

Swindon Borough Council

Dignity in Care Task Group

**Final Report and
Recommendations**

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Task Group Members

Councillor Mick Bray (Chair)
Councillor William Morton
Councillor Doreen Dart
Val Vaughan (LINK)
Joyce Bishop (LINK)
Sharyn Byrne (LINK)

1. Recommendations

Recommendations

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That the Health Overview and Scrutiny Committee be requested to approve or concur with the following recommendations:-

General

1. That thanks are extended to all of the people who were involved in the Dignity in Care Task Group review.

Continuing Review

2. That the LINK Officers continue to review the issue of Dignity in Care in health and social care services across Swindon for a further period of six months, reporting back to the Task Group after this time.

Promotion

3. Health and Social Care Agencies in Swindon continue to raise the profile of the Dignity Campaign using existing publicity materials and practice guidance.
4. Health and Social Care Agencies in Swindon encourage their staff to become Dignity Champions, thus creating a network of Champions across the Borough.

Domiciliary Care

5. Care Agencies in Swindon to review time allocations per patient, taking into account sufficient time for travelling between patients, so that time for each patient is sufficient for that person to be treated with dignity.
6. The Task Group wishes to investigate further the needs of the Carers who are related to the patient; whether they are receiving the right level of support, is this support made known to them; are they made aware of all benefits available to them. The Health Overview and Scrutiny committee is requested to determine whether this can be a continuing review or whether a separate Task Group is required.

2. Foreword from Chair of the Task Group

The Cabinet Member for Health, Housing and Adult Social Care suggested that the Health Overview and Scrutiny Committee may wish to scrutinise the provision of dignity in care across health and social care services in Swindon.

The aim of scrutinising the provision of dignity in care is to ensure that older people in Swindon are treated with dignity and respect when receiving health and social care services.

With an increasingly ageing population, the issue of dignity in care has never been more important, not just for those who are resident in care homes, being looked after in hospital or in their own homes, but also for the peace of mind of their families.

The issue of dignity features prominently in the new framework for health and social care services. The Minister for Care Services, Ivan Lewis MP, launched the Dignity in Care campaign on the 14th November 2006 to promote dignity for older people in the health and social care sectors. The dignity in care campaign is predominately related to older people services, but is equally applicable to all vulnerable adults and children. For the purpose of this review, the report is focused on older people services.

One of the times at which people are most in danger of losing their dignity and their self-respect is when they need help with health and social care. By their nature, health and social care services are provided when people are most vulnerable – when they are feeling at their weakest, when they are afraid and when they have to expose the most intimate and personal parts of themselves (their bodies and their minds) to inspection and handling by others.

We would like to thank the management and nursing staff of the establishments we visited who have taken the time to assist us with this review.

Finally, we should be proud of the quality of care provision in Swindon and we hope this report raises the profile of the excellent work that is taking place.

Councillor Mick Bray
Chair, Dignity in Care Task Group

3. Introduction

3.1 Rationale for the Review

The Task Group was established to examine the extent to which commissioners and providers of adult social care and healthcare services are providing high quality care to people over 50 that promotes dignity and respect.

The review was carried out under Section 21 of the Local Government Act 2000, which sets out the power of local authority scrutiny committees to, “...make reports or recommendations to the Authority or executive on matters which affect the Authority’s area or the inhabitants of that area”.

3.2 Report Overview

The report is divided into the following sections:

Recommendations	Details the recommendations from the review
Introduction	Outlines the aims and objective of the review and structure of the report
Background	Provides a background to Dignity in Care issues nationally and in Swindon
Evidence Gathering	Outlines the approach taken to gather evidence and the evidence collected
Summary	Provides an overview of the review
Appendices	Contains appendices referred to in the main report

3.3 Review Structure

The review was carried out in three phases as outlined below:

Phase	Timescales	Activities
Phase 1 – Consolidation and Work Plan	July 2009	<ul style="list-style-type: none">• Task Group established• Chair appointment• Setting of Terms of Reference• Identification of internal advisors and witnesses• Identification of existing information
Phase 2 – Evidence Gathering	September 2009- February	<ul style="list-style-type: none">• Desk based research of national best practice• Meetings with internal advisors

	2010	and witnesses <ul style="list-style-type: none"> • Site visits
Phase 3 - Recommendations	February 2010– March 2010	<ul style="list-style-type: none"> • Development of final report and recommendations prior to presentation to the Health Overview and Scrutiny Committee

3.4 Aims and Objectives

To ensure that older people in Swindon are treated with dignity and respect when receiving health and social care services.

To examine the extent to which commissioner and providers of adult social care and healthcare services are providing high quality care to people over 50 that promotes dignity and respect.

The review included the provision of health and social care services in the following settings:-

- In their own homes;
- Hospital;
- Specialist mental health providers;
- Adult social care services commissioned by the local authority for people over 50;
- Providers of primary care health services;
- Private providers of health and adult social care services that are not commissioned by the local authority or primary care trust.

In its Terms of Reference, the Task Group stated that it wished to understand what Dignity in Care means, why it is important and the legislation surrounding the issue.

See Appendix 1 for the Terms of Reference of the Task Group.

3.5 Methodology

Evidence was gathered during the course of the review through:

- Desk based research of national best practice
- Interviewing identified advisors/witnesses
- A letter was sent to Care Agencies within Swindon to be passed on to people receiving care in their own homes
- Site visits to various care homes and hospital wards
- Attendance at “Why Dignity Matters” conference

4. Background

4.1 Care Quality Commission

The Care Quality Commission (CQC) is the new health and social care regulator for England. They look at the joined up picture of health and social care. Their aim is to ensure better care for everyone in hospital, in a care home and at home.

The CQC regulate health and adult social care services in England, whether they're provided by the NHS, local authorities, private companies or voluntary organisations. And, they protect the rights of people detained under the Mental Health Act.

The CQC's strategy sets out what they want to achieve for people who use health care and social care, and how they will go about their work over the next five years. A copy of the strategy is available at http://www.cqc.org.uk/db/documents/Strategy_2010-2015_tagged.pdf

The CQC have five priorities:-

- **Making sure that care is centred on people's needs and protects their rights:** the CQC want people to be able to shape their own care.
- **Championing joined-up care:** looking at how well health care and social care services work together.
- **Acting swiftly to eliminate poor quality care:** people have a right to expect that, if a service falls below essential standards of quality and safety, this is identified and acted on quickly.
- **Promoting high quality care:** where we see that care is improving, they will tell other organisations that provide or buy care so they can learn from what is working well.
- **Regulating effectively, in partnership:** the CQC will work with other organisations to improve the quality of life for communities and local people.

Dignity is a core issue for CQC and is at the heart of its rights-based approach to regulation. Promoting dignity is key to the CQC corporate priority of **'Making sure that care is centred on people's needs and protects their rights'**

4.2 What is Dignity?

Dignity consists of many overlapping aspects, involving respect, privacy, autonomy and self-worth. The Department of Health adopted a provision meaning of dignity used for this review is based on a standard dictionary definition:

a state, quality or manner worthy of esteem or respect; and (by extension) self-respect. Dignity in care, therefore, means the kind of care, in any setting, which supports and promotes, and does not undermine, a person's self-respect regardless of any difference.

While 'dignity' may be difficult to define, what is clear is that people know when they have not been treated with dignity and respect.

4.3 National Dignity Challenge

Launched in November 2006, the Department of Health's Dignity in Care Campaign aims to stimulate a national debate around dignity in care and create a care system where there is zero tolerance of abuse and disrespect of adults. It is led by Government in partnership with many organisations that provide and commission care and protect the interests of those using care services and their carers.

It is about winning hearts and minds, changing the culture of care services and placing a greater emphasis on improving the quality of care and the experience of citizens using services including NHS hospitals, community services, care homes and home support services.

It includes action to:

- **Raise awareness** of dignity in care;
- **Inspire** local people to take action;
- **Share** good practice and give impetus to positive innovation;
- **Transform** services by supporting people and organisations in providing dignified services;
- **Reward** and recognise those people who make a difference and go that extra mile.

As part of the Dignity in Care Campaign, the Dignity challenge lays out the national expectations of what constitutes a service that respects dignity of older people. It focuses on ten different aspects of dignity that high quality care services should be aiming to achieve. These are as follows:-

1. To have a zero tolerance of all forms of abuse.
2. To support people with the same respect you would want for yourself or a member of your family.
3. To treat each person as an individual by offering a personalised service.
4. To enable people to maintain the maximum possible level of independence, choice and control.
5. To listen and support people to express their needs and wants.
6. To respect people's right to privacy.
7. To ensure people feel able to complain without fear of retribution.
8. To engage with family members and carers as care partners.
9. To assist people to maintain confidence and a positive self esteem.
10. To alleviate people's loneliness and isolation.

It is vital that all health and social care agencies continue to raise the profile of the Dignity Campaign. The Department of Health has made available publicity materials and practice guidance to help health and social care agencies raise the profile of dignity and these can be found at <http://www.dh.gov.uk/en/SocialCare/Socialcarereform/Dignityincare/index.htm>

4.4 Dignity champions

As well as encouraging support for its campaign, the Department of Health has also set up a network of Dignity Champions to encourage organisations to discuss how it will respond to the Dignity Challenge.

Dignity Champions are people who believe that ensuring dignity and respect for people using care services is a cause worth pursuing. To Dignity Champions, being treated with dignity isn't an optional extra, it's a basic human right. They believe it is not enough that care services are efficient. They must be compassionate too. Champions aim to work in partnership with care providers to improve the quality of services.

Dignity Champions are people who, in their own way, are committed to taking some action, however small, in order to create a care system that has compassion and respect for those using its services.

Details on how to become a Dignity Champion can be found on the Department of Health's website at:- <http://www.dhcarenetworks.org.uk/dignityincare/BecomingADignityChampion/>

5. The Picture in Swindon

5.1 Swindon Borough Council data

The total number of clients who have received some form of care service through Swindon Borough Council from April 2009 to January 2010 was

6,150. From this figure, at the end of January 2010, 437 people were in residential care and 200 were in permanent nursing care. The number of people receiving domiciliary care was 996.

5.2 Site Visits

Members of the Task Group felt that in order to undertake a comprehensive review, they needed to visit a range of service providers to see first hand how services were delivered and the challenges service providers faced.

The Task Group visited a variety of service providers covering both Council and Privately run Residential Care Homes, Sheltered Accommodation Scheme and Hospital wards.

The purpose of these visits were to

A summary of the visits is detailed below:-

5.2.1 Wick House, Liden, Swindon – Residential Care Home

Wick House is a Residential Care Home and Day Centre, owned and run by Swindon Borough Council and is managed by a full time registered Manager.

The home cares for elderly frail people who need help with day to day living but who don't need full time nursing care available. It provides regular care, support and social activities. The home was opened in 2003 and houses 48 residents.

Wick House provides the following key features:-

- Ground Floor Accommodation Only
- Wheelchair Access
- Specialist Lifting/Bathing Equipment
- Nurse Call System
- Retain Own GP
- Residents Can Bring Their Own Furniture
- TV Point In Room
- Telephone Point In Room
- Caters For Special Diets
- Organised Worship On Site
- Near Public Transport
- Near Shops

- Mini Bus or Other Transport
- Activities and Excursions

Three members of the Task Group spent approximately an hour and a half at this home talking with Managers and Residents. Members were invited to speak to a Resident who did not want to be living in a care home and were encouraged that, despite not wishing to live there, she had nothing but praise for the staff who cared for her.

Activities were taking place during the visit and a number of residents were partaking. A good selection of activities were available, including trips out.

Meals are prepared in house and the chef has regular meetings with the Residents about meals they would like to see on the menu.

5.2.2 Langton House, Wroughton, Swindon - Residential Care Home

Langton House is owned by Swindon Borough Council and is managed by a full time registered Manager. It cares for elderly frail people who need help with day to day living but who don't need full time nursing care available.

It was opened in 1960 and provided care for over 50 residents.

The accommodation comprises of all singles room, six with en-suite facilities.

There are 40 permanent beds. 12 rooms are in the Rehabilitation Unit, which include 2 long term stay beds and one high dependency respite bed. The main home has a further 28 rooms.

There are two lounges on the ground floor and one on the first floor, which if needed, can be accessed by the lift.

A choice of menu is provided for residents, with specialist diets and needs catered for.

Langton House provides the following key features:-

- Care for Alzheimers/Dementia
- Purpose Built Home
- Lift and/or Stairlift
- Wheelchair Access
- Specialist Lifting/Bathing Equipment
- Nurse Call System
- Retain Own GP
- En-Suite Facilities
- Residents Can Bring Their Own Furniture
- TV Point In Room
- Telephone Point In Room
- Caters For Special Diets
- Independent Living Training
- Organised Worship On Site
- Near Public Transport
- Mini Bus or Other Transport
- Activities and Excursion

Two members visited Langton House and were instantly impressed by the atmosphere and the good working relationships between staff and residents.

Residents were extremely happy with the care they were receiving and stated that the food and accommodation was good. Residents were involved with menu choices and seemed to be enjoying the choice of desserts available on the day of the visit.

There is an issue with the lack of car parking, with very few spaces and local objection to parking on the side of the street. Members felt that this could have an impact on the number of visitors being received by Residents.

5.2.3 Maple Court, Akers Way, Swindon – Extra Care Sheltered Accommodation

Maple Court is a new Extra Care court, developed by Housing 21 in partnership with Swindon Borough Council and the Homes and Communities Agency, specifically for people aged 55 and over. This is a mixed tenure development, providing a total of 49 one and two bed apartments, of which 34 are for rent and 15 are for shared ownership sale.

Maple Court provides a range of facilities on site for the benefit of residents, which include a restaurant and a hairdressing salon. The 49 self contained apartments will benefit from a fully fitted kitchen, including oven, hob and fridge freezer, a level access shower room and emergency call facilities.

Two members of the Task Group attended Maple Court and the hustle and bustle of the residents holding their Christmas Bizzare in the main foyer was a delight to see.

5.2.4 Rose Cottage, Haydon Wick, Swindon – Nursing Home

Rose Cottage is a care home for older people that is registered to accommodate up to eighteen service users' requiring nursing care. A registered nurse is on duty at all times supported by care assistants.

Rose Cottage is a two-storey building with sixteen single bedrooms and one double. A passenger lift is provided to access rooms on the first floor. Although no bedrooms have en suite facilities, each room does have a wash hand basin. The home has a 'domestic-style' lounge near the front entrance and another lounge with an integrated dining area at the rear of the building. Patio doors from the rear lounge lead to a level garden area.

Rose Cottage provides the following key features:-

- Respite Care
- Convalescent Care
- Physiotherapy
- Own GP if required
- Own Furniture if required
- Lift
- Wheelchair access
- Gardens for residents
- Phone Point in own room/Mobile
- Television point in own room

5.2.5 Woodpecker Ward, Great Western Hospital, Swindon

National research shows on average nursing staff spend only 40% of their time with patients. As part of the GWH commitment to improving the way patients are cared for, since February 2009, staff at the Trust have been have been implementing the Productive Ward programme. Developed by the Institute for Innovation and Improvement, the Productive Ward programme focuses on improving ward processes and the working environment to help nurses and therapists spend more time on patient care thereby improving safety and efficiency.

The programme helps wards to look at their activity and identify areas which can be streamlined to free up more time for direct patient care. The project involves a multidisciplinary team from each ward, for example medical and nursing staff, physiotherapy, pharmacists and housekeeping staff. Over a period of time, the team work through a series of 11 modules with the first module helping the ward to establish a benchmark for how they are doing. The programme aims to ensure the patient is always the central focus.

The results from the first year of activity are impressive and show that patients feel more involved with their care and treatment resulting in a better patient experience. At the same time, complaints relating to nursing care have fallen by 45% and the project has contributed towards improved job satisfaction for staff.

Since beginning the project in February 2008 the average time nursing staff are spending with patients has increased from 42.9% to 55.5%. On one ward the time spent with patients has doubled. So far 14 wards at GWH have begun implementing the programme and the aim is for all wards to begin the 18 month programme by May 2010, helping to continue to increase the time spent with patients even further.

5.2.6 Why Dignity Matters Conference

On Friday 13th November 2009, Great Western Hospital organised and held a conference on Why Dignity Matters.

The aims of the conference were to:

- 1) Promote learning and debate on the subject of dignity
- 2) Share experiences and best practice ideas
- 3) Generate ideas to improve future care
- 4) Meet others with an interest in the dignity challenge
- 5) Enable people to promote the dignity message following the conference

Five members of the Task Group attended and found it a useful and informative event. It was encouraging to see the commitment from staff at the hospital in promoting the issues around Dignity in Care and generally trying to make the hospital experience a less traumatic one for patients and their families.

5.2.7 Victoria Centre, Avon & Wiltshire Mental Health Partnership

The Victoria Centre, which is on the same site as the Great Western Hospital and Swindon Intermediate Care Centre, is Swindon's newest

hospital facility and is the culmination of a four-year programme to modernise mental health services for older people in Swindon. It was developed by a partnership of AWP, Swindon Primary Care Trust and Swindon Borough Council, with the full involvement of AWP's older people's teams in Swindon and with the input and support of service users, carers and local voluntary sector organisations. The Victoria Centre replaces our outdated facilities at the Victoria Hospital in Old Town.

The new facilities, which are all at ground floor level, include two wards with single en-suite rooms overlooking garden areas, a room for reflection, outpatient facilities, a therapies centre, and a memory clinic. The administrative base for our older people's services in Swindon is on the first floor of the centre.

5.2.8 Domiciliary Care in own homes

Members of the Task Group were concerned by a number of issues relating to domiciliary care following their own personal experiences.

The main issue related to time keeping. It became apparent that time per patient also included time for travelling so more often than not the Carer was late for reasons beyond their control. This can result in the client becoming stressed and agitated.

The Task Group wanted to reach people in the community who received domiciliary care from Agency Carers. A letter was written and passed to the following agencies used by Swindon Borough Council and these in turn were sent out to users of those services:-

- Allied Healthcare (UK) Ltd
- Care Company
- Care on Call

- Carewatch (Swindon)
- First City Nursing Services Ltd
- Goldsborough Home Care
- Medico Nursing and Homecare
- Prestige Nursing Ltd
- Sanctuary Home Care Ltd
- Swindon Carers Centre - Relief Care Services

Nine people contacted the Scrutiny Unit with praise for the service they were receiving. The Task Group were disappointed by the volume of feedback received and wish to investigate the issue of Dignity in Care through Care Agencies further in the future.

6. Summary of findings

In summary, Members of the Task Group were impressed by the energy and commitment of all providers that they visited during this review. There is a clear recognition of the importance of the dignity issues in the provision of services to older people.

Members of the Task Group found no evidence during this review of anything other than people being treated with dignity. Standards were being met and effective methods were put in place for people to be able to complain effectively.

It is clear that the Task Group has only had a “snap shot” of the health and social care services in Swindon and feels that the issue of Dignity in Care is an ongoing concern which should continuously be monitored.

Dignity in Care Task Group

Terms of Reference

Aim	To ensure that older people in Swindon are treated with dignity and respect when receiving health and social care services.
Rationale	<p>The Cabinet Member for Health, Housing & Adult Social Care suggested that the Health Overview & Scrutiny Committee may wish to scrutinise the provision of dignity in care across health and social care services in Swindon in [insert].</p> <p>The Committee decided to defer this review until 2009/10 to ensure that sufficient time and resources were available to carry out a thorough review of this issue.</p> <p>The Patients Charter (1992), The NHS Plan (2000), Standards for Better Health (2004), Our Health Our Care Ours Say (2006), The Department of Health Dignity in Care Campaign (2006) High Quality for All (2008) and the NHS Constitution all emphasise the importance of dignity and respect for older patients.</p>
Objectives	<ul style="list-style-type: none"> • To examine the extent to which commissioner and providers of adult social care and healthcare services are providing high quality care to people over 50 that promotes dignity and respect. • This review includes the provision of health and social care services to people over 50: <ul style="list-style-type: none"> - In their own homes - In an acute hospital setting, both as planned and emergency admissions - By specialist mental health service providers - By adult social care services commissioned by the local authority for people over 50, including by direct payment - By social care services provided by the local authority to people over 50 - By providers of primary care health services - By private providers of health and adult social care services to people over 50 in Swindon that are not commissioned by the local authority or primary care trust
Scope	<p>Includes:</p> <ul style="list-style-type: none"> • To understand what 'dignity in care' means, why it is

	<p>important and national policy and legislation surrounding this issue</p> <ul style="list-style-type: none"> • To consider best practice nationally in relation to dignity in care and consider throughout the review, the extent to which this is reflected in Swindon or where lessons could be learnt • To consider whether there is sufficient awareness of the dignity in care agenda amongst health and social care commissioners and providers, including private providers, and to make recommendation for any further activity that may be required to raise the profile of this issue • To determine the extent to which the assessment process for identifying the needs of an individual patient/ service user promotes dignity in care, including links with Continuing Healthcare and Direct Payments • To consider the extent to which particularly vulnerable people are being treated with dignity and respect e.g. those with mental health problems, those from black and minority ethnic communities • To consider the skills, competence and leadership of the workforce within health and social care to ensure that older people over 50 are treated with dignity and respect • To understand the role of the newly established Care Quality Commission in ensuring that dignity in care is promoted and achieved across health and social care in Swindon • To consider the effectiveness of relevant complaints and whistle blowing procedures in identifying concerns regarding dignity in care and how learning is incorporated into the development of services <p>Excludes:</p> <ul style="list-style-type: none"> • Dignity in care in relation to end of life care • Individual cases or complaints
Resources	<p>Councillor Mick Bray - Chair Councillor John Short Councillor William Morton</p> <p>Joyce Bishop – Vice Chair Val Vaughan</p>

	Sharyn O'Byrne Sally Smith - Scrutiny Officer Jo Osario - LINK Support Officer	
Timescales	Start Date	18 th September 2009
	End Date	February 2010
Outputs	<ul style="list-style-type: none"> • Chair of the Task Group to present an update report to the Health Overview & Scrutiny Committee/ LINK Steering Group in November 2009 • Chair of the Task Group to present the Final Report & Recommendations to the Health Overview & Scrutiny Committee/ LINK Steering Group in February 2010 	
Witnesses	<ul style="list-style-type: none"> • Joint Director Commissioning, Swindon Primary Care Trust. Swindon Borough Council • Lead Nurse, Swindon PCT (Gill May) • Joint Director Service Delivery, Swindon Primary Care Trust. Swindon Borough Council • Swindon Intermediate Care Centre (SwICC) • Great Western Hospitals NHS Foundation Trust • Avon & Wiltshire Mental Health Partnership NHS Trust • Coalition of Older People • Swindon Carers Centre • Private Care Homes • Representatives from local authority 'preferred' care home providers • Representatives from 'preferred' domiciliary care providers • Care Quality Commission • Age Concern (national) • Service users via local authority sheltered housing schemes, older people day centres • Swindon LINK (if not co-opted onto Task Group) 	
Evidence	<ul style="list-style-type: none"> • National Service Framework for Older People, 2001 • Dignity in Care Campaign, Department of Health 2006 • Living Well in Later Life, Department of Health & Age Concern • The Patients Charter (1992) • The NHS Plan (2000) • Standards for Better Health (2004) • Our Health Our Care Ours Say (2006), The Department of Health • High Quality for All (2008) • NHS Constitution • Care Standards Act 2000 • CI (2001) 4: Care Standards Act: National minimum standards for care homes for older people • Care Watch, Commission for Public & Patient 	

	<p>Involvement in Health (legacy reviews)</p> <ul style="list-style-type: none"> • Examples of good practice from local authorities with beacon status in relation to dignity in care • Findings of other local authority scrutiny reviews regarding dignity in care • National Inpatient Survey (acute care and mental health services) • Legacy Commission for Social Care Inspection (CSCi) reports for Swindon • Details of feedback from service users (older people over 50) regarding local authority adult social care services • Swindon Borough Council Adult Social Care Complaints Policy & Procedure and overview of complaints received in last 12 months • Swindon Borough Council Whistle blowing Policy & overview of any action taken in response over the last 12 months • Complaints Policy and Whistle blowing Policy for each local NHS Trust • Complaints Policy and Whistle blowing Policy for any private providers that engage in the review
Site Visits	<ul style="list-style-type: none"> • Focus Groups with older people at sheltered housing schemes, day centres • SwICC • Local authority care homes • Private care homes • Great Western Hospital NHS Foundation Trust to visit a ward for older people