



directors of
adass
adult social services

AUTUMN SURVEY REPORT 2022

November 2022
Association of Directors
of Adult Social Services
Charity Reg 299154

The Association of Directors of Adults Social Services is a charity. Our objectives include:

- Furthering comprehensive, equitable, social policies and plans which reflect and shape the economic and social environment of the time
- Furthering the interests of those who need social care services regardless of their backgrounds and status and
- Promoting high standards of social care services

Our members are current and former directors of adult care or social services, their senior staff and principal social workers.

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KEY MESSAGES

Cost of Living Crisis Winter and sustaining care and support for people who need it

The impact of the cost-of-living crisis is being disproportionately felt by people who draw on care and support, and those who work in adult social care:

- The proportion of Directors who stated that they either agree or strongly agree that there has been an increase in the number of people leaving the social care workforce in their local area as a result of the cost-of-living crisis is 90%.
- Over three-quarters of Directors also indicated that there has been an increase in the number of people in their local areas that are unable to pay their care charges or fees due to the impact of the cost-of-living crisis.
- 95% of Directors indicated that they either agree or strongly agree that there has been an increase in the number of care providers in their local area seeking an emergency or in-year increase in fee rates as a result of increasing costs.

Winter and sustaining care and support for people who need it

Rising costs are adding a further layer of pressures for adult social care providers and most councils will struggle to deal with the failure of care providers this winter:

- 94% of Directors either strongly disagreed or disagreed that funding is sufficient to meet provider costs over the winter,
- 75% reported that they could not manage the failure of a large provider in their area this winter.
- 54% of Directors indicated that they disagreed or strongly disagreed that they could manage the failure of several small care providers.

Workforce Sufficiency

There are not sufficient staff to deliver all of the care and support that is needed and not enough is being done to make adult social care an attractive and competitive career choice:

- Nearly all Directors (94%) either strongly disagreed or disagreed that the social care workforce in their local area will be sufficient to manage over the next few months.
- 90% of Directors indicated that increasing recurrent adult social care funding sufficiently to enable pay parity with NHS roles and other labour market competition would have the largest impact.
- 93% of Directors indicated that a significant and immediate injection of funding from Government (in addition to the £500m promised discharge funding) for flexible use locally as the action that would be second most impactful, would have a large or moderate impact (second most impactful).
- 97% of Directors said that a significant uplift in the financial and practical support available to unpaid carers would have a positive impact.

Provider closure, cessation of trading and contract hand backs

The majority of councils that responded are reporting providers handing back contracts, closing or ceasing trading, with huge impacts for a growing number of people:

- 64% of councils that responded reported that providers in their area had closed, ceased trading or handed back council contracts.
- 1,829 people have been impacted by contract hand-backs by home care providers in the past four months. This is equivalent to 45 people per council that reported they have been subject to contract hand-backs. This is up from the equivalent of 38 people per council when this question was last asked about the six-month period prior to July 2022.

- For residential or nursing care providers, 422 people have been impacted by contract hand backs in the past four months, which is equivalent to 30 people per council area. This is up from the equivalent of 5 people per council reported in the ADASS Spring Survey 2022 which was published in July 2022.

Financial Sustainability

Despite growing requests and more people waiting for different aspects of adult social care, Directors are being expected additional savings this year and even more in 2023/24:

- Directors who were already expected to find in year 'savings' for 2022/23, have been asked to find an additional £113 million in-year 'savings' nationally from adult social care budgets.
- Modelling for next year's budgets suggest an estimated £1.3bn in savings nationally from adult social care budgets will be required in 2023/24.

Financial Outlook for Health and Social Care

Directors are ever more pessimistic about the finances of the local and health care system:

- 97% of Directors reported that they feel either pessimistic or very pessimistic about the financial outlook for health and social care locally. Up from 85% in July 2022.

People waiting for assessments, care and support, direct payments, or reviews

Adult social care is in a significantly worse position going into this winter than last year:

- The number of people waiting for an assessment of their needs, care and support, a direct payment to begin, or for a review of their care plan has increased by 24% from November 2021 to end of August 2022.
- Since November 2021 the number of people waiting for an assessment has increased by 20% from 204,241 people to 245,821 in August 2022.
- Of those people waiting for an assessment of any kind, 80,967 or 33% of people have been waiting for six months or more, an increase of 9.7% since 30 April 2022 and nearly double (97%) the figure reported in November 2021.

Home Care Hours

More home care continues to be delivered:

- The increase in the number of homecare hours that have been delivered has continued. The number of hours delivered between 1 April 2022 and June 2022 (42m hours) represents a 17% increase from a similar period last year when just over 36 million homecare hours were delivered (between 1 May- 31 July 2022).

1. Introduction

The ADASS (Association of Directors of Adults Social Services) Autumn Snap Survey has been sent to every Director of Adult Social Services (referred to as Directors in this report) in the 152 English councils. These Directors are all full members of ADASS. The survey has been conducted around the same period for a number of years to enable comparability.

The report summarises data from a membership survey carried out from 13 October to 4 November 2022. It gathered information on a range of issues including financial and market sustainability, homecare hours, the number of people waiting for assessments, care and support or a direct payment to begin, or for a review of their care plan, workforce sufficiency and the impact of the cost of living.

116 councils submitted responses to this survey - a 76% response rate. To ensure that results are comparable from year to year for the financial data contained within this report, we take the figure from the number of responses that we have received and extrapolate then to represent the estimated circumstances of 152 councils. Where this is not the case, we have made it explicit in the report.

The survey report is anonymised and aggregated to a national level. No individual council data is shared with third parties unless the specific party to be shared with was agreed by individual respondents prior to the survey. The data and details in the report remain the property of ADASS.

We are extremely grateful to Directors of Adult Social Services (DASSs) and their colleagues who have contributed responses to these surveys.

2. Context

1. When we published the [ADASS Spring Survey 2022](#) in July 2022, Directors told us that *'they have never been more concerned than they are about the winter to come'*. Over the intervening months, many of their fears have been realised.
2. The last [ADASS waiting data](#) (dated at 30 April 2022 after the winter of 2021/22) estimated that 542,002 people were awaiting assessment, review or the start of a service or direct payment, up significantly on the six months prior to that.
3. We have seen a 50% increase in the adult social care vacancies (rising from 110,000 in 2020/21 to 165,000 in 2021/22) with a total of 300,000 vacancies across both the NHS and adult social care ([latest Skills for Care data](#)). Every person leaving adult social care work and not being replaced deepens the crisis in terms of growing unmet, under met and wrongly met need.
4. Concerns have grown about the two-way nature of pressures between the NHS and adult social care and in particular the impact on the care and support needs for those who are waiting for NHS treatment or care, and those who are being discharged from hospital with higher levels of physical and mental health needs.
5. The continuing cost-of-living crisis has disproportionately hit people with adult social care and support needs, their families, unpaid carers and those who work in adult social care and the worst impacts of winter are not yet upon us. The latest data from [Carers UK](#) suggests that: *Over three-quarters 77% of carers said that the rising cost of living is one of the main challenges they will face over the coming year'*.
6. At the same time, recent political and financial uncertainty has left people needing and working in adult social care in limbo, with no plan at a time of intense challenges and shortfalls that are only set to worsen as council finances tighten further.
7. It is against this extremely difficult backdrop that we undertook the ADASS Autumn Survey 2022.

3. Cost of Living Crisis

8. The highest levels of inflation since the early 1980s have led to costs increasing for petrol, energy, food and other day to day essentials. This means that we are amid a cost-of-living crisis, with just over 9 in 10 people (93%) reporting that their cost of living had increased compared with a year ago.¹
9. Rising levels of inflation, which at the time of writing stands at 10.1%, has a direct impact on people, disproportionately on those who draw on care and support and on those who work in care.²
10. Over three-quarters of Directors indicated in response to this survey that there has been an increase in the number of people in their local areas that are unable to pay their care charges or fees due to the impact of the cost-of-living (See Figure 1). This echoes recent findings from Age UK which stated that people are 'cutting back' on their social care or 'expect to do so in the months to come, because they can't afford the cost'.³
11. The proportion of Directors who stated that they either agree or strongly agree that there has been an increase in the number of people leaving the social care workforce in their local area because of the increased cost-of-living is 90%. For example, the high cost of petrol and diesel have a particular impact on homecare staff who rely on a car to get them to their visits. This is consistent with Skills for Care's recent report on the *State of the Adult Social Care Sector and Workforce in England* which starkly highlighted that there were 165,000 vacancies in adult social care in 2021/22, an increase of 52% from 2020/21.⁴ The CQC's adult social care workforce survey also showed that, of the homecare services that provided information about retention challenges, nearly a quarter (23%) reported challenges related to the increased cost of petrol.⁵
12. Recent research by the Health Foundation found that over a quarter of the UK's residential care workers lived in, or were on the brink of, poverty. Their research also found that for many people providing care, work is not a reliable route out of poverty.⁶ This is unsurprising given that adult social care workers – who are mostly women – are among the lowest paid in the UK.
13. The rising level of inflation also has significant consequences for the financial sustainability of businesses, including care providers. 95% of Directors indicated that they either agree or strongly agree that there has been an increase in the number of care providers in their local area seeking an emergency or in-year increase in fee rates as a result of increasing costs.

¹ [Public opinions and social trends, Great Britain: 26 October to 6 November 2022, Office for National Statistics, 11 November 2022](#)

² [Consumer price inflation, UK: September 2022, Office for National Statistics, 19 October 2022](#)

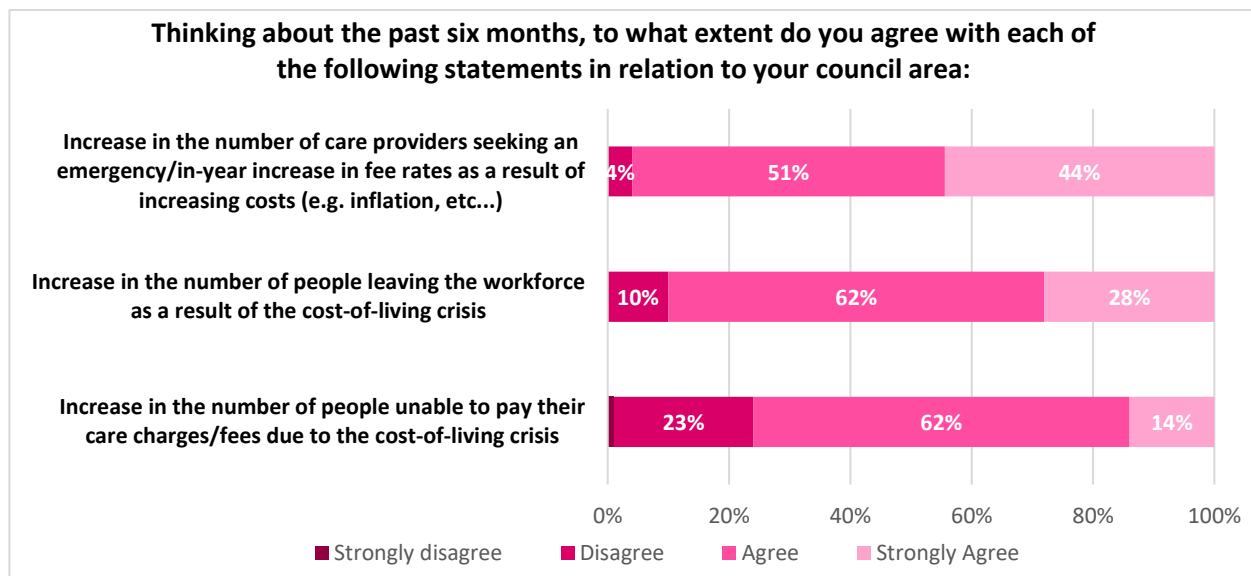
³ [One in ten UK older people are reducing or stopping their social care or expect to do so in the coming months as they struggle with the cost of living, Age UK, 3 November 2022](#)

⁴ [The state of the adult social care sector and workforce in England 2022, Skills for Care, October 2022](#)

⁵ [The state of health care and adult social care in England 2021/22, Care Quality Commission, October 2022](#)

⁶ [The cost of caring: poverty and deprivation among residential care workers in the UK, The Health Foundation, 11 October 2022](#)

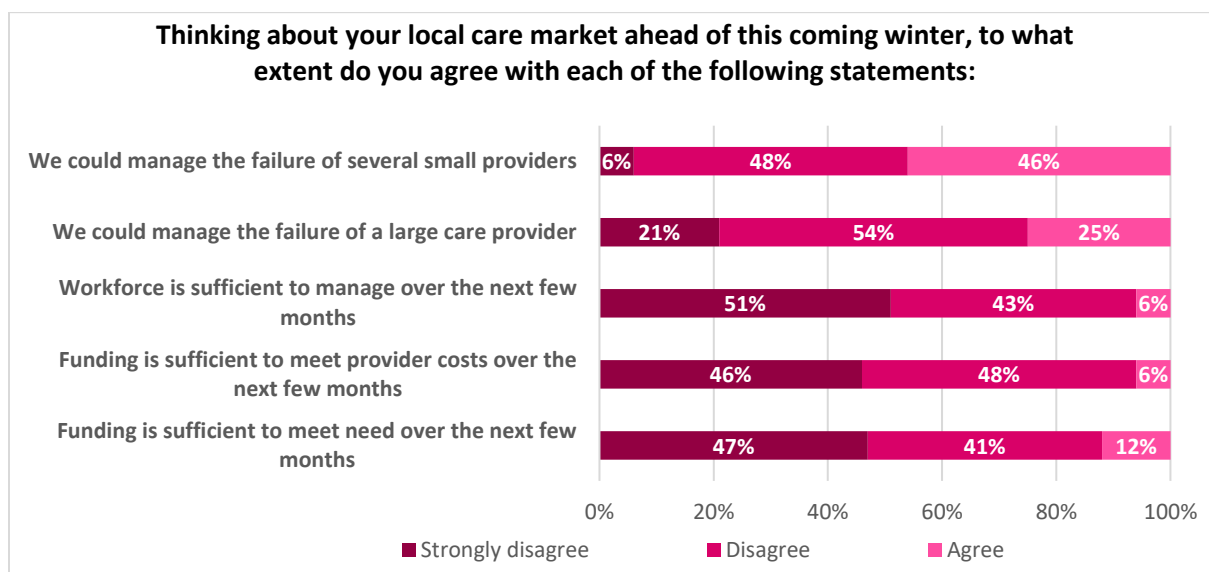
Figure 1: Impact on cost-of-living crisis on adult social care providers, workforce and people accessing care and support



4. Winter and sustaining care and support for people who need it

14. Directors were asked to think about their local care market ahead of this coming winter and to consider to what extent they agree or disagree with a range of statements.
15. The area that Directors are most concerned about is the sufficiency of the adult social care workforce over the coming winter. Nearly all Directors (94%) either strongly disagreed or disagreed that the social care workforce in their local area will be sufficient to manage over the next few months.
16. Like the concerns relating to the sufficiency of the workforce, 94% of Directors either strongly disagreed or disagreed that funding is sufficient to meet provider costs over the winter. The well-documented impact of inflation on fuel, energy and food costs for providers, as well as the upward pressure on wage costs due to significant recruitment challenges, means that more providers are struggling to remain financially solvent. This is consistent with data elsewhere in this report that shows 95% of Directors indicated that they either agree or strongly agree that there has been an increase in the number of care providers in their local area seeking an emergency or in-year increase in fee rates as a result of increasing costs.
17. Three quarters of Directors disagreed or strongly disagreed that their council could manage the failure of a large provider in their area this winter. Councils have a responsibility for 'continuity of care', which means making alternative care arrangements, including for people who pay for their care privately, if a provider fails.
18. 54% of Directors indicated that they disagreed that their council could manage the failure of several small care providers over winter.

Figure 2: Directors views on sufficiency of funding, workforce and local care markets ahead of this winter.



5. Workforce Sufficiency

19. It is well documented that adult social care is facing a significant and intensifying recruitment and retention crisis. In 2021/22 there were 165,000 vacancies. The starter rate has fallen from 37.3% in 2018/19 to 30.8% in 2021/22. The turnover rate of staff was 29%. Therefore, around the same proportion of people are leaving their roles, but there are fewer people replacing them.⁷
20. Ahead of this winter we asked Directors what actions would have the greatest impact on mitigating workforce capacity issues in their local care markets. Nine out of ten Directors indicated that increasing recurrent adult social care funding sufficiently to enable pay parity with NHS roles and other labour market competition would have the largest impact. This is something that ADASS has previously advocated for, including in our 2022 Spring Survey, where we recommended that an Adult Social Care Living Wage that is equivalent to the midpoint of NHS Band 3 for Healthcare Assistants (£12.76) should be introduced.⁸
21. Directors view a significant and immediate injection of funding from Government (in addition to the £500m promised discharge funding) for flexible use locally as the action that would be second most impactful. Over half (58%) of Directors indicated that this would have a large impact, with a further 35% suggesting that it would have a moderate impact on mitigating workforce capacity issues. It is important to note that, at the time of writing, there has been no announcement on how and when the £500m Adult Social Care Discharge Fund will be distributed, severely limiting the opportunity for local areas to plan and prepare for an extremely challenging winter.
22. 97% of Directors said that a significant uplift in the financial and practical support available to unpaid carers would have a positive impact, with just under half (49%) of Directors stating this would have a large impact on mitigating workforce pressures this winter, with a further 48% of Directors indicating that this would have a moderate impact. Carers UK has highlighted the struggles that many carers face, with 7 in 10 unpaid carers (69%) said they

⁷ [The state of the adult social care sector and workforce in England 2022, Skills for Care, October 2022](#)

⁸ [ADASS Spring Survey, Association of Directors of Adult Social Services, July 2022](#)

are worried about living costs and whether they would be able to manage in the future.⁹ This can also have a detrimental effect on their health and wellbeing. ADASS has been advocating for an increase in financial and practical support for carers for a number of years, including in our ADASS Spring Survey where we recommended that Government provide ‘A significant uplift in the financial and practical support available to unpaid carers to help counter the impact of the cost-of living crisis on their health and wellbeing, provide essential respite and to enable carers to play an active part in society’.¹⁰

23. A range of mitigations relating to international recruitment, including reducing the shortage occupation list salary threshold below £20,480 to promote international recruitment of care workers (62%), waiving the application fee for migrant care workers to obtain a Health and Care Worker Visa (57%) and waiving the Immigration Skills Charge for care providers (55%) are viewed by Directors as actions that would have a moderate impact on addressing workforce shortages.
24. Finally, 80% of respondents felt that the no-cost action of better recognition from the Prime Minister and senior politicians of the value of adult social care, for example in their speeches, would have an impact.

Figure 3: What is your view on the impact of each of the following in mitigating capacity issues in your local care market this winter?

	No impact	Little impact	Moderate impact	Large impact
Increasing recurrent adult social care funding sufficiently to enable pay parity with NHS roles and other labour market competition.	0%	1%	9%	90%
Significant and immediate injection of funding from Government (in addition to the £500m discharge funding) for flexible use locally	0%	7%	35%	58%
A significant uplift in the financial and practical support available to unpaid carers	0%	3%	48%	49%
Better recognition from PM and senior politicians of the value of adult social care, e.g. through speeches	3%	17%	42%	38%
Waive the application fee for migrant care workers to obtain a Health and Care Worker Visa	0%	10%	57%	33%
Supporting investment in regional recruitment campaigns	1%	10%	57%	32%
Waiving the Immigration Skills Charge for care providers	0%	16%	55%	29%
Reducing the shortage occupation list salary threshold below £20,480 to promote international recruitment of care workers	0%	13%	62%	25%

⁹ [Heading for crisis: Caught between caring and rising costs, Carers UK, October 2022](#)

¹⁰ [ADASS Spring Survey, Association of Directors of Adult Social Services, July 2022](#)

6. Market Sustainability

Provider closure, cessation of trading and contract hand backs

25. In the past four months 64% of councils that responded reported that providers in their area had closed, ceased trading or handed back council contracts. This compares to 67% reported in the winter period six months prior to the ADASS Spring Survey (published July 2022). For the six months prior to the onset of Covid-19 this figure was 25%. The remaining 36% of respondents have not experienced any provider closures, cessation of trade or contract hand-backs over the past four months.
26. A total 4,833 people have been directly impacted by provider closures, cessation of trading or contract hand backs in the past four months.

Numbers of people affected by home care providers closing down or ceasing trading

27. 1,189 people were affected by home care providers closing down or ceasing trading in the past four months. This is an average of 35 people per council, compared to an average of 22 people in the six months prior to July 2022.

People who have been affected by residential / nursing home closures

28. Respondents reported that a total of 1,393 people were affected by the closure or cessation of trading of residential / nursing care providers. This is an average of 30 people impacted per council where it was reported one or more providers closing or ceasing trading in the past four months. This compares to an average of 26 people per council in the six months prior to July 2022.

Home care provider closures during this period

29. The proportion of councils reporting closures, or providers ceasing to trade for home care is 31% for the past four months. This figure has reduced from 62% for the 6 months prior to July 2022. This figure was 15% for the six months prior to the onset of Covid-19.

Residential / Nursing provider closure during this period

30. The proportion of Directors reporting nursing or residential home closures or providers ceasing trading for the past four months was 41%, down from 65% for the six months prior to the ADASS Spring Survey (published July 2022). This figure was 48% reported for the six months prior to November 2021.

Contract Hand-backs

31. 1,829 people have been impacted by contract hand-backs by home care providers in the past four months, which is equivalent to 45 people per council that reported they have been subject to contract hand-backs. This has increased from 38 people per council when this question was last asked about the six-month period prior to July 2022.
32. The recent Care Quality Commission (CQC) State of Care report stated that '*Some areas have seen homecare providers handing care packages back to the local authority, as they are unable to fulfil their obligations to the people who use their services. One provider gave*

up 800 hours of care contracts due to insufficient numbers of staff and their inability to recruit.’¹¹

33. For residential or nursing care providers, 422 people have been impacted by contract hand backs in the past four months, which is equivalent to 30 people per council area that has been subject to contract hand-backs. This compares to 5 people per council reported in the ADASS Spring Survey 2022 which was published in July 2022.

7. Financial Sustainability

In-Year Savings for 2022/23

£597m	£113m	£1.3bn
Agreed/Planned Savings to Adult Social Care Budgets in 2022/23	Additional In-Year Savings to Adult Social Care Budgets in 2022/23*	Provisional Savings to Adult Social Care Budgets Modelled for 2023/24*

*Extrapolated to represent 152 councils

34. Directors were asked if they have been requested to make additional in-year savings to their adult social care budgets for 2022/23, above and beyond those already agreed as part of their council’s budget setting process for the current financial year. The ADASS Spring Survey set out that Directors were already required to find savings of £597m from their adult social care budgets for 2022/23.
35. Of those Directors that responded, nearly one-fifth (19%) reported that they are having to deliver additional in-year savings. In part, these additional savings will be a consequence of pressures arising from increasing inflation on energy and fuel costs.
36. Of those councils that provided figures, the additional in-year savings totalled £81.5m or an average increase of 41% on the savings originally agreed as part of their council’s budget setting process for 2022/23. This is an average of £3.7m per council. If these figures were extrapolated to represent one-fifth of all upper-tier councils in England, then the additional in-year savings requirement would be £113m.

Savings to adult social care budgets for 2023/24

37. Ahead of the next financial year we asked Directors what level of savings have been modelled/requested for adult social care in their council for 2023/24.
38. Of the councils that responded to this survey, 62% provided a provisional savings figure for their adult social care budgets in 2023/24.
39. The provisional savings to adult social care budgets modelled for those councils’ totals £620m for the next financial year. If these figures are extrapolated to represent 152 councils, then Directors would be tasked with delivering £1.3bn of savings in 2023/24. This represents on average 6% of net adult social care budgets. By comparison, the savings to adult social care budgets agreed by Directors during the original budget setting process equated to 3.5% of net adult social care budgets. These figures may increase further, dependent upon the

¹¹ [The state of health care and adult social care in England 2021/22, Care Quality Commission, October 2022](#)

economic circumstances going forward, and the level of resources provided to councils through the local government finance settlement for 2023/24.

40. The most recent Spending Review set out Departmental budgets for a three-year period, however, local government received a one-year funding settlement for 2022/23. At present there is significant uncertainty about the overarching local government finance settlement for 2023/24, even more so due to the likely reductions to public spending that will be set out in the Autumn Budget on 17 November 2022. Once there is clarity on the funding available to local government for 2023/24, the provisional savings figures set out above are likely to be revised.

8. Perceptions of the financial outlook for health and social care

41. Directors were asked how they feel about the financial state of the wider health and adult social care economy in their local areas over the next 12 months. 97% of Directors reported that they feel either pessimistic or very pessimistic, of which 52% of respondents were very pessimistic. This figure has jumped significantly since we last reported it back in July 2022, when the 85% of respondents reported that they felt pessimistic about the financial state of their local health and social care economy, of which 21% were very pessimistic.

9. People waiting for assessments, care and support, direct payments, or reviews

This section reports on the latest period for which we asked Directors for information: 1st April – 31st August 2022.

42. The number of people waiting for an assessment of their needs, care and support or a direct payment to begin, or for a review of their care plan has increased by 24% from November 2021 to the end of August 2022. This means that adult social care is in a significantly worse position going into this winter when compared with 2021/22.
43. Since November 2021 the number of people waiting for an assessment has increased by 20% from 204,241 people to 245,821 in August 2022. Of those people waiting for an assessment of any kind, 80,967 or 33% of people have been waiting for six months or more, an increase of 9.7% since 30 April 2022 and nearly double (97%) the figure reported in November 2021.
44. The number of people awaiting care and support or a direct payment to begin has increased by 16% (25,468 in November 2021 to 29,571 in August 2022) and the number of people whose review of their care plans is overdue has also increased significantly (30% increase from November 2021 to August 2022). The significant growth in the number of people waiting for reviews underlines the risk that Directors are unable to fulfil Care Act duties as they are already in crisis management mode going into this winter
45. In the past few months, the overall number of people on adult social care waiting lists for assessments, reviews, care and support or direct payments to begin has reduced by 9.4% during the 'summer' period from 30 April to 31 August 2022. Whilst this is positive news and reflects a degree of summer recovery, the number of people who are waiting is at an extremely high and concerning level at 491,633 – nearly half a million.

Increase in the number of people awaiting assessment, care or direct payment, or review	Increase in the number of people who have waited over 6 months for an assessment of any kind	Increase in the number of people awaiting care and support or a direct payment to begin	Increase in number of people whose Care Act reviews are overdue by 12+ months
24%	97%	16%	30%
From Nov 2021 to Aug 2022	From Nov 2021 to Aug 2022	From Nov 2021 to Aug 2022	From Nov 2021 to Aug 2022

Figure 4: Number of people waiting for assessments, care and support, direct payments, or reviews and percentage change¹²

Assessment category reported	Homecare and Workforce Rapid Survey (Pre winter, Nov 2021)	% Change (Nov 2021-Jan 2022)	Number on 31 Jan 2022	% Change (Jan-Feb 2022)	Number on 28 Feb 2022	% Change (Feb-Mar 2022)	Number on 31 March 22	% Change post winter (Mar-Apr 2022)	Number on 30 Apr 2022	% Change (Apr- Aug 2022)	Number on 31 Aug 2022
Awaiting assessment, care or direct payments, or reviews	395,845	16.5	461,269	9.8	506,131	-9.7	456,816	18.6	542,002	-9.3	491,663
Awaiting assessment	204,241	6.5	217,557	12.9	245,537	-7.9	226,032	30.2	294,449	-16.7	245,821
Awaiting assessment for over 6 months	41,192	48.6	61,226	5.8	64,772	-2.5	63,128	16.8	73,792	9.7%	80,967
Awaiting care and support or direct payments to begin	25,468	7.6	27,406	58.7	43,503	-38.4	26,785	39.8	37,447	-21	29,571
Overdue 12+ months Care Act reviews	166,136	30.2	216,326	0.4	217,090	-6	203,999	2.9	210,106	2.9	216,271
DASS Respondents	84		101		94		138		83		115

¹² Please note that in terms of respondents, there is a core of the 152 DASSs in England that have responded to all surveys. Of the remainder, the majority have responded to more than one.

10. Homecare Hours

<p>Increase in the number of homecare hours that <u>have</u> been delivered</p> <p>17%</p> <p>From May-July 2021 to Apr-June 2022</p>	<p>Increase in the number of homecare hours <u>not</u> possible to deliver</p> <p>87%</p> <p>From May-July 2021 to Apr-June 2022</p>
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45. The increase in the number of homecare hours that have been delivered has continued. The number of hours delivered between 1 April 2022 and June 2022 (42m hours) represents a 17% increase from a similar period last year when just over 36 million homecare hours were delivered (between 1 May- 31 July 2022). The April-June 2022 figures also represent a 4.5% increase on the number of homecare hours delivered between 1 January-31 March 2022 (40m hours). The number of hours delivered in early 2022 had been impacted by staff absences due to an Omicron wave of Covid-19, which had seen the first reduction in hours since ADASS started collecting this data in early 2021. Data from Skills for Care shows that since April 2022 the level of staff sickness and absence has fallen from an average of 8.1 days to 7.6 days in June 2022, with this figure falling to 6.2 days in August 2022.¹³
46. The number of home care hours that could not be delivered from 1 April-30 June 2022 is 87% higher than a similar period in 2021 (1 May- 31 July) when 581,282 hours could not be delivered due to workforce capacity issues. However, there is 50.7% improvement (from just over 2.2m hours to 1m hours) from the position in the middle of last winter (1st January – 31st March 22) when staff sickness and the impact of omicron were prevalent.
47. A significant number of people are not getting the essential care and support that they need, leading to increases in unmet and under met need. The increasing volume and complexity of need is far outstripping the capacity to meet it.

¹³ [The state of the adult social care sector and workforce in England 2022. Skills for Care, October 2022](#)

Figure 5: Homecare hours delivered, homecare hours not delivered and percentage change between different time periods

Homecare	1 February – 30 April 2021	% change, Feb-Apr to May – Jul 2021	1 May – 31 July 2021	% change, May-Jul to Aug- Oct 2021	1 August - 31 October 2021	% change, Aug-Oct 2021 to Jan-Mar 2022	1 January – 31 March 2022*	% change, Jan-Mar 2022 to Apr-June 2022	1 April – 30 June 2022
Homecare hours delivered	34,635,217	4.0	36,028,857	14.9	41,395,909	-2.7	40,288,271	4.5	42,110,712
Homecare hours not delivered due to staffing capacity	286,148	103.1	581,282	164.4	1,536,993	43.5	2,206,187	-50.7	1,086,580

Conclusion

48. With winter on the horizon this report clearly sets out that adult social care is in a significantly worse position to cope than in the same period in 2021.
49. Nearly half a million people are waiting for an assessment, care and support or direct payments to begin or for a review of their care needs, 24% more than in November 2021. Adult social care is also increasingly struggling to recruit and retain essential staff, with the highest vacancy rate of 165,000 reported for 2021/22.
50. Even though many more home care hours are reported as being provided than for a similar period last year, the number of hours that cannot be delivered due to staffing capacity is rising at an even faster rate.
51. This means that more people are not getting the essential care and support that they need, which will consequently restrict their ability to live full lives, and which will, for some, foreshorten life.
52. Last winter, even with the circumstance slightly better than now, workforce shortages meant that the majority of council were forced into implementing contingency actions to ensure that they could meet people's priority needs. This included asking people to accept greater flexibility in how their care and support was delivered, for example changes in their usual staffing or visit being shortened once core needs are met and, in some areas, prioritising support to those assessed to be most at risk and essential activities only. In the most extreme circumstances, some councils reported moving to 'life and limb' care only – e.g., support limited to helping people to eat, hydrate, toilet, and changing continence laundry. The majority reported prioritising responses in relation to hospital discharge or where abuse or neglect was reported. This meant that people were not getting help at home in a timely way and inevitably some would have needed hospital as a result.
53. The impacts of spiralling levels of inflation, currently running at 10.1%, on councils, adult social care providers, the workforce and people who access care and support are increasing on an almost daily basis. This survey starkly sets out the impact of the cost-of-living crisis, with councils seeing an increasing number of people being unable to afford their care fees and charges and more people leaving the social care workforce. The majority of unpaid carers are also worried about living costs and whether they will be able to manage in the future.
54. Councils and care providers both face increased costs due to inflation, meaning that nearly one-fifth of Directors have been asked to make in-year savings to their adult social care budgets and care providers in nearly every part of England have sought emergency or in-year increases to their fee rates.
55. The level of resources available to adult social care is not sufficient for them to address the issues set out above in any meaningful way. In fact, the situation is getting worse, with councils having to make more savings to live within their means this year, with a further £1.3bn in savings potentially being required next year. This will have far reaching consequences on the lives of those people who access care and support.
56. Short-term sticking plasters such as the £500m Adult Social Care Discharge Fund, whilst welcome though not yet distributed, are not even a drop in the ocean when compared to what's required to just place social care on a sustainable footing. Back in 2020, the no Chair of the Health and Social Care Committee, Jeremy Hunt stated that Government

should increase '*the annual adult social care budget by £7bn*'.¹⁴ Given the worsening financial and workforce pressures facing adult social care, a higher figure than this is now required.

57. This affects all of us, whether we need care, support and safeguards now or could tomorrow, if we care for someone, if we work in care or if we need health care.
58. We urgently need resources to avoid restricted and foreshortened lives this a winter.
59. We also need a realistic, doable plan for the future. At present there is no plan.
60. The £5.4bn that was earmarked for changes to adult social care over the next three years, even if elements of this are delayed or cancelled, must remain in adult social care. It must be used to pay for the essential frontline workforce, to increase care at home and support carers.
61. It makes no sense economically for employers not to be able to recruit because people have caring responsibilities. Social care adds growth to local economies. It makes no social or moral sense for older and disabled people needing care and support to experience restricted or foreshortened lives.

¹⁴ [MPs call for £7bn annual increase in social care funding as a starting point for reform – doing nothing 'no longer an option', Health and Social Care Committee, 22 October 2020.](#)

ADASS

ADASS is the Association of Directors of Adult Social Services in England. We are a charity, a leading, independent voice of adult social care.

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