

FROM CONGREGATED TO COMMUNITY LIVING

MOVING AHEAD



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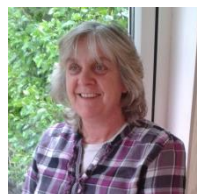
Project Advisory Group



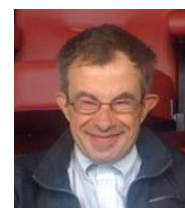
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**An investigation of the role of factors
contributing to the successful transfer of
residents with intellectual disabilities from
congregated to community-based living
arrangements**



Moving Ahead Tasks

- (1) Review of recent disability policy.**
- (2) Review of key research.**
- (3) Gather information from key stakeholders in two regions in Ireland.**

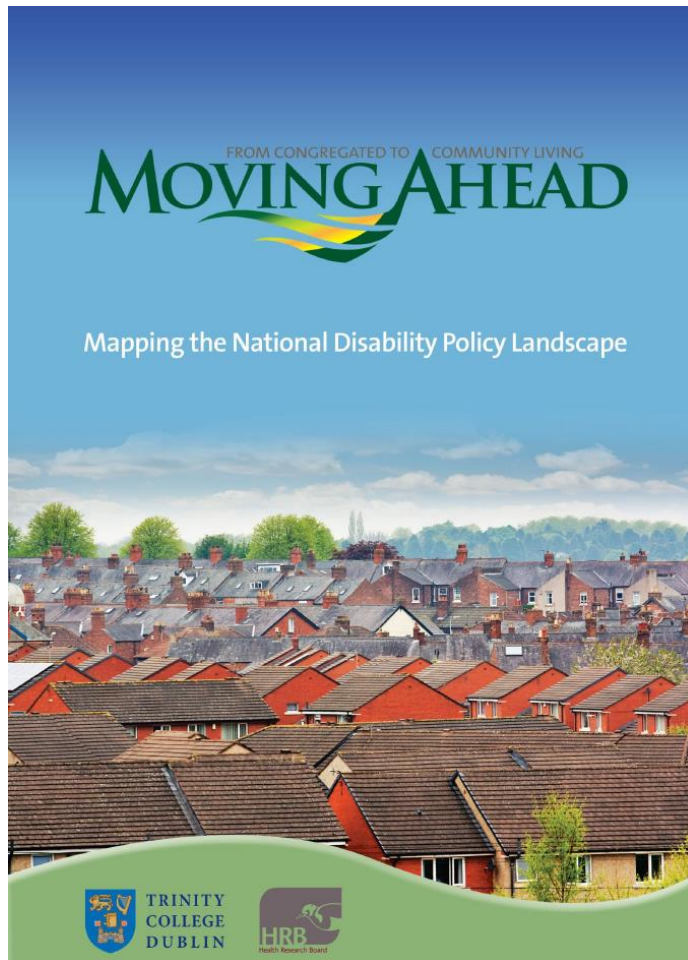


Review of recent disability policy



**Available to download
from:**

**Inclusion Ireland,
National Federation of
Voluntary Bodies,
Trinity College Dublin**





Early Development of Irish Disability Services: A 'hands off' approach by Government

1931
Quadragesimo
Anno
Subsidiarity

1950s DoH
memo:
preference for
faith based
services

1957 concerns
by Inspector of
Mental
Hospitals re
coordination

1965
Commission of
inquiry into
Mental
Handicap -
NGOs



**Children's
Services**

**Value for Money
Expert Reference
Group**

**Day
Services**

**Congregated
Settings**

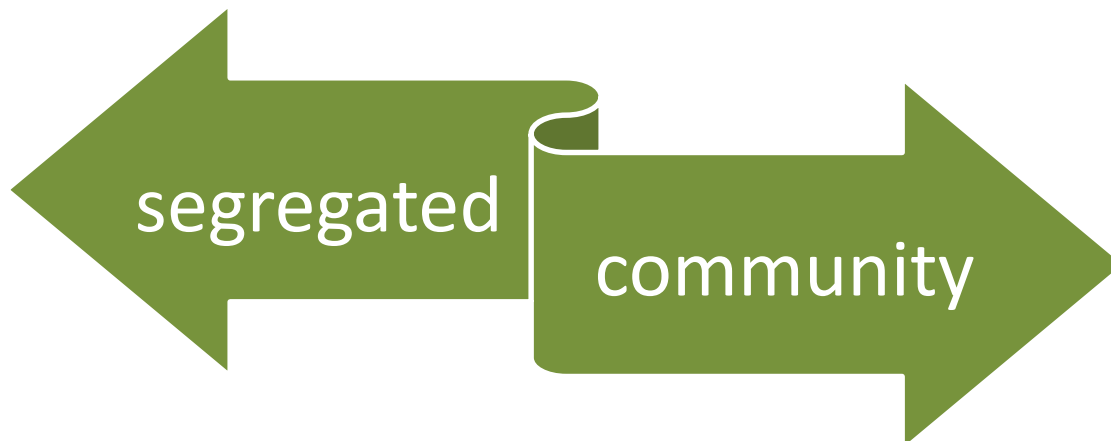
**National
Housing
Strategy**

**Value for
Money
Review**



“Disability Services Programme are mostly being pursued through a resource-intensive approach, based on a medical model of disability, delivered in segregated settings” (Department of Health, 2012; p.160)

Department of Health (2012) Value for Money and Policy Review of Disability Services in Ireland. Dublin: Department of Health.





Current disability provision	Individualised supports and mainstream services
<i>From ...service defined by agency</i>	<i>To ...service jointly defined service user and family, commissioning authority (e.g. HSE) and Government</i>
<i>From ...service deliverer accountable for inputs and compliance</i>	<i>To ...service deliverer accountable for outputs and quality</i>
<i>From ...compliance with rules</i>	<i>To ...attainment of outcomes-based standards and demonstrated commitment to continuous quality improvement</i>
<i>From ...provides categorical services</i>	<i>To ...provides integrated services</i>
<i>From ...service delivered through credentialed professionals</i>	<i>To ...services and supports delivered through professionals, non-professionals and service user representatives</i>
<i>From ...funds isolated projects</i>	<i>To ...levers local innovations into improvements in mainstream services</i>
<i>From ...one size fits all</i>	<i>To ...assumption of need for diversity</i>

Source: adapted from *The Developmental Welfare State* (NESC, 2005)¹⁹



Poor record in implementation:

Example: repeated calls for introduction of Service Level Agreements linked to funding

1990s

Department of Health plan introduction linked to funding

2005

**Comptroller & Auditor General
>1/3 funding not covered by SLAs**

2009

HSE introduce new governance framework

2012 Value for Money Review notes 'little progress'...

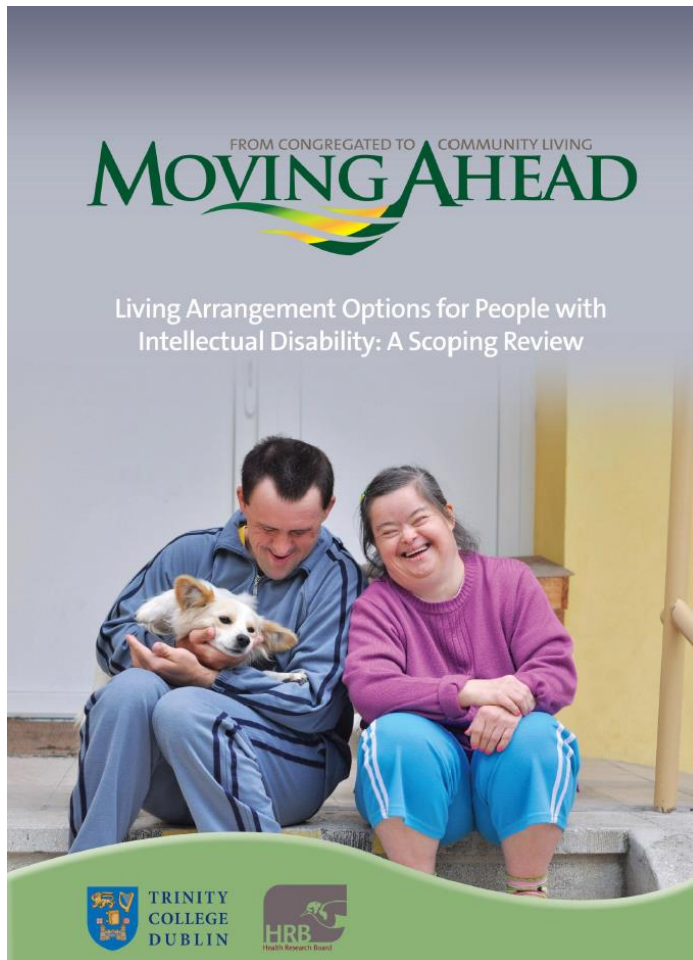


Review of key research



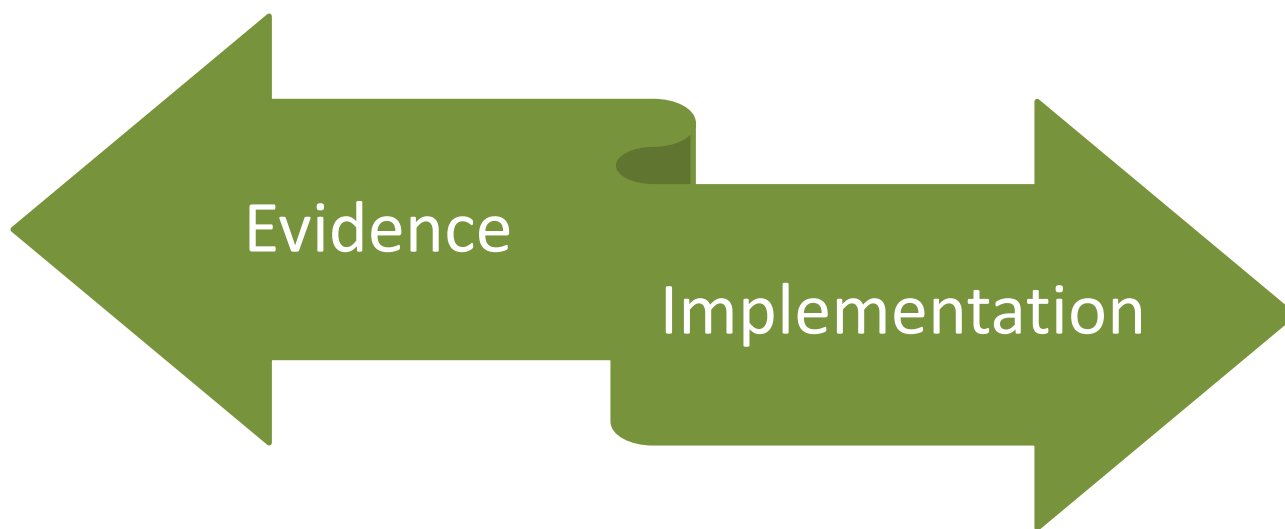
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Gather information from
key stakeholders in
two regions in Ireland



Selected two regions in Ireland that differed greatly in their progress towards community living



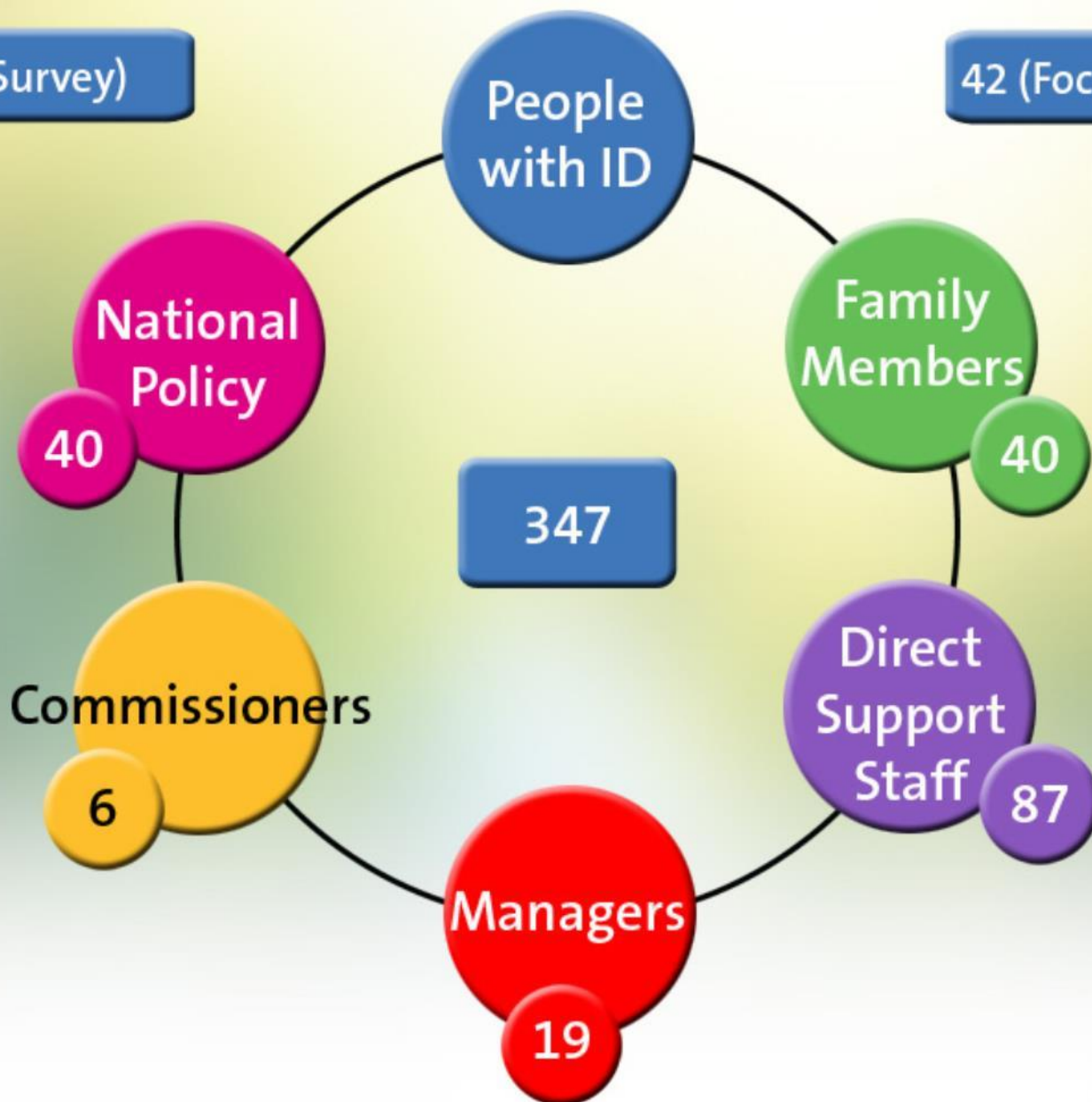
Eight selected agencies in two Regions





136 (Survey)

42 (Focus Groups)





**Definitions
of living
option**



**Poor
information
from staff
on living
options**



**No
difference
in support
needs in
two regions**

Survey

**It's all about
the right
support**

**Preferences
linked to
lived
experience**

**Main barrier
inadequate
support**

**People
with
Intellectual
Disability**

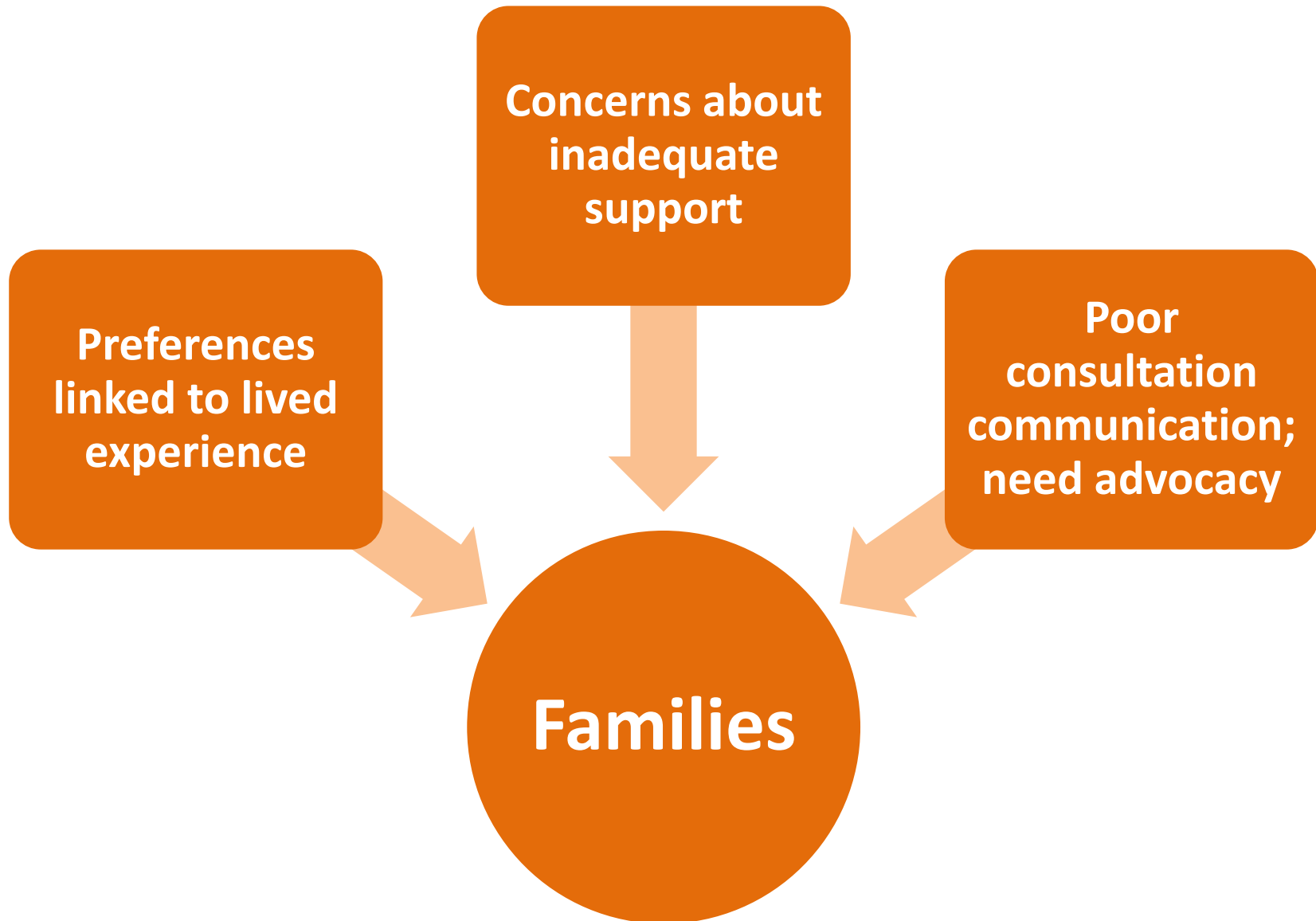




**No discernable
difference in the
views of people in
the two regions.**

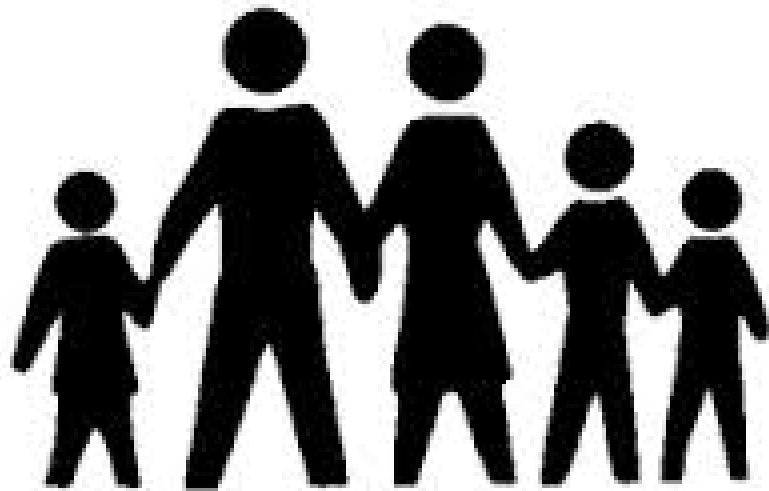


**There is a difference
in the views of
people by the type
of organisation
where they are
supported.**





**No discernable
difference in the
views of people in
the two regions.**



**Universal concerns
mirror those in the
research literature.**



Direct Support Staff & Clinicians

Significant information gap on policy.

Significant concerns about implementation of policy:

“Really if you’re doing 30 people in a very short space of time there’s very little planning going into each individual person”.

STAFF DESCRIPTIONS OF ORGANISATIONAL CULTURE

	Region 1	Region 2
State	<p>Not confident of management</p> <p>Institutionalised</p> <p>Impact of financial cuts</p> <p>Top down management</p> <p>Frustrated and demoralised</p> <p>Paperwork</p>	<p>Not confident of management</p> <p>Institutionalised</p> <p>Impact of financial cuts/staff embargo</p> <p>No perceived opportunities for promotion</p> <p>Good care</p> <p>Good peer support</p>
Large	<p>Hierarchical system</p> <p>Institutionalised</p> <p>Paperwork</p> <p>Culture of change</p> <p>Good standard of care</p> <p>Progressive</p>	<p>Top heavy management</p> <p>Management inconsistent</p> <p>Short staffed</p> <p>Team-led</p> <p>Client-centred</p> <p>Good peer support</p>
Small	<p>Progressive</p> <p>Person-centred</p> <p>Individualised</p> <p>The sky's the limit</p> <p>Anything is possible</p> <p>Easy to access management</p> <p>Paperwork</p>	<p>Progressive</p> <p>Person-centred</p> <p>Evolving</p> <p>Growing</p> <p>Relaxed management</p> <p>Impact of financial cuts</p>



No discernable difference in the views of staff in the two regions.



There is a stark difference in the views of staff by the type of organisation where they work.





**Some difference in
the views of
managers in the two
regions.**



HSE Commissioners

“..very little has happened by way of a higher power driving the implementation so you were left to your own devices ...”

“So I think there needs to be a clear, “there is a target date, there is a plan for it” but there’s nobody project managing it, to the best of my knowledge.

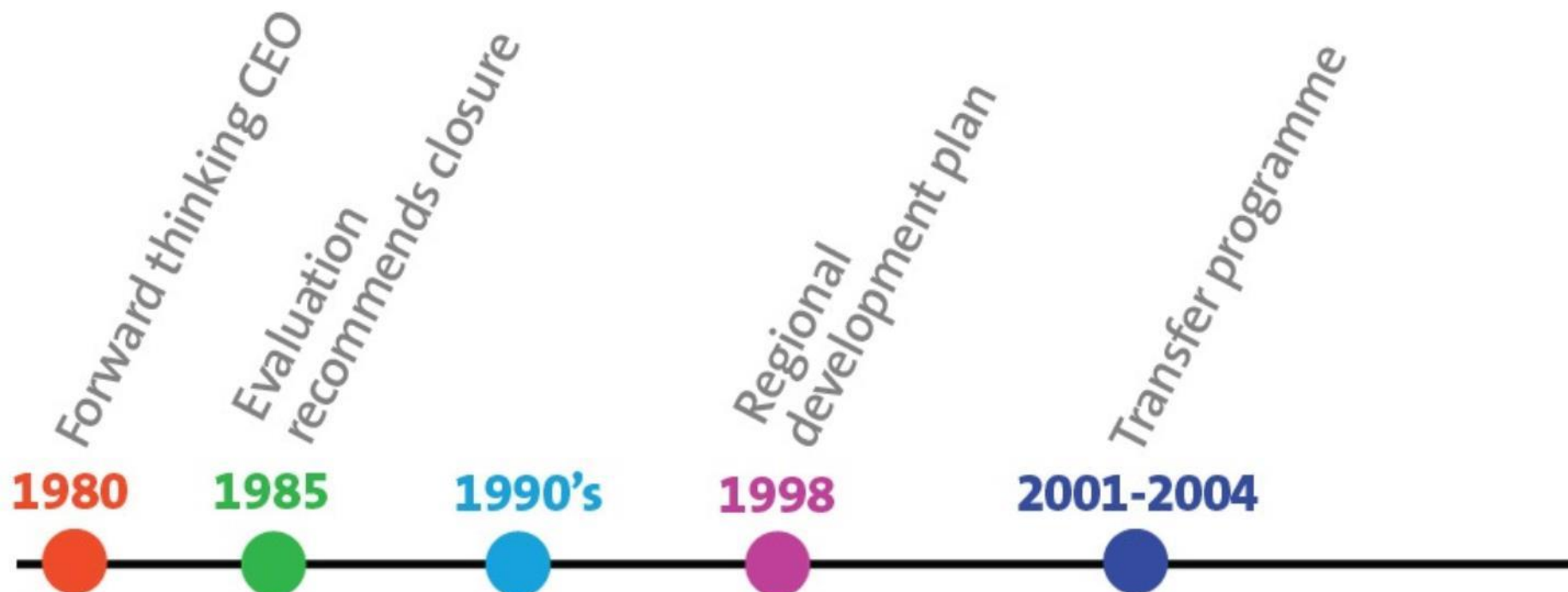
*There’s nobody, em,
I can say “that’s John Smith’s office and he hasn’t delivered”*



**Notable historical
difference in the drivers
of change reported by
commissioners in the
regions.**

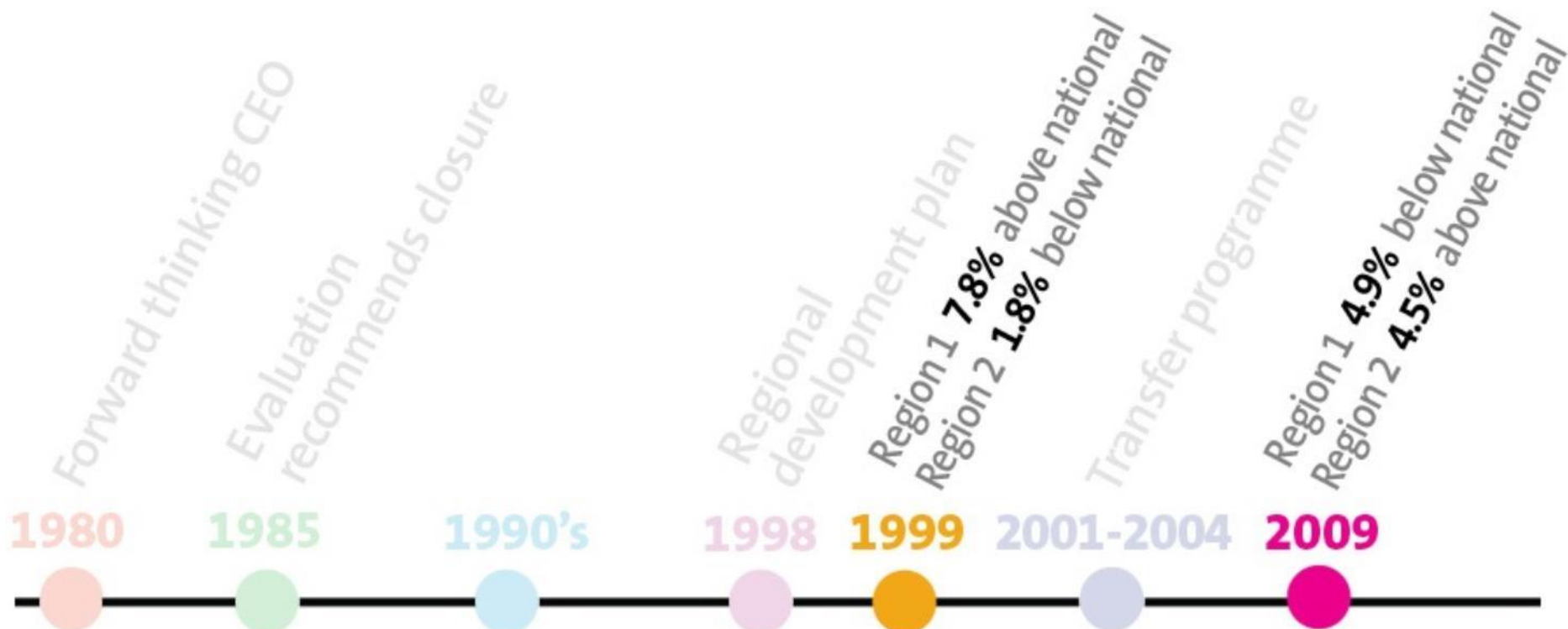


Actions in Region 1 towards Community Living





Progress in Regions compared to National Averages towards reducing Congregated Settings





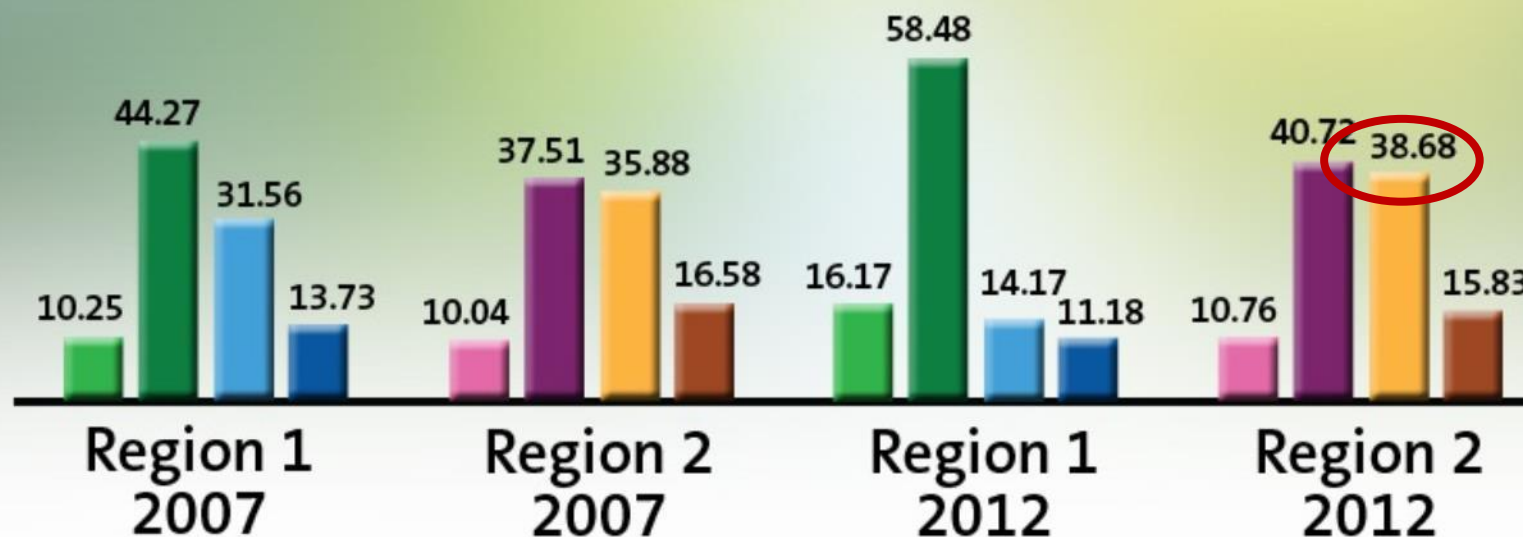
Recent Progress in Region 1 towards Community Living 2007-2012

Region 1

- Independent Living
- Group Homes
- Residential Centres
- Other

Region 2

- Independent Living
- Group Homes
- Residential Centres
- Other





Conclusions



Communication of policy

Exposure and training

Implementation?

Resourced infrastructure