

Extension of Free Personal Care to people under the age of 65, Scotland, 2020-21

May 2022

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Key Points

- The extension of Free Personal Care to people under the age of 65, also known as “Frank’s Law”, came into effect in April 2019.
- There were 120 self-funding residents aged 18 – 64 in care homes who received Free Personal Care payments in the last quarter of 2020-21.
- The number of people aged 18 – 64 receiving personal care at home has increased since the extension. In the last quarter of 2020-21, there were 12,110 people receiving personal care at home compared to 10,550 people in the last quarter of 2018-19 (prior to the extension).
- The number of personal care hours provided at home decreased by nearly 10% between 2019-20 and 2020-21, following an increase in hours provided with the extension of Free Personal Care in April 2019.
- An estimated £2.2 million has been spent through Free Personal Care payments to self-funding care home residents aged 18 – 64 since the extension in April 2019.
- The estimated expenditure on personal care at home has steadily increased during 2020-21 despite fewer hours being provided than in the previous year.

Introduction

It was announced in the [2017 Programme for Government](#) that Free Personal Care was to be extended to those under the age of 65. The extension, also known as “Frank’s Law” after the campaign led by footballer Frank Kopel’s widow Amanda, came into force on 1 April 2019.

Personal care includes assistance with activities such as eating or bathing, as well as other care of a personal nature. A fuller list of the types of care counted as personal care can be found on the [Care Information Scotland website](#).

This publication presents information on people aged 18 – 64 who receive Free Personal Care (FPC) payments in care homes and receive personal care in their own homes. Information on FPC expenditure is also presented.

Information on people aged 65 and over who receive Free Personal and Nursing Care can be found in the [Free Personal and Nursing Care, Scotland, 2020-21 publication](#).

People aged 18 – 64 receiving Free Personal Care

The Scottish Government has collected information from Local Authorities on care home residents over the age of 65 since 2002 through the [Quarterly Monitoring Return](#). This collection was modified to also cover 18 – 64 year old residents and people receiving personal care at home in light of the extension of Free Personal Care.

All figures in this section relate to the last week in each financial quarter apart from the number of long stay care home residents, which relates to the last day of each quarter. Figures have been rounded to the nearest 10.

For reference, the first financial quarter of the year (Q1) lasts from April to June. The second (Q2) lasts from July to September, the third (Q3) lasts from October to December and the final quarter of the financial year (Q4) lasts from January to March.

Care Homes

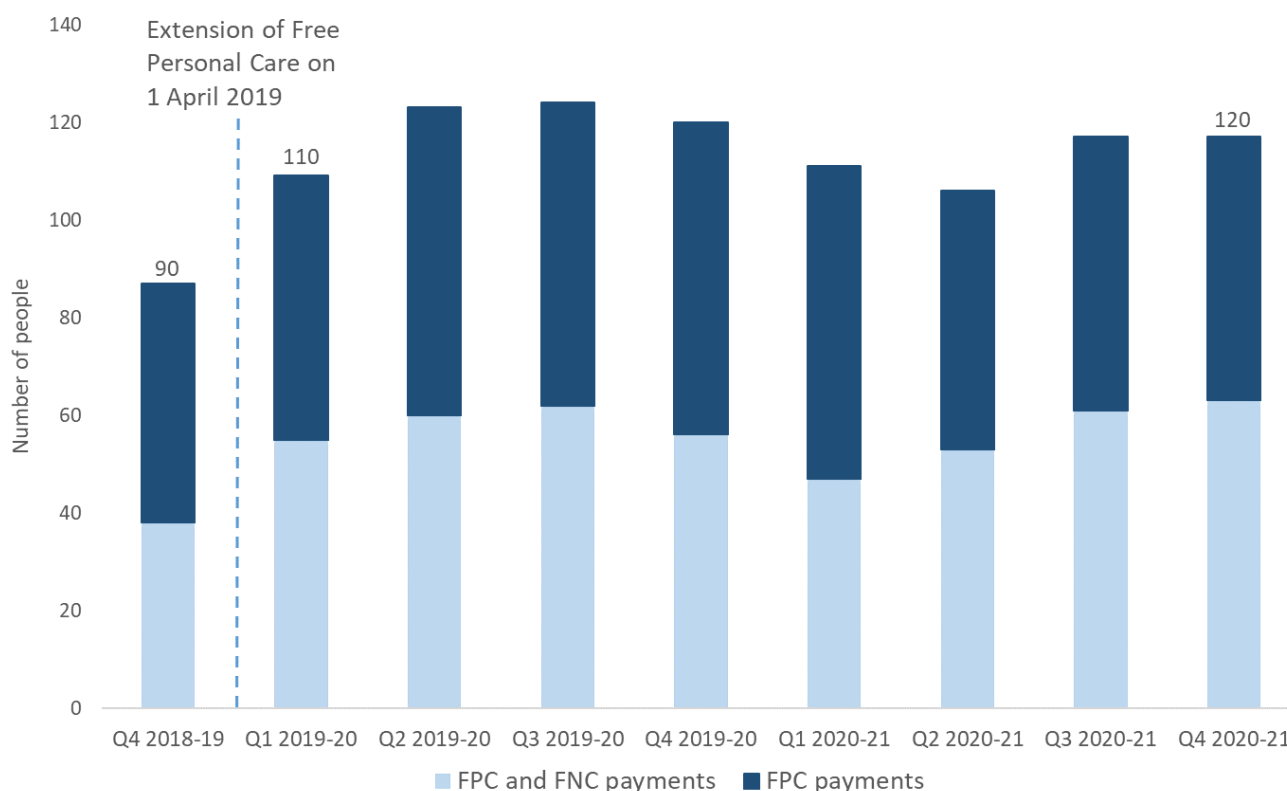
The number of long stay residents aged 18 – 64 saw an increase of 8% between Q4 2018-19 (prior to the extension) and Q1 2019-20, but has since remained relatively stable at around 3,360 residents. These residents include Local Authority funded residents and self-funders. While Local Authority funded residents receive personal care for free as part of their funding, this will be part of the wider costs covered by the Local Authority and are not reported separately.

Self-funders pay for their own care, but can receive weekly Free Personal Care (FPC) and Free Nursing Care (FNC) payments towards their personal and nursing care needs.

The number of self-funding residents aged 18 – 64 who received FPC payments increased with the formal extension of Free Personal Care. Between the last quarter prior to the extension and the first quarter of 2019-20, there was an increase of 25% from 90 residents to 110 residents. These numbers are relatively low since care home residents tend to be older. People under the age of 65 often receive care in their own homes rather than move to a care home.

In the last financial quarter (Q4) of 2020-21, around 120 residents were receiving FPC payments. This is in line with the [Scottish Government's feasibility study into the extension of Free Personal Care](#) where estimates suggested that there were, at most, around 120 younger adults who were self-funders. Around half of these residents also received FNC payments.

Figure 1. The number of self-funding residents aged 18-64 receiving FPC payments increased following the formal extension of Free Personal Care
 Number of self-funding care home residents aged 18-64 receiving FPC payments, Scotland, Q4 2018-19 to Q4 2020-21



Source: Scottish Government Quarterly Monitoring Return

Care at Home

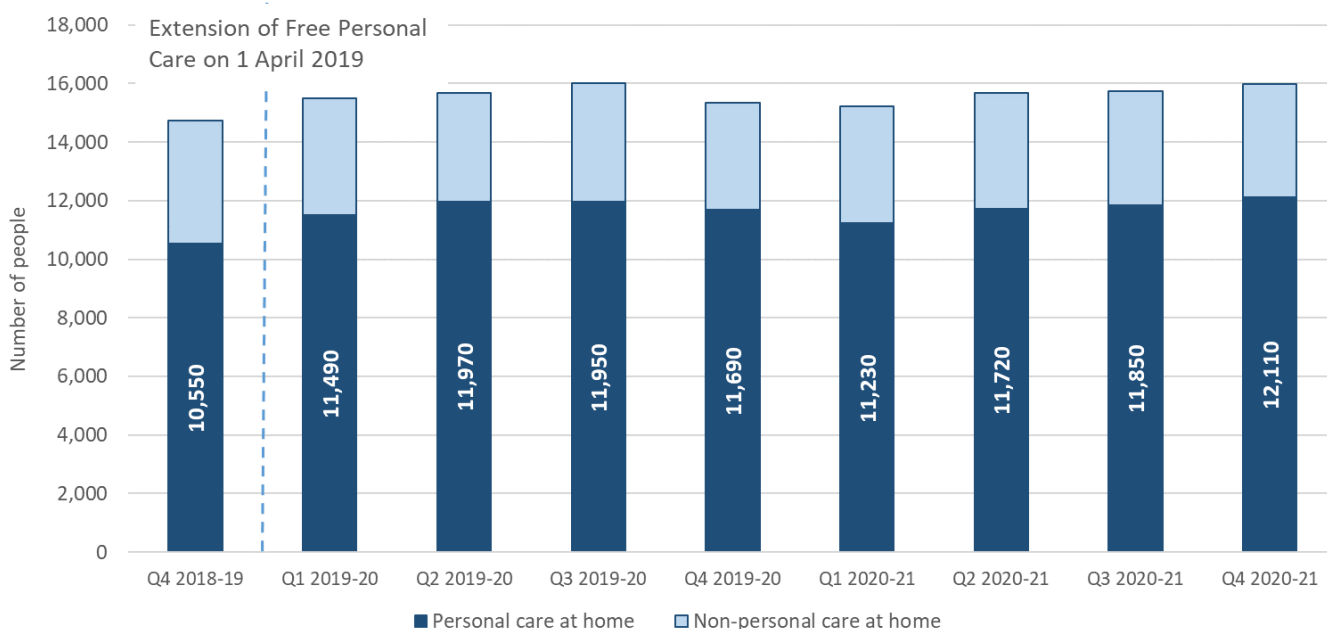
People can also receive personal care services in their own home. In Q4 2020-21, around 12,110 people aged 18 – 64 received personal care at home compared to 10,550 people in Q4 2018-19. This is greater than the 9,805 people [reported in](#)

[Public Health Scotland's Insights Into Social Care publication](#) for 18 – 64 year olds in Q4 2020-21. The Insights Into Social Care publication is an individual level data collection while the Scottish Government Quarterly Monitoring Return is an aggregate collection, which may have contributed to the difference between the two. The Insights Into Social Care publication also reported an additional 110 people under the age of 18 who received personal care at home in Q4 2020-21.

The number of people aged 18 – 64 receiving personal care at home increased to around 12,000 people in mid 2019-20. This was then followed by a decrease around the start of 2020-21 with the beginning of the Covid-19 pandemic. However, numbers have since risen to over 12,000 people aged 18 – 64 receiving personal care at home in Q4 2020-21.

Figure 2. The number of people aged 18 – 64 receiving personal care at home has increased overall since the extension of Free Personal Care

Number of people receiving personal care and non-personal care at home, Scotland, Q4 2018-19 to Q4 2020-21



Source: Scottish Government Quarterly Monitoring Return

Note 1: Numbers do not include Scottish Borders, as this information was unavailable.

Note 2: Numbers contain some estimation of missing values. See [Data Quality section](#) for further details.

As shown in Figure 2, the proportion of people aged 18 – 64 receiving care at home who receive personal care has remained stable since 2018-19, at around 75%. This is because the overall number of people receiving care at home has also increased over the time period. This may reflect a longer term shift to providing people with care in their own homes or a homely setting for as long as possible, [in line with current social care support policy](#).

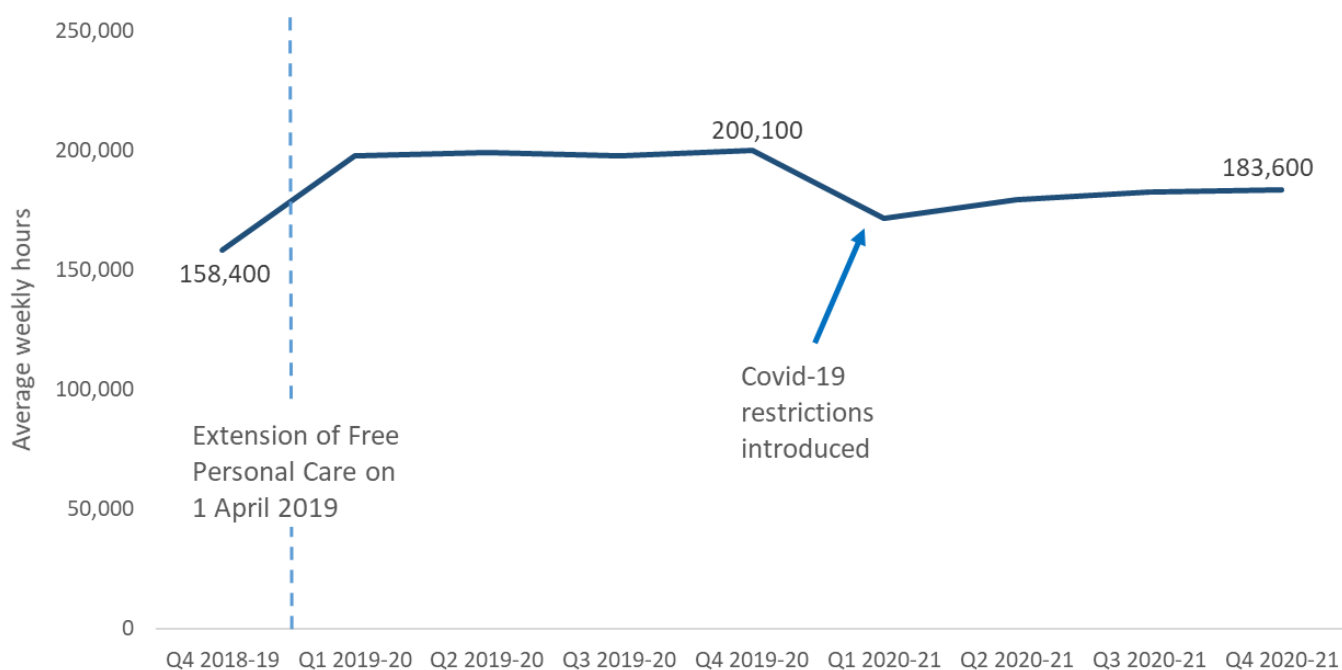
The average weekly hours of personal care provided (as calculated for the whole financial year) increased by around 40,350 hours (25%) between 2018-19 and

2019-20. However, this was then followed by a decrease of 19,580 hours (10%) in 2020-21.

While the number of people aged 18 – 64 receiving personal care at home also decreased at the start of 2020-21 with the onset of the covid pandemic, the number then rose throughout the year. However, the number of hours provided remained lower than the previous year.

Figure 3. The average weekly hours of personal care at home increased with the extension of Free Personal Care but decreased in 2020-21

Average weekly hours of personal care provided at home, Scotland, Q4 2018-19 to Q4 2020-21



Source: Scottish Government Quarterly Monitoring Return

Note 1: Numbers do not include Glasgow City, Orkney Islands or Scottish Borders, as this information was unavailable.

Note 2: Numbers in Figure 3 contain some estimation of missing values. See [Data Quality section](#) for further details.

Expenditure on Free Personal Care

The information presented in this section is based on information from the [Scottish Government Quarterly Monitoring Return](#).

While expenditure information on Free Personal Care (FPC) is collected in the [Scottish Government Local Financial Returns](#), it was determined that because the information lines on FPC for 18 – 64 year olds are new and completion is variable, it would be more appropriate to use the data from the Quarterly Monitoring Return for this publication.

This means that the expenditure information presented here cannot be compared to the expenditure figures presented in the [Free Personal and Nursing Care, Scotland, 2020-21 publication](#), as the figures concern different types of expenditure based on different sources. However, the expenditure data from the Quarterly Monitoring Return has the benefit of being more closely linked to the activity data i.e. the number of people receiving personal care at home.

Care Homes

In order to estimate the expenditure on FPC for self-funding care home residents aged 18-64, the amount spent through FPC payments for the last week of the quarter was estimated by multiplying the number of residents receiving payments by the payment amount for that year (as shown in Table 1). For 2019-20 and 2020-21, the average of the four weeks for each year was then taken to obtain an average weekly spend. These were then scaled up to a full year.

Table 1. Estimated expenditure on Free Personal Care for 18 – 64 year old self-funding care home residents by year

Financial Year	Weekly Free Personal Care payment value (£)	Estimated expenditure (£)
2018-19	£174	£0.8 million
2019-20	£177	£1.1 million
2020-21	£180	£1.1 million

Since the extension of Free Personal Care in April 2019, an estimated £2.2 million has been spent through FPC payments to self-funding residents aged 18 – 64.

An estimated £1.1 million was spent through FPC payments each year following the extension, compared to an estimated £0.8 million in 2018-19 prior to the formal extension of Free Personal Care.

Care at Home

As part of the Quarterly Monitoring Return, Local Authorities were asked to provide the estimated cost of providing personal care at home to people aged 18 – 64 for the last week of the financial quarter based on the average costs for their area. This was then scaled up to obtain the estimated expenditure for each quarter and full financial year.

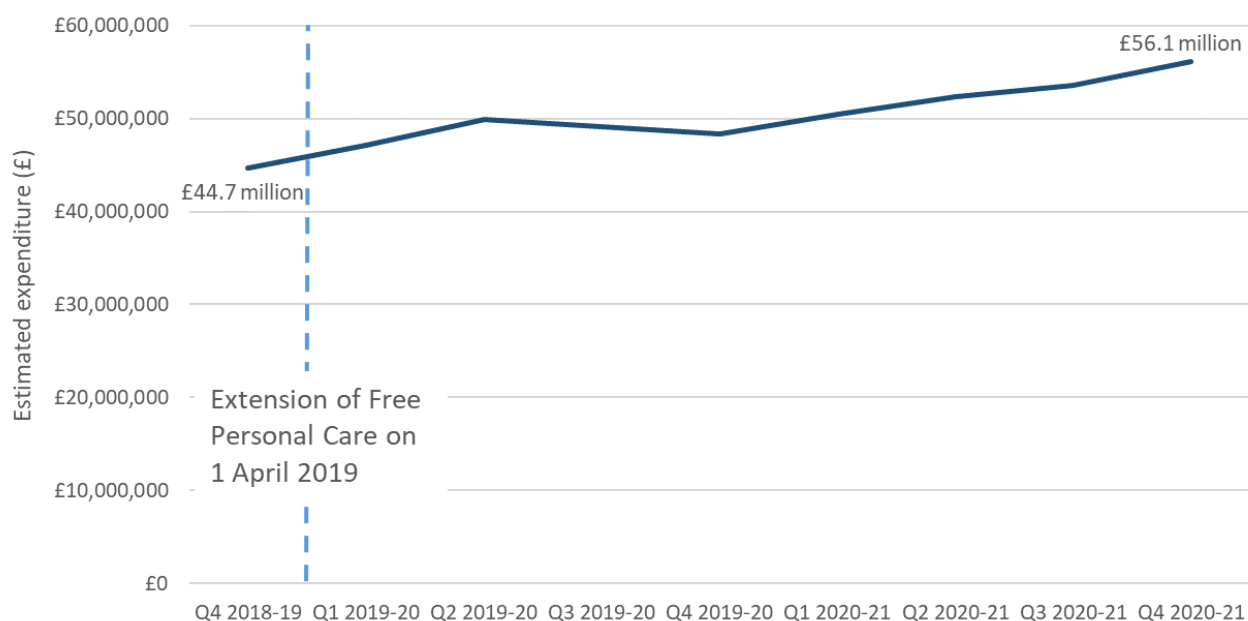
Expenditure on personal care at home for 18 – 64 year olds was relatively high prior to the extension of Free Personal Care, as people under the age of 65 often receive care in their own homes rather than move to a care home. However, prior to the extension Local Authorities would have been able to charge for this. Since April 2019, Local Authorities cannot charge people for personal care at home who have been assessed as needing it.

Based on estimated expenditure for full financial years, the estimated expenditure on personal care at home in 2020-21 was £33.7 million (19%) higher than the estimated expenditure in 2018-19, prior to the extension of Free Personal Care.

The estimated expenditure on personal care at home for people aged 18 – 64 has seen increases each quarter since Q4 2019-20, despite fewer hours of personal care at home being delivered in 2020-21. This indicates that the average costs of providing care have increased over the last year.

Figure 4. The estimated expenditure on personal care at home for people aged 18 – 64 has been increasing since Q4 2019-20

Estimated expenditure on personal care at home (£) for each financial quarter, Scotland, Q4 2018-19 to Q4 2020-21



Source: Scottish Government Quarterly Monitoring Return

Note 1: Numbers do not include Fife, Scottish Borders or South Ayrshire as this information was unavailable.

Note 2: Numbers contain some estimation for missing values. See [Data Quality section](#) for further details.

Background

The extension of Free Personal Care, also known as “Frank’s Law” after the campaign led by footballer Frank Kopel’s widow Amanda, came into force on 1 April

2019. This extended the right to personal care for free to those under the age of 65 who are assessed as needing it.

Definitions

Personal care: this involves care of a personal nature. It can include activities such as help with eating, bathing and toileting. It can also include tasks such as assistance with reminders and managing behaviour. A fuller list of the types of care counted as personal care can be found on the [Care Information Scotland website](#).

Financial quarter: a three month period of the financial year. Quarter 1 (Q1) lasts from April to June, Q2 from July to September, Q3 from October to December and Q4 from January to March.

Long stay care home resident: as defined in the [Quarterly Monitoring Return](#), this includes all residents that Local Authorities are paying a contribution for on the last day of the financial quarter.

Local Authority funded resident: a resident with assets worth £28,500 or less whose care is publicly funded. These residents may still contribute to their care home fees from their pensions, capital and any other income.

Self-funding resident or self-funder: a resident with assets, including property, worth more than £28,500 who pay the total of their care home fees. These residents may be eligible for Free Personal Care and Free Nursing Care payments.

Free personal care payment: a set, weekly payment available to self-funding care home residents towards their personal care needs. The value of the payment has increased over time (as shown in Table 1) and was £180 in 2020-21.

Care at home: care provided by a professional social care worker in a person's own home. This can include personal care and other tasks such as help with shopping and cleaning.

Data Quality

The figures presented in this publication are based on data from the [Scottish Government Quarterly Monitoring Return](#). More information on this return is provided in the Data Source section.

For 2018-19 to 2020-21, data was received from every Local Authority. Although, some areas were unable to return all of the requested information. Once this data was prepared and collated, it was then sent to Local Authorities to validate prior to publication. At least partial responses to the validation exercise were received from 24 out of 32 Local Authorities. For those areas who did not respond, the original submitted figures were used where available. Where there were missing figures, estimation was applied.

Estimation of missing figures

Missing figures were estimated by calculating the total of all areas with a returned figure for the relevant quarters, as well as the percentage change between quarters. This percentage change was then applied to the relevant quarter to estimate the missing figures.

For example, if an area had provided data for all quarters except Q2 2019-20, the national rate of change between Q1 and Q2 would be applied to Q1 2019-20 to estimate the missing value. So, if the value in Q1 2019-20 was 100 and the rate of change between Q1 and Q2 was 5% then the estimated value for Q2 2019-20 would be 105.

If an area's figures were missing for the whole series due to unavailability of the information, then that area was not included in the final data since there were no figures to apply the percentage change to.

Estimation due to missing figures mainly affected the Care at Home information included in the publication, rather than the information on Care Homes. Missing figures were estimated for 7 out of 32 Local Authorities. Figures that have been estimated are noted in the accompanying data tables for this publication.

Estimation of expenditure figures

Data from the Quarterly Monitoring Return relates to the last week of each financial quarter. Therefore, in order to obtain estimated expenditure on personal care at home the cost of providing personal care was scaled up to the full quarter by taking the final week provided as an average weekly spend.

To estimate the expenditure on personal care at home for the full financial year, the mean of figures provided for the final weeks of all 4 financial quarters in 2019-20 and 2020-21 were taken to obtain an average weekly spend. This was then scaled up to the full year. For 2018-19, data was only provided for the final quarter and so this was used as the average weekly spend.

The estimated expenditure through Free Personal Care (FPC) payments to self-funding care home residents aged 18 – 64 was calculated by first multiplying the number of residents receiving payments in the final week of the quarter by the payment amount. The payment amount has increased each year, as shown in Table 1. For 2019-20 and 2020-21, the mean of figures provided for the final weeks of all 4 financial quarters was used to obtain an average weekly spend. These were then scaled up to a full year.

Expenditure information on FPC is also collected in the [Scottish Government Local Financial Returns](#). However, it was determined that because the information lines on FPC for 18 – 64 year olds are new and completion is variable, it would be more appropriate to use the data from the Quarterly Monitoring Return for this publication.

This means that the expenditure information presented here cannot be compared to the expenditure figures presented in the [Free Personal and Nursing Care, Scotland, 2020-21 publication](#), as the figures concern different types of expenditure based on

different sources. However, the expenditure data from the Quarterly Monitoring Return has the benefit of being more closely linked to the activity data i.e. the number of people receiving personal care at home.

Data Source

All data in this publication is sourced from the [Scottish Government Quarterly Monitoring Return](#).

Since July 2002, the Scottish Executive - followed by the Scottish Government - has collected quarterly information on the number of people over the age of 65 receiving personal care services at home and the number of self-funders over the age of 65 receiving Free Personal Care (FPC) and Free Nursing Care (FNC) payments under the Community Care and Health (Scotland) Act 2002.

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, from 2012-13 to 2018-19 this survey was conducted during the final quarter of the year only.

From 2019-20, this survey was updated to collect information on people aged 18 – 64 receiving Free Personal Care following the extension of the policy to people of all ages, and was once again collected on a quarterly basis.

Non-Official Statistics

This is a one-off statistical release concerning the extension of Free Personal Care to people under the age of 65. In the future, it is expected that this information will be included as part of the Free Personal and Nursing Care National Statistics publication.

Correspondence and enquiries

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For general enquiries about Scottish Government statistics please contact:

Office of the Chief Statistician, Telephone: 0131 244 8332,

E-mail: statistics.enquiries@gov.scot

How to access background or source data

A spreadsheet accompanying this statistical release with the background data can be accessed via the [Social Care Analysis page on the Scottish Government website](#).

Complaints and suggestions

If you are not satisfied with our service or have any comments or suggestions, please write to the Chief Statistician, 3WR, St Andrews House, Edinburgh, EH1 3DG, Telephone: 0131 244 8332, e-mail statistics.enquiries@gov.scot.

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ISBN 978-1-80435-424-7 (web only)

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