

# Free Personal and Nursing Care, Scotland, 2015-16

## Executive summary

This Statistics Release presents the latest client and expenditure figures (financial year 2015-16) for Free Personal and Nursing Care (FPNC), which was introduced in Scotland in 2002. Prior to 1<sup>st</sup> July 2002, people could be charged for personal care services provided in their own home and some residents in Care Homes had to fully fund their care from their own income and savings.

This release presents information from a variety of sources to give a picture of:

- the **number of people that benefit** from Free Personal Care and Free Nursing Care in Scotland
- the **amount that local authorities spend** on personal care services

| CARE AT HOME   | CARE HOMES   |
|--|--|
| <ul style="list-style-type: none"> <li>• Since July 2002, people aged 65 and over can no longer be charged for personal care services provided in their own home</li> <li>• In 2015-16, <b>46,910</b> people aged 65+ received a personal care service provided to them in their own home</li> <li>• People receiving personal care at home, received an average of <b>8.6 hours per week</b> of care in 2015-16</li> <li>• Local authorities spent <b>£371 million</b> on providing / purchasing personal care services for people living at home in 2015-16</li> </ul> | <ul style="list-style-type: none"> <li>• In 2015-16, there were <b>30,810</b> long-stay residents in Care Homes in Scotland</li> <li>• Care Home residents aged 65 and over can receive <b>£171 per week</b> towards personal care (2015-16 rate)</li> <li>• <b>9,850</b> self-funding Care Home residents aged 65+ received Free Personal Care payments in 2015-16</li> <li>• Care Home residents of all ages can receive <b>£78 per week</b> towards nursing care (2015-16 rate)</li> <li>• <b>6,050</b> self-funding Care Home residents (all ages) received Free Nursing Care payments in 2015-16</li> <li>• Payments to self-funding Care Home residents cost local authorities <b>£127 million</b> in 2015-16</li> </ul> |

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# 1. Introduction

Free Personal and Nursing Care (FPNC) was introduced in Scotland on 1st July 2002. Since then:

## Care Homes

- care home residents aged 65 and over who are assessed as self-funders can receive a weekly payment towards their personal care
- people of all ages who live in care homes and are assessed as self-funders can receive a further payment if they require nursing care
- the remainder of the care home fees are paid by the resident

## Home Care

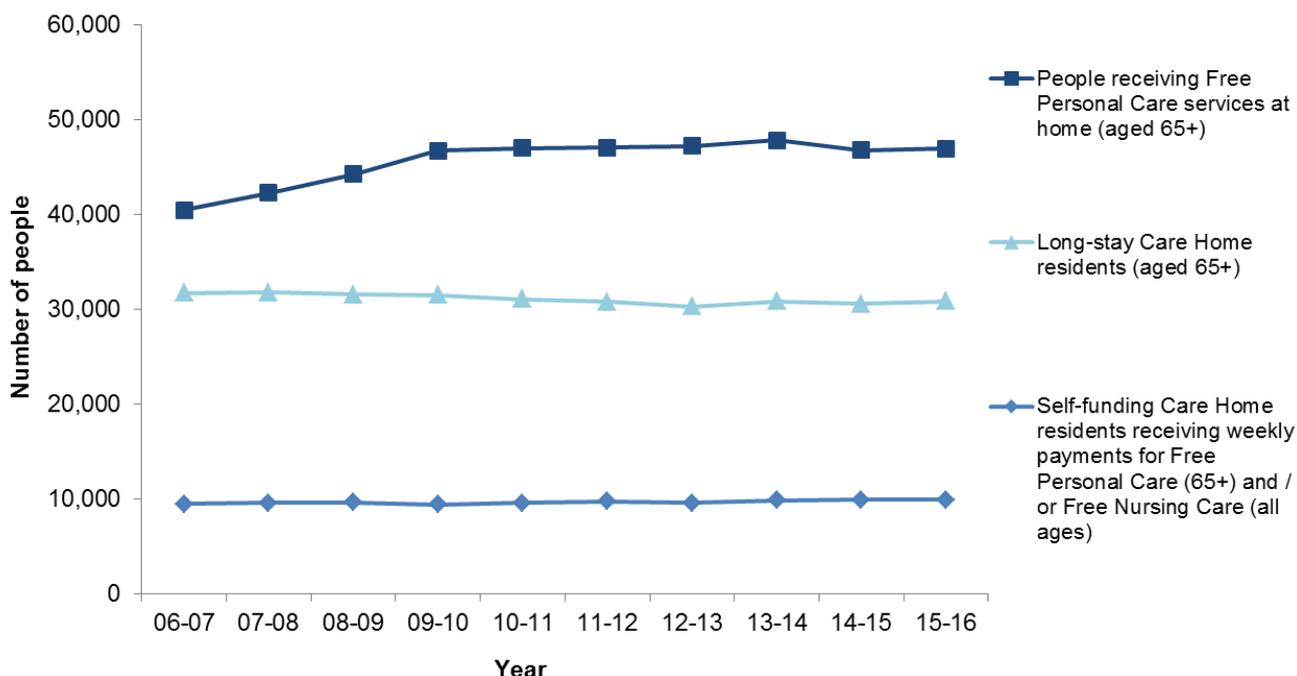
- people aged 65 and over can no longer be charged for personal care services provided in their own home. Such individuals can still be charged for certain domestic services but any charge would be subject to a financial assessment

This Statistics Release presents the latest figures (financial year 2015-16) to give a picture of the number of people that benefit from FPNC and the amount that local authorities spend on personal care services.

## 1.1 Number of FPNC Clients

Nearly 78,000 people in Scotland benefit from Free Personal and Nursing Care, with nearly 31,000 people in Care Homes and approximately 47,000 people living in their own home. Nearly 10,000 self-funding Care Home residents receive weekly payments for Free Personal Care (ages 65+) and / or Free Nursing Care (all ages).

**Figure 1: People receiving FPNC, 2006-07 to 2015-16**



## 1.2 Care Homes

The overall number of older people in Care Homes has reduced slightly over the last ten years, from around 31,680 in 2006-07 to 30,810 in 2015-16.

In 2015-16 there were around 9,850 older people receiving Free Personal and Nursing Care payments, roughly the same number as in the previous year. These payments are available to self-funding Care Home residents who have assets, including property, worth more than £26,000 (from 7th April 2014). Around a third (32%) of all Care Home residents received FPNC payments in 2015-16.

The remaining Care Home residents are publicly funded and also receive Personal and Nursing Care services for free. These residents contribute towards their Care Home fees from their pensions and any other income they may have. The local authority then funds the balance, which will be greater than the FPNC payments received by self-funding Care Home residents.

Just over three-fifths (61%) of people receiving the Free Personal Care payments also received the Free Nursing Care payment in 2015-16, slightly less than the previous year.

## 1.3 Home Care

In 2015-16 there were around 46,910 older people receiving personal care services in their own homes. This number has increased slightly since last year and

represents a long term increase from 40,410 older people in 2006-07. Since July 2002, local authorities in Scotland can no longer charge for these services.

The overall trend of more people receiving personal care services in their own homes reflects two underlying factors: an increasing older population, and a move away from long-term care provided in hospitals and Care Homes towards care being provided in people’s own homes for as long as possible.

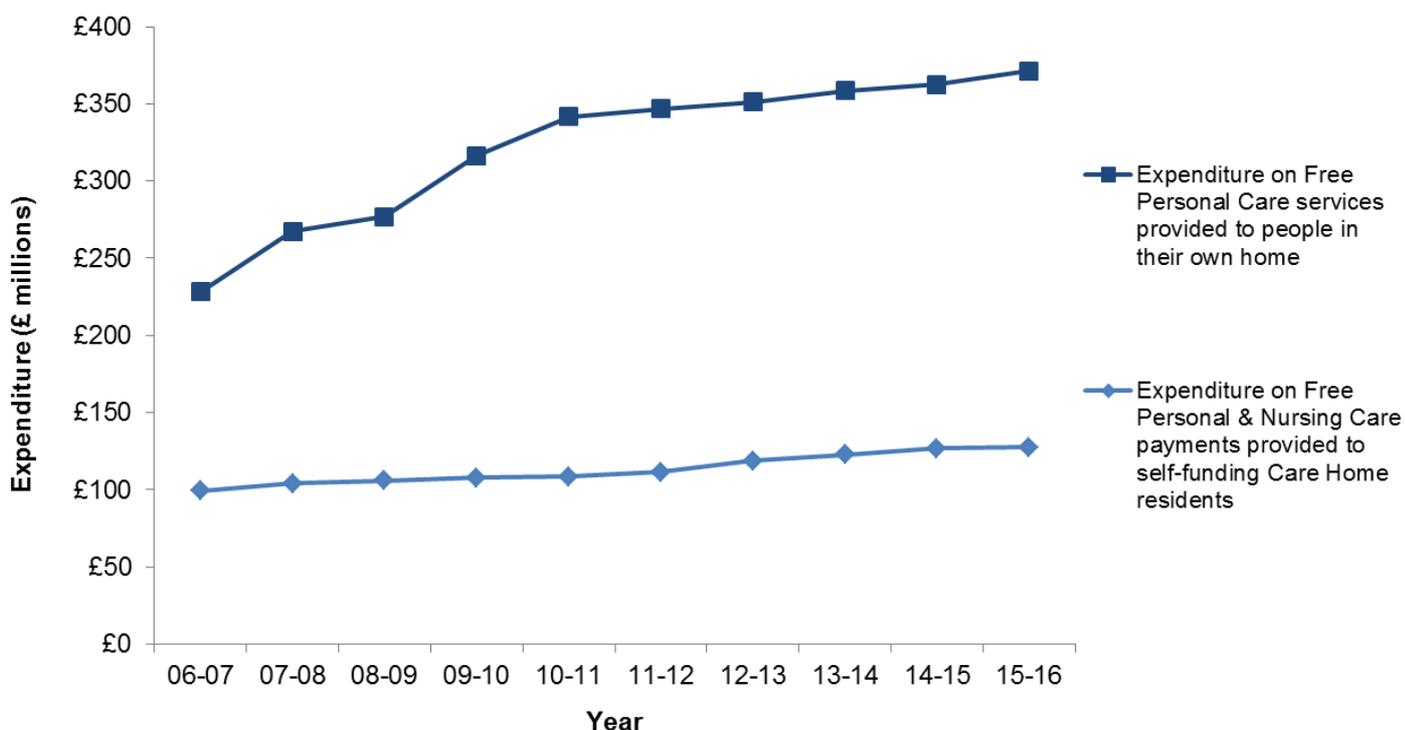
People receiving personal care services at home received on average 8.6 hours of care per week in 2015-16, the same as in 2014-15. This has increased from an average of 6.8 hours of care per week in 2006-07, which indicates that people receiving care at home have increasing levels of need.

In 2015-16, 95% of older people receiving Home Care services also received personal care as part of their care package, compared with 71% in 2006-07.

## 1.4 Expenditure

Due to differences in recording practice across local authorities, the expenditure figures presented in this report have been adjusted to include estimates for overheads. The figures at Scotland-level are broadly comparable year-on-year, but contain some degree of estimation. For more details on expenditure, see Sections 4.3 – 4.5 of this report.

**Figure 2:** Estimated Expenditure on FPNC (£ millions), 2006-07 to 2015-16



Source: LFR03 Return / Scottish Government FPNC validation return. Figures presented contain an estimation of overheads

In 2015-16, the amount spent by local authorities on FPNC payments to self-funding Care Home residents totalled £127 million, around the same as in the previous year. This figure has increased year-on-year from £99 million in 2006-07 and likely reflects the annual increases in the FPNC payments from April 2008. This increase represents new money arising from the FPNC policy, as prior to its introduction self-funders would have had to pay for all of their care.

In 2015-16 the amount spent by local authorities on providing personal care services to older people in their own home totalled £371 million, an increase on the previous year. Overall, this figure has increased from £228 million in 2006-07. Large increases in expenditure in the years following 2006-07 gradually diminished and recent years show smaller changes.

The increase in expenditure over time is driven by a combination of factors. Firstly, an increasing proportion of older people are cared for at home, rather than in hospital or Care Homes. Secondly, Home Care workers are increasingly providing personal care services rather than domestic services. And lastly, people living at home have increasing levels of need. It should be noted; however, that this is not all new spend arising from the FPNC policy. Prior to 1st July 2002, local authorities had discretion to charge for these services and a variety of charging policies operated across the country. Any charges were subject to a financial assessment which meant that in practice many people received these services for free.

## 2. People receiving Free Personal Care and Free Nursing Care

This section presents the latest available data on the number of people receiving Free Personal Care and Free Nursing Care in a Care Home and people receiving Free Personal Care at home.

### 2.1 Care Homes

Since 2002, information has been collected on the number of residents aged 65+ supported by local authorities in Care Homes. These residents may be mainly funded by their local authority or may be self-funders receiving the appropriate weekly payment towards their Care Home fees. All of these residents receive personal care services for free.

**Figure 3:** Care Home residents, 2006-07 to 2015-16

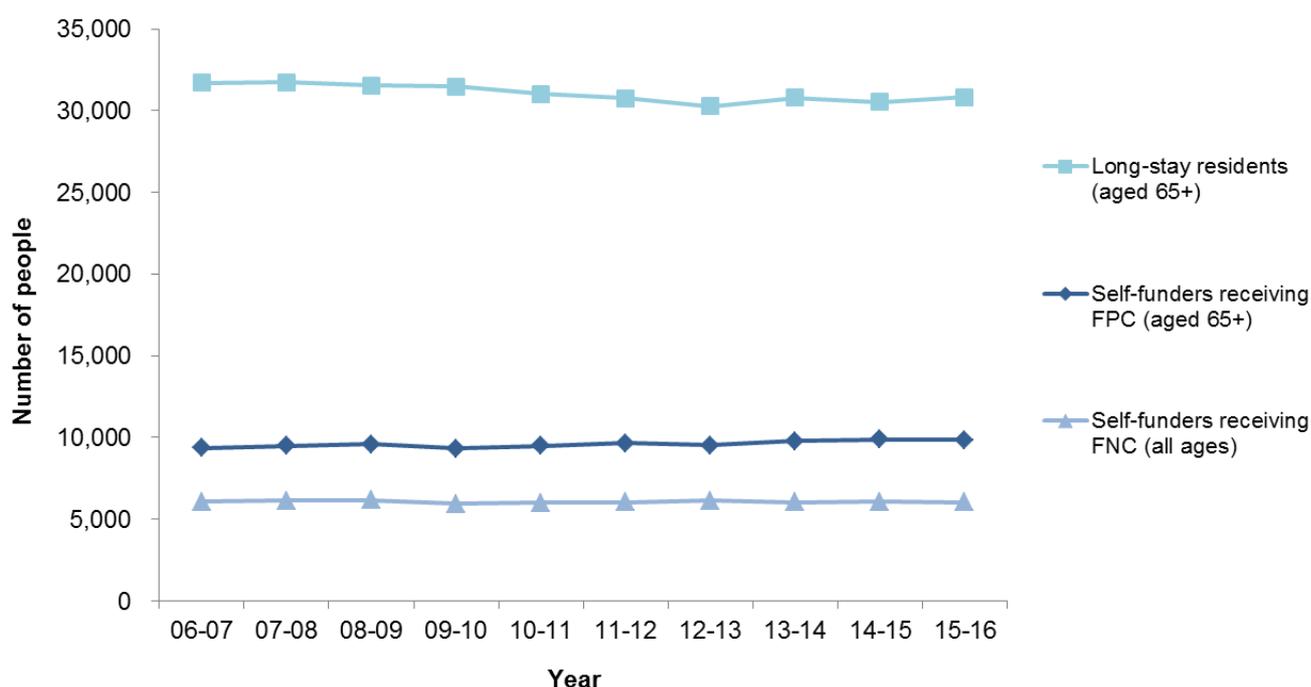


Figure 3 (above) and Table 1 show that the number of long-stay residents aged 65+ in Care Homes in Scotland has reduced slightly since the introduction of Free Personal and Nursing Care. In 2006-07 there were around 31,680 older people in Care Homes, which fell to 30,810 in 2015-16.

The number of self-funding Care Home residents who receive FPNC payments, in contrast, has risen slightly over the time period. In 2006-07 there were 9,380 self-funders receiving the FPC payment, which rose to 9,850 in 2015-16.

The proportion of long-stay residents has shown little change since 2006-07, rising slightly from 30% to 32%.

Over three-fifths (61%) of self-funding Care Home residents received the FNC payment in addition to the FPC payment in 2015-16, a figure largely stable since 2006-07. The number of self-funders (all ages) receiving Free Nursing Care has not changed significantly between 2006-07 and 2015-16.

**Table 1:** Care Home residents, 2006-07 to 2015-16

|  | 2006-07 | 2007-08 | 2008-09 | 2009-10 | 2010-11 | 2011-12 | 2012-13 | 2013-14 | 2014-15 | 2015-16 |
|--|---------|---------|---------|---------|---------|---------|---------|---------|---------|---------|
| <b>No. of long-stay residents (aged 65+)</b>                                 | 31,680  | 31,730  | 31,530  | 31,470  | 31,020  | 30,750  | 30,260  | 30,800  | 30,520  | 30,810  |
| <b>No. of self-funders (aged 65+) receiving FPC</b>                          | 9,380   | 9,510   | 9,580   | 9,330   | 9,490   | 9,660   | 9,520   | 9,780   | 9,870   | 9,850   |
| <b>No. of self-funders (all ages) receiving FNC</b>                          | 6,060   | 6,130   | 6,180   | 5,960   | 6,000   | 6,050   | 6,130   | 6,030   | 6,080   | 6,050   |
| <b>Self-funders (aged 65+) receiving FPC as % of all long-stay residents</b> | 30%     | 30%     | 30%     | 30%     | 31%     | 31%     | 31%     | 32%     | 32%     | 32%     |
| <b>% self-funders (aged 65+) receiving FPC also receiving FNC</b>            | 65%     | 64%     | 65%     | 64%     | 63%     | 63%     | 64%     | 62%     | 62%     | 61%     |

*Source:* Community Care Quarterly Key Monitoring Return. Figures up to 2011-12 are yearly averages. From 2012-13, figures are based on the final quarter of the year only. All figures are rounded to the nearest 10.

## 2.2 Home Care

Prior to 1st July 2002, people aged 65 and over could be charged for personal care services provided in their own home. Personal care services are now free, although individuals can still be charged for domestic services such as help with shopping or housework, subject to a financial assessment.

**Figure 4: Home Care clients, 2006-07 to 2015-16**

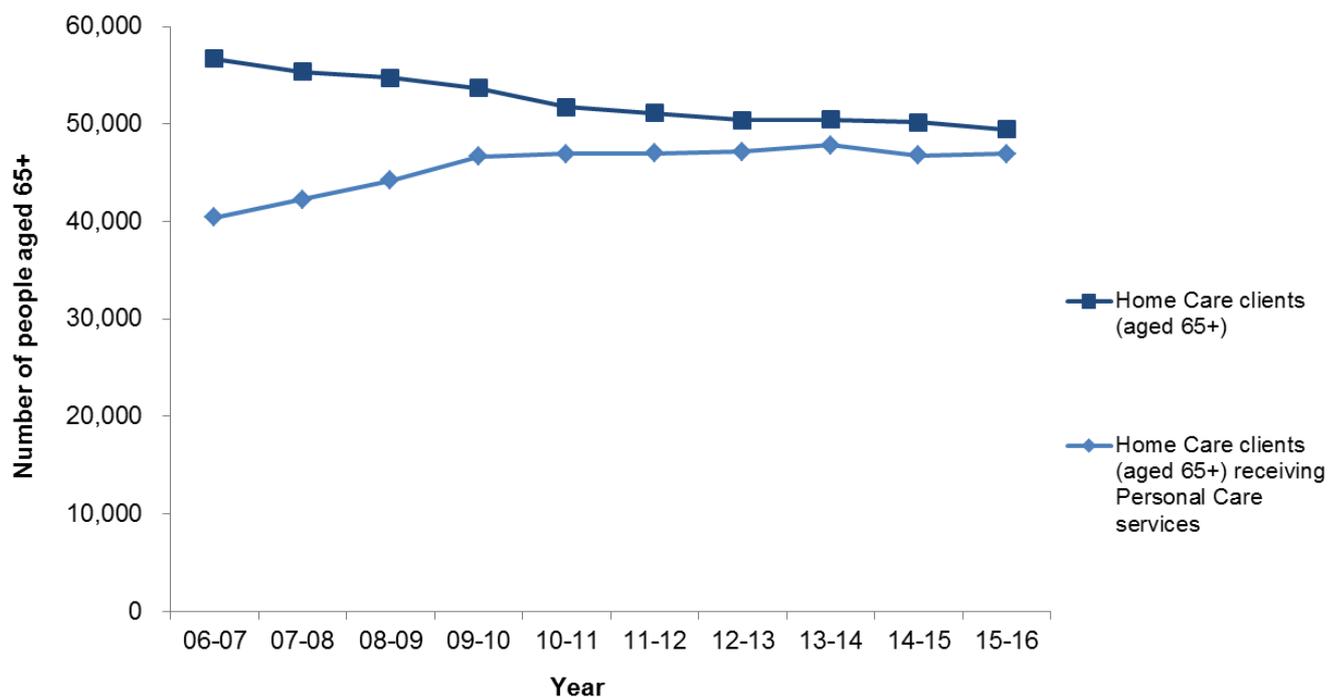


Figure 4 (above) and Table 2 show that the number of older people receiving Home Care services in Scotland decreased from 56,700 in 2006-07 to 49,430 in 2015-16. However, over the same period the number of Home Care clients receiving personal care services increased by 16% from 40,410 clients to 46,910.

The number of hours of personal care provided in Scotland increased from a weekly average of 272,900 hours in 2006-07 to 405,100 in 2015-16, a 48% increase. In line with the client figures, average weekly hours have risen slightly since last year. Overall, the average weekly hours of personal care provided per client has increased from 6.8 hours in 2006-07 to 8.6 hours in 2015-16.

**Table 2: Home Care clients, 2006-07 to 2015-16**

|   | 2006-07 | 2007-08 | 2008-09 | 2009-10 | 2010-11 | 2011-12 | 2012-13 | 2013-14 | 2014-15 | 2015-16 |
|---|---------|---------|---------|---------|---------|---------|---------|---------|---------|---------|
| <b>Home Care clients (aged 65+)</b>                             | 56,700  | 55,340  | 54,720  | 53,660  | 51,730  | 51,120  | 50,370  | 50,450  | 50,160  | 49,430  |
| <b>Home Care clients (aged 65+) receiving Personal Care</b>     | 40,410  | 42,260  | 44,200  | 46,660  | 46,950  | 47,010  | 47,170  | 47,810  | 46,750  | 46,910  |
| <b>Average weekly hours of Personal Care at home</b>            | 272,900 | 299,400 | 333,100 | 361,700 | 371,900 | 389,000 | 400,500 | 409,500 | 401,600 | 405,100 |
| <b>% Home Care clients (aged 65+) receiving Personal Care</b>   | 71%     | 76%     | 81%     | 87%     | 91%     | 92%     | 94%     | 95%     | 93%     | 95%     |
| <b>Average weekly hours of personal care at home per person</b> | 6.8     | 7.1     | 7.5     | 7.8     | 7.9     | 8.3     | 8.5     | 8.6     | 8.6     | 8.6     |

Source: Community Care Quarterly Key Monitoring Return 2004-05 to 2008-09, Home Care Census 2009-10 to 2011-12, Social Care Survey 2012-13 onwards.

Figures are rounded to the nearest 10.

Average weekly hours (based on last week of final quarter) are rounded to the nearest 100.

In recent years there has been a shift away from long-term care provided in Care Homes and hospitals towards more care being provided in people's own homes. Figure 5 (over page) shows that at the same time there has been an increase in the proportion of clients receiving personal care services. In 2015-16, 95% of all Home Care clients received personal care services compared with 71% in 2006-07. This increase is associated with the following National indicators:

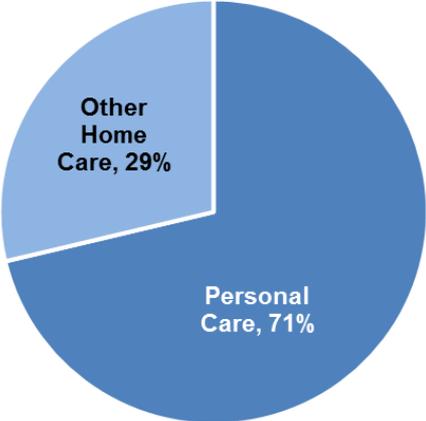
- [Improve support for people with care needs](#)
- [Increase the percentage of people aged 65 and over with high levels of care needs who are cared for at home](#)

Home Care statistics are now published as part of the Social Care Survey. The latest figures, for 2015-16, are available from:

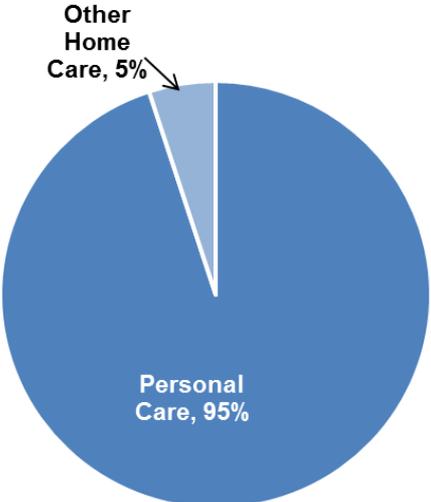
<http://www.gov.scot/Publications/2016/11/8311>

**Figure 5:** Change in proportion of all Home Care clients aged 65+ receiving personal care, 2006-07 to 2015-16

Home Care clients (aged 65+): **2006-07**



Home Care clients (aged 65+): **2015-16**



## 3. Expenditure

This section presents the total expenditure on Free Personal and Nursing Care from 2006-07 to 2015-16, for clients in a Care Home or receiving a Home Care service. The expenditure figures have been adjusted to account for overheads and differences in recording practice between local authorities. Consequently, the figures presented contain some degree of estimation, but are broadly comparable year-on-year at Scotland-level. Further information is available in Sections 4.3 – 4.5 of this report.

### 3.1 Care Homes Expenditure

From 1st July 2002, personal and nursing care services became free for people aged 65 and over who are resident in Care Homes. In practice, this means that in 2015-16 everyone aged 65 and over who has been assessed as requiring personal and / or nursing care services in a Care Home received £171 per week for personal care and £78 per week for nursing care.

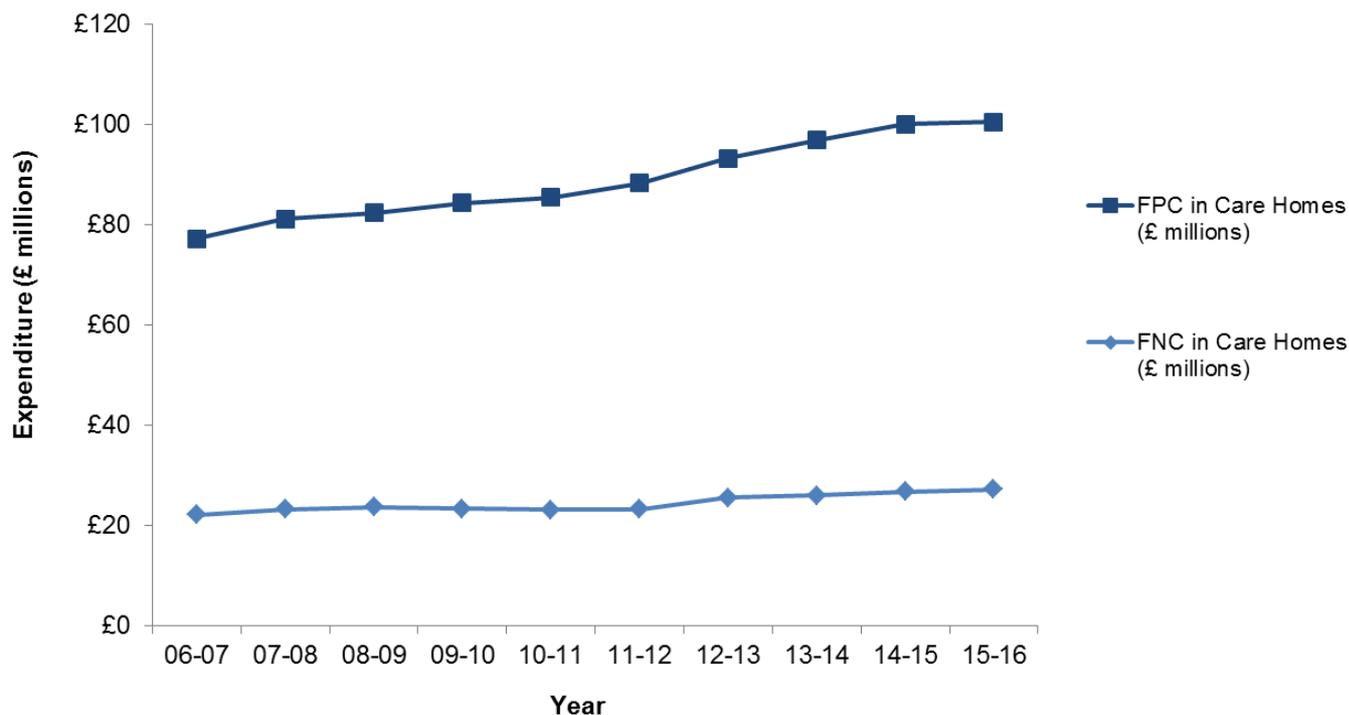
The weekly personal and nursing care payments have increased in recent years. Table 3 shows the value of payments between 2003-04 and 2016-17.

**Table 3:** Value of weekly payment from 2003-04 to 2016-17

| Year                      | Free Personal Care | Free Nursing Care |
|---------------------------|--------------------|-------------------|
| 2003-04 to 2007-08        | £145               | £65               |
| 2008-09                   | £149               | £67               |
| 2009-10                   | £153               | £69               |
| 2010-11                   | £156               | £71               |
| 2011-12                   | £159               | £72               |
| 2012-13                   | £163               | £74               |
| 2013-14                   | £166               | £75               |
| 2014-15                   | £169               | £77               |
| <b>2015-16 to 2016-17</b> | <b>£171</b>        | <b>£78</b>        |

The expenditure data on Free Personal and Nursing Care relates to self-funders in Care Homes only, who previously would have paid for all of their care. The figures allow us to determine the additional cost to local authorities following the implementation of this policy, with regards to Care Homes.

**Figure 6:** Estimated FPNC Expenditure in Care Homes (£ millions), 2006-07 to 2015-16



Source: LFR03 return / Scottish Government FPNC validation return.

Figures contain estimates for overheads.

Figure 6 (above) and Table 4 show that expenditure on Free Personal Care for self-funders in Care Homes stood at £100 million in 2015-16, around the same as in the previous year. Expenditure has risen overall from £77 million in 2006-07. Expenditure on Free Nursing Care for self-funders in Care Homes has also risen over this period, from £22 million in 2006-07 to £27 million in 2015-16.

The total expenditure for FPNC in Care Homes has risen from £99 million in 2006-07 to £127 million in 2015-16. This likely reflects the annual increases in the FPNC payments from April 2008. Expenditure on Free Personal and Nursing Care payments to self-funders accounts for a fifth of total net expenditure on Care Homes.

**Table 4:** Expenditure on Care Homes for Older People (aged 65+), (£millions), 2006-07 to 2015-16

|  | 2006-07 | 2007-08 | 2008-09 | 2009-10 | 2010-11 | 2011-12 | 2012-13 | 2013-14 | 2014-15 | 2015-16 |
|--|---------|---------|---------|---------|---------|---------|---------|---------|---------|---------|
| <b>Net Expenditure on Care Homes for Older People (£M)</b> | 529     | 556     | 602     | 625     | 627     | 625     | 625     | 627     | 636     | 632     |
| <b>Expenditure on FPC Payments (£M)</b>                    | 77      | 81      | 82      | 84      | 85      | 88      | 93      | 97      | 100     | 100     |
| <b>Expenditure on FNC Payments (£M)</b>                    | 22      | 23      | 24      | 23      | 23      | 23      | 26      | 26      | 27      | 27      |
| <b>Total expenditure on FPNC in Care Homes (£M)</b>        | 99      | 104     | 106     | 108     | 108     | 111     | 119     | 123     | 127     | 127     |
| <b>Expenditure on FPNC as % of Net Expenditure</b>         | 19%     | 19%     | 18%     | 17%     | 17%     | 18%     | 19%     | 20%     | 20%     | 20%     |

Source: LFR03 return / Scottish Government FPNC validation return.

Figures contain estimates for overheads.

\*Due to a change in format of the Local Government Finance return, net expenditure figures from 2012-13 onwards include an estimate of 'Support Services' expenditure, in order to make the figure comparable to previous years. See Section 4.4 of this report for more information on support services.

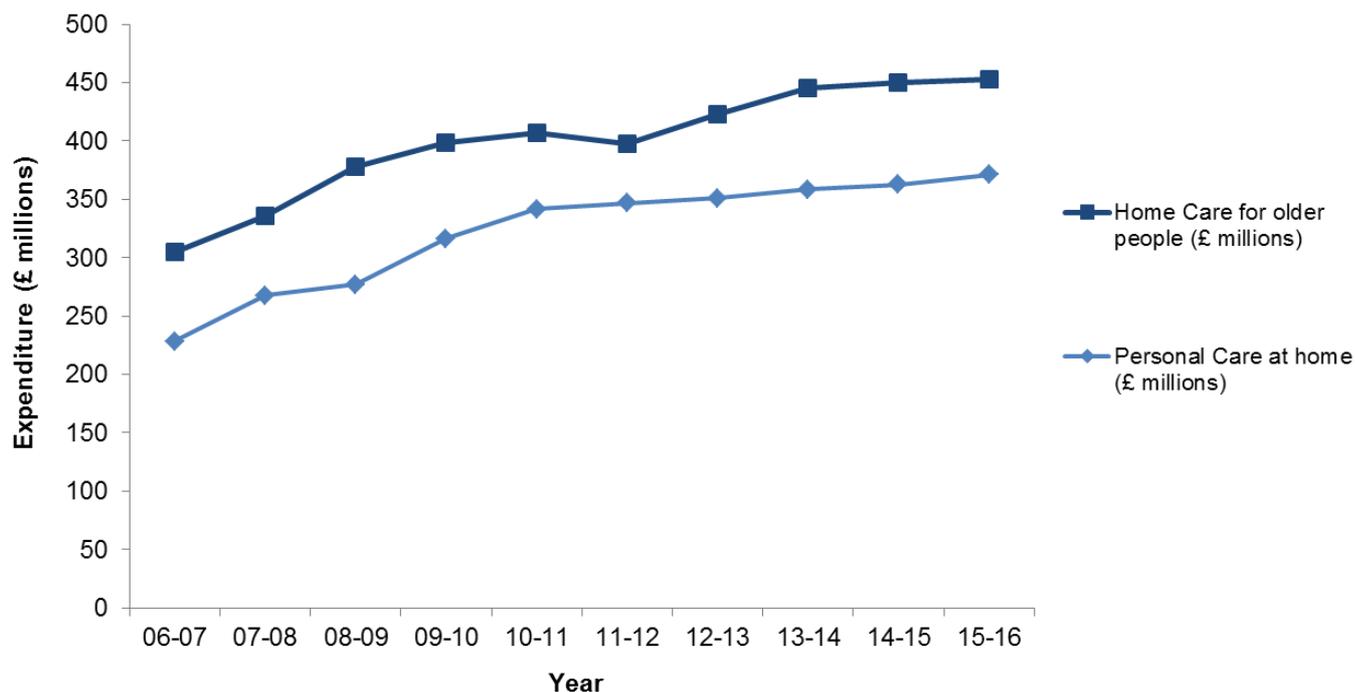
## 3.2 Home Care Expenditure

From 1st July 2002, all personal care services provided to people in their own homes became free of charge. Prior to this date, local authorities had discretion to charge for these services and a variety of charging policies operated across the country. Any charges were subject to a financial assessment which meant that in practice many people received these services for free prior to the introduction of Free Personal Care. With the introduction of Free Personal Care, these services became free for all clients. Local authorities can still charge for domestic services such as help with shopping or housework.

Since 2002, information has been collected on the cost of providing personal care services at home. It should be noted that these costs do not tell us the additional cost of this policy as many people would have received these services for free prior to 2002 as noted above. It is estimated that at least £64.5 million was spent by local authorities on providing personal care services in 2001-02, the year before the policy was introduced. Details of how this was estimated are available from:

<http://www.gov.scot/Topics/Statistics/Browse/Health/Data/FPNC>

**Figure 7:** Expenditure on Personal Care at home (£ millions), 2006-07 to 2015-16



Source: LFR03 return / Scottish Government FPNC validation return.  
Figures contain estimates for overheads.

Figure 7 (above) and Table 5 show total expenditure on personal care services at home increased from £228 million in 2006-07 to £371 million in 2015-16, an increase of 63% over the period. Larger increases in expenditure from 2006-07 onwards have broadly diminished since 2010-11.

**Table 5:** Expenditure on Home Based Services for Older People (aged 65+), (£millions), 2006-07 to 2015-16

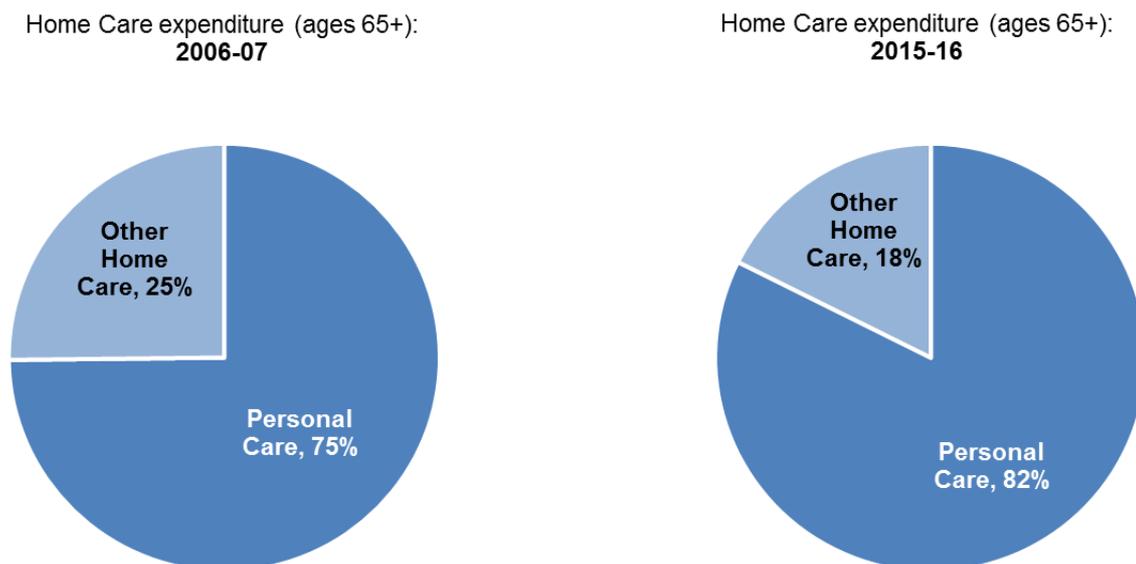
|   | 06-07 | 07-08 | 08-09 | 09-10 | 10-11 | 11-12 | 12-13* | 13-14* | 14-15* | 15-16* |
|---|-------|-------|-------|-------|-------|-------|--------|--------|--------|--------|
| <b>Net Expenditure on Home Care Services</b>            | 305   | 335   | 378   | 399   | 407   | 398   | 423    | 445    | 450    | 452    |
| <b>Expenditure on Personal Care at Home</b>             | 228   | 267   | 277   | 316   | 342   | 347   | 351    | 358    | 362    | 371    |
| <b>Expenditure on FPC as % of total Net Expenditure</b> | 75%   | 80%   | 73%   | 79%   | 84%   | 87%   | 83%    | 80%    | 81%    | 82%    |

Source: LFR03 return / Scottish Government FPNC validation return.  
Figures contain estimates for overheads.

\*Due to a change in format of the Local Government Finance return, net expenditure figures from 2012-13 onwards include an estimate of 'Support Services' expenditure, in order to make the figure comparable to previous years. See Section 4.4 of this report for more information on support services.

Table 5 shows that expenditure on personal care services accounted for 75% of overall net expenditure on Home Care services in 2006-07. This proportion has subsequently fluctuated between 73% and 87%, with 82% of Home Care expenditure spent on Personal Care in 2015-16.

**Figure 8:** Personal Care expenditure as a proportion of total net expenditure on Home Care, 2006-07 to 2015-16



Source: LFR03 return / Scottish Government FPNC validation return.  
Figures contain estimates for overheads.

The increase of spend on Free Personal Care since its introduction reflects the shift away from care being provided in either Care Homes or hospitals towards more care being provided in people's own homes. At the same time there has been an increase in the proportion of Home Care clients receiving personal care services, with Home Care workers increasingly providing personal care services rather than domestic services.

This increase is associated with the following National indicators:

- [Improve support for people with care needs](#)
- [Increase the percentage of people aged 65 and over with high levels of care needs who are cared for at home.](#)

## 4. Background information

### 4.1 Data Sources

A variety of different data sources were used to compile this Statistics Release, as detailed below:

#### **Community Care Quarterly key monitoring return**

Since July 2002, the Scottish Executive – followed by the Scottish Government – has collected quarterly information on the number of people receiving personal care services at home and the number of self-funders receiving Free Personal Care and Free Nursing Care payments. The numbers represent only those people receiving FPC and FNC under the Community Care and Health (Scotland) Act 2002.

For Care Homes, this provides a count of those people who are self-funders and are assessed as requiring Free Personal Care and / or Free Nursing Care.

For Home Care, the figures show people receiving personal care services at home for the current financial year. Many of these people would have received their personal care for free prior to the introduction of the Community Care and Health (Scotland) Act 2002, but prior to July 2002 this was dependent on local policy and the client's financial status. It is estimated that local authorities spent at least £64.5 million in 2001-02 on providing personal care services. Full details are available from:

<http://www.gov.scot/Topics/Statistics/Browse/Health/Data/FPNC>

The results of the quarterly survey are available at:

<http://www.gov.scot/Topics/Statistics/Browse/Health/Data/QuarterlySurvey>

A copy of the survey form and notes for guidance is available at:

<http://www.gov.scot/Topics/Statistics/Browse/Health/DataSupplier>

Up until 2011-12, this survey was conducted on a quarterly basis and the average of the four quarters was taken to produce an annual figure. However, since 2012-13 this survey has been conducted during the final quarter of the year only. This means that from 2012-13, the figures show a snapshot of the year rather than the average across the year.

#### **Home Care Census / Social Care Survey**

Information on Home Care services has been collected since the 1980s by means of an annual census. The census covers all Home Care services provided or purchased by Scottish local authorities.

An aggregated table return for the Home Care statistical collection, called the H1, was introduced in 1998. Local authorities were asked to provide details of all Home Care services provided by their own staff as well as services bought in from other local authorities and from private / voluntary organisations. Information on client age, for level and type of service, was introduced to the collection in 2005.

The information collected in the Home Care census was reviewed by the Home Care review group and a revised Home Care statistical collection was introduced in March 2010. This collected information on an individual basis for each Home Care client receiving home help services, meals services and community alarm / telecare services. From March 2013, this was merged with the Self-Directed Support / Direct Payments publication into the Social Care Survey. Further information is available from:

<http://www.gov.scot/Topics/Statistics/Browse/Health/Data/HomeCare>

## **Local Financial Return (LFR03)**

The Local Financial Return collects expenditure statistics for each local authority in Scotland. The LFR03 collects all expenditure and income relating to social work services. From 2004-05, questions relating to expenditure on Free Personal Care were added to the LFR03 return. Further information is available from:

<http://www.gov.scot/Topics/Statistics/Browse/Local-Government-Finance>

Each year, data validation work is conducted on each of these sources before the official publication of the Free Personal and Nursing Care statistics. As part of the 2015-16 validation process, each local authority was sent a spreadsheet summarising their statistics for the latest year. All 32 local authorities provided at least a partial response.

<http://www.gov.scot/Topics/Statistics/Browse/Health/FPNC>

## **4.2 Understanding the Statistics in this Report**

All information in this Statistics Release is presented for financial years - from 1st April to 31st March. Information is reported for a rolling ten-year period, which in the case of this release is from 2006-07 to 2015-16.

### **Care Homes**

In general, care should be taken when comparing the data on 'numbers' of people receiving Free Personal Care and 'expenditure' on Free Personal Care. The number of people receiving FPC and FNC payments is collected for the last 3 months of the financial year and so represents the number of people receiving payments at the end of March, rather than for the whole financial year.

Due to the large number of admissions and discharges throughout the year, this does not necessarily represent the number of people receiving FPNC for the full 52 weeks of the year. In the year to March 2016, there were 14,400 long-stay admissions to Care Homes for older people in Scotland (ISD Care Home Census). This represents almost 277 long-stay admissions every week.

## Home Care

As with the Care Homes data, the data for clients receiving personal care services at home provides a snapshot at the end of the financial year. This will not compare directly with the expenditure data which takes into account variations across the whole financial year. From 2009-10 onwards the Home Care Census (and from 2012-13 the Social Care Survey) has been used to provide the number of Home Care clients at the end of March each year.

### 4.3 Limitations of the data

The CIPFA Best Value Accounting Code of Practice (BVACOP), requires the inclusion of overheads within expenditure. Since 2006-07 the LFR03 has required local authorities to include overheads in line with the BVACOP. It has been identified, however, that overheads were not being included consistently within expenditure figures by local authorities. In 2011, a revised time series for expenditure on FPNC payments from 2003-04 to 2008-09 was published, after extensive work to ensure that all figures included overheads.

Since the 2009-10 validation exercise, local authorities have been asked to confirm if their expenditure figures firstly contained overhead figures and then to either detail the amount included or to provide an estimate of that amount. Several local authorities are unable to calculate the specific cost of overheads attributed to the FPNC payments. Consequently, they are given the option of either providing their own estimates or having the Scottish Government provide an estimate for the latest year. In 2015-16, 20 local authorities provided their own estimates for overheads, and the rest were calculated by applying the rates of previous years (the average across local authorities is approximately 8% of total expenditure on FPNC payments). To take this into account, the expenditure figures presented in this report have been rounded to the nearest £10,000.

For some local authorities it appears that net expenditure on personal care services at home is higher than overall gross expenditure on Home Care services for certain years. This can happen for a number of reasons: a) where resource transfer from Health Boards has been included as income against Home Care services for older people; b) where supporting people grant has been included as income against Home Care services for older people; and c) where the personal care expenditure includes overheads but the Home Care expenditure returned in the LFR03 did not include an allocation of overheads.

Many local authorities have seen a rise in personal care at home costs from 2006-07. In addition to increased demand this is related to: a) a shift in the balance of care, away from Care Homes towards more care at home; b) the introduction of equal pay provision resulting in higher wage costs; and c) the provision of refunds to clients for meal preparation where this was previously charged for.

## 4.4 Support Services

From 2012-13 there were several changes to the format of the Local Government Finance return (LFR03) that local authorities submitted to the Scottish Government. Most notable was the introduction of a separate 'Support Services' row, which includes expenditure on Finance, Legal, Human Resources, IT, Internal Audit, Procurement and Asset Management. This figure would previously have been spread across other rows representing specific service types.

In order to make the figures presented here as comparable as possible with previous years, Net Expenditure on Care Homes and Net Expenditure on Home Care have been adjusted to account for the change in Support Services recording. This involves apportioning a fraction of the total Net Support Services expenditure for Older People to the Net Care Home / Home Care expenditure. The fraction to be applied is calculated using Gross Expenditure, in order to avoid negative values. The expenditure figures for Free Personal and / or Nursing Care have been validated by each local authority to include overheads in line with previous years, therefore these figures have not been adjusted to include Support Services.

## 4.5 Changes in Local Authorities

### Renfrewshire

From 2013-14, the figure for Net expenditure on Care Home Services for older people includes cleaning cost allocation from other council services that was not included in previous years, which has resulted in a slight increase.

## 4.6 Changes to the data

During the data validation process, some local authorities identified errors within data returns that has resulted in previously published figures being revised for some tables. This also means that figures will differ slightly from those within source publications. It should be noted that the revisions made at local authority level generally have a comparatively small effect on the Scotland figures.

The most noticeable effects this year are in the Care Home clients and expenditure tables. During the validation process it emerged that a couple of local authorities had been including all clients rather than just the self-funders, and so these figures and the associated expenditure have been revised downwards to include self-

funders only. The Care Home expenditure for the Scottish Borders has also been revised from 2011-12 onwards so that estimates are better in line with client numbers.

## 4.7 Data estimation

In 2015-16, expenditure on Free Personal and Nursing Care in Care Homes was estimated for Aberdeenshire and Scottish Borders. In the case of Aberdeenshire, this was because expenditure from 2013-14 onwards included all residents instead of self-funders only. For Scottish Borders, this was due to an observed discrepancy between expenditure and the number of clients receiving Free Personal and Nursing Care in Care Homes.

To estimate the expenditure, the standard weekly payments were first multiplied by the number of clients receiving payments in Care Homes. Then, an estimate of the overheads was added to obtain the final figure.

Home Care expenditure was also estimated for Angus and Scottish Borders in 2015-16. This was due to issues identified in the separate LFR03 returns; for instance, all expenditure on Home Care for Scottish Borders had been recorded in the 'Other' category in the LFR03 return.

To estimate expenditure, the hourly rate (£17.39) for Free Personal Care provided at home across Scotland in 2014-15 was estimated and multiplied by the total number of Free Personal Care at home hours in each local authority in 2014-15. Net Home Care expenditure was calculated by applying the percentage change in total home care hours (as recorded in the Social Care Survey) between 2014-15 and 2015-16 to the expenditure.

## 4.8 Cost of respondent burden

Based on information provided by local authorities in recent years, such as the time taken in hours to extract the requested information and complete the survey form, the estimated cost of responding to this survey has been estimated at £400.

$$\text{Cost of responding (£)} = \frac{\text{(number of responses)} \times \text{median time it takes to respond in hours}}{\text{hourly rate of typical respondent}} + \text{any additional costs experienced by data providers}$$

## 4.9 Further information

This statistics release was published on 29th August 2017. Further details and analysis are available on request from the following address:

Steven Gillespie  
Basement Rear  
St Andrews House  
Edinburgh  
EH1 3DG  
Tel: 0131 244 3777  
E-mail: [SWStat@gov.scot](mailto:SWStat@gov.scot)

This Statistics Release is also available via the Scottish Government website:  
<http://www.gov.scot/Topics/Statistics/Browse/Health/Publications>

## 5. Data at Local Authority Level

The spreadsheet accompanying this report provides more detailed information for each of the 32 local authority areas in Scotland:

### Care Homes

- Annex 1: Number of long-stay residents aged 65+ supported in Care homes.
- Annex 2: Self-funders receiving FPNC / FPC payments (aged 65+) or FNC payments (all ages) in Care Homes
- Annex 3: Self-funders aged 65+ receiving FPC payment in Care Homes.
- Annex 4: Self-funders receiving FNC payment in Care Homes.

### Care at Home

- Annex 5: Number of people aged 65+ receiving Home Care.
- Annex 6: Number of people aged 65+ receiving FPC at home.
- Annex 7: Average weekly hours of Personal Care at home.

### Expenditure on Care Homes (with overheads)

- Annex 8: Estimated net expenditure on Care Homes for older people.
- Annex 9: Estimated expenditure on Free Personal and Nursing Care in Care Homes (including overheads).
- Annex 10: Estimated expenditure on Free Personal Care in Care Homes (including overheads).
- Annex 11: Estimated expenditure on Free Nursing Care in Care Homes (including overheads).

### Expenditure on care at home (with overheads)

- Annex 12: Estimated net expenditure on home care services for older people.
- Annex 13: Estimated expenditure on personal care service provided to people in their own home.

### Expenditure on Care Homes (without overheads)

- Annex 14: Estimated expenditure on FPNC in Care Homes (without overheads).
- Annex 15: Estimated expenditure on Free Personal Care in Care Homes (without overheads).
- Annex 16: Estimated expenditure on Free Nursing Care in Care Homes (without overheads).
- Annex 17: Estimated expenditure on Personal Care Services provided to people in their own home (without overheads).

## **A National Statistics publication for Scotland**

The United Kingdom Statistics Authority has designated these statistics as National Statistics, in accordance with the Statistics and Registration Service Act 2007 and signifying compliance with the Code of Practice for Official Statistics.

Designation can be interpreted to mean that the statistics: meet identified user needs; are produced, managed and disseminated to high standards; and are explained well.

### **Correspondence and enquiries**

For enquiries about this publication please contact:

Steven Gillespie,  
Health and Social Care Analysis,  
Telephone: 0131 244 3777,  
e-mail: [SWStat@gov.scot](mailto:SWStat@gov.scot)

For general enquiries about Scottish Government statistics please contact:

Office of the Chief Statistician, Telephone: 0131 244 0442,  
e-mail: [statistics.enquiries@scotland.gsi.gov.uk](mailto:statistics.enquiries@scotland.gsi.gov.uk)

### **How to access background or source data**

A spreadsheet accompanying this statistical bulletin with the background data can be found at:

<http://www.gov.scot/Topics/Statistics/Browse/Health/Data/FPNC>

### **Complaints and suggestions**

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APS Group Scotland, 21 Tennant Street, Edinburgh EH6 5NA  
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