

Meeting: [Health and Wellbeing Board](#) **Date:** [19th June 2025](#)

Wards affected: [All](#)

Report Title: [Joint Strategic Needs Assessment \(JSNA\) 2025/26](#)

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

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1. Purpose of Report

1.1 2025/26 update of the Joint Strategic Needs Assessment (JSNA)

2. Recommendation(s) / Proposed Decision

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

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 2019 to 2023 there is a 10 year gap between the life expectancy of males and 5 year gap for females in the most and least deprived areas of Torbay. The gap for males increased with the addition of Covid-19 period data.

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 33% in the next 10 years. Torbay's **population is projected to rise** to 153,000 by 2043 compared to its current level of 139,485.

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

Torbay is ranked as the **most deprived upper-tier local authority in the South West** with approximately 27% of the population classified as living in areas that are amongst the 20% most deprived in England. The most deprived areas are concentrated in central Paignton and Torquay.

Relative deprivation compared to England was highest in relation to **Employment deprivation**, that is those who have been involuntarily excluded from the labour market.

For 2019, just over 1 in 6 people in Torbay were classified as **income deprived**, this rose to more than 1 in 5 for children being affected by income deprivation.

An updated Index of Multiple Deprivation is currently scheduled for release in late 2025.

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 2023/24, the percentage of Torbay pupils achieving a good pass at GCSE for English and Maths was 72% for those not eligible for free school meals as opposed to 36% for those who were eligible.

Torbay has significantly higher rates of children with special educational needs receiving an **Education, Health & Care Plan** than England.

Increase in Torbay **breastfeeding** rates at 6 to 8 weeks after birth over the last decade from 40% to 50%. Improvement from lower than England to similar to England.

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 2022/23 but remains at an elevated level when compared to years before 2021/22.

MMR rates are higher than England but are below the 95% target, **HPV vaccination rates** fell significantly over the COVID-19 period from approximately 80% to 48% for females aged 13 to 14 in 2022/23. Rates have fallen across England but not as steeply.

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 31st March 2024. **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 (55% for 2022/23) or those with a child protection plan (70% for 2022/23) than the general school population (24% for 2022/23).

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 2 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 2023/24.

During 2023/24, 1,180 **safeguarding concerns** were raised and those instigated 390 **Section 42 safeguarding enquiries**. This equates to the highest levels in the last 7 years.

30% of carers and 48% of users felt that they had as much **social contact** as they would like according to the latest survey. For users, this was slightly higher than the England rate and for carers, rates were broadly in line with England. Rates for users have reached similar levels to pre-COVID surveys after a significant fall during the COVID period.

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, but they are on a broadly decreasing trend.

Torbay's **chlamydia detection rate** in females aged 15 to 24 years more than doubled in 2022 and slightly reduced in 2023, is now far 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** (57%) compared to England and this is forecast to fall over the next 20 years to approximately 50% of the population.

The **average (median) full-time salary** for residents in 2024 was £30,611. This compares to £36,112 across the South West and £37,617 for England, employees in Torbay were also more likely to work **part-time**. The Annual Population Survey (2019 – 2024) 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 **Full Fibre and Ultrafast** broadband coverage 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 the last year.

Since the start of 2020, 45% 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.

There has been a notable rise in the number of households experiencing **fuel poverty** in Torbay and rates are higher than the England average.

On average, 127 households were in **temporary accommodation** each quarter between October 2023 and September 2024. 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 2024.

3.1.9 Environment and Climate Change

Torbay's **greenhouse gas emissions** are reducing and remain considerably lower than England.

The percentage of Torbay residents **walking or cycling for travel** at least 3 times a week increased sharply in 2023 after 3 years of falls.

For the 10 years to March 2024, Torbay had significant amounts of **energy inefficient housing**, joint 21st from bottom out of 296 local authority districts.

Torbay's **waste reuse, recycling and composting rate** has increased over the last 3 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 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 before slightly reducing in 2023, is now far 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 and the percentage of testing positivity sharply increased in Torbay for 2022 and have remained at high levels for 2023 after previously decreasing trends. May indicate high levels of infections or other reasons such as better targeting of 'at risk' groups.

A halving in the **under 18 conception rate** over the last decade in Torbay.

3.1.11 **Substance Misuse, Gambling and Dependency**

Prevalence of **smoking** among Torbay adults has risen in the last year to a rate broadly equivalent to a decade ago. 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 has been a significant rise in the number of drug poisoning deaths in Torbay although rates have started to fall from their peak. Torbay has a higher percentage of estimated opiate and/or crack cocaine users in **treatment** than England or South West.

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

Rates of reported **violent crime and sexual offences** were higher in Torbay than England during 2023/24.

Levels of reported **anti-social behaviour** and **drug offences** have fallen from their recent peak of 2020/21.

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

National Crime Survey data indicates that 27.4% of women and 13.7% of men in England and Wales have experienced **domestic abuse** at some time since the age of 16.

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 1 in 3 are **obese**.

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 18.8 years for females and 18.2 years for males.

40% of Torbay adults **walk** for 10 consecutive minutes or more, at least 3 times a week, this is broadly in line with England. This represents a fall from 2 years previously.

3.1.14 Oral Health

In Torbay, 65% of children were seen by an **NHS dentist** in the previous 12 months during 2023/24 and 43% of adults were seen in the last 2 years. This is significantly higher than England. This will not include patients seen by private dental practices.

Dental decay in 5 year olds is similar to England for 2023/24.

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 have decreased significantly since 2019/20.

Rates of treatment including **tooth extractions** by NHS dentists is significantly higher in Torbay adults than across England.

3.1.15 Mental Health

Prevalence of **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.

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 15% (approximately 4,900 people) between 2013 and 2023 and is currently projected to be 33% 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 65 and over is higher in Torbay (12.4%) than England (10.7%).

Flu vaccination rates for those aged 65 and over in Torbay have been higher than the national target of 75% for the last 4 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 approximately 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**

10,290 Torbay GP patients had recorded **Diabetes** in 2023/24 equating to 8.2% of those aged 17 and over at those GPs. Over 90% of these cases relate to Type 2 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 has risen in the latest year to be higher than England.

1 in 3 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 much higher among our most deprived areas when compared to the least deprived.

For the latest year, just over 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 more than doubled over the last decade but rates of those referrals leading to a diagnosis of cancer have fallen by over 40%.

Rise in the rate of **emergency hospital admissions for cancer** over the last 2 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 2nd consecutive year. Rates were last below 90% in 2014/15.

Flu vaccination rates among those aged 65 and over in Torbay have been higher than the national target of 75% for the last 4 years.

Antibiotic prescribing in NHS primary care has been on a downward trend, however rates for 2022 did rise across England when compared to the COVID-19 affected years of 2020 and 2021.

The all new **sexually transmitted infection** diagnosis rate sharply increased in Torbay for 2022 and remains elevated for 2023 after previously decreasing trends. May indicate high levels of infections or other reasons such as better targeting of 'at risk' groups.

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.