



**Joint Improvement Team
and
Association of Directors of Social Work**

**Analysis of
Home Care National Statistical Returns
and Local Authority Survey**

February 2009

Introduction

The two analyses in this report were prepared, in their initial formats, for the national 'Into the Spotlight' conference held on 2nd December 2008, sponsored by the Chartered Institute of Housing, the Association Community Health Partnership, the Association of Directors of Social Work and the Joint Improvement Team .

The analyses are:

1. An Analysis of the National Statistical Returns for local Authorities

This uses information from the 'H1' statistical returns provided each April to the Scottish Statistical Division by local authorities. The analysis uses information from the 2001/2 and 2006/7 returns. Andrew Reid carried out this analysis.

2. The Joint Improvement Team/ Association of Directors of Social Work survey questionnaire of Scottish local authorities.

The survey was carried out by Jim Verth with the cooperation of the Association of Directors of Social Work Home Care Sub Group in the Summer of 2008 and completed by 23 authorities. The analysis and report were undertaken by Gerry Graham and Alex Davidson.

Together, the two reports provide an opportunity to compare information collected from two separate surveys in relation to home care services in Scotland.

Analysis of National Statistical Returns

National Context and Information

Definition

Home care services in Scotland provide for a range of domestic assistance, which can include house cleaning, shopping and pension collecting, usually on a means tested basis, and for free personal care¹, defined in legislation as including support with: personal assistance; personal hygiene; continence management; food and diet; problems with immobility; counselling and support; and simple treatments. Home care services can also incorporate or work alongside housing support services, which have been defined in regulation² as including general counselling and support, and advice and assistance in various defined ways.

Policy context and home care services

The Social Work (Scotland) Act 1968 says in section 14 (1) that:

“It shall be the duty of every local authority to provide on such scale as is adequate for the needs of their area, or to arrange for the provision on such a scale as is so adequate of domiciliary services for households where such services are required owing to the presence, or the proposed presence, of a person in need or a person who is an expectant mother or lying-in, and every such authority shall have power to provide or arrange for the provision of laundry facilities for households for which domiciliary services are being, or can be, provided under this subsection.”

For 40 years, therefore, home care services have been a key feature of social care provision. For the last 20 years, government policy has emphasised the need to shift in the direction of supporting people at home rather than in institutional settings, such as care homes, and there is now an increasing concern to provide such supports as a way of preventing hospital admission and enabling discharge. These policy directions both feature as measures within the current community care outcomes framework.

¹ Personal Assistance: Assistance with dressing, surgical appliances, prostheses, mechanical and manual aids. Assistance to get up and go to bed. Transfers including the use of a hoist
Personal Hygiene: Bathing, showering, hair washing, shaving, oral hygiene, nail care
Continence Management: Toileting, catheter/stoma care, skin care, incontinence laundry, bed changing
Food and Diet: Assistance with the preparation of food and assistance with the fulfilment of special dietary needs
Problems with Immobility: Dealing with the consequences of being immobile or substantially immobile
Counselling and Support: Behaviour management, psychological support, reminding devices
Simple Treatments: Assistance with medication (including eye drops), application of creams and lotions, simple dressings, oxygen therapy

² The Housing (Scotland) Act 2001 (Housing Support Services) Regulations 2002

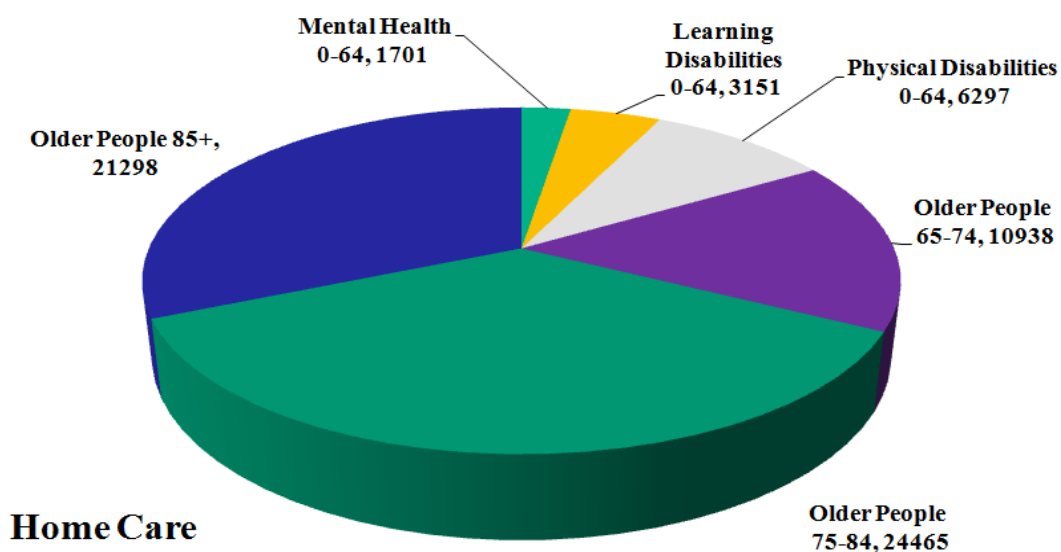
Use, Level and Rates of Home Care Services

The latest local authority statistical return, for 2006/07, indicates that local Councils either provided or purchased nearly 650,000 hours of home care service every week to provide support to about 76,000 people at a cost of £305 million for the year. This represented a growth of nearly one third in the total expenditure and hours provided over the previous five year period. Within the total grant expenditure of £307 millions for supporting people from community care groups in 2005/06, £100 million was for older people, £139 m. for learning disability services, £42.5 m. for mental health.

Growth in Home Care 2002 - 2007				
	No. of service users	No. of service hours		Net Expenditure
				£millions
2001/02	67,211	452,758		£208
2006/07	75,935	645,043		£305
% Growth	11%	30%		32%
Source: Home Care Statistical Return H1			Source: LFR	
Housing Support Services				
				2005/06
2005/06 - Community Care Groups	117,811			£307
Source: Supporting People Statistical Return				

It is important to note, that whilst an additional number of people also purchase home care services privately, that by far the biggest source of support to people at home in Scotland is still family carers, with about 200,000 older people in Scotland, for example, supported by a carer.

In relation to local authority provided and arranged home care services, 80% of service users older people aged 65 plus, and of the 20% under 65 years nearly a half have physical disabilities and a fifth have learning disabilities. Amongst older people, the great majority of home care service time is provided to people over 75 years of age. With respect to housing support services, 47% of people receiving such services are aged 65 plus, and 19% are recorded as having physical disabilities, learning disabilities, mental health problems, addictions or other health problems. Some people will receive both home care, for example, personal care and housing support, for example sheltered housing warden service.



Amongst older people significantly more women receive home care services than men, and in relation to all of those receiving home care services the proportion of women receiving services increases with age, starting from a fairly even balance between women and men amongst people under 65 years.

Age, client group and gender of people receiving home care services, 2007*						
	0-64	65-74	75-84	85+	Total	Hous. Supp.
Male	47%	40%	30%	24%	33%	43%
Female	53%	60%	70%	76%	67%	57%
Total People -- Home Care	20%	15%	35%	30%	100%	100%
Total People – Hous. Supp.	50%	14%	21%	15%		

*Source: Home Care Statistical Return H1

The data gathered nationally from local returns indicates that a balance is still being maintained between low-level services. Of the 57,187 people aged 65 plus, who were receiving home care service, 41,386 were receiving personal care at home, which suggests that just under 16,000 were receiving a domestic assistance service only. On the assumption that this domestic assistance (house cleaning and shopping) involved less than four hours of service per week, it appears that just over a quarter of older people receiving home care assistance are getting a domestic only service, helping to support them at home, offering relief to carers, and preventing a deterioration in their circumstances.

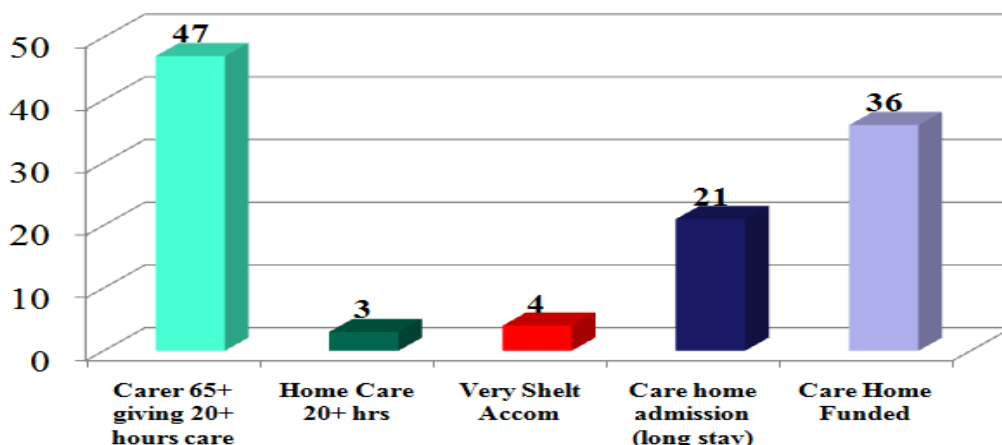
At the other end of the service level spectrum, 31% of people under 65 who receive a home care service get more than 10 hours of home care support per week, and 24% of older people receive this level of support. However, compared to the 40,000 older people who are aged 65+ and themselves providing more than 20 hours a week of support to someone as a carer, there are only about 3,000 older people receiving more than 20 hours a week from home care services.

Levels of Home Care and Housing Support Service Use							
	2 Hours or less	Between 2 and 4 Hours	Between 4 and 10 Hours	Between 10 - 20 Hours	20 Hours or more	Continuous Support	Total Service Users
Home Care Under 65	2,271	3,229	3,766	2,000	2,204		13,470
	17%	24%	27%	15%	16%		100%
Home Care Aged 65+	12,569	13,656	16,842	11,131	2,989		57,187
	22%	24%	30%	19%	5%		100%
Hsng Spprt All Ages	Between 1&4 Hrs		From 5 – 19 Hours		20+ Hrs	Continuou s	
Accomm. Linked	17,757		6,917		3,573	12,697	40,944
	43%		17%		8.7%	31%	100%
Floating	58,324		14,433		3,198	304	76,259
	76%		19%		4%	0.4%	100%
Source: SEHD Community Care Statistics - H1 Return and Supporting People Return 2006/07							
Est. Carer pop. 2008	Between 1 and 19 Hrs				20-49 Hr	50+ Hours	
Carers aged 50-64 yrs	106,025				21,294	40,690	
Carers aged 65+ years	33,612				8,299	31,954	
	46%				11%	43%	

So, especially in relation to older people, the level of very intensive support (20 hours or more per week), which would provide a real alternative to care home residence is only provided to 5% of home care service users. In

Scotland, around 3,000 older people are being provided with more than 20 hours of home care a week, at the same time about 32,500 older people are publicly funded in care homes. Whilst this report is focusing on home care services, it is worth noting, within the context of comment about resources providing an alternative to care home provision, that there are only about 4,000 very sheltered accommodation places in Scotland.

Rates of Support per 1000 People 65+



The extent of the variation between Council areas can be seen in relation to the rates of home care provided at different levels, the rates of availability of very sheltered accommodation (low everywhere) and the rates of permanent admission to care homes and funding of care home placements for older people.

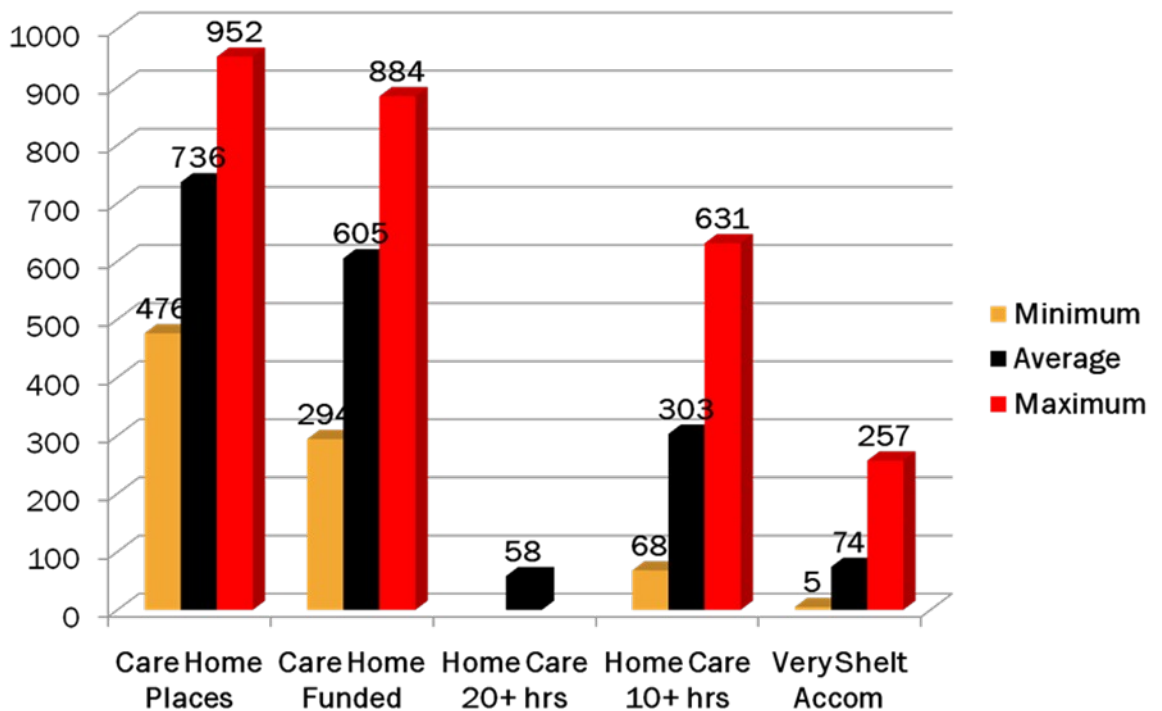
Variations in Rates of Support per 1000 People 65+ between Council areas in Scotland							
	receiving home care	Home Care 0-2 hrs	Home Care 2-4 hrs	Home Care 4-10 hrs	Home Care 10-20 hrs	Home Care 10+ hrs	Home Care 20+ hrs
Low	3.9	0.3	0.9	1	-	0.4	-
Avg	6.8	1.4	1.6	2.0	1.3	1.8	0.3
Hig h	12.6	3.9	2.9	3.9	-	3.8	-
	Very Shelt Accom. Places	Admitted to care home	Care Home Funded		Net Expenditur e Care Homes		Net Expenditur e Home Care
Low	0.0	0.3	1.8		£24		£27
Avg	0.4	2.1	3.6		£61		£36
Hig h	1.5	3.0	5.3		£86		£49

Balance of Care

Rates of provision have been applied to the Scottish population to illustrate what the national rates of service would be for the main service areas for older people if the national rate represented: a) the average level of provision across all local authority areas b) the same level as the authority with the lowest rate of provision; and c) the same level as the mainland authority with the highest rates of provision. The resulting picture provides evidence of three main features:

- Very significant variations in rates of service (noting also that a high rate of care home funded places does not mean a lower rate of home care, and vice versa).
- Very poor performance across the whole country in providing intensive home care at 20+ hours per week, which would provide a real alternative to care home provision for many people, and on average only one older person provided with 10+ hours of home care in their own homes for every two living in a funded care home place.
- A very low-level of very sheltered accommodation provision compared with the number of care home places.

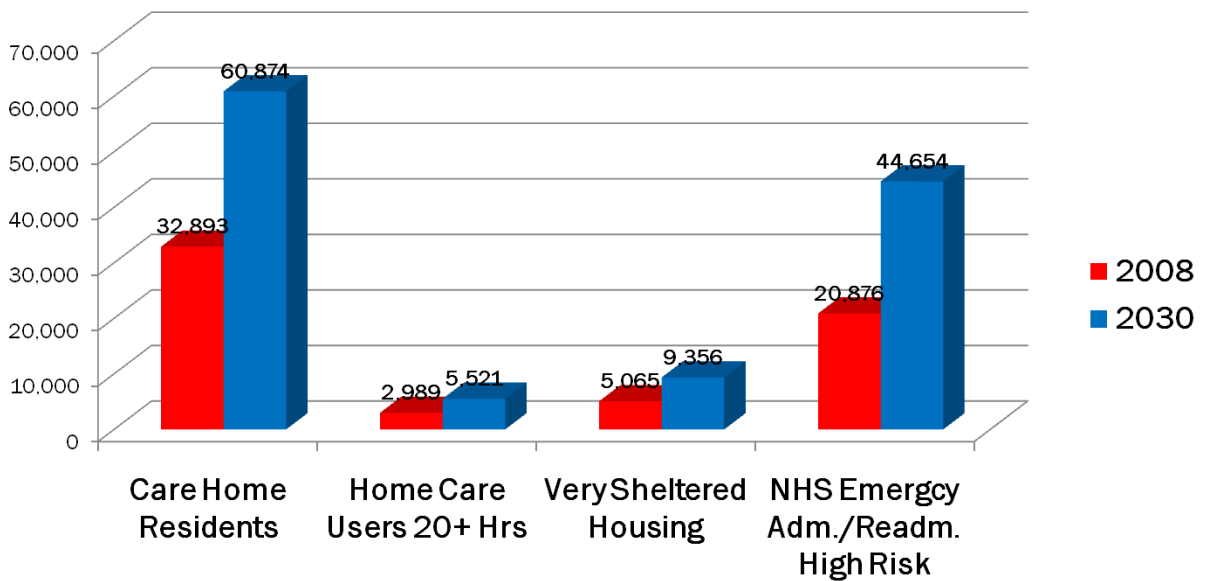
Balance of Care



Minimum, Average and Maximum Comparators per 100,000 Total Population in Scotland

The need for services increases significantly with age, long-term conditions and proximity to death. If there is no change in practice in relation to the availability of support services for people in their own homes or through extra care housing, and services are simply increase against demographic change and the additional number of very old people, then maintaining the 2005 care home resident level would require an additional 560 fifty bedded care homes in Scotland by 2030, and the number of older people admitted to NHS acute beds following emergency or repeat admissions would more than double.

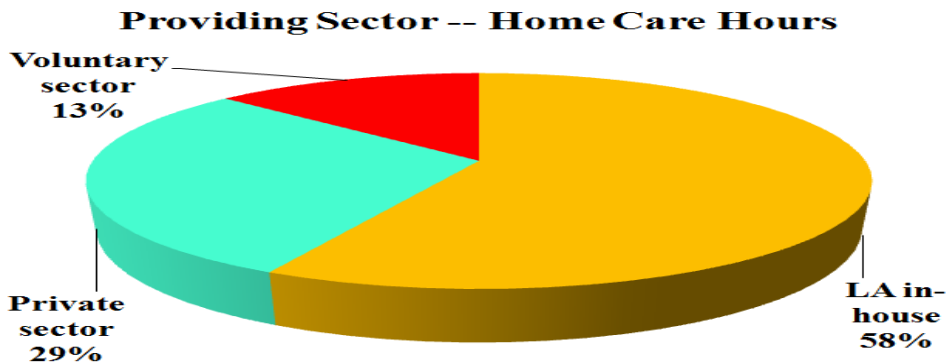
No change in practice - Increase service against population



By far the greatest amount of care and support for older people at home is provided by family carers. Long-term planning of home care services also needs to take account of carers' needs, particularly for short break/respice services.

Providers of Home Care and Housing Support Services

Whilst the rate of provision of various services and rates of expenditure vary significantly between Council areas across Scotland, this is also true of the balance between providers. The proportion of home care hours directly provided by Council staff ranges from 11% in one Council area to 100% in another – and, conversely, the range of hours provided by private and voluntary sector providers ranges from 89% to none. The average hours provided across Scotland amounts to 58% directly provided by local authorities and 42% purchased by Councils from private and voluntary sector providers.



Over the five-year period to 2007, there was a doubling from 13% to 26% in the number of people funded by local authorities and receiving home care from private and voluntary sector providers and an increase of 20% to 43% in the proportion of home care hours provided by private and voluntary sector providers.

Home Care -- Proportion of service by home care provider					
	LA in-house	Private sector	Voluntary sector		Total
Number of service users by home care provider					
2002	87%	8%	5%		100%
2007	74%	19%	7%		100%
Number of service hours by home care provider					
2002	77%	14%	8%		100%
2007	57%	29%	13%		100%
Housing Support Services -- Proportion of Service by Housing Support Provider					
	LA SW/Hsg	Private	Voluntary	RSL	
2006	58%	2%	18%	25%	

Source: Home Care Statistical Return H1 and Supporting People Return

Workforce

Detailed information is available about staff in Scottish Local Authority Social Work Services. This indicates that 29% of the whole time equivalent establishment staff and 33% of all staff within social work services are home care staff & managers, with a total of 18,911 and 12,661 whole time equivalent home care workers and managers. Amongst the various factors, including training, which can be found in the data, the information on staff by each group suggests the significant issues to be faced in workforce planning are related to the current proportion of staff aged over 50 years, and small proportion of younger staff under 30 years.

Local Authority Home Care Staff by Age Group -- 2007				
Age Group	16-29	30-49	50+	Total
Home Care Staff & Managers	1059	9304	8548	18,911
	6%	49%	45%	
Whole Time Equivalent				12,661

Staffing returns are not available in the same way for home care staff working in the voluntary and private sectors, but a survey carried out by Scottish Care at Home provides some indication of the number of employees in home care across those sectors, suggesting that there are at least 33,000 people working in home care services in Scotland.

Employment in Home Care Services				
Employer	Number of workplaces	Number of employees	% of total workplaces	% of total employees
Local Auth.	125	16,489	17%	50%
Voluntary	415	8,896	56%	27%
Private	205	7,660	27%	23%
NHS Board	1			
Total	746	33,045	100%	100%
Source: Scottish Care at Home Survey -- extrapolation from sample of 98 (13%) returns				