Report to Children, Young People & Family Support Scrutiny Committee

22 September 2014

Report of: Dorne Collinson, Director, Children and Families Service

Subject: What Services are Available for Young Carers Within the City of Sheffield?

Author of Report: Jon Banwell, Assistant Director, Children and Families Service

Summary: The information presented has been requested by the Committee to enable it to scrutinise the support offered to Young Carers within Sheffield.

This report highlights the current services within Sheffield supported through the Young Carers Strategy Board, Sheffield Young Carers and the VOYCE Partnership Agreement.

Type of item: The report author should tick the appropriate box

- Reviewing of existing policy
- Informing the development of new policy
- Statutory consultation
- Performance / budget monitoring report
- Cabinet request for scrutiny
- Full Council request for scrutiny
- Community Assembly request for scrutiny
- Call-in of Cabinet decision
- Briefing paper for the Scrutiny Committee
- Other

The Scrutiny Committee is being asked to:

Understand the range of services that are available to support Young Carers including those provided by the voluntary, community and faith sectors, and ratify the recommendations herein.

Background Papers:

- Sheffield City Council’s Commitment to Carers
- Person Centred Assessment – Young Carer
1 Young Carers - Introduction

1.1 Sheffield, along with other local authorities, cannot give an exact number of Young Carers as many are not identified as such. We currently base our understanding on national and local information:

- There are 244,000 Young Carers aged under 18 in the UK today (2011 Census),
- There are at least 2000 school age Young Carers in Sheffield (SCC/PCT),
- 1 in 12 children and young people taking on mid- to high-level care for an ill or disabled family member (BBC Study. Nov 2010).
- The average age of a Young Carer is 12.

Young Carers are children or young people who provide a substantial amount of care for someone at home, usually a relative or friend, who has a physical or mental illness, disability or substance misuse problem. Young carers take on practical and/or emotional caring responsibilities that would normally be expected of an adult.

1.2 This is compounded by a lack of services available for families or not knowing about services or other support available. There is often a reluctance to involve agencies as families are fearful of acknowledging a child’s caring role.

1.3 The kind of roles that young people might be doing include practical tasks e.g. shopping, cooking, medication; personal care e.g. bathing, dressing; and emotional care e.g. listening, checking in on them, worrying. Some Young Carers may undertake high levels of care, whereas for others it may be frequent low levels of care. Either can impact heavily on a child or young person.

1.4 Because of the extra work a Young Carer does and the worry they have in their lives, they may:

- Be late for school or miss school
- Not be able to complete homework
- Feel very tired
- Find it hard to concentrate
- Find it hard to make friends
- Feel stressed, worried, upset

1.5 “It is a right of every Young Carer to be recognised in their role and to have the same opportunities and life chances as other children and young people of a similar age”, Sheffield Young Carers Project. It is also important to remember that Young Carers are often proud of what they do for their families. Many positive impacts have been identified by Young Carers.
1.6 Up until December 2013 there were 3 key overarching documents to support Carers and Young Carers in Sheffield:

- Sheffield: A City Where Every Carer Matters
- Sheffield City Council Commitment to Carers
- VOYCE Partnership Agreement.

1.7 A new revised and updated Carers and Young Carers Strategy for Sheffield is currently being developed which will incorporate the recent Children and Families Act 2014 and Care Act 2014 developments. The Sheffield City Council Commitment to Carers will be refreshed early 2015 once the new Carers and Young Carers Strategy has been launched.

1.8 The Young Carers agenda is currently supported through the Young Carers Strategy Board

Fig. 2

Sheffield Carers and Young Carers Strategy

Reporting Structure

- Carers and Young Carers Board
- Young Carers Strategy Board
- Specialist Project Groups
- Sub Group 1 – Health & Wellbeing
- Sub Group 2 – Participation & Involvement
- Sub Group 3 – Whole Family Support
- Sub Group 4 – Education & Attainment

1.9 Sheffield City Council’s Commitment to Carers has 11 commitments of support to Carers and Young Carers:
### Commitment to Carers | Specific Young Carer Actions

**Make sure that all our employees who are unpaid family carers are identified and supported**

We are committed to supporting all employees with care responsibilities. We will seek to ensure our employment policies and working practices assist employees to balance their care responsibilities with their work commitments.

We promise that we will:

- Promote the benefits that ‘carer friendly’ employment brings to the council
- Ensure our policies and procedures reflect best practice and are supportive of working carers
- Encourage and support managers to find ways to assist working carers to balance their care responsibilities with their work commitments.

**Include specific actions to support carers in our service and business plans**

Children and Families Service, Service Plan 2014-2016:-

"Ensure services are delivered in a way that maximises outcomes for children and young people and affords them effective safeguarding."

How we will measure success –

- Through the development of a Young Carers Annual Strategy and Performance targets which takes into account the Sheffield City Council Commitment to Carers
- The signing up to the Local Memorandum of Understanding between Statutory Directors for Children’s Services and Adult Social Services for Young Carers.

Sheffield has responded to SCC commitment to Young Carers by highlighting Young Carers as a priority in Sheffield’s Attendance Strategy 2014. Young Carers are supported as part of the targeted work in schools.

**Provide training and support for managers to support staff who are carers.**

Sheffield Safeguarding Children Board guidance has been written with Sheffield Young Carers Project and reflects the Advanced Refresher training given to Lead and Deputy Child Protection Liaison Teachers & Officers, 2011-13.

**Ensure we support carers as part of our Equality Impact Plans**

An Equality Impact Assessment (EIA) is a way of systematically and thoroughly assessing the effects that a proposed policy or project is likely to have on different groups within the city. We will capture any impact on Young Carers within the EIA process.

**Provide support to the Carers and Young Carers Board to help them oversee the implementation of the Carers Strategy**

The Carers and Young Carers Board is currently being reorganised.

The Young Carers Strategic Board was restructured in 2013.

The Board receives quarterly reports from the following operational boards:-

- Health and Well-being
- Participation and Involvement
- Whole Family Support
- Education and Attainment
- Specialist Project Groups
<table>
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<tr>
<th><strong>Respect and listen to what carers tell us and wherever possible use their experience to inform changes in service development</strong></th>
<th>The central theme of the Strategic Board is of involving Young Carers and taking their views and experiences into account.</th>
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<td><strong>Design and commission services in partnership with carers which support carers and the persons they care for</strong></td>
<td>Young Carers Participation Group (VOYCE PG) are actively involved in helping develop policy and procedure. Chilypep have trained Young Carers as Young Commissioners and they are due to take part in tender processes for services for young people in the City including Young Carers Services, Emotional Well-being and Mental Health Services and Weight Management Services.</td>
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| **Find new ways to identify hidden and new carers who maybe feeling isolated** | Young Carers Awareness 2014 Project
Quarterly newsletter for professional stakeholders
Intranet and Website / Young Carers Portal – Launch Date October 2014
A Sheffield Young Carers Day to be held within Carers week
Person Centred Assessment – this is a joint enterprise between SCC children's and adult's social care, Sheffield Young Carers and VOYCE. The objective is to identify Young Carers and facilitate support.
Workforce Champions – are being established in children's and adult's social care. The overarching responsibility of the champion is to ensure that Young Carers remain a central priority to the work of the service and to ensure that their needs are identified and met.
The Young Carers Assessment Toolkit has been developed by young carers and piloted with frontline staff within Children, Young People and Families' Service. Work is underway to familiarise and embed the use of the Toolkit across all children's and adult services to identify and support Young Carers' needs. |
| **Develop creative ways to offer advice and information to support carers in their role** | NYAS Advocacy service - NYAS is a UK charity providing socio-legal services, offering information, advice, advocacy and legal representation to children, young people and vulnerable adults.
Sheffield Young Carers Project to provide information, advice and support to young carers. |
Ensure that an agreement is put in place between Children's and Adult's services so we work together to identify and support Young Carers

Ensure that the providers we work with are encouraged to identify and support their employees who may also be family carers

| Ensure that an agreement is put in place between Children's and Adult's services so we work together to identify and support Young Carers | Children Young People and Families service and Sheffield Adult services have committed to sign up to the Local Memorandum of Understanding between Statutory Directors for Children’s Services and Adult Social Services – Implementation by 31.3.15  

The main aim of the memorandum is to promote and improve the health and well-being of Young Carers and their families, preventing and protecting children and young people from undertaking excessive and inappropriate caring roles and responsibilities and preventing the continuation of inappropriate caring.  

The person-centred assessment pilot is a joint venture between children’s and adults social care.  

| Ensure that the providers we work with are encouraged to identify and support their employees who may also be family carers | Young Carers Newsletter  
A guide to support services is circulated to all providers. Awareness-raising campaign. |

1.10 We are re-tendering the Young Carers contract to commence new service April 2015. The Young Commissioners have planned a range of consultation activity during the summer to directly consult with existing Young Carers service users to help design a delivery model. The Children and Young People’s Empowerment Project (Chilypep) is leading this work.

2. What services are available for Young Carers within the City of Sheffield?

2.1 There are two main Projects in the voluntary sector delivering support to young carers in Sheffield; these are Sheffield Young Carers Project and the VOYCE Project. Below we outline the services delivered by these.

2.2 Sheffield Young Carers Project is an independent charity that has existed in Sheffield since 1997, dedicated to supporting young carers across the city. We measure the impact of our work using national recognised tools. These show how appropriate support for young carers can improve their education, social and health outcomes.

2.3 Sheffield Young Carers has four main areas of work – direct work, which forms the core of the work, the Families Project, Training/Awareness-raising and Schools Work (including the VOYCE project):

2.3.1 Direct Work

In the last 5 years SYC have supported 400 young carers, providing one-to-one and group work support, including holiday activities. Direct work includes:

- Regular activity groups for young carers to socialise with other people facing similar issues
- One-to-one listening and support sessions for young carers
- Fun activities over the school holidays and an annual residential holiday to give young carers a break from their caring.
2.3.2 Family Project

SYC believes in a whole family approach, from their work with young carers have secured funding from the BIG Lottery to employ a family worker. The focus of the project is families with mental health or substance misuse issues. SYC work with each family over an initial 12-week period to help them understand the impact on the young carer and reduce the negative impacts of caring on the children in the family. This work includes:

- Helping families who find services hard to access
- Break down barriers to accessing services e.g. stigma, uncertainty, feeling 'on trial about parenting abilities', fear of losing children / the reality of it happening
- Develop appropriate referral protocols and pathways of support through adult and children's social care services
- Use a family approach to act on behalf of the whole family, address issues to reduce the impact of caring on the young carer and find ways forward.

2.3.3 Awareness-Raising Work

SYC has developed and delivered a number of awareness-raising training courses and workshops on being a young carer. There is an ongoing programme of delivery to a range of voluntary and statutory agencies, including schools, MAST teams, GP consortia, city centre ambassadors.

2.3.4 Schools Work

SYC works with schools to increase their understanding of young carers’ issues, and what they can do to improve the lives of young carers. This work includes:

- Coordinate primary and secondary schools young carers networks
- Training for school staff from lunchtime supervisors to governors
- Work with schools to support young carers in the key transitions from primary to secondary school and into further education and employment, and development of schools standards (VOYCE project).

2.4 The VOYCE Project is one of 30 projects nationally to have been funded by the Big Lottery Youth in Focus Programme. VOYCE has secured £975,056 for work with Young Carers in Sheffield over four and a half years from November 2011 to April 2016.

2.5 VOYCE is a partnership led by Chilypep who, with The Sheffield Young Carers Project and Interchange Sheffield CIC, are the main delivery partners. A range of statutory and voluntary sector partners are working together closely to deliver the project as part of Sheffield's Carers and Young Carers Strategy.

2.6 The operational work of the project focuses on supporting Young Carers through three strands of activity:

i. Embedding the effective participation of Young Carers in the development, delivery and sustainability of the project. This is being achieved through the projects Young Carers Participation Group (VOYCE PG), where Young Carers are offered a range of opportunities to be actively involved at every stage of the project. Lead delivery: Chilypep

ii. Supporting Young Carers to have the help and support they need as they move from primary to secondary school or on to further education. This is being achieved by working with a range of education and other service providers, supporting them to adopt a replicable model of awareness raising and direct support, to reduce stigma and enable Young Carers to be supported within the education environment, thereby improving the
experiences for Young Carers and their families during these transitions. Lead delivery: Sheffield Young Carers

iii. Ensuring Young Carers are able to talk about their feelings and difficulties and gain the support and practical skills that they need to enable them to cope effectively with important periods of change. This is being achieved through emotional well-being and mental health support including one-to-one counselling and group work on a wide range of emotional well-being issues, and a peer support and mentoring programme, through which young people have the opportunity to develop knowledge and skills to support each other. Lead delivery: Sheffield Interchange

2.7 VOYCE is half way through the project delivery period and has achieved significant outcomes for young carers and the City. These can be demonstrated by:

2.7.1 Partnership working

- The VOYCE project has allowed us to test out and develop new ways of working in partnership, both between VC sector organisations and between VC and statutory organisations. The relationships that have developed over the last few years between partners demonstrates the strength and benefits of working in this way; pooling resources, sharing expertise, and creating smoother and clearer pathways for young carers. For example, where a young carer within one organisation identifies additional needs such as counselling, we are able to refer them across to our partner organisation and support them to access help and support with less disruption and fewer barriers, because organisations have clear protocols and agreements, and good working relationships and understanding of each other’s roles and services. Partners are also able to support each other to support young people without the need for cross referral sometimes, for example by providing training to staff so that they can manage the situation within the existing organisation.

- The partnership has helped develop joint working across organisations to develop new pieces of work, and has been successful in its application to become a pilot area for the national Young Carers Schools Standards Award. The development and implementation of the programme will be integrated within the work of the VOYCE partnership and will be piloted with the third family of schools (Handsworth Grange and feeder primaries) from September 2014

- The project is being evaluated at a variety of levels, both by young people, organisations, and through an external evaluation which is focusing on the effectiveness of the strategic partnership and steering group. At the mid-way point, the evaluator said that the new structures and processes developed by the restructuring of the Young Carers Strategy Board had significantly improved the way the partnership was working, but highlighted some concerns about the lack of engagement form Health Services. Whilst the evaluator noted the engagement of Adult Services was good, and is crucial to the success of the work, the situation regarding their engagement changed after the midpoint evaluation with the loss of key personnel, and this is still proving challenging.

“…..there are no representatives from adult mental health, substance misuse or hospitals and the current health representatives did not feel they had the authority to overcome blockages. Given that the young carers projects feel most of their problems lie with engaging health (eg. working in partnership with adult mental health or substance misuse) it could be argued that their limited engagement significantly impedes the ability of the Strategy Group to achieve its function. It is of paramount importance that these services are engaged. This has been difficult over the last year due to the restructuring of health from PCTs to CCGs (Clinical Commissioning Groups).”

They also highlighted difficulties in young peoples’ participation across partner agencies:

“embedding participation structures for young carers in partner organisations has been the biggest challenge for the project. This is due to cultural issues around youth participation and varied levels of commitment and buy-in to the concept.”
Much work has been done over the last year to improve this, including changing the format of the Strategy Board, developing the Young Commissioners group and linking VOYCE PG in with Sheffield Youth Council.

2.7.2 Participation Strand

Through the Young Carers Participation Group VOYCE PG, young carers are engaging in a range of participation and influencing activity both nationally and locally

*Consultation*

- During the first half of the project consultation activities have been carried out with over 70 young carers to feed into the development and design of the work of the project, the priorities for the Young Carers Strategy Board, and the SCC young carers service specification.

*Representation*

- Young Carers from Sheffield have been trained to represent young carers at a national level as Young Carers Champions through the Young Carers in Focus programme, and members of the group attend meetings and events across the City, including the Carers and Young Carers Strategic Board, Young Carers Strategy Board and sub groups, Scrutiny Board and 0 to 19 Partnership Board. Young Carers have been trained as Young Commissioners and are due to take part in tender processes for services for young people in the City including Young Carers Services, Emotional Wellbeing and Mental Health services and Weight Management Services.

*Influence*

- Members of the group have directly influenced the content of the Carers Bill and have attended meetings and workshops with government ministers in London to raise issues and ensure the views and issues of young carers in Sheffield are heard and taken into account, particularly around the young carers assessment process, and a full report of the views of young carers has been submitted to the national programme and government office. They have also taken part in shaping the national schools standards, launched recently by the Children’s Society and part of the national YIF programme. Young Carers have attended and influenced the priorities and work of the Young Carers Strategy group, and have designed a young carers assessment for the City, which is to be piloted by Children and Adult Services.

- Young Carers have been involved in the recruitment of SCC Social Care staff including MAST workers and Step Up to Social Work students.

*Campaigns*

- Young carers have designed and produced materials for an awareness raising campaign, including leaflets and posters—these are being distributed to GP practices, schools, and youth organisations to raise awareness about young carers

- VOYCE PG received training in film making (interviews and I-motion movies). Through this they have developed a short filmed interview about being a young carer, and a I-motion ‘trailler’ which captures what VOYCE PG is all about. These are to be added to the VOYCE website and used as part of their campaigns work once editing is complete.
2.7.3 Schools Strand

- The schools work is now working with the third family of schools and through its work Sheffield has been selected to be a pilot for national schools standards for Young Carers launched by The Children’s Society.

- To date 44 young carers have been supported through 1:1 and group work. Included in the 44 are 20 young carers from Y2 of the project, and 24 identified from assemblies and post-assembly questionnaires.

- 24 Young Carers have attended art groups to support confirmation of their caring status and to receive emotional wellbeing support. Of these 12 will be moving into transition groups in the summer term Q3). Additional numbers will be achieved as 3 further groups will commence in June and be included in the end of year figures.

- 10 Young Carers from primary schools attended on each day of activities at an outdoor education centre over the Easter holidays which led to some new friendships forming and a sense of cohesion as many had no awareness of each other before the trip.

- 13 Young Carer awareness raising assemblies have been delivered to schools across primary and secondary. 663 children have filled in young carer questionnaires, of these 278 are identifying themselves as potential young carers. 189 were interviewed, of which 98 were identified as being a young carer by the definition with the remaining 91 not being a young carer.

- The number of young people identified by the assembly identification tool as potentially being a young carer and subsequently supported through the art groups in primary schools is 24. Of these 12 will be further supported through transition. This breaks down to 8 in Y6 transitioning in September 2014 and 4 in Y5 whom the school will continue to support through transition in 2015.

- Training has been delivered to 52 service providers, including 12 teachers, 12 professionals from other organisations and 28 school support staff, lunch time supervisors, and training providers.

- Evaluation of the work with the first family of schools has shown that the impact of the work has significantly improved the attendance and attainment of young carers.

- Development of school standards; Sheffield is one of 15 Early Implementation Sites for the new Young Carers School Standards, developed by the Carers Trust and the Children’s Society. This is a national pilot and an opportunity to showcase how well Sheffield schools can support young carers. The pilot is led by Sheffield Young Carers through the VOYCE Project Partnership.

2.7.4 Emotional Wellbeing Strand

- Within the EWB therapeutic work 45 young carers have accessed counselling or therapy and are reporting feeling more independent, with increasing numbers reporting going to college post 16, staying in college and then going onto university. Art therapists have worked with a number of young carers post 16 to support them in navigating the transition between school and their destination.

“I can’t believe I am actually going to go to University, my own drug use to cope with my high levels of anxiety was so bad when I was younger that I dropped out of school completely. And now look at what I have achieved! I feel so much more confident about myself after coming for counselling. I tried other things but no one I talked to understood before I came here.” (Female, 2014.)
• The top five issues identified by young carers as impacting upon their emotional wellbeing are family and home life (100%), mental health & wellbeing (77%), physical health & special needs (23%), education (19%) and identity (23%)

• Interchange has offered 290 therapeutic sessions to young carers during the past six months via 1:1 counselling for ages 10 – 25 year olds and small group work (Art Therapy) for young carers aged 16 - 21. Allowing for 2 weeks holiday over Christmas and Easter, this averages out at 12 sessions per week.

(Please see VOYCE Year 3 mid-year report attached) which gives more details of activity in the six month period between Nov 2013 and April 2014)

3 Challenges

3.1 Historically young carers received ongoing, non-time limited support from Sheffield Young Carers Project. The success of the awareness raising through SYCP and VOYCE have significantly increased referrals over the last two years. This has led to a change in the model of delivery to a time-limited service providing intensive support for between 1-2 terms, holiday activities for a year and then limited follow-on support. We need to explore ways of bringing in additional resources to meet the ongoing needs of young carers.

3.2 SYC are currently exploring the potential for a Young Carers Centre in Sheffield. This will enable them to:

• Further develop our direct support work – groups and one-to-ones
• Provide ongoing support to young carers (after their initial one year intense support)
• Increase the visibility of young carers with the city
• Provide a one-stop shop for services for young carers.

3.3 We need to develop more support for 16-25yr olds as a key transition time into adulthood, knowing that the impact of being a young carer is lifelong, affecting their life chances and opportunities. As with many young people, young carers often fall between the gap of children’s and adult services. The new legislation (Care Act 2014 and Children and Families Act 2014) are the first to identify young carers in law. These Acts call for an integrated approach between statutory and voluntary sector providers. In particular, the guidance highlights the need for a transitions team, to work between children’s and adult services within the local authority. However, we also need to work more collaboratively with health services, particularly mental health services. 40% of young carers within SYC are caring for a family member with mental health issues.

3.4 We need to sustain and roll out the achievements of the VOYCE Project in relation to the three strands of work. The active participation of young carers in the development, delivery and evaluation of services, and their ongoing role in influencing at a strategic level, has given us a model of involvement that could be replicated across other areas of work. The successful schools work strand has worked with three families of schools, and needs to be rolled out to other schools in Sheffield. Underpinning all this has been the emotional wellbeing support of young carers; this has been vital in maintaining their emotional well-being, building their resilience and reducing the impact of their caring role.
4 What does this mean for the people of Sheffield?

4.1 There are a significant number of young people in Sheffield who because of their caring role have additional needs which we have a collective responsibility to respond to.

4.2 Working with Sheffield Young Carers and the VOYCE project has brought in much needed resources to develop new ways of working to tackle some of the main issues Young Carers identified themselves as being their priorities:

Fig. 4

- Having a voice and being heard
- Better support and awareness in schools, including around transition times
- Having someone to talk to, to support mental health and emotional well-being
- Opportunities for leisure, recreation and respite from caring
- Whole family approach

4.3 For every £1 that Sheffield City Council gives Sheffield Young Carers Project, it raises £2, bringing £125k into the city every year along with the VOYCE Project (led by Chilypep) which is bringing £1 million into Sheffield for young carers (over 4.5 years).

4.4 By SCC working with the voluntary sector and supporting services to young carers, we are able to provide a broad range of support and services that are identified and led by Young Carers. The SCC contract to SYCP is jointly funded by Public Health, Children’s Services and Adult Services.

4.5 VOYCE has provided an opportunity for working together in partnership across VCF and statutory agencies in new ways at a strategic and operational level, and shown the added value that VCF organisations bring to the City; drawing down additional resources and funding, contributing to the development of strategies, developing new models of working, and demonstrating how young people can be at the heart of policy, service, and project development, delivery and evaluation.

4.6 The project is a pilot project, focusing on specific areas of work and with a time limit, with the aim of testing out models and ways of working that could be replicated and implemented across the City. VOYCE offers us an opportunity to learn about how organisations can work together to bring in vital resources to the City, and the model developed could be replicated across other areas of work.

5 Recommendations

5.1 That the committee:

- Note the content of this report in relation to the current level of services for Young Carers within Sheffield.

- Note that following on from the development of the Person Centred Assessment, Children Young People and Families Service and Adults Service will sign up to the Local Memorandum of Understanding between Statutory Directors for Children’s Services and Adult Social Services.
• Note and support future developments that are required in relation to:

(1) Health Services representation on the Young Carers Strategic Board.

(2) Schools engagement with the schools network and consideration of implementation of the model of support developed by VOYCE for Young Carers in transition and, potentially, the National Schools Standards following the one year pilot.

(3) Commissioners of Mental Health and Emotional Well-being Services for Children and Young People make support for Young Carers explicit in service specifications.

(4) Organisations considering how learning from the VOYCE project and the work of SYCP can be shared, replicated and implemented.

(5) Organisations supporting the development of transition services between young carers’ services and carers services (statutory and voluntary).

(6) Statutory and local voluntary services working with young carers implementing the new legislation relevant to young carers.

(7) The City Council takes into account the services provided over and above those contracted by the Council, when commissioning its service. To acknowledge that the services funded by the City Council are only a small percentage of support currently available but that it provides a solid core from which further funding can be raised.
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