

Torbay SEND Reform Plan

Version 1.2

May 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	Email contact	Date

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, fragmented model to one that is inclusive, preventative and coordinated. This reflects high levels of need driven by 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 are educated in mainstream settings, with high levels of absence, persistent absence and exclusions. Inconsistent delivery of the universal offer and graduated response contributes to uneven inclusion and escalating need. Over the next three years, Torbay will implement a strengthened Ordinarily Available Provision (OAP), embed locality-based delivery, and scale early intervention, particularly for speech, language and communication needs (SLCN) and neurodevelopment. This will increase mainstream inclusion, reduce out-of-area placements, and ensure needs are met earlier and more effectively.

b) Stronger local partnerships:

The partnership has strengthened significantly following inspection and the Priority Impact Plan, with clearer governance and more aligned leadership through the SLAIP Board. However, historic weaknesses in joint working, commissioning and communication have contributed to system fragmentation and delays. The vision is for a fully integrated system where parent carers, education, health and care operate through shared pathways, joint commissioning and locality-based delivery, supported by Family Hubs, Families First and Sub-regional collaboration to improve consistency and efficiency at scale.

2. Improve workforce capacity and capability

Workforce capacity remains a key constraint, particularly in educational psychology, speech and language therapy and wider health services. Recruitment and retention challenges continue to impact timeliness, quality and system resilience. Variability in practitioner confidence also contributes to inconsistent early identification and a referral-led approach.

Over the next three years, Torbay will build a confident and skilled workforce across all sectors. This includes strengthening SENDCo capacity, expanding multi-agency training, and embedding specialist outreach through the Experts at Hand Offer. Improving workforce capability will enable earlier intervention, reduce reliance on EHCPs and support more needs to be met effectively within mainstream provision.

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

Inspection findings highlighted delays, inconsistent experiences, weak communication and limited co-production, resulting in low parental confidence. While governance, data use and engagement mechanisms are improving, these changes are not yet consistently experienced by families.

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

4. Stabilise finances and improve value for money

Torbay continues to face financial pressure due to historically high EHCP demand and reliance on specialist and independent placements. Although the Safety Valve programme has reduced demand growth and improved sufficiency, pressures remain in key areas such as ASC, SEMH and alternative provision.

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

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

Section 1 – Vision and Goals

Our Vision

We will build a SEND system in Torbay that is inclusive and ambitious, where children and young people are valued, supported early, and able to do well in their local communities while growing in confidence for adult life.

We will work together across education, health and care services, families and the voluntary and community sector, to provide the right support at the right time and in the right place.

This will help children and young people with SEND learn, feel they belong, and be ready for independent and fulfilling lives.

To achieve this vision, three overarching priorities will guide delivery to 2029.

First, improving outcomes for children and young people through inclusive education, earlier identification of need and timely, effective support. Strengthened SEN Support, access to specialist advice and enhanced collaboration across settings will enable more children to succeed locally and transition confidently into adulthood.

Second, building confidence in the SEND system by ensuring clarity, consistency and transparency. Families will experience clear pathways, strong communication and meaningful co-production, with their voices shaping decisions, services and outcomes.

Third, making best use of resources by investing in early intervention, local provision and workforce capacity. Joint commissioning and strong financial governance will ensure services are sustainable, efficient and focused on delivering the best possible outcomes.

To achieve this vision, three overarching priorities will guide delivery to 2029.

Section 2 – Strategy

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

Local blueprint for the next 3 years	Where we are	Where we will be in the next 3 years
<p>SUMMARY TABLE</p> <p>See appendix 3 for full plan</p>		
<p>Building Block 1: Strengthening inclusion across education settings Pillars 2, 3, 4 and 7</p>		
<p>Summary of enablers and success measures</p> <p><i>The successful delivery of these SEND improvements is underpinned by a set of core enablers that collectively drive better outcomes, efficiency, and confidence across the system. Strong leadership and governance provide clear strategic direction, accountability, and consistent decision-making, while a skilled and sufficient workforce across education, health, and care ensures the capacity and expertise to meet need effectively. Inclusive practice in mainstream settings, supported by a robust graduated response and early intervention, reduces unnecessary escalation and improves access to support. This is complemented by investment in local provision and strategic commissioning, enabling more children to be educated closer to home and reducing reliance on independent placements. Effective processes and high-quality data support timely assessments, improved performance management, and reduced waiting times, while strong multi-agency partnership working ensures coordinated delivery across services. Early help</i></p>	<p>Where we are</p> <p><i>Torbay SEND Local Area Partnership is in a strong position to make rapid improvements over the next three years. Our recent Priority impact Plan, which has focused on many of the key building blocks, mean our infrastructure for change is already progressing. Changes 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</i></p>	<p>Where we will be in the next 3 years</p> <p><i>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 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.</i></p> <p><i>Overall, the system will deliver consistent, place-based</i></p>

<p><i>approaches and demand management pathways further prevent escalation to EHCPs, and meaningful engagement with parents, carers, and schools builds trust and confidence in the system. Together, these enablers support the achievement of key success measures, including increased inclusion in mainstream settings, stabilised demand for EHCPs, improved access and timeliness of services, better attendance and attainment outcomes, more efficient use of transport and resources, and strengthened confidence among families and professionals.</i></p>	<p><i>the DfE RISE universal programme is drawing all school settings together to support the wider inclusion work.</i></p>	<p><i>support, improved outcomes, and a more sustainable, inclusive SEND offer.</i></p>
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Building Block 2: Access to specialist support and local placements
Pillars 4, 5 and 6

<p>Summary of enablers and success measures</p>	<p>Where we are</p>	<p>Where we will be in the next 3 years</p>
<p><i>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. A skilled and sufficient workforce, alongside increased access to specialist services, enables reduced waiting times and improved support within mainstream settings. Clear multi-agency pathways and efficient processes ensure a more coherent and navigable system for families and practitioners. Strong inclusive practice and early intervention underpin effective use of mainstream provision and support improved reintegration from alternative provision. A consistent and equitable service offer across all settings helps reduce disparities, including NEET outcomes, while a strong focus on data and performance drives improvements in attendance, behaviour, and attainment. Finally, effective engagement, communication, and co-production with families, schools, and practitioners build confidence in the system, resulting in better user experience and reduced complaints, disputes, and tribunal activity.</i></p>	<p><i>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, multi-agency support, alongside early improvements in access to key therapies.</i></p> <p><i>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.</i></p>	<p><i>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.</i></p> <p><i>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 specialist support, underpinned by a resilient, jointly commissioned workforce and strengthened regional collaboration.</i></p> <p><i>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</i></p>

Building Block 3: System leadership, local partnership collaboration and co-production
Pillars 1, 3 and 5

<p>Summary of Enablers and Success Measures</p> <p><i>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 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.</i></p> <p><i>These outcomes are enabled by a set of core system conditions: strong early identification processes and accessible early help pathways; clear and consistently applied multi-agency processes; a skilled and confident workforce able to deliver high-quality inclusive practice; and a commitment to equitable provision across all settings. Robust use of data supports improvements in timeliness and outcomes, while effective communication, co-production, and engagement build confidence and ensure services are shaped by the voices of families and young people. Together, these enablers create a more proactive, consistent, and user-centred SEND system that improves both experience and long-term outcomes.</i></p>	<p>Where we are</p> <p><i>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, these are not yet consistently applied or aligned into a coherent system-wide approach.</i></p> <p><i>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.</i></p> <p><i>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.</i></p>	<p>Where we will be in the next 3 years<i>In three years, Torbay will have a fully embedded, co-produced 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 mainstream inclusion and reducing escalation to statutory processes, specialist placements and exclusions.</i></p> <p><i>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.</i></p> <p><i>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.</i></p> <p><i>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.</i></p>
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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 and sustained improvement. Success is demonstrated through robust governance arrangements, where boards provide clear oversight, strong decision-making, and effective escalation, underpinned by well-defined roles and accountability across education, health, and care partners. Consistent representation and active participation across partnership forums, alongside embedded co-production with families and young people, ensure that decision-making is inclusive and informed by lived experience. This is supported by widespread adoption of shared data dashboards, enabling all partners to access a single, consistent view of performance and need, with data routinely used to inform both strategic and operational decisions. Continuous improvement in partnership maturity further reflects the strengthening of collaborative working. These outcomes are enabled by strong, aligned leadership, clear governance structures, a culture of collaboration and transparency, robust performance management, and integrated data systems, all of which together create a more accountable, insight-driven, and effective SEND partnership.

Where we are

Torbay has a well-established SEND partnership governance structure, with the 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.

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, 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.

2. 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 fully integrated.

Key inputs include strengthened partnership governance, embedded co-production with families, and a robust shared evidence base through the JSNA and data dashboards. Investment in workforce capacity, locality delivery models, Family Hubs and joint commissioning, supported by a sub-regional collaboration, provides the foundation for change. 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 around the child and family. Shared thresholds, aligned front-door arrangements and common assessment frameworks reduce duplication and enable earlier intervention. A refreshed Ordinarily Available Provision (OAP), SEND Reform Plan and targeted pathways (e.g. SLCN, neurodevelopment) further drive consistency.

These inputs will produce outputs including consistent adoption of the graduated response across mainstream settings, more effective multi-agency pathways, improved EHCP timeliness and quality, reduced therapy waiting times, and stronger use of data to inform commissioning. Engagement and participation will also strengthen trust and co-production with families and wider stakeholders. This will lead to outcomes where needs are identified earlier, reducing escalation and reliance on statutory plans. Mainstream inclusion will increase, with fewer out-of-area placements, improved attendance and reduced exclusions, alongside more consistent experiences for families. The long-term impact will be a sustainable, preventative SEND system that reduces inequalities, improves life outcomes, and delivers a responsive, trusted service while using resources more efficiently.

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

Please see Pink Column for our assessment of where we are as a Local Area Partnership.

TORBAY SEND & AP PARTNERSHIP SELF-ASSESSMENT

ASSESSMENT CONTEXT - please add any relevant information about how you have completed the tool, including any limiting factors in arriving at a shared assessment.

Initial meetings to coproduce the tool. This has led largely on the expansive coproduction work we completed as a partnership when we coproduced our Priority Impact plan; this was the result of surveys, workshops and meetings with children, young people, parents and carers and colleagues from the whole partnership.

STATUS - use this box for version control (e.g. DATE, v1.0) and to record any formal decisions/agreements about the assessment.

v1.0

Pillar 1: Co-production with parents and carers and children and young people

0 - NOT YET EMERGING	1 - EMERGING	2 - DEVELOPING	3 - MATURING	ASSESSMENT	DATE COMPLETED	STRENGTHS/SUCCESSES/IN PROGRESS	GAPS/ISSUES TO ADDRESS	FOCUS AREAS FOR IMPROVEMENT
Parental representatives are not involved in SEND and AP partnership meetings. The Parent Carer Forum (PCF) is not formalised or in early stages, without wider parental representation evident. PCF Chair is not involved in SEND strategic partnership board meetings. Views of CYP and parents/carers not gathered. Very little evidence of the partnership engaging with parents/carers in co-production.	There is limited parental engagement in the SEND and AP partnership meetings. The area has a PCF that has a formalised structure but is not always supported to actively engage with local partners or is a recent newly formed forum. The PCF strategic leads of the local PCF do not regularly attend partnership board meetings and there is limited engagement. There is an awareness of the principles of co-production and parents, carers and children and young people are beginning to be involved in	The area has an active, effective, and sustainable PCF. Local SEND and AP youth forums or user groups are engaged with throughout planning and delivery. The partnership is developing practice to co-produce with parents and children and young people. Some aspects of service planning and review cycles actively seek input, but participation is not yet universal or embedded.	The area has an active PCF which meets regularly with the system partners. Strong feedback mechanisms ensure that children, young people and families know how their views influence decisions. There is strong evidence that their views shape services and outcomes. Co-production is a core feature of planning, delivery and review. Parents, carers and children and young people are equal partners, with clear and regular opportunities to influence strategic priorities, service design and quality	2 – DEVELOPING	3/18/2026	1) PCF Strategic Partner and actively attends and engages with partnership board meetings. 2) PCF have grown reach, well supported by Host PCF and host a number of initiatives across Local Area. 3) PCF meet regularly with system partners. 4) Area has a coproduction charter 5) Strong commitment to coproduce with young people and parents 5) Youth Forum and youth voice has grown and are beginning to be embedded across all areas 6) Summaries of Board meetings are provided video VLOGs, sharing of minutes and through social media and e-newsletters	1) Continue to support PCF to expand, grow and bring together a wider range of other SEND groups. 2) Continue the focus to embed Coproduction through our PIP to ensure coproduction becomes embedded at all levels. 3) Enable coproduction to be a core feature of all planning, delivery and review cycles. 4) Improve feedback mechanisms across all areas. 5) Wider range of opportunities and methods needed to encourage and support participation by parents, carers, children and young people 6) The range of current communication channels are being more widely used, but there needs to be	1) Coproduction is a key area in the Torbay PIP. This is being addressed via a recent coproduction event. The Area hopes to embed a framework for coproduction with support from the whole partnership and particularly through a SWRiia Grant. 2) A SWRiia Grant has enabled a family liaison role to support improved feedback and gathering of views for 2026/7. 3) Secure funding and support to continue the growth of the PCF. 4) Genuine Partnerships and CDC have been commissioned to support the collaboration with other parent groups.

	discussions about services. The partnership is beginning to engage with parents/carers but a clear approach of co-production has not yet been fully embedded as best practice. Relations with families / PCF are not entirely positive and key groups of parents are vocal in their concerns.		assurance. The partnership has embedded practices to co-produce with parents and children and young people.				further work to identify further channels in order to reach the right people, at the right time, in the right way	
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Pillar 2: Effective system leadership and governance

0 - NOT YET EMERGING	1 - EMERGING	2 - DEVELOPING	3 - MATURING	ASSESSMENT	DATE COMPLETED	STRENGTHS/SUCCESSES/IN PROGRESS	GAPS/ISSUES TO ADDRESS	PRIORITIES & SUPPORT NEEDS
Key leaders lack requisite knowledge and skills, either with vacant posts or with interim staff, resulting in ineffective practice. Local governance structures are not fully established and local partners are unclear where and how decisions are made about SEND and AP provision and services. No clear communication strategy and limited sharing of data	Leaders are in place and starting to influence strategic direction and build partnerships. Partners are working with initial governance structures and developing clarity on where strategic decisions are made. Opportunities exist to further engage stakeholders in operational and strategic planning. Communication is identified as an area for improvement. Accountability is supported by existing processes and compliance measures. The partnership is	Leaders have developed structures and forums for decision-making which are established and increasingly understood, with partners contributing meaningfully to discussions. Feedback pathways between operational and strategic levels are being implemented. Communication channels exist but need strengthening in parts of the system. An outcomes-based approach is developing, with agreed shared	Leadership is effective, and well-defined and embedded governance ensures decisions are collectively made at appropriate levels. All partners have clarity on their roles and can easily influence both operational and strategic planning. Processes are continually reviewed for improvement. Commissioning is well understood and integrated across the partnership. Robust, transparent systems for measuring and	2 – DEVELOPING	3/18/2026	1) New SEND local area improvement board, excellent engagement from all agencies. 2) Feedback pathways are improved and embedded to be escalated to the SLAIP through known escalation channels. 3) A new partnership data dashboard exists and is being utilised as well as a new refreshed JSNA - new methods to utilise this information for better outcomes have initialised. 4) Feedback is regularly discussed at Board with open and transparent discussions about areas of challenge.	1) Communications to our families. 2) Embed our use of data by closing this loop into our partnership planning processes	1) A Communications Strategy has recently been enacted in our partnership to ensure our families are hearing about improvements in a way which suits them. 2) A new Data and QA Board has been created to deep dive into all local area data to ensure strengthened outcome measuring.

performance measures.	focused on strengthening outcome measures and building shared understanding of system performance.	outcomes and initial steps to use data for evaluation. Partners are starting to communicate openly about progress, and feedback is more routinely discussed.	reporting outcomes are fully embedded. Success is judged by impact on CYP and families, and services are continually improved in response to honest evaluations involving all partners. Decision-making is both aspirational and innovative.					
<i>Pillar 3: Accurate understanding of needs and experiences of children and young people through effective use of quantitative and qualitative data</i>								
0 - NOT YET EMERGING	1 - EMERGING	2 - DEVELOPING	3 - MATURING	ASSESSMENT	DATE COMPLETED	STRENGTHS/SUCCESSES/IN PROGRESS	GAPS/ISSUES TO ADDRESS	PRIORITIES & SUPPORT NEEDS

<p>There is limited evidence of using data effectively to inform commissioning of services based on the needs profile of children in the local area. Data analysis is simple and descriptive. Qualitative data is not collected. The LA Self Evaluation does not accurately reflect provision and / or is incomplete, or has not been shared.</p>	<p>Data gathering methods are being established or updated and provide an initial understanding of needs and gaps. Planning is supported by available quantitative data, with opportunities to develop more comprehensive use of family and CYP perspectives. Commissioning is underway within each sector, with some early cross-agency conversations. Providers are engaged with current sufficiency, and there is scope for increasing dialogue and alignment to proactively meet future needs.</p>	<p>Partners collaborate to gather both quantitative and qualitative evidence of needs. There is a growing sophistication in analysing current provision against future demand, and plans are underway to address identified weaknesses and gaps. Partners are working together more actively, consulting providers and starting to coordinate commissioning processes. Efforts are made to co-produce solutions and align plans across agencies, with some shared ownership and responsibility.</p>	<p>A robust and comprehensive evidence base underpins strategic planning. Rich quantitative and qualitative data is routinely collected, shared, and used to monitor trends and inform sufficiency planning. Joint commissioning across the partnership ensures that services are in place to meet the range of needs and achieve positive outcomes for CYP with SEND.</p>	<p style="text-align: center;">1 – EMERGING</p>	<p style="text-align: center;">3/18/2026</p>	<p>1) New local area data dashboard 2) New JSNA 3) New events to analyse JSNA and new Commissioning multiagency meeting to enact data into commissioning as a partnership. 4) Improved qualitative data starting to routinely be gathered 5) Starting to develop partnership methods to coproduce solutions e.g NDPP, Locality Pilot, Belonging By Design</p>	<p>1) Continue with integration of whole partnership to utilise data to project future needs/provisions. 2) Use of qualitative data becomes completely embedded 3) Our cycle of data collection-analysis-action becomes embedded partnership wide. 4) The SEND Local Offer needs to be reviewed to ensure that it is up-to-date and legally compliant 5) Embed a consistent method of measuring impact of the services commissioned to ensure services continue to meet need, or be amended/developed in line with the needs of the children and young people.</p>	<p>1) Embed our data dashboard and analysis routinely into our governance cycles 2) Embed our joint commissioning processes 3) Develop a PowerBi data dashboard for the whole partnership in the long term.</p>
<p>Pillar 4: High quality service delivery at universal, targeted and specialist levels to promote inclusion</p>								
<p>0 - NOT YET EMERGING</p>	<p>1 - EMERGING</p>	<p>2 - DEVELOPING</p>	<p>3 - MATURING</p>	<p>ASSESSMENT</p>	<p>DATE COMPLETED</p>	<p>STRENGTHS/SUCCESSSES/IN PROGRESS</p>	<p>GAPS/ISSUES TO ADDRESS</p>	<p>PRIORITIES & SUPPORT NEEDS</p>

<p>No consistent guidance or support for schools to identify needs; inclusive practices are minimal and fragmented. Limited or no targeted interventions in place; AP is poorly integrated and rarely considered as part of the continuum of support. Statutory decision-making is inconsistent and delayed; quality assurance processes are absent or ineffective; specialist provision planning is reactive rather than strategic.</p>	<p>There is some guidance and support in place to support schools in identifying needs, but provision is inconsistent and AP is not well integrated. Schools and settings are beginning to expand their offer for CYP with SEND, but it remains largely focused on statutory responsibilities. Statutory decision-making is inconsistent and often delayed, SEND sufficiency planning is in development and looking at future projections but provision not able to meet demand.</p>	<p>Support services are developing; schools and settings are improving in identifying needs and accessing provision, including AP, evidenced in improving outcomes for CYP with SEND. Schools and settings are broadening their provision and starting to embed inclusive practices, with growing use of AP, and reducing requests for specialist provision. Processes are becoming more consistent and timely, with evidence of quality assurance and improvement. There is a strategic SEND sufficiency plan in place but recognition of some challenges in implementation.</p>	<p>There are effective arrangements and services in place to support schools and settings to identify needs and put in place appropriate provision, including Alternative Provision, evidenced in positive outcomes for CYP with SEND. Schools and settings are delivering a broad offer for all children and young people with SEND (beyond solely statutory responsibilities) that enables inclusive practice across the system, including Alternative Provision, and a higher% of CYP with EHCPs in mainstream. Decision-making and practice relating to statutory decisions is consistent and timely. SEND sufficiency planning is strategic and partners have confidence in the system's capacity to meet needs for the majority of children.</p>	<p>1 – EMERGING</p>	<p>3/18/2026</p>	<p>1) Our quality assurance processes are embedded and are making a significant impact on quality of EHCPs. 2) Graduated Response toolkits are detailed and coproduced with parents and carers to be holistic tools for support. 3) SEND Sufficiency planning is in development but constraints through the Safety Valve programme means that although sufficiency is much improved some provision cannot meet demands. 4) New ASC special school will go some way to meet needs from Sep26. 5) Commissioned outreach support from SPT (Belonging By Design) supporting mainstream schools to strengthen Universal and targeted provision (in progress) 6)CDC facilitated OAP workshops to develop a consistent and agreed OAP/Universal offer across all schools (in progress) We now not only have a QA safeguarding framework in place for AP but also a Impact and outcome assessment framework in place. This provides a list of approved providers which schools can commission.</p>	<p>1) A consistent delivery of a universal/OAP offer for all children and young people 2) An Experts at Hand universal offer which supports this delivery 3) Sufficiency improves to meet gaps 4) Coproduced Sufficiency Strategy for SEND is developed. This will include an AP impact framework to assure ourselves of the impact for the young people using the provision. Our next step is to work with schools to ensure we are capturing the impact and outcomes of the provision they are directly commissioning.</p>	<p>1) ASC special school delivery by Sep26. 2) OAP coproduced, launched and delivered, with monitoring which shows a consistent offer is available for all. 3) Long term sufficiency of key areas of need is improved.</p>
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Pillar 5: Effective Partnership working across education, health and social care

0 - NOT YET EMERGING	1 - EMERGING	2 - DEVELOPING	3 - MATURING	ASSESSMENT	DATE COMPLETED	STRENGTHS/SUCCESSES/IN PROGRESS	GAPS/ISSUES TO ADDRESS	PRIORITIES & SUPPORT NEEDS
<p>Education Providers: Limited evidence of joint planning or collaboration. Schools generally operate in isolation with no shared inclusion strategies. Engagement with local authority is minimal.</p>	<p>Education Providers: All school types are involved in some way and contribute to the local offer, with engagement variable but developing across providers. Collaborative planning processes and networks are being strengthened, and schools are starting to partner with the LA on inclusion strategies.</p>	<p>Education Providers: All settings, including AP, post-16, and early years settings, are represented and most take part in partnership work, with regular consultation on inclusion. Joint processes for planning and provision are developing. Fair access protocols show improving outcomes and growing confidence. SENCO and leader networks are forming, and shared responsibility for inclusion is growing.</p>	<p>Education Providers: All providers are fully represented and actively engage in strategic planning, sharing updates with their settings. Evidence shows collaborative work improves planning, transitions, and inclusion. Fair access protocols are trusted and effective. Strong networks enable clusters of schools to commission, support, and respond to needs.</p>	<p>1 – EMERGING</p>	<p>3/18/2026</p>	<p>1) Improved engagement and attendance of school colleagues at all levels of SEND improvement. 2) Planning processes are being strengthened throughout the partnership. 3) Partnership work with APs under the new EOTAS Programme is developing and evidencing the impact this collaboration has on the children and their families.</p>	<p>1) Gain better consistency by addressing schools who do not engage with the improvement work. 2) Recent improved collaboration and communication at SENDCo Forum is evident. 3) Fair Access protocols are being developed.</p>	<p>1) Embed the new support offers with SENDCos and engage all.</p>

<p>Health Services: No established communication or referral pathways between education and health. Health partners are not providing evidence of awareness of SEND responsibilities or participating in planning. There is very little data sharing to inform commissioning.</p>	<p>Health Services: Education providers are aware of relevant NHS services and how to signpost or refer to them, with at least limited contact between education and health partners. Understanding of ICB SEND roles is developing, setting the stage for stronger partnerships and health is seeking to understand more about needs from education.</p>	<p>Health Services: Positive working relationships with NHS and hospital AP are developing, and strategic engagement is increasing. Health providers are aware of designated ICB leads and the executive SEND lead, but board engagement is still limited. Inspections highlight need for further improvement.</p>	<p>Health Services: Partnerships with health are strong and joint commissioning is routine, with clear feedback and resource sharing. Lines of communication with ICB and NHS including health providers are well-established. Inspection reports confirm effective collaboration.</p>	<p style="text-align: center;">2 – DEVELOPING</p>	<p style="text-align: center;">3/18/2026</p>	<p>1) Health is a strategic partner in the SEND partnership: Health providers are a more consistent and visible part of the partnership, contributing actively to strategic boards, workstreams and key improvement activity. Impact: More aligned decision-making and clearer shared ownership of SEND improvement.</p> <p>2) Improved pathways and multidisciplinary working: Emotional wellbeing, neurodevelopmental and early-years communication pathways have strengthened, with better alignment between health and education, expanded multidisciplinary assessments and some reductions in waiting times. Impact: Faster, more coordinated responses for children and families.</p> <p>3) Greater health input in early help: Health services are further developing our needs led offer and increasingly contributing to early-help offers, providing earlier support for emotional and developmental needs. Impact: Earlier identification and intervention, reducing escalation and unmet need.</p>	<p>1) Further collaboration between health practitioners and education settings could be strengthened to improve awareness of services and needs led support across the full partnership</p>	<p>1) strengthen joint commissioning and feedback loops: Improved commissioning arrangements and more effective feedback mechanisms are needed to ensure health intelligence consistently informs both strategic and operational planning. Impact: More coherent decision-making and better alignment of resources across the system.</p> <p>2) Increasing health involvement in inclusion and attendance work: Greater participation from health services in inclusion, attendance and reintegration activity—particularly for children with complex needs—will strengthen coordination and improve outcomes. Impact: More timely, holistic support and improved continuity for children with additional needs.</p>
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<p>Social Care/Local Authority: No evidence of strategic collaboration with education or health. Providers do not access local care offers. Early intervention models are not in place. There is very little data sharing to inform commissioning.</p>	<p>Social Care / Local Authority: Providers access the local care offer and engage with care teams for individual CYP needs. Strategic collaboration is starting, and the LA is initiating work on early intervention models, such as Families First reforms.</p>	<p>Social Care / Local Authority: Positive working relationships with LA care teams and managers are emerging. Designated social care officer helps embed care priorities. The LA is embedding Family Help and child protection reforms, and strategic coordination is improving.</p>	<p>Social Care / Local Authority: Strong, embedded relationships between education, health and care ensure joint planning and resource sharing. FFP and multi-agency reforms are routine. Children and families receive early support, and joint commissioning is mature.</p>	<p>2 – DEVELOPING</p>	<p>3/18/2026</p>	<p>ILACS inspection recently commented on effective multiagency working and delivery of Family First. 2) DSCO has DSC been working across multi agency partners to improve transition pathways between adults and children services. DSCO works with health in respect of Dynamic support register to improve the risk assessments. DSCO is working with SC in respect of accessing additional needs service at point of request for ECH assessment, DSCO is part of the team around the school meeting. At the point of the EHC assessment the DSCO calls the families and following discussions may offer a social care or EH referral, and also signposts to the family hubs.</p>	<p>1) Develop the collaboration with education and health already started through the Family First Programme.</p>	<p>1) Deliver the recently started locality hubs for improved multi-agency collaboration. 2) Further the work to base locality hubs in schools. 3) Strengthen joint commissioning and align partnership across SEND, FFP, Neighbourhood development and CYP INT MDT</p>
<p>Pillar 6: Skilled and organised workforce across local authority, education settings, health and social care</p>								
<p>0 - NOT YET EMERGING</p>	<p>1 - EMERGING</p>	<p>2 - DEVELOPING</p>	<p>3 - MATURING</p>	<p>ASSESSMENT</p>	<p>DATE COMPLETED</p>	<p>STRENGTHS/SUCCESSES/IN PROGRESS</p>	<p>GAPS/ISSUES TO ADDRESS</p>	<p>PRIORITIES & SUPPORT NEEDS</p>

<p>No structured training or development plan for SEND across education, health, and social care. Many staff lack confidence and skills to effectively deliver support for CYP with SEND. No recognition of the need for coordinated training to share best practice.</p>	<p>Some education settings are beginning to build awareness and skills to support children with SEND, with early-stage training and resource development underway. There is initial recognition of the need for coordinated training across health, education, and social care. Early efforts are being made to identify best practices and include lived experiences.</p>	<p>The LA workforce accesses structured training and support. Supervision practices are being strengthened, leading to improved consistency in decision-making and casework quality. Education settings are developing the skills and confidence to meet the needs of children with SEND, supported by more coordinated training and guidance. Training and development across the SEND system is becoming more proactive and collaborative, with increasing integration of best practice and lived experience into professional learning.</p>	<p>The LA workforce is well-trained, regularly updated, and appropriately supported, managed and supervised. Wider workforce across education settings is skilled in meeting the needs of children with SEND. There is pro-active shaping of training and development of all practitioners in the local SEND system, including health and social care, to ensure there is a broad understanding of best practice, incorporating lived experiences into practitioners' professional development.</p>	<p>1 – EMERGING</p>	<p>3/18/2026</p>	<p>1) The LA workforce accesses structured training and support. Supervision practices are being strengthened, leading to improved consistency in decision-making and casework quality. All LA SEND officers have gained their L4 casework qualification in the last 12 months. They have a structured route to professional development and supervision is embedded. DSCO has developed a training package for children's social care, education and SEND officers in respect of role of children services in respect of SEND.</p>	<p>1) Educational settings need a structured training offer. 2) Coordinated training is required across the partnership.</p>	<p>1) The Experts at Hand offer will be developed as a partnership offer of training and support with a focus on workforce capacity and capability</p>
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Pillar 7: Targeted and judicious use of resources including place planning, sufficiency and use of capital								
0 - NOT YET EMERGING	1 - EMERGING	2 - DEVELOPING	3 - MATURING	ASSESSMENT	DATE COMPLETED	STRENGTHS/SUCCESSSES/IN PROGRESS	GAPS/ISSUES TO ADDRESS	PRIORITIES & SUPPORT NEEDS

<p>No clear strategy for sufficiency or place planning and capital projects lack alignment with needs. Review and evaluation processes are absent, or extremely limited and stakeholder input is not systematically gathered. The Local SEND Reform Plan is incomplete or missing and there are no clear mitigating actions to ensure efficient use of resources or value for money.</p>	<p>Review and evaluation processes are being used periodically, and stakeholder input informs some service adjustments. Processes for regular monitoring and service improvement are taking shape. The Local SEND Reform Plan provides limited information on mitigating actions to improve the efficient use of resources and secure value for money.</p>	<p>Regular reviews are taking place, drawing on broader stakeholder input including schools, families, and young people. Performance is benchmarked against other areas and findings inform targeted improvement plans. The Local SEND Reform Plan provides evidence of efficient use of resources and value for money.</p>	<p>Comprehensive, ongoing monitoring using multiple sources of data and qualitative insights drives continuous improvement. Deep dives into specific issues lead to strategic changes, and effective benchmarking ensures consistent progress toward the best outcomes. There is clear evidence of efficient use of resources and a focus on value for money.</p>	<p>1 – EMERGING</p>	<p>3/18/2026</p>	<p>1) £1mill capital grants have improved accessibility for CYP in the last year - this was a targeted project on our highest area of need. 2) Place planning is improved with a new forecasting system of need being developed.3) Detailed oversight of place planning at upper levels, ensuring the 'best use of resources' is achieved - this has included the development of 'bespoke' offers in every special school to ensure that complex needs can be met locally without the need for expensive independent sector placements - Torbay is one of the lowest users of ISEP placements in the region. 4) Measures on placement sufficiency have been met through the Safety Valve Programme for the last 3 years.</p>	<p>1) A more holistic review and planning process with partners needs to be developed. 2) Local SEND Reform Plan is to be created.</p>	<p>1) A more holistic review and planning process with partners needs to be developed. 2) Local SEND Reform Plan is to be created.</p>
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4. What is the local area partnership roadmap for the next 3 years?

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		
<p>Milestones</p> <ul style="list-style-type: none"> • Governance reforms embedded (SLAIP) • Locality pilots launched • Experts at Hand (EAH) introduced • 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 • • Travel impact baseline established 	<p>Milestones</p> <ul style="list-style-type: none"> • Locality “families of schools” fully embedded • Universal SEND offer consistent across settings • EAH expanded • ERP capacity expanded (primary, SEMH, ASC) • Formal LA–MAT co-planning framework • Inclusion bases delivered via repurposed estate • Standardised quality frameworks • Clear mainstream–specialist pathways • EOTAS fully embedded • Travel impact assessment standardised 	<p>Milestones</p> <ul style="list-style-type: none"> • Universal inclusive practice fully embedded • Comprehensive local provision network (ERP, SEMH, ASC) • EAH embedded across all settings • 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
<p>Success measures</p> <ul style="list-style-type: none"> • Engagement in locality pilots & ERP planning • Increased staff training & early intervention uptake • Clearer estate opportunities & sufficiency mapping • Baseline EHCP and crisis-placement trends 	<p>Success measures</p> <ul style="list-style-type: none"> • More EHCP pupils in mainstream • Better balance of specialist provision • Higher ERP utilisation & reduced waits • More pupils supported at SEN Support • Fewer out-of-area placements & reduced travel demand 	<p>Success measures</p> <ul style="list-style-type: none"> • High mainstream inclusion & stable ERP demand • Stronger JSNA alignment • Improved attendance for pupils with SEN • Reduced reliance on specialist/independent placements

	<ul style="list-style-type: none"> • Stronger MAT participation & alignment of need/provision • Faster specialist access & improved attainment 	<ul style="list-style-type: none"> • Consistent provision across localities • Faster specialist access & improved outcomes
Year 1 (2026/27) – Foundation & Alignment	Year 2 (2027/28) – Scaling & Systemisation	Year 3 (2028/29) – Embedded & High-Performing

Building Block 2. Access to Specialist Support & Local Placements (EAH & AP)

<p>Milestones</p> <ul style="list-style-type: none"> • EAH model launched • Defined roles across LA, ICB, education, Family Hubs • JSNA used to identify gaps • Early co-production • Initial SLA/MOU development • Pathways mapped (health, education, early help) • AP sufficiency challenges identified • SEMH locality pilot • Early workforce capacity improvements (EPS, SALT, OT) • Strengthened SENDIASS • Early steps to ensure equitable access 	<p>Milestones</p> <ul style="list-style-type: none"> • Fully agreed EAH delivery model • Formal SLAs/MOUs across partners • Partnership Pathway Map rolled out • EAH integrated with SEND, health, early help • AP recommissioned into 3-tier model • Expansion of registered AP capacity • Reduced unregistered AP use • Strengthened workforce capacity • Consistent triage and referral thresholds • Locality model embedded • Structured performance framework introduced 	<p>Milestones</p> <ul style="list-style-type: none"> • Fully embedded EAH system • Seamless integration across education, health, early help • Mature partnership governance • Fully implemented pathway infrastructure • 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
<p>Success measures</p> <ul style="list-style-type: none"> • Strong partner engagement in EAH design • More early advice requests • Consistent use of mapped pathways • Baseline waits for EPS/SALT/OT 	<p>Success measures</p> <ul style="list-style-type: none"> • Reduced waits for specialist services • Increased access to EP/SALT/OT in mainstream • Higher utilisation of EAH & pathway map 	<p>Success measures</p> <ul style="list-style-type: none"> • High utilisation of EAH & pathways • Stable specialist workforce • Reduced AP demand & transport pressures • Consistent performance reporting

<ul style="list-style-type: none"> • Baseline AP demand (capacity, exclusions, unregistered use) • Early coordination improvements & better system navigation 	<ul style="list-style-type: none"> • More partners under formal agreements • Reduced unregistered AP use & more reintegration • More equitable access across localities 	<ul style="list-style-type: none"> • Positive co-production feedback <ul style="list-style-type: none"> • Fewer complaints, disputes & tribunals
<p>Year 1 (2026/27) – Foundation & Alignment</p>	<p>Year 2 (2027/28) – Scaling & Systemisation</p>	<p>Year 3 (2028/29) – Embedded & High-Performing</p>
<p>Building Block 3. System Leadership, Partnership Collaboration & Co-Production</p>		
<p>Milestones</p> <ul style="list-style-type: none"> • Early co-development of Universal Offer • 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 	<p>Milestones</p> <ul style="list-style-type: none"> • Universal Offer finalised and implemented • National Inclusion Standards embedded • Routine structured engagement with MATs, PCF, CYP • “You Said / We Did” 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 	<p>Milestones</p> <ul style="list-style-type: none"> • Universal Offer fully embedded (0–25) • Consistent high-quality inclusive practice • Co-production fully embedded and representative • “You Said / We Did” 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
<p>Success Measures</p> <ul style="list-style-type: none"> • Earlier identification of need • Strong partner engagement & co-production 	<p>Success Measures</p> <ul style="list-style-type: none"> • Universal Offer widely used 	<p>Success Measures</p> <ul style="list-style-type: none"> • High consistency in inclusive practice • Strong uptake of Universal Offer

<ul style="list-style-type: none"> • Draft Universal Offer developed • Increased early intervention • Baseline SENDIASS access & pathway clarity feedback • Workforce confidence baseline 	<ul style="list-style-type: none"> • More consistent SEND practice across settings • Growth in locality collaboration • Increased early intervention & fewer repeat referrals • Co-production embedded & participation sustained • Workforce confidence improving 	<ul style="list-style-type: none"> • Increase in needs met without escalation • Reductions in EHCP assessments, specialist referrals & out-of-area placements • High family/CYP satisfaction • Strong workforce retention & confidence • • Co-production fully embedded
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Building Block 4. Encouraging Inclusive Culture & Behaviours

<p>Milestones</p> <ul style="list-style-type: none"> • 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 	<p>Milestones</p> <ul style="list-style-type: none"> • Strengthened partnership governance • Shared dashboards used routinely • Increased alignment of behaviours and expectations • Consistent partnership engagement across all settings 	<p>Milestones</p> <ul style="list-style-type: none"> • Mature, self-sustaining inclusive culture • High-quality shared data driving behaviour • Strong cross-system accountability • Embedded inclusive behaviours across all settings
<p>Success Measures</p> <ul style="list-style-type: none"> • Early use of shared dashboards • Broad engagement across settings • Baseline partnership maturity assessment 	<p>Success Measures</p> <ul style="list-style-type: none"> • Increased use of shared data • Stronger partnership consistency • Clearer alignment of expectations & behaviours 	<p>Success Measures</p> <ul style="list-style-type: none"> • Shared data driving behaviour change • Mature cross-system accountability • Consistent inclusive behaviours across settings

5. 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 Provision (OAP) in all schools, expanding specialist capacity through ERPs and inclusion bases, and improving access to tailored pathways. 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 is expected to be reduced escalation to statutory assessment and 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.

6. 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.

A key enabler will be the development of system-wide data and analytical capability. Devon, Torbay and Plymouth, are currently exploring the potential of collaborative approaches to improving data quality, statutory returns, and provide actionable insights to drive decision-making and address inequalities.

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.

7. 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 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:*

8. 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 and TAPHs 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


To widen participation and ensure inclusivity, the partnership will:

- Provide non-digital 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.

9. Risks and Mitigations

Risk	Impact	Likelihood	RAG	Mitigation	Residual RAG
<p>1. Insufficient Partner Engagement and System Alignment</p> <p>Risk: Education, health, and care partners do not consistently engage or align with reform priorities.</p>	<p>Impact Level: Critical</p> <p>a) Fragmented service delivery: Inconsistent multi-agency engagement leads to disjointed planning, with families navigating multiple uncoordinated pathways.</p> <p>b) Inconsistent implementation of reforms: Uneven partner buy-in results in variable adoption of SEND reforms and inequitable provision and outcomes. Reduced effectiveness of early intervention: Poor alignment delays identification and response, increasing reliance on specialist and statutory services.</p> <p>c) Pressure on statutory processes and resources: Misalignment increases demand for EHCPs and disputes, driving caseloads, delays, and backlogs.</p> <p>d) Diminished outcomes for children and young people: Lack of coordinated input reduces the effectiveness of support, impacting progress, wellbeing, and independence.</p> <p>e) Erosion of trust with families and stakeholders: Inconsistent messaging, duplication, and gaps in provision undermine confidence in the system. Inefficient use of funding: Weak shared priorities and commissioning lead to duplication, gaps, and poor value for money.</p> <p>f) Barriers to culture change: Limited engagement restricts progress toward inclusive practice and shared accountability.</p> <p>g) Difficulty meeting statutory duties and inspection expectations: Misalignment increases risk of non-compliance and adverse</p>	<p>Unlikely</p>	<p>RAG</p>	<p>a) Establish clear multi-agency governance Strengthen SEND Partnership Board with clear roles, authority, and accountability. Ensure senior representation with delegated decision-making powers.</p> <p>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.</p> <p>c) Formalise partnership commitments Develop MoUs outlining roles and expectations. Align organisational plans (ICS, LA, schools) to SEND priorities.</p> <p>d) Strengthen joint commissioning and resources Expand joint commissioning to reduce gaps and duplication. Align budgets to shared outcomes.</p> <p>e) Improve communication and engagement Establish regular strategic and operational forums. Provide clear, consistent messaging on reforms.</p> <p>f) Develop integrated working practices Promote multi-agency pathways, shared protocols, and integrated teams. Embed keyworker/lead professional roles.</p> <p>g) Build workforce capability and culture Deliver joint training on SEND, inclusion, and graduated response. Promote shared language and understanding.</p> <p>h) Use data for alignment and accountability Implement shared dashboards on outcomes, demand, and timeliness. Use data to challenge variation and drive improvement.</p> <p>i) Strengthen co-production with families and CYP Involve families and young people in design and review. Use feedback to improve services and build trust.</p> <p>j) Escalation and performance management Define escalation routes for disengagement. Link performance to governance and contractual levers.</p> <p>k) Phased implementation with pilots Test approaches locally before scaling. Use learning to refine and build confidence.</p>	<p>Impact: remains at critical</p> <p>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.</p> <p>Likelihood: reduces to very unlikely</p> <p>With governance, shared accountability, and clear escalation in place, the likelihood reduces from high to medium. The risk is more controlled, but not eliminated due to:</p> <ul style="list-style-type: none"> • System complexity (multiple partners with different priorities) • Workforce pressures and turnover • External policy and funding changes

Risk	Impact	Likelihood	RAG	Mitigation	Residual RAG
<p>2. Limited Trust and Engagement from Children, Young People and Families</p> <p>Risk: If families and young people do not feel meaningfully involved, reforms may lack credibility and fail to address lived experience.</p>	<p><u>Impact Level: Critical</u></p> <p>a) Reforms lack credibility: Limited involvement reduces legitimacy and confidence in reforms.</p> <p>b) Poorly designed services: Lack of co-production leads to provision that does not meet needs or is hard to access.</p> <p>c) Reduced effectiveness of plans: EHCPs and support may not fully reflect needs and aspirations.</p> <p>d) Increased complaints and disputes: Low trust drives higher conflict, appeals, and system pressure.</p> <p>e) Erosion of trust: Ongoing disengagement undermines confidence in the SEND system.</p> <p>f) Worsening outcomes for CYP: Reduced engagement impacts participation, progress, wellbeing, and independence.</p> <p>g) Inequalities in voice and access: Underrepresented groups risk further marginalisation.</p> <p>h) Reduced uptake of early help: Lack of trust delays access to support, increasing escalation.</p> <p>i) Inspection and reputational risk: Weak co-production evidence risks negative Ofsted/CQC outcomes.</p> <p>j) Slower system improvement: Limited feedback reduces learning and adaptability.</p>	<p><u>Likely</u></p>		<p>a) Strengthen co-production Embed CYP and parent carers in design, delivery, and governance. Ensure influence is clear and evidenced.</p> <p>b) Improve communication and transparency Provide clear, accessible information on processes, decisions, and changes. Close the feedback loop (“you said, we did”).</p> <p>c) Enhance participation opportunities Offer varied, inclusive engagement routes (forums, surveys, outreach) to reach diverse groups.</p> <p>d) Build trusted relationships Invest in keyworker/lead practitioner roles and consistent points of contact for families.</p> <p>e) Target underrepresented groups Proactively engage seldom-heard communities to reduce inequalities in voice and access.</p> <p>f) Develop workforce skills Train staff in engagement, co-production, and person-centred practice.</p> <p>g) Use feedback to drive improvement Incorporate lived experience into service design, commissioning, and performance review.</p> <p>h) Strengthen complaints resolution and learning Improve early resolution processes and use learning from complaints and tribunals to improve practice.</p> <p>i) Align with participation standards and inspection Regularly review co-production against Ofsted/CQC expectations and local participation frameworks.</p> <p>j) Resource participation effectively Provide capacity and funding for parent carer forums, youth participation, and engagement activity.</p>	<p>Impact: <u>remains at Critical</u></p> <p>Impact remains high as lack of trust would still significantly affect outcomes, demand, and system credibility.</p> <p>Likelihood: <u>reduced to Possible</u></p> <p>Strong co-production, communication, and engagement reduce likelihood, but risks remain due to:</p> <ul style="list-style-type: none"> • Historical mistrust, • System pressures and delays, • Variable reach to all groups

Risk	Impact	Likelihood	RAG	Mitigation	Residual Risk
<p>3. Financial Pressure and Lack of Long-Term Sustainability</p> <p>Risk: High Needs funding pressures and demand growth may limit the ability to invest in early intervention and inclusive approaches that underpin SEND reform</p>	<p>Impact Level: <u>Critical</u></p> <p>a) Reduced investment in early intervention: Funding pressures limit preventative and inclusive support, increasing reliance on high-cost provision.</p> <p>b) Rising demand and system pressure: Lack of early help drives increased EHCP requests and service demand.</p> <p>c) Widening financial deficit: Ongoing overspends risk long-term financial instability.</p> <p>d) Restricted service development: Limited funding constrains innovation and capacity to expand provision.</p> <p>e) Inconsistent provision: Financial pressures may lead to rationing, variability, and reduced support.</p> <p>f) Workforce pressures: Budget constraints impact recruitment, retention, and service capacity.</p> <p>g) Increased costly placements: Greater reliance on independent and out-of-area provision raises costs.</p> <p>h) Reduced value for money: Reactive spending limits efficiency and investment in early help. Poorer outcomes for CYP: Delayed or reduced support affects progress, wellbeing, and independence.</p> <p>i) Risk to reform delivery: Financial constraints slow or limit implementation of SEND reforms.</p> <p>j) Reputational and inspection risk: Deficits and sustainability concerns increase external scrutiny.</p> <p>k) Strain on partnerships: Financial pressure can weaken collaboration and joint decision-making.</p>	<p><u>Possible</u></p>	<p style="background-color: #ffff00; text-align: center;">RAG</p>	<p>a) Strengthen financial governance and oversight Implement robust High Needs Block monitoring, forecasting, and regular reporting through governance boards.</p> <p>b) Develop a sustainable financial strategy Agree a medium–long term SEND financial recovery and sustainability plan aligned to reform priorities.</p> <p>c) Prioritise early intervention investment Redirect resources toward preventative, inclusive approaches to reduce future demand and costs.</p> <p>d) Expand local inclusive provision Increase mainstream capacity and targeted support to reduce reliance on high-cost placements.</p> <p>e) Strengthen joint commissioning and pooled budgets Align funding across education, health, and care to maximise impact and reduce duplication.</p> <p>f) Improve demand management Strengthen graduated response and thresholds to ensure appropriate use of EHCPs and specialist provision.</p> <p>g) Enhance value for money and efficiency Review high-cost placements, contracts, and services to ensure cost-effectiveness.</p> <p>h) Develop workforce capacity Invest in training and retention to reduce reliance on costly external provision.</p> <p>i) Use data and modelling Implement predictive modelling to understand demand drivers and inform investment decisions.</p> <p>j) Engage partners in financial accountability Ensure shared ownership of cost pressures and savings across the system.</p> <p>k) Seek external funding and opportunities Maximise grants, transformation funding, and regional collaboration opportunities.</p> <p>l) Align with regulatory and recovery frameworks Ensure plans meet DfE expectations (e.g., Safety Valve/Delivering Better Value programmes where relevant).</p>	<p>Impact: <u>remains at critical</u></p> <p>Financial pressure remains a critical risk due to scale of demand and statutory duties. Failure would significantly affect service delivery and outcomes.</p> <p>Likelihood: <u>reduced to unlikely</u></p> <p>Mitigations reduce risk but the likelihood remains elevated due to:</p> <ul style="list-style-type: none"> • 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
<p>4. Workforce Capacity and Capability</p> <p>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.</p>	<p>Impact Level: Critical</p> <p>a) Slower reform delivery: Limited capacity delays implementation and reduces momentum.</p> <p>b) Inconsistent practice quality: Skills gaps lead to variable support across services.</p> <p>c) Reduced early intervention: Workforce pressures limit timely, preventative support.</p> <p>d) Increased statutory pressure: Capacity gaps contribute to delays in assessments and EHCP processes.</p> <p>e) Recruitment and retention challenges: Vacancies and turnover reduce stability and continuity.</p> <p>f) Loss of expertise: Reliance on temporary staff weakens consistency and organisational knowledge.</p> <p>g) Workforce wellbeing impacts: High workloads and change fatigue increase burnout and absence.</p> <p>h) Reduced engagement with reform: Fatigue and low confidence limit buy-in and culture change.</p> <p>i) Weak multi-agency working: Capacity and skills variation hinder collaboration.</p> <p>j) Increased cost pressures: Greater reliance on agency staff raises costs.</p> <p>k) Poorer outcomes for CYP: Delays and inconsistency impact progress, wellbeing, and independence.</p> <p>Compliance and inspection risk: Workforce pressures increase risk of missed timelines and negative outcomes.</p>	<p>Possible</p>		<p>a) Develop a clear workforce strategy Align SEND reform priorities with a multi-agency workforce plan, including capacity modelling and role development.</p> <p>b) Strengthen recruitment and retention Implement targeted recruitment campaigns, retention incentives, and career development pathways.</p> <p>c) Invest in training and development Deliver joint SEND training (e.g. graduated response, inclusion, EHCP quality) to build skills and confidence.</p> <p>d) Promote new roles and ways of working Embed keyworker/lead practitioner roles and multidisciplinary team approaches.</p> <p>e) Improve workload management Review processes and streamline systems to reduce administrative burden and free up practitioner time.</p> <p>f) Support workforce wellbeing Implement wellbeing support, supervision, and manageable caseload expectations to reduce burnout.</p> <p>g) Use temporary capacity strategically Use agency or interim staff to address short-term gaps while building permanent capacity.</p> <p>h) Strengthen leadership and change management Equip leaders to support teams through change, reinforce priorities, and maintain engagement.</p> <p>i) Enhance multi-agency working Provide joint forums, shared protocols, and co-location/virtual working to improve collaboration.</p> <p>j) Leverage digital and process improvements Use digital tools to improve efficiency (e.g. case management systems, shared records where appropriate).</p> <p>k) Build specialist capacity in mainstream settings Upskill school-based staff to reduce reliance on external specialists.</p> <p>l) Monitor workforce data and risks Track vacancies, turnover, caseloads, and training uptake to identify and respond to risks early.</p>	<p>Impact: reduced to moderate</p> <p>Workforce limitations would still significantly affect delivery, quality, and outcomes if they materialise.</p> <p>Likelihood: reduced to unlikely</p> <p>Reduced through workforce planning and investment, but remains elevated due to:</p> <ul style="list-style-type: none"> •National workforce shortages •Ongoing demand pressures •Time needed to build skills and capacity

Risk	Impact	Likelihood	RAG	Mitigation	Residual Risk
<p>5. Pace and Deliverability of Reform</p> <p>The scale and ambition of the reform plan exceed local delivery capacity</p> <p>Risk that Local government reorganisation could impact on capacity to deliver the reforms</p> <p>Risk that the ICB restructure and the requirements for IMPR and neighbourhood working could impact on resources to deliver the SEND reform Plan.</p>	<p>Impact Level: Critical</p> <p>Slower reform delivery: Programme scale exceeds capacity, causing delays and loss of momentum.</p> <p>Partial or inconsistent implementation: Priorities delivered unevenly, limiting overall impact.</p> <p>Reduced quality of delivery: Time pressures lead to superficial or poorly embedded changes.</p> <p>Loss of strategic focus: Competing priorities (LGR, ICB restructure, neighbourhood working) divert leadership and resources.</p> <p>Disruption from system change: Organisational restructuring delays decisions and disrupts continuity.</p> <p>Reduced partner capacity: Partners prioritise other transformation programmes, weakening alignment.</p> <p>Programme slippage risk: Missed milestones threaten delivery timelines and outcomes.</p> <p>Workforce strain and fatigue: Multiple changes increase pressure and reduce effectiveness.</p> <p>Inefficient resource use: Overextension leads to duplication, rework, and wasted effort.</p> <p>Reduced stakeholder confidence: Limited progress undermines trust in delivery.</p> <p>Inspection and regulatory risk: Insufficient progress may result in adverse Ofsted/CQC outcomes.</p> <p>Limited impact for CYP: Delays and inconsistency reduce improvements in outcomes and experience.</p>	<p>Possible</p>	<p style="background-color: yellow;">RAG</p>	<p>Prioritise and phase delivery Sequence reforms into clear phases, focusing on highest impact priorities first.</p> <p>Establish strong programme governance Implement clear oversight, milestones, and accountability through a dedicated programme board.</p> <p>Develop a realistic delivery plan Align scope with available capacity, with clear timelines, dependencies, and critical paths.</p> <p>Align with wider system change Integrate SEND reform with local government reorganisation, ICB restructuring, and neighbourhood working plans.</p> <p>Maintain senior leadership focus Secure ongoing commitment and visibility from senior leaders across partners.</p> <p>Strengthen programme management capacity Allocate dedicated programme and project management resources to drive delivery.</p> <p>Use phased pilots and test-and-learn approaches Pilot key initiatives locally before scaling, using learning to refine delivery.</p> <p>Monitor progress and adapt Track delivery against milestones and adjust plans in response to risks, capacity, and feedback.</p> <p>Manage dependencies and risks proactively Identify and mitigate risks linked to external programmes and system changes.</p> <p>Support workforce through change Provide clear communication, training, and change support to maintain engagement and reduce fatigue.</p> <p>Ensure partner alignment and capacity planning Regularly review partner capacity and reprioritise activity where needed.</p> <p>Communicate progress transparently Share updates with stakeholders to maintain confidence and momentum.</p>	<p>Impact: reduced to moderate The scale of reform and external system changes mean failure would still affect delivery and outcomes.</p> <p>Likelihood: reduced to unlikely Reduced through planning and governance, but remains elevated due to:</p> <ul style="list-style-type: none"> • Competing system-wide transformation programmes • Structural changes (LGR, ICB) • Finite workforce and leadership capacity

Risk Matrix – See below for methodology of how the risks are assessed

IMPACT DESCRIPTION	IMPACT LEVEL	PROBABILITY/LIKELIHOOD				
		< 10%	>10% - <30%	>30% - <60%	>60% - <90%	>90%
		Very Unlikely	Unlikely	Possible	Likely	Very Likely
Cannot deliver Reform Plan; Failure of mission critical activity.	Crisis					
Significant impact to objectives; Significant and sustained disruption to activity.	Critical					
Delivery targets are compromised; Project delay / budget overrun.	Moderate					
Limited impact on delivery targets; Deviations from project resource, timescale or targets.	Marginal					
Minimal impact on delivery targets; Minimal impacts to project / programme efficiency.	Negligible					

10. 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.

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 Ed psych 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.

Section 3 – Monitoring and Evaluation

11. 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.

12. 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**.

Section 4 – Governance

13. 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 value for money.

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.

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.

Section 5 – Central Government Support

14. How can we help you?

To deliver our SEND Reform Plan in Torbay, sustained and coordinated support from central government is essential for both the Local Authority and health partners. Reform cannot be achieved through short-term initiatives alone; it requires long-term commitment, flexibility and system-wide alignment.

Prioritise stable, aligned and long-term commissioning arrangements that support us to meet demand and complexity of SEND in coastal and rural areas. Enabled joint and pooled budgets, multi-year contracts, mechanisms for structured parental coproduction will secure our strategic planning and workforce stability and enable the delivery early intervention, prevention and local provision, reducing reliance on costly specialist provision and placements.

National and regional workforce support is critical. Torbay faces challenges in developing, recruiting and retaining workforce including educational psychologists and therapists.

We need stronger levers for integrated working, clear integration guidance and nationally supported, to support with system level codesign and coordination across education, health NHS and local government. We are working effectively at a local level and planning SW Peninsular and regional approaches and welcome national support to ensure regulatory frameworks recognise the joint agendas.

Finally, support in data and digital infrastructure with nationally aligned data standards, shared digital platforms and sufficient lead-in times for policy change would enable more effective planning, transparency and evaluation of impact.

With these supports, Torbay's health and local authority partners will be better equipped to deliver inclusive, sustainable SEND reform that improves outcomes for children, young people and families.