NHS GGC CLINICAL SERVICES FIT FOR THE FUTURE

EMERGING SERVICE MODELS

DISCUSSION PAPER

1. Introduction

NHSGGC has embarked on an ambitious programme looking at the shape of clinical services beyond 2015 to make sure we can adapt to future changes, challenges and opportunities.

The key aims of designing a new strategy for Greater Glasgow and Clyde are to ensure:

- Care is patient focused with clinical expertise focused on providing care in the most effective way at the earliest opportunity within the care pathway;
- Services and facilities have the capacity and capability to deliver modern healthcare with the flexibility to adapt to future requirements;
- Sustainable and affordable clinical services can be delivered across NHSGGC;
- The pressures on hospital, primary care and community services are addressed.

The first stage of the programme focused on developing the case for change and a shared understanding of the challenges across the system that needed to be addressed in planning for 2015 and beyond. The second stage of the programme has been to determine the service models required to support care and ensure services are fit for purpose as we plan for services beyond 2015. This discussion paper sets out the emerging conclusions the clinical groups have developed over the last 5 months.

The paper aims to bring together those emerging conclusions to begin to set out a whole system approach to care. Our aim is that it will promote discussion to shape the final version of the models through this wider engagement. The final service model proposals will be produced by early August 2013.

The paper is set out in the following sections, with the service models described in sections 5-12:

2. The Case for Change
3. Developing the Service Models
4. Delivering Improvements for Patients
5. Service Models Overview
6. Chronic Disease and Frail Elderly
7. Emergency and Trauma
8. Mental Health
9. Planned Care
10. Cancer
11. Children’s Services
12. Maternity
13. Next Steps

You are encouraged to contribute to the discussion in your area. You can comment through the NHSGGC website or on Staffnet pages on the NHSGGC intranet. Alternatively you can email to the CSR team at Rebecca.Boyce@ggc.scot.nhs.uk.
2. Case for Change

The case for change (http://www.nhsggc.org.uk/content/) set out the views of a wide range of clinicians on what is currently affecting the clinical services and what is likely to impact on services in the future, as well as the opinions of patients of what they value in the current service and what they would want of future services.

The nine key themes which NHS GGC requires to consider and address as it plans services for the future are summarised below:

<table>
<thead>
<tr>
<th>Figure 1: The Case for Change</th>
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<tbody>
<tr>
<td>1. The health needs of our population are significant and changing;</td>
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<td>2. We need to do more to support people to manage their own health and prevent crisis;</td>
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<tr>
<td>3. Our services are not always organised in the best way for patients; we need to ensure it is as easy to access support to maintain people at home, when clinically appropriate, as it is to make a single phone call to send them to hospital;</td>
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<td>4. We need to do more to make sure that care is always provided in the most appropriate setting;</td>
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<td>5. There is growing pressure on primary care and community services;</td>
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<td>6. We need to provide the highest quality specialist care;</td>
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<td>7. Increasing specialisation needs to be balanced with the need for coordinated care which takes an overview of the patient;</td>
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<tr>
<td>8. Healthcare is changing and we need to keep pace with best practice and standards;</td>
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<tr>
<td>9. We need to support our workforce to meet future changes.</td>
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These issues set a context which means health services need to change to make sure that we can continue to deliver high quality services and improve outcomes. The years ahead will see significant changes to the population and health needs of NHS Greater Glasgow and Clyde, starting from a point where there are already major challenges in terms of poor health outcomes and inequalities. It is clear that:-

- There is not enough focus on prevention and support for people at an early stage in their illness and this can lead to poorer health outcomes, and to people accessing services and support at crisis points or at later stages of illness.
- The growing complexity of need, including multi morbidity and a wide range of care and support needs, mean that users and carers can feel inadequately supported and services can feel complex and fragmented. This poses significant challenges to the way we deliver health services and work with partner agencies, to ensure that our services adapt to these changing needs.

This document sets out the emergent thinking on the service models required to address the issues raised in the Case for Change.
3 Developing the Service Models

3.1 Process

The service models have been developed by seven clinical working groups, taking account of evidence, best practice and clinical consensus. The clinical groups are:

- Chronic Disease
- Emergency and Trauma
- Planned Care
- Children and Maternity
- Older People/ Frailty (including all age Stroke)
- Mental Health
- Cancer

The groups include representatives from a wide range of professions across primary care, community services and secondary care, including patient representatives. The working groups have been supported by patient reference groups which have met to consider emerging models. The process has also been supported by a series of cross-cutting events to consider specific issues across the groups, including primary care and the third sector. This paper considers how the models developed by all of the groups come together into a series of changes to the overall system of care in NHSGGC, as well as highlighting specific service models from individual groups.

3.2 Principles

Underpinning the Clinical Services Fit for the Future Programme is a set of criteria for future services to ensure that quality of care is embedded in future planning. These criteria are:

- Patient centred;
- Integrated between primary and secondary care;
- Efficient making best use of resources;
- Accessible and provided as locally as possible;
- Efficient making best use of resources;
- Safe and sustainable;
- Affordable and provided within the funding available;
- Adaptable, achieving change over time.

In addition to this, future service models will have to support NHSGGC to comply with its duties under the Equality Act 2010. We will further assess the service models to ensure that they support our objectives to remove discrimination, close the health gap as a consequence of poverty and social class, and address the needs of marginalised groups.

In order to meet these criteria, the clinical groups have considered the principles which should apply to future service models. Many of these were common across the groups, and have been pulled together into an overarching set of principles which should apply to the services we provide:

- Focus on what care the patient needs
  - care provided based on need and individual circumstance
  - care delivered in the best way
- Focus on improving clinical outcomes and delivering a good patient and carer experience.
- Locally accessible on an outpatient / ambulatory care basis where possible
- In-patient care only where necessary.
- Low volume and high complexity care provided in defined units equipped to meet specialist care needs.
- Consistently meeting core standards of care: patients should be able to access the same standard of care wherever they are in Greater Glasgow and Clyde.
- Continually evolving to ensure the most appropriate treatment / intervention is offered.
- Care should be focused on reducing inequalities by ensuring access for the most disadvantaged
- Supporting patients to have the best health possible.
- Research should be strongly supported and fostered.
- Services should be sustainable, both clinically and financially.
4 Delivering Improvements for Patients

The process of developing the service models has involved extensive input from patients and public reference groups. While this has identified many positive aspects of the services provided in Greater Glasgow and Clyde, there were a range of challenges including:

- Concern about lack of joined up care, particularly for those with multiple conditions receiving support from different teams across primary care, community services and hospital outpatients and / or inpatients.
- Lack of communication between teams and with patients
- A desire to be able to manage conditions better themselves, with appropriate support
- The need for patients and carers to be valued as partners in care
- The importance of access to services, in terms of both time and physical location
- A broad range of issues impacting on people’s health and ability to benefit from services, including the impact of the recession and welfare reform
- The challenge of ensuring that changes to services add up to real benefits for individual patients

The following comments reflect a view of what success would look like from a patient perspective:

"I know who the main person in charge of my care is. I have one first point of contact. They understand both me and my condition."

"The professionals involved with me talk to each other. I can see that they work as a team."

"There are no big gaps between seeing the doctor, going for tests and getting the results."

"I am as involved in decision making as I wish to be."

"I understand my condition and am supported to manage my care."

"Having someone identified to help coordinate my care is important."

"Understanding who can help and support me, not just with my clinical care, is important."

"Receiving care in a specialist unit is fine as long as I can access local services for follow up and advice."
5 Emerging Service Models: Overview

5.1 Meeting the challenge across the whole system

The diagrams below show the challenge we face across NHSGGC and the sort of system we need to move towards in future.

The current position is one where we face challenging demand pressures across a system in which ‘hospital’ and ‘community’ services are largely seen as separate, with often poor communication and joint planning across the system. While there are some good examples of joint working, these are not systematic and often on a small scale. The future demand pressures we face as a result of demographic and health changes mean that if we continue with the system as it is now, we would need an additional 500 acute beds by 2020. In an environment of constrained resources, the investment required for this would result in a vicious circle, with growing expenditure in acute hospital admissions and less money for investment in community services, which in turn reduces our ability to support people at home.

Figure 2

The system of care we want to move to sees a significant change focusing on providing care where it is most appropriate for the patient. This is based on strengthened 24/7 community services, acute services focused on assessment and management of acute episodes, and a range of services being developed at the interface including shared management of high risk patients and a range of alternatives to face to face hospital visits.

Working differently at the interface (represented by the yellow circles below) may involve new services, extending existing services, creating new ways of working through in-reach, outreach and shared care, as well as changes to the way we communicate and share information across the system.

Figure 3
5.2 Core components of the future health system

The overarching aim of the service models set out in this document is to provide a balanced system of care where people get care in the right place from people with the right skills, working across the artificial boundary of ‘hospital’ and ‘community’ services.

At the heart of this approach is the requirement to understand our population and provide care at the most appropriate level. Getting this right will enable more intensive support for those most in need, and supported self management with rapid access into services when required for the majority of the population.

The key characteristics of the clinical services required to support this are:

1. A system underpinned by timely access to high quality primary care providing a comprehensive service that deals with the whole person in the context of their socio-economic environment.
   - Building on universal access to primary care.
   - Focal point for prevention, anticipatory care and early intervention.
   - Management where possible within a primary care setting.
   - Focus for continuity of care, and co-ordination of care for multiple conditions.

2. A comprehensive range of community services, integrated across health and social care and working with the third sector to provide increased support at home.
   - Single point of access, accessible 24/7 from acute and community settings.
   - Focused on preventing deterioration and supporting independence.
   - Multi-disciplinary care plans in place to respond in a timely way to crisis.
   - Working as part of a team with primary care providers for a defined patient population.

3. Co-ordinated care at crisis / transition points, and for those most at risk:
   - Access to specialist advice by phone, in community settings or through rapid access to outpatients.
   - Jointly agreed care plans with input from GPs, community teams, specialist nurses and consultants, with shared responsibility for implementation.
   - Rapid escalation of support, on a 24 / 7 basis.

4. Hospital admission which focuses on early comprehensive assessment driving care in the right setting:
   - Senior clinical decision makers at the front door.
   - Specialist care available 24/7 where required.
   - Rapid transfer to appropriate place of care, following assessment.
   - In-patient stay for the acute period of care only (see Fig 4).
   - Early supported discharge to home or step down care.
   - Early involvement of primary and community care team in planning for discharge.
5. **Planned care** which is locally accessible on an outpatient / ambulatory care basis where possible:
   - Wider range of specialist clinics in the community, working as part of a team with primary care and community services.
   - Appropriate follow-up.
   - Diagnostic services organised around patient needs.
   - Interventions provided as day case where possible.
   - Rapid access as an alternative to emergency admission or to facilitate discharge.

6. **Low volume and high complexity care** provided in defined units equipped to meet the care needs
   - Driven by clear evidence of the relationship between volume and outcome.

The service models which follow at section 6 onwards consider what needs to be in place to deliver these core components of care for specific groups of patients.

### 5.3 Enablers

Changing the system on this scale will require a significant cultural shift and clinical commitment across the organisation. In order to achieve this, services will have to be underpinned by a series of enablers and improvements to supporting systems, including:

- Supported leadership and strong clinical engagement across the system to develop and implement the new models.
- Building on the clinical portal to enable shared IT systems and records which are accessible to different professionals across the care system.
- Jointly agreed protocols and care pathways, supported by IT tools.
- Stratification of the patient population to ensure that care is targeted at the appropriate level with supporting anticipatory care plans in place.
- Ensuring that access arrangements enable all patients to access and benefit from services
- Increasing the education and information shared with patients and the public to support people to take more responsibility for their own care.
- Involvement of patients and carers in care planning and self management.
- Shared learning and education across primary, community and acute services.
- Governance and performance systems which support new ways of working.
- Integrated planning of services and resources.

### 5.4 Benefits

It is anticipated that a successful move towards this system of care would result in:

- Patients being in control of their care and empowered to share decisions about it;
- A system of care which is easier to navigate for patients and professionals.
- Clinicians and other staff at all stages having the necessary information about the patient, with care better tailored to the patient’s needs.
- Better patient experience and patient safety, and improved health outcomes with a particular improvement for patients with multi-morbidity.
- A reduction in health inequalities as the most vulnerable patients receive better access to holistic person centred care.
- Care which is provided in the most appropriate setting, relative to the patients needs.
- More cost effective use of resources with care focused on early intervention, better management of complex multi morbidity and a reduction in duplication of care.
What is Acute Care? Who needs to be admitted for inpatient care?

The definition of Acute Inpatient Care we propose is:

“Acute care is where people receive specialised support in an emergency or following referral for surgery, complex tests or other things that cannot be done in the community. Acute care usually provides treatment for a short period, until the person is well enough to be supported in the community again.”

The European Appropriateness Evaluation Protocol Approach has been developed and used in a number of countries to support this definition. This considers admission criteria in relation to both severity of illness and intensity of service required:

Admission criteria – intensity of service
- Surgery or other procedure in 24 hours requiring general/ regional anaesthesia or equipment or other facilities only for inpatients.
- Vital signs monitoring at least every 2 hours.
- Intravenous medications and or/ fluid replacement
- Continuous or intermittent (at least every 8 hours) respiratory assistance.

Admission criteria – severity of illness
- Severe electrolyte or blood gas abnormality.
- Acute loss of sight or hearing (within 48 hours of admission).
- Acute loss of ability to move any body part (within 48 hours of admission).
- Persistent fever >38 for more than 5 days.
- Active bleeding.
- Pulse rate <50 or >140 per minute.
- Blood pressure systolic <90 or >200, diastolic <60 or >120.
- Sudden onset of unconsciousness (except transient unconsciousness).
- ECG evidence of acute ischaemia, suspicion of new myocardial infarction.

Experience of applying this tool indicates:

- The most influential factor determining the appropriateness of bed utilisation is how the care system in place manages the patient, rather than the characteristics of the patient.
- Therefore it is important to consider the service configuration and care delivery to effect change.

Significant additional and different capacity is required if patients are to be treated more appropriately:

- A shift away from acute inpatient setting to provide a wide spectrum of home and community based care.
- Improved assessment and diagnosis.
- Non acute beds with therapy support.

Key questions

Where do we set the threshold for what is considered acute inpatient care?
- Too high: difficult to implement, risk of readmission, significant impact.
- Too low: won’t be radical enough to address the problems we face.

How do we develop a more comprehensive range of services in community settings, and what capacity is needed to ensure that core primary care and community services are accessible when required?

How do we test if the alternatives to inpatient care are safe and cost effective?
6 Emerging Service Models: Frail Elderly and Chronic Disease

6.1 Core elements of service models

There is significant overlap in the models emerging for frail elderly patients, and for those with chronic diseases. There are also areas where a dedicated focus on frailty, distinct from single or multiple long term conditions, is essential. The common approaches and specific requirements are set out below.

The evidence suggests that getting the basics right – integrated, multifaceted and coordinated primary, secondary and social care are much more important than any single tool approach. The following interventions are supported by consistent evidence and should be linked into a coherent whole as part of a future strategic approach to change in NHSGGC:

- Shared, high-quality protocols across care settings
- Collaborative relationships between specialists and generalists
- Planned systems of collaborative care involving case management, systematic follow-up
- Improved integration of primary and secondary care
- High quality primary care
- Effective coordination of care and use of IT to support communication
- Effective self management/supported self care
- Multi-professional teams
- Explicit care planning
- Information sharing with patients and among care providers
- Reliable methodology and application of risk stratification
- Ensuring that all health professionals ask about diet, smoking and physical activity in their consultations with patients
- Ensuring that all health professionals can direct people towards appropriate computerised decision support tools to ensure coherent protocols available and used by clinical staff
- Use of a range of professional specialists nurses (e.g. Specialist nursing has demonstrable benefits for asthma, COPD and heart failure and may be replicable for analogous long term conditions).

The core elements of the service model to deliver this include:

**Anticipatory care planning** enables patients and professionals to plan for a change in health or social status, particularly for those at high risk of crisis. Plans need to be developed by multi-disciplinary teams including primary care, community services and hospital specialists. Successful implementation of plans require the ability to mobilise a wide range of support in community, including home care, aids and adaptations, housing, befriending and carer support in a timely manner, based on a 7 day model that can also support care in the evening and overnight.
**Front door assessment model** will require early comprehensive assessment with senior decision makers at the front door, identifying specialist input and appropriate management plans guiding treatment and care packages in all settings, to support chronic disease management and / or frailty.

**Non-acute beds may have a place as alternative to admission or to enable step down care** – this model requires a smaller ‘acute’ element of care with more non-acute and community infrastructure. The non acute beds would need to have rigorous standards for patient throughput and clear outcomes. Further work is required to define this approach.

**Managing multi-morbidity** -better integration of services across specialties within hospital, between hospital and the community, and between health and social services are crucial to the management of multi morbidity.

**Inpatient Care focused on acute episode of care, with planning for rehabilitation and return home** – ensuring rehabilitation is available dependent on need not age, focused on ensuring return home at the earliest opportunity by supporting rehab care in the community.

These are considered in more detail below in relation to both Chronic Disease and Frail Elderly pathways.

6.2 **Chronic Disease**

6.2.1 **Overall approach**

The proposed approach is based on risk stratifying the population by complexity and vulnerability, and providing care accordingly:

**Figure 5**

**Delivery System Design**

<table>
<thead>
<tr>
<th>Level</th>
<th>Description</th>
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<tbody>
<tr>
<td>Level 2: Case Management</td>
<td></td>
</tr>
<tr>
<td>a)</td>
<td>Identify very high intensity users of unplanned secondary care (hospital services)</td>
</tr>
<tr>
<td>b)</td>
<td>Care for these individuals managed by appropriate professional (case management)</td>
</tr>
<tr>
<td>c)</td>
<td>Anticipate, co-ordinate and join up health and social care services</td>
</tr>
<tr>
<td>Level 1: Disease-specific Care Management</td>
<td></td>
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<tr>
<td></td>
<td>People with complex single need or multiple conditions given responsive specialist services</td>
</tr>
<tr>
<td></td>
<td>Use of multi-disciplinary teams and disease-specific protocols and pathways</td>
</tr>
<tr>
<td>Supported Self Care</td>
<td></td>
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<tr>
<td></td>
<td>Help individuals and carers to develop knowledge, skills and the confidence to care for themselves and their condition, particularly through primary and community care and by cultivating links with the voluntary sector</td>
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</table>

The key building blocks to support these models are listed below. A number of these are already in place, however the challenge is to ensure that they are consistently in place across the system, based on a 24/7 model, addressing the timing and volume issues currently facing many of these services.
These services need to work together effectively to provide both routine care, and to escalate support in response to a crisis or significant change in condition. These pathways are shown below at figures 6 and 7.

**Fig 6: Chronic Disease Routine Care**

**Assessment**

- Diagnosis
- Efficient access to deliver specialist assessment
- Agreed referral protocols
- Treatment pathways

**Identify Risk**

- Multi agency assessment including medical assessment
- Carers assessment
- Specialists as required for single disease or multi-
- Risk stratification
- Supported self care
- Tailored disease specific management
- Complex case management

**Anticipatory Care**

- Agreed Anticipatory Care Plan
- Deliver care package for current needs
- ACP requires regular review
- Agreed actions to increase care on deterioration or crisis
- Available to all involved including OOH
- Complex case management
- Mostly hospital based but close community support

*Requires coordination of services to avoid multiple visits.*

*Also requires knowledge of the relevant services available and how best to access these.*

*Role of care navigator - ? GP ?other professional*
### 6.2.2 Anticipatory care

A clear and responsive anticipatory care plan, which follows the patient and informs care in all settings, is a core part of this approach. While anticipatory care planning has been in development in NHSGGC in recent years, it is not yet a systematic multi-disciplinary approach focusing on those who would most benefit.

There are some good existing examples within NHSGGC of effective anticipatory care planning, including:

The Heart Failure Liaison Nurse Service cares for a well defined population of patients with chronic heart failure. These are referred from hospital and risk stratified to community or clinic care by the HFLNS. The HFL nurse will communicate with both the GP and the cardiologist about aspects of the care.

We would seek to roll out models such as this across GGC.

### 6.2.3 Multi morbidity

Developing better approaches to multi-morbidity has been a key theme of this Clinical Services Review. Within the pathways described above, the following elements will need to be developed further to establish a better approach to multi-morbidity:
• Continuing the work on QOF and Enhanced Services within primary care to bring together the management of different chronic diseases into a combined approach focusing on individual patient needs.

• Developing a better ‘combined approach’ to providing specialist input where patients are currently attending multiple outpatient clinics. This would focus on co-ordinating investigations, treatment and management so that any specialist input is managed in the context of the whole person and their environment not just narrow disease specific guidelines. This could be done through:
  - Shared clinics where there are common co-morbidities
  - Access to additional specialist input at chronic disease clinics (for example, specialist nurse input)
  - Improved access for GPs to specialist advice and opinion.

• Development of care navigator or case management roles to co-ordinate care and minimise visits and duplication, as well as improving co-ordination. In some cases, this could be the GP, district nurse or specialist nurse as long as some form of designation occurs. There may be a need for another individual or care navigator in complicated cases. As with anticipatory care planning case management has been in development in NHSGGC in recent years, but is not as yet systematically in place focusing on those who would most benefit.

• Improving the identification and management of co-morbidities in emergency and inpatient settings. Co-morbidities are often a major reason for prolonged stays in hospital. Early generalist assessment to establish a comprehensive treatment and care plan for an individual will support better management of co-morbidities. Where a patient’s care is transferred to a specific single condition specialist, we need to find better ways to enable input from generalist and/or other specialist, including the patient’s general practitioner.

• Polypharmacy is often associated with multi-morbidity and carries with it a number of risks to patients. Medication reviews should be available on a regular basis to all patients experiencing polypharmacy, and should be triggered by any acute or emergency episode of care.

• We know that multi-morbidity occurs is strongly linked to deprivation, occurring 10-15 years earlier in areas of high deprivation. Approaches to multi-morbidity therefore need to take account of a range of wider complex and challenging life circumstances which may act as barriers to patients’ participation in new service models. Approaches to multi morbidity also need to focus on the changes in practice and behaviour required to take account of this.

6.3 Frail Elderly

6.3.1 Overview

The older people group focused on ‘frailty’ as distinct from older people with other single conditions or multiple chronic diseases, with no additional functional problems. This reflects the fact that older people are cared for across all services, that amongst older people there is wide variety in terms of health and function, and that treatment should be needs based and not age based. The main premise of the group is that specialist geriatric input should be focused on the frail elderly or those with ‘frailty syndromes’. Stroke pathways are described in section 7.
What is frailty?

Frailty can be defined as a syndrome of multi-system reduction in physical capacity as the result of which an older person’s function may be severely compromised by minor environmental challenges, giving rise to the condition of ‘unstable disability’.

Older people tend to present to clinicians with non-specific presentations or frailty syndromes, in contrast to the classical presentation seen in younger people. The reasons behind the non-specific presentations include the presence of multiple co-morbidities, disability and communication barriers. The ability to recognise and interpret non-specific syndromes is key, as they are markers of poor outcomes:
- Falls
- Immobility
- Delirium and dementia
- Polypharmacy
- Incontinence
- End of life care

The core pathways and components of care for frail elderly are set out in the diagrams below (figures 8-10):

Figure 8: Community support

Identify Risk  Functional Deterioration and  Non-Acute Illness

Anticipatory Care Pathway  Single Point of Access

Frailty  Disease Specific

- Community Rehabilitation
- District Nurses
- Social Work Services
- ? Step up beds

- Outpatient Clinic
- Day Hospital (Rapid Access)
- Specialist advice
- Community Mental Health Team
6.3.2 Anticipatory care

Anticipatory care plans must include frailty as well as chronic disease management. This includes consideration of social care needs, carer support, isolation, function and ability to manage the activities of daily living, supported by the multi agency single shared assessment process. It should explicitly include consideration of options for when carers are unwell or unable to provide support for any reason. The plans must enable rapid escalation of support from health, social care and third sector agencies supported by a 24/7 single point of access.
6.3.3 Comprehensive Geriatric Assessment (CGA)

CGA is strongly evidence based and drives the model for frail elderly. The pathways set out above enable CGA to be carried out in a community setting with specialist input through geriatric outpatients and day hospital services, and in acute settings with the presence of senior geriatric specialists at the front door.

**Figure 11: The evidence base for comprehensive geriatric assessment**

There is robust evidence to support multidimensional assessment and multi-agency management of older people leading to better outcomes, including reduced readmissions, reduced long term care, greater satisfaction and lower costs.

Comprehensive Geriatric Assessment (CGA) is defined as ‘a multidimensional, interdisciplinary diagnostic process to determine the medical, psychological, and functional capabilities of a frail older person in order to develop a coordinated and integrated plan for treatment and long-term follow-up’.

While integrating standard medical diagnostic evaluation, CGA emphasises a quality of life and functional status, prognosis, and outcome that entails a workup of more depth and breadth. The hallmarks of CGA are the employment of interdisciplinary teams and the use of standardised instruments to evaluate function, impairment, and social support.

Comprehensive Geriatric Assessment should be available to patients with one or more identified frailty syndrome within 2 hours of A&E attendance (14 hours overnight) and should drive the treatment and care plan both within hospital and in the community.

Delivering CGA in an emergency environment is challenging, and will require access to a separate quieter area (such as a medical assessment unit) with an appropriate environment.

**Figure 12: Falls**

Falls are a common trigger of an emergency episode, and a key indicator of frailty. Falls must be a core part of broader approaches to risk assessment and care planning. This approach should include the following components, with timescales in line with the National Falls Bundles:

- Primary prevention based on falls assessment as part of general frailty assessment and anticipatory care planning, including self assessment
- Secondary prevention based on rapid notification of falls in both community and inpatient settings, leading to:
  - Falls assessment as part of more comprehensive frailty assessment
  - Individualised plan agreed with patient and actioned within 6 weeks. The plan should cover a range of interventions to prevent future falls taking account of related clinical needs, mobility issues, home and social environment and medication.
- Inpatient treatment where required (e.g. fracture) with access to Comprehensive Geriatric Assessment 7 days a week for Orthopaedic patients.
- Rehabilitation. Transfer to Geriatric Orthopaedic Rehabilitation Unit where appropriate. Multi-disciplinary discharge planning and discharge to community rehab teams for ongoing falls assessment and intervention.
- Review and follow up. Review of plan within 6 months of commencement to update or close the plan
6.4 Further work to evolve the service model

As the discussion on the service models progresses over the next few months, further work will be ongoing to develop the thinking and understand the potential impact in the following areas:

- Defining the alternative models to admission such as advice service to support patients in the community / non-acute beds to enable step down care considering the how this might impact to create a smaller ‘acute’ element of care with more non-acute and community infrastructure. This will require further definition of categories of ‘non-acute’ patients and support required including the risk of change and deterioration in patients, level of nursing care required and any ongoing diagnostic requirements.

- Front door model – general assessment with quick access to specialist care for treatment where required and the staffing model to support.

- Sizing the different groups and input required, for example likely numbers with frailty syndromes will drive front door geriatric staffing model. This will be based on assessment of known demographic changes, assumptions re potential for avoiding admissions, and an assessment of the current proportion of admissions with frailty syndromes.

- Work to assess further potential for home based rehabilitation / re-ablement.

- Particular consideration needs to be given to end of life care and supporting alternatives to acute hospital admission, particularly where patients wish to die at home or supported in a community setting (see figure 13).

### Questions

What is required to support putting in place risk stratification and anticipatory care planning consistently across GGC and what assumptions can be made on the impact in relation to reducing admissions?

Who from the multi disciplinary team is best placed to lead the anticipatory care planning for the patient and what capacity is required to deliver this?

What are the best ways to organise care for those with multi morbidity?

What is the best way to identify frailty and organise further assessment and care accordingly?

How can we ensure that anticipatory care planning includes frailty as well as chronic disease?
A key group where acute admission may not be desirable is for end of life care. The approach to palliative and end of life care should be based on:

- Palliative care needs being identified as soon as possible with more effective use of the Gold Standards Framework (GSF) in primary care, the use of the Support and Palliative Care Indicators Tool (SPICT) in in/outpatient settings and the use of the Support and Palliative Action Register (SPAR) in care home/continuing care settings. This would allow appropriate, timely engagement in the process of Anticipatory Care Planning (ACP).

- Ongoing holistic assessment being undertaken by professionals with good communications skills and a knowledge and understanding of the disease process, likely symptomatic issues and an appreciation of where these needs could be met, in order that the ACP process can be engaged with in a realistic way by the patient and family. This may be the GP, District Nurse, Consultant, disease specific specialist nurse, ward staff, care home staff or any of this combination in partnership.

- Effective communication of priorities of care. Conversations could be initiated using the My Thinking Ahead and Making Plans (MTA&MP) communication tool and further details placed on Key Information Summary (KIS) or the electronic Palliative Care Summary (ePCS) which can be accessed by unscheduled care areas, the Out of Hours Services and the Scottish Ambulance Service.

The preferred place of care is influenced by many factors. Options should include:

- **Care at home**, with the facility for patients to be assessed at any time in a 24 hour period with rapid access rehabilitation teams, increased home care provision or equipment. The need for an appropriately skilled, well coordinated multi agency service in the community with effective communication systems is essential to this.

- Patients, who need less acute interventions sometimes simply observed care, may be suitable for rapid admission to **non acute bed**.

- There will be an ongoing need for **Acute Admissions** for patients with symptom issues that cannot be managed at home. There is also a need for a “wider team” (or “virtual team”) assessment of patients on admission so that their palliative care needs are assessed promptly, their co-morbidities are taken into account and prioritised and a plan is made for that individual based on the above assessment. This could include referring patient immediately for Hospice admission or being able to get the patient home with enhanced community care.

- **Rapid access to hospice beds** for assessment, complex symptom control and end of life care may be appropriate for those with more complex care needs, not needing or wishing admission to an acute bed.
7 Emergency Care and Trauma

7.1 Overview

Emergency services have to be able to respond appropriately to all patients who present. This section describes the proposed overall model for emergency services to meet standards and requirements for all patients and the changes to emergency services required to respond to the chronic disease and frailty pathways set out above (which form the majority of emergency admissions).

The overall pathway is summarised in the following diagram

Figure 14: Whole system emergency and urgent care pathway

7.2 Accessing emergency care

The key routes in to emergency care are set out below.

In-hours patients may:

- Call GP for an emergency appointment
- Call NHS 24 for advice and onward referral as appropriate
- Call other community service for an emergency appointment (e.g. Dental, Ophthalmology; Mental Health)
- Go to their pharmacy
- Call the Scottish Ambulance Service – who may treat on site, take to the Emergency Department or refer to another service (e.g. GP)
- Go directly to the Emergency Department/Minor Injury Units
Out of Hours patient may:

- Call NHS24 for advice with onward referral as appropriate and may be offered either GP OOH telephone advice, GP Out of Hours appointment; Minor Injury Unit or Emergency Department. Patients may choose to go directly to Minor Injury Unit, Emergency Department or walk-in to the GP Out of Hours service.
- Call the Scottish Ambulance Service – who may treat on site, take to the Emergency Department or refer to another service (e.g. GP)
- Call the Out of Hours District Nursing Service or other Community Services

7.3 Response to emergency assessment in all settings

When a patient is assessed in an emergency at any of the entry points above, a more flexible range of responses is required. A number of studies support the position that a much greater proportion of work could be undertaken as an outpatient or in an ambulatory setting including many acute medical emergencies. This requires our services to develop a more “planned” urgent clinic approach to manage medical emergencies. Some examples are set out below:

Based on the above position a number of services to support ambulatory emergency care are identified. These could be services that sit as part of the interface service model.

- Chronic obstructive pulmonary disease outreach
- Pleural disease clinics
- Rapid access chest pain clinics
- Transient ischaemic attack/stroke clinics
- Epilepsy clinic
- Pain management service
- Functional assessment teams and support teams
- Falls clinic
• Nurse specialists - diabetes, cancer, palliative care etc.
• Outpatient parenteral antibiotic teams
• Endoscopy services
• Heart failure team

A pre-requisite to changing how urgent and emergency care is provided is to ensure that there is quick and reliable access to GP appointments. This will allow patients to connect into the relevant services through their GP thus supporting patients accessing care in the right place at the earliest appropriate opportunity.

In addition to the disease specific approaches set out above, additional support to manage patients appropriately in the community could be provided through:

• Urgent access to specialist advice, for GPs to be able to discuss patients in an emergency situation.
• Urgent access to outpatient clinics (e.g. within 24 hours), directly bookable, where an immediate admission is not required.
• Single point of access to health and social care community services to provide immediate support at home where required.
• Access to step up beds where a patient requires additional support which cannot be provided at home, but does not require an acute admission.

It is also important that all services where people present as emergencies, work to the same common protocols with access to a consistent range of support services across GGC to ensure there is equity of access to care and that care is not escalated beyond the lowest level required. To support this it will be important that all parts of the system can access the information about the patient, their ongoing care, e.g. their anticipatory care plan where applicable, to ensure the right intervention can occur.

7.4 Hospital Attendance and Admission

Once at hospital it is important to have clear patient pathways through each of the services. The major components of hospital emergency services are described below:

• Minor Injury Service
• Emergency Department
• Immediate Assessment Unit
• Acute Receiving Unit

7.4.1 Minor Injury Service

Nurse led Minor Injury Service led by Emergency Nurse Practitioners (ENPs) to provide treatment for a wide range of conditions including:

• Fractures of nose, shoulder, upper arm, elbow, forearm, wrist, hand (inc. fingers), knee, lower leg, ankle, foot and toes.
• Soft tissue injury including strains and sprains.
• Dislocations.
• Wounds.
• Burns.
• Minor head and neck injuries.
• Eye injuries and conditions.
This may be provided as part of a standalone Minor Injury Unit, or as an integral part of the Emergency Department, where the ENPs will work with medical staff as part of the wider emergency team.

7.4.2 Emergency Department

The Emergency Department provides care to patients with:

- Acute injury or illness associated with physiological derangement or threats to life or limb
- Acute undiagnosed illness or injury that requires time critical intervention to prevent long term impairment, disability or death
- Acute illness or injury resulting in acute severe pain until once made comfortable, they can have appropriate investigations or additional treatment before being directed to definitive care.

The Emergency Department does not provide services for:

- Minor non-urgent illnesses that can be better managed in a non time critical manner by other community or primary care services both in and out of hours
- Non acute exacerbations of chronic conditions that are under the management of specialist inpatient or outpatient services
- Non acute complications, enquiries or requests for advice following elective surgical procedures (including urology, orthopaedics, ENT, maxillofacial surgery, obstetrics and gynaecology etc).

The key role of the Emergency Department is to assess and treat quickly, and ensure that patients receive care in the most appropriate setting. Destinations from the Emergency Department will include home, home with community support which can be arranged directly from the Emergency Department, move to the Immediate Assessment Unit for a further assessment period, or admission to the Acute Receiving Unit.

7.4.3 Immediate Assessment Unit

GP referred patients will go directly to the Immediate Assessment Unit (IAU). The purpose of the unit is to provide rapid assessment of patients by senior decision makers.

The focus of the IAU will be to pursue appropriate alternatives to admission including: urgent out patient clinic appointments, rapid access to diagnostics, access to Comprehensive Geriatric Assessment by specialist multi disciplinary teams, initiating specialist care and opinion by the relevant specialty team and prioritising the timely admission of acute patients into the Acute Receiving Unit. Specific pathways will support patient management through this unit. Inter hospital transfers should not pass through Immediate Assessment Unit but should go directly to a specialty bed by agreement with the relevant specialty senior decision maker.

Care will be provided on a 24/7/365 basis. It is envisaged that the consultant input within the IAU for medicine will be predominantly from acute care physicians and the geriatric specialist team and will be supported by junior medical trainees and medical nurse practitioners.

The surgical model of care sees general surgery GP referrals, undiagnosed urology and undiagnosed vascular patients directed into the IAU. The surgical receiving team under the control of the senior decision maker will provide opinion and admission or diagnostic decision making to the IAU 24 hours a day every day.
Orthopaedic, ENT and diagnosed vascular and urology patients should be directed from the Emergency Department for the relevant surgical specialist team to take the decision to discharge or admit to downstream wards or treatment facilities as appropriate.

It is proposed that all necessary imaging and diagnostic work is commenced in the IAU this should be available 24 hours a day 365 days a year; recognizing that these patients have the same diagnostic and imaging requirements as those within the ED.

7.4.4 Acute Receiving Unit

The Acute Receiving Unit (ARU) provides the initial period of acute management for patients assessed in the Emergency Department or Immediate Assessment Unit as requiring admission.

The ARU will enable senior decision makers to manage the patient’s assessment with fast access to diagnostic tests and the ability to discharge home or for suitable patients for return to the emergency department outpatient department. The ability to care for patients in the ARU for periods over 24 hours will allow complex diagnostic investigations to be completed without the need to admit to a downstream ward. The aim is for all imaging of patients within the ARU to be completed whilst the patient is in ARU.

7.5 Principles and standards

For patients requiring attendance and or admission to hospital for emergency care the following principles and standards are proposed:

7.5.1 Principles

- Patients are managed in an area designated for their acuity of illness by a ‘generalist’ (this includes Emergency Department or Acute Care Physician, Care of the Elderly Physician, Intensive Care Medicine Physician or General Physician) with early input from a specialist where required to ensure the most effective treatment plans are put in place as quickly as possible
- Consistent standards of care are in place across the systems which maximise patient outcomes.
- Prompt commencement of time critical treatment.
- Prompt access to appropriate imaging (CT, U/S, plain radiography) to allow immediate diagnosis of life threatening conditions.
- Availability of appropriate critical care expertise and skills across the system.
- Early informed decision making regarding patient disposition.
- An extended presence of senior clinicians providing expert direct patient care, leadership and supervision.
- Timely, planned discharge to an appropriate setting and with appropriate support.

7.5.2 Process standards

- Emergency admissions should be seen promptly by someone who is appropriately trained to make an assessment of their care needs, and with prompt consultant input where required. The different needs of medical and surgical patients should be managed appropriately.
- The Assessment Unit approach is a core component of emergency care, providing protocolised periods of investigation, observation, and review for patients who would otherwise be admitted to scarce and expensive hospital beds or discharged potentially unsafely.
• Ambulatory care- care should be instigated in the Emergency Department / Immediate Assessment Unit / Acute Receiving Unit and continued in the community where clinically appropriate.

• A comprehensive 24-hour interventional radiology service should be available.

• To maximise patient outcomes, where specialist care is required, it should be provided by senior clinicians undertaking high volumes of cases/ operations in line with national guidelines.

• Emergency day case surgery should be available where clinically appropriate.

• Patients should be provided with any necessary care, treatment and support in the most appropriate setting and environment, compatible with the delivery of safe and effective care, including the community where appropriate.

7.5.3 Disease / condition specific standards

• Frail elderly patients should have early access to comprehensive geriatric assessment to support effective management.

• Appropriate and timeous access to mental health services should be in place for people with mental health needs.

• Patients suffering major trauma injuries should be taken directly to a major trauma centre.

• Patients suffering from chest pain should have timeous access to angiography services.

• Patients suffering from a stroke should be taken directly to a specialist centre (see figure 16)

• Acute hospitals providing care for patients with GI bleeding should meet the national recommendations and provide 7 days a week access to out-of-hours endoscopy services; within 1-2 hours of admission for severe bleeding and within 12 hours for moderate bleeding. Appropriate assessment systems should be in place in all sites, with appropriate care pathways in place to treat patients or to transfer patients to the appropriate site for definitive treatment.

• National guidelines should be met where available; for example in the care of patients with myocardial infarction, head injury, bleeding in early pregnancy, suicide prevention and child protection.
**Figure 16: Example of future models: Stroke**

- **Prevention:** Primary prevention and management of risk factors [Rapid assessment of high risk TIA patients within 1 day of referral. All GPs using rapid assessment service; cardiac and vascular services resourced to meet demand from stroke.]

- **Hyper acute stroke service (HASS):** Scottish Ambulance Service take patients with FAST +ve suspected stroke directly to hospital with HASS beds; early specialist stroke team assessment; immediate imaging and investigations; treatment commenced (including thrombolysis where indicated); rehab commenced in HASS; 35% patients discharged home from HASS bed.

- **Integrated acute/rehab stroke unit:** transfer from HASS at average of 2.5 days post admission; 7 day stroke specialist Multi Disciplinary Team assessment and rehab (AHPs, nursing, medical); planning for discharge and support for carers; average length of stay in unit 21 days.

- **Early Supported Discharge within Community Stroke Team:** 6/7 day stroke specialist rehab; multiple visits per day to support early discharge from hospital; close links with re-ablement care services; time limited intervention with review/follow up.

- **Support in the Long Term:** local community and voluntary sector services with awareness of stroke; GP Enhanced Service for stroke.

### 7.6 Further work to define the service model

As the discussion on the service models progresses over the next few months, further work is required on the following areas:

- How can we consistently support a model of the ‘generalist’ as first line approach supported by specialist rotas allowing timely intervention? We need to consider the implications of this model across Glasgow and Clyde in terms of:
  - Activity and patient flows
  - The staffing model of generalist and specialists required to support the model
  - Accommodation requirements to allow for the effective components of the models to manage patient flows as described.

- Assessment / Decision Unit approach and availability of urgent outpatient service across GGC.

- Contact system for GPs to discuss patients prior to referral to hospital.

- Develop a more detailed position on key areas identified for a change in specialist approach:
  - Stroke
  - Major trauma
  - Angiography / angioplasty
  - GI bleeding
  - Vascular

- Further definition around acute model and the categories of ‘non-acute’ patients and support required / down stream models.
8 Mental Health

8.1 Introduction

The mental health clinical groups focused on the models of care required for:

- Adult Mental Health
- Dementia
- Drug and Alcohol Services

The overall approach which applies across these services is set out below, with condition specific examples given where appropriate.

8.2 Overview of the approach

The purpose of prevention, treatment and care activity in mental health is to deliver health outcomes, a positive user and carer experience from contact with services, and to contribute to user’s progress towards recovery/living well with their illness.

Achievement of that purpose requires:

- A needs led structure of service delivery based on condition and frailty
- Interventions which are organised and delivered by condition
- Levels of intervention determined by the intensity and severity of the condition
- Interventions which are systematically delivered based on agreed condition specific care pathways consistent with evidence based/ best practice standards
- Users to be able to see their place on the care pathway
- Operational and team processes, practice, culture and pathways within and between teams which are organised and delivered to ensure:
  - Clinical interventions are systematically delivered based on the condition specific care pathways
  - Positive user experience in which carers and users are partners in care and feel well supported
  - Services are “easy in and easy out”
  - Interventions provide “everything you need and nothing more”
  - Patients with multiple morbidities receive coordinated rather than fragmented care
  - Care planning supports personal outcome based progress towards recovery/living well with the condition

8.3 Clinical framework for prevention, treatment & care

As with the approach described for physical chronic conditions, the overall approach is based on a stratified system of care, identifying need and responding at the most appropriate level of intensity.

The diagram (figure 17) below describes the overarching framework for mental health services. The Framework will be populated for each major clinical condition to set out the condition specific interventions and care pathway for that condition.
### 8.4 Personal outcomes for service users and carers

In their contact with services Service Users can expect:

- To define recovery goals together with the service
- Services support progress towards recovery /living well with their condition

People with mental health problems should be able to say that they have a positive experience of their contact with services and through this contact:

- I get the treatment and support I need when I need it
- Accessing services is straightforward
- I was diagnosed early
- I & those around me and looking after me feel well supported
- I am actively involved in decisions about my care
- I am treated with dignity and respect
- My care plan focuses on my recovery as I have defined it
- I have meaningful occupational interests and social involvement
8.5 Changes required to deliver the model

Moving towards this model will require the following changes:

1. Cease age based exclusions from access to service supports such as psychological interventions/crisis services and liaison psychiatry.

2. Shift from age based service configuration of adult and older people mental health services to needs based configuration of:
   - Mental Health 18+ (no upper age cut off, needs led transition based on physical frailty).
   - Dementia and Functional mental health combined with physical frailty service.

3. Consideration of service models for people with dementia given apparent commonality of health needs of people in acute wards and Older People Mental Health acute wards.

4. Address service gaps within the dementia care pathway:
   - Memory assessment service for early diagnosis of 2300 new patients per year in community setting.
   - Post diagnostic support services.

5. Review the functionality of services and teams to ensure their detailed operational processes are aligned to deliver the principles set out in sections 3, 4 & 5 above & in particular:
   - Systematic interventions of agreed condition specific care pathways.
   - Health outcomes.
   - Positive user and carer experience.
   - Recovery/living well with your condition.
   - “Easy in easy out”.
   - Coordinated management of multiple morbidities.

8.6 Further work required to define the model for specific care groups

8.6.1 Mental Health 18+

- Components of comprehensive service system are in place and no major service gaps per se
- Modest incremental further acute bed closures/balance of care shifts.
- Need to scope & size operational implications of shift to 18+ service for inpatient and community services.
- Review functionality of teams & operational processes to deliver the principles of the model, systematic delivery of clinical framework and condition specific care pathways, & personal outcomes for service users and carers.

8.6.2 Dementia services

Resolve service model and relationships between mainstream acute and specialist dementia services to determine:
- Configuration of dementia services as integrated mainstream acute service or specialist dementia service.
- Size the dementia cohort and the challenging behaviour cohort to model workload implications of the configuration options for both acute and community services.
• Rework the bed model and site alignments between acute and MH sites to reflect the eventual agreed model and configuration of dementia services.
• Develop detailed service model and configuration of community based memory assessment services & post diagnostic support services.
• Review functionality of teams & operational processes to deliver the principles of the model, systematic delivery of clinical framework and condition specific care pathways, & personal outcomes for service users and carers.

8.6.3 Drug and alcohol services

• Improve management of co morbidity between addictions and MH.
• Improve alignment between day services and community services.
• Improve access and support to substitute prescribing.
• Improve alignment of operational processes and recovery outcomes for service users.
• Review functionality of teams & operational processes to deliver the principles of the model, systematic delivery of clinical framework and condition specific care pathways, & personal outcomes for service users and carers.
9 Planned Care

9.1 Key Components of the approach

9.1.1 Local provision of outpatient and ambulatory care facilities

It is proposed that wherever possible outpatients, investigations, day surgery and short stay surgery should be provided as locally as possible across NHS GGC. This would provide a full range of core clinical services locally to meet the majority of patient needs with patients travelling only where clinically required to other sites.

9.1.2 Outpatient model modernisation

Outpatient model of referral and attendance at outpatient clinic needs to be modernised to provide alternatives to clinic consultation. This should include telephone consultation, telephone advice services for GPs to manage patients without referral to hospital; direct to test approach where appropriate.

Return appointment models should be reviewed with the aim to reduce the return appointments where appropriate and to facilitate alternative follow-up arrangements where possible. This should include telephone follow up; discharge with patient driven return initiation. The recent cancer services group and the work on Quality Performance Indicators suggest that the follow up arrangements could be reduced. For chronic disease management, different approaches to ongoing management and follow-up are also being considered with both groups considering how community based follow –up and patient initiated follow up could be part of the future models.

9.1.3 Community based service provision

Care should be provided within the community wherever possible. This could include:

- Further development of local phlebotomy services and monitoring of patients in community.
- Nurse / AHP led clinical services in the community or in hospital where applicable. This would build on the currently available services such as the diabetes and respiratory services. Some of the areas currently proposed to be developed could include:
  - Lower urinary tract and incontinence service;
  - Raised PSA clinic – Nurse led triage clinic where TRUS biopsy is provided;
  - Chronic pain service.

- Specialist clinics in community settings, working with GPs and community teams to develop joint care plans for patients.

9.1.4 Consolidation of low volume/ high complexity care

The evidence suggests that there is a case for improving outcomes by providing complex investigations and treatments in only a few specialist centres. This applies in particular to cancer care, which is covered in the next section.

9.1.5 Maximisation of ambulatory care including day surgery and the development of short stay surgical models within Ambulatory Care Hospital type facilities

There is scope to improve the use of Greater Glasgow and Clyde’s inpatient beds for planned care. This is in part by maximising day case surgery / day treatment but also by managing the time patients spend in hospital after elective care, which can be quite variable across sites. This variation is caused by a number of factors, including availability and the quality of home and community support as well as the surgical techniques used.
Programmes such as the Enhanced Recovery after Surgery (ERAS) should be in place to ensure that patients spend no longer than they need in hospital. These programmes also encourage active participation of patients in the care plan and recovery process. This type of approach should be encouraged across surgery. Similarly, less invasive techniques should be used where clinically appropriate to improve the patient experience and the speed of recovery.

Reducing length of stay, where clinically appropriate, will be important to improve the patient experience and to bring financial benefit to allow investment in other parts of the service.

9.1.6 Planned ‘urgent’ care clinics

Through the work of the Emergency Care work stream there are a number of areas being identified to develop a more planned approach to care to avoid emergency admissions. This was detailed in the earlier part of this report and requires the service to consider different approaches.

9.1.7 New service models

New service models to better support the management of patients are being considered such as the digestive diseases service combining gastroenterology and upper and lower GI surgery to provide a single coordinated service for GGC.

9.2 Further work to evolve the service model

As the discussion on the service models progresses over the next few months, further work will be ongoing to develop the thinking and understand the potential impact in the following areas:

- Freeing up time and determining requirements including communication interface to develop new models for new and return outpatient service / advice service, quantifying impact of changes to new / return clinic service models.
- Further separation of planned care from emergency care - increased day case activity / short stay activity in ACHs / planned ‘urgent’ care models- quantifying the expected changes in activity and the capacity requirements to support changes to the current service provision including the numbers and types of procedures and the infrastructure / facilities requirements.
- Impact of the low volume/ high complexity specialist work changes.
- Determining what care can be transferred to community based services – including nurse / AHP led services.
- Capacity planning to address likely changes in demand and facilities to deliver.

Questions

What are the alternatives to the current outpatient approach?
What needs to be in place to support this?
How can we increase the range of ambulatory care services and improve access routes?
10 Cancer

10.1 Key Components of Approach

Figure 18: Cancer Pathway

The key aspects of the care pathway identified to enhance survival and quality of life are shown on figure 18 above. In general the cancer pathways are considered to be well established and working well. Some areas were identified as areas where further consideration and development is required which are discussed below. Clinical evidence suggests that common cancer care such as systemic anti cancer therapy and patient follow-up should be provided as locally as possible and where possible outside the hospital setting. The evidence also makes the case for improving outcomes by providing complex investigations and treatments in only a few specialist centres.

10.2 Cancer surgery

The number of site(s) providing cancer surgery should be based on numbers of patients and outcomes achieved. The proposed model of care recommends some further consolidation of surgical services for both common and rarer cancers. This will ensure that clinical teams and environments are in place to provide high quality care and improved outcomes for patients across Greater Glasgow and Clyde.

10.2.1 Impact for Common Cancer Surgery

Breast cancer surgery
- Breast cancer surgery can be delivered as a day case, with surgeons using less invasive techniques so that patients do not have to stay in hospital unnecessarily. Guidelines suggest that 60-70% of breast surgery should be day case.

To improve outcomes and experience, day case breast services should be available locally to all patients who require less complex surgery. Patients undergoing more complex surgery should have the opportunity to discuss their breast reconstruction options and have immediate breast reconstruction if appropriate.
Colorectal surgery
• The number of patients being seen and patient outcomes from cancer audit results should determine the number of sites. Where clinically appropriate this should be delivered locally. Complex colorectal surgery with plastic surgical involvement should be delivered in a specialist unit.

10.2.2 Impact for rarer cancers

There are a number of rarer cancers where volumes mean that the service can only be provided from a single site.

Rarer urological cancers
• Urological cancers need to be provided from a specialist urology team as with other small volume cancers. General urology services should be able to refer patients with complex needs to the specialist team to allow general care locally.

Pelvic service
• Progress the centralised ovarian cancer service further with the colorectal and urological team to create a pelvic service to provide the level of specialist input required from a centralised unit.

10.3 Changes to Treatment

10.3.1 Systemic Anti-Cancer Therapy (SACT)

Guidelines recommend that to provide patient centred care the inpatient delivery of systemic anti-cancer therapy (SACT) should be minimised. Over recent years local provision has developed in many areas linked to the central unit at the Beatson to provide more convenient treatment to patients where it is safe and clinically appropriate to do so. As therapies evolve with the development of oral preparations it will be important to develop the service to increase the care delivered locally and where possible and clinically appropriate out with the hospital setting.

10.3.2 Managing emergency care

For patients admitted as an emergency the guidelines indicate that arrangements should be in place to assess cancer patients immediately when they arrive at hospital to expedite care.

It is proposed to provide an acute oncology assessment unit (OAU) and 24 hour phone to provide a dedicated service for all adult oncology /haematology patients who are currently receiving /or have received treatment (chemotherapy /radiotherapy) in the past 6 weeks at the cancer centre, or are at risk from disease / treatment related immuno-suppression.

It will also support all patients attending the cancer centre who are identified to be at risk of developing malignant spinal cord compression (MSCC) as per the National Institute for Clinical Effectiveness (NICE) and the West of Scotland Cancer Network Guidelines. It is expected that this will prevent unnecessary hospital admissions, and where hospital admission is required, ensure patients are seen /and or admitted to the right facility to support the care they require, improving patient outcomes and care.

10.3.3 Haematological cancers

The management of haematological (blood) cancers is increasingly dependent on the detection of particular genetic changes within the cancer cells. These require highly specialised molecular techniques and many new agents are being developed. These genetic changes are important for determining both prognosis and appropriateness of therapies, including the need for stem cell transplants. Molecular techniques can be used to monitor response to treatment.
Access to modern diagnostic techniques is critical to ensure appropriate use of therapies and to monitor effectiveness.

10.3.4 Follow up and Support

The follow-up of most cancer patients is done on a routine basis in hospital outpatient departments. Recent regional and national work through the Managed Clinical Networks (MCNs) indicates that there is a requirement to change the follow-up arrangements for many areas. This includes providing monitoring and follow-up within the community where possible including patient blood tests.

With changes to survivor rates it is recognised that the approach needs to be altered to offer more individualised aftercare services and more responsive to patient needs as some patients can become ill again between outpatient appointments and not feel able to see a specialist until their next scheduled visit. Changing the method of follow-up will improve outcomes and quality of life for patients and could free up specialists’ time to continue to improve quality of care for all patients across GGC in other ways and could support a more person-centred interaction with the clinical team. To support this it will be important that patients are given the relevant information to make an informed choice on their preferred model of follow-up.

10.3.5 Supportive and palliative care

This is a key part of care, especially with the changes in survivor rates, and so needs to meet the needs of patients both living with cancer as well as to support advanced care planning for the end of life. Across NHS GGC the Gold Standard Framework has been implemented as has the Liverpool Care Pathway. This has helped improve both palliative care and end of life care planning. See figure 13 on End of Life Care.

As future services are planned it is recognized that there is a need to ensure that holistic assessments are part of the patient pathway including assessment of psychological needs and the support requirements of carers with advanced care plans in place consistently across GGC to support patient care.

10.4 Further work to evolve the service model

As the discussion on the service models progresses over the next few months, further work will be ongoing to develop the thinking and understand the potential impact in the following areas:

- Modeling of the capacity required to meet the future predicted increase in cancer patient numbers.
- Consolidation of complex / low volume surgery / care – impact on patient activity changes / clinical team and infrastructure changes required.
- Front door model to support emergency care of patients with cancer.
- Provision of increased chemotherapy in the community – estimating the impact of chemotherapy changes and the community / local service capacity requirements or changes.
- Service requirements in primary care to support monitoring and follow up including links with the 3rd Sector to support patients and carers.
- Requirements to support palliative care and end of life care out with hospital with effective advanced care planning – this is linked to other work in relation to long term condition management and management of the frail elderly to consider alternatives to hospital care.
11. **Children Services**

The emerging models from the Children’s Services group in some respects mirror the developments in other workstreams, such as emergency care and the management of patients with complex care needs, particularly in relation to the development of primary care, community services and better working at the interface. The specific drivers and proposed changes for children's services are set out in this section.

The Children’s Group focused primarily on services provided to the NHSGGC population rather than on the wide range of regional and tertiary services provided by the Royal Hospital for Sick Children (RHSC). This acknowledges the national and regional planning fora which cover these more specialist areas, as well as the significant amount of work and redesign going into the planning for the new RHSC.

The work of the group focused on general paediatrics, long term conditions, links to the community and providing support in an emergency, as well as on effective transition between children’s and adult services. These were the priority areas highlighted during the development of the Case for Change.

### 11.1 Core principles

- Care should be focused on the needs of children and families.
- Care should be provided in dedicated child friendly environments.
- There should be a focus on co-ordination of care and clear points of contact.
- There should be an appropriately trained, skilled and senior workforce: complying with relevant standards.
- Information should be shared and available across the system to inform care.
- There should be robust child protection systems in place.
- Emotional support has to be central.
- Clear transition arrangements should be in place when children move to adult services.
- Standards of care and access to range of children’s services should apply equally across the whole of Greater Glasgow and Clyde.
- Care should be focused on reducing inequalities by ensuring access for the most disadvantaged and supporting children to have the best start in life.

### 11.2 Key components of approach

#### 11.2.1 Emergency care

As with the model for adult emergency care there are a number of ideas being proposed to provide a range of alternatives to admission, which are accessible from the Emergency Department such as urgent outpatient appointment and community nursing support to enable earlier discharge.

This needs to be underpinned by the effective flow of information from the GP to the hospital and vice versa, supported by clear follow-up arrangements and feedback to practices on Emergency Department attendances and outcomes.

Where there are admissions for exacerbation of chronic disease this needs to prompt review of the care plan. The diagram below sets out the urgent / emergency care pathways.
This model requires a greater focus on the development of dedicated General Paediatric input as a focal point for the management of emergencies and alternatives to emergency admission.

The ‘Facing the Future’ standard set out clear expectations for the skills, expertise and specialist opinion which should be available for children in all emergency settings. We need to ensure that we can provide this required range of specialist paediatric services to all children presenting as emergencies.

Key elements of this pathway will be implemented as part of the move to the new Royal Hospital for Sick Children on the South Glasgow Hospitals site. This move will enable all ‘blue light’ emergency cases for children in Glasgow to come to the dedicated paediatric unit which represents a gold standard in terms of access to specialist treatment, dedicated child friendly environment and dedicated paediatric staff across a range of services and disciplines. The changes described above will support that move and we need to consider further how all patients across Greater Glasgow and Clyde can access that gold standard of care.

11.2.2 Planned care and long term conditions

The emerging service model seeks to establish local Integrated Children’s Centres. This supports:

- Local provision of a range of services, enabling better joint management of patients across services and agencies.
- Promote different way of working: not current hospital activity in a different place but rather a focus on effective joint care planning across primary care, community services and specialist paediatrics.
- Point of contact for families with long term conditions / complex disabilities, including focal point for transition.

Core components of the Integrated Children’s Centres would include:

- Community Paediatrics / Child Development Centres
- Child and Adolescent Mental Health Services
• General Paediatric Outpatients, focusing on
  - Long term conditions: asthma, skin conditions
  - Common childhood illnesses
• Diagnostics / Day case treatment where facilities allow
• Urgent clinic access
• Follow up
• Links to wider teams and services (shared base / virtual team)
  - Maternity hub & spokes
  - Social Work
  - Third Sector
• Link to localities / clusters of GP practices
  - Locus for Shared Care with GPs / practice nurses
  - Hub for education and shared learning
  - Local point of access for specialist advice

The diagram below illustrates the approach.

Figure 20: Integrated Children’s Centres

11.2.3 Transition

Transition has been a recurring theme of discussions with patients and professionals. The model described above will support effective transition through the integrated children’s centres, enabling a clear point of contact and co-ordination for families, and by involving GPs at an earlier stage in the management of long term conditions and complex care packages for children which will give greater continuity into adulthood. In addition to this, good practice in the approach to transition has been identified as including the following components:

• Transition should be viewed as a process, not an event. Services need to view transition as a period of at least 2 years, which starts in early adolescence, and allows gradual, coordinated transfer of care to primary care and adult health services. The aim of the transition process is therefore to enable and empower young people and their families to confidently access adult services.
• A key worker should be identified to coordinate the transition from paediatric to adult health services.

• In order to develop workable transition care pathways, there should be good communication and cooperation between paediatric and adult services and GPs.

• Joint transition clinics for paediatric and adult health services would help support the transition of young people with more complex needs and/or those requiring ongoing active management. The future co-location of adult and paediatric hospital services at the South Glasgow Hospitals site might help to facilitate this joint working for some hospital-based teams.

• The collation and sharing of information between health professionals needs to be improved to ensure effective transfer of health information to adult services. This sharing of information may be facilitated by improved IT systems. The use of a patient-held health record should also be considered.

11.3 Further work to evolve the service model

As the discussion on the service models progresses over the next few months, further work will be ongoing to develop the thinking and understand the potential impact in the following areas:

Emergency
- Implications of ‘Facing the Future’ and Standards of Care for Paediatric Emergencies: ability to meet required staffing and response levels across current sites.
- Impact on new RHSC capacity of any change to emergency / inpatient model on other sites.
- Interdependency of maternity, neonatology and paediatrics; Interdependency of children’s and adult A&E and trauma services.

Outpatient / Community
- Model requires appropriate locations and facilities across GGC. Need to consider existing facilities and new developments including new health centre developments, existing Child Development Centres.
- Significant change to current ways of working. Royal College estimate that 50% of paediatric outpatients could be seen in a community setting: assumption that greater community focus will lead to better long term conditions management, fewer exacerbations, more appropriate social and behavioural paediatric approach.
12 Maternity Services

12.1 Principles

- Focus on providing safe, accessible and effective care which improves outcomes for women and babies and reduces inequalities.
- Care focused on the health and social needs of women and families.
- Promotion of normal childbirth and reduction of interventions.
- Appropriately trained, skilled and senior workforce: complying with national workforce recommendations.
- Strengthen communication and collaboration between services which include other key NHS services and local authorities.
- Women are able to make informed decisions about their care.
- Use women’s experience of care to drive service improvements.

12.2 Key components of approach

The key components of the approach of the service model for maternity care are set out below:

- Pre-pregnancy advice and health promotion.
- Early booking.
- Comprehensive assessment as early as possible, informed by shared information.
- Early identification of red / green pathway: midwife led care where possible, with regular review and ability to move between pathways when required.
- Early pregnancy assessment service available 7 days a week.
- Increased support for vulnerable women and families in pregnancy: identification of vulnerability based on broad assessment of individual family and social circumstances.
- Supporting access to wider services including financial inclusion, welfare advice, and family support.
- Health visitor involvement as early as required, especially for vulnerable families: co-ordination of care and handover between midwife and health visitor.
- ‘Triple co-location’ of maternity, adult and paediatrics represents the gold standard.
- Team based approach with a central role of midwives as autonomous practitioners of normal pregnancies, working as a team with obstetricians, anaesthetists and paediatricians, in the care of women with complex and complicated pregnancies.
- Delivery suites meet required staffing standards: Midwife, Obstetrician and Anaesthetic cover. Move to 24 hour consultant obstetrician presence.
- ‘Timely’ discharge from hospital: reducing length of stay.
- Neonatal units which comply with Neonatal Quality Framework standards.

12.3 Further work to evolve the service model

As the discussion on the service models progresses over the next few months, further work will be ongoing to develop the thinking and understand the potential impact in the following areas:

- Interdependency of maternity, neonatology and paediatrics.
- The implications of meeting the standards in relation to the numbers of births and staffing requirements, including numbers of high risk pregnancies.
- Changes required to achieve workforce standards including consultant obstetrician presence. This includes assessment of critical mass required to support this, and stratification of the population of pregnant women to understand clearly who requires consultant input.
13  Next Steps

Over the next few months work will continue to shape and further define the emerging service models and to understand more fully the implications of these models. This discussion paper is being shared widely to encourage discussion and engagement with clinical teams to test out the models identified.

You are encouraged to contribute to the discussion in your area. You can comment through the NHSGGC website or on Staffnet pages on the NHSGGC intranet. Alternatively you can email to the CSR team at Rebecca.Boyce@ggc.scot.nhs.uk.

The timescales are set out below:

<table>
<thead>
<tr>
<th>Engagement on the service models</th>
<th>June- July 2013</th>
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</thead>
<tbody>
<tr>
<td>Sign off the service models at the Board</td>
<td>August 2013</td>
</tr>
<tr>
<td>Develop options and plans for delivery including changes to configuration and plans for formal consultation where required</td>
<td>September 2013 onwards</td>
</tr>
</tbody>
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