



**Health
Information
and Quality
Authority**

An tÚdarás Um Fhaisnéis
agus Cáilíocht Sláinte

Regulation of
Health and Social
Care Services

Guidance on promoting a
care environment that is
free from restrictive practice
Disability Services

March 2019

Safer Better Care

About the Health Information and Quality Authority (HIQA)

The Health Information and Quality Authority (HIQA) is an independent statutory authority established to promote safety and quality in the provision of health and social care services for the benefit of the health and welfare of the public.

HIQA's mandate to date extends across a wide range of public, private and voluntary sector services. Reporting to the Minister for Health and engaging with the Minister for Children and Youth Affairs, HIQA has responsibility for the following:

- **Setting standards for health and social care services** — Developing person-centred standards and guidance, based on evidence and international best practice, for health and social care services in Ireland.
- **Regulating social care services** — The Office of the Chief Inspector within HIQA is responsible for registering and inspecting residential services for older people and people with a disability, and children's special care units.
- **Regulating health services** — Regulating medical exposure to ionising radiation.
- **Monitoring services** — Monitoring the safety and quality of health services and children's social services, and investigating as necessary serious concerns about the health and welfare of people who use these services.
- **Health technology assessment** — Evaluating the clinical and cost-effectiveness of health programmes, policies, medicines, medical equipment, diagnostic and surgical techniques, health promotion and protection activities, and providing advice to enable the best use of resources and the best outcomes for people who use our health service.
- **Health information** — Advising on the efficient and secure collection and sharing of health information, setting standards, evaluating information resources and publishing information on the delivery and performance of Ireland's health and social care services.
- **National Care Experience Programme** — Carrying out national service-user experience surveys across a range of health services, in conjunction with the Department of Health and the HSE.

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Section 1 – Overview

Introduction

The Office of the Chief Inspector within the Health Information and Quality Authority (HIQA) has produced this guidance to assist registered providers of designated centres for people with disabilities (hereafter referred to as 'providers') and staff working in these centres to look beyond basic compliance with regulations on using restrictive practices. The Office of the Chief Inspector believes this is an area of critical importance for people living in designated centres for people with disabilities.

Programme Aim

The aim of this thematic programme is to improve the quality of lives and the safety of people living in residential care. People have the right to live as independently as possible without unnecessary restriction. This can be achieved by providers and staff taking a positive and proactive approach in reducing and eliminating restrictive practices. Our inspectors will look for evidence that people's fundamental human rights are upheld, that their voices are heard, and that they are free to live in accordance with their choices and preferences.

Providers often struggle to balance residents' rights to autonomy and liberty with the need to ensure the health and safety of residents. While there are circumstances where the use of restrictive practices may be unavoidable and necessary to ensure a person's safety or the safety of others, restrictive practices are an infringement of a person's fundamental rights to personal liberty and bodily integrity. In recognising this, services should explore all measures to reduce or eliminate their use.

Providers should use this guidance on promoting a care environment that is free from restrictive practice to assess the use of restrictive practices in their centres with a view to reducing or eliminating their use. In cases where restrictive practices are assessed as being necessary, this document will provide guidance on ensuring the safety and wellbeing of residents.

Scope

Thematic inspections carried out by the Office of the Chief Inspector aim to promote quality improvement in a specific aspect of care — in this instance, restrictive practices. This programme of thematic inspections of restrictive practices in designated centres for people with disabilities is a quality improvement initiative using the *National Standards for Residential Services for Children and Adults with Disabilities* (hereafter referred to as the 'National Standards').⁽¹⁾

The thematic inspection programme focuses on assessing physical and environmental restraint as well as other forms of restrictive practices. The use of chemical restraint will not be a feature of this thematic programme. In line with the definition from the Department of Health,⁽²⁾ mechanical restraint is included in this programme under the heading of physical restraint.

The purpose of this thematic programme

The framework for the regulation of residential services for people with disabilities consists of the Health Act 2007 as amended, the Health Act 2007 (Care and Support of Residents in Designated Centres for Persons (Children and Adults) with Disabilities) Regulations 2013⁽³⁾ and the National Standards.⁽¹⁾

Providers are required to comply with the regulations. This thematic programme will focus on the National Standards under a quality improvement framework to assess performance against relevant National Standards. The standards in this thematic programme will relate to particular key themes about the quality and safety of services in the context of restrictive practices. The purpose of conducting this themed approach is to promote quality improvement across services.

Thematic inspections endeavour to focus the attention of providers and persons in charge on certain critical aspects of care and service delivery. Because of this, people living in residential services should experience care that is person-centred,

promotes their rights, ensures that their privacy and dignity are respected and safeguards them against all forms of abuse.

Where it becomes evident that the findings on inspection are poorer than what was indicated in the self-assessment and inspection preparation phase, the inspector will decide the direction of the inspection. For example, the inspection may change from a thematic inspection to a risk-based inspection.

When reading this guidance registered providers should also be cognisant of other relevant legislation pertaining to the service they are providing. This includes legislation which ensures that people are treated equally and also where the health and safety of staff is concerned.

What is restrictive practice?

The Health Act 2007 (Care and Support of Residents in Designated Centres for Persons (Children and Adults) with Disabilities) Regulations 2013 provides a definition for what constitutes a restrictive practice:

“means the intentional restriction of a person’s voluntary movement or behaviour”.⁽³⁾

A definition is also provided in the Department of Health’s *Towards a Restraint Free Environment in Nursing Homes* policy document. This definition describes restraint as “the intentional restriction of a person’s movement or behaviour”.⁽²⁾ As such, this is broadly in line with the definition above, apart from the absence of the word ‘voluntary’. Such practices may be physical or environment in nature. They may also look to limit a person’s choices or preferences (for example, access to cigarettes or certain foods), sometimes referred to as ‘rights restraints’. A person can also experience restrictions through inaction. This means that the care and support a person requires to partake in normal daily activities are not being met within a reasonable timeframe.

The Department of Health policy provides further definitions for physical and environmental restraint:

Physical restraint is any manual method or physical or mechanical device, material or equipment attached or adjacent to the resident's body that the individual cannot easily remove that restricts freedom of movement or normal access to one's body.

Environmental restraint is the intentional restriction of a resident's normal access to their environment, with the intention of stopping them from leaving, or denying a resident their normal means of independent mobility, means of communicating, or the intentional taking away of ability to exercise civil and religious liberties.

For the purpose of this thematic programme, these definitions will apply.

Note: The use of chemical restraint will not be a feature of this thematic programme.

National policy

The current national policy document on the use of restrictive practices is the Department of Health's aforementioned *Towards a Restraint Free Environment in Nursing Homes* which was published in 2011. There is no equivalent policy on the use of restrictive practices in disability services. In the absence of such a policy, providers of services for people with disabilities are advised to refer to the policy for nursing homes.

Towards a Restraint Free Environment in Nursing Homes states that services should be committed to a restraint-free environment. This is to be achieved by:

- adopting a person-centred approach to care
- having staff that know residents' needs
- conducting comprehensive assessments

- monitoring, recording and reviewing the use of restraint
- and having a policy which adheres to the principles of the national policy.

Review of literature

In preparation for this thematic programme, a literature review was conducted to better understand current trends and best practice in relation to restrictive practices. Much of the focus in contemporary research is on measuring the prevalence of restrictive practices, critiquing its effectiveness, describing the outcomes, and trialling alternatives. There has been a good deal of research on the negative consequences of various types of restrictive practices. Among these are: injuries or fatalities due to entrapment; functional impairment; pain; and negative emotions or experiences. In addition to this is the assertion that a person's fundamental human rights are violated when they are restrained.

The importance of good quality training and education is a recurring theme in the literature. Studies have shown that targeted education and training programmes have proved effective in the reduction of the use of restrictive practices in care settings. Effective governance and management is also critical in monitoring the use of restrictive practices and promoting a restraint-free culture. The literature review outlining all of the above research and evidence is available on the HIQA website: www.hiqa.ie

When is it appropriate to use restrictive practices?

As referenced earlier, it is national policy that providers should strive to deliver care in a restraint-free environment. However, in practice, there is an acknowledgement that this may not always be possible. The use of restrictive practices is warranted when there is a real and substantial risk to a person and this risk cannot be addressed by non-restrictive means. Some common examples of this may include:

- locking the door to a kitchen area where a person may be assessed as being at risk of injury from scalding or coming into contact with harmful chemicals
- applying a mechanical restraint to a person during transport to prevent them unfastening their seat belt
- physically holding a person back to prevent them causing harm to another person.

In each of the above examples, a restrictive practice is used to prevent more serious harm occurring. As outlined in the national policy:

“Any potential episode of restraint must be considered only where there is clear evidence that the potential benefit of restraint to the individual person, and the risk involved if restraint is not used, outweigh the possible negative effects on the person subject to the restraint.”⁽²⁾

There are occasions where a person receiving care may wish to partake in an activity which may carry a certain element of risk (for example, a bicycle ride or a cookery course). This is sometimes referred to as positive risk-taking. It is important that people are supported to live meaningful lives while living in residential care. Part of living a meaningful life involves an element of risk. Again, the provider should weigh the potential risk (injury) against the benefits to the person (enjoyment, learning new skills, socialisation). Providers should not be overly risk-averse in this regard. If a person chooses to partake in something that involves a level of risk, and they are aware of these risks, then the provider should be supportive of their choice. Providers should undertake a full risk assessment to identify where they can mitigate the risks while still supporting the person to undertake the activity. See the later section on scenarios for more information.

Governance, leadership and management

Proper governance arrangements are essential in ensuring that restrictive practices are implemented according to relevant legislation and that they adhere to human rights principles.

Providers must not only be concerned with ensuring the appropriate use of restrictive practices in their centres. They should adopt a leadership role in promoting a restraint-free environment and implement a strategy that seeks to continually reduce or eliminate the use of restrictive practices.

Restrictive practices — general principles and guidance for consideration

The following principles are informed by regulations, the National Standards and the Department of Health's national policy *Towards a Restraint Free Environment in Nursing Homes*.

1. Restrictive practices are an infringement of a person's constitutional right to liberty and bodily integrity and should only be used when absolutely necessary.
2. Providers should, in so far as is practicable, seek to reduce or eliminate the use of restrictive practices.
3. Where restrictive practices are assessed as necessary, they should be implemented, where possible, in consultation with the person receiving care and with their informed consent.
4. Assessments should identify any physical, medical, psychological, emotional, social and environmental issues which may be contributing to the use of restrictive practices.
5. Any restrictive practice should be proportionate to the identified risk(s).

6. The use of restrictive practices should be subject to ongoing review to determine if they continue to be necessary and should be removed as quickly as possible when no longer required. Reviews should also be used as an opportunity to trial alternatives that are less restrictive and or for a shorter period of time.

7. Providers should:

- be aware of the use of restrictive practices in their centres
- be assured that they are used in compliance with the regulations and National Standards
- have a senior manager or a committee in place whose goal it is to reduce and or to eliminate the use of restrictive practices.

8. Staff should have access to appropriate training on restrictive practices, including prevention and alternatives, and be supported in getting to know each person's needs and preferences.

9. Providers should collect and analyse data on the use of restrictive practices in order to identify patterns or trends.

Policy

Designated centres for people with disabilities are required to have a policy in place on the use of restrictive practices. All designated centres are required to review this policy every three years. These policies should be in line with national policy and make reference to other relevant legislation, regulations or enactments. Policies should clearly guide staff on the prevention, appropriate use and management of restrictive practices so that they inform the quality and safe of care and promote autonomy⁽⁴⁾ and the rights of residents. This should include:

- a commitment to promoting a restraint-free environment
- the process for

- assessing the use of restrictive practices
- monitoring, recording and reviewing the use of restrictive practices
- guidance on what to do if it is necessary to use a restrictive practice in an unplanned or emergency situation
- the governance arrangements for monitoring and auditing the use of restrictive practices.
- the governance arrangements for monitoring and auditing the use of restrictive practices.

Assessment

The decision to use restrictive practices should be appropriately assessed and subject to ongoing review. Carrying out a comprehensive assessment of a person's health and social care needs is a key requirement to ensure that care is appropriate and safe – this includes occupational risk assessments where indicated.

Assessments should be multidisciplinary and may include the following:

- physical and functional assessment
- psycho-social assessment
- assessment of the physical environment
- assessments for delirium, depression and dementia.

In the context of the use of restrictive practices, an assessment should gather information on what current practices in relation to the person's care could be considered restrictive. Providers should adopt a questioning attitude to any restrictive practices that are in place prior to a person being admitted to a service. This will ensure that practices that have become routine or that are institutional in nature will be reconsidered in terms of their necessity and proportionality.

Over time, people's needs and requirements for support change — therefore ongoing assessment and review are essential to ensure that a person is receiving

good care and that the service continues to be the appropriate placement for the person.

Consent

In keeping with the person-centred approach to providing care, providers should seek the informed consent of people prior to any use of restrictive practices. In order to obtain consent, providers should clearly explain the rationale for using any form of restrictive practice and outline the potential risks. This information should be communicated to people in a format that they can understand. Where a person does not have the capacity to consent, providers should consult with the person's legal representative.¹ Where there is no appointed legal representative, providers should seek to consult with someone who would know the person's will and preference or a suitable independent advocate to ensure that the plan of care respects the resident's privacy, dignity and rights.

In line with the Assisted Decision-Making (Capacity) Act, 2015, capacity should be viewed in functional terms. This means that where a person lacks decision-making capacity in one matter at a particular time, it does not follow that they lack capacity in other matters or at another time. The capacity of a resident should be subject to ongoing and frequent review.

There may be occasions where a person requests the use of a restrictive practice. A frequent example of this is where someone asks for bedrails to be put up as they feel it is safer and prevents them falling out of bed. In such circumstances, a provider should strive to meet the needs and preferences of the person while also ensuring that they are fully aware of the potential risks of using any form of restraint and the available alternative approaches. The provider should ensure that the

¹ A 'legal representative' in this context is a person who has been appointed by someone to make, or assist in making, decisions about their care. Such a person may have been appointed under the Assisted Decision-Making (Capacity) Act.

resident is fully aware of any potential risks such an intervention may pose in order that the resident can make a fully informed choice and decision.

Circumstances may arise where it is necessary to use a restrictive practice without the person's informed consent. This can happen in an emergency situation where it is necessary to prevent harm or immediate danger to the person or other people. In cases such as these it is important to hold a de-briefing session as soon as possible after the event (see section on Individualised Supports and Care for further details).

Monitoring, recording and review

Quality reviews should be carried out on care practices that include the use of restrictive practices. Data collection, analysis and trending should be undertaken. Individual use of restrictive practices should be closely monitored, recorded and regularly reviewed. Reviews must consider whether the use of a restrictive practice continues to be valid. They should also be seen as an opportunity to reduce or eliminate the use of restrictive practices and to trial alternatives.

Emergency or unplanned use of restrictive practices

While every effort should be made to assess a person prior to the use of a restrictive practice, this may not always be possible. In cases of an emergency or crisis, it may become necessary to restrain a person in order to ensure their safety or the safety of others. Restraint may also be necessary to facilitate a person receiving urgent medical care, with due regard to any advance healthcare directive which the person has in place.

In such circumstances, providers should ensure that staff have sufficient guidance and supervision in using unplanned restrictive practices. This should include providing training appropriate to the needs of residents and having a policy on the use of restrictive practices that gives clear guidance on what is acceptable in crisis or emergency situations.

Section 2 – The National Standards

This section of the guidance will outline the *National Standards for Residential Services for Children and Adults with Disabilities*.⁽¹⁾ Only those National Standards which are relevant to restrictive practices will be included under the respective theme. Under each theme there will be a description of what a good service looks like and what this means for the resident.

There are separate sets of standards for children and adults. For the most part, the differences are merely the interchangeable use of the word 'child' and 'person'. Where there is a marked difference the equivalent children's standards will be listed in italics.

The standards are comprised of two dimensions: Capacity and capability; Quality and safety, as illustrated below.



There are four themes under each of the two dimensions. The Capacity and capability dimension includes the following four themes:

- **Leadership, Governance and Management** — the arrangements put in place by a residential service for accountability, decision making, risk management as well as meeting its strategic, statutory and financial obligations.
- **Responsive Workforce** — planning, recruiting, managing and organising staff with the necessary numbers, skills and competencies to respond to the needs of adults and children with disabilities in residential services.
- **Use of Resources** — using resources effectively and efficiently to deliver best achievable outcomes for adults and children for the money and resources used.
- **Use of Information** — actively using information as a resource for planning, delivering, monitoring, managing and improving care.

The Quality and safety dimension includes the following four themes:

- **Individualised Supports and Care** — how residential services place children and adults at the centre of what they do.
- **Effective Services** — how residential services deliver best outcomes and a good quality of life for children and adults, using best available evidence and information.
- **Safe Services** — how residential services protect children and adults and promote their welfare. Safe services also avoid, prevent and minimise harm and learn from things when they go wrong.
- **Health and Development** — how residential services identify and promote optimum health and development for children and adults.

Capacity and capability

This dimension of the standards focuses on the overall delivery of the service and how the provider is assured that an effective and safe service is provided.

This includes how the provider:

- makes sure there are effective governance structures with clear lines of accountability so that all members of the workforce are aware of their responsibilities and to whom they are accountable
- ensures that the necessary resources are in place to support the effective delivery of quality care and support to people using the service
- designs and implements policies and procedures to enable centres run effectively
- uses information as a resource for planning, delivering, monitoring, managing and improving care.

Theme: Leadership, Governance and Management

Standard 5.1

The residential service performs its functions as outlined in relevant legislation, regulations, national policies and standards to protect each person and promote their welfare.

Standard 5.2

The residential service has effective leadership, governance and management arrangements in place and clear lines of accountability.

Standard 5.3

The residential service has a publicly available statement of purpose that accurately and clearly describes the services provided.

What a service meeting these standards looks like

The provider has governance arrangements in place which constantly monitor the use of restrictive practices and ensure residents' rights are protected and promoted. Such monitoring focuses both on the individual and the service as a whole. Monitoring allows for trending of the use of restrictive practices and also ensures that reviews of practice are conducted with a view to promoting a restraint-free environment.

Any learning arising out of monitoring and reviews is communicated to all relevant staff and used as a means to reflect on practices which may have become routinised. It provides assurance that restrictive practices are only used when all other all options have been exhausted; are the least restrictive option; for the shortest period of time; and that staff are suitably trained to implement such practices. There is a focus on ensuring that any use of restraint is preceded, where practicable, by consultation with the person receiving care and with a multidisciplinary team.

Providers are clear about the type of service they are delivering and their ability to meet the needs of current and prospective residents. This is reflected in their statement of purpose. Management do not accept admissions where they determine that they do not have the necessary competencies or skills to meet people's needs. Managers and staff adopt a leadership role in promoting a restraint-free environment and implement strategies that seek to continually reduce or eliminate the use of restrictive practices.

Information on the use of restrictive practices is collected on a regular basis, both at individual and service level. This information provides senior management with an overview of the use of restrictive practices and helps develop measures to reduce their use. Senior management oversight provides assurance, both at the level of the individual and at the service level, that staff and management are actively seeking to minimise or eliminate restrictive practices. Providers have an established group or committee (for instance, a human rights committee or a restraint committee) that is responsible for reducing or eliminating the use of restrictive practices.

What this means for the resident

Residents and their representatives can be sure that the management of the service are committed to providing care which is, as far as is practicable, restraint-free. Any restrictive practices which are used are the subject of regular review and oversight by management to ensure that they are in line with best practice and, at all times,

protect and promote the rights and dignity of the person receiving care.

Sources of evidence

- centre's policy
- access to national policy
- access to national standards
- committee in place
- governance arrangements
- reporting mechanisms/accountability
- management of supervision
- restrictive practice register.

Theme: Use of Resources

Standard 6.1

The use of available resources is planned and managed to provide person-centred, effective and safe services and support to people living in the residential service.

Standard 6.1 (Child Services)

The use of available resources is planned and managed to provide child-centred, effective and safe residential services and supports to children.

What a service meeting these standards looks like

The provider ensures that no restrictive practices are used due to a lack of resources. In this context, resources relates to staff and equipment. At all times, the provider and person in charge ensure that staffing resources are planned and managed in a way as to ensure that all residents' needs are met in a restraint-free manner. People that need one-to-one or special support in order to move around or partake in activities are able to access this support. People's ability to exercise their choice and preference is promoted and resources are readily available in order to meet these expressed needs.

People have access to adaptive equipment and assistive-technologies which promote their dignity, personal liberty and autonomy. This equipment is available to residents in all circumstances where it would provide an alternative to the use of a restrictive practice. The physical environment in the centre maximises residents' capacity to move about independently and allows for access to all areas, with due regard for safety.

What this means for the resident

Residents live in a centre where resources are used effectively and in their best interests to promote their personal liberty and autonomy. No resident receives care that is restrictive due to the unavailability of resources — be they staffing resources or access to equipment.

Sources of evidence

- sufficient staffing and skill-mix
- equipment (low-low beds, mobility aids, sensor mats)
- environmental (access devices, keypads, wandering alarms).

Theme: Responsive Workforce

Standard 7.2

Staff have the required competencies to manage and deliver person-centred, effective and safe services to people living in the residential service.

Standard 7.2 (Child Services)

Staff have the required competencies to manage and deliver child-centred, effective and safe services to children.

Standard 7.3

Staff are supported and supervised to carry out their duties to protect and promote the care and welfare of people living in the residential service.

Standard 7.3 (Child Services)

Staff are supported and supervised to carry out their duties to protect and promote the care and welfare of children.

Standard 7.4

Training is provided to staff to improve outcomes for people living in the residential service.

Standard 7.4 (Child Services)

Training is provided to staff to improve outcomes for children.

What a service meeting these standards looks like

Each member of staff is committed to providing care which is restraint-free and is aware of the risks involved in using restrictive practices. Staff are conscious of the impact the use of restrictive practices has on a person's rights and liberty. They receive appropriate training in the management of responsive behaviour, conciliation and de-escalation techniques which are aimed at reducing the need for the use of restrictive practices.

Training for staff also focuses on reducing or eliminating the use of restrictive practices. Such training is based on the particular needs of residents and appropriate to staff roles. It includes information on the alternatives to using restraint or on positive behavioural support. Whenever possible, providers ensure that key professional staff (such as behavioural support specialists, occupational therapists, psychologists) are consulted on the content of training programmes. Training is evaluated by the person in charge to ensure it is appropriate to residents' needs and is providing the best outcomes in terms of promoting a restraint-free environment. The feedback of residents is incorporated into any such evaluation.

Staff are appropriately supervised by management to ensure that the care they are providing is restraint-free or, where necessary, restrictive practices are the least restrictive for the shortest duration. Staff have the time to get to know the people they are caring for and this allows them to develop an understanding of people's needs or behaviours. This, in turn, gives staff the knowledge to implement care practices that are restraint-free or that minimise the use of restrictive practices.

Where restrictive practices are deemed necessary, they are only applied or carried out by staff with the required skills and competencies to do so safely and in accordance with best practice.

What this means for the resident

Residents are cared for by staff that are focused on providing care and support which promotes their right to autonomy, dignity and safety. Staff are able to spend time with residents in order to fully understand their needs and preferences. Each staff member's knowledge of residents' needs and preferences allows them to avoid situations which may lead to the use of restrictive practices.

Sources of evidence

- staff interviews (awareness of the impact and risks of restrictive practices, committed to restraint-free environment)
- training records (in relation to prevention, positive behavioural support, physical intervention training)
- staff supervision
- participation in de-briefing sessions (if a restrictive practice is used in an unplanned or emergency situation)
- staff knowledge of individual resident's needs
- continuity of care.

Theme: Use of Information

Standard 8.1

Information is used to plan and deliver person-centred/child-centred, safe and effective residential services and supports.

What a service meeting these standards looks like

The person in charge oversees the collection and analysis of comprehensive information in relation to restrictive practices. Information is collected for each individual resident and also for the service as a whole. The information is used to provide assurance that any restrictive practices are used in accordance with how they are prescribed. The information is also analysed with a view to reducing or eliminating the use of restrictive practices.

Information is collected on the use of restrictive practices includes:

- the time of day
- the staff member or staff members involved
- the location (such as a bedroom, kitchen or vehicle)
- the personal attributes of the resident (for instance, gender, religion, sexuality)
- and any other information relevant to the instance of restraint.

Providers analyse this information in a systematic way in order to identify any notable features or trends. For example, are certain staff members involved in the use of restraint more than others? Are there certain times of the day where a resident exhibits responsive behaviour requiring the use of a restrictive practice? The analysis of this information is used to establish a baseline and aids in setting targets for the reduction or elimination of restrictive practices in the service.

Where restrictive practices are deemed necessary, there are detailed instructions available to staff. The instructions are contained in the same place for all residents (such as in a behavioural support plan and or a care plan) and all staff know where to find them.

What this means for the resident

Residents are assured that the service actively monitors the use of restrictive practices in the centre. The use of any restrictive practices is under constant review to ensure that people's rights are protected and their liberty and autonomy is promoted.

Sources of evidence

- records at individual and service level
- audits, trending and or reviews
- quality improvement programmes in relation to restrictive practices.

Quality and Safety

The focus of this dimension of care is about the experience of the people using the service.

This includes how people:

- make choices and are actively involved in shaping the services they receive
- are empowered to exercise their rights, achieve their personal goals, hopes, and aspirations
- receive effective person-centred care and support, at all stages of their lives
- are able to live in a safe, comfortable and homely environment
- have food and drink that is nutritious
- are protected from any harm or abuse.

Theme: Individualised Supports and Care

Standard 1.1

The rights and diversity of each person/child are respected and promoted.

Standard 1.2

The privacy and dignity of each person/child are respected.

Standard 1.3

Each person exercises choice and control in their daily life in accordance with their preferences.

Standard 1.3 (Child Services)

Each child exercises choice and experiences care and support in everyday life.

Standard 1.4

Each person develops and maintains personal relationships and links with the community in accordance with their wishes.

Standard 1.4 (Child Services)

Each child develops and maintains relationships and links with family and the community.

Standard 1.5

Each person has access to information, provided in a format appropriate to their communication needs.

Standard 1.5 (Child Services)

Each child has access to information, provided in an accessible format that takes account of their communication needs.

Standard 1.6

Each person makes decisions and, has access to an advocate and consent is obtained in accordance with legislation and current best practice guidelines.

Standard 1.6 (Child Services)

Each child participates in decision making, has access to an advocate, and consent is obtained in accordance with legislation and current best practice guidelines.

Standard 1.7

Each person's/child's complaints and concerns are listened to and acted upon in a timely, supportive and effective manner.

What a service meeting these standards looks like

The right of each resident to live in an environment which is restraint-free is upheld and actively promoted by the provider and all staff. The provider encourages active conversations among management, staff and residents which reflect on the use of restrictive practices. The provider recognises that liberty and autonomy are fundamental human rights and these can only be breached in exceptional circumstances.

Residents also experience care that promotes their right to safety and wellbeing. If restrictive practices are deemed necessary, they are implemented in a way that does not unduly compromise the dignity and quality of life of the person.

Residents are empowered to exercise choice in their day-to-day lives, including taking part in activities that may involve an element of positive risk-taking. The person in charge makes every effort to facilitate a person's choices and preferences in a non-restrictive manner. Residents are free to engage in social activities and maintain links with the community without undue restriction.

Residents are supported to make decisions and choices about restrictive practices through the provision of accessible information. This includes occasions where a person is not satisfied with a proposed restrictive practice or when they wish to have a restraint applied where it is not considered necessary (for example, residents asking for bed-rails to be raised). Where restrictive practices are proposed to be used, their rationale is fully explained to the person and their informed consent is sought. All concerns or complaints related to the use of restrictive practices are fully reviewed by the person in charge who must be assured that they are safe, proportionate and in line with best practice.

Where a person lacks capacity to make decisions about their care or to consent to the use of restrictive practices, their legal representative is consulted. Residents also have the benefit of access to an independent advocate. Furthermore, there is an acknowledgment that the person's capacity is viewed in functional terms, that is to say, capacity is assessed only in relation to the matter in question and only at the time in question.

If a restrictive practice is used in an unplanned or emergency situation, it is followed by a de-briefing session as soon as possible after the event. The de-briefing involves the person receiving care, their legal representatives (where appropriate), a senior manager, the staff involved in using the restraint, and other relevant health or social care professionals. In the first instance, the de-briefing session serves as an opportunity to explain to the person receiving care the reason for using the restrictive practice. The person is also offered the opportunity to ask questions about

the practice. The episode is discussed with a view to understanding what may have contributed to the need to use restraint in an unplanned way. The discussion also focuses on the type of restraint that was used and whether it was the least restrictive option for the shortest possible duration.

What this means for the resident

Residents experience care which upholds their right to liberty, autonomy and dignity. Residents only experience restrictive practices in cases where they are necessary to ensure the person's safety, health and or welfare – while also being mindful of other legislative requirements. Residents can exercise choice according to their will and preferences and are not restricted in any way by an overly risk-averse service.

Where restrictive practices are assessed as being necessary, residents are provided with information on the rationale and possible risks associated with their use. The person in charge seeks the informed consent of the resident or their representative.

Where a restrictive practice is used in an emergency situation or unplanned manner, the person is fully involved in a de-briefing which looks to understand what occurred and prevent its reoccurrence.

Sources of evidence

- observation (locked doors, restricted access, wandering alarms)
- resident interviews
- care plans
- risk assessments
- restrictive practice register
- complaints log
- de-briefing documentation
- consultation on assessment and or consent.

Theme: Effective Services

Standard 2.1

Each person has a personal plan which details their needs and outlines the supports required to maximise their personal development and quality of life, in accordance with their wishes.

Standard 2.1 (Child Services)

Each child has a personal plan which details their needs and outlines the supports required to maximise their personal development and quality of life.

Standard 2.2

The residential service is homely and accessible and promotes the privacy, dignity and welfare of each person/child.

What a service meeting these standards looks like

On admission

On admission to the service, each resident receives a comprehensive multidisciplinary assessment of their needs which includes all of the restrictive practices currently in place for the person. For example, if the person is coming to the centre from an acute setting, were bedrails in use? If they are moving from another care setting, were there environmental restraints in place which limited the person's access to certain rooms or areas? These practices are not simply accepted as routine in the admitting service. The person in charge, along with multidisciplinary input, reviews all current restrictive practices to determine whether they are necessary or whether there are less restrictive alternatives available.

Ongoing assessment

The care and or personal plan that arises out of the admission assessment should clearly identify the restrictive practices that are in place for the person receiving care. In addition, the plan should guide staff in the use of the restrictive practices that are assessed as being necessary. Over time, people's needs and requirements for support change and may necessitate the consideration, and reconsideration, of restrictive practices. For example, a person may experience functional decline; they may exhibit a change in behaviour that puts themselves or others at risk; they may come into conflict with another person which puts both parties at risk.

In such circumstances, the provider must conduct a comprehensive multidisciplinary assessment. Again, this should include the person receiving care as well as their legal representative. Following this assessment, a restrictive practice should only be approved when the risk to the person of not using it is greater than the risk of using it.

Review

If a restrictive practice has been assessed as being necessary, it is essential that the practice is closely monitored, recorded and regularly reviewed. All restrictive practices should be monitored to assess the person's response and ensure that they are implemented in accordance with the person's care and or personal plan.

All restrictive practices should be regularly reviewed in consultation with the person receiving care, their legal representative (where appropriate) and a multidisciplinary team. Such reviews should consider the appropriateness of continuing the restrictive practice and should be used as an opportunity to trial less restrictive alternatives.

What this means for the resident

Residents are assured on admission to a centre that the provider can meet their assessed needs without unnecessary use of restrictive practices. Residents are

consulted with in a meaningful way when assessing what care and support they require. They are not subject to any restrictive practices which have not been comprehensively assessed (except in the case of emergencies). Residents are assured that the person in charge is monitoring and reviewing their care to ensure that the use of any restrictive practice is reduced and eliminated.

Sources of evidence

- admission documentation
- assessments and or reviews
- care plans
- observation
- resident interviews.

Theme: Safe Services

Standard 3.1

Each person/child is protected from abuse and neglect and their safety and welfare is promoted.

Standard 3.2

Each person/child experiences care that supports positive behaviour and emotional wellbeing.

Standard 3.3

People living in the residential service are not subjected to a restrictive procedure unless there is evidence that it has been assessed as being required due to a serious risk to their safety and welfare.

Standard 3.3 (Child Services)

Children are not subjected to a restrictive procedure unless there is evidence that it has been assessed as being required due to a serious risk to their safety and welfare.

What a service meeting these standards looks like

Safe residential services look to ensure that people are protected from abuse and neglect while also promoting their safety and welfare. The person in charge ensures people are not subjected to a restrictive practice unless there is evidence that it has been assessed as being required due to a serious risk to their safety and welfare.

The registered provider and person in charge are aware of the risks inherent in using restrictive practices and make every effort to promote a restraint-free environment.

People's right to personal liberty and autonomy is appropriately balanced with their right to safety and bodily integrity.

Residents are empowered to exercise choice in their day-to-day lives, including partaking in activities that may involve an element of positive risk-taking. The person in charge facilitates, in so far as is practicable, a person's choices and preferences. The use of restrictive practices follows the centre's policy and procedures, and it follows best practice guidelines.

Restrictive practices are not implemented in a blanket fashion in relation to all people living in the centre. Furthermore, restrictive practices assessed as being necessary for the protection of one person's safety or welfare do not impinge on the rights of other people living in the centre. The use of restrictive practices does not result in any harm being caused to residents.

What this means for the resident

Residents feel safe and secure in their homes and, whenever possible, can make decisions or contribute to decisions about their own lives. They have a right to choose to take appropriate risks, as long as there is a sensible balance between their individual needs and preferences and the safety of themselves and other people living in the centre.

Residents are assisted and supported to develop the knowledge, self-awareness, understanding and skills needed for self-care and protection. No resident experiences a restriction as a result of a restrictive practice which has been assessed as necessary for another resident.

Sources of evidence

- incident log

- risk assessments
- complaints register
- restrictive practice/restraint committee notes and or minutes.

Theme: Health and Development

Standard 4.1

The health and development of each person/child is promoted.

What a service meeting these standards looks like

The provider and person in charge are aware of the importance of the quality of life for residents in areas including health, physical and cognitive wellbeing, social and emotional development, relationships with family, staff and community; and material wellbeing. The person in charge ensures that care is provided in the least restrictive manner so as to maximise people's quality of life. In addition, where restrictive practices are unavoidable, they do not unduly impact on people's physical, behavioural and psychological wellbeing.

The provider makes provision for meaningful activities for residents which are engaging and offer opportunities for new experiences, if the residents wish to be involved. The activities are stimulating and promote opportunities for residents to remain active and involved in a community. They also reduce the likelihood of responsive behaviours which may result in restrictive practices.

What this means for the resident

Residents have a good quality of life which promotes their overall wellbeing while living in the service. They have access to stimulating and engaging activities which provide opportunities for social interaction, recreation and learning.

Sources of evidence

- care plans
- resident interviews
- evidence of healthcare needs met
- evidence of psychological needs met
- access to meaningful activities.

Appendix A

Scenarios for the assessment and use of restrictive practices

Scenario	Appropriate?
<p>Four people live in a residential service for people with disabilities in a community setting. The house is equipped with a kitchen which contains all of the foodstuff and cooking equipment to meet the residents' needs. The drawer which contains the knives and scissors is locked and only accessible by staff. This measure was put in place a number of years ago to prevent a resident with behaviours that challenge from accessing sharp objects. This person no longer lives in the house.</p>	<p style="text-align: center;">NO</p> <p>This practice restricts the current residents from accessing utensils should they wish to prepare food or cook. The restrictive practice was put in place to prevent a previous resident from doing harm to themselves or others.</p> <p>This restrictive practice should be discontinued unless there is a legitimate risk which would arise through its removal.</p>
<p>A person who has difficulty swallowing and is at risk of choking while eating or drinking is the sole occupant of a community-based residence. They are restricted from eating or drinking and do not have access to the fridge or food cupboards unless supervised by staff. The restriction has been assessed as necessary by a multi-disciplinary team.</p>	<p style="text-align: center;">YES</p> <p>This is a reasonable measure, which has been assessed by a multi-disciplinary team, to protect the person from the risk of choking.</p>
<p>A person living in a community setting with three others wishes to attend a dance class which takes place every Tuesday.</p>	<p style="text-align: center;">NO</p> <p>The person is restricted in making choices and planning their day. The</p>

<p>The other residents avail of a day service on Tuesday and transport is only available to bring all four people to one location. As a result, it is not possible for the person to attend the dance class.</p>	<p>provider should seek alternative transport arrangements to facilitate attendance at the dance class.</p>
<p>Staff who work in a large, congregated setting have handover each day at 8pm for 30 minutes. As the attention of all staff is required for the handover, all residents must remain in the communal room so that staff can see them from the staff room. Residents are not permitted to go outside or to their bedrooms until handover is complete.</p>	<p style="text-align: center;">NO</p> <p>Residents are subject to an environmental restraint to facilitate staff/service needs. Preventing residents from moving freely throughout the place they live is inappropriate in this context.</p>
<p>A person with complex support requirements has a mechanical restraint in place whilst being transported by car. This person has a history of unfastening their seat belt and the restraint is in place to prevent this.</p>	<p style="text-align: center;">YES</p> <p>This practice is appropriate because it is necessary for the person's safety and the safety of others in the car. In such circumstances, staff must have trialled alternatives and be satisfied that this is the least restrictive option for the shortest period of time.</p>

References

1. Health Information and Quality Authority. National Standards for Residential Services for Children and Adults with Disabilities. Dublin, Health Information and Quality Authority; 2013.
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3. Health Act 2007 (Care and Support of Residents in Designated Centres for Persons (Children and Adults) with Disabilities) Regulations 2013, (2013).
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