

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 National Assembly 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, and re-launched 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. 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.

2. In May 1999 the Welsh Assembly convened an independent and expert Advisory Group to undertake a review of the 1989 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 will be considered by the National Assembly in drawing up a revised final Strategy document that will issue in Spring 2001.

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 2000, 92 patients had been discharged on supervision orders in Wales, representing almost 3 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 1999-00, health authorities in Wales spent £204.719m on mental illness services, which accounted for 7.9 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), 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 is due to close 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 1992 and 1999 numbers of NHS psychiatry and mental illness consultants providing services for people with a mental illness have increased by 21.9 per cent.
- ii) On 31 March 2000 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 76 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 2,500 in 1999-00;

iv) 40 per cent of mental illness patients were in hospitals or units where there were more than 200 patients on 31 March 2000, compared to 63 per cent in 1992. 60 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

(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 patient population at 31 March 2000, by age group and duration of stay (a)

Duration of stay	Age group (years)											Total
	1-4	5-15	16-19	20-24	25-34	35-44	45-54	55-64	65-74	75+	Total	
0-1 month	-	4	20	25	93	120	76	53	90	238	719	
1-3 months	-	4	11	16	74	47	37	31	60	148	428	
3-6 months	-	3	3	9	22	21	21	23	27	64	193	
6-12 months	-	2	5	5	22	17	14	7	31	51	154	
1-2 years	-	-	1	7	17	26	29	24	43	101	248	
2-5 years	-	-	-	6	12	15	16	22	38	131	240	
5-10 years	-	-	-	-	3	6	9	14	19	57	108	
10-15 years	-	-	-	-	-	4	6	2	5	6	23	
15-20 years	-	-	-	-	-	3	2	2	4	3	14	
20-25 years	-	-	-	-	-	-	-	1	-	3	4	
25 years and over	-	-	-	-	-	-	-	12	12	11	35	
Total	-	13	40	68	243	259	210	191	329	813	2,166	

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

Note: 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

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 then 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, the National Assembly established an external Learning Disability Advisory Group to develop a framework of services for people with learning disabilities. This framework will give people with learning disabilities; their families and carers a clear picture of the services and support they are entitled to from statutory authorities. The framework will cover people from childhood to old age. The Advisory Group is expected to submit its report to the Assembly in March 2001 when there will be a full consultation on the groups proposals before final decisions are made.

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 366 (as at 31 March 2000), as people are resettled into more appropriate accommodation in the community. Some of these remaining will need to remain in continuing health care.

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. The small number of people remaining in Llanfechfa Grange who have been assessed as in need of social care will be resettled in 2001 - 2002. This will mark the end of the resettlement programme for Llanfrechfa Grange and consultations have already taken place on closing this hospital and the re-provision of its services

5. Since 1983, over £560 million in 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 in to the local authority revenue settlement. The balance of this funding (some £28 million) continues to be allocated to authorities as a annual direct grant. In 2000-01, the direct grant cost of supporting the resettlement programmes is likely to be around £20 million. Progress made under the Strategy is shown in tables 3-5.

TABLE 3

	1994-95	1995-96	1996-97	1997-98	1998-99	1999-00
Total no. of learning disabled persons on local authority register (a)	11,936	n/a	11,800	11,990	12,363	12,420
persons accommodated in community living arrangements	9,249	n/a	9,232	9,490	9,879	9,900
persons accommodated in local authority residential accommodation	465	n/a	437	430	418	411
persons accommodated in private or voluntary residential accommodation	1,194	n/a	1,500	1,532	1,610	1,687
Total PSS spend on people with learning disabilities (£m) (b) (c)	93.3	101.3	117.1	125.4	132.9	136.8
Proportion PSS spend on people with learning disabilities (%) (b)	21.7%	20.9%	22.2%	22.4%	22.3%	22.1%
Welsh Mental Handicap Strategy spend on people with learning disabilities (£m) (b) (d)	49.2	57.1	59.2	38.8	40.0	36.8
Welsh Mental Illness Strategy spend (£m) (b)	2.9	2.7	3.0	1.3	1.1	1.1

(a) Source: SSDA 901. Includes estimated data for 1998-99 and 1999-00. Reliable information not available for 1995-96 following local government reorganisation.

(b) Budgeted estimates

(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.

The expenditure financed by these grants is included in the first row of the table.

TABLE 4

Residents of NHS Learning Disability Hospitals and Units (a)

	At 5 April										At 31 March				All Wales
	1983	1985	1987	1989	1991	1995	1996	1997	1998	1999	2000				
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	791	731	607	532	430	366				

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

TABLE 5

LEARNING DISABILITY HOSPITALS AND UNITS

resident patient population at 31 March 2000, by age group and duration of stay (a)

Duration of stay	Age group (years)											Total
	1-4	5-15	16-19	20-24	25-34	35-44	45-54	55-64	65-74	75+	Total	
0-1 month	-	-	1	2	3	4	3	2	-	-	-	15
1-3 months	-	-	2	2	4	2	-	-	1	-	-	11
3-6 months	-	-	-	-	2	3	-	1	-	1	7	7
6-12 months	-	-	1	1	2	5	6	3	-	3	21	21
1-2 years	-	-	-	-	-	7	4	3	3	1	18	18
2-5 years	-	-	-	2	1	5	4	4	4	3	23	23
5-10 years	-	-	-	-	4	12	8	16	5	2	47	47
10-15 years	-	-	-	-	3	6	1	4	-	-	14	14
15-20 years	-	-	-	-	4	14	6	3	2	2	31	31
20-25 years	-	-	-	-	2	24	10	6	4	1	47	47
25 years and over	-	-	-	-	1	19	45	35	21	11	132	132
Total	-	-	4	7	26	101	87	77	40	24	366	

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

Note: Duration of stay is calculated from the admission dates of patients taken from hospital's patient administration systems. These are subject

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.