



Did the Care Act help family carers? Evaluation findings

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<https://www.lse.ac.uk/cpec/assets/documents/cascfinalreport.pdf>

Supporting carers following the implementation of the Care Act 2014: eligibility, support and prevention

The Carers in Adult Social Care (CASC) study

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Study aims

- To understand the processes and resources for assessing and meeting the care needs of carers in England, and to examine the extent to which they changed following the implementation of the Care Act 2014
- To evaluate the support provided to carers post-Care Act 2014

Methods



Contextual literature review



Mapping of local support systems post-Care Act



Analysis of predictors of local variations in carer support, and of changes in support post-Care Act



Process evaluation of local authority carer support systems



Carers' survey



‘It gives more support for carers by giving them the same rights as the people they care for. As the number of people living with chronic conditions grows rapidly, so does the number of carers – selfless individuals giving themselves to support a loved one’

Let's go back in time to 2014

Care Act 2014 guidance

Local authorities are responsible for:

- Identifying carers that might have support needs that are not being met
- Offering an assessment where a carer appears to have needs, regardless of the level of caregiving provided or the needs of the person cared for
- Determining appropriate levels of support using eligibility criteria in line with the processes used for adults with care and support needs



Great expectations: ambitions for family carers in UK parliamentary debates on the Care Bill

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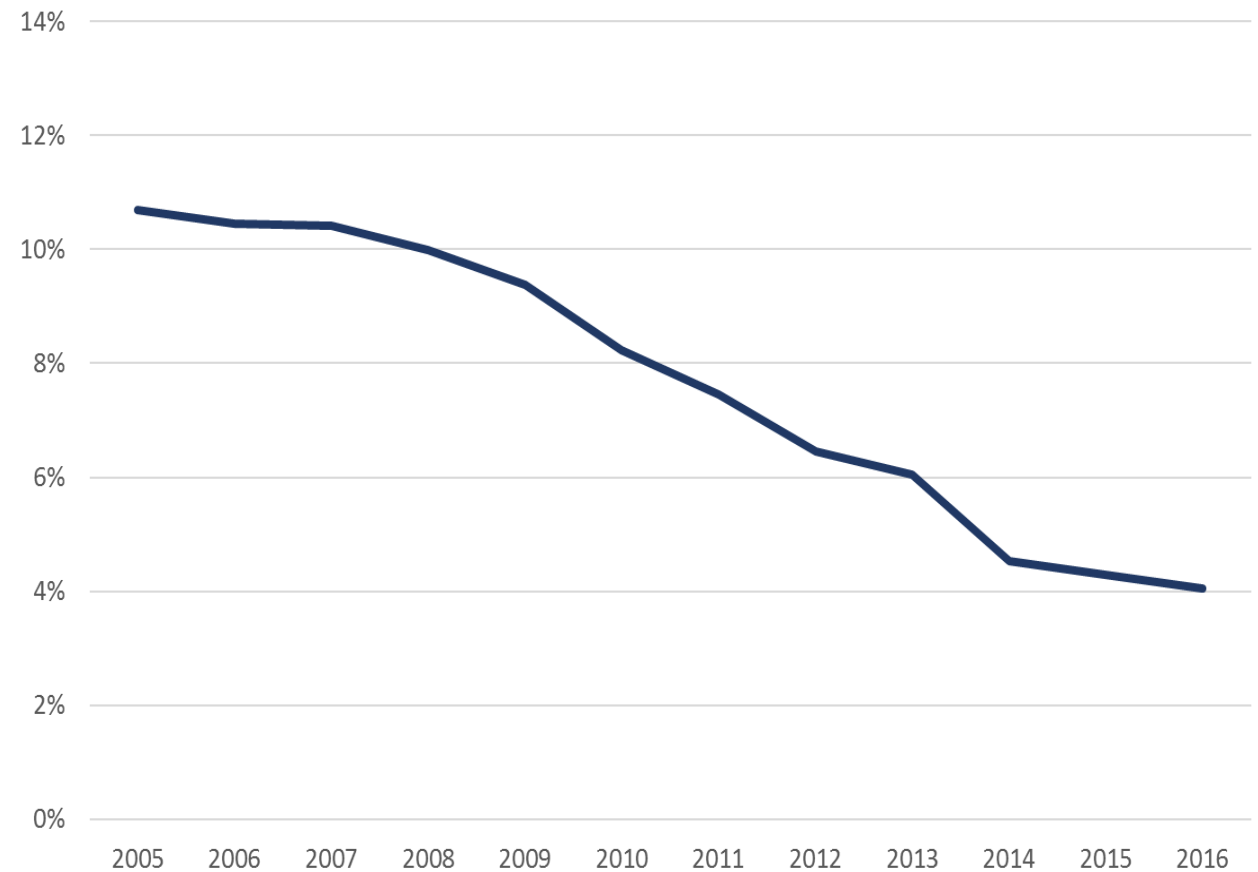
Analysis of Hansard debates

Showed high level of cross party support and important role played by 'carer champions'

Adult social care coverage

Numbers of older people receiving social care services from local authorities have decreased substantially over the past decade

While workforce data suggest some increase in private care receipt, it is likely that unpaid (family) care has also played an growing role in meeting care needs



Proportion of older people supported by the national long-term care system. Source: RAP, SALT returns; population estimates

Trends in provision of unpaid care

Census data suggest around 12.4% of adults (aged 16 and above) provided unpaid care in 2001, with a similar proportion providing care in 2011

It is difficult to identify how levels of caregiving have changed in more recent years

- Household surveys (Family Resources Survey, Health Survey for England) suggest some increase in intensity, but no clear trend in overall caregiving since 2007/8
- Numbers eligible for Carer's Allowance increased by 50% between 2007/8 and 2017/18, although receipt is influenced by changes in entitlement (e.g. state pension age)

Duty to provide information and advice

- Expectation that people will access information digitally
- However, we know there is a digital divide:
 - Age (75+)
 - Geographical location (broadband coverage)
 - Income
 - 65% of people aged 65-75 have a smartphone compared with 90% of those aged 40-50 and 92% of those aged 16-19 (Deloitte Global Mobile Consumer Survey, 2017)

Variability in websites

- Websites (n=79) reviewed varied significantly in content and organisation of online information on carer support. For instance:
 - Emergency support 75%
 - Welfare rights and benefits 68%
 - Counselling 67%
- Likely to lead to variability in support unless carer has access to other information
 - DWP reports use of organisations for certain conditions

Carers' support



Find
information and advice

Carers'
assessments

Planning for
difficulties and emergencies

Carers support Coventry

Clear layout <http://www.coventry.gov.uk/carers>

More needed on

- Timescale for assessments
- What gets covered in an assessment

Survey 2017

Questionnaire survey of working age carers

Followed up those who completed a survey in 2013 and 2015

Repeats key questions at each time point

221 eligible; 164 responded, response rate of 74%

130 caring at all three times

Services received by care recipient

	2013 %	2015 %	2017 % (N)
Home care	17.2	21.7	24.0
Personal Assistant	8.3	9.6	7.2
Daycentre	15.9	12.1	12.0
Lunch club	3.2	3.8	4.0
Meal service	4.5	7.0	5.6
Equipment	47.1	43.3	48.0
Community transport	18.5	12.7	12.0
Respite	5.1	3.8	4.0
Care home	2.5	7.6	4.8
Social worker	-	-	6.4
Mental health support	-	-	19.2
Advocate	-	-	12.8

Services received by carer

	2013 %	2015 %	2017 %
None	47.8	-	63.9
Any	52.2	-	36.1
Type of service received by carer		-	
Information/training	12.7	-	13.6
Help with care management	2.5	-	6.4
Financial advice or support	7.0	-	8.0
Carer group	9.6	-	10.4
Carers assessment received any time	10.2	14.0	14.6
New assessments received	-	7.2	2.3

Carer Assessments

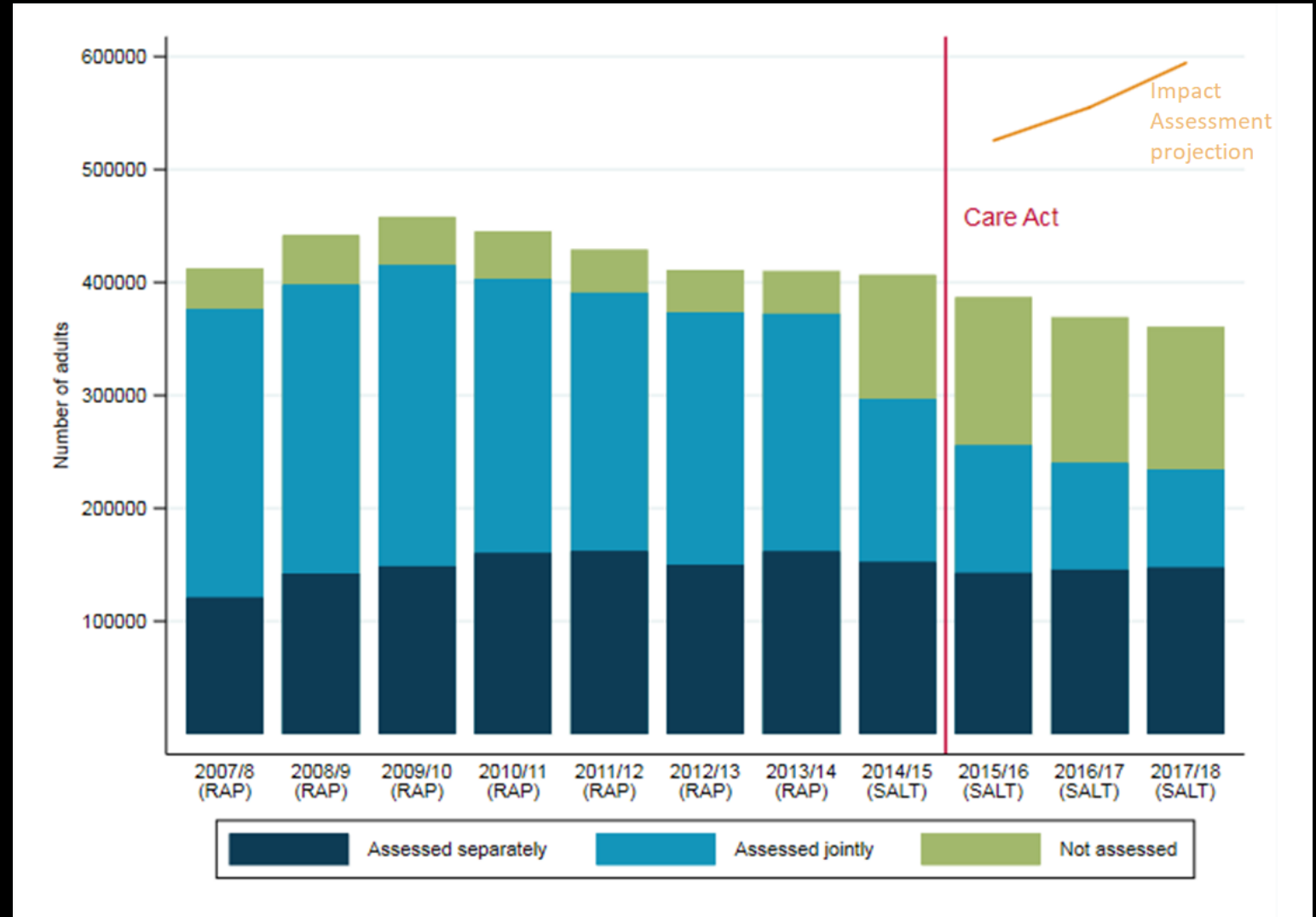
Limitations to the comparability of return data before/after April 2014 (especially changes in the accounting of numbers 'not assessed')

Numbers of assessments have decreased since around 2010, in keeping with broad trends in social care activity

Reductions in assessments continue following implementation of the Care Act in April 2015

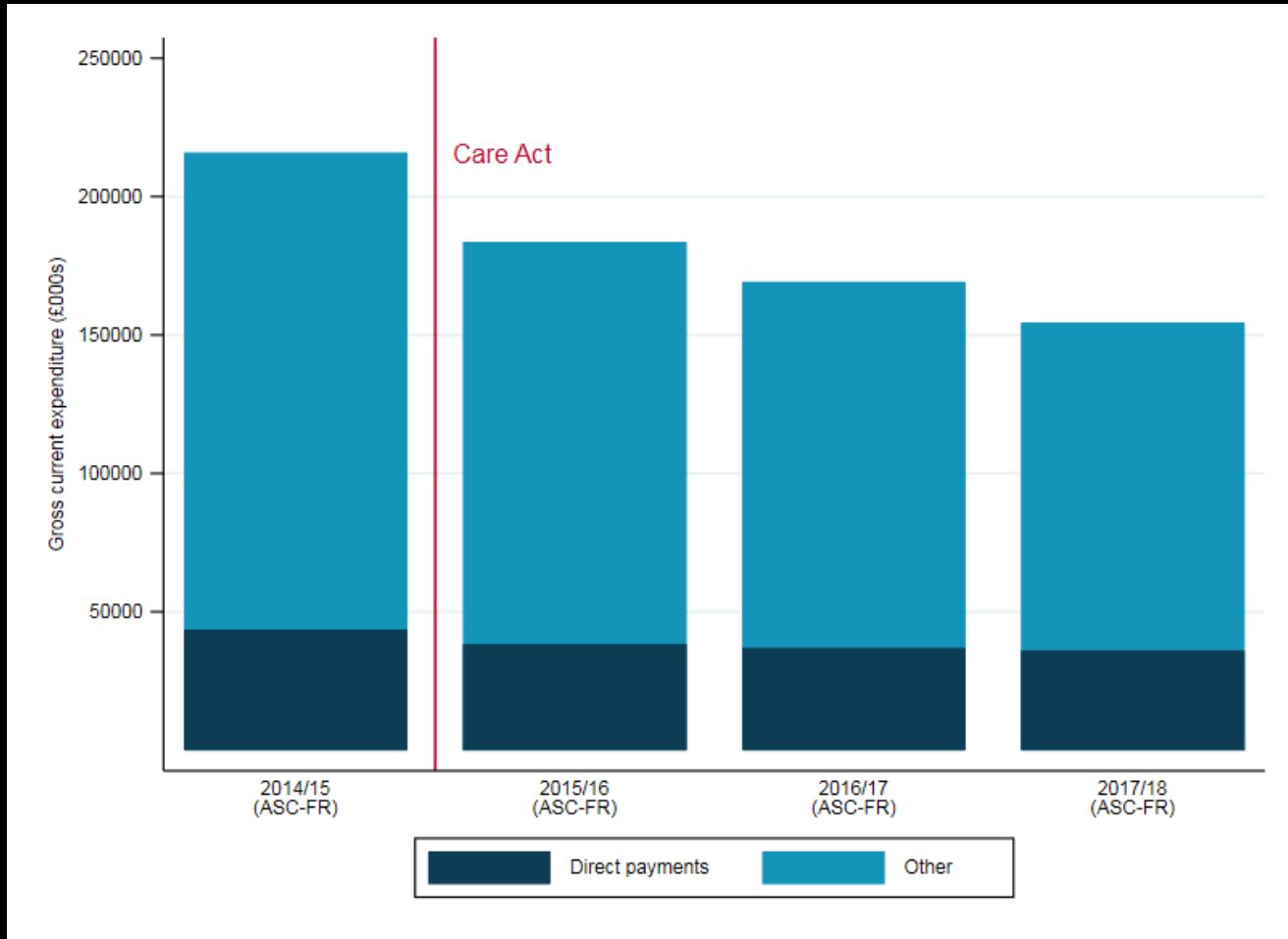
Numbers of carer assessments

Source: RAP, SALT returns



Gross current expenditure on carer support (2017/18 prices)

Source: ASC-FR returns



Carer expenditure data are available for ASC-FR years (2014/15 onwards) only

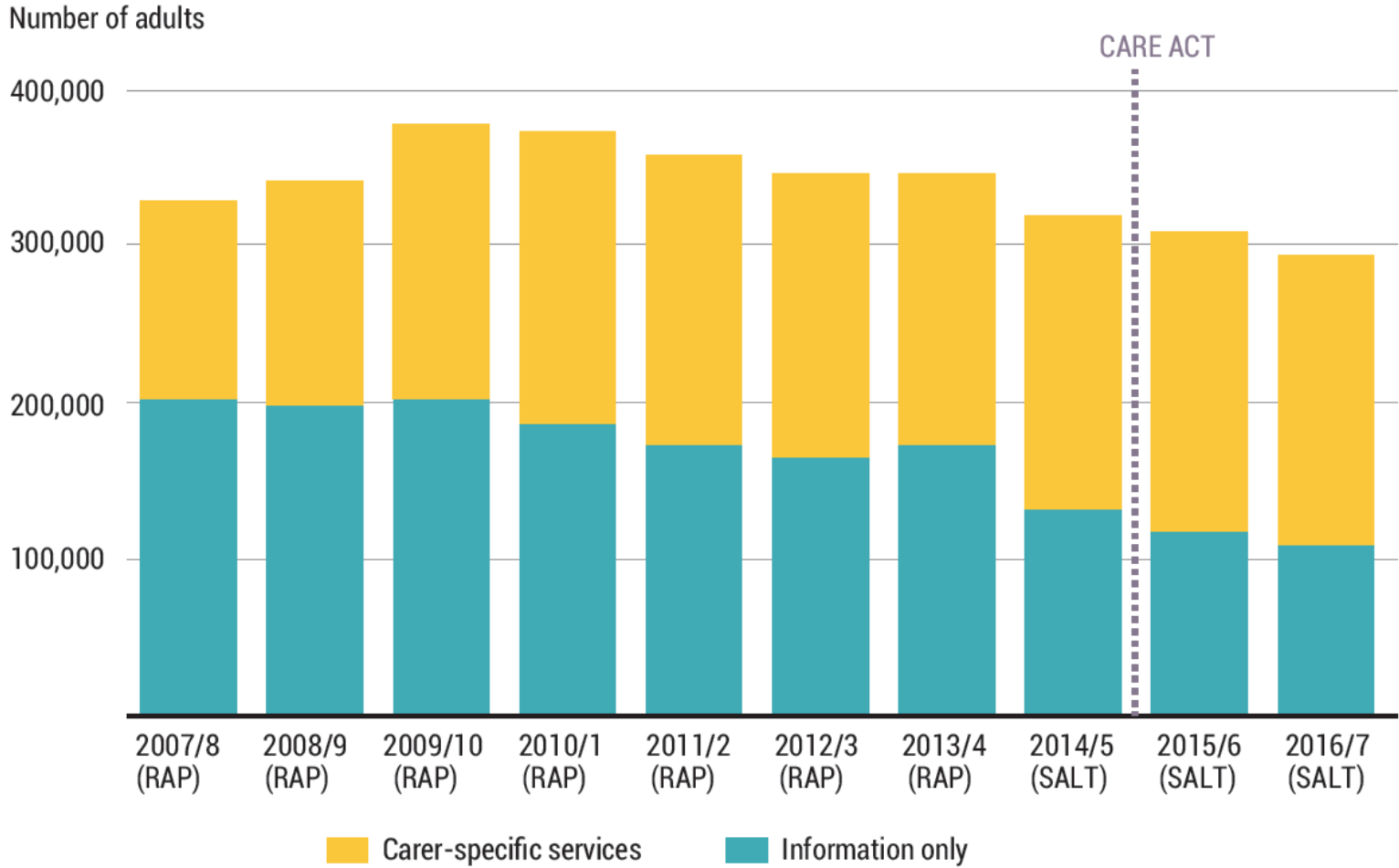
Decreasing levels of real-term expenditure on carer services since 2014/15

Over the corresponding period, overall adult social care expenditure increased by 0.4% in real terms between 2016/17 and 2017/18

“Local authorities advised that expenditure related to carers could sometimes be captured within a different category in ASC-FR [...] and so this expenditure should not be directly compared with the activity data” (NHS Digital 2018)

Services for carers

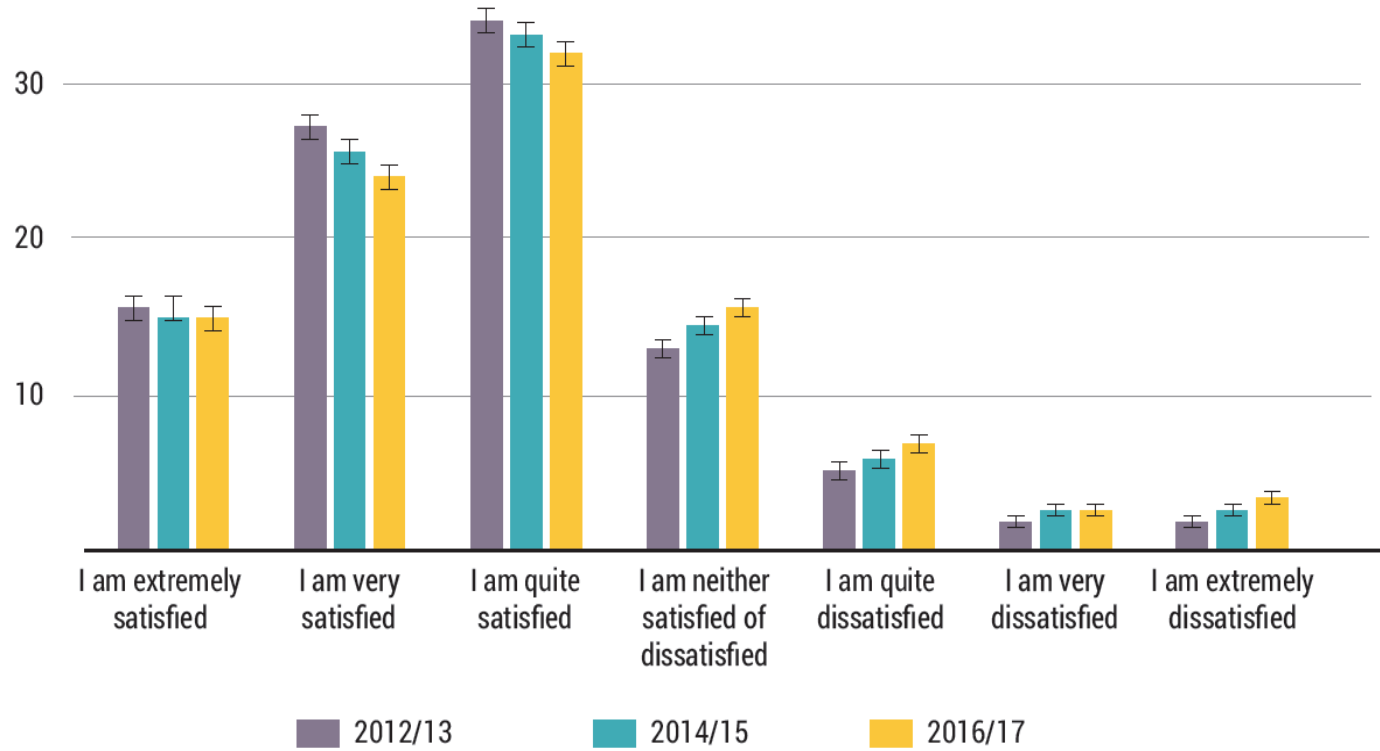
Figure 3: Numbers of carers' services and information provided in England, 2007/8 to 2016/17



Carer satisfaction

Figure 4: Carer satisfaction with support received

Proportion of respondents where service is provided (%)



8.27 x 11.69 in Source: Personal Social Services Survey of Adult Carers in England: Time Series 2012–13 to 2016–17.

Number of carer assessments greater in ...

- Authorities with more carers (as proxied by the numbers of carers receiving the social security benefit the Carers' Allowance and the proportion of adults aged 65+ who are married or in a civil partnership)
- Authorities with greater social care need, as proxied by the proportion of people aged 85+ in the population and the proportion receiving Attendance Allowance
- Areas which, controlling for other factors, provide social care support to a greater proportion of their population.

But

- Care Act 2014 was expected to lead to significant increases in the numbers of carer assessments
- Post implementation years were associated with significant reductions in standardised rates of assessments relative to the pre-implementation period

Conclusion

Positive ✓

- Improved clarity about the roles and responsibilities of the state towards carers

Negative ✗

- Impact of strengthened carer rights appears to have been limited by the requirement for local authorities to keep within budget, and as a result these rights have not led to greater access to support for carers

Disclaimer

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