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Social Care Services and Carers' Employment Does 'Replacement Care' Work?

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Social Care Services and Carers' Employment Does 'Replacement Care' Work?

- In the context of population ageing, **“care stands alongside the other great challenges, such as climate change, that we must face at the global level and in our own lives”** (Fine 2012)
- Many countries, including England, rely heavily on unpaid care
- Yet there is something of an ‘impasse’ around caring & working
 - Governments are keen to support provision of unpaid care
 - But also want to extend working lives
 - Yet older workers are those most likely to provide care
 - And caring and working are often incompatible

Government policy on caring and working

- In England, there has been an emphasis in government policy on enabling people to combine caring and working
 - Carers' Strategies in 1999, 2008, 2010
- Policy emphasis is mainly on role of employers in providing flexible working, as part of work/life balance agenda
 - *Work & Families Act 2006, Children & Families Act 2014*
- But also recent emphasis in England on paid social care support and services for person cared for - sometimes called 'replacement care' – to support working carers

Policy emphasis on ‘replacement care’ to support working carers

- 2008 Carers’ Strategy – ‘replacement care’ to help carers re-enter labour market
- 2010 Carers’ Strategy – ‘social care markets’ to meet carers’ needs for ‘replacement care’ to support working carers
- *Care Act 2014*, implemented April 2015
 - carers’ assessments must consider if carer wants to work
 - new duty on local authorities to provide support to meet carers’ needs
 - carers’ needs for support may be met by ‘replacement care’

Does 'replacement care' help working carers?

- However, little is known about effectiveness of 'replacement care' as means of supporting working carers in England
- This presentation has 2 objectives
 1. First, to report results from our recent research examining effectiveness of 'replacement care', using secondary data
 - we presented provisional findings at last year's Conference – now present **final** results
 2. Second, to describe new research to examine effectiveness of 'replacement care' over time, using primary data

Part One: Effectiveness of ‘Replacement Care’ using secondary data

- Large-scale secondary dataset, *Personal Social Services Survey of Adult Carers in England, 2009/10*
- Association between use of services by cared-for person and employment rates of carers, controlling for key variables
- Unpaid carers defined as people who look after family or friends who need support because of age, disability or illness
- Focus is on carers whose employment is ‘at risk’
 - people in employment who provide unpaid care for 10 or more hours a week (King & Pickard 2013)

Personal Social Services Survey of Adult Carers in England (PSS SACE) 2009/10

- National survey of adult carers known to local authorities – over 35,000 carers responded in 2009/10
- Survey was voluntary and 90 councils took part
 - analysis by NHS Health and Social Care Information Centre suggests survey is representative of England
- Our analysis is of carers under State Pension Age (SPA) (60 for women, 65 for men in 2009/10), by gender
- Services for cared-for person include: care home, personal assistant, home care, day care/lunch club, meals on wheels

2009/10 PSS SACE sample of carers

	All sample	Carers under State Pension Age (SPA)	Under SPA & caring for 10 or more hours a week	Under SPA, caring for 10 or more hours a week & answering relevant questions
WOMEN				
N	22,351	8,907	6,940	4,106
Age in years: mean	63.5	49.8	49.8	50.1
Ethnicity: % BME	9%	15%	15%	14%
In employment (%)	26%	50%	46%	46.5%
MEN				
N	11,333	4,692	3,644	2,198
Age in years: mean	67.4	51.1	53.7	53.7
Ethnicity: % BME	7%	11%	11%	11%
In employment (%)	20%	42%	38%	38.3%

Types of paid services used by cared-for people, looked after by working age carers caring for 10 or more hours a week

	Women (n=2,923)	Men (1,523)
One type of paid service only		
Home care	20.2%	31.5%
Day care	21.1%	13.7%
Personal assistant	8.6%	7.8%
Care home	5.2%	5.3%
Meals-on-wheels	1.0%	0.9%
Two types of paid services only		
Home care and day care	9.4%	8.4%
Home care and care home	5.3%	7.0%
Home care and personal assistant	3.4%	5.7%
Day care and care home	4.6%	2.8%
Meals-on-wheels and home care	2.9%	2.5%
Three types of paid services only		
Home care, day care and care home	3.9%	2.9%
Home care, day care and personal assistant	2.1%	2.0%
Other combinations of paid services	8.6%	7.2%

Multivariate analysis of factors affecting carers' employment rates

- Dependent variable = employment rate of carers
- Factors considered
 - receipt of at least one service by cared-for person/receipt of individual services or combinations of services
 - age, health, ethnicity and region of residence of carer
 - whether carer is co-resident with cared-for person
 - health of cared-for person
 - hours of care provided

Multivariate analysis of factors affecting employment rates of men carers under SPA providing care for 10 or more hours a week (N=1,962) (* $p < 0.05$, ** $p < 0.01$, ns = not significant)

	Odds-ratio
Cared-for person receiving at least one service ... relative to not receiving services	1.69 **
Health of carer: does not have illness or disability... ... relative to having an illness or disability	2.41 **
Hours of care provided...Caring for 10 to 19 hours per week	7.21 **
Caring for 20 to 34 hours a week	4.42 **
Caring for 35 to 49 hours per week	2.00 **
Caring for 50 to 99 hours per week	1.84 **
... relative to caring for 100 or more hours a week	

Multivariate analysis of factors affecting employment rates of women carers under SPA providing care for 10+ hours a week (N=3,642)

	Odds-ratio
Cared-for person receiving at least one service ... relative to not receiving services	1.57 **
Age 35 to 49...	2.11 **
Age 50 to 64... ... relative to age 18 to 34	1.69 **
Carer lives with cared-for person... ... relative to cared does not live with cared-for person	1.29 *
Health of carer: does not have illness or disability... ... relative to having an illness or disability	2.36 **
Region: ... North East	0.73 ns
North West	0.48 **
Yorkshire & the Humber	0.61 **
E Midlands	0.71 *
W Midlands	0.55 **
South West	0.75 *
Eastern	0.63 **
London	0.58 **
... relative to South East	
Hours of care provided...Caring for 10 to 19 hours per week	8.74 **
Caring for 20 to 34 hours a week	4.22 **
Caring for 35 to 49 hours per week	1.55 **
Caring for 50 to 99 hours per week ... relative to caring for 100 or more hours a week	1.55 *

Multivariate analysis - association between employment rates of women and men carers providing care for 10+ hours a week and receipt of combinations of services by cared-for person, controlling for age, health, region, ethnicity & hours of care provided (* $p < 0.05$, ** $p < 0.01$)

Service used by cared-for person	Women	Men
Home care only	**	**
Day care only	*	not significant
Personal assistant only	**	**
Care home only	not significant	not significant
Meals-on-wheels only	*	not significant
Home care and day care	*	**
Home care and care home	not significant	**
Home care and personal assistant	not significant	not significant
Day care and care home	*	not significant
Day care and personal assistant	**	not significant
Meals-on-wheels and home care	*	*
Home care, day care and care home	**	not significant
Home care, day care and personal assistant	**	not significant
All other combinations of services	**	*

Effectiveness of 'Replacement Care' using secondary data: results

- Carers in England are more likely to be in employment if cared-for person receives paid services, controlling for key factors
- Carers' employment is associated with receipt of some services more than others
- All services examined - home care, personal assistant, day care, meals-on-wheels and care home - are associated with carers' employment, either on their own or in combination with other services
- Results support policy emphasis in England on paid services as a means of supporting working carers
- Open access paper published in *Journal of Social Policy* (Pickard *et al.* 2015)

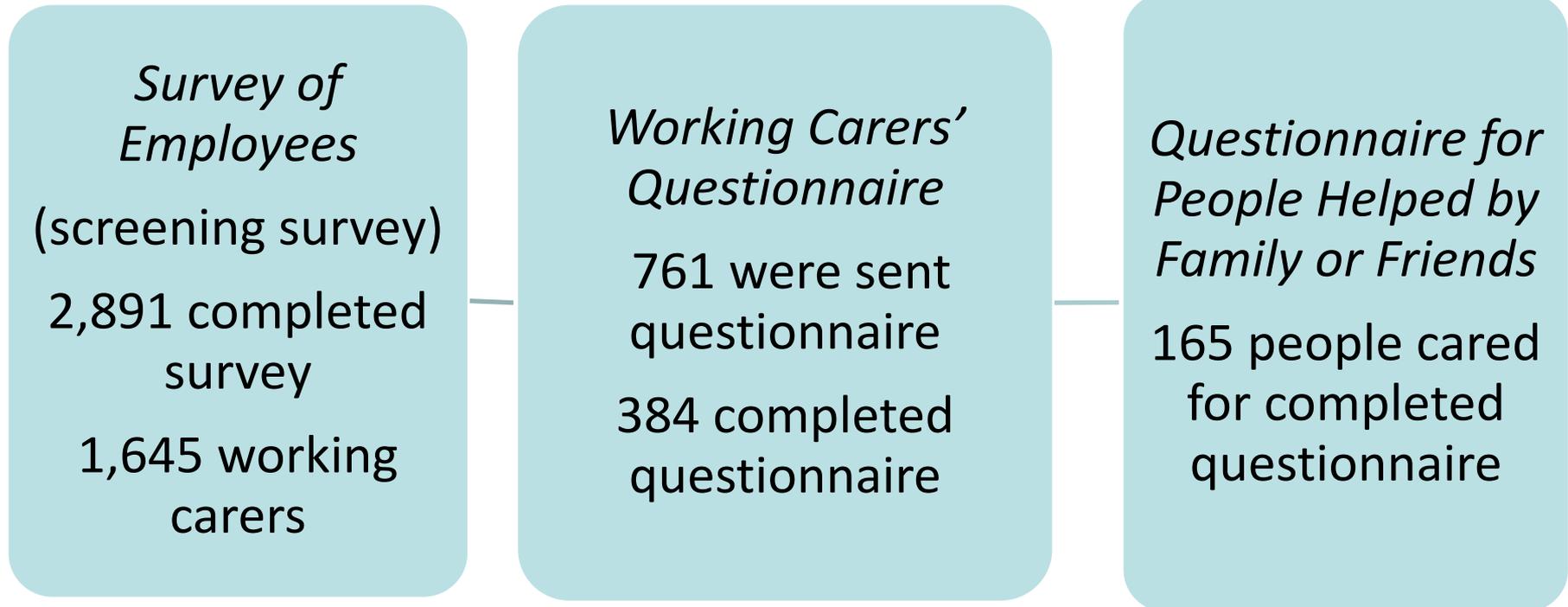
Effectiveness of 'Replacement Care' using secondary data: results

- Analysis so far uses 'cross-sectional data' – data collected at one point in time
- But, in order to examine causation, data collected over several points in time are preferable
- Therefore, we are now carrying out a longitudinal study, looking at effectiveness of 'replacement care' in helping carers to remain in employment over time

Part Two: Effectiveness of ‘Replacement Care’ over time using primary data

- Longitudinal study is based on primary data collected by PSSRU at LSE from a sample of working carers in 2013
- Data collected in 2013 to identify unmet needs for services among working carers (Brimblecombe *et al.*, submitted)
- Data collected in 2013 serve as baseline in longitudinal study looking at effectiveness of ‘replacement care’ over time
- Allow for ‘natural experiment’ in social care practice
 - enable us to divide working carers into whether or not cared-for person receives services, and measure employment outcomes for carers
- Aim today is to report on methods and baseline results

PSSRU Survey of Working Carers: primary data collection in 2013 (baseline)



- Working carers in sample are public sector employees with 'carer-friendly' working conditions
- London, West Midlands and North West England

Characteristics of working carers in PSSRU sample, England, 2013 (*Working Carers' Questionnaire*)

	% of carers in sample (N = 371)
Women	81.4%
Age - under 44 years	21.6%
45-54 years	49.2%
55-64 years	29.2%
Ethnicity – Black and Minority Ethnic backgrounds	10.4%
Working full-time	66.3%
Cares for parent	55.0%
Cares for older person aged 65 and over	58.6%
Cares for 10 or more hours a week	65.8%
Cared-for person receives a 'key service'	43.1%

Longitudinal or Follow-on Study

- 371 working carers who completed *Working Carers' Questionnaire* in 2013 will be invited to take part in longitudinal study in 2015
 - *Working Carers' Follow-on Questionnaire*
 - Follow-on telephone interviews with sub-sample of those completing questionnaire (around 40 interviews)
- With attrition, around 285 expected to complete questionnaire
 - around 120 whose cared-for person did not receive 'key services' in 2013
 - around 165 whose cared for person received 'key services'
- Are working carers whose cared-for person receives services more likely to stay in employment?

Implications for policy and practice

- Study so far supports emphasis on paid services for person cared for as a means of supporting working carers
- If government policy aims to support people to combine unpaid care and employment, there will need to be greater investment in services
- Earlier part of our research found that public expenditure costs of carers leaving employment in England are at least £1.3 billion a year (Pickard *et al.* 2012)
- Greater public investment in ‘replacement care’ may improve outcomes for carers who wish to remain in paid work by supporting their employment and could result in public expenditure savings

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Thank you for your attention!

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