Review of the Carers Action Plan 2018–20
in relation to young carers and young adult carers

A report and recommendations from the APPG for Young Carers and Young Adult Carers to feed into the APPG on Carers review of the Carers Action Plan 2018–20

July 2023

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### About the All-Party Parliamentary Group for Young Carers and Young Adult Carers

The All-Party Parliamentary Group (APPG) for Young Carers and Young Adult Carers brings together Parliamentarians from across the political spectrum who are committed to improving the lives of young carers and young adult carers. The group’s mission is to provide a forum for key issues affecting young carers and young adult carers which will be addressed collaboratively by Parliamentarians and other key stakeholders, including young carers and young adult carers. The APPG will hold regular meetings in Parliament with an ambitious agenda of work and will seek to make the very strongest collective case to Central Government as we seek to achieve the best support and services for young carers and young adult carers.

The current officers of the APPG are:

- **Chair:** Paul Blomfield MP
- **Vice-Chair:** Duncan Baker MP
- **Vice-Chair:** Ed Davey MP
- **Vice-Chair:** Barbara Keeley MP
- **Officer:** Fleur Anderson MP
- **Officer:** Gill Furniss MP

In addition to the officers, there are additional MPs and Peers who are members of the APPG (Members are defined as those who have asked to be on the group’s mailing list or who actively support the work of the APPG without being officers).

You can find a full list of the APPG members on the APPG’s webpage – www.carers.org/appg

Carers Trust provide the secretariat to the APPG and you can find more information about the work of the APPG at [www.carers.org/appg](http://www.carers.org/appg) or by contacting [appg@carers.org](mailto:appg@carers.org).
Review of the Carers Action Plan in relation to young carers and young adult carers

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Introduction and methodology

About the Carers Action Plan

The Carers Action Plan outlined the cross-government programme of work to support carers of all ages in England from 2018-2020 and was designed to build on the previous National Carers Strategy (2008–2018).

It contained 64 actions across 5 priority areas:
1. Services and systems that work for carers
2. Employment and financial wellbeing
3. Supporting young carers
4. Recognising and supporting carers in the wider community and society
5. Building research and evidence to improve outcomes for carers

It was signed off by the Minister of State for Care, Minister for Women, Minister for Sports and Civil Society, Minister for Small Business, Consumers and Corporate Responsibility, Minister of State for Disabled People, Health and Work and the Parliamentary Under Secretary of State for Children and Families
Review of the Carers Action Plan

The APPG on Carers is conducting a review into the impact of the Carers Action Plan 2018-2010 in relation to carers of all ages. This review is considering what difference the Action Plan has made in relation to support for carers, as well as areas which should be covered in any future National Carers’ Strategy.

As part of this process, the APPG for Young Carers and Young Adult Carers was asked to review the elements of the Carers Action Plan which relate to young carers and young adult carers and produce recommendations to feed into the wider review.

We requested updates from all of the Government Departments and organisations tasked with specific actions relating to young carers and young adult carers in both the Carers Action Plan and the subsequent ‘One-Year on progress review’ which was published in July 2019.

Our April 2023 meeting was focused on this piece of work. At the meeting we heard from:

- Carers Trust who provided an overview of the updates received from Government departments
- The Children’s Society who presented on their research into transitions for Young Adult Carers
- Learning and

Methodology
- Written updates
- Oral evidence
- Written evidence (including review from Barbara Keeley’s office)
Our findings

The evidence we received indicates there are clear examples where the Carers Action Plan has made some difference in relation to young carers and young adult carers. However, we feel that if the successes are going to extend beyond pilots or one-off pieces of work and become embedded, then more work and financial resource is needed.

The impact of the Carers Action Plan needs to be viewed within the parameters, in that it was a 2-year plan without financial resources committed, as opposed to a full National Carers Strategy with dedicated resources allocated.

The Carers Action Plan helped to raise awareness of young carers and particularly young adult carers in some areas, but we are concerned that young carer services are reporting that this has not translated into increased identification particularly within health settings and adult services.

There are areas of the Carers Action Plan which did not materialise. We would welcome clarification on the Government’s plans in relation to these.

Young carers regularly highlight the impact of caring upon their education and the need for greater identification and support within schools, colleges and universities. It was therefore surprising that there were no actions in the Carers Action Plan relating to this area. We welcome the inclusion of young carers in the school census as of January 2023.

The DHSC-commissioned research on young adult carer transitions has helpfully evidenced concerns that had been raised around experiences of transitions and transitions assessments. We are concerned at the large proportions of young adult carers who either had not received a transitions assessment, or were unsure if they had. The Department of Health and Social Care should set out how it plans to respond to the findings of that report.

We are concerned about the increasing evidence base highlighting the significant impact of caring on the mental health of young carers and young adult carers. Whilst it was positive that young carers were specifically mentioned in the Green Paper on Children and Young People’s Mental Health, it is concerning that they weren’t acknowledged in the Government’s response to the consultation.

The majority of completed actions were in the past, prior to the pandemic. The inclusion of young carers in the school census was the most recent activity, set out in the Autumn 2021 Adult Social Care White paper and implemented in January 2023. Therefore, Government departments should now set out their future programme of activity relating to young carers and young adult carers.
Recommendations

Given the increasing number of young carers providing significant levels of care, and the growing evidence as to the impact this has on their health, wellbeing and education, there is an urgent need for a National Carers’ Strategy and Action Plan. This strategy should have senior cross-government support and will need financial resource to ensure implementation; it should also have a dedicated section relating to the needs of young carers and young adult carers.

Based on the evidence we received and the priorities raised by young carers, young adult carers and those who support them, we believe that any future strategy should ensure it covers the following areas as a minimum:

The strategy should set out:

- what outcomes the strategy is seeking to achieve for all young carers and young adult carers.
- How the Government plans to reduce the number of young carers and young adult carers providing inappropriate and/or excessive levels of care. The strategy should go beyond identification and assessment and ensure it covers information and support.

It should also set out plans for improved monitoring of legal rights for young carers and young adult carers. It should include:

- Identification and support for young carers, particularly those from under-represented backgrounds, including young carers from military-connected families and minority ethnic communities.
- There should also be a focus on improving identification of young carers within adult services and health settings, and promoting a whole-family approach to support for young carers
- A clear focus on how developments such as the inclusion of young carers in the school census and UCAS applications will be used to improve the support for young carers throughout education. This should include young carers access to further education, higher education and training, as well as young carers who are electively home-educated.
- Following the findings of the DHSC-commissioned research into transitions, there should be a focus on transitions into adult life for young adult carers. Areas that should be explored as part of this include transitions assessments, support available in adult services, and access to employment and housing

It is essential that any strategy development process makes clear how the voices and experiences of young carers and young adult carers will inform the development and implementation of the strategy – young carers have clearly said that they do not want to be an after-thought.
Interim recommendations

In addition to our over-arching recommendation for a National Carers Strategy and Action Plan, we have outlined a series of 10 interim recommendations whilst any future strategy is being developed to ensure continued action to improve the identification and support for young carers and young adult carers.

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<th>Interim recommendations</th>
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<tr>
<td>1. To inform a future National Carers’ Strategy, the cross-Government working group should continue to meet to support its development and coordinate support for carers of all ages.</td>
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<td>2. The Government should set out its plan on how it plans to improve early identification and recognition of young carers, including updating on its plans around a potential national recognition scheme for young carers, taking into account recent initiatives such as the Young Carers ID Card in Wales and Carers Passports.</td>
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<td>3. The Government should also set out how it plans to reduce the numbers of young carers and young adult carers providing inappropriate and/or excessive levels of care.</td>
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<td>4. Government departments should set out their planned programme of activity in relation to improving identification and support for young carers and young adult carers.</td>
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<td>5. Specifically, the Department for Education should set out how it plans to build on the inclusion of young carers in the school census to improve support for young carers in education. To improve the recognition across education pathways, the Department should also look to ensure young carers are also included in the Annual School-level census for independent schools and Individualised Learner Records for Further Education and training providers.</td>
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<td>6. The Department for Education should also set out how it plans to improve data around how legal duties towards young carers under the Children and Families Act 2014 are being met.</td>
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<td>7. The Department of Health and Social Care should set out how it plans to action the findings of its commissioned research into transitions for young adult carers and ensure Young Adult Carers are able to access transitions assessments under the Care Act 2014. It should work with other relevant Government departments to explore ways to improve the wider transition to adulthood for Young Adult Carers, covering areas such as access to employment, financial support and housing.</td>
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<td>8. The Department for Education and Department of Health and Social Care should support the planned review and refresh of the “No Wrong Doors: working together to support young carers and their families” memorandum of understanding.</td>
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<td>9. The Department of Health and Social Care and Department for Education should also set out how they plan to address the mental health needs of young carers. Any universal developments such as senior mental health leads should specifically acknowledge the needs of young carers.</td>
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<td>10. NHS England should set out how it plans to ensure that the need to identify and support young carers and young adult carers is proactively considered within the next phase of its Long-Term plan.</td>
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Appendix One – Updates from Government departments

This Appendix outlines the actions in the Carers Action Plan 2018-20 which relate to young carers and young adult carers. It contains updates from the ‘One-year on report’ published in 2019 and updates received in April 2023.

Updates were requested from the Department for Education (DfE), Department for Work and Pensions (DWP), Department of Health and Social Care (DHSC) and NHS England (NHSE).

The numbers in the table relate to the relevant chapters in the Carers Action Plan.

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<th>Action</th>
<th>Lead</th>
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<td>1.1 NHS England (NHSE) will work with the Care Quality Commission on the development of quality standards for carer-friendly GP practices, and is developing a framework of questions (quality markers) that can be used by doctors’ surgeries to demonstrate how effective they are in recognising and supporting carers.</td>
<td>NHSE</td>
<td>NHSE update (April 2023): The markers were published in June 2019 and offer a series of practical ideas, developed in partnership with carers, primary care teams and other key stakeholders, that provide a framework for improving how general practice can better identify and support carers. This work has now been supported by the implementation of guidance to support better coding of unpaid carers at a GP practice level, including new coding to indicate if carers have been supported with developing a contingency plan.</td>
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<td>1.3 NHS England and the Ministry of Defence will work to improve support for armed forces carers</td>
<td>NHSE/MoD</td>
<td>NHSE update (April 2023): This piece of work has never sat with the NHSE carers team, our only commitment was to set up networking events which we did, the last of which was online during the pandemic.</td>
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<td>3.1 The Department of Health and Social Care is working with Carers Trust on a young carers identification project which will develop and deliver a ‘train the trainer’ model to support local areas to identify potential young carers and enable individuals working with them to engage sensitively and signpost them to relevant services.</td>
<td>DHSC</td>
<td>Carers Trust worked in partnership with local services to develop train the trainer style resources, to improve the identification and support of young carers. These were delivered at eight regional events, to over 200 people working in health and social care, education, statutory and voluntary sectors. Over 97% felt better able to identify young carers after the training. DHSC update (April 2023): This action was completed. DHSC continues to refer to the work, tool, and resources as and when opportunities arise.</td>
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| 3.2 We will conduct a review of best practice in identification of young carers and access to support. The review will involve experts and look at existing practice, as well as identifying good practice and opportunities for improvement. | DHSC/ DfE | **DHSC update (April 2023):** The review has concluded. A report was published in September 2019. DHSC and DfE continue to work together on young carers policy notably, for example, on the recent inclusion of young carers in the school census – a commitment in the People at the Heart of Care: adult social care reform white paper.

**DFE update (April 2023):** As of January 2023, all primary and secondary education settings in England are being asked annually if a student undertakes caring responsibilities at home, via the school census. This will increase young carers visibility in the school system, give a wealth of demographic evidence on who young carers are and provide an annual data collection to help identify long-term trends. Data from the school census will be available summer 2023.

| 3.3 The Department for Education (DfE) will improve information sharing to safeguard vulnerable children. This will support stronger multi-agency working between practitioners and enable better assessments and decision making within children's social care. Better information sharing across agencies will help to identify children who are young carers. | DfE | **DFE update (April 2023):** DfE will be delivering a report to Parliament setting out ways to improve information sharing between safeguarding partners by summer 2023, as required by the Health and Care Act 2022. The report will be based on input from practitioners, research from departments across government, and good practice within local authorities, and outline recommendations for potential technical and non-technical solutions. This will include an exploration of the use of a consistent child identifier (CCI), so that information about children can be easily linked and shared across organisations, such as the police, hospitals and children’s social care. It will also include a roadmap for implementation of the recommendations. DfE will also be consulting on updated information sharing guidance in summer 2023 alongside the Working Together consultation which provides more clarity to professionals in order to support them in their decision-making in order to keep children safe.

Alongside the technical solutions, we are also researching the cultural and behavioural barriers to professionals sharing information. This means understanding why individuals may struggle to do this effectively, and what could make it easier for them to change their behaviours. This is likely to include further training and guidance but may also involve other good practice solutions that are discovered during the research being conducted. |
### 3.4 The Department of Health and Social Care will fund a project which focuses on young carers from disadvantaged and seldom heard groups, to increase the timely identification of particularly hidden young carers and to support better identification among Black, Asian and minority ethnic families.

**DHSC update (April 2023):** This action was completed. *Supporting young carers from hidden and seldom heard groups: A Literature Review* was published in July 2020 during the pandemic. Link to review - [Seldom-Heard-Report.pdf](https://childrenssociety.org.uk/Seldom-Heard-Report.pdf)

In addition, as of January 2023, all primary and secondary education settings in England are being asked annually if a student undertakes caring responsibilities at home, via the school census. This will increase young carers visibility in the school system, give a wealth of demographic evidence on who young carers are and provide an annual data collection to help identify long-term trends. Data from the school census will be available in summer 2023.

### 3.5 The Department for Education is undertaking a review of *Children in Need*, which includes young carers, to understand the challenges these pupils face and the support that best improves their educational outcomes, both in and out of school. The findings from the review will inform how best to support Children in Need in order that they achieve their full potential.

**DfE update (April 2023):** The Children in Need Review’s final report, [Help, protection and education: concluding the children in need review](https://www.gov.uk/government/publications/help-protection-and-education-concluding-the-children-in-need-review), was published in June 2019. The review includes new data and analysis on the educational outcomes of children in need of help and protection, including young carers assessed as being in need. Some of the actions taken since the report include:

- In June 2021, we extended the role of Virtual School Heads to include strategic responsibility for all children with a social worker, backed by £16.6m annual funding confirmed until 2025.
- We worked closely with What Works for Early Intervention and Children’s Social Care, including through delivering randomised control trials of embedding social workers in schools and providing supportive supervision by a senior social worker to school Designated Safeguarding Leads (DSLs).
- We have made changes to [Keeping Children Safe in Education](https://www.gov.uk/government/publications/keeping-children-safesafe-in-education) guidance. We have updated our guidance for DSLs to ensure that they have a greater focus on improving the educational outcomes of children with a social worker, as part of their existing duties. As set out in [Keeping Children Safe in Education](https://www.gov.uk/government/publications/keeping-children-safesafe-in-education), we require DSLs to undergo training to provide them with the knowledge and skills to carry out their role, which includes having a good understanding of, and alertness to, the needs of young carers.
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<th>3.6 The Learning and Work Institute (LWI) and the Department for Work and Pensions launched customer information materials setting out the rules for students claiming Carer’s Allowance in September 2017. The impact of this activity will be evaluated and consideration given to further activity in due course. <a href="#">Link to resources</a></th>
<th>Learning and Work Institute; DWP</th>
<th><strong>DWP update (April 2023):</strong> The customer information materials helped ensure that young adult carer students were able to make informed decisions about whether undertaking a course of study available at the time would affect their entitlement to Carer’s Allowance. This was confirmed on a number of occasions by stakeholders at the National Policy Forum for Young Adult Carers (organised by the Learning and Work Institute).</th>
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<td>3.7 NHS England will embed and develop the Young Carer Health Champions programme, which was established to support improved confidence in using health services, promote health and wellbeing, and develop the capacity of young carers to participate in the planning and development of young carer friendly services.</td>
<td>NHSE</td>
<td><strong>NHSE update (April 2023):</strong> The Young Carer Health Champions Programme has just completed its 6th year. Young Carers have been working on developing resources to support the embedding of top tips for primary care.</td>
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| 3.8 The mental health needs of young carers were recognised in the recent Green Paper, Transforming Children and Young People’s Mental Health. The Green Paper will improve the offer of mental health support for all children and young people, recognising the need for early intervention and prevention. The Department of Health and Social Care and the Department for Education are analysing consultation responses and will publish a government response in due course. | DHSC | **DHSC update (April 2023):** This action was completed. The Department of Health & Social Care and the Department for Education held a public consultation on ‘Transforming children and young people’s mental health provision: a green paper’. The consultation ran from 13 December 2017 to March 2018. The government’s response to the consultation is published [here](#): **DfE update (April 2023):** We have committed to offer all state schools and colleges a grant to train a senior mental health lead by 2025. This will support them to introduce effective approaches to mental health and wellbeing. Over 11,700 schools and colleges have received a senior mental health lead training grant so far, including more than 6 in 10 state-funded secondary schools in England. This is in addition to the record NHS funding for mental health services with an extra £2.3 billion a year by 2023/4, and the extra £79 million boost for mental health support for children and young people in 2021, including:  
- Increasing the number of Mental Health Support Teams working with schools and colleges to 400 by April 2023, covering
around 35% of pupils in England, with 500 planned to be up and running by 2024.

- Expanding community mental health services – 22,500 more children and young people were able to access services in 2021/22, and an additional 345,000 will be able to by 2024.
- Continuing to provide 24/7 crisis lines - for young people facing a mental health crisis, with additional funding for follow up treatments at home if necessary.

| 3.9 The Department of Health and Social Care will fund a project on transitions for young adult carers. The project will look to identify and disseminate effective practices to support and enable young adult carers to make positive transitions between the ages of 16–24, and identify the types of practical and emotional support that can enable a young adult carer to achieve a positive transition. | DHSC | DHSC update (April 2023): This action was completed. DHSC funded a project on transitions for young adult carers. A report, *Shaping our Future*, was published by the Children's Society on their website in June 2019.

**Link to report and resources:**

Appendix Two – Update from The Children’s Society on their DHSC-commissioned research into transitions for Young Adult Carers

Shaping our Future: Improving Assessment and Support for Young Carers Transition to Adulthood – Luella Goold, The Children’s Society

The Care Act 2014 and the Children and Families Act 2014 outlined duties for young carers including support in transition to their adult life. These duties were welcome and necessary, and gave progress to recognising the need to improve young carers’ transition to adulthood and outcomes for young adult carers.

"After having what I now know to be a transition assessment my family had a care needs assessment. This meant support was put in place to help me and my family so I can go to university." (Young adult carer)

However, almost ten years on and young carers/young adult carers still face barriers to accessing support and there is still a long way to go before the needs of young carers are met in their transition to adulthood.

Following the launch of the Carers Action Plan (2018-2020) The Children’s Society were commissioned by the Department of Health and Social Care to identify and disseminate effective practices to support, and to enable Young Adult Carers to make positive transitions between the ages of 16 and 24.

The programme included:

- An outline of current practice regarding young carers’ transition to adulthood across nine regions of England.
- Producing tools and resources for both young people and professionals based on any gaps in provision and services.
- Ensuring key professionals are aware of their duties, roles and responsibilities in ensuring transitional support is provided.

The ‘Shaping our Future: Improving Assessment and Support for Young Carers Transition to Adulthood’ report presents the findings from the programme delivered by The Children’s Society. This was informed by both young adult carers and multi-agency professionals which contribute to the learning and recommendations throughout this report.

The key findings from the report were:

- 13% of young adult carers reported that had received a transition assessment.
- 51% reported that they had not received a transition assessment.
- 36% didn't know if they had received a transition assessment.
Survey responses showed local authorities to be commissioning the completion of young carers needs assessments to the local young carers service providers. However, the commissioned contract activities were found to be inconsistent in the approach to the young carers transition assessment:

- 70% of the contracts commissioned to the young carers services included the statutory young carers' needs assessment.
- 31% of these contracts also included the young carers transition assessment.
- 42% of the professionals - both service providers and commissioners - who attended workshops and focus groups also reported having no specific provision for transition assessments included in the commissioned service within their locality;
- 36% reported they didn't know if this was happening.

The data gathered from the local young carers services showed:

- 44% of young carers' service providers said they felt they held responsibility for completing young carers' transition assessments.
- 23% had been formally commissioned by the local authority to complete the young carers transition assessment.

Despite the legislation and guidance outlining the duties for local authorities to carry out young carers transition assessments before they turn 18 and when it is of significant benefit:

- 35% reported this was completed by adult services after the young person has reached adulthood, which is in fact a carers assessment and not a transition assessment.
- 35% reported they didn't know when they were supposed to complete them with the young person.

Young Adult Carers often fall through the gaps in support, and are hidden from services designed to support them. They tell us that they often have to choose between their own future aspirations or caring for their family, with significant impacts leaving them vulnerable to risks related to their safety, health and future opportunities and well-being later in life.

- Feeling anger, stress, guilt, and resentment.
- Becoming even more isolated as a young adult and experiencing loneliness.
- Not pursuing their future goals.
- Not achieving or reaching their potential in education.
- Feeling guilty if they do leave home for university or employment.
- Struggling with higher education, as they may miss days at their place of study or experience disruption due to their caring role.
- Feeling pressure to remain in the family home or at least close by.
Experience negative impact on their well-being.
Experience financial issues, living with low income or in poverty.
Losing all support if it is dropped when they reach 18 years old

Detrimental to this is that often these young people feel they are managing all of their issues alone without any guidance or support and that they face significant barriers to accessing support.

The Shaping our Future report, outlines key recommendations for Local authorities as well as recommendations for thematic areas such as housing, education, finance. The recommendations for Local authorities are as follows:

Local authorities recommendations:

- Local authority children's and adult services should establish effective strategic leadership and work together, communicating their duties and roles with both one another and with young people. They should ensure that young adult carers are clear about their next steps and their transition into adulthood is effectively facilitated.

- Local authorities should ensure transition assessments are being carried out in a way that is beneficial to the Young Adult Carers. They should identify who is best placed to carry out transition assessments, whether this is internally or through external services.

- Local authorities should ensure there is sufficient follow up and pathway planning in place for young adult carers to review and update their plans and goals, and that the assessment is not a one off exercise. This forms part of their transitional journey across services and into adulthood.

- Local carers strategies should include monitoring requirements for young carers and young adult carers. Mechanisms should be devised where local authorities can identify the numbers of known young carers, their receipt of a needs assessment, their receipt of a transitions assessment and how pathways and planning are being implemented to meet the needs of the whole family to reduce or prevent negative impacts upon children.

- Benchmarking standards for transition plans should be provided to ensure young carers have improved access to high quality and consistent information, advice and support as they approach the point at which they will have to leave children's support services into adult support services.

- Both adult and children's services should implement training on local whole-family approaches, ensuring it is embedded across workforce.
development of all agencies. This training should cover the vulnerabilities of young carers transition to adulthood, their needs as young adult carers, and contain guidance for completing young carers transition assessments and pathway planning before they turn 18 years.

- Children's and adult services should implement a jointly owned Memorandum of Understanding based on 'No Wrong Doors: working together to support young carers and their families. This memorandum should include the development of a broad multi-agency strategy or steering group that ensures the voices of young carers are heard through a local young carers' forum, council or other mechanism. This should be reviewed regularly and include joined up thinking and working between adult and children's services to implement young carers transition plans locally.

- Local authorities should follow the Care Act Guidance and ensure transition assessments take place at the right time for the young person or carer, and when there is significant benefit to the young person or carer in doing so. They should form part of a broad spectrum of transition support. This should be a priority area for all local authorities and funding should be allocated to ensure their effective implementation.

- There should be sufficient funding to adequately meet the needs of young carers as they transition into adulthood, including provision for preventative services to support those who do not meet escalating thresholds for statutory social care services.

Recommendations tailored to thematic areas can be found in Chapter 5 of the full report. You can read the full report here:


Current picture- 2023

Even though this research was carried out in 2019, we know from our current work with young adult carers, young carers services and local authorities that there is still a huge gap in support for young adult carers including the transition assessment. Young adult carers are falling through the gaps of provision with many services not commissioned to carry out a transition assessment, local authorities lack of knowledge and understanding of transition assessments as well as the support which is in place for young adult carers means they are not engaging in services. Many young adult carers are going under the radar and particularly since this research was carried out, the pandemic has meant young adult carers seem more hidden than they were before.
Appendix Three – Written evidence

We opened a call for evidence ahead of our meeting on Wednesday 19th April to provide an opportunity for feedback from organisations working with young carers and young adult carers, academics and individuals.

In addition to the feedback received through the online call for evidence Barbara Keeley MP’s office produced a document mapping out the elements of the 2008-2018 National Carers Strategy and the 2018-2020 Carers Action Plan for the purpose of comparison of their respective scopes and identifying potential areas for a future national carers strategy.

Responses to the Call for Evidence

Respondent 1

Name: Dr Paul Watson
Organisation/role: Northumbria University; Assistant Professor in Children’s Nursing & Manager of the Northern Hub for Veterans and Families Research

To what extent do you believe that the actions in the Carers Action Plan have made a difference for young carers and young adult carers, both locally and nationally?

With regards to young carers from military connected (serving, reserve and veteran) families I feel there was a positive localised lift in the promotion of this population, and pockets of organisations have been supporting this population of young carers, during and immediately after the war in Afghanistan.

What areas do you feel the Carers Action Plan did not cover in relation to young carers/young adult carers?

The identification of young carers from military connected families failed to recognise this population on a national front, to understand the cultural context and nuances to support this group of young carers. Moreover, there has been no national lead to support this population of young carers, which has seen this population of young carers again go under the radar.

In any new Carers’ Strategy - what would you like to see included?

I would like to see the MoD, VOA and NHS England, Scotland, Wales and Ireland raise the profile of military connected young carers, and write specific policy for military connected young carers. Since the withdrawal of troops from the war in Afghanistan, there has been a national drop in upscaling the identification and support for military connected young carers. Research tells us that those who serve in combat are at risk of presenting with poor mental health, this presentation can be delayed for months or years. Therefore, it is vital to identify, connect and engage with military connected young carers to prevent poor emotional health and well-being, academic attainment (which is already a disadvantage to military children and young people due to transition) and long term non-communicable disease and improve outcomes with appropriate early intervention based on co-produced services.
Respondent 2

Name: Carole Whittle
Organisation/role: Carers in Hertfordshire; Health and Wellbeing Manager

To what extent do you believe that the actions in the Carers Action Plan have made a difference for young carers and young adult carers, both locally and nationally?

Locally we are getting much better engagement from Health but I feel this is more about local decision makers understanding the need and using the action plan as the lever than any action from the centre.

What areas do you feel the Carers Action Plan did not cover in relation to young carers/young adult carers?

There needs to be greater work on understanding the long term health implications of caring. Public Health England have accepted that caring is a social determinant of health, the GP patient survey data and data direct form GP patient records indicates this is a bigger impact on younger carers. Our own survey indicates that 16 is a tipping point for health so there needs to be both greater understanding and support available. Also schools were noticeable by their absence, young carers spend a lot of their time in school and local authorities now have little influence in schools so it needs to be part of the Ofsted framework. There also needs to be something more about transition, including apprenticeships, universities, and adult assessments.

In any new Carers' Strategy - what would you like to see included?

More about schools and how they will be held accountable. More about transition to adulthood. More about what whole family support, when their is a disabled child in the family, siblings are too often ignored, when a parent needs care health often don’t involve them, this is much wider that primary care. Peer support, this is the thing young carers say makes the biggest difference but is often most squeezed when finances are tight.

Other comments

Need to make sure that young carers are embedded throughout the action plan or strategy, not an add on.... and young carers. Need to make sure young carers have a meaningful voice.
Respondent 3

Name: Amanda Massey
Organisation/role: Spurgeons, Head of service

To what extent do you believe that the actions in the Carers Action Plan have made a difference for young carers and young adult carers, both locally and nationally?

In all honesty - we are seeing very little change on the ground. Reviews and reports are all well and good and informative but in terms of changes to practice as a result this is really not evident.

What areas do you feel the Carers Action Plan did not cover in relation to young carers/young adult carers?

To make a real difference and on a consistent basis organisations such as GP practices, adult and children's social care and schools need to be mandated to take action. The inclusion in school census is a step forward with education but schools are just approaching YC's services to ask which young people from their schools are young carers rather than them pro-actively identifying them

In any new Carers' Strategy - what would you like to see included?

A move towards mandated requirements in relation to identifying, referring and supporting young carers for health, social care and education

Respondent 4

Name: Sally Stanfield
Organisation/role: Lincolnshire County Council; Early Help Consultant (Young Carers Lead)

To what extent do you believe that the actions in the Carers Action Plan have made a difference for young carers and young adult carers, both locally and nationally?

Certain aspects of the Plan seem to have moved forward more effectively that others. I regularly speak with GPs for example, who are aware that young carers should be included on their Carers Registers but in actuality have few or even none in practice. There seems to be a reluctance to explore this with families. We have seen some good practice locally with one of our YC champion schools in relation to working with SSAFA around carers within armed forces - school's intake has a high percentage of children from military families. Some of the aspects of the Plan I have heard little about at all - which would suggest this has not been very effective!

What areas do you feel the Carers Action Plan did not cover in relation to young carers/young adult carers?

Looking at whole family working with a view to minimising a caring role where possible. Not considering young people under 5 - by identifying a young carer as soon as possible services can be used most effectively. The right support at the right time. Caring does not start on a 5th birthday and having a minimum age precludes the conversation happening earlier.

In any new Carers' Strategy - what would you like to see included?
Expectation of a robust Transition process. To promote better joined up working between Health and Social Care. Flexible workplaces for young adult carers. Expectation of support for young carers within education – how could this look for elective home educated young people? Support for special schools in ensuring children with additional needs are not excluded or assumed to be the person with care needs.

**Respondent 5**

**Name:** Krista Sharp  
**Organisation/role:** MYTIME Young Carers; CEO

**To what extent do you believe that the actions in the Carers Action Plan have made a difference for young carers and young adult carers, both locally and nationally?**

I believe that there has been increased awareness of young carers amongst the general public and within government agencies. However, this does not necessarily translate to changes taking place on the ground in local areas.

**What areas do you feel the Carers Action Plan did not cover in relation to young carers/young adult carers?**

There is clearly action taking place to ensure young carers are being identified, however the Carers Action Plan mentions support. Yet there is no clear explanation of what type of support should be made available. It is therefore impossible to hold local authorities to account for providing support. There is also the need to standardise the assessment process - a young carer in one LA is not necessarily a young carer in another.

**In any new Carers’ Strategy - what would you like to see included?**

More specific plans around how LA’s will be held to account for the assessment process they carry out and how it can be standardised. More focus on what type of support is beneficial and what the barriers are for this support to have a positive impact.

**Respondent 6**

**Name:** Lois Gallagher  
**Organisation/role:** Quaker Social Action, development worker

**To what extent do you believe that the actions in the Carers Action Plan have made a difference for young carers and young adult carers, both locally and nationally?**

We believe the actions have made a moderately significant difference, in that they have promoted the needs of young adult carers as a distinct group and encouraged practitioners to think about transition to adulthood as an important focus when working with young adult carers.

**What areas do you feel the Carers Action Plan did not cover in relation to young carers/young adult carers?**

It did not cover housing issues or needs, including the housing needs of young adult carers as they transition into adulthood and consider the possibility – or lack
thereof – of living independently from their family of origin – and the opportunities that are gained or missed as a result

**In any new Carers' Strategy - what would you like to see included?**

We would like to see a set of actions put in place regarding recognising and addressing the housing needs of young adult carers – including:

a) making housing a key part of the Young Carers Transition Assessment;

b) enabling the carers sector and the housing sector to link up and work more effectively together;

c) lobbying for young adult carers to be listed as being in priority need in housing law
Respondent 7

Name: Dr Geraldine Boyle
Organisation/role: Open University; Senior Lecturer (Health)

To what extent do you believe that the actions in the Carers Action Plan have made a difference for young carers and young adult carers, both locally and nationally?

The Carers Action Plan has raised awareness of the needs of these groups and led to some developments in support.

What areas do you feel the Carers Action Plan did not cover in relation to young carers/young adult carers?

There is limited attention given in the Action Plan to transitions for young adult carers and to implementing transitional assessments and support for this group. Monitoring is needed to identify if transition assessments are being conducted and what outcomes are being achieved for young adult carers.

In any new Carers' Strategy - what would you like to see included?

Monitoring of the implementation of transition assessments for young adult carers and their outcomes. Consideration to be given in the assessments of whether these young people want to continue caring in adulthood. A clearer focus on the needs of more disadvantaged young adult carers, particularly from minority ethnic groups.

Respondent 8

Name: Dr Amy Warhurst
Organisation/role: University of Winchester; Senior lecturer in Psychology

To what extent do you believe that the actions in the Carers Action Plan have made a difference for young carers and young adult carers, both locally and nationally?

I think this is an excellent starting point and will help partly by continuing to raise awareness and partly by beginning to address some of the health needs of YC and YAC

What areas do you feel the Carers Action Plan did not cover in relation to young carers/young adult carers?

Education - there is a very large gap in support for YC in schools and one I am trying to help fill with my own research

In any new Carers' Strategy - what would you like to see included?

More education and school-based support, with funding from the government. more emphasis on government funded home-based care, so that there is less need for YC and YAC in the first place
Respondent 9

Name: Ruth Sullivan
Organisation/role: Young Carers for Brighton and Hove; Manager

To what extent do you believe that the actions in the Carers Action Plan have made a difference for young carers and young adult carers, both locally and nationally?

It's apparent in my LA's lax action planning that it didn't necessarily reach well in to regions. When you break down the train the trainer events that's only about 25 people in each region compared to the number of professionals that work with young carers directly or indirectly. There needs to be something built in about more impetus for various departments to actually take action and improve young carer support. I think partially a problem comes around information sharing between statutory bodies and young carers projects where they are independent of the LA. We don't always have access to the info that is being gathered about ycs elsewhere. Our LA has no robust or standardised system for assessment and ID and I think this is a national picture. There is not enough imperative from the top for regional bodies to carry out these actions, or to be honest funding - for example around mental health. This is a similar if not worse picture for YACs

What areas do you feel the Carers Action Plan did not cover in relation to young carers/young adult carers?

I think the key issues are identified but the actions aren't strong enough. Lots of regional YC services carry out or offer training but there's no requirement to take it up.

In any new Carers' Strategy - what would you like to see included?

A more robust plan for young carers mental health. More acknowledgement of and planning for meeting needs that were intensified by COVID. Recognition that for families who are on CIN plans due to a disabled child, sibling carers and parent carers need to be included in this plan and outcomes and some specific actions to address this.

Any other comments?

As someone from a minoritised ethic community I find the terms 'hidden' 'deprived' 'seldom heard' really insulting and there doesn't seem to be a specific action about working with communities rather than 'white knighting' these communities or taking account of cultural practices. There's no specific actions for support and working with Gypsy and Traveller communities (of all kinds and this includes Showmen, live aboard boaters, bargees and new travellers) and how appropriate and culturally sensitive support could be provided.
Respondent 10

Name: Andy McGowan
Organisation/role: Carers Trust; Policy and Practice Manager (Young Carers and Young Adult Carers)

To what extent do you believe that the actions in the Carers Action Plan have made a difference for young carers and young adult carers, both locally and nationally?

Parts of the Carers Action plan have helped raise awareness within specific sectors (e.g. health) and have provided greater insights into specific areas (e.g. transitions for young adult carers and experiences of young carers from under-represented backgrounds.

The NHS England Health Champions programme and top tips helped to raise awareness of young carers within primary care. The transitions research provided really helpful evidence as to how transition assessments are working in practice.

The train the trainer resources have helped to improve confidence in identifying young carers for those who have accessed them.

What areas do you feel the Carers Action Plan did not cover in relation to young carers/young adult carers?

The Carers Action plan contained a number of actions which were either research projects or pilots; it is not currently clear what action is happening on the back of those.

There are also areas in the action plan/one-year-on review which do not appear to have progressed (e.g. young carer recognition scheme, young carers from the armed forces community), likely due to the COVID-19 pandemic.

The original plan and one-year-on review needed to put more of a focus on identification and support for young carers within education. There was also not any clear reference to promoting whole-family practice. The Carers Action Plan focused a lot on identification, but not a lot on the actual support for young carers, or on assessments.

In any new Carers' Strategy - what would you like to see included?

There should be a focus on what outcomes we want to see achieved for all young carers and young adult carers. More needs to be done around identification of young carers within adult services and health settings, promoting a whole-family approach. Would want there to be a focus on support for young carers within all education/training pathways and into employment. With the inclusion of young carers in the school census and UCAS applications, and the continued lack of national awareness as to how legal duties are being performed, any new strategy should include a focus on how data is used in relation to identification and support for young carers.
Respondent 11

Name: Gemma Roake
Organisation/role: Carers in Hertfordshire; Young Carers Service Manager

To what extent do you believe that the actions in the Carers Action Plan have made a difference for young carers and young adult carers?

I think sadly GPs have not done anything to identify or support young carers in their practises. They identify very small numbers, refer about 2 a year to our charity (when they refer hundreds of adults by comparison)

Schools and educational settings vary greatly but they and the school nurses are the most consistent in identifying, supporting and imbedding best practise in their settings to involve, identify and support young carers.

Carers allowance is only open to them if they have incredibly high caring roles and are not fully engaged with education. The idea is to support young carers and young adult carers to have a life outside of caring and the same opportunities as other young people. It seems odd we offer no incentives or support for those who will likely be on a low income with a family member with a disability to engage in further education unless they also have a high caring role. 35 hours a week is basically the same as some full time jobs so you are effectively saying you will only support young adult carers who somehow manage to study around a full time caring role, which they ideally shouldn’t be doing anyway unless absolutely necessary.

Where was the national recognition or discount scheme? I don’t think I have seen it or heard of this personally so if we haven’t seen it I find it unlikely any young carers have seen it.

What areas do you feel the Carers Action Plan did not cover in relation to young carers/young adult carers?

Take into account and consider the majority of young carers and young adult carers. Services exist to protect them and prevent them from undertaking inappropriate caring roles so there needs to be an offer or incentive or access to carers allowance that rewards those who engage in services and therefore do not have to undertake such high caring roles. A minimum threshold makes sense for any fund but 35 hours is almost that of a full time job and is not what young carers should feel they have to do in order to get any support.

Not only GPs but all health care professionals should be involved as everyone may see young carers and work with them since they are normal young people who just take on extra responsibilities and roles.

In any new Carers' Strategy - what would you like to see included?

The views and consultation from a wide group of actual young carers and young adult carers. Also consideration of carers in different caring situations - what about those caring for a parent/guardian with substance misuse or mental ill-health? There seems to be little thought to specific groups apart from under represented ethnicities or hard to reach communities so that is still going to need to be in there but we also need to think about the types of carers that are most vulnerable or afraid of services or where services are not there to support the person they care for.
Respondent 12

Name: Sara Gowen
Organisation/role: Sheffield Young Carers; Chief Executive

To what extent do you believe that the actions in the Carers Action Plan have made a difference for young carers and young adult carers?

There have been some positive outcomes - for example the work around GP quality standards in our region has led to the development of a Carers and Young Carers Primary Care Pack which is being disseminated - some of this is down to key individuals within the NHS commitment to carers team in our region - they are proactive. Some of the actions have been pilots which will not have long term benefit unless the learning is disseminated better and that the actions from the learning become part of the next plan!

Some of the actions have been pilots which did not take place in our local area so we have not benefitted directly - how were they disseminated in terms of changing practice not just being a report? for example Shaping our Future and transition assessments - how can we see practical action from national government to ensure implementation of legislation?

What areas do you feel the Carers Action Plan did not cover?

There are a number of actions which haven’t taken place and would definitely benefit so though there are some outcomes, there is still a lot more to do - identification within the NHS remains a priority and it would help if it wasn’t always down to the local YC service to push this across the different sectors within NHS - we have three NHS trusts in our city.

There are a number of actions which could have had very practical impact such as the national recognition scheme (as in Wales). Also the number of reviews of reviews are limited in value. We are getting YC/YAC on national agendas and policies but how are they being implemented to make a difference on the ground?

In any new Carers' Strategy - what would you like to see included?

Implementation of current rights - for example, we are undertaking a review of YC assessments within our city but there is no accountability back up to show that YC are receiving their right to an assessment - and that the action plan in each assessment is carried out.

Health and Care Act rights for YC and YAC - actions within the plan to implement these rights.

It would be good to have more in the plan about recognition that by not providing services, we are relying upon children! Something about the consequences of not recognising inappropriate and excessive care (Care Act - YC right) within NHS as identification still not embedded. Also that it has resource implications - should we discharge a patient if it means a child or young person will be providing care - what do we put in place before discharge - know this is health and social care combined and that this is still a massive gap to bridge. Also something about access to information - our young carers always want information on the condition of the CFP. There are issues relating to confidentiality and patient consent - can we address this nationally - provide clear guidelines which allow NHS professionals to provide information to under 18s?

As part of the process to review the Carers Action Plan, Barbara Keeley MP’s office has produced a document mapping out the elements of the 2008-2018 National Carers Strategy and the 2018-2020 Carers Action Plan for the purpose of comparison of their scope and identifying potential areas for a future national carers strategy.

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<tr>
<th>National Carers Strategy ¹</th>
<th>Carers Action Plan ²</th>
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<tr>
<td><strong>Section 1: Information and Advice</strong></td>
<td><strong>- Providing an information service supported by £2.775m per year. This would offer, via a website and a single national telephone number, easy access to the comprehensive range of information needed by carers. Carers would be helped by the service directly and through signposting to other services that are more appropriate to meet their needs. Pg64</strong></td>
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<td>- Commitment to providing every carer with the opportunity to access comprehensive information when they need to. The information should be easily accessible for all groups of carers, and specific to their locality. <strong>Pg10</strong></td>
<td><strong>- Department for Work and Pensions to review and improve information and signposting available to carers who visit Jobcentres to seek support in finding employment.</strong></td>
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<td>- Development by DH of a website named NHS Choices which was a source of information on hospitals, treatments, and lifestyles. <strong>Pg105</strong></td>
<td><strong>- £0.5 million dedicated to a Carer Innovations Fund to identify and promote creative and cost-effective models that look beyond statutory services to develop carer friendly communities.</strong></td>
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<td>- (Past action) In 2017 the Learning and Work Institute and the Department for Work and Pensions launched customer information materials setting out the rules for students claiming Carer’s Allowance.</td>
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<td><strong>Section 2: Paid breaks (respite breaks)</strong></td>
<td><strong>- £150 million committed to significantly increase the amount of money provided by central government for breaks from caring for carers. This money was intended to be provided in a flexible way so that the needs of</strong></td>
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<td>-</td>
<td><strong>- The Department of Health and Social Care committed to fund a project on actions to promote best practice for local authorities, clinical commissioning groups amongst commissioners on carer breaks and respite</strong></td>
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| **Section 3: Support through public bodies**  
(Carers identified through General Practices i.e., vaccinations) | - Training dedicated to professionals across the board from health to housing to provide better services for carers when interacting with those services. **Pg12** |
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<td><strong>Section 4: Financial support</strong></td>
<td>- National Insurance Carers Credit to be introduced in 2010 to mitigate the effect of reduced earnings limiting what contributes to a pension (most caring duties are carried out by women whose income is directly impacted by this). <strong>Pg84</strong></td>
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<td>- (Past) Improvements to Carers Allowance including increasing the earnings limit every year, removing the 65 age limit for new claims to Carers Allowance and allowing carers to access care. This would include promotion of the existing option for carers to use their personal budgets or direct payments to help pay for alternative care arrangements which the carer takes a break. <strong>Pg14</strong></td>
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individual carers would be met. **Pg11**  
- As part of the New Deal for Carers, a commitment to ensure that each council area had a short-term, home-based respite support for times of crisis for emergency situations. **Pg103**  
- (Past) In October 2007, every local authority with social service responsibilities was provided with funding (a total of £25 million per annum) for emergency care provision. This funding was to alleviate some of the pressure felt by carers in cases of crisis. **Pg103**  
- (Past) The Department for Children, Schools and Families had already announced £370 million to be provided over three years to improve the provision of short breaks for families with disabled children. **Pg71**
| Section 5: Employment and skills (Experts and partners) | - Up to £38 million invested to enable carers to be better able to combine paid employment with their caring role and re-enter the job market after their caring role had come to an end. **Pg11**  
- Establishing Caring with Confidence, a training programme for carers supported by £4.6m per year. **Pg67-8**  
- (Past) The Work and Families Act 2006 extended the right to request flexible work to employees who care for an adult making work a possible reality for more families.  
- Working with Jobcentre Plus to deliver improved information about flexible job vacancies, introducing care partnership managers in every Jobcentre Plus district, funding replacement care for those participating in approved training. **Pg99** | - BEIS to consider the question of dedicated employment rights for carers alongside existing employment rights (such as the right to request flexible working and the right to time off for family and dependents). This work is supported by an official level working group (BEIS, Treasury, DWP, DHSC, Treasury) **Pg17**  
- As part of the national retention programme the NHS alongside Carers UK are coming up with solutions as to how the NHS can become a more carer friendly employer with flexible work arrangements.  
- The Government Equalities Office is working to increase opportunities for returners to work in the private sector (those who had taken time out to carry out caring duties). They launched a £1.5 million fund to support projects across England. |
| Section 6: Emotional support | - Improving the emotional support that was being offered by central, local government and the third sector to carers. **Pg11**  
- (Past) Committing £173 million per year by 2010 to developing psychological therapy services across England. Additional funds were also allocated to the work of third sector organisations who provided services that promoted emotional support for carers. | - Funding a project on transitions for young adult carers to identify and disseminate effective practices to support and enable young adult carers to make positive transitions between the ages of 16–24 and identify the types of practical and emotional support that can enable a young adult carer to achieve a positive transition. |
## Section 7: Monitoring and data collection

- Providing vital data about carers to aid commissioners and policy makers at a local level in providing better support for carers.
- Establishing a standard definition of carers across government was pivotal to ensure carers were recognised.
- Securing additional funding to ensure that the question on carers was included in recommendations to Parliament for the 2011 Census.
- (Past) Funding technology to improve healthcare, such as through the preventative technology grant. **Pg 78**
- Funding research to explore the primary drivers influencing the availability of unpaid carers. **Pg 29**
- Aiming to produce projections of the numbers of informal carers.
- Taking forward work on the economics of informal care.
- Exploring evidence on the costs and benefits of informal care.
- Carrying out insight work exploring attitudes to informal care and factors influencing propensity to care.
- Commissioning survey data on experiences of carers in England alongside NHS Digital.
- Improving existing data sources on carers, including the biannual Personal Social Services (PSS) Survey of Carers and the NHS General Practice patient survey. **Pg 30**
- Carrying out digital discovery work to understand the extent to which carers’ needs are currently met by the information available to them online with BEIS, DWP, DHSC and Government Equalities Office.
- Working with the Open University to maintain the currency of the international Carer-related Research and Evidence Exchange Network.  

## Section 8: Provisions for Young Carers

- Rolling out programmes across schools to provide vital new opportunities for young carers’ issues to be addressed i.e., the National Healthy Eating Programme.
- Commitment to a new National Carers’ helpline which included a special
- Working with Carers Trust on a young carers identification project which will develop and deliver a ‘train the trainer’ model to support local areas to identify potential young carers and enable individuals working with them to engage

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3 The Open university, 2018/19 (on going data collection), [https://wels.open.ac.uk/research-project/caren/](https://wels.open.ac.uk/research-project/caren/)
- Tailored service for young carers.
- £1 million to support new and innovative work by projects focused on lifting young carers out of excessive caring. And additional funding for an expanded programme of local and regional training on whole family working for staff in local services.
- Reviewing the evidence on the scale of inappropriate or excessive caring by childrenPG138
- Labour also made a commitment to protect young people from falling into inappropriate care responsibilities which would not only hinder their academic achievement but also general wellbeing.
- Recognising that schools, general practitioners and hospitals all have a major role in supporting these individuals. For example, the National Healthy Schools Programme and the Social and Emotional Aspects of Learning programme provided parenting support, extended service schools and greater investments in support for emotional and mental wellbeing. PG126
- Conducting a review of best practice in identification of young carers and access to support.
- The Department for Education to improve information sharing to safeguard vulnerable children.
- Funding a project that focused on young carers from disadvantaged and seldom heard groups to increase timely identification of young carers among Black, Asian and minority ethnic families.
- Embed and develop the ‘Young Carer Health Champion’ programme. Its purpose was to improve young carers confidence in using health services, promote health and wellbeing and develop the capacity of young carers to participate in the planning and development of further young carer friendly programmes. The links attached to this footnote show that the programme seemed to stop after 2021/22.5
- (Past action) In 2017 the Learning and Work Institute and the Department for Work and Pensions launched a customer information materials setting out the rules for students claiming Carer’s Allowance.

- (Past) Through ‘Every Child Matters’ Labour committed that all policies pertaining to young carers promoted:
  o Good health
  o Safety
  o Enjoyment and achievement
  o The ability to make positive contributions to wider society
  o Positive economic well-being
- (Past) £16 million was also invested in a new Family Pathfinder programme which ran in 15 selected local authority areas for three years while Labour was in Government. £3 million of that income was used by six local authority groups to look specifically into building more preventative forms of support around families at risk of relying on the care of a child. **Pg135**