time since the age of 16. There were 4,121 domestic abuse related crimes and incidents recorded by police during 2024/25 in Torbay.

### 3.1.13 **Weight, Exercise and Diet**

Approximately 1 in 4 reception and 1 in 3 Year 6 pupils in Torbay are either **overweight or obese**. Amongst Torbay adults, approximately 30% were **obese** over the last 8 years.

Torbay has a consistently higher reported rate of hospital admissions for **eating disorders** than England.

More than 7 in 10 children report being **physically active or fairly active**, just under 7 in 10 adults report being physically active.

The gap in **healthy life expectancy** between the most and least deprived areas in England was 19.6 years for females and 19.0 years for males.

Torbay adults **walk** for leisure more often than the England average, however they cycle for leisure and sport less than the England average.

### 3.1.14 **Oral Health**

In Torbay, the percentage of children seen by an **NHS dentist** in the previous 12 months and adults seen in the previous 2 years were significantly lower than England for the last 2 years of data (2023/24 and 2024/25). This will not include patients seen by private dental practices.

**Dental decay in 5 year olds** is similar to England.

The rate of **hospital tooth extractions for dental caries (tooth decay)** in those aged 0 to 17 has been significantly higher in Torbay than the South West and England, rates are significantly higher in more deprived areas. Rates among adults are significantly lower than the pre-COVID-19 period.

Rates of treatment that include **tooth extractions** by NHS dentists is on a decreasing trend among Torbay adults.

### 3.1.15 **Mental Health**

Prevalence of **depression** and **mental illness** (schizophrenia, bipolar affective disorder and other psychoses) in Torbay GP patients is higher than England.

Torbay has higher percentages of **school pupils with social, emotional and mental health needs** than England.

Rates of Torbay **adult social care** clients with **mental health** as a primary support reason who are receiving long-term support are significantly higher than England and rising.

Hospital admissions for **self-harm** and **eating disorders** remain significantly higher in Torbay. However, self-harm emergency admissions for all ages have been on a generally downward trend.

Torbay **suicide** rates have been significantly higher than England for many years. Due to a backlog in coroner inquests, rates fell significantly to be in line with England for the latest period. It is anticipated that the coroner backlog rather than a fall in suicides is responsible.

### 3.1.16 Older People

**65 and over population has risen in Torbay by 13%** (approximately 4,500 people) between 2014 and 2024 and is currently projected to be 32% of the Torbay population within a decade (currently 27%).

Average **healthy life expectancy** of 11 to 12 years for the 65 and over population is in line with England.

Level of **pension credit** claimants among those aged 66 and over is higher in Torbay (13.2%) than England (11.4%).

Rates of **unplanned hospital admissions** and those in respect of **falls** for those aged 65 and over in Torbay have been higher than England for the last 2 years.

In the Active lives survey across England, those aged 65 and over were more **satisfied, happy and less anxious** than those aged 16 to 44.

### 3.1.17 Unpaid Carers

2021 Census showed just over **14,900 unpaid carers in Torbay** which equates to 1 in 9 of the population aged over 5 years. Of these carers, 5,185 provided 50 hours or more of unpaid care. An unpaid carer was defined as giving unpaid help or support to anyone because they have long-term physical or mental health conditions or illnesses, or problems related to old age.

Rates of unpaid carers are higher in Torbay than England across all age groups in the Census. **13.5% of females are unpaid carers, 9.0% of males are unpaid carers.**

Almost 1 in 6 people classified as **disabled under the Equality Act** are unpaid carers.

**Close to 1 in 2 (44%) adult carers known to local social** services care for 100 hours or more per week. Carers known to local social services were most likely to look after people with a physical disability, long-standing illness, dementia or problems connected to ageing.



### 3.1.18 Preventable Mortality

Definition of preventable mortality relates to deaths that are considered preventable if, all or most deaths from the underlying cause could mainly be avoided through effective public health and primary prevention interventions.

Rate of **deaths from causes considered preventable** in the under 75 age group are higher in Torbay than England and South West, they are much **higher within the more deprived areas** of Torbay when compared to the less deprived.

The most common cause of death in Torbay that was considered preventable in the **under 75 age group** was Cancer, accounting for over 1 in 3 preventable deaths. Just over 50% of these cancer deaths related to lung cancer.

The most common cause of death in Torbay that was considered preventable in the **under 50 age group** was suicide, followed by accidental poisoning then liver disease, in particular alcoholic liver disease.

Rate of preventable deaths among the under 75 age group is **much higher among males when compared to females** in Torbay.

### 3.1.19 Diabetes, Heart Disease, Stroke and Respiratory Disease

10,500 Torbay GP patients had recorded **Diabetes** in 2024/25 equating to 8.4% of those aged 17 and over at those GPs. Over 90% of these cases relate to 'Type 2 and other' diabetes.

Rates of **emergency hospital admissions** and **under 75 deaths** from **coronary heart disease** are much higher in the most deprived areas of Torbay when compared to the least deprived.

Rates of **emergency hospital admissions** and **under 75 deaths** from **respiratory disease** are much higher in the most deprived areas of Torbay when compared to the least deprived.

Rates of **hospital admissions** and **under 75 deaths** from **strokes** have broadly fallen over the last decade in Torbay.

**Smoking** prevalence is significantly higher than England.

30% of adults are classified as **obese** in Torbay.

### 3.1.20 Cancer

Percentage of Torbay **population living with Cancer** is higher than England, this is to be expected given Torbay's older age profile. **Under 75 mortality rates** from Cancer are higher among our most deprived areas when compared to the least deprived.

For the latest year, half of cancers identified in Torbay residents were at **Stages 1 and 2**.

Torbay has seen rising rates of those eligible for **bowel screening** having a test, testing rates are better than the England average. **Breast screening** rates have not returned to pre-COVID-19 levels across Torbay or England. **Cervical screening** rates have gradually fallen over the last decade in Torbay and England.

**Urgent suspected cancer referrals** in Torbay have risen significantly in recent years but rates of those referrals leading to a diagnosis of cancer have fallen.

Broad rise in the rate of **emergency hospital admissions for cancer** over the last 3 years to be significantly higher than England after allowing for Torbay's older population.

### 3.1.21 Health Protection

**Child immunisation** rates in Torbay are generally higher than England, although rates have broadly fallen in recent years from their peaks.

**MMR** vaccination rates (2 doses) for 5 year olds remain below 90% in Torbay for the 3<sup>rd</sup> consecutive year although rates remain significantly higher than England. Rates were last below 90% in 2014/15.

**Flu vaccination** rates among those aged 65 and over in Torbay had been higher than the national target of 75% for the last 4 years but fell to 74% for 2024/25.

**Antibiotic prescribing in NHS primary care** has been on a downward trend over the last decade.

The all new **sexually transmitted infection** diagnosis rate increased in Torbay for 2022 but has subsequently decreased to be lower than England.

- 3.2 A ward profile has also been produced which shows differences between the various wards within Torbay over a range of measures. The number of measures available at a ward level is significantly more limited than at local authority level. The wards of Roundham with Hyde and Tormohun had the largest number of measures where they were worse than the Torbay average. Conversely, Churston with Galmpton and Cockington with Chelston had the largest number of measures where they were better than the Torbay average.