



**SURREY**  
COUNTY COUNCIL

# Market Position Statement: Outlining Surrey's support of carers of all ages

**February 2024**



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# Introduction

“A carer is someone who provides unpaid help and support to a family member, partner, friend or neighbour.

Carers include adults, parents or children and young people. They might be adults looking after other adults, parent carers looking after children with a disability, and young carers under 18 years of age.

Carers may provide emotional as well as physical support, including care for those with mental ill health concerns and addictions. Without the care they give, those benefiting from their help would find difficulty managing or may be unable to cope.” **Surrey Carers strategy 2021 - 2026.**

The purpose of this Market Position Statement (MPS) is to outline the supply and demand of services for unpaid carers in Surrey. The identified demand for services signals business opportunities for the carers market and informs market development and commissioning plans.

We also explore what we must do to ensure there is a choice of different types of support available to all unpaid carers. This includes ensuring services are continuously improving and offer innovative solutions for unpaid carers at different points of their carer journey.

The MPS covers:

- the vision for carers of all ages
- a description of the current commissioned services
- the current offer to carers and potential impacts of caring role
- early intervention/preventative offer and assessments
- population now/projected
- an overview of how Surrey County Council needs to shape the market and work with providers to develop a viable and sustainable market for carers

## The vision

Our vision for recognising and supporting unpaid carers, is outlined in several key strategies and agendas across the County Council. It is also recognised that a systemwide response is needed that delivers outcomes for carers at a place-based level (i.e. in the towns and neighbourhoods). This MPS will support these key strategies in realising the visions and achieving the desired aims and objectives.

[The Surrey Carers Strategy 2021-24](#) (extended to 2026) shared the vision: “Surrey should be a place where carers are recognised, valued and supported in both in their caring role and as an individual. Carers will be respected as partners in care, will have a strong voice that influences improvement, and will be able to access the support they need, when they need it, and in the way that works best for them. This support will be available equally to all carers.”

The strategy reaffirmed our commitment to support unpaid carers throughout their carer journey. The carer journey is rarely static, potentially with many stages of transition and changes in the needs of the person who is cared for, e.g. young carer to adult carer, parent carers will similarly transition into caring roles for their adult children, taking on care of older relatives, transition from hospital, care homes, hospices. The assistance they need can be expected to change as they pass through different stages during their caring journey. Our aim is to support the carers own

health and wellbeing throughout their carer journey, by achieving outcomes they have identified matter most to them. The strategy identified 6 strategic priorities to achieve the vision:

1. commission high quality services
2. promote carers' rights
3. increase visibility of carers
4. strengthen carer voice
5. support working carers
6. effective communication and engagement

[The Young Carers Strategy 2022-2024](#) (extended to 2026) considers the specific experience of young carers and the needs they present. It commits to ensuring the support available to them is appropriate, tailored and readily accessible. The Young Carers Strategy identified the following priorities:

1. increased awareness visibility and support of young carers in education, health and social care
2. staff have a good understanding of young carer's rights and young carers and their families have the tools they need to advocate for themselves
3. young carers are enabled to and feel safe to self-identify
4. young carers have access to appropriate services that meet their needs
5. young carers have improved Emotional Wellbeing and Mental Health (EWMH)
6. young carers safeguarding needs are identified and supported

The carers strategies outlined our intention to review the adults and young carers strategies to merge into a single all age strategy. An all-age approach to supporting carers was embedded through aligning the action plans of both strategies. The carers strategies have been extended to 2026 to allow for the review and co-production of the All-age Carers Strategy.

In 2022, the Surrey Health and Wellbeing Board updated the Health and Wellbeing Strategy 2019 with a set of refreshed priorities and outcomes. Carers and young carers remain a priority population as it is reported both nationally and locally that health inequalities have been exacerbated during the COVID-19 pandemic. The Strategy's new focus is on a commitment to working in creative partnerships with communities to achieve our aim - to reduce health inequalities so no-one is left behind. The priorities from this strategy are:

- priority one: Supporting people to lead healthy lives by preventing physical ill health and promoting physical well-being
- priority two: Supporting people's mental health and emotional well-being by preventing mental ill health and promoting emotional well-being
- priority three: Supporting people to reach their potential by addressing the wider determinants of health

As we continue to build on the vision first outlined in the Carers Strategy, our commitment to co-production remains paramount to service improvement. This commitment is outlined in *Doing Things Together - A Co-production Guide for Adult Social Care 2023*. The guide defines our approach to co-production across the system, ensures a common understanding of what co-production means, promotes co-production practice (using genuine co-production methods) and 'reciprocity' (offering a payment option to those who co-produce with us).

## Current population

According to the 2021 census:

- the Surrey population has increased to 1,203,108 – 6.2% increase on 2011 Census. This growth rate is lightly lower than England as a whole (6.6%)
- Surrey saw population decreases for the under 4s (-8.0%), those aged 35-49 (-3.1%), and amongst those aged 60-64 (-0.7%) but an increase in all other 5-year age bands
- large percentage increases were seen in our older population: 34.0% growth in those aged 70-74, 18.2% growth in those aged 75-79, and 14.5% growth in those aged 80 and above
- total population has grown faster than the number of households, so average household size has increased. Across Surrey there were 481,818 households – a growth of 5.7% relative to the 2011 Census. This could mean that an increase in the number of multigenerational households could lead to higher number of carers identified in the future.
- overall, 51.3% of Surrey's population is female. This is slightly above the national position for England of 51.0%, reflecting our older population structure. Tandridge (at 51.8% female) has the largest female population proportion, and Woking (at 50.3%) the lowest female proportion amongst our borough and district councils.

## Current universal offer to carers

The Carers Preventative & Wellbeing contracts started in April 2021. A universal carers offer is delivered via nine contracts consisting of:

- Carer Hubs: placed throughout Surrey offering advice, information, training, 1:1 support
- Carer Breaks: Full replacement care, sitting service, Parent Carer Breaks, End of Life breaks service
- Carer Personal Health Budget: a one-off payment 'prescribed' by a GP to allow a carer to improve their own health and wellbeing. This can include purchasing a carer break
- Hospital Support Service: service dedicated to the identification and support for carers in all Surrey hospital settings
- Carer Emergency Planning and Carer Passports: an emergency planning service to take over the caring role in case of an emergency. Carer passports allow carers to access discounts and support with identifying them as a person's main carer
- Moving & Handling Service: offering training, advice and access to minor adaptations
- Giving Carers a Voice: capturing the views of carers of all ages and feeding them into the council to inform and co-produce key services
- Dedicated Young Carer Support Service: commissioned provider who works with schools to help them to identify and support young carers as well as providing direct support services to young carers
- Pilot: supporting carers of people with mental health needs and/or substance misuse needs, inclusive of parent carers and young carers including: a dedicated support service for carers, carer friendly practice coordinator service: mental health (acute and community settings, psychoeducation and skills training for carers
- Carers Innovation Fund has funded 26 pilots to improve the health & wellbeing of unpaid carers. Innovation themes include carer breaks, identification of carers, income maximisation, carer voice, equality training for providers and improving provider systems

The carer breaks contract delivered a new preventative offer for carers: up to 35 hours of breaks per carer. After 20 hours a Section 10 carers assessment is completed to determine long term need, or Section 9 assessment if the cared for received full replacement care. As full replacement care is a CQC regulated activity, the assessment is key to ensure we are Care Act



compliant. This early intervention offer provides an opportunity for carers who may not have experienced services to try them out whilst receiving a break.

A preventative offer also places the carer on a pathway to assessment, so that long term needs can be assessed under the Care Act as they arise – allowing for consistent support for the carer as the needs of the cared for change. Young carers who are identified can be referred to the commissioned provider for any number of hours of support accessing the variety of services that are available and will be referred to the council for a young carers assessment as detailed in the Children and Families Act 2014.

We are currently reviewing the breaks element of the preventative offer to carers. Luminus were commissioned to conduct a survey and focus groups to support the co-design of a new model. 550 people completed the survey, enhanced by 13 focus group events (46 carers/staff).

Key findings were:

- breaks need to meet the needs of all carers, including those caring for someone with dementia, mental health, autism, learning disability, parents of children and young adults
- A range of respite options are needed for carers
- Carers felt assessments needed to be earlier in the process
- Flexibility of service is needed e.g. having a break at weekends, evenings and different times of the day

## Carers Assessments

In November 2023, Commissioning and Operations undertook an evaluation of the council's approach to carers assessments and support. The review considered our internal practices, spend, and benchmarked us against other comparative boroughs. In response to carer feedback the aim of the review was to identify ways to improve carer pathways to assessment. The evaluation found that whilst we are supporting our unpaid carers well, there is still room to improve. Key points were:

- our approach to assessments is interdependent to the carers breaks offer. The current approach does not facilitate a smooth journey for carers receiving the Carer break service or ensure our overall spend is proportionate to need
- currently carers are not assessed 'at the front door' or prior to receiving a carer break. 90% of other local authorities surveyed assess carers prior to providing carers breaks service so providing targeted support at the right time to meet needs
- evidence shows we have made significant improvements to adult social care performance to meet more carers needs than ever
- Surrey's early intervention offer has had a notable positive impact as seen through increased number of assessments, high number of carers receiving commissioned preventative services, and engagement with carers specific advice and information
- there needs to be a clear universal offer – and equity of access to replacement care breaks based on need. This approach is in line with most other local authorities
- the universal offer will be reviewed and co-designed with carers
- to improve our carer offer we need to consider at what point we complete carers Section 10 assessments
- proportionate shorter carers assessments could be completed utilising an Interactive digital assessment with prompts

Therefore, a Workforce Transformation Review is underway to address the need to improve further our Care Act responsibilities towards carers and equivalence principle, capacity to undertake this work, and whether best value can be gained to outsource part of this delivery to meet our Care Act responsibilities, and carers satisfaction and wellbeing.

## Projected population changes:

- the Surrey population is predicted to increase by 2.6 per cent to 1,227,467 in 2043
- the age profile of Surrey residents is predicted to shift as Surrey has an aging population. Surrey is predicted to have declining numbers of residents aged 35 to 54 by 2043 alongside growing over 60s
- children under the age of 15 are also predicted to decline in numbers by 2043 in Surrey. However, it is predicted that there will be increased numbers of males aged 25 to 34 in Surrey by 2043
- these projections could mean that if the number of carers changes at the same rate, then it is likely that there will be a decrease in young carers over the next 20 years, but an approximate increase of 2,425 carers overall

Surrey has an increasingly ageing population with a life expectancy above the national average for both men and women. 230,000 people in Surrey are over the age of 65 with unexpected growth to 341,000 people by 2030, with the largest growth expected in the number of people who are 85+.

Despite the increase in older Surrey residents, permanent admissions to care homes for people over the age of 65 continue to slowly decline as people endeavour to remain in their own home for longer. According to the JSNA for Older People in Care Homes, the number of permanent admissions to residential and nursing care home per 100,000 people aged 65+ decreased by 17% from 558.0 in 2010 to 464.1 by 2020. Health and age are closely related, with older people being more likely to be in poorer health. Therefore, older people will require more care to remain at home. Although this care can be provided by a range of services, unpaid carers will also likely be impacted.

## Our Carers

From the 2021 Census, there are an estimated 90,500 adult carers and 2,800 young carers under the age of 18 in Surrey. However, due to a change in wording of the question and the COVID-19 pandemic, we estimate that these figures are significantly higher than reported. Carers UK research undertaken by YouGov (June 2023) indicates that there are an estimated 10.6 million carers nationally. However, including the number of people who have provided unpaid care or support but not identified themselves as a carer this increases the estimation to 19 million people in the UK.

At the time of the 2021 Census 8.0% of usual residents reported that they provided unpaid care, compared to the national average in England of 8.9% and 8.5% in South East England. The largest groups within unpaid carers were residents who provided 9 hours or less unpaid care a week (3.5%) and residents who provided 50 or more hours of unpaid care a week (2.1%).

In England, there were estimated to be 166,000 young carers aged 5 to 17 in the 2011 Census, but this is understood to be a considerable underestimate. A survey by the BBC in conjunction with Nottingham University in 2010 estimates there may be as many as 700,000 young carers in the UK, which is one young carer for every 12 secondary aged pupils. The BBC repeated the

survey in 2018 and indicated an even higher prevalence of potentially 800,000 young carers in England.

In 2019, ECORYS (Surrey Young Carers in Schools Research) undertook a detailed study to understand prevalence of young carers in Surrey, across 11 secondary schools and involved 10,460 pupils. This found that an average 4% of all pupils identified as a young carer. This equates to at least one carer in every class of 30. However, we also know that young carers sometimes do not see themselves as carers or are not always comfortable in identifying as a carer, therefore, this is likely to be an under-representation. The Childrens Society states that there are 800,000 young carers aged 5-17 (matching the BBC survey) which would indicate that the figure is closer to 8% of all pupils being young carers which in Surrey would equate to approximately 15,398 young carers.

The 2017 national survey 'The Lives of Young Carers in England' by the Department of Education reveals that most of the young carers were caring for someone inside the home, with 55% caring for their mother and 25% were caring for a sibling. Younger carers (aged 5 to 11) were most likely caring for siblings, while older children (aged 16 to 17) were most likely caring for their mother. A small number of young carers were caring for a grandparent, or sibling that they did not live with.

National research by the Children's Society suggests that young carers are 1.5 times more prevalent in black and minority ethnic communities and are twice as likely to not speak English. However, children and young people from black and ethnic minority communities are less likely to self-identify. Children and young people in the Gypsy Roma Traveller community are at greater risk than their peers of becoming young carers and young adult carers as the adults from the GRT community are more likely to suffer chronic ill health or suffer more than one health condition, waiting longer to access health services and may need to access services in a different The 2016 Children's Commissioner report on young carers (2016), highlighted the difficulties in defining and identifying young carers. It recognised that any estimates were based on self-identification by young carers and their families and that certain family groups are less likely to identify a child in the family as a young carer. The report cited that the 2011 Census data stating 166,365 young carers was likely to be an underestimate.

In the school census 2023, 394 schools submitted data in Surrey, 189 of these were maintained schools (48%) and 205 were academy trusts (52%). 1948 young carers were identified in these settings with 35% in maintained school and 65% in academies. 248 schools identified no young carers within their population - 135 maintained schools and 113 academies.

Of the 1948 young carers identified in the census, the majority were female (57%) and there is also a clear peak in the National Curriculum year groups in which young carers are identified in schools, with Key Stage 2 being a clear high point and then a noticeable drop in years 8 - 11.

## **Carers accessing commissioned services (Prevention & Wellbeing contracts)**

Since the contracts started in April 22:



- an estimated 15,775 carers have been supported (estimated number of unique carers, as some use multiple services). The number of carers supported in year 1 was 9,459. By year 2 this rose by 67% to 15,775
- 15,775 is 17% of the estimated 90,500 carers in Surrey
- Carer Breaks have been accessed via 2 pathways:
  1. Commissioned Breaks contracts have delivered 102,354 hours to 1322 carers
    - 82,083 of full replacement care breaks (for individuals requiring personal care)
    - 17,296 breaks for those supporting someone End of Life
    - 1,883 sitting service
    - 1,092 other interventions
  2. Carer Breaks payments (PHB's) have been given to 4049 carers
- The new carers dashboard is in development and will report on demographics of carers including age/gender/main condition of the cared for. This information will be used to better shape our services to carers. This MPS will be updated with this information.

## The impact of caring

It is widely recognised that the caring role can impact on the carers wellbeing. For adults, this is largely attributed pressures on the carers own health and finances. This was most recently reported in the Carers UK 2023 [State of Caring Survey](#). Of 11,000 carers completing the survey:

### Impact on Health

- more than a quarter (27%) of unpaid carers have bad or very bad mental health, rising to 31% of those caring for more than 50 hours a week, or for over 10 years
- 84% of carers whose mental health is bad or very bad have continuous low mood, 82% have feelings of hopelessness and 71% regularly feel tearful
- 68% of carers with bad or very bad mental health are living with a sense of fear or dread.
- More than three quarters of all carers (79%) feel stressed or anxious, half (49%) feel depressed, and half (50%) feel lonely
- 65% of carers agreed that the increase in the cost of living was having a negative impact on their physical and/or mental health
- despite feeling they are at breaking point, nearly three quarters (73%) of carers with bad or very bad mental health are continuing to provide care
- almost three in ten young adult carers in the UK think about self-harming, according to research published today in the International Journal of Caring and Care, 28% of adolescent young carers in the UK think about self-harming

### Impact on Finances and prospects

Of carers receiving Carer's Allowance:

- 34% were even more likely to be struggling to afford the cost of food compared with 21% of all carers. This was an increase from 29% in 2022
- 71% were even more likely to say they were worried about living costs and whether they can manage in the future, compared with 61% of all carers
- 72% are worried about the impact of caring responsibilities (e.g. petrol for hospital visits, heating, specific dietary requirements) on their finances

- 54% had cut back on seeing family and friends, compared with 43% in 2022 and 38% in 2021
- young carers have significantly lower educational attainment at GCSE level – the difference between nine Cs and nine Ds (The Children's Society, 2013). 42% of young carers or adult carers 'always' or 'usually' feel stressed (Carers Trust, 2022)

The survey also found that due to the cost-of-living crisis, a significant proportion of carers were worried about their ability to manage in the future:

- there has been an increase in the proportion of carers who are struggling to make ends meet compared to last year (30% compared with 27%)
- a fifth (21%) of carers are struggling to afford the cost of food. Over a third (34%) of carers said they had cut back on essentials such as food or heating compared to 25% in 2022 and 13% in 2021
- 60% of carers agreed they were worried about the impact of caring responsibilities on their finances and 62% agreed that they've been finding it more difficult to manage financially due to the increase in the cost of living

The survey echoed what the carers strategies had identified: that a proportion of unpaid carers can become vulnerable due to the demands of the caring role, and that support available should be personalised. The Preventative & Wellbeing carers contracts commissioned in 2021 outlined our commitment to supporting the health & wellbeing of carers. The impact of the cost-of-living crisis signals that income maximization has become paramount to the wellbeing of the carer.

## Market opportunities

The list below suggests our possible procurement approach, alongside additional information that providers will want to consider.

1. **Market Area: We will co-design a Menu of Breaks** available to carers of all ages across Surrey
  - **Timescale:** April 2025
  - **Possible Procurement Approach:** We will achieve this by providing funding for pilots and will commit commissioned funding for services who evidence they offer specialist provision for providing breaks
  - **Additional Information:** The Menu of Breaks will include specialist support for those caring for someone with:
    - Dementia
    - Mental health
    - Autism
    - Learning Disability
    - Physical Disability
    - Parents of children
    - Young adults
2. **Market Area: Clear pathways for Parent Carers to take a break:** Work is underway to evaluate current offer, define eligibility and clarify links with existing contracts for Children with Disabilities
  - **Timescale:** December 2024
  - **Possible Procurement Approach:** Existing framework of providers will be expanded to increase capacity

- **Additional Information:** The existing contracts are currently under review. We will be looking to expand the specialist providers market, to increase capacity for breaks for parent carers of children with disabilities
3. **Market Area: Build capacity in the market for Breaks requiring replacement care**
    - **Timescale:** April 2024
    - **Possible Procurement Approach:** Care within the Home Purchasing System (DPS)
    - **Additional Information:** Where the cared for requires personal care, we need more providers who are registered with the CQC
  4. **Market Area: Carers section 10 assessments**
    - **Timescale:** January 2025
    - **Possible Procurement Approach:** Possible tender opportunity, depending on outcome of the review
    - **Additional Information:** Review is underway to improve our carer offer by considering at what point we complete carers Section 10 assessments. To achieve this, additional capacity may be required
  5. **Market Area: Interactive digital assessment for carers of all ages**
    - **Timescale:** February 2024 (started)
    - **Possible Procurement Approach:** Possible tender opportunity, depending on outcome of the review
    - **Additional Information:** Proportionate shorter carers assessments could be completed utilising an Interactive digital assessment with prompts
  6. **Market Area: Income maximisation services for carers**
    - **Timescale:** December 2023 (started)
    - **Possible Procurement Approach:** Tender opportunities have been identified for services
    - **Additional Information:** The increased financial burden on carers evidences the need to ensure the most vulnerable carers can access financial advice. This should include form filling where required
  7. **Market Area: Young carers identification is a key priority going forward**
    - **Timescale:** September 2024
    - **Possible Procurement Approach:** Potential for a pilot opportunity
    - **Additional Information:** With many young carers being identified in school we will be focusing on how we can use the newly available schools census data to work with commissioned providers to improve the support and identification of young carers in school
  8. **Market Area: With gaps currently identified** within both the local authority and partner organisations in the processes for identifying young carers, there is an opportunity to develop a role to assist in the championing of identification of young carers at an operational level within the council
    - **Timescale:** From April 2024
    - **Possible Procurement Approach:** 6 to 12 month pilot in discussion
    - **Additional Information:** The increase in the identification of young carers will lead to a growing need to support these carers which will create further opportunities that will be able to be identified at a later stage

New initiatives are in development. The MPS will be updated in due course.

# Co-production

As outlined previously, Co-production is key in developing preventative, strength-based approaches, shaping the local market(s) and planning community support services. Two key services have been co-designed with carers, the pilot: Supporting carers of people with Mental Health needs and the ongoing review of the Carers Breaks service. Both projects have been facilitated by Luminous and have involved carers in a range of ways such as: initial engagement forums, surveys, focus groups service specification workshops (with stakeholders and carers) and evaluation of tenders.

Additional funding is key to us developing our market of services available to carers. The Carers Innovation Fund started in April 2022 and offers one-off BCF grants to start or grow innovative projects to support unpaid carers improve their health and wellbeing. We want to make more awards in the forthcoming years. The process can be found here ([insert link](#)).

- Applicants are asked to develop a sustainable model beyond the duration of the funding
- Applications are scored against criteria by a panel from the Joint Carers Commissioning Group
- Projects are monitored by a mid-way meeting and an End of Project report
- The panel review Outcomes achieved and value for money of each project
- Successful Projects are recommended to the council to explore ongoing funding options

The support providers of all sizes to secure future contract opportunities we are going to run Procurement training. The training calendar is in development and will be advertised across the system.