

MANCHESTER JOINT STRATEGIC NEEDS ASSESSMENT

CHILDREN AND YOUNG PEOPLE

CHAPTER: Key Groups

TOPIC: Young Carers

Why is this important?

Recent changes in legislation, notably The Children & Families Act (2014) and The Care Act, (2014), have emphasised the need for local authorities and partners to do more to identify and support young carers in their areas.

Section 96 of the Children and Families Act 2014 defines a young carer as: A person under 18 who provides or intends to provide care for another person (of any age, except where that care is provided for payment, pursuant to a contract or as voluntary work). This relates to care for any family member who has a physical disability or mental health need, older people, learning disability or is affected by drug and alcohol misuse or other substances.

National research has highlighted that the number of young carers is significantly higher than Census data reports (Hidden from View, Children's Society, 2013).

This research has also highlighted the potential longer term impact of caring on young people.

- Young carers have significantly lower educational attainment at GCSE level, the equivalent to nine grades lower overall than their peers e.g. the difference between nine B's and nine C's.
- Young carers are more likely than the national average to be not in education, employment or training (NEET) between the ages of 16 and 19.
- One in 12 young carers is caring for more than 15 hours per week. Around one in 20 misses school because of their caring responsibilities.

Legislation

The Care Act (2014) and the Children and Families Act (2014) consolidate previous legislation affecting young carers and require the development of an integrated response to the specific needs of young carers. This new legislation places the responsibility for identifying and supporting young carers on both Adult and Children's Services.

The Children & Families Act (2014) requires local authorities to take reasonable steps to identify young carers in their area, provide assessments for young carers under the age of 18 and to identify whether caring responsibilities are appropriate. The Care Act (2014) requires local authorities to put in place a transition plan for young carers aged 16-18. This key legislation refocuses the law around the person rather than the provision of a service strengthening the need for a more integrated approach.

The revised Working Together (2015) strengthens the emphasis on early identification, assessment and intervention. This reinforces the need for agencies to work effectively together to support families with young carers developing a whole family approach.

The Manchester Picture

Data from the 2011 Census (published in May 2013) indicates that there were 1,138 children aged 0-16 years living in Manchester who identified themselves as providing some form of unpaid care. This is equivalent to just over 1% of the population in this age group and is similar to the average for England as a whole. Around 11% of these young carers were providing 50 or more hours of unpaid care a week (England average = 9%).

However, the Children's Society (2013) believes this could be just the tip of the iceberg. Many young carers remain hidden from official sight for a host of reasons, including family loyalty, stigma, bullying, not knowing where to go for support (2013). The most recent available local research (undertaken with a small sample in 2010) estimates that 18% of young people in Manchester have caring responsibilities (Mcintyre et al, 2010). This suggests that there could potentially have been as many as 16,866 young carers living in Manchester at the time of the 2011 Census – a substantially higher figure than the official Census data quoted above.

McIntyre et al (2010) claim that national research has failed to capture the scope of caring responsibilities by young people. This research explores the extent of caring by young people in Manchester in more depth. Recognising different levels of caring responsibilities young people may have, they developed three categories of caring responsibilities.

Category	Responsibilities
High care 'High'	<ul style="list-style-type: none"> • Help an adult to dress/undress • Help an adult in and out of bed/wheelchair. • Help an adult to bathe or shower • Help an adult to use the toilet
Low care 'Low'	<ul style="list-style-type: none"> • Making sure an adult in the house is taking the medication they need • Keep an adult company by reading to them, talking to them etc. • Ensuring an adult in the house is safe by watching them or listening in the night. • Accompanying an adult to appointments, shopping etc. • Helping an adult to communicate
'General' Responsibilities	Respondents who reported having caring responsibilities but do not fill the criteria for 'high' or 'low' caring, but do have responsibilities beyond those of non-carers

The findings show that when applying this to a sample of young carers, over half of the sample have specific responsibility for an adult which fall into the 'low' or 'high' category with the remainder of the sample having other general responsibilities which, whilst not specifically providing care for an adult, are related to an adult family member's condition. Whilst recognising this is a small sample it is helpful in the

development of a graduated response that responds across each level of need.

What would we like to achieve?

Developing a more Integrated Approach

Manchester has a draft all age Carers Strategy which includes reference to young carers. This is currently being reviewed and refreshed with key partners to ensure it reflects recent developments, priorities and legislation.

Manchester has recently launched a refreshed Early Help strategy to improve outcomes for children and young people. Effective Early Help can happen at any age (including adults) and requires agencies to act early, appropriately and assertively supported by a clear pathway to services and interventions. The Early Help strategy will be delivered through locality based Early Help Hubs and a new strengths-based Early Help Assessment (EHA). These developments will enable more effective work with universal services to support them in the effective identification and assessment of young carers.

The development of Early Help also presents an opportunity to strengthen the working relationships between children and adults services and to develop a shared protocol to ensure smooth pathways to information, advice and support for young carers and their families. The Local Government Association (LGA) has recently published a revised Memo of Understanding (MOU) for Young Carers between Children and Adult services, (2015).

This document outlines the key principles underpinning a shared approach to the identification and support of young carers. The revised MOU for Young Carers (LGA, 2015) provides the strategic framework for a more integrated approach and this has been adopted locally by key partners (see Appendix 1).

What do we need to do to achieve this?

From 2010 to 2015 Manchester commissioned Family Action Young Carers (FAYC) to provide support to young carers across the city. There were four key elements to the contract:

- Assessment which includes contributing and leading on Manchester Common Assessment Framework (MCAF)/Early Help assessments.
- Awareness-raising with schools and partners including training and mentoring.
- Family Support and targeted work with young carers including social activities.
- Ensuring the voice of young carers is heard strategically through the development of a Young Carers' Forum.

During 2014, the service supported 168 young carers with a range of interventions ranging from signposting and referral to more intense family support and one to one support. Whilst there was evidence of positive outcomes for a small number of

young carers, it is unlikely that a single service can meet the needs of young carers across the city. The existence of a single service creates the risk of a silo and does not support Manchester's Early Help strategy.

To develop a more integrated approach the Targeted Youth Support Service (TYSS) commissioned in 2015, will identify a dedicated worker for young carers in each district who will be located within the Early Help Hubs. This will strengthen and embed early identification and assessment through working with other services aimed at young people including schools, colleges, health services and other youth organisations. Promoting awareness of young carers and ensuring their needs are identified through Early Help assessments with clear guidance for practitioners. The TYSS will provide a graduated response through:

- Working with the Youth and Play providers to support young carers to access youth provision and other appropriate universal services and to remain in education, employment and training which are appropriate to their specific needs and will contribute to improved outcomes.
- Ensure that the voice of young carers is captured and influences service design, delivery and improvement.
- Where a young carer is identified with complex needs the TYSS service will ensure a key worker is identified and work with them to enable young carers to remain in or re-engage with education, employment or training – this will include contributing to person centred planning, education health and care plans, and the delivery of Information, Advice and Guidance (IAG) where appropriate.

The Care Act (2014) introduces new obligations to young carers in transition to adulthood, including the requirement on adult services to provide transition planning for young carers who are likely to need support after becoming 18 years old.

The TYSS will work with young carers, the transition planning team, health and education teams to contribute to transition planning, including supporting young carers to access youth provision and remain in education, employment and training appropriate to their specific needs.

Research and Intelligence

In light of recent legislation changes, a more robust intelligence base is required to inform potential demand and identify the support needs of young carers in Manchester.

Current data recording does not routinely capture intelligence around the identification of young carers. Analysis of open adult social care cases in December 2015 identified 446 dependent children under the age of 18 who potentially could be young carers. This was cross matched with children's social care data which identified that 75 of these children are currently open to social work. Whilst it is difficult to draw any concrete conclusions from this data as the level of caring responsibilities for these children is unknown it does indicate that there is a potential under identification.

The requirements to capture robust data around young carers are included in current developments to improve recording systems in Children & Families. The

TYSS will capture data on those young carers they work with and the Early Help Hubs have also agreed to capture this data. Attendance Officers have been commissioned to be located in the Early Help Hubs from the 1st June 2016, as part of their attendance monitoring they will be contacting schools to identify young carers and offer support for attendance issues. This will enable them to collate data on young carers known to schools.

What are we currently doing?

A Task and Finish Group was set up to develop and agree a shared action plan to drive forward the agreed revised approach to working with young carers. This group has now evolved into an operation board. Membership includes representation from Adult and Children's services as well as key partners from health, schools, colleges and voluntary sector agencies. A key priority for the group is the development of integrated pathways.

The purpose of the pathway is to ensure that young carers have their needs assessed using a graduated response to ensure an appropriate level of support. Practitioners will be supported in identifying the level of caring responsibility through a set of assessment tools which measure both the level of caring activity and the impact of caring.

The following referral pathways have been agreed with the Early Help team, Social Care and the TYSS and will ensure a consistent approach for all young carers in Manchester.

All referrals for young Carers through the Early Help Hubs will be screened by the Social Worker attached to the hubs. All referrals to the Contact Centre for young carers will be screened by the Social Worker attached to the Contact centre. In either scenario following screening the Social Worker will make one of the following decisions:

- Refer to the TYSS for young carers age 13 – 19 years
- Information, advice and guidance, including signposting to Help and Support Manchester through the Early Help Coordinator.
- Requires a multi-agency response through the Early Help Hub Triage.
- Requires a targeted response through the Early Help Hub Allocations
- Requires further social work input through social work triage in MASH

The Children and Families Act and the Care Act (2014) have significantly changed expectations around how services will identify and support young carers thus requiring a new approach. The delivery of these changes will have a significant impact across both the children and adults' workforce. This will require a different focus and new ways of working to deliver integrated and forward looking support to enable young carers to be protected from inappropriate levels of caring and to be supported to achieve their goals and aspirations.

Schools and Colleges are already delivering good models of support to young carers. This work will be built on through highlighting good practice and developing more robust links with designated workers across partner agencies.

A set of resources will be made available for practitioners these will include assessment tools and guidance for practitioners. This work is being developed on Help and Support Manchester as part of the Carers Toolkit.

The Targeted Youth Support Service (TYSS) and key partners through the operational board will plan and deliver a series of briefings and awareness-raising sessions through existing networks. Briefings will include an overview of the legislative requirements, an understanding of ways in which young carers may be identified earlier and pathways to support. Resources developed for children and Young people as part of the Early Help Offer include reference to young carers to ensure this group knows how to access support.

Community and Stakeholder Views

The Young Carers Forum meets regularly and the chair (an elected young carer) represents the voice of young carers on Manchester Youth Council. The Forum has been involved in national initiatives and campaigns for Young Carers run by Family Action. The group have also been working on their own campaign to raise awareness of young carers and some of the barriers that they face with schools and colleges in Manchester.

Ensuring the voice of young carers continues to be heard and is reflected in the development of the identification and assessment is a key priority for the TYSS and is reflected in the current specification. The Young Carers forum are developing their own awareness raising campaign with support from the youth engagement team and will deliver this to key stakeholders from September 2016.

A recent consultation on the Carers Strategy will also inform the development of the approach to Young Carers and this is part of current workshop activities. Local authorities are now responsible for commissioning public health services for school aged children and young people. This presents new opportunities to bring together a more robust approach for improving outcomes through the School Nursing Service. Young Carers have been reflected in the commissioning arrangements for school nursing services. The Clinical lead for school nursing is a member of the operational group.

References and Links

LGA MOU 2015 – No wrong doors: working together to support young carers and their families

<http://www.local.gov.uk/documents/10180/11431/No+wrong+doors+-+working+together+to+support+young+carers+and+their+families/d210a4a6-b352-4776-b858-f3adf06e4b66>

The Care Act 2014

<http://www.legislation.gov.uk/ukpga/2014/23/contents/enacted>

The Children and Families Act 2014

<http://www.legislation.gov.uk/ukpga/2014/6/contents/enacted>

Working Together to Safeguard Children: A guide to inter-agency working to safeguard and promote the welfare of children, 2015

<https://www.gov.uk/government/publications/working-together-to-safeguard-children--2>

Measures of Caring Activities & Outcomes, Becker & Joseph, 2009

<http://static.carers.org/files/2248-yc-outcomes-manual-sb-4047.pdf>

McIntyre et al (2010), Everyone should learn about Young Carers”

Manchester City Council Health & Wellbeing Overview and Scrutiny Committee, July 2010

http://www.manchester.gov.uk/download/meetings/id/10021/9_young_carers&rct

Hidden from View, (2013), The Children's Society

http://www.childrenssociety.org.uk/sites/default/files/tcs/report_hidden-from-view_young-carers_final.pdf

Manchester's Draft Carers Strategy, (Manchester City Council 2015)

http://www.manchester.gov.uk/download/downloads/id/23232/draft_carer_strategy.pdf

Manchester's Carers Toolkit (Manchester City Council)

<https://manchester.fsd.org.uk/kb5/manchester/directory/directory.page?directorychannel=3-3>

Other related JSNA topics

- Mental Health and Emotional Wellbeing
- Families at Risk and Early Help

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