



***Time to Move on from Congregated Settings:
A Strategy for Community Inclusion***



Annual Progress Report 2023



TRANSFORMING LIVES

Programme to Implement the Recommendations of the 'Value for Money and Policy Review of the Disability Services in Ireland'

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Acknowledgements

This report has been compiled with the support of staff from all the congregated settings who diligently update requests for information on a monthly basis.

While this report is statistical in nature we would also wish to acknowledge the commitment of staff working at all levels in organisations across the country whose leadership and resilience is supporting people to move to new homes in their communities. The on-going commitment of these staff to the vision of *Time to Move on* is fundamental in bringing about meaningful and sustainable change that is enabling people “*to live ordinary lives in ordinary places*”.

Introduction

This report provides an overview of the progress achieved during 2023 in transitioning people from congregated settings to community based homes of their choice, in line with the *Time to Move on* policy.

It focuses on providing the key statistical data in relation to the individuals who have transitioned which is broken down geographically by Community Healthcare Organisation (CHO). Details are also provided on the type of housing accessed by the people who have transitioned and their new living arrangements.

The report also provides similar statistical information on the individuals remaining in congregated settings.

Transforming Lives Time to Move on From Congregated Settings Subgroup – Location Review Group Report: Revised Register of Congregated Settings 2019 recommended periodic reviews of residential settings to ensure an accurate register is maintained.

An audit of the status of congregated settings was carried out between July 2023 and June 2024 through site visits and data requests. This exercise not only enabled the HSE to confirm the actual number of individuals still living in the tracked settings it contains information which will be of assistance in prioritising the remaining settings and includes recommendations for moving forward over the next 1 - 10 years. An audit report is currently being finalised and will be provided to the HSE and DCEDIY for consideration.

It is important to note that HIQA maintain a separate register of congregated settings and their numbers differ to the HSE tracked settings. The list of HIQA settings was also examined as part of the audit and the status of these settings will be set out in the audit report.

Overview of Movement in Congregated Settings 2023

The HSE National Service Plan (NSP) 2023 identified a target of 73 people to complete transitions from a congregated setting during the year. The Master Data Set which captures data on the movements in the congregated settings population confirms that 65 people completed transitions in 2023.

By the end of 2023, there were 1,465 people still living in the tracked congregated settings¹.

A summary of all of the movements in the congregated setting population during 2023 is presented in Table 1.

Table 1: Movement of people in congregated settings during 2023	
A. People who moved to homes in the community in line with the policy	57
B. People who transitioned to other appropriate arrangements	8
All transitions completed at A & B above	65
People admitted in the year	36
People who passed away in 2023	56
People living in a congregated setting on 31/12/23	1,465

¹ The **tracked congregated settings** are the locations listed on the *Register of Congregated Settings* put in place when the policy was implemented in 2012, those added to master data sets by CHO areas after 2012 and includes additions or subtractions following a review of the Working Group in 2019. This does not include individuals living in 6 Cheshire Homes across the county as a separate review of this service is required.

Transitions in 2023

Analysis in this section details the profile of the 65 people who were supported to transition during 2023 and examines various aspects of the post transition arrangements, including accommodation type and living arrangements.

In Table 2 below the age profile of people who were supported to move is given. This shows that the most populous age bracket was “71 - 80 years” (24.7%) transitioning.

The median age was 64 years, with an average age of 63 years.

Table 2: Age Profile of residents that transitioned in 2023		
Age Category	No. of People	% of those that transitioned
0-20	0	0
20-30	0	0
31-40	2	3.1
41-50	14	21.5
51-60	13	20
61-70	13	20
71-80	17	26.2
80 Plus	6	9.2
Total	65	100

Table 3 identifies the primary disability of the people who were supported to move. It confirms that 45 people who transitioned have a moderate intellectual disability, accounting for 69.2% of all transitions in 2023. There were 19 people (29.2%) with a severe intellectual disability and 1 individual (1.5%) had a mild disability.

Table 3: Level of Disability of the people that transitioned in 2023		
Primary Disability Identified	No. of People	% of those that transitioned
Not specified	0	0
Mild	1	1.5
Moderate	45	69.2
Severe	19	29.23
Profound	0	0
Physical & Sensory	0	0
Dual Diagnosis ID &MH	0	0
Total	65	100

Table 4 below shows the level of support needs for all those who transitioned. Similar to previous years a significant number of the individuals who moved to the community during 2023 had moderate to high support needs i.e. 56 people (86%) noted as having moderate Support needs and 9 people (13.8%) requiring high levels of support².

Table 4: Level of support needs of the people that transitioned in 2023		
Support Needs Identified	No. of People	% of those that transitioned
Low	0	0
Minimum	0	0
Moderate	56	86
High	9	13.8
Intensive	0	0
Total	65	100

² Moderate to high levels of support require one to one support for all activities of daily living

Table 5 below identifies the length of time people had lived within the congregated setting prior to their transition. 27 people had been living in congregated setting less than 10 years (41.53%) and 5 people were living there less than one year. There were 5 people who had lived in congregated settings for over 50 years before they transitioned.

Table 5: Length of stay in a congregated setting prior to transition		
Length of Stay	No. of People	% of those that transitioned
less than 1	5	7.7
1-10 Years	27	41.53
10 - 20 Years	3	4.6
20 -30 Years	8	12.3
30-40 Years	13	20
40-50 Years	4	6.1
50 -60 Years	4	6.1
60-70 Years	1	1.5
Total	65	100

Table 6 below identifies the housing solutions used to support the people who transitioned in 2023. A total of 20 people moved to new purpose built houses in the community, 7 of which were funded by the Department of Housing with CAS and 13 were partially or fully funded by the HSE. 29 individuals moved to renovated houses in the community, 9 were funded with CAS and 20 were partially or fully funded by the HSE. The allocation of homes from the Local Authority was 2 in 2022 and 6 in 2023 an increase noted.

Table 6 : Housing Solutions in Line with the “Time to Move On” policy		
Type of Housing Solutions	No. of People	% of those that transitioned
Existing house in community with current Service Provider	1	1.5
Existing house in the community HSE	0	0
New purpose built house in the community with current service provider (CAS funded)	7	10.8
New purpose built house in the community with current service provider (HSE funded or HSE top up)	4	6.1
New purpose built house in the community HSE	9	13.8
Renovated house in the community with current service provider (CAS funded)	9	13.8
Renovated house in the community with current service provider (HSE funded or HSE top up)	9	13.8
Renovated house in the community HSE	11	16.9
Local Authority own tenancy	1	1.5
Local Authority (Service Provider/AHB lease)	5	7.7
Private rental arrangement	0	0
Other	9	13.8
Total	65	100

The type of living arrangements in place for the individuals who transitioned in 2023 is outlined in greater detail in Tables 7 and 8. Most transitions (87.8%) were to arrangements that are in line with the policy, where people live with no more than three other people with a disability in dispersed housing in the community.

Table 7 shows that of the 65 people who transitioned, 57 people now live in arrangements with no more than three other people and 6 people (9.2%) are living alone in individual

arrangements.

Table 7: Transition arrangements in line with the “Time to Move On” policy		
Type of Living Arrangement	No. of People	% of those that transitioned
Individual arrangement	6	9.2
Sharing with one other person	7	10.8
Sharing with two other people	24	36.9
Sharing with three other people	20	30.7
Living with family	0	0
Subtotal	57	87.8

In Table 8 the living arrangements for the other people who transitioned to a range of alternative accommodation appropriate to their needs is given. These are transitions where people were supported to move in line with their person-centred plan to arrangements that offer an appropriate model of support.

This includes one person who moved to an existing service with more than 4 individuals and 7 people moved to nursing homes or another residential setting.

Table 8: Transitions to other appropriate alternative arrangements		
Type of Living Arrangement	No. of People	% of those that transitioned
Existing Service Provider more than 4 people	1	1.5
Existing Voluntary Housing (CAS)	0	0
Nursing Home/other residential setting	7	10.8
Total	8	12.3

People who passed away during 2023

In 2023, 56 individuals passed away whilst living in a congregated setting.

Table 9 below identifies the degree of disability, age profile and level of support needs of these people.

Table 9: Profile of People living in congregated settings who passed away in 2023								
Degree of Disability	Total	%	Age	Total	%	Support	Total	%
Mild	4	7.1	0-20	0		Low	0	0
Moderate	20	35.7	21-30	2	3.57	Minimum	0	0
Severe	26	46.4	31-40	1	1.53	Moderate	7	12.5
Profound	6	10.7	41-50	2	3.57	High	49	87.5
Phys. & Sensory	0	0	51-60	9	16.1	Intensive	0	0
Dual MHID	0	0	61-70	18	32.14			
Borderline	0	0	71-80	17	30.3			
			80 Plus	7	12.5			
			Not stated	0				
Total	56	100	Total	56	100	Total	56	100

Analysis of the data shows that 87.5% of people who passed away had high support needs and a further 12.5% had moderate support needs. Of the people who passed away 57% had a severe/profound intellectual disability and 35.7% had a moderate disability.

Of the 56 people who passed away 7 were 80 years plus whilst 35 people were between 60 years and 80 years of age.

Admissions during 2023

As in previous years, there continues to be a small number of admissions to congregated settings. During the year 36 people were recorded as new admissions to congregated settings.

In Table 10 below the reasons given for admission are captured.

Table 10: Reason for admission of people in 2023		
Reason Identified	No. of People	% of those admitted
Changing/Increased Medical/Nursing Care Needs	24	66.6
Loss of Primary Carer	2	5.5
Elderly Parents Struggling at Home	1	2.7
Parents Struggling at Home	1	2.7
Closure of the existing Settings	8	22.2
Total	36	100

The changing support needs of people with disabilities is the most significant factor impacting the number of people being admitted to congregated settings. The needs vary from person to person but include increased nursing and medical care needs and support needs associated with dementia care. The data set does not capture whether the admission is driven by the need for different accommodation i.e. person now requires ground floor, accessible and/or adapted housing or the need for additional staff support that might include a change in skill set of staff. There was also a small number of people admitted from home in response to a family crisis.

An analysis of the profile of the people admitted in 2023 was undertaken. In table 11 the age profile of the people admitted is given.

This shows that the majority of admissions were people over 50 years of age - 15 people (41.7%) were aged between 51 and 60 years of age and a further 11 people (30.6%) were 61 years of age or older. This suggests that the admissions are driven by a combination of the changing needs of these individuals as they age and that the family carers, often

older parents and/or existing low support service do not have the capacity to continue supporting them once the needs change.

On the other end, 4 people under 40 years of age were admitted to congregated settings in 2023 and the reason why other community options were not secured is not known from the data. 3 of these individuals were admitted due to parental capacity to support and one was a delayed discharge from an acute setting.

Table 11: Age Profile of residents admitted in 2023		
Age Category	No. of People	% of those Admitted
0-20	0	0
20-30	2	5.5
31-40	2	5.5
41-50	6	16.7
51-60	15	41.7
61-70	6	16.7
71-80	5	13.9
Total	36	100

Table 12 below identifies the level of disability of the individuals admitted during in 2023.

Table 12: Level of disability of the people admitted in 2023		
Primary Disability Identified	No. of People	% of those admitted
Severe	13	36.1
Moderate	11	30.6
Mild	9	25
Profound	3	8.3
Total	36	100

This confirms that 13 people (35.13%) who were admitted have a moderate degree of disability and 9 persons (24.32%) have a severe level of disability.

Table 13 below identifies the type of settings to which people were admitted during 2023.

Re- admission to large campus settings is still the main option used i.e. 30 individuals from the 36 admissions. Only 2 individuals went to living arrangements with nine or less.

Table 13: Type of placement to which people were admitted in 2023		
Type of Placement	No. of People	% of those admitted
Campus location	30	83.3
Community Cluster/Apartment complex	3	8.3
Community house 10 or more	1	2.7
Community house 9 or less	2	5.5
Other	0	0
Total	36	100

Status of Congregated Settings at end of 2023

At the 31st December, 2023 there were 1,465 people remaining in congregated settings, captured on the master data set. Below is an analysis of the profile of this population.

Age Profile of Residents in congregated settings on 31/12/2023

Table 14 summarises the age profile of the residents who remained in congregated settings at the end of 2023. The original report found that 50% of all residents were in the age range 40-60 years, with a further 23% aged over 60. The 2023 data confirms as expected that the population in the congregated settings is ageing.

Table 14: Age profile of residents remaining in congregated setting at end of 2023		
Age Category	No. of People	% of those that remaining
21-30	37	2.53
31-40	109	7.44
41-50	282	19.25
51-60	452	30.85
61-70	337	23.00
71-80	198	13.51
81-90	46	3.13
90 Plus	4	.27
Total	1465	100

Currently 198 people (13.51%) of the residents are aged between 71-80 years of age and a further 46 people (3.13%) are now aged 80 or older. The data is reflecting similar to the general population of people with disabilities in the community, i.e. people in congregated settings are living longer.

Profile of Congregated Setting Locations at year end 2023

During 2023 there were 2 full closures of tracked congregated settings in CHO1 namely Piermont and St Christopher's which accounted for 13 of the overall 65 transitions.

Table 19 below shows the CHO area and services with transitions in 2023 by number.

Table 19: Congregated Settings and Transitions in 2023		
CHO Area	Name of the Service Provider	Number of Transitions
CHO1	St Christopher's Cavan Monaghan (closed completely)	8
CHO1	HSE Donegal Piermont (closed completely)	9
CHO1	Cloonamahon	4
CHO2	Mayo Community Living	3
CHO3	Avista Lisnagry Limerick	7
CHO3	Avista St. Anne's Roscrea	2
CHO4	HSE St. Raphaels Youghal	1
CHO4	COPE	15
CHO6	SJOG, Carmona	1
CHO7	Cheeverstown House	4
CHO7	Stewarts Care	2
CHO7	Muriosa	1
CHO8	St John of God, Drumcar	2
CHO9	SJIDS	6
Total		65

Year on year there has been a decrease in the number of congregated settings remaining according to the definition as set out in the Time to Move On from Congregated Settings Review Report.

At the end of 2023 there were 21 voluntary service providers remaining in the delivery of services in the tracked congregated settings and the HSE have congregated settings remaining in 5 of the 9 CHO areas. The map on the following page details the geographical spread of the remaining congregated settings across the nine HSE CHO Areas. This also includes data on the number of congregated centres operated by the HSE and voluntary sector providers in each Area, along with the overall number of residents remaining within these locations.

Appendix 1 provides details on the remaining services by number at the end of 2023.

Map of Centres/Campus & No of Residents remaining by CHO Area at year end 2023

CHO 1

Service Provider	Centre /Campus	Clients
HSE	6	77
Vol. Sector	0	0
Total	6	77

CHO 2

Service Provider	Centre /Campus	Clients
HSE	1	11
Vol. Sector	1	15
Total	2	26

CHO 3

Service Provider	Centre /Campus	Clients
HSE	0	0
Vol. Sector	3	129
Total	3	129

CHO 4

Service Provider	Centre /Campus	Clients
HSE	1	26
Vol. Sector	22	432
Total	23	458

CHO 5

Service Provider	Centre /Campus	Clients
HSE	1	8
Vol. Sector	2	32
Total	3	40

CHO 6

Service Provider	Centre /Campus	Clients
HSE	2	36
Vol. Sector	6	34
Total	8	70

CHO 7

Service Provider	Centre /Campus	Clients
HSE	0	0
Vol. Sector	7	332
Total	7	332

CHO 8

Service Provider	Centre /Campus	Clients
HSE	0	0
Vol. Sector	1	14
Total	1	14

CHO 9

Service Provider	Centre/campus	Clients
HSE	2	82
Vol. Sector	6	237
Total	8	319



Appendix 1: Services and numbers remaining in Congregated Settings up to 31/12/23

Service Providers and Locations in CHO Area 1			
Service Provider	Service Areas in CHO	Residents as at 31/12/2023	Current no. of Centres/Units/Campus's within this Service Area
HSE	Donegal -Inbhear na Mara	9	1 centre, Bundoran, Co Donegal
	Donegal – JCM Complex	9	Hospital setting, Carndonagh, Co Donegal
	Donegal – Ard Clogher	14	Cluster 3 houses, Carndonagh, Donegal
	Sligo - Cloonamahon	13	Campus, 3 houses and hospital building, Collooney, Co. Sligo
	Ballytrim	7	1 centre, Donegal
	Ard Greine Court	25	Campus, 6 houses, Donegal
		77	

Service Providers and Locations in CHO Area 2			
Service Provider	Service Areas in CHO	Residents as at 31/12/2023	Current no. of Centres/Units/Campus's within this Service Area
BOC Galway	John Paul Centre	15	Campus, Ballybane, Galway city
HSE	HSE Mayo - Aras Attracta	11	Campus, Swinford, Mayo
		26	

Service Providers and Locations in CHO Area 3

Service Provider	Service Areas in CHO	Residents as at 31/12/2023	Current no. of Centres/Units/Campus's within this Service Area
Brothers of Charity Limerick	Brothers of Charity, Limerick	53	Campus, Bawnmore, Limerick
Avista	St. Vincent's Centre	73	Campus, Lisnagry, Limerick.
	St. Anne's Centre	3	Campus, Roscrea
		129	

Service Providers and Locations in CHO Area 4

Service Provider	Service Areas in CHO	Residents as at 31/12/23	Current no. of Centres/Units/Campus's within this Service Area
Brothers of Charity Southern	Brothers of Charity, Upton Campus	24	Campus, Upton, Co. Cork
	Brothers of Charity, Lota Campus	32	Campus, Glanmire, Co. Cork.
HSE	St Raphaels Centre	26	Large centre (5 adjoining units within one building) on hospital grounds
COPE Foundation	COPE Foundation	318	Campus A, Main Campus, Le Cheile, Montenotte, Cork - 9 units
			Campus B, Riverview, Montenotte, Cork- 3 units
			Campus C, Ard Daire, Montenotte, 6 units
			Campus D, Hollyhill, 7 units
			Cluster - 4 houses, Vicars Rd, Togher, Cork
			Campus E, Glasheen, Cork City
			Cluster – 4 houses, Springfort, Montenotte
			Cluster – 3 houses, Bellvue, Mallow
			Cluster – 4 houses, Ennismore, Cork city (gated campus)
			Cluster – 7 houses Rosbarra, Cork city
			2 adjoining houses, Bandon, Cork
			2 adjoining houses, beside large day service – Dochas/Glenbeg, Clonakilty, Co Cork
			3 storey apartment block – St Francis Gardens, Cork city

			4 houses with 10 or more individuals, Middleton, Mallow, Clonakilty (Teach Cairde), Fermoy
St John of Gods	St John of God, Kerry Services, Beaufort	58	11 centres on campus, Beaufort, Co. Kerry.
		458	

Service Providers and Locations in CHO Area 5			
Service Provider	Service Areas in CHO	Residents as at 31/12/2023	Current no. of Centres/Units/Campus's within this Service Area
Brothers of Charity, South East	Belmont, Waterford	10	2 units on campus.
Carriglea Cairdre Services	Carriglea Cairdre Services	22	7 centres on a campus, Dungarvan, Co. Waterford.
HSE	Wexford Residential IDS (WRIDS)	8	1 house in Co Wexford
		40	

Service Providers and Locations in CHO Area 6			
Service Provider	Service Areas in CHO	Residents as at 31/12/2023	Current no. of Centres/Units/Campus's within this Service Area
Children's Sunshine Home	Children's Sunshine Home	6	Campus, Foxrock, Dublin
HSE	West Field House	8	1 unit on hospital site, Sandyford Dublin
	Southside IDS, Hawthorns	15	Cluster 5 houses - gated
St John of God	Carmona	15	Campus, Bray. Co. Wicklow
Ann Sullivan Centre		13	Campus – 1 unit and cluster – 4 houses
Sunbeam Services	Sunbeam, Hall Lodge	2	Campus , Arklow, Co. Wicklow
	Sunbeam, Dunavon	6	1 unit, Rathdrum. Co. Wicklow (2 adjoining houses in one)

	Sunbeam, Roseanna Gardens	5	Cluster, 4 houses, Ashford, Co. Wicklow.
		70	

Service Providers and Locations in CHO Area 7

Service Provider	Service Areas in CHO	Residents as at 31/12/2023	Current no. of Centres/Units/Campus's within this Service Area
Cheeverstown	Cheeverstown House	43	14 centres on campus, Templeogue, Dublin
Peamount Healthcare	Peamount Healthcare	67	16 centres on campus, Newcastle, Co. Dublin.
St John of God Services	St Raphael's Centre Celbridge	78	12 centres on campus, Celbridge, Co. Kildare.
	Islandbridge	12	Campus, Islandbridge, Dublin
Stewarts Care	Stewarts Care	123	26 centres on campus, Palmerstown, Dublin
St.Margarets	Lisbri	7	1 unit – hospital campus
Muriosa		2	Campus, Co Kildare
		332	

Providers and Locations in CHO Area 8

Service Provider	Service Areas in CHO	Transitions up to y/e 2022	Residents as at 31/12/2023	Current no. of Centres/Units/Campus's within this Service Area
St John of God	St Mary's Centre		14	12 centres on campus, Drumcar.
			14	

Providers and Locations in CHO Area 9			
Service Provider	Service Areas in CHO	Residents as at 31/12/2023	Current no. of Centres/Units/Campus's within this Service Area
Avista	St. Joseph's	73	16 centres on campus, Clonsilla, Dublin
	St. Louise's Centre	51	10 centres on campus, Glenmaroon, Dublin
	St. Rosalie's	1	
	St. Vincent's Centre	66	11 centres on campus, Navan Road, Dublin
HSE	HSE, St. Josephs IDS	82	15 centres on 1 campus, Donabate and 1 campus with 5 units, Oldtown,
St. Michael's House	Baldoyle	8	1 centre, Baldoyle, Dublin
	Ballymun	38	Cluster – 7 houses (to the side of a campus) Ballymun, Dublin
		319	
Total ALL AREAS		1,465	

Additional Notes

A number of Cheshire Ireland sites remain on the congregated settings list however they are not included in the numbers in this report as a separate review is required to determine if they meet the criteria for congregated settings.

Report Dated: 31st October 2024