

Market Position Statement for Children and Young People with Disabilities Short Breaks Provision

February 2020



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1. What is a Market Position Statement?

- a. In Bury, we are committed to commissioning the best possible services for children and young people with disabilities through effectively utilising our limited resources and working with parents/carers and children and young people with disabilities to design and shape services to achieve positive outcomes.
- b. A Market Position Statement is designed to help providers of services and the people who use them understand what the current offer is and also what the services could look like in the future, in this case specifically Short Breaks Services for Children with Disabilities.
- c. This document has been developed using the feedback we have from children and young people with disabilities¹ and parents/carers² on the current offer and what they would like to see changed. It also brings together data from a variety of sources, such as the Bury Joint Strategic Needs Assessment (JSNA) on the needs of the Borough which must be considered when commissioning services.

1.1 Who is this for?

- a. This document is aimed at:
 - Current and other potential providers of services for children and young people with disabilities, particularly Short Breaks providers
 - Children and young people with disabilities and their parent/carers to understand the current offer, needs of the population and what we are doing
 - Social Care, Education and Health staff
 - Voluntary and community organisations who currently provide or intend to provide activities for children and young people

2. What is happening in Bury?

2.1 An overview of the population

- a. Based upon the Bury JSNA 2016³ update, the entire population in Bury is 188,600. The population has been growing since 2006 and the total represents an increase of 800 people (0.4%) on the previous estimate in 2015.
- b. Of this population, 51% are female and 49% male.

¹ Children and Young People 'Have Your Say' events – July 2018

² BURY2GETHER Parent/Carer event – May 2018

³ [The Bury JSNA](#)

- c. There are 42,900 children and young people under 18 and 56,900 children and young people aged 0-24.
- d. In relation to the ethnic profile of the population, 89.2% classify themselves as White. The next largest ethnic group is Asian at 7.1%. In terms of religion, 62.7% of Bury's residents consider themselves to be Christian. There is a sizeable Muslim (6.1%) community within the borough, and Bury has the 4th largest Jewish (5.6%) community within England and Wales. ⁴
- e. There are 23,763 families with dependent children living in Bury. Of these, 6,088 are lone parent households. 8,000 children in Bury live in poverty, defined as living in households with an income below 60% of the national median, or in receipt of income support or jobseekers allowance⁵.
- f. The 2011 Census also shows that 18.8% of Bury's total population have a long term health issue or disability (35,700 people). Recent data tells us that 4.8% of the total population are claiming Disability Living Allowance (DLA) or Personal Independence Payment (PIP) which has reduced from 6% in 2014.
- g. The Department of Work and Pensions data from February 2019 shows that the proportion of children and young people in receipt of DLA is 0.9% (1703) of the total population. The cohort can be broken down further by age groups; under 5 (14%), age 5-10 (43%), age 11-15 (38%) and 16-17 (5%).
- h. According to the Index of Multiple Deprivation (IMD)⁶ of the 120 Lower-Layer Super Output Areas (LSOAs) in Bury there are 12 that are in the 10% most deprived in the country. These are mostly found near Bury town centre and in the Radcliffe and Besses areas. Overall the majority of Bury LSOA's have not seen much change in their relative deprivation rank since 2015.

2.2 Summary of local needs and trends

2.2.1 SEND Needs Assessment

- a. The following section provides information and data on the needs and high level trends of the SEND population in Bury. The Bury Joint Commissioning Strategy 2019-22 sets out the commissioning intentions for this cohort⁷.

⁴ [ONS Census data 2011](#)

⁵ [ONS Census data 2011](#)

⁶ [English Indices of Deprivation September 2019](#)

⁷ [Bury Joint Commissioning Strategy 2019-22](#)

- b. In January 2019 the school population register for Bury reported the number of children and young people in a school setting was 31,390⁸.

2.2.2 Local Needs: Bury High level Trends

- a. The LAIT⁹ data shows the number and percentage of pupils with special educational needs by primary type of need in state funded primary schools, secondary schools and special schools. This is summarised in **Table 1** below, the high level trends are highlighted in yellow and summarised in point b.

Primary Need	ASC	SLCN	MLD	SLD	PD	PMLD	HI	SPLD	VI	MSI	SEMH	NSA	OTH	TOTALS
Primary Schools	152 5.4%	759 27.2%	468 16.8%	17 0.6%	89 3.2%	6 0.2%	52 1.9%	408 14.6%	29 1%	12 0.4%	426 15.3%	294 10.5%	79 2.8%	2791 100%
Secondary Schools	109 6.7%	147 9%	351 21.5%	14 0.9%	58 3.5%	4 0.2%	25 1.5%	323 19.8%	21 1.3%	2 0.1%	412 25.2%	90 5.5%	79 4.8%	1635 100%
Special Schools	146 39.2%	11 3%	41 11%	83 22.3%	4 1.1%	61 16.4%	0	2 0.5%	0	1 0.3%	23 6.2%	0	0	372 100%
Totals	407 9%	917 19%	860 18%	114 2%	151 3%	71 1%	77 2%	733 15%	50 1%	15 1%	861 18%	384 8%	158 3%	4798 100%

Primary Needs – Key

ASC - Autism Spectrum Condition

SLCN - Speech, Language & Communication Needs

MLD - Moderate Learning Difficulty

SLD - Severe Learning Difficulty

PD - Physical Disability

Excludes nursery schools, independent schools, general hospital schools and pupil referral units

PMLD - Profound & Multiple Learning Difficulty

HI - Hearing Impairment

SPLD - Specific Learning Difficulty

VI - Vision Impairment

MSI - Multi-Sensory Impairment

SEMH - Social, Emotional & Mental Health

NSA - SEN Support but no specialist assessment of type of need

OTH - Other Difficulty/Disability

- b. Based on analysis of the data some trends it highlights are:

- Of the 2791 total at primary school age there are four main categories of primary need: Speech Language and Communication Needs is the most prevalent category (27%) and Mild Learning Difficulty is identified as the next highest (17%) followed by Specific Learning Difficulty (15%) and Social, Emotional and Mental Health (15%).
- For the 1635 total in secondary schools, Social, Emotional and Mental Health is the most prevalent category (25%) with Moderate Learning Disability next (22%) and then Specific Learning Difficulty (20%).

⁸ [Local Authority Interactive Tool \(LAIT\) - 2019](#)

⁹ [Local Authority Interactive Tool \(LAIT\) - 2019](#)

- Of the 372 total in special schools the highest area of need is Autistic Spectrum Condition (39%) then Severe Learning Difficulty (22%) and Profound and Multiple Learning Difficulty (16%).
- Although the proportion is lower, 7% overall, there are a significant number with Physical Disability (3%), Hearing Impairment (2%), Visual Impairment (1%) and Multi-Sensory Impairment (1%). With the exception of Visual Impairment these are slightly higher than the North West and England.
- Although not directly comparable with the SEND Needs Assessment used in the 2014 Market Position Statement, the data does indicate a reduction in the proportion of reported SLCN from 26% to 19%. Other areas are broadly similar with the exception of:
 - The SEMH category was introduced in 2014 and is not a direct replacement for the historical BESD category so a direct comparison is not possible. However the SEMH proportion has increased since its introduction.
 - The NSA category was added in 2015 for those who are yet to be assessed for type of need. This may include some who have transferred from School Action to SEN support. Some schools have also included those with statements and EHC plans. The data shows the proportion NSA to be 8% in total.
- It is forecast that the number of children and young people with SEND in Bury will increase as the population continues to grow.

2.3 Current Short Breaks Services

- a. The following section gives information about the current Short Breaks offer in Bury, volumes and data relating to the children and young people up to age 18 who use commissioned targeted services and/or Direct Payments.
- b. The SEND Local Offer¹⁰ has details, including eligibility, accessibility and cost, of social and leisure opportunities available for children and young people with Disabilities that can be accessed without an assessment and parents can self-refer.

For those children and young people who need additional support to access a Short Break the offer consists of a range of commissioned targeted and specialist services and/or a Direct Payment. These services are by referral only following

¹⁰ [SEND Local Offer Bury](#)

an assessment by the Children with Disabilities Service to look at what support may be needed.

- c. The table (2) below shows the numbers of children and young people supported with a commissioned targeted service and/or a Direct Payment.

Table 2: Annual Volumes of Targeted Services and Direct Payments

Service	2018-19	2019-20 Projected
Social Group Activities	64 for term time activities and 75 for holiday activities.	68 for term time and 75 for holiday activities
Individual Support	70	65
Disability Youth Groups	40	40
Direct Payments	151	155
Overnight Short Breaks with Home from Home carers or Residential placements	12	12

- d. An analysis of Short Breaks provider monitoring information and Direct Payments data has been completed using data from 1st April 2018 to 31st March 2019. The details of 240 children and young people aged 0-17 were used to compile the report. Using this analysis the key trends and findings since the Market Position Statement in 2014 are:

Age and gender

- The gender breakdown of children and young people at 71% male / 29% female is broadly reflective of the population as identified in the SEN assessment 2019¹¹. The skewing of prevalence in males is consistent with the national data.
- The number of children age 0-4 years who are supported has increased from 1 to 10 or from 0.7% to 4% of the whole cohort (240). The majority use a Direct Payment.

¹¹ [Gov.uk SEN needs statistics England](https://www.gov.uk/government/statistics/sen-needs-statistics-england)

- There has been a change in the percentage supported in the age categories 5-10, 11-14 and 15-18 years from 47%, 30% and 19% to 27%, 32% and 36% respectively. This smoothing will be in some part due to some children moving into the higher age categories, the higher volume/percentage of Direct Payments (70%) from age 11 to 17 years and the introduction of the new service for specialist support for challenging behaviour. In addition it should be noted the sample is larger for this analysis as compared to the 2014 sample of 151 children and young people.

Types of Need

- The highest proportion of children and young people supported have ASC (31%), SLCN (7.5%), SLD (6.25%) and PMLD (6.25%). There are a number of categories which also feature one or more types of need where there is more than one disability with ASC being the most prominent. The highest categories of need are broadly similar to those identified in 2014 with ASC being the highest but a direct comparison is difficult due to the differences in recording, however the Cerebral Palsy need has reduced from 7% in 2014 to 2%.

Types of Support

- The use of Direct Payments has increased year on year from 43 in 2014 to 151 in 2018-19 as families choose the choice and flexibility of a Direct Payment.
- The majority of the 75 children and young people who attend groups and holiday activities are in the 11-14 age range (39%) followed by the 5-10 age range (34%). The number reduces in the older age range as young people develop independence skills and may make different choices and/or outgrow the provision but not find an alternative.
- Of the 70 children and young people who have individual support the age breakdown is higher in the 15-18 group (37%) followed by the 5-10 age group (31%). The support for the younger children and young people is predominantly to support with family routines in the morning and after school, for the older age group we would hope that support reduces as independence skills are achieved.

Geographic

- The proportion of children and young people from the areas of most prevalence which may be linked to deprivation has increased since 2014; BL9 Bury from 26% to 28%, M26 Radcliffe from 13% to 16% and M45 Whitefield from 9% to 11%. The introduction of commissioned community based services in 2016 may have had an impact on the improved reach into these areas.

- The proportion of those accessing short breaks in BL8 Tottington has reduced from 22% to 16% which is more reflective of the need of the population in the area. The M25 Prestwich and BL0 Ramsbottom are broadly the same as previously.

2.4 What do children and young people say?

- In July 2018 a steering group of children and young people with SEND in Bury organised two 'Have your Say' events. The groups were for primary age and then secondary and post 16. In total 47 children and young people attended from 5 primary and 4 high schools. The key information along with other feedback gathered by the Bury SEND Ambassador for Children and Young People is summarised below:

2.4.1 What children and young people like or would like to do:

- Broadly speaking what children and young people tell us is that they want flexible support which is based on individual preferences and usually falls into support which is either based on shared interests or connecting with others e.g. CYP with ASC.
- Below are examples children and young people gave of what they would like Short Breaks to include:
 - More activities and clubs based on interests eg. retro games, Pokémon, film making, board games, Lego, music
 - More opportunities for friendship and social groups
 - More age appropriate youth groups and social groups with opportunities to develop independence and learn new skills; using kitchen equipment and cooking
 - More sports, outdoor activities, climbing, boxing and swimming
 - Some children and young people said they would like transport routes and accessibility to be taken into account for activities
 - Existing clubs and groups in the community to be made more accessible

Outcomes for Children and Young People

To improve their life chances to be healthy, stay safe, enjoy and achieve and make a positive contribution in their social and economic wellbeing

To develop and improve their life skills and social skills

To be more confident and/or independent

To prepare for life as an adult

To spend time with friends, enjoy activities and experiences

To have fun!

2.5 What do parent/carers say?

- a. In May 2018, BURY2GETHER, the parent/carer forum hosted an event with representatives from education, health and social care from 10 thematic areas to meet with parents/carers and listen to their views. Below is a summary of the key messages from the Social Opportunities focus group:
 - For families to be more aware of social opportunities
 - More providers of specialist activities and groups in Bury
 - More flexibility, choice, holiday clubs and activities in schools
 - Short Breaks for children under 5 years
 - More skilled and experienced PA's
 - A more family friendly easy to navigate system and access to Short Breaks
- b. In addition to the above, a survey for parents/carers to give further feedback was completed in September 2019 and we are currently meeting with a range of parent/carers in focus groups to inform the new Short Breaks design. We will be keeping stakeholders informed of progress on the One Community website.

Outcomes for Parents/carers

A reduction in stress levels

To have more time for family routines

To spend some time with other children or as a family

To be confident and assured that their child is safe and having fun

For their child to stay at home and be included in the local community

3. What will Short Break services look like?

3.1 National Policy and Local Context

3.1.1 Criteria for the short breaks service provision

- a. The legislative requirements of Local Authorities in the provision of additional support for children/young people with disabilities include;
 - The Children Action 1989 Section 17
 - The Chronically Sick and Disabled Persons Act 1970
 - The Children & Young Person's Act 2008
 - Short Breaks Guidance 2011
 - SEND Reforms within the Children and Families Act 2014

- b. The Children & Young Person's Act 2008 made the provision of short breaks a statutory duty for all local authorities from 1st April 2011.
- c. The regulations cited in Paragraph 6 of Schedule 2 to the Children Act 1989 underpin every local authority's short break offer to disabled children and young people and their families. Every local authority must provide services designed to assist carers in their area by giving them breaks from caring in accordance with these regulations.
- d. The regulations also state, in summary that;

Local Authorities must take into account the needs of carers:

- who would be unable to continue caring for their child unless breaks from caring were given;
or
- who would be able to give more effective care if breaks were given which would allow them to, for example, undertake education, training, work or any regular leisure activity or carry out necessary daily tasks to run the home.

Local Authorities must, so far as is reasonably practicable; provide a range of services sufficient to meet the needs of carers to continue to provide care, or to do so more effectively. These services should include;

- Day care in the child's own home or elsewhere;
 - Overnight care in the child's own home or elsewhere; where there is an identified one to one need. Access to this level of Short Break requires a higher level assessment i.e. a social work core assessment.
 - Educational or leisure activities for disabled children outside their own homes;
 - Services in the evenings, at weekends and during the school holidays.
- e. In Bury the mechanism to determine whether a child/young person meets the criteria for services is via either an Early Help story so far or a Social Work Child and Family assessment. If the criteria are met Short Break Services are available via completion of Personal Support Plan (PSP) that identifies the needs and the outcomes to be achieved by the support package. These services, subject to the needs and outcomes identified in the PSP are available for children/young people with disabilities who are ordinarily resident in Bury and aged from birth up to their 18th birthday. At 18 years a young person would then be assessed against Fair Access to Care (FACS) from Adult Care Services.

3.2 Future finances

- a. The Council has a duty to ensure all public expenditure meets value for money requirements. With the increasing demand and pressures on budgets the future design of short breaks will ensure that budgets are utilised in line with need and priorities.

3.3 What will we do?

- b. The new Short Breaks Services specification will be designed using feedback from and co-designed with parents/carers, children and young people and/or their representatives with a view to going to market in 2020.
- c. The Councils current view of how the market needs to take shape in general, taking into account what children and young people and parents/carers have told us is:
- The SEND Local Offer needs to be promoted with all stakeholders so it can become a valuable 'go to' resource with up to date information and promote inclusive access to local activities.
 - Positive, enjoyable activities for children with a disability that develop skills and independence.
 - Children with a disability should be able to be active members of their local community and participate in social activities alongside their peers.
 - The range of voluntary and community groups and activities needs to increase and promote inclusion for all children and young people with disabilities and where possible should also increase to provide access for more children and young people.
 - Collaborative and partnership approaches across the voluntary and community sector to attract funding, share skills and best practice to improve inclusion and the offer for children and young people with disabilities.
 - The way the Council currently commissions may change as the move towards Direct Payments continues, along with creative responses to meeting needs, allowing more personalised approach and choices.
 - The market continues to struggle with recruitment and retention of support workers who want to work with children and young people with disabilities and services are at capacity. Reliability, continuity and consistency of provision is a priority for our children and young people and parents/carers. This will have to be considered during the re-design phase.