

DISABLED PERSONS (SERVICES, CONSULTATION AND REPRESENTATION) ACT
1986

Care in Wales for People with a Mental Illness and People with a Mental Handicap

Report prepared pursuant to
Section 11 of the Disabled Persons
(Services, Consultation and Representation)
Act 1986

Pursuant to c.33 1986 Section 11

*Ordered by The National Assembly for Wales
to be printed*

DISABLED PERSONS (SERVICES, CONSULTATION AND REPRESENTATION) ACT
1986

REPORT ON CARE IN WALES FOR PEOPLE WITH A MENTAL ILLNESS AND PEOPLE WITH A MENTAL HANDICAP (PURSUANT TO SECTION 11)

INTRODUCTION

1. This report is laid pursuant to Section 11 of the Act, which requires the Assembly Minister for Health and Social Services to provide:
 - Such information they consider appropriate with respect to the development of health and social services in the community for people with a mental handicap and mental illness sufferers who are not resident in hospital;
 - Information with respect to the numbers of persons receiving hospital in-patient treatment for mental illness, and numbers of those with a mental handicap receiving hospital in-patient treatment;
 - Such other information they consider appropriate.
2. The first report was ordered by the House of Commons to be printed on 18 December 1990. It included a summary of the policy framework for the development of care in Wales as set out in the Welsh Mental Illness Strategy (published in 1989) and the Welsh Mental Handicap Strategy (published in March 1983). A review of the Mental Handicap Strategy in 1990 led to the issue in 1992 of the 'Framework for Development' detailing the then Secretary of State's future proposals. Revised Mental Handicap Strategy guidance was issued in July 1994. Copies of all the above documents are in the library.

PART A - MENTAL HEALTH

1. Mental Health is one of the top three clinical priorities of the Welsh Assembly Government. It is estimated that 1 on 4 people will have some form of mental health problem at some stage in their lives. Over the last ten years there has been significant developments in the approach to tackling mental health problems in Wales which, whilst still centred around service provision and targeted at symptoms, has moved away from large institutional services to more dignified community settings.

2. In May 1999 the Welsh Assembly convened an independent and expert Advisory Group to undertake a review of the 1989 Welsh Mental Illness Strategy. The work of the Group concluded in June 2000 with the publication of the draft Strategy consultation document "Adult Mental Health Services for Wales: Equity, Empowerment, Effectiveness, Efficiency." Consultation ended in November 2000 and the responses received were considered by the Welsh Assembly in drawing up two final Strategy documents for both adult services and child and adolescent services. These were issued in Autumn 2001. Both Strategies set out a ten-year direction for mental health services in Wales and is supported by a National Service Framework (NSF) for Wales, launched in May 2002. Separate Implementation Advisory Groups drawn from representatives of all relevant sectors have been set up for both Strategies. They will draw up Action Plans based on a priority list of the recommendations in the Strategy documents.

3. The Mental Health (Patients in the Community) Act 1995 was enacted from April 1996. It brought in new arrangements for supervised aftercare, tightened up the provisions for returning patients to hospital if they go absent without leave, and extends, to a maximum of a year, the leave of absence for detained patients before final discharge. During 2000-2001 there were 59 changes from informal or formal status to Supervised Discharge. This represents a rate of 2 per 1000,000 population.

4. From 1 April 1997 ring-fenced provision to health authorities under the Mental Illness Strategy Grant ended and the amounts now form part of health authorities' discretionary allocations. During 2000-2001, health authorities in Wales spent £220.607m on mental illness services, which accounted for 7.6 per cent of their total healthcare and related services purchased during the financial year. An additional £1m per year was made available for three years from 1996-97 under the Support for People with Disabilities Scheme to encourage social services departments to work in partnership with local voluntary organisations to develop services for people with mental health problems and their families and carers. This grant scheme was rolled forward into 1999-00, 2000-01 and 2001-02. A new two-year SPD scheme started in April 2002.

5. Work continues on the re-provision of services previously provided by the nine large psychiatric hospitals. The former hospitals of North Wales (Denbigh), Parc and Pen-y-Fai (Bridgend), Pen-y-Fal (Abergavenny) and Mid Wales Hospital (Talgarth) have all closed with acute and elderly services being re-provided in more modern facilities. Discussions over the closure of St Davids Hospital, Carmarthen are taking place and Sully Hospital, Vale of Glamorgan has now closed following public consultation.

6. The main trends in the provision of health and personal social services for people with a mental illness in Wales are:

- i) Between September 1992 and September 2000 numbers of NHS psychiatry and mental illness consultants providing services for people with a mental illness have increased by 25.8 per cent.
- ii) On 31 March 2001 census figures show that fewer than 2,200 patients were resident in Welsh NHS hospitals and units for people with a mental illness of whom 78 had been in one of these hospitals continuously for 10 years or more. When the Strategy began in 1989 there were 3,577 patients of whom 800 had been in hospital more than 10 years;
- iii) The number of average daily available hospital beds in mental illness hospitals has decreased from 4,500 in 1987-1988 to 2,456 during 2000-2001; this represents a decrease of 45.4 per cent since 1987-1988.
- iv) 25 per cent of mental illness patients were in hospitals or units where there were more than 200 patients on 31 March 2001, compared to 63 per cent in 1992. 64 per cent of patients with a mental illness were being treated in hospitals or units with less than 100 patients on the same date.

7. Table 1 shows progress made under the strategy and Table 2 the latest information on how long patients had been continuously resident in mental illness hospitals and units.

TABLE 1

Residents of NHS Mental Illness Hospitals and Units (a)

1989	3,577
1990	3,306
1992	3,012
1994	2,775
1995	2,447
1996	2,482
1997	2,374
1998	2,279
1999	2,247
2000	2,166
2001	2,185
2002	2,182

(a) Source: Census of Patients in Hospitals and Units for People with a Mental Illness or Learning Disability in Wales

PART B - MENTAL HANDICAP

1. The Welsh Mental Handicap Strategy, launched in 1983, encourages the development of community-based support and care for people with learning disabilities. The Strategy continues to support the development of local and flexible forms of care and the resettlement of people from long-stay hospitals into their own communities.

2. Revised Strategy Guidance launched in 1994 reaffirmed the key principles of the Strategy which are that individuals with learning disabilities should have:

- the right to an ordinary pattern of life within the community;
- the right to be treated as an individual; and
- additional help and support in developing their maximum potential.

A conference hosted jointly by the then Welsh Office and the Standing Conference of Voluntary Organisations (SCOVO) was held in the autumn of 1998 to obtain the views of stakeholders on the obstacles to achieving the Strategy's objectives for people with learning disabilities living in the community and how to overcome them. A Conference Report was published in the summer of 1999. To follow up this Conference the Welsh Assembly Government established an external Learning Disability Advisory Group to develop a framework for services for people with learning disabilities. The Advisory Group submitted its Report "Fulfilling the Promises" to the Minister for Health and Social Services in the summer of 2001. A 16-week consultation period followed which closed on 18 January 2002. Some 200 consultation responses were received.

The Welsh Assembly Government's response to "Fulfilling the Promises" will be covered in the next Report.

3. As can be seen in Table 4, on 5 April 1983, some 2,089 people lived in long-stay mental handicap hospitals. Over the last 16 years this total has fallen to 278 (as at 31 March 2002), as people are resettled into more appropriate accommodation in the community. Some of these hospital residents will need to remain in continuing health care.

3. Since 1997 three long stay mental handicap hospitals in Powys and the Ely hospital in Cardiff have closed. Resettlement from the remaining three long stay hospitals in Wales is continuing:

- Llanfrechfa Grange Hospital – In 2003-2004 the last three people to be resettled from Llanfrechfa Grange Hospital will remain in the community.
- Hensol Hospital – The resettlement programme at Hensol Hospital is on schedule to be completed by 2004.
- Bryn y Neuadd Hospital – The comprehensive resettlement plan for Bryn y Neuadd Hospital envisaged the completion of the resettlement programme in 2006.

In 2000-2001 the direct grant cost of supporting the resettlement programmes was around £20 million. In 2001-2002 this direct grant rose to over £21 million.

5. Since 1983, over £600 million direct grant has been made available through the Mental Handicap Strategy to support new patterns of care and support. From 1997-98, around half of the Strategy funding for the development of community services and support for people with learning disabilities living in the community was transferred to the local authority revenue settlement. The balance of the funding (some £28 million in 2001-2002) continues to be allocated to authorities as a direct grant. Progress made under the Strategy is shown in tables 3 to 5.

TABLE 2

MENTAL ILLNESS HOSPITALS AND
UNITS**Analysis of resident patient population at 31 March 2002, by age group and duration of
stay (a)**

Duration of stay	Age group (years)										Total
	Under 16	16-24	25-34	35-44	45-54	55-64	65-74	75-84	85+	All Wales	
0-1 month	3	50	94	108	74	84	70	113	91	687	
1-3 months	6	33	54	59	34	33	61	104	39	423	
3-6 months	6	21	35	18	32	32	37	47	29	257	
6-12 months	-	15	25	26	17	18	31	47	18	197	
1-2 years	-	5	20	15	11	22	35	56	31	195	
2-5 years	-	5	13	18	12	17	48	77	38	228	
5-10 years	-	-	1	9	9	11	15	41	24	110	
10-15 years	-	-	1	3	3	4	6	6	1	24	
15-20 years	-	-	-	2	4	2	1	1	1	11	
20-25 years	-	-	-	1	1	1	2	1	1	7	
25 years and over	-	-	-	-	1	9	14	14	5	43	
Total	15	129	243	259	198	233	320	507	278	2,182	

Source: Census of Patients in Hospitals and Units for People with a Mental Illness or Learning Disability in Wales

(a) Duration of stay is calculated from the admission dates of patients taken from hospital's patient administration systems. These are subject to change due to the creation of new Trusts and temporary discharges to Acute Trusts for treatment. For this reason data may not be comparable with that of previous years

TABLE 3

	1996-97 (b)	1997-98	1998-99	1999-00	2000-01	2001-02
Total no. of learning disabled persons on local authority register (a)	11,808	11,771	12,363	12,523	12,181	12,378
persons accommodated in community living arrangements	9,240	9,277	9,879	10,003	9,370	9,648
persons accommodated in local authority residential accommodation	437	430	418	411	406	376
persons accommodated in private or voluntary residential accommodation	1,500	1,526	1,610	1,671	1,814	1,882
Total PSS spend on people with learning disabilities (£m) (c) (d)	117.1	125.4	132.9	138.9	147.4	147.7
Proportion PSS spend on people with learning disabilities (%)	22.2	22.4	22.3	22.0	21.6	20.6
Welsh Mental Handicap Strategy spend on people with learning disabilities (£m)	59.2	38.8	40.0	40.3	43.6	47.2
Welsh Mental Illness Strategy spend (£m)	3.0	1.3	1.1	1.2	1.2	1.2

(a) On 31 March.

(b) Estimated.

(c) Includes expenditure on sheltered employment and workshops for disabled people.

(d) Data for Mental Handicap Strategy (MHS) grant is not fully identifiable from 1997-98 onwards as 50% of MHS grant transferred into the local authority revenue settlement at that time.

The figures given are those reported by local authorities in Wales and may not agree with central records of grants paid out.

TABLE 4

Residents of NHS Learning Disability Hospitals and Units (a)

	At 5 April											At 31 March					All Wales
	1983	1985	1987	1989	1991	1997	1998	1999	2000	2001	2002						
Resident children (<i>under 16 years old</i>)	72	43	26	6	2	-	-	-	-	-	-	-	-	-	-		
Total residents	2,089	1,945	1,735	1,555	1,332	607	532	430	366	328	278						

(a) Source: Census of Patients in Hospitals and Units for People with a Mental Illness or Learning Disability in Wales

TABLE 5LEARNING DISABILITY HOSPITALS AND
UNITS**Resident patient population at 31 March 2002, by age group and duration of
stay (a)**

Duration of stay	Under 16	Age group (years)										Total
		16-24	25-34	35-44	45-54	55-64	65-74	75-84	85+			
0-1 month	-	4	2	1	1	-	-	1	-	-	9	
1-3 months	-	1	1	2	-	2	1	1	-	-	8	
3-6 months	-	2	2	2	-	-	1	-	-	-	7	
6-12 months	-	2	3	5	1	2	1	2	-	-	16	
1-2 years	-	1	6	14	9	10	5	4	-	-	49	
2-5 years	-	2	1	10	11	8	6	1	4	-	43	
5-10 years	-	-	3	8	4	4	3	1	-	-	23	
10-15 years	-	-	1	4	2	1	-	-	-	-	8	
15-20 years	-	-	1	9	2	2	-	-	-	-	14	
20-25 years	-	-	2	13	8	2	1	-	-	-	26	
25 years and over	-	-	-	16	22	22	8	5	2	-	75	
Total	-	12	22	84	60	53	26	15	6	-	278	

(a) Source: Census of Patients in Hospitals and Units for People with a Mental Illness or Learning Disability in
Wales

