New Directions

A conversation on the future delivery of health and social care services in Belfast
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Foreword

Belfast Health and Social Care Trust was formed in April 2007 from the merging of six Trusts, four of which were acute – the Royal Hospitals, Belfast City Hospital, the Mater Hospital and Green Park - and two Community Health and Social Services Trusts, serving north and west Belfast and south and east Belfast.

The new Belfast Trust aims to build on the fine legacy established by the six Trusts to deliver integrated and seamless citizen-centred health and social care.

The Trust has set out in a document entitled “The Belfast Way” - its values and objectives for the future delivery of its service to achieve excellence for the citizens of Belfast.

The challenge for Belfast Trust is to create an overarching and unified health and social care system for the population we serve. We believe the delivery of services should be simplified. Unnecessary duplication and fragmentation of services should be reduced and services should be more clearly signposted for our patients, clients and their carers. The integration of hospital and community services under new management structures was the first step towards delivering services that are centred round people and not institutions.

Belfast Trust believes it is timely to modernise the way we deliver our health and social care. We want to reform and renew our services so we can deliver care in a faster, more flexible, less bureaucratic and more effective way to our citizens. The Trust aims to have the right care, delivered by the right person in the right place. The Trust is also undertaking an organisational reform programme which focuses on how best we use our resources, performance improvement and effective service delivery. The programme is called MORE – Maximising Outcomes Resources and Efficiencies. It will complement this modernisation process to examine how Belfast Trust will deliver its services in the future, as well as addressing the challenging efficiency agenda.

It is against this background that the Belfast Trust has started a process to examine how it will deliver its services in the future.

The ideas in this paper represent an initial direction of travel for the way services will be provided in the future. These ideas were subject to a period of consultation in late 2008. A wide range of responses to the consultation document were received and they provided a richness of views on the way services of the Belfast Trust should be provided into the future.

Each key proposal for a service change will be consulted upon further - to whatever extent is necessary, in keeping with the Trust’s commitment to consult with staff, service users, carers, trades unions and the public at large.
Guiding Principles

The approach to reviewing and reorganising the services of the Trust must be guided by some general principles. These principles are as follows:

**Improve health and wellbeing and reduce health inequalities** – This is the core purpose of the Trust.

**Focus on prevention of illness, early assessment and intervention.** This is a key objective of the Trust.

**Focus on individual needs and choices** – This concept is embedded in all service aspirations. Our Trust will deliver citizen–centred and holistic (incorporating psychosocial care) health and social care.

**Provide safe, high quality, effective care** – This is a core objective of the Belfast Trust.

**Improve accessibility to services – promote equity and welcome diversity** – Our aim is to improve the universal accessibility of services through ensuring that services are delivered equitably to all sections, including cultural minorities. The Trust will simplify and improve arrangements for accessing its services.

**Localise where possible, centralise where necessary** – Services are more easily accessed by people when they are delivered locally, while specialist services benefit from the concentration of expertise and experience required to deliver the highest possible levels of clinical care. The Trust therefore aims to provide its services locally where the standard of service can be assured and centralise its services where it will raise the quality of provision.

**Integrate services (through partnerships working)** – We aim to meet the challenge of delivering maximum benefit from the integration of acute, community and social care services for our population. Working in partnership with individuals, community organisations, voluntary and statutory agencies results in more appropriate care and treatment, improved outcomes, better experience for our service users, improved health and wellbeing for communities and greater social inclusion.

**Recognition of the role of carers and families** – The Trust recognises and values the key role of carers and families and the contribution they make to the provision of services.

**Provide clear directions to services, reducing fragmented and frustrating services** – Service flow, in a complex health care system, is recognised as a pivotal challenge to service delivery. Our Trust will reform and renew its services to deliver care in a faster, more flexible, less bureaucratic and more effective way to its citizens.

**Maximise utilisation of assets** – There is a clear need to make best use of all existing health and social care infrastructure across the Trust and keep the need for new buildings to a minimum while also addressing risk issues, such as those attached to ageing buildings.
Proposals for the modernisation and reform of services

The Trust has started the process of reviewing how services could be delivered in the future. We have outlined proposed models of care which are based on discussions within the Trust. The models are set in the context of policy decisions outlined by the Department of Health and Social Services and developed in the Assembly’s Programme for Government. We have consulted on the direction of travel for future service provision with the users of our services, carers, the public and the key stakeholders, including General Practitioners.

In writing this document the Trust thought it would be useful to guide you through the complex range of Trust services by asking questions that follow the stages of life when you may need to access Health and Social Care Services from the Belfast Trust. For example the Trust has posed the question “Where do I go if I need support because I am an older person?” We have described the principle guiding how we provide services and described the model of care favoured by the Trust.
How do I get access to Community Health and Social Care Services and be informed about services that are available to me?

The Trust’s strategy is to **localise services where possible and centralise where necessary**.

We have established a network of seven Wellbeing and Treatment Centres, strategically located within the main community sectors across Belfast. These are intended to be single access points for information, advice and services. They are intended to increasingly offer out of hospital services, complementing the work of general practice and acute care.

The Grove Centre in north Belfast, has recently opened. The Knockbreda Centre opened in January 2009. Carlisle Centre in north Belfast, Bradbury Centre in south Belfast and the Arches Centre in east Belfast have been open for some time now. The Shankill Centre and West Belfast Centre are set to open in 2010.

The Trust is currently undertaking a review of the services offered at Wellbeing and Treatment Centres to establish if additional hospital based services in particular outpatient clinics, could be located within the Centres.

Community services will be provided in the seven major Wellbeing and Treatment Centres. These are “one-stop shops”, which are easy to access as they are based on main roads in the heart of the community. **Services that will be available in these Centres** vary slightly between each Centre but all have dentistry, occupational therapy, physiotherapy, speech and language therapy. Social workers for children, older people and people with physical or learning disabilities are based in these centres as well as health visitors and midwives. These staff often work in multi-disciplinary teams.
Where do I go if I am having a baby?

The Belfast Trust’s underpinning principle is that pregnancy and childbirth are normal life events. Our priority is to provide safe, high quality care for all parents and their babies in the local community and across the Region.

Principles

Central to the delivery of the Belfast Trust’s Maternity Services are **Choice, Continuity and Control:**

- Women have the right to choose how and where to give birth. This choice should be supported by high quality information and evidence based clinical advice that ensures maximum participation in decision making.

- One to one midwifery care should be given to women during labour and childbirth in order to make sure that they have individualised attention and support, with continuity of carer.

- Maternity services should be locally accessible and comprehensive with clear evidence of joint working across multidisciplinary teams and sectors.

- There should be specific services for women with poor obstetric or medical history or complications in early pregnancy.

- A comprehensive antenatal diagnostic and screening service should be available and offered to women in order to detect, where possible, any maternal problems or fetal abnormalities at an early stage.

- Holistic care should be provided. The women and her family’s circumstances should be assessed holistically, while also recognising where appropriate the role of carers and families in providing support. Psychological and social need should be identified early and managed appropriately.

- Postnatal care should be provided to facilitate the transition to motherhood by making sure ill health is prevented or detected and managed appropriately including a multi professional, multi agency service for women who have, or are at risk of, postnatal depression and other mental illness.

The Belfast Trust’s **model of care** favours a holistic, community based model of maternity care which incorporates a wide range of services in a variety of settings including the women’s own home, Wellbeing and Treatment Centres, a midwife led unit and a single inpatient obstetrics unit.
At present, inpatient obstetric services are provided at the Mater Hospital and the Royal Jubilee Maternity Service on the Royal Hospitals site. The Belfast Trust favours the provision of inpatient obstetric services including neonatal services on a single site (on the Royal Hospitals site), complemented by the provision of a midwifery led unit (at the Mater Hospital). Post natal care will be provided in the home following early discharge focusing on the promotion of normality. Community midwifery teams will provide ongoing assessment, monitoring and support of mothers and infants.

The Trust will continue to work with stakeholders to explore the options for delivering obstetric services to ascertain the most appropriate solution for the future.
Where do I go if I need to access services for children?

The Belfast Trust has responsibility to provide a range of both health and social services not only to its local resident childhood population but it has also been commissioned to provide many regional and sub regional services such as, specialist acute services, Child and Adolescent Mental Health Services and Adoption Services.

While the Trust is responsible for services to children presenting with health related conditions or social life experiences which require assessment and intervention, we also provide universal services to all Belfast children such as immunising programmes, child health surveillance, dental services and school nursing.

Belfast Trust has also a particular responsibility to provide services to vulnerable children. This group includes children with disabilities, children at risk of harm, children in need, looked after children and children from minority communities. The Trust however holds the view that services to vulnerable children should be provided within the context of services for all children to avoid the stigma of labelling and exclusions.

Principles

Central to the delivery of the Belfast Trust’s children’s services are the following principles:

- Paramounct of a child’s best interests, should be determined in consultation with parents and carers, the child and appropriately trained and experienced professionals. Child welfare, safeguarding and child protection are primary considerations in the provision of all children's services.

- Participation of children and their families and carers in the design, delivery and evaluation of services. The voice of the child needs to be heard.

- Partnerships between the Belfast Trust and the local community, the voluntary sector, other statutory bodies such as the Belfast City Council, Belfast Education Board and the Police Services of Northern Ireland. In many instances these partnerships involve sharing resources such as staff and buildings.

- Promotion of positive child health is key to the Belfast approach which we believe will impact on childhood illness, child abuse and neglect and infant mortality. This involves assisting parents at an early stage to give their children a good start and support into adulthood. It involves an emphasis on prevention and family support as well as assisting young people to make healthy lifestyle choices.

- A child focussed service, with experienced, safe and skilled children practitioners.
• The child remaining at home with their parents or where this is not possible within an environment where parents can remain in close proximity to the child providing the necessary reassurance and support. Only in circumstances where there are no other appropriate options should a child receive care or treatment overnight away from their natural family environment.

• A place of safety and security. When a child is required to come into hospital or care facility such facilities should not be co-located with adult services and should deliver high quality, specialist, evidence based care / treatment. These units should have access to such interventions and specialist expertise to minimise the requirement for the child to remain away from the family home for extended periods of time.

• The Trust will ensure that robust arrangements are in place to ensure that the transition from child to adult services provision is appropriate to meet the needs of the individual child or adolescent.

The Trust favours a model of care which incorporates a wide range of services to children in a variety of child focused settings including the child’s own home, day care / family facilities, health centres, children’s homes and acute inpatient centres. The Trust is committed to providing high quality assessment and treatment and intervention across the continuum of care including prevention, health promotion, family support, highly specialised treatment and proportionate statutory intervention.
Where do I go if I need support or care because of my physical or sensory disability?

The Trust’s **principles** for the care of people with physical or sensory disabilities are to:

- Respect the individuality of service users and carers
- Ensure that services are person centred and offer maximum choice of service
- Enable disabled people to have the fullest possible control over their lives and to maximise their independence and inclusion in their chosen communities
- Promote a community development approach to services to maintain people in their own environment and to promote partnership working across organisations and groups
- Provide accessible information, services and facilities
- Involve service users and their carers fully in service development and evaluation
- Co-ordinate services to maximise continuity and a holistic approach
- Ensure that services are provided within agreed timeframes
- Promote efficient and effective high quality services that offer positive outcomes and value for money.

The Trust favours a **model of care** that continues to provide a range of specialist rehabilitation services on a single site, Musgrave Park Hospital. This will include acquired brain injury rehabilitation, spinal cord injury rehabilitation, amputee rehabilitation and post fracture rehabilitation for older persons.

Patients requiring non urgent but essential admission for expert multi-disciplinary assessment of neurological disorders, deterioration in neurological status and subsequent decline in functional ability will be co located with the specialist rehabilitation services at Musgrave Park Hospital.

The Trust’s services plan is that people with physical or sensory disability should be supported to live as independently as possible in the community. Following medical diagnosis and treatment the Trust’s physical and sensory disability teams will offer advice on the range of services available. These teams will continue to work in partnership with other statutory bodies (eg the Housing Executive) and the voluntary sector (eg Royal National Institute for the Blind) to maximise independence. Physical and Sensory Disability teams will be based in Wellbeing and Treatment Centres.
Where do I go if I need support because I have a learning disability?

The Trust’s principles for services for people with learning disabilities are:

- Service users should be in control of their lives. The Trust recognizes that some service users may need support to make decisions. This support can be sought from a wide range of sources, families, carers and professionals
- Service users should have their rights respected
- Clients with a learning disability should have equity of access to all services provided by the Trust
- The availability and range of appropriate therapies and treatments should increase in community settings.

The Trust favours a model of care that supports people with a learning disability to enjoy and live full lives in their local communities through provision of a range of family, carer, voluntary and statutory support services.

Muckamore Abbey Hospital will continue to provide inpatient assessment and treatment services but after 2016 it should not be a home for life for people with a learning disability. Providing there is betterment in their care, people should experience community living.

The Trust plans to develop, in partnership with other agencies, homes for life in the community that will provide high quality accommodation and support for people with learning disabilities including those with complex and challenging needs.

Also, in partnership with others, the Trust plans to expand the availability of small respite units and develop a small number of community treatment beds for people in Belfast. We will also work with other partners to increase employment and access to local leisure activities for people with learning disabilities.

Additionally the Trust plans to develop new day service accommodation across the city for people with complex needs and challenging behaviour who require high levels of support.
Where do I go if I am an adult and need mental health services or I have an acute mental illness?

The Trust’s strategy is to provide a modern, responsive mental health service in a range of settings. The aim is to move away from hospital-based models of services to early intervention and community support. Hospital services should be focussed on acute episodes requiring short stay assessment and treatment services. The resettlement of long-stay mental health clients into the community should be speeded up.

The principles guiding the strategic service plan for mental health services are:

Service users should be supported to keep in control of their lives – this support can be provided by a wide range of services, families, carers and professionals.

- Service users should have their rights respected
- Service users with a mental illness should have equity of access to all services provided by the Trust
- Services will be clearly signposted to ensure that service users are directed to the most appropriate service and are aware of all services provided. Clear pathways of care must be developed, with a particular emphasis on the need for early intervention services
- Psychological therapies and treatments should be more available in both hospital and community settings
- Services should be developed for those at greatest risk in the community, for example, Travellers and members of minority groups.

The Trust favours a model of care that provides more community based services such as day treatment services and crisis beds in the community. Services will be provided locally within the community. Admissions to acute inpatient mental health beds will be reduced because of early intervention and continuity of treatment and care in the community.

At present, acute inpatient mental health services are provided at Belfast City Hospital, the Mater Hospital and Knockbracken Healthcare Park. The Trust favours the development of a single acute inpatient mental health facility to accommodate patients whose acute mental health crisis cannot be managed and treated within the home setting. The emphasis is to provide short term assessment and treatment.

The single acute inpatient mental health facility will be part of a network of residential, day care and treatment centres provided locally throughout Belfast.
Where do I go if I need acute hospital services (that is emergency services, planned care and long term chronic condition management)?

The key service delivery principles developed by the Trust are as follows:

- To localise services where possible and centralise services only where necessary
- To centralise and develop networks for major trauma, heart conditions and stroke
- To develop clear pathways to access appropriate emergency care (including urgent care for chronic admissions) and primary care in GP out-of-hours services
- To provide a single point of contact for emergency chronic condition admissions
- To re-profile services to make best use of each emergency department and to improve patient flows, to provide a range of services to patients to access and meet targets
- To develop protected elective services and thereby improve patient flows and effectively and efficiently meet access targets
- To reduce unnecessary duplication and fragmentation of services.

Based on these principles the Trust proposes that:

Emergency Services would be retained at the Mater Hospital, Belfast City Hospital and Royal Hospitals. However, there would be differentiation of services to improve patient care, based on the type of patient’s condition and needs.

Cardiology services would be provided at the Mater Hospital, Belfast City Hospital and Royal Hospitals. Services should be localised where possible and centralised where necessary, and delivered in the location most appropriate to the patient pathway and condition.

The provision of a major acute hospital; encompassing trauma services, emergency services and a heart centre on the Royal Hospitals site.

The provision of a range of acute hospital services and a Regional Ophthalmic Centre (including a unit for planned eye surgery and treatment) on the Mater Hospital site, as part of a larger ambulatory care centre.

The provision of a range of acute hospital services, encompassing cancer and renal services, the chronic admissions centre as well as the major elective centre for Belfast (including an elective orthopaedics unit) on the Belfast City Hospital site.

The provision of specialist rehabilitation services on Musgrave Park Hospital site.
The Trust is committed to further consultation around the configuration of acute hospital services, as more detailed review work is undertaken. As part of the review process due consideration will be given to distinguishing between local and regional services.
Where do I go if I need support because I am an older person?

The Trust’s Strategy for Older Peoples Services aligns with the Eastern Health and Social Services Board’s Strategy and the following service principles have been identified:

- Services should be accessible and usable by all older citizens
- The promotion of health and wellbeing
- Maximising independence
- The promotion of appropriate long term living options
- Better dementia services and improved mental health among older people.

The Trust will achieve this through:

- The promotion of improved health and wellbeing through supporting older people to live independently
- Maximising the independence of older people through access to specialist rehabilitation and integrated care teams
- Targeting and improving support for carers
- Enhancing the quality and care offered by nursing and residential homes
- The development of new models of care for older people with dementia and mental health problems including crisis intervention and increased community based approaches.

The model of care favoured by the Trust is that older people should be maintained in their own homes, supported by a network of care services that enable them to maintain their quality of life.

The Trust believes that acute hospital care should only be accessed in the acute phase of an illness and appropriate service provision, for example, intermediate care, step-down and rehabilitation services should be utilised as appropriate through the various stages of the patient journey. No one will be denied access to acute care when their illness requires this care.

By developing a fuller range of long term living options, in partnership with housing providers and the independent sector, we will be able to re-provide our own residential services in more appropriate settings.
NEXT STEPS

New Directions is the beginning of a conversation between Belfast Trust and the citizens we serve on how we should deliver services in a faster more flexible, less bureaucratic and more effective way.

The Trust will continue to engage with stakeholders as proposals for specific service changes emerge.

The New Directions document will be reviewed and updated bi-annually.