

## Manchester City Council Report for Information

**Report to:** Communities and Equalities Scrutiny Committee – 7 November 2019

**Subject:** Our Manchester Disability Plan

**Report of:** Executive Director of Adult Services

### Summary

This report provides Members with an update on progress with Our Manchester Disability Plan, including the recent Refresh of the Plan and the new Joint Strategic Needs Assessment (JSNA) for the Social Model of Disability. There are also updates from each of the current OMDP workstreams to report on topics discussed and the progress achieved as well as a progress report on the Council’s Disability Confident scheme.

### Recommendations

Members of the Scrutiny Committee are asked to comment on and note the report.

**Wards Affected:** All

<b>Environmental Impact Assessment</b> - the impact of the issues addressed in this report on achieving the zero-carbon target for the city
The continuation of improvements to accessible transport for all disabled people will encourage more people use public transport and reduce individual journeys which will reduce carbon emissions.

<b>Manchester Strategy outcomes</b>	<b>Summary of how this report aligns to the OMS</b>
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	The creation of an accessible city will enabled disabled people of all ages to take part in all the city has to offer, including employment opportunities or similar and remove barriers/promote inclusion
A highly skilled city: world class and home grown talent sustaining the city’s economic success	Disabled People in our city are talented – we want all citizens to be recognised for their contribution to the city’s success and have equality of opportunity.
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	The Our Manchester Disability Plan promotes partnership working across all public sector bodies, and, increasingly, working with our private sector partners. This will inevitably celebrate diversity and ensure Manchester is an accessible city where disabled people can live, work or visit.

A liveable and low carbon city: a destination of choice to live, visit, work	
A connected city: world class infrastructure and connectivity to drive growth	

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**Background documents (available for public inspection):**

None

## 1. Introduction

- 1.1 The Our Manchester Disability Plan has been in existence for over four years and has been regularly presented to this Scrutiny Committee in terms of progress, achievements and updates. This work has been guided by our Partnership Board and also under the political leadership provided by the Lead Member for Disability.
- 1.2 The last update was January 2019 and the Chair of the Board (Jackie Driver) also attended to provide Scrutiny with her vision for OMDP in Manchester, how much progressed was being achieved and, notably, how significant this work is both locally and nationally.
- 1.3 Work has continued through the bi-monthly Board meetings and the workstreams. It should be stressed that workstreams have relied on the goodwill of partners to support and lead their respective areas and so achievements are despite additional investment or access to wider support services.

## 2. Progress achieved during 2019

- 2.1 This report will provide an account of progress through the workstreams. In addition, work has been led by Breakthrough UK on the refresh of the OMDP Plan (previously known as the 'Strategy'). This has condensed the former excessively long Plan, made it much more accessible in language and clarity, and also leads the way to produce the OMDP Plan in more accessible formats. This work is currently underway. **Appendix 1** therefore includes the refreshed Plan for information.
- 2.2 As part of the OMDP Plan, the Board agreed that a new OMDP logo was required – a logo which provided identity for the work and that all partners could use without assigning OMDP to a particular organisation. This is important as OMDP is not a sole MCC responsibility – it is a partnership approach that represents our work with Disabled People's Organisations, Disabled People and the wider infrastructure e.g. services provided to all residents e.g. Transport. A logo competition was launched and a small number of young disabled people took part in this. The winning logo was chosen by the Board and the logo was then professionally designed by a graphic artist. It can be seen clearly in **Appendix 1**.

### Workstream Updates

## 2.3 Health and Social Care Update

- 2.3.1 The Health and Social Care Workstream is jointly chaired by Dr Paul Wright, Deputy Medical Director, MHCC and Zoe Robertson, Strategic Lead Commissioning. The work this year has focused on some major topic areas:
- 2.3.2 **NHS Accessible Information Standard** – this is now a legal requirement for all health and social care services to meet this standard. In brief, it is

concerned with a) asking citizens do they have a need for accessible communication e.g. a letter in a different format, for organisations to record this need, and then meet this need as required and in all future communications. Compliance with the Standard remains patchy in Manchester and this work is being led by MHCC in terms of auditing and good practice

**2.3.4 Joint Strategic Needs Assessment (JSNA)** –The Joint Strategic Needs Assessment (JSNA) is a vehicle for providing evidence and data regarding the current and future health and care needs of the local population in order to inform and guide the planning and commissioning of health, well-being and social care services within a local authority area. The JSNA topic report on disabled adults, children and young people is the first to look at this issue explicitly through the lens of the Social Model of Disability (**see Appendix 2**). Throughout the report, the focus is on what needs to happen in Manchester in order to identify and remove the disabling barriers that are present in society.

2.3.5 The report describes to all commissioners and planners of public services (not just health and social care) why a barrier removal approach based on the Social Model of Disability should be used and provides evidence to support organisations to work more closely with disabled people in order to plan and develop better, more inclusive programmes that recognise and remove disabling barriers from the outset. Crucially, the report contains a series of ‘opportunities for action’ to be taken forward by commissioners, service providers, VCSE organisations and disabled people in order to address the issues identified within the paper.

2.3.6 The report has been developed on behalf of the Our Manchester Disability Partnership Health and Care Workstream Group and has been co-produced with representatives from disabled people’s groups, notably Breakthrough UK. For more information about the Manchester JSNA, please go to [www.manchester.gov.uk/jsna](http://www.manchester.gov.uk/jsna).

**2.3.7 Blue Badge Services** – the Blue Badge service has existed for many years and is an excellent way for eligible disabled people to benefit from the dedicated parking bays across the city, including private land such as supermarkets and retail facilities. The Department for Transport amended the national eligibility criteria on 30 August to include ‘hidden disabilities’ so, for example, people who would have previously been ineligible e.g. people with Autism or living with Dementia, are now included (subject to the normal assessment and evidential process). The Blue Badge changes have been discussed with the members of the Workstream (which includes residents as well as VCS organisations) to provide critical feedback. A number of improvements will be made to Blue Badges based on the points raised by the workstream members.

## **2.4 Children and Young People Update**

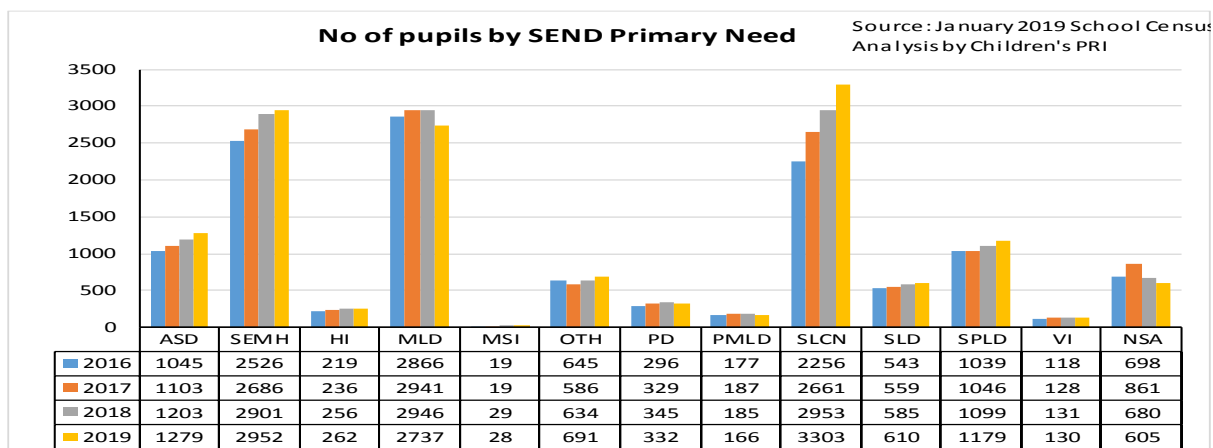
2.4.1 The SEND Board, chaired by the Director of Education, provides governance of SEND in Manchester and is also the children and young people’s

workstream of the OMDP Partnership Board. The SEND Board is responsible for evaluating progress in implementing the Children and Families Act SEND Reforms and identifying key areas for development. The Board has agreed the following outcomes and oversees the action plan that partners are working together to deliver:

- Parents'/carers' and children's/young people's views impact on strategic decisions
- Excellent local offer, understood and accessible to all leading to improved life outcomes.
- Integrated, transparent pathway allows parents/carers and young people to access services across education, health and care
- Young people with SEND have needs met through excellent education, health and care services, jointly commissioned where appropriate
- Preparing for Adulthood (PfA) is embedded in Manchester from the earliest years
- Highly effective education, health and care plans and reviews improve life outcomes for children and young people
- Improved outcomes and standards across education and training
- A highly skilled workforce across all stakeholders improves outcomes for children and young people

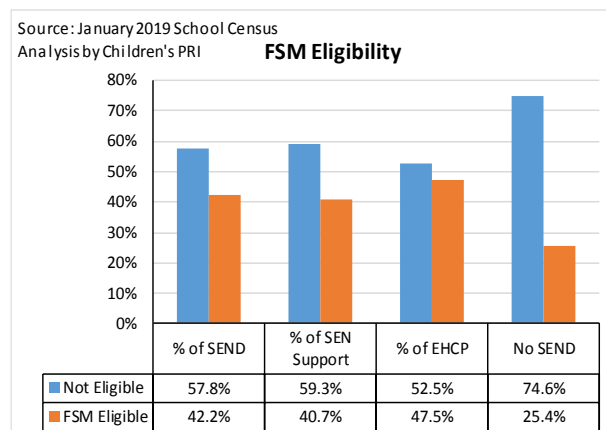
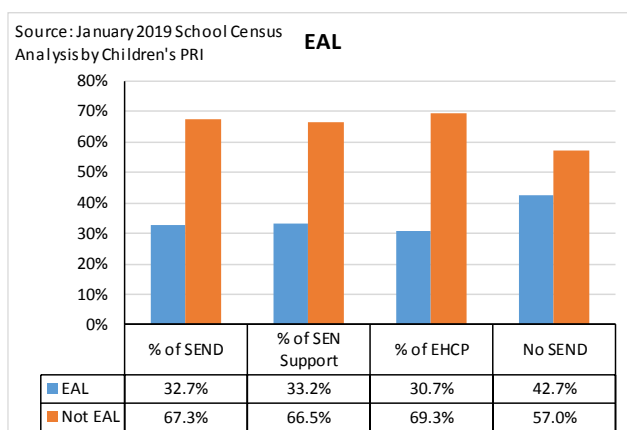
2.4.2 This section of the report will provide some context on numbers of children and young people with SEND and their primary needs and will illustrate progress towards the above outcomes. Manchester's population is growing significantly and the number of children and young people with SEND is growing in line with this increase. In addition, earlier identification of children's needs and greater readiness of parents to ask for support for their children are contributing to a rise in the number of children and young people at both SEN Support and Education, Health and Care plan (EHCP) levels.

2.4.3 The continuing growth in numbers of 0-25s with SEND is putting pressure on services and budgets in the local authority, health, schools, colleges and the voluntary sector. In January 2019, the school census showed that 14,187 pupils in Manchester schools have an identified SEND (16.2%). This is made up of 11,097 (12.7%) who have their needs met at SEN Support level and 3,090 (3.5%) who have an EHCP. The types of primary need that are most common in Manchester are: speech, language and communication needs, social, emotional and mental health needs and moderate learning difficulties. (Categories are those used for reporting by the Department for Education.)

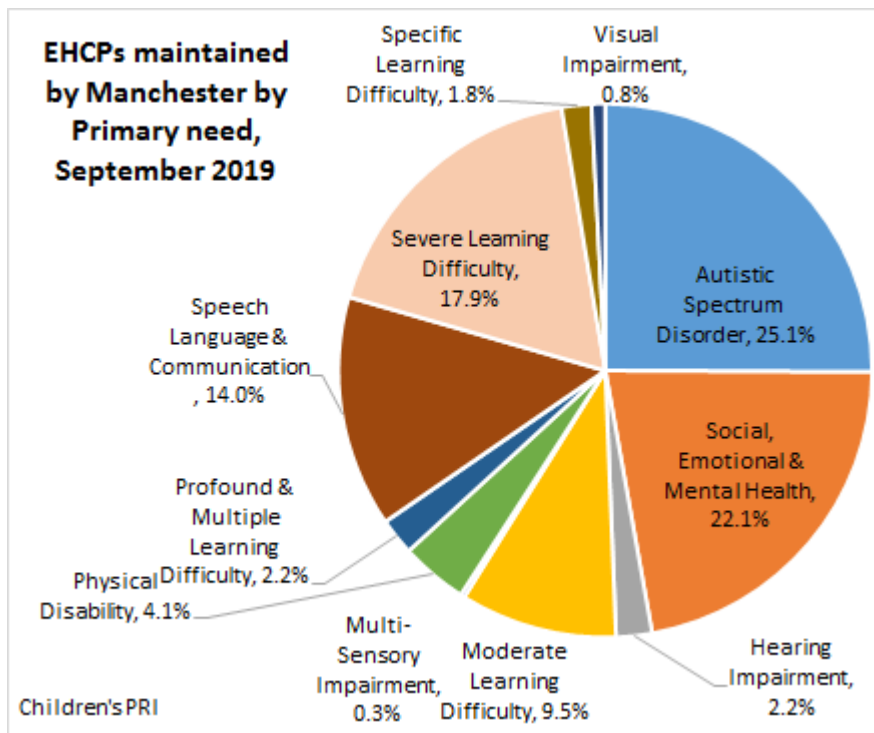


Key: ASD – Autism; SEMH – social, emotional and mental health need; HI – hearing impairment; MLD – moderate learning difficulty; MSI – multi sensory impairment; OTH – other need; PD – physical disability; PMLD – profound and multiple learning difficulty; SLCN – speech language and communication need; SLD – severe learning difficulty; SPLD – specific learning difficulty; VI – visual impairment; NSA – no specialist assessment.

#### 2.4.4 Manchester pupils with SEND are more likely to be eligible for free school meals and less likely to have English as an additional language than those with no SEND.



#### 2.4.5 In September 2019 Manchester maintains 4,569 Education, Health and Care plans for 0-25 year olds attending provision in Manchester and elsewhere. This compares to 2,391 in 2015. The most common types of primary need for children and young people with EHCPs are: autism, social, emotional and mental health needs, and severe learning difficulties.



## Progress in implementing the SEND reforms:

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

The Manchester Parent Carer Forum is the strategic voice of parents/carers of children and young people with SEND. MPCF members sit on the SEND Board, health transformation groups and co-chair the Local Offer Review Board. MPCF conduct twice yearly surveys that inform local authority and health improvement plans. The MPCF have established a Working Together group of parent/carer organisations from across Manchester to ensure the voices of diverse communities around the city can be heard. In 2018, MPCF and the Working Together groups worked with the local authority and health to agree a co-production charter which describes the principles of working in partnership.

The Manchester Parent Champions group continues to be a successful model for promoting and raising awareness of the Local Offer to parents/carers of children with SEND. There are now 130 Champions and 300 members of the Champion Facebook group – which helps parents support each other and find creative solutions to questions.

In 2019 the local authority commissioned Greater Manchester Youth Network to help us gather young people's voice more systematically. They have recruited and trained eight youth ambassadors – now called 'Changemakers' – who will help us ensure that young people's voice informs policy and practice.

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

The Local offer is all the services and support that is ordinarily available in Manchester to children and young people with SEND and their families. Manchester's Local Offer is detailed on the Local Offer website [www.manchester.gov.uk/sendlocaloffer](http://www.manchester.gov.uk/sendlocaloffer). The website is continually evolving in response to parents', young people and partner feedback. This year there have been improvements in layout and ease of navigation, but there remains work to be done to increase appeal to younger people. Hits on the Local offer have increased steadily to nearly 42,000 in 2018. Parent Champions work with Information, Advice and Support, SEND engagement, and Early Help teams to run monthly Local Offer drop ins across the city. These events are designed to provide information and advice in an informal setting, and are especially valuable for people who may not have access to digital technology. 98% of parents who attend these sessions say they find all the information they need.

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

Families have told us that pathways into services are too complicated, so local authority and health teams are working in co-production with parents and young people on several pathways:

- Staff from across the local authority, schools and health are working with parents to streamline how children and young people are assessed for equipment for home and school and to improve moving and handling training for school staff.
- Children's Community Health held a co-production workshop earlier this year to look at people's current experience of using services to feed into new ways of working.
- Work on a new Social Communication pathway is already having a positive impact. CAMHS, community health staff, parents, schools and local authority staff designed a new pathway for assessment and diagnosis of social communication need/autism which has been piloted in south Manchester. The new multi-agency way of working has reduced waiting times and is popular with the families who have experienced the process. There is a proposal to extend the pathway to central and north Manchester next year.

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

Education - Manchester has a continuum of educational provision for children and young people with SEND aged 0-25, which includes a multi-agency early years pathway, mainstream school and college provision with or without an EHCP, resourced provision in mainstream schools, specialist schools and college in the city. This means that the majority of children and young people with SEND have their needs met in their local community. In 2019, 97% of early year's settings were judged to be good or better. 85% of pupils at SEN



Support and 88% of pupils with EHCPs were attending good or better schools. All colleges in Manchester are good or outstanding.

Social care - The Disabled Children's social work team ensure a holistic assessment of children with the highest level of SEND and their families. They also provide expert advice to locality and early help teams.

MFT and CAMHS - Manchester NHS Foundation Trust CQC inspection judged all aspects good in March 2019 with Community Child and Mental Health services judged as Outstanding. Particular reference was made in regard to individualised, holistic support through specialist community mental health services for children and young people.

The local authority and health are jointly commissioning a number of services. A multi-agency panel of senior officers meets monthly to make placement and commissioning decisions about children and young people with the highest levels of need. This work is also helping us plan for services that will be needed in the future.

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

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. PfA is a focus in annual reviews from Year 7 and school and college staff are helping young people identify what a 'good week' would like for them as they move into adulthood.

Manchester's specialist support high schools offer high quality work related and community activities. One school has its own café and shop serving the local community. Supported Internships – a partnership between colleges, employers, supported employment providers and the local authority are the most successful route into employment for young people with EHCPs. Over 70 young people are currently on internship programmes and 80% move into work.

SEND and Work and Skills teams are working with learning providers and employers to increase the number of young people with SEND who achieve apprenticeships. An exciting digital project – Digital Inc. – took place in eight special schools this year, which helped young people work in teams with industry professionals to develop business ideas. The aim is to create a digital Supported Internship in 2020.

A multi-agency Transition Board has been established to review transition to adulthood and in particular to adult health and social care services. The Board's aims are aligned to the Greater Manchester learning Disability and Autism strategies. Families have asked for more information about what support is available to young people aged 16+, so one workstream is looking at how to improve information and advice from Year 9.

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

The increase in requests for statutory assessment has put pressure on the Statutory Assessment Team, health, care and education partners. We are currently piloting a new approach to the statutory assessment process in response to parental comments and with a view to improve both statutory performance and the quality of EHC plans which remains variable. This will include a redesign of the Statutory Assessment Team to enable a key working approach. An EHCP quality assurance framework is in place and includes moderation of plans by senior officers from education, health and care.

#### **2.4.12 Improved outcomes and standards across education and training**

In 2018-19 the local authority and partners worked together to develop an Inclusion Strategy in response to the growing numbers of school permanent and fixed term exclusions. The strategy is due to be launched in November, but the strong partnership working has already led to a significant decrease in the number of permanent exclusions.

Manchester's attendance figures continue to be better than national for pupils without SEND, but absence rates for pupils with SEND are a concern. The authority held a conference in June for schools to explore strategies to improve attendance for pupils with SEND. Educational outcomes for Manchester children and young people with SEND are inconsistent. Attainment outcomes for key stage 1 and 2 children with SEND are improving, but key stage 4 outcomes are a key priority for improvement.

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

The local authority provides training for early years and school SENCOs and staff involved in Preparing for Adulthood. In 2018-19 130 staff attended at least one school or PfA network and 40 early years SENCOs have received accredited training. The authority is funding the speech and language therapy service to train school and college staff in ELKLAN – an evidence based programme designed to improve children's communication skills.

Outreach support to mainstream schools and early year's provision is commissioned from specialist schools – this has a positive impact on inclusion and achievement in mainstream settings. Information, Advice and Support and the engagement team provide a range of courses for parents, including accredited legal training.

Children's and transition social care staff attended a conference on SEND earlier this year. Parent champions attended the conference to advise and sign post social workers to the community support available to families.

The Thrive emotional wellbeing and mental health transformation programme is providing a wealth of evidence based training for staff across statutory and voluntary agencies.

## **2.5 Work and Skills Update**

2.5.1 This workstream is chaired by the Breakthrough UK CEO and includes representatives from MCC Work and Skills, MCC SEND lead, MAES, DWP, The Growth Company and Manchester University. The overall objectives of the workstream are:

- Preparing for work – to test accessibility of the existing offer and test out new opportunities
- Getting into work – closing the employment gap by targeting and adapting current programmes and influencing the design of new programmes.
- Staying in work – improve the retention of disabled people by developing tools/forums/best practice and influence current and new programmes
- Developing and supporting our disabled workforce to progress in work, developing a leadership programme, highlight pay gaps and improve the diversity of roles
- Promotion of OMDP and particularly the Work and Skills.

2.5.2 Successes achieved during the past year:

- Development of a Young Disabled Person Mentoring Scheme
- Jobs Fair – approximately 200 disabled people attended looking for work and 14 employers advertising their vacancies. Monitoring progress in this arena is difficult but it is known that 3 attendees found work, and a further 3 being interviewed. Breakthrough UK has taken on 25+ people to support into work
- Disability Confident – working with MCC to achieve accreditation and progress up the levels of standards
- Developing and supporting disabled people into work. The workstream is currently mapping out existing development and leadership offers and monitoring arrangements within OMDP partner organisations and whether they are extended to disabled people. The aim is to develop inclusive approaches to leadership opportunities to ensure that organisations have a representative workforce and a diverse leadership model.

## **2.6 Transport Update**

2.6.1 The Chair of the Transport workstream provided the following update:

## Contactless

Contactless successfully launched on July 15<sup>th</sup>, a first step to a fully integrated ticketing system.

## Our Pass

Our Pass launched on the 1<sup>st</sup> September. Our Pass is a new pass that gives 16-18 year-olds across Greater Manchester the freedom to travel, work and learn. For a one off £10 administration fee, Our Pass card holders can travel for free on local buses right across Greater Manchester. They can also benefit from half-price off peak 1 day and weekend travel cards on Metrolink, and exclusive opportunities, experiences and benefits from a range of partner organisations.

Our Pass can be used for up to two years, starting from 1 September after your 16th birthday and is available to people who live in Greater Manchester. It can be used in conjunction with concessionary passes giving young people more flexibility to travel before 9:30am for free if their Concessionary Pass doesn't allow for this and they have full access to opportunities.

## Please Offer Me a Seat

Badges continue to be popular across the network with over 4000 badges in circulation across GM

## Disability Design Reference Group

The Disability Design Reference Group has consulted on a number of issues including

- Cycle ways and pedestrian crossings,
- Wheelchair accessible taxi's,
- Metrolink Accessibility week plans,
- Updating the Metrolink Access guide
- Input into the ongoing works updating Cornbrook and Shudehill

## 3. Disability Confident

- 3.1 In 2017, we signed up to the national Disability Confident Scheme in 2017, which focuses on good practice and innovation in the recruitment, support/retention and progression of disabled people and employees. The scheme has 3 levels of achievement, and we are currently accredited as a **Disability Confident Employer (level 2)**, and have committed to attaining **Disability Confident Leader** (level 3) by March 2020.
- 3.2 A key outcome of the work undertaken around Disability Confidence has been the development of a **Disability Workforce Strategy** which will undergo wider engagement and socialisation across the HROD service, directorates, unions and members, throughout December and January.
- 3.3 This 'whole organisation' strategy was designed through a combination of; HROD and workforce engagement, research on best practice and innovation in other organisations, feedback from our EFLG (Equality Framework Local

Government) assessment and through evaluating the outcomes from our self-assessment against the Disability Confident criteria.

- 3.4 The Disability Confident Leader strategy is pioneering in its scope, complexity, breadth and ambition and if fully realised, will see tangible whole organisational benefits for our workforce, encompassing positive outcomes and effects for health, attendance, productivity and culture, and position us as a city leader on workforce health and disability.
- 3.5 The strategy is built around 5 pillars:
  1. **System Leadership**
  2. **Recruitment and Talent Development**
  3. **Information, Advice and Support**
  4. **Workforce Culture.**
  5. **Organisation Enablers**
- 3.6 We identified confidence, competence, knowledge and skills around disability in the workplace as a significant area for improvement and also the gateway to realising the objectives within the overall strategy. Therefore we have made **Information, Advice and Support** the foundation element of the strategy to equip line managers and HROD officers with the right advice, skills, knowledge and confidence to support disabled employees to thrive in the workplace, underpinned by an effective workplace adjustment process.
- 3.7 **Strategy objectives already underway** - Work is already underway on some of the objectives outlined in the strategy where it made sense to do so and where they aligned with existing HROD priorities such as Health and wellbeing and recruitment. These include:
  1. A new recruitment policy, training and guidance with inclusion and Disability Confidence at the heart of it was launched in October 2018.
  2. In March 2019 we became a member of **Business Disability Forum** to enhance our access to disability employment expertise, tools, guidance and advice. This includes an advice line that we will roll out in a phased way to HROD, Corporate Functions and Line managers, over the next 12 months.
  3. We have commissioned Business Disability Forum to deliver training to HROD officers on disability, the law, reasonable adjustments to ensure to support them when advising line managers. Training session to take place before the end of 2019.
  4. Soft market testing session held on 25th September with an organisation which provides a centralised one-stop-shop model for Workplace Adjustments which include the assessment, provision, training and case management of workplace aids, assistive tech and equipment for disabled employees. This model has potential benefits to significantly improve our approach to supporting disabled employees and enabling them to thrive at work. The session was facilitated by the Equality Team and included colleagues from ICT, HROD, Estates, Health & Safety, procurement and MHCC. Following this session, a business case is now

in early development to outline the costs and benefits of having a centralised model, and to set out the procurement options. Further updates will be provided as this work develops.

5. Establishing a Cancer Working Group to identify how we can better support individuals and line managers dealing with or living with cancer in the workplace.
6. Integrating the **Access to Work Mental Health Support Service**, to strengthen and complement our core mental health support offer to colleagues. The service provides one-to-one personalised and confidential support over a nine month period, for employees struggling with their mental health at work. Support is provided by a mental health professional to:
  - Help our employees sustain their attendance at work and perform their job, via coping strategies and workplace adjustments
  - Help our employees return to work if they're off sick and need support for mental health
  - Advise line managers, with employee consent, about the support and adjustments their team need to stay in work or return to work.

3.8 This support is given through fortnightly telephone conversations and regular face- to-face meetings in a place of employee choosing e.g. work, home, cafe, park. They can receive this support alongside counselling via EAP or instead of counselling, giving our staff the freedom to decide what works best for them. Work is underway with Comms to promote and raise awareness of this support, which was launched as part of our World Mental Health day promotion.

### 3.9 Forward Plan

- Finalise the strategy into a final draft for wider engagement and consultation with HROD wider DMT, Trade unions, wider leadership team, members, directorate leads and disabled staff group. – **December 2019**
- To date, Lorna Young from Equality Team has held the responsibility for developing the Disability Confident leader strategy. It has now matured to the point where due to its size and scope, it needs carving up and embedding across the HROD service, and also with corporate functions such as ICT, Estates and Comms where it naturally fits and aligns with their existing team plans and responsibilities. – **September 2019**
- Appropriate governance will need to be established i.e. through a **'Disability Confident Strategy Group'** with representatives from across HROD, corporate functions (ICT, Estates, Comms) and Directorates, to ensure that the overall strategy aims have oversight and that the work remains coordinated. – **December 2019**
- Promoting the use of Business Disability Forum and MHSS services across the HROD service through lunch and learn sessions, to increase their capacity to support managers and also to enhance HROD disability

understanding in developing policy and training. – **Ongoing from June-December.**

- Collate and submit our evidence for attaining Disability Confident Leader Accreditation which has to be independently validated. This validation will be undertaken by Business Disability Forum and is a large piece of work being coordinated by Lorna Young and submission is anticipated **February 2020**
- Public Launch of Disability Confident Leader Strategy – **2020 date tbc**

#### **4. Conclusion**

- 4.1 The substantive update in this report is concerned with the progress being made to further embed OMDP as a strategy for the city to improve the lives of disabled people. Whilst some progress is being made, there is still so much more work to do, particularly with key partners and also our influence over the private sector to improve access and equality of opportunity for all disabled people.