

Manchester Health and Wellbeing Board Report for Resolution

Report to: Manchester Health and Wellbeing Board – 3 July 2019

Subject: Manchester’s Promoting Inclusion and Preventing Exclusion Strategy

Report of: Strategic Director Children and Education Services

Summary

This report provides an overview on the progress with the development and planned implementation of a multi-agency Promoting Inclusion and Preventing Exclusion Strategy for Manchester (**see appendix 1**). The objective of the strategy is to promote inclusion for all Manchester children and young people at every age and stage.

The original stimulus for the development of this strategy was a national and local focus on the reasons behind the increase in the use of school exclusion. There is therefore some headline national and local school exclusion trend data included within the report to provide some contextual information. This data is taken from the most up to date validated exclusions data available.

Recommendations

Health and Wellbeing Board is asked to:

- Consider and comment on the information in the report
 - Note that the national Timpson Review of Exclusions Report, the recommendations contained therein are welcomed and are reflected in Manchester’s Promoting Inclusion and Preventing Exclusion Strategy.
 - Consider and comment on the attached final draft of Manchester’s Promoting Inclusion and Preventing Exclusion Strategy.
 - Acknowledge the provisional school exclusions data for 2018-19 shows a reduction in the use of permanent exclusion compared to the 2017-18.
 - Request a progress and impact report in 6 to 12 months.
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Board Priority(s) Addressed:

Health and Wellbeing Strategy priority	Summary of contribution to the strategy
Getting the youngest people in our communities off to the best start	This is strategy will ensure early identification and intervention for children who have additional needs
Educating, informing and involving the community in improving their own health and wellbeing	The approach outlined will ensure that young people and their families are actively engaged in supporting education and attendance at school.
Moving more health provision into the community	This strategy is aligned to I Thrive model which has a focus on early intervention and prevention
Providing the best treatment we can to people in the right place at the right time	
Turning round the lives of troubled families	This approach by reducing school exclusions will impact on wider social determinants of troubled families
Improving people's mental health and wellbeing	This paper outlines good practice which is already in place and further multi-agency actions which need to be taken to develop and improve approaches to supporting the inclusion of all Manchester children and young people and enabling them to attend education, employment and training, achieve well and to thrive.
Bringing people into employment and leading productive lives	Reducing exclusion will have increased opportunities for attainment and therefore ensure more young people have access to employment and training post 16
Enabling older people to keep well and live independently in their community	

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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.

N/A

1. Introduction

- 1.1. The attached document is the final draft of Promoting Inclusion and Preventing Exclusion Strategy for Manchester. This strategy is a response to the Children and Education Directorate priority to reduce exclusion, including exclusion from school, and contributes to the Our Manchester Our Children vision 'building a safe, happy, healthy and successful future for children and young people;' The development of this multi-agency strategy has been informed by the outcomes of workshops and discussions with key partners including Head Teachers, Special Educational Needs Coordinators (SENCOs), designated teachers, governors, Children's Social Care, Early Help leads, CAMHS, Greater Manchester Police, Youth Justice managers and officers, Greater Manchester and Manchester THRIVE programme leads, parents, carers and children & young people.
- 1.2. All partners who have participated in the consultation exercise have been extremely positive about the development of the strategy as a way to reduce exclusion and improve the experiences and outcomes of young people and have expressed a firm commitment to supporting its implementation.

2. Context

- 2.1. The validated permanent and fixed term exclusion data for 2017/18 is yet to be published by the Department for Education. The validated exclusions data currently available for England and Manchester for the last 4 years has been included below to provide an insight into the exclusion trends both nationally and in Manchester over the past few years.

2.2 Permanent Exclusions:

All Schools – Permanent Exclusions					
		2013/14	2014/15	2015/16	2016/17
Manchester	Number	30	60	76	105
	Percent	0.03%	0.07%	0.09%	0.13%
England	Number	4,950	5,800	6,685	7,720
	Percent	0.06%	0.07%	0.08%	0.1%

- 2.3 The percentage of pupils who were permanently excluded in 2016/17 in Manchester schools was 0.13%. This remained above the England average of 0.1% and had increased by 0.04 percentage points from 2015/16. The overall rate of permanent exclusions in Manchester schools has continued to increase since 2013/14, as has the national rate but it remained higher and the gap widened. In 2016/17 Manchester ranked 42nd highest out of all LAs compared with 57th highest in 2015/16.

2.4 Primary Schools

In primary schools, permanent exclusion figures dropped by one in 2016/17 but the rate of permanent exclusions remained the same at 0.02% which was one percentage point lower than the national rate of 0.03%. 2016/17 showed

the first increase in permanent exclusions at national level since 2013/14. Manchester has the 56th highest rate of permanent exclusions in primary schools, out of the 117 LAs whose data was released in the SFR. This was one place lower than in 2015/16.

2.5. Secondary Schools

In secondary schools there was an increase in the number of permanent exclusions since 2013/14, from 0.09% of the secondary school population being excluded to 0.34% in 2016/17. This continued to be higher than the national average, which had also increased over the previous four years. The gap doubled from 0.07 percentage points to 0.14 percentage points. Manchester ranked 23rd highest out of the LAs, compared with 38th highest in 2015/16.

2.6. Fixed Term Exclusions:

All Schools – Fixed Term Exclusions					
		2013/14	2014/15	2015/16	2016/17
Manchester	Number	3,000	4,360	4,408	4,826
	Percent	4.06%	5.65%	5.49%	5.82%
England	Number	269,480	302,980	339,360	381,865
	Percent	3.50%	3.88%	4.29%	4.76%

2.7. Fixed term exclusions are reported as the number of exclusions and as a percentage of the school population.

2.8. The rate of fixed term exclusions in all schools increased from 4.06% to 5.82% in Manchester between 2013/14 and 2016/17 whilst nationally it has also increased from 3.50% to 4.76%. The gap between Manchester and national closed by 1.06 percentage points. In 2016/17 Manchester had the 31st highest rate of fixed term exclusions out of the 152 LAs, compared with 21st highest in 2015/16.

2.9. Primary Schools – Fixed Term Exclusions

In primary schools, the rate of incidents of fixed term exclusions increased by 0.04 percentage points to 1.35% in 2016/17 compared with 2015/16. However, the national average increased in 2016/17 by 0.16 percentage points to 1.37% so Manchester was below the national. Manchester ranked 57th highest out of all LAs.

2.10. Secondary Schools- Fixed term Exclusions

In secondary schools, the rate of incidents of fixed term exclusions was 14.05% in 2016/17. This was 0.68 percentage points higher than in 2015/16 and 4.65 percentage points higher than the national average. The national average also increased, by 0.94 percentage points, and the gap with national has narrowed slightly.

- 2.11.** The data above shows how both permanent and fixed term exclusions have increased, both nationally and locally, over the last 4 years. It can be seen that nationally and locally both fixed term and permanent exclusions are more frequently used in secondary schools.
- 2.12.** The unvalidated data for Manchester in 2018/19 continues to show a similar trend to that nationally although, indications are that there has been a significant decrease in the use of exclusion within Manchester since September 2018. Over the period of multi-agency consultation on the development of this strategy Manchester has already seen early and positive signs of a reduction in the use of school exclusion. By the end of April 2017/18 Manchester's unvalidated data shows there had been 138 permanent exclusions whilst at the end of April 2018/19 our data shows there have been 85 permanent exclusions, 53 fewer than the previous year. It would seem that even before the formal launch of the strategy different interventions and approaches are being used and different kinds of conversations are beginning to take place about working proactively together to prevent young people from being excluded.
- 2.13.** A specific concern has been raised through a Council Motion about the rate of fixed term exclusions at Manchester's Secondary Pupil Referral Unit (PRU). An independent review of the use of fixed term exclusions in the specialist provisions across the city for young people who experience Social, Emotional and Mental Health Needs (SEMH), including the Secondary Pupil Referral Unit, has been commissioned. This review will examine the concerns raised about the use of fixed term exclusions, identify strengths and determine any improvement actions which need to be undertaken to address concerns.
- 2.14** It should be noted that the final Timpson National Review of Exclusions Report, commissioned by the Department for Education, was published on 7th May 2019.

<https://www.gov.uk/government/consultations/school-exclusions-review-call-for-evidence>

This national report contains 30 recommendations which have all been welcomed by the Secretary of State for Education. The government has committed to undertaking the following six key actions in response to these recommendations:

1. We will make schools accountable for the outcomes of permanently excluded children.
2. We will establish a practice programme that embeds effective partnership working between LAs, schools, alternative provision and other partners.
3. We will work with sector experts, led by the Department's lead advisor on behaviour, Tom Bennet, to rewrite our guidance (including on exclusions and on behaviour and discipline in schools)
4. We now call on Directors of Children's Services, governing bodies, academy trusts and local forums of schools to review information on children who leave schools, by exclusion or otherwise, and to establish a

shared understanding of how the data on the characteristics of such children feeds local trends.

5. We will work with Ofsted to define and tackle the practice of “off-rolling”.

6. We will extend support for Alternative Provision (AP).

The full set of 30 recommendations from the Timpson Report are reflected within the strategy and will be appropriately progressed through the implementation of Manchester’s Promoting Inclusion and Preventing Exclusion Strategy.

2.15. As we launch this strategy there are both national and local factors which provide us with firm foundations for progressing ambitious, positive change for Manchester children and young people. These include:

- The introduction of the new Ofsted Inspection Framework with a reduced emphasis on end of key stage outcomes and a more pronounced focus on the provision of an appropriate curriculum and strong inclusive practice which enables all children and young people to access learning, achieve well and progress to positive destinations.
- The commitment by the Government to progress the recommendations within the Timpson Review of Exclusions to ensure robust accountability processes coupled with appropriate support and guidance to education settings, parents/carers and Local Authorities on promoting inclusion and ensuring fixed term and permanent exclusions are always implemented in line with legislation and best practice guidance and only ever used as a last resort.
- It is considered in Manchester that this is not just a ‘school’ issue but requires a community and multi-agency response that is linked to other socio-economic factors. Subsequently, there is a resounding multi-agency commitment in Manchester to share the wide ranging, existing good practice as well as to implement new and innovative approaches to ensure we are working together effectively to identify the strengths and needs of Manchester’s children and young people; putting in place high quality support and opportunities to enable them to THRIVE.

3 Overview of the Strategy

3.1. The content of **Manchester’s Promoting Inclusion & Preventing Exclusion Strategy** draws heavily from examples of the strong leadership and good practice which already exists across the partnership and in many Manchester early years’ settings, schools and Post 16 provisions where there is evidence of effective and inclusive practice that has led to a reduction in the use of exclusion.

3.2. It is also important to note that this strategy has been developed in close partnership with and reference to the Greater Manchester THRIVE Programme Team; maximising the opportunities this programme presents for Manchester’s children and young people. The ambition for the implementation of this multi-agency Promoting Inclusion Strategy is that together we will

accelerate the pace of improvement in the well-being of Manchester's Children and Young People, promote innovative and robust inclusive practice and prevent all types of exclusion including by the reduction of the use of school exclusion. There is, within the GM THRIVE Programme a specific Manchester THRIVE Programme. In line with Future in Mind and the underlying principles of the national and local CAMHS transformation agenda, the Manchester THRIVE Programme aims to move from a tiered model of service delivery to a whole system approach, built around the needs of the children, young people and their families. The two initiatives, The 'Promoting Inclusion Strategy' and the THRIVE Programme must therefore work hand in hand and be understood by everyone to have shared strategic aims. For that reason it is suggested that this strategy will be framed as "**Manchester's Promoting Inclusion & Preventing Exclusion Strategy – Supporting Children & Young people to Thrive.**"

- 3.3. The Promoting Inclusion and Preventing Exclusion Strategy Implementation Plan will be cognizant and link with other related plans/strategies to maximise impact and coordination. This will as indicated include reflecting the national policy and issues raised locally to support good attendance and reduce exclusions eg a joint piece of work is already underway between the Local Authority and the High School Heads' collaborative, which includes the Head Teacher of the Secondary Pupil Referral Unit, to share existing good practice and to co-design new and creative ways to identify and gain an understanding of young peoples' unaddressed needs as early as possible and then to develop appropriate plans to support the young people to attend, achieve and to reduce any risk of exclusion.

4 Next Steps

- 4.1. It is planned the **Manchester's Promoting Inclusion and Preventing Exclusion Strategy – Supporting Children and Young People to Thrive** will be discussed at the forthcoming Children's Board and subject to agreement and support it is proposed that the strategy is formally launched and implementation in September 2019; coinciding with the start of the academic year. It should be noted that many key actions identified within the strategy in the form of "We wills" are already being progressed. The implementation of the strategy will of course be highly responsive to any emerging advice, guidance or reforms arising from the national work to be undertaken on the recommendations within the Timpson Report.
- 4.2. Progress on the implementation of The Promoting Inclusion & Preventing Exclusion Strategy will be reported to and monitored by The Children's Board and will be kept under review and altered as necessary to incorporate newly published legislation and statutory guidance
- 4.3. Plans are being developed for a Strategy launch event at the beginning of the Autumn term 2019. The aim of the event will be to share information about the national and local context, to provide an overview of the Strategy and its objectives and to provide an opportunity for education settings to share the approaches they use to promote inclusion and prevent exclusion and ideas for

future developments.

5 Conclusion

- 5.1.** The Manchester's Promoting Inclusion and Preventing Exclusion Strategy. has been informed by extensive engagement with schools and partner organisations. During this period of engagement a great deal excellent inclusive practice across Manchester has been identified and informed the key themes. In addition, already with an increased challenge and support provisional exclusion figures for this academic year suggest there is a noticeable reduction in children being excluded which gives confidence that changes in approach and practice is taking place to collectively reduce the rate/number of children being excluded in Manchester.

There is a determination and commitment across education settings and multi agency partners to work together to build on existing good practice and to develop new approaches to achieve wide to ensure our children attend and succeed at school.

- 5.2.** Finally, whilst there remains much to do, the engagement and commitment of schools and partners to respond positively to prevent children being excluded provides confidence that significant improvements will be seen over the next 12 months for children and young people through the implementation of the Promoting Inclusion and Preventing Exclusion Strategy.