



Feidhmeannacht na Seirbhíse Sláinte
Health Service Executive

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16th September 2020

Deputy David Cullinane,
Dail Eireann,
Leinster House,
Kildare Street,
Dublin 2.
e-mail: david.cullinane@oireachtas.ie

Dear Deputy Cullinane,

The Health Service Executive has been requested to reply directly to you in the context of the following parliamentary questions, which were submitted to this department for response.

PQ 21139/20

To ask the Minister for Health the estimated cost of fully delivering on Time to Move on from Congregated Settings; and if he will make a statement on the matter.

PQ 21417/20

To ask the Minister for Health the amount allocated and spent each year on implementing the time to move on from Congregated Settings A Strategy for Inclusion; and if he will make a statement on the matter.

HSE Response

A Time to Move on from Congregated Settings

In June 2011 the Report “Time to Move on from Congregated Settings – A Strategy for Community Inclusion” was published, which identified that in 2008 approximately 4,000 individuals with disabilities lived in congregated type settings, defined as where ten or more people reside in a single living unit or are campus based. It found that notwithstanding the commitment and initiative of dedicated staff and management, that there were a significant number of people still experiencing institutional living conditions where they lacked basic privacy and dignity, and lived their lives apart from any community and family.

The report initially recommended a seven year timeframe for the implementation of the policy and the 2016 Programme for Government identified that there should be a one- third reduction in the number of individuals residing on congregated settings by the year 2021, which reflects the continued commitment of the Government to the policy of decongregation, whilst acknowledging that the process of supporting each person to transition from a congregated setting to a community based service in a sustainable and safe way, requires planning and time.

Status of congregated Settings

Time to Move On from Congregated Settings is progressing and continues to demonstrate very positive results for service users who have transitioned to living in homes in community settings. Overall, the population in congregated settings is 50% lower than those identified in the original report:

- A total of 945 people have completed their transition to the community by 01/01/2020 and now there are less than 2,000 people remaining in congregated settings.
- 16 centres have closed completely and now support residents entirely in the community
- There are 19 centres that now have less than 10 people remaining in the setting/campus.
- There are 1,494 residents (76%) now living in units with no more than nine other people and of this 343 residents (18%) are living in units with no more than three others.
- There are only 13 campus's with more than 50 residents remaining compared to 24 settings in 2012.
- In 2012 the largest campus was home to 227 residents and the largest residential building was home to 112 people. Currently, the largest campus has 145 residents and the largest residential building has 28 residents.

Resources committed by HSE under this Programme

The overall aim of the policy is to move from a situation where people live isolated lives apart from any community and from families, with many experiencing institutional living conditions where they lack basic privacy and dignity, to a scenario where people live in their own 'homes' and are facilitated to have opportunities to grow their lives and be connected in their communities. The following resources were committed to this Programme:

- **Multi Annual Capital Funding 2016-2021** - In 2016 the DOH announced €10million in capital funding was allocated to the HSE over a six year period from 2016-2021 specifically for the provision of housing in order to enable progress to be made in the decongregation of a number of priority sites.
- **Service Reform Fund 2016-2019** - A Service Reform Fund was also agreed between Atlantic Philanthropies, the DoH, the HSE and Genio Trust targeted to provide transitional revenue resources to support the transition to person-centred models of services and support in prioritised centres. A total of €27million was allocated to the identified priority settings over the period 2016-2019.
- **Revenue for HIQA Compliance 2016** - In 2016 a very significant investment in disability services of €62m was made to Improve Compliance with National Residential Standards as Regulated by HIQA. This investment supported the full year costs of the compliance work and emergency places approved by the HSE and commenced in 2015, along with the accelerated implementation of A Time to Move on from Congregated Settings in respect of residential centres where compliance could not be achieved.
- **Targeted Additional Revenue for decongregation** - additional ongoing revenue resources in the region of €60million were also invested across three of the priority congregated sites to address identified critical core funding deficits. The allocation of this additional revenue funding was contingent on the services substantially progressing the decongregation targets and addressing HIQA compliance issues.

The estimated cost of fully delivering on Time to Move on from Congregated Settings

There is both a revenue and capital cost associated with implementing the Time to Move on policy.

Capital Funding:

Delivering appropriate housing for the people transitioning from the congregated settings is achieved through a number of different options depending on support and housing needs. This may be:

- Social Housing Options (under the DHPLG/Housing Authorities), either revenue or capital funded
- HSE Capital funded housing projects

Based on the cost of the housing projects delivered to date under the HSE Capital funding stream, it is estimated that a capital cost in the region of **€160,000 per person** is required to support the transition to community.

The average cost per person is the benchmark currently being used as this will accommodate a range of options/solutions some of which are less expensive or can be met through revenue funding options (i.e.

rental arrangement with HAP payment) and others that are significantly higher cost i.e. for people requiring more specialised housing.

Revenue Funding

The additional revenue funding required for each person moving to the community from a congregated setting is currently estimated to be in the region of **at least €70,000 per person**. This cost is estimated based at the highest cost band based on current day service profiling tool, to recognise that each person needs to be appropriately supported with a meaningful day service in line with current policy (New Directions) once they leave the congregated residential setting.

Source

This additional cost per placement is a balance that takes into account all the data sources and cost indicators noted below. It must be noted that there is a wide variation on the support needs of people accessing services that influence the range of costs quoted below.

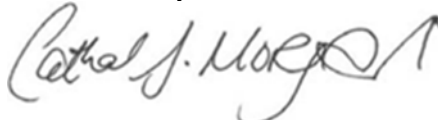
- Time to Move on Report average cost in 2012: €106,000 per person
- Restated cost of placement in 2019 (revision of original 2012 cost): €115,000 per person
- Draft report on current cost per placement in community setting 2019: €189,000 per person
- Current cost for each additional new emergency placement 2020: €290,000 per person
- Current cost of each additional enhanced placement 2020: €78,000 per person
- Capacity review estimate of cost per placement 2018; €140,200 per person

Caveats

- The costs per person provided are an average. There are significantly large variations depending on the support needs of the individuals and the capacity of the service providers to reconfigure and release resources.
- The true cost of decongregation for the people with the most significant support needs is still being explored as in many cases these are the cohort of residents that remain in the congregated settings due to the requirement for significant specialist supports and accommodation. On this basis the cost required per person to achieve full decongregation is expected to increase over time as the number of people remaining decreases, the complexity of support needs for those people is greater and services will have exhausted all options for reconfiguration.
- This response does not reference the number of people remaining in the congregated settings, as this varies depending on the data source.
 - The Time to Move on Annual Progress Report 2019 identifies 1,953 still living in the original tracked settings congregated settings as a 01/01/2020. However, it is recognised that a number of congregated settings were not captured in the original Time to Move on report (2011). The HIQA Annual Report 2019 identifies 2,914 people in congregated settings.

In addition to this, there are also a significant number of younger people with disabilities living in nursing homes for older people, which do not feature in either the HIQA report of the Time to Move on Report.

Yours sincerely,



Dr. Cathal Morgan,
Head of Operations - Disability Services,
Community Operations