

Inpatient Based Addiction Treatment Services
(Tier 4)

Proposed Reconfiguration of Trust Services

**Consultation Document
Short Version**

September 2013

Foreword

The Health and Social Care Board has reviewed inpatient based addiction treatment services in Northern Ireland, commonly referred to as Tier 4 services. The aim of this review was to identify a more effective and evidence based service model regionally.

This consultation document proposes a way forward for the future reconfiguration of Tier 4 services across Northern Ireland. We recognise the need for change and appreciate the valuable contribution everyone in the province has to make in engaging in a full and considered debate on the future configuration of these valuable services.

Over the next 12 weeks we welcome comments on this document and its proposals. The HSCB will take full account of all consultation responses when reaching a way forward in early 2014.

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Chief Executive
Health and Social Care Board

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Introduction

The purpose of this document is to consider the future configuration of inpatient based addiction treatment services (Tier 4) in Northern Ireland. The Health and Social Care Board has undertaken an appraisal of potential options for the future provision of these services.

This consultation process provides an opportunity for all members of the public, including patients, clients, families and carers, to consider and comment on the proposed configuration of services. We want to hear your views on these proposals so that these can inform our decisions for the future development and delivery of these vital services.

You can get involved in different ways:

- Public meetings
- The HSCB website
- Sending your consultation responses (see attached consultation document) and comments via email or in the post

Following the consultation period, which runs to December 2013, the Health and Social Care Board will undertake an analysis of the responses and comments on the future configuration of Tier 4 services. This analysis will inform the development of the future model of provision for these services in the early part of 2014. Equality screening and, as appropriate, an equality impact assessment will be undertaken as part of this process.

Background

The Health and Social Care Board has reviewed in-patient based Addiction/Substance Misuse treatment services provided within the Health and Social Care (HSC) sector – these are commonly referred to as Tier 4 services. The aim is to identify a more effective and evidence based service model regionally. This work is an integral part of the recent Alcohol and Drug Commissioning Framework for Northern Ireland (2013-16).

Evidence based practice provided by the National Institute for Health and Clinical Excellence (NICE; CG 52, CG 115) has shaped the proposed reconfiguration of services, in summary:

1. The care pathway for those with harmful/dependent substance misuse, regardless of whether care is undertaken with a community (Tier 3) or specialist hospital/facility based setting (Tier 4), should encompass both:
 - a. initial detoxification and stabilisation followed by
 - b. rehabilitation and support.
2. In the majority of cases treatment can be safely undertaken within the community Tier 3 setting, i.e. without the need for admission to hospital or specialist facility.
3. A small number of individuals, i.e. relatively more complex, higher risk and/or vulnerable, may not respond to community based Tier 3 care. Access to dedicated Tier 4 treatment services, within a structured environment providing more intensively managed care, should therefore be available. This may be potentially required in either or both the detoxification/stabilisation and rehabilitation phases of care.

NICE guidance therefore provides clear commissioning direction in terms of prioritising the development of Tier 3 services alongside a Tier 4 resource which focuses upon those individuals with more complex/higher risk needs.

Existing Health and Social Care Tier 4 Service Provision

Within the HSC sector there are 42 beds spread across the four Trusts who currently undertake Tier 4 provision. There is considerable variation between units in terms of service model and role/function. For example, some units operate only 4 nights per week (i.e. closed over the weekend); some focus upon detoxification/stabilisation, some upon rehabilitation. In some Trust areas there is limited access to dedicated Tier 4 treatment services.

In addition, the HSC has contracts/arrangements in place with two Independent sector providers for the provision of Tier 4 rehabilitation services, i.e. Carlisle House, Belfast (has contracts with the Northern and Belfast Trusts) and the Northlands Centre, Derry/Londonderry (has contracts with Northern and Western Trusts).

Overall, there is considerable variation between the Tier 4 services that can be accessed within Trust areas. The current regional position does not fully reflect NICE guidance and may not therefore provide the best outcomes for the individuals who need access to these services.

Proposed Reconfiguration of Services

The HSC needs to address the situation where there is no access to dedicated Tier 4 detoxification/stabilisation services for the residents of either the Belfast or Western Trust areas. A more consistent and regionally agreed service model is required that can be accessed by all the residents of Northern Ireland.

It is proposed that the Tier 4 detoxification and stabilisation phase of care should be undertaken within the HSC sector and Tier 4 rehabilitation provision mainly within the Independent sector. Working within a 'Regional Addiction Treatment Network' for Tier 4 services both the HSC and Independent sectors would work closely together to oversee services and implement an agreed regional care pathway.

Given the proposed HSC focus upon detoxification/stabilisation provision, future Tier 4 provision within Trusts would be based upon a total of 24 beds regionally: this reflects the existing level of HSC detoxification/stabilisation service provision. An option appraisal demonstrated that to provide high quality clinical care and provide

reasonable geographical access, these beds should be provided across two sites. If the 24 beds were spread across a larger number of sites (e.g. 3 or 4) this would imply fewer beds per unit which is considered less effective/not evidence based.

While subject to the outcome of this consultation exercise, the Northern and South Eastern Trusts have provisionally indicated that they can undertake the regional service provider role for Tier 4 detoxification/stabilisation care. Based with the regional Network arrangement, this would comprise 10 beds in Holywell hospital, Antrim and 14 beds in the Downshire hospital, Downpatrick, i.e. a total of 24 beds. The units would work in partnership to serve all of Northern Ireland.

Tier 4 rehabilitative care being mainly undertaken within the Independent sector would also be based within the regional Network arrangement and therefore serve all of Northern Ireland.

If the proposed reconfiguration is approved it would mean that the Southern (St Luke's, Armagh) and Western Trust (Omagh) addiction treatment units would discontinue service provision in early 2014/15. Thereafter, the residents of all Trust areas will have access to the new regional service model providing both specialist Tier 4 detoxification/stabilisation and rehabilitation services. The new regional model would address the previous various in services and achieve our objective to provide regionally consistent care across all of Northern Ireland. In addition, local community based Tier 3 services will be strengthened through an investment of £789k.

- These proposals are being considered within this consultation exercise over the October to December 2013 period. If approved it is proposed that the reconfiguration of services would be implemented over the April to June 2014 period.

Benefit of Proposed Changes for those People who Use Tier 4 Services

Our aim is to ensure that, if required, you have access to both specialist Tier 4 detoxification/stabilisation care (within the hospital setting) and also Tier 4 rehabilitation care (within a specialist Independent sector provider) on a 7 days/nights per week basis. As noted in this document, access to these services varies considerably across the region (with some units only operating 4 nights per week). Subsequent to implementing the changes noted in this consultation document, access to services would be available as follows in each Trust area:

If you live in the Belfast Trust area: you do not currently have access to specialist Tier 4 detoxification/stabilisation care beds. Subsequent to the changes proposed in this document you will be able to access specialist detoxification/stabilisation care beds in the Downshire hospital. Access to Tier 4 rehabilitation care will continue to be provided in Carlisle House.

If you live in the Northern Trust area: you will continue to have access to specialist Tier 4 detoxification/stabilisation care beds in Holywell hospital and will continue to have access to Tier 4 rehabilitation care in either Carlisle House or the Northlands Centre.

If you live in the South Eastern Trust area: you will continue to have access to specialist Tier 4 detoxification/stabilisation care beds in the Downshire Hospital. If you require access to Tier 4 rehabilitation care, the HSC will arrange this care for you to be provided in Carlisle House.

If you live in the Southern Trust area: if you require access to specialist Tier 4 detoxification/stabilisation care this is only available on a 4 nights per week basis in the St. Luke's hospital unit. In future, specialist Tier 4 detoxification/stabilisation care would instead be provided in the Downshire Hospital (and be provided on a '7 days/nights per week' basis).

You do not currently have access to specialist Tier 4 rehabilitation care beds. If this is required, the HSC will arrange this care for you within either Carlisle House or the Northlands Centre.

If you live in the Western Trust area: you do not currently have access to specialist Tier 4 detoxification/stabilisation care beds. Subsequent to the changes proposed in this document you will be able to access specialist detoxification/stabilisation care beds in Holywell hospital. You will continue to have access to Tier 4 rehabilitation care in the Northlands Centre.

In addition to the above proposals for Tier 4 services, the HSC Board also plans to strengthen locally based Tier 3 community services.