

## **Manchester City Council Report for Resolution**

**Report to:** Children and Young People Scrutiny Committee – 19 June 2018

**Subject:** Special Educational Needs and Disability Strategic Review

**Report of:** Director of Education

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### **Summary**

This report provides members with information on the strategic review of provision for children and young people with special educational needs and disabilities (SEND). It outlines views received from stakeholders and sets out the actions put in place to date to respond to these views. The report also outlines longer term proposals to improve provision for children and young people with SEND.

### **Recommendations**

Members are asked to note and comment on the contents of this report and the actions which have been put in place to respond to stakeholder views.

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### **Wards Affected:** All

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**Financial consequences – Revenue:** The Local Authority has a planned £70.93m budget from the High Needs Block of the Dedicated Schools Grant for educational provision for children and young people with high levels of SEND aged 0-25. The majority of this budget is spent on special school places, and Education, Health and Care plans (EHCPs) in mainstream schools and colleges. In addition, there is a budget of £2.375m for Short Breaks and a home to school transport budget of £6m.

**Financial consequences – Capital:** Manchester has completed a strategic review of educational provision for children and young people with SEND. On publication of an agreed action plan, the Authority can draw down £2.4m capital funding over 2 years from summer 2018. An additional £500k of capital funding for SEND provision was also announced in May. The funding can be used to improve special provision in mainstream schools and academies, resourced provision, special schools, early years or further education. However, there are implications for revenue budgets of 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	A strategic review of 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 highly skilled.
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	The strategic review of SEND leading to improved provision for SEND and responding to all stakeholders (including young people with SEND, parent/ carers and schools) 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.

School Place Planning and Admissions – Report to Children and Young People Scrutiny Committee and Executive May 2018

Update on Manchester’s implementation of the Special Educational Needs and Disability (SEND) reforms introduced in 2014 – Report to Children and Young People Scrutiny Committee December 2017

Update on Special Education Needs and the Strategic Review of SEN – Report to Schools Forum, November 2017

## **1.0 Introduction**

1.1 The Children and Families Act 2014 requires local authorities to keep under review the provision for disabled children and young people and those who have special educational needs (SEND). This includes ensuring sufficiency of provision. Educational provision for children and young people with SEND from their early years to 25 is funded through the high needs block of the Dedicated Schools Grant (DSG).

1.2 In summer 2017 the Department for Education asked local authorities to consult all partners, (including schools, colleges, parents and young people) about the range of educational provision currently available from high needs funding. In Manchester the high needs block of the DSG funds: special school places, resourced provision, independent specialist places, Education Health and Care Plans (EHCP) in mainstream schools and colleges, the SEN Inclusion Fund in early years, the sensory support service, outreach support to mainstream and other specialist services.

1.3 The Department for Education requires local authorities to publish a plan, based on the consultation responses, setting out how we intend to use the additional capital grant which they are providing. Manchester's grant was originally set at £2.4 million. On 29<sup>th</sup> May 2018 the Children and Families Minister announced additional SEND capital funding, which takes Manchester's grant to: £2. 9 million. The grant can be drawn down over two years from summer 2018.

## **2.0 Context**

2.1 Manchester's Children and Young People's Plan sets out how the City intends to take forward its overall ambition and approach described in Our Manchester and our Locality Plan in relation to children and young people. It sets out priorities for both what we want to achieve and also how we want to achieve them. This reflects the wider Our Manchester approach that is being taken forward in the City. It promotes a different way of working in the City, one that, at its core, forges a deeper understanding of children, families and local communities, listening to what they care about, building on their strengths and working together to improve quality of life. It is a plan for all children and young people. Whilst some people may require more support than others may, fundamentally the same aspirations apply to all. It is also a partnership plan, jointly held by all agencies and organisations across the City that works with children and young people.

2.2 Within this context, the 'Our Manchester Disability Plan' sets out a vision for disabled children and adults in Manchester and is Manchester's plan to support and enable disabled children and adults to participate fully in all of the City's opportunities, facilities, activities and communities. This strategy is based on a Social Model of Disability which says that it is not people's conditions or impairments that disable people, but environmental and societal conventions and the way society is organised that creates barriers and does not accommodate difference and therefore disabled people. The intention is that when these barriers are removed, Manchester will be a disabled friendly City where:

- Disabled children's aspirations are recognised and can be realised

- All areas of the City and all parts of City life are accessible
- Disabled children and adults can be independent and have choice and control over their lives
- Mancunians are the City's best assets and we should build on these strengths
- Everyone has the right to fulfil his or her own potential.

### **3.0 Background**

3.1 The report has been prepared to provide members with the views of all stakeholders in regard to SEN provision and therefore provides the context in regard to the increased demand for specialist school places which was explored in detail in the SEN annual report, December 2017 and in the May 2018 school place planning and admissions paper.

## **4.0 The current education offer in Manchester for children and young people with SEND**

### **4.1 Early Years**

4.1.1 Manchester's Early Years Pathway for children with SEND is well embedded and links to the Early Years delivery model. The Pathway provides an Early Help offer of support to families with young children that have a level of SEND which cannot be met wholly through universal services. The local authority commissions Rodney House Outreach Service for Early Years (RHOSEY) to work with families, early years settings, health and educational psychology to identify and support children with SEND.

4.1.2 The majority of early years children with SEND attend local settings or mainstream school nurseries. In September 2017, Manchester put in place two new funding systems to support early years children with emerging SEND:

- Disability Access Funding provides a non-ring-fenced £615 to settings and school nurseries for children in receipt of Disability Living Allowance (DLA). The DfE has provided funding to Manchester based on projected numbers of children with DLA.
- In addition, settings and school nurseries can apply to the Local Authority for SEN Inclusion Funding of up to £3,600 per year for individual children with emerging SEND. This funding has to be provided from the High Needs block and Early Years budgets.

4.1.3 RHOSEY supports settings to put in place reasonable adjustments and to take children with higher levels of SEND through the EHC assessment process.

4.1.4 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.

## **4.2 Schools**

4.2.1 Manchester has a continuum of provision for school pupils with SEND. In 2018 the continuum includes:

- Mainstream provision for pupils at SEN Support level and with EHCPs.
- Resourced mainstream provision. Manchester currently has 15 mainstream schools designated as resourced provision for pupils with higher levels of SEND. 12 of these are for children with Autism (7 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 Sensory Support Service

4.2.2 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.

4.2.3 A small and decreasing 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. 72 day pupils and 14 residential pupils are currently placed in independent specialist provision, including 17 with EHCPs maintained by other local authorities.

## **4.3 Response so far to demand for specialist provision**

4.3.1 The school place planning and admissions paper, May 2018 detailed the actions taken in response to the increased demand and detailed the additional specialist provision places which have been commissioned.

## **4.4 Post 16**

4.4.1 Manchester has a wide range of post 16 education and training provision for young people with SEND. In 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.

4.4.2 Young people can also choose to apply to provision outside Manchester and in 2017-18 students are attending colleges in most other boroughs of Greater Manchester. Manchester post 16 provision is popular with students across the sub-region and currently more non-Manchester students with SEND attend post 16 provision in Manchester than the number of Manchester students who choose to study outside the city.

4.4.3 The Children and Families Act extended the entitlement to an EHCP to young people aged up to 25 if they had not yet achieved their educational outcomes. This has led to a significant increase in the numbers of young people with SEND remaining in education and training beyond 19. This growth in numbers is putting additional pressure on the high needs budget.

4.4.4 Manchester has been particularly successful in developing Supported Internships – study programmes that are run by a partnership of college, supported employment provider and host employer. These are very effective in helping students gain paid employment – around 80% of interns move on to a job at the end of their programme.

4.4.5 Manchester currently has 60 young people on internships and in May 2018 the Department for Education's SEN Implementation newsletter bulletin featured videos made by The Manchester College and Pure Innovations showing their interns at work with Manchester City Council, Manchester Foundation Trust and Manchester Airport.

*The clips below will show you supported internships in action:*

<i>Airport video</i>	<a href="https://www.youtube.com/watch?v=EECBS0GOvXg">https://www.youtube.com/watch?v=EECBS0GOvXg</a>
<i>Manchester Hospitals</i>	<a href="https://www.youtube.com/watch?v=j81I9GI9co">https://www.youtube.com/watch?v=j81I9GI9co</a>
<i>Alchemist cocktail bar</i>	<a href="https://www.youtube.com/watch?v=a_yXhmYILHM">https://www.youtube.com/watch?v=a_yXhmYILHM</a>

## **5.0 Strategic review consultation**

5.1 Manchester City Council has consulted with a wide range of stakeholders to ascertain their views on how effectively high needs funding is used currently and how funding should be used in the future to further improve outcomes and provision for children and young people with SEND. In addition, the consultations allowed us to gain the views of stakeholders on how other aspects of the SEND reforms are being implemented, including integrated working across education, health and care, and sufficiency of the wider Local Offer.

5.2 The following consultations have fed into this strategic review:

- Online survey with parents, carried out by Manchester Parent Carer Forum
- Online survey with schools and colleges
- Working Together event run jointly by Manchester Parent Carer Forum, the local authority and health
- Online survey with parents and carers from Greater Manchester Autism Consortium
- Focus groups with young people
- Meetings with special school headteachers
- Meetings with SENCOs and resourced provision leads
- Demand mapping research commissioned by Manchester Health and Care Commissioning
- Demographic information, including school census
- Analysis of need evidenced through EHCP assessments and Early Years Pathway
- Discussions at Manchester Local Offer Review Board and SEND Board
- Focus group with Manchester Learning Disability Partnership Board
- Workshop with Manchester Preparing for Adulthood Network
- Workshop with Manchester Youth Employment Group
- Evidence from Our Manchester Disability Plan consultations
- Evidence from previous consultations on changes to SEND provision.

### 5.3 Online surveys

**Manchester Parent Carer Forum** survey parents/carers twice a year and feed the results through to the SEND Board to inform strategic planning within Education, Health and Care. The responses to the Forum's winter 2017 survey have fed into this review. The responses to the survey have been incorporated throughout this report.

The Forum received 89 10 from parents of early years children, 59 from parents of primary pupils, 13 from parents of secondary age pupils and 5 from parents of 16-25 year olds.

45% of the children and young people were in mainstream provision and 38% in specialist provision (special school, resourced provision and independent specialist). This was a bigger proportion of mainstream parents than have replied to previous surveys and this has highlighted that parents/carers of children in specialist provision are much more aware of the Local Offer than parents of mainstream children. (41% had heard of the Local Offer in the winter survey compared to 68% in spring 2017.)

Better promotion of the Local Offer, particularly in mainstream settings is one of our actions.

The survey questions are included in annex 1.

5.4 In addition, Manchester Parent Carer Forum and Manchester Parent Engagement Team organised a Working Together event to look at what is working and what needs to be improved across a range of services, including Education, Early Years, Health, children's and adult's care, short breaks, Information, Advice and Support and the Local Offer.



5.5 Young people: We have included in this review information received at a range of young people's focus groups over the last year.

5.6 The school and college survey received 59 responses (some were completed by individuals, others by leadership teams). The responses came from primary, secondary, all through, and special schools, a PRU, the Sensory Service and colleges. 24% of the responses were from heads, 44% from SENCOs/Inclusion Leads and 32% from other staff, including an assistant principal, sensory service staff, and teachers and teaching assistants.

The responses to the survey have been incorporated throughout this report. The survey questions are included in annex 2.

5.7 Responses from these surveys, meetings and focus groups have been grouped under a number of themes:

A) **Educational provision** – the main issues that emerged are:

- Need for additional specialist provision
- Pressure on school budgets and high needs funding
- The physical environment in schools and colleges
- The curriculum in schools and colleges
- Inclusion
- Support for schools and colleges
- Involvement of parents/carers, children and young people

B) **Education, Health and Care assessment processes**

C) **Integrated working**

D) **The wider Local Offer**

E) **Preparing for Adulthood**

## 5.8 Educational provision

The need for **additional specialist provision** was mentioned by many of the respondents to the surveys, in meetings with staff and parents and is evidenced in the new requests presented at the weekly EHC panels. There is pressure on places for special schools and despite the expansion of special schools and resourced provisions, Manchester is having to place some children in special schools in other Greater Manchester boroughs.

Manchester's special schools and specialist resourced provision received very positive responses from parents/carers and staff across Education, Health and Care. Some schools and one parent have suggested that resourced provisions should be available for pupils with needs other than those currently catered for (Autism, Social, Emotional and Mental Health needs and Hearing Impairment).

67% of parents who answered the survey said they felt their child's needs were being met quite well or very well by education. Parents at the Working Together event spoke positively about education settings and the Early Years pathway. Some parents also commented on the need for more special school places.

5.9 The Information, Advice and Support Service (IAS) report that a large proportion of their calls and emails are from parents wanting help in securing specialist provision.

5.10 Responses from the school survey include:

- The specialist provision available from existing special schools is judged to be of a very high standard, but there is pressure on existing capacity to meet the growth in need. Specifically mentioned was the need for provision for braille users in high schools, children and young people with SEMH needs; pupils who are highly anxious and children with high functioning Autism.
- The need for more resourced provision to meet need.

5.11 Some disabled people's organisations feel that disabled children should not be in 'segregated' provision and that mainstream schools should be able to cater for their educational and support needs.

#### 5.12 Provision for particular types of needs:

We asked schools and colleges to comment on how effectively they felt Manchester meets the needs of children and young people with different types of SEND, using the four broad areas from the SEND Code of Practice:

Primary Need	Very effectively	Effectively	Neither effectively nor ineffectively	Ineffectively	Very ineffectively	Don't know
Cognition & Learning	5 (8.5%)	13 (22%)	18 (30.5%)	10 (16.9%)	2 (3.4%)	11 (18.9%)
Communication & interaction	4 (6.8%)	13 (22%)	16 (27.1%)	13 (22%)	4 (6.8%)	9 (15.3%)
Social, Emotional and Mental Health (SEMH)	3 (5.1%)	6 (10.2%)	8 (13.6%)	23 (39.0%)	10 (16.9%)	9 (15.3%)
Physical and/or sensory	6 (10.2%)	19 (32.2%)	11 (18.6%)	11 (18.6%)	8 (13.6%)	4 (6.8%)

- The responses show that schools and colleges feel that the needs that are being met most effectively are Cognition and Learning and Physical and Sensory.
- Equal numbers felt that Communication and Interaction needs were being met effectively and ineffectively.
- The responses indicate that 55.9% of respondents believe that SEMH needs are ineffectively or very ineffectively met.

- There was a high percentage of responses stating they felt needs were neither effectively nor ineffectively met.

5.13 At the termly networks for special educational needs co-ordinators (SENCOs), SEMH is regularly listed as an area for further training and support. SENCOs also say that as schools now have no spare space, they are finding it more difficult to meet the needs of pupils with SEMH. Pupils with SEMH are those most likely to be given short term or permanent exclusions.

#### 5.14 **Pressure on school budgets and high needs funding**

Schools and colleges report that:

- Manchester City Council are supportive and equitable in their approach to allocating high needs funding to college learners with EHCPs. Their personal learning needs are considered aligned to their long-term outcomes.
- The majority of children with complex SEND are able to access high needs funding, which can be used to support their needs in school – this doesn't happen in all authorities.
- Additional funding issued through EHCP without hours on is allowing schools to decide on appropriate ways to support children.
- There is a lack of understanding around the criteria for emergency funding
- Funding allocated through EHCPs is not always enough to meet need and general concern about the level of funding with particular reference to being able to support life skills outcomes.
- Many primary schools have doubled in size in the last 5 years, and so has the number of pupils with SEND, but the amount of specialist provision has not increased at the same rate which has put additional pressures on mainstream schools.

#### 5.15 **Physical environment**

Young people's responses:

Some students were concerned that mainstream learners dominated some of the social spaces in college. Others much preferred the college environment to that of school, though some wanted more structured social activities.

The school and college environment was cited by several students as important to making them feel supported and ready for learning.

- A chill out room in college would be good for when you feel stressed, nice lighting and comfy seats.
- Small classrooms make you feel like you are sitting in a cardboard box
- The walls are too thin and you can hear other classes

5.16 **Students on Supported Internships** really enjoy being based in their host employer's premises for their entire programme. College staff agree that the environment of the workplace builds students' confidence and maturity more quickly than can be achieved on college premises.

### 5.17 School and college survey responses:

- Many staff from schools and other services comment on the lack of quiet spaces in mainstream schools, which makes it difficult to calm a pupil who is anxious or who is displaying challenging behaviour.
- Class sizes are steadily increasing and are now at their capacity.
- Schools and colleges cannot always find accommodation for children who need to be withdrawn from class.

### 5.18 Curriculum

Young people's responses:

The young people we spoke to feel schools should do more to help them prepare for employment and adult life. This is consistent with the Youth Council Make Your Mark ballots, in which a Curriculum for Life receives a high number of votes every year. (This is now being developed in Manchester and will be available for mainstream and specialist settings to use with children and young people.)

5.19 Both school and college students felt more careers guidance should be provided. Some secondary mainstream students with SEND wanted their support to be more discreet and to be asked more about how they wanted to be supported.

5.20 College students are generally very positive about their classroom experience and enjoy having the opportunity to choose their courses. Students also enjoy the change in relationship between learners and staff – and being treated as young adults.

- I'm doing personal development and have really enjoyed it. I can't explain how much my teachers have helped me – I'm so grateful for everything they have done.
- There should be more computer coding classes in school and college
- There isn't enough information about what support is available at college.
- Every young person should be able to do 2 weeks work experience in Year 10 and 11.

5.21 A number of respondents expressed their concern about curriculum limitations in mainstream education for children and young people with SEND, and that this is contributing to the rise in exclusions. Several people also felt the DfE and Ofsted focus on academic attainment and progress fails to recognise the more holistic progress many pupils with SEND make – in terms of social skills, maturity and greater independence.

5.22 School survey responses:

- Special schools have welcomed the Rochford Review recommendations to assess children in a meaningful way and use their expertise to plan an appropriate individualised curriculum.
- Schools are only able to offer a GCSE curriculum, not the range of vocational and academic subjects assessed using alternative qualifications (e.g. Asdan)

5.23 Comments from staff working in post 16 education, training and support services and members of the Learning Disability Partnership Board:

- There is a greater need for a variety of vocational courses and a greater emphasis on life skills
- There is sometimes need for additional support in college for learning disabled people to pursue academic interests including music and drama, which are subjects that can help build confidence.
- The social aspect of being independent needs to be part of the curriculum – travel training for more than just home to school – should give people skills to go out and see friends

5.24 Inclusion

Young people, parents and schools and colleges all cite that there is inconsistency in the level of inclusivity in schools and colleges across the city. The number of short term and permanent exclusions is rising – in 2017-18 there have been 106 permanent exclusions of pupils with SEND from Manchester schools. The majority of the pupils have SEMH and are at SEN Support level. A high proportion of the calls from parents received by the Information, Advice and Support service parents relate to exclusions of children with SEND.

5.25 Young people

Several students commented that they experienced less bullying at college than they did at school.

5.26 Parent responses were mixed, however they were particularly positive in regard to special school provision. Individuals cited the impact of teaching assistants, other comments included reference to school being the major line of support.

5.27 School and college survey responses:

- Knowledge and understanding about pupils' difficulties and ways to manage these has improved in recent years so children are able to access a wider range of interventions, which address a wider range of needs
- There was reference to staff commitment being excellent and comments about an increasingly well trained staff – teachers/SENCOs/TAs
- Schools expressed difficulty in finding support workers who have had training to work with special needs and have to use agency staff.

5.28 Support to schools and colleges

The local authority commissions special schools to provide outreach support to mainstream schools. This includes advice on strategies for working with individual pupils, advice on differentiating the curriculum, recommendations of resources and equipment, running training and learning walks. This support is highly valued and its impact evaluated annually.

5.29 The authority runs termly SENCO and Inclusion lead networks, Preparing for Adulthood (PfA) networks and commissions RHOSY to deliver early years SENCO networks and other training. The SENCO and PfA networks in 2017-18 had delegates from over 140 schools and colleges.

The authority also delivers networks for Designated Teachers for Looked After Children (our children), Designated Teachers for Safeguarding and Attendance leads.

5.30 Healthy Schools also provide a highly regarded training programme and resources for schools, including how to support pupils' emotional wellbeing.

5.31 Some staff and parents commented that pupils in mainstream schools and colleges would benefit from more access to specialist teachers and other specialists.

5.32 School and college survey responses:

- Our experience is one of receiving strong support from MCC for our high needs students, no issues with any requests or support
- Cross special school partnership working is excellent.
- The specialist support school outreach lead offers ongoing valuable guidance.
- There is wide-ranging outreach support from special schools.
- Specialist provision staff always on hand for advice and guidance.

5.33 Involvement of parents/carers, children and young people

The views of children/young people, parents/carers are central to their individual EHCPs and to strategic decision making and commissioning. Some parents of pupils at SEN Support level expressed concern that their and their child's views are not routinely sought and that they are not given sufficient opportunity to review their child's provision.

5.34 Communication with parents was a topic that came up many times at the Working Together event and in parent carer surveys. Of particular concern raised was communication between some schools and parents.

5.35 Manchester Parent Carer Forum Manchester City Council and health partners launched a Co-production Charter at the recent Working Together event. This commits all partners to:

- Trust each other
- Support each other to understand the approach
- Embed co-production in all areas of work
- Work in the Manchester way
- Work in equal partnership from the start, valuing everyone
- Be transparent, accountable and honest
- Focus on strengths - welcome and care.

5.36 School survey responses:

- The child's voice is central to the EHCP and hopes and aspirations are noted.
- The focus is the child and family. The process recognises that education is one aspect of the child's life and it seeks to reflect the child in the round.
- EHCP review meetings have enabled family and school to write more child centred outcomes to help meet all their needs.

#### 5.37 EHCP processes

In the last year, the Statutory Assessment Team have significantly improved the percentage of EHCPs that are completed within the 20 week timescales. They have also worked with parents and partner agencies to improve documentation and processes.

#### 5.38 Parent responses:

- Detailed EHC plans which show the support children should be getting and how often have helped parents however some parents have commented that issuing the EHCP can be too slow.

#### 5.39 School and college survey responses were generally positive:

- Schools and colleges commented positively that EHCPs were usually completed in the time set and that plans seem to generally be working well with clear and achievable outcomes. There were also comments that the new EHCP layout allows for a more child centred approach.
- However there was some concern raised about the variable quality of the paperwork received and about the lack of educational psychology availability due to the high number of assessments needed.

#### 5.40 Integrated working

Parents are positive about being able to access a range of support **through Early Help**. There is also very good feedback on the joint SEND, Early Help and Parent Forum drop in sessions that are held half termly. These allow parents to meet a range of agencies in one place and have their questions answered. However, parents want to be able to self-refer into Early Help and to have a single pathway into all local authority services (to be able to tell their story once rather than many times). Parents also ask about having one point of contact. Someone to signpost and co-ordinate all services.

#### 5.41 Parent survey responses:

- Parents commented that some schools were excellent at integrated working but raised concern about access to some health services including occupational therapy.
- However where health services are accessed the feedback was very positive with particular reference SALT, CAMHS, Physiotherapy, paediatrician, genetics and GPs
- There were some comments that all services individually have been good, but frustration was raised at the lack of joining up.

5.42 Parents at the Working Together event found the **CAMHS** service very supportive and liked their person centred approach. However, some felt that elements of the offer were not accessible for working parents and that waiting times are too long.

- Parents particularly appreciate specialist health visitors. Parents would like to see more input from health at EHCP reviews.
- Parents feel they need more information about social care and in particular about support around transition into adulthood.

5.43 CAMHS co-ordinate multi agency training for parents of children newly diagnosed with Autism. These courses receive excellent evaluations, but parents have asked for follow up courses as their children get older and their needs change.

5.44 School survey responses:

- Insufficient access to specialist staff – including educational psychologists, Speech and Language Therapists, Occupational Therapists, school nurses, CAMHS / education, health and care working in partnership.
- Working within a multi-disciplinary team is tricky and education seem to bear the brunt of the many organisational aspects of maintaining and reviewing an EHCP.

5.45 In April the Children's and Education services staff engagement events had a focus on SEND, so that all staff have a greater awareness of the Children and Families Act reforms and their own role in improving outcomes for children with SEND.

5.46 The wider Local Offer

The Local Offer website:

Parents at the Working Together event commented on the good quality information on the Local Offer and the benefits of having information in one place. However, some parents find the Local Offer difficult to navigate and it needs more promotion – particularly by mainstream schools and services. The parent carer survey showed that only 41% of respondents had heard of the Local Offer. This is much lower than the last survey – in which 68% had heard of the Local Offer. This is probably accounted for by the fact that a bigger percentage of respondents to the latest survey have children in mainstream schools. A majority of parents also thought it was difficult to find the information they were looking for.

5.47 The Local Offer Review Board – which is co-chaired by Manchester Parent Carer Forum and the local authority - has a remit to keep the Local Offer under review and to report gaps in provision to the SEND Board.

5.48 Short Breaks are valued and parents at the Working Together event spoke about the benefits for their children and the flexibility of direct payments. However, parents found the application process difficult with long waiting times and delays in accessing services. Parents would like clearer criteria and processes and more flexibility for working parents.

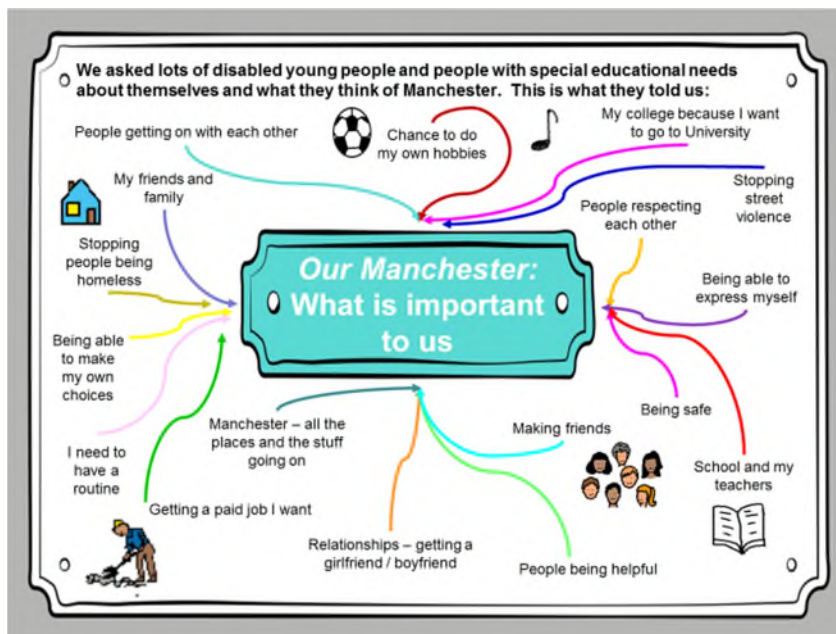


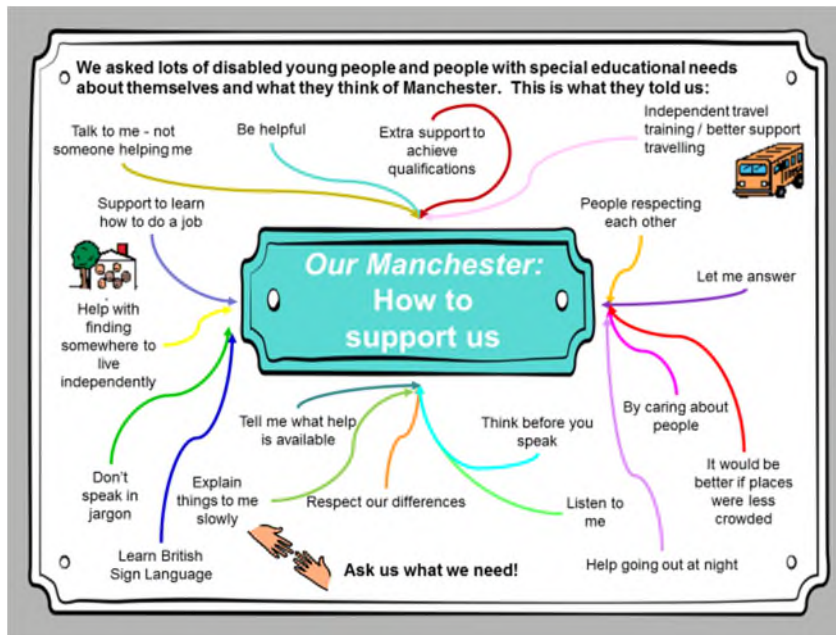
- Parents who responded to the online survey were generally very positive about the impact short breaks had on family life.

5.49 The Information, Advice and Support Service (IAS) is valued by parents and they would like to see the team in the community more often. Young people prefer to speak to people they know for information and advice, so the IAS role includes providing advice, and building capacity of statutory and voluntary agencies who work with young people with SEND.

5.50 Young people's views. Last year groups of young people worked with the local authority to feed their views through to the Our Manchester Disability Plan (OMDP) Board. They also helped create a presentation that was sent to all schools, to promote the OMDP and to help pupils understand the social model of disability. One young person defined the social model as: 'It's when someone doesn't fit, but instead of changing them to make them fit, we change the stuff around them instead.'

5.51 These slides show what the young people said is important to them about Manchester and how they want to be supported, to take advantage of the opportunities Manchester has to offer:





### 5.52 Young people's focus groups

Young people have very strong views about what is working well and needs to be improved to make Manchester a more accessible place to live, study, work, travel and have fun in.

- Manchester has lots of things to do for young people – shops, cinema, music, swimming, bowling, art gallery etc
- First it is about changing people's attitudes
- Tram stops should have verbal announcements for people who are visually impaired or can't read.
- All students with SEND should have access to travel training – and to be shown more than 1 route
- Need more space for wheelchairs on trams and buses
- Taxi drivers should know how to use the mobility ramp
- Students with an EHCP get a free bus pass, but others with SEND say that bus, train and tram fares are too expensive.
- I feel safe going out in the day, but not at night
- Some parts of the city don't feel safe – when I'm in the city centre lots of people ask me for money.

### 5.53 Preparing for Adulthood

Preparing for Adulthood is an important element of the SEND reforms and is about families and all partners starting to think from the earliest years how to help the child achieve good life outcomes as they move into adulthood. These outcomes include: employment or higher education, good health and wellbeing, access to the community and independence skills. Schools and colleges are using the Preparing for Adulthood life outcome headings at annual reviews from Year 7.

5.54 There is a variation in experiences of transition between school and college and between children's and adults' care and health services.

#### 5.55 Young people:

Most of the young people we talk to have high aspirations and want to have an 'ordinary life' like their non-disabled peers. There is sometimes a tension between the young person's aspirations to work and to travel independently and their parents' concerns for their safety.

- More help with transition from school to college
- I would have preferred to have a few days at college to make it less unknown, to get to know the building.
- A buddy would have been good.
- I would like to manage my own money and be that bit more independent.
- I would like to see what jobs are out there before choosing something I really like.

#### 5.56 Parent carer survey

- Parents commented positively about opportunities for independence including apprenticeships.
- However concern was raised in regard to transition and the difficulty of access to services over the age of 18; mental health provision and early help were both referenced specifically.

#### 5.57 School and college survey:

- There is strong communication in the support that underpins post 16 transition and high levels of knowledge about individual young people are used to inform progression.

#### 5.58 Responses from the Preparing for Adulthood network, Youth organisations and Learning Disability partnership board:

- Develop a route for young people who want to learn enterprise skills and be self-employed
- Work with parents to support them to explore facilities for their young people in their local community
- More flexibility in apprenticeships and training – e.g. opportunities for part time
- Better understanding of funding to support young people in apprenticeships and employment
- In some cases there is a lack of key worker/job coach support once a young person leaves college and moves into paid work
- Concern about young people with mental health needs who are not able to leave their bedrooms
- Need training in independent living skills to be widely available – and not just for young people with EHCPs
- Concern that young people are not having mental capacity assessments at an early enough stage. Need to know if young people can make their own decisions and choices.

## 6.0 Responses to the strategic review

6.1 The strategic review has been a valuable exercise – it has provided evidence from a wide range of stakeholders of what is working well in Manchester and what needs to be improved within education, as well as care and health.

6.2 We have already acted on a number of the areas that have been highlighted in our consultations with stakeholders:

**6.3 ELKLAN.** Children and young people with speech language and communication needs (SLCN) generally have poorer outcomes than their peers, but the focus on communication skills in the early years is narrowing the gap. A number of schools have been trained by the Speech and Language Service to use a communication resource – ELKLAN. This is having a very positive impact, so the local authority has commissioned the speech and language service to train at least one member of staff in every Manchester primary and secondary school over the next two years. In addition the service will run termly networks for the school 'communication champions' and evaluate the impact of the programme on children's outcomes.

**6.4 Matching Provision to Need Tool.** Accurate and timely identification of children and young people's needs is an area that many parents and staff commented upon in our review. An experienced SENCO has been working with the authority, schools and parents over the last few months to update our Matching Provision to Need Tool. The aim is to more clearly describe pupils' needs at universal, SEN Support and EHCP level and what strategies/provision should be in place at each of these levels. The new tool will be in place in September 2018.

**6.5 EHCPs.** The Statutory Assessment Team are updating their Education, Health and Care assessment processes, guidance, letters and templates in response to feedback from parents and parents/carers. A further round of person centred review facilitation training is being run in June /July 2018 to ensure teachers and other staff are skilled in keeping the child / young person and parents' views at the centre of the EHCP.

**6.6 Inclusion.** The local authority is working with schools and other agencies to improve inclusion in mainstream and particularly to reduce exclusions. In 2018 the authority will produce model behaviour policy that includes how to make reasonable adjustments for young people with SEND.

**6.7 Co-production** with parents/carers is now well established and parents are involved in strategic decision making. However, the strategic voice of young people needs further development. A project manager has been appointed to lead an action plan over the next year to ensure the voice of children and young people is influencing our SEND strategy.

**6.8 Local Offer.** The search function and design of the Local Offer website are highlighted by parents and carers as areas for improvement. Our group of Parent Champions are helping to improve parent access to the Local Offer and they are feeding back views to the Local Offer and Communications Teams. A major upgrade of the search function and changes to page design suggested by Parent Champions

are underway. An area for further development in 2018-19 is promoting the Local Offer more effectively through mainstream schools and universal services.

**6.9 Leisure.** Access to leisure opportunities for children and young people with SEND was mentioned many times by parents and young people during the review. The next meeting of the Local Offer Review Board is focusing on inclusive leisure, youth and play opportunities.

**6.10 The Autism Pathway** pilot – co-produced by health, parents and education – is due to start in September 2018. This new pathway has been developed as a result of increasing numbers of referrals to health for an Autism diagnosis, and staffing resource not keeping pace with demand. In addition, the new pathway is designed to improve the experience of children and parents and includes a lead clinician to work with the family throughout the process.

**6.11 Single pathway.** Work has begun on co-producing a single pathway into services. This is identified by families as a key area for improvement. The work will include referral and assessment pathways into: early help, SEND services, short breaks and specialist equipment and adaptations.

**6.12 A multi-agency panel** is in place and a Senior Commissioner has been appointed to develop joint commissioning of places and to improve outcomes for children with the highest level of needs.

**6.13 Training.** In response to requests from SENCOs and to promote inclusion, the 2017-18 SENCO networks have included training from Qualified Teachers of Visually Impaired pupils and Teachers of Deaf pupils – on strategies to make the curriculum and environment more inclusive for visually and hearing impaired pupils; Bridgelea PRU on supporting pupils with SEMH, speech and language therapists on communication strategies and Educational Psychologists on emotional well-being of staff. A transition working group, including teachers, IAS and the local authority are creating a resource to help children make a good transition from key stage 2 to 3, using best practice gathered from SENCOs.

**6.14 Outreach support** from special schools is highly valued by schools and families. The authority will continue to commission this provision and is working with the schools to further develop their offer.

**6.15 Transition.** Children's and Adults' services, education and health are working on a plan to improve transition into adult life, including for young people with SEND.

**6.16 Supported Internships.** The local authority is commissioning a further Supported Internship to start in September 2018 and is running training in job coaching skills for staff from school sixth forms and colleges who are planning to deliver Supported Internships in 2019. We are establishing a Supported Internship Forum with stakeholders including schools, colleges, employers, voluntary sector and young people, to drive the further development of internships across the city.

**6.17 Apprenticeships.** Access to apprenticeships for young people with SEND has been highlighted as another area for improvement – by young people, parents and

the OMDP employment workstream. Work and Skills and SEND staff have held workshops with young people and apprenticeship providers to explore current barriers and possible solutions. This work will continue in 2018-19.

## **7.0 Proposal for capital investment**

7.1 We anticipate that further investment, in addition to the £2.9 million capital allocation for SEND, will be required to meet the growth in the cohort of children with an Education Health and Care Plan who require specialist provision in resourced provision or special schools now and in the future. Further work is being undertaken with Capital Programmes and Property to identify opportunities for creating places by maximising sites to their full potential.

7.2 This investment will need to be resourced from Basic Need capital. A review of existing specialist provision will be undertaken to ensure suitability in terms of its quality, type and location to meet need. Where work of this nature is required, statutory processes will be followed including the need for further consultation.

7.3 Executive have agreed a proposal that c. £20m of the 2019/20 Basic Need grant is used to support necessary works to the SEND and Alternative Provision (AP) estate, either through expansions, refurbishments or new builds. This is in addition to the £2.9m capital funding allocated to the Local Authority for SEND Education provision. The initial capital allocation for SEND of £2.4 million will be used for expansion of specialist support school provision.

## **8.0 Conclusion**

8.1 The areas for improvement identified within this report have informed our Local Area self-evaluation and action plan. The key aspects of our strategy are to:

- continue and further develop the work to maximise independence for children and young people with Special Education Needs and those who are Disabled (SEND)
- increase choice and control for children and young people with SEND and their families;
- increase access to local and universal opportunities, facilities, activities, and services within local communities;
- ensure that Education is inclusive and improves attainment and other outcomes for children and young people;
- ensure that there is better transition and integration within education, health and care;
- secure more post 16 choices for young people such as increased access to supported internships, training and opportunities to move on to employment;
- increase opportunities and develop ways to improve how the voice of children and young people is included in service design and delivery.

8.2 These will be achieved through the implementation of the duties outlined in the Children and Families Act 2014. Specifically, in Manchester this includes:

- a coherent Local Offer which is co-produced and quality assured by parents/carers and includes the voice of children /young people

- using a person centred, strengths-based approach to identifying need and providing help at the earliest opportunity;
- increasing access to personal budgets which enables children and families to have more choice and control over how their support needs are met. This includes increased access to personal travel budgets;
- short breaks which maximise the leisure activities available in the City and especially in local neighbourhoods and making universal activities as accessible as possible;
- access to inclusive education within the City wherever possible, improving outcomes at key stage 4 and reducing persistent absence and fixed term exclusions for children and young people with SEND;
- ensuring where children and young people require access to specialist provision to access education or for a short break that this is available within the City;
- reducing NEET and increasing access to a wide range of post 16 opportunities including supported internships, training, apprenticeships and other employment opportunities;
- jointly commissioning services and provision for children and young people with the most complex needs and where there are identified gaps in provision.
- reducing exclusions for children with an EHCP plan and in particular for those children receiving SEN support

## **Annex 1**

### **Manchester Parent Carer Forum Survey Winter 2017-18**

**1. Please tell us how well you think your child/young person's needs are being met by Education? e.g. schools, IAS, EHCPs etc**

67% of respondents answered quite well or very well

**2. How well do education services and professionals work together to support your child/young person?**

46% said quite well or very well

28% said just OK

22% said poorly

**3. As a parent/carers how involved are you in setting education targets for your child/young person?**

56% answered quite well or very well

19% answered satisfactory

20% answered poorly

**4. Please tell us how well you think your child/young person's needs are being met by health?**

56% said very well or quite well

30% said not very well

**5. How well do health services and professionals work together to support your child/young person?**

42% said very well or quite well

28% said just OK

21% said poorly

**6. As a parent/carers how involved are you in setting health targets/outcomes for your child/young person?**

45% said very well or quite well

25% said satisfactory

16% said poorly

**7. Do you receive a Short Break?**

28% answered Yes

72% answered No

**8. Have you had a social worker in the past 12 months?**

18% answered Yes

82% answered No

**9. If your young person is aged 14-25 years old, please tell us how your experience of transition/preparing for adulthood has been to date.**

22% answered good or very good

39% answered satisfactory

39% answered bad or very bad



**10. How easy do you find it to get information about what services are available and what they do?**

33% said really easy or quite easy  
61% said a bit difficult or very difficult

**11. Have you heard of the SEND Local Offer?**

41% said Yes  
59% said No

**12. If you have used the SEND Local Offer, did you find the information you were looking for?**

41% said Yes easily or after a lot of searching  
59% said No it was too difficult to search or the information was not there

**13. As a parent/carers do you feel you need any extra support?**

68% said Yes  
32% said No

## Annex 2

### School and college survey questions January 2018

#### Q1a How satisfied or otherwise are you with provision funded through the high needs block in Manchester?

Very satisfied	Satisfied	Neither satisfied nor dissatisfied	Very dissatisfied	Dissatisfied	Don't Know
2 (3.4%)	8 (13.6%)	12 (20.3%)	19 (32.2%)	16 (27.1%)	2 (3.4%)

#### Q1b Why?

The main reasons staff felt dissatisfied or very dissatisfied relate to:

- lack of specialist provision,
- pupils incorrectly placed in provision,
- insufficient funding - both the money delegated to schools and the amount paid to schools for pupils with EHCPs,
- reduction in funding of the Sensory Support Service,
- insufficient access to therapists, CAMHS and educational psychologists.

The reasons staff gave for being satisfied or very satisfied included:

- effective transfers from Statements to EHCPs,
- high quality specialist provision in the city,
- schools given flexibility to use funding to support strategies that best meet pupil need.

#### Q2 What is working well in enabling schools to meet the need of children and young people with EHCPs?

Answers are included in the consultation section of the report:

#### Q3 What barriers do schools face in meeting the needs of pupils with EHCPs:

Answers are included in the consultation section of the report:

#### Q4 How effectively do schools meet the needs of pupils with:

Q4a Cognition & Learning

Q4b Communication & interaction

Q4c Social, Emotional and Mental Health

Q4d Physical and/or sensory

#### Q5 Any other comments:

These comments have been incorporated into the consultation section of this report