

**School for Social Care Research
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**Overcoming Barriers
Unpaid Care and Employment in England
*The Scoping Study***

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Overcoming Barriers: Unpaid Care & Employment Scoping Study - Summary

- Unpaid care and employment is a key policy issue
- Carers' Strategy (2010) "It is crucial that we place a much higher priority on supporting people of working age with caring responsibilities to *remain in work*, if they wish to do so"
- Emphasis so far has been on flexible working conditions
- But there is now also an emphasis on 'replacement care' for the cared-for person
- Carers Strategy (2010) emphasises developing "social care markets" partly to meet carers' needs for "*replacement care* to enable them to continue to work"

Overcoming Barriers: Unpaid Care & Employment Scoping Study - Summary

- The 'Overcoming Barriers' study is concerned with overcoming the barriers faced by people providing unpaid care to *remaining in employment*
- Focus is on provision of social care support for the *person cared-for* as a means of supporting *carers*
- Research has 'dual focus' on carer & cared-for (Twigg 1996)
- Emphasis is on support for cared-for person ('*replacement care*') that enables working carers to remain in employment, and economic impact of providing it

Overcoming Barriers: Unpaid Care & Employment Scoping Study - Summary

- The scoping study was a 12-month project undertaken in 2011, which included
 - literature review
 - review of practice
 - consultation with key stakeholders
 - analysis of English Longitudinal Study of Ageing (ELSA)
 - analysis of 2009/10 Survey of Carers in Households
 - economic analysis

Findings and points from the scoping study

- Scoping study identified several strands of evidence to support a policy emphasis on social care support for the cared-for person ('replacement care) as a means of supporting carers in employment
- Next slides present some of our evidence around 'replacement care'
- 3 key points and 3 key findings from scoping study

Point (1) There is a legal imperative for local authorities to support carers in employment by supporting cared-for person

- Literature review undertaken for scoping study
- Law Commission (2010, 2011)
 - local authorities are already required to provide some services to meet needs of carers under certain circumstances, one of which is when a carer's employment is at risk
- Department of Health (2010) has amended statutory guidance on eligibility criteria in England
 - local authorities are likely to be required to provide services for cared-for person if carer's employment is at risk

Point (2) Policy should focus on provision of formal care as a means of supporting working carers

- There is a negative relationship between unpaid care and employment
 - but uncertainty over direction of causation
- Recent studies show that provision of unpaid care for 20 or more hours a week or on a co-resident basis negatively affects employment (Carmichael et al 2010, Heitmueller 2007)
- Policy implication is that, since “caring keeps people from working, policy should focus on the provision of formal care” (Heitmueller 2007: 537)

Point (3)

Service receipt by working carers is low

- Only a very small percentage of working carers have access to publicly-funded services in England
- Services are likely to be accessed through carers' assessments
- According to *2009/10 Survey of Carers in Household in England*, only 4% of carers working full-time and 6% working part-time are currently offered an assessment or review
- Moreover, when carers do receive an assessment most are not asked if they wish to do paid work

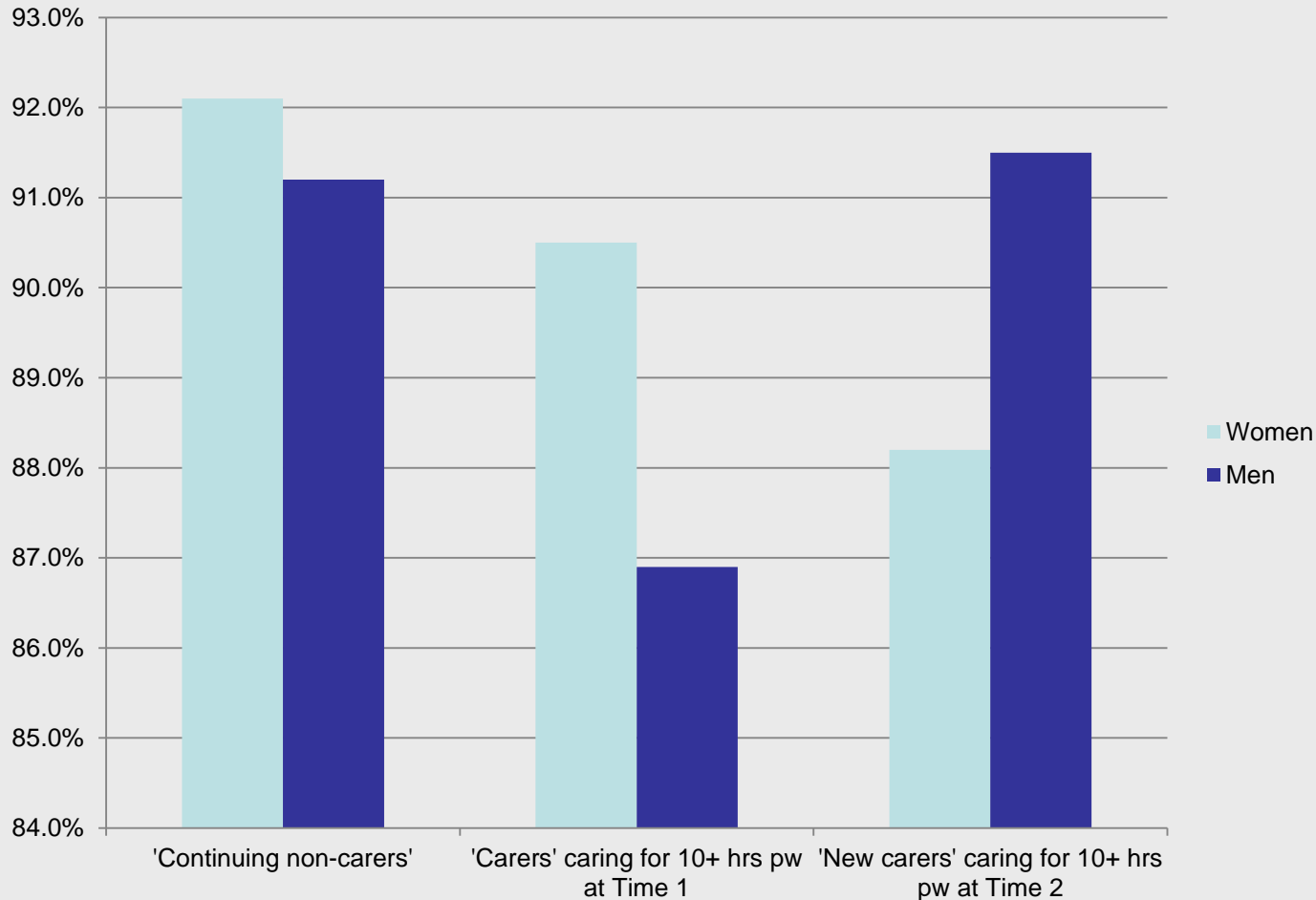
Finding (1) Many carers currently leave employment

- Many working carers currently leave employment due to caring
- We estimate that approximately 315,000 carers aged 16 to 64 in England have left employment to provide unpaid care and are currently out of employment
- Of these, 120,000 are men and 195,000 are women
- Figures are based on *2009/10 Survey of Carers in Households in England* and 2010 Office for National Statistics (ONS) population estimates

Finding (2) Thresholds at which carers leave work are lower than previously thought

- Previous studies have shown that care provided for 20 or more hours a week has a significant impact on employment (Carmichael et al 2010, Heitmueller 2007)
- In our study, a key threshold at which carers aged 50 and over are at risk of losing their employment can occur when care is provided for only 10 or more hours a week
- Analysis uses *English Longitudinal Study of Ageing* and examines carers' employment status over time

Employment rates two years later of 'carers' who provide care for 10 or more hours a week, 'continuing non-carers' and 'new carers', by gender, England, 2002/3 – 2008/9



Finding (3) Public expenditure costs of carers leaving employment are substantial

- One element of costs to state of carers leaving employment is cost of welfare benefits
- *2009/10 Survey of Carers in Households* shows that over a third of carers who have left employment to care are in households where Carers' Allowance is claimed
- This suggests that around 115,000 carers who have left work to care are claiming Carers' Allowance
- Cost of this benefit for carers leaving labour market is around £0.3 billion a year
- Conservative figure - excludes costs of other benefits e.g. Income Support and Housing Benefit

Public expenditure costs of carers leaving employment are substantial (continued)

- We also estimate that lost tax revenues of carers leaving employment are around £1.0 billion a year
- Based on foregone income and average percentage of income that goes on tax of 17.8%
- Assumes median weekly full-time earnings of £538 for men and £439 for women, and part-time earnings of £142 for men and £157 for women (ONS 2010)
- Also assumes, based on *2009/10 Carers Survey*, that full-time employment rate is same for carers leaving employment as for carers currently in employment (82% of men, 39% of women)
- Conservative figure - excludes lost NI contributions

Public expenditure costs of carers leaving employment are substantial (continued)

- Public expenditure costs of carers leaving employment are estimated at £1.3 billion a year
- If there was greater public investment in social care, such as 'replacement care' to support carers, and fewer carers left employment, public spending on benefits would be lower and revenues from taxation would be higher
- £1.3 billion a year represents a substantial sum in terms of public funding for social care
- Public expenditure on adult social care is around £14.4 billion a year in England (Dilnot Commission 2011)
- £1.3 billion represents 9% of current public spending on adult social care in England

Outputs from scoping study

- Findings available online at <http://www.pssru.ac.uk/news-article.php?id=218>
- Blogs available at <http://blogs.lse.ac.uk/healthandsocialcare/>
- <http://blogs.lse.ac.uk/politicsandpolicy/2012/09/24/social-care-reform-and-the-hidden-costs-of-caring/>

Thank you for your attention

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