

**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 Secretary for Health and Social Services to provide:
 - Such information as he considers 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 as he considers 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, and relaunched in May 1996. Copies of all the above documents are in the library.

PART A - MENTAL HEALTH

1. The Welsh Mental Illness Strategy, launched in 1989, aims to restrict the development and consequence of mental illness, ensuring that sufferers receive treatment, care and support, and live as independent and fulfilled lives as possible. The Strategy encourages the development of community based, multi agency mental health care, supported by psychiatric in-patient and residential facilities.
2. Welsh Office issued Guidance on Care of People in the Community with a Mental Illness [WHC (96) 26] in March 1996. This brings together the policy and legislative framework for mental health services and highlights specific aspects of good practice.
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. Up to 31 March 1999, 58 patients had been discharged on supervision orders in Wales, representing almost 2 per 100,000 population.
4. From 1 April 1997 ringfenced provision to health authorities under the Mental Illness Strategy Grant ended and the amounts now form part of health authorities' discretionary allocations. During 1998-99, health authorities in Wales spent £197.376m on mental illness

services, which accounted for 9.0 per cent of their total healthcare and related services purchased during the financial year. An additional £1.5m per year was made available for three years from 1996-97 under the Support for People with Disabilities Scheme to support the implementation of the Guidance on the Care of People in the Community with a Mental Illness.

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) and Pen-y-Fal (Abergavenny) have all closed with acute and elderly services being re-provided in more modern facilities. Closure of Mid Wales Hospital in Powys is imminent.

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

- i. Between 1992 and 1998 numbers of NHS psychiatry and mental illness consultants providing services for people with a mental illness have increased by 18.5 per cent.
- ii. On 31 March 1999 census figures show that fewer than 2,300 patients were resident in Welsh NHS hospitals and units for people with a mental illness of whom 94 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 hospital beds available in mental illness hospitals has decreased from 4,500 in 1987-88 to 2,600 at 31 March 1997-98;
- iv. 33 per cent of mental illness patients were in hospitals or units where there were more than 200 patients on 31 March 1998, compared to 63 per cent in 1992. 61 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 3577

1990 3306

1992 3012

1994 2775

1995 2447

1996 2482

1997 2374

1998 2279

1999 2247

(a) Source: Census of Patients in Hospitals and Units for People

with a Mental Illness or Learning Disability in Wales

TABLE 2

MENTAL ILLNESS HOSPITALS AND UNITS

Analysis of resident patients population as at 31 March 1997 (a)

Resident patients by age group and duration of stay

Age Group All Wales

Length of stay	1-4	5-15	16-19	20-24	25-34	35-44	45-54	55-64	65-74	75+	Total
0-1 month	-	3	13	39	108	91	96	65	113	236	764
1-3 months	-	1	14	18	54	39	43	30	67	135	401
3-6 months	-	2	5	16	19	19	16	19	23	65	184
6-12 months	-	-	4	7	18	8	19	18	32	76	182

1-2 years	-	-	1	4	21	14	13	17	55	117	242
2-5 years	-	-	-	2	13	14	17	25	35	154	260
5-10 years	-	-	-	-	3	5	12	11	30	82	143
10-15 years	-	-	-	-	-	2	6	2	6	10	26
15-20 years	-	-	-	-	-	2	2	5	4	5	18
20-25 years	-	-	-	-	-	-	1	2	1	3	7
25+ years	-	-	-	-	-	-	3	11	11	27	52
TOTAL	0	6	37	86	236	194	228	205	377	910	2279

(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 which decrease reliance on institutional care. It is also continuing to enable 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.

The report from the conference hosted jointly by the Welsh Office and the Standing Conference Of Voluntary Organisations 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 these obstacles was published in the summer of 1999. To follow up this conference, a

Learning Disability Advisory Group has been established to develop a service framework for people with learning disabilities. There will be wide consultation on the Group's proposals before they are submitted to the National Assembly for Wales for consideration.

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 430 (as at 31 March 1999), as people are resettled into more appropriate accommodation in the community.

4. 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 (Hensol; Llanfrechfa Grange and Bryn y Neuadd) is continuing.

5. Since 1983, almost £516m has been made available through the Mental Handicap Strategy for new patterns of care and support. From 1997-98, around half of the mainstream Strategy funding for the provision of community services and support for people with learning disabilities living in the community was transferred in to the general local authority revenue settlement. The balance of the funding each year continues to be allocated to authorities as a direct grant. Progress made under the Strategy is shown in tables 3-5.

TABLE 3

	1992/93	1994/95	1996/97	1997/98	1998/99(a)
Total no. of learning disabled on local authority register(b)	11,677	11,936	11,800	11,990	12,673
Total in community living arrangements*	8,630	9,249	9,232	9,490	9,776
Total nos. In local authority residential accommodation*	590	465	437	430	421
Total in private or voluntary residential accommodation*	1,289	1,194	1,500	1,532	1,589
Total PSS spend on people with learning disabilities (£m)	59.00	89.52	115.22	122.18	125.73
% PSS spend on people with learning disabilities	20	21	22	22	22
Welsh Mental Handicap Strategy spend on people with learning disabilities (£m)	41.5	55.7	66.3	40.6(c)	45.1(c)

* Data taken from the Welsh Office publication "Activities of Social Services Departments"

(a) Estimated data

(b) Source: SSDA 901

(b) Data for Mental Handicap Strategy spend is not identifiable on the same basis as around 50% of MHS grant transferred into the local authority revenue support grant from 1997-98.

TABLE 4

Residents of NHS Learning Disability Hospitals and Units (a)

At 5 April At 31 March

	1983	1985	1987	1989	1991	1995	1996	1997	1998	1999
Resident Children	72	43	26	6	2	0	0	0	0	0
(under 16 years old)										
Total Residents	2,089	1,945	1,735	1,555	1,332	791	731	607	532	430

(a) Source : Census of Patients in Hospital and Units for People with a mental Illness or Learning Disability in Wales. Data for 1983 to 1989 are at 5 April, whilst data from 1991 refers to the situation as at 31 March.

TABLE 5

LEARNING DISABILITY HOSPITALS AND UNITS

Resident patient population at 31 March 1999, by age group and duration of stay (a)

Age Groups All Wales

Length of stay	1-4	5-15	16-19	20-24	25-34	35-44	45-54	55-64	65-74	75+	Total
< 1 month	-	-	2	-	2	2	3	4	-	-	13
1-3 months	-	-	-	-	1	9	3	2	-	5	20
3-6 months	-	-	1	1	1	9	6	1	-	-	19
6-12 months	-	-	-	1	2	-	1	-	-	-	4
1-2 years	-	-	-	4	2	3	-	1	1	-	11
2-5 years	-	-	-	-	3	8	5	5	2	2	25
5-10 years	-	-	-	-	5	11	10	14	3	2	45
10-15 years	-	-	-	-	6	7	2	5	-	1	21
15-20 years	-	-	-	-	3	21	13	9	9	3	58
20-25 years	-	-	-	-	2	18	10	11	3	1	45
25+ years	-	-	-	-	2	24	50	42	38	13	169
TOTAL	0	0	3	6	29	112	103	94	56	27	430

a. Source : Census of Patients in Hospital and Units for People with a mental Illness or Learning Disability in Wales.

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.