

## Valuing Carers 2021

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# Valuing Carers 2021

England and Wales

Dr Maria Petrillo  
Professor Matt Bennett



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# Foreword

**Helen Walker,**  
Chief Executive, Carers UK



Across the UK, millions of people are providing unpaid care to a family member, friend or neighbour. Over the last 10 years, the number of hours of unpaid care that carers are providing has increased, with 1.5m people in England and Wales now providing over 50 hours of care every week. This has a profound impact on society and on our economy.

For many people, care is an expression of love and so it is difficult to quantify it or put a monetary value on it. However, we know that carers are incredibly important to the health and social care system in this country, and we should acknowledge this significant contribution. As this report highlights, the increase in the amount of unpaid care being provided by family and friends has led to a huge rise in the economic value of care. Carers in England and Wales are now providing care worth an astonishing £162 billion a year.

Despite the huge contribution they make, many carers do not feel recognised or supported. Without the high level of care that unpaid carers provide, our health and care systems would quite simply collapse.

It is vital that the huge contribution of carers to society is recognised. More must be done to ensure that carers have the financial, practical and workplace support they need. Supporting carers to continue providing care, as well

as participate in everyday life through work, education and leisure, is cost-effective and in everyone's best interest. Without this essential support, carers are more likely to reach breaking point, with huge implications for themselves and the people they care for, as well as the NHS and adult social care system.

As ever, I am very grateful to our colleagues at the Centre for Care for their research, which is hugely important in enabling us to highlight the value of unpaid care and in helping us secure the policy and practical change that we need to improve carers' lives.

Helen Walker, Chief Executive, Carers UK

# Introduction

**Professor Matt Bennett**  
Deputy Director, Centre for  
Care, University of Sheffield



Millions of people provide unpaid care for a family member, friend or neighbour affected by long-term illness, disability, or older age. Thousands of us become unpaid carers every day.<sup>1</sup> We will all experience unpaid care at some point in our lives<sup>2</sup>. The impact of the important lifeline that unpaid carers provide is significant, affecting finances, health and social lives<sup>3</sup>. Yet unpaid carers do not receive the support and recognition they deserve.

This new research highlights the incredible increasing financial value of unpaid care in England and Wales. Unpaid carers are providing care worth a staggering £162 billion a year- to put this into context, the budget for NHS health service spending in England in the 2020/21 financial year was £156 billion<sup>4</sup>. The economic contribution made by carers has increased by 29% in the last decade and paints a stark picture of the savings they make to health care budgets. Without unpaid carers, our health and social care systems would collapse.

We also show that people are providing more hours of unpaid care than ever before, and the contributions made by unpaid carers have increased across *all* localities in England and Wales. We hope that the detailed information contained in this report is useful for stakeholders and policy makers as they make decisions locally to improve urgently needed support for unpaid carers.

This research would not be possible without the incredible work by the Office for National Statistics (ONS). Since 2022 the weekly data releases, visualisations and outputs that they have produced have helped tell our story as a society and provided

important evidence to inform policy to shape our lives. The report would also not be possible without the ongoing commitment from the Economic and Social Research Council (ESRC) to its world-class portfolio of data assets, notably the UK Household Longitudinal Study (Understanding Society) used in this research to inform our estimates.

This report marks another important milestone in the partnership between the Centre for Care and Carers UK as we embark on our Census analysis plans which will enable us to continue providing important new evidence on unpaid care. This has been a collaboration between Dr Maria Petrillo and myself in the Centre for Care (University of Sheffield); and Melanie Crew, Emily Holzhausen OBE, Tamara Sandoul, and John Perryman (Carers UK). We're all also especially grateful to Dr Kate Hamblin for invaluable insight and comments on an earlier version of this report.

*Matthew Bennett*

**Professor Matt Bennett**  
Deputy Director, Centre for Care, University of Sheffield

<sup>1</sup> Petrillo, M., Bennett, M. R. and Pryce, G. (2022). *Cycles of Caring: transitions in and out of unpaid care*. London: Carers UK.

<sup>2</sup> Zhang, Y., Bennett, M. R., and Yeandle, S. (2019) *Will I Care: The likelihood of being a carer in adult life*. London: Carers UK.

<sup>3</sup> Keating, N., McGregor, J. A., and Yeandle, S. (2021). Sustainable care: theorising the wellbeing of caregivers to older persons, *International Journal of Care and Caring*, 5(4), 611-630.

<sup>4</sup> Kings Fund. (2020). *The NHS in a nutshell: The NHS budget and how it has changed*. London: The Kings Fund.

# Key findings

*Valuing Carers 2021: England and Wales*  
Dr Maria Petrillo and Professor Matt Bennett

The economic value of the support provided by unpaid carers in England and Wales is greater than ever before.

- In 2021, we estimate the economic value of the contributions made by carers in England and Wales was £162 billion per year, 29% more in real terms than 2011.
- The economic value of the contributions made by unpaid carers in England and Wales is roughly equivalent to the budget for NHS health service spending.<sup>5</sup>
- The rise in the number of hours of care provided by unpaid carers has led to an increase in the economic cost of care.



<sup>5</sup> Carers UK and Carers Wales estimate that spending on the NHS England and Wales is at least £164 billion. The budget for NHS health service spending in England was £156 billion for the 2020/21 financial year, according to research by the [Kings Fund](#). Budget data provided by the [Welsh Parliament](#) suggests that NHS services were allocated £8 billion in 2020/21.

- The number of carers providing more than 20 to 49 and 50+ hours of care per week has increased over time.
  - » The proportion of people providing 20-49 hours of care per week is 1.9%, up from 1.5% in 2011, increasing the value of care by £17 billion.
  - » The proportion of people providing 50+ hours of care per week is 2.8%, up from 2.7% in 2011, increasing the value of care by more than £20 billion.
- The figures mean that in 2021, unpaid carers in England and Wales saved the public purse enormous sums every week, day, and hour:
  - » £3.1 billion per week
  - » £445 million per day
  - » £18.6 million per hour

Unpaid carers' support is worth

**£162 billion** 

a 29% increase since 2011

**£17 billion**  **20-49**

1.9% of people are now providing 20-49 hours of care per week, increasing the value of care by £17 billion

**£20 billion**  **50+**

2.8% of people are now providing over 50 hours of care per week, increasing the value of care by over £20 billion

Estimated value of care



**£3.1 billion**



**£445 million**



**£18.6 million**

# Findings and methodology

The 2021 Census included the following question on the provision of unpaid care:

**Do you look after, or give any help or support to, anyone because they have long-term physical or mental health conditions or illnesses, or problems related to old age? Exclude anything you do as part of your paid employment.**

We use Census data from 2011 and 2021 in England and Wales to provide comprehensive information on the monetary value of the time devoted by unpaid carers to caring responsibilities to support family members, friends or neighbours, or others in need.

Our estimates cannot put a true value on the costs of unpaid care. In many ways, unpaid care is priceless and difficult to quantify. Unpaid care is often an expression of unconditional love, and immense respect for the person supported.



It is, however, vital to raise awareness of the importance of unpaid carers in society. One powerful way to do this is to assign monetary value to the care that unpaid carers provide and compare this to the amount of money spent on health care each year. In doing so, again, we highlight that unpaid carers are an integral part of our health and care systems, which would collapse without their support.

Data from Census 2021 in England and Wales reveal a decrease in the number of unpaid carers: from 5.8 million in 2011 to 5.0 million in 2021. This decrease is mainly due to a reduction in the number of people providing 19 hours or less of unpaid care per week, as clearly shown in Table 1.

Table 1 shows the number of people providing unpaid care by sex and hours of care in England and Wales. The table includes raw numbers *and* age-standardised proportions<sup>6</sup>.

While there has been a decrease in the proportion of people providing 19 hours or less of unpaid care over time, the data show an *increase* in the age-standardised proportion of people providing either 20-49 hours or 50 or more hours of care per week.

<sup>6</sup> It is important to recognise that rates of unpaid care are related to the age and size of the population. The age-standardised proportions allow a clear comparison between populations over time and across geographies. The age-standardised proportion allows us to make meaningful Census comparisons over time, accounting for changes in the size of the population, and the increasing numbers of older people in society.



**Table 1: Total number of unpaid carers 2001, 2011, 2021 by country and hours of care**

	2021 No. of unpaid carers	2021 (%)*	2011 No. of unpaid carers	2011 (%)*	2001 No. of unpaid carers	2001 (%)*
<b>England</b>						
19 hrs or less	2,303,730	4.4	3,452,640	7.2	3,347,525	7.6
20-49 hrs	969,765	1.8	721,135	1.5	530,805	1.2
50+ hrs	1,404,770	2.7	1,256,230	2.7	998,735	2.3
<b>England - Men</b>						
19 hrs or less	964,390	3.8	1,489,265	6.3	1,455,525	6.8
20-49 hrs	388,845	1.5	304,730	1.3	212,955	1.0
50+ hrs	554,260	2.3	503,770	2.3	394,275	2.0
<b>England - Women</b>						
19 hrs or less	1,339,335	5.0	1,963,360	8.0	1,892,005	8.4
20-49 hrs	580,920	2.2	416,405	1.7	317,850	1.4
50+ hrs	850,505	3.2	752,480	3.1	604,465	2.7
<b>Wales</b>						
19 hrs or less	138,330	4.7	212,435	7.4	208,295	7.8
20-49 hrs	65,590	2.2	54,050	1.9	42,840	1.6
50+ hrs	106,835	3.6	103,740	3.7	89,605	3.4
<b>Wales - Men</b>						
19 hrs or less	57,675	4.0	91,935	6.6	1,455,525	6.8
20-49 hrs	26,965	1.9	23,095	1.7	212,955	1.0
50+ hrs	44,775	3.1	43,145	3.3	394,275	2.0
<b>Wales - Women</b>						
19 hrs or less	80,655	5.4	120,490	8.3	17,025	7.1
20-49 hrs	38,630	2.6	30,950	2.1	36,525	1.4
50+ hrs	62,055	4.1	60,605	4.2	1,172,990	3.0
<b>England and Wales</b>						
19 hrs or less	2,442,060	4.4	3,665,075	7.2	3,555,820	7.6
20-49 hrs	1,035,355	1.9	775,185	1.5	573,645	1.2
50+ hrs	1,511,605	2.8	1,359,970	2.7	1,088,340	2.4

Source: Office for National Statistics (ONS) Census 2021, 2011 and 2001. In 2021 the hours categories are: 0-9, 10-19, and 50 and more hours. Thus, in 2021 we are also capturing those people who provide less than one hour of care, unlike in 2011 when only those providing more than one hour of care were captured (1-19).

Note= \* percentage of the population (age-standardised proportion).

Table 2 shows the value of unpaid care hours across England and Wales<sup>7</sup>. The unit cost for replacement care is taken as £25 per hour in 2021<sup>8</sup> and £18 per hour in 2011<sup>9</sup>, in line with the official estimate of the actual cost per hour of providing home care to an adult. This enables us to replace an hour of unpaid care with the equivalent hourly rate of homecare (for a full explanation of the method used to calculate the final value of caring activities, see Appendix B).

Table 2 shows that the economic value of unpaid care in England and Wales saved the public purse enormous sums every week, day, and hour of the year:

- **162 billion per year**
- **£3.1 billion per week**
- **£445 million per day**
- **£18.6 million per hour**



**Table 2: Nominal value of unpaid carers' contributions in 2011 and 2021 and real change in carers' contributions (%)**

	2021 No. of unpaid carers	2011 No. of unpaid carers	Value 2021 (£m)	Value 2011 (£m)	Change 2021-2011 (%)
<b>England</b>					
19 hrs or less	2,303,730	3,452,640	16,262	17,386	-21.4%
20-49 hrs	969,765	721,135	44,250	21,667	71.6%
50+ hrs	1,404,770	1,256,230	91,310	58,791	30.5%
<b>Total</b>	<b>4,678,265</b>	<b>5,430,005</b>	<b>151,822</b>	<b>97,845</b>	<b>30.3%</b>
<b>Wales</b>					
19 hrs or less	138,330	212,435	969	1,316	-38.1%
20-49 hrs	65,590	54,050	2,852	1,578	51.8%
50+ hrs	106,835	103,740	6,944	4,855	20.1%
<b>Total</b>	<b>310,755</b>	<b>370,225</b>	<b>10,766</b>	<b>7,749</b>	<b>16.7%</b>
<b>England and Wales</b>	<b>4,989,020</b>	<b>5,800,230</b>	<b>162,588</b>	<b>105,594</b>	<b>29.3%</b>

Source: Authors' calculations based on Census 2011, and 2021 using the unit cost of replacement care as determined by the Personal Social Services Research Unit (Curtis, 2011; Jones and Burns, 2021). Columns 'Value 2021' and 'Value 2011' represent the nominal value of unpaid carers' contributions (which is not adjusted for inflation) to provide discrete estimates for the value of unpaid care in 2011 and 2021. However, to enable comparisons in the value of unpaid care between 2011 and 2021, the percentage change in unpaid carers' contributions considers the real unit cost, adjusted for inflation using the Consumer Prices Index including owner occupiers' housing cost (CPIH). More detail of this methodology is provided in Appendix B (Figure B.1 and Table B.1).

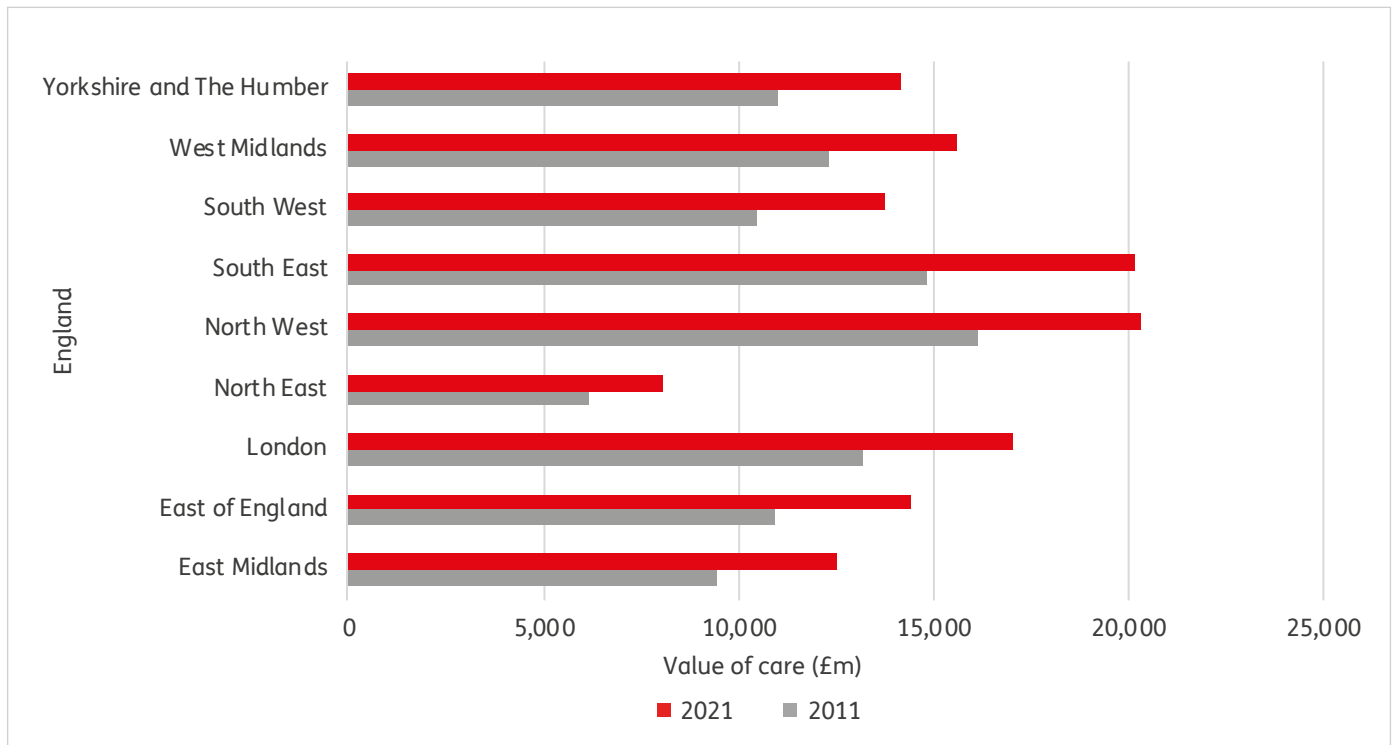
- 7 Our estimates for the value of care are based on the overall population of people aged 5 years and above. While young carers are not able to work for a wage, we are calculating their costs because the important support they provide is still money saved on health care. See Appendix B, Tables B.2 and B.3 for the value of caring computed on the adult population.
- 8 The 2021 hourly cost of homecare, Unit Costs of Health and Social Care 2021 (Jones, K. & Burns, A. (2021) Unit Costs of Health and Social Care 2021, Personal Social Services Research Unit, University of Kent, Canterbury.) The unit cost is expressed in nominal terms, hence it is not adjusted for inflation.
- 9 The 2011 hourly cost of homecare, Unit Costs of Health and Social Care 2011 (Curtis, L. (2011) Unit Costs of Health and Social Care 2011, Personal Social Services Research Unit, University of Kent, Canterbury.) The unit cost is expressed in nominal terms, hence it is not adjusted for inflation.



Figures 1 and 2 show that the increase in the value of unpaid care is consistent across different areas in England and Wales. All areas in England and Wales report higher values of unpaid care in 2021 compared to 2011. Figure 3 maps the value of carers' contributions across England and Wales in 2021<sup>10</sup> – a darker shade of purple indicates a higher cost of care, a lighter shade of blue indicates a lower cost of care.

A complete listing of these calculations for all local authorities in England and Wales (2011 and 2021) is available in Appendix A of this report.

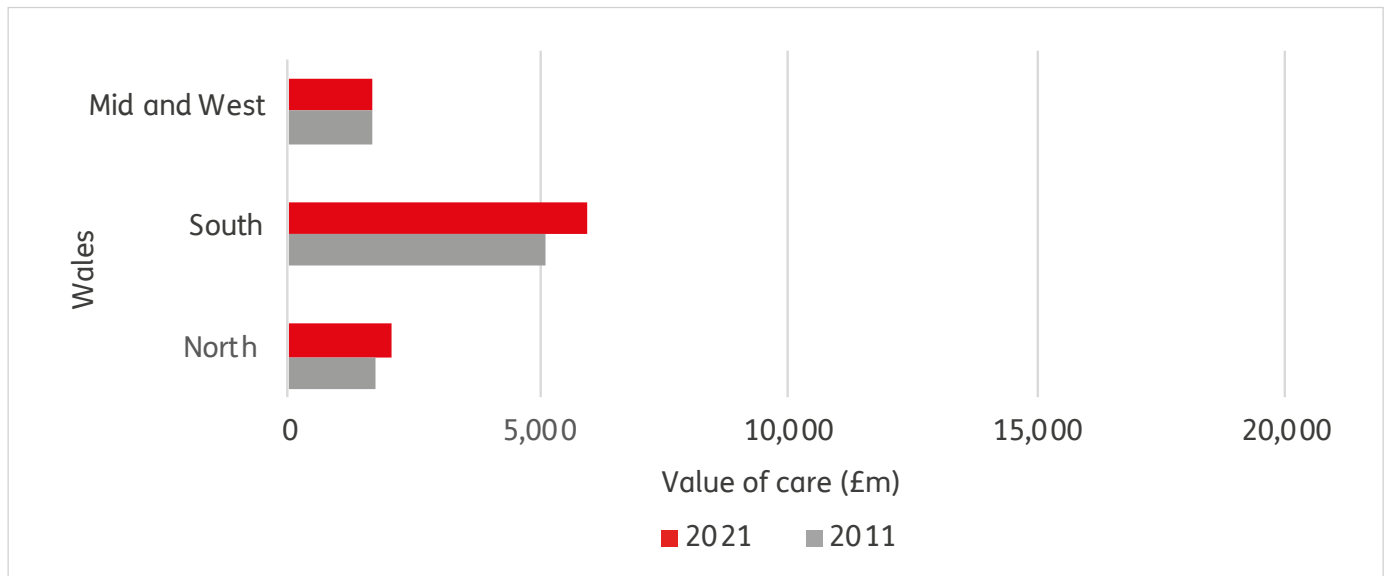
**Figure 1: Value of unpaid carers' contributions across England (2021 and 2011) value of care per year**



Source: Authors' calculations based on the Office for National Statistics (ONS) Census 2011, 2021 using the unit cost of replacement care as determined by the Personal Social Services Research Unit (Curtis, 2011; Jones and Burns, 2021). The unit cost is adjusted for inflation using the Consumer Prices Index including owner occupiers' housing cost (CPIH).

<sup>10</sup> Please see Figure A.1 in the appendix for a map of the value of carers' contributions across England and Wales from Census 2011.

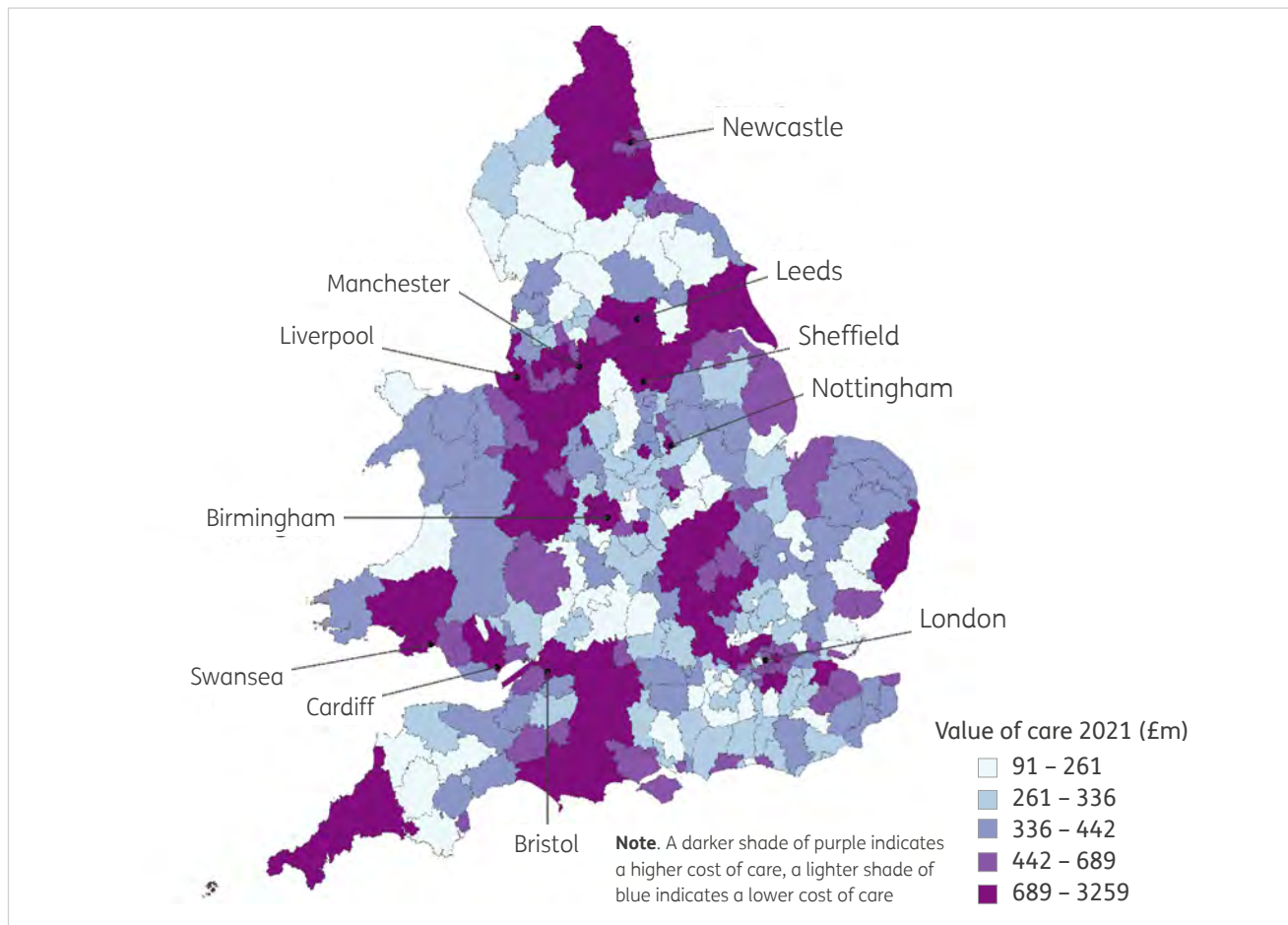
**Figure 2: Value of unpaid carers' contributions across Wales (2021 and 2011)**



**Note:** North Wales comprises Conwy, Denbighshire, Flintshire, Gwynedd, Isle of Anglesey, and Wrexham. South Wales comprises Blaenau Gwent, Bridgend, Caerphilly, Cardiff, Merthyr Tydfil, Monmouthshire, Neath Port Talbot, Newport, Rhondda Cynon Taf, Swansea, Torfaen, Vale of Glamorgan. Mid-West Wales comprises Carmarthenshire, Ceredigion, Pembrokeshire and Powys.

Source: Authors' calculations based on the Office for National Statistics (ONS) Census 2011, 2021 using the unit cost of replacement care as determined by the Personal Social Services Research Unit (Curtis, 2011; Jones and Burns, 2021). The unit cost is adjusted for inflation using the Consumer Prices Index including owner occupiers' housing cost (CPIH).

**Figure 3: Geographic variation in the value of unpaid carers' contributions across England and Wales (2021)**



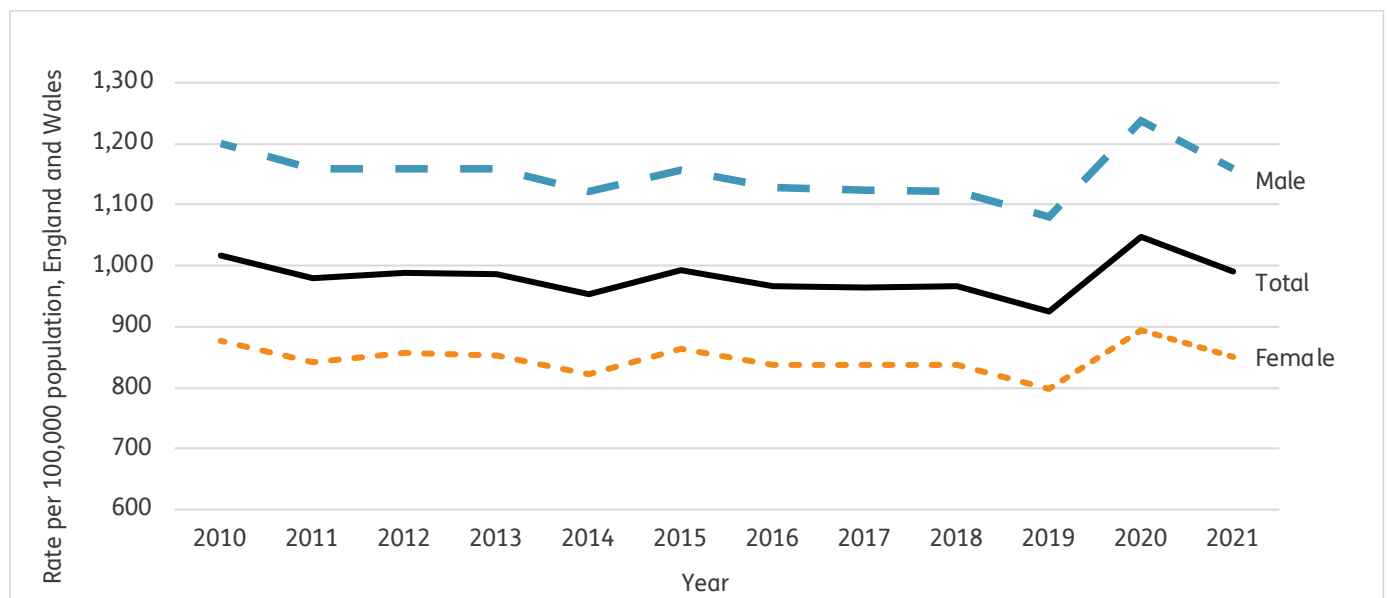
Source: Authors' calculations based on the Office for National Statistics (ONS) Census 2021 using the unit cost of replacement care as determined by the Personal Social Services Research Unit (Jones and Burns, 2021).

# Why has the number of unpaid carers decreased?

## • Higher mortality rate in 2020

In 2020, mortality increased sharply (approximately 1,050 people per 100,000), affecting a 15-year trend of falling mortality rates (Figure 4). This increase is likely to be associated with the coronavirus (Covid-19) pandemic outbreak. These mortality figures could mean that fewer people were receiving unpaid care in 2021.

**Figure 4: Age-standardised mortality rate<sup>11</sup> by sex between 2010 and 2021 in England and Wales**



Source: Office for National Statistics (ONS), Deaths registered in England and Wales<sup>12</sup>.

In particular, a higher mortality rate was registered for people aged 80 years and older (Appendix C, Figures C.1 and C.2).

Another important possible explanation in the decrease in the number of unpaid carers between 2011 and 2021 is the potential change in our understanding of unpaid care, or the nature of unpaid caring<sup>13</sup>, during the pandemic.

Unpaid carers who previously shared caring responsibilities (e.g. sharing the care of a parent with a sibling) may have taken on all aspects of unpaid care because of rules on household mixing during the pandemic (where only one household could mix with another). This supports our finding that fewer carers were providing more hours of care.

<sup>11</sup> The age-standardised mortality rate (ASMRs) is a weighted average of the age-specific mortality rates expressed per 100,000 people in the population. It enables us to make comparisons between populations that may contain different overall population sizes and proportions of people of different ages. ASMRs have been standardised to the 2013 European Standard Population.

<sup>12</sup> Office for National Statistics. (2022). [Deaths registered in England and Wales](#).

<sup>13</sup> In State of Caring 2022, 31% of carers said the person being cared for lives in their own home. If carers were not providing care due to social distancing, lockdowns etc, they may not have identified themselves as carers in the census, even if they were providing care remotely – it may not have felt like care in the way it did for them before. Report available here: <https://www.carersuk.org/reports/state-of-caring-2022-report/#>

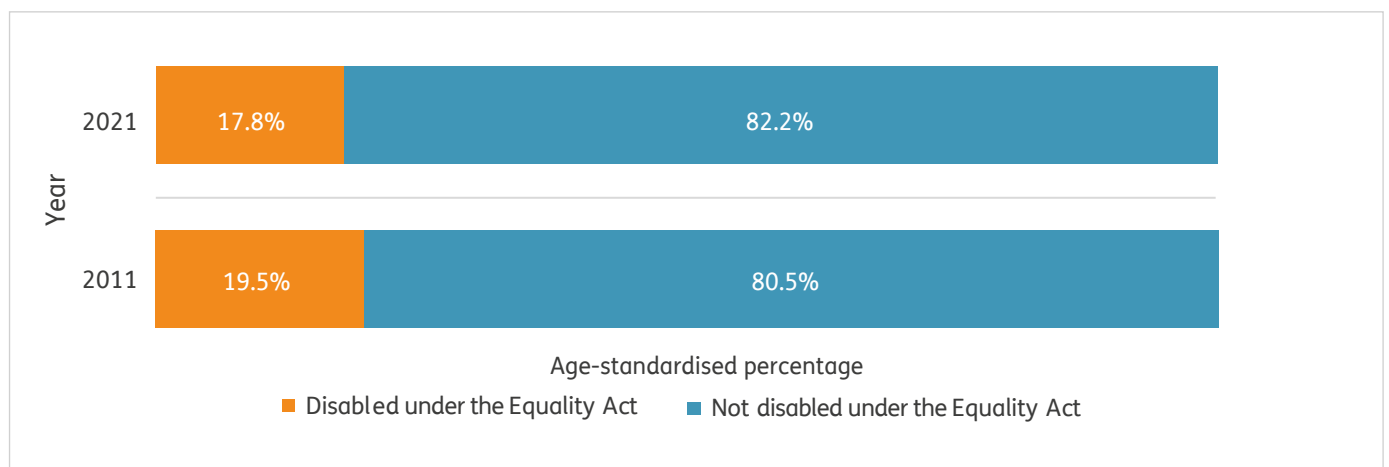
### • Decrease in the percentage of people that were disabled

Data from 2011 and 2021 Censuses show that the proportion of people considered disabled under the Equality Act has decreased by 1.7 percent over time (Figure 5) (17.8% in 2021 compared to 19.5% in 2011). These disability figures could mean that fewer people were receiving unpaid care in 2021. Updated estimates of coronavirus (COVID-19) related deaths by disability status revealed that disabled people were at greater risk of death during the pandemic, which could have led to fewer disabled people in the population.<sup>14</sup> In addition, excess deaths where the underlying cause of death was not coronavirus (COVID-19) may also have affected the disabled population.<sup>15</sup>

Other potential contributing factors may include:

- Census 2021 was undertaken during the coronavirus (COVID-19) pandemic, which may have influenced how people perceived their conditions or illnesses
- The visible prompt “include problems related to old age” was removed in the 2021 questionnaire, which may have reduced the percentage of older people who considered that they had a condition or illness. Overall, results for disability in older age groups in 2021 broadly reflect the age patterns found in the Department for Work and Pensions UK Family Resources Survey (FRS), which reports that 42.0% of people of State Pension age were disabled in 2020 to 2021 financial year. Disability free life expectancy at birth in the UK has reduced, potentially reducing disability prevalence among older people.<sup>16</sup>
- Reference to mental health conditions or illnesses was included in the Census 2021 questionnaire, which may have contributed to the increase in disability seen in younger age groups. An ONS report into Coronavirus and depression in adults found that between January and March 2021, 21.0% of adults experienced some form of depression, and that this was more than double pre-coronavirus levels.<sup>17</sup> Further, this report found that younger adults, particularly women, were more likely to experience some form of depression.

**Figure 5: Age-standardised disability status in England and Wales (2011 and 2021)**



Source: Authors' calculations based on Office for National Statistics (ONS) Census 2011, 2021.

<sup>14</sup> Office for National Statistics. (2022). [Updated estimates of coronavirus \(COVID-19\) related deaths by disability status, England: 24 January 2020 to 9 March 2022](#).

<sup>15</sup> Office for National Statistics. (2022). [Excess deaths in England and Wales: March 2020 to June 2022](#)

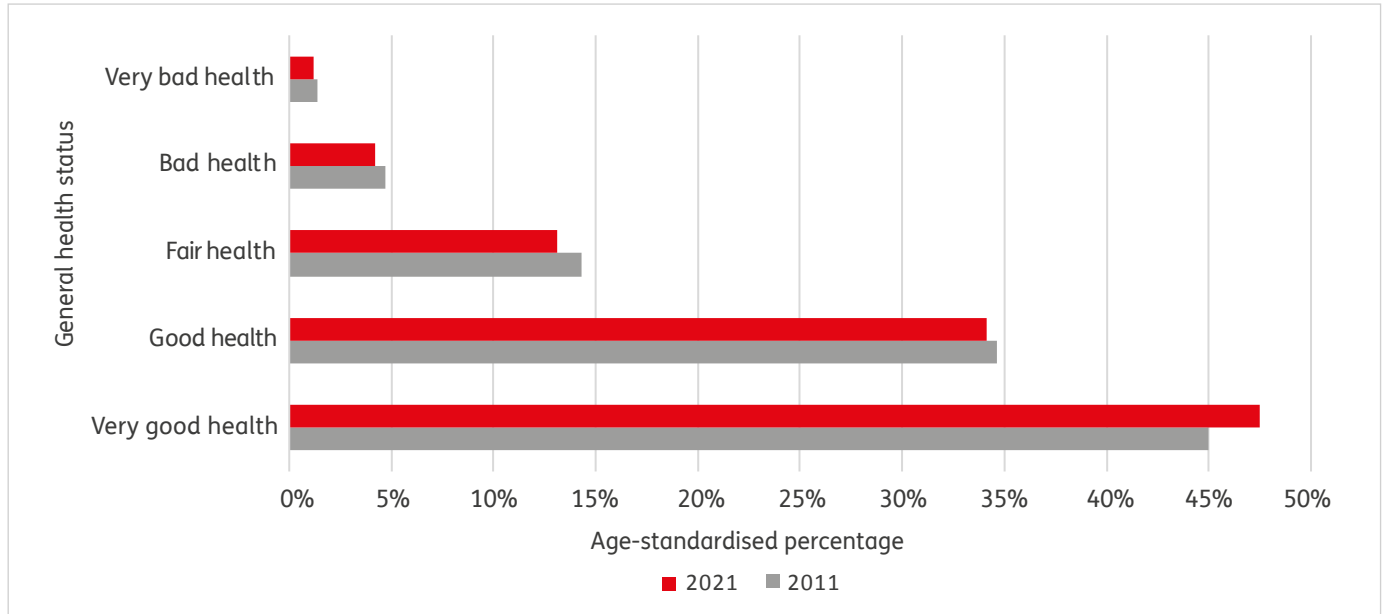
<sup>16</sup> Office for National Statistics. (2022). [Health state life expectancies, UK: 2018 to 2020](#)

<sup>17</sup> Office for National Statistics. (2021). [Coronavirus and depression in adults, Great Britain: January to March 2021](#).

## • Increase in the proportion of people reporting very good health

Figure 6 shows that between 2011 and 2021 there has been an increase in the proportion of people reporting their health as 'very good' and a decrease in the proportion reporting that their health is 'very bad' or 'bad'.

**Figure 6: Age-standardised general health in England and Wales (2011 and 2021)**



Source: Authors' calculations based on Office for National Statistics (ONS) Census 2011, 2021.



## • Change in the Census 2021 care-related question

As mentioned above, Census 2021 introduced changes to the wording for the unpaid care question and the answer categories. Table 3 presents the question wording and answer categories in the Census 2021 and 2011 questionnaires.

Census 2021 increased the number of answer categories, providing respondents with narrower ranges of care hours per week by dividing the 1-19 hours range into two (1 to 9 hours, and 10 to 19 hours) as well as splitting the 20-49 hours of care range (20 to 34 hours, and 35 to 49 hours).

The changes to the question wording between Census 2011 and Census 2021 may have also impacted on respondents' ability to identify as an unpaid carer. Census 2011 provided the respondent with examples of the people who could potentially be cared for, which could have resulted in 'priming' by increasing the ability of respondents to identify as an unpaid carer. This inconsistency between 2011 and 2021 might have had an impact on the results, leading to the lower number of unpaid carers in 2021 when compared to 2011.



**Table 3: Change in the question wording and answer categories (Census 2021 compared to Census 2011)**

Census 2011	Census 2021
<p>Do you look after, or give any help or support to family members, friends, neighbours or others because of either:</p> <ul style="list-style-type: none"> <li>- long-term physical or mental ill-health/disability</li> <li>- problems related to old age?</li> </ul> <p>Do not count anything you do as part of your paid employment.</p>	<p>Do you look after, or give any help or support to, anyone because they have long-term physical or mental health conditions or illnesses, or problems related to old age? Exclude anything you do as part of your paid employment.</p>
<ul style="list-style-type: none"> <li>• No</li> <li>• Yes, 1-19 hours a week</li> <li>• Yes, 20-49 hours a week</li> <li>• Yes, 50 or more hours a week</li> </ul>	<ul style="list-style-type: none"> <li>• No</li> <li>• Yes, 9 hours a week or less</li> <li>• Yes, 10 to 19 hours a week</li> <li>• Yes, 20 to 34 hours a week</li> <li>• Yes, 35 to 49 hours a week</li> <li>• Yes, 50 or more hours a week</li> </ul>



# Recommendations

Given the value of unpaid carers' support, we need a new social contract for carers which recognises not just their contributions to society, but their need for specific rights, support and recognition.

This should have the following goals supporting all aspects of carers' lives:

- Awareness amongst the general population.
- Support and rights in employment.
- Better rights, recognition and support from the NHS and social care.
- Sufficient support from health and social care to protect their health and wellbeing.
- Freedom from financial hardship, and a recognition of the additional impact and costs of caring.
- Prevention of loneliness and the ability to maintain relationships.
- Freedom from discrimination and promotion of equality.

We would like to see everyone, from employers, public authorities, Governments, our elected representatives, community organisations, understand the value of unpaid care and caring, and make concrete changes to improve carers' lives.



## Specific recommendations:

UK Government should urgently **address the underfunding of social care** and promote a carer friendly NHS by:

- Investing an additional £1.5 billion in carers' breaks so that carers are able to access the breaks they need and improve their mental and physical health and wellbeing.
- Doubling the £25m in funding announced for unpaid carers, as part of the White Paper: People at the Heart of Care, and use the opportunity to look at tackling big challenges – better funding for social care to support carers and better integration with health services.
- Beginning to allocate the £25m funding announced in the White Paper as soon as possible.
- Committing to developing a workforce strategy for social care in order to put the sector on a sustainable footing, improving the quality of care provided, attracting new talent to the profession and planning for demand to avoid future crises.
- Increasing the overall funding for social care with predictable forward looking sufficient budgets to provide a sound basis for the delivery of care in the future.
- Urgently providing the necessary investment in the National Health Service in order to reduce waiting times for treatments for unpaid carers and the people that they care for.
- Treating caring as a factor for more urgent treatment appointments, in primary and secondary care, in recognition of the fact that waiting for a necessary treatment is likely to hinder their ability to continue to provide care for the people that they support.
- Introducing a new responsibility on the NHS to identify and promote carers' health and wellbeing – this would help to keep carers in better health and reduce the burden on the NHS, as well as social care, in the event of a carer breakdown.
- Introducing a specific amount of funding to target health and care support specifically at carers who are on the waiting list or caring for someone on the waiting list to help them manage care and prevent further issues later on.
- Devolved governments should use any Barnett Consequentials resulting from increased UK Government spending on carers to similarly increase funding for carers in the areas mentioned above to ensure carers in Scotland, Wales and Northern Ireland get much needed support.

UK Government should **improve financial support for carers by:**

- Raising the earnings limit for Carer's Allowance to 21 hours per week pegged to the National Living Wage to better enable more unpaid carers to continue with paid employment alongside their caring duties.
- Committing to a review of Carer's Allowance within the next 6 months, including how it interacts with other social security benefits.
- Giving unpaid carers in receipt of Universal Credit a Work Allowance to ensure that those with a capacity for work do not lose their entitlement if they continue with part time work alongside their caring duties.
- Creating a mechanism to enable unpaid carers to access their State Pension up to 5 years earlier.
- Creating auto-enrolment payments for carers in receipt of Carer's Allowance to ensure that they continue to contribute to additional pensions.

UK Government should support unpaid carers to **juggle work and care** by:

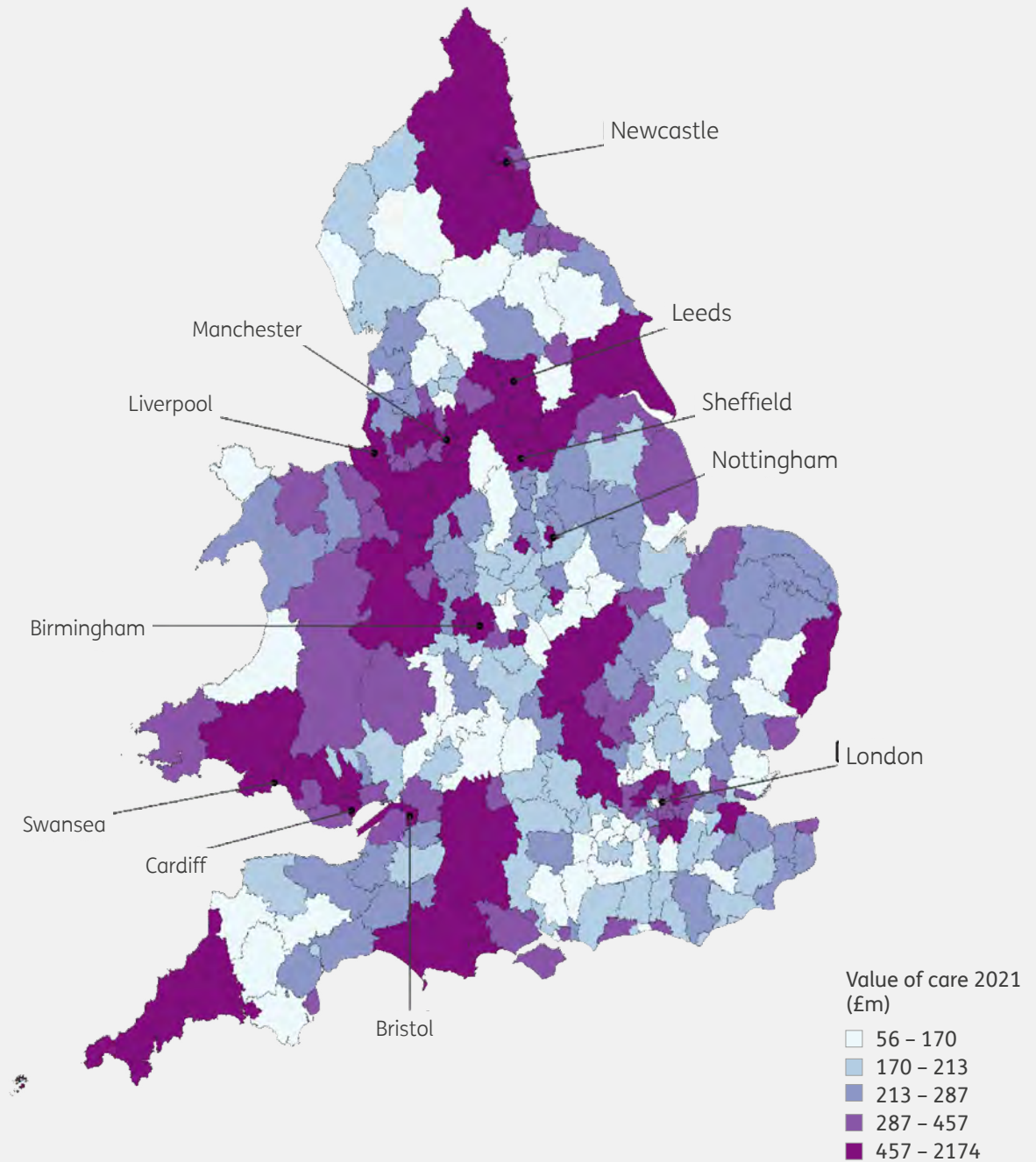
- Setting out a comprehensive plan for enabling, encouraging and supporting unpaid carers to stay in work in order to achieve the aim of a growing economy.
- Introducing a National Carers Strategy for England, to deliver the breadth and depth of support needed by carers, including tackling barriers to paid employment as well as better support for carers who provide care around the clock.
- Setting out a timeline for the introduction of Carer's Leave and flexible working rights, implementing the new pieces of legislation as soon as possible, to encourage more carers to return to work.
- Providing more funding for social care to support carers juggling work and care with appropriate breaks.
- Offering specialist support for carers who have not been in paid employment for some time.
- Changing the eligibility criteria for certain carers' benefits to enable more carers to combine paid work and unpaid care.

UK Government should ensure that unpaid carers are **not discriminated against** by:

- Amending the Equalities Act 2010 to include caring as the 10th protected characteristic.

# Appendix A

**Figure A.1: Figures for Local Authorities in England and Wales**



**Note:** A darker shade of purple indicates a higher cost of care, a lighter shade of blue indicates a lower cost of care.

Source: Authors' calculations based on the Office for National Statistics (ONS) Census 2021 using the unit cost of replacement care as determined by the Personal Social Services Research Unit (Curtis, 2011)

**Table A.1: Nominal value of unpaid carers' contributions in 2011 and 2021 and real change in carers' contributions by Local Authorities in England and Wales (%)**

Local Authority	Unpaid Carers 2021 (number)	Unpaid Carers 2011 (number)	Nominal Value 2021 (£m)	Nominal Value 2011 (£m)	Change (%)
<b>England</b>	<b>4,678,265</b>	<b>5,430,005</b>	<b>151,822</b>	<b>97,845</b>	<b>30%</b>
<b>East Midlands</b>	<b>428,330</b>	<b>490,235</b>	<b>13,987</b>	<b>8,858</b>	<b>33%</b>
Amber Valley	12,570	14,595	398	256	31%
Ashfield	13,825	14,070	477	286	40%
Bassetlaw	11,300	13,205	380	255	25%
Blaby	9,055	10,550	275	171	35%
Bolsover	8,520	9,635	300	199	27%
Boston	5,830	6,640	209	131	34%
Broxtowe	10,460	12,290	316	212	25%
Charnwood	14,940	17,135	450	271	40%
Chesterfield	10,710	13,050	361	251	21%
Derby	22,285	25,570	766	482	33%
Derbyshire Dales	6,855	8,995	192	132	22%
East Lindsey	16,230	17,700	620	388	34%
Erewash	10,730	12,565	346	223	30%
Gedling	11,720	13,435	353	227	31%
Harborough	8,085	8,980	223	131	43%
High Peak	8,110	10,325	241	167	21%
Hinckley and Bosworth	10,235	11,790	312	196	33%
Leicester	26,530	30,955	952	625	28%
Lincoln	7,840	8,940	274	177	30%
Mansfield	12,085	12,710	412	257	35%
Melton	4,505	5,285	134	83	36%
Newark and Sherwood	12,365	13,195	397	240	39%
North East Derbyshire	10,620	13,125	347	235	24%
North Kesteven	10,610	12,210	352	223	33%
North Northamptonshire	28,930	32,610	951	573	39%
North West Leicestershire	9,195	10,645	290	185	32%
Nottingham	24,345	26,955	851	554	29%
Oadby and Wigston	5,295	6,325	165	106	30%
Rushcliffe	10,410	11,805	283	176	35%
Rutland	3,160	3,790	91	56	37%
South Derbyshire	9,350	10,490	292	179	37%
South Holland	8,525	9,470	298	185	36%
South Kesteven	12,255	13,830	390	234	40%
West Lindsey	9,095	10,480	301	185	37%
West Northamptonshire	31,755	36,885	988	607	37%

Local Authority	Unpaid Carers 2021 (number)	Unpaid Carers 2011 (number)	Nominal Value 2021 (£m)	Nominal Value 2011 (£m)	Change (%)
<b>East of England</b>	<b>513,915</b>	<b>597,620</b>	<b>16,110</b>	<b>10,231</b>	<b>32%</b>
Babergh	8,045	9,705	243	153	33%
Basildon	15,440	17,625	518	335	30%
Bedford	14,335	16,100	443	266	40%
Braintree	12,665	14,830	401	248	36%
Breckland	12,445	13,925	421	265	33%
Brentwood	5,980	7,785	170	120	19%
Broadland	11,755	14,355	349	231	27%
Broxbourne	7,745	9,065	248	161	29%
Cambridge	8,710	9,785	238	142	41%
Castle Point	8,125	9,895	272	187	22%
Central Bedfordshire	23,555	25,830	703	401	47%
Chelmsford	13,690	16,760	401	256	32%
Colchester	14,855	16,570	466	277	41%
Dacorum	12,225	14,885	360	229	32%
East Cambridgeshire	7,170	8,295	207	134	30%
East Hertfordshire	10,995	12,800	300	186	36%
East Suffolk	23,570	28,485	760	506	26%
Epping Forest	10,475	12,795	311	205	27%
Fenland	9,325	10,585	333	213	31%
Great Yarmouth	9,890	10,895	371	234	33%
Harlow	7,230	8,050	241	148	37%
Hertsmere	8,585	9,865	250	158	33%
Huntingdonshire	14,160	16,540	429	276	30%
Ipswich	11,285	13,045	372	239	31%
King's Lynn and West Norfolk	14,330	17,420	495	345	21%
Luton	16,100	18,265	554	348	34%
Maldon	6,225	7,175	191	118	36%
Mid Suffolk	8,885	10,460	256	162	33%
North Hertfordshire	10,850	12,820	312	197	33%
North Norfolk	10,205	12,405	336	223	26%
Norwich	10,640	11,880	340	218	31%
Peterborough	16,230	17,695	557	336	39%
Rochford	7,215	9,420	218	152	21%
South Cambridgeshire	12,880	14,990	342	213	35%
South Norfolk	12,265	13,825	363	221	38%
Southend-on-Sea	15,020	17,685	488	315	30%
St Albans	10,860	13,375	295	194	28%
Stevenage	7,610	8,550	249	159	32%
Tendring	15,705	17,365	576	352	38%

Local Authority	Unpaid Carers 2021 (number)	Unpaid Carers 2011 (number)	Nominal Value 2021 (£m)	Nominal Value 2011 (£m)	Change (%)
Three Rivers	7,615	8,845	208	131	34%
Thurrock	12,675	14,615	436	287	28%
Uttlesford	6,775	7,930	183	115	34%
Watford	7,165	8,045	219	133	38%
Welwyn Hatfield	9,085	10,380	266	169	32%
West Suffolk	13,325	16,005	419	273	29%
<b>London</b>	<b>596,520</b>	<b>689,955</b>	<b>18,970</b>	<b>12,342</b>	<b>29%</b>
Barking and Dagenham	14,225	16,200	527	348	27%
Barnet	28,800	32,310	858	538	34%
Bexley	19,285	23,530	626	434	21%
Brent	22,815	26,615	763	502	28%
Bromley	25,355	31,010	744	505	24%
Camden	14,620	17,320	433	287	27%
City of London and Westminster	14,020	16,475	439	294	25%
Croydon	28,825	33,690	913	575	33%
Ealing	24,300	28,775	784	524	26%
Enfield	24,615	27,630	816	501	37%
Greenwich	19,420	22,025	659	425	30%
Hackney	16,315	17,965	530	340	31%
Hammersmith and Fulham	10,735	12,310	330	214	29%
Haringey	16,880	18,880	528	342	30%
Harrow	20,040	24,620	623	422	24%
Havering	20,645	25,195	672	452	25%
Hillingdon	22,470	25,910	725	457	33%
Hounslow	19,395	22,295	650	402	36%
Islington	14,840	16,310	465	302	29%
Kensington and Chelsea	9,360	10,955	280	175	34%
Kingston upon Thames	11,510	13,305	336	206	37%
Lambeth	18,845	20,460	563	360	31%
Lewisham	19,955	22,515	622	413	26%
Merton	13,880	16,305	430	284	27%
Newham	21,545	24,595	776	517	26%
Redbridge	21,400	27,290	687	486	19%
Richmond upon Thames	13,160	15,805	348	219	33%
Southwark	18,820	20,735	597	389	29%
Sutton	15,875	18,310	493	300	38%
Tower Hamlets	18,565	19,350	638	390	37%
Waltham Forest	18,290	21,275	593	400	25%
Wandsworth	17,715	19,990	522	339	29%

Local Authority	Unpaid Carers 2021 (number)	Unpaid Carers 2011 (number)	Nominal Value 2021 (£m)	Nominal Value 2011 (£m)	Change (%)
<b>North East</b>	<b>253,665</b>	<b>286,415</b>	<b>9,012</b>	<b>5,778</b>	<b>31%</b>
County Durham	52,680	60,075	1,893	1,229	29%
Darlington	9,790	11,075	329	207	34%
Gateshead	18,810	22,230	660	458	21%
Hartlepool	9,540	9,930	360	216	40%
Middlesbrough	12,525	14,150	473	310	28%
Newcastle upon Tyne	23,390	25,820	820	509	35%
North Tyneside	19,670	22,195	654	414	33%
Northumberland	31,105	35,710	1,044	663	32%
Redcar and Cleveland	13,840	16,035	513	334	29%
South Tyneside	14,885	16,725	533	349	28%
Stockton-on-Tees	18,230	19,930	651	396	38%
Sunderland	29,200	32,540	1,082	693	31%
<b>North West</b>	<b>668,275</b>	<b>781,945</b>	<b>22,671</b>	<b>15,093</b>	<b>26%</b>
Allerdale	9,015	10,770	297	203	23%
Barrow-in-Furness	6,325	8,240	216	173	5%
Blackburn with Darwen	13,280	15,775	480	327	23%
Blackpool	14,615	16,320	544	360	27%
Bolton	25,990	30,635	910	599	28%
Burnley	8,430	9,855	300	193	30%
Bury	16,865	19,960	554	366	27%
Carlisle	9,215	11,290	294	202	22%
Cheshire East	34,455	39,990	1,037	647	35%
Cheshire West and Chester	32,635	37,120	1,048	658	34%
Chorley	10,535	12,310	325	217	26%
Copeland	6,465	7,985	226	158	21%
Eden	4,775	5,960	140	93	26%
Fylde	7,960	9,200	251	165	28%
Halton	13,725	15,015	500	327	28%
Hyndburn	7,670	8,920	270	180	26%
Knowsley	16,455	17,855	627	416	27%
Lancaster	12,560	14,610	403	267	27%
Liverpool	44,185	50,560	1,619	1,104	23%
Manchester	38,200	42,635	1,376	904	28%
Oldham	20,705	24,320	741	470	32%
Pendle	8,155	10,245	281	187	26%
Preston	12,150	14,140	407	271	26%
Ribble Valley	5,345	6,545	147	97	27%
Rochdale	19,415	23,285	695	463	26%
Rossendale	6,305	7,645	210	138	28%

Local Authority	Unpaid Carers 2021 (number)	Unpaid Carers 2011 (number)	Nominal Value 2021 (£m)	Nominal Value 2011 (£m)	Change (%)
Salford	20,885	23,405	747	481	30%
Sefton	29,010	34,530	997	675	24%
South Lakeland	8,975	12,230	260	192	14%
South Ribble	10,360	12,475	317	217	23%
St. Helens	20,530	22,570	728	473	29%
Stockport	26,200	31,985	810	550	24%
Tameside	20,685	24,060	716	476	26%
Trafford	18,820	23,530	569	397	20%
Warrington	19,120	21,835	599	396	27%
West Lancashire	11,320	13,450	372	254	23%
Wigan	31,475	36,495	1,102	732	26%
Wirral	33,515	40,350	1,150	794	22%
Wyre	11,950	13,845	406	271	26%
<b>South East</b>	<b>733,340</b>	<b>847,355</b>	<b>22,535</b>	<b>13,928</b>	<b>36%</b>
Adur	5,860	6,955	183	125	23%
Arun	14,555	16,565	469	292	35%
Ashford	11,145	11,820	367	208	48%
Basingstoke and Deane	13,535	15,240	405	244	40%
Bracknell Forest	8,740	9,690	260	154	42%
Brighton and Hove	20,805	23,975	618	389	33%
Buckinghamshire	41,775	49,500	1,194	733	37%
Canterbury	13,395	15,560	432	277	31%
Cherwell	11,605	13,355	353	216	37%
Chichester	10,470	12,490	306	192	34%
Crawley	8,975	9,905	293	173	42%
Dartford	8,675	9,235	284	166	44%
Dover	11,515	12,680	392	237	39%
East Hampshire	9,945	11,600	279	170	38%
Eastbourne	9,410	10,530	322	192	40%
Eastleigh	10,600	12,710	312	200	31%
Elmbridge	9,515	11,615	261	164	34%
Epsom and Ewell	6,020	7,320	174	108	36%
Fareham	9,635	11,875	277	186	25%
Folkestone and Hythe	10,820	12,310	373	236	33%
Gosport	7,235	8,180	239	147	36%
Gravesham	8,995	10,325	308	194	33%
Guildford	10,460	12,565	290	181	34%
Hart	6,925	8,005	192	113	42%
Hastings	8,645	9,430	300	181	39%
Havant	11,260	13,110	380	245	30%



Local Authority	Unpaid Carers 2021 (number)	Unpaid Carers 2011 (number)	Nominal Value 2021 (£m)	Nominal Value 2011 (£m)	Change (%)
Horsham	11,615	13,645	315	194	36%
Isle of Wight	14,200	16,420	486	307	33%
Lewes	9,825	11,480	298	184	37%
Maidstone	14,180	15,560	445	262	43%
Medway	22,635	25,050	778	490	33%
Mid Sussex	11,585	13,990	319	199	35%
Milton Keynes	20,590	21,780	663	384	45%
Mole Valley	7,250	8,925	196	123	34%
New Forest	16,160	20,750	487	340	20%
Oxford	10,290	11,710	296	183	36%
Portsmouth	15,295	17,140	504	313	35%
Reading	10,970	12,315	350	212	39%
Reigate and Banstead	11,175	13,110	327	197	39%
Rother	9,330	11,285	304	203	26%
Runnymede	6,625	7,395	200	115	46%
Rushmoor	6,765	7,730	214	131	37%
Sevenoaks	9,975	11,955	296	184	35%
Slough	10,145	11,610	347	216	35%
South Oxfordshire	11,220	13,260	311	189	38%
Southampton	18,130	20,365	614	375	38%
Spelthorne	8,280	9,840	253	162	31%
Surrey Heath	6,600	7,905	189	116	37%
Swale	13,935	14,255	498	287	46%
Tandridge	7,085	8,525	201	124	36%
Test Valley	10,220	12,100	293	188	31%
Thanet	13,850	15,510	504	316	34%
Tonbridge and Malling	10,830	12,090	335	199	42%
Tunbridge Wells	8,610	10,510	246	159	30%
Vale of White Horse	10,590	12,430	298	185	36%
Waverley	9,620	11,995	258	166	31%
Wealden	14,200	16,680	416	256	37%
West Berkshire	12,015	14,290	345	213	36%
West Oxfordshire	8,995	10,370	257	153	42%
Winchester	9,425	11,585	254	165	29%
Windsor and Maidenhead	10,775	13,250	306	194	32%
Woking	7,925	9,195	232	136	44%
Wokingham	12,205	13,925	338	202	40%
Worthing	9,705	10,880	299	183	37%

Local Authority	Unpaid Carers 2021 (number)	Unpaid Carers 2011 (number)	Nominal Value 2021 (£m)	Nominal Value 2011 (£m)	Change (%)
<b>South West</b>	<b>490,920</b>	<b>570,305</b>	<b>15,341</b>	<b>9,806</b>	<b>31%</b>
Bath and North East Somerset	14,950	17,590	426	272	31%
Bournemouth, Christchurch and Poole	33,330	39,510	1,037	684	27%
Bristol	33,960	40,150	1,046	717	23%
Cheltenham	8,415	10,540	241	161	26%
Cornwall and Isles of Scilly	54,765	63,410	1,814	1,191	28%
Cotswold	6,990	8,775	199	129	30%
Dorset	35,525	43,330	1,099	719	28%
East Devon	14,195	15,850	442	263	41%
Exeter	9,985	10,995	301	190	33%
Forest of Dean	8,050	9,695	253	170	25%
Gloucester	10,540	12,130	335	212	33%
Mendip	9,895	11,855	295	194	28%
Mid Devon	7,505	8,445	230	138	40%
North Devon	8,950	10,335	292	186	32%
North Somerset	18,760	22,295	567	367	30%
Plymouth	23,945	27,245	838	555	27%
Sedgemoor	11,240	13,005	363	233	31%
Somerset West and Taunton	13,835	16,075	430	264	37%
South Gloucestershire	23,655	27,645	703	439	34%
South Hams	8,570	10,230	250	162	29%
South Somerset	14,955	17,480	471	286	39%
Stroud	10,270	12,845	281	189	25%
Swindon	18,315	19,465	592	347	43%
Teignbridge	13,220	15,005	413	261	33%
Tewkesbury	7,595	8,730	224	137	37%
Torbay	14,910	16,100	530	334	33%
Torrige	6,640	7,595	221	137	35%
West Devon	5,690	6,400	175	108	36%
Wiltshire	42,265	47,580	1,273	761	40%
<b>West Midlands</b>	<b>521,100</b>	<b>614,980</b>	<b>17,381</b>	<b>11,522</b>	<b>27%</b>
Birmingham	91,445	107,385	3,259	2,174	26%
Bromsgrove	8,920	11,210	258	180	20%
Cannock Chase	9,930	11,820	336	234	21%
Coventry	27,385	32,115	917	611	26%
Dudley	31,520	37,975	1,049	721	22%
East Staffordshire	9,680	11,470	305	199	28%
Herefordshire	16,565	20,655	509	343	25%
Lichfield	9,715	11,575	296	199	25%

Local Authority	Unpaid Carers 2021 (number)	Unpaid Carers 2011 (number)	Nominal Value 2021 (£m)	Nominal Value 2011 (£m)	Change (%)
Malvern Hills	7,345	9,395	215	150	21%
Newcastle-under-Lyme	12,010	14,730	385	271	30%
North Warwickshire	6,120	7,535	202	136	25%
Nuneaton and Bedworth	12,350	14,235	426	275	30%
Redditch	7,425	8,885	249	164	28%
Rugby	9,005	10,385	272	169	35%
Sandwell	29,595	33,540	1,094	729	26%
Shropshire	29,695	34,265	915	582	32%
Solihull	19,945	24,105	638	408	31%
South Staffordshire	10,925	13,540	331	223	25%
Stafford	12,625	15,060	379	249	28%
Staffordshire Moorlands	9,830	12,540	298	214	17%
Stoke-on-Trent	23,580	27,395	845	573	24%
Stratford-on-Avon	11,005	13,650	316	211	26%
Tamworth	7,055	8,105	245	160	28%
Telford and Wrekin	18,010	17,945	620	364	43%
Walsall	26,400	30,640	968	642	27%
Warwick	11,105	13,455	312	201	30%
Wolverhampton	22,850	27,140	816	553	24%
Worcester	8,080	9,655	255	165	30%
Wychavon	11,430	13,450	353	220	35%
Wyre Forest	9,555	11,125	318	202	32%
<b>Yorkshire and The Humber</b>	<b>472,010</b>	<b>551,255</b>	<b>15,804</b>	<b>10,284</b>	<b>29%</b>
Barnsley	24,735	27,165	889	557	34%
Bradford	45,645	51,025	1,591	964	39%
Calderdale	17,985	21,365	562	363	30%
Craven	5,095	6,600	142	99	21%
Doncaster	28,145	33,345	1,017	687	24%
East Riding of Yorkshire	30,610	37,375	994	658	27%
Hambleton	8,345	10,015	243	153	33%
Harrogate	13,050	16,180	366	240	28%
Kingston upon Hull	21,235	23,630	809	519	31%
Kirklees	37,040	43,655	1,183	770	29%
Leeds	61,495	71,600	1,964	1,284	28%
North East Lincolnshire	14,065	15,970	504	332	28%
North Lincolnshire	15,430	18,155	540	347	31%
Richmondshire	4,115	4,750	125	76	38%
Rotherham	26,300	30,990	957	644	25%
Ryedale	4,920	5,905	144	94	30%

Local Authority	Unpaid Carers 2021 (number)	Unpaid Carers 2011 (number)	Nominal Value 2021 (£m)	Nominal Value 2011 (£m)	Change (%)
Scarborough	10,450	12,540	354	238	25%
Selby	7,745	8,755	238	142	41%
Sheffield	48,990	57,380	1,638	1,089	26%
Wakefield	31,745	36,620	1,124	737	28%
York	14,870	18,235	420	291	21%
<b>Wales</b>	<b>310,755</b>	<b>370,225</b>	<b>10,766</b>	<b>7,749</b>	<b>17%</b>
Blaenau Gwent	7,245	8,760	276	206	13%
Bridgend	15,300	17,935	553	399	17%
Caerphilly	19,050	22,710	706	504	18%
Cardiff	28,980	35,000	929	675	16%
Carmarthenshire	20,375	23,990	725	518	18%
Ceredigion	7,255	8,600	235	170	16%
Conwy	11,640	13,630	408	288	19%
Denbighshire	10,190	11,610	368	250	24%
Flintshire	15,260	17,655	501	349	21%
Gwynedd	10,000	12,430	344	258	12%
Isle of Anglesey	6,755	8,020	234	165	19%
Merthyr Tydfil	6,225	7,435	237	172	16%
Monmouthshire	9,205	11,490	276	208	12%
Neath Port Talbot	16,540	20,360	618	474	9%
Newport	14,985	16,620	514	345	25%
Pembrokeshire	12,905	15,200	442	308	20%
Powys	13,470	16,155	421	303	17%
Rhondda Cynon Taf	25,000	29,650	918	671	15%
Swansea	24,720	30,355	854	637	13%
Torfaen	9,915	11,935	352	255	16%
Vale of Glamorgan	12,910	15,580	411	290	19%
Wrexham	12,875	15,160	443	310	20%

Source: Authors' calculations based on the Office for National Statistics (ONS) Census 2011, 2021 using the unit cost of replacement care as determined by the Personal Social Services Research Unit (Curtis, 2011; Jones and Burns, 2021). The percentage change in unpaid carers' contributions considers the real unit cost, adjusted for inflation using the Consumer Prices Index including owner occupiers' housing cost (CPIH).

# Appendix B: Detailed methodology

## Main methodology

All our assumptions on the distributions of hours of unpaid care are based on survey evidence from the UK Household Longitudinal Study (calendar years 2020 and 2011). See 'About the Research' for more details:

### 2021 – England

- 1,404,770 unpaid carers provided 50 or more hours of care per week. We have assumed<sup>18</sup> that these unpaid carers were all providing 50 hours of care per week. This is almost certainly an underestimate.
- 969,765 unpaid carers provided 20-49 hours of care per week. Here we have assumed that 46% (446,092) of unpaid carers were providing, on average, 27 hours of care each week and 54% (523,673) 42 hours of care per week.
- 2,303,730 unpaid carers provided 1-19 hours of care per week. We have assumed that 57% (1,313,126) of this group were caring for 2 hours per week, 27% (622,007) for 7 hours per week, and 16% (368,597) for 15 hours per week.

### 2021 – Wales

- 106,835 unpaid carers provided 50 or more hours of care per week. We have assumed that these unpaid carers were all providing 50 hours of care per week. This is almost certainly an underestimate.
- 65,590 unpaid carers provided 20-49 hours of care per week – here we have assumed that 57% (37,386) of unpaid carers were providing, on average, 27 hours of care each week and 43% (28,204) 42 hours of care per week.
- 138,330 unpaid carers provided 1-19 hours of care per week. We have assumed that 53% (73,315) of this group were caring for 2 hours per week, 34% (47,032) for 7 hours per week, and 13% (17,983) for 15 hours per week.

### 2011 – England

- 1,256,230 unpaid carers provided 50 or more hours of unpaid care per week. We have assumed that these carers were all providing 50 hours of care per week. This is almost certainly an underestimate.
- 721,135 unpaid carers provided 20-49 hours of care per week – here we have assumed that 66% (475,949) of unpaid carers were providing, on average, 27 hours of care each week and 34% (245,186) 42 hours of care per week.
- 3,452,640 unpaid carers provided 1-19 hours of care per week. We have assumed that 58% (2,002,531) of this group were caring for 2 hours per week, 26% (897,686) for 7 hours per week, and 16% (552,422) for 15 hours per week.

### 2011 – Wales

- 103,740 unpaid carers provided 50 or more hours of care per week. We have assumed that these unpaid carers were all providing 50 hours of care per week. This is almost certainly an underestimate.
- 54,050 unpaid carers provided 20-49 hours of care per week – here we have assumed that 72% (38,916) of unpaid carers were providing, on average, 27 hours of care each week and 28% (15,134) 42 hours of care per week.
- 212,435 unpaid carers provided 1-19 hours of care per week. We have assumed that 46% (97,720) of this group were caring for 2 hours per week, 30% (63,731) for 7 hours per week, and 24% (50,984) for 15 hours per week.

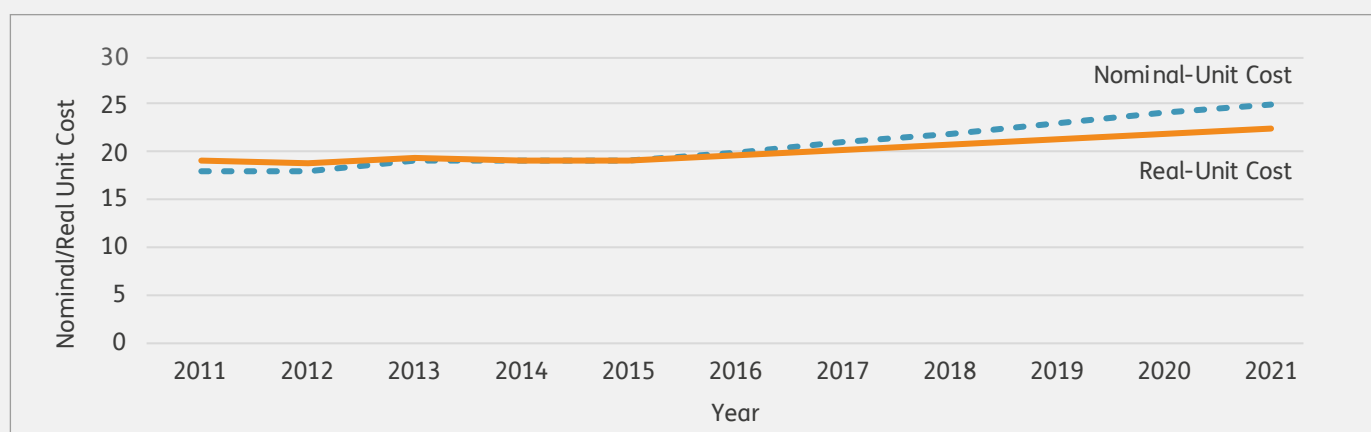
<sup>18</sup> Authors' calculations based on the Office for National Statistics (ONS) Census 2011, 2021 using the unit cost of replacement care as determined by the Personal Social Services Research Unit (Curtis, 2011; Jones and Burns, 2021)

## Robustness checks

### 1. Fixed unit cost

Figure B.1 Shows the nominal and real (inflation-adjusted) unit cost of replacement care over time (from 2011 to 2021). The cost of replacement care adjusted for inflation is equal to £19.20p in 2011 and £22.40p in 2021.

**Figure B.1: Unit cost of replacement care (2011-2021)**



Source: Unit Costs of Health and Social Care (2011- 2021), Personal Social Services Research Unit, University of Kent, Canterbury (Curtis, 2011, 2012, 2013, 2014; Curtis and Burns, 2015, 2016, 2017, 2018, 2019, 2020; Jones and Burns, 2021). The real cost is adjusted for inflation using the Consumer Prices Index including owner occupiers' housing cost (CPIH).

Table B.1 shows the value of unpaid carers' contributions in England and Wales in real terms, hence it is adjusted for inflation. There is an overall increase of 29% in the value of unpaid carers' contributions from 2011 to 2021, with the highest percentage change for those providing 20-49 hours and 50 or more hours of care per week in England and in Wales. Therefore, while it may

be tempting to think that the increase in the value of unpaid care in 2021 is due to the increase in the unit cost of replacement care over time, it is actually very clear that the increase in the value of unpaid care in 2021 is due to the increase in the number of unpaid carers caring for 20-49 hours and 50 or more hours per week compared to 2011.

**Table B.1: Change in the value of unpaid carers' contributions in England and Wales between 2011 and 2021**

	2021 No. of unpaid carers	2011 No. of unpaid carers	Value 2021 (£m)	Value 2011 (£m)	Change 2021-2011 (m)	Change 2021-2011 (%)
<b>England</b>						
19 hrs or less	2,303,730	3,452,640	14,571	18,545	-3,975	-21.4%
20-49 hrs	969,765	721,135	39,648	23,111	16,537	71.6%
50+ hrs	1,404,770	1,256,230	81,814	62,711	19,103	30.5%
<b>Total</b>	<b>4,678,265</b>	<b>5,430,005</b>	<b>136,033</b>	<b>104,368</b>	<b>31,665</b>	<b>30.3%</b>
<b>Wales</b>						
19 hrs or less	138,330	212,435	868	1,404	-536	-38.1%
20-49 hrs	65,590	54,050	2,556	1,684	872	51.8%
50+ hrs	106,835	103,740	6,222	5,179	1,043	20.1%
<b>Total</b>	<b>310,755</b>	<b>370,225</b>	<b>9,646</b>	<b>8,266</b>	<b>1,380</b>	<b>16.7%</b>
<b>E&amp;W</b>	<b>4,989,020</b>	<b>5,800,230</b>	<b>145,679</b>	<b>112,634</b>	<b>33,045</b>	<b>29.3%</b>

Source: Authors' calculations based on Office for National Statistics (ONS) Census 2011, 2021 (Curtis, 2011; Jones and Burns, 2021). The unit cost considered is adjusted for inflation using the Consumer Prices Index including owner occupiers' housing cost (CPIH).

## 2. Disaggregation of the 50+ category

This report has produced conservative estimates of the value of unpaid care for people who provide 50 or more hours of care by assuming that these people provide exactly 50 hours of care (and not more). This section provides an overview of what happens to the value of care in 2011 and 2021 if UK Household Longitudinal Study Data (see About the Research) are used to identify the number of unpaid carers providing 50 to 99 hours or 100+ hours of care per week.

### 2021 - England

- 1,404,770 unpaid carers provided 50 or more hours of care per week. We have assumed that of those unpaid carers, 30% were providing 50 to 99 hours and 70% 100+ hours of care per week.

### 2021 - Wales

- 106,835 unpaid carers provided 50 or more hours of care per week. We have assumed that of those unpaid carers, 26% were providing 50 to 99 hours and 74% 100+ hours of care per week.

### 2011 - England

- 1,256,230 unpaid carers provided 50 or more hours of care per week. We have assumed that of those unpaid carers, 23% were providing 50 to 99 hours and 77% 100+ hours of care per week.

### 2011 - Wales

- 103,740 unpaid carers provided 50 or more hours of care per week. We have assumed that of those unpaid carers, 31% were providing 50 to 99 hours and 69% 100+ hours of care per week.

**Table B.2: Change in the value of unpaid care when also using UK Household Longitudinal Study Data to estimate the distribution of people providing 50+ hours of unpaid care**

	2021 No. of unpaid carers	2011 No. of unpaid carers	Value 2021 (£m)	Value 2011 (£m)	Change 2021-2011 (£m)
<b>England</b>					
19 hrs or less	2,303,730	3,452,640	16,262	17,386	-21.4%
20-49 hrs	969,765	721,135	44,255	21,667	71.6%
50+ hrs	1,404,770	1,256,230	155,227	104,061	25.3%
<b>Total</b>	<b>4,678,265</b>	<b>5,430,005</b>	<b>215,739</b>	<b>143,114</b>	<b>26.5%</b>
<b>Wales</b>					
19 hrs or less	138,330	212,435	969	1,316	-38.1%
20-49 hrs	65,590	54,050	2,852	1,578	51.8%
50+ hrs	106,835	103,740	12,083	8,205	23.7%
<b>Total</b>	<b>310,755</b>	<b>370,225</b>	<b>15,904</b>	<b>11,099</b>	<b>20.4%</b>
<b>E&amp;W</b>	<b>4,989,020</b>	<b>5,800,230</b>	<b>231,644</b>	<b>154,214</b>	<b>26.2%</b>

Source: Authors' calculations based on the Office for National Statistics (ONS) Census 2011, 2021 using the unit cost of replacement care as determined by the Personal Social Services Research Unit (Curtis, 2011; Jones and Burns, 2021). The percentage change in unpaid carers' contributions considers the real unit cost, adjusted for inflation using the Consumer Prices Index including owner occupiers' housing cost (CPIH).

According to Table B.2 in England and Wales, carers' contributions to the care of others in 2021 are about:

- **More than 231 billion per year**
- **£4.4 billion per week**
- **£635 million per day**
- **£26.5 million per hour**

### 3. Removing younger carers aged 5-17 from the analysis

We have computed the value of care for the entire population of people aged 5 years and over in the 2011 and 2021 Census. This section replicates the analysis considering only the adult population (18 years old and above). Table B.3 shows that the majority of young carers under the age of 18 fall into the category of 1 to 19 hours of care per week in 2011 and 2021.

**Table B.3: Unpaid carers (adult population vs entire population in 2011 and 2021)**

	2021 No. of unpaid carers	2021 (No. of unpaid carers excluding young carers)	2011 No. of unpaid carers	2011 (No of unpaid carers excluding young carers)
<b>England</b>				
19 hrs or less	2,303,730	2,217,985	3,452,640	3,317,375
20-49 hrs	969,765	950,345	721,135	702,980
50+ hrs	1,404,770	1,390,985	1,256,230	1,241,545
<b>Total</b>	<b>4,678,265</b>	<b>4,559,315</b>	<b>5,430,005</b>	<b>5,261,900</b>
<b>Wales</b>				
19 hrs or less	138,330	132,655	212,435	203,325
20-49 hrs	65,590	64,065	54,050	52,675
50+ hrs	106,835	105,805	103,740	102,625
<b>Total</b>	<b>310,755</b>	<b>302,525</b>	<b>370,225</b>	<b>358,625</b>

Source: Authors' calculations based on the Office for National Statistics (ONS) Census 2011, 2021 (adult population) using the unit cost of replacement care as determined by the Personal Social Services Research Unit (Curtis, 2011; Jones and Burns, 2021). The percentage change in unpaid carers' contributions considers the real unit cost, adjusted for inflation using the Consumer Prices Index including owner occupiers' housing cost (CPIH).



**Table B.4: Change in the value of unpaid carers' contributions (adult population)**

	2021 No. of unpaid carers	2011 No. of unpaid carers	Value 2021 (£m)	Value 2011 (£m)	Change 2021-2011 (%)
<b>England</b>					
19 hrs or less	2,217,985	3,317,375	15,656	16,705	-21.3%
20-49 hrs	950,345	702,980	43,364	21,121	72.5%
50+ hrs	1,390,985	1,241,545	90,414	58,104	30.7%
<b>Total</b>	<b>4,559,315</b>	<b>5,261,900</b>	<b>149,435</b>	<b>95,931</b>	<b>30.8%</b>
<b>Wales</b>					
19 hrs or less	132,655	203,325	929	1,259	-38%
20-49 hrs	64,065	52,675	2,785	1,538	52.1%
50+ hrs	105,805	102,625	6,877	4,802	20.3%
<b>Total</b>	<b>302,525</b>	<b>358,625</b>	<b>10,592</b>	<b>7,600</b>	<b>17.1%</b>
<b>E&amp;W</b>	<b>4,861,840</b>	<b>5,620,525</b>	<b>160,028</b>	<b>103,532</b>	<b>29.8%</b>

Source: Authors' calculations based on the Office for National Statistics (ONS) Census 2011, 2021 (adult population) using the unit cost of replacement care as determined by the Personal Social Services Research Unit (Curtis, 2011; Jones and Burns, 2021). The percentage change in unpaid carers' contributions considers the real unit cost, adjusted for inflation using the Consumer Prices Index including owner occupiers' housing cost (CPIH).

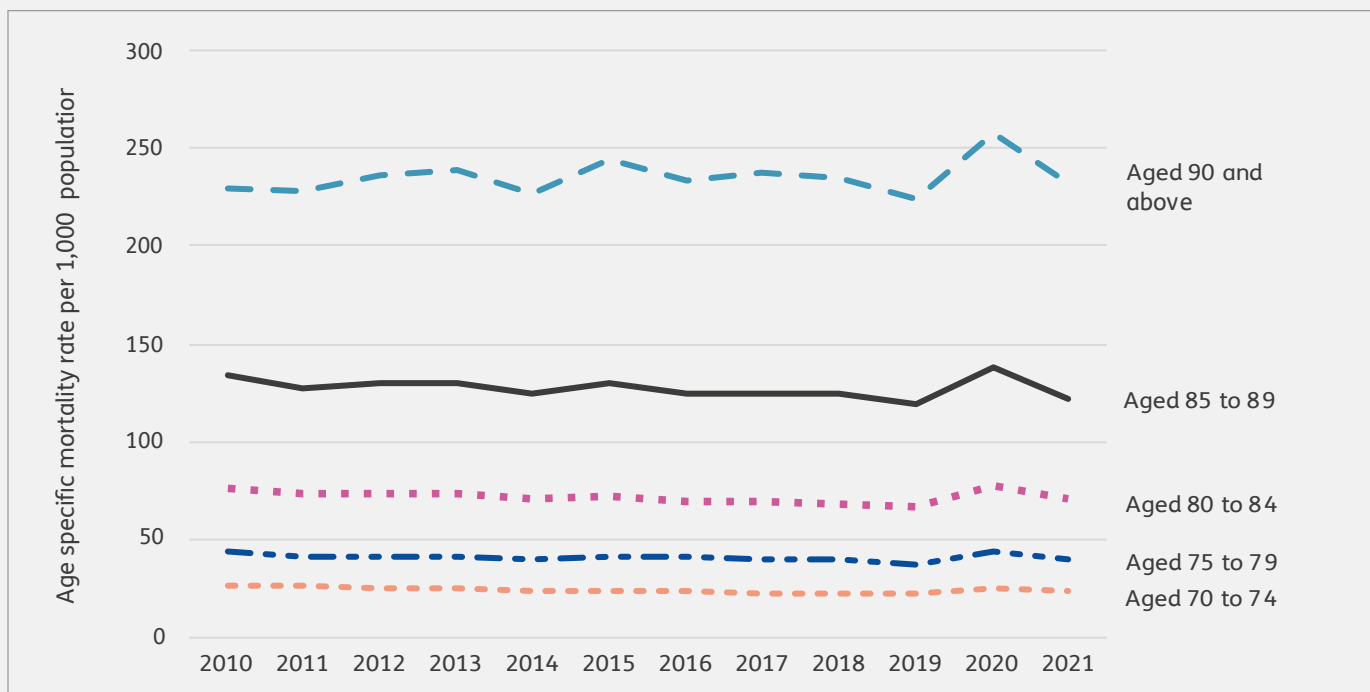
According to Table B.4 in England and Wales, adult unpaid carers' contributions to the care of others in 2021 are approximately:

- **More than 160 billion per year**
- **£3 billion per week**
- **Around £438 million per day**
- **£18.3 million per hour**

This means that out of the £162 billion per year, **£2 billion per year** is the value of care provided by young carers (aged 5 to 17 years).

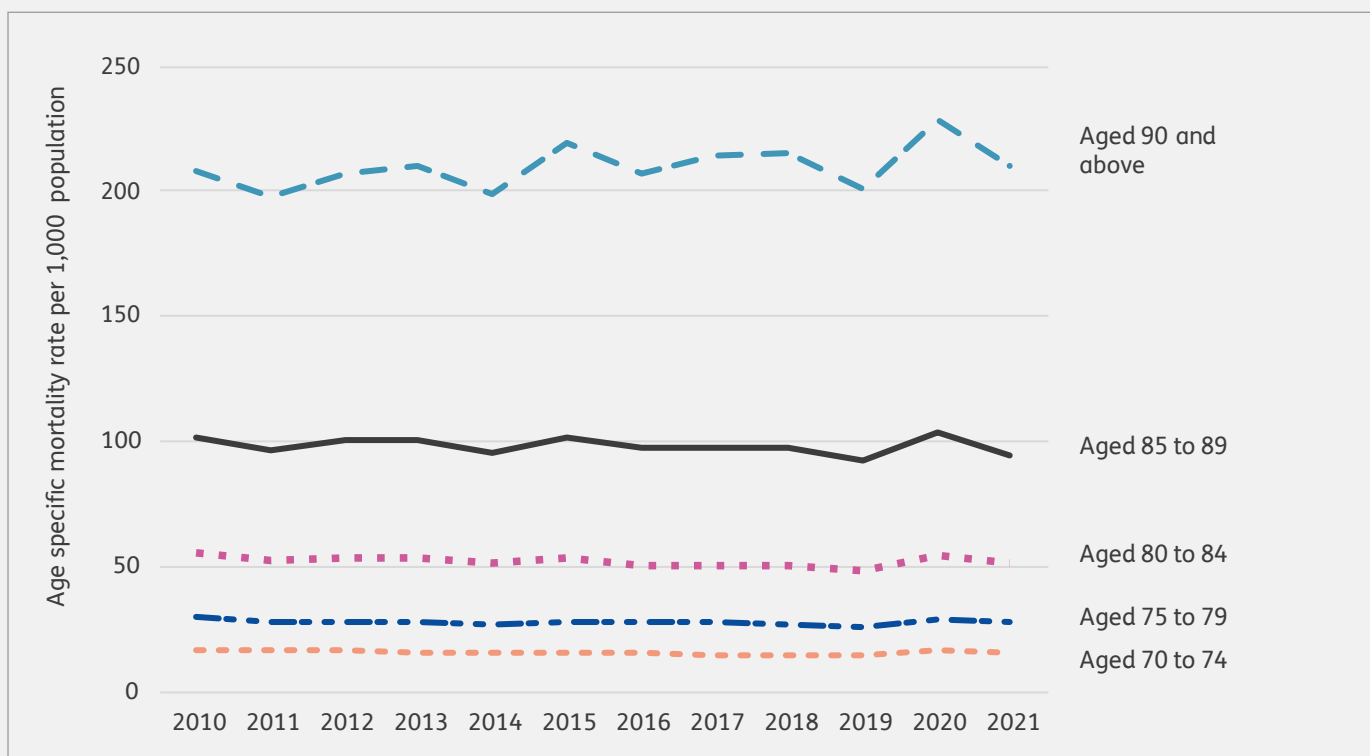
# Appendix C

**Figure C.1: Age-specific mortality rates<sup>19</sup>, males, England and Wales, deaths registered 2010 to 2021**



Source: Office for National Statistics (ONS), Deaths registered in England and Wales<sup>20</sup>.

**Figure C.2: Age-specific mortality rates, females, England and Wales, deaths registered 2010 to 2021**



Source: Office for National Statistics (ONS), Deaths registered in England and Wales.

<sup>19</sup> An age-specific mortality rate is a mortality rate limited to a particular age group. Age-specific death rates are calculated as the number of deaths in a particular age group per 1,000 population in the same age group. Age-specific mortality rates allow comparison between countries and over time for specific age groups.

<sup>20</sup> Available at: <https://www.ons.gov.uk/peoplepopulationandcommunity/birthsdeathsandmarriages/deaths/datasets/deathsregisteredinenglandandwalesseriesdrreferencetables>

# About this research

The assumptions that are made in this report to disaggregate weekly caring hours in the Census 2021 and Census 2011 are based on survey evidence from the UK Household Longitudinal Study (calendar years 2020<sup>21</sup> and 2011<sup>22</sup>, respectively), also known as Understanding Society.

In the Understanding Society dataset, people were identified as (unpaid) carers if they answered ‘yes’ to either of the following questions:

- “Is there anyone living with you who is sick, disabled or elderly whom you look after or give special help to (for example, a sick, disabled or elderly relative, husband, wife or friend etc.)?”
- “Do you provide some regular service or help for any sick, disabled or elderly person not living with you?”
- Hours of care per week were identified by asking survey participants the following question:
- “Now thinking about everyone who you look after or provide help for, both those living with you and not living with you - in total, how many hours do you spend each week looking after or helping them?”
  - » “0–4 hours per week”
  - » “5–9 hours per week”
  - » “10–19 hours per week”
  - » “20–34 hours per week”
  - » “35–49” hours per week”
  - » “50–99 hours per week”
  - » “100 or more hours per week/continuous care”
  - » “Varies under 20”
  - » “Varies 20 hours or more”

Understanding Society data allowed us to fragment the broader hours of caring categories contained in Census 2021 and Census 2011 (1 to 19 hours, 20 to 49 hours and 50 and more hours per week). In other words, it enabled us to be more specific and robust about the hours of care that were being provided within the broader Census categories by using the narrower categories in Understanding Society. Percentages are computed separately for Wales and England and Wales in 2011 and 2021.

Note that Census 2021 contains different categories for the hours of care provided by breaking down the 1-19 and the 20 to 49 hours of care into narrower categories (9 hours or less, 10 to 19 hours, 20 to 34 hours, 35 to 49 hours, 50 or more hours). This was not the case for Census 2011. Therefore, to obtain the most robust and consistent estimations of the differences in the total value of unpaid care between Census 2021 and 2011, this report uses the percentages computed from the Understanding Society data for the wider intervals of weekly caring hours for both to Census 2021<sup>23</sup> and Census 2011.

<sup>21</sup> University of Essex, Institute for Social and Economic Research. (2022). Understanding Society: Waves 1-11, 2010-2020: Waves 1-18, 1991-2009. [data collection]. 16th Edition. UK Data Service. SN: 6614, <http://doi.org/10.5255/UKDA-SN-6614-17>.

<sup>22</sup> University of Essex, Institute for Social and Economic Research. (2022). Understanding Society: Waves 1-11, 2010-2020: Waves 1-18, 1991-2009. [data collection]. 16th Edition. UK Data Service. SN: 6614, <http://doi.org/10.5255/UKDA-SN-6614-17>.

<sup>23</sup> The percentages are computed using Understanding Society data (UKHLS). We use 2020 UKHLS data on the distribution of hours of care to estimate the value of care in Census 2021. Please note that the use of Understanding Society results in a more conservative estimation of the value of care in 2021 if compared with the one we derived by using the new hours of care categories introduced in Census 2021.

# Contact

## Centre for Care

The Centre for Care is a research-focused collaboration between the Universities of Sheffield, Birmingham, Kent and Oxford, the London School of Hygiene & Tropical Medicine, the Office for National Statistics, Carers UK, the National Children's Bureau, and the Social Care Institute for Excellence. Funded by the ESRC (Economic & Social Research Council) as one of its flagship research centres, it works with care sector partners and leading international teams to provide accessible and up-to-date evidence on care – the support needed by people of all ages who need assistance to manage everyday life.

Led at the University of Sheffield by Centre Director Professor Sue Yeandle and Deputy Director Professor Matt Bennett, our work aims to make a positive difference in how care is experienced and provided in the UK and internationally by producing new evidence and thinking for policymakers, care sector organisations and people who need or provide care.

In studying care, we focus on ways of improving wellbeing outcomes and on the networks, communities and systems that support and affect people's daily lives, working closely with external partners.



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## Carers UK

Across the UK today 6.5 million people are carers – supporting a loved one who is older, disabled or seriously ill.

Caring will touch each and every one of us in our lifetime, whether we become a carer or need care ourselves. Whilst caring can be a rewarding experience, it can also impact on a person's health, finances and relationships.

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# Valuing Carers 2021

England and Wales

May 2023



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