



TORBAY
COUNCIL

NHS

Torbay SEND Reform Plan

Final Version for DfE Submission

June 2026

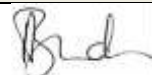
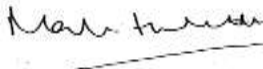
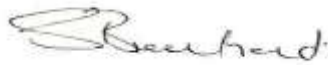


Name of Local Authority: Torbay Council

Name of Integrated Care Board: Devon and Cornwall ICB

Local SEND Reform Plan SRO: Hannah Baker, Divisional Director for Education and SEND

Signatories

Role	Name	Signature	Date
Chief Executive, Torbay Council	Anne-Marie Bond		16 June 2026
Director Children's Services, Torbay Council	Nancy Meehan		16 June 2026
Director of Finance, Torbay Council	Malcolm Coe		16 June 2026
Local SEND Reform Plan SRO	Hannah Baker		18 June 2026
Independent Chair	Alison Hurley		18 June 2026
Chief Executive, NHS Devon Integrated Care Board (ICB)	Mark Hackett		18 June 2026
Place Director, NHS Devon Integrated Care Board (ICB)	Susan Bracefield		18 June 2026



Executive Summary

1. Build a 0–25 system where children and young people achieve and thrive

Torbay is moving towards a fully integrated 0–25 SEND system, shifting from a reactive and fragmented model to one that is inclusive, preventative and coordinated. This reflects high levels of need linked to deprivation, health inequalities and complex family circumstances, alongside rising demand, delays in support and inconsistent family experiences.

a) More inclusive settings:

Currently, only 35.8% of pupils with EHCPs attend mainstream settings, alongside high levels of absence and exclusions. Inconsistent delivery of the universal offer and graduated response continues to drive uneven inclusion and escalating need. Over the next three years, Torbay will strengthen Ordinarily Available Inclusive Provision (OAIP) and an effective graduated response, embed locality-based delivery and expand early intervention through the Experts at Hand offer (EaHO). These actions aim to increase mainstream inclusion, reduce reliance on out-of-area placements and ensure needs are met earlier and more effectively.

b) Stronger local partnerships:

Partnership working has significantly improved following inspection and implementation of the Priority Impact Plan, with clearer governance and more aligned leadership through the SEND Board. However, historical challenges in joint working, commissioning and communication have contributed to fragmentation and delays. The ambition is a fully integrated system where parent carers, education, health and care partners operate through shared pathways, joint commissioning and locality-based delivery. This will be supported by Family Hubs, Families First and sub-regional collaboration to improve consistency and efficiency.

2. Improve workforce capacity and capability

Workforce capacity remains a significant challenge, particularly in Educational Psychology, Speech and language therapy and wider health services. Recruitment and retention difficulties impact timeliness, quality and system resilience, while variability in practitioner confidence contributes to inconsistent early identification and reliance on referrals.

Over the next three years, Torbay will build a more confident and skilled workforce across all sectors. Priorities include strengthening SEN Co-ordinator (SENDCo) capacity, expanding multi-agency training and embedding specialist outreach through the Experts at Hand offer. This will support earlier intervention, reduce dependency on Education, Health and Care Plans (EHCPs) and enable more needs to be met within mainstream provision.



3. Improve confidence and experience of children, families and stakeholders

Inspection findings highlighted delays, inconsistent experiences and weak communication, contributing to low parental confidence. Although governance, data use and engagement are improving, these changes are not yet consistently experienced by families.

The next phase will focus on delivering visible improvements in key pressure areas, including EHCP timeliness, health waiting times and exclusions, alongside strengthening communication and co-production. The aim is to create a more responsive and transparent system, with clear pathways, timely support and meaningful family involvement in decision-making.

4. Stabilise finances and improve value for money

Since joining the Safety Valve Programme in 2023, Torbay has strengthened oversight of the SEND budget, placing it in a strong position for SEND reform. It has been successful in containing placements at Independent and Non-Maintained Special Schools through a targeted programme of enhancing special school enhanced provision, now the focus will be turned to strengthening mainstream provision. Financial pressures do still remain due to historically high EHCP demand and reliance on specialist provision, particularly in ASC (Autistic Spectrum Condition), SEMH (Social, Emotional, and Mental Health) and alternative provision.

Over the next three years, resources will be aligned more effectively through strategic commissioning, data-led planning and a co-produced sufficiency strategy. Investment in early intervention, inclusive mainstream practice and integrated delivery will reduce reliance on high-cost provision while improving outcomes.

Overall, financial sustainability is closely linked to system reform: a more inclusive, preventative and coordinated approach will deliver better outcomes, improved experiences and long-term value for money.

Section 1 – Vision and Goals

1. What the local area partnership is trying to achieve?

Our Vision

A SEND system in Torbay that is inclusive and ambitious, where children and young people with SEND:

- are valued, supported early, and able to do well in their local communities while growing in confidence for adult life.
- receive the right support at the right time, in the right place.
- feel they belong and be ready for independent and fulfilling lives.



To achieve this, 5 overarching goals will guide delivery to 2029.

Goal 1: Improved educational outcomes for children and young people with SEND through earlier identification and effective intervention in inclusive provision

- Increase the proportion of children and young people with SEND making meaningful individual progress, recognising personalised measures of development alongside academic attainment in line with age related expectations, within inclusive early years, schools and colleges which embed early and timely support following the identification of need.

Goal 2: Increased confidence in local SEND arrangements

- Implement clear, widely understood and trusted SEND pathways which in turn increase confidence by ensuring clear accountability, transparency in decision making and consistent communication, so families understand who is responsible, what will happen next, and why.

Goal 3: Meaningful co-production with families and young people is embedded across the system

- Ensure co-production influences decisions, priorities and outcomes, not just process, with evidence of how feedback from children, young people and families shape change.

Goal 4: Improved experience of assessment and planning

- Improve experience of all assessment and planning by focusing on quality, clarity and confidence, including better communication, fewer disputes, and a reduced need for families to escalate concerns.

Goal 5: Strong financial governance and accountability

- Have strong oversight and act to use resources more efficiently. Reduce reliance on independent specialist placements by investing earlier in workforce capacity, alternative provision and preventative support, enabling needs to be met locally sooner.

Appendix 9: supports questions 1 and 9, it includes a table that shows how these goals have been informed by Parent/carers and young person's feedback



Section 2 – Strategy

2. Where the local area partnership expects to be in the next 3 years

Local blueprint for the next 3 years

Note: Our 5 success measures and target metrics are also listed within the summary 3-year roadmap see response to question 5.

There are 5 success Measures in our plan, this table shows how they align across all building blocks.

1. Equitable inclusion, adequate provision, sustained attendance, and measurable outcomes
2. Workforce capability and confidence
3. Effective demand management through early intervention and timely support
4. Improved experiences, strengthened co-production, and greater confidence in services
5. Data, Insight and Quality

SUMMARY TABLE

Appendix 1 sets out in detail how Torbay has addressed the 43 minimum requirements on the DfE's reform plan guidance

Building Block 1: Strengthening Inclusion Across Education Settings

Pillars 2, 3, 4 and 7

Summary of enablers and success measures	Where we are	Where we will be in the next 3 years
The successful delivery of these SEND improvements is underpinned	Torbay SEND Local Area Partnership is in a strong position to make rapid improvements over the next three years.	In three years, Torbay will have a confident, integrated SEND system underpinned by a strong universal offer that enables early identification and support within mainstream



by a set of core enablers that collectively drive better outcomes, efficiency, and confidence across the system: • Strong leadership & governance – clear strategy, accountability, and decision-making • Skilled and sufficient workforce – capacity across education, health, and SEND services with strong training. • Inclusive practice in mainstream settings – consistent graduated response and early intervention • Local provision & commissioning – sufficient, high-quality local placements to reduce reliance on independents. • Effective processes & data – streamlined systems, strong performance tracking, and timely delivery • Partnership working – integrated multi-agency collaboration across education, health, and care. • Early help & demand management – accessible	Our recent Priority impact Plan, which has focused on many of the key building blocks, mean our infrastructure for change is already progressing. Changes already made to our governance mean we are starting from a strong and robust position, our priorities in universal support, commissioning and support whilst waiting mean we can enhance what has already been started. Recent work on our sufficiency has already made key changes to place numbers and types of need. Our improvement grants and pilot work have already trailed many 'Expert at Hand' services. Our Locality Pilots have given us a valuable 'test and learn' opportunity to now springboard and expand this style of collaboration. Support from the DfE RISE universal programme is drawing all school settings together to support the wider inclusion work.	settings. Staff will be equipped to meet needs effectively, with clear and rapid pathways to specialist support where required. Inclusion will be strengthened through expanded mainstream provision, specialist outreach, and locality-based collaboration, reducing reliance on high-cost placements and exclusions while improving parental confidence. Planning will be fully evidence-led, using JSNA intelligence to shape a coherent, high-quality network of provision across all areas, ensuring equitable access and reduced variability. Surplus capacity will be repurposed to meet demand, and transport considerations will be embedded in decision-making. Overall, the system will deliver consistent, place-based support, improved outcomes, and a more sustainable, inclusive SEND offer.
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support pathways to reduce escalation to EHCPs.

- Stakeholder confidence – strong engagement with parents, carers, and schools

Success Measures

By 2029 children and young people with SEND in Torbay will experience greater belonging, earlier support and improved outcomes. We expect to see change in the following key indicators that evidence change within our system:

1. Equitable inclusion, adequate provision, sustained attendance, and measurable outcomes

- Increase % of EHCP pupils educated in mainstream settings year-on-year
- Reduce number and rate of in-area independent placements
- Improve availability and balanced occupancy of local specialist provision
- Increase proportion of pupils supported at SEN Support level (prevent escalation)
- Reduce reliance on independent special school places

Baseline

Inclusion and Sufficiency	
% of EHCP pupils educated in mainstream settings in Jan 2026	35.80%
In Area Independent Placements	42
% of children who are identified as SEN K	13.10%
Target number of inclusion bases	Current ERPs- 4
Number of children who are EHE due to unmet need	608 (June 2026)
NMSS or Independent Schools - LA Funded	2.30%

Attendance and Outcomes	
Absence rates for pupils who are SEN K	13.20%
Absence rates for pupils who have an EHCP	14.10%
Persistent Absence for pupils who are SEN K	817 pupils
Persistent Absence for pupils who have an EHCP	510 pupils
Suspension rates for pupils who are SEN K	52.12
Suspension rates for pupils who have an EHCP	67.11

Target Metrics

Inclusion and Sufficiency	
% of EHCP pupils educated in mainstream settings in Jan 2029	40.72%
In Area Independent Placements	31 (25% reduction)
% of children who are identified as SEN K	14.2% (national)
Target number of inclusion bases	Specialist Bases – 7 primary, Secondary - 3 Inclusion Bases- 10 primary, 5 secondary (mandatory)
Number of children who are EHE due to unmet need	500
NMSS or Independent Schools - LA Funded	2.00%
Attendance and Outcomes	
Absence rates for pupils who are SEN K	11.20%
Absence rates for pupils who have an EHCP	12.10%
Persistent Absence for pupils who are SEN K	500 Pupils



• Improve attendance rates for pupils with SEND • Reduce persistent absence within the SEND cohort • Reduce fixed-term and permanent exclusions for pupils with SEND • Improved Early Years Foundation Stage (EYFS) Good Level of Development (GLD) • Reduce number of young people with SEND who become Not in Education, Employment, or Training (NEET)	EYFS GLD for all children	68.5% (749)	Persistent Absence for pupils who have an EHCP	300 pupils
	EYFS GLD for children who have free school meals	50.7% (109)	Suspension rates for pupils who are SEN K	In line with national figures
	Young people who are SEN and NEET (16-18)	125 NEET (March 2026)	Suspension rates for pupils who have an EHCP	In line with national figures
	% of children achieving Eng & Maths (L5) for children at SEN support (by age 16)	above national (23.7%: 22.4%)	EYFS GLD for <u>all</u> children	77.8% (850)
			EYFS GLD for children who have free school meals	61.6% (132)
			Young people who are SEN and NEET (16-18)	In line with statistical neighbours
			% of children achieving Eng & Maths (L5) for children at SEN support (by age 16)	In line with national

Building Block 2: Access to specialist support and local placements

Pillars 4, 5 and 6

Summary of enablers and success measures

The successful delivery of these SEND improvements for Building Block 2 is supported by a set of core enablers that strengthen capacity, consistency, and confidence across the system:

- Capacity and workforce – sufficient specialist services and skilled practitioners across the system

Where we are

Torbay is well placed to deliver the Experts at Hand model, having already introduced many of its core components through strong partnership working over the past 18 months. A robust evidence base, combining JSNA intelligence and co-production with families, provides a clear understanding of local needs and priorities. Existing provision, such as specialist outreach, neurodiversity programmes and SEMH locality pilots, offers a solid foundation for integrated, multiagency support, alongside early improvements in access to key therapies.

Where we will be in the next 3 years

By year three, Torbay will have a fully embedded and mature Experts at Hand (EAH) model, delivered through a jointly owned partnership approach with clear governance, shared accountability and formalised delivery arrangements. The offer will be cohesive, consistent and shaped by robust data, ongoing co-production and a continuously evolving partnership pathway map.

Alternative Provision will operate as part of a flexible, tiered system, with sufficient capacity and a stronger focus on early, needs led intervention rather than exclusion. Mainstream settings will have consistent, timely access to



• Clear pathways and processes – consistent multi-agency pathways and efficient referral systems • Inclusive and early intervention practice – strong mainstream support and focus on prevention and reintegration. • Equitable provision – consistent service offers across all settings with targeted support for vulnerable groups. • Data and performance focus – tracking outcomes, timeliness, and impact to drive improvement. • Engagement and confidence – clear communication, co-production, and support to build trust among families, schools, and practitioners.	The next phase will focus on scaling and aligning this work into a more coherent and consistent system, addressing gaps in alternative provision and workforce capacity. Strong governance through the SLAIP Board and Priority Impact Plan provides clear accountability. Over the next three years, Torbay will expand and embed the model, improving timeliness, consistency and access to specialist expertise across the system.	specialist support, underpinned by a resilient, jointly commissioned workforce and strengthened regional collaboration. This will be supported by stable implementation frameworks, clear performance oversight, and locality-based working that brings partners together around shared priorities. The result will be a more integrated, preventative and responsive system, delivering more consistent experiences and improved outcomes for children, young people and families										
Success Measures 2. Workforce capability and confidence • Recruit and retain specialist staff for EAH model • Positive feedback from settings and families on EAH • Increasing proportion of EAH time on whole school delivery	Baseline <table><tr><th colspan="2">Improving Workforce Capability and Confidence</th></tr><tr><td>Recruit and retain specialist staff for Experts at Hand Model (Educational Psychologists, Speech and Language Therapists and Occupational Therapy and their support workers)</td><td>2025/2026 FTE: SaLT = 11.9 OT = 5.97 EP = 9.81</td></tr></table>	Improving Workforce Capability and Confidence		Recruit and retain specialist staff for Experts at Hand Model (Educational Psychologists, Speech and Language Therapists and Occupational Therapy and their support workers)	2025/2026 FTE: SaLT = 11.9 OT = 5.97 EP = 9.81	Target Metrics <table><tr><th colspan="2">Improving Workforce Capability and Confidence</th></tr><tr><td>Recruit and retain specialist staff for Experts at Hand Model (EP, SaLT and OT and their support workers)</td><td>100% appointed- subject to recruitment (see appendix 6 EAH plan)</td></tr><tr><td>Positive feedback from settings and families on Experts at Hand which</td><td>Target to be calculated after establishing baseline</td></tr></table>	Improving Workforce Capability and Confidence		Recruit and retain specialist staff for Experts at Hand Model (EP, SaLT and OT and their support workers)	100% appointed- subject to recruitment (see appendix 6 EAH plan)	Positive feedback from settings and families on Experts at Hand which	Target to be calculated after establishing baseline
Improving Workforce Capability and Confidence												
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Positive feedback from settings and families on Experts at Hand which	Target to be calculated after establishing baseline											

- Reducing repeat referrals for the same issues 3. Effective demand management through early intervention and timely support - Reduce waiting lists for specialist support - Reduce waiting times for specialist input - Increase % of EHCPs completed within 20-week statutory timescales - Shorten wait times for therapies (e.g. SALT, EP, CAMHS) - Reduced waiting times for specialist services (e.g. EP, SALT, OT) - Mainstream settings with increased access to Education Psychologists/SaLT/OT Other Effective demand management through early intervention and timely support are listed under Building Block three. 4. Improved experiences, strengthened co-production, and greater confidence in services - Improved ability for users to understand and navigate the system	Positive feedback from settings and families on Experts at Hand which shows that the model is embedding including access to support, timeliness of support, staff confidence in meeting need and monitoring workload burden and wellbeing	Baseline to be established in year 1	shows that the model is embedding including access to support, timeliness of support, staff confidence in meeting need and monitoring workload burden and wellbeing	
	Increasing proportion of Experts at Hand time spent on whole setting delivery	Baseline to be established in year 1	Increasing proportion of Experts at Hand time spent on whole setting delivery	Target to be calculated after establishing baseline
	Decreasing repeat requests for the same challenges from the same settings, showing learning is embedding and confidence increasing	Baseline to be established in year 1	Decreasing repeat requests for the same challenges from the same settings, showing learning is embedding and confidence increasing	Target to be calculated after establishing baseline
	Equitable distribution of support delivered across Early Years, schools and post-16	Baseline to be established in year 1	Equitable distribution of support delivered across Early Years, schools and post-16	Target to be calculated after establishing baseline
	Earlier Intervention and Timeliness		Earlier Intervention and Timeliness	
	Number of available specialist places in mainstream settings in specialist bases	Current ERP placements 96	Number of available specialist places in mainstream settings in specialist bases	120
	Number and proportion of children and young people with SEND who are EOTAS	EOTAS 51 (2.7%) % of EHCPs Jan 2026	Number and proportion of children and young people with SEND who are EOTAS	>40 or 1.5% of EHCPs
	Waiting times for community therapies (not including ND):	Average 40% waiting less than 18 weeks	Waiting times for community therapies (not including ND):	95% waiting less than 18 weeks
	ND Waiting times - over 18 weeks	1,096 waiting Over 18 weeks	ND waiting times - over 18 weeks	Reduction in number waiting over 18 weeks
	20-week timeliness for EHCPs (Published 2024)	29%	20-week timeliness for EHCPs	In line or above national average
			Experience and Confidence	



- Reduced complaints, disputes, and tribunal cases - Increased practitioner confidence in inclusive practice - Improved satisfaction among families, schools, and practitioners Other Improved experiences, strengthened co-production, and greater confidence in services are listed under Building Block three.	Experience and Confidence		Feedback from Parent/carers	By 2029 a 30% confidence rating - as measured in the Annual participation survey - will be shown.
			Baseline to be established following June 2026 parent/carer survey	
			Rate of complaints	50% reduction
			Number of appeals	80 appeals in 2029
			Teacher confidence in meeting SEND needs	Show a 30% increase in confidence rating

Building Block 3: System Leadership, Local Partnership Collaboration and Co-production

Pillars 1, 3 and 5

Summary of Enablers and Success Measures	Where we are	Where we will be in the next 3 years
Building Block 3 focuses on strengthening early intervention, consistency, and user experience across the SEND system. Success is demonstrated through earlier identification of need, reduced time from identification to intervention, and consistent access to Early Advice and Help across all phases. A more	Torbay has strong commitment and emerging foundations for an inclusive SEND system, but delivery remains inconsistent and not yet fully embedded. The universal offer and graduated response vary across settings, with unclear expectations, limited shared frameworks and inconsistent early intervention, meaning support is still often reactive and referral-led. While there are positive developments, such as early years pathways, post-16 expansion, locality pilots, and growing co-production,	In three years, Torbay will have a fully embedded, co-produced OAIP/Universal Offer that is consistently understood and applied across all settings, supported by strong partnership working with schools, MATs, health and families. A locality based early intervention model and fully operational Experts at Hand approach will ensure timely, predictable access to specialist support, strengthening

equitable system is achieved through a universal offer that is consistently delivered across early years, schools, and post-16 settings, supporting improved outcomes in attendance, behaviour, and attainment. Alongside this, a stronger focus on experience and confidence ensures that families, young people, and practitioners can more easily understand, access, and navigate support, with increased satisfaction and trust in the system. Embedded co-production and meaningful participation further enhance responsiveness and transparency. These outcomes are enabled by a set of core system enablers: • Early identification and intervention systems – strong processes to identify needs early and reduce time from identification to support • Accessible Early Advice & Help (EAH) – consistent availability of early support across all education phases and settings • Clear, consistent pathways – well-defined multi-agency processes that are understood and applied consistently • Equitable universal offer/ Ordinarily Available Inclusive	these are not yet consistently applied or aligned into a coherent system-wide approach. Variability in mainstream provision and access to specialist advice contributes to escalation of need and continued reliance on specialist placements. Workforce capacity and sufficiency challenges, particularly in alternative provision, further impact early support. Although data, participation and partnership working are improving, they are not yet fully integrated into decision-making or commissioning, which remains influenced by short-term pressures rather than prevention. Overall, Torbay is a system in transition, with strong building blocks but a need to embed consistency, strengthen early intervention and universal practice, and align partnership efforts into a single, coherent framework that improves inclusion and outcomes.	mainstream inclusion and reducing escalation to statutory processes, specialist placements and exclusions. Provision will be shaped by shared data, locality profiles and evidence-based practice, with schools working collectively to meet need through agreed interventions and consistent high-quality teaching. Pathways from early years through to post-16 will be clear, coordinated and inclusive, supporting smoother transitions and stronger outcomes into adulthood, including reduced NEET rates. Co-production will be embedded as standard practice, with the voices of children, young people and families visibly influencing decisions at all levels. A stronger SENDIASS offer and improved early resolution processes will increase parental confidence and reduce conflict. The system will be underpinned by integrated, partnership led commissioning, with shared accountability, real time intelligence and a focus on early intervention and prevention. Overall, Torbay will deliver a coherent, inclusive and sustainable SEND system, with improved outcomes, greater placement stability and more equitable experiences for children, young people and families.
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Provision – a standardised level of early intervention and support across Early Years, schools, and post-16 • Workforce capacity and capability – sufficient, skilled, and confident practitioners delivering inclusive practice • Data and performance oversight – tracking timeliness, access, and outcomes to drive continuous improvement • Inclusive practice and provision – strong mainstream support and focus on improving attendance, behaviour, and attainment • Co-production and participation – embedded partnership working with families and young people, including ‘Your Voice in Action’ • Communication and navigation support – clear, accessible information to improve user experience and confidence • System-wide collaboration – effective joint working across education, health, and care services							
Success Measures (3) Effective demand management through early intervention and timely support	Baseline <table><tr><td colspan="2">Demand and Escalation</td></tr><tr><td>Number of EHCNAs</td><td>EHCNAs for full year 2025 = 399</td></tr></table>	Demand and Escalation		Number of EHCNAs	EHCNAs for full year 2025 = 399	Target Metrics <table><tr><td>Demand and Escalation</td></tr></table>	Demand and Escalation
Demand and Escalation							
Number of EHCNAs	EHCNAs for full year 2025 = 399						
Demand and Escalation							

- Stabilise or reduce EHCP requests
- Lower proportion of requests progressing to statutory EHCPs
- Increase early support at SEN Support level without escalation
- Strengthen use of the graduated response, including OAP

Other Effective demand management through early intervention and timely support are listed under Building Block two above

(4) Improved experiences, strengthened co-production, and greater confidence in services

- Co-production embedded as standard practice across all partners
- Increased and more diverse participation from families and young people
- Regular and meaningful use of “Your voice in Action” to demonstrate impact and responsiveness

Other Improved experiences, strengthened co-production, and greater confidence in services are listed under Building Block 2.

Number of EHCNAs resulting in plan	2025: 251/399 (63%) EHCNAs resulted in a plan
Number of pupils identified as SEN K	2024/25 SEN K = 13.1% (update is June – annual data)
Number of mainstream schools using the Torbay OAP tools	New measure – OAP being introduced by Sep 26 – no baseline
Co-production and Participation	
Co-production Activities	2026 baseline to be established following focus in Priority Impact Plan
Attendance at co-production and engagement events and family	2026 baseline to be established following focus in Priority Impact Plan
Acting on the voice of families	Number of ‘Your Voice in Action’ reports published in 2026 & feedback from parent carers

Number of EHCNAs	Forecast an initial increase up to 2027, with the numbers stabilising at 495 from 2028 to 2029.
Number of EHCNAs resulting in plan	Reduce the proportion of requests progressing to EHCP Issues to 60%
Number of pupils identified as SEN K	Increase in the percentage of SEN K to national norms
Number of mainstream schools using the Torbay OAP tools	Target is for 85% of mainstream schools to be using the Torbay OAP by Sep 27 evidenced by audit – increasing to 100% by 2029
Co-production and Participation	
Co-production Activities	Increased Number of Co-production activities by stakeholder type
Attendance at co-production and engagement events and family surveys	Increase attendance at events and parent /carer and YP surveys
Acting on the voice of families	Maintained number of ‘Your Voice in Action’ reports published annually & feedback from parent carers

Building Block 4: Encouraging Inclusive Culture and Behaviours

Pillars 2, 6 and 7

Enablers and Success measures summary

Building Block 4 is focused on strengthening system leadership, accountability, and intelligence to ensure effective partnership working, high expectations related to inclusive culture and behaviours and delivering good value for money.

- Strong, shared leadership - clearly aligned governance, roles and accountability across all partners.
- A culture of collaboration and trust - joint working, supported by shared vision, openness and mutual accountability.
- Integrated data systems - provide a unified, accessible view of need, performance and impact across the Torbay partnership and wider sub-regional footprint.
- Robust performance management and assurance arrangements - monitor impact, drive improvement and maintain accountability, including all aspects of DfE

Where we are

Torbay has a well-established SEND partnership governance structure, with the SEND Local Area Improvement Partnership (SLAIP) Board providing a central forum for strategic decision-making and cross-agency accountability, supported by strong representation from all education phases and alignment with wider improvement priorities. Oversight is strengthened through links to the Children's Continuous Improvement Board and system leadership, while increasingly robust data dashboards, a multi-agency Data and QA subgroup, and clear escalation processes support transparent performance monitoring and shared ownership of improvement across partners.

Since Torbay joined the Safety Valve Programme in 2023 the Council has established robust and transparent oversight of the SEND budget through the Safety Valve Programme, which places the area in a very strong position moving towards our SEND Reform Plan. Since 2023 the council has created a new infrastructure of financial oversight and accountability which means processes now oversee and scrutinise all spending for SEND. Underpinned by strong senior accountability, with formal sign-off from the Chief Executive, Section 151 Officer and Director of Children's Services this has meant that all levels of the organisation work towards carefully planned financial schedules for SEND, which has made the very best use of resources. Indeed, this

Where we will be in the next 3 years

In three years, Torbay aims to have a confident, fully aligned SEND system where education, health and care work seamlessly together with shared leadership, governance and accountability. Education providers, from early years to further education, SEND Family Voice Torbay and the SEND Youth Forum will be embedded as equal, influential partners in decision-making, helping to shape strategy and delivery.

The system will be inclusive, consistent and responsive, supported by strong collaboration and a shared responsibility for outcomes. A fully data-driven approach, with unified dashboards and shared intelligence, will enable informed decisions, strengthen accountability and improve outcomes for children and young people with SEND. A fully embedded a culture of rigorous financial stewardship, where every element of SEND expenditure is systematically planned, scrutinised, and aligned to demonstrable outcomes.

The robust governance arrangements introduced since 2023 will have matured into a highly efficient, intelligence-led system. This will enable proactive rather than reactive management of resources, ensuring that investment is targeted early, effectively, and sustainably



quarterly return through 6-weekly metrics reporting Strategic oversight of High Needs funding - ensure HNB resources are aligned to the SEND strategic plan, focusing on early intervention, inclusion, and sufficiency of local provision.	culture of efficiently utilising the resources we have is now an established approach to the day-to-day culture to spending across Children’s Services in Torbay. Financial performance and recovery are rigorously monitored through a structured quarterly reporting framework, incorporating risk registers, RAG-rated assurance, and evidence-based progress updates against all programme conditions. Oversight is strengthened through a multi-layered governance model, including a strategic DSG dashboard, Schools Forum scrutiny, and targeted panels such as the Independent Placement Overview Panel to ensure robust challenge of high-cost decisions. Together, these arrangements provide a disciplined, data-driven approach to monitoring spend, managing risk, and ensuring progress towards DSG sustainability while meeting statutory SEND duties.																													
Success Measures 5. Data, Insight and Quality - Universal adoption of shared dashboards across all partners & Data routinely used to inform decisions at all levels (strategic and operational) - Measurable improvement in partnership maturity (e.g., against a defined maturity model)	Baseline <table><tr><th colspan="2">Data and Insight</th></tr><tr><td>Evidence of data cited in key decisions</td><td>Baseline to be established</td></tr><tr><td>Evidence of JSNA informing commissioning</td><td>Baseline to be established</td></tr><tr><td>Improvement Indicator</td><td>Maturity Matrix baseline established</td></tr><tr><th colspan="2">Quality Assurance</th></tr><tr><td>% of EHCPs rated silver or better</td><td>58% (above national benchmark of 31%)</td></tr><tr><td>% of Annual Reviews graded Silver or Above (for Overall Quality)</td><td>78%</td></tr></table>	Data and Insight		Evidence of data cited in key decisions	Baseline to be established	Evidence of JSNA informing commissioning	Baseline to be established	Improvement Indicator	Maturity Matrix baseline established	Quality Assurance		% of EHCPs rated silver or better	58% (above national benchmark of 31%)	% of Annual Reviews graded Silver or Above (for Overall Quality)	78%	Target Metrics <table><tr><th colspan="2">Data and Insight</th></tr><tr><td>Evidence of data cited in key decisions</td><td>% of increase to be set once baseline established</td></tr><tr><td>Evidence of JSNA informing commissioning</td><td>% of increase to be set once baseline established</td></tr><tr><td>Improvement Indicator</td><td>Evidence of year-on-year improvement against matrix evaluation</td></tr><tr><th colspan="2">Quality Assurance</th></tr><tr><td>% of EHCPs rated silver or better</td><td>67%</td></tr><tr><td>% of Annual Reviews graded Silver or Above (for Overall Quality)</td><td>83%</td></tr></table>	Data and Insight		Evidence of data cited in key decisions	% of increase to be set once baseline established	Evidence of JSNA informing commissioning	% of increase to be set once baseline established	Improvement Indicator	Evidence of year-on-year improvement against matrix evaluation	Quality Assurance		% of EHCPs rated silver or better	67%	% of Annual Reviews graded Silver or Above (for Overall Quality)	83%
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- Consistent quality and compliance in plans and provisions
- Evidence of impact on outcomes and experiences
- A learning system with continuous improvement

Appendix 1 : Q2 'Detailed Where the LAP expects to be in the next 3 years table.doc' sets out in detail how Torbay has addressed the 43 minimum requirements on the DfE's reform plan guidance.

3. What is the local area partnership's strategy for delivering on the above?

Torbay's SEND Partnership will deliver a focused three-year reform programme underpinned by a clear theory of change: moving from a reactive, fragmented system to one that is proactive, inclusive, and integrated.

Inputs	Outputs	System change	Outcomes	Impact
Inputs include strengthened partnership governance, embedded co-production with families, and a shared evidence base through the JSNA and data dashboards. Investment in workforce capacity, particularly the "Experts at Hand" (EaH) model, will provide timely specialist advice and build practitioner confidence. Locality delivery, Family Hubs, and joint commissioning, supported by sub-regional collaboration, form the foundation for change.	Outputs will include consistent use of the graduated response in mainstream settings, more effective multi-agency pathways, improved EHCP timeliness and quality, reduced therapy waiting times, and better use of data to inform commissioning.	A shift from reactive, referral-led and fragmented services to a proactive, locality-based system that delivers earlier intervention and coordinated multi-agency support. Inclusive practice embedded consistently across all settings through	We will see earlier identification of needs, reduced reliance on statutory plans, increased mainstream inclusion, fewer out-of-area placements, improved attendance, reduced exclusions, and more consistent family experiences.	A sustainable, preventative SEND system that reduces inequalities, improves life outcomes, and delivers responsive, trusted services with more efficient use of resources.



This is reinforced by a whole-system approach through the Families First Partnership Programme, neighbourhood working, and integrated multi-disciplinary teams (MDTs) aligning education, health, social care, and youth justice. Shared thresholds aligned front-door arrangements, and common assessment frameworks will reduce duplication and enable earlier intervention. A refreshed Ordinarily Available Inclusive Provision (OAIP)/ Universal Offer, effective Graduated Response, SEND Reform Plan, and targeted pathways (e.g. SLCN, neurodevelopment) will drive consistency.	The EaH model will support earlier problem-solving, reducing escalation, while engagement will strengthen co-production and trust with families.	Experts at Hand, supported by clear accountability measures. Genuine joined-up working, embedded co-production, and a trusted system across the partnership.		
Assumptions: • Partners sustain shared accountability and collaboration • Workforce capacity and skills can be built at scale • Early intervention will reduce demand overtime. • Co-production will strengthen trust, engagement and system effectiveness			External factors: • Wider system changes (e.g. LGR, ICB restructuring) influencing pace and delivery • National reforms (NHS, Children's Social Care, curriculum) • Funding pressures in the High Needs Block • Workforce supply challenges	

4. Please upload a completed copy of the Local Partnership Maturity Assessment Tool.

Torbay's SEND system is largely at "emerging to developing" maturity, with strongest progress in co-production and governance, and earlier-stage development in data use, service delivery, workforce, and resourcing.

Please see attached our assessment of where we are as a Local Area Partnership in Appendix 2.

Appendix 2: Q4 Local Partnership Maturity Assessment Tool.

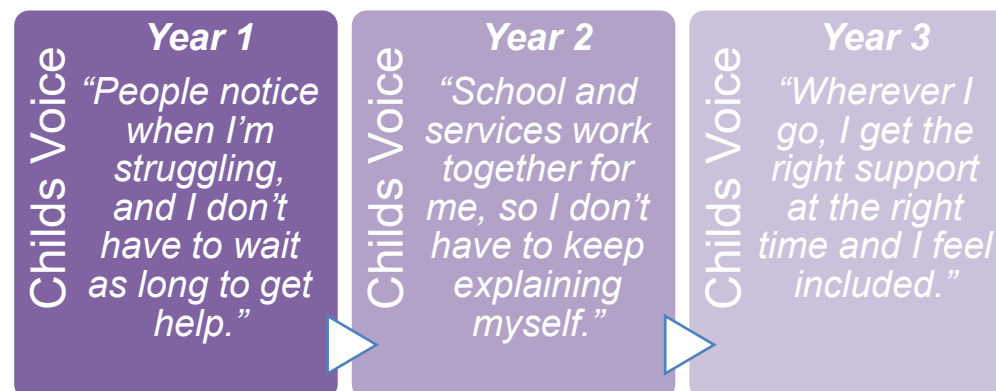


5. What is the local area partnership roadmap for the next 3 years?

Note: This table below is a summary of the full 3-year road map.

Appendix 3: Q5 shows the full 3-year road map including milestones and success measures.

Trajectory – A child's experience



SUMMARY TABLE – 3 Year Road map		
Year 1 (2026/27) – <i>Foundation & Alignment</i>	Year 2 (2027/28) – <i>Scaling & Systemisation</i>	Year 3 (2028/29) – <i>Embedded & High Performing</i>
Building Block 1. Strengthening Inclusion Across Education Settings		
Year 1 (2026/27) – <i>Foundation & Alignment</i>	Year 2 (2027/28) – <i>Scaling & Systemisation</i>	Year 3 (2028/29) – <i>Embedded & High Performing</i>
Milestones - Governance reforms embedded (SLAIP) - Locality pilots launched - Experts at Hand (EAH) introduced - Establish front door / single access pathway and triage model	Milestones - Locality “families of schools” fully embedded - Universal SEND (OAIP) offer consistent across settings - EAH expanded - ERP capacity expanded (primary, SEMH, ASC)	Milestones - Universal inclusive practice (OAIP) fully embedded - Comprehensive local provision network (ERP, SEMH, ASC) - EAH embedded across all settings



• Support and training offer agreed and delivered • Strategy and SEF • ERP sufficiency review completed • LA–MAT collaboration begins • Mapping of sufficiency pressures • £1.1m mainstream SEND environment investment • Surplus capacity/falling rolls identified • EOTAS framework introduced • Post-16 pathways launched including a specially jointly commissioned project to bring down NEETs. • Travel impact baseline established	• Formal LA–MAT co-planning framework • Inclusion bases delivered via repurposed estate • Standardised quality frameworks • Clear mainstream–specialist pathways • EOTAS pathway fully embedded • Travel impact assessment standardised	• Mature LA–MAT co-planning model • Optimised estate with minimal unused capacity • Inclusion bases aligned to demographic need • Travel considerations embedded in all planning • Specialist provision used only where evidenced • Strong specialist outreach • Continuous improvement cycle	
Success measures	Measures in Year 1: baseline and early leading indicators	Measures in Year 2: improving trend / scaling measures	Measures in Year 3 / 2029 target: end-state and target metrics
By 2029 children and young people with SEND in Torbay will experience greater belonging, earlier support and improved outcomes. We expect to see change in the following key indicators that evidence change within our system: Equitable inclusion, adequate provision, sustained attendance, and measurable outcomes • Increase % of EHCP pupils educated in mainstream settings year-on-year • Reduce number and rate of in-area independent placements • Improve availability and balanced occupancy of local specialist provision	• % of EHCP pupils educated in mainstream settings: 35.8% • In-area independent placements: 42 • % of children identified as SEN K: 13.1% • NMSS or Independent Schools – LA funded: 2.3% • Absence rates: • SEN K 13.2%; • EHCP 14.1% • Persistent absence:	• % of EHCP pupils educated in mainstream increases; 38.26% • In-area independent placements: 37 (12% reduction) • % of children identified as SEN K: 13.7% • NMSS or Independent Schools – LA funded: 2.1% • Absence rates: • SEN K 12.2%; • EHCP 13.1% • Persistent absence:	• % of EHCP pupils educated in mainstream settings: 40.72% • In-area independent placements: 31 (25% reduction from baseline) • % of children identified as SEN K: 14.2% (national) • NMSS or Independent Schools – LA funded: 2.0% • Absence rates: • SEN K 11.2%; • EHCP 12.1% • Persistent absence: • SEN K 8.2% reduction from baseline • EHCP 9.1% reduction from baseline • Suspension rates: • SEN K13% reduction from baseline • EHCP 20% reduction from baseline



• Increase proportion of pupils supported at SEN Support level (prevent escalation) • Reduce reliance on independent special school places • Improve attendance rates for pupils with SEND • Reduce persistent absence within the SEND cohort • Reduce fixed-term and permanent exclusions for pupils with SEND • Improved EYFS GLD • Reduce number of young people with SEND who become NEET	• SEN K 817 pupils; • EHCP 510 pupils • Suspension rates: • SEN K 18.57 (DfE explore) ; • EHCP 27.11(DfE explore) • EYFS GLD for <u>all</u> children – 68.5% • Young people who are SEN NEET(16-18) – 125 (March 2026) • Lead indicators include locality pilot engagement, ERP planning involvement, uptake of early intervention / EAH advice, baseline EHCP trends, and mapping of provision gaps	• SEN K 4.1% reduction; • EHCP 4.6% reduction • Suspension rates: • SEN K 7% reduction; • EHCP 10% reduction • EYFS GLD for <u>all</u> children 73% • Young people who are SEN NEET(16-18)– in line with national	• EYFS GLD for <u>all</u> children – 77.8% • Young people who are SEN NEET(16-18) – in line with national • End-state measures also include reduced reliance on specialist and independent placements, high-quality provision meeting standards, improved attainment / progress measures and Parent/carer satisfaction improves
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Building Block 2. Access to Specialist Support & Local Placements (EAH & AP)

Year 1 (2026/27) – <i>Foundation & Alignment</i>	Year 2 (2027/28) – <i>Scaling & Systemisation</i>	Year 3 (2028/29) – <i>Embedded & High Performing</i>
Milestones • EAH model launched • Defined roles across LA, ICB, education, Family Hubs • JSNA used to identify gaps and commissioners meeting regularly to review and respond	Milestones • Fully agreed EAH delivery model • Formal SLAs/MOUs across partners • Partnership Pathway Map rolled out • EAH integrated with SEND, health, early help • All Pathways embedded • AP recommissioned into 3-tier model	Milestones • Fully embedded EAH system • Seamless integration across education, health, early help • Mature partnership governance • Fully implemented pathway infrastructure

• Early co-production • Initial SLA/MOU development • Pathways mapped (health, education, early help) • Neurodiversity pathway mapped • AP sufficiency challenges identified • SEMH locality pilot • Early workforce capacity improvements (EPS, SALT, OT) • Recruit to SLT Advanced Practitioner role • Strengthened SENDIASS • Learning disability health checks consolidated and monitored • Early steps to ensure equitable access • Access to a range of provision to support transition to Adult Social Care.	• Expansion of registered AP capacity • Reduced unregistered AP use • Strengthened workforce capacity • Consistent triage and referral thresholds • Locality model embedded • Structured performance framework introduced	• AP system operating as preventative, tiered model • Sufficient specialist workforce aligned to demand • Locality-based equitable access • SENDIASS fully independent and embedded • Continuous improvement cycle	
Success Measures	Measures in Year 1: baseline and early leading indicators	Measures in Year 2: improving trend / systemisation measures	Measures in Year 3 / 2029 target: end-state and target metrics
6. Workforce capability and confidence • Recruit and retain specialist staff for EAH model • Positive feedback from settings and families on EAH • Increasing proportion of EAH time on whole school delivery • Reducing repeat referrals for the same issues 7. Effective demand management through early intervention and timely support • Reduce waiting lists for specialist support	• Workforce baseline (2025/26 FTE): SaLT 11.9; OT 5.97; EP 9.81 (see EaH appendix for overall costs) • Waiting times for community therapies (not including ND): 40% waiting less than 18 weeks	• Workforce baseline – 50% of recruitment complete (subject to recruitment) • Waiting times for community therapies (not including ND): 78% waiting less than 18 weeks • 20-week EHCP timeliness target	• Workforce baseline – 100% of recruitment complete (subject to recruitment) • Waiting times for community therapies (not including ND): 95% waiting less than 18 weeks • 20-week EHCP timeliness target currently shown as 46% • Reduction in Complaints / enquiries from baseline to 6 per month (50% reduction) • Parent/carer confidence: 30% confidence rating in the annual participation survey



• Reduce waiting times for specialist input • Increase % of EHCPs completed within 20-week statutory timescales • Shorten wait times for therapies (e.g. SaLT, Education Psychologists, CAMHS) • Reduced waiting times for specialist services (e.g. EP, SaLT, OT) • Mainstream settings with increased access to Education Psychologists/SaLT/OT Other Effective demand management through early intervention and timely support are listed under Building Block three. 8. Improved experiences, strengthened co-production, and greater confidence in services • Improved ability for users to understand and navigate the system • Reduced complaints, disputes, and tribunal cases • Increased practitioner confidence in inclusive practice • Improved satisfaction among families, schools, and practitioners Other Improved experiences, strengthened co-production, and greater confidence in services are listed under Building Block three.	• 20-week EHCP timeliness baseline: 29% • Complaints / enquiries baseline: average 12 per month (6 MP enquiries and 6 complaints) – May 2026 • Parent/carer feedback baseline to be established following June 2026 survey • Teacher confidence in meeting SEND needs: baseline to be established in year 1 • Number and proportion of children and young people with SEND who are EOTAS: EOTAS 51(2.7%) %of EHCPs Jan 2026 • Early lead indicators include partner engagement in EAH design, baseline waiting times for EPS / SaLT / OT, AP demand and unregistered AP use, co-production activity, and improved user ability to navigate the system	national (46% currently) • Reduction in Complaints / enquiries from baseline to 9 per month: • Parent/carer confidence: 20% confidence rating in the annual participation survey • Teacher confidence in meeting SEND needs: 15% increase in confidence • Number and proportion of children and young people with SEND who are EOTAS: EOTAS 40 (2%) • Mainstream settings with increased access to Education Psychologists / SaLT / OT • Greater proportion of partners operating under formal agreements	• Teacher confidence in meeting SEND needs: 30% increase in confidence rating • Number and proportion of children and young people with SEND who are EOTAS: EOTAS 35 (>2%) • End-state delivery measures also include a fully embedded EAH system, stable workforce capacity and retention, reduced complaints / disputes / tribunals, and consistent accountability and performance reporting • Workforce stability and retention improve, coverage of EAH services across settings increases, reporting and performance monitoring become routine
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Building Block 3. System Leadership, Partnership Collaboration & Co-Production

Year 1 (2026/27) – Foundation & Alignment				Year 2 (2027/28) – Scaling & Systemisation		Year 3 (2028/29) – Embedded & High Performing	
Milestones • Early co-development of Universal Offer (OAIP) • Identification of variation in practice • Initial engagement structures (MATs, PCF, CYP) • Family Liaison role introduced • Co-production strategy agreed • Early rollout of EAH for early intervention • SLAIP governance structures in place • Locality pilot development • SENDIASS expansion and baseline governance • Early Years & Post-16 pathway frameworks • Initial strategic commissioning alignment				Milestones • Universal Offer (OAIP) finalised and implemented • National Inclusion Standards embedded • Routine structured engagement with MATs, PCF, CYP • 'Your Voice in Action' introduced • Co-production benchmark adopted • EAH expanded across all localities • "Families of schools" model established • Locality Profiles of Need developed • Scaled training and evidence-based interventions • Emerging Leaders of SEND network		Milestones • Universal Offer (OAIP) fully embedded (0–25) • Consistent high-quality inclusive practice • Co-production fully embedded and representative • 'Your Voice in Action' fully operational • EAH fully operational as early intervention model • Locality model fully embedded and data driven • Workforce confident and delivering evidence-based practice • Leaders of SEND network driving improvement	
Success Measures				Measures in Year 1: baseline and early leading indicators	Measures in Year 2: improving trend / embedding measures	Measures in Year 3 / 2029 target: end-state and target metrics	
(3) Effective demand management through early intervention and timely support • Stabilise or reduce EHCP requests • Lower proportion of requests progressing to statutory EHCPs • Increase early support at SEN Support level without escalation • Strengthen use of the graduated response, including OAP				• Number of EHCNAs: 399 (full year 2025) • Number of EHCNAs resulting in plan: $251/399 = 63\%$ • Number of pupils identified as SEN K: 13.1% (2024/25) • Number of mainstream schools using Torbay OAP tools: baseline to	• Number of EHCNAs forecast to rise initially • Reduce the proportion of requests progressing to EHCP issue 50% • Number of pupils identified as SEN K: 16%	• Number of EHCNAs forecast to rise initially and then stabilise at 495 from 2028 to 2029 • Reduce the proportion of requests progressing to EHCP issue to 60% • Increase in the percentage of SEN K to national norms • Torbay OAP tools: increasing to 100% by 2029 • Increased number of co-production activities by stakeholder type • Increased attendance at events and parent / carer and young people surveys	

Other Effective demand management through early intervention and timely support are listed under Building Block two above

(5) Improved experiences, strengthened co-production, and greater confidence in services

- Co-production embedded as standard practice across all partners
- Increased and more diverse participation from families and young people
- Regular and meaningful use of “Your voice in Action” to demonstrate impact and responsiveness

Other Improved experiences, strengthened co-production, and greater confidence in services are listed under Building Block 2.

be agreed in year 1 (OAP introduced by September 2026)

- Co-production activities and attendance at engagement events / family surveys: 2026 baseline to be established
- Acting on the voice of families measured through number of “Your Voice in Action” reports published in 2026 and parent/carer feedback
- Early lead indicators include early-stage identification, engagement levels across partners, participation in co-production activity, use of early advice versus referral, SENDIASS access and satisfaction baseline, and early stakeholder feedback on pathways

- Number of mainstream schools using Torbay OAP tools: 85% of mainstream schools using by September 2027
- Co-production activities and attendance at engagement events / family surveys: increase on 2026 baseline
- Acting on the voice of families measured through number of “Your Voice in Action” reports published in 2026 and parent/carer feedback
- Increased consistency in school self-evaluation of SEND practice
- Growth in locality-based activity and collaboration
- Increase in early intervention (group / advice vs referrals)
- Reduction in repeat referrals and escalation patterns
- Co-production embedded as

- Maintained number of “Your Voice in Action” reports published annually and ongoing parent/carer feedback
- End-state delivery measures also include majority of need met without escalation, reduction trends in EHCP assessments / specialist referrals / out-of-area placements, and strong family and CYP satisfaction and trust
- Universal Offer actively used across all settings
- Reduction in repeat referrals and escalation patterns



		standard practice across partners, with sustained and broader participation • Workforce confidence improving and regular use of “Your Voice in Action”	
Building Block 4. Encouraging Inclusive Culture & Behaviours			
Year 1 (2026/27) – Foundation & Alignment	Year 2 (2027/28) – Scaling & Systemisation		Year 3 (2028/29) – Embedded & High Performing
Milestones • Establish shared partnership leadership & governance • Ensure representation from early years, schools, MATs, FE • Begin development of shared data dashboards • Partnership maturity matrix introduced • Early work on shared accountability and expectations	Milestones • Strengthened partnership governance • Shared dashboards used routinely • Increased alignment of behaviours and expectations • Consistent partnership engagement across all settings		Milestones • Mature, self-sustaining inclusive culture • High-quality shared data driving behaviour • Strong cross system accountability • Embedded inclusive behaviours across all settings
Success Measures	Measures in Year 1: baseline and early leading indicators	Measures in Year 2: improving trend / integration measures	Measures in Year 3 / 2029 target: end-state and target metrics
1. Data, Insight and Quality • Universal adoption of shared dashboards across all partners & Data routinely used to inform decisions at all levels (strategic and operational)	• Evidence of data cited in key decisions: baseline to be established in year 1 • Evidence of JSNA informing	• Evidence of data cited in key decisions: % increase to be set once baseline established	• Evidence of data cited in key decisions: % increase to be set once baseline established • Evidence of JSNA informing commissioning: % increase to be set once baseline established

• Measurable improvement in partnership maturity (e.g., against a defined maturity model) • Consistent quality and compliance in plans and provisions • Evidence of impact on outcomes and experiences • A learning system with continuous improvement	commissioning: baseline to be established • Improvement indicator: maturity matrix baseline established • 58% of EHCPs rated silver or better: • % of annual reviews rated silver or better: 78% • Early lead indicators include governance board oversight, clear roles and accountability, attendance and participation in SLAIP, reporting frequency / quality, early dashboard use, and evidence of escalation and resolution processes	• Evidence of JSNA informing commissioning: % increase to be set once baseline established. • Improvement indicator: evidence of year-on-year improvement against matrix evaluation • 67% of EHCPs rated silver or better: • % of annual reviews rated silver or better: 83% • Improved alignment between SEND and wider education priorities	• Improvement indicator: evidence of year-on-year improvement against matrix evaluation • 67% of EHCPs rated silver or better: • % of annual reviews rated silver or better: 83% • End-state delivery measures also include, fully integrated real-time dashboards, improved system-wide performance indicators, and inclusive culture embedded across all partners and settings. Evidence of shared accountability in decisions and Universal adoption of shared dashboards across partners
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6. What will the local area partnership deliver in the first year?

The 2026–27 SEND Local Delivery Plan sets out a comprehensive first-year programme structured across four building blocks, focused on improving inclusion, early intervention, sufficiency, and system leadership.

In Building Block 1, the priority is strengthening inclusion across education settings. Key outcomes include implementing the Ordinarily Available Inclusive Provision (OAIP) in all schools, expanding specialist capacity through ERPs and inclusion bases, and improving access to



tailored pathways such as NEET support. Early milestones focus on co-production, feasibility, and governance, moving to full implementation and system-wide consistency by Q4. Alongside this, improved transport planning and travel training aim to reduce costs and increase independence.

Building Block 2 focuses on improving access to specialist support and reducing reliance on independent placements. The Experts at Hand (EAH) model is introduced and scaled, alongside embedding a consistent graduated response across settings. The programme also prioritises increasing local capacity, strengthening ASC provision, and improving placement decision-making through locality-based approaches. By the end of the year, there are expected to more children supported locally.

Building Block 3 strengthens early intervention, participation, and system quality. A consistent Universal Offer and Early Intervention Framework are developed, with a strong emphasis on earlier identification of need. Participation and co-production are embedded through structured feedback loops (“You said, we did”), alongside improved pathways for post-16 and preparation for adulthood. System leadership and commissioning are increasingly data-led, transparent, and collaborative.

Building Block 4 underpins delivery through stronger governance, shared data, and leadership. A refreshed SLAIP structure, a single shared dataset, and embedded lived experience ensure more effective decision-making and accountability.

Overall, Q2 focuses on design and co-production, Q3 on implementation, and Q4 on embedding and demonstrating impact, with clear progress toward a more inclusive, efficient, and responsive SEND system.

- ***Appendix 4: Q6 details the full plan for year 1 including measures and expenditure per quarter that aligns with the activity.***
- ***Appendix 5: Q6 Torbay SEND Sufficiency Placement Plan 2026–2030***
- ***Appendix 6: Q6 Experts at Hand Offer principles and plan – This document outlines how Torbay plan to implement the EaH offer.***

7. How will the local area partnership deliver the first-year plan?

The local partnership will deliver its first-year SEND Reform Plan through strong programme infrastructure, clear governance, and enhanced organisational capacity across corporate functions to support effective implementation.

Delivery will be led by an experienced, full-time Programme Manager, currently overseeing the Priority Impact Plan, ensuring continuity as this transitions into a single, aligned SEND Reform Plan from September. This provides established programme discipline, clear accountability and a strong delivery foundation. Additional targeted project support will be deployed where required, particularly for significant transformation activity such as the Experts at Hand Offer, ensuring key programmes are effectively mobilised and delivered.



Governance arrangements will be refreshed to strengthen strategic oversight, focusing on delivery against milestones, robust performance management and value for money. This will be supported by strengthened corporate functions, including finance, commissioning and performance, to ensure effective planning, monitoring and resource alignment. HR capacity will be critical in scaling the workforce required to deliver reform priorities, particularly the expansion of the Experts at Hand model, ensuring timely recruitment, retention and workforce development.

Key enablers will be the development of system-wide data and analytical capability and wider sub-regional development to deliver economies of scale and reduce inequalities. Torbay, Devon and Plymouth will be exploring potential opportunities for sub-regional collaboration and alignment.

Further considerations are being given to commissioning arrangements, across wider partnerships, to embed SEND within contracts, and ensure coherence with Family Hubs, Families First and MDT delivery models.

A dedicated lead officer will also support capital planning and sufficiency, ensuring the system has the right provision in the right place.

Together, these enablers will ensure the partnership has the capability, capacity and infrastructure required to deliver impactful and sustainable reform in year one.

8. Other funding **Local Authorities.**

Block Transfers: If you have made a block transfer (Schools Block to High Needs Block) for 26-27, please set out how your plans for this funding align with the activities outlined above.

Torbay is not proceeding with a Schools Block to High Needs Block transfer for 2026–27.

This decision was formally agreed by Torbay Schools Forum following detailed consideration of financial impact and affordability.

Capital: We have announced at least £3 billion in high needs capital between 2026-27 and 2029-30 to support children and young people (CYP) with SEND, or those requiring alternative provision (AP).

We also welcome innovative uses of high needs capital to drive inclusion, for example, investment in assistive technology for use in mainstream settings.

Over the last 4 years, Torbay LA has been investing in SEND provision through large, targeted capital projects that have increased capacity in special schools and ERPs. Major capital projects have included the re-provision of the STEPs provision at Paignton Academy and enhancements to their in-house SEND offer; the expansion of Mayfield School by 25 places; the expansion of Mayfield Chestnut and Sixth



Day provision; the relocation of Mayfield Sixth Form College to support expansion; improvements to The Harbour at Brixham College; and the Prosper and Supported Internship provisions at Brunel Academy.

Part of the Council's strategy has also been to allocate capital funding to mainstream schools across the Bay to enhance their in-house provision. The Council has allocated £1m from the HNPCA grant to support a Locality Model to include all schools and form locality Clusters for our three grammar schools and all Post 16 providers. The locality model focuses on the concepts of 'predictable' and 'exceptional' SEND, as well as 'Ordinarily Available Inclusive Provision' within each cluster. All schools were able to bid for Locality funding to develop new or enhance existing in-house SEND provision. Projects ranged from providing sensory spaces and sensory gardens to the re-purposing of surplus accommodation to SEND provision.

The next phase of Torbay's SEND Capital Plan 2026-2030 will focus on delivering the re-designation of Combe Pafford School; the establishment of 3 primary ERPs in Torquay and Paignton; additional secondary SEMH provision and further development of The Nest at South Devon College.

The accommodation analysis for the primary ERPs will start with a review of any surplus accommodation resulting from falling rolls. This review will be mindful of ensuring that provision will be sustainable even when primary numbers recover.

The SEND Capital Plan will be managed through a Project Board reporting to the Council's Capital and Growth Board and the Children's Services Transformation Board. The Project Board will include officers from Children's Services, Finance, Procurement and Planning to ensure that capital projects are managed effectively and deliver value for money.

Key responsibilities of the SEND Capital Project Board will be:

- Strategic Planning and Portfolio Management:
- Scope Definition and Feasibility:
- Stakeholder Engagement:
- Risk Management:
- Execution and Monitoring:
- *Governance and Compliance:*
- *Closeout and Evaluation:*

[Appendix 7: Q8 SEND CAPITAL PLAN 2026 – 2030 give further details of our capital investment.](#)

[Appendix 8: Q8 Financial information for SEND reform plan 24-25 to 27-28](#)



9. System partner and stakeholder engagement, and co-production.

Our Partnership Engagement Day, Education Conference and workshops to date have informed the development of this plan. These events have been attended by children and young people, parent carers and practitioners from across health, education, social care and the voluntary and community sector. Key messages highlighted the importance of early help, prevention and clear pathways; the critical role of workforce capacity and confidence; and the need for flexible, personalised support, including accessible alternative provision. Our local area partnership will adopt a structured, inclusive and transparent approach to engaging system partners and stakeholders in both the development and implementation of the SEND Reform Plan. This approach is aligned with the Genuine Partnerships Four Cornerstones (co-production, communication, valuing participation and working together) and supports Pillars 1, 2, 3 and 5 of the SEND maturity matrix.

Engagement will be ongoing, inclusive and impact focused, underpinned by early involvement, accessible communication and clear feedback loops. A refreshed SEND Communications Strategy provides a framework for delivering the right information, at the right time, through the right channels, recognising communication as both a strategic and cultural priority.

A “network of networks” approach will ensure information reaches families through trusted routes, including schools, early years settings and community networks. This is strengthened through Your Voice in Action, our partnership wide framework demonstrating how feedback leads to change. Feedback will be systematically gathered, analysed and used to inform decisions, with impact shared through newsletters, digital platforms, quarterly partnership summaries and an annual Local Offer report.

Engagement with Education Partners

We will build on established engagement structures to involve education partners in both development and delivery, including:

- Half-termly school leader briefings and video updates
- SENDCo forums, briefings and newsletters
- Schools Forum, Early Years Forum, STASS (Strategic Group for Special School Heads), LEIB (Local Education and Inclusion Board) and TAPHs (Torbay Association of Primary Heads) locality groups
- RISE workstreams linked to education strategy and workforce development
- Torbay Education Conference

These mechanisms support collaborative development of inclusive practice, early intervention and place-based working.



Engagement with alternative provision, FE and post-16 providers, including those outside the local area, will be delivered through provider networks, commissioning relationships and structured transition processes, ensuring their involvement in pathway design and delivery, inclusion in locality forums and targeted workshops to improve understanding, access and pathways.

Engagement with Children, Young People and Families

Co-production is central and will include:

- SEND Family Voice Torbay (Parent Carer Forum) through forums and co-production activity
- SEND Youth Forum and engagement within education settings
- SEND Pledge workshops across schools and colleges
- Surveys to shape priorities, including the current communications survey
- Participation through community events (e.g. Fair Play Day)
- A Family Liaison role supporting engagement in school and community settings
- Engagement with parents/carers and young people on services for people with Learning Disability and neurodiversity services

To widen participation and ensure inclusivity, the partnership will:

- Provide nondigital engagement options, including face-to-face sessions, paper surveys and telephone engagement
- Offer accessible formats such as easy read, visual materials and translated information
- Hold engagement sessions in familiar community venues at flexible times
- Actively engage young people in post-16 and alternative provision settings
- Work with schools and partners to identify and engage families less likely to participate

This approach ensures engagement is meaningful, inclusive and sustained, enabling effective partnership working and improved outcomes for children and young people with SEND.

Appendix 9: Q1 and Q9 Co Production Requirements and Your Voice in Action table



10. Risks and Mitigations

Risk	Impact	Likelihood	RAG	Mitigation	Residual Risk
1. Partner Engagement and System Alignment, co-production and trust Leads: SLAIP Independent Chair / Parent Carer Forum Risk: Education, health and care partners, families and young people are not consistently aligned or meaningfully involved in SEND reform.	Impact Level: Critical a) Fragmented service delivery: Inconsistent multi-agency engagement leads to disjointed planning, with families navigating multiple uncoordinated pathways. b) Inconsistent implementation of reforms: Uneven partner buy-in results in variable adoption of SEND reforms and inequitable provision and outcomes. c) Reduced effectiveness of early intervention: Poor alignment delays identification and response, increasing reliance on specialist and statutory services. d) Pressure on statutory processes and resources: Misalignment increases demand for EHCPs and disputes, driving caseloads, delays, and backlogs. e) Diminished outcomes for children and young people: Lack of coordinated input reduces the effectiveness of support, impacting progress, wellbeing, and independence. f) Erosion of trust with families and stakeholders: Inconsistent messaging, duplication, and gaps in provision undermine confidence in the system. g) Inequalities in voice and access: Underrepresented groups risk further marginalisation. h) Inefficient use of funding: Weak shared priorities and commissioning lead to duplication, gaps, and poor value for money. i) Reforms lack credibility: changes may not reflect lived experience j) Difficulty meeting statutory duties and inspection expectations: Misalignment increases risk of non-compliance and adverse inspection outcomes. k) Slower pace of transformation: Weak alignment delays decisions and delivery, reducing momentum and progress.	Possible		a) Strengthen multi-agency governance with clear roles, decision rights and escalation. Ensure senior representation with delegated decision-making powers. b) Agree and embed shared vision and priorities Co-produce a clear SEND strategy and plan with partners and families. Set measurable outcomes owned by all agencies. c) Formalise partnership commitments & Strengthen joint commissioning and resources Agree shared priorities, MoUs and aligned organisational plans. a) Improve communication and engagement Establish regular strategic and operational forums. Provide clear, consistent messaging on reforms. b) Develop integrated working practices Promote multi-agency pathways, shared protocols, and integrated teams. Embed keyworker/lead professional roles. c) Build workforce capability and culture Deliver joint training on SEND, inclusion, and graduated response. Promote shared language and understanding. d) Use data for alignment and accountability Implement shared dashboards on outcomes, demand, and timeliness. Use data to challenge variation and drive improvement. e) Embed co-production in design, delivery and review; Involve families and young people in design and review. Target seldom-heard groups and build trusted relationship-based support and close the 'you said, we did' loop. f) Escalation and performance management Define escalation routes for disengagement. Link performance to governance and contractual levers. g) Phased implementation with pilots Test approaches locally before scaling. Use learning to refine and build confidence. h) Align with inspection expectations Review readiness against Ofsted/CQC framework. Use findings to drive improvement.	Impact: remains at critical Even with strong mitigations in place, the impact remains high because SEND reform depends on sustained multi-agency alignment. If engagement drops, consequences (e.g. poor outcomes for children, statutory pressures, inspection risk) are still significant. Likelihood: reduces to unlikely With governance, shared accountability, and embed co-production, the likelihood reduces from possible to unlikely. The risk is more controlled, but not eliminated due to: • System complexity (multiple partners with different priorities) • Workforce pressures and turnover • External policy and funding changes • Low trust in the system



Risk	Impact	Likelihood	RAG	Mitigation	Residual Risk
2. Financial pressure and long-term sustainability Lead: Senior Responsible Officer – SEND Reforms Risk: High Needs funding pressures and demand growth limit investment in early intervention and inclusive provision.	Impact Level: Critical Reduced early-help investment increases reliance on high-cost specialist provision. Deficits, inflation and placement costs restrict reform capacity. Provision may become inconsistent, affecting outcomes for CYP. Financial instability increases scrutiny and strains partnership decisions.	Possible		a) Strengthen financial governance and oversight Implement robust High Needs Block monitoring, forecasting, and regular reporting through governance boards. b) Develop a sustainable financial strategy Agree a medium–long term SEND financial recovery and sustainability plan aligned to reform priorities. c) Prioritise early intervention investment Redirect resources toward preventative, inclusive approaches to reduce future demand and costs. d) Expand local inclusive provision Increase mainstream capacity and targeted support to reduce reliance on high-cost placements. e) Strengthen joint commissioning and pooled budgets Align funding across education, health, and care to maximise impact and reduce duplication. f) Improve demand management Strengthen graduated response and thresholds to ensure appropriate use of EHCPs and specialist provision. g) Enhance value for money and efficiency Review high-cost placements, contracts, and services to ensure cost-effectiveness. h) Develop workforce capacity Invest in training and retention to reduce reliance on costly external provision. i) Use data and modelling Implement predictive modelling to understand demand drivers and inform investment decisions. j) Engage partners in financial accountability Ensure shared ownership of cost pressures and savings across the system. k) Seek external funding and opportunities Maximise grants, transformation funding, and regional collaboration opportunities. l) Align with regulatory and recovery frameworks Ensure plans meet DfE expectations (e.g., Safety Valve/Delivering Better Value programmes where relevant).	Impact: <u>remains at critical</u> Financial pressure remains a critical risk due to scale of demand and statutory duties. Failure would significantly affect service delivery and outcomes. Likelihood: <u>reduced to unlikely</u> Mitigations reduce risk but the likelihood remains elevated due to: • Ongoing demand growth • External funding constraints • Inflation and placement cost pressures • Limited short-term ability to reduce statutory demand



Risk	Impact	Likelihood	RAG	Mitigation	Residual Risk
3. Workforce capacity, capability and change fatigue Lead: Senior Responsible Officer – SEND Reforms Risk: SEND reform requires new ways of working from an already stretched workforce across education, health, and social care. Skills gaps, recruitment challenges, and change fatigue may undermine implementation	Impact Level: Critical a) Slower reform delivery: Limited capacity delays implementation and reduces momentum. b) Inconsistent practice quality: Skills gaps lead to variable support across services. c) Reduced early intervention: Workforce pressures limit timely, preventative support. d) Increased statutory pressure: Capacity gaps contribute to delays in assessments and EHCP processes. e) Recruitment and retention challenges: Vacancies and turnover reduce stability and continuity. f) Loss of expertise: Reliance on temporary staff weakens consistency and organisational knowledge. g) Workforce wellbeing impacts: High workloads and change fatigue increase burnout and absence. h) Reduced engagement with reform: Fatigue and low confidence limit buy-in and culture change. i) Weak multi-agency working: Capacity and skills variation hinder collaboration. j) Increased cost pressures: Greater reliance on agency staff raises costs. k) Poorer outcomes for CYP: Delays and inconsistency impact progress, wellbeing, and independence. Compliance and inspection risk: Workforce pressures increase risk of missed timelines and negative outcomes.	Possible		a) Develop a clear multi-agency workforce strategy Align SEND reform priorities with a multi-agency workforce plan, including capacity modelling and role development. b) Strengthen recruitment and retention Implement targeted recruitment campaigns, retention incentives, and career development pathways. c) Invest in training and development Deliver joint SEND training (e.g. graduated response, inclusion, EHCP quality) to build skills and confidence. d) Promote new roles and ways of working Embed keyworker/lead practitioner roles and multidisciplinary team approaches. e) Improve workload management Review processes and streamline systems to reduce administrative burden and free up practitioner time. f) Support workforce wellbeing Implement wellbeing support, supervision, and manageable caseload expectations to reduce burnout. g) Use temporary capacity strategically Use agency or interim staff to address short-term gaps while building permanent capacity. h) Strengthen leadership and change management Equip leaders to support teams through change, reinforce priorities, and maintain engagement. i) Enhance multi-agency working Provide joint forums, shared protocols, and co-location/virtual working to improve collaboration. j) Leverage digital and process improvements Use digital tools to improve efficiency (e.g. case management systems, shared records where appropriate). k) Build specialist capacity in mainstream settings Upskill school-based staff to reduce reliance on external specialists. l) Monitor workforce data and risks Track vacancies, turnover, caseloads, and training uptake to identify and respond to risks early.	Impact: <u>reduced to moderate</u> Workforce limitations would still significantly affect delivery, quality, and outcomes if they materialise. Likelihood: <u>reduced to unlikely</u> Reduced through workforce planning and investment, but remains elevated due to: •National workforce shortages •Ongoing demand pressures •Time needed to build skills and capacity



Risk	Impact	Likelihood	RAG	Mitigation	Residual Risk
4. Pace and deliverability of reform Lead: Senior Responsible Officer – SEND Reforms The scale and ambition of the reform plan exceed local delivery capacity Risk that Local government reorganisation could impact on capacity to deliver the reforms Risk that the ICB restructure and the requirements for IMPR and neighbourhood working could impact on resources to deliver the SEND reform Plan. Risk that the Adult Social Care Section 75 agreement changes and more specifically the move of the service back into the council could impact on capacity to deliver other significant change plans across Torbay.	Impact Level: Critical Slower reform delivery: Programme scale exceeds capacity, causing delays and loss of momentum. Partial or inconsistent implementation: Priorities delivered unevenly, limiting overall impact. Reduced quality of delivery: Time pressures lead to superficial or poorly embedded changes. Loss of strategic focus: Competing priorities (LGR, ICB restructure, neighbourhood working) divert leadership and resources. Disruption from system change: Organisational restructuring delays decisions and disrupts continuity. Reduced partner capacity: Partners prioritise other transformation programmes, weakening alignment. Programme slippage risk: Missed milestones threaten delivery timelines and outcomes. Workforce strain and fatigue: Multiple changes increase pressure and reduce effectiveness. Inefficient resource use: Overextension leads to duplication, rework, and wasted effort. Reduced stakeholder confidence: Limited progress undermines trust in delivery. Inspection and regulatory risk: Insufficient progress may result in adverse Ofsted/CQC outcomes. Limited impact for CYP: Delays and inconsistency reduce improvements in outcomes and experience.	Possible		Prioritise and phase delivery Sequence reforms into clear phases, focusing on highest-impact priorities first. Establish strong programme governance Implement clear oversight, milestones, and accountability through a dedicated programme board. Develop a realistic delivery plan Align scope with available capacity, with clear timelines, dependencies, and critical paths. Align with wider system change Integrate SEND reform with local government reorganisation, ICB restructuring, and neighbourhood working plans. Maintain senior leadership focus Secure ongoing commitment and visibility from senior leaders across partners. Strengthen programme management capacity Allocate dedicated programme and project management resources to drive delivery. Use phased pilots and test-and-learn approaches Pilot key initiatives locally before scaling, using learning to refine delivery. Monitor progress and adapt Track delivery against milestones and adjust plans in response to risks, capacity, and feedback. Manage dependencies and risks proactively Identify and mitigate risks linked to external programmes and system changes. Support workforce through change Provide clear communication, training, and change support to maintain engagement and reduce fatigue. Ensure partner alignment and capacity planning Regularly review partner capacity and reprioritise activity where needed. Communicate progress transparently Share updates with stakeholders to maintain confidence and momentum.	Impact: reduced to moderate The scale of reform and external system changes mean failure would still affect delivery and outcomes. Likelihood: remains at possible A realistic phased plan and effective governance reduces risk, but competing transformation programmes and finite leadership capacity remain a concern. Risk remains elevated due to: • Competing system-wide transformation programmes • Structural changes (LGR, ICB) • Finite workforce and leadership capacity



11. Dependencies

The Torbay SEND Local Area Partnership's proposed future state reflects the national ambition set out in the *Schools White Paper: Every Child Achieving and Thriving*, shifting toward an integrated, locality-based, child-centred system. Central to this approach is early identification, joined-up delivery, and shared accountability across education, health and care. Torbay's roadmap recognises that delivery is interdependent with wider reforms and must align across shared workforce, environments, and cohorts of children and families to avoid siloed practice.

A whole-system approach is being delivered through the Families First Partnership Programme, neighbourhood working and integrated neighbourhood multi-disciplinary teams (MDTs), bringing together education, health, social care and youth justice at a local level to create a seamless integrated offer for families. Family Help, MDT and Family Hub working will enable services to organise around the child and family, supporting earlier intervention, reducing escalation and inequalities. This model aligns closely with Torbay embedding SEND expertise within MDTs, aligning thresholds and front-door arrangements, and adopting shared assessment frameworks to minimise duplication and improve outcomes.

National changes to curriculum and assessment will influence inclusive practice in mainstream settings and how outcomes are measured. The partnership will work with schools, trusts and system leaders to respond to changes, including how this may influence the delivery of our experts at hand offer to ensure consistent implementation in schools and colleges for students with SEND

Alignment with NHS 10 Year Health Plan and the Integrated Care System (ICS) is a key priority. Timely access to therapies and mental health services is critical to SEND outcomes, and Torbay is strengthening joint commissioning with the Integrated Care Board (ICB), introducing shared performance metrics and exploring pooled or aligned budgets. This supports coordinated workforce planning and improves system resilience. Integration with the Best Start in Life agenda and Family Hub network further enhances early identification, parent support and consistent early years pathways.

SEND reform is also aligned with local priorities including school place planning, curriculum reform, and youth justice. The use of surplus school capacity to expand inclusive mainstream provision demonstrates a proactive, place-based approach. Stronger links with youth justice services ensure SEND is central to prevention strategies, particularly for children at risk of exclusion or exploitation.

However, key risks remain. NHS and Educational psychologist workforce capacity and competing priorities may impact delivery of integrated health support. Local Government Reorganisation (LGR) could disrupt leadership, governance and commissioning continuity. There is also a risk of misalignment between SEND, Family Help, school led and Best Start programmes, potentially creating gaps or duplication. Workforce instability and the complexity of coordinating multiple reforms add further challenge.



To mitigate these risks, Torbay is prioritising strong system leadership, shared governance and coordinated oversight and pan Local Authority working. Formal links between SEND governance and the ICB, alongside joint leadership of MDT and Hub development, will ensure alignment and accountability. Transitional arrangements will protect leadership continuity during LGR, supported by clear governance structures. Shared workforce planning, cross-sector training and co-location within locality hubs will strengthen collaboration.

Coordination will be achieved through integrated performance frameworks, shared data systems and partnership arrangements. Stakeholder engagement and co-production with families, schools and practitioners underpin system design and delivery. Leadership forums spanning SEND, Family Help, Best Start and youth justice will actively manage interdependencies.

Contingency planning includes ongoing review of dependencies, flexible commissioning and scenario planning for workforce pressures. This proactive, system-wide approach will support a resilient SEND future state that is fully aligned with wider reforms, maximises shared resources, and improves outcomes for children and families.

Appendix 10: Q11 Detailed Dependencies Risks and Opportunities provides more detail on:

- a) Dependency areas including additional local/national reforms,
- b) The potential impact on the timelines, resources, & outcomes and,
- c) The expanded management & mitigation actions, including contingency planning, stakeholder engagement, and adaptive governance.

Section 3 – Monitoring and Evaluation

12. How will the local area partnership know delivery is on track?

Monitoring tools and processes

Progress in delivering Torbay's SEND strategy will be tracked through a comprehensive, data-driven performance framework that enables timely oversight, challenge and improvement across the system. Our central SEND operational dashboard will be further developed to bring together key data from education, health and care into a single, accessible view. This dashboard will be used routinely by operational teams to monitor delivery milestones, identify emerging patterns in demand, and support proactive engagement with schools, settings and service leads.

A clearly defined set of Key Performance Indicators (KPIs), aligned to the strategic priorities and outcomes framework, will underpin monitoring arrangements. These KPIs will be reviewed 6-weekly by the SEND Local Area Improvement Partnership (SLAIP) Board and relevant partnership



groups to support informed decision-making on priorities, resourcing and service delivery. Data will provide both system-level and local insight, enabling leaders to identify variation, target support and drive consistency.

The partnership will use data across four key domains:

- **Demand:** including volume and trends in EHCP requests for assessment, timeliness of decision-making, identification rates in early years and schools, and emerging patterns of need.
- **Service delivery:** such as sufficiency and occupancy of local provision, deployment of specialist services (e.g. Speech and Language Therapy), delivery of SEN Support, and progress in developing alternative and inclusive provision.
- **Service quality:** including parent and carer satisfaction, feedback from children and young people, complaints and tribunal activity, timeliness and quality of EHCPs, and effectiveness of co-production.
- **Outcomes and outputs:** including attendance, exclusions, attainment and progress, preparation for adulthood indicators, and successful transitions between phases and into adulthood.

This structured approach will ensure a clear line of sight between strategic intent, operational delivery and impact on children, young people and families.

Feedback and adaptation mechanisms

Alongside quantitative data, the partnership will embed strong qualitative feedback loops to ensure that lived experience informs ongoing improvement. Regular engagement will take place with parent carer forums, children and young people's participation groups, and education, health and care practitioners through established networks and partnership boards.

Co-production will be embedded as a core principle, ensuring that children, young people and families are actively involved in shaping priorities, reviewing progress and designing solutions. Feedback will be gathered through a range of mechanisms, including surveys, focus groups, case audits and direct engagement, with clear processes for demonstrating how this input influences change.

Performance data and stakeholder feedback will be reviewed together at the Data and Quality Assurance Sub-group, SEND Reform Plan Sub-group, the Communication and Engagement Monitoring and Oversight Group and the SLAIP board, enabling triangulation of evidence to understand both what is working well and where improvement is needed. This will support a dynamic and responsive system, where learning is continuously applied to refine delivery approaches, address variation and respond to changing demand.

Through this integrated approach to monitoring, feedback and adaptation, Torbay will ensure that SEND reform remains focused on delivering meaningful, measurable improvements in outcomes, experience and value for money.



13. Reporting to DfE

Using the attached data template, the local area partnership is required to provide quarterly data returns to DfE against selected key metrics. DfE will, in turn, provide quarterly data reports with visualised analysis and benchmarking that will support your local delivery, monitoring and evaluation. This will include data the department holds on **Attendance**, **Exclusions**, and **Unauthorised absence**.

Appendix 11: Q13 Torbay Local SEND Reform Plan Data Submission v1.1 19 June 2026

Section 4 – Governance

14. How will the local area partnership ensure delivery of plans remain on track?

Torbay's Local Area Partnership is fully committed to delivering a high-quality, inclusive and sustainable SEND system that improves outcomes and experiences for our children, young people and their families. Strong, shared leadership and governance arrangements are in place across all system partners, underpinned by clearly defined and mutually understood lines of accountability. These arrangements ensure that the Local Authority, Integrated Care Board, education sector (including early years, schools, multi-academy trusts and further education), and wider partners operate as a collective system, taking joint responsibility for delivery, impact and ensuring best use of resources.

Formal representation from across the education sector is embedded within partnership governance structures, with clear links to Schools Forum and wider sector networks, ensuring strategic alignment, and effective two-way communication across all settings. Partnership working is further strengthened through shared, high-quality data, including integrated dashboards and a partnership maturity framework, which provide a consistent and transparent understanding of performance, progress, and system effectiveness. Alignment with other national initiatives and changes is secured through the linked governance with the multi-agency Transformation Board.

Further exploration of wider shared governance arrangements, across a sub-regional footprint will be explored, to ensure effective monitoring and evaluation of impact from shared resources and approaches.

Operational leadership for the SEND Reform Plan is delivered through the Senior Responsible Owner (SRO), who is accountable for ensuring milestones are met and maintaining oversight of progress, and ensuring alignment across all partners. Collectively, these arrangements support a culture of transparency, co-production and continuous improvement, ensuring the partnership remains focused on delivering measurable and sustained improvements for children and young people with SEND.



Governance Mechanism	Purpose/ Responsibilities	Membership	Cadence	Decision Rights	Escalation Route
Torbay SEND Local Area Improvement Partnership (SLAIP) Board	The SLAIP Board provides strategic leadership, oversight, and assurance for delivering the Local Area SEND Reform Plan and associated priorities, including strategic oversight of the High Needs Block and the priority actions set out in the 2025–26 Priority Impact Plan. It operates within a clear governance framework with transparent reporting, robust performance monitoring, and strong accountability across education, health, and care partners. The Board sets the vision and direction for improvement, drives innovation and sustainable change, and focuses on removing barriers, scaling effective practice, and addressing underperformance with urgency. It receives regular, detailed progress reports and uses a comprehensive performance and quality assurance framework, combining data and stakeholder feedback, to maintain a clear line of sight	Independent Chair Chair – SEND Family Voice Torbay Participation Lead (Voice of CYP) Lead Member, Children’s Services Director of Children’s Services LA Directors (Education (SRO), ASC, PH, Corporate, Finance) LA HoS (Commissioning, QA, Best Start in Life) Senior ICB Leads (AD for Women, Children and Young People, Clinical Lead for SEND) Health Trust Leads (Deputy Directors, LD and Autism Lead)	6-weekly	The Board uses its authority to drive delivery of the Priority Impact Plan and wider SEND activity and will evolve to provide system-level leadership for the Local Area SEND Reform Plan in line with the Schools White Paper. All decisions are: • Evidence-based and data-informed • Recorded and auditable • Aligned to statutory duties and partnership priorities Members hold delegated authority to act on behalf of their organisations, enabling timely, collective decision-making. This positions the Board as the primary decision-making forum for the SEND Reform Plan, with authority to set priorities, approve actions, and respond swiftly to risks and issues. Where decisions exceed delegated powers, these are escalated promptly through	Through its multi-agency membership, the SLAIP Partnership Board has clear and direct routes to escalate issues, risks, and decisions into formal partner governance structures where additional authority, scrutiny, or ratification is required. This includes escalation to: Local Authority governance, including the Children’s Continuous Improvement Board and SEND Family Voice Torbay (PCF), ensuring co-production and lived experience inform escalation and resolution NHS governance arrangements, including the Integrated Care Board and NHS Trust Boards Regional and national oversight, including the Department for Education Regional Director where appropriate Education sector governance, including Further Education providers and representative forums



	from strategy to frontline impact. With structured decision-making, risk management, and escalation processes, the Board ensures timely, evidence-based action and holds partners to account. It promotes a culture of openness, continuous learning, and shared responsibility, with active involvement of children, young people, and families shaping decisions. The Senior Responsible Owner (SRO) is accountable to the Board for delivery of the SEND Reform Plan, providing overall leadership, coordinating multi-agency work, ensuring alignment with strategic and statutory priorities, and embedding co-production. The SRO also oversees workstreams to ensure milestones, outcomes, and performance targets are met.	Education (EYs, mainstream, special, AP, Post-16) Chair – Schools Forum Invited Guests: Shadow Lead Member, Children’s Services DfE and NHSE Advisers		appropriate governance routes, including Local Authority and NHS structures. The Board operates with a clear view of the wider system across Torbay, Devon, Plymouth, Cornwall, and the Isles of Scilly, ensuring alignment across partners. This supports clear accountability, rapid decision-making, and effective coordination between local and system-level governance.	for early years, special schools, and mainstream schools These established escalation routes ensure that decisions requiring wider system alignment, additional resources, or statutory authority can be progressed swiftly and transparently. This approach provides strong system connectivity, clear accountability, and effective oversight, ensuring that risks and issues are addressed at the appropriate level across the Local Area partnership.
Financial Governance	Moving forward the following boards will scrutinise spend at an operational level: - SEND Decision to Issue Panel (weekly) tracks and monitors all issue decisions and any decisions on requests for additional funding and placement changes. - Independent Placements and Overview Panel (IPOP) – chaired by the Director of Children’s Services fortnightly discussions on all high spend requests or where multi-agency support is required.				



	From a more strategic level quarterly governance arrangements will be set up so that: - Through termly deep dives, audits and forecasting the education leadership team will consider the risks and issues of any concerning areas of spend. - Schools Forum will have oversight and scrutiny on the quarterly financial return (with the Schools Forum Chair also attending the SLAIP). - The SLAIP will also scrutinise the quarterly financial report by exception, having received escalations from Schools Forum. - The 151 officer, a new member of the SLAIP, will be present to have oversight of financial concerns and these will in turn be escalated to the Local Authority Directors meeting where necessary.				
Governance Mechanism	Purpose/ Responsibilities	Membership	Cadence	Decision Rights	Escalation Route
SEND Reform Plan SRO	The SRO provides single-point accountability and overall leadership for delivering the Local Area SEND Reform Plan. They ensure the plan is implemented effectively, sustainably, and in line with statutory duties and strategic priorities, including the Schools White Paper. Key responsibilities include: • Leading and coordinating delivery across education, health, and care partners • Ensuring alignment with partnership objectives and system-wide priorities • Overseeing workstreams to deliver agreed outcomes,	Divisional Director, Education and SEND – Torbay Council	The SRO is accountable to the board on a 6 -weekly basis Chair of the SEND Reform Plan Delivery Sub-group – 6-weekly meetings	The SRO operates within a clearly defined governance structure, with delegated authority to make decisions necessary for effective delivery of Torbay's SEND Reform Plan. They are accountable to the SEND Local Area Improvement Partnership Board, where they will report progress, issues and impacts. The SRO has authority to: Make operational and delivery decisions within the scope of the plan and with full transparency and collaboration with partners. Approve implementation approaches, resource use, and delivery plans, including taking corrective action where performance is off track	Where issues cannot be resolved within the SRO's delegated authority, a formal escalation process applies: Escalation to the SLAIP Board for: • System-wide risks or barriers • Decisions requiring strategic direction, additional resource or policy changes • Risks to statutory compliance or significant performance concerns Further escalation, where required to Director of Children's Services, LA corporate leaders or lead member, and ICB governance structures for:

	milestones, and performance targets • Embedding co-production so children, young people, and families shape design and delivery • Reporting to and being held accountable by the SLAIP Board for progress and impact			Commission additional analysis or intervention to address emerging issues, ensuring key risks and issues are escalated to the board in a timely manner. Agree changes that do not materially impact overall programme scope, budget or strategic direction	• Workforce performance issues • Financial pressures or workforce constraints • Interdependencies causing system-wide delays • Safeguarding or quality concerns
Governance Mechanism	Purpose/ Responsibilities	Membership	Cadence	Decision Rights	Escalation Route
Sub-Groups: 1. Experts at Hand 2. Data and Quality Assurance 3. SEND Reform Plan Delivery	The three sub-groups will operate on behalf of the Board to provide focused operational oversight and drive delivery within its remit. The purpose is to ensure that agreed strategies and plans are translated into effective, timely, and high-quality delivery, resulting in measurable improvements for children, young people, and families. The sub-groups are responsible for monitoring performance and progress against agreed priorities, milestones, and outcomes; coordinating activity across	Data and Quality Assurance • Independent Chair • Divisional Director, Education and SEND (SRO) • Head Of Service – Quality Assurance • Business Intelligence Manager • SEND Commissioning Manager Women's and Children's Team NHS Devon ICB • Chair SEND Family Voice Torbay (SFVT) • DfE SEND Advisor	Data & QA and SEND Reform Plan Delivery: 6-weekly EAHO – Initially fortnightly – moving to monthly once established	Each of the sub-groups has delegated authority to make operational, performance and quality-related decisions within its remit on behalf of the SLAIP Board. Specifically, it can: • Agree and direct corrective actions where performance or quality is not at the required standard • Take action to address underperformance, including strengthening delivery plans and reallocating focus or effort • Resolve risks and issues within its scope, including removing barriers to progress	Each sub-group escalates issues and decisions to the SLAIP Board, which holds overall strategic accountability for the SEND Reform Plan. Escalation is used where: • Issues cannot be resolved within the Sub-Group's delegated authority • Risks have system-wide implications or threaten delivery, statutory compliance, or outcomes • Decisions require strategic direction, additional resources, or formal approval

	partners to ensure alignment and reduce duplication; and identifying and addressing risks, barriers, and dependencies. They will apply robust challenge and support to drive continuous improvement and hold partners to account for delivery. Using a combination of performance data, quality assurance activity, and stakeholder feedback, each group will develop a clear, evidence-based understanding of impact and areas for improvement. They will maintain oversight of resources and capacity, ensuring lived experience informs delivery, and adapts plans as needed to strengthen outcomes. Each sub-group will be required to provide regular assurance to the Board through concise reporting on progress, risks, issues, and impact, escalating where	• Deputy Director (interim) for Children and Family Health Devon • Principal Educational Psychologist • Public Health Specialist • IRO – Child in Need • Head of SEND • SEND programme manager Experts at Hand - NEW • Co-Chair – ICB / LA / PCF • Principle Educational Psychologist • Head of SEND • Divisional Director, Education and SEND (SRO) • Speech & Language Therapy (SaLT) lead • OT lead • Early Years lead • Post 16 lead Further Membership		• Agree • Commission or request further analysis, audit or deep dives to inform improvement • Identify and share best practice and agree how this is scaled across the partnership • Shape and refine quality assurance activity to ensure it is robust and impactful • Agree messaging and feedback to parents and carers on progress and impact • Agree operational delivery actions and sequencing within the scope of the approved reform plan • Adjust implementation approaches (e.g. timelines, methods, task allocation) to support delivery • Request information, updates, and corrective actions from lead partners Where decisions have strategic, financial, or system-wide implications beyond its delegated authority, the Sub-	• Delivery is significantly off track against agreed milestones or outcomes • Additional resources, policy decisions, or system-wide changes are required • There are conflicts or lack of alignment between partners affecting delivery • There is a risk to statutory compliance, inspection outcomes, or children's experiences • A change to the scope or direction of the Reform Plan is needed Through the SLAIP Board's multi-agency membership, further escalation can then be progressed into wider Local Authority, NHS, education and regional governance structures as required.
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	necessary to support timely, informed decision-making.	TBC SEND Reform Plan Delivery – NEW • SRO – Chair • Building Block Workstream Leads • Chair – SEND Family Voice Torbay (PCF) • SEND Programme manager Further Membership TBC		Group will escalate these to the SLAIP Board for consideration and formal approval.	
Locality Model Governance	During June 2025 to January 2026 29 out of 31 primary schools piloted a ‘locality’ model approach to SEND, focusing on SLCN, they worked in small clusters to support training, capital developments and worked with the new speech therapist model. This pilot was designed to test how schools could work more collaboratively around a shared challenge. Now primary schools are organising themselves around smaller geographical clusters to further explore how this structure could work more formally. It is anticipated that each cluster of schools will report through to a Locality sub-board and eventually mature into a system where expertise and resources can be shared and administered through each cluster. Through the RISE programme some Secondary schools are also exploring place-based approaches and further discussions are being held to understand how they can similarly join this governance approach.				
Governance Mechanism	Purpose/ Responsibilities	Membership	Cadence	Decision Rights	Escalation Route
Communication and Engagement Monitoring and Oversight Group	The SEND Communication and Engagement Monitoring and Oversight Group assures the Board that communication with children, young people, families, and partners is effective, inclusive, and influencing service improvement. It ensures stakeholder voices shape SEND reform and that system	Co-Chair: PCF Chair and Communications Lead Members tbc	Bi-monthly	The Communication and Engagement Monitoring and Oversight Group is a non-decision-making body. Its authority is limited to: • Reviewing and scrutinising communication and engagement activity • Providing independent assurance and professional challenge	The Group plays a key role in ensuring communication and engagement risks or failures are visible and acted upon. The group escalates issues to the SLAIP Board. Escalation is used where: • There is evidence that stakeholder voices are not influencing decisions or delivery



	communication is clear, timely, and accessible. Key responsibilities: • Monitor effectiveness, reach, and accessibility of communication • Assess the impact of engagement and participation • Embed co-production across workstreams • Review feedback, complaints, and lived experience to identify improvements • Challenge where engagement is insufficient or not influencing decisions • Identify gaps, especially for underrepresented groups • Promote consistent good practice across partners • Provide assurance that stakeholder voice informs policy, design, and delivery			• Making recommendations for improvement to relevant groups and the SLAIP Board • Highlighting where stronger or different engagement approaches are required	• Communication is unclear, inconsistent, inaccessible, or ineffective at scale • There are significant concerns from families, children, or partners that remain unresolved • Engagement is tokenistic or not meeting co-production expectations • There are gaps in inclusion, particularly for marginalised or seldom-heard groups • Reputational or trust risks are identified • System-wide action or strategic direction is required to improve engagement Through the SLAIP Board's multi-agency membership, further escalation can then be progressed into wider Local Authority, NHS, education and regional governance structures as required.
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Appendix 12: Q14 Governance structure shows the relationship between each of these and other boards and groups.



Section 5 – Central Government Support

15. How can we help you?

Delivering sustainable SEND reform in Torbay is supported by strong partnership working between local systems and central government. Continued national support would help strengthen workforce capacity, enable integrated working, and provide clarity and consistency for implementation.

Key areas:

- **Workforce leadership and regional coordination**
Expanding national training pipelines for key roles (e.g. Educational Psychologists and Speech and Language Therapists). Supporting regional approaches to recruitment, including shared agreements on pay and contracts, could help reduce competition and improve retention. Continued investment in workforce development aligned to reform priorities would also support delivery.
- **Long-term funding and commissioning**
Greater certainty through multi-year funding across revenue and capital would support strategic planning. Increased flexibility to develop pooled or aligned budgets across partners may help strengthen early intervention and reduce reliance on higher-cost provision.
- **Guidance and system coordination**
Timely, detailed national guidance, alongside practical examples and opportunities for engagement, would support consistent implementation. Further alignment across DfE, NHS England and regulatory bodies could help address system-level challenges.
- **Partnership expectations across education providers**
Clearer national expectations for all providers, including Academy Trusts, to contribute to local partnership working would support more consistent approaches to inclusion.
- **Targeted expert support**
Access to specialist advice and peer challenge at key stages (e.g. sufficiency planning and system design) would help build local capability while maintaining local ownership.
- **Data and digital infrastructure**
Streamlined, standardised data tools and shared platforms would improve planning and reduce duplication, supported by sufficient lead-in time for changes.
- **Regional collaboration and sufficiency planning**
Ongoing support for regional networks, alongside early clarity on specialist provision and capital programmes, would assist effective local planning and delivery, including stronger post-16 pathways.