Carers and labour market disadvantage – geographical variations in access to employment

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Background

- First National Strategy for Carers (1999) - highlighted the importance of enabling carers to have a life outside caring, including access to paid work.

- Specific measures introduced to help carers maintain or increase their engagement with the labour market

- Carers and Disabled Children Act (2000) and the Carers (Equal Opportunities ) Act (2004) – require local authorities to consider carers’ needs in relation to education, training and employment when conducting Carers Assessments
Background (2)

- Previous studies indicate an inverse association between caring involvement and participation in paid employment (Carmichael & Charles (1998), Heitmueller & Inglis (2007), Buckner and Yeandle (2006)).

- However, it is important to take into account the local labour market conditions in areas where carers live (Heitmueller, 2007).

- Yeandle et al. (2007) undertook initial analysis for 12 local authorities; here a full/systematic approach is taken.

- Previous research limited by lack of information about carers at smaller geographic levels – until 2001 Census.
2001 Census

- 2001 Census included a question on carers for the first time
  - ‘Do you look after or give any help or support to family members, friends or others because of long-term physical or mental ill health, or problems related to old age?’

- Carers are also asked to indicate the number of hours they devote to caregiving each week:
  - 1 to 19 hours, 20 to 49 hours, or 50 hours and over.

- Other information about their unpaid or informal care in the Census is relatively limited, as they are not asked who they care for or what kind of care they give.

- However, this is the only robust source of information on carers and their household circumstances for small geographical areas; it also includes data on employment, qualifications, ethnicity and other variables.
2001 Census - results

- 2001 Census counted 4.85 million carers in England – 11% of all people aged 5 and over.

- 3.6 million of these carers were people working age (WA 16-64 for men and 16-59 for women) – 12% of all people of working age are carers.

- 1.2 million male carers of WA and 1.3 million female carers of WA in England were in paid employment.
2001 Census - results

Paid employment by gender and amount of care provided

Source: 2001 Census SAR (ONS 2006a), Crown copyright.
2001 Census - results

- Carers of working age are more likely than non-carers to:

<table>
<thead>
<tr>
<th></th>
<th>No care</th>
<th>1-19 hours</th>
<th>20-49 hours</th>
<th>50+ hours</th>
</tr>
</thead>
<tbody>
<tr>
<td>Have no qualifications (%)</td>
<td>23</td>
<td>20</td>
<td>35</td>
<td>43</td>
</tr>
<tr>
<td>Have a LLTI (%)</td>
<td>12</td>
<td>16</td>
<td>22</td>
<td>28</td>
</tr>
<tr>
<td>Be themselves in poor health (%)</td>
<td>7</td>
<td>8</td>
<td>13</td>
<td>18</td>
</tr>
<tr>
<td>Be older (% aged 50+)</td>
<td>22</td>
<td>41</td>
<td>39</td>
<td>40</td>
</tr>
</tbody>
</table>

- These factors also affect labour market participation
- They also vary at the local level
2001 Census - results

Level of highest qualification by amount of care (people aged 25-49)

Source: 2001 Census SAM (ONS 2006b), Crown copyright.
2001 Census - results

Age-sex structure of WA population by amount of care

Source: 2001 Census SAM (ONS 2006b), Crown copyright.
The new research

Questions explored:

1. Are unpaid carers of working age more likely than other people to live in areas of labour market disadvantage?

2. In areas of labour market disadvantage, are unpaid carers of working age more disadvantaged than other people in finding paid employment?

“Labour market” defined here as local authority - level at which local policy makers develop and implement local labour market initiatives

“A disadvantaged labour market” – usually defined in terms of disadvantaged groups within the labour market NOT in terms of a non-functioning labour market for a particular group
People of working age who provide unpaid care: local authority districts in England & Wales, 2001

Source: 2001 Census Standard Tables, Crown Copyright 2003. This work is based on data provided through EDINA UKBORDERS with the support of the ESRC and JISC and uses boundary material which is copyright of the Crown.

Young et al. 2005 showed that deprivation is associated with a higher prevalence of unpaid care, as well as with high levels of illness, poverty, worklessness and social exclusion.
Carers of working age

- Local areas where a high proportion of people of working age are carers are statistically more likely to have:
  - A high proportion of people working part-time or in low-skilled, low paid jobs
  - A low proportion of people (carers and non carers) in employment

- These areas are also statistically more likely to be ‘deprived’ using the Employment Domain of the IMD 2004 – Employment Domain measures employment deprivation defined as involuntary exclusion from paid work (DCLG 2004).
Carers and employment

Variation in % in paid employment across all 354 English local authorities

<table>
<thead>
<tr>
<th>% in employment</th>
<th>Minimum</th>
<th>Maximum</th>
<th>Mean</th>
</tr>
</thead>
<tbody>
<tr>
<td>Male non-carers</td>
<td>66</td>
<td>93</td>
<td>83</td>
</tr>
<tr>
<td>Male carers 1-19 hours</td>
<td>68</td>
<td>93</td>
<td>84</td>
</tr>
<tr>
<td>Male carers 20+ hours</td>
<td>43</td>
<td>81</td>
<td>65</td>
</tr>
<tr>
<td>Female non-carers</td>
<td>52</td>
<td>87</td>
<td>73</td>
</tr>
<tr>
<td>Female carer 1-19 hours</td>
<td>52</td>
<td>93</td>
<td>76</td>
</tr>
<tr>
<td>Female carers 20+ hours</td>
<td>21</td>
<td>75</td>
<td>48</td>
</tr>
</tbody>
</table>

Huge differences between carer/non-carer employment

- Vale of White Horse: male non-carers 88%, male carers 20+ 81%
- Knowsley: male non-carers 73%, male carers 20+ 43%
- Rutland: female non-carers 72%, female carers 20+ 60%
- Boston: female non-carers 74%, female carers 20+ 41%
Carers and employment

What would a carer friendly labour market look like?

Arksey et al. (2005) found that:

- **Carers:**
  - Wanted flexible working - flexible start and finish times, and the ability to take time off in emergencies or appointments.
  - Felt that sympathetic line managers and colleagues were important.

- **Professionals:**
  - Believed that there were employment opportunities for carers who wanted to combine work and care - however they felt suitable local jobs were often low paid, and/or unskilled.
2001 Data

- Following analysis uses 2001 Small Area Microdata (ONS 2006):
  - 5% sample of individual responses from the 2001 Census
  - Includes individual level variables, such as age, sex, ethnicity, economic activity, and socio-economic status; household composition and family type; and local authority of usual residence.

- The strengths of these data include large sample size and low non-response rates.

- Records were selected for all people in England aged 16 to State Pension Age (16-64 for men and 16-59 for women).

- File used for the analysis included records for 1,484,423 individuals.
Regression analysis

- **Dependent variable** – in paid employment

- **Independent variables:**
  - **Demographic characteristics - individual:**
    - Hours of care (none, 1-19, 20-49, 50+)
    - Age (16-24, 25-49, 50-SPA)
    - Gender
    - Ethnicity
    - LLTI
    - Qualifications
  
  - **Demographic characteristics - household:**
    - Person with LLTI in household
    - Other employed people in household
    - Dependent children in household
    - Household tenure
Regression analysis

Local labour market data
(all 2001/from 2001 Census unless otherwise stated):
- % people who have flexible work arrangements (LFS)
- % people who work part-time
- % local jobs that are low-paid and/or low skilled
- % people who work close to where they live (within 2km)
- Job density - the number of jobs in an area divided by the resident working-age population of that area (ONS).

Additional local area data
(all 2001/from 2001 Census unless otherwise stated):
- Population density – indication of the rurality of the area
- Population size
- Index of Multiple Deprivation 2004 (DCLUG (2004) - uses data from 2001 Census

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## Results

<table>
<thead>
<tr>
<th>Variable</th>
<th>B</th>
<th>Odds ratio</th>
</tr>
</thead>
<tbody>
<tr>
<td>Hours of care (None)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>1-19</td>
<td>-0.122***</td>
<td>0.885</td>
</tr>
<tr>
<td>20-49</td>
<td>-0.388***</td>
<td>0.679</td>
</tr>
<tr>
<td>50+</td>
<td>-1.038***</td>
<td>0.354</td>
</tr>
<tr>
<td>Age (16-24)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>25-49</td>
<td>-0.651***</td>
<td>0.521</td>
</tr>
<tr>
<td>50-SPA</td>
<td>0.599***</td>
<td>1.820</td>
</tr>
<tr>
<td>Sex (Male)</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>-0.672***</td>
<td>0.511</td>
</tr>
<tr>
<td>Ethnicity (White British)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>BME group</td>
<td>0.653***</td>
<td>1.921</td>
</tr>
<tr>
<td>LLTI (No)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Yes</td>
<td>1.850***</td>
<td>6.359</td>
</tr>
<tr>
<td>Qualifications (None)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Below degree</td>
<td>0.683***</td>
<td>1.979</td>
</tr>
<tr>
<td>Degree +</td>
<td>1.013**</td>
<td>2.755</td>
</tr>
<tr>
<td>Person with LLTI in hhld</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>-0.089***</td>
<td>0.915</td>
</tr>
<tr>
<td>Adult in paid employment in hhld</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>0.688***</td>
<td>1.990</td>
</tr>
<tr>
<td>Dependent children in hhld</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>-0.536***</td>
<td>0.585</td>
</tr>
<tr>
<td>Tenure (owns house)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Social housing</td>
<td>-0.739***</td>
<td>0.478</td>
</tr>
<tr>
<td>Private rented</td>
<td>-0.607***</td>
<td>0.545</td>
</tr>
</tbody>
</table>
## Results

<table>
<thead>
<tr>
<th>Variable</th>
<th>B</th>
<th>Odds ratio</th>
</tr>
</thead>
<tbody>
<tr>
<td>% flexible working</td>
<td>-0.001*</td>
<td>0.999</td>
</tr>
<tr>
<td>% PT paid employment</td>
<td>-0.002NS</td>
<td>0.998</td>
</tr>
<tr>
<td>% low-paid/low skilled</td>
<td>0.016***</td>
<td>1.016</td>
</tr>
<tr>
<td>% works within 2km</td>
<td>-0.002***</td>
<td>0.998</td>
</tr>
<tr>
<td>Job density</td>
<td>0.061***</td>
<td>1.063</td>
</tr>
<tr>
<td>Population size</td>
<td>0.000NS</td>
<td>1.000</td>
</tr>
<tr>
<td>Population density</td>
<td>0.003***</td>
<td>1.003</td>
</tr>
<tr>
<td>Index of Multiple Deprivation (IMD)</td>
<td>-0.019***</td>
<td>0.981</td>
</tr>
<tr>
<td>IMD* Hours of care</td>
<td></td>
<td></td>
</tr>
<tr>
<td>IMD by 1-19 hours</td>
<td>0.011***</td>
<td>1.011</td>
</tr>
<tr>
<td>IMD by 20-49 hours</td>
<td>0.002NS</td>
<td>1.002</td>
</tr>
<tr>
<td>IMD by 50+ hours</td>
<td>0.000NS</td>
<td>1.000</td>
</tr>
</tbody>
</table>
Summary

- In addition to individual and household factors, characteristics of the local area and its labour market also had an effect on carers labour market engagement.

- Findings will contribute to debate around:
  - The effectiveness of person-based and place-based policies for tackling employment disadvantage
  - The extent to which such interventions should be individually tailored to the particular needs of carers
Next steps in developing this analysis

- Explore other variables e.g. pay rates, resident or workplace data?
- Fit interaction terms
- Consider multi-level modelling techniques
Acknowledgements

- I would like to thank Michael Hirst and Sue Yeandle for their help and support with this research.
- The 2001 SAM is provided through the Cathie Marsh Centre for Census and Survey Research (University of Manchester), with the support of the ESRC and JISC. All tables containing Census data, and the results of analysis, are reproduced with the permission of the Controller of Her Majesty's Stationery Office and the Queen's Printer for Scotland.
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