TRAFFORD COUNCIL

Report to: Trafford Pandemic Scrutiny Committee

Date: 29th July 2020 Report for: Information

Report of: Director of Education, Standards, Quality and Performance

Report Title

Response to the Children and Young People's Scrutiny Committee Task & Finish Group Review into the Education, Health and Care Plan (EHCP) Process in Trafford.

Summary

Following the publication of the Task and Finish Group Review into the EHCP process, Trafford officers have produced a response to the information and recommendations made.

Contact person for access to background papers and further information:

Name: Karen Samples

Extension: 8686

Background Papers: None.

FOREWORD: Councillor Catherine Hynes, Councillor Karina Carter on behalf of the Executive

We would like to sincerely thank the Children and Young People's Scrutiny Committee and everybody involved in the Task and Finish Review into the Education, Health & Care Plan (EHCP) process in Trafford. We are really grateful for the commitment of committee members in undertaking this review and for highlighting the experiences of Trafford children and young people and their families.

The Executive fully endorses the Vision for Trafford SEND Provision which has been coproduced through the SEND Board. We are committed to ensuring this Vision is a reality for all children and young people with Special Educational Needs and Disabilities in Trafford.

The Vision

"Our vision in Trafford is to have a well-planned provision that meets the needs of children and young people with SEND and their families. This means integrated services across education, health and social care which work closely with parents and carers, which ensure that individual needs are met without unnecessary bureaucracy or delay. It also means a strong commitment to early intervention and prevention so that early help is provided in a timely way.

We believe that every Trafford child and young person should have their needs met, as far as possible in their local community. We expect every provider to make effective provision for children with SEN and disabilities so that they make good educational progress and can move on easily to the next stage of their education and later into employment and independent adult life. We aim to achieve this by using the best expertise and knowledge in all services, to increase capacity throughout the borough by sharing best practice and by promoting a model of collaborative working and shared responsibility.

We expect education, care and health services to be delivered in an integrated way so that the experience of families accessing services is positive and children's and young people's learning and development, safety, well-being and health outcomes are well promoted alongside their educational progress and achievement.

To deliver our plan, we must identify children with SEND at the earliest possible opportunity and provide them and their families with the support they need to have the best possible start in life and achieve their potential".

The Executive were very concerned about the timeliness of the delivery of EHC Plans and welcome the significant improvements in this area, which have seen performance rise from 14.8% (in 2018) to 76% of plans now being issued within the 20 week timeframe. Whilst we are pleased to see these improvements and thank the Officers for their commitment to improving performance in this area, the Executive also recognises there is more to do in ensuring the quality of plans is consistently high. The Executive has been keen to see the development of a Quality Assurance Framework which will focus on the quality of EHC Plans. This framework is being developed and the Executive Member for Children's Services and the Lead Member for Education will monitor performance.

We would like to draw your attention to the Strategic SEND Action Plan at Appendix 1 of this report which provides further details of plans to improve the quality of service delivery. The plan outlines further Ambitions for SEND Services and the Executive Member and Lead Member will monitor progress against the targets set in the plan. Data monitoring is also fed back to the SEND Board and the DfE on a monthly basis.

The Executive is eager to see the SEND Peer Review take place, which had been planned for May 2020 but which has unfortunately been temporarily put on hold, due to COVID. In addition, the pandemic has also impacted on the Inclusion Charter which was launched for all schools earlier in the year, and following full reopening of schools the aim is that this will be embedded within the school community to make every school in Trafford an Inclusive School.

The Task and Finish report raises concerns around decision making processes in respect of assessing children for EHCP and whether these processes meet legal requirements. Officers of the Council have provided the Executive with assurances that EHCP assessment processes are compliant with the law. In order to better understand the decision making processes undertaken by the Panel, the Executive Member for Children's Services will periodically attend Assessment Panels, as an observer.

Where decisions are taken not to assess children for EHCP, the Executive believe it is vital decisions are communicated clearly and in a supportive way so that families understand why decisions have been made, what help is available for their children and how to access relevant support. The Executive recognises the impact that Tribunals can have on families and is keen to ensure that all steps are taken to mediate with families as effectively as possible.

Understanding the experience of children, young people and families is critical in ensuring continuous improvement in service delivery. The Executive welcomes and encourages initiatives to support this, including proposals for a parental walkthrough of the service and a project to develop an outcomes-based framework for SEND, recently launched through training from the Council for Disabled Children.

The Executive recognises the importance of early identification of need and of linking children and families with the right help and support at the earliest opportunity. In order to do this effectively the service must work closely with commissioned services and partners; particularly with schools and healthcare providers and be able to identify and address the impact of any blockages within those systems. We believe that jointly commissioning services will help to support better outcomes for children with SEND and are pleased to see this reflected in the SEND Action Plan.

We champion the strengthening of relationships with Trafford families, Trafford Parent's Forum, schools, providers and our communities. The Executive would like to highlight the very positive work of the Communication and Engagement Group and urge Members to study the Strategic Plan and Engagement Report within the document to gain a detailed insight into the amount of work that is being undertaken in order to support parents through this often confusing process.

The Task and Finish Group have requested the Executive support them to carry out further work and we would like to confirm our support for this. The Executive have asked Officers to provide a response to the Task and Finish Review and we thank them for the work they have carried out in compiling this response.

1.0 Background

- 1.1 Following a previous report in 2016, recommendations had been made to Executive. Councillors wanted to see whether progress had been made in these areas while looking to see whether any new issues or areas of good practice had developed.
- 1.2 It was agreed in July 2018, that a task and finish group would be formed to carry out the review.
- 1.3 The review encompassed the following activities:
 - Initial meeting with officers
 - Meeting with Trafford Parent and Young Peoples' Partnership Service (PYPPS), Trafford Parent Forum, 2 parents and a Special School Headteacher
 - Meeting with the Trafford EHCP team

A report was then published by the Task & Finish group.

2.0 Trafford's Inclusion Service's response to the Task & Finish Group's Review

- 2.1 Officers would like to thank the Councillors for their detailed report and for sharing their findings of discussions and meetings with a range of stakeholders. Whilst the report was a challenging read, we remain committed to listening to these views and proactive in our endeavours to improve the service in collaboration with children, young people, families and professionals.
- 2.2 Trafford Education Services pride themselves on the positive relationships they have with all of their schools and settings. Senior leaders from a range of providers are represented on a number of boards, as well the Strategic SEND Board, enabling us to gain a representative picture across the landscape of mainstream and special educational provision, particularly as different schools have very different areas of expertise and practice.
- 2.3 Trafford's SENDIASS service (previously PPYPS) is now represented on the Strategic SEND Board, as well as the Communication and Engagement Group. This provides an opportunity for regular performance reports to be shared and issues to be presented as they arise. All LA officers welcome frank and thorough communications and would hope to move forward with this as a key area for development so that we are all able to support the children young people and families of Trafford together. Through our revised strategic plan, co-production and partnership remains the number one ambition and one where communication and dialogue will feature. (See Appendix 1)
- 2.4 We were concerned to read the point raised relating to the Council not recognising the SEND needs of 'high performing' children. Understanding these issues specifically would be very helpful to enable us to address these concerns as schools determine which children are priorities for a needs assessment. In order to address this particular issue, we have asked SENCOs to have a meeting in the first instance with families to discuss their concerns in order to reach a suitable solution.

In addition, the training on the Trafford Autism and Social Communication (TASC) Pathway explicitly directs SENCOs to complete the questionnaire/screening document with parents so that is was possible to understand where the differences

or discrepancies are. This message has also been shared with the Trafford Parent/Carer Forum.

Equally, with the creation of the Educational Psychology Facebook page, we are now offering parental consultations to support families in such cases. These are not assessments but opportunities for parents to speak to an EP and get advice, guidance or support through signposting to an alternative service.

Officers would be more than happy to consider other ways around this commissioning situation with partners.

We would also like to create an opportunity for parents to participate in a walk-through of the EHCP process to highlight where some of the challenges are, so we can work in partnership to address these. The services remain committed to ensuring that this journey is as smooth and supportive as possible, and most importantly, has a positive impact on the outcomes of children and young people. This is clearly outlined in our future ambitions and remains a priority for the Strategic SEND Board.

- 2.5 Officers are in agreement that there has been an increase in parental applications and our intelligence and data suggests that the following are some factors which contribute to this:
 - Parental anxiety around transition from Y6 Y7
 - Lower legal test has seen a national increase in parental applications
 - Trafford's selective school system and the pressure this can create on children to obtain grammar school places

Once again, further to the report, transition at all key points, is a priority for the SEND Board from 2019-2021. Through one of our teaching schools, Trafford Teaching School Alliance, we have established a research and development project, based on Transition which has received commitment from the vast majority of secondary schools and over half the primary schools. This will provide a unique opportunity to develop key relationships and establish a co-ordinated approach to transition into year 7 based on examples of good practice.

2.6 Officers are keen to offer assurances with regard to the following statement: 'The Councillors note that the legal requirements for whether to conduct an EHC needs assessment are set very low and they want assurance that the Council is not (illegally) making it more difficult for Children and Young People to receive an assessment.'

Trafford's assessment and resources panels are multi-agency and they include operational managers across education (including LA officers as well as school representatives), health (Community Paediatrician) and social care (Early Help and Complex Needs representatives). This ensures that decision making processes are robust, transparent and consistent. These panels meet on a weekly basis which has enabled the Local Authority to demonstrate a significant improvement in the timeliness of this process and completion of EHC Needs Assessments. (See Appendix 2) We were delighted to have Sara Todd, our Chief Executive, attend a panel as an observer quite recently. Clearly, where parents are not satisfied with the outcome of the panel's decision, mediation is offered to ensure there is a shared understanding of the outcome.

2.7 The Trafford SENCO Forums have been in operation for a number of years and have continued to develop and evolve based on need and at the request of schools and professionals. It continues to act as a means of enabling professional development for SENCOs, sharing current information and changes in policy, procedure and where appropriate legislation, and for SENCOs to feedback their concerns about Education, Health and Social Care Services.

They continue to be well attended as follows:

Feb 2019 – 52 Primary colleagues (49 mainstream, 3 special), 11 Secondary schools (including 1 special school)

June 2019 – 23 secondary colleagues (18 schools), 45 primary colleagues (40 schools)

During lockdown, the SENCO forum has focused on Annual Reviews and related issues (eg developing PfA outcomes). The service was delighted that over 80 participants logged into the virtual platform from all sectors.

3.0 EHCP Panels and decision-making processes

- 3.1 The two panels, Trafford Assessment Panel (TAP) and Moderation and Resource Panel (MAR) continue to meet on a regular basis; the TAP and MAR meet fortnightly on alternative weeks and a whole day panel is held every month to ensure that decisions keep to statutory timelines. As stated previously, membership on these panels has been strengthened over time, with representatives from all agencies including operational managers. As a result of these changes, the timeliness of issuing plans has improved significantly and current performance has moved from 14.8% to 76% being completed within 20 weeks. There are a number of reasons which we believe have contributed to this improving picture which include:
 - > A relentless focus on transferring existing statements to EHC plans and addressing the backlog
 - ➤ Delivery of training to schools has contributed to improvements in referrals therefore a high percentage of applications are converted in to EHCPs
 - ➤ The Graduated Approach document which was produced in partnership with schools has enabled a more robust evidence-based approach to referrals. Indeed Trafford's model for this has been shared as an example of good practice with other local authorities
 - A restructured panel which meets more frequently has enabled a more effective and efficient process
 - Improved stability in the EHC team

We can also confirm that all LA panel members have been on IPSEA training in the last 12 months.

Councillors were provided with a document that related to the composition and decision making processes of both TAP and MAR and the on-line Trafford Local Offer provides relevant information for service users. (A recent independent review of the information on the Local Officer has just taken place by Mott MacDonald, the findings of which are enclosed within the following document.



The two points that were rated red and amber were both addressed immediately.

We have also revised the letters that are going to parents following a decision to ensure that they are specific and informative and we would welcome further work with parent groups in developing practice in this area through the Communication and Engagement Group.

3.1 The comment below does not provide any specific information.

'The Councillors are concerned that the panel process may not stand up to legal challenge and may be found to be unlawful policy which has denied children assessment of needs. Children are entitled to an appropriate not just an adequate education.'

A detailed look at the LA's tribunal information may be helpful to the Councillors in this respect and the most recent data is presented in **Appendix 2**.

We would welcome more positive and supportive involvement from SENDIASS before parents feel they have to lodge cases with tribunal so that direct and early dialogue is encouraged. The figures reflected in the report relating to tribunals may also need further clarification. It is not clear what year they relate to. LA officers would welcome further exploration of the issues in this area and in particular how the LA can work closely with parents to avoid any unnecessary stress and anxiety related to this process. This will be part of the new SEND action plan as we continue our focus on the quality of the EHCP process and use customer journey mapping to support our self-evaluation.

Further responses for recommendation

Training	Trafford Response	
1. That all staff involved in SEND	All LA panel members have been in	
services receive legal training from an	receipt of IPSEA training and new	
independent source, such as IPSEA, to	members of teams and services regularly	

ensure that those working in the authority are fully aware of, and able to meet, their legal obligations access IPSEA training when it is on offer

2. That the training and guidance for SENCOs be provided to the Task and Finish group and that rolling this out on a larger scale for Council and School staff be considered.

A joint Trafford Teaching School Alliance and LA training and support document is already available alongside all training and support provided by the Educational Psychology Service.



Service Change

3. To develop and publish a SEN communication policy which makes it clear to parents and carers how and when the authority will communicate with them regarding their children.

The communication and engagement group has a strategic plan which would support work in this area.

We would welcome support in the development of this through members of the Communication & Engagement group and Trafford Parents Forum.

Officers from the LA attend regular drop ins with Trafford Parent Forum to provide training and advice on specific issues such as the Graduated Approach and the Trafford Autism and Social Communication Pathway.

The EPS also offers free parent workshops on the Graduated Approach that all schools can access. A copy of the latest C&E group report can be found here. It remains draft as it is to be signed off at the next SEND board meeting.



- 4. Consideration to be given to how to include the parental voice within the panel process, e.g. allowing parents to attend SEND Panels, in the interests of openness and transparency.
- 5. That formal minutes be taken at Panel Meetings which are compliant with public law (taken in a prescribed way, circulated for approval, and then approved) and made available to those involved in the process.

LA officers conduct a survey of all NW LA panels looking at composite, parent voice, process and recording. Out of 22 local authorities, 10 responded to the questions about the composition of panel. None of those reported direct parental representation.

Whilst we do not feel that parental representation can be achieved in a fair and equitable way for all families as not all parents would be able to attend during the day, officers will continue to work with Trafford Parent/Carer forum to ensure the voice of the families are represented through the completion of documentation and ensure communication of outcomes is effective. Again, our ambition to build

stakeholder confidence by delivering a high quality statutory assessment process which meets timescales and ensures that children and young people with SEND, and their parents and carers, are considered at every stage of the process will enable us to reflect on the panel process. Our Exec Member for Children's Services has also been invited to observe the Panel. Officers can also confirm that meetings are minuted. PYPPS is now known as Trafford 6. That a leaflet be created for parents with the contact details of Trafford SENDIASS (Trafford SEND Information, Parents Forum and PYPPS Advice and Support Service) They have their own website and social media pages. Leaflets are available and shared with families and the schools in Trafford. The service has their own merchandise that is given out at events and they have attended the SENCO forum to introduce the service to all of the SENCOs in conjunction with Trafford Parent/Carer forum. The service is also advertised as part of the Independent Advisory Service network and the Council for Disabled Children share the link for SENDIASS through their website. 7. That a work group be formed to Through the work of the Education Board consider innovative ways the Council and Inclusion Collaborative, an Inclusion can work with schools to support them Charter has been developed to be in being more inclusive, e.g. support adopted by all Trafford schools. Once schools to gain the Inclusion Quality schools fully re-open, this work will Mark. That this group is to include commence once again. A copy of the Officers from the Council and School charter can be found here. Staff. Inclusion Charter.pptx 8. That the Council look at how Again this service has been restructured additional support can be given to and has a new manager in place. They PYPPS to increase their capacity and are an active member of the Strategic utilise the service more. Board and share regular reports. **Service Review** full That review of A Local Offer review has already been а all documentation relating to SEND in the undertaken by an independent body authority be conducted to ensure that all Mott MacDonald as stated earlier. wording is clear and concise. The council has also commissioned a Peer Review which will provide another forensic view on all SEND documentation and processes. The Trafford Local Offer continues to be a 10. That early signposting for parents

be reviewed to ensure that there is easy access to all necessary information. 11. That a full review of EHC Assessments be conducted, including a comparison with other Councils' and private assessments, and that the review be carried with the support of independent experts.	source of rich information for families and at the latest survey carried out by Trafford Parent/Carer Forum, there was a significant increase in service users being familiar with this webpage. We are currently engaged with other LAs in a moderation process of our plans and assessments. The manager of the EHCP team is leading on this. The Education Psychology Service is also undertaking a Quality Assurance review of the service and assessments specifically as outlined by the British Psychological Society.
Further work of the Task and Finish	
Group	
 12. That Task and Finish Group to look in further depth at the following aspects of SEND in Trafford; SEND Tribunals including mediation and use of barristers, EHCP assessments and reports, referrals, EHCP annual reviews, The Councils provision of SEND training for staff (including school staff) Exclusions within Trafford 	The service is more than happy to work with members and awaits further information from the Task & Finish group as to what is required.
13. That the Task and Finish Group be supported in reviewing the Council's Mediation process.	
14. That the Task and Finish group be	We can provide further information on this
supported in reviewing what happens	if the task and finish group can be specific
when other support is required.	in the type of support they are referring to.
15. That the task and finish group be	The council can support members in
supported in conducting an anonymised	setting up a survey when it is convenient.
survey with EHC staff	
Request for Information	
16. That the task and finish group be supplied with referral data, including those received from parents, so that they can look at trends within the area.	The performance report in Appendix 2 provides an overview of parental referrals as requested.
17. That the Task and Finish group be informed of the training, especially legal training, given to staff involved in writing EHCPs.	As stated previously, All LA panel members have been in receipt of IPSEA training and new members of teams and services regularly access IPSEA training when it is on offer
18. That full process maps and customer journeys for each stage of the EHCP process be provided for the Task and Finish group, if these are not available then they should be developed in collaboration with TPF and PYPPS.	This is to be developed as a priority for the SEND board 2019-20 under Ambition 2. These can be provided as updates to the group as we progress the action plan in the autumn term.

19. That the Task and Finish Group be provided with a breakdown of the time it took for the Council to issue EHC plans in 2018 and to date in 2019.	Please see the data capture in Appendix 2.
20. That a report on the causes of the delay in issuing EHC Plans, including proposed improvements, be provided to the Task and Finish group.	Information regarding this has been provided throughout the report.
21. That the Task and Finish group are to be given a random selection of anonymised EHC plans so that they can look at the standard.	We would be happy to anonymise plans as part of this process. Again we would need expressed consent to share this information from parents and children/young people (dependent on age). The plans are bespoke to the needs of the child so there is a risk that individuals may be identified as part of this process and we would need to be mindful of GDPR.

LA officers are committed to working together with all stakeholders to improve practice.

Further comment

The appendices that are referred to in the Task and Finish group's report were not accessible or attached to the document, therefore LA officers were not able to refer to them directly.

4.0 Current position 2020

A number of changes have taken place since the Scrutiny Task & Finish Group review, which officers would wish to share with members in addition to the report.

I. Governance Structure

The Chair of the SEND Strategic Board in partnership with officers and previous members of the board reviewed and refreshed the terms of reference of the Board and the associated governance arrangements. This was to ensure the Board provides strategic direction to the work of professionals, service providers and parents/carers associations in Trafford who are involved in SEND.



II. Revised Action Plan

The previous SEND Action Plan had been written to address the outcomes from the SEND inspection in 2017. It was a very comprehensive plan, which had addressed many of the previous actions. Following the Visioning Workshop last year, it was agreed that a revised plan was required built on the agreed priorities from all partners at the workshop.

III. Performance Reports for SEND

As stated previously, monthly monitoring reports are created to ensure our statutory deadlines continue to be met within timescale. Since our last reported dataset, we have seen a rapid improvement in this area. In addition, performance outcomes for children and young people with SEND remain strong and have shown improvements in many areas in the 2019 attainment outcomes.

2019 SEN Support	Trafford %	National %
GLD	30.3	28.5
Phonics	50	48
KS2 Reading Writing & Maths combined	33	25
Reading progress	+0.70	-0.55
Writing progress	-1.03	-1.50
Maths progress	+0.32	-0.60

2019 EHCP	Trafford %	National %
GLD	8.3	4.5
Phonics	14	20
KS2 RWM	13	9
Reading progress	-2.89	-2.96
Writing progress	-4.62	-4.27
Maths progress	-2.90	-3.48

IV. The Council for Disabled Children training: Developing an Outcomes-based Framework for SEND

The CDC was approached to carry out a training event to focus on developing an outcomes-based approach for SEND and embedding Children and Young People's voices. This has provided a starting point for partners to develop and agree a draft set of high-level outcomes for SEND that can be translated to meet area-wide and service-level needs, with a focus on the children and young people's voice and lived experience.

V. SEND Peer Review

Finally, the SEND Board had commissioned a SEND Peer Review through the Local Governance Association which was due to take place in May 2020. Unfortunately, this has had to be rescheduled in light of COVID and will take place at a later date.

The agreed themes that will frame the peer challenge are:

- > Leadership and governance of SEND across the local area
- Capacity and resources (including Finance)
- > The identification of children and young people who have special educational needs and/or disabilities
- Assessing and meeting the needs of children and young people who have special educational needs and/or disabilities
- Improving outcomes for children and young people who have special educational needs and/or disabilities

The following key lines of enquiry are specifically considered within these themes:

- √ Co-production
- √ Transition at all milestones
- √ The quality of the SEND Support and EHCP experience
- √ Quality Assurance how well do we know our services?

APPENDICES

APPENDIX 1: The Trafford Strategic SEND Action Plan: 2019-2021

Following a Trafford SEND visioning workshop in partnership with Trafford Parent/Carer Forum during the autumn term of 2019, our vision for SEND was produced alongside the key priorities for the strategic plan as highlighted in the powerpoint presentation.



APPENDIX 2: Monthly 2020 EHCP Report

Every month, a data highlight report is produced which is shared with Board members and used to monitor performance, including timeliness. This is also shared with the DfE during our catch-up meetings.

As we have continued to hold decision-making panels albeit virtually, this is the latest report for information.



Copy of 2020 Monthly EHCP Report



Overview of parental requests 2019.xlsx