



TORBAY SPECIAL EDUCATIONAL NEEDS JSNA (2025)



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Introduction

What is a Joint Strategic Needs Assessment?

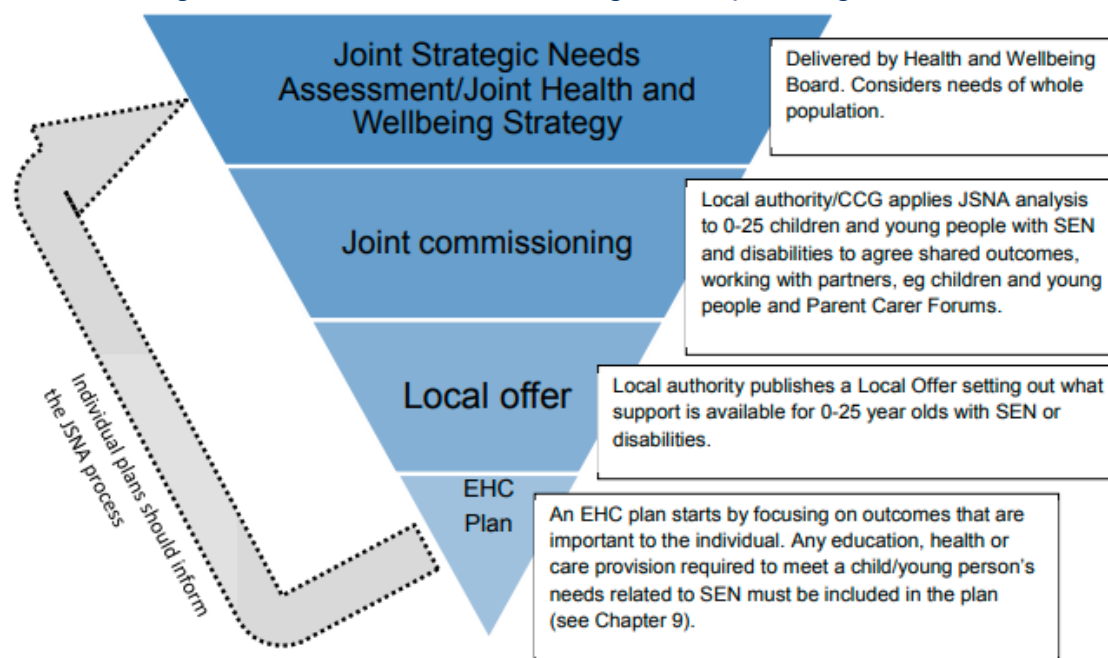
A Joint Strategic Needs Assessment (JSNA) provides an analysis of the current and future health needs of a defined community, in this case those with Special Educational Needs and Disability aged 0 to 25 within Torbay.

The purpose of a JSNA is to identify ways to improve the health and wellbeing of the community in question by looking at data from multiple local and national datasets, drawing on the expertise of local professionals and members of the community affected by the issues raised. The JSNA should provide an overview of the situation within Torbay from which potential issues can be identified and questioned, it is not a final document that contains all the answers but a prompt for deeper investigation. The role of the JSNA in influencing SEND planning and service as outlined by the Department for Education and Department of Health is shown in Fig 1.

The document often refers to Statistical neighbours, these are comparator local authorities with a level of similar characteristics. Torbay's comparator local authorities as of June 2025 are:

- Barnsley
- Gateshead
- Isle of Wight
- Plymouth
- Redcar & Cleveland
- Rochdale
- Rotherham
- Sunderland
- Tameside
- Telford & Wrekin

Fig 1: Role of JSNA in influencing SEND planning and service



Source: Special educational needs and disability code of practice: 0 to 25 years

What are Special Education Needs (SEND)?

SEND can affect a child or young person's ability to learn. They can affect their:

- Behaviour or ability to socialise, for example they struggle to make friends
- Reading and writing, for example because they have dyslexia
- Ability to understand things
- Concentration levels, for example because they have ADHD
- Physical ability

Source: <https://www.gov.uk/children-with-special-educational-needs>

There are 12 different types of special educational need as defined in the SEN code of practice:

- Autistic Spectrum Disorder (ASD)
- Hearing Impairment (HI)
- Moderate Learning Difficulty (MLD)
- Multi-Sensory Impairment (MSI)
- Other Difficulty/Disability (OTH)
- Physical Disability (PD)
- Profound & Multiple Learning Difficulty (PMLD)
- Severe Learning Difficulty (SLD)
- Social, Emotional & Mental Health (SEMH)
- Specific Learning Difficulty (SPLD)
- Speech, Language & Communication Needs (SLCN)
- Visual Impairment (VI)

Those classified as having SEND usually receive one of the following levels of support:

1. SEN Support – support plans which must be provided by mainstream schools, this may involve the class teacher receiving advice and support from external specialists.
2. Education, Health and Care Plan (EHCP) – this is for when SEN support is not enough. This is a legal document which outlines the needs and additional help that will be required. This is available for children and young people aged up to 25 years.

Torbay Data and Intelligence

Executive Summary

SEND Population 0 to 25

There has been a 2% rise in the number of children and young people aged 0 to 25 who are in receipt of an Education, Health & Care Plan (EHCP) in 2025 when compared to 2022 (16% when compared to 2020), the substantial rises since 2020 have occurred in the 11 to 15 and 16 to 19 age groups. Children in Torbay are most likely to receive a new EHCP between the ages of 5 and 10 with half of new EHCP occurring in this age group. Requests for an EHCP assessment disproportionately come from the areas of Torbay that are among the 20% most deprived in England.

SEND School Population

When a child or young person in education is identified as having Special Education Needs there are two levels of support that they can receive. 'SEN Support' is a support plan provided by mainstream schools. When SEN Support is not deemed sufficient then an EHCP can be activated.

3 times a year, a school census is undertaken. For the Spring 2025 Census it showed 3,843 children at Torbay state schools with SEND, of these approximately a third (1,239) were in receipt of an EHCP with two-thirds (2,604) in receipt of SEN Support. Of the SEND population, 64% are male, 71% of EHCP relate to males.

Since 2016, EHCP amongst the school population (including independent schools) has risen significantly from 891 in 2016 to 1,306 in 2025, SEN Support has been much flatter over the same period. Torbay has rates of primary school children with an EHCP that are significantly above our statistical neighbours and England.

Across the period 2022 to 2025, the most common primary needs for those state pupils with an EHCP are 1) Autistic Spectrum Disorder, 2) Speech, Language & Communication Needs, and 3) Social, Emotional & Mental Health. These 3 primary needs account for 68.4% of primary needs for EHCP pupils.

Across the period 2022 to 2025, the most common primary needs for those state pupils with SEN Support are 1) Speech, Language & Communication Needs, 2) Social, Emotional & Mental Health, and 3) Specific Learning Difficulties. These 3 primary needs account for 75.3% of primary needs for SEN Support pupils.

There are very significant differences in SEND rates between wards. 30.4% of pupils in King's Ash have either an EHCP or SEN Support, this compares to 13.7% in Wellswood. Three wards have rates significantly above the Torbay average (King's Ash, Roundham with Hyde, Barton

with Watcombe). King's Ash has significantly higher rates of EHCP/SEN Support across Autistic Spectrum Disorder, Social Emotional & Mental Health, Speech, Language & Communication Needs, Learning Needs and Physical Needs.

For the period 2022 to 2025, 33.2% of those eligible for Free School Meals were in receipt of either EHCP or SEN Support, this is more than double the rate (13.4%) of those who were not eligible for Free School Meals. This is backed up by data relating to deprivation, those who live in the more deprived areas of Torbay are much more likely to be in receipt of EHCP or SEN Support, this is particularly pronounced in Social, Emotional & Mental Health, Speech, Language & Communication Needs, and Learning Needs.

92% of Torbay pupils were classified as White therefore numbers are often too small to show an ethnic breakdown at a more granular level. In general, diagnosed SEND rates within Torbay are significantly lower among Asian or Asian British, Black or Black British, Chinese or Mixed Dual background than the Torbay average.

Across the period 2022 to 2025, King's Ash, Barton with Watcombe and Tormohun had rates of pupils attending Torbay Special Schools that were significantly higher than the Torbay average.

Data for 2021/22 to 2024/25 showed 29% of Children at Torbay schools with an EHCP had a secondary need (17% for SEN Support). For EHCP the most frequent recorded secondary needs were Speech, Language & Communication Needs, Social Emotional & Mental Health, and Moderate Learning Difficulties, accounting for 64% of recorded secondary needs. Those with a primary need of Multi-Sensory Impairment, Autistic Spectrum Disorder, Specific Learning Difficulty and Moderate Learning Difficulty were most likely to have a recognised secondary need.

Over the period 2017/18 to 2023/24, 36% of cared for children had an EHCP, 28% received SEN Support, for EHCP this is significantly higher than statistical neighbours and England. By far the most common primary need is Social, Emotional & Mental Health. Children in Need in Torbay are also more likely to be in receipt of an EHCP when compared to statistical neighbours and England.

Educational and Developmental Outcomes

The Age and Stages Questionnaire (ASQ-3) at 2½ years shows that, for the latest year, Torbay has higher rates of children receiving the ASQ-3 and achieving good levels of development than both statistical neighbours and England.

For Early Years Foundation Stage (EYFS) and Key Stage 2 (KS2), outcomes are significantly worse for those in receipt of an EHCP or SEN Support when compared to all children. Compared to our statistical neighbours and England, Torbay's achievement rates are broadly in line for those in receipt of an EHCP or SEN Support. For those with an EHCP or SEN Support, it was significantly less likely that they would achieve the expected standard in writing when compared to reading and maths.

For 2023, 92.9% of those in receipt of an EHCP are in education, employment & training at 16 or 17, this is slightly higher than statistical neighbours & England, this has been a consistent occurrence since 2021. For 2023, SEN Support rates are slightly below statistical neighbours and England at 83.9%, typically Torbay rates for those in receipt of SEN Support have been higher during previous years at approximately 90%.

For comparison, the rate for those 16 or 17 year olds with no recognised SEN stands at 95.3% for 2023, this is broadly in line with statistical neighbours and England.

For 2024, 13.0% of those 19 year olds with an EHCP in Torbay had achieved the equivalent of 5 GCSE (including English and Maths) A to C grades, 39.5% of those with SEN Support achieved this level and 83.1% of those with no recognised SEN achieved this level. It should be noted that these figures with respect to EHCP and SEN Support have significant amounts of volatility from year to year.

Rates of permanent exclusions (2021/22 to 2023/24) for those with SEN Support were significantly higher than those with no recognised SEN or EHCP. SEN Support and EHCP rates of permanent exclusions in Torbay are significantly higher than statistical neighbours and England. Those pupils with recognised SEN who lived in the most deprived areas of Torbay were twice as likely per pupil to be excluded as those in less deprived areas. 28% of secondary school pupils with an EHCP have had one or more suspensions, 21% of secondary school pupils with SEN Support have had one or more suspensions. Rate of suspensions for SEND children is far higher amongst those who live in the most deprived areas of Torbay. Over the period 2021/22 to 2023/24, rates of absence within Torbay schools were 78% higher for those who had EHCP compared to those with no identified SEN. Rates of absence across all schools for those with EHCP and SEN Support were significantly higher than statistical neighbours and England.

Transitions (Year 9 and above)

As children reach Year 9, thoughts turn to how they will make the transition to adulthood. 69% of those pupils with an EHCP at Year 9 and above are currently attached to a special school. 428 children & young people in Year 9 and above have an EHCP with 67% of those having a primary need of Autistic Spectrum Disorder, Moderate Learning Difficulties, or Social, Emotional & Mental Health. For those receiving SEN Support, 70% have a primary need of either Social, Emotional & Mental Health, Specific Learning Difficulty or Speech, Language & Communication Needs. The highest rates of EHCP and SEN Support for 2025 were in King's Ash.

Since 2023/24, over a third (37%) of those young people who had an intervention from the Youth Justice Service had an EHCP. 63% of Supported Living Service clients in adult social care aged 18 to 24 had a primary support reason of Learning Disabilities.

Health Care Services for Children

Within Torbay, NHS Devon ICB, Children and Family Health Devon (CFHD) and Torbay and South Devon NHS Foundation Trust (TSDFT) have been working collaboratively to redesign and recover priority health services. This work focuses on reducing waiting times and strengthening the support offered across the partnership for children, young people and their families, including those that are waiting for specialist assessment or diagnosis.

This includes Emotional Health and Wellbeing Services, specialist mental health services provided by the Mood, Emotions and Relationships Pathway (MERS) (previously known as CAMHS), Speech and Language Therapy (SLT), Occupational Therapy (OT), Community Paediatrics and Neurodiversity pathways.

Demand for emotional wellbeing support remains significant, with **MERS referrals totalling 2,084 between 2022/23 and 2024/25**, although referral volumes have reduced year-on-year. By late 2025, waiting times had improved substantially, with **no children waiting over 52 weeks** for a specialist mental health assessment.

Speech and Language Therapy services in Torbay saw **1,712 referrals between 2022/23 and 2024/25**, with ongoing pressure in the over 5's pathway where **630 children are waiting** and mean waits are **60 weeks**. The under 5's provision has improved, with **66.7% seen within 18 weeks** following implementation of the Balanced System.

In neurodevelopmental services, an estimated **1,047 children have autism**, and as of December 2025 **1,106 children and young people** were waiting for an autism assessment, with a mean wait of **89 weeks**.

Community paediatrics activity has increased, with average waiting times reducing to **147 days** by December 2025 and **no children waiting over 40 weeks**, demonstrating measurable service recovery.

Health and Wellbeing of Children and Young People

Across Torbay, there are a number of measures which show rates of hospital admissions to be significantly higher in Torbay than our statistical neighbours and England. These include alcohol-specific admissions for 0 to 25 year olds, self-harm admissions for 10 to 24 year olds and admission for dental caries (extractions due to tooth decay) for 0 to 5 year olds.

Torbay has also seen significant falls over the last decade in the number of teenage conceptions.

On average, just over 1 in 3 Year 6 children are overweight or obese in Torbay which is broadly in line with England. Approximately 1 in 4 Reception children are overweight or obese, this is higher than England.

The increases in the cost of living over the last few years is liable to put more pressure onto families, in particular those families who live in our more deprived areas, from which a disproportionate amount of those with SEND live. For 2022/23, household expenditure on housing, fuel, power and food as a percentage of total expenditure was 44% for the most deprived disposable income decile compared to 23% for the least deprived income decile. Whilst energy prices have fallen from their peaks, the energy price cap increased by 62% from April 2021 to April 2025.

The 0 to 25 population has started to fall and is predicted to fall further over the next decade and a half, but within this there are likely to be rises among teenage populations over the next few years as a wave of children born in the early 2010s make their way through the system. There are already falls in those under aged 9 and under. Live births have fallen significantly in Torbay over the last decade, almost 1,300 fewer in 2021-2023 when compared to 2012-2014.

Torbay SEND Family Voice

Torbay SEND Family Voice are a group of volunteers who are dedicated to listening and responding positively to the views of parents and carers of SEND children and young people. They aim to make life a little bit easier by providing mutual support and exchanging information. Their website can be found at <https://www.familyvoicetorbay.org/>

Torbay SEND Family have been involved canvassing and representing the views of parents and carers in areas such as the Torbay Priority Impact Plan and supporting Moderate Learning Difficulties in mainstream education due to the proposed reclassification of Combe Pafford School away from that of Moderate Learning Difficulties. This articulates views of parents and carers around things that are working well, gaps and challenges and priorities going forward. This is covered in more detail within the document and full reports can be found at [The work we do — Family Voice Torbay](#)

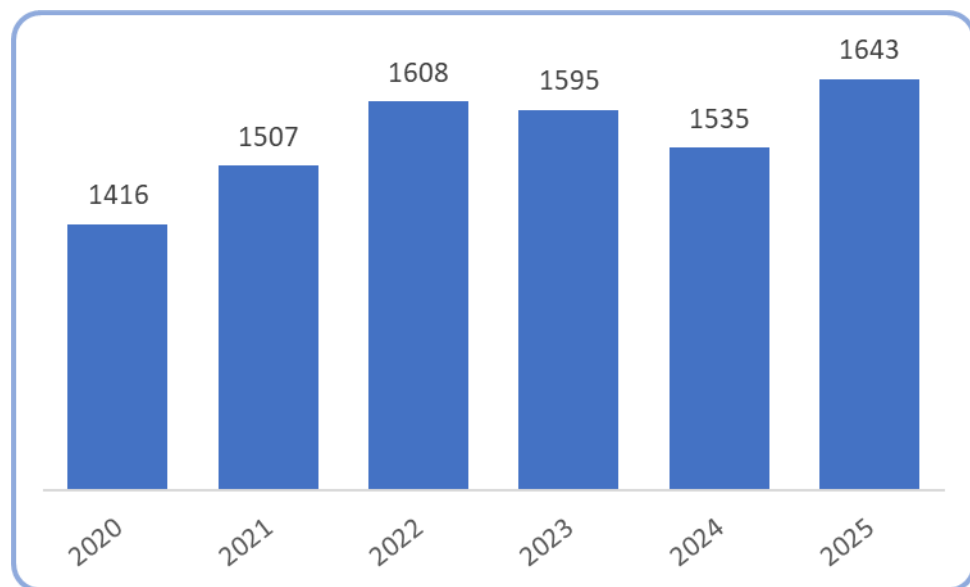
SEND Population 0 to 25

SEND Population – EHCP

The SEN2 annual survey collects data about children and young people up to the age of 25 with Education, Health and Care Plans (EHCP), it is the only source that shows the totality of the plans held by the local authority. Elsewhere in the document, there will be data that relates to pupils at Torbay schools which is collected through the School Census and as such only relates to school pupils. Over the period 2021/22 to 2024/25 there has been an average of 22 Torbay children with an ECHP who are taught at home representing just over 1% of the EHCP total in Torbay. There are a number of children who receive education other than at school or college (EOTAS) who will have an EHCP, for Torbay in January 2026 this stood at 90 children and young people.

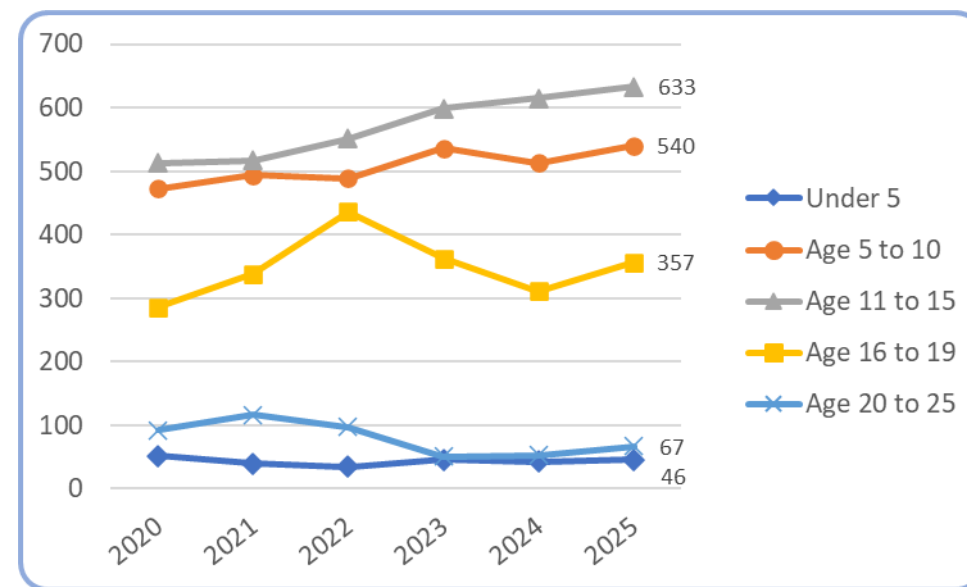
The number of EHCP has increased significantly since 2020 in Torbay (Fig 2). The rise in rates since 2020 is lower (16%) than those of Torbay's statistical neighbours (54%). All except the Under 5 and 20 to 25 age groups have seen significant rises in the numbers of EHCP since 2020, these are most pronounced amongst the 16 to 19 year old and 11 to 15 year old population (Fig 3). The 20 to 25 year age group has seen a fall from 92 in 2020 to 67 in 2025. The largest number of EHCP relate to 11 to 15 year olds with 633 in 2025. The increases since 2020 in the various age groups are significantly lower than England, this data is not provided by Primary Need. For those in education, there has been a marked increase between 2018 and 2025 in Year 12 to Year 14 pupils with a primary need of Autistic Spectrum Disorder.

Fig 2: Number of EHCP



Source: SEN2 return

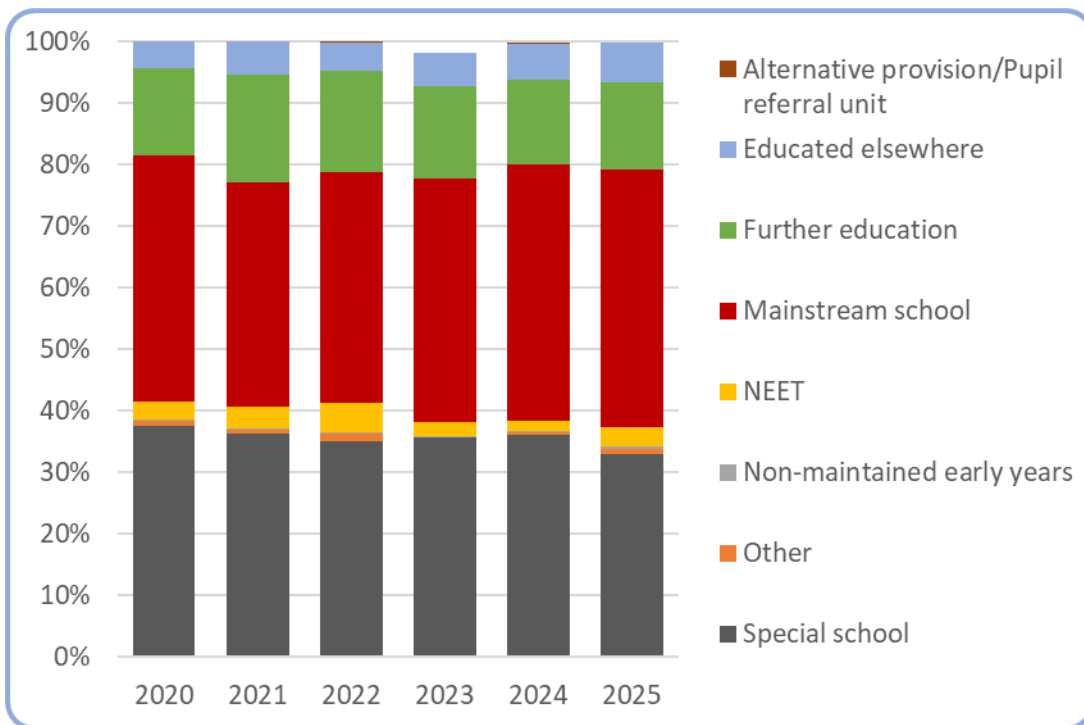
Fig 3: Number of EHCP by age group



Source: SEN2 return

Since 2020, the number of EHCP have risen significantly as shown in Fig 2, the numbers for Mainstream schools have increased in numbers and the percentage of EHCP, for special schools, numbers have remained relatively static but represent a smaller percentage of EHCP in 2025 when compared to 2020. There have been significant increases when compared to 2020 for those 'Educated Elsewhere' and those in Further education (Fig 4).

Fig 4: Number of EHCP by establishment type



Source: SEN2 return

Establishment Type	2020	2025
Alternative provision/Pupil referral unit	<5	<5
Educated elsewhere	62	108
Further education	201	231
Mainstream school	565	689
NEET	41	50
Non-maintained early years	<5	7
Other	12	16
Special School	531	540

Source: SEN2 return

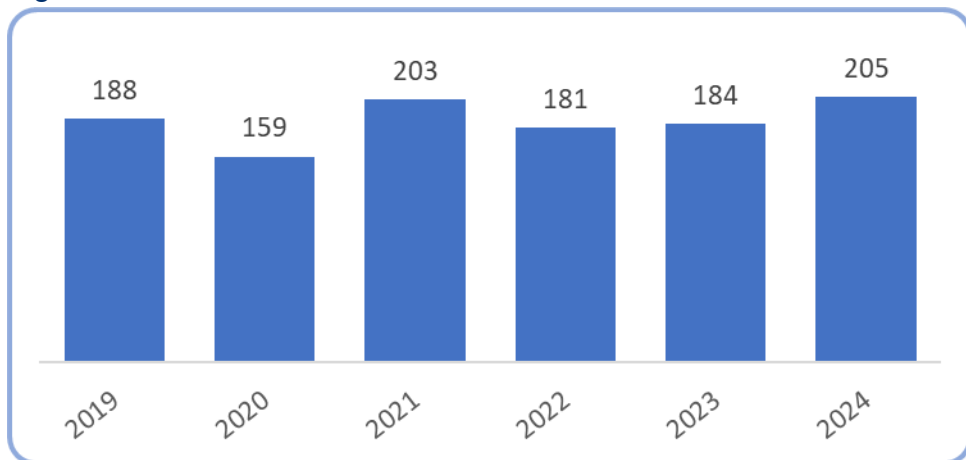
SEND Population – Discontinued EHCP

The SEN2 annual survey also included figures on the number of plans that were discontinued over the period 2022-2024 for Torbay. 632 plans in total were recorded as discontinued, of those plans 276 (44%) gave the reason 'No longer wishes to engage in education or training', 141 (22%) gave the reason 'Transferred to another LA', 111 (18%) gave the reason 'Educational or training needs met without a plan', 74 (12%) had a reason of 'Moved to paid employment', 23 (4%) has a reason of 'Moved to higher education, 7 had other reasons.

SEND Population – New EHCP

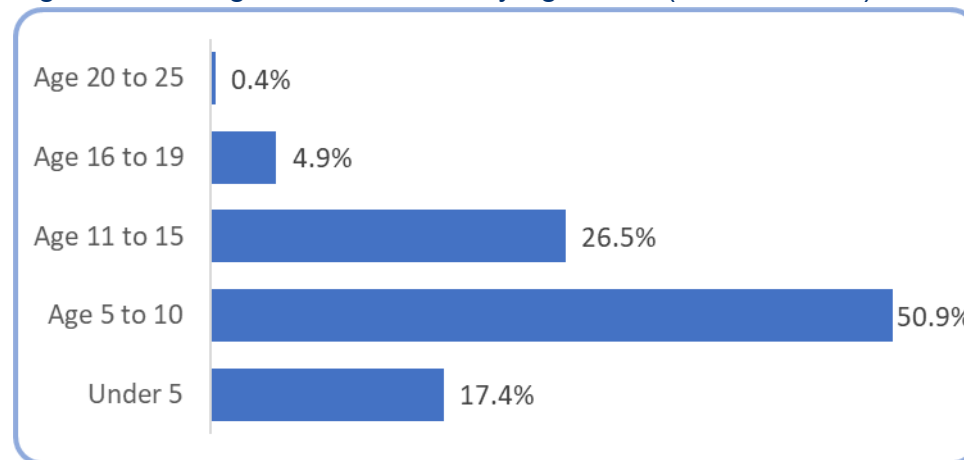
The number of new EHCP issued in 2024 has increased by 9% since 2019 (Fig 5), this rate of increase is much less than that of Torbay’s statistical neighbours (71%), the South West (64%) and England (81%) over the same period. It should be noted that in 2024, Torbay’s rate of new EHCP issued is broadly similar to that of the South West and England showing that there was previously a significant gap between the geographies in the number of new EHCP issued. Approximately half of the new EHCP issued for 2022 to 2024 are for those aged between 5 and 10 (Fig 6). 78% of EHCP were issued to children and young people by Mainstream schools (Fig 7).

Fig 5: Number of New EHCP



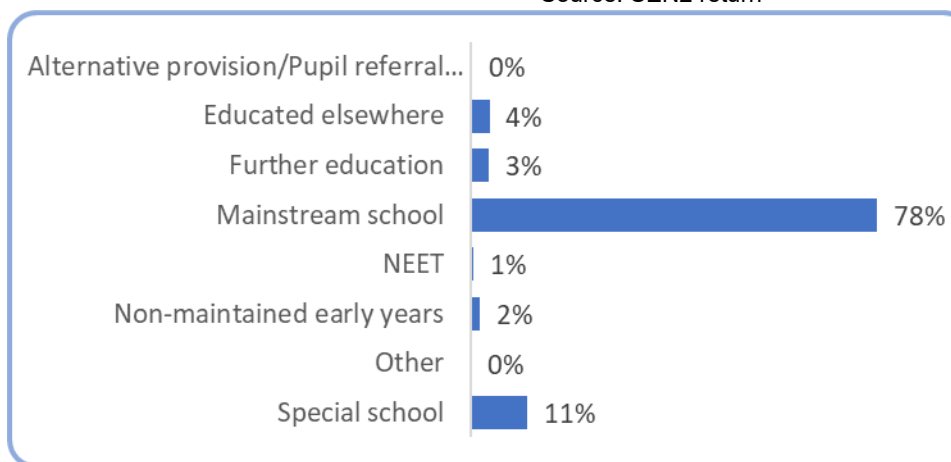
Source: SEN2 return

Fig 6: Percentage of New EHCP by age band (2022 to 2024)



Source: SEN2 return

Fig 7: Percentage of New EHCP by establishment (2022 to 2024)

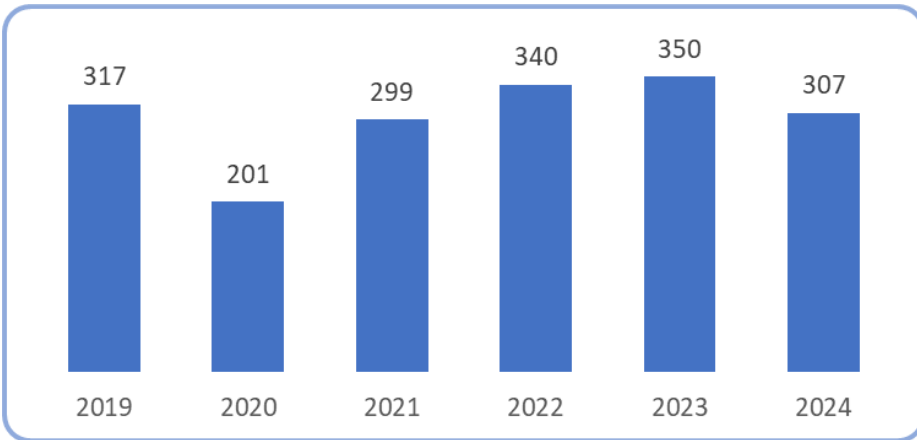


Source: SEN2 return

EHCP Assessments

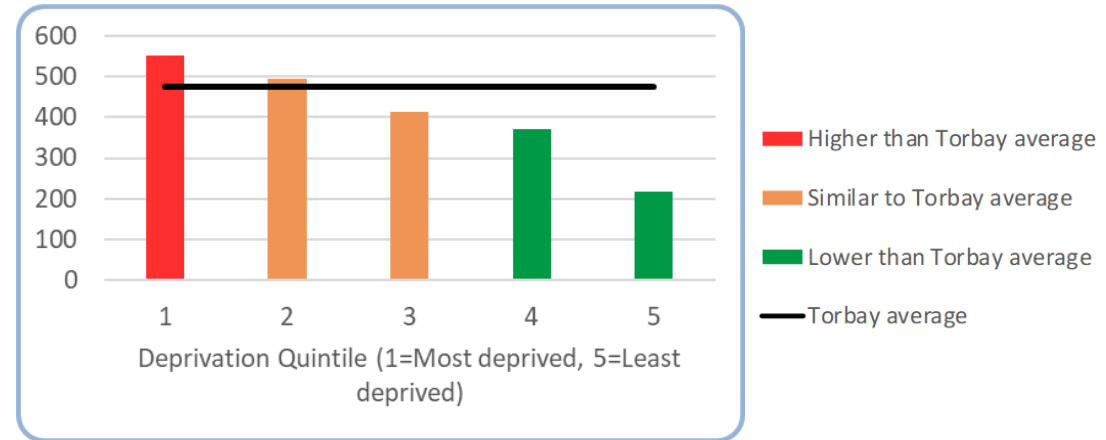
The number of requests for EHCP has been at approximately 300 to 350 since 2019, with the exception of 2020 which saw a significant fall (Fig 8). Those children who live in the most deprived areas of Torbay are significantly more likely to be the subject of a request (Fig 9). The rate of EHCP issued within 20 weeks has fallen from 95.6% in 2017 to 28.9% in 2024, Torbay is currently lower than England and Statistical Neighbourhood rates (Fig 10). The number of Personal Budgets in place for all EHCP stood at 143 in 2021, a very substantial rise on previous 2 years (Fig 11). For the period 1st September 2023 to 31st August 2024, 52% of requests for an EHCP in Torbay ended with an EHCP being issued.

Fig 8: Number of requests for an EHCP



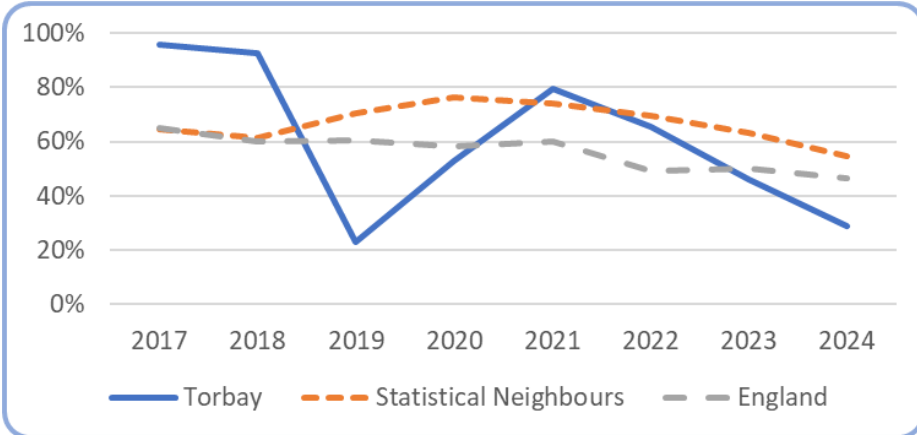
Source: SEN2 return

Fig 9: Rate of requests per 10,000 children for EHCP by deprivation



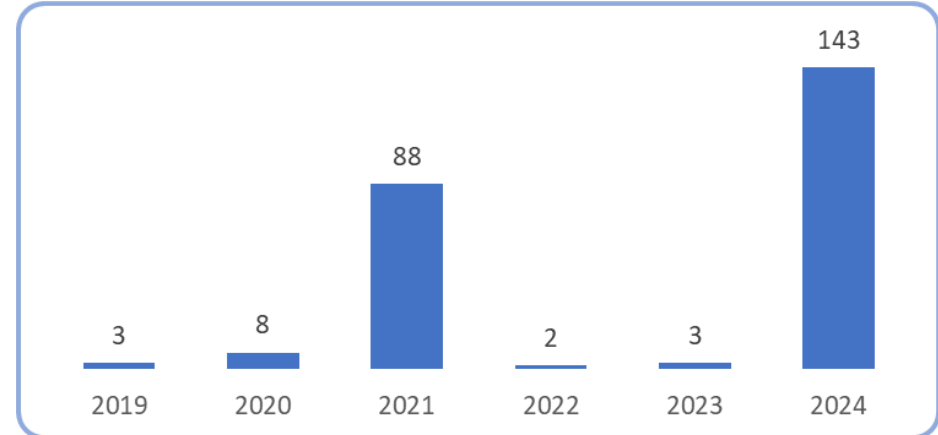
Source: Torbay Children's Services

Fig 10: Rate of EHCP excluding exceptions issued within 20 weeks



Source: SEN2 return

Fig 11: Personal budgets in place for all EHCP



Source: SEN2 return

Voice of SEND Families

Torbay SEND Family Voice

Torbay SEND Family Voice are a group of independent volunteers dedicated to listening and responding positively to the views of parents and carers of SEND children and young people. They provide mutual support and information to SEND families. They receive an annual grant from the Department for Education, to strengthen and sustain parent carer participation. Their website can be found at <https://www.familyvoicetorbay.org/>.

Torbay Priority Impact Plan – September 2025

The Ofsted report from the Area SEND inspection of Torbay local area partnership was published on 25th June 2025. To support co-production of Torbay's Impact Plan, Torbay SEND Family Voice engaged directly with parent carers through a combination of communication, events and surveys. Questionnaires were distributed to capture feedback from these events in relation to SEND Support within Education and Health.

Fig 12: SEND support within Education - Views of parents and carers

Question	Responses		
How effective is communication from the school about your child's support?	Very or somewhat effective 19 (61%)	Neither effective nor ineffective 4 (13%)	Very or somewhat ineffective 8 (26%)
Do you feel involved in decisions about your child's education and support?	Always or usually 16 (50%)	Sometimes 8 (25%)	Rarely or never 8 (25%)
Do you receive enough information to understand the support your child is receiving?	Yes 13 (41%)	Not sure 3 (9%)	No 16 (50%)
How confident are you that school staff understand your child's needs?	Extremely or somewhat confident 20 (63%)	Not confident 5 (16%)	Not at all confident 7 (22%)
Do you feel school staff have enough training in SEND?	Yes 7 (22%)	Not sure 2 (6%)	No 23 (72%)

Source: Torbay SEND Family Voice

It was felt that the following **worked** well:

- Personalised adjustments in the classroom – Such as leaving lessons early to avoid busy corridors, avoiding calling on a child to speak in front of class.
- Exam support – Such as extra time and scribes.
- Proactive communication – Such as regular updates between school and families.
- Strong relationships with staff
- Flexibility and willingness to adapt – Such as use of part-time timetables, trying different approaches
- Smaller class sizes
- Collaboration between parents and schools
- Honesty and transparency – Such as acknowledging resource limitations to help build trust and realistic expectations.

There were also felt to be a number of **gaps and challenges**:

- Funding and EHCP access – Such as families reporting difficulty securing an EHCP despite clear need, feeling pushed towards private assessments due to delays.
- Understanding of neurodiverse needs – Such as more training being required around certain conditions, also parents feeling that their expertise and external professionals are not always recognised.
- Staffing and resources – Such as ratios in specialist settings sometimes falling short of what EHCPs set out.
- Policies and processes – Such as attendance policies placing pressure on children struggling with mental health, families reporting missed communication at key points such as annual reviews or transition planning.
- Navigation and information – Such as pathways being complex with parents finding it difficult to know what is available. Also accessing short breaks or holiday support can be challenging.
- Support for all groups – Such as a need to recognise home-educated SEND children alongside those in schools. Also, provision for children who are both high-needs and academically able is limited.

Parent Carer **priorities** were:

- Improved process – Such as simplifying and making EHCPs more accessible, ensuring families are clear about next steps during reviews and transitions.
- Training and awareness – Such as more consistent training for all school staff, including condition-specific approaches. Also, a greater focus on understanding and responding to neurodiverse needs.
- Capacity and resources – Such as additional funding to support staffing and smaller class sizes. Also, dedicated spaces for children with complex needs, including those who are academically able.

- Emotional and family wellbeing – Such as more support for children’s emotional and mental health needs, access to respite and mental health support for parents.
- Inclusive practice – Such as recognising the experiences of home-educated SEND children and building policies that support, rather than penalise families facing attendance and access challenges.

Questions were also asked and views sought in relation to ‘Health’ services

In relation to what helps a parent/carer and their family whilst waiting for health services or assessments, the most positive responses related to being able to talk to someone to get advice on the phone followed by in-person sessions such as drop-ins or bookable slots and then online information. Support, advice and help are generally welcomed, particularly from professionals and people with lived experience.

It was felt that the following **worked** well:

- Personalised adjustments in healthcare and school settings.
- Proactive communication when services are clear and responsive.
- Strong relationships with professionals, where listening and trust are central.
- Smaller or calmer environments that reduce stress for children.
- Collaborative approaches between parents, health services and schools.

There were also felt to be a number of **gaps and challenges**:

- Excessive waiting times for specialist assessments.
- Limited interim support, leaving families isolated while waiting.
- Fragmented services, making navigation difficult and time-consuming.
- Lack of recognition of needs without a formal diagnosis.
- Inadequate staffing and training, leading to inconsistent support.
- Poor communication, including unclear letters, sudden changes, or lack of follow-up.
- Policies that penalise families, such as fines for non-attendance linked to unmet needs.

Parent Carer **priorities** were:

- Timely assessments and interim support – Such as reducing waiting times and providing therapy, check-ins, and navigation support while waiting.
- Appropriate School and Health provision – Such as expanding SEND-specific schools with smaller, calmer settings, ensuring every school has access to specialist staff and supporting children based on need and not just diagnosis.

- Better Health access and communication – Such as GPs, paediatricians and hospitals actively listening to families. Also, follow-ups as standard, with clearer updates on delays with options to access alternative providers when waits are too long.
- Joined-up multidisciplinary services – Such as a one-stop SEND service bringing Speech and Language Therapy, Occupational Therapy, physiotherapy and mental health together. Also, neurodiverse-trained nurses to support children during healthcare procedures.
- Family wellbeing and support – Such as dedicated caseworkers for continuity and advocacy, parent peer networks, respite and mental health support. Also accessible, inclusive services for both school and home-educated children.

The report can be found at [The work we do — Family Voice Torbay](#)

Supporting Moderate Learning Needs in mainstream education – Combe Pafford

On 7th November 2025, Combe Pafford school announced its intention to consult on a change of designation from Moderate Learning Difficulties (MLD) to Autistic Spectrum Condition from September 2026. Exiting pupils with MLD would remain at Combe Pafford until Year 11. However, feedback from consultation meetings made clear that many parent carers did not believe that their child's needs could be met within mainstream secondary schools.

Key themes that summarise parent carer concerns as shared by parent carers with Torbay SEND Family Voice in January 2026:

- Curriculum pathway and meaningful learning – Underlying fear that children will be set up to fail academically and emotionally if forced into a curriculum that does not match their developmental profile.
- Staff expertise, training and capacity – Underlying fear that mainstream school staff will not have the expertise, time or resources to support children safely and effectively.
- Safety, bullying and social inclusion – Underlying fear that mainstream environments may be socially unsafe and emotionally damaging.
- Self-care, daily living support and dignity – Underlying fear that children's basic care needs such as eating and drinking support, toileting, changing and personal hygiene will not be met safely, consistently or respectfully.

Across all themes, parents expressed fear, distress, uncertainty, loss of trust, anxiety about the future and a sense of being unheard or disregarded. The report can be found at [The work we do — Family Voice Torbay](#)

SEND School Population

SEND Population in Torbay state schools

In 2025 there are 3,843 children and young people with SEND in Torbay state schools. Of these, 68% are in receipt of SEN support and 32% are in receipt of an EHCP (Fig 13).

64% of the total SEND population is male. The majority of those with EHCP (71%) and SEN Support (60%) are male.

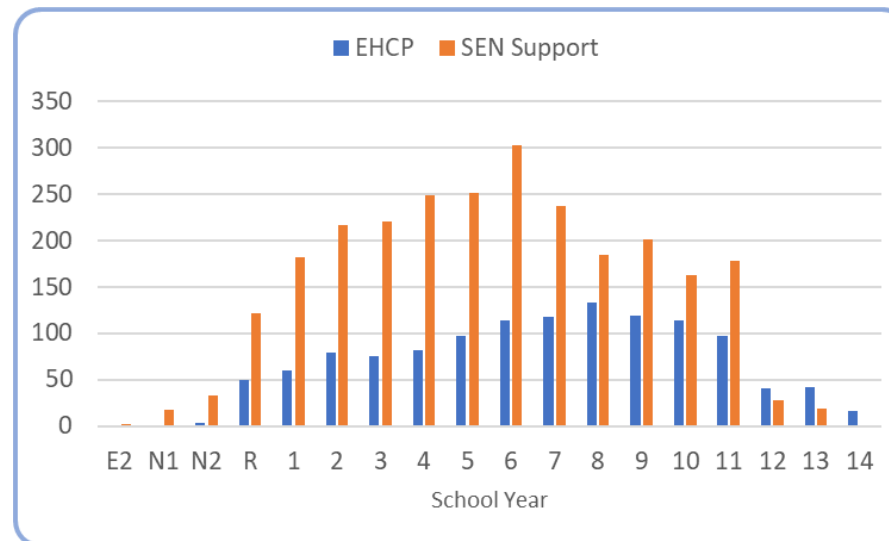
Fig 13: Torbay state school SEND population by support level and gender, 2025

2025	Females	Males	Total
EHCP	359 (29%)	880 (71%)	1,239
SEN Support	1,042 (40%)	1,562 (60%)	2,604
Total	1,401	2,442	3,843

Source: Torbay School Census Data – Spring Census

The number of EHCP for 2025 are highest in Years 5 to 11, for SEN Support the higher numbers are concentrated a little earlier in Years 2 to 7 (Fig 14).

Fig 14: Torbay state school SEND population by support level and school year, 2025



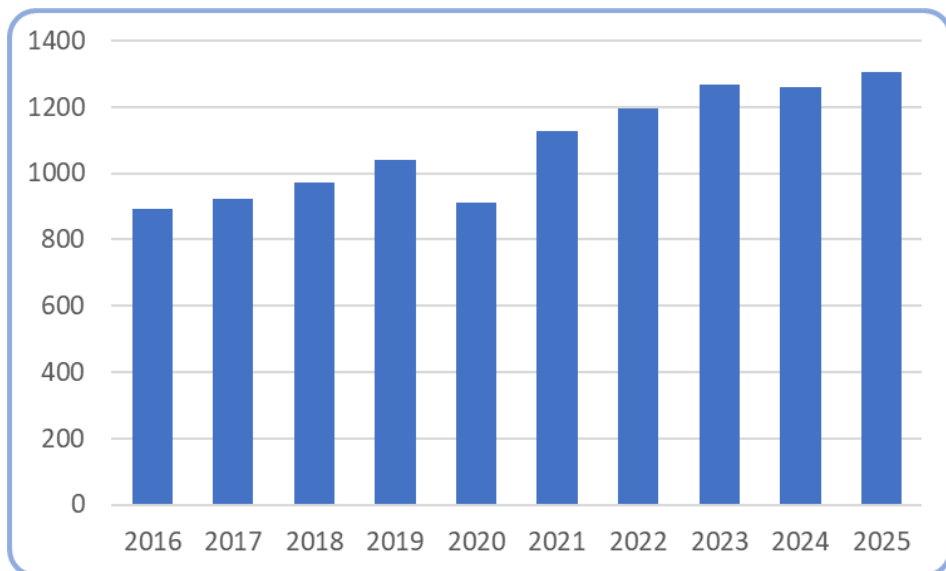
Source: Torbay School Census Data – Spring Census

Trends in SEND School population

The numbers of children at school with an EHCP has been on a steady upward path since 2016 when numbers were 891, for the latest year the number of pupils receiving an EHCP was 1,306, please note that this includes independent schools and so will differ from the majority of data contained in this document that refers to state schools. This is a 47% rise over the decade (Fig 15). It should be noted that in 2020, a significant amount of 1 special schools' data recorded its pupils as 'SEN Support' rather than 'EHCP'.

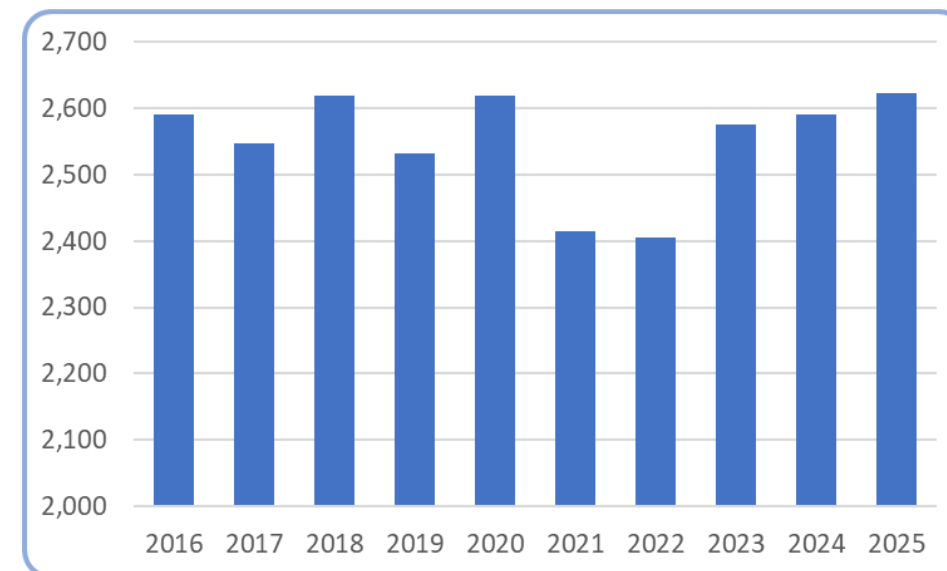
The number of pupils receiving SEN Support has been flatter over the decade (Fig 16).

Fig 15: Number of **EHCP** at Torbay schools



Source: Department for Education

Fig 16: Number of **SEN Support** at Torbay Schools



Source: Department for Education

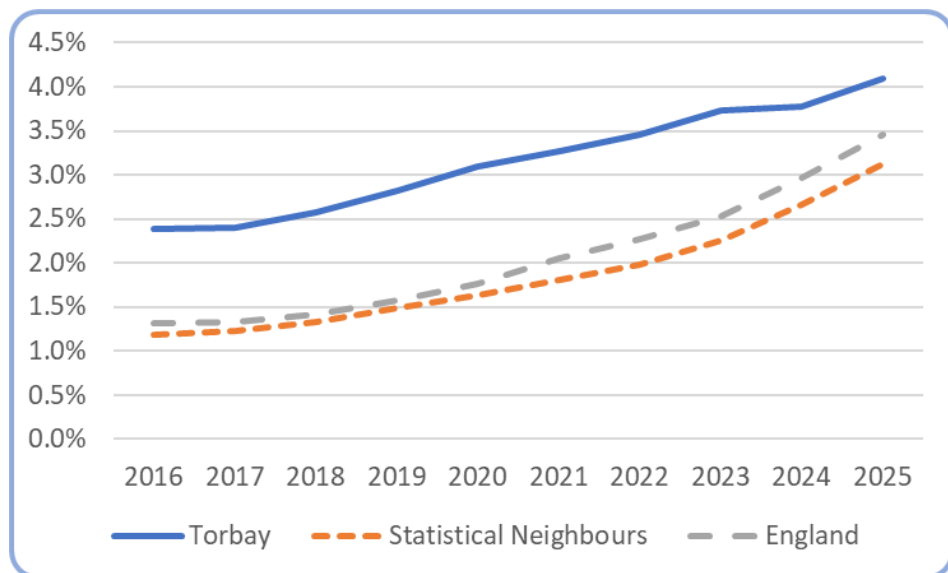
Trends in SEND School population (Primary, Secondary)

When we compare the percentage of Torbay primary school children with an EHCP over the last 10 years we can see that Torbay has consistently had a higher rate than both our statistical neighbour local authorities and England (Fig 17). It should also be noted that there has been a general rise across Torbay, statistical neighbours and England since the middle of the last decade in the proportion of primary school children with plans.

Among secondary school children, Torbay had been higher than our statistical neighbours and England from 2017 to 2023 but for the last 2 years, rates have been a little lower than our statistical neighbours and England (Fig 18). Over the last decade, we have seen a consistent rise in the proportion of secondary school children with plans across Torbay, statistical neighbours and England.

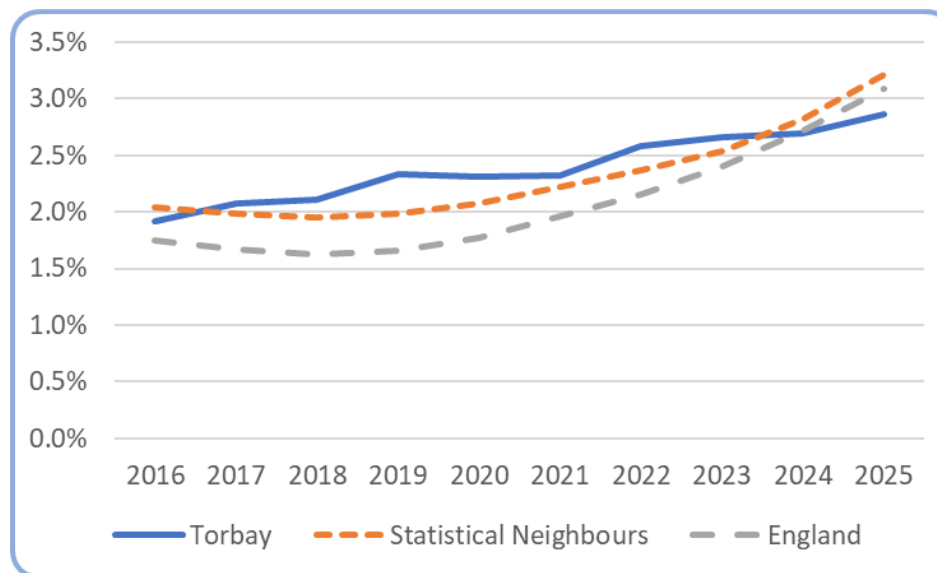
The picture around secondary schools is complicated a little by the presence of 3 grammar schools who take a significant amount of their pupils from outside of Torbay. Looking at secondary school pupils who are resident in Torbay for 2025, 3.31% of those pupils had an EHCP compared to 2.87% if just looking at Torbay schools regardless of the pupil's residency, this would be higher than England's rate of 3.09%.

Fig 17: Percentage of **primary school children** with an EHCP



Source: Department for Education

Fig 18: Percentage of **secondary school children** with an EHCP



Source: Department for Education

Primary Needs of School Children with SEND

Amongst state school pupils with an EHCP over the period 2022 to 2025, the single largest primary need was that of Autistic Spectrum Disorder which accounted for 28% of plans. This was followed by Speech, Language & Communication Needs (21%), Social, Emotional & Mental Health Needs (19%) and Moderate Learning Difficulties (12%). These 4 primary needs accounted for 80.9% of EHCP (Fig 19). Pupils with a primary need are counted for each individual year.

For state school pupils receiving SEN Support over the period 2022 to 2025, the single largest primary need was that of Speech, Language & Communication Needs (31%). This was followed by Social, Emotional & Mental Health Needs (25%), Specific Learning Difficulties (19%) and Autistic Spectrum Disorder (9%). These 4 primary needs accounted for 84.0% of SEN Support with a primary need recorded (Fig 19).

Please note that SEN Support figures for 'Severe' and 'Profound, Multiple' Learning Difficulties have been suppressed due to low numbers.

Fig 19: Primary Needs for EHCP & SEN Support 2022 to 2025

EHCP Primary Need	2022-25 Number	%	SEN Support Primary Need	2022-25 Number	%
Autistic Spectrum Disorder	1,343	27.7%	Speech, Language & Communication Needs	2,910	30.8%
Speech, Language & Communication Needs	1,033	21.3%	Social, Emotional & Mental Health Needs	2,362	25.0%
Social, Emotional & Mental Health Needs	934	19.3%	Specific Learning Difficulties	1,834	19.4%
Moderate Learning Difficulties	604	12.5%	Autistic Spectrum Disorder	822	8.7%
Physical Disability	312	6.4%	Moderate Learning Difficulties	600	6.4%
Severe Learning Difficulties	255	5.3%	Other	381	4.0%
Specific Learning Difficulties	143	3.0%	Physical Disability	275	2.9%
Profound, Multiple & Learning Difficulties	90	1.9%	Hearing Impairment	125	1.3%
Hearing Impairment	53	1.1%	Visual Impairment	113	1.2%
Other	37	0.8%	Multi-Sensory Impairment	12	0.1%
Visual Impairment	22	0.5%	Severe Learning Difficulties	Low	Low
Multi-Sensory Impairment	15	0.3%	Profound, Multiple & Learning Difficulties	Low	Low

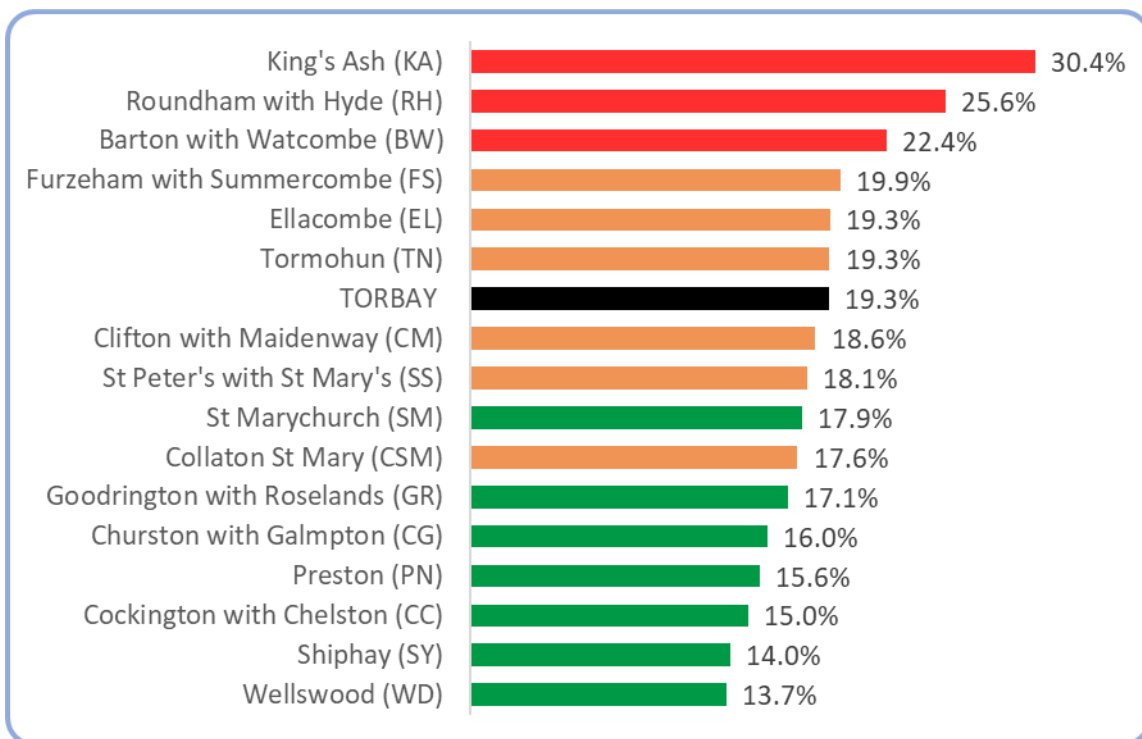
Source: Torbay School Census Data – Spring Census

SEND by ward

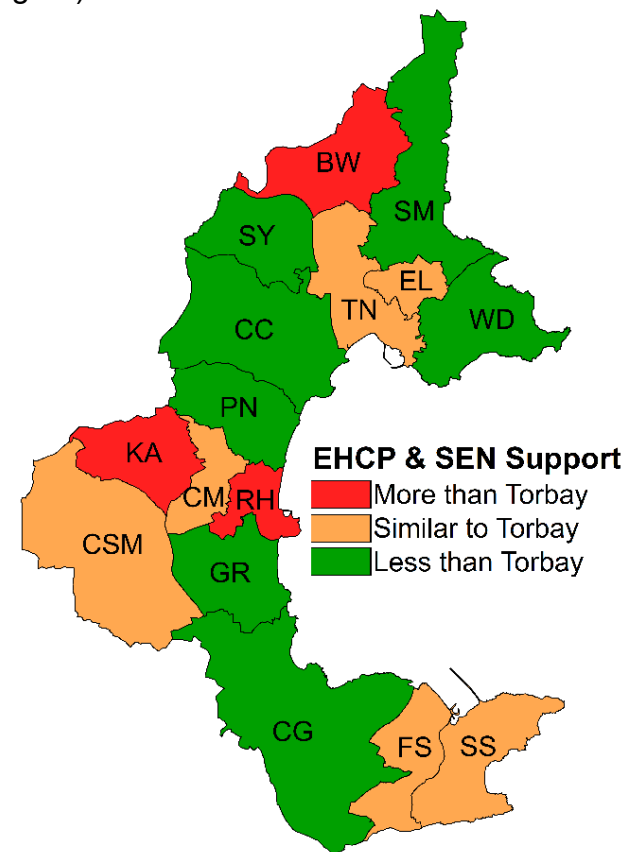
The following data relates to pupils taught in a Torbay state school who live within Torbay. Data is shown by table and map.

Over the period 2022 to 2025, there are 3 wards that have a significantly higher proportion of school pupils who are in receipt of either an EHCP or SEN support (Fig 20). There are also breakdowns by EHCP (Fig 22) and SEN Support (Fig 23) on the following pages.

Fig 20: EHCP & SEN Support 2022 to 2025 by ward



Source: Torbay School Census Data – Spring Census

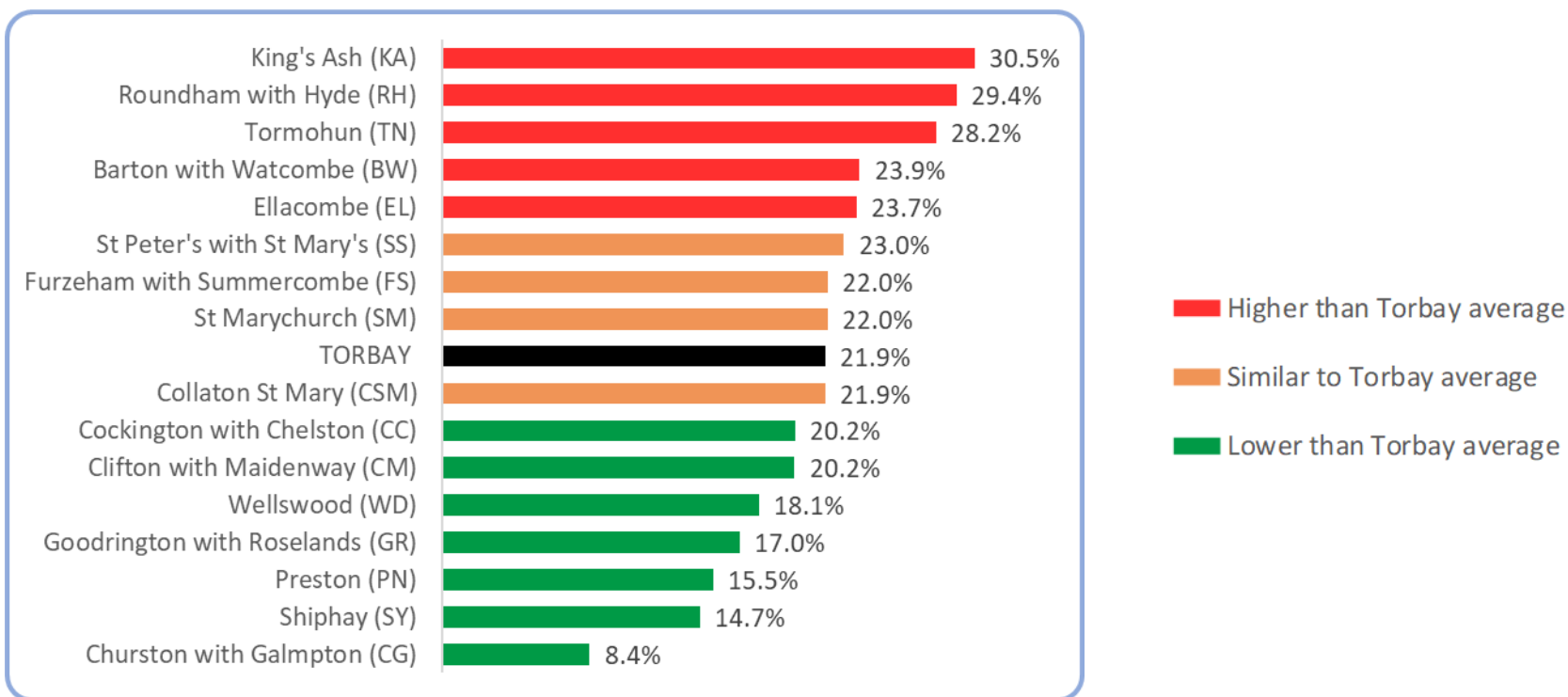


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The number of under 16 children in relative low-income families relates to households where income is less than 60% of UK median income, have claimed Child Benefit and one or more of Universal Credit, Tax Credits or Housing Benefit. For the 3 year period 2021/22 to 2023/24, Torbay's rate was 21.9%. Within Torbay, there is significant variation with rates in King's Ash being just over 3½ times the rate of Churston with Galmpton (Fig 21). This measure relates to income before housing costs.

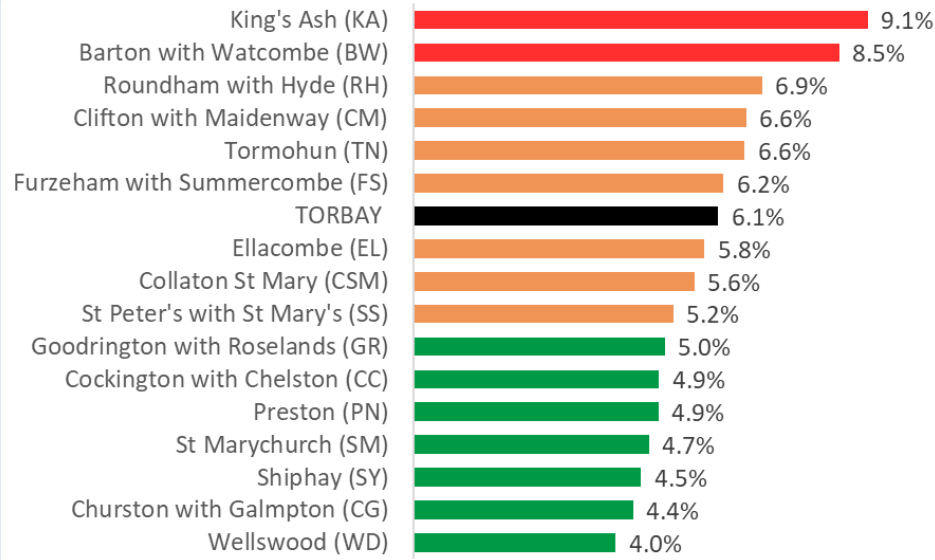
The 5 wards with rates of children in low-income families significantly higher than the Torbay average are all among the 6 wards with the highest level of EHCP and SEN Support shown in Fig 20.

Fig 21: Children in relative low income families 2021/22 to 2023/24 by ward

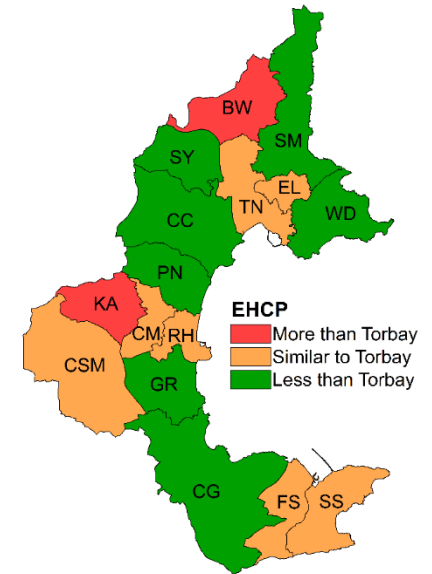


Source: Stat Xplore, ONS mid-year ward population estimates

Fig 22: EHCP
2022 to 2025 by
ward

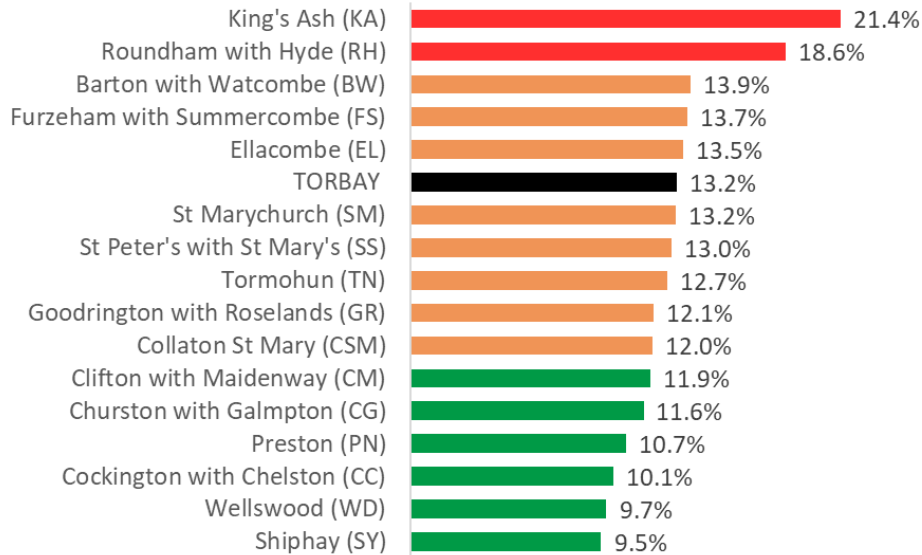


Source: Torbay School Census Data – Spring Census

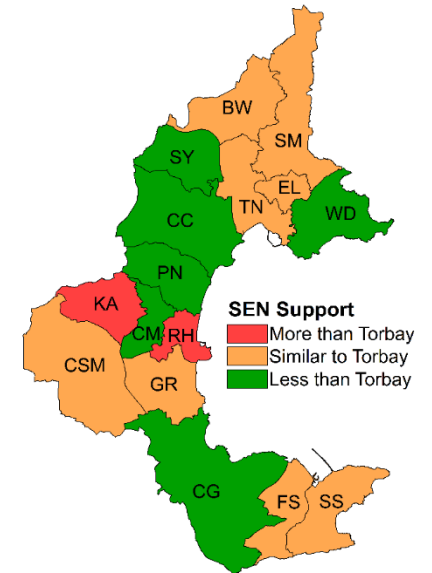


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Fig 23: SEN
Support 2022 to
2025 by ward



Source: Torbay School Census Data – Spring Census

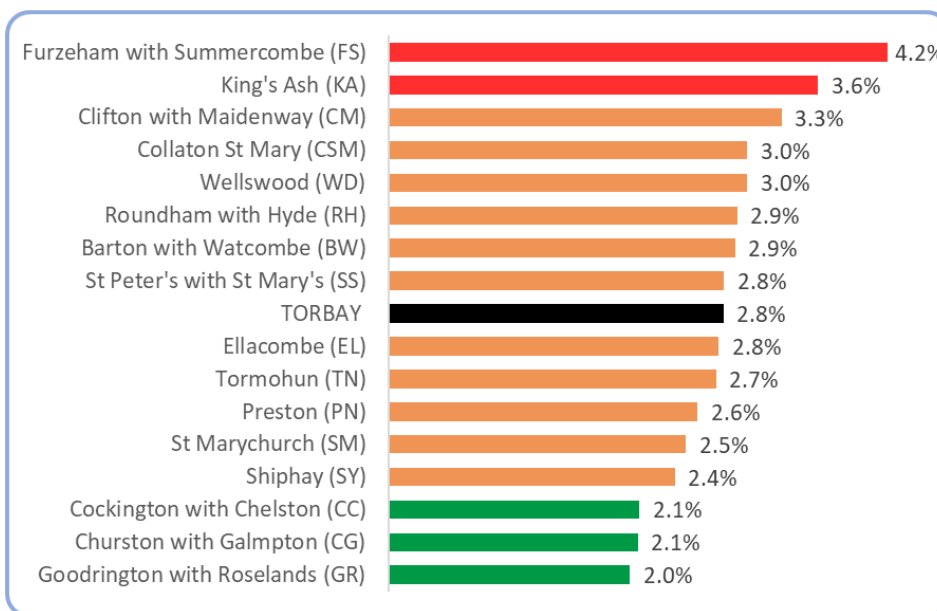


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Data has also been broken down to primary need by ward over the years 2022 to 2025. These are broken down by Autistic Spectrum Disorder (Fig 24), Social, Emotional & Mental Health (Fig 25), Speech, Language & Communication Needs (Fig 26), Learning Needs which consists of Moderate, Profound & Multiple, Severe, and Specific Learning Difficulties (Fig 27) and Physical Needs which consists of Hearing Impairment, Multi-Sensory Impairment, Physical Disability, and Visual Impairment (Fig 28).

King's Ash has above Torbay average proportions of pupils with primary needs of Autistic Spectrum Disorder, Social, Emotional & Mental Health, Speech, Language & Communication Needs, Learning Needs and Physical Needs. Barton with Watcombe has above Torbay average proportions of pupils with primary needs of Social, Emotional & Mental Health, Speech, Language & Communication Needs and Learning Needs.

Fig 24: Autistic Spectrum Disorder (EHCP & SEN Support) 2022 to 2025 by ward



Source: Torbay School Census Data – Spring Census

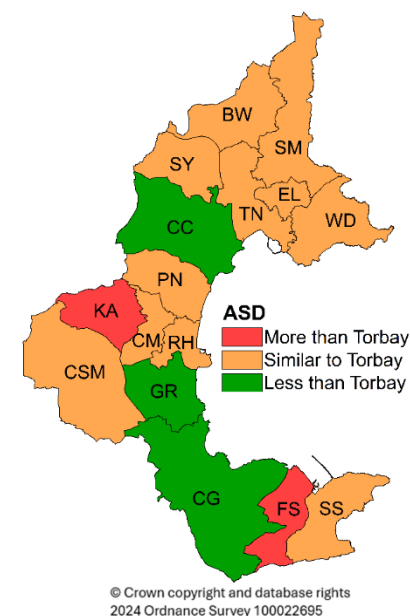
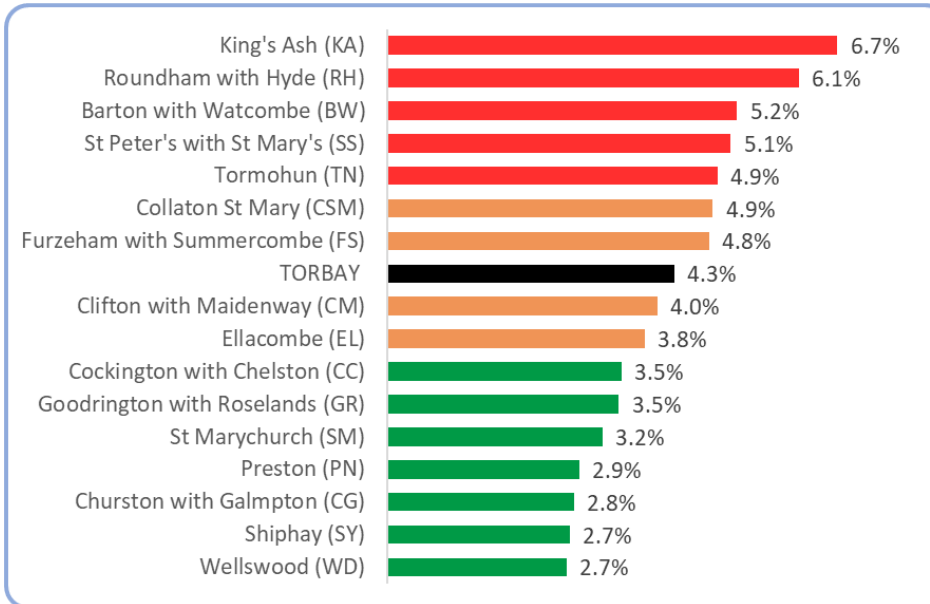
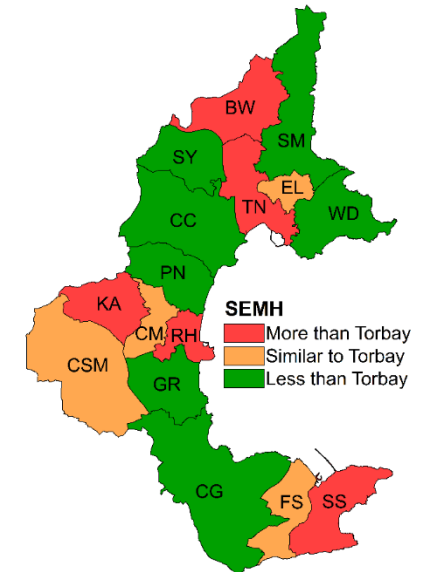


Fig 25: Social, Emotional & Mental Health (EHCP & SEN Support) 2022 to 2025 by ward

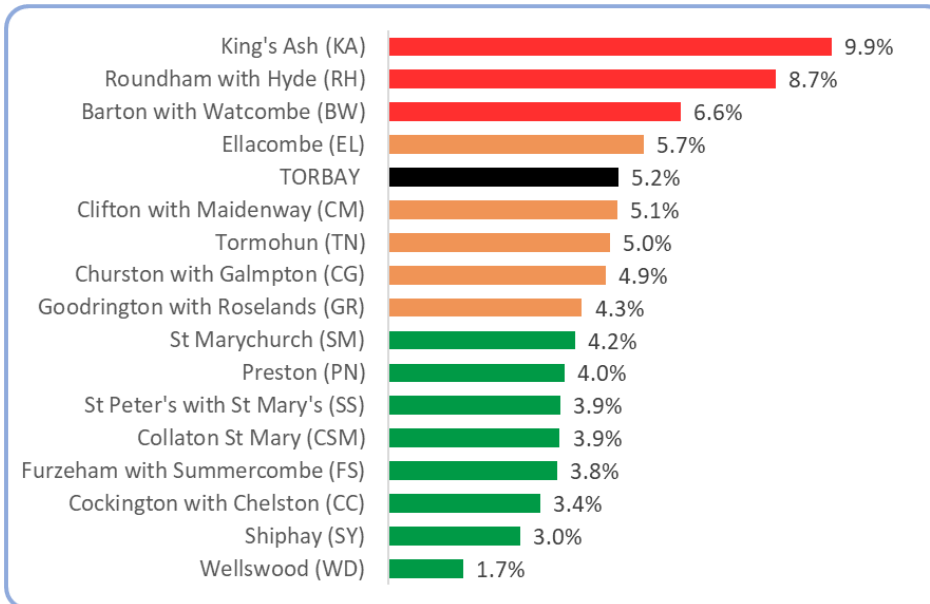


Source: Torbay School Census Data – Spring Census

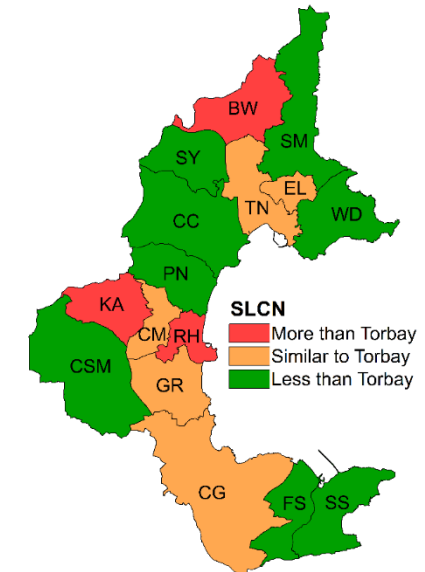


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Fig 26: Speech, Language & Communication Needs (EHCP & SEN Support) 2022 to 2025 by ward

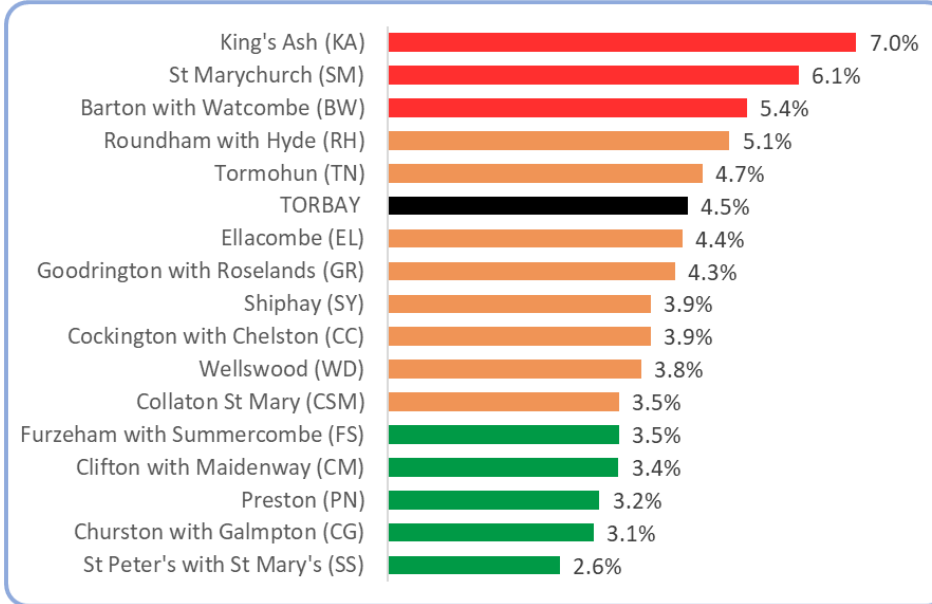


Source: Torbay School Census Data – Spring Census

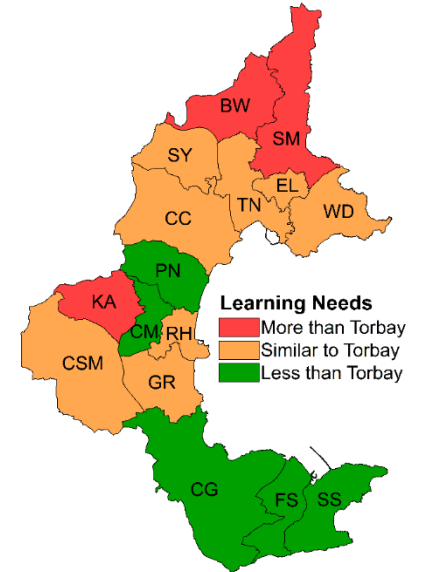


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Fig 27: Learning Needs (EHCP & SEN Support) 2022 to 2025 by ward

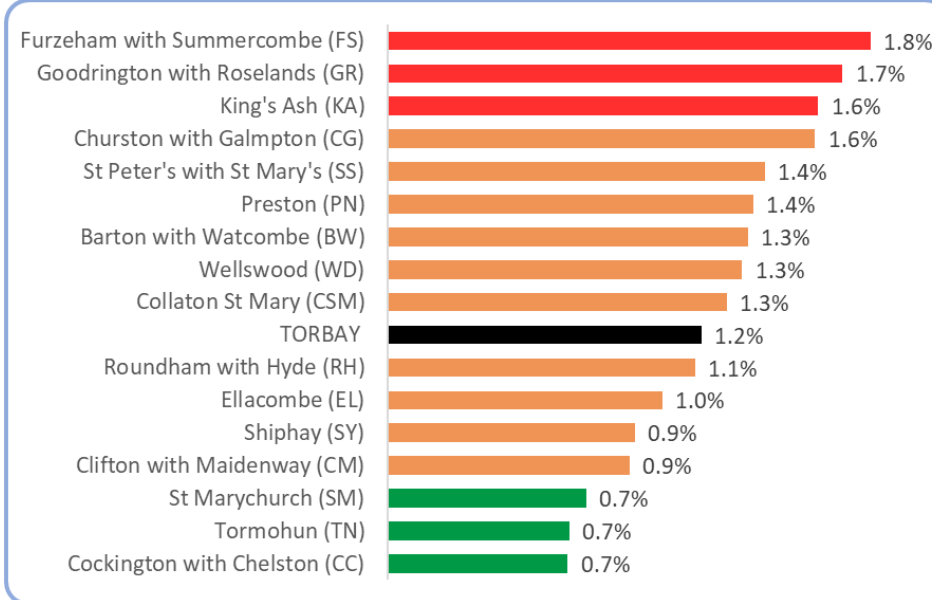


Source: Torbay School Census Data – Spring Census

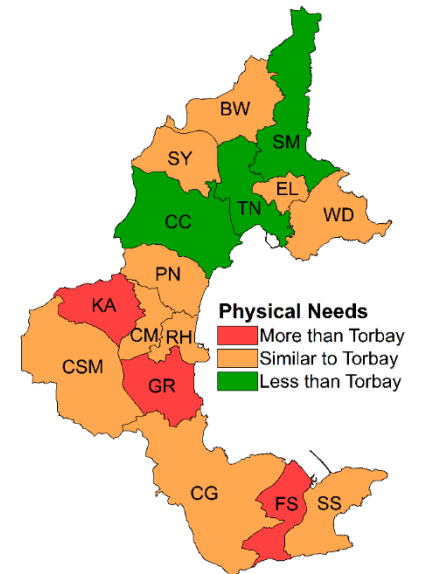


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Fig 28: Physical Needs (EHCP & SEN Support) 2022 to 2025 by ward



Source: Torbay School Census Data – Spring Census



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SEND by sex

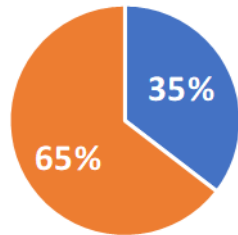
For the period 2022 to 2025, approximately 2 in 3 (65%) children and young people at Torbay state schools with SEND are male. This rises to 71% for ECHP. The proportion of males is particularly high in the areas of Autistic Spectrum Disorder, Social, Emotional & Mental Health Needs, and Speech, Language & Communication Needs (Fig 29). Female and male proportions are broadly similar to England across all needs

Please note that Learning Needs relate to a Primary Need of Moderate Learning Difficulties, Profound, Multiple & Learning Difficulties, Severe Learning Difficulties and Specific Learning Difficulties. Physical Needs relate to a Primary Need of Hearing Impairment, Multi-Sensory Impairment, Physical Disability and Visual Impairment.

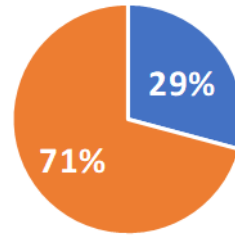
Fig 29: Pupil SEND by sex (2022 to 2025)

■ Female ■ Male

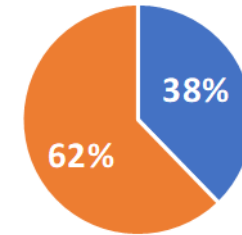
ECHP & SEN Support



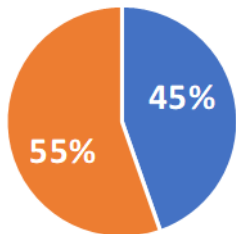
ECHP



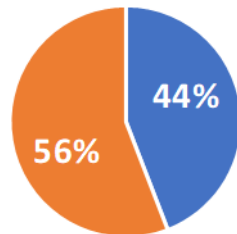
SEN Support



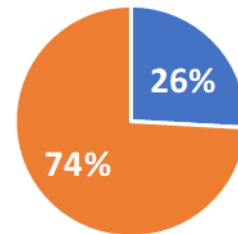
Learning Needs



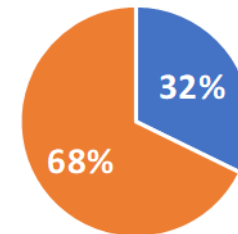
Physical Needs



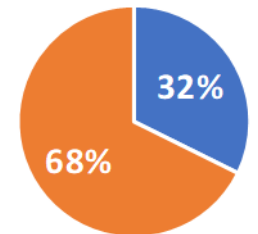
Autistic Spectrum Disorder



Social, Emotional & Mental Health Needs



Speech, Language & Communication Needs



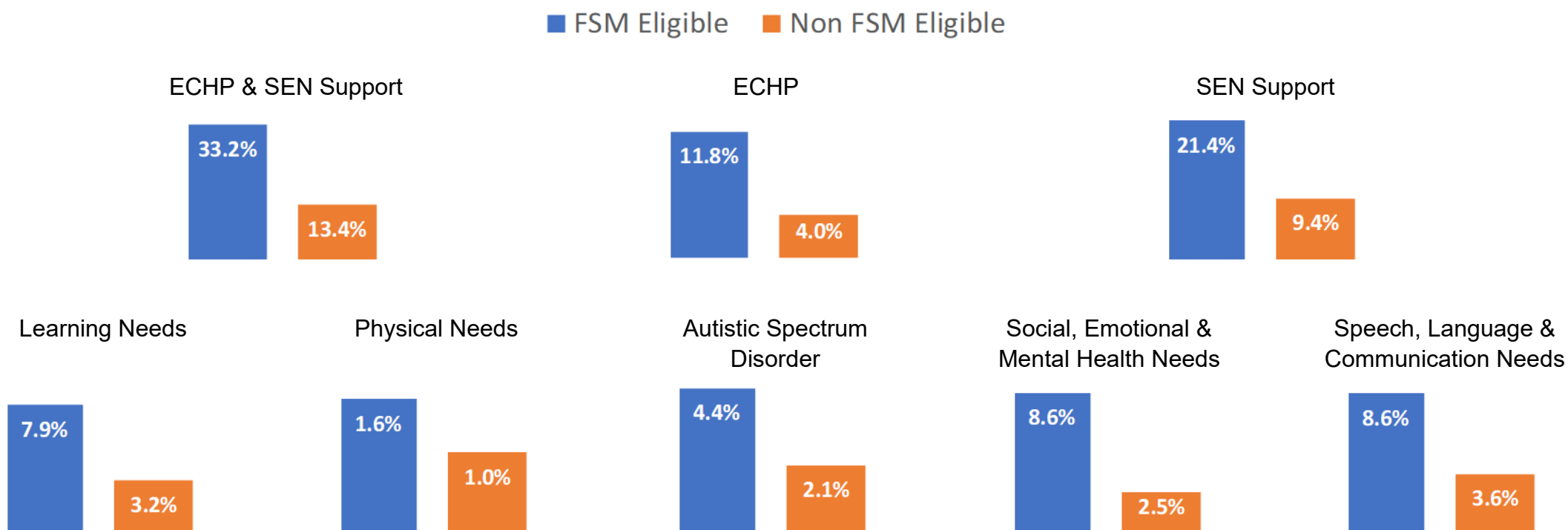
Source: Torbay School Census Data – Spring Census

SEND by Free School Meal Status

For the period 2022 to 2025, 33% of children and young people at Torbay state schools who were eligible for free school meals had Special Educational Needs. This is more than double the rate for those not eligible for free school meals. The difference is more marked amongst those in receipt of an EHCP. The five SEND groups shown below in Fig 30 all have higher rates amongst those eligible for free school meals, the difference is most pronounced amongst those with Social, Emotional & Mental Health Needs, Learning Needs and Speech, Language & Communication Needs (Fig 30).

Please note that Learning Needs relate to a Primary Need of Moderate Learning Difficulties, Profound, Multiple & Learning Difficulties, Severe Learning Difficulties and Specific Learning Difficulties. Physical Needs relate to a Primary Need of Hearing Impairment, Multi-Sensory Impairment, Physical Disability and Visual Impairment.

Fig 30: Proportion of pupils with SEND by eligibility for Free School Meals (2022 to 2025)

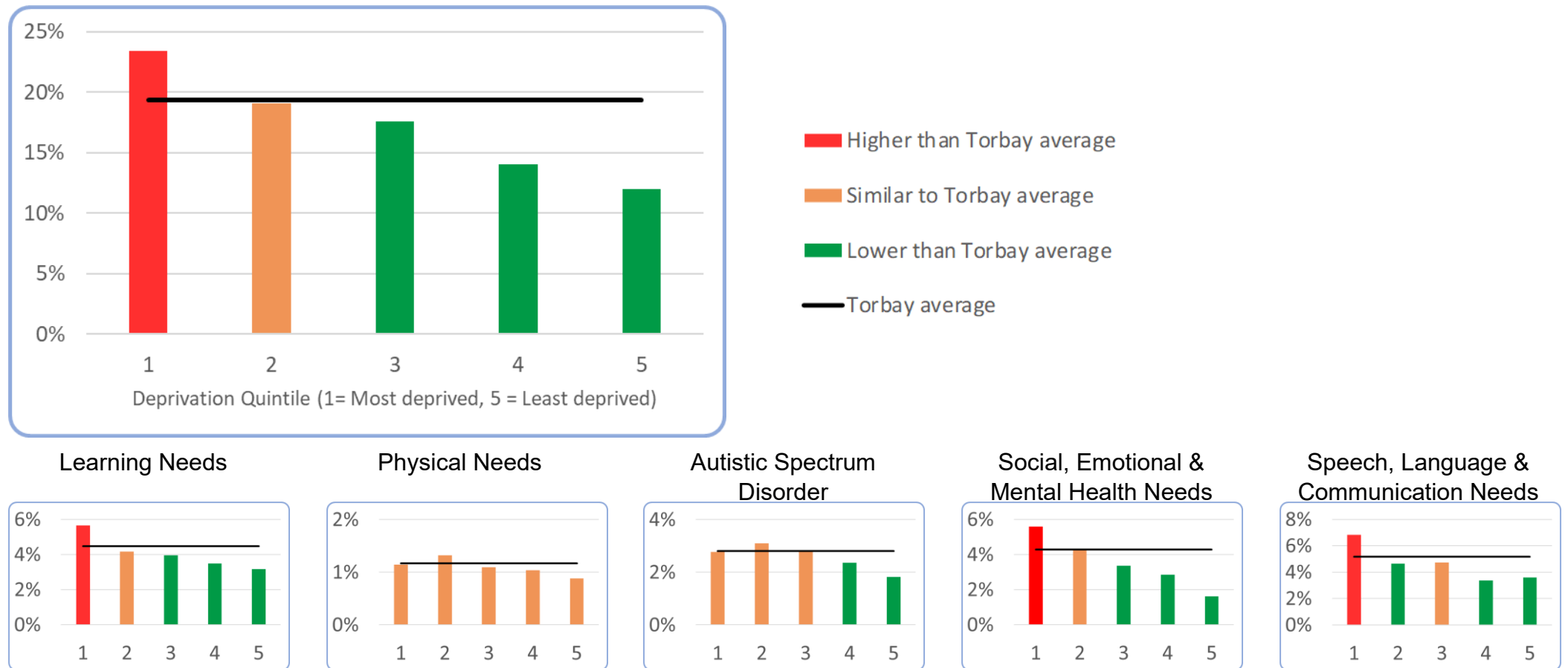


Source: Torbay School Census Data – Spring Census

SEND by Deprivation

Within Torbay state school pupils who live within Torbay, there is a clear pattern of the highest level of SEND being reported within areas amongst the 20% most deprived in England (Fig 31). 23% of those pupils in the most deprived areas in Torbay have either an EHCP or receive SEN Support, this compares to 19% across Torbay and 12% in the least deprived quintile. The deprivation pattern for those with an EHCP and those receiving SEN Support are similar. The five small graphs show the deprivation pattern amongst five groups of SEND, the pattern is consistent with the overall picture except Physical Needs and Autistic Spectrum Disorder.

Fig 31: Proportion of pupils with SEND by deprivation quintile (Torbay pupils who attend Torbay state schools) – 2022 to 2025

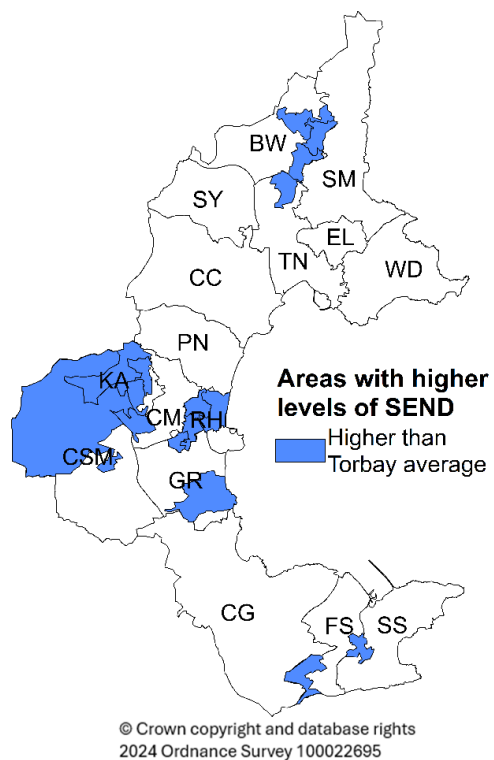


Source: Torbay School Census Data – Spring Census

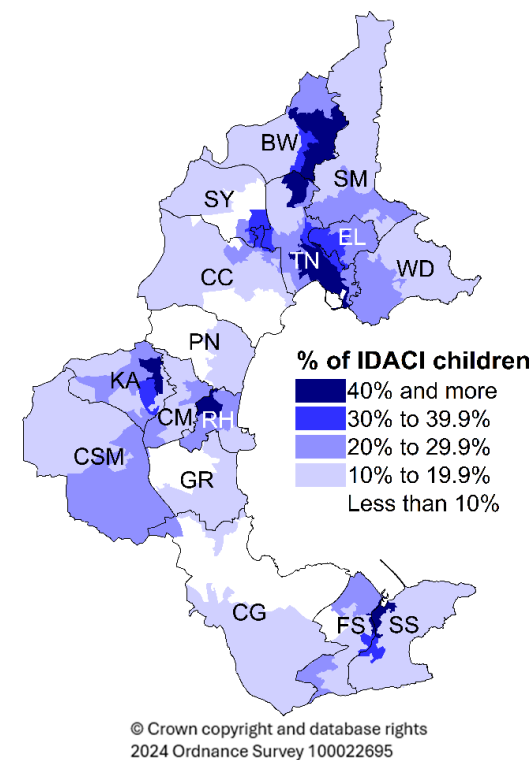
Areas of Torbay with significantly higher levels of SEND are marked in blue on the map on the left-hand side (Fig 32). The map on the right-hand side shows the percentage of children affected by income deprivation (IDACI) according to the 2019 English Indices of Deprivation (Fig 33). The area in the north of the maps around Barton with Watcombe (BW) show an area with 40% and more children affected by income deprivation tallying with areas that have higher levels of SEND. Areas around King’s Ash (KA) have high levels of SEND without the same concentration of income deprivation affecting children, although recent years have shown King’s Ash with the highest levels of children in low-income families and those eligible for the Deprivation Pupil Premium. 12 of the 16 areas with significantly higher levels of SEND in Torbay are among the 20% most deprived areas of England in relation to income deprivation affecting children. It should be noted that the English Indices of Deprivation is from 2019, an updated version is not due until the late Autumn of 2025.

Fig 32: Areas with higher levels of SEND than Torbay average (Torbay pupils who attend Torbay state schools) – 2022 to 2025

Fig 33: Percentage of children affected by income deprivation (IDACI)



Source: Torbay School Census Data – Spring Census

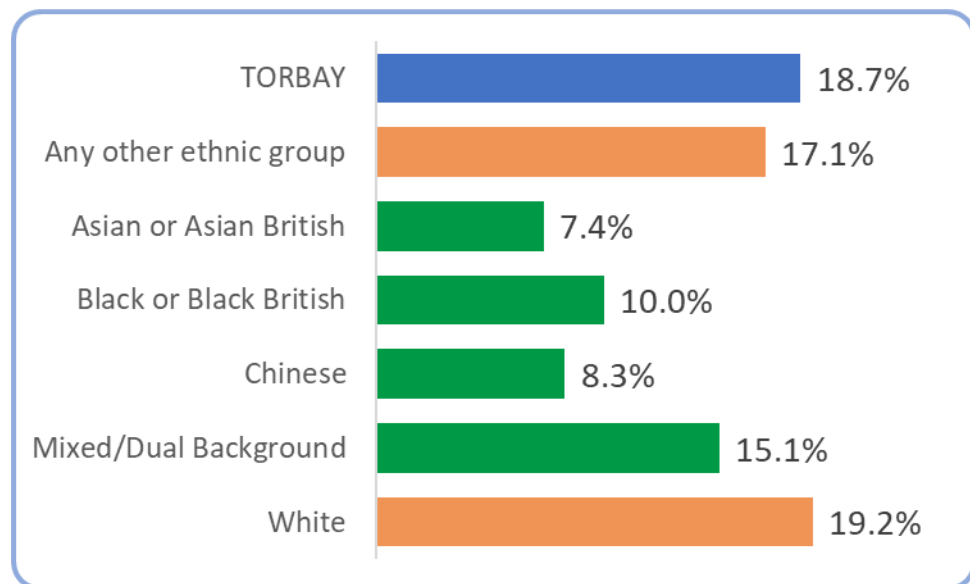


Source: English Indices of Deprivation 2019

SEND by Ethnicity

For the period 2022 to 2025, 92% of pupils at Torbay state schools whose ethnicity was recorded were classified as White, 88% were White British or similar (eg White English). As such, Torbay level data on populations that don't identify as White are relatively small and therefore it can more difficult to ascertain patterns. For 'Asian or Asian British', 'Black or Black British', 'Chinese' and 'Mixed/Dual background' pupils, rates of SEND are significantly lower than the Torbay average (Fig 34). The five small graphs show ethnicity amongst the five groups of SEND.

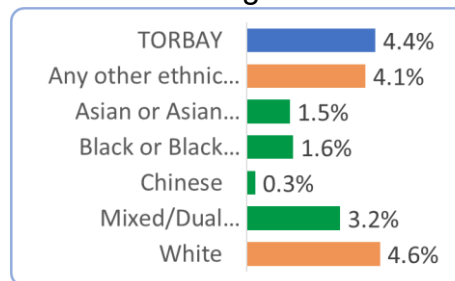
Fig 34: Proportion of pupils with SEND by ethnicity – 2022 to 2025



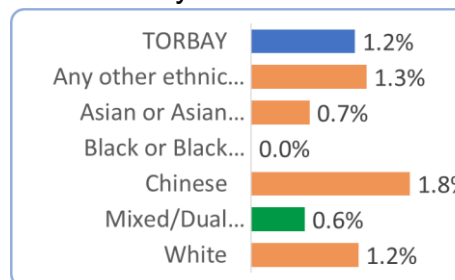
- Higher than Torbay average
- Similar to Torbay average
- Lower than Torbay average

Source: Torbay School Census Data – Spring Census

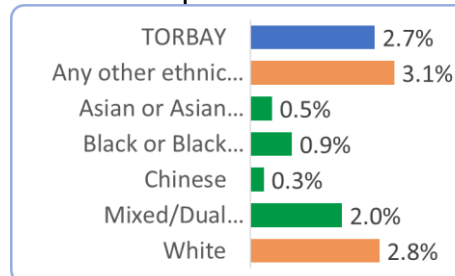
Learning Needs



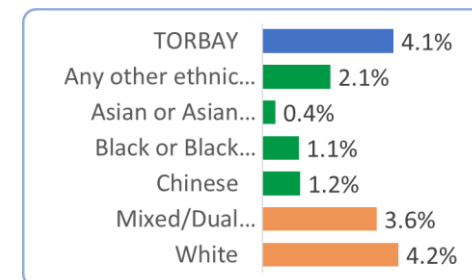
Physical Needs



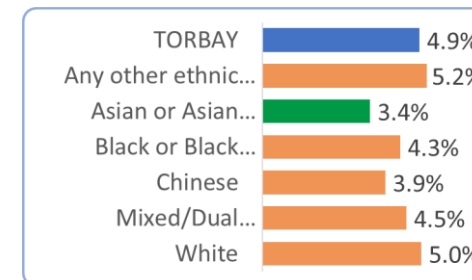
Autistic Spectrum Disorder



Social, Emotional & Mental Health Needs



Speech, Language & Communication Needs



SEND by School Type

For the period 2022 to 2025, almost half of all state pupils with an EHCP attended a Special School, proportions were particularly high in relation to Learning Needs which relates to Moderate Learning Difficulties, Profound, Multiple & Learning Difficulties, Severe Learning Difficulties and Specific Learning Difficulties. Speech, Language & Communication Needs (SLCN) were particularly concentrated in Primary schools (Fig 35). 59% of SEN Support relates to Primary school pupils, again this is particularly concentrated in SLCN which largely accounts for the overall difference between primary and secondary schools (Fig 36).

Fig 35: Pupil EHCP by state school type (2022 to 2025)

2022 to 2025	All	Learning Needs	Physical Needs	Autistic Spectrum Disorder	Social, Emotional & Mental Health Needs	Speech, Language & Communication Needs
Primary	31.7%	13.3%	35.8%	29.3%	29.9%	53.2%
Secondary	20.7%	14.1%	24.9%	24.2%	31.3%	11.8%
Special	47.5%	72.6%	39.3%	46.5%	38.7%	34.9%
PRU	0.1%	0.1%	0.0%	0.0%	0.2%	0.0%
TOTAL	100%	100%	100%	100%	100%	100%

Source: Torbay School Census Data – Spring Census

Fig 36: Pupil SEN Support by state school type (2022 to 2025)

2022 to 2025	All	Learning Needs	Physical Needs	Autistic Spectrum Disorder	Social, Emotional & Mental Health Needs	Speech, Language & Communication Needs
Primary	59.4%	45.7%	52.0%	46.5%	51.3%	80.0%
Secondary	39.6%	53.6%	47.4%	53.3%	46.2%	19.7%
Special	0.1%	0.0%	0.2%	0.0%	0.3%	0.0%
PRU	0.9%	0.6%	0.4%	0.2%	2.2%	0.3%
TOTAL	100%	100%	100%	100%	100%	100%

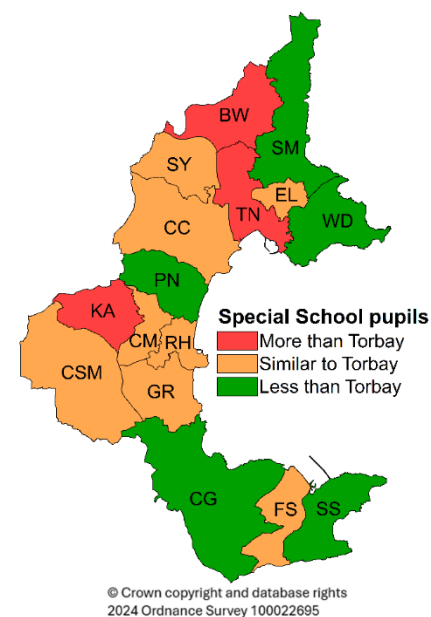
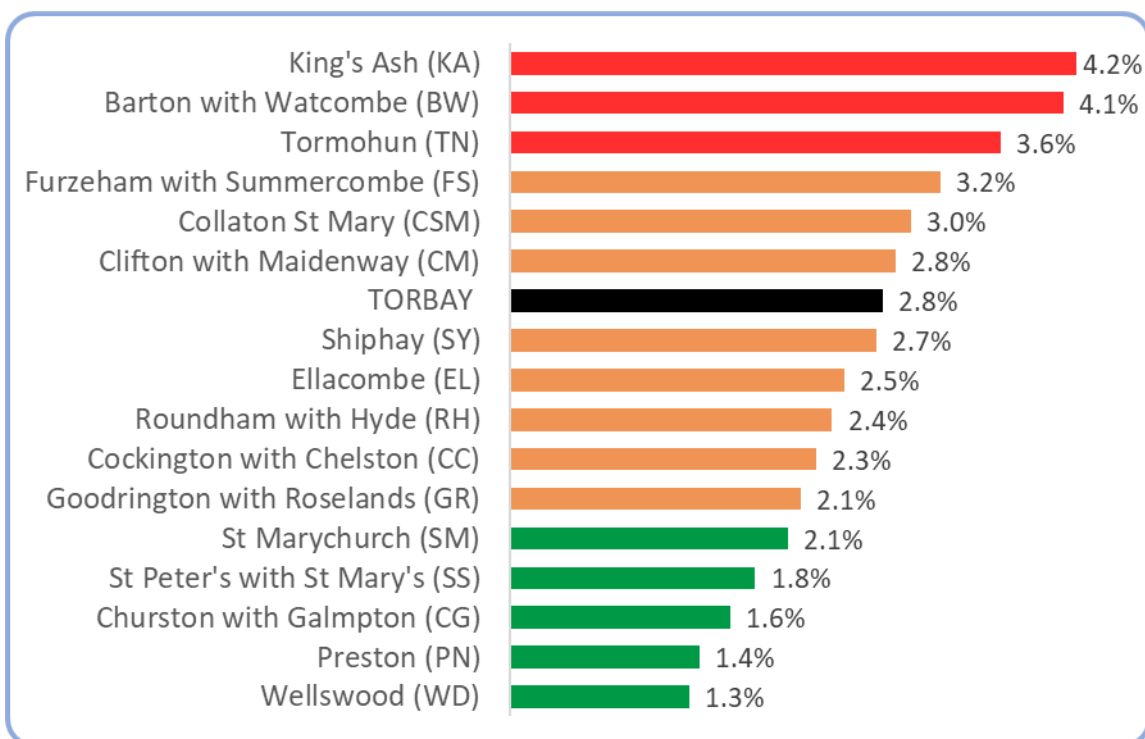
Source: Torbay School Census Data – Spring Census

Special School pupils by Torbay ward

There are 3 state Special schools in Torbay, the figures below (Fig 37) relate to Torbay resident pupils who attended one of these 3 schools over the period 2022 to 2025. 3 wards have a rate of pupils attending these 3 special schools that is significantly higher than the Torbay average (King's Ash, Barton with Watcombe and Tormohun). 5 wards have a rate of pupils significantly lower than the Torbay average (Wellswood, Preston, Churston with Galampton, St Peter's with St Mary's, and St Marychurch).

The 3 Special schools are Combe Pafford School, Mayfield School and Brunel Academy. Approximately 570 pupils were at these 3 schools as of Spring Census 2025, 7 out of 8 were resident in Torbay.

Fig 37: Pupils attending Torbay Special Schools as a proportion of all pupils by ward (2022 to 2025)



Source: Torbay School Census Data – Spring Census

SEND by Secondary Need

So far, the JSNA has concentrated on the Primary Needs of Children. A number of children in receipt of an EHCP or SEN Support will also have an identified secondary need. Data over the period 2021/22 to 2024/25 from the Department for Education SEN return shows that 29% of children at Torbay state schools with an EHCP had a recognised secondary need, amongst those receiving SEN Support the figure was 17%.

The most frequently recorded secondary need among those children receiving an EHCP was for Speech, Language & Communication Needs, followed by Social, Emotional & Mental Health, and Moderate Learning Difficulty. Between them they accounted for 64% of all recorded secondary needs in this group (Fig 38).

Those receiving an EHCP with a primary need of Multi-Sensory Impairment were the most likely group to have a recognised secondary need with 60.0% of pupils having a secondary need, followed by Autistic Spectrum Disorder (36.7%), Specific Learning Difficulty (34.3%), and Moderate Learning Difficulty (30.8%). The least likely to have a recognised secondary need were those with a primary need of Profound & Multiple Learning Difficulties (5.6%), followed by Visual Impairment (18.2%), and Hearing Impairment (22.6%).

Pupils educated in the Torbay state-funded secondary school sector in receipt of EHCP are more likely than pupils educated in the state-funded primary school sector to have a recognised secondary need, 40% of secondary school sector children compared to 26% of primary school sector children. 26% of pupils educated in the state funded special school sector have a recognised secondary need.

The most frequently recorded secondary need among those children receiving SEN Support was for Social, Emotional & Mental Health, followed by Speech, Language & Communication Needs, and Specific Learning Difficulty. Between them they accounted for 74% of all recorded secondary needs in this group (Fig 39).

Those receiving SEN Support with a primary need of Multi-Sensory Impairment were the most likely group to have a recognised secondary need with 50.0% of pupils having a secondary need, followed by Autistic Spectrum Disorder (31.5%), and Physical Disability (29.1%). The least likely to have a recognised secondary need were those with a primary need of Severe Learning Difficulty (0%) although numbers are very small for this category, followed by Speech, Language & Communication Needs (14.6%), and Specific Learning Difficulty (15.4%).

Pupils educated in the Torbay state-funded secondary school sector in receipt of SEN Support are more likely than pupils educated in the state-funded primary school sector to have a recognised secondary need, 22% of secondary school sector children compared to 13% of primary school sector children.

Fig 38: Recorded secondary needs against **EHCP** Primary Need - Torbay Schools (2021/22 to 2024/25)

EHCP Primary Need	Percentage with recorded secondary need	Number with recorded secondary need	Most common secondary need	2 nd most common secondary need	3 rd most common secondary need
Autistic Spectrum Disorder	36.7%	493	Speech, Language & Communication Needs 172	Social, Emotional & Mental Health 136	Moderate Learning Difficulty 71
Social Emotional & Mental Health	27.2%	254	Speech, Language & Communication Needs 88	Autistic Spectrum Disorder 59	Moderate Learning Difficulty 47
Speech, Language & Communication Needs	22.7%	234	Social, Emotional & Mental Health 85	Autistic Spectrum Disorder 49	Specific Learning Difficulty 29
Moderate Learning Difficulty	30.8%	186	Speech, Language & Communication Needs 75	Social, Emotional & Mental Health 72	Specific Learning Difficulty 15
Physical Disability	25.6%	80	Speech, Language & Communication Needs 19	Social, Emotional & Mental Health 15	Other Difficulty/Disability 14
Severe Learning Difficulty	25.9%	66	Autistic Spectrum Disorder 28	Moderate Learning Difficulty 12	Speech, Language & Communication Needs 7
Specific Learning Difficulty	34.3%	49	Social, Emotional & Mental Health 20	Speech, Language & Communication Needs 18	Other Difficulty/Disability 5
All	29.0%	1,403	Speech, Language & Communication Needs - 392	Social, Emotional & Mental Health - 335	Moderate Learning Difficulty - 175

Please note that Hearing Impairment, Other Difficulty/Disability, Profound & Multiple Learning Difficulty, Visual Impairment, and Multi-Sensory Impairment are not included as individual rows in table due to low numbers with a secondary identified need.

Source: Department for Education Special Educational Needs in England

Fig 39: Recorded secondary needs against **SEN Support** Primary Need – Torbay Schools (2021/22 to 2024/25)

SEN Support Primary Need	Percentage with recorded secondary need	Number with recorded secondary need	Most common secondary need	2 nd most common secondary need	3 rd most common secondary need
Social Emotional & Mental Health	18.0%	427	Specific Learning Difficulty 171	Speech, Language & Communication Needs 146	Other Difficulty/Disability 31
Speech, Language & Communication Needs	14.6%	423	Social, Emotional & Mental Health 178	Specific Learning Difficulty 112	Other Difficulty/Disability 38
Specific Learning Difficulty	15.4%	282	Social, Emotional & Mental Health 105	Speech, Language & Communication Needs 97	Other Difficulty/Disability 25
Autistic Spectrum Disorder	31.5%	259	Speech, Language & Communication Needs 97	Social, Emotional & Mental Health 88	Specific Learning Difficulty 27
Moderate Learning Difficulty	15.7%	94	Speech, Language & Communication Needs 32	Social, Emotional & Mental Health 31	Specific Learning Difficulty 17
Physical Disability	29.1%	80	Social, Emotional & Mental Health 29	Speech, Language & Communication Needs 12	Specific Learning Difficulty 12
Other Difficulty/Disability	15.7%	60	Social, Emotional & Mental Health 22	Speech, Language & Communication Needs 18	Specific Learning Difficulty 7
Hearing Impairment	25.6%	32	Speech, Language & Communication Needs 9	Specific Learning Difficulty 7	All others less than 5
All	17.0%	1,717	Social, Emotional & Mental Health - 473	Speech, Language & Communication Needs - 424	Specific Learning Difficulty - 366

Please note that Visual Impairment, Severe Learning Difficulty, Profound & Multiple Learning Difficulty, and Multi-Sensory Impairment are not included as individual rows in table due to low numbers with a secondary identified need.

Source: Department for Education Special Educational Needs in England

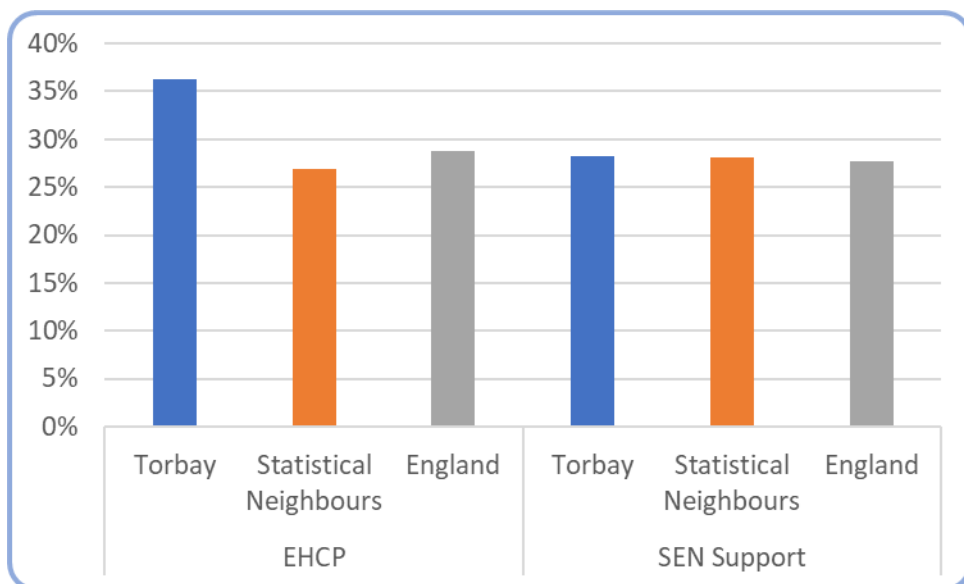
SEND and Children's Social Care

Over the period 2017/18 to 2023/24, Torbay has had 36% of those who have been cared for children over the last 12 months in receipt of an EHCP, 28% are in receipt of SEN Support (Fig 40). For those with an EHCP this is significantly higher than statistical neighbours and England. For those Children in Need at 31 March over the same period, 30% are in receipt of an EHCP, 23% with SEN Support (Fig 41), again for those with an EHCP this is significantly higher than statistical neighbours and England.

60% of cared for children mentioned above have an identified primary need of Social, Emotional and Mental Health, this is followed by Moderate Learning Difficulties (9%) and Speech, Language and Communication Needs (9%).

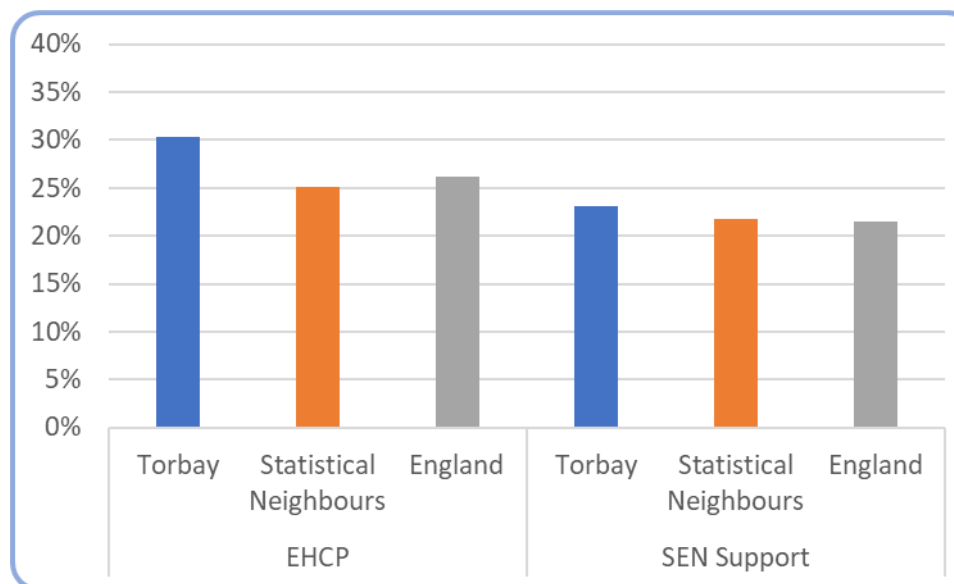
For Children in Need at 31 March over 2017/18 to 2023/24, there is a wider range of Primary Need. 28% of identified primary needs relate to Social, Emotional and Mental Health, 18% to Speech, Language and Communication Needs. If you add up Severe, Specific, Moderate and Profound & Multiple Learning Difficulties that adds up to 27% of identified primary needs. Autistic Spectrum Disorder (13%) and Physical Disability (9%) also account for significant numbers.

Fig 40: Percentage of cared for children in receipt of an EHCP or SEN Support (2017/18 to 2023/24)



Source: Department for Education

Fig 41: Percentage of children in need in receipt of an EHCP or SEN Support (2017/18 to 2023/24)



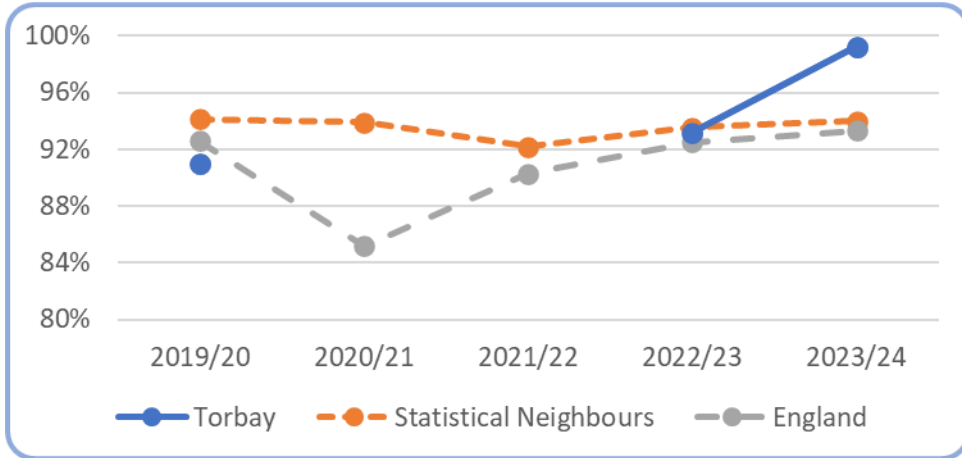
Source: Department for Education

Educational & Developmental Outcomes

Age and Stages Questionnaire (ASQ-3)

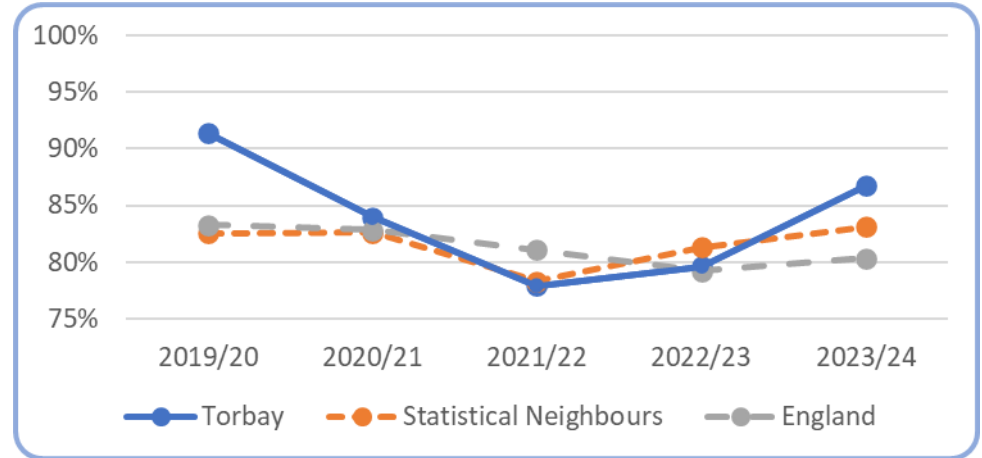
ASQ-3 is used to support the health and development reviews that children are offered at 2-2½ years. The following data relates to ASQ-3 data for those aged 2-2½ years. Data for the percentage of children receiving an ASQ-3 was not available for 2020/21 and 2021/22 due to COVID-19. Those achieving a good level of development was higher than England and our statistical neighbours for the latest year (Fig 43).

Fig 42: Percentage of Children receiving ASQ-3 as part of Healthy Child programme or integrated review at 2½ years



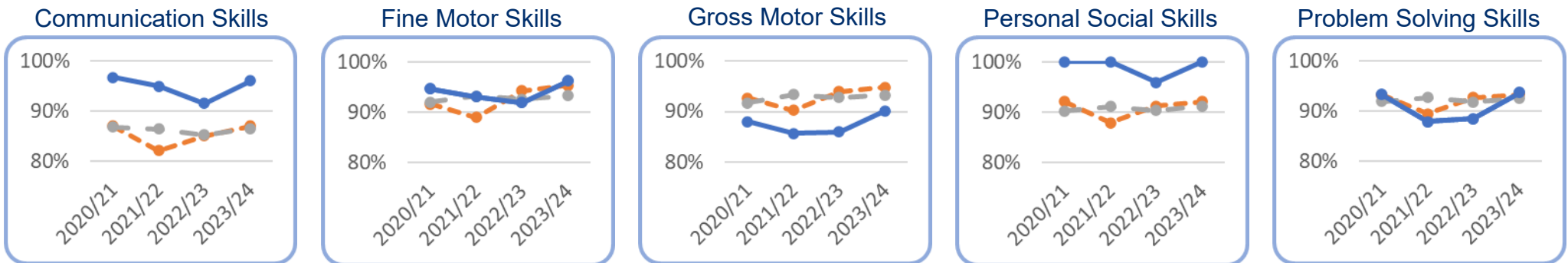
Source: OHID Public Health Profiles (Fingertips)

Fig 43: Percentage of Children achieving a good level of development at 2½ years



Source: OHID Public Health Profiles (Fingertips)

Fig 44: Percentage of Children achieving the expected level at 2½ years in:



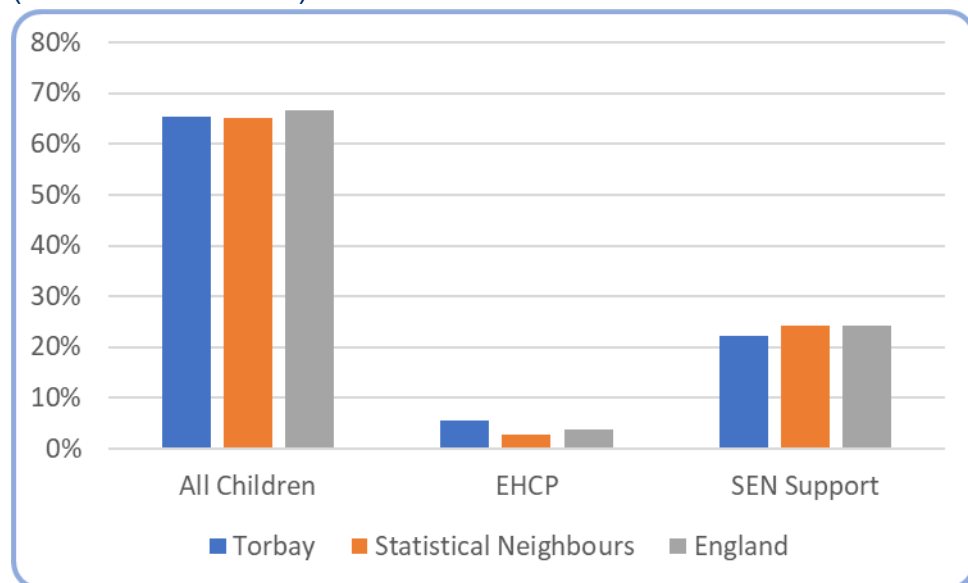
Source: OHID Public Health Profiles (Fingertips)

EYFS & Key Stage 2 Outcomes

The first key stage assessment stage is the Early Years Foundation Stage. Torbay's rate of all children achieving a good level of development was broadly in line with Statistical neighbours and England over the period 2021/22 to 2023/24. The rate for Torbay was 65.3%, for those in receipt of an EHCP it was 5.5% and 22.2% for those receiving SEN Support (Fig 45). For those in receipt of EHCP and SEN Support the rate of those achieving good development was broadly in line with statistical neighbours and England.

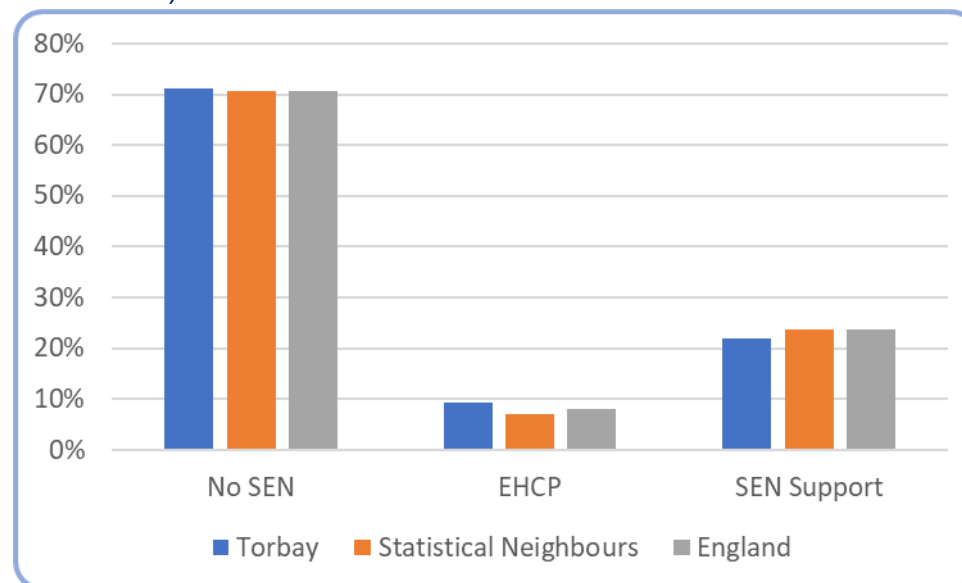
Over the period 2021/22 to 2023/24, the percentage of children achieving the expected standard in reading, writing and mathematics in Key Stage 2 (Ages 7 to 11) who had no identified SEN has been broadly in line with statistical neighbours and England. These rates are much higher than rates amongst those requiring SEN Support or in receipt of an EHCP. Over the period, rates of SEND children achieving the expected standard are broadly in line with statistical neighbours and England (Fig 46). 2021/22 to 2023/24 figures for Torbay were 71.2% (No SEN), 21.9% (SEN Support) and 9.3% (EHCP).

Fig 45: Percentage of Children achieving a good level of development at Early Years Foundation Status by SEN Status (2021/22 to 2023/24)



Source: Department for Education

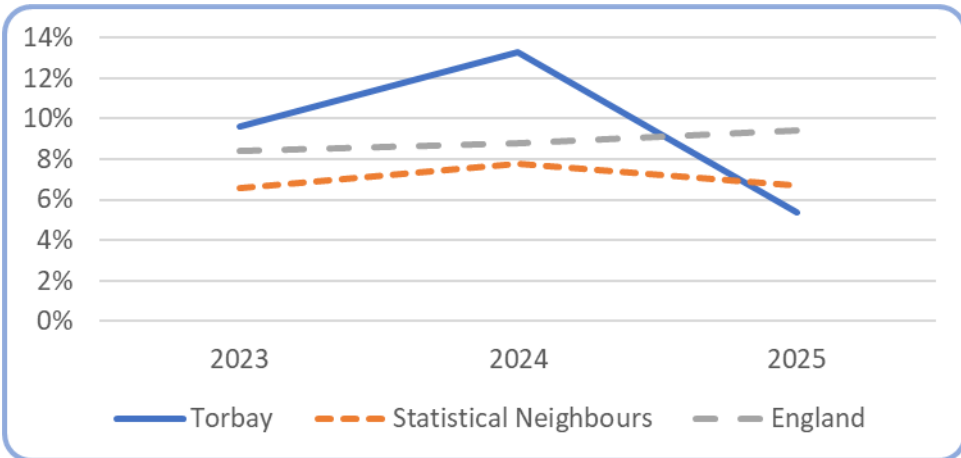
Fig 46: Percentage of Children achieving expected standard in reading, writing and mathematics by SEN Status (2021/22 to 2023/24)



Source: Department for Education

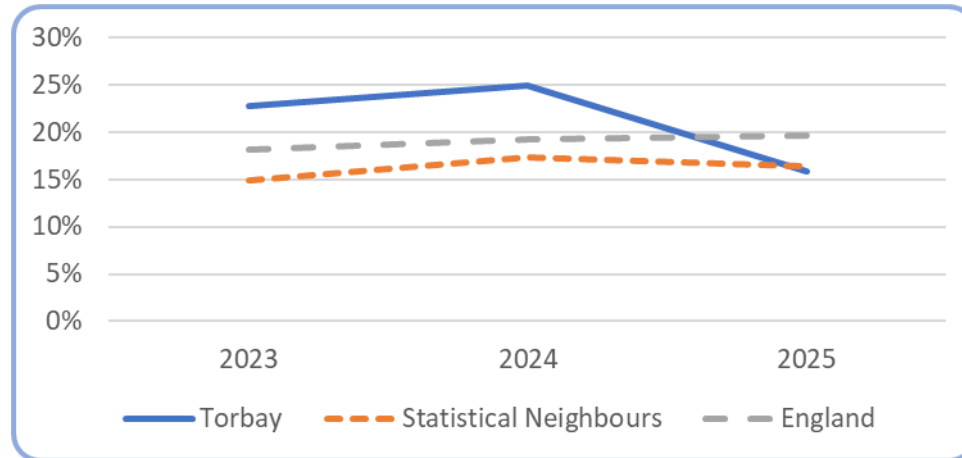
The percentage of children with an EHCP achieving the expected standard in reading, writing and mathematics at Key Stage 2 is consistently low across the country. The rate for Torbay fell to 5.4% for the latest year compared to 13.3% the year before (Fig 47). For those with an EHCP, it is less likely that they will meet the expected standard in writing when compared to reading or maths.

Fig 47: Percentage of Children with an EHCP achieving expected standard in reading, writing and mathematics



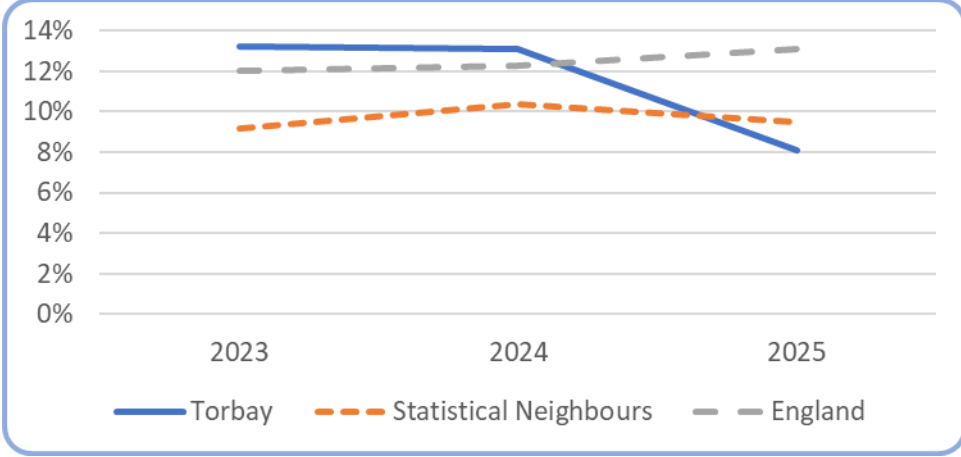
Source: Department for Education (NCER)

Fig 48: Percentage of Children with an EHCP achieving expected standard in reading



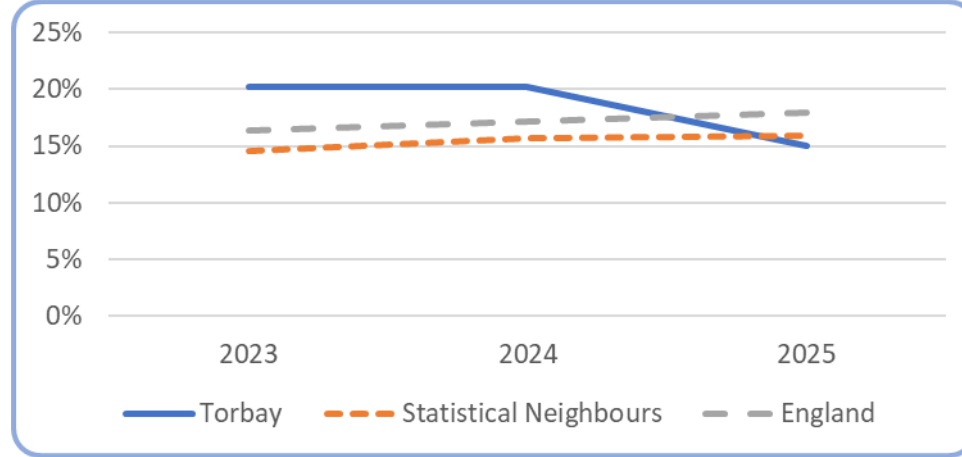
Source: Department for Education (NCER)

Fig 49: Percentage of Children with an EHCP achieving expected standard in writing



Source: Department for Education (NCER)

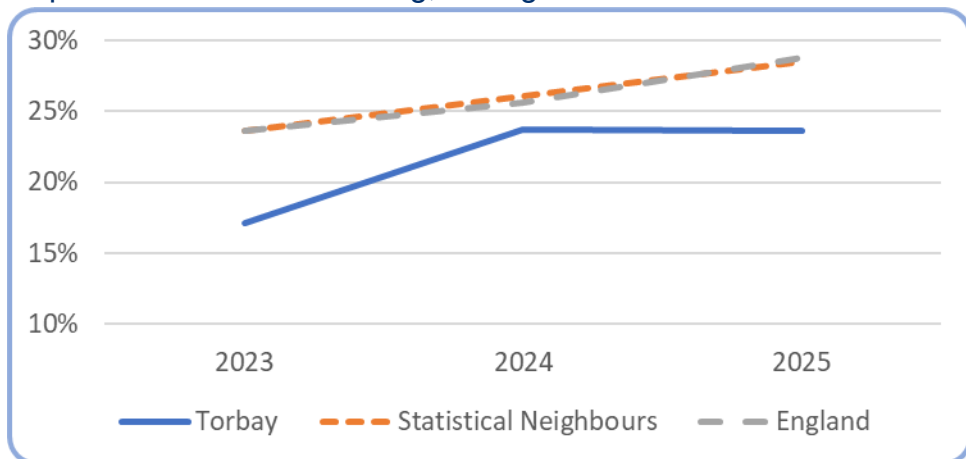
Fig 50: Percentage of Children with an EHCP achieving expected standard in maths



Source: Department for Education (NCER)

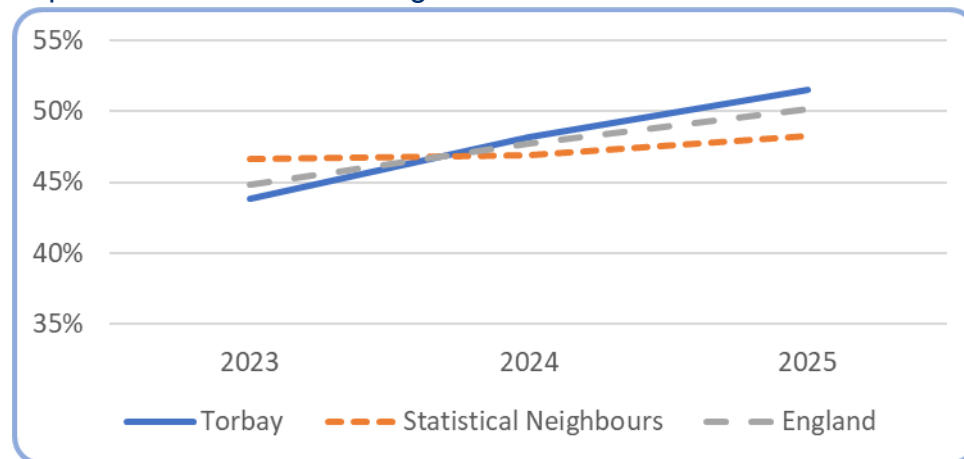
The percentage of children with SEN Support achieving the expected standard in reading, writing and mathematics at Key Stage 2 is higher than those with an EHCP but much lower than those with no recognised SEN. Rates for Torbay have been lower than comparators and England (Fig 51). For those with SEN Support, it is least likely that they will meet the expected standard in writing when compared to reading or maths.

Fig 51: Percentage of Children with SEN Support achieving expected standard in reading, writing and mathematics



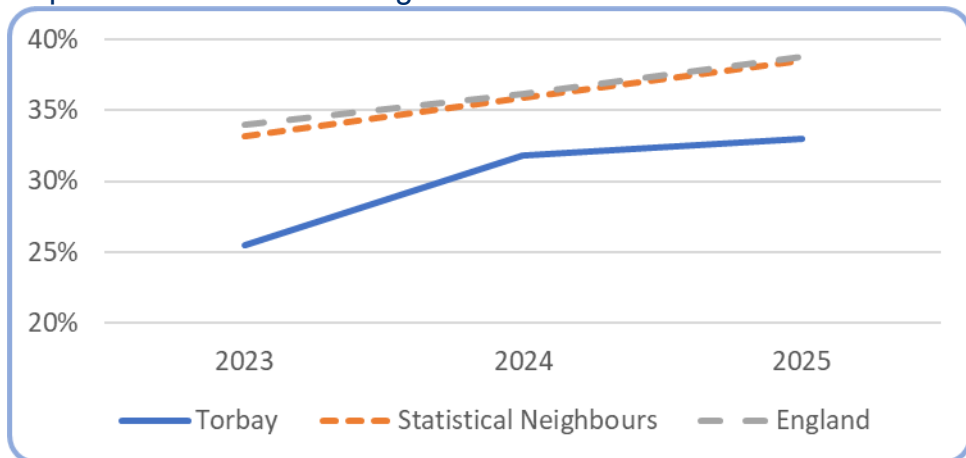
Source: Department for Education (NCER)

Fig 52: Percentage of Children with SEN Support achieving expected standard in reading



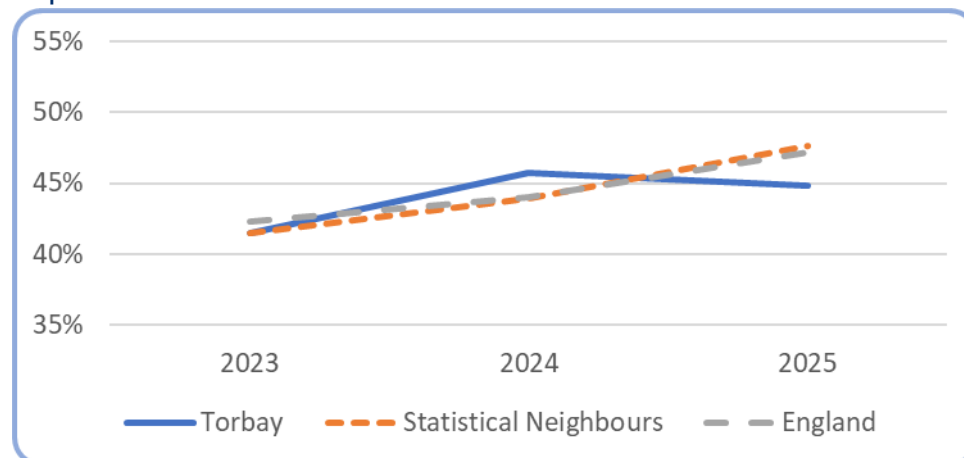
Source: Department for Education (NCER)

Fig 53: Percentage of Children with SEN Support achieving expected standard in writing



Source: Department for Education (NCER)

Fig 54: Percentage of Children with SEN Support achieving expected standard in maths

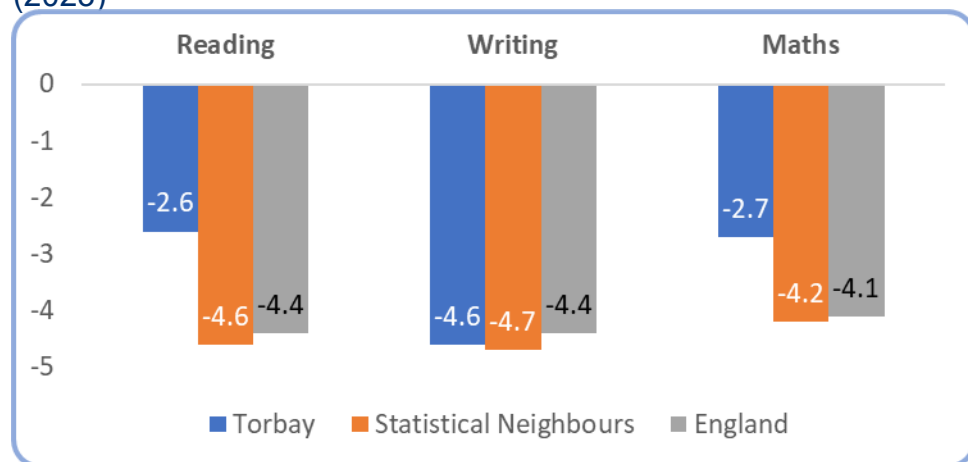


Source: Department for Education (NCER)

Key Stage 2 Progress 8 scores

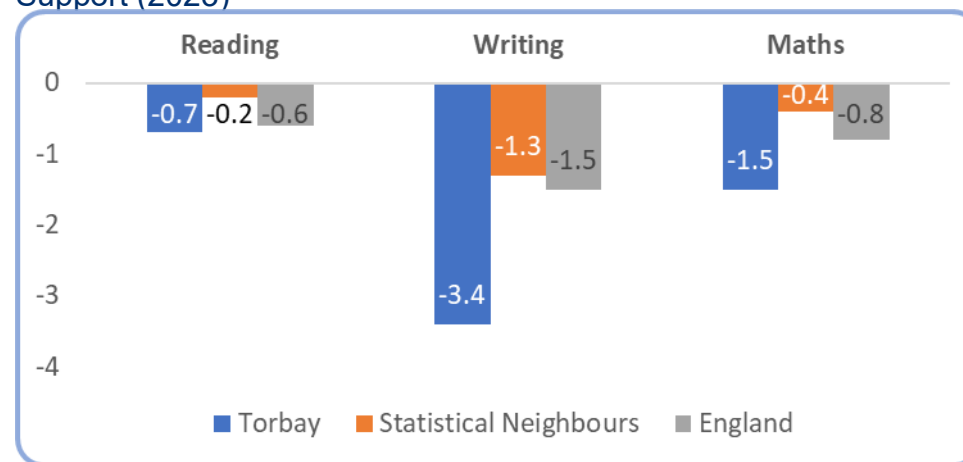
Progress 8 scores are designed to capture the progress of a pupil compared to the actual achievements of other pupils with similar attainment. Positive scores indicate performance is above average, negative indicates performance below average. For those with EHCP, all scores were negative in reading, writing and maths, although less negative than both statistical neighbours and England for reading and maths (Fig 55). For those receiving SEN Support, Torbay's writing and maths scores were more negative than both statistical neighbours and England, the reading score was similar (Fig 56). By comparison, all Torbay scores for those with no identified SEN were positive (Fig 57).

Fig 55: Progress 8 score at Key Stage 2 for those with EHCP (2023)



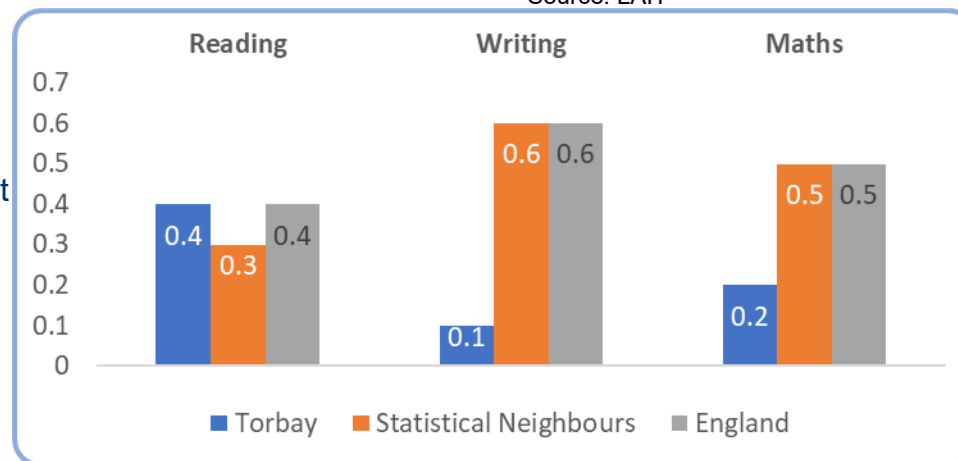
Source: LAIT

Fig 56: Progress 8 score at Key Stage 2 for those with SEN Support (2023)



Source: LAIT

Fig 57: Progress 8 score at Key Stage 2 for those with no identified SEN (2023)



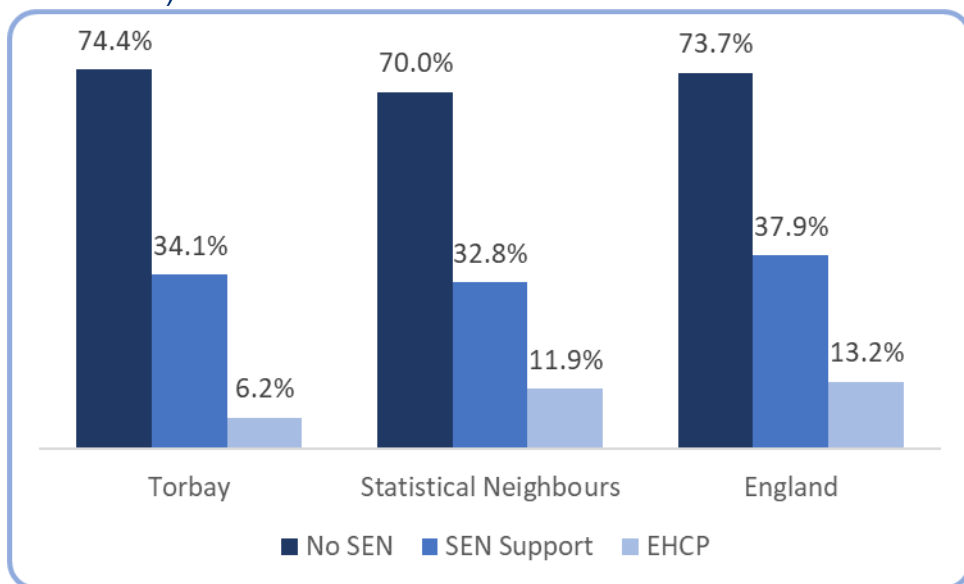
Source: LAIT

Key Stage 4 Outcomes

There are very significant achievement gaps locally and nationally when looking at pupils with no recognised SEN and those with SEN Support or an EHCP. Within Torbay, those with no recognised SEN were more than twice as likely to achieve a good pass at GCSE in English and Maths than those with SEN Support, this gap being more pronounced in relation to strong passes. Those with an EHCP were significantly less likely to achieve a good or strong pass than those with SEN Support.

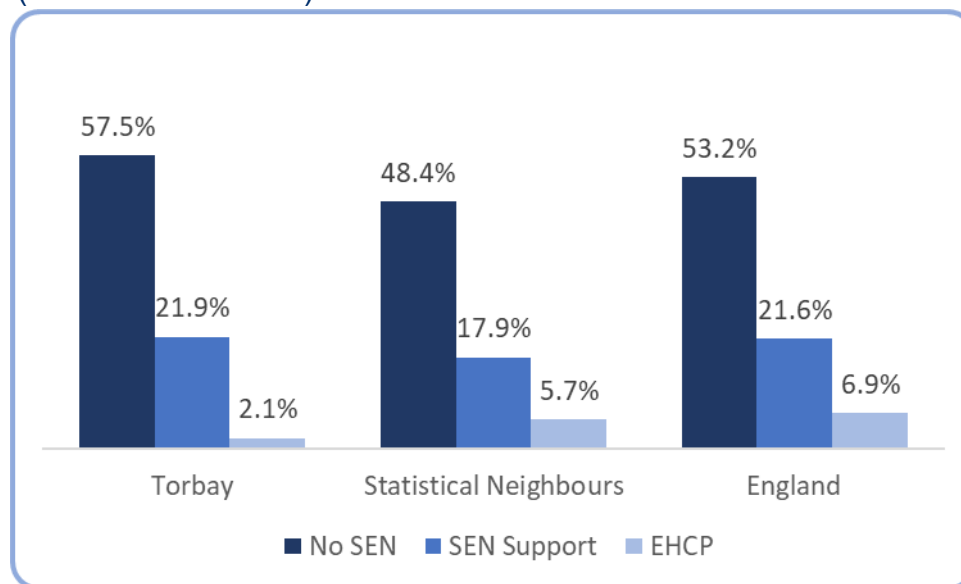
Over the period 2021/22 to 2023/24, Torbay's rate of pupils with an EHCP achieving a good (Fig 58) or strong (Fig 59) pass at GCSE in English and Maths was significantly lower than both our statistical neighbours and England. Those with SEN Support were significantly more likely to achieve a strong pass at GCSE in English and Maths than our statistical neighbours. By comparison, Torbay pupils with no recognised SEN were more likely to achieve a good or strong pass than our statistical neighbours and England.

Fig 58: Percentage of Children achieving a good (Grade 9-4) pass at GCSE in English and Maths by SEN Status (2021/22 to 2023/24)



Source: Department for Education

Fig 59: Percentage of Children achieving a strong (Grade 9-5) pass at GCSE in English and Maths by SEN Status (2021/22 to 2023/24)



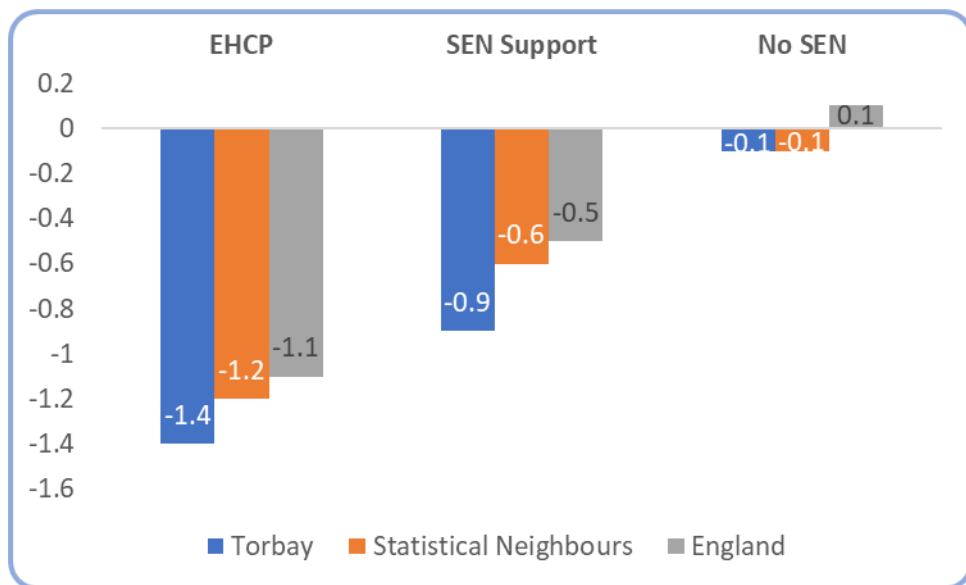
Source: Department for Education

Key Stage 4 Progress 8 scores

Process 8 scores at Key Stage 4 relate to a measure of progress that children make between the end of primary and the end of secondary education when compared to other pupils who had a similar level of achievement at the end of primary education. For those with EHCP and SEN Support, scores were slightly more negative in Torbay than both statistical neighbours and England in 2024, scores were negative for all 3 geographical areas. By comparison, for those with no recognised SEN, scores for Torbay, statistical neighbours and England were broadly neutral (Fig 60).

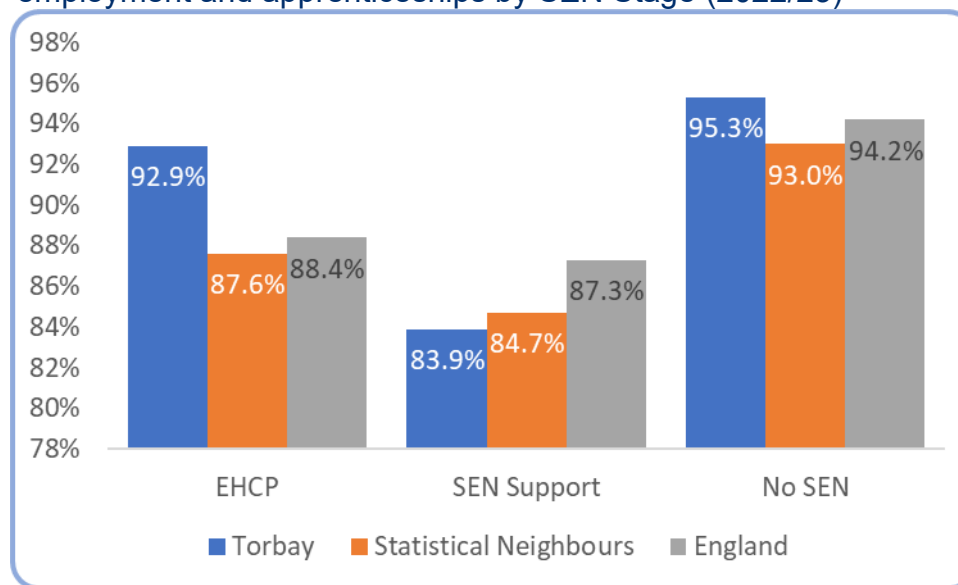
For the latest year that we have (2022/23), 92.9% of pupils having completing Year 11 with an EHCP were in sustained education, employment and apprenticeships during the following year, this is slightly higher than statistical neighbours and England, this has been a consistent occurrence since 2021. For those pupils with SEN Support, rates in 2023 were slightly lower than statistical neighbours and England, Torbay rates have typically been a little higher than this for previous years at approximately 90%. For comparison, those rates for young people with no identified SEN have been broadly in line with our statistical neighbours and England at 95.3% (Fig 61). Over 90% of those in sustained education, employment and apprenticeships were in education (EHCP – 97%, SEN Support – 93%, No SEN – 94%). Those with an EHCP were particularly unlikely to be in a sustained apprenticeship.

Fig 60: Progress 8 score at Key Stage 4 by SEN Stage (2024)



Source: LAIT

Fig 61: Percentage of pupils remaining in sustained education, employment and apprenticeships by SEN Stage (2022/23)



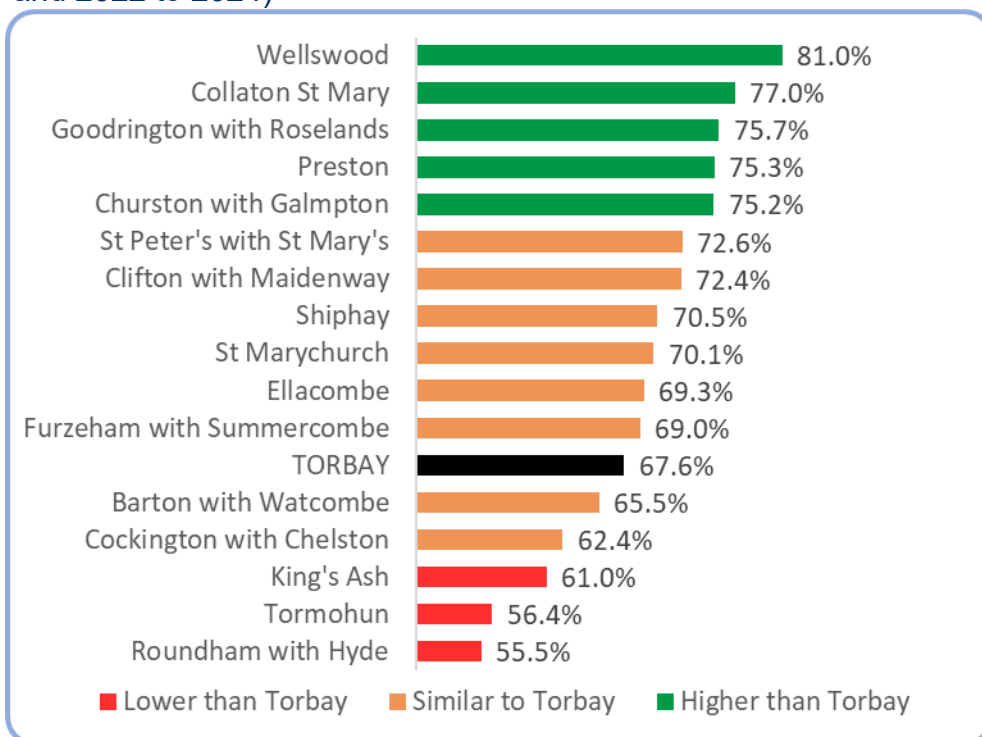
Source: LAIT

EYFS and GCSE by ward

This data relates to all children, regardless of SEN status. Torbay has had a similar rate of children who achieved a good level of development at the Early Years Foundation Stage (EYFS) when compared to England. However, within Torbay there is significant variation with wards such as Wellswood and Collaton St Mary having rates approximately 20 to 25 percentage points higher than Roundham with Hyde and Tormohun (Fig 62).

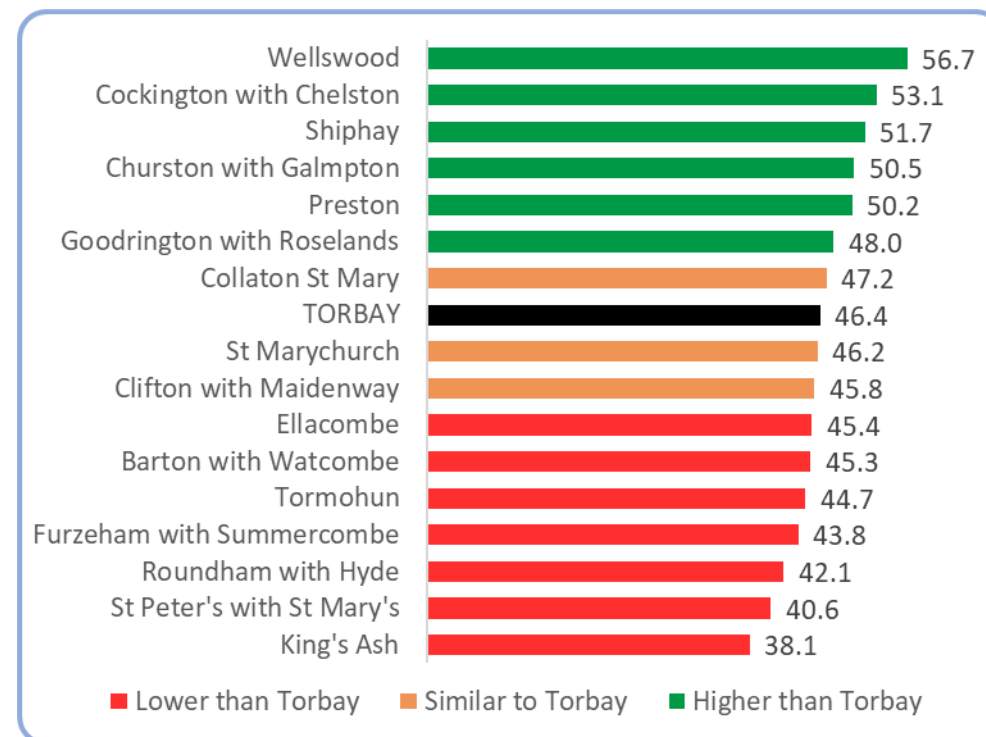
Attainment 8 scores relate to a student's average GCSE grade across eight core subjects, the higher the Attainment 8 score, the better the result. As with EYFS, Torbay figures relate to children resident within the Torbay area who attended Torbay maintained and academy schools, it does not include special schools. Again, there is a significant variation with an 18.6 percentage point gap between Wellswood and King's Ash (Fig 63).

Fig 62: Percentage of children who achieved a good level of development at Early Years Foundation Stage (2018 to 2019 and 2022 to 2024)



Source: Torbay Children's Services

Fig 63: Average Attainment 8 score at GCSE (2018 to 2019 and 2022 to 2024)



Source: Torbay Children's Services

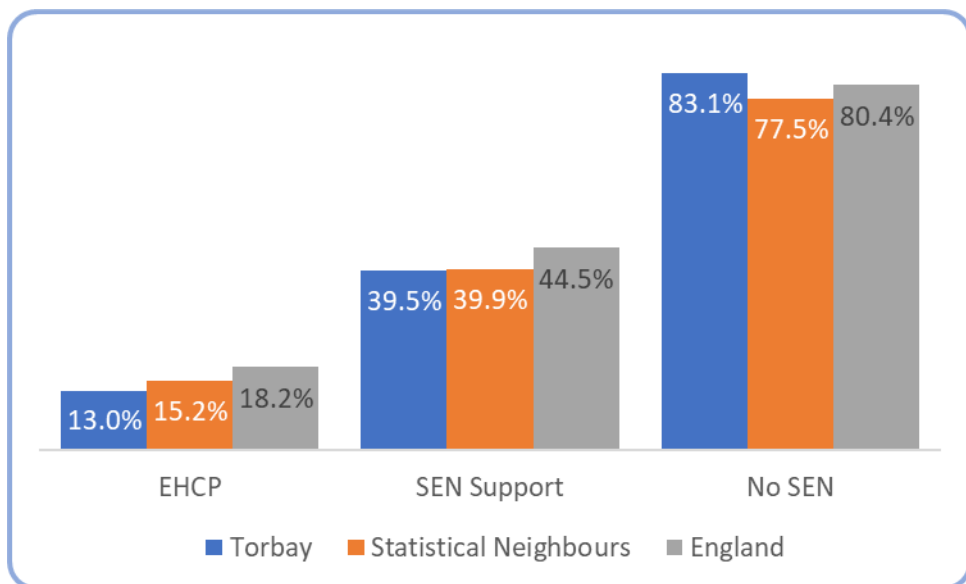
19 year olds qualified to Level 2 and 3

Level 2 qualifications refer to 5 GCSE A to C grade equivalents, Level 3 refers to 2 'A' Level equivalents.

For 2024, in relation to those with Level 2 qualifications that include English and Maths (Fig 64) we can see the very significant differences between those with no identified SEN (Torbay 83.1%) and those with an EHCP (Torbay 13.0%). Figures for those with an EHCP can be volatile from year to year in Torbay (2022 – 12.0%, 2023 – 24.3%, 2024 – 13.0%) Level 2 qualifications for those receiving SEN Support was 39.5% in 2020, again this can have a significant amount of volatility from year to year.

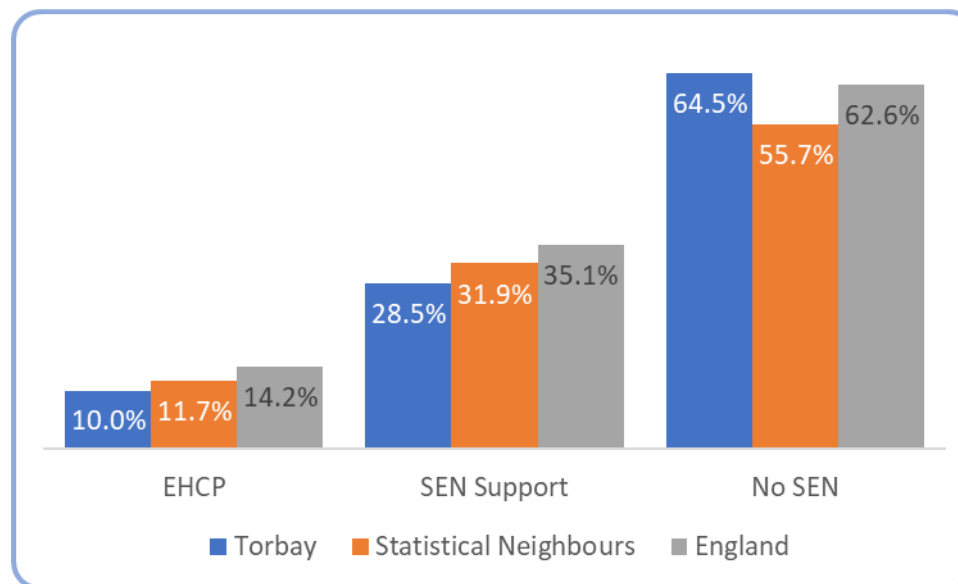
For those with Level 3 qualifications (Fig 65), we again see the very large gap between those with no identified SEN (Torbay 64.5%) and those with an EHCP (Torbay 10.0%). As with Level 2, there is significant volatility from year to year within Level 3 qualifications data for those with an EHCP in Torbay (2022 – 6.0%, 2023 – 15.7%, 2024 – 10.0%). Torbay Level 3 qualifications for those receiving SEN Support in 2024 were at their lowest rate for any year during the period 2015 to 2024.

Fig 64: Percentage of 19 year olds qualified to Level 2 (including English and Maths) by SEN Stage (2024)



Source: LAIT

Fig 65: Percentage of 19 year olds qualified to Level 3 by SEN Stage (2024)

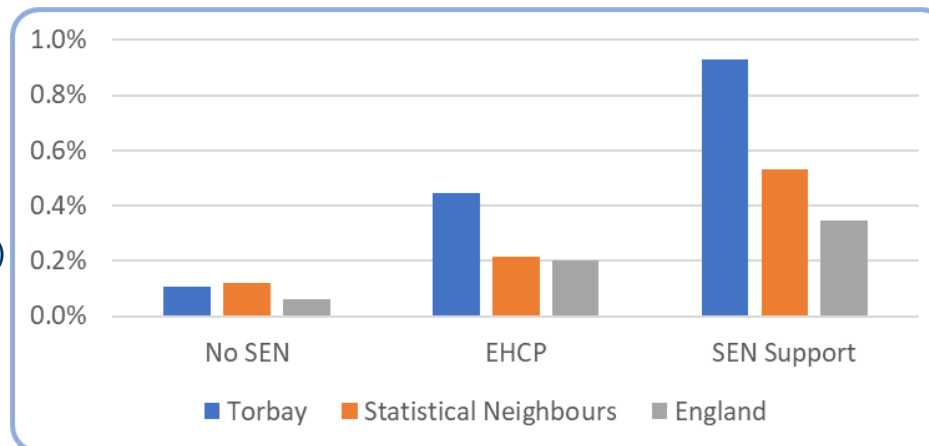


Source: LAIT

Exclusions

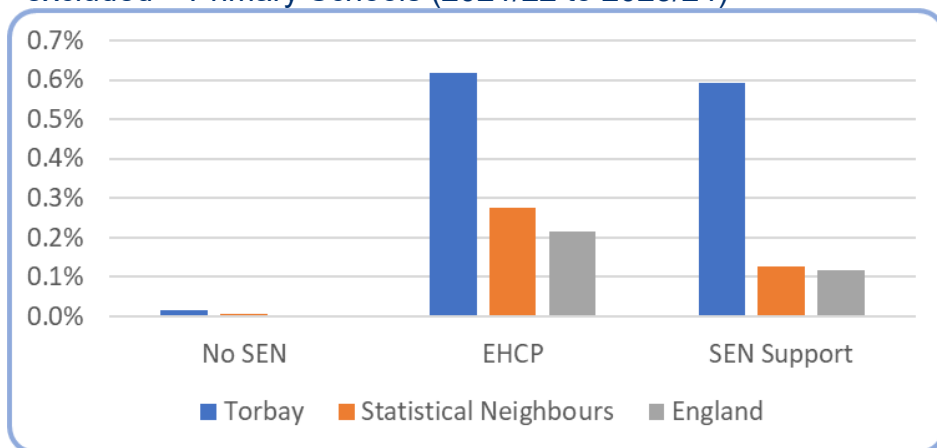
Over the 3 year period 2021/22 to 2023/24, rates of permanent exclusion across all state schools in Torbay have been higher amongst pupils with EHCP and SEN Support than those with no recognised SEN. With EHCP and SEN Support, the rate in Torbay is significantly higher than those of our statistical neighbours and England (Fig 66). This trend is consistent across primary (Fig 67) and secondary (Fig 68) education. Across 2021/22 to 2023/24, 138 permanent exclusions were recorded, 53 were for pupils with no recognised SEN, 69 for those with SEN Support and 16 for those with an EHCP. Looking at local data for 2017/18 to 2023/24, those children with recognised SEN who lived in the most deprived areas of Torbay were twice as likely per pupil to be excluded as those in less deprived areas.

Fig 66: Percentage of pupils permanently excluded – All Schools (2021/22 to 2023/24)



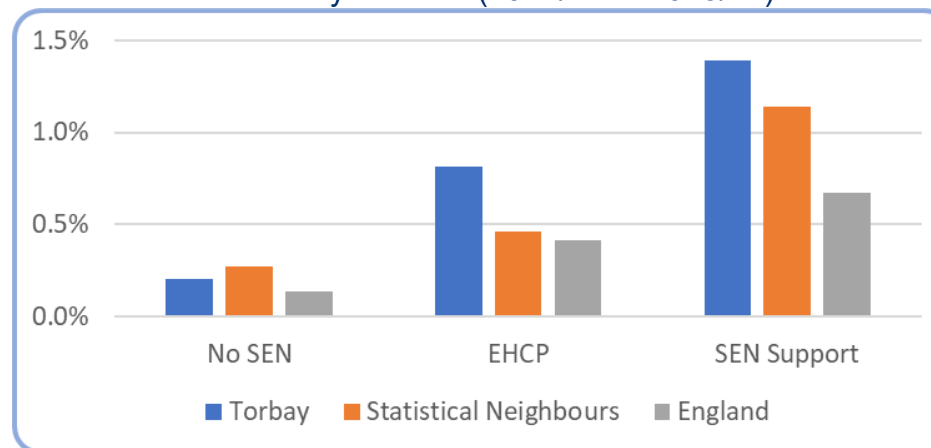
Source: Department for Education

Fig 67: Percentage of primary school pupils permanently excluded – Primary Schools (2021/22 to 2023/24)



Source: Department for Education

Fig 68: Percentage of secondary school pupils permanently excluded – Secondary Schools (2021/22 to 2023/24)



Source: Department for Education

Suspensions

Over the 3 year period 2021/22 to 2023/24, rates of suspension across all state schools in Torbay has been higher amongst pupils with EHCP and SEN Support than those with no recognised SEN. With EHCP, and to a lesser extent SEN Support, the rate in Torbay is significantly higher than those of our statistical neighbours and England (Fig 69). This trend is consistent for EHCP across primary (Fig 70) and secondary (Fig 71) education. Trends are similar across those pupils with one or more suspensions (Figs 72 to 74).

Suspensions as a proportion of pupils – 2021/22 to 2023/24 Source: Department for Education

Fig 69: All schools

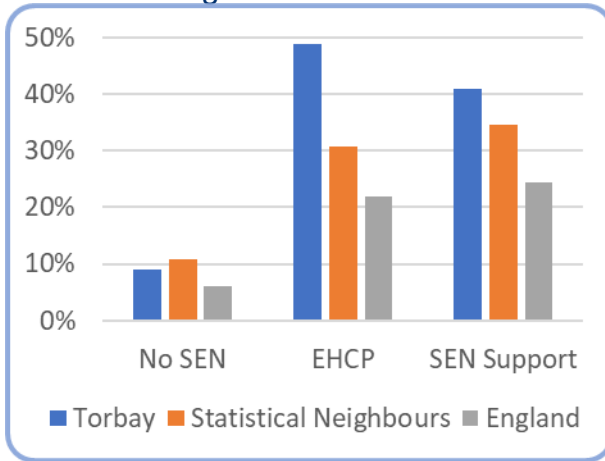


Fig 70: Primary schools

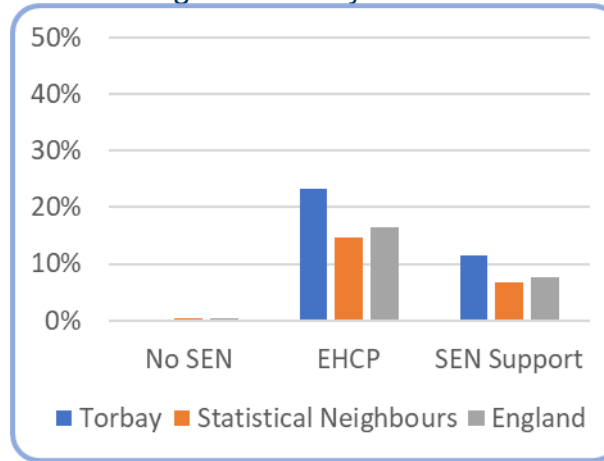
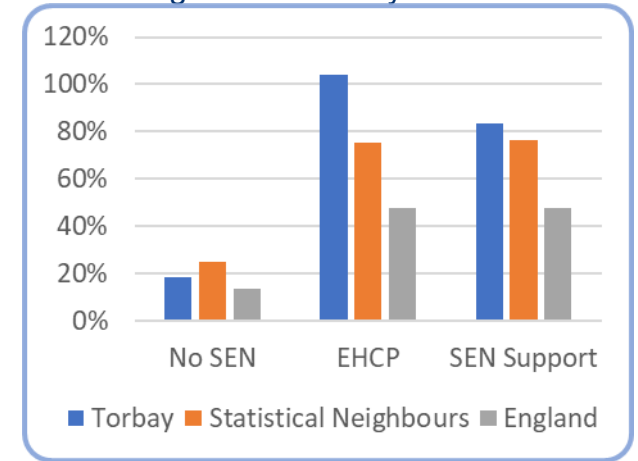


Fig 71: Secondary schools



Percentage of pupils with one or more suspensions – 2021/22 to 2023/24 Source: Department for Education

Fig 72: All schools

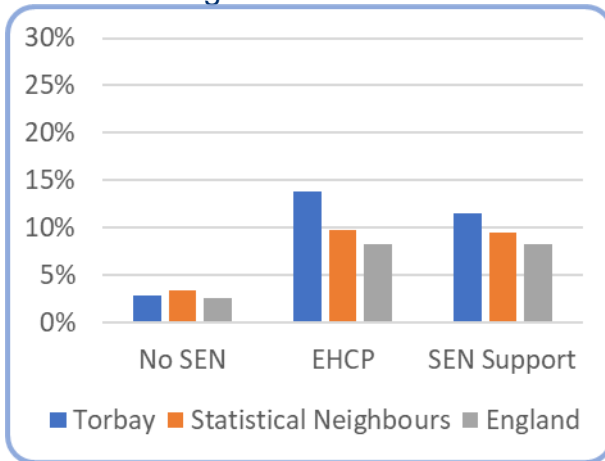


Fig 73: Primary schools

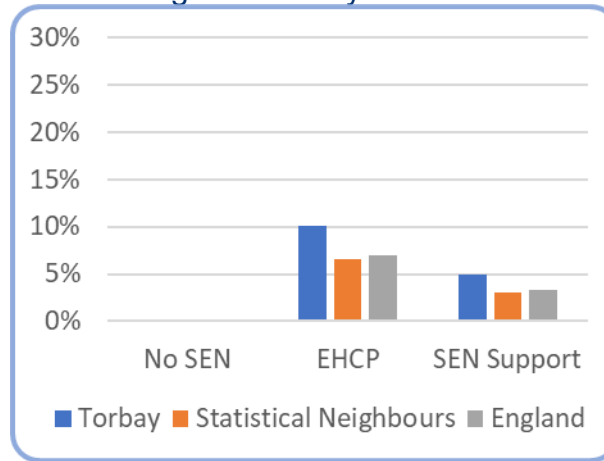
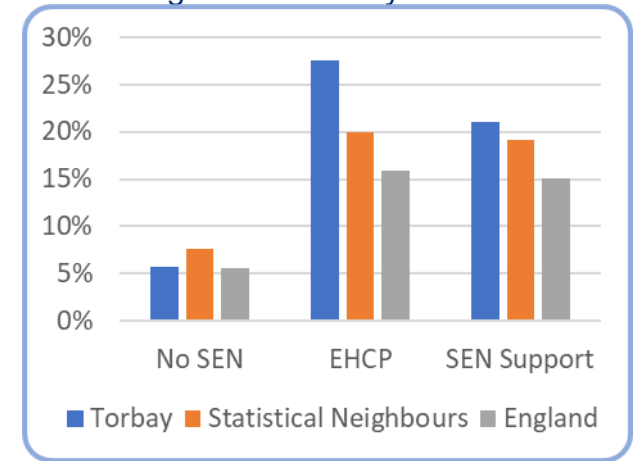
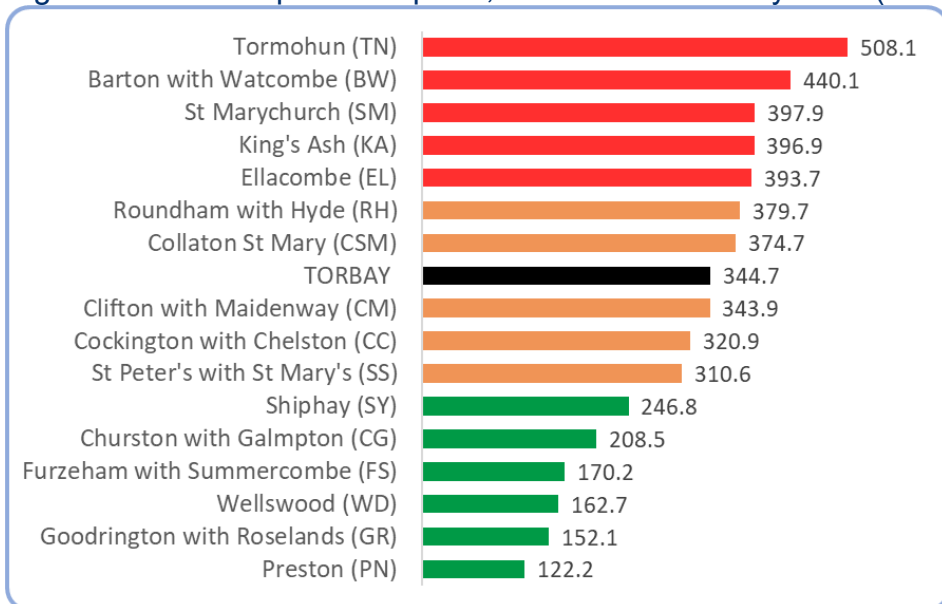


Fig 74: Secondary schools

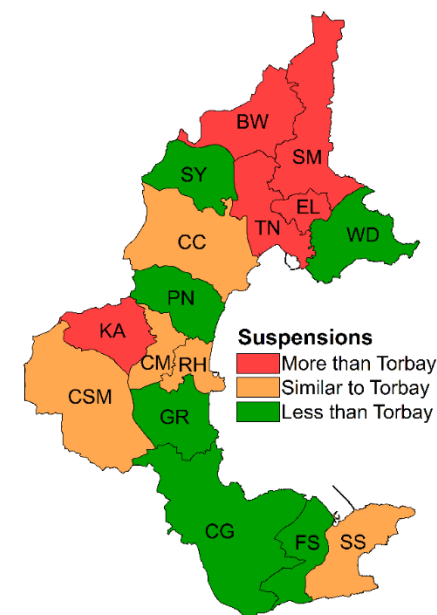


Looking at local data over the 5 year period 2019/20 to 2023/24 for the rate of suspensions per 1,000 children identified with SEN, 5 wards have statistically higher rates than the rest of Torbay (Fig 75). Compared to the Torbay average, the rate of suspensions for children identified with SEN is significantly higher amongst those children who live in the most deprived areas of Torbay (Fig 76).

Fig 75: Rate of suspensions per 1,000 SEN children by ward (2019/20 to 2023/24)

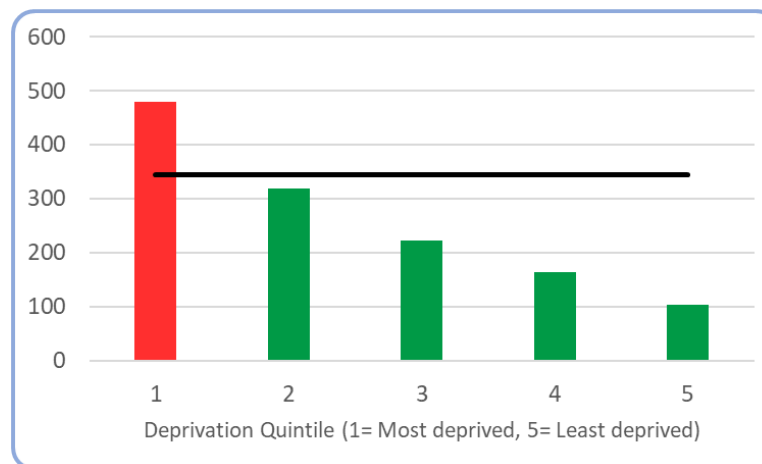


Source: Torbay Children's Services



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Fig 76: Rate of suspensions per 1,000 SEN children by deprivation quintile (2019/20 to 2023/24)

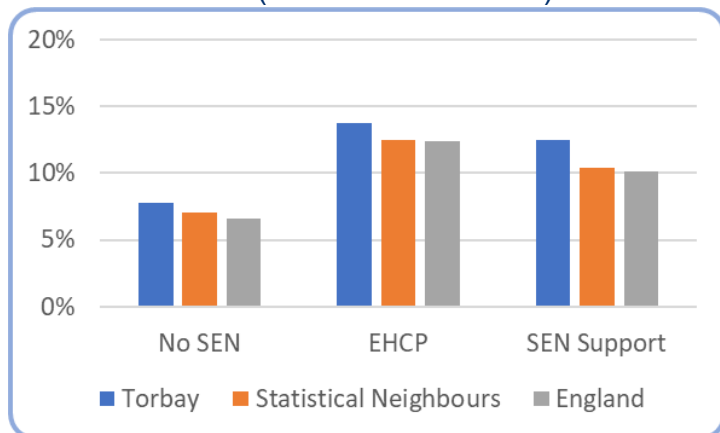


Source: Torbay Children's Services

Absence

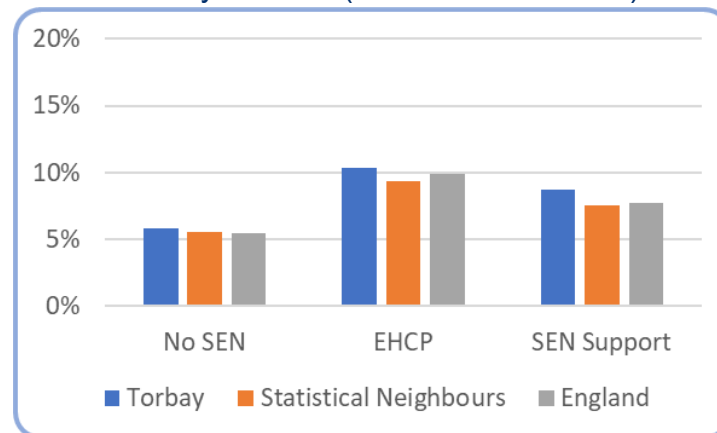
For the period 2021/22 to 2023/24, the percentage of school sessions missed was 78% higher within Torbay for those who had EHCP compared to those with no identified SEN (Fig 77). Rates of absence of those with an EHCP within special schools at 14.0% (Fig 80) were lower compared to those within secondary schools with an EHCP at 18.3% (Fig 79). Torbay's rate of absence across all schools for those with EHCP and SEN Support were significantly higher than statistical neighbours and England.

Fig 77: Percentage of sessions missed – All schools (2021/22 to 2023/24)



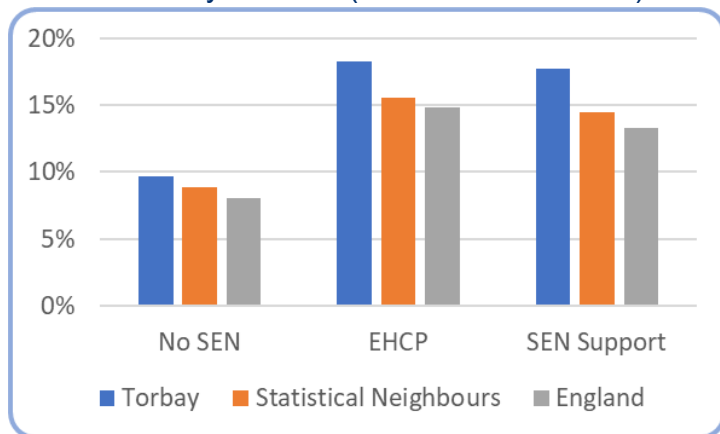
Source: Department for Education

Fig 78: Percentage of sessions missed – Primary schools (2021/22 to 2023/24)



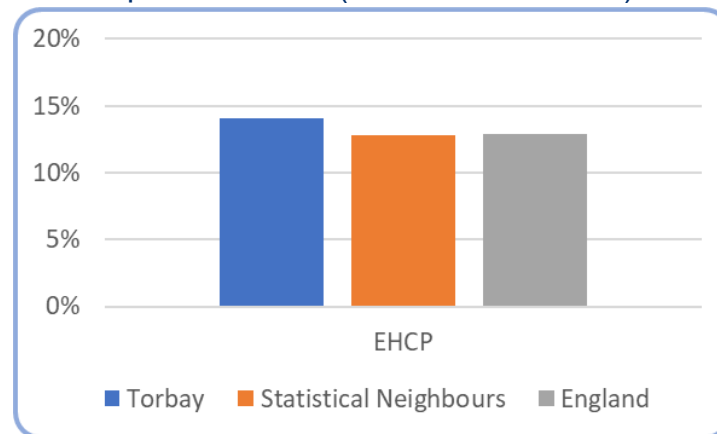
Source: Department for Education

Fig 79: Percentage of sessions missed – Secondary schools (2021/22 to 2023/24)



Source: Department for Education

Fig 80: Percentage of sessions missed – Special schools (2021/22 to 2023/24)



Source: Department for Education

Students outside of school

Approximately 600 students in Torbay are not at a school, the majority are receiving an education at home, with smaller numbers who have an Education, Health & Care Plan (EHCP) receiving an education other than at school (EOTAS) and a few who are 'missing education'. These are outlined below.

Education Other than at School (EOTAS)

EOTAS is education provision to meet the specific needs of pupils who have an EHCP who, for whatever reason, cannot attend a registered mainstream or special school. As of January 2026, there are 90 students in Torbay who are receive an education in this way. This is not the same as Elective Home Education which is a parental choice to home educate when it would have been possible to attend a registered mainstream or special school.

Elective Home Education

The 2025/26 Autumn Term Census showed 500 children in Torbay receiving Elective Home Education on Census Day. 3 out of 4 of these children were of secondary school age (Year Groups 7 to 11) compared to 1 out of 4 who were primary school age. More than half were in Year Groups 9 to 11. Rates in Torbay were significantly higher at 2.8 per 100 children compared to 2.0 per 100 children for England. There was a 50/50 split between females and males in Torbay.

Data from the SEN2 return for 2021/22 to 2024/25 showed that an average of 22 children with an EHCP were in receipt of Elective Home Education.

Children missing education

Over the last 3 years, the termly census has shown an average of 20 children missing education at each Census, rates in Torbay are consistently lower than the England average. Children missing education are children of compulsory school age who are not registered pupils at a school and are not receiving suitable education otherwise than at a school. This includes children who are awaiting a school place and children in receipt of unsuitable education, including those children local authorities are supporting to place into suitable education. It should be noted that it does not include pupils who are persistently or severely absent.

Transitions (Year 9 and above)

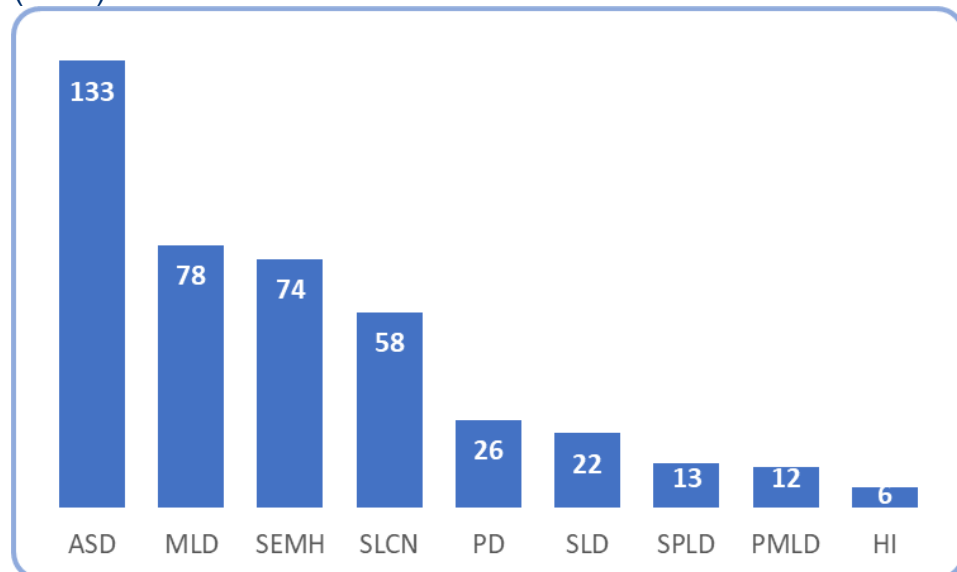
SEND for Year 9 to Year 14

The transition from childhood to adulthood can be difficult for all children, this has the potential to be exacerbated if a child's needs are not fully considered.

In 2025, there were 1,016 children in Year 9 to Year 14 at Torbay state schools who had a recognised special educational need, of these 428 had an EHCP. The 3 most prevalent primary needs among those with an EHCP in Year 9 and above during 2025 (Fig 81) were Autistic Spectrum Disorder (ASD), Moderate Learning Difficulties (MLD) and Social, Emotional & Mental Health (SEMH). Between them they account for 67% of the primary needs, those primary needs with 5 or fewer pupils were not included on the graph.

For those children receiving SEN Support in Year 9 and above during 2025 (Fig 82), the 3 most prevalent primary needs were Social, Emotional & Mental Health (SEMH), Specific Learning Difficulty (SPLD) and Speech, Language & Communication Needs (SLCN). Between them they account for 70% of the primary needs, those primary needs with 5 or fewer pupils were not included on the graph.

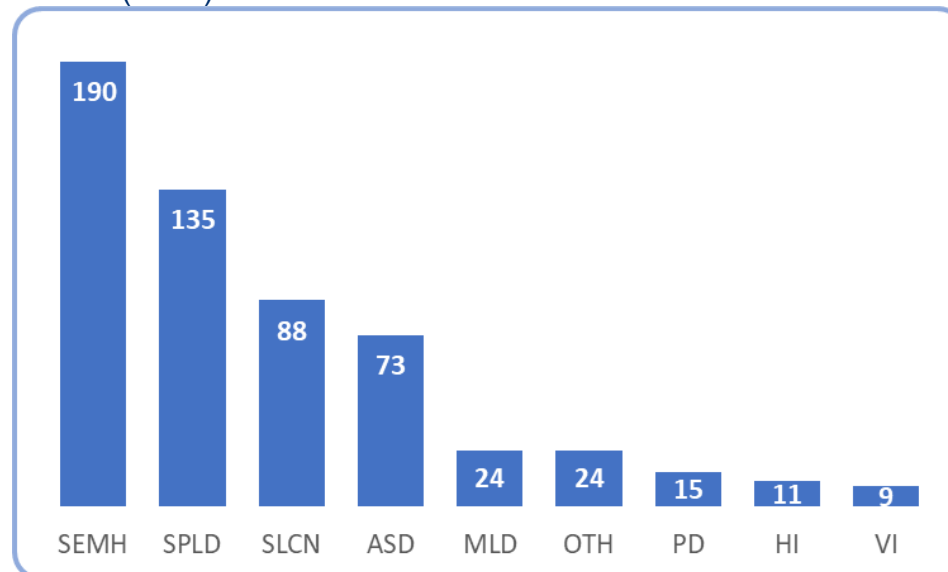
Fig 81: Primary Need of those with EHCP in Year 9 and above (2025)



Source: Torbay School Census Data – Spring Census

ASD = Autistic Spectrum Disorder, HI = Hearing impairment, OTH = Other, MLD = Moderate Learning Difficulty, PD = Physical Disability, PMLD = Profound & Multiple Learning Difficulty, SEMH = Social, Emotional & Mental Health, SLCN = Speech, Language & Communication Needs, SLD = Severe Learning Difficulty, SPLD = Specific Learning Difficulty, VI = Visual Impairment

Fig 82: Primary Need of those with SEN Support in Year 9 and above (2025)



Source: Torbay School Census Data – Spring Census

As with the general SEND population, there is a higher rate of those with EHCP and SEN Support in Year 9 and above from the most deprived areas of Torbay for 2025. Numbers in relation to ethnicity for 2025 are a small sample size but indicate significantly lower rates among those with an Asian or Asian British, Black or Black British, Chinese ethnicity compared to the Torbay average. In relation to sex, proportions are very similar to the 'all ages' EHCP population with Torbay resident males accounting for 69% of EHCP compared to 31% female. For SEN Support 55% are male compared to 45% female, this compares to 62% male and 38% female across all age groups.

69% of Year 9 and above pupils at a Torbay state school with an EHCP are currently attached to a Special School, the rest are in mainstream schools. For those receiving SEN Support, 96% are in a mainstream school, the remaining 4% are at a Pupil Referral Unit. King's Ash has the highest rate of EHCP and SEN Support (Fig 83), in raw numbers, Barton with Watcombe has the highest number of EHCP with 55, in relation to SEN Support, St Marychurch has the highest number with 67.

Fig 83: EHCP and SEN Support by ward for those in Year 9 and above (2025)

Town	Ward	EHCP Number	EHCP percentage of all pupils	SEN Support Number	SEN Support percentage of all pupils
Brixham	Furzeham with Summercombe (FS)	25	9.2%	26	9.6%
	St Peter's with St Mary's (SS)	16	6.7%	24	10.0%
Paignton	Churston with Galmpton (CG)	6	2.6%	29	12.4%
	Clifton with Maidenway (CM)	19	7.0%	22	8.1%
	Collaton St Mary (CSM)	12	8.7%	15	10.8%
	Goodrington with Roselands (GR)	18	8.5%	23	10.8%
	King's Ash (KA)	42	12.4%	52	15.4%
	Preston (PN)	13	4.1%	27	8.5%
	Roundham with Hyde (RH)	19	8.7%	31	14.1%
Torquay	Barton with Watcombe (BW)	55	10.0%	58	10.4%
	Cockington with Chelston (CC)	21	5.9%	29	8.2%
	Ellacombe (EL)	23	7.2%	42	13.1%
	St Marychurch (SM)	24	4.9%	67	13.6%
	Shiphay (SY)	29	6.6%	34	7.7%
	Tormohun (TN)	39	7.9%	38	7.7%
	Wellswood (WD)	10	7.2%	14	9.8%

Source: Torbay School Census Data – Spring Census

Youth Justice Service

Over the last 2 years, over a third (37%) of those young people who had an intervention from the Youth Justice Service had an EHCP (Fig 84). By comparison in 2025, 7.4% of Torbay resident pupils in Years 9 to 14 were recorded as having an EHCP. It should be noted that numbers are relatively small, therefore year to year rates can fluctuate significantly.

Fig 84: Young people who had an intervention from the Youth Justice Service

Year	Number of clients with EHCP	All clients	% with an EHCP
2023/24	27	77	35%
2024/25	23	59	39%

Source: Torbay Council – Youth Justice Service & Safer Communities

Adult Social Care

Within Torbay, the number of 18 to 24 year olds receiving active funded care as of 16th March 2025 was 161. Of these, most are receiving domiciliary care or day care. In relation to where they live, there are some caveats around the data as 19% of records carry an unknown status. Over half (60%) are known to be living with family or friends and 12% are in supported accommodation (Fig 85). The supported living service can be either supported living accommodation or outreach in the client's own home, of this group 63% have a primary support reason of Learning Disabilities.

Fig 85: Accommodation status of 18 to 24 year olds – March 2025

Accommodation Status	Percentage	Accommodation Status	Percentage
Living with friends and family	60%	Temporary Accommodation	1%
Supported Accommodation	12%	Adult Placement Scheme	1%
Living independently	5%	Unknown	19%
Residential Care/Acute Care	1%		

Source: Torbay Adult Social Care

Health Care Services for Children

Overview of health commissioning arrangements

One Devon Integrated Care System (ICS) serves a population of approximately 1.3 million people. NHS Devon Integrated Care Board (ICB) population is made of the populations of the local authorities it serves, including Devon County Council, Plymouth City Council and Torbay Council.

Torbay Health SEND services for children and young people are provided across four main health providers:

- Torbay and South Devon NHS Foundation Trust (TSDFT)
- Children and Family Health Devon
- Devon Partnership Trust (DPT)
- The Young Devon Partnership

The Thrive framework is used across Devon and is endorsed nationally, to commission and deliver Children & Young People's support, care and treatment. This procurement will encompass 'Getting Help & Advice' and 'Getting Help' components of the framework.

Support may be offered in one of the i-Thrive domains:

- Getting Advice
- Getting Help
- Getting More Help
- Getting Risk Support



Children and Young People’s Emotional Health and Wellbeing Services

Prevalence and Diagnosis

In Torbay, there are 25,122 people aged 0 to 17. This makes up 18.0% of the population (National average 20.8%). The ratio of people born female: male is 48.6%:51.4%, there are slightly fewer females than males in Devon and the composite local authorities than the national average, the volumes and proportions are summarised below.

Fig 86: Population ratios

	England		Devon ICB		Torbay	
	Total	%	Total	%	Total	%
Total	60,238,038		1,232,660		139,479	
Male	29,518,174	49.0%	600,962	48.8%	67,916	48.7%
Female	30,719,864	51.0%	631,698	51.2%	71,563	51.3%
0 to 17	12,506,535	20.8%	223,736	18.2%	25,122	18.0%
0 to 17 - Male	6,405,718	51.2%	114,913	51.4%	12,882	51.3%
0 to 17 - Female	6,100,817	48.8%	108,823	48.6%	12,240	48.7%

Source: ONS mid-year population estimates – Provided by NHS Devon ICB

The tables below show the estimated prevalence of possible and/or probable mental health needs of children and young people across England (Fig 87) and those figures extrapolated to Torbay based upon national prevalence and ONS population statistics (Fig 88). A total of 8,451 in Torbay would have a possible and/or probable mental condition based on the national prevalence rates.

Fig 87: Percentage of children and young people with a possible or probable mental health condition, 2023

Age	Probable Mental Health problem		Probable & Possible Mental Health problem	
	Male	Female	Male	Female
8 to 10 years old	13.6%	17.7%	21.0%	34.3%
11 to 16 years old	22.3%	22.9%	33.7%	35.5%
17 to 19 years old	15.4%	31.6%	30.1%	47.6%
20 to 25 years old	13.4%	30.4%	29.9%	44.6%

Source: NHS England: Mental Health of Children & Young People in England, 2023 – Provided by NHS Devon ICB

Fig 88: Numbers of Torbay children and young people with a possible or probable mental health condition, 2023, based on national prevalence

	Probable & Possible Mental Health problem			
	8 to 10 years	11 to 16 years	17 to 19 years	20 to 25 years
Total	4,550	9,052	4,039	6,618
Rate	27.8%	34.6%	38.6%	37.1%
Volume	1,371	3,103	1,541	2,436

Source: NHS England: Mental Health of Children & Young People in England, 2023 – Provided by NHS Devon ICB

Factors affecting the prevalence of mental health difficulties in children and young people in Torbay include:

- Deprivation: Children & Young People in Torbay are more likely to experience deprivation compared to the regional and national average. Torbay has the highest score in the South West.
- Self harm and suicide – Torbay has historically had significantly higher levels of self-harm amongst its 10 to 24 years old population, it also historically has a high suicide rate when compared to the England average.

Demand for Children and Young People’s mental health services

Nationally rates of probable mental problems doubled between 2017 and 2023:

- from 10.1% in 8 to 16 year olds to 20.3%
- from 12.5% in 17 to 19 year olds to 23.5%

Children and young people’s mental health services are the fastest growing NHS specialty. Nationally, across the NHS, referrals to children and young people’s mental health services have doubled over the period 2012/13 to 2019/20, however, there remains a significant unmet demand.

NHS Benchmarking Network Report 2022

Across Torbay our emotional wellbeing and mental health services and support are offered through a graduated response, universal, targeted and specialist through our iThrive model (Fig 89).

Fig 89: Children and Young People’s Emotional Wellbeing & Mental Health Services - Torbay

Area	Thriving	Getting Advice	Getting Help	Getting More Help	Getting Risk Support
Torbay		Emotional Wellbeing & Mental Health Service <small>Young Devon Partnership</small>			
		Family Hubs			
		Mental Health Support Teams in Schools (CFHD)			
			Community Mental Health Services		
			CIC Mental Health Service (CFHD)		
				Eating Disorder Services (CFHD)	
				CYP In-Reach Discharge Service (Young Devon)	
					Crisis Response Services (CFHD)
					Paediatric Wards (Acutes)
					Place of Safety (LSW Plymbridge)
					Tier 4- Inpatient Care
All Age					Specialist Eating Disorder Services (SWPC)
			First Response Crisis Line- 111 option 2		
			MH Desk & MH Vehicle- SWAST		
		Suicide Bereavement- Pete’s Dragons			

The majority of a child’s emotional and mental health needs can be met through the service provisions within the ‘lower’ quadrants of iThrive – With CAMHS/MERS meeting the highest level needs of the smallest proportion of Children & Young People.

Referrals and Waiting times

Mood, Emotions and Relationships (MERS) referrals have steadily increased from 2019 to 2022. Demand with referrals remaining relatively high throughout the period, peaking in 2021 with over 1,000 referrals annually.

Fig 90: Referrals to Children & Family Health Devon Services – Torbay Mental Health & Wellbeing (MERS service)

Service	2022/23	2023/24	2024/25	22/23 to 24/25 Total	19/20 to 21/22 Total
Mood, Emotions and Relationships (MERS) pathway	732	756	596	2,084	2,956

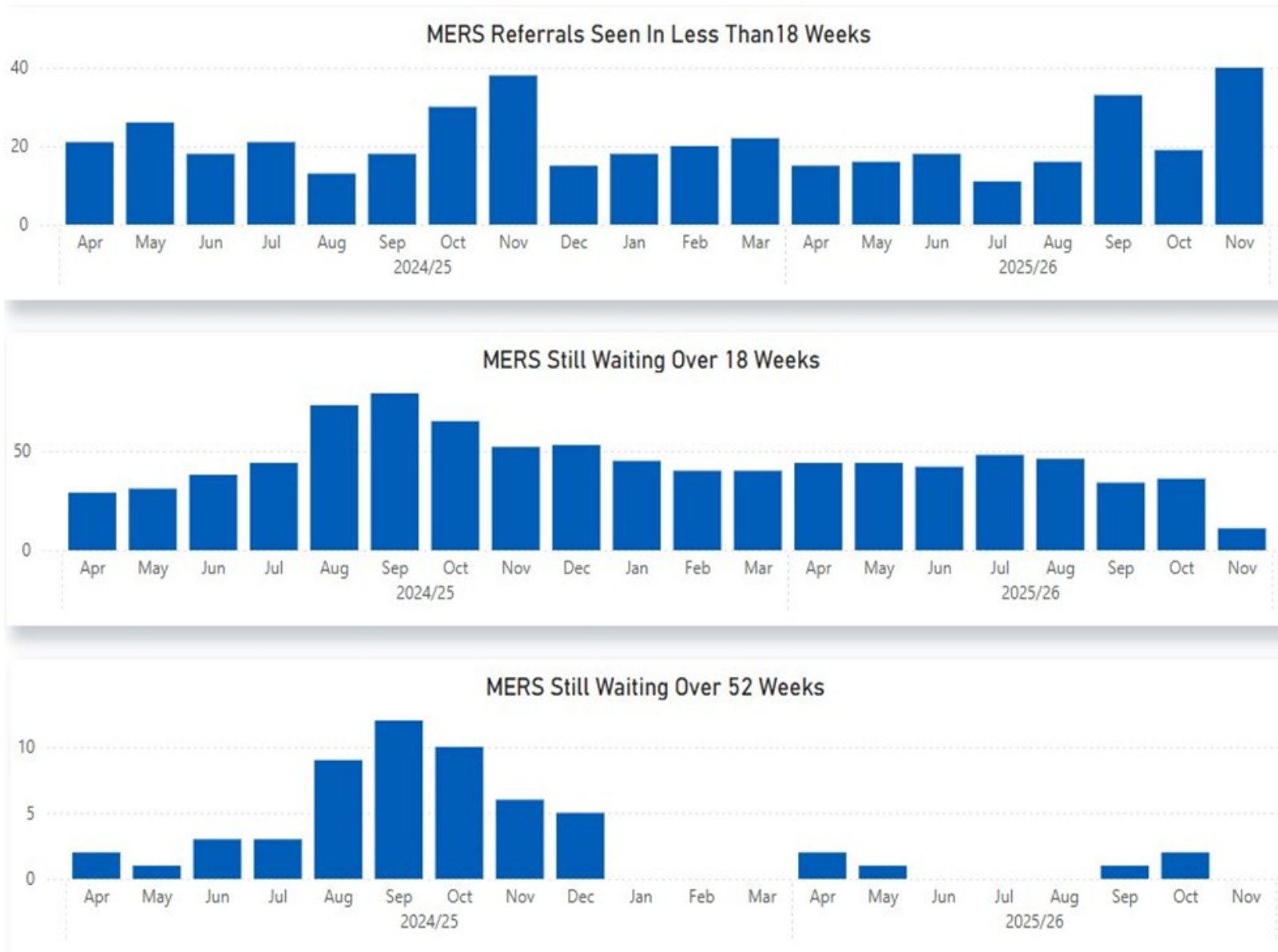
Source: NHS Devon ICB

The waiting list for children and young people requiring mental health support in Torbay has reduced significantly during 2025. This is due to several initiatives, including increasing initial contact sessions available to patients. There are no children waiting over 52 weeks in any area.

A summary of the MERS waiting times as of November 2025 can be seen within the graphs below (Fig 91). The data shows:

- Since April 2024, there are no children waiting over 104 weeks.
- There are currently no children waiting over 52 weeks (November 2025).
- The number of children waiting over 18 weeks for assessment continues to reduce (48 children in July 2025, down to fewer than 10 children in December 2025).

Fig 91: Referrals and Waiting Times for Children & Family Health Devon Services – Torbay Mental Health & Wellbeing (MERS service)



Source: NHS Devon ICB

In 2025, the new emotional health and wellbeing service “My Way” launched providing a digital support offer, counselling and youth work.

Over 2,000 young people are receiving tailored support through My Way’s wellbeing pathways, helping them feel understood and supported in managing their emotional health.

Young people who receive in-person counselling and Cognitive Behavioural Therapy experience significant improvements, with severe mental health concerns reducing by 59%, helping them feel safer and more in control.

Mental Health Support Teams (MHST) are available in 70% of Torbay schools, ensuring children can access help and support within an average of 6 weeks.

Speech, Language and Communication Needs

Fig 92: Speech, Language and Communication Needs of Children and Young People in Torbay

	0 to 4 years	5 to 9 years	10 to 14 years	15 to 18 years	0 to 18 total	19 to 24 years
England	3,067,400	3,340,500	3,496,400	2,640,100	12,544,300	4,094,500
Proportion of total population (all ages)	5.4%	5.8%	6.1%	4.6%	22.0%	7.2%
Torbay	5,900	7,100	7,600	5,900	26,500	7,000
Proportion of total population (all ages)	4.2%	5.1%	5.5%	4.2%	19.0%	5.0%

Source: Population data taken from the Balanced System® Framework – Provided by NHS Devon ICB

Fig 93: Referrals to Children & Family Health Devon Services – Torbay for Speech and Language Therapy

Service	2022/23	2023/24	2024/25	22/23 to 24/25 Total	19/20 to 21/22 Total
Speech & Language Therapy	791	557	364	1,712	2,698

Source: NHS Devon ICB

Waiting Times

As of November 2025, for children and young people 5 years and older, there are 630 children on the waiting list and the mean waiting time on the pathway is 60 weeks. For children and young people under 5 years, the number on the waiting list is 148 and the mean waiting time on the pathway is 21 weeks. With 66.7% seen within 18 weeks.

Children and Family Health Devon (CFHD) commenced phased implementation of 'The Balanced System' in May 2025 following a period of design and planning with local authorities, ICB and Parent carer forums. This has involved establishing easy access drop-in sessions for the under 5's. Children and families waiting the longest were invited to 'Easy Access' sessions and once the waiting list has reduced CFHD will transition to purely drop-in sessions.

Data shows a 78% reduction in the number of children waiting over 18 weeks for those under 5 years of age.

Neurodiversity

In Torbay there are 25,122 people aged 0 to 17 years, the estimated national prevalence for some common neurodevelopmental conditions is set in the table below (Fig 94).

Fig 94: Estimated prevalence of Autism, ADHD and DLD

Condition	Estimated National Prevalence	Estimated Prevalence in Devon ICB	Estimated Prevalence in Torbay
Autism	1 in 24	9,323	1,047
ADHD	3-4 in 100	6,713 (lower)	754
Developmental Language Disorder (DLD)	7.5 in 100	17,985	2,013

Source: NHS Devon ICB

Neurodiversity and Autism Recovery are key priorities within the children's community services recovery across the NHS in Torbay and across the NHS Devon footprint.

Across NHS Devon, we are addressing the situation of long waits, increasing demand, and understand the complexity of demand, by working with our NHS providers and partners to undertake specific immediate pieces of work to address urgent priorities across our system.

As of December 2025, 1,106 children and young people are waiting for an autism assessment in Torbay. The mean waiting time from a referral to treatment currently is 89 weeks. With only 10% seen within 18 weeks.

Community Paediatrics

Children with complex developmental needs or disability may be referred to the Community Paediatric service at Torbay & South Devon NHS Foundation Trust.

The data below shows the new and follow-up appointments the community paediatric service have completed since 2021/22 (Fig 95).

Fig 95: New and follow-up appointments for Community Paediatric service at Torbay & South Devon NHS Foundation Trust

Year	New	Follow-up
2021/22	523	917
2022/23	688	672
2023/24	760	725
2024/25	572	680

Source: NHS Devon ICB

For 2024/25, the average waiting time from referral to assessment was 252 days. To help reduce waiting times additional clinics, focused triage and increased capacity within the paediatric team has reduced the waiting times for children and young people in Torbay.

As of December 2025, the average waiting time is 147 days, and no-one is waiting over 40 weeks.

40% of those referred to the service are waiting less than 18 weeks to see a clinician.

The service is on track to achieve the milestone of seeing all patients within 18 weeks by September 2026.

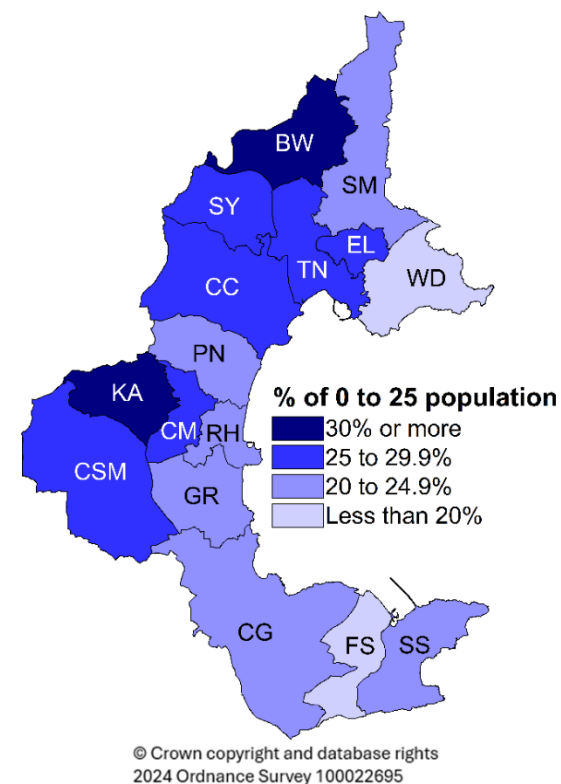
Health and Wellbeing of Children and Young People

0 to 25 year old population

The 2022 ONS ward population estimates gave a 0 to 25 population within Torbay of 34,858, this accounts for 25.0% of the estimated 2022 Torbay population. Between the wards there are some significant differences, approximately 1 in 3 of the population within King's Ash and Barton with Watcombe are aged 0 to 25. At the other end of the scale, the proportion of 0 to 25 year olds in Wellswood is just under 1 in 8 (Fig 96). The number of 0 to 25 years olds in Torbay is projected by the Office for National Statistics to fall over the next 10 to 20 years.

Fig 96: Torbay 0 to 25 population by ward (2022)

Town	Ward	0 to 25 population	Proportion of ward population aged 0 to 25	
Brixham	Furzeham with Summercombe (FS)	1,957	19.8%	
	St Peter's with St Mary's (SS)	1,537	22.3%	
Paignton	Churston with Galmpton (CG)	1,484	20.8%	
	Clifton with Maidenway (CM)	2,180	26.8%	
	Collaton St Mary (CSM)	990	29.6%	
	Goodrington with Roselands (GR)	1,683	22.6%	
	King's Ash (KA)	2,624	33.1%	
	Preston (PN)	2,406	22.8%	
	Roundham with Hyde (RH)	1,937	22.1%	
	Torquay	Barton with Watcombe (BW)	3,753	31.1%
		Cockington with Chelston (CC)	2,137	26.0%
Ellacombe (EL)		2,371	28.7%	
St Marychurch (SM)		3,101	24.7%	
Shiphay (SY)		2,343	29.0%	
Tormohun (TN)		3,488	26.7%	
Wellswood (WD)		867	12.2%	



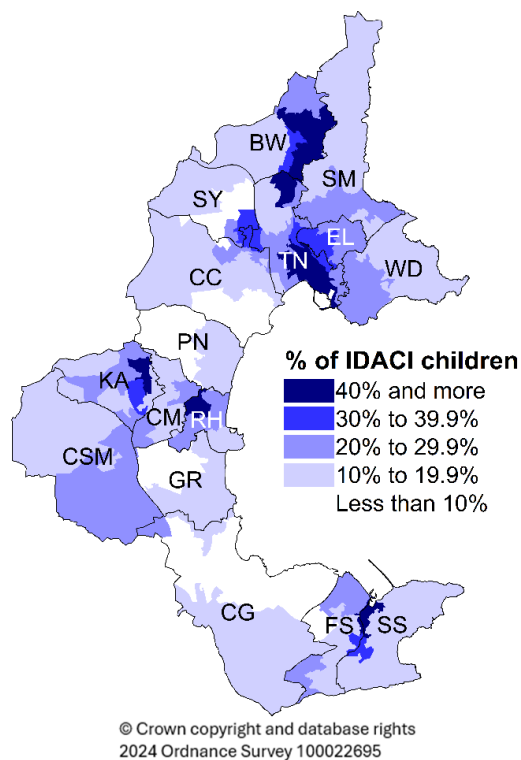
Source: ONS Ward population estimates 2022

Deprivation affecting children

The map shows the percentage of children aged 0 to 15 affected by income deprivation according to the 2019 English Indices of Deprivation (Fig 97). 12 of the 16 areas with significantly higher levels of SEND in Torbay are among the 20% most deprived areas of England in relation to income deprivation affecting children. Torbay was ranked as the most deprived upper-tier local authority in the South West in respect of income deprivation affecting children with 21.9% of children under 16 classified as being affected. The 5 wards of Tormohun (TN), Roundham with Hyde (RH), King's Ash (KA), Ellacombe (EL) and Barton with Watcombe (BW) were estimated to have rates significantly above the Torbay average.

It should be noted that the English Indices of Deprivation is from 2019, an updated version is not due until the late Autumn of 2025

Fig 97: Percentage of children affected by income deprivation (IDACI)

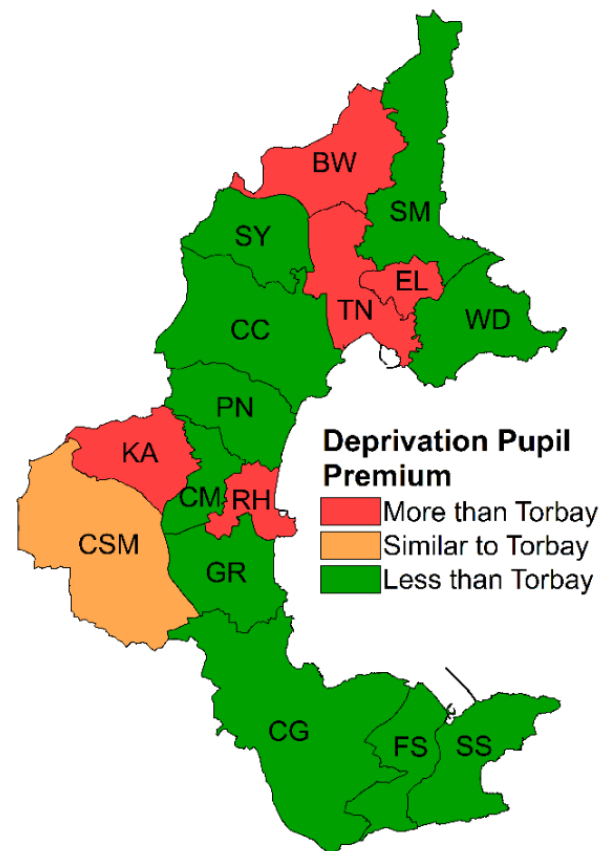
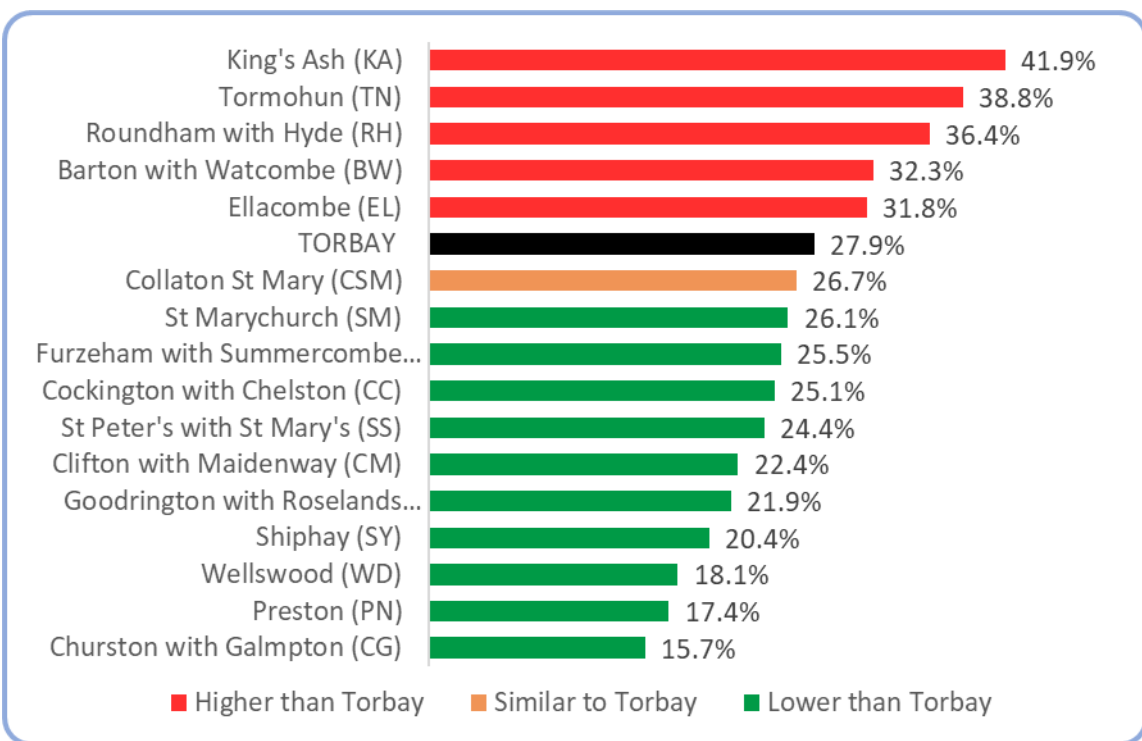


Source: English Indices of Deprivation 2019

The deprivation pupil premium is allocated to those pupils that have been known to be eligible for free school meals at any pupil level census over the last 6 years, rates in this category have been higher in Torbay than England. Within Torbay, there is a wide variation between different wards, 5 wards have 30% or more of their pupils eligible for the Deprivation Pupil Premium with 3 wards having rates lower than 20% (Fig 98).

There is significant overlap between wards with the highest percentage of pupils eligible for the Deprivation Pupil Premium and wards with higher levels of EHCP and SEN Support.

Fig 98: Percentage of pupils eligible for Deprivation Pupil Premium (2020/21 to 2024/25)



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Source: Torbay Children's Services

A&E Attendances

Over the 5 year period 2020/21 to 2024/25, the proportion of A&E attendances related to someone aged 25 and under was 28.1% (Fig 99), this is higher than the latest ward population estimates which shows 25.0% of Torbay residents are aged 25 and under. Since 2020/21, 38% of A&E attendances for those aged 25 and under have been classified as 'Trauma/musculoskeletal' which relate largely to injuries to the head/foot/shoulder etc. A&E attendances for those aged 25 and under peak in the 0 to 2 years age group. 2020/21 attendances were lower due to COVID-19 restrictions.

Fig 99: Torbay resident A&E Attendances

	2020/21	2021/22	2022/23	2023/24	2024/25	TOTAL
Aged 0 to 25	9,893	14,329	15,148	14,847	15,619	69,836
Aged 26 and over	28,706	34,225	34,507	39,545	41,423	178,406
% of attendances related to 0 to 25	25.6%	29.5%	30.5%	27.3%	27.4%	28.1%

Source: Hospital Episode Statistics

Hospital Admissions

Over the 5 year period 2020/21 to 2024/25, the proportion of unplanned admissions to hospital relating to someone aged 25 and under was 14.3% (Fig 100), approximately 1 in 6 unplanned admissions for those aged 25 years and under relate to those aged under 1 year. For planned admissions, 6.9% related to those aged 25 and under, the number of planned admissions has been on an upward trajectory for those aged 25 years and under and those aged 26 years and older.

Fig 100: Torbay resident Unplanned admissions to hospital

	2020/21	2021/22	2022/23	2023/24	2024/25	TOTAL
Aged 0 to 25	2,434	2,995	2,920	2,925	2,982	14,256
Aged 26 and over	15,816	16,897	15,690	18,085	18,950	85,438
% of admissions related to 0 to 25	13.3%	15.1%	15.7%	13.9%	13.6%	14.3%

Source: Hospital Episode Statistics

Urgent and Emergency care

Children and Young People in more deprived areas have higher attendance rates for acute and upper respiratory infections. Please find details on the next page of Children and Young People's Urgent and Emergency Care in Torbay (Fig 101).

Fig 101: Children & Young People's Urgent & Emergency Care

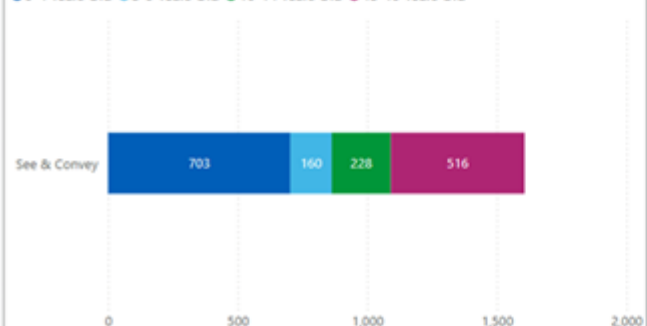
CYP Urgent & Emergency Care (UEC): Torbay

Between 8th September 2024 and 8th October 2025, there was a total of 1,607 calls to 999 in the Torbay area.

999 calls by age group (0-19) across the Torbay - between 08/09/24 -08/10/25 indicates a large proportion of 0-4 years required conveyance following visit, with the top 10 symptoms below.

999 call outcomes by age group

● 0-4 Years Old ● 5-9 Years Old ● 10-14 Years Old ● 15-19 Years Old



Top 10 symptom group of 999 calls

Symptom Group/Chief Complaint	See & Convey	Total
NHS 111	351	351
Breathing Problems	283	283
Convulsions/ Fitting	209	209
Unconscious/Fainting (Near)	75	75
Overdose/Poisoning (Ingestion)	72	72
Psyc /Abnorm Behaviour/Suicide Att	70	70
CSD CAT2 Escalation	62	62
Falls	54	54
Allergies/Envenomations	35	35
Chest Pain (Non Traumatic)	33	33
Choking	33	33
HCP Admission Level 2	33	33
Total	1,310	1,310

The graph below "Provider ED attendances trend" illustrates how Torbay's ED attendances have varied over time from November 2024 to September 2025.

Data shows us that the number of attendances fluctuates throughout the period, with no distinctive steady increase or decrease. To note: significant dips occur around November 2024 and March 2025, which has not been explored.

Provider ED attendances trend



Source: NHS Devon ICB

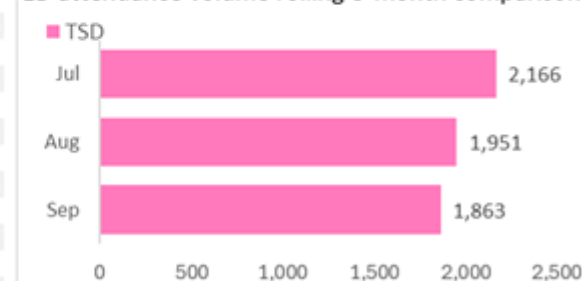
Between 04/09/24 and 04/10/25, there was a total of 25,738 paediatric Emergency Department (ED) attendances in the Torbay area. Between September and December 2024 there was a total of 7,710 ED attendances and between January to September 2025 there was a total of 17,752 ED attendances.

Data indicates there have been fewer ED attendances between July and September 2025, with the largest age group for attendances being 10-14 years.

Age_At_CDS_Activity_Date	Jul	Aug	Sep	Total
0	145	149	145	439
1	156	106	131	393
2	136	132	114	382
3	102	117	93	312
4	107	87	73	267
5	114	94	62	270
6	87	104	70	261
7	103	92	80	275
8	109	118	71	298
9	93	103	76	272
10	136	102	95	333
11	125	116	115	356
12	136	102	124	362
13	129	104	112	345
14	115	93	142	350
15	136	90	145	371
16	108	108	108	324
17	129	134	107	370
Total	2,166	1,951	1,863	5,980

The highest age groups that attended ED in September were babies in the >0<1 age group and 15 year olds.

ED attendance volume rolling 3-month comparison

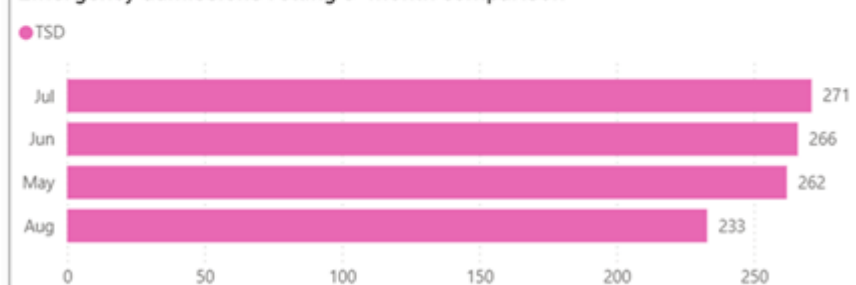


Between 31st July 2024 and 31 August 2025, there was a total of 3,758 calls to paediatric emergency admission in the Torbay area. Between July 2024 and December 2024 there was a total of 1,622 emergency admissions and between January to August 2025 there was a total of 2,136 emergency admissions.

The diagnosis that had the largest admission was respiratory.

Data indicates there have been fewer emergency admissions between July and September 2025, with the largest age group for admissions being 0-2 years.

Emergency admissions rolling 3-month comparison



Asthma

Within the NHS England CYP Transformation Dashboard (age 2 to 19), Devon is ranked 4th from bottom in the overall prescribing performance of ICBs and outlines that 66% of Children and Young People (9,921) with asthma are categorised as very high or high risk from their asthma (exacerbation, admission or avoidable harm from asthma).

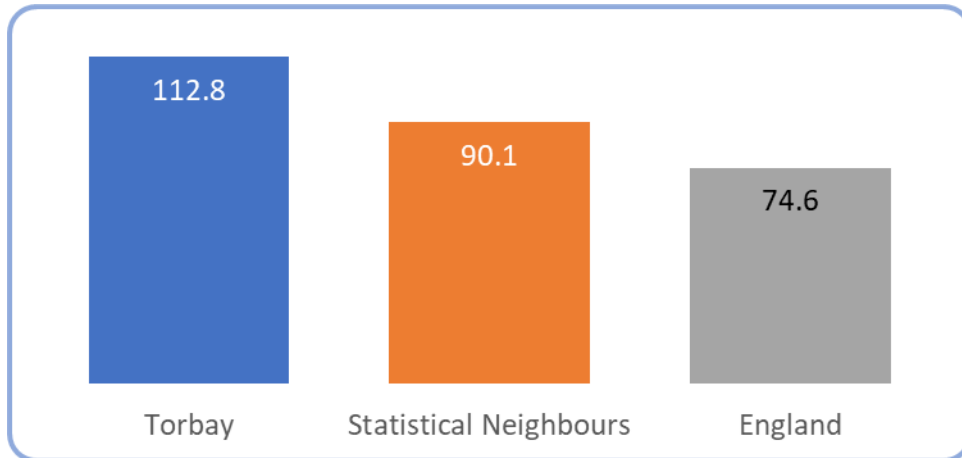
ED Attendances: Rates for Children and Young People's asthma in Devon are increasing annually whilst regional and national averages are decreasing. The rates have trebled in Devon when compared to pre-pandemic levels and of those who re-attend, 40% require an admission to hospital.

Admissions: Devon continues to be above the regional and national average for non-elective Children and Young People's asthma admissions, despite not returning to rates pre-pandemic, the gap between Devon and the South-West is widening from 16.9% in 2023/24 to 33.4% in 2024/25.

Alcohol, Self-harm and Dental Hospital Admissions

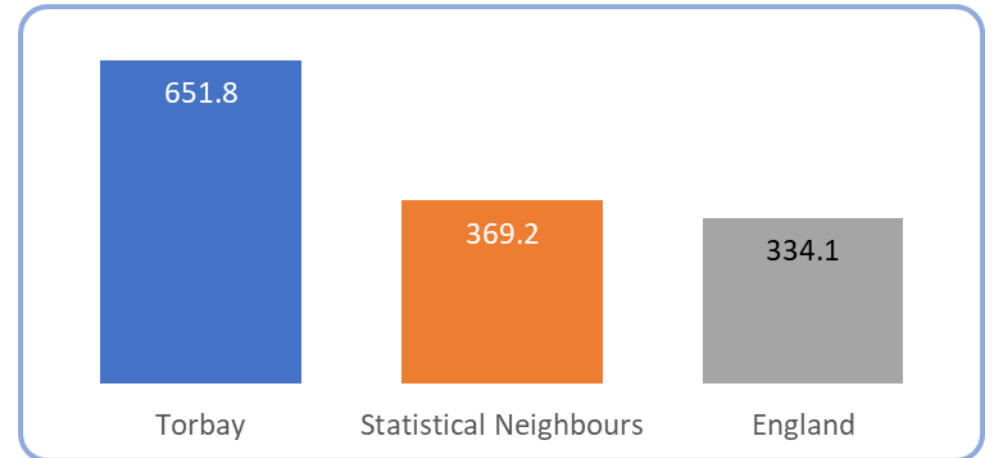
The rate of alcohol specific admissions relates to a primary diagnosis wholly attributable to alcohol. Torbay has been significantly higher than both our statistical neighbours and England over the 5 year period 2020/21 to 2024/25 although rates are on a downward trend (Fig 102). Torbay also has a rate of self-harm admissions amongst its 10 to 24 year old population that has been consistently above statistical neighbours and England over the last 5 years although rates are on a gradual downward trend (Fig 103). Hospital admission rates amongst 0 to 5 year olds for dental caries is significantly higher than our statistical neighbours and England (Fig 104) although rates are also on a downward trend.

Fig 102: Rate of alcohol-specific admissions to hospital for 0 to 25 year old population (per 100,000) – 2020/21 to 2024/25



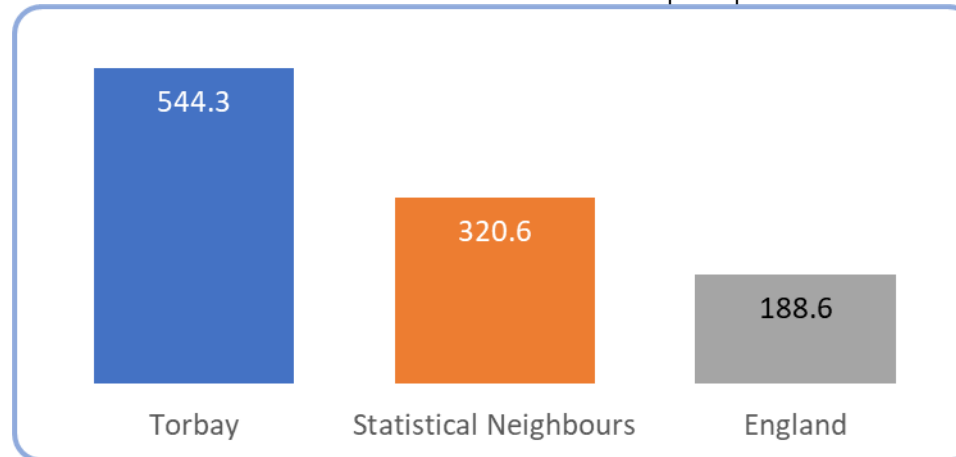
Source: Hospital Episode Statistics

Fig 103: Rate of self-harm admissions to hospital for 10 to 24 year old population (Age standardised per 100,000) – 2020/21 to 2024/25



Source: Hospital Episode Statistics

Fig 104: Rate of dental caries admissions to hospital for 0 to 5 year old population (per 100,000) – 2020/21 to 2024/25



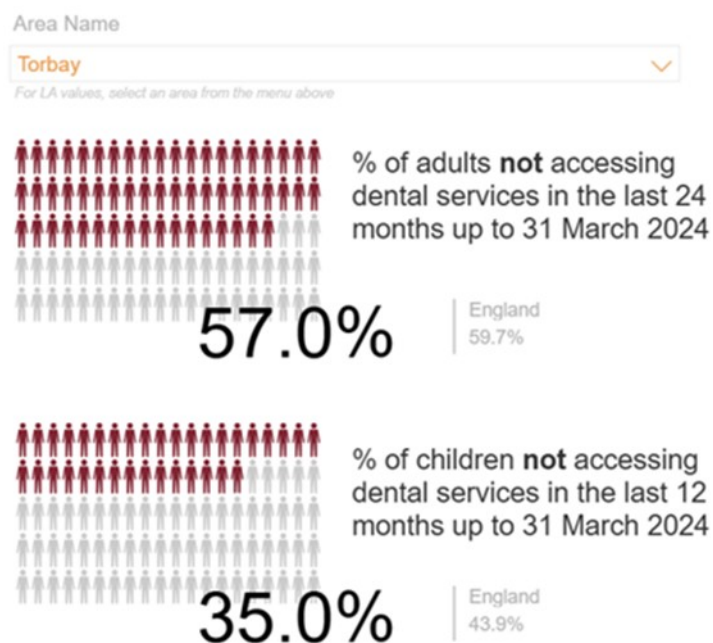
Source: Hospital Episode Statistics

Dental and Oral health

Torbay's Oral Health Framework for 2025 to 2030 can be found at [Torbay Oral Health Framework 2025/30 - Torbay Council](#). It highlights the following:

- 2023 Oral Health Survey of children in Year 6 – 11.2% of children with experience of tooth decay in Torbay.
- 2022 Oral health Survey of 5 year olds – 21.3% in Torbay had obvious tooth decay.
- 2022/23 – Torbay's hospital admissions for tooth decay requiring tooth removal for 0 to 5 year olds was 561.7 per 100,000, over **three times** the England and South West values.

Fig 105: Accessing NHS dental services - Torbay



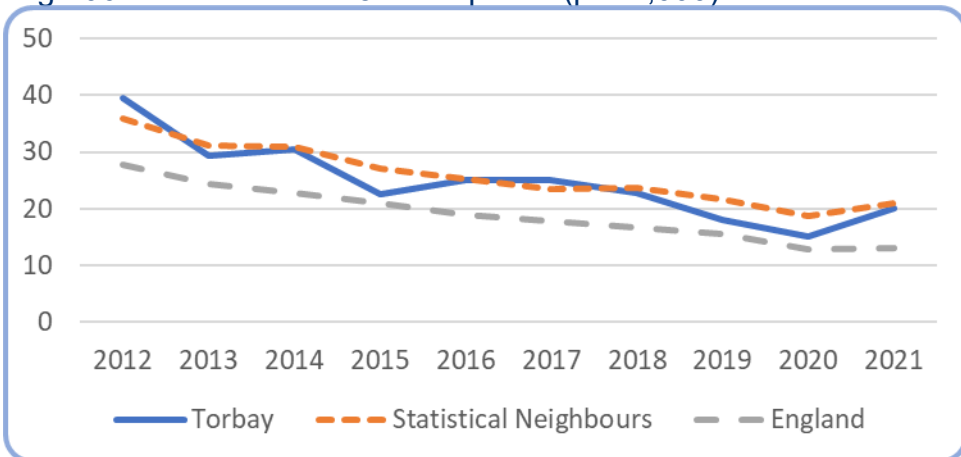
Source: NHS Dental Statistics (NHS Business Services Authority) – Provided by NHS Devon ICB

The percentage of children and adults not accessing dental services in Torbay has been better than England for the last 5 years.

Conceptions & Births

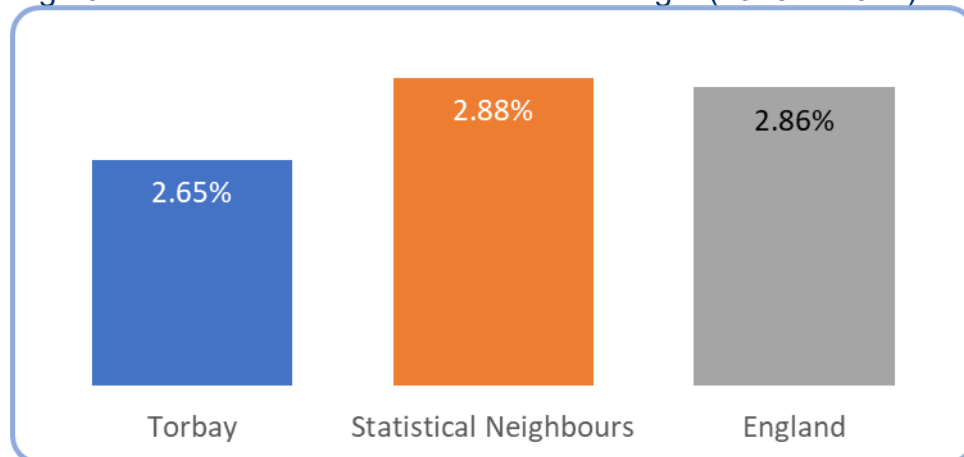
The rate of Torbay under 18 conceptions in 2021 (43 conceptions) is half that of 2012 levels (88 conceptions) (Fig 106). The percentage of term babies who are recorded as having a low birth weight is 2.65% in Torbay, this is slightly lower than our statistical neighbours and England but the difference is not statistically significant (Fig 107). The number of Devon-wide mothers smoking at the time of delivery has fallen significantly over the last decade to below our statistical neighbours and broadly in line with England, this data is not available at a Torbay level (Fig 108). Rates of premature births (less than 37 weeks gestation) in Torbay rose to be significantly higher than England since 2017-19 (Fig 109).

Fig 106: Rate of under 18 conceptions (per 1,000)



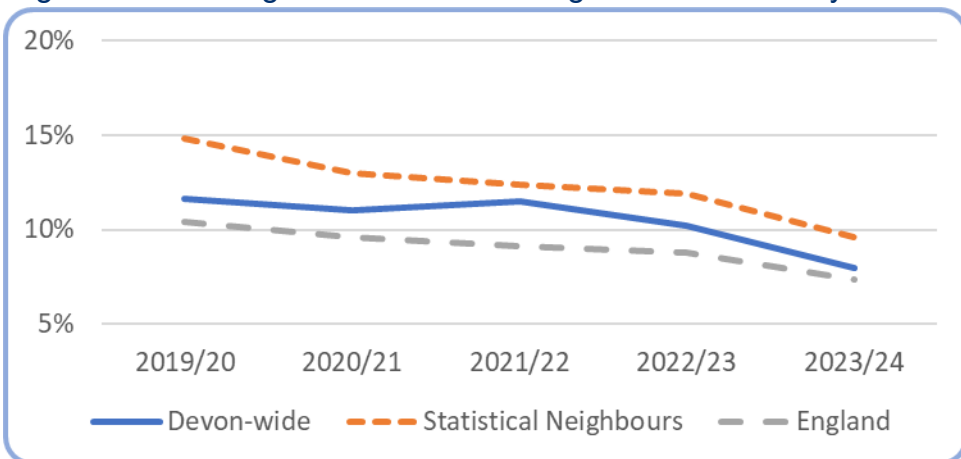
Source: OHID Public Health Profiles (Fingertips)

Fig 107: % of term babies with a low birth weight (2018 to 2022)



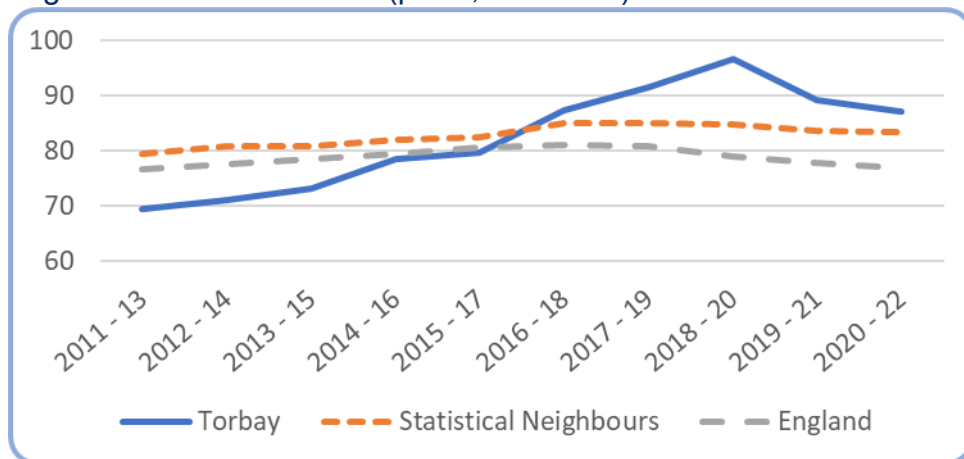
Source: OHID Public Health Profiles (Fingertips)

Fig 108: Percentage of mothers smoking at time of delivery



Source: OHID Public Health Profiles (Fingertips)

Fig 109: Premature births (per 1,000 births)



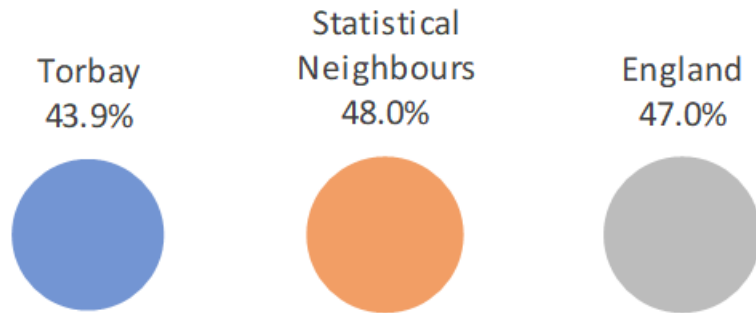
Source: OHID Public Health Profiles (Fingertips)

Activity & Weight

The Active Children and Young People Survey asks whether young people have participated in at least 420 minutes of moderate-vigorous intensity activity over the course of a week (equates to 60 minutes a day). For 2022/23, Torbay's rate of physical activity was broadly in line with statistical neighbours and England, data for Torbay was not available for 2023/24 (Fig 110). This data is based on a survey and as such can be volatile from year to year.

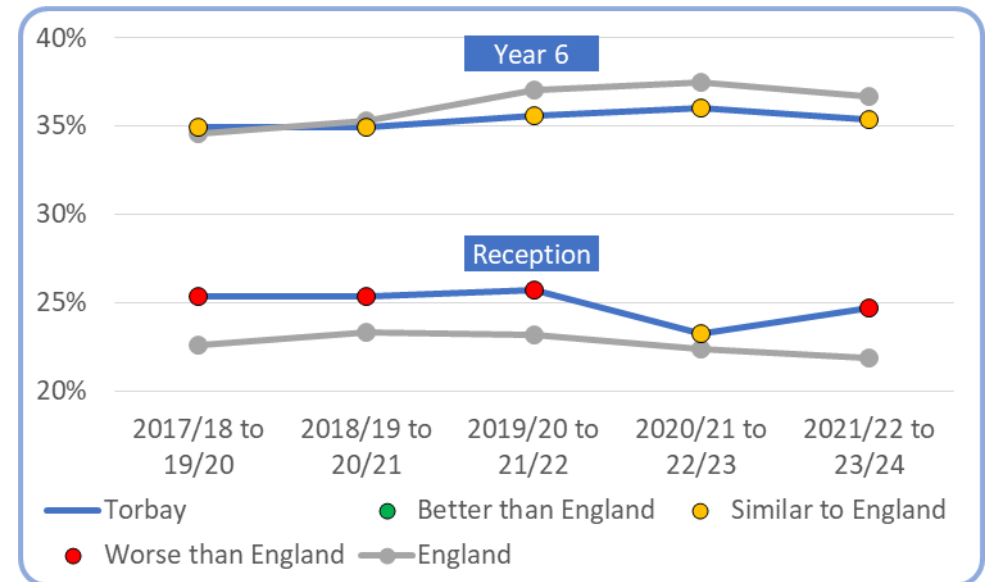
The National Child Measurement Programme (NCMP) aims to measure every state school pupil in Reception (aged 4 to 5) and Year 6 (aged 10 to 11). Approximately 1 in 4 reception aged children and 1 in 3 Year 6 children are classified as overweight or obese. Looking at 3 year time periods Torbay has consistently had a higher level of overweight and obese children at Reception stage than England, rates are broadly in line with our statistical neighbours. For Year 6 children, rates are broadly in line with the England average but lower than our statistical neighbours (Fig 111).

Fig 110: Percentage of physically active children and young people (2022/23)



Source: OHID Public Health Profiles (Fingertips)

Fig 111: Percentage of children who are overweight or obese



Source: OHID Public Health Profiles (Fingertips)

Obesity rates continue to rise, particularly among children from the most deprived areas, who are more than twice as likely to be obese than children living in the least deprived areas. Rates of obesity in Torbay have generally been in line with England rates in relation to Reception aged children and slightly better than England in relation to Year 6 children. The rise in childhood obesity presents significant long-term health risks, including type 2 diabetes, cardiovascular disease and mental health disorders.

Fig 112: Overweight (including obesity) prevalence - Torbay

Prevalence of overweight (including obesity) in Torbay by age

National Child Measurement Programme 2023 to 2024

In 2023 to 2024, 27.7% of children in reception (aged 4 to 5 years) were overweight or living with obesity



In 2023 to 2024, 34.1% of children in year 6 (aged 10 to 11 years) were overweight or living with obesity

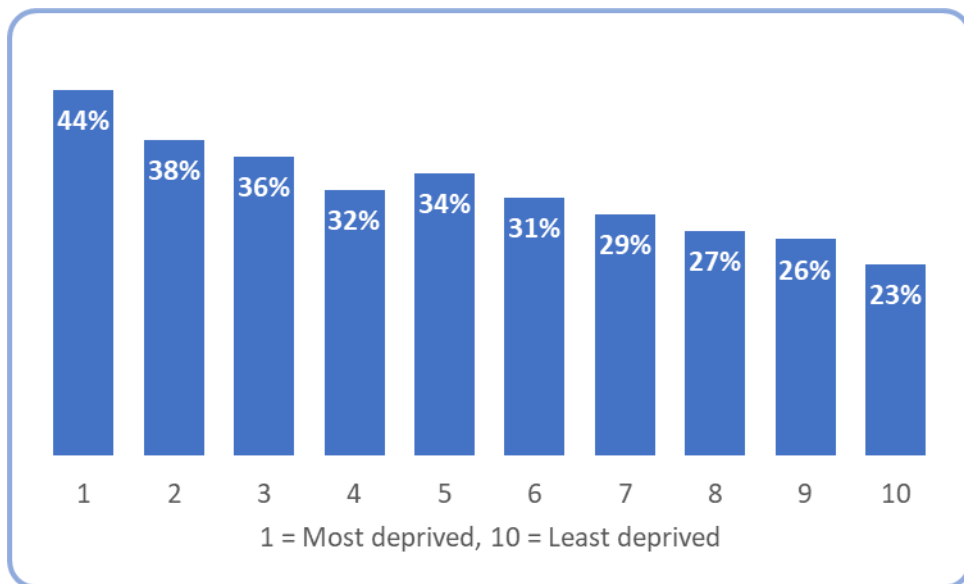


Source: National Child Measurement Programme – Provided by NHS Devon ICB

Cost of Living

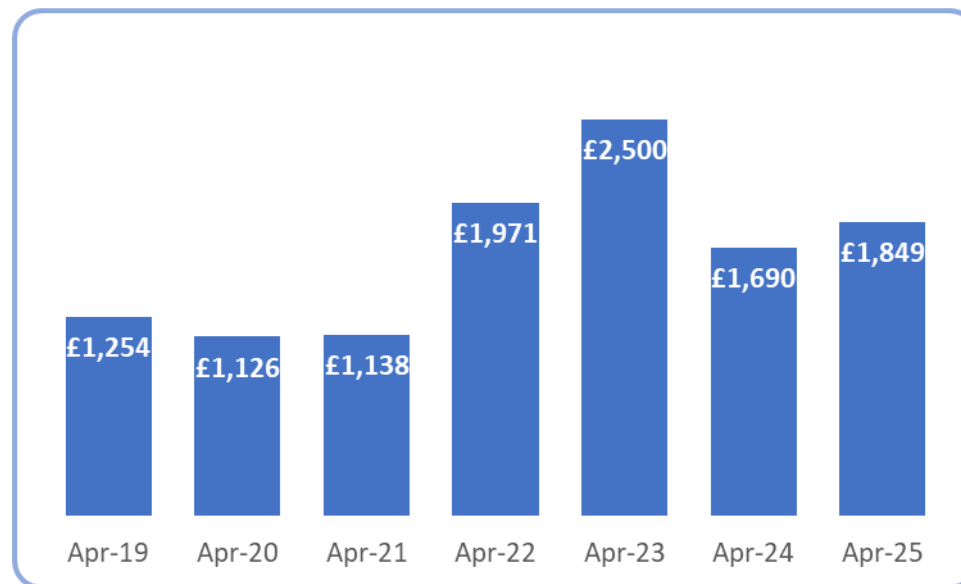
The percentage of household expenditure on housing, fuel, power and food as a percentage of total expenditure for 2022/23 was significantly higher for those with lower incomes (Fig 113). Increasing fuel costs have led to a substantial rise in the level of expenditure on fuel, power and food, an additional pressure relates to the increasing cost of housing. It should be noted that Torbay was ranked as the 24th most income deprived local authority (out of 151) in 2019, 22% of children within Torbay were classified as being affected by income deprivation in 2019 with the highest concentrations in Tormohun (31%), Roundham with Hyde (30%) and King's Ash (30%). The Energy Price Cap rose very significantly after the shocks to the energy market in the wake of the invasion of Ukraine. Whilst they have now fallen from their peaks, the energy price cap has increased by 62% from April 2021 to April 2025 (Fig 114).

Fig 113: Household expenditure on housing, fuel, power and food as a percentage of total expenditure by disposable income decile (2022/23)



Source: Office for National Statistics – Family spending

Fig 114: Energy Price Cap

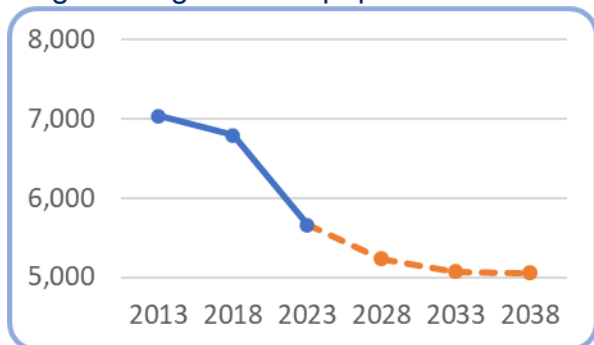


Source: electricityprices.org.uk

Population and projections

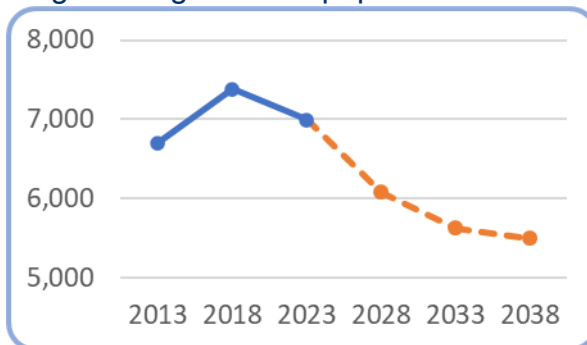
Population figures up to 2023 are taken from the ONS mid-year population estimates and 2028 to 2038 are from population projection figures, these projection figures date from 2022 predictions. The population data below shows a wave of children born in the early part of the 2010s working their way through the age groups, over the late 2020s and 2030s the number of children and young people in all age groups is expected to fall with the exception of the 20 to 24 year age group (Fig 115 to 120). The number of live births in Torbay has fallen significantly since the early and middle part of the last decade with close to 1,300 fewer births in 2021 – 2023 when compared to 2012 – 2014 (Fig 121).

Fig 115: Aged 0 to 4 population



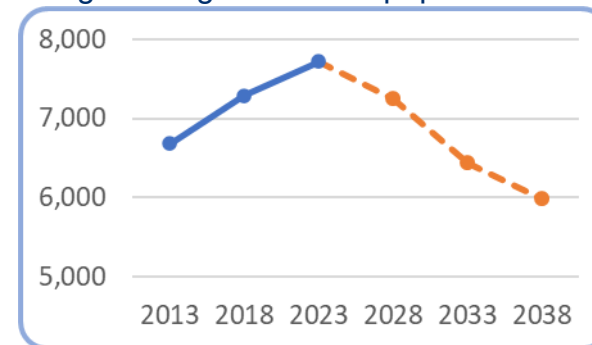
Source: NOMIS, Office for National Statistics

Fig 116: Aged 5 to 9 population



Source: NOMIS, Office for National Statistics

Fig 117: Aged 10 to 14 population



Source: NOMIS, Office for National Statistics

Fig 118: Aged 15 to 19 population

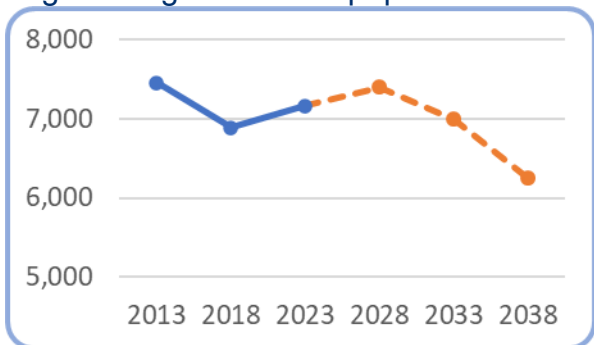


Fig 119: Aged 20 to 24 population

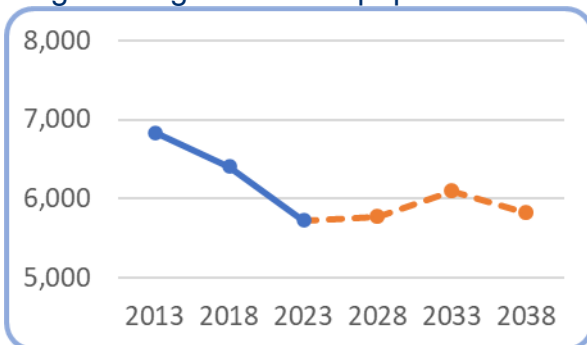


Fig 120: Aged 0 to 25 population

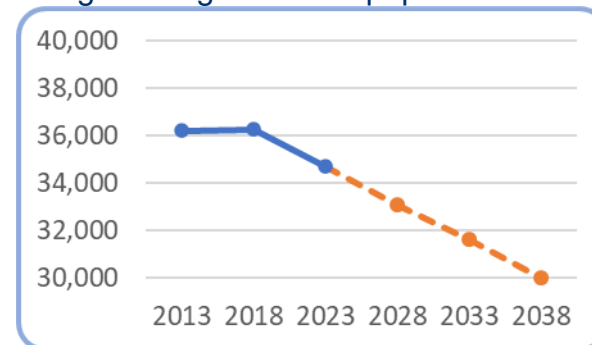


Fig 121: Live births to Torbay mothers

	2012 - 2014	2015 - 2017	2018 - 2020	2021 - 2023
Live Births	4,379	4,033	3,514	3,084

Source: NOMIS