



for health and social care

Personal Social Services Expenditure and Unit Costs England, 2009-10

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Summary

The Personal Social Services Expenditure return (PSSEX1) collects detailed information on Personal Social Services (PSS) expenditure. Data collected within the PSSEX1 is used by the Care Quality Commission (CQC) to monitor the performance of Social Services across councils. From 2008-09 information has been collected for Adults social care expenditure only, children's social care expenditure is now the responsibility of the Department for Children, Schools and Families¹.

Information within this report is the final data for 2009-10 and supersedes the provisional data published in November 2010.

Main Findings - Personal Social Services Expenditure and Unit Cost: England 2009-10

Overall

- Local Authorities have reported an increase in Adult Social Service Gross Current Expenditure from £16.1 billion in 2008-09 to £16.8 billion in 2009-10, this is approximately 5 per cent in cash terms and 3 per cent real terms. Over a longer term, this represents a real term increase of 10 per cent since 2004-05 and 47 per cent over the 10 years from 1999-00.

By Client Group

- Expenditure on adults aged 18-64 with a Learning Disability has increased from £3.8 billion in 2008-09 to £4.0 billion in 2009-10 (5% in cash terms and 4% in real terms).
- Expenditure on Older People has increased from £9.1 billion in 2008-09 to £9.4 billion in 2009-10 (3% in cash terms and 2% in real terms).

By Service Provision

- Expenditure on Residential Care for older people (aged 65 and over) has increased by 2 per cent in real terms to £3.4 billion in 2009-10. However expenditure on nursing care for older people fell by less than 2 per cent in real terms to £1.4 billion.
- Expenditure on Day/Domiciliary (non-Residential) care spend has increased in cash terms in 2009-10 by 5 per cent in real terms to £6.9 billion. This is in line with Government policy to improve independence, choice and promote people's ability to live at home.
- The expenditure on Direct Payments for adults increased by 31 per cent in real terms to £815 million in 2009-10. The percentage of expenditure used for direct payments for adults continued to increase to 5 per cent of the overall gross current expenditure in 2009-10.

Unit Costs

- The average cost per adult aged 18 and over supported in residential care, nursing care or intensively in their own home was £609 per person per week in 2009-10, an increase from £593 in 2008-09 (3% in cash terms and 1% in real terms).
- The unit cost of providing nursing care to adults with mental health needs has increased by 4 per cent in cash terms and 2 per cent in real terms from £648 per person per week in 2008-09 to £673 in 2009-10.
- The unit cost of providing residential and nursing care to adults with Learning disabilities has increased by 8 per cent in cash terms and 7 per cent in real terms from £1,125 per person per week in 2008-09 to £1,218 in 2009-10.

Grants

- Grants for adults and older people amounted to £290 million in 2009-10 which was an increase of 10 per cent in real terms and 12 per cent in cash terms. Grants as a proportion of "provision by others" remained unchanged at 2 per cent.

¹ www.dcsf.gov.uk

1 Introduction

The data in this report for 2000-01 onwards are derived from a return (PSS EX1) which Councils with Adult Social Services Responsibilities (CASSRs) in England made to the Department of Health (DH) annually until 2003-04 and from 2004-05 to the NHS Information Centre for health and social care (IC).

In 2007-08 information was collected separately for Children's and Adults Social Care expenditure. From 2008-09 the expenditure on Children's social services became the responsibility of the Department of Children, Schools and Families and was removed from the PSS Ex1 return. This report provides information for Adults Expenditure only².

Information within this report is the final data for 2009-10 and supersedes the provisional data published in November 2010.

A percentage increase or decrease between two years can be provided as an actual increase (cash) and adjusted (real) to remove the effect of inflation between two years. Figures quoted in this report are real changes unless otherwise stated. More information on the process of obtaining these adjusted figures is available in Editorial notes section.

² The equivalent children's expenditure report can be found at <http://www.education.gov.uk/schools/adminandfinance/financialmanagement/schoolsrevenuefunding/Copy%20of%20section251/archive/a0071834/outturn-data-archive>

2 Current Expenditure

Expenditure on Personal Social Services for adults in 2009-10 is shown in **Table 2.1**, broken down by client group. Expenditure data are presented on both a gross and net basis, both including and excluding capital charges. Expenditure is also split between own provision and provision by others (purchased from other providers); for years prior to 2000-01 this split was only available from the Chartered Institute for Public Finance and Accountancy (CIPFA) returns.

Table 2.2 shows the percentage change in Personal Social Services expenditure between 2008-09 and 2009-10, by client group in real and cash terms.

Gross total cost including capital charges spent on adults services was £19.2 billion during 2009-10.

Gross total cost was £12.5 billion for provision by others and £6.4 billion for own provision. 14 per cent of gross current expenditure was recouped in sales, fees and charges, equal to the percentage recouped in 2008-09.

In 2009-10, gross current expenditure by Councils with Adult Social Services Responsibilities in England on Personal Social Services was £16.8 billion, an increase of 5 per cent in cash terms and an increase of 3 per cent in real terms compared to the previous year.

Of the £16.8 billion gross current expenditure spent on adults services the majority of monies were spent on services for older people, £9.4 billion (56%). The greatest increase in Gross Current Expenditure between 2008-09 and 2009-10 in real monetary terms was for the older adults aged 65 and over group which saw an increase of £313 million (3% in cash terms and 2% in real terms) Gross current expenditure increased in real terms for all primary client group categories.

The figures in the table include administrative costs and overheads for certain centrally organised functions such as training, catering, transport and clerical support costs, allocated to each client group.

The large percentage changes in table 2.2 are due to the expenditure figures being small in these areas and so a small change in cash terms can sometimes be a large percentage change.

Table 2.1: Expenditure on Personal Social Services (PSS), 2009-10¹

England

£millions

	Service Strategy	Older People (65 and over)	Physically disabled adults (18-64)	Adults with a Learning Disability (18-64)	Adults with mental health needs (18-64)	Asylum seekers	Other adult services	Total Adults PSS
Gross total cost								
Own provision								
Expenditure including capital charges	60	3,290	570	1,620	560	30	230	6,370
Expenditure excluding capital charges	60	3,150	550	1,510	550	30	220	6,080
Provision by others								
Expenditure including capital charges	-	6,520	1,170	3,720	790	10	300	12,510
Grants to voluntary Organisations	-	120	30	40	60	-	30	290
Expenditure excluding capital charges ²	-	6,630	1,200	3,760	850	10	330	12,780
Total including joint arrangements								
Expenditure including capital charges	60	9,930	1,770	5,380	1,410	40	560	19,170
Expenditure excluding capital charges	60	9,780	1,750	5,270	1,400	40	550	18,860
Income								
Client contributions (sales, fees and charges)	-	1,930	100	260	50	-	-	2,340
Joint arrangements	-	50	30	230	30	-	30	370
Income from the NHS	-	230	50	820	120	-	50	1,270
Other income	-	120	30	210	30	10	20	410
Total income (including joint arrangements)	-	2,320	200	1,510	240	10	110	4,400
Net current expenditure ³	60	7,460	1,550	3,760	1,160	30	450	14,460
Net total cost ⁴	60	7,610	1,570	3,870	1,180	30	450	14,780
Gross current expenditure ⁵	60	9,390	1,650	4,010	1,220	30	450	16,810

- Less than £5 million

1. Including expenditure funded from the Supporting People grant that councils have classified as Social Services expenditure rather than housing expenditure.

2. Includes grants to voluntary organisations.

3. Expenditure excluding capital charges less total income.

4. Expenditure including capital charges less total income.

5. Expenditure excluding capital charges less income from joint arrangements NHS and other income.

Data may not add up due to rounding.

Table 2.2: Percentage change in Personal Social Services Current Expenditure¹ 2008-09 to 2009-10 in real and cash terms

England	<i>Percentage</i>															
	Service Strategy		Older People (aged 65 and over)		Physically disabled adults (18-64)		Adults with a Learning disabled adults (18-64)		Adults with mental health needs (18-64)		Asylum seekers		Other adult services		Total Adults PSS	
	Real	Cash	Real	Cash	Real	Cash	Real	Cash	Real	Cash	Real	Cash	Real	Cash	Real	Cash
Gross total cost																
Own provision																
Expenditure including capital charges	5	7	0	1	0	1	3	5	-2	0	7	9	4	6	1	2
Expenditure excluding capital charges	5	7	0	1	0	1	1	3	-2	0	7	9	2	4	0	2
Provision by others																
Expenditure including capital charges	-24	-23	3	5	6	8	11	13	7	9	13	15	6	8	6	8
Expenditure excluding capital charges	-32	-31	3	5	6	8	11	13	8	10	13	15	7	9	6	8
Total including joint arrangements ²																
Expenditure including capital charges	4	6	2	4	4	5	9	10	4	5	8	10	6	7	4	6
Expenditure excluding capital charges	3	5	2	4	4	6	8	10	4	6	8	10	5	7	4	6
Income																
Client contributions (sales, fees and charges)	47	50	4	6	2	4	5	6	-7	-5	-24	-22	-47	-46	4	5
All other income	26	28	8	9	2	4	25	27	12	14	10	11	-24	-22	15	17
Total income (including joint arrangements)	27	29	5	6	2	4	21	23	7	9	8	9	-25	-23	9	11
Net current expenditure ³	2	4	1	3	4	6	4	5	3	5	8	10	16	18	3	4
Net total cost ⁴	2	4	1	3	4	6	4	6	3	5	9	10	17	19	3	5
Gross current expenditure ⁵	2	4	2	3	4	6	4	5	3	5	8	10	15	17	3	5

1. Including expenditure funded from the Supporting People grant that councils have classified as Social Services expenditure rather than housing expenditure.

2. Includes grants to voluntary organisations.

3. Expenditure excluding capital charges less total income.

4. Expenditure including capital charges less total income.

5. Expenditure excluding capital charges less income from joint arrangements NHS and other income.

6. Grants to voluntary organisations has been removed from the table due to the base for the percentage calculations being very small. For the same reason the income from Joint arrangements, the NHS and Other income have been grouped.

Data may not add up due to rounding.

Figure 2.1 shows that services for older people accounted for 56 per cent of the total gross current expenditure. 24 per cent was spent on services for learning disabled, 10 per cent on physically disabled, 7 per cent on adults with mental health needs and 3 per cent on services for other adults. The final 1 per cent was spent on asylum seekers and service strategy.

Figure 2.1: Client group as a percentage of gross current expenditure, 2009-10

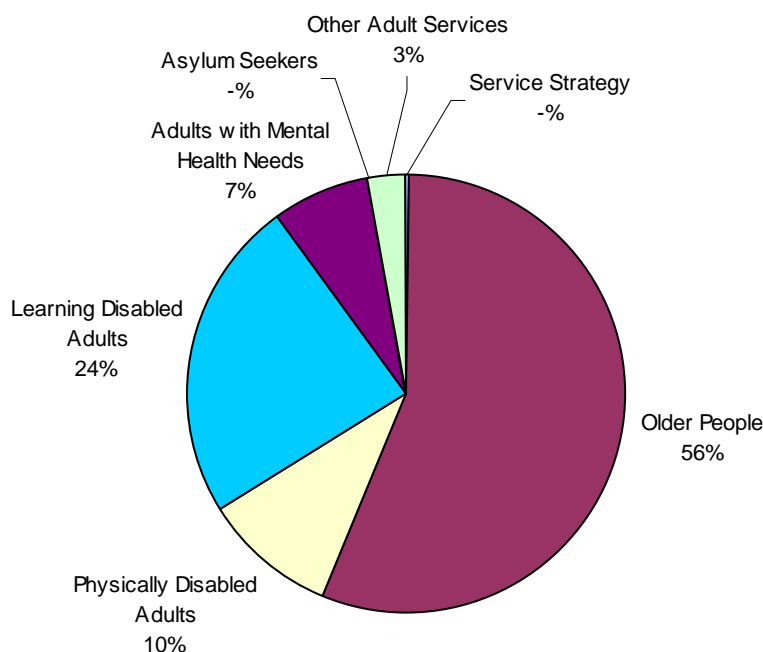


Table 2.3 breaks down Personal Social Services gross current expenditure for the main client groups into three categories. Assessment and care management covers the process of receiving referrals, assessing need, defining eligibility, arranging for packages of care to be provided and reviewing the quality of and continued relevance of that care, including field social work costs. The remaining two categories are residential provision and day and domiciliary provision. Day and domiciliary provision includes Supporting People expenditure; this is given in more detail in **Table 4.2**.

Nearly half (47%) of the £16.8 billion spent in 2009-10 was spent on residential care. £4.9 billion (63%) of the £7.8 billion expenditure on residential provision was spent on older people aged 65 and over.

Nearly half (49%) of the £6.9 billion expenditure on day and domiciliary provision was spent on older people (£3.4 billion).

Table 2.3: Gross Current PSS Expenditure by type of provision, 2009-10¹

England		£millions		
Category	Total	Assessment and Care Management	Residential Provision	Day and Domiciliary Provision
Service Strategy	60	60	.	.
Older People (aged 65 and over)	9,390	1,060	4,920	3,410
Physically Disabled Adults (18-64)	1,650	250	420	970
Learning Disabled Adults (18-64)	4,010	270	2,050	1,690
Adults with Mental Health Needs (18-64)	1,220	370	420	420
Asylum Seekers	30	20	.	20
Other Adult Services	450	30	.	410
Total PSS⁵	16,810	2,060	7,820	6,920

. Not applicable

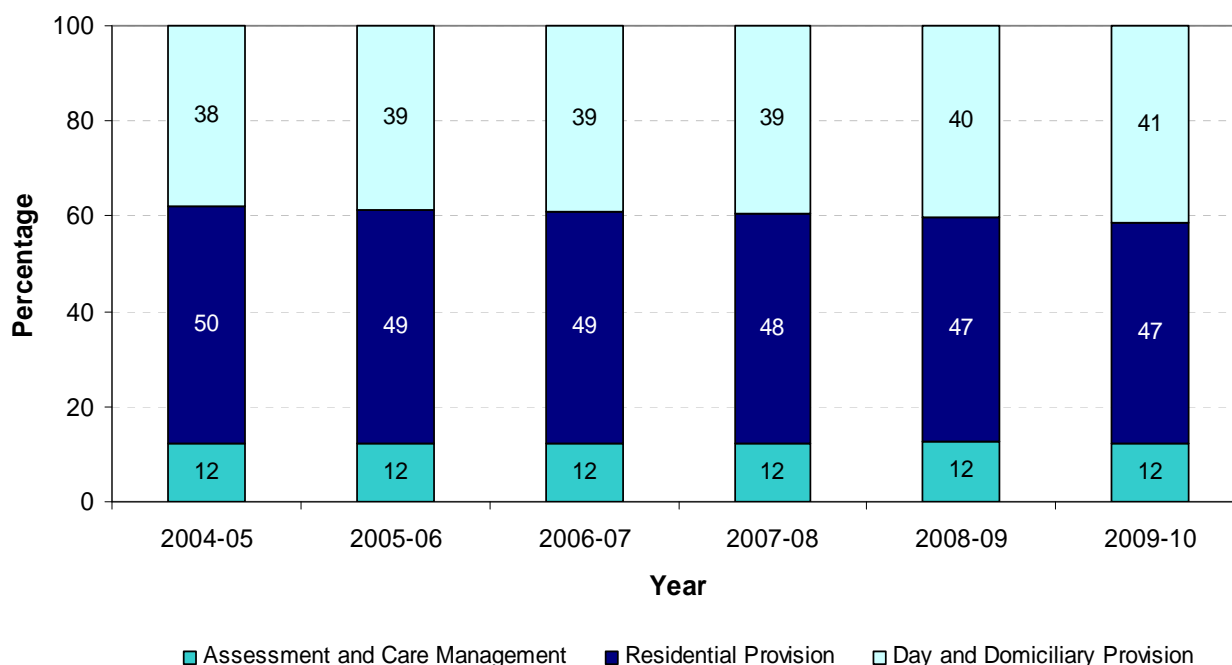
1. Including expenditure funded from the Supporting People grant that councils have classified as Social Services expenditure rather than housing expenditure.

Due to rounding the individual items may not sum to the total.

Figure 2.2 shows the share of gross current expenditure by type of provision for adults by all client types from 2004-05 to 2009-10. The percentage of expenditure on residential care has fallen by 3 percentage points from 2004-05 while there has been a corresponding increase in the percentage of expenditure on day and domiciliary provision (3%) and assessment and care management has remained the same over the five year period.

In 2009-10 the provision of residential provision accounted for 47 per cent of the gross current expenditure on adults. The provision of day and domiciliary care accounted for 41 per cent of the current expenditure which is an increase of 1 percentage point from 2008-09. The remaining 12 per cent of expenditure was on assessment and care management.

Figure 2.2: Type of provision as a share of gross current expenditure¹ for adults by all client types, 2004-05 to 2009-10



1. Including expenditure funded from the supporting people grant that councils have classified as social services expenditure rather than housing expenditure.

2. Due to rounding, the totals may not add up to 100

3 Trends in Expenditure

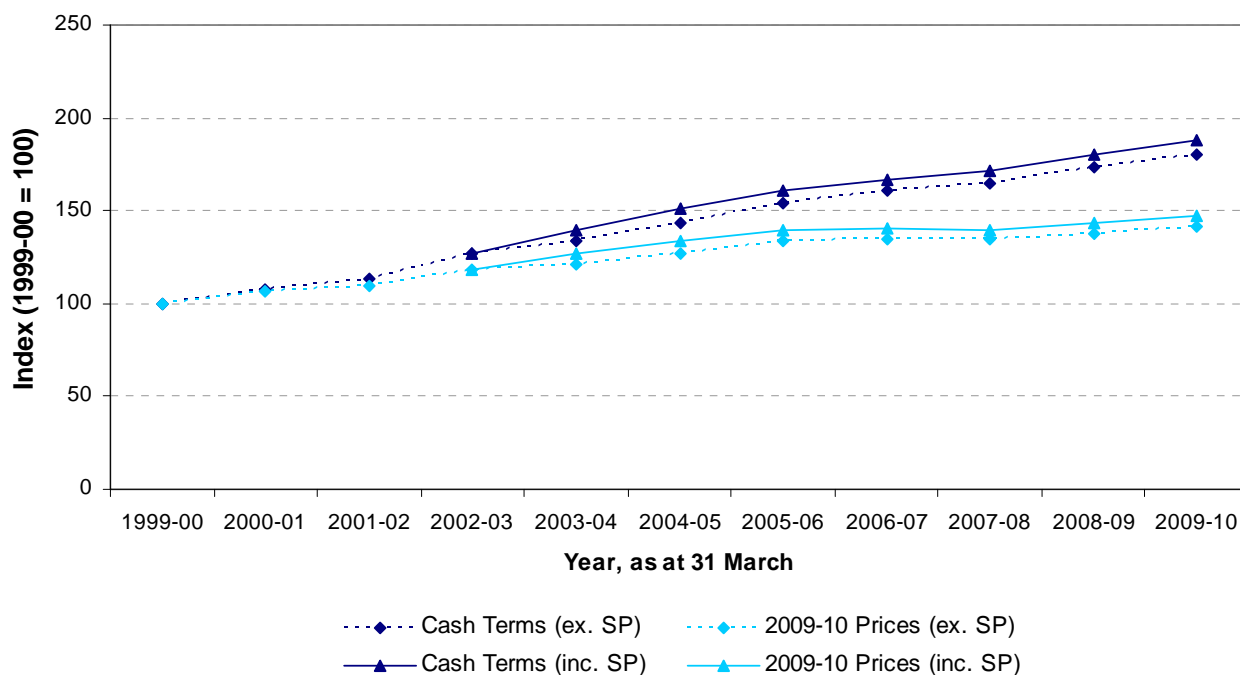
The historical trend in PSS current expenditure on adults is shown in **Table 3.1**. This shows the increase in cash and real terms, where the effects of inflation are adjusted for. For a further explanation of the Gross Domestic Product (GDP) adjustment see **Editorial notes**.

Expenditure from 2002-03 includes preserved rights clients, which are defined as those who were in receipt of a preserved rights income up to 8 April 2002 but were not supported by the council before that date.

Expenditure from 2003-04 includes funding through the Supporting People grant (£675 million in 2009-10). However, it excludes amounts paid to residential homes by the NHS to cover free nursing care which reduces gross expenditure and net expenditure. Expenditure on the Supporting People grant has remained relatively stable since 2003-04. In 2009-10 expenditure on the Supporting People grant accounted for 4 per cent of total gross current expenditure.

Table 3.1 and **Figure 3.1** show gross current expenditure on PSS has increased in cash terms and in real terms from 2008-09. From 2004-05 it has increased by 25 per cent in cash terms and 10 per cent in real terms, and by 88 per cent cash terms and 47 per cent in real terms in the last 10 years since 1999-00.

Figure 3.1: Gross Current Expenditure on Adult Social Services 1999-00 to 2009-10.



1. Figures for earlier years converted to 2009-10 prices using the Gross Domestic Product deflator.
2. The figures from 2002-03 include the cost of residential and nursing placements for adults and older people with Preserved Rights
3. Expenditure funded from the Supporting People (SP) grant that councils have classified as Social Services expenditure rather than housing expenditure was introduced from 2003-04 onwards.
4. 1999-00 to 2006-07 figures include estimates for Service Strategy and Asylum Seekers Assessment and Care Management apportioned to Adult services using proportions based on 2007-08 data. From 2007-08 onwards this information was collected separately.

Table 3.1: Gross Current and Net Current Expenditure from 1994-95 to 2009-10

England		£millions							
Year	Gross				Net				
	Cash Terms (ex. SP)	2009-10 Prices (ex. SP)	Cash Terms (inc. SP)	2009-10 Prices (inc. SP) ²	Cash Terms (ex. SP)	2009-10 Prices (ex. SP) ²	Cash Terms (inc. SP)	2009-10 Prices (inc. SP) ²	
1994-95	5,500	8,020			4,660	6,780			
1995-96	6,290	8,910			5,250	7,430			
1996-97	7,050	9,620			5,760	7,860			
1997-98	7,610	10,120			6,120	8,140			
1998-99	8,200	10,680			6,470	8,420			
1999-00	8,930	11,410			6,980	8,920			
2000-01	9,620	12,130			7,500	9,460			
2001-02	10,110	12,470			7,910	9,760			
2002-03	11,320	13,520			9,040	10,800			
2003-04	11,900	13,830	12,480	14,510	9,870	11,470	10,440	12,140	
2004-05	12,840	14,520	13,500	15,260	10,880	12,310	11,530	13,040	
2005-06	13,740	15,260	14,360	15,950	11,730	13,030	12,330	13,690	
2006-07	14,320	15,390	14,900	16,010	12,260	13,170	12,810	13,770	
2007-08	14,700	15,350	15,270	15,960	12,570	13,130	13,130	13,720	
2008-09	15,470	15,720	16,080	16,340	13,250	13,470	13,850	14,080	
2009-10	16,130	16,130	16,810	16,810	13,800	13,800	14,460	14,460	

1. 1994-95 to 2006-07 figures include estimates for Service Strategy and Asylum Seekers Assessment and Care Management apportioned to Adult services using proportions based on 2007-08 data. From 2007-08 onwards this information was collected separately.

2. Converted from cash terms using the Gross Domestic Product (GDP) deflator.

3. The total expenditure from 1995-96 to 1999-00 includes Other Expenditure NES.

4. Expenditure funded from the Supporting People (SP) grant that councils have classified as Social Services expenditure rather than housing expenditure was introduced from 2003-04 onwards.

5. The figures from 2002-03 include the cost of residential and nursing placements for adults and older people with Preserved Rights

Table 3.2 provides gross current expenditure by client group since 2004-05. The table shows that for all client groups there has been a rise in expenditure over the last five years. The largest increase in absolute monetary terms has been for older adults (65 and over), which has increased by £1.4 billion since 2004-05. There has also been an increase of 41 per cent in cash terms of £1.2 billion on services for adults with a learning disability in the same period.

Table 3.2: Gross Current Expenditure by client group from 2004-05 to 2009-10.

England	£millions					
	2004-05	2005-06	2006-07	2007-08	2008-09	2009-10
Service Strategy ¹	..	..	..	90	60	60
Older People (aged 65 and over)	7,970	8,390	8,660	8,770	9,080	9,390
Adults with Physical Disabilities (18-64)	1,240	1,360	1,420	1,480	1,560	1,650
Learning Disabled Adults (18-64)	2,850	3,110	3,290	3,450	3,810	4,010
Adults with Mental Health Needs (18-64)	1,000	1,060	1,070	1,120	1,160	1,220
Asylum Seekers ¹	..	..	..	20	30	30
Other Adult Services	310	320	370	340	380	450
Total¹	13,500	14,360	14,900	15,270	16,080	16,810

1. 2004-05 to 2006-07 total figures include estimates for Service Strategy and Asylum Seekers Assessment and Care Management apportioned to Adult Services using proportions calculated using 2007-08 data. From 2007-08 onwards this information was collected separately.

.. data is unavailable.

Table 3.3 provides gross current expenditure by client group since 2004-05, with figures adjusted to 2009-10 terms using GDP deflators. It shows that the increase for adults with a learning disability seen in **Table 3.2** is £790 million in real terms (24%) since 2004-05.

Table 3.3: Gross Current Expenditure adjusted to 2009-10 prices¹ by client group from 2004-05 to 2009-10.

England	£millions					
	2004-05	2005-06	2006-07	2007-08	2008-09	2009-10
Service Strategy ²	..	..	..	90	60	60
Older People (aged 65 and over)	9,010	9,320	9,310	9,160	9,230	9,390
Physically Disabled Adults (18-64)	1,400	1,510	1,530	1,540	1,580	1,650
Learning Disabled Adults (18-64)	3,220	3,450	3,540	3,610	3,870	4,010
Adults with Mental Health Needs (18-64)	1,130	1,170	1,150	1,170	1,180	1,220
Asylum Seekers ²	..	..	..	30	30	30
Other Adult Services	350	360	390	360	390	450
Total ²	15,260	15,950	16,010	15,960	16,340	16,810

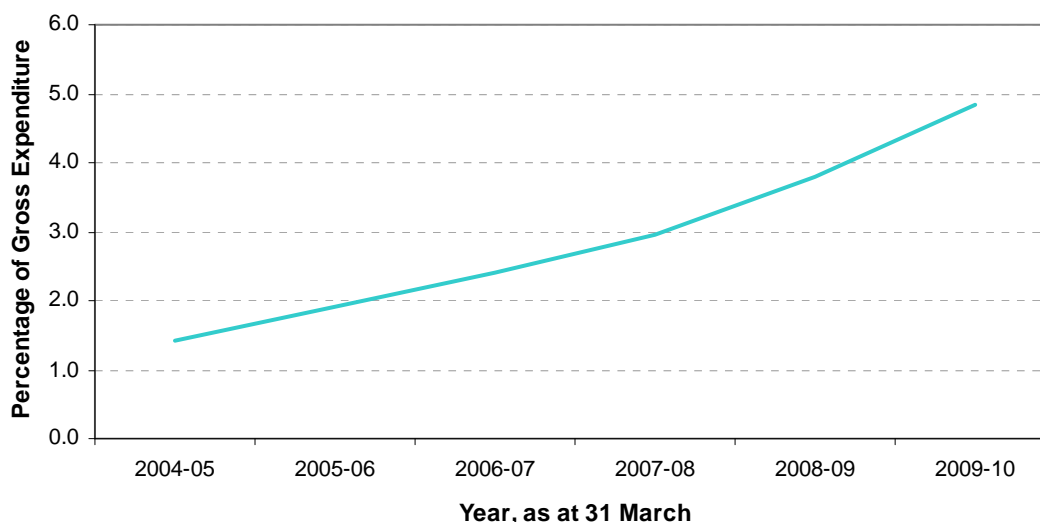
1. Converted from cash terms using the Gross Domestic Product (GDP) deflator.

2. 2004-05 to 2006-07 total figures include estimates for Service Strategy and Asylum Seekers Assessment and Care Management apportioned to Adult Services using proportions calculated using 2007-08 data. In 2007-08 this information was collected separately.

.. means data is unavailable.

Figure 3.2 looks at the change in the percentage of gross expenditure used for direct payments for adults between 2004-05 and 2009-10. There has been a sharp rise in the amount of money spent by councils on Direct Payments, with an increase of 31 per cent between 2008-09 and 2009-10 in real terms. The amount spent on Direct Payments equates to 5 per cent (£815 million) of the overall gross current expenditure for adults in 2009-10.

Figure 3.2: Percentage of Gross Current Expenditure used for Direct Payments to Adults aged 18 and over since 2004-05¹.



1. 2004-05 to 2006-07 total figures include estimated Service Strategy and Asylum Seekers Assessment and Care Management apportioned to Adult Services using proportions calculated using 2007-08 data. In 2007-08 this information was collected separately.

4 Expenditure by Service Provision

Residential Provision

Table 4.1 shows residential provision current expenditure by client group, both gross and net, for 2008-09 and 2009-10. It breaks down expenditure for Older People aged 65 and over and Adults aged 18-64 into their main categories.

Overall, gross current expenditure on residential provision has increased by 3 per cent in cash terms and 1 per cent in real terms to £7.8 billion.

Gross current expenditure on residential care for older people has increased to £3.4 billion in 2009-10 (4% in cash terms and 2% in real terms). Expenditure on nursing care for older people has fallen by 2 per cent in real terms and less than 1 per cent in cash terms in 2009-10 to £1.4 billion.

Table 4.1: Residential Provision, main categories of current expenditure 2008-09¹ and 2009-10

Category	Gross		Net	
	2008-09	2009-10	2008-09	2009-10
Older People (65 and over)				
Nursing Care Placements	1,450	1,420	1,010	980
Residential Care Placements	3,360	3,430	2,330	2,370
Other	60	70	50	60
Total	4,870	4,920	3,400	3,400
Adults Aged 18 to 64				
Physically Disabled	410	420	360	370
Learning Disabled	2,020	2,050	1,840	1,870
With Mental Health Needs	420	420	370	380
Total Expenditure	7,720	7,820	5,960	6,030

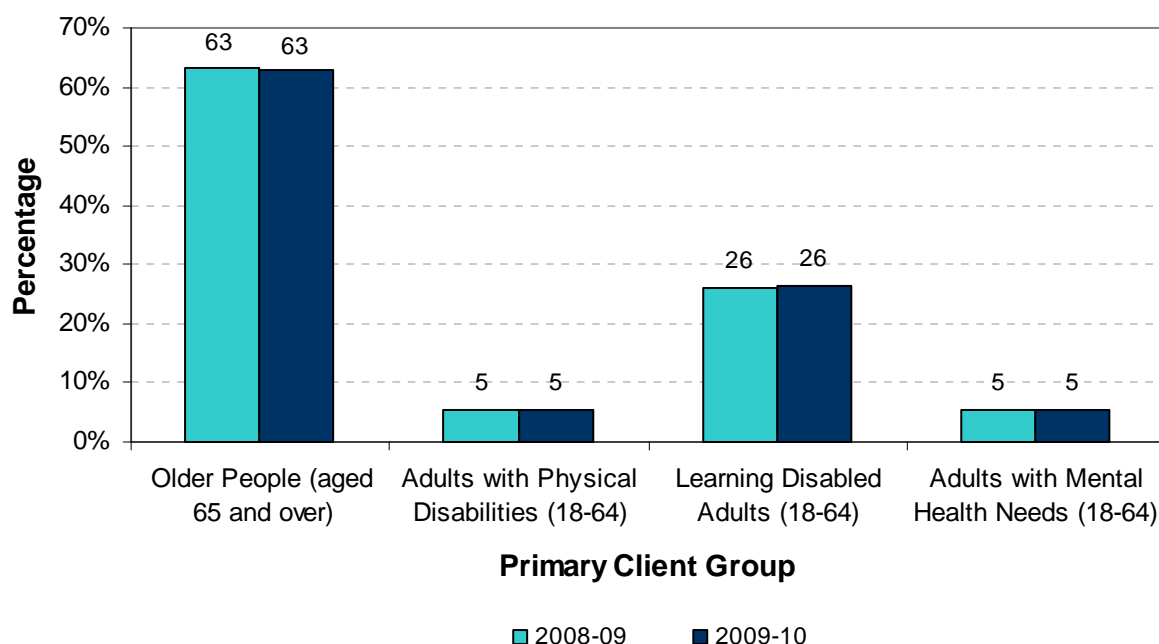
1. 2008-09 data is adjusted for inflation.

2. All categories are inclusive of administrative costs.

3. Numbers may not add up due to rounding.

Figure 4.1 shows that 63 per cent of all residential provision gross current expenditure in 2009-10 was spent on Older People. The distribution by client type has remained the same as 2008-09.

Figure 4.1: Percentage of gross current expenditure for residential provision by client type, 2008-09 and 2009-10



Day and domiciliary provision

Table 4.2 shows day and domiciliary provision current expenditure by client group, both gross and net, for 2008-09 and 2009-10. It breaks down expenditure for Older People into its main categories. Expenditure on the supporting people initiative is shown separately for each client group.

Between 2008-09 and 2009-10, gross current expenditure on day and domiciliary care increased by 5 per cent in real terms overall. Most clients groups experienced some growth over the last 12 months in gross expenditure. The largest percentage increase was for other adults aged 18 – 64 (15% including supporting people), compared to physically disabled adults and learning disabled adults aged 18-64 with an increase of 6 per cent in real terms. Expenditure on adults aged 18 – 64 with a mental health problem increased by 7 per cent to £420 million.

Gross expenditure on home care provision for older people amounted to just over £2.1 billion and accounted for 62 per cent of all day and domiciliary care for older people.

Table 4.2: Day and Domiciliary Care, main categories of current expenditure 2008-09¹ and 2009-10

England	Category	£millions			
		Gross		Net	
		2008-09	2009-10	2008-09	2009-10
Older People (65 and over)					
Direct Payment	190	250	170	230	
Day Care	390	380	370	.	
Home Care	2,060	2,120	1,770	.	
Fairer Charging - Community Services ²	.	2,500	.	2,160	
Meals	90	80	50	50	
Equipment and adaptations	140	140	130	130	
Other - excluding Supporting People	290	280	280	270	
Total - excluding Supporting People	3,150	3,250	2,770	2,840	
Supporting People	160	160	160	160	
Total - including Supporting People	3,310	3,410	2,930	3,000	
Adults Aged 18 to 64					
Physically Disabled - excluding Supporting People	900	960	860	910	
Physically Disabled - Supporting People	20	20	20	20	
Physically Disabled - including Supporting People	920	970	870	930	
Learning Disabled - excluding Supporting People	1,430	1,530	1,380	1,460	
Learning Disabled - Supporting People	160	160	150	160	
Learning Disabled - including Supporting People	1,590	1,690	1,530	1,620	
With Mental Health Needs - excluding Supporting People	300	320	290	310	
With Mental Health Needs - Supporting People	90	100	90	100	
With Mental Health Needs - including Supporting People	390	420	390	410	
Other Adults - excluding Supporting People	170	180	160	180	
Other Adults - Supporting People	190	230	190	230	
Other Adults - including Supporting People	360	410	350	410	
Asylum Seekers	20	20	20	20	
Total Expenditure - excluding Supporting People	5,970	6,250	5,480	5,720	
Total Expenditure - Supporting People	620	670	610	670	
Total Expenditure - including Supporting People	6,590	6,920	6,090	6,380	

1. 2008-09 data is adjusted for inflation

2. From 2009-10 the net current expenditure for home care and day care has been grouped together as the Fairer charging – community services, this is due to councils no longer being able to separate the income for these services. The gross current expenditure can still be shown separately and the fairer charging - community services is a sum of the day care and home care categories.

3. All categories are inclusive of administrative costs.

4. Numbers may not add up due to rounding.

5 Grants

Separate information on grants from councils to independent sector agencies was first collected in the 2004-05 PSSEX1 return. The grants were given to fund services for adults and older people that were not in the care plans of assessed clients. This expenditure is included in the provision by other category. In 2007-08 for the first time expenditure on grants was collected by service type to allow more meaningful unit costs to be calculated. In 2008-09 a new estimation method was introduced and this particularly affected the Grants information. More information about the estimation methods used is provided in the Editorial Notes section.

When estimates are included for councils that were unable to provide data, it is estimated that grants for adults and older people identified on PSS EX1 amounted to £290 million. This is an increase of 10 per cent in real terms and 12 per cent in cash terms from 2008-09. Grants as a proportion of “provision by others” remained unchanged at 2 per cent.

The amounts and percentages of grants for adult services by client group are shown in Table 5.1.

Table 5.1: Estimated Grants 2008-09¹ and 2009-10 and Proportion of ‘Provision by others’ provided via grants to adults aged 18 and over

England	£millions and Percentages			
	2008-09		2009-10	
Client Group	Amount	Percentage of provision by others ²	Amount	Percentage of provision by others ²
Older People (aged 65 and over)	120	2	120	2
Adults aged 18-64 with physical disabilities	30	3	30	3
Adults aged 18-64 with learning disabilities	40	1	40	1
Adults aged 18-64 with mental health needs	50	6	60	7
Other adults aged 18-64	30	9	30	10
Asylum Seekers	-	-	-	-
Total	260	2	290	2

1. 2008-09 data is adjusted for inflation

2. Calculated using the corresponding expenditure including capital charges on those aged 18 to 64 with physical disabilities, learning disabilities, mental health needs, other needs (including HIV/AIDS and substance misuse), asylum seekers and older people.

64 councils that supplied grants data on carers’ services although 35 gave a figure of 0. The remaining 29 councils reported £11.6 million of funding.

A further £21.5 million which could not be assigned to one particular client group was provided by 60 councils in 2009-10 although 33 councils of these councils gave a figure of 0.

Around 60 per cent of councils reported that grants were provided to 3,800 organisations of which grants to 3,200 were included in the PSS EX1 return.

6 Unit Costs

Table 6.1 shows a wide range of unit costs. These are average costs for England as a whole and on the basis of gross total cost (i.e. including capital charges and before deducting client contributions).

Data years prior to 2007-08 is not comparable with 2007-08 to 2009-10 due to a change in the definition of capital charges. For more information please see the editors notes section of this report.

Table 6.1 shows that the average cost per adult aged 18 and over supported in residential care, nursing care or intensively in their own home was £609 in 2009-10, an increase from £593 in 2008-09 (3% in cash terms and 1% in real terms).

The cost of nursing care for older people (£510) per person per week is similar to that for residential care (£520) but the cost for own provision residential care (£895) is higher than the cost for residential care provided by others (£462).

The differences between the costs of own provision care and care provided by others may, in part, reflect differences in the types of client cared for and in accounting procedures.

The unit cost of providing residential and nursing care to adults with Learning disabilities has increased by 8 per cent in cash terms and 6 per cent in real terms from £1,125 per person per week in 2008-09 to £1,218 in 2009-10. The unit cost of providing nursing care to adults with mental health needs has increased by 4 per cent in cash terms and 2 per cent in real terms from £648 per person per week in 2008-09 to £673 in 2009-10.

The average cost of home care on actual annual activity is £17.60 per hour but the cost of own provision home care (£30.85) is higher than that for home care provided by others (£15.10).

The average cost of providing meals to adults and older people is £4.85 per meal.

Table 6.1: Unit Costs in England for Adults by provision, 2009-10¹

England				£s			
Unit cost indicator number	Client group and service	Units of indicator	Unit cost				
			All provision		Own provision	Provision by others	
			All	LA supported only			
ADULTS (AGED 18-64) AND OLDER PEOPLE (AGED 65+)							
2.1	Residential and nursing care and intensive home care	Per person per week	£609				
Residential and nursing care for older people							
2.2/2A	Residential and nursing care for older people	Per person per week	£517	£504			
2.3	Nursing care for older people	Per person per week	£510				
2.4/5/6	Residential care for older people	Per person per week	£520		£895	£462	
Residential and nursing care for adults with learning disabilities							
2.7/7A	Residential and nursing care for adults with learning disabilities	Per person per week	£1,218	£977			
2.8	Nursing care for adults with learning disabilities	Per person per week	£1,108				
2.9/10/11	Residential care for adults with learning disabilities	Per person per week	£1,224		£1,683	£1,188	
Residential and nursing care for adults with mental illness							
2.12/12A	Residential and nursing care for adults with mental illness	Per person per week	£671	£613			
2.13	Nursing care for adults with mental illness	Per person per week	£673				
2.14/15/16	Residential care for adults with mental illness	Per person per week	£671		£1,163	£662	
Residential and nursing care for adults with physical disabilities							
2.17/17A	Residential and nursing care for adults with physical disabilities	Per person per week	£844	£822			
2.18	Nursing care for adults with physical disabilities	Per person per week	£790				
2.19/20/21	Residential care for adults with physical disabilities	Per person per week	£877		£1,497	£850	
Home care							
2.22A/23A/24A	Adults and older people receiving home care (actual annual activity)	Per hour	£18		£31	£15	
Day care							
2.34A/2.35/36	Older people receiving day care	Per day care client	£84		£101	£65	
2.36A/2.37/38	Adults with learning disabilities receiving day care	Per day care client	£265		£277	£241	
2.38A/2.39/40	Adults with mental illness receiving day care	Per day care client	£82		£87	£76	
2.40A/2.41/42	Adults with physical disabilities receiving day care	Per day care client	£150		£173	£117	
Meals							
2.52A/53/54	Adults and older people receiving meals	Per meal	£4.80		£6.00	£4.30	

Table 6.2 compares the unit costs between 2008-09 and 2009-10. There has been a 1 per cent increase in real terms, in the average cost of residential and nursing care and intensive home care. There has been a 2 per cent increase in the cost of nursing care for older people and a 3 per cent increase in residential care.

The average cost of providing meals to adults and older people has decreased by 3 per cent in 2009-10.

Table 6.2: Comparison of Unit Costs between 2008-09¹ and 2009-10

England		£s		
Unit cost indicator number	Client group and service	Units of indicator	Unit cost - All Provision	
			2008-09	2009-10
ADULTS (AGED 18-64) AND OLDER PEOPLE (AGED 65+)				
2.1/1A	Residential and nursing care and intensive home care	Per person per week	£603	£609
Residential and nursing care for older people				
2.2/2A	Residential and nursing care for older people	Per person per week	£505	£517
2.3	Nursing care for older people	Per person per week	£501	£510
2.4/5/6	Residential care for older people	Per person per week	£506	£520
Residential and nursing care for adults with learning disabilities				
2.7/7A	Residential and nursing care for adults with learning disabilities	Per person per week	£1,143	£1,218
2.8	Nursing care for adults with learning disabilities	Per person per week	£1,009	£1,108
2.9/10/11	Residential care for adults with learning disabilities	Per person per week	£1,151	£1,224
Residential and nursing care for adults with mental illness				
2.12/12A	Residential and nursing care for adults with mental illness	Per person per week	£662	£671
2.13	Nursing care for adults with mental illness	Per person per week	£659	£673
2.14/15/16	Residential care for adults with mental illness	Per person per week	£662	£671
Residential and nursing care for adults with physical disabilities				
2.17/17A	Residential and nursing care for adults with physical disabilities	Per person per week	£817	£844
2.18	Nursing care for adults with physical disabilities	Per person per week	£787	£790
2.19/20/21	Residential care for adults with physical disabilities	Per person per week	£836	£877
Home care				
2.22A/23A/24A	Adults and older people receiving home care (actual annual activity)	Per hour	£15	£18
Day care				
2.34A/2.35/36	Older people receiving day care	Per day care client	£77	£84
2.36A/2.37/38	Adults with learning disabilities receiving day care	Per day care client	£237	£265
2.38A/2.39/40	Adults with mental illness receiving day care	Per day care client	£76	£82
2.40A/2.41/42	Adults with physical disabilities receiving day care	Per day care client	£147	£150
Meals				
2.52A/53/54	Adults and older people receiving meals	Per meal	£5.00	£4.80

2008-09 data is adjusted for inflation.

Appendix A: Editorial Notes

The report gives expenditure on Adult social services in England throughout. Information for individual councils together with more detailed analyses of expenditure for England, are available on the Internet at:

<http://www.ic.nhs.uk/pubs/pss0910exp>

GDP Deflators

Information on GDP deflators is sourced from HM Treasury. These are updated quarterly and the GDP deflators used throughout this report were downloaded in Q1 of 2011 and are given in the table below.

For more details please visit <http://www.hm-treasury.gov.uk/>

What is the GDP deflator?

The GDP deflator can be viewed as a measure of general inflation in the domestic economy. Inflation can be described as a measure of price changes over time. The deflator is usually expressed in terms of an index, i.e. a time series of index numbers. Percentage changes on the previous year are also shown. The GDP deflator reflects movements of hundreds of separate deflators for the individual expenditure components of GDP. These components include expenditure on such items as bread, investment in computers, imports of aircraft, and exports of consultancy services. The series allows for the effects of changes in price (inflation) to be removed from a time series, and the resultant series can be used to express a given time series or data set in real terms, i.e. by removing price changes.

GDP Deflator table

Financial Year	GDP deflator at market prices 2009-10 = 100	Percentage change on previous year
1994-95	68.646	1.56
1995-96	70.615	2.87
1996-97	73.251	3.73
1997-98	75.165	2.61
1998-99	76.751	2.11
1999-00	78.261	1.97
2000-01	79.288	1.31
2001-02	81.062	2.24
2002-03	83.673	3.22
2003-04	86.034	2.82
2004-05	88.425	2.78
2005-06	90.030	1.81
2006-07	93.052	3.36
2007-08	95.718	2.87
2008-09	98.366	2.77
2009-10	100.000	1.66

Example

Suppose that in 1999-00 £100 was spent on a particular piece of equipment for a client. In 2009-10 a replacement piece of equipment had to be bought for £110. In cash terms the cost of this piece of equipment has risen by £10 (10%). If however the rate of inflation was taken into account, the cost of the product in 1999-00 at 2009-10 prices would have been £127.78 (see calculation below). This would mean that the product is cheaper in real terms during 2009-10 by £17.78 (14%).

$$\text{1999-00 price in 2009-10 real terms} = \frac{\text{1999-00 price} * 100}{\text{GDP deflator 1999-00}} = \frac{\text{£100} * 100}{78.261} = \text{£127.78}$$

Changes to the Data Return

1999-00 and previous years

Social services expenditure data were derived from the RO3 expenditure return made annually to ODPM by Local Authority Treasurers departments in England.

2000-2001

The PSS EX1 replaced both the Chartered Institute of Public Finance and Accountancy (CIPFA) Actuals return (which was discontinued after 1999-2000), and the detailed analysis previously collected by the Office of the Deputy Prime Minister (ODPM) on the RO3 expenditure return (which was reduced to a summary return with effect from 2000-01).

2002-03

The figures from 2002-03 include the cost of residential and nursing placements for adults and older people with Preserved Rights; councils took over responsibilities for those people in April 2002. Also, from April 2002, the Residential Allowance was withdrawn from new residents of independent sector care homes and the Part III rate of income support was withdrawn from new residents of local authority homes; these were abolished altogether in October 2003. This change does not directly affect gross expenditure. It directly affects net expenditure and income from charges, by equal and opposite amounts.

2003-04

From 2003-04 additional funding was made available to CASSRs from the Supporting People grant. Most of this was treated as housing expenditure but some £610 million in 2008-09 was treated by councils as social services expenditure and is included in the expenditure shown in this report.

Free nursing care for residents supported by CASSRs was introduced in April 2003. Payments made to care homes by the NHS to cover this are excluded from the expenditure data in this report.

2004-05

Grants from councils to independent sector agencies fund services for adults and carers that are not part of a care plan were recorded solely under 'provision by others' prior to 2004-05. Since 2004-05 expenditure on grants has also been collected separately.

2006-07

Prior to 2006-07 data was recorded on Income from Client Contributions, Joint Arrangements and Other Income. From 2006-07 onwards, data on Income from NHS has been collected separately.

2007-08

In 2007-08 a change was made to the definition of capital charges to bring the PSS EX1 data in line with the 2006 Local Authority Accounting SORP (Statement of Recommended Practice). This means that Total Cost can not be compared historically.

Capital charges i.e. depreciation, loss on impairment of assets, amortisation of deferred charges and credit for amortisation of capital grants. Credit for amortisation of capital grants was included for the first time in 2007-08 and the previous element of notional interest is no longer being included within capital charges. These changes were introduced by CIPFA in the 2006 Local Authority Accounting SORP (Statement of Recommended Practice). Further information about the effect of this change on the definition of total cost can be found in Section 2: Annex B of the 2006 Best Value Code of Practice (BVACOP).

A new column was added to record Grants to voluntary organisations against the appropriate service line to allow more meaningful unit costs for provision by others to be calculated. Grants are now excluded from the unit cost expenditure as only activity relating to the CASSR care plan can be recorded and used in the unit cost calculation. This change combined with the change to the definition of capital charges which applies to both own provision and provision by others means that the unit costs for 2007-08 onwards can not be compared with previous years.

2008-09

In 2008-09, some of the unit costs submitted by individual councils appeared very high or low compared to those for the generality of councils of the same type. These were drawn to the attention of the councils concerned but not all were able to submit revised data in the time available. Caution should therefore be exercised when using the more extreme values for individual councils.

Likely errors are:

- incorrect attribution of expenditure between "own provision" and "provision by others"
- incorrect attribution of expenditure between "nursing care placements" and "residential care placements"
- incorrect attribution of expenditure between client groups
- expenditure supplied net of client contributions rather than including client contributions in expenditure and showing client contributions in the appropriate income column

In 2008-09 several changes have been made to the PSS EX1 data return and to the recording practices of CASSRs.

- Only information relating to adult social care was collected as the data on children's social care is now collected separately by the Department for Children, Schools and Families (DCSF)
- Five new boxes have been added to the activity sheet to record the number of carers receiving direct payments during the year for the age groups 16-17, 18-64, 65-74, 75-84 and 85 and over.

New memorandum items have been collected on an optional basis for 2008-09 as part of a pilot. This information will not be published as the completion of this data was optional for councils and the main purpose of the pilot was to test the process and ensure councils finance systems could cope with providing this information.

Gross expenditure differs from total council expenditure in that gross expenditure excludes certain CASSRs income items which count as expenditure from elsewhere in the public sector, such as contributions from Primary Care Trusts (PCTs). This is to avoid double counting within the aggregate public sector accounts, of the money involved. Net expenditure (measured as total expenditure less total income, including client contributions) represents the net cost met by Councils with Adult Social Services Responsibilities.

The PSS EX1 analyses expenditure by type of service and type of expenditure/income. The type of service analysis matches the sub-divisions of the Service Expenditure Analysis (SEA) for Social Services in the CIPFA Best Value Accounting Code of Practice (BVACOP). The client groups used will generally reflect the primary cause for placement/service provided.

2009-10

Activity data

The following activity items relating to the HH1 have been deleted from the 2009-10 PSS-EX1 as collection of the HH1 ceased in 2008-09:

- F1.1 HH1 - Table 1 line 4 column A (Total hours, LA)
- F1.2 HH1 - Table 1 line 4 column B (Total hours, Independent sector)
- F1.3 HH1 - Table 3B (Hhs receiving >10 hours and 6+ visits)

However, activity rows F2.1 and F2.2 "Actual hours of home care provided during the year" have been retained.

Changes to the RAP guidance were reiterated in the PSSEX guidance on the reviews, assessments and services reported in the PSS-EX1 activity rows A1 to A4 should not include self-funders and s.256 clients, matching the changes in RAP. In addition, the A4 services lines relating to direct payments were altered to include personal budgets in addition to direct payments to match the changes to RAP P2.

These changes have meant that some unit cost have not been calculated in 2009-10³.

³ [A list of unit costs that will not be present in the PSS-EX1 UCS Table for 2009-10](#)

Expenditure data

New (voluntary) memorandum rows labelled "of which: Total: Rehabilitation, Intermediate care, Respite care and Short term Care" were added to the older people and physical disability 18-64 client categories in the 'Incl.SMSS' worksheet. These are a sum of the existing rows respite or rehabilitation, intermediate care and short-term care and were added to provide an opportunity for those councils whose systems do not differentiate between the sub-components to still be able to provide a nationally comparable figure for this important area of service transformation. Similarly, new (voluntary) memorandum rows labelled "of which: Total: Respite care and Short term Care" were added to the learning disability 18-64 and mental health needs 18-64 client categories in the 'Incl.SMSS' worksheet.

Following the operational change to Fairer Charging, an extra line was introduced to each client category in 'Incl. SSMSS' entitled "Fairer charging – Community Services". As many councils can no longer separate income from clients for home care and day care from that income received for the care package as a whole, all income from clients for these areas should now be reported under the new 'Fairer Charging' lines.

The rows in 'Incl. SSMSS' previously labelled 'sheltered employment' were updated to the new label 'supported employment' to better reflect the nature of employment services being offered.

Estimation

This is the second year for which estimations were calculated to account for mandatory PSS-EX1 activity and expenditure data that councils confirmed exists but were unable to quantify within their final submission. Estimations were produced in order to calculate England, regional and council type totals. Different estimation methods were employed depending on which data elements required estimation (financial or activity) and on the availability of other data sources. Further details on the estimation methodologies employed can be made available upon request.

Data Quality

A number of validations were performed on submitted PSS-EX1 data pre and post submission to the NHS IC. Inbuilt validations were included within the data return to highlight anomalies to the council entering the data which ensures that unusual values were double checked for accuracy. Councils were also provided with a tool to check for any blank cells within the 'InclSSMSS' and 'Activity' worksheet. This tool was used to ensure councils provided complete data wherever possible.

Post submission a series of validations were also performed by the NHS IC and communicated back to councils. These included unit cost validations to query instances where there was activity and no expenditure or vice versa, and where unit costs had changed by 50% or more from the previous year or where the unit cost value was higher than the 95th percentile nationally.

Cross validations of activity data were performed where applicable between the PSS-EX1 and the Referrals Assessment and Packages of Care (RAP) return to ensure consistency for councils between submitted returns for data items which should be equivalent. Additional verification was also made of any cells which had been specified as requiring estimations within the return.

Additionally a number of validations relating to data quality were performed by the Chartered Institute for Public Financial Accounting (CIPFA) and sent to councils by the NHS IC.

Appendix B: Related Publications

Expenditure Publications

This publication can be downloaded from the NHS Information Centre website at:

<http://www.ic.nhs.uk/pubs/pss0910exp>

Previous editions of this report can be found at

www.ic.nhs.uk/statistics-and-data-collections/social-care/adult-social-care-information

Previous expenditure reports carried out by the Department of Health are available on their website at:

http://www.dh.gov.uk/PublicationsAndStatistics/Statistics/StatisticalWorkAreas/StatisticalExpenditure/StatisticalExpenditureArticle/fs/en?CONTENT_ID=4000111&chk=j2LMYP

The following publications are available from the Adult social care information page of The NHS IC website:

Publications relating to social care activity, finance, staffing and user experience surveys can be found at www.ic.nhs.uk/statistics-and-data-collections/social-care/adult-social-care-information.

Data from this report and some of our other social care reports can be accessed directly via our National Adult Social Care Intelligence Service (NASIS). NASIS is an online portal which contains standard reports for each council as well as the capacity to carry out further analysis of social care data. The online analytical tool can be found at <http://nascis.ic.nhs.uk/>

Other Social Care Reports

“Community Care Statistics: Social Services Activity, England, 2009-10” which is available at <http://www.ic.nhs.uk/pubs/carestats0910asr>

“Survey of Carers in Households - 2009/10 England” which is available at www.ic.nhs.uk/pubs/carersurvey0910

“Personal Social Services Survey of Adult Carers in England – 2009-10” which is available at www.ic.nhs.uk/pubs/psscarersurvey0910

“Personal Social Services Staff of Social Services Departments at 30 September 2009, England. [NS]” which is available at www.ic.nhs.uk/pubs/pssstaffsept09

“Personal Social Services Survey of Adults Receiving Community Equipment and/or Minor Adaptations England, 2009-10” which is available at www.ic.nhs.uk/pubs/pssadultsequip0910

“Personal Social Services: Home Care Users Aged 65 or over, England - Councils with Adult Social Services Responsibilities tables, 2008-09” which is available at www.ic.nhs.uk/pubs/psshcu0809

“Community Care Statistics 2009-10: Grant Funded Services (GFS1) Report - England” which is available at <http://www.ic.nhs.uk/pubs/carestats0910gfs>

“People Registered Deaf or Hard of hearing - Year ending 31 March 2010, in England” is available at www.ic.nhs.uk/pubs/regdeaf10

“Registered Blind and Partially Sighted People, year ending March 2008” is available at www.ic.nhs.uk/pubs/blindpartiallysighted08

National Indicator Set

A number of the data items collected on RAP and ASC-CAR are used in the calculation of the National Indicator Set (NIS). Commentary on these indicators is set out in the report "*Social Care indicators from the National Indicator Set - 2009-10 England Provisional*" is available at www.ic.nhs.uk/pubs/socmhi09-10

Historical performance assessment data was published by the Care Quality Commission (CQC) formerly the Commission for Social Care Inspection (CSCI). Associated council data are available via the Care Quality Commission website at

<http://www.cqc.org.uk/guidanceforprofessionals/councils/annualassessments/annualperformanceassessment2009/10.cfm>

Data for Child Social Services

Information on social care for children is available at

<http://www.education.gov.uk/researchandstatistics/childrenandyoungpeople>

Table A1 of the 2009-10 outturn spreadsheet contains all the Children and Young People's Services expenditure.

<http://www.education.gov.uk/schools/adminandfinance/financialmanagement/schoolsrevenuefunding/Copy%20of%20section251/archive/a0071834/outturn-data-archive>

Data for the UK

Information within this report relates to England data, similar publications for Wales, Scotland and Northern Ireland can be found via the following links:

The Welsh Assembly Government

<http://wales.gov.uk/topics/health/publications/socialcare/reports/?lang=en>

The Scottish Government

[http://search1.scotland.gov.uk/Scotland?n=All&\\$rcexpanded=false&action=search&q=Social+Care](http://search1.scotland.gov.uk/Scotland?n=All&$rcexpanded=false&action=search&q=Social+Care)

Department of Health, Social Services and Public Safety

http://www.dhsspsni.gov.uk/index/stats_research/stats-cib-3/statistics_and_research-cib-pub/adult_statistics-1.htm

Appendix C: Further Information

This report forms part of a suite of statistical reports. Other reports cover information on the wider scope of activity and social services provided for Adults by CASSRs. All reports will become available on the Information Centre website.

Comments

If you have comments on this report, please complete the online feedback form which can be found at <http://www.ic.nhs.uk/pubs/pss0910exp>

Any questions concerning any data in this publication, or requests for further information, should be addressed to:

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