

Manchester City Council Report for Information

Report to: Children and Young People Scrutiny Committee - 8 January 2019

Subject: Annual report on Manchester's implementation of the Special Educational Needs and Disability (SEND) reforms introduced in 2014

Report of: Director of Education

Summary

This report provides members with an update on how Manchester is implementing the Special Educational Needs and Disability reforms introduced in September 2014. The report also provides members with information on the numbers of children and young people with SEND in the local area, data on pupil attainment, attendance and exclusions and comparisons with national data.

Recommendations

Members are asked to consider and comment on the information in the report.

Wards Affected: All

Financial consequences – Revenue

The Local Authority has a planned £73m budget from the High Needs Block of the Dedicated Schools Grant for educational provision for children and young people with high levels of special educational needs/disability aged 0-25. The majority of this budget is spent on special school places, alternative provision, and Education, Health and Care plans in mainstream schools and colleges. The High Needs Block has not been adjusted in line with the demographic changes and there is currently a projected overspend of £2.9m due to the increased demand for special school places, alternative provision and Education, Health and Care plans. To address this, like the majority of Local Authorities nationally, Manchester has recently consulted with schools and the Schools Forum on the transfer of up to 0.5% (£2m) funding from the Primary and Secondary Schools block to the High Needs block in 2019/20. Schools and Schools Forum expressed concerns over reducing core funding to schools at a time when schools have seen a real terms reduction in funding and whilst recognising the position and the importance of the High Needs block being adequately funded, the proposal was not agreed by Schools Forum. However, the Forum recognised that the Local Authority would seek approval from Secretary of State for this transfer and a request has now been submitted.

Following an announcement by the Secretary of State in December, Manchester has been allocated an additional £1.2m in the High Needs Block for 18/19 and 19/20. This will improve the budget position for the High Needs block, therefore the need for a transfer of up to 0.5% from the Schools Block will be reviewed in 2019/20.

In addition to High Needs funding there is a budget of £2.375 for short breaks provision and a home to school travel budget of £6m which is also under pressure due to increased demand for this service.

Financial Consequences – Capital

Manchester has been allocated £2.9m capital funding over 2 years to improve and increase Education provision for children and young people with Special Educational Needs and Disabilities. The plan for this capital funding is published on the Local Offer. In addition, in May 2018, Executive Committee approved the use of £20m from the Local Authority’s Basic Needs capital funding allocation to increase special school places through expansions of existing special schools. The plan for this spend is currently being developed to meet the needs identified through the Strategic Review of Special Educational Provision which was published in June 2018.

There are implications for revenue budgets for creating additional provision.

Alignment to the Our Manchester Strategy Outcomes

Manchester Strategy outcomes	Summary of how this report aligns to the OMS
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	Continuing to improve SEN provision will contribute to improving educational outcomes, aspirations and job opportunities for pupils with SEND and contribute to Manchester’s young people becoming happy, safe and successful adults.
A highly skilled city: world class and home grown talent sustaining the city’s economic success	Improving educational outcomes of pupils with SEND and continuing to improve the experience and opportunities for children and young people with SEND will better enable them to gain qualifications and contribute to Manchester’s economic success.
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	Continuing to improve provision, through co-production, for children and young people with SEND will ensure increased opportunities and outcomes for one of our vulnerable groups - children with SEND.
A liveable and low carbon city: a destination of choice to live, visit, work	Investment in modern, energy efficient and high quality education infrastructure drives reductions in carbon across the estate of schools.

A connected city: world class infrastructure and connectivity to drive growth	Investment in existing and new education provision will enhance the City's attractiveness to potential residents and contribute to the development of high quality neighbourhoods.
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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.

Key points from the Education Bill and 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 (SEND) 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 SEND and progress towards implementation in Manchester – Report to YPCSC, May 2013

Update on the national reform of SEND and progress towards implementation in Manchester – Report to YPCSC, January 2014

Update on the national reform of SEND and progress towards implementation in Manchester – Report to YPCSC, June 2015

Update on Manchester's implementation of SEND reforms and information on the Local Area inspection of SEND – Report to Children and Young People Scrutiny Committee, October 2016

Update on Manchester's implementation of the SEND reforms - Report to Children and Young People Scrutiny Committee, December 2017

School place planning and admissions – Report to Executive, May 2018

Special Educational Needs and Disability strategic review - Report to Children and Young People Scrutiny Committee, June 2018

Schools Forum Report, September 2018

1.0 Introduction

1.1 This report builds on previous reports presented to Committee providing updates on the progress the local authority and its partners are making in implementing the special educational needs and/or disabilities (SEND) reforms set out in the Children and Families Act 2014.

1.2 A Framework for Inspection of Local Areas' Effectiveness in Identifying and Meeting the Needs of Children and Young People who have SEND has been in place since May 2016. Over a five year period inspectors from Ofsted and the Care Quality Commission will inspect all local areas in England. The inspection lasts five days and five days' notice is given. There is a strong emphasis on areas understanding their strengths and areas for development, and on the impact of the SEND reforms on the outcomes for children and young people and the impact of the SEND reforms on the experience of children and families in accessing services and support. Manchester is currently working with partners to update our Self Evaluation of this work and refresh our work plan to respond to any identified gaps.

1.3 So far, seven local areas in Greater Manchester have been inspected: Bolton, Bury, Oldham, Rochdale, Stockport, Trafford and Wigan. Four areas have been required to produce written statements of action. The Department for Education has recently announced that further inspections of local areas will follow the current round, due to conclude in 2021 and that areas with written statements will receive re-inspection visits to assess progress made since the original inspection.

1.4 This report will provide an update on numbers of children and young people with SEND in Manchester, their attainment, and attendance and information on Manchester's progress in implementing the SEND reforms.

2.0 Background

2.1 The main changes that have been introduced through the Children and Families Act 2014 are:

- The reforms cover children and young people with SEND from 0-25.
- Putting children and young people with SEND and their families at the heart of assessment, planning and decisions about their future outcomes and provision.
- Local authorities must publish a Local Offer showing all the services and support that the local area expects to be available to children and young people with SEND and their parents/carers, as well as how to access the provision, how to report gaps and give feedback.
- The local authority must also make sure children, young people and parents are provided with information, advice and support on all matters related to their SEND.
- Education, Health and Care plans (EHCPs) have replaced Statements of SEN and SEN Support has replaced School Action and School Action Plus.
- The timescale for assessing a child or young person and issuing an EHCP is 20 weeks compared to 26 weeks for a Statement.

- Local authorities must help young people with SEND prepare for adulthood from the earliest years.
- Health and local authorities should jointly commission services for children and young people with SEND.

2.2 The Our Manchester Disability Plan (OMDP) outlines the vision and strategy for all Manchester residents with a disability including children and young people with special educational needs or disabilities (SEND). This plan aligns with Our Manchester Strategy and Our Children's plan and has as its aim: 'A strategy to remove barriers and increase opportunities for disabled people of all ages in Manchester.' The OMDP Board is a partnership between disabled people's organisations, parent/carers, the City Council, health, Transport for Greater Manchester, DWP, employers, educational institutions, and other partners.

2.3 The SEND Board, chaired by the Director of Education, provides governance of SEND in Manchester and is also the children and young people's workstream of the OMDP Board. The SEND Board is responsible for evaluating progress in implementing the Reforms and identifying key areas for development. The Board has agreed the following outcomes and oversees the work plan which partners are working together to deliver:

Parents'/carers' and children's/young people's views impact on strategic decisions

- Leaders fully understand parental views and experience
- Strategic decisions reflect views of young people and parents/carers
- Co-production is viewed as business as usual

Excellent local offer, understood and accessible to all leading to improved life outcomes.

- Parent carer survey indicates 100% knowledge of the local offer
- Local offer drop-ins ensure continued development and involvement in the local offer
- Local Offer Review Board (LORB) has excellent strategic oversight and correctly identifies all priorities

Integrated, transparent pathway allows parents/carers and young people to access services across education, health and care

- Parents/carers, young people tell their story once
- Children's and young people's SEND is identified early. A strong holistic integrated early help offer is in place
- Parent / carer survey shows improved satisfaction with the pathway
- Effective key worker approach embedded

Young people with SEND have needs met through excellent education, health and care services, jointly commissioned where appropriate

- All statutory health service standards are met
- Children and young people access appropriate education in their local area
- Children and young people's social care needs are mostly met in the local area
- Children and young people's care needs are met at the earliest opportunity

- There is integrated commissioning of provision and services for children with complex needs.

Preparing for Adulthood (PfA) is embedded in Manchester from the earliest years

- High aspirations for all young people evident from the early years
- Parents / carers and all who support children and young people with SEND are aspirational from the early years
- Children and young people are connected to their local community
- Children and young people have choice and control over their lives
- Excellent transitions at every stage including into adulthood

Highly effective education, health and care plans and reviews improve life outcomes for children and young people

- Tracking shows outcomes have been met
- Gap narrowed between all children and young people and those with SEND
- Increased parent carer satisfaction with EHCPs

Improved outcomes and standards across education and training

- Educational outcomes at all key stages improve to be above national average for both SEND Support and EHCPs
- Strong destination outcomes for all

A highly skilled workforce across all stakeholders improves outcomes for children and young people

- The workforce across education, health and care is highly skilled in all matters relating to SEND
- Reduction in school exclusions of children and young people with SEND
- Parents /carers have access to effective peer support and increased confidence and aspirations
- A refreshed Matching Provision to Need Tool embedded throughout education
- Workforce is confident in identifying need as early as possible and understanding the pathways to access appropriate provision
- Workforce committed to championing the local offer and committed to improving life chances of young people with SEND

2.4 This report will provide some context on numbers of children and young people with SEND and their primary needs and will illustrate progress towards the above outcomes.

3.0 OVERALL POPULATION WITH SPECIAL EDUCATIONAL NEEDS AND/OR DISABILITY (SEND)

3.1 Within the Manchester school population, the October 2018 census showed that 15.6% of pupils have SEND (13,507 pupils). This was made up of 12.2% (10,612 pupils) who have their needs met at SEN Support level and 3.3% of the school population who have an Education, Health and Care plan (EHCP) (2,895 pupils). The census shows that the number of pupils who have their needs met through SEN Support is decreasing (number exceeded 11,000 in 2017-18 academic

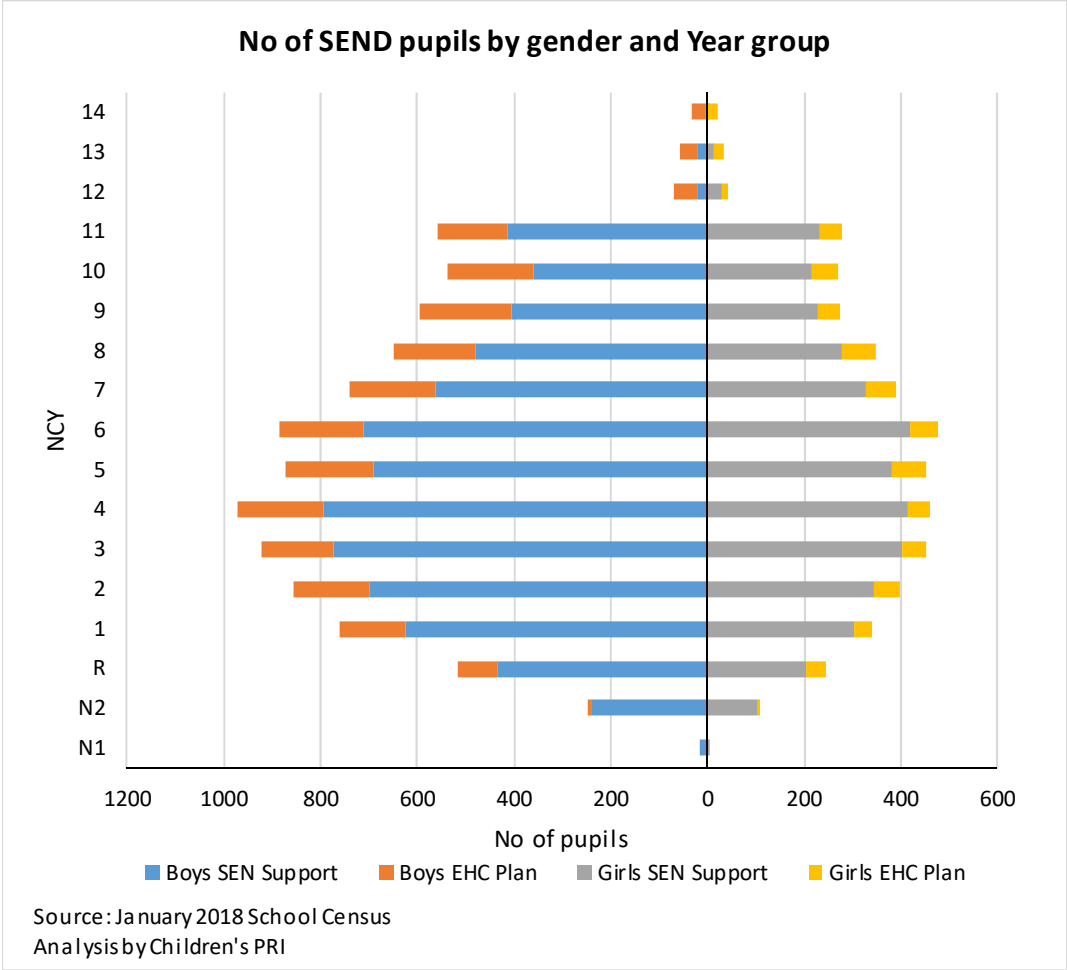
year). The percentage of pupils at SEN Support level in Manchester is higher than national (11.7%).

There has been an increase in the numbers and percentage of children in Manchester schools with an EHCP - rising in October 2018 to 3.3% (2,895). Nationally, the actual numbers of pupils with an EHCP/Statement have increased and the overall percentage has increased slightly to 2.9% of the whole school population. National comparisons are taken from the January 2018 school census.

Figure 1: Number of pupils with SEND in Manchester schools (School Census)

	May 2015	May 2016	Jan 2017	May 2017	Jan 2018	May 2018	Oct 2018
EHCP/Statement	2,236	2,339	2,464	2,556	2,746	2,833	2,895
SEN Support	10,550	10,298	10,667	11,078	11,063	11,325	10,612
All SEN	12,786	12,637	13,131	13,634	13,809	14,158	13,507
%	16.4%	15.6%	15.1%	16.3%	16.1%	16.5%	15.6%

Figure 2: Age and gender of pupils in Manchester schools January 2018 School Census

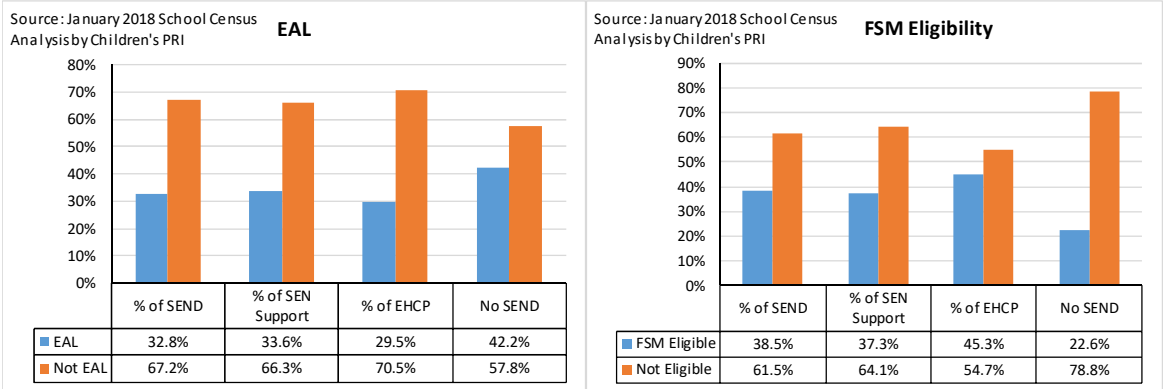


3.2 More boys than girls in Manchester schools have SEND – 64.9% of the pupils at SEN Support level are boys and 74.7% at EHCP level are boys. This compares to

boys making up 47.8% of the pupils with no SEND. There is a similar picture nationally.

3.3 The age distribution of Manchester pupils is also similar to national as higher cohorts of pupils are moving into secondary schools. Figure 2 only shows numbers in Manchester schools, there are additional children and young people with identified SEND in Early Years settings, colleges and training provision and schools outside Manchester.

Figures 3 and 4: English as an Additional Language and Free School Meals eligibility January 2018 census

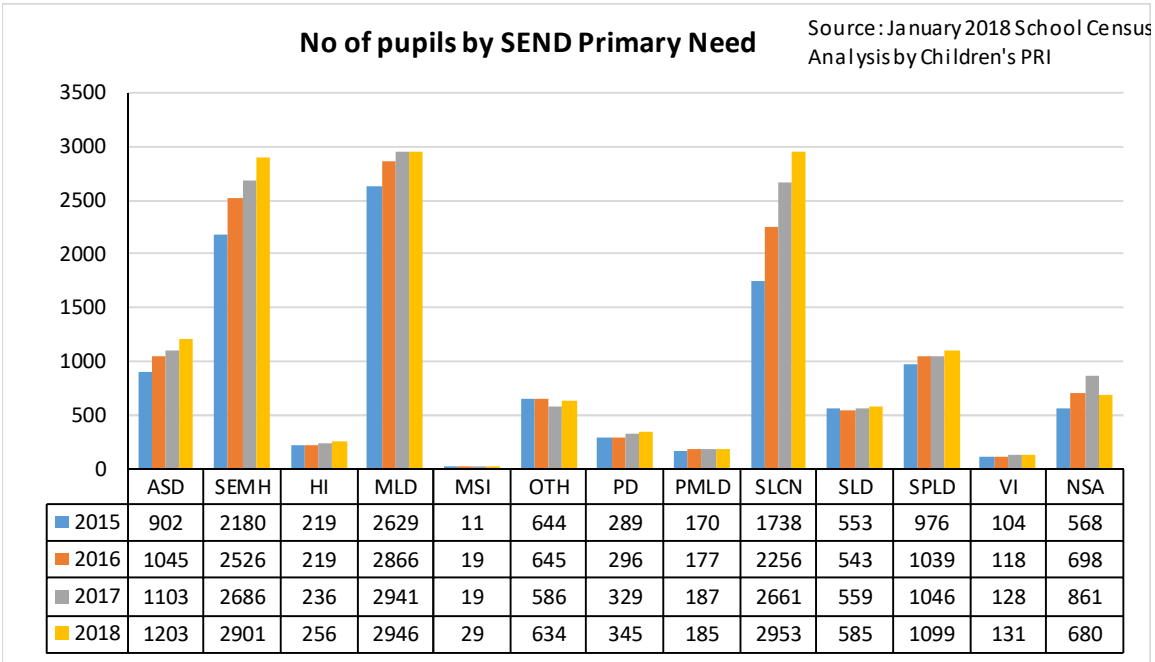


3.4 These tables show the percentages of pupils at SEN Support level and those with EHCPs who have English as an additional language (EAL) and who are eligible for Free School Meals (FSM).

3.5 Manchester pupils with SEND are less likely to have English as an additional language (33%) than those with no SEND (42%). Nationally, pupils whose first language is English are also more likely to have SEND than those who have English as an additional language.

3.6 Manchester pupils with SEND are more likely to be eligible for free school meals than those with no SEND. 37.3% of pupils at SEN Support and 45.3% at EHCP level are eligible for FSM, compared to 22.6% with no SEND. Nationally 25.8% of pupils with SEND are eligible for Free School Meals compared to 11.5% of pupils without SEND.

Figure 5: Number of pupils in Manchester schools by SEND Primary Need



3.7 The types of primary need that are most common in Manchester are speech, language and communication needs (SLCN) 21.2%, moderate learning difficulties (MLD) 21.1%, social, emotional and mental health needs (SEMH) 20.8% and autism (ASD) 8.6%. Nationally, the most common primary SEND need is moderate learning difficulties at 21.6%.

4.0 NUMBERS OF EDUCATION, HEALTH AND CARE PLANS

4.1 Education, Health and Care Plans (EHCPs) for children and young people aged up to 25 were introduced on 1 September 2014 through the Children and Families Act 2014.

4.2 Local authorities were required to transfer all Statements of SEN to EHCPs by the end of March 2018. The Department for Education provided authorities with additional resource in the form of an SEN implementation grant. This allowed the Statutory Assessment Team to increase its staffing to be able to complete the transfers, whilst also dealing with increasing numbers of requests for assessment. The team also benefited from the secondment of a social worker to support this process. Manchester achieved the transfers within timescale and received a letter of thanks from the Children’s Minister. 2018-19 is the final year that the DfE will provide an SEN implementation grant.

4.3 In November 2018 Manchester maintains 4,099 statements/EHCPs - a 61% increase since the end of 2015. A key factor behind this increase is the overall growth in the child population in Manchester. Children and young people with EHCPs attend provision in and outside Manchester, in mainstream, special and independent settings, schools, colleges and training. The numbers of young people with EHCPs aged 20 to 25 is increasing steadily. The number of children in the early years being assessed is also increasing and 19.4% of new EHCPs issued in the 2017/18

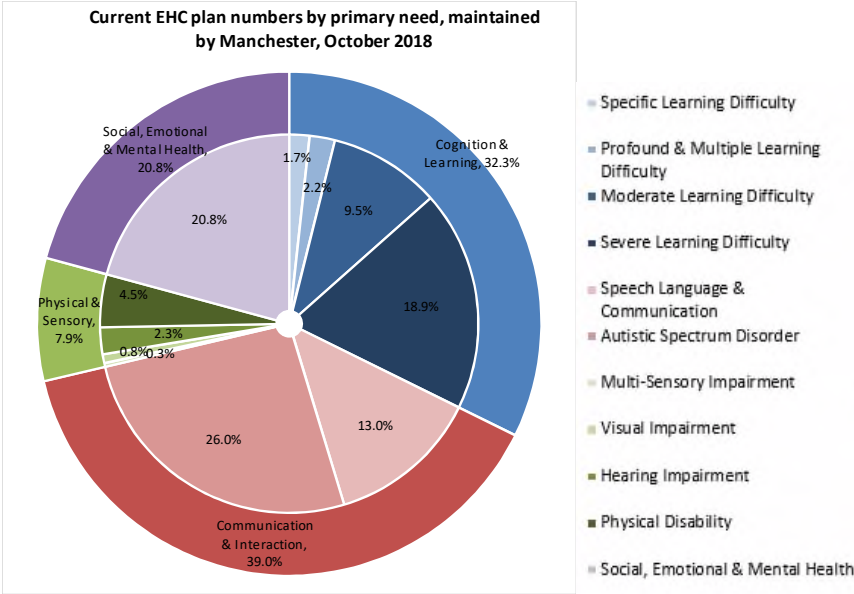
academic year were for under 5s. This is almost three percentage points higher than those issued in 2016, demonstrating that more children are having their needs identified at an earlier stage.

This is an outcome of an improved SEND pathway in the early years aligned to the early years integrated delivery model.

4.4 The most common types of primary need for Manchester children and young people with an EHCP are:

- Autism which is 26% of the cohort. This is slightly lower than national position of 28.2%.
- Severe learning difficulties which is 19% of the cohort whereas nationally, 12.5% of this cohort have SLD as primary need.
- Social, emotional and mental health needs which is 21% of the cohort whereas nationally, 12.8% of the cohort have SEMH as primary need.

Figure 6: Current EHCP Numbers by Primary Need October 2018



4.5 The number of requests for statutory assessment are increasing. There are currently 309 children on the early years pathway and a significant number of these will require additional support in settings and may need statutory assessment.

Figure 7: Requests for statutory assessments over the last 3 years.

	Jan to Dec 2014	Jan to Dec 2015	Jan to Dec 2016	Jan to Dec 2017	Jan to Oct 2018
New requests for assessments are increasing:	490	671	581	797	741
% of requests declined is higher than last year, though lower than previous 3 years:	129	156	132	101	116
New EHCPs issued is increasing:	442	222	318	565	536

4.6 In 2017, Manchester had the 17th highest number of EHCPs out of the 151 Local Authorities. However, relative to the 0-25 population, Manchester ranks 121st out of 151 Local Authorities, with a rate of 165.78 EHC plans per 10,000. This is based on the 2016 mid-year estimates prepared by the Office for National Statistics.

4.7 Compared with its statistical neighbours, Manchester has the second highest number of EHCPs, behind Birmingham. It has the fifth highest rate of EHCPs per 10,000 population (0-25) out of the 11 statistical neighbours.

5.0 PARENTS’/CARERS’ AND CHILDREN’S AND YOUNG PEOPLE’S VIEWS IMPACT ON STRATEGIC DECISIONS

5.1 Co-production with parents and carers

5.2 Manchester Parent Carer Forum receives national grant funding from the Department for Education to act as the strategic voice of parents/carers of children with SEND in Manchester. Forum members sit on the SEND Board, the Our Manchester Disability Plan Board, co-chair the Local Offer Review Board and are involved in numerous education, health, and care strategic groups. The Forum membership is growing and currently stands at 500+ members.

5.3 The Forum has worked with the local authority and health on a co-production charter that describes the principles of working in partnership. This is an excellent example of both staff and parents demonstrating Our Manchester behaviours.

5.4 The [co-production charter](#) was launched at a [Working Together](#) event in March 2018. The event provided an opportunity for parents and carers to speak directly to service providers about what is working and what needs to be improved in Manchester. The Forum also send out surveys twice a year to parents and carers. Feedback from the event and the surveys informed the SEND strategic review and also the SEND Board work plan.

5.5 There is now widespread recognition of the value of co-production, but this has led to Manchester Parent Forum being unable to meet the demand from services to be involved in strategic work. As a result, Manchester Parent Carer Forum, Parent Champions and the Engagement team, have developed a Working Together Network – consisting of parent carer groups from all over Manchester. The groups represent

the diverse communities of Manchester and the range of SEND of Manchester's children and young people. However, they all share common aims:

- to represent the voices of parents and carers to the local authority and health
- to strengthen each other by working in partnership
- to reduce isolation and improve wellbeing of carers
- to maximise funding
- to improve outcomes for children and young people.

5.6 The SEND Parent Champion model was developed with parents as a result of conversations with families and local research which showed that existing formal structures of participation did not work for many of our families. Manchester's participation register gave parents and carers the opportunity to be involved in a flexible way and led to a number of parents asking for the opportunity to work with the Information, Advice and Support team to offer peer to peer support. A rolling programme of training is offered, including how to use and promote the Local Offer and building emotional resilience.

5.7 Many parent champions are also members of the Manchester Parent Carer Forum (MPCF) and the two groups complement each other. Manchester now has over 100 Local Offer parent champions and they and the Engagement and IAS teams are working with other services to extend the model.

5.8 The impact of the influence of parents/carers includes:

- Manchester Parent Carer Forum worked with health and other partners to co-produce a new Social Communication diagnostic pathway
- Parent Champions have produced a Disability Living Allowance 'top tips' guide for other parents and offer emotional support to parents making DLA applications
- Parent Champions have begun work with Manchester libraries following a tour of Central Library which inspired them. In collaboration, library staff and parents are looking at developing a Chess Club, and a Silent Disco and other ways of promoting all the services available at the library. A weekly family session throughout the summer is also being worked into the library programme in response to interest from the champions.
- Champions have produced a video to explain to families with children with SEND what is on offer at the People's History Museum
- Champions are working with transport organisations, Travel Training Partnership and DWP to run workshops for parents on independent travel skills for young people with SEND, including innovative digital solutions to help young people access their city safely
- Manchester Parent Carer Forum survey parents/carers twice a year and feed back results to the SEND Board on what parents feel is working and needs to be improved in the local area. The results of these surveys influence the Board's work plan. Survey results are analysed in Appendix 1

5.9 Children and young people's voice

5.10 Manchester has a well embedded model of co-production with parents and carers but this is to date less well developed with children and young people. To

ensure we can develop this on an equal footing, a project manager is leading a number of initiatives:

- The local authority is working with Greater Manchester Youth Network to recruit and train eight youth ambassadors by April 2019. They will represent the voice of children and young people at the Local Offer Review Board, the SEND Board and the Our Manchester Disability Board
- The local authority and The Manchester College are working together to ensure that the views and opinions of supported learners are influencing both college provision and also making Manchester a more accessible city. The College have appointed a Student Inclusion Ambassador who works with SEND learners on a daily basis, and over the past two years we have jointly run two conferences for learners and parents.
- An audit of EHCPs has been completed to see if the voice of the child/young person is influencing the outcomes and provision in their plan and if plans are sufficiently aspirational. The findings are supporting the development of a toolkit for professionals on effectively capturing young people's voice. The toolkit is being co-produced with children and young people, schools, colleges, parents, and SEND teams.
- The current review of short breaks pathways is being informed through focus groups with young people, in particular pupils with social emotional and mental health needs (SEMH). Their views are helping the authority and providers find new ways of improving access to universal short break provision. Some new approaches will be trialled in 2019 through a small grants programme run jointly with Young Manchester.

6.0 EXCELLENT LOCAL OFFER, UNDERSTOOD AND ACCESSIBLE TO ALL, LEADING TO IMPROVED LIFE OUTCOMES

6.1 Manchester's SEND Local Offer was published in December 2013. It was co-produced with parents/carers, schools, colleges and other agencies who continue to oversee its development through the Local Offer Review Board.

6.2 The Local Offer Review Board membership consists of parent representatives, senior staff from health, education, leisure, social care, voluntary sector and, since spring 2016, the Board has been co-chaired by the Parent Carer Forum. The Board is also working with the engagement lead for children and young people to further develop ways to include the voice of children and young people in service design and delivery.

6.3 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. Feedback from parents has led to improvements in layout and navigation and the team have commissioned an art project to work with young people on the design and video content to increase appeal to a younger audience. However, there remains work to be done in coproduction to improve the look, feel and ease of use of the Local Offer.

6.4 Hits on the Local Offer have steadily increased. We have measured this using data from the first 6 months for the last three years: The total hits for 2016 was

22,241. Compared to the same 6 months in 2018, this has increased by 87% to 41,759.

The five most popular areas are the Homepage, Leisure, EHC plans, Short Breaks and Childcare.

6.5 The IAS team report that more families are directed to the Local Offer through their helpline and the majority of these find the information they need. However, the parent carer survey shows that too many parents are still not aware of the Local Offer and raising awareness, particularly for families with children/young people at SEN Support level, will be the focus of a publicity campaign in early 2019.

6.6 An important and successful development in raising awareness of the Local Offer has been the Parent Champion Model. The key purpose of this model is to promote and raise awareness of the Local Offer through everyday informal interactions as well as in more formal settings.

6.7 Local Offer drop in sessions are offered monthly in locality settings which are attended by the IAS and engagement teams, Specialist Resource team, Local Offer Parent Champions, MPCF and Early Help practitioners. The Drop Ins offer an alternative way to get information and advice for families who cannot easily access or navigate the Local Offer website; they are a friendly and informal way for parents to meet other parents and get high quality information from services.

6.8 Feedback from the Local Offer drop in sessions show they are giving parents exactly what they need in terms of advice, information, and support. Evaluations from recent drop ins show 100% would recommend to other parents and 98% got the information they needed. The events also help the Local Authority hear from families about gaps in services and barriers to access that need addressing.

6.9 Information, Advice and Support Manchester

6.10 IAS Manchester operates an effective confidential helpline that enables timely access for parents, carers and young people to information, advice and support from staff qualified at IPSEA level 3. Increasingly, families are using emails to access advice and this is leading to lower numbers of home visits required. Demand is increasing for IAS to support parents at meetings in schools. IAS caseworkers are also linked to the Early Help hubs to strengthen the early help SEND offer and attend drop ins and other events across the city. To increase service capacity, the team are working with Parent Champions, who have completed Independent Support training to provide support to other parents, with an IAS caseworker providing supervision.

6.11 New minimum standards for IAS services have been developed and Department for Education is offering funding opportunities linked to the standards for IAS services to improve and strengthen their support for families. IAS have discussed their proposals with the Local Offer Review Board, which acts as their reference board.

7.0 YOUNG PEOPLE WITH SEND HAVE THEIR NEEDS MET THROUGH EXCELLENT EDUCATION, HEALTH AND CARE SERVICES JOINTLY COMMISSIONED WHERE APPROPRIATE

7.1 Strategic review

7.2 The Department for Education funded all local authorities to conduct a strategic review of SEND provision in 2017-18. Manchester consulted widely with young people, parents/carers, schools and colleges and other stakeholders and published a report on findings from the review in June 2018. Department for Education are providing £2.9 million capital funding over the next three years, for implementing priorities agreed through the review.

7.3 Responses to the strategic review showed that the continuum of educational provision (described below) works well for the majority of children and young people at SEN Support level and those with EHCPs. However, Manchester's growing population means that more specialist places are required – particularly for pupils with SEMH and those requiring specialist support schools.

7.4 As a result of this, Manchester City Council Executive have agreed that £20 million of mainstream basic need capital funding from the Department of Education can be used to fund additional specialist SEN places, though revenue funding for these places will have to come out of the High Needs Budget, which is currently under pressure.

7.5 Some parents/carers told us that they are concerned that levels of inclusion in mainstream education are not consistent across Manchester. The local authority has worked with schools, parents and other partners to develop an inclusion strategy which will be published in spring 2019. In addition, the Matching Provision to Need tool which sets out expectations on the graduated response which settings and schools should provide to meet the additional needs of children and young people has been reviewed and refreshed with a range of stakeholders and has been disseminated this term.

7.6 In parallel with the SEND review, Manchester Health and Care Commissioning, in partnership with the local authority, commissioned demand mapping research to understand the increasing demand on services for children and young people with SEND. Manchester Health Care Commissioning is providing funding in 2018-19 for additional community health and mental health provision. A children's summit in 2017 and a review of children's health services have fed in to an improvement/transformation plan, currently in its early stages. This is part of the move to integrated, place based working for health, care and other services. Education, children's and adult's health and care are continuing to share data and growth projections to inform planning of services.

7.7 Education

7.8 Manchester has a continuum of educational provision for children and young people with SEND aged 0-25. The local authority, schools, health and parents have co-produced a revised version of the document used in the local area to help all

partners identify and meet pupils' SEND. This is called the Matching Provision to Need Tool. It sets out the provision schools would be expected to put in place for pupils at universal and SEN Support levels and the provision schools, the local authority and other services need to put in place for pupils with an EHCP. This tool helps schools understand when to request statutory assessment and also helps parents have informed discussions with schools and settings about the support being provided for their child and expectations about a graduated response.

7.9 Early Years

7.10 The Early Years delivery model is an integrated pathway for all children from pre-birth to five years of age, supported by health care and early years professionals, leading to earlier identification of need for an increasing number of children.

7.11 The assessment pathway provides an early help support offer for families of young children with identified needs which cannot be met wholly through universal services these include a Speech and Language Pathway and a Parenting pathway.

Speech and Language pathway impact and outcomes:

In an 18 month period (April 2017 – September 2018) 2,243 children have received a wellcomm screen.

Of the 2,243 children screened :

- 883 had a red outcome and were referred on to specialist services
- 554 had an amber outcome and received a wellcomm intervention
- 806 had a green outcome and did not require any further intervention

7.12 The number referred to specialist service is significant in that 2016 saw only 275 children referred indicating that current speech and language pathway is identifying far more children, much earlier who can then go on to receive an appropriate intervention earlier and prior to transitioning to school. This impacts on children's school readiness and children's good level of development outcomes.

7.13 In the same 18 month period 143 parents attended a Parent Child Interaction Group. Outcome measures (measuring parent child interaction with a focus on speech and language) captured an average pre group score of 10 and an average post group score of 21.5. This significant increase in outcome measures demonstrates how parents' interactions with their child greatly improved and is an indication that the children of those parents will transition into school and with the support of their parents be much more able and ready to learn.

7.14 Further to the above, 238 reviews were carried out 3 months post intervention. Approximately 40% of the children reviewed did not require any further intervention with the remaining children staying on the speech and language pathway for a further period until their language needs were met.

7.15 The local authority commissions Rodney House Outreach Service for Early Years (RHOSEY) to work with families, early years settings, health and educational psychology to provide training and outreach support and ensure children's needs are identified early. The majority of children attend local settings or school nurseries and RHOSEY supports settings to put in place reasonable adjustments and to take

children with higher levels of SEND through the EHC assessment process. They also work with the local authority to assist settings and nurseries to draw down additional funding for children with emerging SEND – Disability Access Funding and SEN Inclusion Funding.

7.16 As a result of the Early Years pathway more children with significant levels of SEND are being identified and assessed earlier and projections of the number of children requiring specialist provision in the next few years are more accurate and predictable.

7.17 Schools

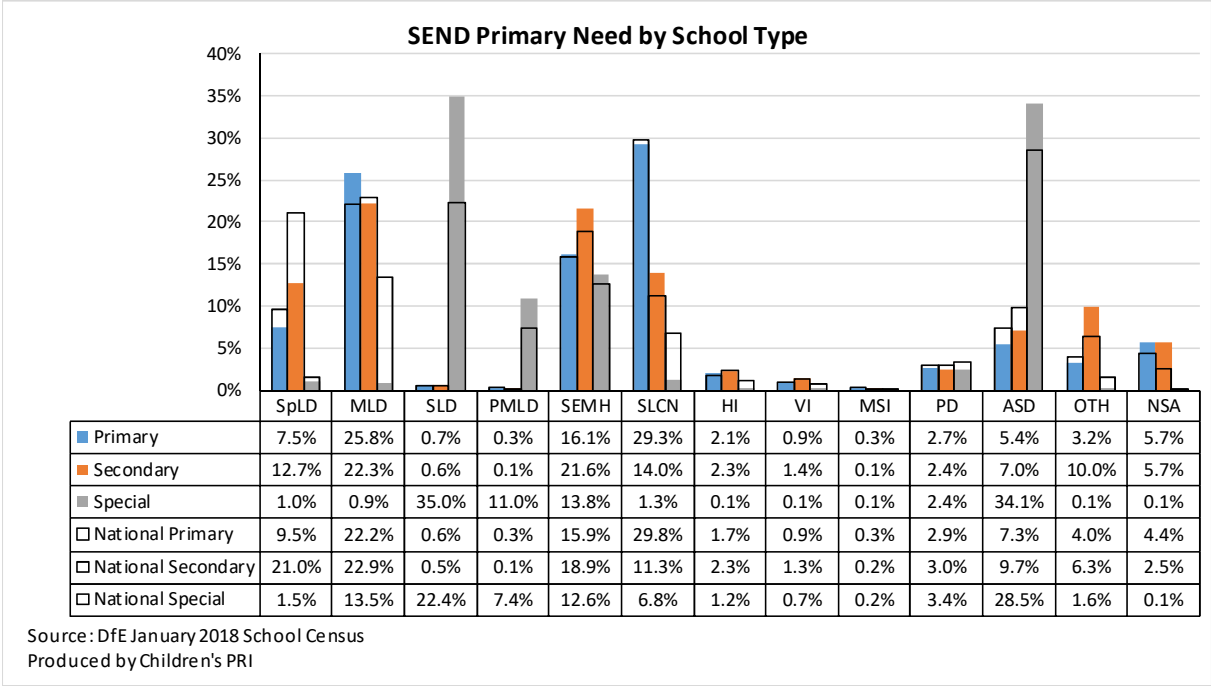
7.18 The continuum of support for school pupils with SEND includes:

- Mainstream provision for pupils at SEN Support level and with EHCPs.
- Resourced mainstream provision. Manchester currently has 14 mainstream schools designated as resourced provision for pupils with higher levels of SEND. 11 of these are for children with Autism (6 primary and 5 secondary), 2 primary provisions for pupils with social, emotional and mental health needs (SEMH) and 1 for pupils with Hearing Impairment.
- Specialist provision. Manchester has 14 special schools, all of which have expanded their numbers between 2016 and 2018 in line with growth in numbers of children across the City. As a proportion of the overall Manchester school population, pupils attending special schools has remained at or below 1.6% since 2012.
- Pupils with visual impairments and who are deaf or hearing impaired in both mainstream and special schools are supported by specialist staff from the Manchester Sensory Support Service

7.19 This continuum ensures that the majority of children and young people with SEND have their needs met in their local community. However, special schools and resourced provisions in mainstream schools are now reaching capacity with few options remaining to create additional places in existing accommodation. This means that currently a number of children with EHCPs are placed in special schools in other Greater Manchester boroughs. A new special free school is due to open in north Manchester in 2020 and the authority has recently expressed interest to the Department for Education for a further special free school and alternative provision.

7.20 A place plan is being developed to create additional specialist provision using the additional capital funding granted by MCC Executive.

Figure 8: Type of school attended by pupils in Manchester, School Census January 2018



7.21 This graph shows the distribution of pupils with SEND in Manchester schools. In primary schools the most common types of need are speech, language and communication needs (SLCN 29.3%) and moderate learning difficulties (MLD 25.8%). In secondary schools, the main needs are: moderate learning difficulties (22.3%) and social, emotional and mental health needs (SEMH 21.6%). Nationally, MLD and SLCN are also the highest needs in primary. The national proportion of secondary pupils with Specific Learning Difficulties (SpLD) is much higher than Manchester's (21.1% compared to 12.7%), the proportion of pupils with moderate learning difficulties is similar and the proportion of pupils with social, emotional and mental health needs is a little lower than Manchester's, at 18.9%.

7.22 The biggest difference between Manchester and national special school proportions are that 13.5% of special school places nationally are taken by pupils with MLD, whereas in Manchester it is 0.9%. The highest proportions of need in Manchester's special schools are severe learning difficulties (SLD – 35%) and Autism (34%).

7.23 A small number of children with EHCPs are placed in independent schools - 67 day pupils and 9 residential in 2016-17, compared with 74 day and 21 residential in 2014-15. The main needs are Autism and SEMH for day pupils and SEMH for residential pupils. The number of pupils being placed in independent day special school provision is starting to increase again as a result of lack of capacity in specialist provision in the city. In 2017-18, 72 day pupils and 14 residential pupils were in independent specialist provision, including 17 with EHCPs maintained by other local authorities.

7.24 In May 2018, 83% of children with EHCPs in Manchester schools were attending a school graded good or better; a decrease from 88% in 2016-17. However, the proportion is rising again due to the improving secondary sector.

7.25 Outreach

7.26 The Local Authority commissions outreach support for mainstream primary and secondary schools and early years settings from special schools. This support is highly regarded and helps mainstream staff identify need, develop strategies and practices to better support their pupils with SEND. The outreach offer includes advice on strategies to support individual children, help with whole school curriculum and accessibility strategies, training courses, learning walks and SENCO cluster groups. Manchester Sensory Support Service and Hospital School also provide outreach advice and training to schools on meeting the needs of pupils with hearing and visual impairments and those with mental health difficulties.

7.27 Joint commissioning

7.28 As part of health transformation, the local authority and MHCC are jointly commissioning a number of programmes to support children with SEND.

- Lancasterian Outreach and Inclusion Service (LOIS) provides outreach advice and support to all of Manchester's schools on the inclusion of pupils with physical disabilities and or medical conditions. There is a requirement for schools to be responsible for the risk assessing and manual handling needs of their disabled pupils and to train their staff in safe manual handling skills. In September 2018 the team recruited an Occupational Therapist and Physiotherapist to work alongside the outreach teachers. LOIS team have trained as trainers to run both manual handling training and support to schools on how to safely assess risk and put in place individual manual handling plans. The integrated approach will also give us the opportunity to improve the equipment assessment pathway as there is currently duplication in the system with children being assessed separately for school and home equipment. The revised pathway should reduce the number of unnecessary and duplicated referrals to the currently commissioned services
- Manchester has re-established its Augmentative and Alternative Communication (AAC) steering group and to improve the AAC offer to Manchester children and young people. In addition, an operational group has been established, made up of special school teachers and speech and language therapists, who will be trained to carry out assessments of AAC need in special and mainstream schools across the city. The group will be able to advise on low tech solutions to pupil's communication needs and have a loan bank of equipment for individual pupils to trial prior to the school purchasing equipment. Staff will also be able to identify which children and young people meet the threshold for referral for support from the NHS England contract.

7.29 A multi-agency panel of senior officers from education, children's and adults' social care and Manchester Health and Care Commissioning meets monthly to make decisions about placements and joint commissioning for those children and young people with the most complex needs. A commissioning post has been established to work on behalf of Health, Education and Social care to review current placements to

ensure they are delivering young people's outcomes, improving commissioning arrangements and identifying opportunities to develop new local provision.

7.30 Health

7.31 Health visitors

7.32 The Population Health Plan's priority on giving children the best start in life is largely dependent on a high quality Health Visiting service that is able to work with all families and identify those needing additional support, early help and intervention. The Manchester Health Visiting Service provides a city wide, universal, service to all children resident in Manchester aged 0-4. In 2018 Health Visitors achieved 67% of 9 month checks and 61% of 2 year old reviews. Where children are seen at both the 9 month and 2 year stage, there are a number of screenings that take place with the child including the wellcomm and NBA/NBOS assessments. Increasing the percentages of children seen at 9 months and 2 years is an area for development to ensure as many children as possible have their needs identified early.

7.33 The Health Visiting Service have a named Health Visitor lead for SEND. They have formed a Disability Register on child health whereby all children with SEND are flagged. This has led to a bespoke approach to the Healthy Child Programme checks (New Birth Visit; 8 month and 2 year) which are tailored to meet specific need rather than carrying out the universal check.

7.34 Healthy Schools

7.35 Healthy Schools have recognised through consultation with school staff that mainstream school resources do not always meet the needs of children and young people with SEND. In response, Healthy Schools, in partnership with special schools, have developed several initiatives to promote inclusion and accessibility for all children and young people in Manchester. These include: iMatter – a relationships and sex education (SRE) resource pack to meet the needs of pupils with SEND and a drugs and alcohol educational curriculum resource for young people with SEND.

7.36 Speech and Language Therapy

7.37 The Speech and Language Therapy team have produced comprehensive speech, language and communication needs checklists and milestones to help schools identify which areas to develop and target. To meet the identified needs they have also developed a first response pack for schools, with a menu of ideas, activities and strategies, to address a range of speech, language and communication needs before the school needs to make a referral to speech and language therapy. The team are developing a pack of activities that can be used at home by parents/carers and which will be available on the Local Offer.

7.38 Social Communication pathway

7.39 CAMHS, community health, local authority, schools, IAS and parents have co-produced a new diagnostic pathway for social communication. This is being piloted in south Manchester and early indications show that it is likely to decrease waiting times

and provide a more holistic assessment of needs. The pathway will be evaluated before decisions are made about expanding to the whole of Manchester.

7.40 Community services

7.41 Manchester Health and Care Commissioning (MHCC) have recently reviewed community services, including those for children with SEND. There is recognition that population growth has led to high levels of demand for services, and that as additional special school places are put in place it has been a challenge to provide equitable services to all schools. MHCC is investing additional funding in community health in 2018-19 aligned to the children and young people's transformation programmes, with a particular focus on Children and young people with disabilities, neuro-disability and mental health.

7.42 Emotional health and wellbeing

7.43 Manchester is co-developing an iThrive model in response to the Future in Mind report on mental health and wellbeing. The aim is that services will offer flexible holistic support based on needs not diagnosis. Under the new iThrive approach, which replaces the traditional 'tier' system, need is measured using five categories. These are:

- thriving
- getting advice
- getting help
- getting more help
- getting risk support

7.44 The aim is to increase capacity across the system and support children, young people, their families and professionals to be resilient, to be informed about support available, the choices they have and to understand what they can do to help themselves. A number of services have already been developed to address identified needs including: Kooth which is available in all secondary schools; 11 schools are piloting Mental Healthy School and the Integrated Community Response Team is being piloted in the 3 Early help hubs, Secondary PRU and Alonzi House.

7.45 Short Breaks

7.46 There is a continuum of short break provision in Manchester. All families are encouraged to use the Local Offer to find out about universal provision in their local communities. A key focus of the Our Manchester Disability Plan is also to enable disabled people to access as many facilities and opportunities as possible in their local community.

7.47 Universal providers are offered training (including by parents) to become more accessible and inclusive and several networking opportunities for parents, carers and providers have been organised. These networking opportunities have given both parents and providers the opportunity to discuss any barriers or concerns in relation to children and young people accessing universal provision. The feedback from these events has been overwhelmingly positive and has informed the development of universal provision.

7.48 In September 2018, 1,032 families are receiving a targeted or specialist short break. These include summer playschemes, evening and weekend youth and play activities, care support at home, befriending, and overnight short breaks. Of these, 791 children and young people receive a targeted short break – 75% following an early help assessment; 379 families take a Direct Payment to pay for their targeted short break. In addition, 241 children aged under 18 access a specialist Short Break following an assessment from a social worker.

7.49 Demand exceeds supply for some types of short break, including befriending services and overnight provision so short breaks staff are working with parents to review the Short Breaks Statement and find alternative ways of meeting our short break duty. This includes encouraging more providers to join the Short Breaks Approved Provider Framework, working with Greater Manchester partners to maximise available overnight provision, and improving the universal offer. In addition, Manchester can now offer a pre-payment card to families who wish to purchase their own short breaks, as an alternative to a cash direct payment.

7.50 Young people in SEMH specialist provision told us that many universal leisure services were not welcoming or accessible to them. Our engagement and young people's voice leads are working with young people, Young Manchester Trust and a number of providers to pilot projects to increase the number of young people accessing locally based youth, play and leisure provision.

7.51 A recent leisure services presentation at the Local Offer Review Board showed the wide range of accessible universal leisure opportunities for disabled children and adults. As facilities are refurbished, disability access is also upgraded – for instance the Moss Side pool has had a poolside lift installed that allows a safe and dignified way for disabled people to enter the pool.

7.52 Children with Disabilities Team

7.53 Manchester's Children with Disabilities Social Work team provides an effective service to families with children with the most complex needs. They also provide advice and support to locality social workers who may have less expertise in working with disabled children and young people. The team have seven social workers with approximate caseloads of 20 each. An additional social worker from the team is currently seconded to the Statutory Assessment Team and works with staff in the locality teams to develop their understanding of the SEND reforms and improving the social care advice in EHCPs. The team are co-located with the Transition Planning Team, and also work alongside the Statutory Assessment Team for part of the week with the aim of integrating planning and support for children and young people with high level needs.

7.54 Ofsted 2017: *'Disabled children, including children on child protection plans and children looked after, benefit from receiving a specialist children's social work service. Transition planning for children with complex needs is now much improved and the transition team becomes involved around a young person's 16th birthday.'*

7.55 Manchester's social care data indicates that Manchester has a very low level of child protection cases where children have a disability. Percentage of children in need (open cases) with a disability 16/17 year end = 6.8%. For 17/18 year end = 6.8%. percentage of disabled children subject to CPP (Rate per 10,000) for 16/17 year end = 0.9%. For 17/18 year end = 1.8%

7.56 Youth Justice

7.57 The Youth Justice team have recently achieved a national SEND Quality Mark and were national winners for the Shine a Light award in 2018. The team have been working with SEND partners to improve early intervention with young people with SEND and prevent escalation into the criminal justice system.

7.58 Staff have received training to support early identification of SEND and young people can benefit from Speech and Language Therapy and Drama Therapy interventions. Additional Educational Psychology support has been commissioned to assist staff with identification and strategies for young people with SEND.

8.0 PREPARING FOR ADULTHOOD (PFA) IS EMBEDDED IN MANCHESTER FROM THE EARLIEST YEARS

8.1 The Strategic Review showed that Manchester has a wide range of highly valued post 16 education and training provision for young people with SEND. Within Manchester this includes:

- Mainstream school sixth forms
- Sixth form colleges
- General further education college
- Independent training provider in creative industries
- Manchester Adult Education Service
- Special school sixth forms
- Independent specialist college
- Supported internships
- Traineeships
- Apprenticeships
- Short courses with voluntary sector providers such as Princes Trust
- Individualised programmes, sometimes with more than one provider.

8.2 Young people can also choose to apply to provision outside Manchester and in 2018-19 students are attending colleges in most other boroughs of Greater Manchester. Manchester post 16 provision is popular with students across the sub-region and in 2017-18 more non-Manchester students with SEND attended post 16 provision in Manchester than the number of Manchester students who choose to study outside the city. There are over 600 Manchester 16-25 year olds supported through high needs funding to access nearly 40 sixth forms, colleges and training providers. The number of young people with SEND who remain in education and training beyond 18 has grown since the Children and Families Act extended the entitlement to an EHCP to young people aged up to 25 if they had not already achieved their educational outcomes. This extension has led to some excellent new

provision being created to meet demand from young people, but is also putting significant pressure on the high needs budget.

8.3 The local authority is working with providers to ensure that education and training provision prepares young people well for adult life and improves their wider life outcomes.

8.4 The Preparing for Adulthood (PfA) programme includes four strands:

- Education, employment and training
- Health and wellbeing
- Being part of the community and having friendships and relationships
- Independent living

8.5 ECHP annual reviews from age 11 at the latest should focus on actions that will help young people achieve their Preparing for adulthood outcomes and move closer to their aspirations and discuss the provision that will be required to achieve that.

8.6 Manchester has been particularly successful in developing Supported Internships – through strong partnership working between colleges, employers, supported employment providers and the local authority. Internships are college/training courses, but young people spend the majority of their time on employers' premises rather than in college. Most last for three terms. Young people try a different type of work each term and are supported to learn the tasks by a job coach. Supervisors are provided with disability awareness training and learn how best to support the young person in their work placement.

8.7 In 2018 a new cohort of Interns started work at Manchester Foundation Trust's Wythenshawe site. This brings numbers of interns to 70. The other host employers include: Manchester Foundation Trust (City Labs site), who have run internships for seven years, Manchester City Council, Media City and Manchester Airport – all working with The Manchester College and Pure Innovations. Loreto College's internship employers include: GLL, Beefeater, Sodexo, One Manchester. Around 80% of interns move into work and retention rates are high.

8.8 Manchester special schools have excellent work related learning provision. This is being strengthened further through a programme of Training in Systematic Instruction (job coaching), which staff from every special school 6th form and four colleges have attended. Our intention is that students are well-prepared to make choices about future career options through direct experience in the work place and other contacts with employers.

8.9 Digital Advantage is a ground breaking initiative funded through a Careers and Enterprise Company grant and additional support from Manchester City Council. The White Room, a digital training company and Sharp Futures will be delivering a programme of digital employability and business start-up skills to pupils in eight Manchester special schools. Business mentors will work with pupils, teachers and parents to open up routes into digital and media industries for disabled young people. In year two of the programme, the local authority will be working with the White Room and Sharp Futures to develop a digital Supported Internship.

8.10 Manchester's Work and Skills and Education teams and the OMDP

Employment group are working together to improve preparation for employment for students with SEND in schools and colleges, increase the number of disabled people in employment, and improve prospects for advancement for disabled people in employment. Work includes:

- Jobs fair for disabled people on 6th March 2019
- City Council working towards becoming a Disability Confident employer level three
- Working with apprenticeship organisations and DWP to increase number of disabled people in apprenticeships
- MCC offers In the Know tours to groups of residents – focussing on labour market information and chance to meet people from Manchester's growth sectors. Several groups of disabled young people have attended these tours to help raise aspirations and awareness of career options.
- My Future – three month paid work experience placement with an employer for 16-24 year olds, support provided by the Manchester College. High level of retention by employers at the end of the work placement.
- Mentoring – BW3 and OMDP members are providing aspirational mentoring for disabled young people. Focused initially on Wythenshawe schools, but with a view to offering more widely.
- Careers Education, Information and Guidance networks meet termly and cross reference with the Preparing for Adulthood and SENCO networks.
- The Targeted Youth Support Service has been retendered and there is a strong focus in the specification on support for vulnerable groups, including young people with SEND. The NEET figure for young people with SEND remains too high at 10% for 16 and 17 year olds, but all partners are working on preventing young people becoming NEET by providing sufficient supportive pathways through education and training into employment.

8.11 Transition

8.12 The role of the Transition Planning Team has developed over the past four years since the introduction of the Care Act. The scope of the transition offer to young people and their families has widened and pulling together all partner agencies (children's and adults' care, education, children's and adults' health/mental health commissioners and providers) has been challenging.

8.13 Workshops have been held with a range of agencies. Focus groups are being held with Manchester People First to look at people's journey through transition and what needs to be improved for young adults currently going through transition. Transition has been highlighted in the Manchester Parent Carer Forum surveys as an area for improvement and parent/carer workshops are being held across Manchester to discuss what is working well and what could have worked better.

8.14 A quality standard has been attached to transition and preparation for adulthood. Partners are committed to 'ensure support is provided at all the points where individuals transitioning from child to adulthood may need care and support and provide any safeguarding requirements', and 'we will be assured that individuals who need care and support benefit from a simple, effective and safe response as they make the change from child to adult'.

8.15 One area that has been identified as a priority for all partners is ensuring that young people's capacity for making their own decisions is identified from age 16 and that opportunities to practice decision making is part of the Preparing for Adulthood curriculum from at least Year 9.

9.0 INTEGRATED TRANSPARENT PATHWAY ALLOWS PARENT/CARERS AND YOUNG PEOPLE TO ACCESS SERVICES ACROSS EDUCATION, HEALTH AND CARE

9.1 Parents, carers and young people have told us that pathways into services are overcomplicated. As a result of this families, early help, health, care and SEND teams are co-producing pathways into accessing services for families of children with SEND. This is divided into several workstreams:

- Redesign of Statutory Assessment, Short Breaks and Travel Co-ordination teams to enable a key working approach. This is in response to parents telling us that they currently have to tell their story several times to different staff.
- Streamlining routes into requesting Early Help, EHCPs and other SEND services. A large proportion of the families that are being supported through Early Help include children/young people with SEND. Early Help has supported families in tackling problems sooner, giving positive outcomes and preventing escalation. Including an Early Help Assessment at the start of the process of requesting an EHC assessment, allows staff to find out about all the family's strengths and barriers as well as those of the individual child, so that whole family support can be put in place if needed.
- The EHCP as the overarching plan for children with SEND who also have social care plans.
- Reviewing the Short Breaks Statement and improving access to universal Short Breaks. See information in section 7.
- Streamlining assessment for, and provision of, equipment for children and young people with SEND.
- Emotional health and wellbeing transformation, including the social communication diagnostic pathway.

9.2 Work on the social communication pathway has advanced very quickly and early indications already show that it is improving the experience of families and reducing timescales. Concerns about long waiting times for assessment due to increased demand were raised at the Local Offer Review Board and CAMHS, community health practitioners, parents, schools and other agencies have co-produced a new pathway for assessment, diagnosis and support for Social Communication needs. MHCC agreed to fund additional staff and the local authority agreed additional educational psychology time so that the pathway can be piloted in the south of the city. The pilot started in October. Parents, schools and/or health professionals make joint referrals into the pathway, these are triaged by a multi-agency team and a clinician with the most relevant skills guides the child and family through the assessment process. The pilot is part of the wider health transformation programme and will be fully evaluated.

9.3 Progress on the pathways work streams is ongoing and will be reported in the 2020 SEND update.

10.0 HIGHLY EFFECTIVE EDUCATION, HEALTH AND CARE PLANS AND REVIEWS IMPROVE LIFE OUTCOMES FOR CHILDREN AND YOUNG PEOPLE

10.1 In October 2018, Manchester local authority issued 76% of EHCPs within the 20 week timescale. This is a drop from the same point in 2017 where 89% of EHCPs had been issued within timescale. The Statutory Assessment Team and other SEND operational teams are going through a redesign in response to rising demand for statutory assessments, increasing number of EHCP reviews that need to be serviced and also parents and carers request for a key working approach.

10.2 The Department for Education has announced that it will not provide further SEN Implementation funding, which will cause budget pressures for the local authority, as the grant funded staff within Statutory Assessment as well as Local Offer and IAS teams.

10.3 Local authority staff have worked with parents, SENCOs and health staff to revise the documentation used to request statutory assessment and to review EHCPs. An audit of children and young people's voice in EHCPs has led to a toolkit being developed to ensure all staff are aware of how to capture the views and aspirations of all children and young people.

10.4 Processes for ensuring high quality plans and legal compliance are also being reviewed. Staff and partners are involved in EHCP moderations, with the aim of achieving a consistent level of quality of advice and plan writing. Staff also recently attended NW plan writing training and will be doing further training in early 2019. Health colleagues have participated in numerous moderations and, as a result, have redesigned their advice proformas and guidance, to ensure the health content of EHCPs is more accessible and useful.

10.5 The Greater Manchester SEND Board have a workstream on improving quality of EHCPs, which will allow best practice to be shared and a consistent sub-regional approach.

10.6 If families are unhappy with any aspect of the EHCP or have been refused assessment, they can receive impartial support to challenge the local authority from Information, Advice and Support Manchester. Local authorities are also required to pay for external mediation services for those families who are unhappy with the content or provision in a plan or with the authority's refusal to complete an assessment. From January to October 2018, Manchester has spent £37,495 on 104 mediations. This is nearly double the number at the same point last year. There have however been fewer SEND tribunals with 28 to date in 2018, which is 9 fewer than at the same point in 2017.

10.7 A Single Right of Redress national trial is now in operation. This trial extends the powers of the SEND Tribunal to make non-binding recommendations on health and social care aspects of EHCPs as part of a SEND appeal. There has been a small number of appeals under this trial so far in Greater Manchester.

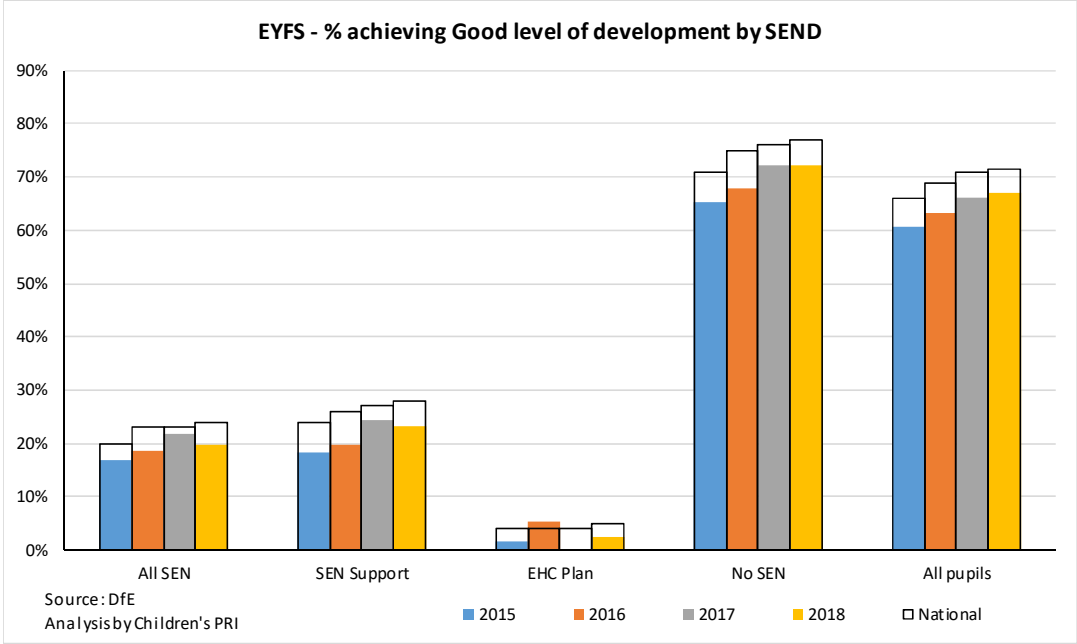
11.0 IMPROVED OUTCOMES AND STANDARDS ACROSS EDUCATION AND TRAINING

11.1 Manchester has high expectations and aspirations for children and young people with SEND. This ambition is described in the Our Manchester Disability Plan 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.

11.2 Educational outcomes for children and young people in Manchester continue to show an inconsistent picture across age ranges and also across different types of need.

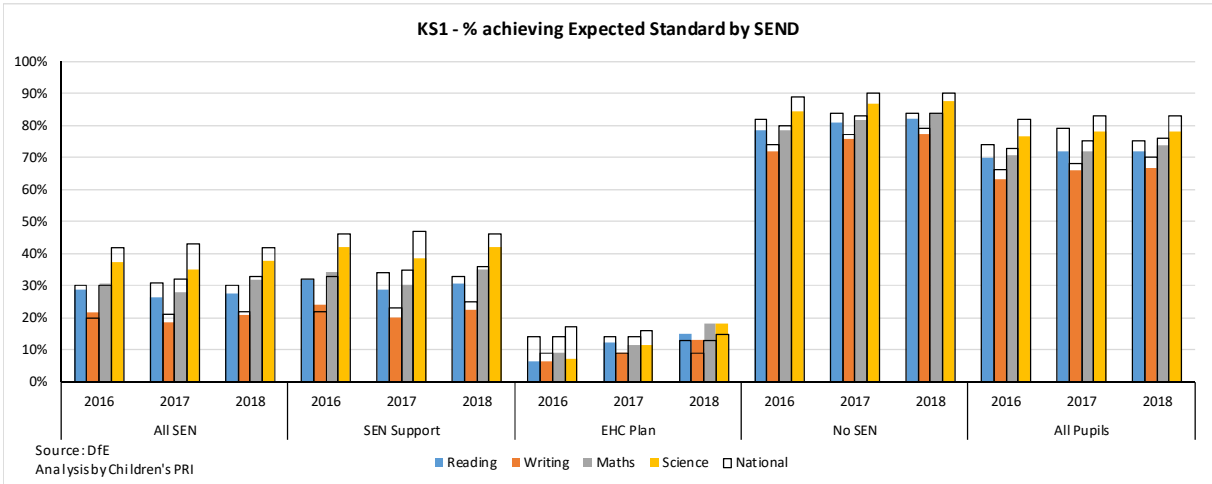
11.3 Manchester City Council has seconded a SENCO as a Senior Schools SEND Quality Assurance Officer to identify schools where practice is variable and to challenge and support through school to school working. This has led to improved provision mapping and identification.

Figure 9: Early years children achieving Good Level of Development



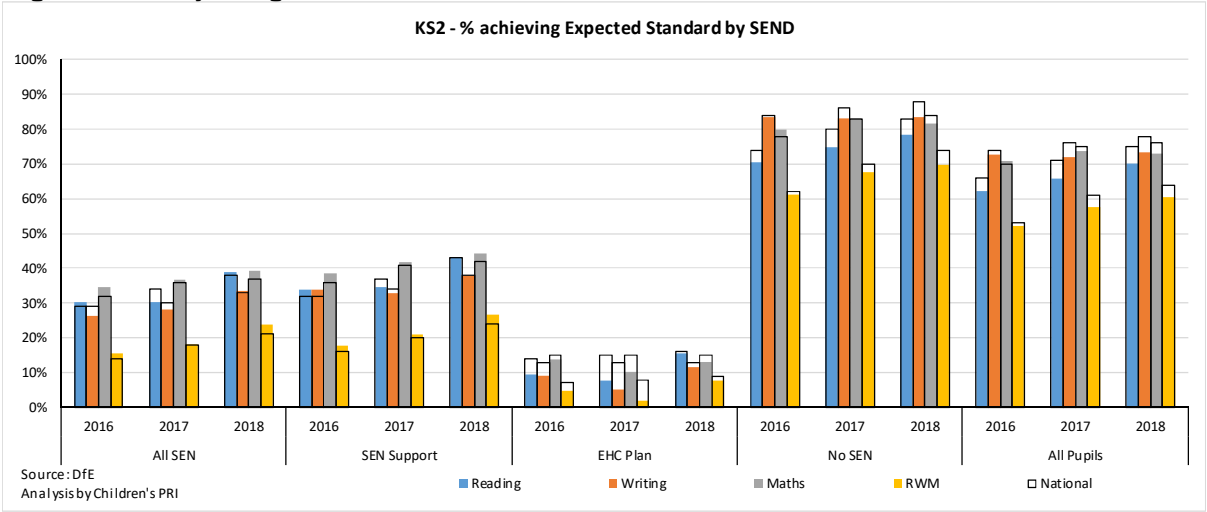
11.4 Early Years Foundation Stage outcomes for pupils receiving SEN support declined slightly in 2018 with around 1% fewer pupils meeting the Good Level of Development (GLD) standard. This further widens the gap in attainment between pupils receiving SEN Support and those without SEN. There has however, been an increase in the percentage of pupils with an EHC plan achieving GLD. In 2018, the outcomes for children across the majority of primary needs have declined. Nationally, there has been an increase in outcomes for most of the primary need groups. This is against a background of improving quality in Early Years PVI settings, 96% good or better in December 2018 and the now embedded Early Years Delivery Model which has led to earlier identification of need with the first cohort entering reception in September 2018.

Figure 10: Key Stage 1 outcomes



11.5 2018 outcomes at the end of Key Stage 1 for children with SEND have improved in all subjects, compared with 2017. The relative figures for all pupils have remained similar to the 2017 outcomes in all subjects except maths where there has been slight increase. While the outcomes for all SEND pupils remain below national average for all subjects, the outcomes for the pupils with an EHC plan have all improved to be better than the national average for EHCP pupils. Children with Speech Language and Communication Needs continue to achieve below the same cohort nationally in all subjects, and children with Autism achieved below the same cohort nationally in reading and science but are level with national in writing and maths. Children identified as having social and emotional mental health needs achieved broadly in line with their cohort nationally for writing and maths, but below in reading. In 2018, there was a decline in Manchester pupils with an EHC plan achieving the expected standard in Phonics while those pupils with SEN support have improved.

Figure 11: Key Stage 2 outcomes



11.6 Children with SEND at the end of key stage 2 in 2018 have improved their outcomes in all subjects, as have all SEND pupils nationally. Manchester’s pupils with an EHC plan have substantially improved their outcomes so they are now level

with outcomes for a similar cohort of pupils nationally in Reading and Writing and only one percentage point behind the national average for pupils with EHC plans in combined Reading, Writing and Maths.

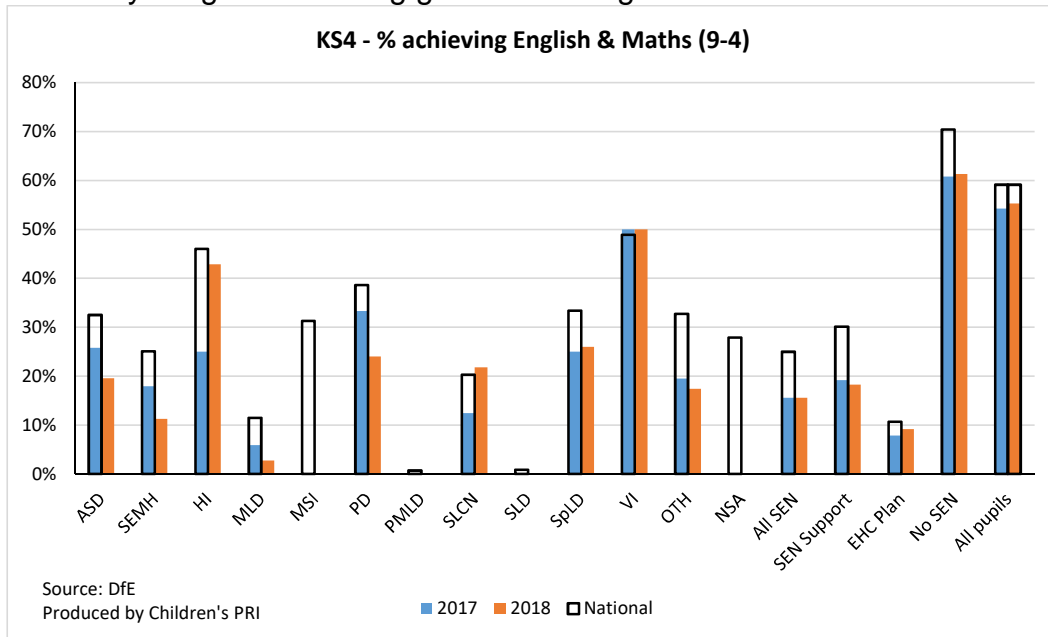
11.7 Those pupils with a specific learning difficulty and those with a moderate learning difficulty all achieving better than the national outcome for the similar cohort of pupils in all subjects. Pupils whose primary need is social, emotional and mental health (SEMH) achieved higher than the national cohort of pupils with the same primary need in Reading and Maths, and are level with them when considering the combined Reading, Writing and Maths outcome. However, those pupils with Autism (ASD) or speech, language and communication needs (SLCN) as their primary need, on average, achieved below the national averages for all subjects when compared with pupils with a similar level of need.

11.8 Only provisional results are available for Key Stage 4 for 2018. This means that there are no national comparisons for the SEND pupils. In addition, due to the changes in the grading system, the outcomes for 2018 cannot be directly compared with prior years'.

11.9 At Key Stage 4 in 2017 Manchester SEN pupils' outcomes remained below SEN outcomes nationally and remain a key priority for improvement. Both Manchester pupils with SEN Support and those with an EHCP plan perform below both the national comparator group and the national same group in all accountability measures. Outcomes for children with autism, social emotional and mental health needs; speech, language and communication needs and children with moderate learning difficulties all achieved lower outcomes in all accountability measures than the same cohort nationally.

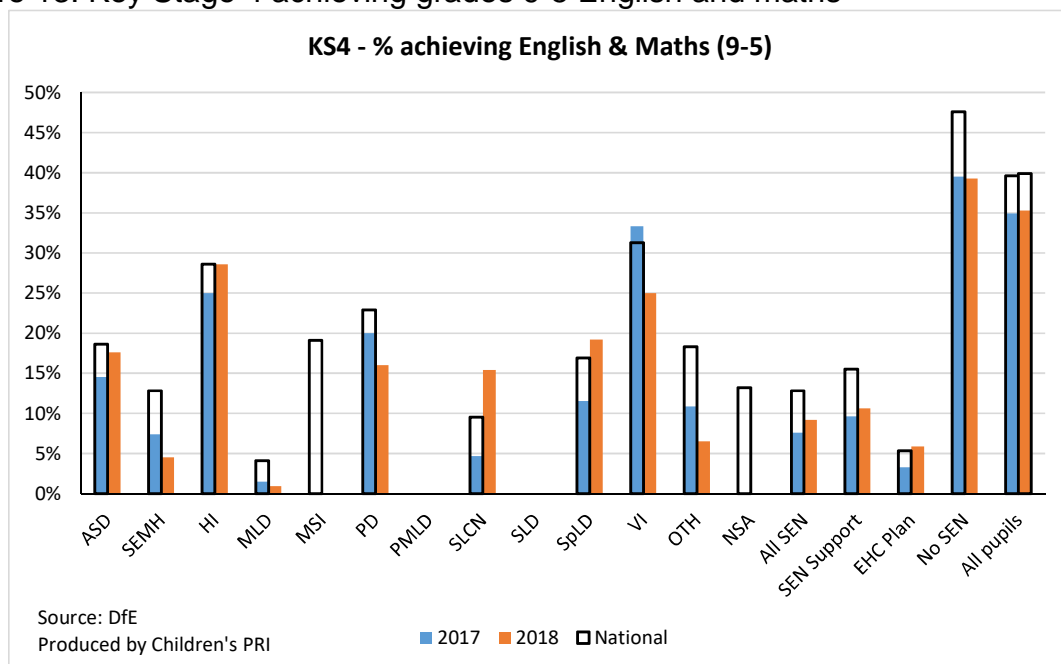
11.10 Provisional results in 2018 show that the gap in the attainment 8 score of all pupils in Manchester with those with SEND has remained similar. The gap for pupils with an EHC plan, relative to all pupils has narrowed slightly while the gap for pupils with SEN support has widened. The percentage of pupils achieving both English and Maths are comparable between 2017 and 2018.

Figure 12: Key Stage 4 achieving grades 9-4 English and maths



11.11 Overall the percentage of SEND pupils who achieved a grade 4 or above in 2018 remains the same as in 2017. There is a slight improvement for pupils with an EHC plan while there has been a slight decrease for pupils in SEN support.

Figure 13: Key Stage 4 achieving grades 9-5 English and maths



11.12 Considering the percentage of SEND pupils who have achieved a grade 5 or above in English and Maths, this has improved from 2017, with a greater percentage of pupils with an EHC plan and those with SEN support achieving English and Maths at this level. There has also been an increase in the percentage of pupils whose primary need is either ASD or SLCN achieving a 5 or above in English and Maths.

11.13 Improving outcomes at for children with SEN support and children with an EHCP remains a priority for Manchester, particularly at Key Stage 4. As previously stated Manchester commissions special schools to provide outreach support to mainstream schools and early years settings. This ensures that education professionals are supported in making their provision inclusive for children with a wide range of SEND and medical needs. Outreach leads and the Sensory Service also help schools with the graduated response – identifying pupils' needs and putting in place appropriate interventions. In addition, Manchester has developed a school SEND data base and this has been used to identify schools for support. To improve the consistency of schools' accuracy and timeliness in identification of SEND, the Local Authority has seconded an experienced SEND professional to offer challenge and to improve practice through school to school support. This has resulted in bespoke packages of support and has included using outstanding special schools to improve inclusive practice in mainstream schools. Where there are significant concerns around practice Education Services has completed SEND reviews in collaboration with the school.

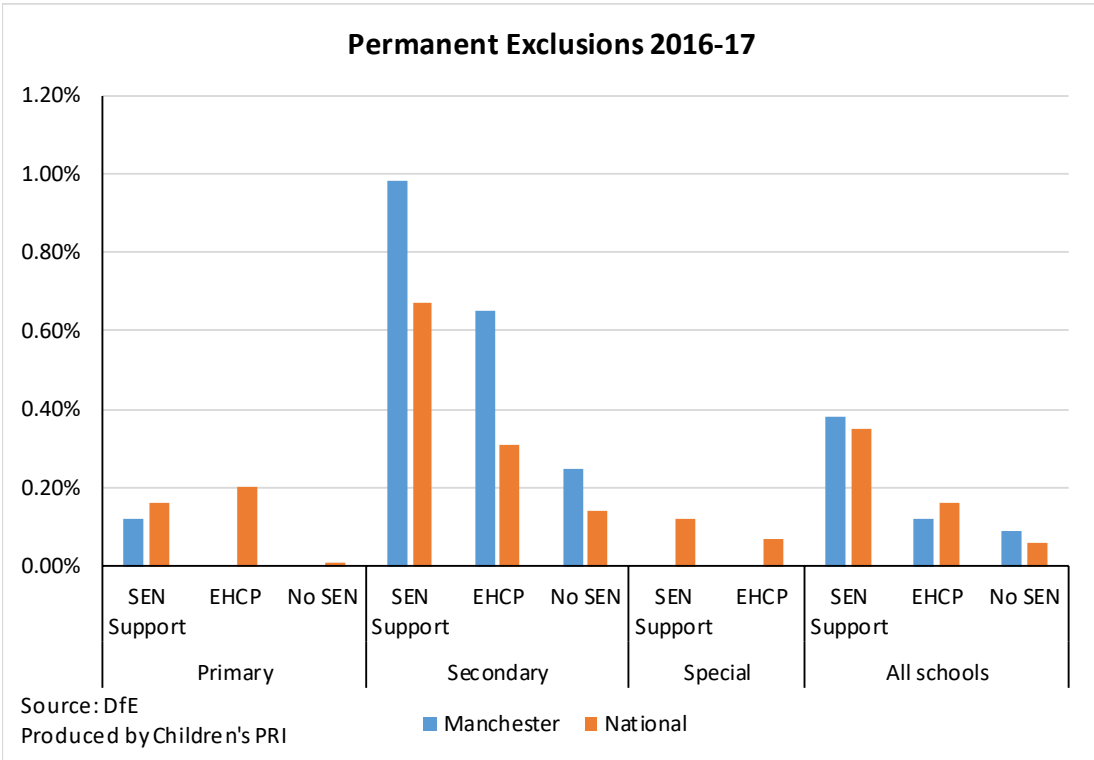
11.14 Exclusions

11.15 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. Manchester saw a significant reduction in permanent exclusions over a three year period but since 2016 this has started to increase both in 2016/17 and 2017/18. Early indication in 2018/19 is that steps taken have started to impact on exclusions and Autumn term 2018 has seen a significant reduction when compared to the same period in 2017.

11.16 Results published by the DfE in July 2018 show that the rate of exclusions for pupils with SEND increased in 2016-17. 0.12% of Manchester pupils with an EHC plan were permanently excluded compared with 0.16% nationally while 0.35% of Manchester pupils with SEN Support were permanently excluded, compared with 0.32% nationally.

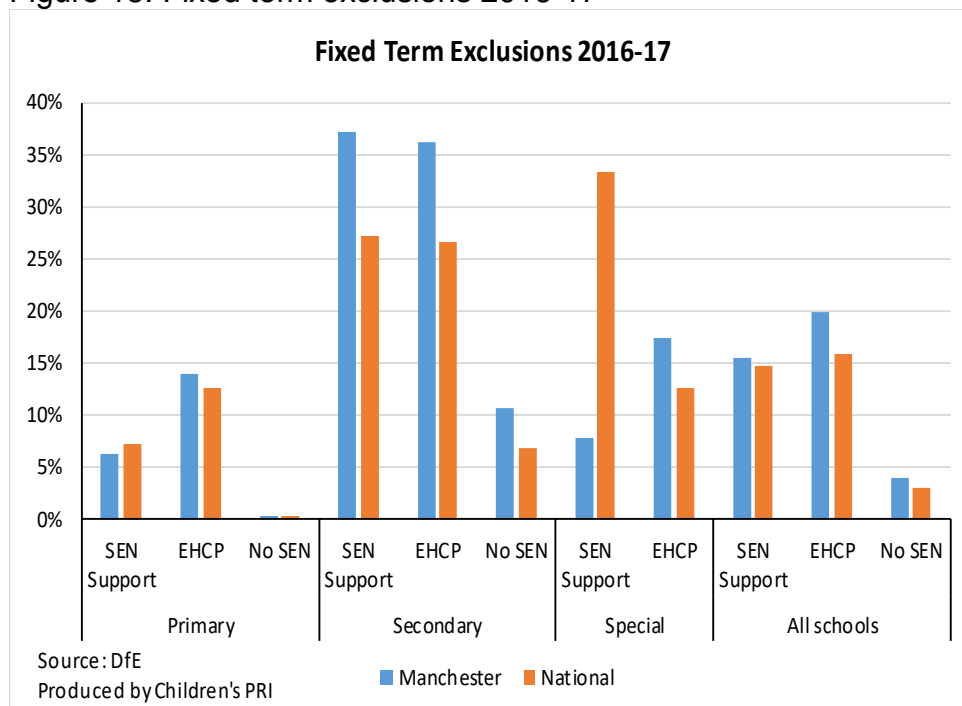
11.17 The majority of these exclusions were from secondary schools. There have been no permanent exclusions for children in special schools for the last three academic years.

Figure 14: Permanent exclusions 2016-17



11.18 The number of fixed term exclusions as a percentage of the number of pupils with an EHC plan has also increased compared with 2015/16, to 19.96%, which is higher than the national average of 15.93%. While the fixed term exclusions for pupils with SEN support remain higher than the national average in 2016-17, the Manchester figure has dropped slightly from the previous year's. The majority of these exclusions occurred in secondary schools.

Figure 15: Fixed term exclusions 2016-17



11.19 The 2017-18 exclusions figures remain provisional until published by the DfE in July 2019. However, initial indications are that the number of exclusions for pupils with SEND have decreased.

11.20 Inclusion strategy

11.21 The increased number of exclusions in 2016/17 and 2017/18 has led to multi agency working to review the underlying causes. There is also a national focus on inclusion and particularly a focus on exclusion. In March therefore, the Department for Education launched a national review of exclusions which aims to report to the Prime Minister and Secretary of State at the end of 2018.

11.22 The main reason for both fixed term and permanent exclusions in Manchester is persistent disruptive behaviour, followed by verbal abuse or threatening behaviour towards an adult. Nationally the main reason for both fixed term and permanent exclusions are persistent disruptive behaviour and physical assault against a pupil. In Manchester 54% of the pupils permanently excluded in 2016/17 had an identified special educational need and disability.

11.23 Following a multi-agency workshop in April a number of discussions were held with Head Teachers and Senior Leaders, young people, and Multi Academy Trusts. These discussions focused on the cause for the rise in exclusions, what was working to prevent permanent exclusions, and how to ensure early intervention, children returning to mainstream schooling where appropriate, and an effective continuum of alternative provision is in place. As a result of these discussions a number of actions were identified and a draft Inclusion Strategy for Manchester developed. The discussions identified that:

- Reducing exclusions is everyone's business and requires a multi-agency approach

- Activity to promote inclusion and reduce exclusions must be embedded in all work with children, young people and families
- Schools want advice, resources, and training to support best practice

11.24 The strategy outlines the different strands of proactive work to prevent exclusions and the further development required at each stage:

- Strand 1 - Universal Provision
- Strand 2 - Early Intervention Provision
- Strand 3 - Alternative Provision or specialist Support
- Strand 4 – Ensuring Best Practice in the use of Exclusion

11.25 The launch of the inclusion strategy will outline Manchester’s commitment to inclusion, including working with Head Teachers and Governors to provide a checklist of activity that should be undertaken prior to taking the decision to exclude; providing Head Teachers with a ladder of support that should be put in place for all children to avoid and prevent the use of exclusion with a particular focus on SEND support pupils; training on communication and language and behaviour training; promoting and share good practice in the use of Restorative and Rights Respecting approaches; recommissioning Manchester’s Targeted Youth Support Service (TYSS) and prioritise; the prevention of young people becoming NEET; developing a Toolkit of resources and multi-agency support for schools providing comprehensive information about the resources, advice, training, services and funding they can access in their work to effectively support young people and prevent exclusions; developing and publishing a comprehensive directory of Manchester CAMHs services, referral routes and training offer; and continue to ensure that robust processes are maintained to support young people who are not subject to IYFAP (Young People in care & those with an EHCP) into an appropriate new school as soon as possible following a permanent exclusion.

11.26 Manchester’s Inclusion Strategy will be published in Spring term 2019. However actions already completed are:

- Consultation on Manchester’s draft “*Promoting Inclusion & Preventing Exclusions*” Strategy with schools, multi-agency partners, young people & parents/carers.
- Manchester City Council has submitted an expression of interest for an AP Free School.
- The Attendance and Exclusions team has developed new Exclusions guidance.
- A Support and Challenge Board has been established including peer challenge.
- Launched whole school trauma and attachment awareness pilot with 21 Manchester schools.
- Strategic Review of SEND completed.
- Matching Provision to Need Tool has been refreshed using co-production and is being disseminated to ensure improved identification and consistency of approach to SEND support and particularly SEMH needs
- All schools invited to Eklan training focussed on developing awareness of communication and language.

- Rights Respecting restorative approach continues to be embedded across 96 primary schools in Manchester. St Mary's CE Moss Side, Haveley Hey and The Willows are all now 'Gold' Rights respecting schools with an increasing number of silver and bronze schools. Manchester has more Rights Respecting Schools than any other Local Authority in England. Two Secondary Schools are now adopting the approach.

11.27 As previously stated early impact has seen permanent exclusions reduce in Autumn term 2018/19 compared to Autumn term in 2017/18 including a reduction in exclusions for children with SEND.

11.28 School attendance

11.29 Results for the full academic year for 2017-18 have not yet been released by the DfE but early indications show that there has been an increase in absence for SEND pupils. Early analysis also indicates that there has been an improvement in the rate of persistent absence for SEND pupils.

11.30 Final results for 2016-17, published by the DfE in March 2018, show that there has been an increase in the level of absence for SEND pupils, although there has been a 0.1 percentage point improvement in the attendance for pupils with SEN support. However, the absence rate for pupils with an EHC plan has increased by one percentage point.

11.31 Persistent absence for children with an EHCP increased in 2016/17 but decreased for those at SEN Support. Persistent absence is highest in the cohort of children with PMLD which increased slightly in 2016/17.

11.32 The second highest group is children with physical disabilities where persistent absence has increased from 2015-16. The next cohort is children with SEMH whose level of persistent absence remains similar.

11.33 Nationally, the rate of persistent absence for pupils with an EHC plan increased in 2016-17 but remains lower than the Manchester average. The rate of persistent absence for pupils with SEN support has remained similar nationally and is slightly above the Manchester average for pupils with SEN support. The trend for the primary needs that have the highest persistent absence rate is mirrored nationally.

Figure 16: Overall absence of SEND population by type of school and primary need 2016 and 2017

	2016				2017			
	Primary	Secondary	Special	All Schools	Primary	Secondary	Special	All Schools
ASD	5.7%	8.8%	7.3%	7.0%	6.2%	9.9%	7.3%	7.4%
SEMH	6.1%	10.6%	23.3%	8.9%	5.7%	10.2%	28.8%	9.2%
HI	5.0%	7.1%		5.7%	4.5%	6.7%		5.3%
MLD	5.4%	7.2%	12.9%	5.9%	5.4%	7.5%	29.0%	6.1%
MSI	5.3%			4.9%	4.8%			5.3%
PD	6.9%	11.9%	12.6%	9.4%	7.5%	10.7%	14.9%	9.7%
PMLD	7.6%	2.6%	14%	12.8%	8.5%	10.8%	14.4%	13.6%
SLCN	4.8%	6.8%	6.1%	5.4%	4.7%	5.9%	14.4%	5.0%
SLD	6.6%	6.4%	7.1%	7.0%	7.9%	5.4%	6.7%	6.7%
SpLD	4.8%	6.8%	4.9%	5.5%	5.0%	7.0%	12.4%	5.8%
VI	5.8%	7.1%		6.2%	5.1%	6.4%		5.5%
OTH	6.1%	7.5%		6.6%	6.3%	8.0%		7.1%
NSA					5.9%	5.8%		5.8%
SEN Support	5.4%	7.9%	10.2%	6.2%	5.3%	7.7%	22.4%	6.1%
EHC Plan	5.9%	8.1%	10.0%	8.5%	6.7%	8.5%	11.4%	9.5%
All SEND	5.5%	7.9%	10.2%	6.6%	5.4%	7.8%	11.7%	6.7%
No SEN	3.9%	4.5%		4.1%	3.8%	4.7%		4.1%
All pupils	4.1%	4.9%	10.2%	4.5%	4.10%	5.1%	11.7%	4.6%

Source: DfE

11.34 Improving attendance and reducing persistent absence for children and young people identified as receiving SEND support and for those pupils will an EHCP remains a priority for schools and the Manchester attendance team. Local Authority officers have completed attendance audits with identified schools; they have offered attendance clinics and bespoke packages of support. There is evidence of the impact of this work with individual schools demonstrating either overall improved attendance or specific case studies which show improved attendance on a personal level; one school has clear evidence of the impact on their processes with young people identified as having social emotional mental health needs having improved attendance the longer the pupil attended the establishment.

12.0 A HIGHLY SKILLED WORKFORCE ACROSS ALL STAKEHOLDERS IMPROVES OUTCOMES FOR CHILDREN AND YOUNG PEOPLE

12.1 A comprehensive programme of training for staff from all agencies has been in place since before the Children and Families Act was enacted, and is regularly refreshed as staff change and in response to national and SEND Board priorities.

12.2 In March 2018 and in July 2018 senior managers from education and social care led awareness raising sessions with all Children's services and Education staff around their responsibility surrounding SEND and to remind them of the support available to offer them consultation and advice from the Children with Disabilities

Team. Feedback from sessions indicated that early impact was increased confidence and awareness, including increased awareness of local offer and short break universal offer. This is being followed up in January 2018 with a conference for social workers.

12.3 Training on the SEND reforms is provided regularly for frontline education, health and care staff and their managers and includes a session delivered by parents/carers. In addition, in 2017/18, 70 early help practitioners have received training to up skill them in working with children with autism.

12.4 The local authority funds person centred review training for school, college, and other staff and parents, which means that person centred approaches are now embedded in most settings as the way to gather parent and young people's voice and run annual reviews.

12.5 The local authority has commissioned the Speech and Language Therapy service to deliver ELKLAN training to at least one member of staff in every Manchester school, so they can act as Communication Champions. In addition, the service are running communication networks for primary and secondary Champions and Talk Boost training for Key Stage 1 staff. The evidence from schools who are early adopters of ELKLAN is that it provides significant benefit to pupils with speech, language and communication needs.

12.6 The local authority funds regular training for SENCOs and staff in further education and training. The current training programme includes:

- Termly network meetings for SENCOs
- Early years SENCO networks (delivered by RHOSEY)
- Termly Preparing for Adulthood networks
- Training in Systematic Instruction (job coaching)
- Quality EHCP training
- Mental Capacity Act training for staff in schools and colleges

12.7 Courses are well attended and provide excellent networking opportunities and a chance for school and college staff to feed their views into local authority strategy.

12.8 Parents/carers run training for local authority and health staff on co-production with families and are contributing to the design of adults' workforce training. A film about how parent champions work exemplifies Our Manchester ways of working has been shown at Listening in Action events.

12.9 The local authority provides parents/carers with a range of training: including IAS bite sized courses, public speaking, community reporting, person centred review facilitation SEND legal training.

13.0 CONCLUSION

13.1 Local area leaders from health, social care and education have worked together with the parent/carer forum to self-evaluate the implementation of the SEND reforms and have developed a multi-agency action plan to address the areas for development and challenges highlighted in the report. The joint self-evaluation and action plan are

governed through the SEND board which is an example of our strong local area partnership and has had a key leadership role in the implementation of the reforms.

13.2 A key area of strength is the local area's work with parents; the parent champion model; the parent/carer forum and the embedded approach to co-production which has helped to ensure strategic leaders know themselves well. The use of parents' and young people's voice is making a difference and has been particularly evident in the preparation for adulthood work where Manchester's supported internships continue to be a success. Manchester's specialist school sector and its partnership working is also a strength. In addition, the strong partnership between health, education, social care and parents is leading to joint commissioning of provision for children with SEND.

13.3 The multi-agency action plan has agreed priorities for the local area and includes joint working on integrated pathways; continued work on quality and timeliness of EHCPs; improving outcomes for children with SEND support; improved transition to adult services and improved awareness of the local offer. Reducing exclusion and increasing inclusion across the Manchester local area remains a priority and is being addressed by a multi-agency approach through the inclusion strategy.

13.4 The SEND board will continue to monitor the improvement plans and continue to evaluate the implementation of the SEND reforms across the local area with the aim of ensuring that Manchester's children and young people with SEND are safe, happy, healthy and successful.