



UNIVERSITY OF LEEDS

# ***SUPPORTING WORKING CARERS IN ENGLAND***

***RATIONALE FOR AND IMPACT OF LOCALITY AND EMPLOYER-BASED APPROACHES***

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# OVERVIEW

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- **Carers**
  - Who are they and how are they defined?
  - Carers' contribution to the health and social care system
- **Origins of the policy focus on carers in the UK**
  - Emergence of a campaigning movement
  - Types of policy focus
- **Strategies for developing carer support**
  - Strategic ambitions of carers' organisations
  - The 'Carers' Strategies' of national and local government
- **Emergence of a focus on carers and work**
  - *Action for Carers and Employment 2002-2007*
  - *Employers for Carers*
  - *The evidence base on carers and work*
- **Key actors – motivations, rationales and impacts**



# Defining carers ...

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- **Establishing a legal status for carers:**
  - 'Carers' were first mentioned in UK legislation on disability in 1986
  - In 1995 they were defined in legislation as people who *'provide a substantial amount of care on a regular basis'*, giving their care to family members or friends [but NOT as part of *'a contract of employment'* or as a *'volunteer for a voluntary organisation'*]
- **The UK Census question on carers** (asked in 2001 and 2011) is:
  - *'Do you look after or give any help or support to family members, friends or neighbours or others because of: long-term physical or mental ill-health or disability or problems related to old age?'*
- **What carers' organisations say about who carers are:**
  - 'Up and down the UK there are 6.5m people caring unpaid for an ill, frail or disabled family member or friend. These people are called carers but they would probably say *"I'm just being a husband, a wife, a mum, a dad, a son, a daughter, a friend or a good neighbour"*  
<http://www.carersweek.org/about-carers/what-is-caring>

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# Carers' contribution to the health & social care system

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- 12% of the population provide unpaid care
- The care they give has been valued at **£119 billion per year (NT\$5,817 billion)**. This:
  - Exceeds the total cost of the National Health Service
  - Is equivalent to £3,000 (NT\$146,652) annually for each tax payer
  - Is more than 4 times what local authorities spend each year on social care services for adults and children
- This is based on estimating\* total annual hours of care:
  - The Census collects data on caring 1-19, 20-49, 50+ hours p.w.
  - We used 'replacement costs' based on *hourly rate for home care*

\*For method see 'Valuing Carers: calculating the value of unpaid care', L. Buckner & S. Yeandle (2007) (revised 2011), [www.circle.leeds.ac.uk/files/2012/09/valuing-carers.pdf](http://www.circle.leeds.ac.uk/files/2012/09/valuing-carers.pdf)



# The emergence of a campaigning carers' movement

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- NGOs have campaigned on carers' issues in UK **for almost 50 years**
- Initiated by one woman's campaign based on personal experience of the practical difficulties, isolation and financial hardship carers face. In **1965** she formed '**National Council for the Single Woman & her Dependants**'
- This organisation's report, '*The Costs of Caring*', led to the introduction of publicly funded financial support for some carers in 1976
- From the 1980s onwards, other organisations dedicated to supporting carers emerged, working at local and national levels
- At Westminster, an **All-Party Parliamentary Group** on carers was formed in 2005 after the success of a three 'Private Members' Bills in Parliament:
  - *Carers (Recognition and Services) Act 1995*
  - *Carers and Disabled Children Act 2000*
  - *Carers (Equal Opportunities) Act 2004*



# Types of policy developed to support carers

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## Factors relevant to policy developments affecting carers

- *Campaigning*
- *Research*
- *Culture*
- *Welfare system*
- *Labour market*
- *Demographics*
- Central government
  - Welfare support (financial)
  - Legislation
  - National strategies
  - Investment programmes
- Local agencies
  - Local voluntary services
  - Local carers' strategies
  - Local partnerships and contracts
- Employers
  - Business case
  - Corporate social responsibility
  - Employer / workforce negotiations /agreements

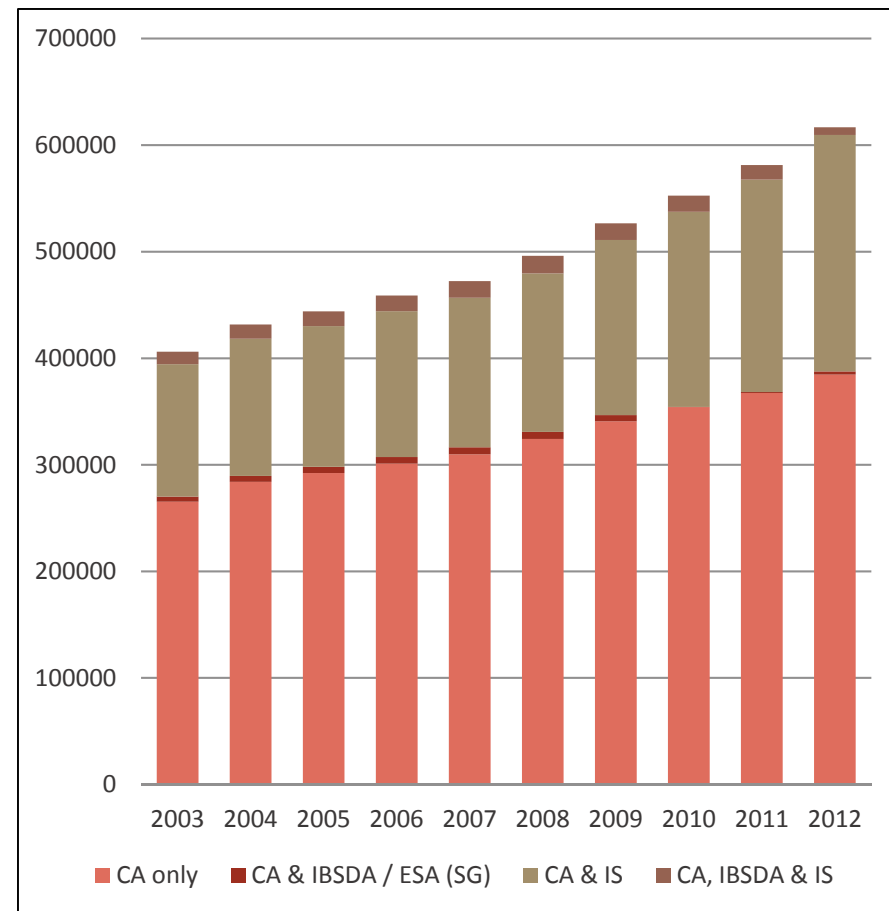
## Types of policy focus: central government

# Financial support in the social security system

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- **Carer's Allowance** (originally 'Invalid Care' Allowance)
  - In 1976 introduced financial help for carers unable to fully support themselves through paid work (*at first for single women only, extended to married women and to men in 1986*)
- **Pensions Act 2007**
  - Introduced enhanced state pension rights for carers
- There are small 'carer premiums' in some other state benefits

People receiving *Carers Allowance* , 2003-12



Source: DWP Information, Governance and Security, Work and Pensions Longitudinal Study – [www.gov.uk](http://www.gov.uk)





*Types of policy focus:*

*central government – legislation affecting local support*

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- ***Carers (Recognition & Services) Act 1995***
  - Local authority carer's assessments
- ***Carers and Disabled Children Act 2000***
  - Stronger rights to assessment; access to direct payments
- ***Children and Families Act 2014***
  - Clarified / improved parent carers' rights to local authority support
- ***Care Act 2014***
  - From 2015, requires local authorities to
    - meet the assessed needs of carers eligible for support
    - ensure an appropriate supply of varied services is available locally



## *Types of policy focus:*

### Central government legislation on workplace support / rights

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- ***Employment Relations Act 1999***
  - **Unpaid time off for family emergencies**
- ***Employment Act 2002***
  - **Right to request flexible working (parents of disabled / young children)**
- ***Work and Families Act 2006***
  - **Extended right to request FW to most carers of adults**
- ***Children and Families Act 2014***
  - **Clarified / improved parent carers' rights to local authority support**
  - **All employees with 26 weeks' continuous service have right to request flexible working**
- ***Care Act 2014***
  - **Places a new duty on all English local authorities to plan sufficient care services to enable carers to work and to meet the assessed needs of eligible carers from 2015**
- **'Supporting Working Carers' ('Task & Finish Group Report, 2013)**  
<http://www.employersforcarers.org/resources/research/item/808-supporting-working-carers-the-benefits-to-families-business-and-the-economy>

# The National Carers' Strategies

## 1999, 2008, 2010

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### **1999 'Caring about carers: a national strategy for carers'**

(Labour Government)

*The first ever strategy – this covered:*

- Carers and employment
- Information for carers
- Support for carers
- Care for carers
- Local care for carers
- Young carers

### **2008 'Carers at the Heart of 21<sup>st</sup> century Families and Communities'** (Labour Govt.)

- 'A vision that, by 2018: carers will be universally recognised and valued as being fundamental to strong families and stable communities.'
- 'Support will be based on individuals' needs, enabling carers to maintain a balance between their caring responsibilities and a life outside caring.'
  - ▣ Integrated & personalised services
  - ▣ A life of their own
  - ▣ Income and employment
  - ▣ Health and wellbeing

### **2010 Recognised, valued & supported: next steps for the carers strategy** (Coalition Govt)

- Identify carers at an early stage · Recognise their contribution · Involve carers in designing local care provision & planning individual care packages · Enable carers to fulfil their educational/employment potential · Support to have a family & community life and to remain mentally and physically well.



# Activities and strategic aims of carers' organisations:

## Local, national and international level

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### In the UK - at national and local levels

#### *Advice and support*

- Expert advice & support services

#### *Connecting carers*

- Online forums, volunteer schemes, specialist local services (e.g. for young carers; return to work support for carers; health and well-being support)

#### *Campaigning*

- A voice for carers in policy debates; arguing for change, research on carers

#### *Innovation*

- To improve services, develop products for carers, better employer support

### Key organisations

- Carers UK (established 1965)
- Carers Trust
- Local Carers' centres
- Employers for Carers

### Internationally

#### *Eurocarers*

- Raise awareness of carers' contribution to health & social care systems and the economy
- Ensure EU & national policies address: social inclusion of carers; support services for carers; enabling carers to remain in paid work / have a social life

#### *IACO (International Alliance of Carer Organizations) - formed 2013*

- *'build a global understanding and respect for the vital role of carers'*

#### *International Carers Conferences*

- 6<sup>th</sup> International Carers Conference  
Gothenburg, Sweden, 3-6 Sept 2015



# Action for Carers and Employment

**2002-2007** Led by Carers UK, funded by European Union

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- ❑ **Linked support needs of carers with challenges in employment policy**
  - ❑ Identified carers as sometimes needing help to stay in /return to work
  - ❑ Secured EU funding for a development partnership
  - ❑ Produced a path-breaking evidence base about carers of working age
- ❑ **Ran local projects and evaluated their impact**
- ❑ **Drew stakeholders together to plan 'mainstream' support**
- ❑ **Created an employer forum**
  - ❑ to voice employer perspectives
  - ❑ propose innovative workplace practices
  - ❑ Debate employment law developments



# Employers for Carers

*launched as a membership forum in 2009*

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## EfC's contributions to policy development in the UK

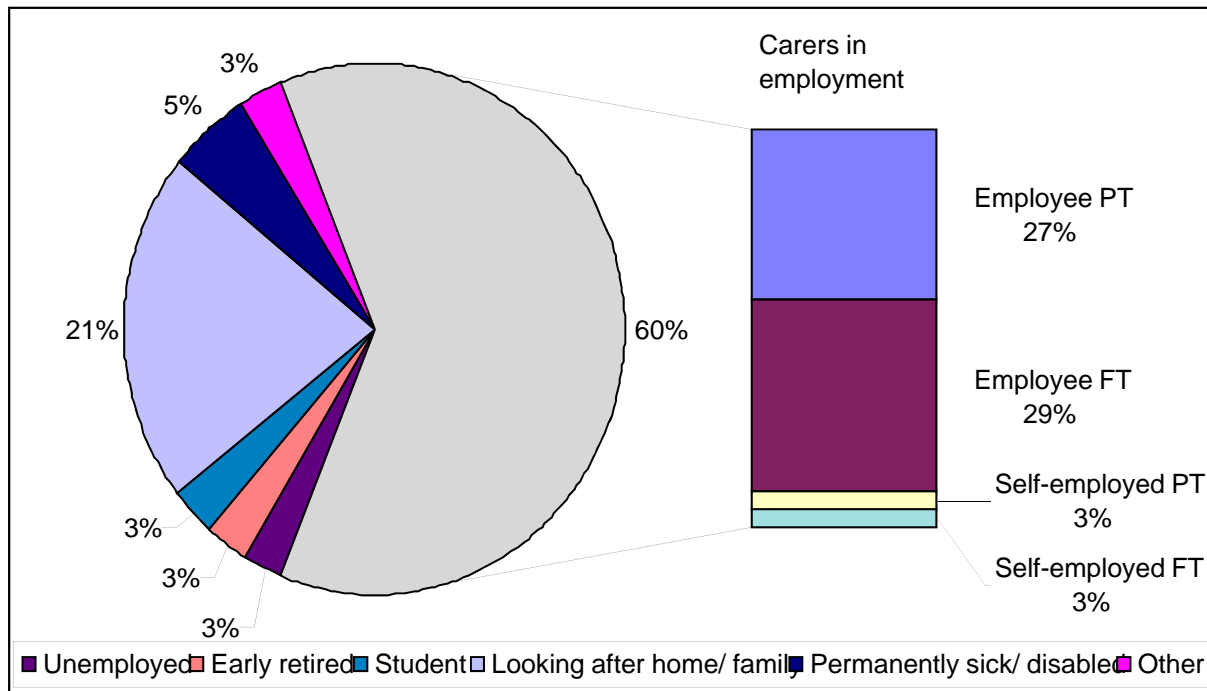
- Co-led the *Employment Task Force* for 2008 National Carers Strategy
- Agreed Memorandum of Understanding with HM Government in 2010
- Provided 'business case' annexe to national policy 'Recognised, Valued and Supported ; next steps for the carers strategy' (2010)
- Had leading role in 'Task and Finish' group - national report on 'Carers and Employment', working closely with key government departments (2012-13)
- Operates as a discussion and networking forum for employers with regular meetings and activities, website and training events
- Provides practical guidance, information, case studies and survey findings to employer members, targeted at managers and employees
- Developing an international model to roll out its approach



## Local support for carers – may be provided by local voluntary organisations and/or by local councils

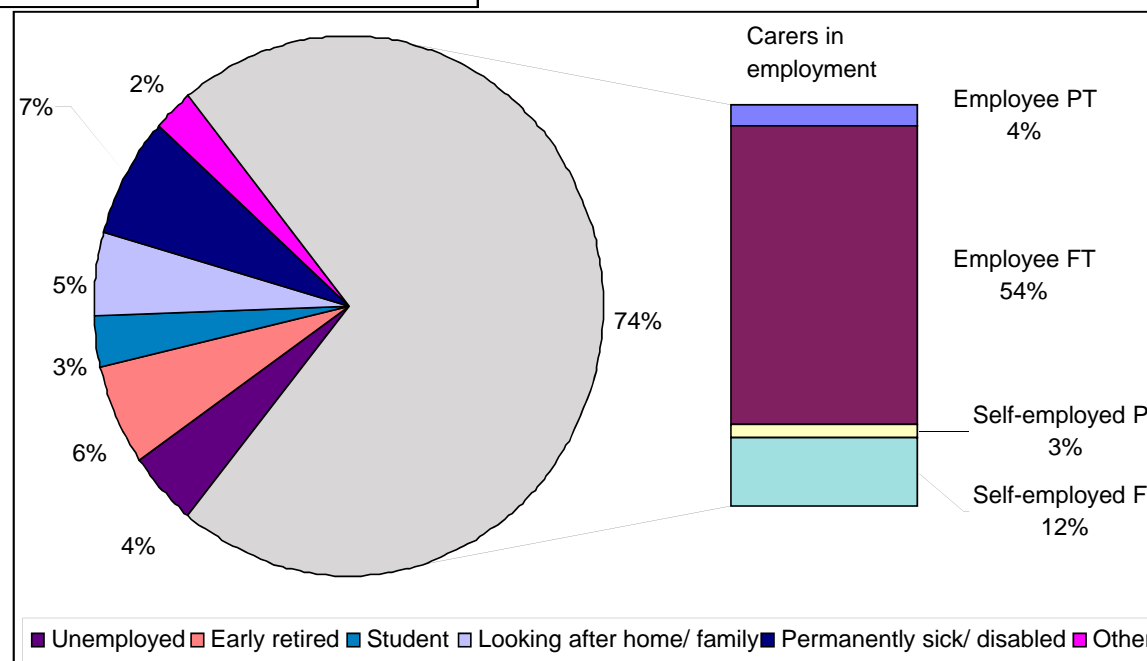
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- Information and advice
- Varied, locally relevant, services
- Specialist support
  - may include **caring and employment** groups, focused on
    - **Supporting carers to retain their jobs**
    - **Helping carers to re-enter employment**
    - **Advising and assisting carers to manage work and care**
    - **Working with employers and managers to raise awareness of carers and develop employment practices which support carers**
- **Local ‘carers strategies’ have been agreed in some places**
  - In partnership with local authorities (social care) and local health (NHS) organisations
- **Growing involvement in the delivery of publicly-funded services**
  - This will increase as the Care Act 2014 is implemented



**Female carers of working age by economic activity status, GB, 2001**

**Male carers of working age by economic activity status, GB, 2001**



Source: 2001 Census SARs, Crown copyright





# Outcomes of support offered to carers

Outcomes of approach for:	Employment rights/flexible working for carers	State financial support to carers	Support in care system for carers
<b>Carers</b>	Helps in keeping job, career, income, pension	Offsets caring costs, but poor long-term effects	Maintains health and well-being
<b>Employers</b>	Keep experienced staff, cut recruitment/training costs	Incentive to leave the LF for some workers	Can help staff continue in work if well-designed
<b>Economy</b>	Maintains tax base, reduces welfare costs	Costly, but makes intensive caring sustainable	Reduces pressures on carers, makes care sustainable



Slide developed in collaboration with Prof J Fast, Univ. Alberta, Canada





## Strategic ambitions of carers' organisations:

### Local (municipal) level: *example from the city of Leeds*

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#### Aims of the local Carers' Strategy for Leeds (2009-12)

*“The aim of this Strategy is to ensure that people who choose to care for their relative, partner, friend or neighbour should:*

- Be valued for the contribution they make to the quality of life of the person they care for and to the social care economy
- Be supported in their chosen role
- Know that the care they provide can be shared with paid workers where that is appropriate and desired
- Not have to jeopardise their career or other close family relationships through their caring role”

## Employment support for carers in the UK

### Employment rights

**No paid leave rights**, though some employers offer this, usually on time-limited basis

**Emergency short-term unpaid leave** to care for a family member (employment protection measure)

**Legal right to request flexible working**, employees with 26 weeks service, employer can refuse.

### Availability, take-up and attitudes to flexible working\*

**74% of all employees (78% of carers) were aware of carers' right to request flexible working**

**Many employees said flexible working options were available where they work :**

Part-time work: 80%; Temporary reduced hours: 56%; Flexi-time: 48%; Job-share: 43%

Compressed working week: 39%; Term-time only: 34%; Working regularly from home: 30%

**Many employed carers said they were able to work flexibly:**

**48%** of those working full-time; **62%** working part-time

**For all types of flexible working** (except compressed hours):

A higher % of employees WITH than without a legal right to request FW took up the option

**In the past 2 years, 30% of carers of an adult (22% all employees) had made a request to work flexibly**

- **66%** had their request accepted; **17%** had it accepted after negotiation, compromise or appeal
- **11%** had their request declined; **6%** were awaiting a decision

**29% of carers had taken time off work to care for dependants in the past 12 months**

- Compared with 19% of all employees; 23% of parents

**Dissatisfaction with their current working arrangements was expressed by:**

- **11% of employed carers**; compared with 8% of all employees

\*Figures from *Fourth Work-Life Balance Survey, 2012*

## Some considerations for the future

- **Carer numbers are rising**; most are of working age; are stronger measures - paid carer's leave, better workplace rights, more flexible work options - needed?
- Good **health & well-being services for carers** work well /save money: should they be prioritised?
- **Is it right that carers bear the main cost** of the workplace flexibility and support they need? How should employers, employees, the state, share these costs?
- The needs of carers of older people, of a spouse or partner, of a child, all differ – should **long-term and life-time caring** be prioritised ?
- Co-residence / separate residence both place significant demands on carers – is there enough focus on support for **distance caring, weekend caring, the double domestic shift**?



## Further information

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- Fry, G. Singleton, B., Yeandle, S. and Buckner, L. (2011) ***Developing a clearer understanding of the Carers' Allowance claimant group***, London: Department for Work and Pensions.
- Kröger, T. & Yeandle, S (Eds) ***Combining Paid Work and Family Care Policies and experiences in international perspective***, Bristol: Policy Press.
- Yeandle, S. and Wigfield, A. (eds) (2011) ***New approaches to supporting carers' health and well-being: Evidence from the National Carers' Strategy Demonstrator Sites programme***, Leeds: CIRCLE, University of Leeds.
- Yeandle, S. and Wigfield, A. (eds) (2012) ***Training and supporting carers: The national evaluation of the Caring with Confidence programme***, Leeds: CIRCLE, University of Leeds.

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# **6th International Carers Conference**

**Care and Caring:  
Future proofing for the new demographics**

**3–6th September 2015  
Gothenburg, Sweden**

**[www.carersconference.com](http://www.carersconference.com)**

# 6th International Carers Conference

## Gothenburg, Sweden: 3-6 September 2015

### ***Targeted at:***

- Strategic decision-makers
- Practitioners
- Policy-makers
- Researchers

### ***Co-hosted by:***

- Swedish Family Care Competence Centre
- Carers Sweden
- Carers UK

### ***In co-operation with:***

- Eurocarers
- International Alliance of Carer Organisations

### ***Conference themes:***

- **Health, social care and well-being**
- **Combining work and care**
- **Paying for care**
- **Technology-enabled care**

**For more details and to register your interest contact:**

**[international.conference@carersuk.org](mailto:international.conference@carersuk.org)**



# INTERNATIONAL ASSOCIATION OF GERONTOLOGY AND GERIATRICS

## **The Global Social Initiative on Ageing      Master-class Series**

### **Applications invited from early career scholars for a Master-class in Population Ageing and the Challenges of Integrating Paid Work and Family Care**

**Where:** Dublin, Ireland, alongside the IAGG European Region Conference

**When:** April 22-26, 2015

**Who:** Up to 15 early career participants

**Purpose:** To build capacity among early career scholars

- Work with global leaders in research on paid work and family care
- Prepare high-quality papers /articles for peer-reviewed academic journals
- Plan the development of your own academic /research career

**Course Director:** Prof. Sue Yeandle, University of Leeds, member of the GSIA Council.

**Application deadline:** January 15 2015

**For information / application details contact** [s.m.yeandle@leeds.ac.uk](mailto:s.m.yeandle@leeds.ac.uk)



Main legal and policy developments relevant to carers: UK	Relevant to carers' .....		
	Income / finances	Work / employment	Services / support
<b>1967: Dependent Relative's Tax Allowance</b> (low income older relatives /abolished 1988)			
<b>1975: Invalid Care Allowance (ICA)</b> (single women caring for parents only)			
<b>1986:</b> ICA made available to married women			
<b>1995: Carers (Recognition &amp; Services) Act</b> introduced LA carer's assessment concept			
<b>1999: National Carers' Strategy</b>			
<b>1999: Employment Relations Act</b> employees gained right to 'reasonable time off' to deal with family emergencies			
<b>2000: Carers and Disabled Children Act</b> (strengthened right to Carer's Assessment; carers eligible to receive services/direct payments)			
<b>2003: ICA re-named Carers' Allowance</b> , carers aged 65+ able to claim, subject to 'overlapping benefits rule , cannot be paid in addition to other benefits or to state pension			
<b>2002: Employment Act:</b> parents of disabled children gain right to request flexible working			
<b>2004: Carers (Equal Opportunities) Act:</b> LAs must inform carers of the rights and consider their wish to have paid work when carrying out carer's assessments			
<b>2006: Work and Families Act</b> extended R to R flexible working to carers of adults			
<b>2007: Pensions Act:</b> introduced a pension credit for carers			
<b>2008: National Carers' Strategy</b>			
<b>2010: National Carers' Strategy</b> ('refreshed' by Coalition Govt)			
<b>2010: Equality Act:</b> protects carers from discrimination linked to care of a disabled person			
<b>2011: Short Breaks Duty regulations</b> (as set out in the Children & Young Persons Act 2008)			
<b>2014: Children &amp; Families Act:</b> extended right to request flexible working to all employees with 6 months' service with their employer			
<b>2014: Care Act</b> places a duty on LAs to meet a carer's assessed needs for support (subject to a financial means test)			

LA- 'local authority'; directly elected; in 202-13 LAs with Adult Social Care responsibility spent £17 bn on this.

## Publicly-funded support and services available to carers (England)

**Right to a LA Carer's Assessment** For some carers from 2000; services are provided 'at LA discretion', but under the *Care Act 2014* LAs will (from 2015) have a new duty to provide services to eligible carers too

**LA - funded carer's services\*** - respite, training, health checks, direct payments

- 169,000 carers (all ages) received a *carer-specific* service via LAs in 2012-13 (down 19% from 2008/9)<sup>1</sup>
- 48% received 'carer-specific' services, 52% 'information only'; 46,025 carers got a Direct Payment

Carers supported by LAs: up 74% in 3 years to 2011-2, but **LAs only supported 5.6% of WA carers**

**LAs' discretionary power to provide carers' services** dates from 1995; since 2000 DH Carers Grant helps funds these. From 2011, LA duty to provide '**short breaks**' for carers of disabled children

**Local carers centres** - advice lines, online forums, training and other services for carers

- Offered through network of 280 local carers' organisations, almost all independent charities
- In 2006-7, partial data showed about half of LAs were part-funding local carers' organisations, supporting 35,000 carers in a sample week (CSCI, 2009)

**DH-funded programmes implementing the Carers Strategy in England have included:**

***Caring with Confidence*** - training programme for carers, supported **10,238 carers** in 2009-10

- CwC was evaluated at the University of Leeds:

<http://www.nhs.uk/CarersDirect/carers-learning-online/Pages/resources-for-training-providers.aspx> (online programme)

<http://circle.leeds.ac.uk/projects/completed/supporting-carers/evaluation-of-the-caring-with-confidence-programme/> (Evaluation)

***NCS Demonstrator Sites programme*** 25 projects, each involved Health, LA and Voluntary Sector partners

- Offered Carers' Breaks; Health Checks; NHS Support - provided services to **18,653 carers**:
- 5,655 in Carers' Breaks sites; 5,441 in Health Checks sites; 7,557 in NHS Support sites

<http://circle.leeds.ac.uk/projects/completed/supporting-carers/evaluation-of-the-national-carers-strategy-demonstrator-sites-programme/>

\*Figures from the *Health and Social Care Information Centre*, 2014

<sup>1</sup> The number of older people receiving LA-funded services fell by 36% in the same period