

Manchester City Council Report for Information

Report to: Children and Young People Scrutiny Committee – 11 October 2016

Subject: Update on Manchester's implementation of Special Educational Needs and Disability (SEND) reforms introduced in September 2014 and information on the Local Area inspection of SEND

Report of: Director of Education and Skills

Summary

This report provides members with information on the numbers of pupils with SEN in the Local Area, and how this compares with national data; the progress Manchester is making to implement the Special Educational Need and Disability reforms and information on Local Area inspections of SEND which were introduced in summer 2016.

Recommendations

Members are asked to note the contents of this report.

Wards Affected: All

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Background documents (available for public inspection):

The following documents disclose important facts on which the report is based and have been relied upon in preparing the report. Copies of the background documents are available up to 4 years after the date of the meeting. If you would like a copy please contact one of the contact officers above or access at the link below

Key points from the Education Bill and the Green Paper –Support and Aspiration: A new approach to SEN and disability - Report to CYPOS - May 2011

Impact of the proposals outlined in the Special Educational Needs and Disability (SEN/D) Green Paper – Next Steps document and the reform of funding for high levels of need – Report to YPCSC – September 2012

Update on the national reform of SEN and progress towards implementation in Manchester – Report to YPCSC – May 2013

Update on the national reform of Special Educational Needs (SEN) and progress towards implementation in Manchester – Report to YPCSC – January 2014 .

Update on the national reform of Special Educational Needs (SEN) and progress towards implementation in Manchester – Report to YPCSC – June 2015

1.0 Introduction

1.1 This report builds on previous reports presented to the Children and Young People and Children's scrutiny committee on the national reform of special education needs and disability (SEND). These reports have provided information and updates on local implementation of:

- changes to legislation for children and young people with SEND through the Children and Families Bill introduced in September 2014;
- the revised Code of Practice which provides statutory guidance on the policies, procedures and requirement of the Children and Families Act which was published in April 2015 .

1.2 In April 2016, following consultation, Care Quality Commission (CQC) and OFSTED published The Framework for the Inspection of Local Areas' Effectiveness in Identifying and Meeting the Needs of Children and Young People who have Special Educational Needs and /or Disabilities (SEND) and the supporting handbook which is a guide for inspectors on how to carry out local inspections. These documents set out how CQC and OFSTED will inspect local areas on their effectiveness in fulfilling the new duties specified in the legislation and SEND Code of practice. The first inspections of Local Areas took place in May 2016.

1.3 This paper will provide an update on the numbers of pupils with SEN in the Local Area, and how this compares with national data; information on the Framework for inspection of Local Areas and Manchester's evaluation of its progress to date with implementing the SEND reforms to date.

2.0 Background Information

2.1 Changes introduced through part 3 of the Children and Families Act 2014 are summarised as follows:

- Parents, children and young people to be involved in discussions and decisions about every aspect of their SEND including assessment, planning outcomes and provision to meet outcomes. Parents, children and young people must also be involved in planning and reviewing the local offer and reviewing special educational provision.
- Local Authorities to publish a Local Offer which sets out, the provision the Council expects to be available across education, health and social care for children and young people in their area who have SEND, including those who do not have EHC plans.
- Local Authorities to ensure that children and young people with SEND and their parents are provided with information and advice about matters relating to their SEND including health and social care and take up of personal budgets. This should be provided through a dedicated and easily identifiable service.
- SEN Support replaced previous categories of need – school action and school action plus and was introduced to describe children and young

people with SEND whose needs can be met through a graduated response developed by a setting, school or college.

- Education, Health and Care Plans (EHCP) plans for children and young people with high levels of need aged up to 25 were introduced and replaced Statements of SEN and Learning Difficulty Assessments. EHCPs detail the education, health and care support to be provided to a child or young person who has an SEN or disability.
- A requirement for Local Areas to support young people with SEND as they prepare for adulthood.
- A requirement for Local Authorities and Health to jointly commission services required for children and young people with SEND

2.2 Local Area Inspection Framework

2.2.1 The Minister of State for Children and Families tasked OFSTED and the Care Quality Commission (CQC) with providing an external independent evaluation of how effective a local area is in fulfilling the new duties outlined in the Children and Families Act 2014 and the Code of Practice for SEND. The outcome of this was the introduction of a new Framework and Handbook for Inspection of SEND in Local Areas which were published in April 2016. The first inspections took place in May 2016.

2.2.2 The focus of the inspection is to evaluate how effectively the local area identifies, meets the needs of and improves the outcomes of a wide range of different groups of children and young people who have SEND. Although the local area is the geographical area of the Local Authority, the inspection is not just evaluating the local authority and the focus includes clinical commissioning groups (CCGs), public health, NHS England, early years settings, schools and further education providers.

2.2.3 The inspection will review how local areas support children and young people with SEND to achieve the best possible educational outcomes and other outcomes, such as being able to live independently, secure meaningful employment and be well prepared for their adult lives. The review also intends to assist local areas in improving and developing their processes and support systems in order that local areas can become more effective at delivering better outcomes for children and young people.

2.2.4 The inspection leads to a published report in the form of a letter that:

- provides stakeholders with an assessment of how well the local area is meeting the needs of children and young people with SEND and how well service providers work together to deliver positive outcomes;
- provides information to the Secretary of State for Education about how well the Local Area is performing in line with statutory responsibilities;
- promotes improvement in the Local Area;
- where relevant requires the local area to consider actions that it should take in light of the report.

2.2.5 The starting point for inspection is the expectation that the Local Area should have a good understanding of how effective it is. Leaders for the Local Area should be accurately able to assess how well the Local Area meets its responsibilities including its strengths and areas that require further development. Inspectors will test out the accuracy of this assessment during the inspection through visits to providers such as nurseries, schools, colleges and specialist services and gathering the views of parents/carers of children with SEND and children and young people. The notification for an inspection is 5 working days and the actual inspection should last for 5 days conducted by a team of 3 inspectors.

2.2.6 The remainder of this report will provide members of the committee with information on Manchester’s current SEND population and an evaluation of its strengths and continuing areas for development in implementing its statutory responsibilities for children and young people with SEND.

3.0 Overall SEN Population In Manchester

3.1 Within the school population, the May 2016 school census showed that 15.6% of the school population have SEN/D (12,637 pupils). This is made up of 12.7% (10,298 pupils) who have needs met through SEN support and 2.9% school population who have either a statement of SEN (1,075 pupils) or an Education/Health and Care plan EHCP (1,264 pupils). The census showed that the number of pupils with who have their needs met through SEN support is declining and this is the case nationally however, the percentage of pupils accessing SEN support in Manchester is higher than the national (11.6%). The numbers of pupils in Manchester schools with high levels of need which require an EHCP have increased. This has resulted in an increase in the percentage of children in Manchester Schools with an EHCP rising to 2.9% after 2 years at 2.8% of the school population. Even though nationally the actual numbers of children with an EHCP/statement has increased, the overall percentage has remained at 2.8% of the whole population.

Table 1: Number of SEN pupils in Manchester Schools

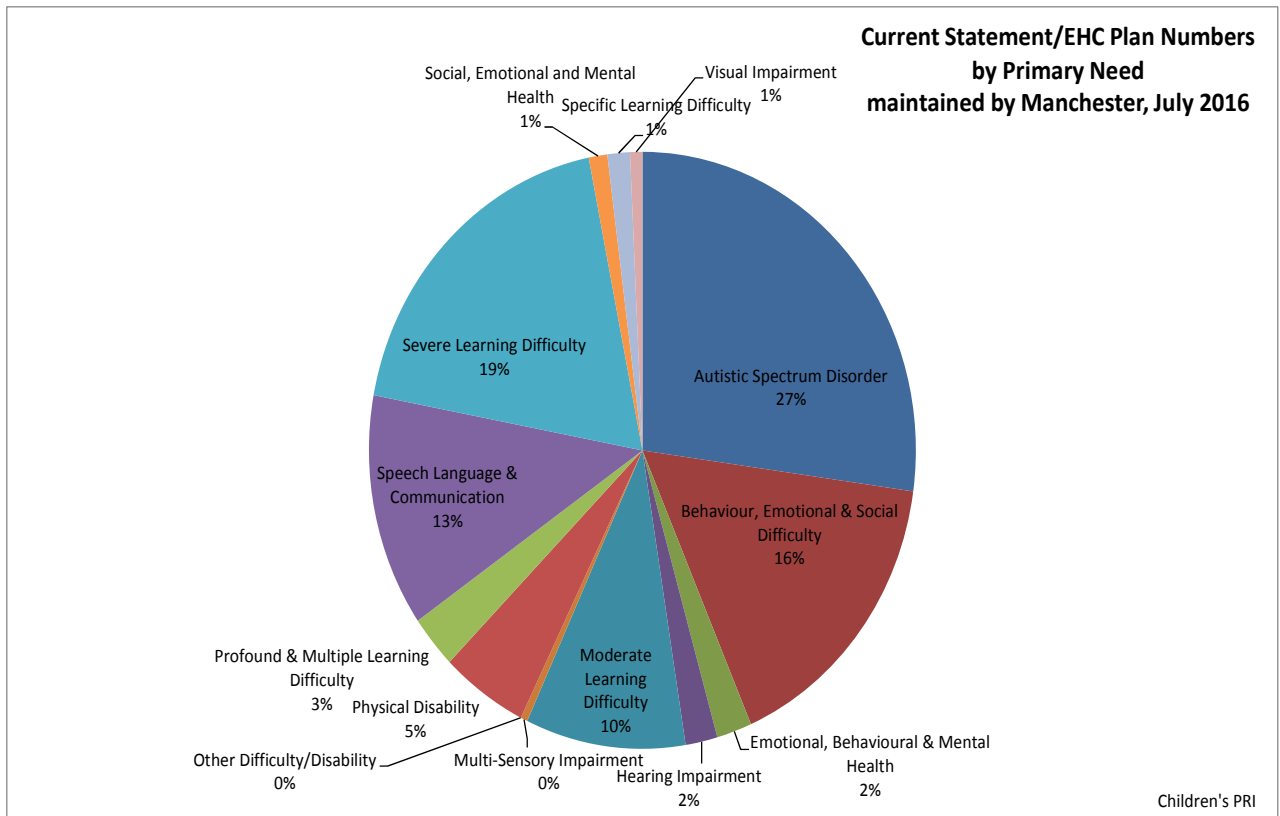
	2014	2015	2016
EHCP/Statement	2,123	2,276	2,339
SEN Support	13,590	11,387	10,298
All SEN	15,713	13,663	12,637

3.2 The most common types of primary need for pupils with SEN in Manchester is the same as seen nationally:

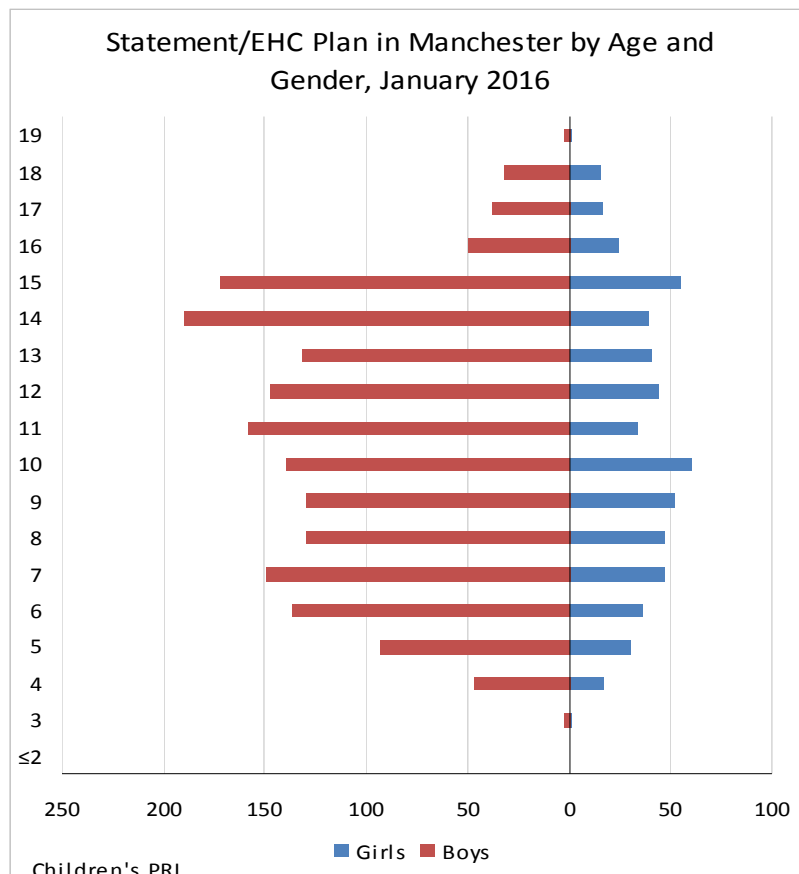
- Moderate learning difficulties;
- Social, Emotional and Mental Health where numbers in Manchester are increasing;
- Speech, Language and Communication needs where numbers in Manchester are increasing.

4.0 Education, Health And Care Plans (EHCP)/Statements

- 4.1 Transferring children and young people with statements and young people receiving support as a result of a Learning Difficulty Assessment (LDA) to EHCPs has been phased. All young people who receive support as a result of an LDA who need an EHCP should have one by December 2016 and the process of transferring statements to EHCPs should be complete by April 2018. In April 2014, Manchester had a total of 2,823 statements/resource agreements or LDAs which needed to be transferred to EHCPs by these dates. By August 2016, Manchester has transferred 1,279 statements to EHCPs following a review and is ahead of schedule to complete transfers within timescales. This has been achieved through using a significant amount of allocated SEN implementation grant to increase staffing within the statutory assessment team for this purpose. The transfer team has also included the secondment of 2 staff from health (CMFT) and more recently social care to support this process.
- 4.2 In Manchester, we currently maintain a total of 2,798 statements/EHC Plans. This comprises 1,144 statements and 1,654 EHC Plans. The numbers of young people aged 20 to 25 remain low but the Local Authority is starting to receive more and more requests for EHC Plans for individuals in this age group.
- 4.3 The most common types of primary need for pupils in Manchester with a statement/EHCP are:
- Autism which is 27% of the cohort. This reflects the national picture where autism is the most common primary need for children in the cohort but the percentage is lower at 25.9%. Manchester has seen a 1% decline since 2015 but nationally there has been a slight increase.
 - Severe learning difficulties which is 19% of the cohort whereas nationally, 13.1% of this cohort have SLD.
 - Social, Emotional and Mental health needs which is 18% of the cohort whereas nationally, 12.3% of the cohort have SEMH.
- 4.4 The graph below shows the entire cohort of children and young people with EHCPs/statements maintained by Manchester by primary need.



4.5 The graph below shows the cohort of children and young people with EHCPs/statements by age group and gender.



- 4.6 A clear pathway is in place for schools/parents/carers and other agencies to request a statutory assessment. Decisions on whether to undertake an assessment are agreed at a multi agency panel including health, social care and representatives from schools. The number of requests for statutory assessment is increasing and the number of requests that are declined is reducing which is resulting in an overall increase in new EHCPs. Fewer referrals are being declined at panel, due to clearer identification of need and evidencing of interventions that have been put in place to meet need through a 'plan do review' cycle. This is beginning to demonstrate more consistency of approach across settings and schools. There has also been an increase in panels which are now held weekly to meet increased requests for assessment.
- 4.7 The statutory assessment team surveys families on their satisfaction with the EHCP and process. The majority of responses are favourable, but the response rate is low. The parent carer forum has reported some parental dissatisfaction with the process and contents of EHCPs, particularly around what can go in a plan, timescales and need for greater involvement of health and social care. The parent engagement team, IAS, and statutory assessment team will be meeting members of the parents forum to discuss how systems can be improved.

Table 2: Requests for statutory assessments over the last 3 years.

	Jan to Dec 2014	Jan to Dec 2015	Jan to July 2016
New requests for assessments are increasing: (70 received between Sep 14 and Dec 14 under the new arrangements)	490	671	380
The number of requests declined has reduced this year:	129	156	62
New EHCPs issued is increasing:	442	222	318

- 4.8 At the end of August, 41% of new EHCP requests met the required 20 week deadline and analysis has demonstrated that this is in part due to increased volume and also the delay in receiving reports from other professionals. This is being addressed by using the SEN reform grant to increase staff in the statutory assessment team and seconding staff from health and social care to the assessment team to advise on how to make the process swifter and more efficient as well as to chase up advice from their agencies. There have already been improvements in timescales over the summer as a result of these measures.
- 4.9 The format of Manchester's EHCP was developed with Health partners, schools, settings and parents/carers and has been reviewed periodically to reflect learning as the new process has become more established. The voice of the child/young person can clearly be seen and is often a strength of the plan. The expectation is also that parents/carers are engaged in the process as early as possible. Processes are in place to moderate and quality assure plans – this has included moderation across North West Local Authorities. Recent moderation has shown a clear improvement on how outcomes are recorded

compared to early plans and there has been ongoing training internally and with partners to develop a shared understanding of what a good outcome should look like in an EHCP and how this is measured. Future moderation sessions will include parent carers.

5.0 Early Years Pathway

- 5.1 Manchester has developed an Early Years Pathway which is now embedded. This has recently been reviewed and includes a clear Early Help Offer which it is expected most children with SEND will access before a request for additional support is made.
- 5.2 The strength of the pathway is that it links to the Early Years delivery model and is supported through a Service Level Agreement with Rodney House special school which provides a preschool SEN specialist service for the Local Area and is commissioned to hold section 23 notifications from health.
- 5.3 For young children with SEND this Early Help offer can include: access to specialist pre-school SEND team (known as RHOSEY), access to short breaks, access to additional funding, access to an Educational psychologist. The Early Help Assessment is used to access additional Early Years support. 169 children in Early Years have been identified and are on this pathway.
- 5.4 Outreach support is available to all preschool children through this SLA with Rodney House special school. The service provides direct support to young children and their families and also support to settings which includes advice and strategies in relation to identification and meeting needs, training.
- 5.5 In addition, RHOSEY is commissioned by the Local Authority to provide new SENCO training and termly SENCO network meetings for all Early Years providers.

6.0 Schools

- 6.1 In Manchester, at the end of the academic year 2016, 84% of pupils with SEND attended a good or better school, this included - 91% of children with statements/ EHCPs and 83% of children with SEN support.
 - 6.2.1 Manchester has developed a continuum of provision for pupils with SEND to reflect their needs, allowing the highest level of access to mainstream environments, where this is appropriate.
 - 6.2.2 The continuum of provision in Manchester includes:
 - mainstream provision with or without support
 - specialist resourced mainstream provision – the City currently has 14 mainstream schools resourced to meet higher levels of SEN. 11 of these are for children with autism, 2 for children with social emotional mental health needs and 1 for hearing impairment

- access to highly specialist provision – the City currently has 12 special schools and in September opened a new specialist support high school and expanded an existing early years provision to take children up to age 11.
 - access to residential specialist provision where appropriate –the City has 1 residential school
- 6.3 This continuum of provision ensures that the majority of children and young people with SEND can have their needs met in their local community. The development of resourced mainstream schools for children with autism has been effective at meeting needs of children who need a higher level of support to access a mainstream curriculum. Resourced schools for autism were initially developed in 2010 and the model for this provision was developed in partnership with CAMHs and Speech and Language therapy services. There is an SLA in place to support the commissioning of the resourced provision places which also includes devolved funding for significant additional speech and language therapy and occupational therapy.
- 6.4 A similar model of resourced provision for children with social emotional mental health needs has been developed initially in one primary school in the city. This has been evaluated as being very effective and is now replicated at another school from September 2016.

7.0 Support For Mainstream Schools And Settings To Develop A Graduated Response

- 7.1 Manchester has produced guidance about the different levels of support educational settings should be providing to meet a child's and young person's additional needs. This tool which was developed with schools, settings, colleges, specialist services and various health services is well embedded across the Local area. This guidance is called the Matching Provision to Need Tool (MPNT).
- 7.2 Specifically, the MPNT has been developed to:
- support Early Years settings, schools and further education providers by outlining what levels of need and provision they should be planning for children and young people
 - support decision making about future packages of provision for an individual child or young person
 - set out the level of need and provision for an individual child or young person that would best be met by mainstream or a specialist provider
 - provide information for parents/carers about the level of support their child or young person is entitled to expect
- 7.3 There is one MPNT tool for children and young people aged between 0 and 25 years which is divided into three separate suites:
- 0 - 5 years
 - 5 - 14 years
 - 14 – 25 years

- 7.4 The MPNT is also used by the Information, Advice and Support Service (IAS) to share with parents when discussing the level of support their child should/is receiving. This is particularly useful when supporting parents around the decision to request an EHCP, parents often find it reassuring to see that their child is receiving support at the right level or that they can use this to discuss current support with the child's setting.
- 7.5 The Local Authority commissions outreach support from all special schools through an SLA which is reviewed annually. Outreach services help schools and Early Years settings identify need, develop strategies and practices to better support their pupils with SEND in mainstream settings. Schools can also buy additional training from Special Schools.
- 7.6 Schools can also access termly SENCO network meetings (held as part of a vulnerable children' network) which includes a range of partners. The average attendance each term is 160. Schools, colleges and other partners have been able to access training on person centred planning, funded by the Local Authority. New SENCOs are able to access SENCO accredited training which is delivered on behalf on the Local Authority by Manchester Metropolitan University through a formal agreement. Last academic year (15/16) 13 SENCOS completed this training.
- 7.7 Public Health have developed a new specification for mainstream school nursing in 2015. Since the new model was introduced:
- 92% of schools are now engaged with the Healthy Schools Programme.
 - 78% have completed the Health Check, developed an action plan and have confirmation of the support they will be receiving from their School Nurse and The Healthy Schools Public Health Practitioners. There had not previously been this level of collaboration between the two services. The joint School Health Service is now working towards the same outcomes, by tackling specific health issues as identified by each school.
 - CHAT HEALTH was launched on the 25th April 2016 and has had very positive feedback from young people.
 - Since November, School Nurses have delivered 778 health promotion sessions have been delivered to children and young people and 881 teaching staff and over 250 parents.
 - Healthy Schools Practitioners have delivered training sessions to 1855 school staff and made 32 bespoke in school training sessions to meet the identified need of the school. 179 visits to schools to engage them in the Healthy Schools Programme have resulted in the higher than expected number of schools signed up at this point in the new model.

8.0 Specialist Provision

- 8.1 All special school provision and alternative provision in the city is good or better and are significant strength of the Local Area.

8.2 Special School Numbers are increasing year on year in Manchester as demonstrated in the below table and just over 50% of children with a statement/EHCP attend specialist provision.

Table 3 : Special schools pupil numbers

	2013	2014	2015	2016
All Pupils	1,075	1,130	1,181	1,262
% of overall school population	1.51%	1.51%	1.53%	1.56%

*Note: these figures do not include places at Manchester’s PRU schools or resourced provision. School population - figures are from the January school census in each year shown.

8.3 Manchester has seen a significant increase in its school age population since 2008 and one of the challenges has been to maintain a sufficient supply of school places including specialist school places in order to meet demand.

8.4 To date this has been achieved and the percentage of pupils with SEND attending a special school has remained at 1.6% since 2011. There is a 3 year special school places plan being developed which projects need and how demand will be met. For Autumn term 2016 the additional demand for specialist provision has been met through:

8.5 Additional places commissioned:

- New provision at Broad Oak Primary with 7 SEMH places
- Plymouth Grove 7 additional autism resource provision from October 2016
- Pioneer House Free School 25 generic specialist support school places for years 7-11
- Rodney House Early Years generic specialist support school places including assessment places

9.0 PRU Places

9.1 The number of places at both the primary and secondary PRUs have increased year on year over the last 3 years both provisions also now offer a number of specialist places for pupils with statements/EHC plans.

10.0 Special School Partnership

10.1 Manchester Special School Partnership is a formal partnership of all special schools who have agreed to work as part of a solution focused, collaborative partnership to enable the pupils with the most complex and exceptional needs to access learning within a Manchester specialist setting. The Local Authority has devolved £500k of high needs funding to the partnership which can be allocated to support individual pupils.

10.2 The aims of the partnership include:

- Supporting access to learning for children and young people with the most

- complex and exceptional needs;
- Minimising the risk of multiple fixed term and permanent exclusions in Manchester Special schools;
- Maintaining the placements of pupils with the most complex needs in the Manchester Special schools reducing the need for external placements.

10.3 A process has also been agreed with Manchester’s Special Schools Partnership to ensure that international new arrivals with high levels of need that would be unable to access mainstream schooling but do not have an EHCP can access the appropriate schooling while their needs and future provision are assessed. The reduction in high cost placements for school age pupils has been the outcome of this partnership which has enabled special schools to work collaboratively to meet the needs of pupils with the most complex and exceptional needs. To date 50 young people have accessed funding through this partnership. In addition, 16 international new arrivals have been allocated an assessment place at a special school through the partnership in 15/16 academic year.

11.0 Placement In Independent Schools

11.1 There is a 3 year trend of reducing placements in independent special schools for children who are pre 16, especially in 52 week residential placements. There are currently 78 pre 16 children places in independent special provisions.

Table 4: Pre 16 Independent school placement

Type of provision	2013/14	2014/15	2015/16
Day	74	74	66
Residential	34	21	12

11.2 The primary need for children in day placements is Autistic Spectrum Disorder (ASD) and Social Emotional Mental Health(SEMH) where commissioning of independent placements has been used to meet increased demand for special schools when local provision is at full capacity. The primary need for children in residential placements is SEMH and these are jointly commissioned between Education and Social Care.

11.3 The statutory duty to provide Education for young people with EHCPs when appropriate to age 25 introduced in 2014, has put pressure on specialist placements for some types of need such as autism which has meant that there has been an increase number of day placements for post 16 pupils in the specialist independent sector as shown in the tables below. There are currently 96 young people in independent specialist colleges/schools.

Table 5: Post 16 Independent school placement

Type of provision	2013/14	2014/15	2015/16
Day	68	71	85
Residential	10	8	11

11.4 The number of day placements will increase in 2016/17 for both pre 16 and post 16 due to ongoing demographic growth. This will potentially put an additional pressure on the high needs block and may tie up funding which has been used in previous years to create additional and new specialist places within the city.

12.0 Post 16 Students

12.1 In April 2016, the Local Authority funded 481 students aged 16-25 through high needs funding to support them in education/training. There is a wide range of local education provision, including mainstream and special school sixth forms, UTC, sixth form and FE colleges, and specialist colleges. However, pathways into training and apprenticeships for learners with the highest level needs are an area for ongoing development.

13.0 Short Breaks

13.1 Manchester has a well developed short breaks offer which has been in place for a number of years which enables families with a child with SEND to access a targeted shortbreak without the need for an assessment from social care. More recently, short breaks assessment has been incorporated into the Early Help Assessment (EHA) to ensure a more holistic and strengths based approach. The EHAs are completed by a well-established and effective team of 'key workers' in the Specialist Resource team (SRT) who work closely with the statutory assessment team. Between January and June 2016 the team have completed 60 Early Help Assessments for children and young people with SEND.

13.2 In total, the Specialist Resource Team have supported 864 children under the age of 18 to access a targeted short break; 75% of these accessed a short break through an EHA. This early help offer of a short break has reduced the number of families requesting a Child in Need assessment from social care over a number of years. A range of targeted short breaks can be accessed through this pathway, including:

- Befrienders
- Sitting service
- Play schemes
- Saturday or evening clubs
- Direct payment up to £750 without a social care assessment. (137 direct payments).

13.3 In addition the Specialist Resource Team work closely with the Information Advice and Support Service and local offer team offering monthly drop-in sessions for parents and carers. These drop-ins provide families with information on local universal services which can be accessed by children with SEND and how to access a targeted short break.

13.4 There has been a focus over the last 2 years on working with universal providers across the city to ensure that they are as inclusive as possible and can meet the needs of all of the local community. The drop in sessions provide an opportunity

for families to feedback and identify any barriers to universal services which are then followed up by the team.

13.5 As of August 2016, 193 children under the age of 18 accessed a specialist short break following a social care assessment including 74 families who received a direct payment as part of all or part of their package.

13.6 Specialist short breaks include:

- Holidays for vulnerable children
- Overnight Respite (44 families)
- Transport for overnight short breaks
- Highly specialist packages of support
- Direct payments.

13.7 Manchester is at the early stages of establishing a dedicated disabled children's social work team which will be integrated with other SEND services. Previously, district social workers worked with disabled children who required a specialist short break or care package. A manager of this team has been in post since the end of August and all posts have now been recruited to. The development of a dedicated team will ensure an integrated and holistic assessment of children and families with the most complex or high levels of need.

14.0 High Needs Panel

14.1 The High Needs Panel is a multi-agency panel (including all three funding streams and their senior officers), that discuss individual cases with exceptional levels of need to agree multi agency packages of support. This an emerging strength of the local area where education, health and social care work senior leaders work together, on a monthly basis, to support children and young people with the highest levels of identified need. In addition to agreeing individual multi agency packages of support, the high needs panel is starting to identify gaps in provision in the Local Area which need to be jointly commissioned.

14.2 Social Care and Education have a pooled budget which is used to commission external placements/packages of support. There is not yet a pooled budget including a contribution from health. There are plans being drafted with the CCG to develop an integrated joint commissioning team across all agencies which will lead on the commissioning of packages of provision for young people with the most complex need

15.0 Parent/Carer Engagement

15.1 In Manchester there is a combined approach to engagement with parents/carers of children with SEND; a newly emerging parent led network including the Parent Forum, Parent Champions and the Participation Register. This model provides a range of ways in which parents can be involved and was developed with parents to improve and strengthen the voice of parents across the city.

- 15.2 Manchester's parents forum is called Parents Achieving Change Together (PACT). The Forum offers a formalised approach; the group have and continue to forge links with other parent groups across the city and grow their membership through co-produced parent events such as Local Offer Drop Ins, the PACT Face Book site and the Participation Register.
- 15.3 PACT has recently begun to co-chair the Local Offer Review Board and is working with the Local Authority around a number of current developments, specifically, Speech and Language Review, Short Break Review and the development / co production of an Integrated SEND Easy Help Guide. A parent from the Forum also sits on the Transition Board.
- 15.4 Parents are keen to have a strategic voice and for all services to have an understanding of true co-production. The Participation Register was designed with parents to ensure that the voice of all parents was captured including those parents who were more marginalised. The model allows parents to be involved in a more flexible and informal way than traditional forum model and as an approach to capture marginalised voices. It is designed to capture information about how parents would like to be involved, areas of interest, skills, and availability and provides an opportunity for parents to express an interest in participation without any commitment. The register is currently managed by the IAS team and they are able to use this routinely to ensure participation is widely representative. Using both the Participation Register and Parent Forum, widens the reach and means by which parents can have a voice in shaping and informing services. Currently there are 244 parents on the register and all of them have been offered opportunities for involvement, training participation
- 15.5 The identification and development of Parent Champions to work with the Information, Advice and Support (IAS) service has offered a new and innovative way to increase capacity with the service. Parents are inducted and trained in a variety of general areas; they are able to specialise in specific interest areas. IAS case workers offer a supportive and supervisory role, including mentoring and shadowing opportunities. The interest in, and scope of this work this work is already increasing the reach and numbers of families getting quality information, advice and support. There are currently 16 parent champions.
- 15.6 Events organised by parents/carers include the Universal Services events to showcase what is available through universal services and also to provide parents/carers with an opportunity to tell providers what more can be done to increase accessibility. 84 parents/carers attended the last event which was held at the Town Hall.

16.0 Information Advice And Support (IAS) Manchester

- 16.1 IAS Manchester was implemented in Sept 2014 and replaced the Parent Partnership Service. IAS Manchester offers impartial information, advice and support to parents and carers to increase their involvement in the education of their children with Special Educational Needs and Disabilities (SEND). The service also ensures that parents, carers and young people have access to

information and advice about issues relating to the child or young person's health and social care.

- 16.2 The service offers a confidential helpline which is staffed on a rota basis by the IAS caseworkers. Parents/carers and young people can self refer through the helpline. This model ensures that all enquiries receive an immediate response and access to information and advice without any delay. Where further support needs are identified this will be arranged and followed up.
- 16.3 The IAS team have also increased their reach to parents through attendance at a number of events across the city. In addition they have given briefings to schools, professionals, voluntary sector and parent groups and regularly attend Early Years networks, Vulnerable Pupils Networks and voluntary sector provider meetings.
- 16.4 There has been no demand for IAS support from children and young people in Manchester and nationally the demand has been very low. The reasons for this may be due to a lack of awareness of the support available, young people do not want to access support in the same way as their parents. Further work is needed with children and young people and the agencies who work with them to identify the reasons for this. To help us identify the barriers we have commissioned a voluntary sector provider to engage and consult with young people. (Venture Arts)
- 16.5 Despite the lack of demand Manchester still wants to ensure support is both available and accessible. Therefore, the service is pro active in developing an approach which will increase awareness and build capacity this work includes:
- Promoting the Children and Young Peoples Information, Advice and Support Services Network (IASSN). This includes a dedicated website for children and young people with easy read guides to accessing support from services and a rolling programme of briefings for school and college staff.
 - Ensuring that the SEND Local Offer has resources and links to resources for children and young people.
 - Accessing training and briefing sessions through the IASSN on working with children and young people.
 - Engaging and working with voluntary sector partner who work with young people.
 - Developing close working links with the Targeted Youth Support Service (TYSS).
 - IAS Manchester is part of the CEIAG network.
 - Engaging with the Youth Forum and school councils.

17.0 Independent Supporters for SEND Manchester

- 17.1 Independent Supporters in Manchester are employed by the Together Trust, who is working in partnership with IAS Manchester. Requests for Independent Support are made to IAS Manchester via the Confidential Helpline.

17.2 A referral protocol is in place for access to independent supporters via IAS Manchester– 59 parents/carers took up the offer in 2015.

17.3 The IAS team and the IS provider have developed a good working relationship to ensure consistency of information, advice and support and a shared set of values. They have regular meetings and attend joint working events which also involve parents and carers.

17.4 The IAS team have also commissioned two parent led voluntary sector groups Talbot House in North Manchester and Lifted in South Manchester to develop independent support and local offer champions.

18.0 Help and Support Manchester

18.1 Help & Support Manchester (HSM) is Manchester City Council's online all-services directory of local and national services, activities and opportunities for the citizens of Manchester; including adults, older people, families, children and young people and the practitioners and workers supporting them. HSM supports various Local Authority information duties, including providing quality information to parents about registered childcare in their area, the Care Act for adults, the Special Educational Needs and Disability "Local Offer" and the Early Help Practitioner Zone.

19.0 Local Offer

19.1 A Local Offer has been in place since December 2013. It was co-produced with parents/carers, schools, colleges and other agencies and all of these agencies continue to be involved in its development through the Local Offer Review Board.

19.2 Current developments have included a pilot and more recently the expansion of parent champions to promote and raise awareness of the Local Offer in their natural and everyday informal interactions as well as the more formalised groupings.

19.3 Feedback sourced about the Local Offer has triggered a number of pieces of work:

- Review of the layout of the landing page
- Review of the categorisation system so that information can be found more easily; for example, having a clear listing of all downloads
- More feature on the Local Offer landing page
- Commissioned art project to work with young people on the design, moving images, to increase appeal to a younger audience

19.4 Local Offer drop in sessions are offered monthly in locality settings these are attended by the IAS team, Specialist resource team, local offer champions (parents) and engagement officers. The purpose of these sessions is to showcase the local offer, assist families to access the local offer and gather feedback on gaps in services from families.

- 19.5 The Local Offer Review Board membership is made up of senior representatives from health, education, schools and social care as well as parent representatives. The Board includes parent representatives from groups across the city who attend on a rotating basis, this approach ensures representation of a wider group of parents/carers in Manchester. Since spring 2016 the Board has been co-chaired by parents. The Board is also working with the engagement lead for children and young people to develop ways to include the voice of children and young people in service design and delivery.
- 19.6 The SEND local offer is continually developing and responding to parental and young people's feedback. This work is managed through the engagement team and IAS Manchester. Two parent led organisations have been commissioned by the IAS using the Independent Support grant to promote and contribute to the ongoing development of the Local Offer. In addition a parent written user guide to the Local Offer has been developed and regular courses for parents on navigating the Local Offer have been offered through the parent register.
- 19.7 The Local Offer now has a feedback option on services. The successful changes are demonstrated through the increased hits on the Local Offer landing page in comparison to the same time period in the previous year.

2016	2015
June 1264	June 584
July 1113	July 909

20.0 Outcomes For Children And Young People With SEND

- 20.1 Manchester has high expectations and aspirations for children and young people with SEND. This ambition is described in the All Age Disability Strategy for the Local Area which was formally agreed in June 2016 and in Our Manchester strategy supported by Our Children: the Children and Young People's plan 2016 -2020 which all describe a strengths based approach to ensuring all residents are enabled to achieve their potential.
- 21.2 However, educational outcomes for children and young people in Manchester show an inconsistent picture across age ranges and also across different types of need. Data from 2015 shows there have been significant improvements for example in outcomes for children in EYFS over the last 3 years particularly for those with autism and speech, language and communication needs which reflects the increased access to speech and language therapy for children and settings through the Early Years Delivery model and the impact of the Early Years SEND pathway. Outcomes at the end of key stage 1 for children with SEND in 2015 were below this cohort nationally but children with SEND at the end of key stage 2 in 2015 achieved better than this cohort nationally and compared to statistical neighbours. There were also significant improvements at the end of key stage 2 in 2015 for children with autism, speech, language and communication needs, moderate and also specific learning difficulties which again would reflect the impact of early targeted intervention.

21.3 In 2015, the end of key stage 4, outcomes improved for children with a statements/EHCP, slightly closing the gap with children without SEN in Manchester regarding 5 GCSE including English and Maths but this was below national, North West and statistical neighbour averages. However, outcomes for children at SEN support declined and were well below national and North West average. 33.2% of pupils with statements/EHCP and 75.9% of pupils on SEN support achieved 5 GCSE without English and Maths in 2015 which are also below national averages for these cohorts.

21.4 There were however, significant improvements for children with autism (cohort includes those at SEN support and those with EHCPs) with 29.5% achieving 5 GCSE including English and Maths, an increase of 14% on the previous year. 43.3% of pupils with EHCP/statements for autism who attended mainstream school achieved 5 GCSEs including English and Maths which was a significant improvement from 2014 (22.2%). This may reflect the significant amount of training, awareness raising and outreach for children with autism which has taken place over the last few years in the City.

A full report on educational outcomes from 2016 including those for children and young people with SEND will be presented to Scrutiny in January 2017.

22.0 School Attendance

22.1 School attendance for children with SEND is lower than for Manchester children without SEND and lower than the national average for this cohort.

22.2 Attendance for children at SEN support and with EHCPs/statements attending mainstream primary schools declined in 2014/15 although attendance for young people at mainstream secondary schools with EHCPs/statements improved slightly in 2014/15 and stayed the same for those at SEN support . Overall attendance in special schools did improve in 14/15 but remains significantly below that of mainstream schools in the city.

22.3 However, there is a mixed picture when school attendance is looked at by type of need with attendance for some cohorts of children better than the same cohort nationally such as those with profound and multiple learning difficulties, physical difficulties or severe learning difficulties. There are other cohorts of children such as those with social emotional mental health needs and autism where school attendance is lower than seen in these cohorts nationally but attendance has improved significantly year on year over the last 3 years.

22.4 Persistent absence for children with an EHCP declined in 2014/15 but increased slightly for those at SEN support. Persistent absence is highest in the cohort of children with PMLD which increased in 2014/15. The second highest group of children with SEMH, although it remains high, this number has declined over the last 3 years. The next cohort is children with Physical disabilities and persistent absence also increased in 2014/15 for this group.

22.5 The Local Authority has targeted work with special schools due to lower attendance in special schools and also a tendency not to use statutory action. A special school attendance network has been established and a special school attendance policy has been coproduced which uses a disaggregated register for children with ongoing serious and complex medical needs. The Local Authority is also working with specialist SEMH provision and the PRUs to address attendance issues. This has included register audits; advice on statutory action; attendance at governing body meetings and modelling attendance panels.

22.6 An attendance monitoring process for vulnerable groups in mainstream education has also been developed which ensures that when appropriate there is intervention from an attendance officer based in Early Help hubs.

23.0 Exclusions

23.1 In 2015, there were no permanent exclusion of children with EHC plans/statements from mainstream primary schools in the city and there was a reduction of permanent exclusions for children with SEN support. The main primary need children who had a fixed term exclusion was Social Emotional Mental Health needs.

23.2 There have been no permanent exclusions for children in special schools for the academic years 14/15 and 15/16.

23.3 In 2015 there was a reduction in permanent exclusions for young people with EHCPs/statements in mainstream secondary schools but an increase in permanent exclusion for young people with SEN support. The majority of these pupils had Social Emotional Mental Health as a primary need.

23.4 Since 2012, the Local Authority has worked with both the Primary and Secondary PRUs to reduce exclusions. This has included outreach available to support schools and also access to preventative placements at the PRUs which are subsidised by the Local Authority but funded directly by schools. The City saw a significant reduction in permanent exclusions over a 3 year period but over the last 2 years this has started to increase.

23.5 This is as a result of:

- the significant increases in the school population has reduced the capacity of the PRUs to meet demand for preventative places
- significant expansions of many schools has reduced the spaces available in schools to provide in house solutions for pupils with challenging behaviours
- schools within a particular Multi Academy Trust accounting for a significant proportion of exclusions compared to the rest of the city.

23.6 Work is in place to review future requirements for alternative provision across the city and refresh the strategy for preventing exclusions with head teachers. This has included in 2016 an increase in specialist and preventative places available at both PRUs and also devolving decision making on access to emergency funding to head teachers.

24.0 Preparation For Adulthood

- 24.1 92% of key stage 4 cohort with a statement was in Education Employment or Training at 17 which is an improvement on 2014 and above the average for other metropolitan boroughs. Of those without a statement, 80% were in EET at age 17 which is below other metropolitan boroughs (83%) .
- 24.2 The Local Authority commissions Career Connect to provide a Targeted Youth Support Service. TYSS provides additional support to vulnerable young people including those with SEND to work with them to identify appropriate destinations post school and to prevent them becoming NEET (not in education, employment or training).
- 24.3 Special schools in the City have an excellent offer for young people in order to prepare them for adulthood. This includes high quality work placements, and support to develop independent life skills to ensure that young people are prepared for employment and independent living wherever possible. The Federation of Schools for children with Social Emotional Mental Health has a dedicated worker from Career Connect to work with its students who works with the local authority and post school providers to identify gaps in provision, additional support required to retain and progress the students and to support young people during transition.
- 24.4 Greater Manchester post 16 SEND leads are working collaboratively to improve pathways into employment for young people with SEND. This work includes work with training and apprenticeship providers. In 2015-16 the group ensured that the new ESF contracts had disabled young people as one of the priority groups.
- 24.5 Manchester offers an increasing number of supported internships across a range of sectors and the local authority is encouraging providers to increase the number of supported internships they offer, replacing some purely college/training provider based programmes.
- 24.6 The Manchester College (TMC) and Pure Innovations have run supported internships for 5 years. In 15/16, 30 young people were on an internship with TMC and approx 80% of the young people moved into paid employment. Host employers are Health (CMFT), Manchester City Council, the Airport and, from 2016-17, Media City. In 2016-17 TMC will have 44 young people on Supported Internships.
- 24.7 Two special schools run internships for a small number of 6th form students, in partnership with MMU, North Manchester and Oldham hospitals. A new specialist support high school has just opened with a curriculum focused on vocational opportunities. In addition, Loreto and Bridge Colleges are developing Supported Internships.
- 24.8 Manchester Adult Education Service works jointly with Pure Innovations supported employment service to run a joint study programme including

employability skills, citizenship, English and Maths, travel training, work placements and community access.

24.9 There is a range of other supported employment providers in Manchester and organisations offering support to vulnerable young people wanting to enter employment. These organisations meet regularly through a forum coordinated by Manchester City Council's Work and Skills Team.

24.10 Manchester also offers an Independence development residential service where young people learn skills to enable them to live independently. This service was accessed by 51 young people in 2015-16. In addition a secondary special school has a purpose built flat on site again to enable young people to learn life skills in an appropriate setting.

24.11 The Local Authority also commissions an Independent Travel training programme for young people with SEND who meet the threshold for Travel to Learn Support.

Higher Education – Greater Manchester Higher Network provides mentoring support to disabled sixth form students considering higher education.

25.0 Areas For Development

25.1 In addition to the areas already highlighted for further development throughout this paper there are a number of other areas for which are currently being worked on:

- Developing and strengthening more inclusive local universal provision which can be accessed by all outside of school/college;
- Developing and embedding a strengths based approach when assessing need across all services;
- Developing a shared understanding of co-production with parents/carers and children/young people;
- Developing a systematic approach to gathering and measuring of service user satisfaction;
- Using social media and other tools to collect children and young people's voice;
- Working with settings, schools and colleges to ensure consistency of identification of children with SEND and provision of a graduated response to meeting need;
- Improving timescales for completing EHCPs;
- Strengthen health and care elements within EHCPs;
- Finalising a 3 year special school places plan;
- Joint commissioning of services with Health linked to gaps in provision;
- Establishing an integrated specialist social care team alongside the specialist resource team;
- Developing an integrated multi agency team for children and young people with high levels of need – including pooled budgets;
- Improving school attendance and attainment for pupils with SEND;
- Specifying and measuring what other good outcomes look like for the SEND population;

- Increasing the range of Post 16 provision – developing ‘good weeks.’

26.0 Challenges

26.1 This is set within the context of a few but significant key challenges:

- Overall growth in child population and its impact on:
 - Mainstream and Special school places
 - Health Services
 - SEN and Specialist Services
- Budget pressures across the whole system
- Cultural change – ensuring the move from a dependency model to an enabling model across the whole system.

27.0 Conclusion

27.1 The implementation of the SEND reforms in Manchester has been achieved through a strong partnership approach from the outset with Health (both the CCG and providers), parents/carers and settings, schools and colleges. This includes strategic leadership where there has been strong governance of the implementation programme through the SEND Reform Board, chaired by the Director of Education and Skills and which has senior representation from a range of partners and services including the Designated Clinical Officer for health as well as through operational leadership through a number of multi agency groups and forums which work to ensure that interagency working is effective and coordinated.

27.2 Manchester has used the SEND reforms as a platform for delivering its vision for children and young people with SEND and to enable children and young people to fully participate in all of the city’s opportunities, facilities, activities and communities. A significant amount has been achieved since September 2014 and there are many areas of strength within the Local Area which mean for example that: more children and families are accessing intervention in the early years through the delivery model of SEND pathway; more children and young people are having their needs met through an EHCP where their voice very clear; more children are accessing local high quality education provision through an expanded continuum of provision including a range of specialist provision; more children are accessing local universal services and/or a targeted short break; more families are accessing personal budgets for different reasons including shortbreaks, continuing health care, home to school travel which means that they can make their own tailored arrangements to fit in with family life; more parents/carers of children with SEND are involved in participation activities; more people are using the local offer; more young people are accessing high quality work experiences and supported internships; more young people are accessing independence development programmes.

27.3 However, these have not yet started to lead to consistently improved educational outcomes for young people with SEND, although there are early signs of impact on outcomes in the early years and end of primary. Work to prepare young people with SEND for adulthood including work and

independence is aspirational and improving significantly, and this provides a very positive platform to build on further. The Local Area also needs to get better at recording and measuring outcomes for those young people who may not achieve GCSEs or be able to access work but whose progress and achievements as a result of an effective Education, health and care system working with parents/carers and the young person should also be recognised.