



# Improving Outcomes for Children in Torbay: Proposal for a Torbay Locality Model Pilot

Pilot Proposal – January 25, v1.0

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## Introduction

Torbay is on a journey to improve the standards achieved and progress made by children and young people with Special Educational Needs and Disabilities (SEND) in Torbay. We want every child and young person to thrive and flourish.

Recent data released (December 2024) shows that the current system in Torbay is not supporting best outcomes for our vulnerable children. It is clear from this data that children with vulnerabilities do far worse than children who are not disadvantaged. Torbay is not serving the most vulnerable well when we compare ourselves to our regional, statistical and national neighbours.

Disadvantaged	ENMA 4+		ALL	ENMA 4+		Diff
Average	40.68		Average	72.32		-31.64
<b>Torbay</b>	<b>35.5</b>		<b>Torbay</b>	<b>64.4</b>		<b>-28.9</b>
South West	40.1		South West	72.6		-32.5
England	43.7		England	73.1		-29.4

\*ENMA – English, Maths Grade 4

Overall all stakeholders acknowledged the need for a change in the SEND system, both on a local and more national level. Although many Primary School leaders are keen to trial this change it was clear that much of our Secondary School sector leaders did not want to engage in the proposed version of a Locality model.

The consultation feedback was clear that this would be a huge change to manage across the Local Area and would be difficult to achieve with success immediately. Therefore this proposal provides a blueprint for ‘growing’ the Locality model over time starting with a ‘pilot’ and trial the new system from the earliest years in education and then grow the system.

The new Labour government has recently announced some additional capital funding to support additional needs nationwide. At the moment we are awaiting further details on this but hope to use any additional national resource to support any pilot or process. Rather than waiting for any national changes Torbay must act now to secure better outcomes for our children and young people.

After considering the feedback from all stakeholders in our twelve-week consultation it has become clear that we need to build and grow any system change with our school stakeholders and we propose to do this through a series of pilots over 2025.

\*Please see the full evaluation of the consultation as set out in Appendix 1 to the 'Outcomes on the Proposal for a Locality Model for Special Educational Needs in Torbay: Improving Support for Special Educational Needs and Disability (SEND)' report published for Cabinet on 23 January 2025.

## What are the Locality Principles?

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A Locality Model is not a new one and many Local Areas have adopted the principles in their own locality to support solving the challenges they face in their Local Area.

The Proposed Torbay Locality Model aims to pool resources and to use the economies of scale to enable SEND support and services to be accessed more easily. We hope this proposal will help all children and young people to:

- Thrive at school.
- Be valued and visible.
- Be supported to feel included in their local communities and better prepared for a happy, healthy, and productive adulthood.

The Torbay Locality Model would seek to enhance the **Ordinarily Available Provision** available to a child or young person and to make this support **easily accessible, reducing the waiting** for support. This method has been shown to enable better use of the expertise in the system by developing a way to allow families and colleagues in health, education and social care to work together to:

**Be needs led** – providing provision without Education, Health and Care Plans and without the need to wait for diagnosis or processes to happen.

**Provide for those who already have an Education, Health and Care Plan** enabling them to stay in their local community.

**Make localised decisions, by local stakeholders**, about how children and young people's needs can be best met.

**Delivery a system which shares good practice and expertise** by design across different services and providers.

**Increase consistency** in provision across schools.

**Reduce bureaucracy** whilst embedding effective governance; and

**Make better and more effective use of the money available** and therefore develop a more financially sustainable school system.

## Pilot Proposal

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We are proposing to establish a Pilot Locality Model, which would help drive necessary Local Area improvements to mainstream inclusion and education for children and young people with SEND and high needs.

The Locality Model would allow SEND support and services to be accessed and delivered in a new way which makes better use of local education and SEND expertise.

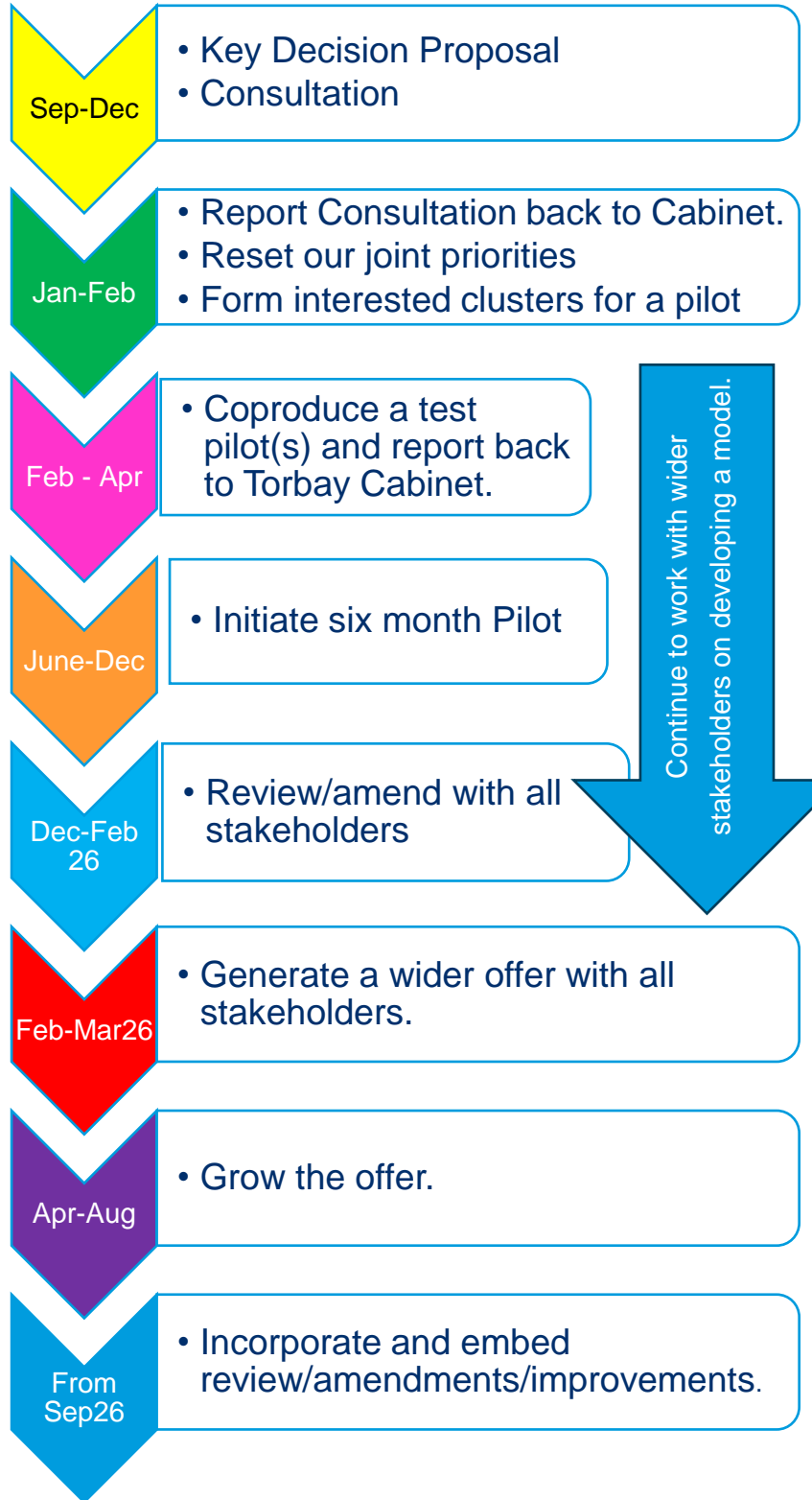
The proposed changes would be established and implemented on a small scale at first and concentrate on a key priority for the Local Area – the very high needs being identified at early years and foundation stages. From here the Locality Model would ‘grow’ year on year with different priorities being focused upon which would draw more providers and services together over a common aim.

The proposal would seek to test a new ‘system’ for SEND by beginning with developing Ordinarily Available Provision for very young children as they enter our nurseries, pre-schools and primary school settings. These settings would group together with a common aim and set of values to promote enhanced early language, social and communication skills amongst the very young, enhancing the provision available without a EHCP, this would particularly align with sustaining the next steps in the Family Hubs provision (with this initiative due to end in March25) and with the already in situ Transformation Programme for SLCN being run by the Integrated Care Board. The Torbay Locality Model could potentially bring together Education settings, Health and Care in a new model which seeks to provide for a key challenge in our area in Speech, Language and Communication needs.

Whilst running this pilot we would like to continue to work with our wider stakeholders – school settings, Voluntary and Community Sector and other organisations to further coproduce future changes and growth to supporting better outcomes for children across Torbay.

Please find a visual timeline explaining this pilot proposal below:

# Torbay Locality Proposal



## Expected impact

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The proposed pilot will run formally between June to December 2025. We wish to work with the school settings to co-design Key Performance Indicators of the pilot as well as the features of support and governance.

### Key benefits we anticipate are:

1. School settings are empowered and enabled to develop and enhance their ordinary available provision for more and greater needs - Needs met early with less waiting.
2. Resource is pooled and used to support training, identification, support and intervention without the need for an RSA/EHCP. Opportunities to take advantage of the economies of scale that shared resources can bring are utilised for innovation.
3. Integrated approaches with social care and health are tested such as a 'Link Therapist' Modelled are trialled in the pilot cluster.
4. Early signs in improvement in outcomes, attendance, engagement, attainment and progress made by children and young people with additional needs are observed by school staff.
5. Parents and Carers report that they have improved parental trust and confidence that their child will get the right support, in the right place, at the right time.

## Review and Next Steps

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The working party of primary schools will be coproducing the Pilot Locality Cluster between January and April.

The group would like to keep Cabinet engaged in this progress by reporting back on the Pilot in April.

The Pilot will then commence between June to December. A full evaluation of the Pilot will be conducted at the end of 2025 with recommendations for future sustainability.

At the same time and in alignment Torbay Local Authority will continue to facilitate further conversations with additional primary settings who would like to become involved in the future and with Secondary settings to organise any potential adjustments to the model which would engage their settings.

## Appendix 1 - Glossary

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### Key terms related to this proposal

#### **Cluster**

A defined group of schools working together in the proposed Locality Model.

#### **Education, Health, and Care Plan (EHCP)**

A document which sets out the education, healthcare and social care needs of a child or young person for whom extra support is needed in school as a result of the child's Special Educational Needs.

#### **High Needs Funding (HNF)**

High Needs Funding supports provision for children and young peoples and students with SEND who require additional resources to participate in education and learning in mainstream schools (this is also known as "mainstream top-up funding").

#### **Inclusion**

The practice of ensuring that people feel they belong, are engaged, and connected. Inclusion in education can be seen as a universal human right whose aim is to embrace all people. It is about valuing all individuals, giving equal access and opportunity to all and removing discrimination and other barriers to involvement.

#### **Locality Model**

The proposed way Torbay will organise resources for SEND Inclusion: a locally managed, collaborative, Cluster-led system.

#### **Ordinarily Available Provision**

The term 'ordinarily available provision' comes from the SEND Code of Practice and refers to the support that mainstream schools or settings should be able to provide for a child or young person through their agreed funding and resource arrangements. This couples with the concepts of predictable and exceptional needs as well as Reasonable Adjustments teachers may make for a child or young person, Adaptive Teaching where teaching is differentiated to meet needs and our Graduated Response Toolkits where were launched a year ago [SEND Support and Provision – Graduated Response - Family Hub \(torbayfamilyhub.org.uk\)](https://torbayfamilyhub.org.uk)

#### **Parent/s**

Under section 576 of the Education Act 1996, the term 'parent' also includes a person who is not a parent of the child but has parental responsibility or who cares for him or her.

## **Schools or settings**

The terms 'schools' and 'settings' are used in this document to refer to all mainstream education providers, eligible for High Needs Funding, who will participate in the Locality Model. Children and young people in Early Years, or further education schools and settings are not included in the proposed Locality Model at this initial stage of development. All other settings will be clearly classified.

## **Special Educational Needs and/or Disability (SEND)**

A child or young person has SEND if they have a learning difficulty or disability which calls for special educational provision to be made for him or her. A child or young person of compulsory school age has a learning difficulty or disability if he or she has a significantly greater difficulty in learning than the majority of others of the same age or has a disability which prevents or hinders him or her from making use of educational facilities of a kind generally provided for others of the same age in mainstream schools or mainstream post-16 settings.

## **Team around the Cluster**

A group of professionals who are working with the child or young person, their family, and schools/settings within their dedicated Cluster.

## **Glossary of widely used SEND terms.**

### **Cross-phase**

Describes a collaboration between different phases of a child and young person's education, typically early childhood education, primary education, secondary education, and further education.

### **Dedicated Schools Grant (DSG)**

Funding allocated to schools, using a national formula based on characteristics of the children and young people attending the school, to fund direct education provision.

### **Enhanced Resource Provision (ERP)**

Specialist bases set up in mainstream schools to support particular needs. This proposal would seek to retain the concept of these but make the model more flexible to support more needs without an EHCP. In our proposal they would be called 'hubs.'

### **Engagement**

Refers to the involvement of and interaction with a variety of people, including service users/members of the public, to seek their views, and hear their voice about their lived experience.



## **Governance**

The system by which an organisation is controlled and operates, and the mechanisms by which it, and its people, are held to account.

## **Mainstream Core Standards**

Guidance for schools, parents, and professionals, detailing provision that the local area expects to be made available for children and young people with SEND attending mainstream schools.

## **Mainstream top-up**

Alternative phrase for High Needs Funding – see definition above.

## **Moderation**

The process of eliminating, lessening, or avoiding extremes; ensuring things are reasonable.

## **Notional SEND budget**

An identified amount within a maintained school's delegated budget share, or an academy's general annual grant. It is intended as a guide for a school's spending decisions and is neither a target nor a constraint on a school's duty to use its 'best endeavours' to secure special provision for its children and young peoples with SEND.

## **Phase transitions**

The normally scheduled move between phases of education. This can, for example, include the move from an early year's provision to a primary school, or a post-16 move to alternative education, training, or supported employment.

## **SEND Information Reports**

The 2014 SEND reforms placed a legal duty on schools and settings to publish information about the available extra support for children and young people. This information must be clear and meaningful so parents can use it to understand how their child will access support if they need it. School SEND information reports should explain how the school's SEND policy is used, how help and support for children and young people with SEND operate in that setting, what happens, how it is made possible, and by who.

## **Section 19**

A duty to provide medical tuition services for children and young people up until aged 16 if they are medically unfit to attend their usual school setting.

## **6th Day Provision**

The Local Authority has a duty to put in place educational provision for any child or young person who is permanently excluded by the 6<sup>th</sup> day of their exclusion.

### **Special School**

Provides education and support to children and young people with an Education, Health and Care Plan who have complex SEND and require their SEND provision to be delivered in a specialist setting.

### **Targeted**

Targeted services/provisions for children and young people with SEND are over and above what is available to them through universal services, often these services will be short-term interventions running alongside universal services.

### **Transition**

The process of moving from one stage of education to the next, including from home or early years provision to a school setting, or from a school setting into an alternative form of provision, like a further education college or a supported working environment

### **Universal**

Those services which all children and young people can access, with or without SEND. Universal services are expected to make reasonable adjustments to accommodate children and young people with SEND.