

Free Personal and Nursing Care, Scotland, 2020-2021

May 2022

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Executive Summary

Executive Summary

This Statistics Release presents the latest client and expenditure figures for financial year 2020-21, as well as for financial years 2018-19 and 2019-20 for Free Personal and Nursing Care (FPNC).

FPNC includes Free Personal Care (FPC) and Free Nursing Care (FNC) payments, which are made to those receiving different types of care. More information about eligibility for these payments, and the care covered by them, is available in the definitions section of this publication.

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

- the **number of people aged 65 and over that benefit** from Free Personal Care (FPC) and Free Nursing Care (FNC) in Scotland
- the **amount that Local Authorities spend** on personal care services

Information on FPC payments to individuals aged 18 to 64 is available in the [Extension to Free Personal Care publication](#).

Main points: 2020-21

Care Home Clients

- In 2020-21, there were **28,120** long-stay residents aged 65 and over in Care Homes in Scotland, 9% fewer than in 2011-12 and 8% fewer than in 2019-20, immediately before the COVID-19 pandemic
- In 2020-21 **10,420** of these residents received FPNC payments, 7% more than in 2011-12
 - **6,870** self-funding Care Home residents aged 65 and over received both FPC and FNC payments in 2020-21
 - **3,550** self-funding Care Home residents aged 65 and over received FPC payments only in 2020-21

Care at Home Clients

- In 2020-21, **49,780** people aged 65 and over received care at home. **46,820** of these people received personal care services at home.
- People aged 65 and over receiving personal care at home received an average of **9.8 hours per week** of care in 2020-21

Care Home Expenditure

- FPNC payments to self-funding Care Home residents aged 65 and over are estimated to have cost Local Authorities **£127 million** in 2020-21: an

increase from £107 million in 2011-12, but a decrease from £142 million in 2019-20

Care at Home Expenditure

- Local Authorities spent **£433 million** on providing and purchasing personal care services for people aged 65 and over living at home in 2020-21, representing a long-term increase from £347 million in 2011-12

People receiving Free Personal Care and Free Nursing Care

This section presents the latest available data on the number of residents aged 65 and over receiving FPC and FNC in a Care Home, and people aged 65 and over receiving personal care for free at home.

Please note that figures for 2011-12 are the average across the entire financial year, and figures from 2012-13 show a snapshot of the final week of the financial year only. Please see the Data Sources section for further information.

Historically, this data has included a very small number of Care Home residents aged 18 to 64 who receive FNC payments as part of their care. Due to the format of the quarterly data return and FPC having now been extended to those aged 18 to 64, it is not possible to determine which of these residents aged under 65 receive FNC only. Therefore, from financial year 2018-19 onwards, data below on the number of Care Home residents receiving FPC and FNC relate only to those aged 65 and over.

Care Homes

Since 2002, information has been collected on the number of residents aged 65 and over supported by Local Authorities in Care Homes. Those placed on the National Care Home Contract receive any FPC and FNC they are eligible for as part of this agreement. For self-funders, Local Authorities make weekly payments to cover the costs of providing these services directly to the care provider.

Eligibility for these payments is linked to client age:

- 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 weekly payment if they require nursing care

In 2020-21, there were 10,420 self-funding older people resident in Care Homes receiving FPNC payments, a decrease from 11,560 reported in the previous year and an overall increase of 7% from 9,720 receiving FPNC payments in 2011-12.

The highest number of self-funding residents receiving FPNC payments recorded was 11,600 in 2018-19.

As a proportion of all long stay Care Home residents aged 65 and over, 37% were self-funders receiving FPNC payments in 2020-21. This is a slightly smaller proportion than 38% in 2019-20, and an increase overall from 32% in 2011-12.

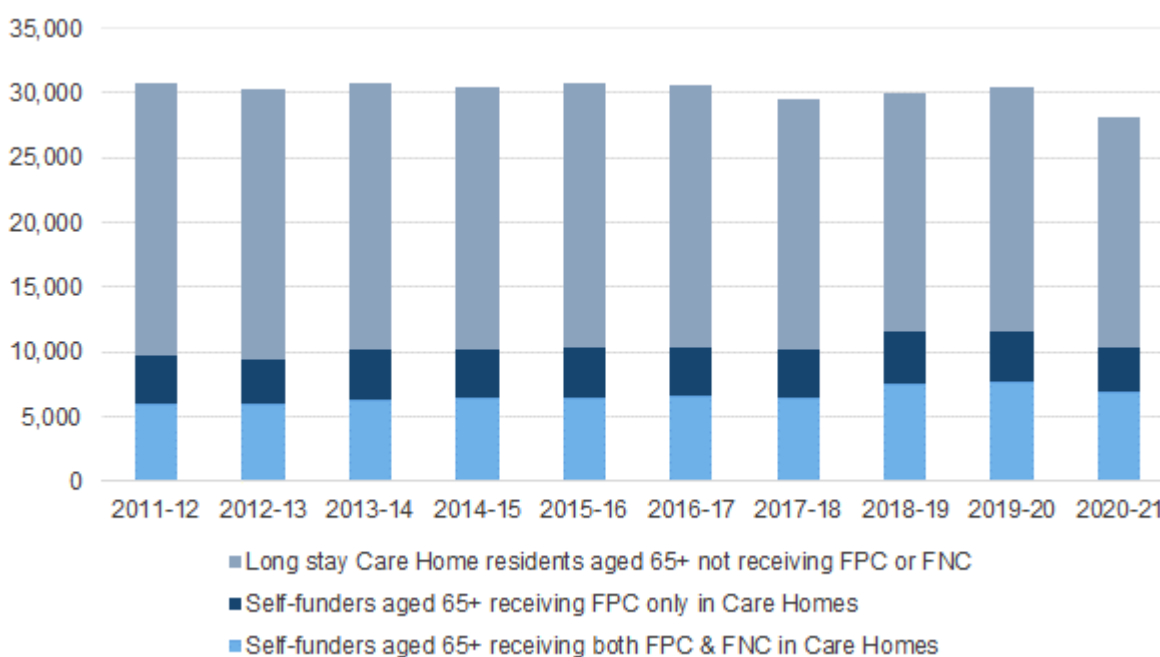
6,870 of the 10,420 self-funding residents receiving FPNC payments in 2020-21 received both FNC and FPC payments, and 3,550 received FPC payments only. The proportion of residents receiving FPNC payments who receive both FNC and FPC payments has stayed consistent over the latest years, but has increased overall from 62% in 2011-12 to 66% in 2020-21. Therefore, the proportion receiving FPC payments only has decreased from 38% in 2011-12 to 34% in 2020-21.

The remainder of residents did not receive either FPC or FNC, or were placed under the National Care Home Contract.

Full data is available in the accompanying tables.

Figure 1: The total number of long-stay residents aged 65 and over supported in care homes has decreased since 2011-12, with the majority of this decrease occurring in the most recent year. The number of these residents receiving both FPC and FNC increased over the same period, while the number of residents receiving FPC only remained consistent.

The number of long stay Care Home residents aged 65 and over who receive both FPC and FNC payments, FPC payments only, and who do not receive FPC or FNC payments, Scotland, 2011-12 to 2020-21.



Source: Community Care Quarterly Key Monitoring Return

To put these figures into context, the overall number of long stay residents aged 65 and over supported in Care Homes has reduced by 9% from 2011-12, where there were around 30,750 residents, to 28,120 in 2020-21. From 2011-12 to 2019-20, the number of long stay residents in Care Homes for older adults was fairly consistent, decreasing from 30,420 to 28,120 between 2019-20 and 2020-21.

The COVID-19 pandemic likely contributed to this decrease in the number of Care Home residents in 2020-21. Particular factors that have likely influenced this are deaths due to COVID-19, and willingness of relatives to put relatives into Care Homes during the pandemic. Further information around this is available in the [National Records of Scotland Deaths involving Coronavirus publication](#), and the [Care Inspectorate bulletin on Covid-19 related deaths in Care Homes](#).

Full figures are available in the accompanying tables.

Care at Home

In 2020-21 there were 49,780 older people (aged 65 and over) receiving Care at Home, an increase from 49,160 in 2019-20. Please note that the source of this data has changed from 2017-18, which will impact on comparisons over time. In 2011-12, there were around 51,120 older people receiving personal care services at home.

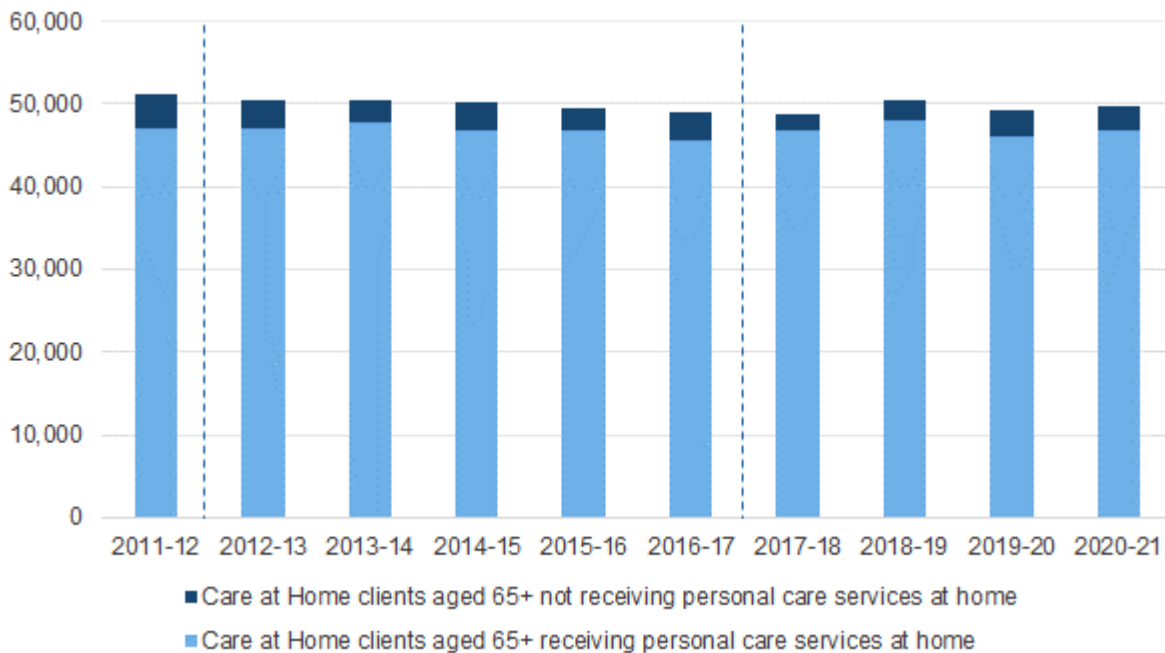
In 2020-21, around 46,820 older people receiving Care at Home services received personal care services as part of their care package, consistent with 47,010 in 2011-12. Between 2011-12 and 2020-21, the number of clients receiving personal care services varied between a minimum of 45,660 (2016-17) and a maximum of 48,140 (2018-19).

The proportion of older people receiving Care at Home services who received personal care services increased from 92% in 2011-12 to 94% in 2020-21, with the highest proportion (96%) of Care at Home clients receiving personal care services in 2017-18. Full figures are available in the accompanying tables.

People receiving personal care services at home (in all Local Authorities apart from Glasgow City, please see the Data Quality section for more information) received on average 9.8 hours of care per week in 2020-21, an increase from the 9.5 average hours in 2019-20 and 9.5 average hours in 2011-12. The highest number of average hours of personal care services per Care at Home client was 10.0 in 2016-17.

Figure 2: The number of Care at Home clients (aged 65 and over) in Scotland decreased by 3% from 2011-12 to 2020-21, the number of clients who received personal care services at home remained consistent over this period

The number of care Care at Home aged 65 and over receiving personal care services, and the number of Care at Home clients aged 65 and over not receiving personal care services, Scotland, 2011-12 to 2020-21.



Source: Home Care Census 2011-12, Social Care Survey 2012-13 to 2016-17, Community Care Quarterly key monitoring return 2017-18 to 2020-21

Notes: Vertical lines on the chart denote where the source of data has changed as described above

For Local Authorities who were able to provide data, the weekly average number of hours of personal care at home provided in Scotland increased by around 5% from around 389,000 hours in 2011-12 to around 410,000 in 2020-21.

Full figures are available in the accompanying tables.

Expenditure on Free Personal and Nursing Care

This section presents the total net expenditure from 2011-12 to 2020-21 on Free Personal and Nursing Care for people in a Care Home, and on personal care for people receiving care at home services. Net expenditure figures have been adjusted to account for overhead costs and differences in recording practice between Local Authorities.

This means that net expenditure figures in this publication contain some degree of estimation, but are broadly comparable year-on-year at Scotland-level. Expenditure estimates presented in this section include estimates of overhead costs. Please see the Limitations section of this publication for further information.

Please note that expenditure on FNC in Care Homes includes self-funders aged between 18 and 64, in addition to self-funders aged 65 and over.

Care Homes

Expenditure data on Free Personal and Nursing Care in this section relate to self-funders aged 65 and over (FPC) and self-funders aged 18 and over (FNC) in Care Homes only, who previously would have paid for all of their care. The data allows us to determine the additional cost to Local Authorities following the implementation of this policy, with regards to Care Homes.

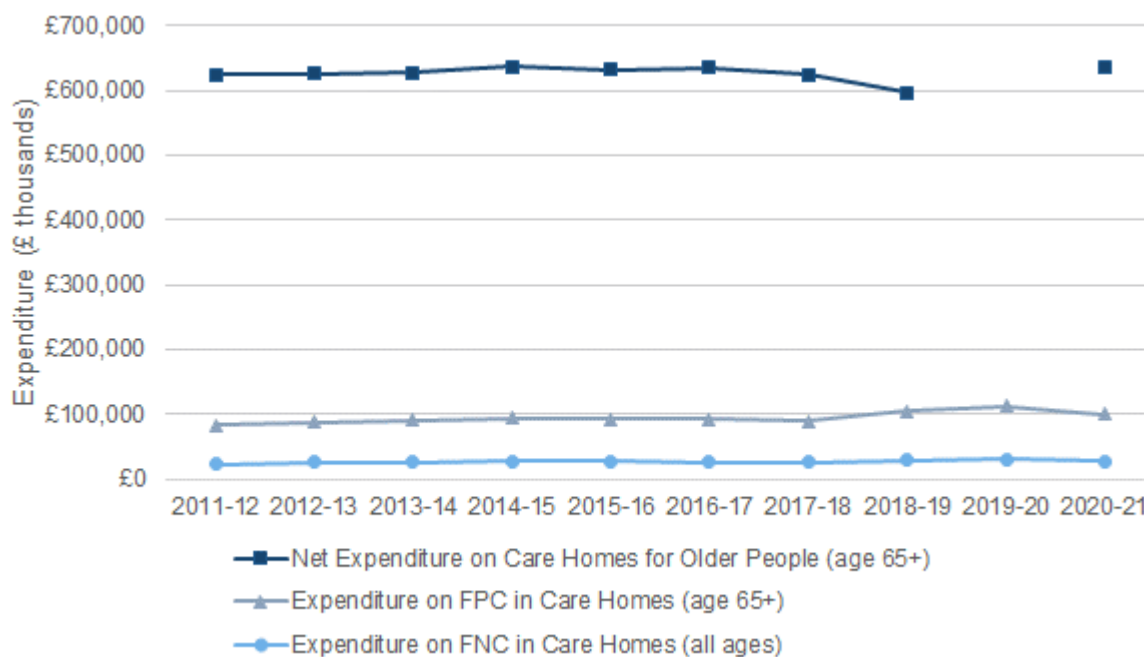
In 2020-21, net expenditure by Local Authorities on FPNC payments to self-funding Care Home residents (aged 65 and over for FPC payments, and aged 18 to 64 for FNC payments) totalled around £127 million, a decrease from £142 million in 2019-20. This is, however, a long-term increase from £107 million in 2011-12, likely reflecting annual increases in the FPNC payments, which are detailed below in Table 1.

As a proportion of all net expenditure on Care Homes for older people, the £127 million spent on FPNC payments in 2020-21 was equal to 20%, or one fifth, of the £637 million spent on Care Homes for older people in that financial year. This is a larger proportion than in 2011-12 (17%).

Local Authorities spent around £99 million (78% of expenditure on FPNC in Care Homes) on FPC payments in 2020-21, and around £27 million (22%) on FNC in Care Homes. The proportion spent on FPC and FNC payments has remained consistent over time: in 2011-12, £84 million (78%) was spent on FPC in Care Homes, and £23 million (22%) on FNC in Care Homes.

Figure 3: Expenditure on FPC for self-funders in Care Homes was £99 million in 2020-21, a decrease from £112 million in 2019-20 but an overall increase from £84 million in 2011-12. Expenditure on FNC rose from £23 million in 2011-12 to £27 million in 2020-21.

Estimated net expenditure (£ thousands) on FPC in Care Homes (age 65 and over), FNC in Care Homes (all ages), and non-FPNC expenditure on Care Homes for older people (65 and over), including overhead costs, Scotland, 2011-12 to 2020-21



Notes: Please note that total net expenditure on Care Homes for older adults was not included in 2019-20 LFR03 returns, and been omitted from this publication. Figures for expenditure on FPC and FNC in care homes are available for 2019-20, as shown in Figure 3.

Please also note that expenditure on FNC in Care Homes includes self-funders aged between 18 and 64 in addition to self-funders aged 65 and over.

Figures contain estimates for overhead costs.

For context, total net Local Authority expenditure on Care Homes for older people in 2020-21 was £637 million, compared to £596 million in 2018-19 (the most recent previous year for which this data is available, please see Data Sources section). Expenditure in 2020-21 is an overall increase from the £625 million spent in 2011-12.

Full data, both with and without estimated overhead costs, are available in the accompanying tables.

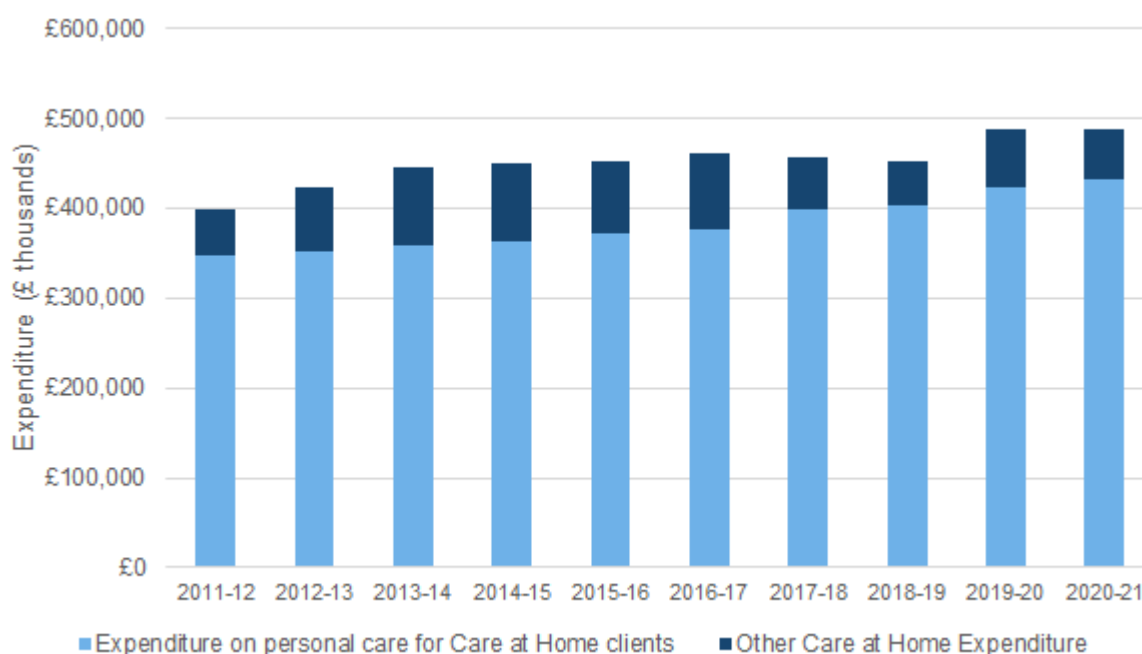
Care at Home

In 2020-21, the estimated amount spent by Local Authorities on providing personal care services to older people in their own home was £433 million, an increase from £424 million in 2019-20. Since 2011-12, this figure has increased by 25% from £347 million.

Proportionately, expenditure on personal care services for older people was 89% of all Care at Home expenditure for those aged 65 and over in 2020-21: an increase from 87% in 2019-20 and 87% in 2011-12.

Figure 4: Total expenditure on personal care services at home for Older People increased by 25% from £347 million (87% of all Care at Home expenditure) in 2011-12 to £433 million (89%) in 2020-21.

Expenditure on personal care services at home (£ thousands) and other Care at Home expenditure (£ thousands), Scotland, 2011-12 to 2020-21



Notes: Figures in this chart contain estimates for overhead costs.

For context, total Care at Home expenditure in 2020-21, £488 million, is consistent with £488 million in 2019-20 and represents an overall increase from £398 million in 2011-12.

The increase in expenditure over time may be driven by a combination of factors:

- An increasing proportion of older people are cared for at home, rather than in hospital or Care Homes.
- Care at Home workers are increasingly providing personal care services rather than domestic services.
- People living at home have increasing levels of need.
- Increasing cost of providing care at home services.

Full data are available in the accompanying tables.

Background information

Data Sources

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 (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, 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.

In 2019, this survey was updated to collect information on under 65s receiving Free Personal Care following the extension of the policy to people of all ages who are eligible. Data relating to the extension of Free Personal and Nursing Care to those aged under 65 is [available in a separate report](#).

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 in [the Local government finance statistics page](#) on the Scottish Government website.

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 2020-21 validation process, each Local Authority was sent a spreadsheet summarising their statistics for the latest year. 24 of the 32 Local Authorities provided at least a partial response.

Data on the total net expenditure on Care Homes for older people for 2019-20 is not available, as the relevant line was omitted from the 2019-20 LFR 03 in error.

Social Care Survey

Prior to 2017/18, data on Care at Home was collected and published by the Scottish Government via the Social Care Survey. Further information is available on the Social Care Survey publication, [published on the Scottish Government website](#).

Understanding the Statistics in this Report

All information in this Statistics Release is presented for financial years - from 1 April to 31 March. Information is reported for a rolling ten-year period, which in the case of this release is from 2011-12 to 2020-21.

Before the introduction of FPNC in 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 prior to the introduction of Free Personal Care. With the introduction of Free Personal Care, these services became free for all clients aged 65 and over, and for all clients aged 18 and over in 2019 with the introduction of the extension of Free Personal Care. 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.

Definitions and Eligibility

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 who has been assessed as having 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, that have been assessed as being 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. Since July 2002, people aged 65 and over can no longer be charged for personal care services provided in their own home.

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 week of the last quarter of the financial year (January, February and March) 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 2021, there were 14,600 long-stay admissions to Care Homes for older people in Scotland (PHS Care Home Census). This represents around 281 long-stay admissions every week.

Care at Home

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 to 2016-17, the Home Care Census (and from 2012-13 the Social Care Survey) had been used to provide the number of Care at Home clients at the end of March each year. Since 2017-18, the Community Care Quarterly Key Monitoring return has been used for this purpose. As a result, any comparisons with prior years should be treated with caution.

Support Services

From 2012-13 there were changes to the format of the Local Government Finance return (LFR03) that Local Authorities submitted to the Scottish Government. In order to make the figures presented here as comparable as possible with previous years, Net Expenditure on Care Homes and Net Expenditure on Care at Home for 2012-13 to 2017-18 have been adjusted to account for the change in Support Services recording. Figures from 2018-19 onwards have not been adjusted. Further information on these adjustments is available in the [Free Personal and Nursing Care 2017-18 publication](#).

Payments

In 2020-21 everyone aged 65 and over who has been assessed as requiring personal and / or nursing care services in a Care Home received £180 per week for personal care and £81 per week for nursing care.

The weekly personal and nursing care payments have increased over time. Table 1 shows the value of payments between 2003-04 and 2020-21.

Table 1: Weekly FPC and FNC payments, from 2003-04 to 2020-21

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
2015-16	£171	£78
2016-17	£171	£78
2017-18	£171	£78
2018-19	£174	£79
2019-20	£177	£80
2020-21	£180	£81

Table 1: Value of weekly FPC and FNC payments from 2003-04 to 2020-21

Limitations of the data

Since 2009-10, 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. Where Local Authorities are unable to calculate the specific cost of overheads attributed to the FPNC payments, they can either provide their own estimates, or the Scottish Government can produce an estimate for the latest year.

In 2020-21, 5 Local Authorities provided their own estimates for overheads, and the rest were calculated by applying the rates of previous years (the average across the 5 submitting Local Authorities is approximately 5% of total expenditure on FPNC payments). To take this estimation into account, expenditure figures presented in this report have been rounded to the nearest £ million, and rounded to the nearest £1,000 within the accompanying tables.

Many Local Authorities have seen a rise in personal care at home costs from 2011-12. In addition to increased demand, this is related to:

- a shift in the balance of care, away from Care Homes towards more care at home
- the introduction of equal pay provision resulting in higher wage costs
- the provision of refunds to clients for meal preparation where this was previously charged for.
- Introduction of living wage which has led to increased cost of services

Please note that numbers of people within this report and in the accompanying tables have been rounded to the nearest 10.

Data Quality

During the Quality Assurance process for this publication, some discrepancies in time series for some local authorities were identified. The relevant Local Authorities were contacted about these. Any discrepancies in data may be due to reasons such as:

- Changes in recording methodology
- Changes to the allocation of services and funding, particularly in light of the COVID-19 pandemic for financial year 2020-21

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.

Estimation of missing figures

Where data was unavailable for Local Authorities, estimates were made by calculating the total of all areas with a returned figure for the relevant financial years, as well as the percentage change of this total between financial years. This percentage change was then applied to the relevant financial year to estimate the missing figures.

Data presented in this report that are estimated in this way are:

Number of long-stay residents aged 65 and over supported in care homes:

- Orkney Islands 2018-19

Care at Home Clients aged 65 and over:

- Orkney Islands 2018-19
- East Ayrshire 2020-21

Clients aged 65 and over receiving personal care services for free at home:

- Scottish Borders 2018-19, 2019-20, 2020-21
- East Ayrshire 2020-21

Average weekly hours of personal care at home:

- Scottish Borders 2018-19, 2019-20, 2020-21
- East Ayrshire 2020-21
- No data on the average weekly hours of personal care at home from 2011-12 to 2020-21 is available for Glasgow City, due to the historic omission of hours for self-directed support clients from the data. Where calculations have been made to find the average number of hours of care per client in Scotland, the total number of clients from Glasgow City has been subtracted from the total number of clients in Scotland.

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
- are explained well

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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](#).

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