UNIVERSITY^{OF} BIRMINGHAM University of Birmingham Research at Birmingham

Identifying, prioritizing and visually mapping barriers to injury care in Rwanda: a multidisciplinary stakeholder exercise

Odland, Maria Lisa; Whitaker, John; Nepogodiev, Dmitri; Aling, Carolyn Achieng; Bagawhira, Irene; Dushime, Theophile; Erlangga, Darius; Mpirimbanyi, Christophe; Muneza, Severien; Nkeshimana, Menelas; Nyundo, Martin; Umuhoza, Christian; Uwitonce, Eric; Steans, Jill; Rushton, Ali; Belli, Antonio; Byiringiro, Jean Claude; Bekele, Abebe; Davies, Justine

License: None: All rights reserved

Document Version Peer reviewed version

Citation for published version (Harvard):

Odland, ML, Whitaker , J, Nepogodiev, D, Aling, CA, Bagawhira, I, Dushime, T, Erlangga, D, Mpirimbanyi, C, Muneza, S, Nkeshimana, M, Nyundo, M, Umuhoza, C, Uwitonce, E, Steans, J, Rushton, A, Belli, A, Byiringiro, JC, Bekele, A & Davies, J 2020, 'Identifying, prioritizing and visually mapping barriers to injury care in Rwanda: a multi-disciplinary stakeholder exercise', *World journal of surgery*.

Link to publication on Research at Birmingham portal

General rights

Unless a licence is specified above, all rights (including copyright and moral rights) in this document are retained by the authors and/or the copyright holders. The express permission of the copyright holder must be obtained for any use of this material other than for purposes permitted by law.

• Users may freely distribute the URL that is used to identify this publication.

• Users may download and/or print one copy of the publication from the University of Birmingham research portal for the purpose of private study or non-commercial research.

User may use extracts from the document in line with the concept of 'fair dealing' under the Copyright, Designs and Patents Act 1988 (?)
Users may not further distribute the material nor use it for the purposes of commercial gain.

Where a licence is displayed above, please note the terms and conditions of the licence govern your use of this document.

When citing, please reference the published version.

Take down policy

While the University of Birmingham exercises care and attention in making items available there are rare occasions when an item has been uploaded in error or has been deemed to be commercially or otherwise sensitive.

If you believe that this is the case for this document, please contact UBIRA@lists.bham.ac.uk providing details and we will remove access to the work immediately and investigate.

Title: Identifying, prioritizing and visually mapping barriers to injury care in Rwanda: a multi-disciplinary stakeholder exercise

Authors: Maria Lisa Odland,^{1*} John Whitaker,^{2,3*} Dmitri Nepogodiev⁴, Carolyn Achieng' Aling',⁵ Irene Bagawhira,⁶ Theophile Dushime,⁷ Darius Erlangga,⁸ Christophe Mpirimbanyi,⁹ Severien Muneza,¹⁰ Menelas Nkeshimana,¹⁰ Martin Nyundo,^{9,10} Christian Umuhoza,⁹ Eric Uwitonce,⁷ Jill Steans,¹¹ Alison Rushton,¹² Antonio Belli,¹³ Jean Claude Byiringiro,^{9,10} † Abebe Bekele,¹⁴† J. Davies^{1,2,†}

*Joint first authors

+Joint last authorship

Affiliations:

¹Institute of Applied Health Research, University of Birmingham, Birmingham, United Kingdom.

²King's College London, Faculty of Life Sciences and Medicine, King's Centre for Global Health and Health Partnerships, London, UK.

³Royal Centre for Defence Medicine, Academic Department of Military Surgery and Trauma, Birmingham, UK.

⁴University of Birmingham, National Institute for Health Research, Global Health Research Unit on Global Surgery, Institute of Translational Medicine, Birmingham, UK.

⁵King Faisal hospital, Kigali, Rwanda.

⁶Rwanda Biomedical Centre, Kigali Rwanda.

⁷Republic of Rwanda, Ministry of Health SAMU Division, Kigali, Rwanda.

⁸University of Warwick, Warwick Medical School, Population Evidence and Technologies, Coventry, UK.

⁹University of Rwanda College of Medicine and Health Sciences, Kigali, Rwanda.

¹⁰University Teaching Hospital of Kigali, Kigali, Rwanda.

¹¹Department of Political Science and International Studies, School of Government and Society, University of Birmingham.

¹²University of Birmingham, School of Sport, Exercise and Rehabilitation Sciences, Birmingham, UK.

¹³University of Birmingham, College of Medicine and Dental Sciences, NIHR Surgical Reconstruction and Microbiology Research Centre, Birmingham, UK.

¹⁴University of Global Health Equity, Kigali, Rwanda.

¹⁵University of Witwatersrand, Faculty of Health Sciences, Medical Research Council/Wits University Rural Public Health and Health Transitions Research Unit, Johannesburg, Gauteng, South Africa.

Corresponding author: John Whitaker, King's College London, Room 2.13, Global Health Offices, Weston Education Centre, Cutcombe Road, London SE5 9RJ, John.K.Whitaker@kcl.ac.uk

Short title: Identifying, prioritizing and visually mapping barriers to injury care in Rwanda **Keywords:** Trauma, Global Surgery.

Grant support: Institute of Global Innovation, University of Birmingham, Birmingham, UK **Conflict interest:** Antonio Belli is funded by the National Institute for Health Research (NIHR) Surgical Reconstruction and Microbiology Research Centre (SRMRC). All other authors declare no conflict of interest.

Ethical considerations: This study did not involve patients and did not use any personal identifying information. Ethical Review Board permission was therefore not required. **Word count:** 2557 words excluding abstracts and references.

Abstract

Background

Whilst injuries are a major cause of disability and death worldwide, a large proportion of people in low and middle-income countries (LMICs) lack timely access to injury care. Barriers to accessing care from the point of injury to return to function have not been delineated.

Methods

A two-day workshop was held in Kigali, Rwanda in May 2019 with representation from health providers, academia, and government. A Four Delays model (delays to seeking, reaching, receiving, and remaining in care) was applied to injury care. Participants identified barriers at each delay and graded, through consensus, their relative importance. Following an iterative voting process, the four highest priority barriers were identified. Based on workshop findings and a scoping review, a map was created to visually represent injury care access as a complex health-system problem.

Results

Initially 42 barriers were identified by the 34 participants. 19 barriers across all four delays were assigned high priority; highest priority barriers were "*Training and retention of specialist staff*", "*Health education/awareness of injury severity*", "*Geographical coverage of referral trauma centres*", and "*Lack of protocol for bypass to referral centres*". The literature review identified evidence relating to 14 of 19 high-priority barriers. Most barriers were mapped to more than one of the four delays, visually represented in a complex health-system map.

Conclusions

Overcoming barriers to ensure access to quality injury care requires a multifaceted approach which considers the whole patient journey from injury to rehabilitation. Our results can guide researchers and policymakers planning future interventions.

Introduction

Each year, one billion people sustain injuries requiring healthcare. Injury is a leading cause of disability and associated with over five million deaths each year [1]. Injuries account for more deaths that tuberculosis, malaria and HIV combined, and 90% of injury deaths occur in low-and middle-income countries (LMICs) [2]. Road traffic collisions (RTC) may be the third leading global cause of death by 2030 [3]. Halving the number of global deaths and injuries due to RTCs is a key Sustainable Development Goal (SDG 3.6) [4].

Rwanda has one of the highest incidence of injuries in the world [5] and has committed to reduce morbidity and mortality due to injuries [6]. Nevertheless, in 2012, 22% of all deaths in Rwanda's capital Kigali were from injury, with RTCs the most common mechanism [7]. In 2017 10% of DALYS and 9% of deaths were injury related [8].

The Three Delays framework was developed to understand factors driving avoidable maternal deaths. It has been widely adopted in research on barriers in access to care [9]. The delays are: 1. Delays in seeking care; 2. Delays in reaching care; and 3. Delays in receiving quality healthcare at a facility [10]. The framework has also been used to show delays in accessing injury care are implicated in up to 36% of injury deaths [11, 12]. Much injury care research in LMICs has focused on delay three; assessing and improving care provision in facilities. This neglects many injured people that never reach a facility, potentially 40% of avoidable mortality [11]. We adapted the Three Delays model, by including a fourth delay, remaining in care, distinguishing between initial receipt of emergency care and ongoing care provided as follow up or rehabilitation [13]. This study aimed to use this Four Delay framework to describe delays and identify and prioritise barriers to accessing quality injury care in Rwanda [11, 12] and to visually represent the complex inter-relationships between them.

Methods

Setting

Rwanda is a small landlocked country in east-Africa with a low Human Development Index (HDI), ranking 158 of 189 countries [14]. Following significant economic growth since the 1994 Genocide against Tutsis, the health-system has experienced major improvements. Initiatives include a national health insurance policy, performance-based financing of health programmes, and village community health workers [15, 16]. Despite improvements, healthcare investment in Rwanda remains insufficient [14, 17]. The Rwandan government has committed to reducing injury morbidity and mortality [6].

Stakeholder workshop

A national stakeholder concept mapping workshop was held over two days in Kigali, May 2019, bringing together multi-sectoral participants involved in injury care in Rwanda. Through this workshop this study aimed to:

- 1 Identify barriers in access to injury care in Rwanda.
- 2 Prioritise identified barriers for future research and intervention.
- 3 Schematically map identified barriers to the Four Delays framework.
- 4 Scope existing literature for injury care studies in Rwanda and relate findings to the workshop identified barriers.

Participants

Participants were purposively invited from a broad range of professional backgrounds, with expertise to understand barriers to quality care from point of injury to return to optimal function. Invitations were sent to; community health providers; police, fire and rescue; telecommunications providers; pre-hospital care providers (Emergency Medical Services (EMS) Division/SAMU (Service d'Aide Médicale d'Urgence); secondary care injury-care providers; government ministry representatives, including ministry of health; medical students; information and technology representatives; injury and disability researchers; physiotherapists; health insurance providers; and international Rwandan based NGOs.

Identifying and prioritising barriers

The workshop began with an introduction to the Four Delays framework and an update on injury care and developments in Rwanda. Participants were divided into four groups, each focused on one conceptual delay to injury care, based on their interests and expertise.

First, groups brainstormed barriers at each of their assigned delays. If identified barriers were thought to affect additional delays, this was discussed. Second, participants ranked barriers into roughly equal groups of high, medium, and low priority based upon their impact and feasibility of addressing them with interventions. After each group discussion, findings were

presented to the whole workshop. Questions and wider discussion followed with opportunity to adjust findings based on consensus.

Third, consensus on the highest four priority barriers across all delays was achieved through sequential smartphone voting using menti.com[™] application [18]. Three rounds of anonymous voting were undertaken. In round one, each participant was asked to indicate their top four out of the all barriers ranked as high priority. Those with ≤5% of votes were removed. In round two, participants again selected their four highest priority barriers. If four barriers were clearly forerunners, these were to be selected and voting stopped. If fewer than four barriers were clear forerunners, those that were clear high priorities were removed and participants asked to vote on the remainder of the barriers. Participants debated results between voting stages and justified their choices.

Scoping literature search

A scoping review searched PubMed in July 2019 for published studies relating to barriers to injury care in Rwanda. Broad search strings were (Rwanda AND (Trauma OR Injury)), (Rwanda AND delays) and (Rwanda AND barriers). There were no defined year limits or language restrictions for publications. A single author (JW) screened the articles and extracted data. Any articles of any study type that reported evidence on barriers to access to care were eligible for inclusion. Available published evidence from within the Rwandan health-system was tabulated against each identified barrier.

Analysis

In order to schematically represent barriers to accessing injury care as a complex healthsystem problem, the barriers proposed at the workshop were synthesized into overarching categories by authors based on established health system frameworks [19, 20]. These were also mapped to their respective Delay, illustrating where they impact access to Injury care. A visual map was created combining workshop discussion results with the authors' knowledge and scoping review findings. The map was adjusted iteratively by discussion amongst the authors (MLO, JW, DN, and JD). Findings were fed back to all workshop participants for comment by email correspondence and face to face discussion, where practical; the map was further adjusted after this feedback.

Ethical considerations

This priority setting workshop did not involve patients and did not use any personal identifying information. Ethical Review Board permission was therefore not required.

Results

34 participants from different stakeholder groups attended the workshop. There was broad representation from professionals with knowledge and experience according to the different delays (Appendix 1). In brainstorming discussions, 42 barriers were generated across each delays. These barriers were subsequently assigned priorities of low (11/42), medium (12/42) and high (19/42) (Table 1).

Barriers securing the majority vote after the first two rounds were; 1. *"Training and retention of specialist staff"*, 2. *"General and health education / awareness"* and 3. *"Low referral trauma centre geographical coverage"* (Table 2). To discriminate between the remaining 6 barriers a third round of voting was undertaken. The barrier *"Lack of protocol for bypass to referral centre"* was selected .

Scoping review

The PubMed search identified 231 articles. Following title screening, 46 abstracts were identified as potentially relevant. Three duplicates were removed. Of the 43 unique abstracts, full text review identified 27 considered relevant to inform the understanding of barriers driving delays to injury or non-injury care within Rwanda. 16/27 articles directly studied injury whilst 11/27 were not injury related. 23/27 studies were from Rwanda only, whilst 4/27 incorporated other countries. Two studies reported an intervention, the remainder being observational. Both intervention studies were before and after studies; one evaluated the impact of delivering Advanced Trauma Life Support training on care process and patient outcome measures at a single centre [21]. Another reported a multi-centre multinational implementation of the WHO trauma care checklist for which 1/11 centres was based in Rwanda [22].

For 26/42 barriers to injury care identified in the stakeholder workshop, there was at least one published study which provided corroborating evidence of delays to access to care for injury (Table 3). Two barriers identified in our workshop had studies evidencing them delaying care for other health problems in Rwanda. Supporting evidence from the published literature was not found for 14 workshop identified barriers. Of 19 high priority barriers, 14 were supported by at least one injury related publication including all four highest priority barriers. The remaining five high priority barriers lacking published evidence were "*religious beliefs / community decision making*", "lack of ambulance fleet maintenance", "inadequate ambulance equipment maintenance and stocking", "lack of private investment in ambulances" and "lack of public awareness of ambulance fees" (Table 3).

Visualisation of the barriers

The barriers were divided into five overarching categories; individual factors, societal factors, financial factors, general infrastructural factors, and health-system infrastructural factors.

More granular categories were avoided to ensure the visual representation was interpretable. Barriers at each delay and across all the delays combined are shown in Figures 1 and 2. Iterative refining and revision of the barriers resulted in 54 barriers within these five categories. Some barriers are shown acting distinctly within just one delay whilst others impact across multiple. For example "trauma location" is only linked to delay 2, whilst "health insurance availability, uptake and cost" was identified to have substantial impacts upon multiple delays (Appendix 2). The inter-relationships between barriers along with the theorised direction of impact is shown using arrows (Figures 1 and 2).

Discussion

This study is the first that we are aware of to identify all barriers to accessing injury care from the point of injury to being rehabilitated to maximal function in a low-income country, to visually represent their inter-relationships, prioritise them for future research and intervention, and identify which had been previously investigated in scientific studies. We utilised a Four Delay extension to the Three Delays Framework, well established for assessing barriers to maternal, neonatal, and child health [23-27]. The Three Delays has shown utility to describe, classify and assess LMIC emergency and trauma systems [11, 12, 28]. The fourth delay has also been previously conceptualised as the delay in communities taking responsibility for avoidable mortality [29]. However, we preferred the definition of delay to remaining within the healthcare system [13]. By including it, our findings can inform rehabilitation service development in Rwanda, potentially benefiting 70,000 Rwandans living with injury related musculoskeletal impairment, of whom almost half have not accessed adequate treatment [30].

Multiple barriers were identified across all delays in our study, falling under different (and sometimes multiple) overarching categories, inter-related with each other in a highly complex manner. Minimal research on interventions to address these barriers has been carried out in Rwanda, and identified studies mostly focused on tertiary facility level care. The four highest priority barriers selected by workshop participants covered barriers impacting across all four delays.

There is a global healthcare workforce crisis, with workforce density particularly low in Sub-Saharan Africa [31, 32]. It is therefore understandable that the "*training and retention of specialist staff*" was given high priority for action by the workshop participants. International migration of healthcare workers is substantial. Over 40% Rwandan born physicians practised in high-income countries in 2000 [33]. However, skilled health workforce density (physicians, nurses and midwives) increased from 0.48 to 0.79 per 1000 population from 2005 to 2015 [34], though still considerably lower than higher income countries [35]. Workforce retention is likely particularly important in rural areas, where most Rwandans live [36, 37]. Emergency Medicine specialty training implemented in Kigali has shown mortality benefit at the University Teaching Hospital - Kigali [38]; the effects of such training programs in other locations needs to be investigated.

"General and health education / awareness" was a high priority barrier not specifically concerning facility level care. Zambian community members similarly identified improving emergency condition recognition and bystander first aid provision as important health-system intervention targets [39]. Healthcare literacy has similarly been found a barrier to LMIC injury care though Verbal Autopsy analysis and stakeholder Delphi studies [11, 12].

Most injury related procedures in University Teaching Hospital - Kigali are for patients transferred from outside of Kigali [40]. *"Low referral trauma centre geographical coverage"* enabling provision of advanced trauma care has been shown to be sub-optimal elsewhere. The Lancet Commission on Global Surgery identified that 5 billion people, globally, lacked timely access to quality surgical care [9] including trauma treatment through emergency laparotomy and open fracture. In only 16 of 48 countries in sub-Saharan Africa can 80% of the population access to public hospitals providing emergency care within two hours [41]. However, such studies use geospatial mapping data that may not represent actual experienced travel time, especially in the rainy season [42].

"Lack of protocols for bypass to referral centre" to enable injury patients to be treated at the right hospital at the right time was the final barrier prioritized in our workshop. Developing bypass protocols can enable urgent cases to access more advanced injury care quickly, whilst limiting overburdening higher-level facilities with lower priority cases. This is recommended by the WHO as best practice for pre-hospital trauma care systems [43]. There is evidence from high income countries showing lower risk of death for those transported directly to a Level 1 trauma centre [44, 45]. Although comparable evidence from sub-Saharan Africa is lacking.

Health-systems have been described as complex adaptive systems, nonlinear, counterintuitive, and resistant to change [46]. Outside of trauma care, visual representations and interpretations of complex phenomena has been advocated to aid understanding such systems [47]. By visually representing the barriers and the associations between them within a four Delays framework, our study can support researchers and policy makers understanding the complexity of Rwanda and other countries' trauma care health-systems and critically evaluating potential targets and consequences of interventions.

Our study has limitations. Only 34 participants were included and wider participation could have identified more barriers. Most participants were healthcare providers perhaps more inclined to prioritise barriers to receiving care. Patients or patient advocates were not included, missing their perspective or perceived priorities. Neither were police representatives included, often first to an injury scene. The schematic representation of the refined barriers was undertaken by the writing group members (MLO, JW, DN, and JD). Feedback from workshop participants was obtained, but the distant approach may have limited meaningful participation. Published evidence was scoped from one database and focused on Rwanda only. Expanding search terms, including additional databases and broadening geographic scope may yield additional corroborating evidence. However, an extensive systematic literature search was beyond the aims of this study.

This is the first workshop aiming to capture the complexity of barriers to access of quality injury care in Rwanda, and as far as we are aware, in any LMIC. Previous studies related to injuries in Rwanda have focused on disease burden and epidemiology, commonly related to road traffic collisions specifically. Although some groups were not represented in our workshop, we purposively invited people with research or work-experience linked to each delay. Therefore we trust the workshop captured most barriers linked to the different delays, and the richness and complexity of the data are clearly illustrated in the visual representation of barriers.

Conclusion

In this study we have identified, prioritized, and visually represented barriers in access injury care within Rwanda. These manifold barriers are complexly interconnected. Theoretically therefore, addressing one of the highly prioritised barriers could impact positively on other barriers and delays. This theoretical understanding, along with stakeholder expressed priorities, can guide both researchers and policy makers alike in planning future research and interventions to improve injury care for the people of Rwanda and other LMICs.

Funding Statement

Funding for the project was received from The University of Birmingham's Institute for Global Innovation. Prof Belli is funded by the National Institute for Health Research (NIHR) Surgical Reconstruction and Microbiology Research Centre (SRMRC). The views expressed are those of the authors and not necessarily those of the NIHR or the Department of Health and Social Care.

Contributor Statement

JD, MLO, JW, JC, and A Bekele conceived of the idea and organised the workshop. MLO, JW, DN, JD, JC, A Bekele. JS, AR, and A Belli led themes for discussion at the meeting. MLO, JW, DN, and JD wrote the first draft of the manuscript. All authors participated in discussions and approved the final draft.

Figure captions

Figure 1 – Visual representation of proposed barriers to injury care and their relationships to each conceptual delay.

Figure 2 – Visual representation of proposed barriers to injury care shown per conceptual delay.

Tables

Dolov	The Parriers	Priority for
Delay		further action
1	Religious beliefs / community decision making	High
1	General and Health education / awareness	High
1	Perceived distance from healthcare	High
1	Poor recognition of injury severity	High
1	Preference for seeking traditional healer	High
1	Fear of loss of earnings	High
1	Domestic Violence and fear of reporting such	Medium
1	Difficulties in timely communication for those in society who are	Medium
	marginalised	
1	Incomplete health insurance coverage	Low
1	Negative attitudes from previous experience, including prejudice	Low
1	Fear of the legal implications of assisting the injured	Low
1	Limited personal security at certain times / locations	Low
2	Inadequate number of available ambulances	High
2	Lack of ambulance fleet maintenance	High
2	Lack of private investment in ambulances	High
2	Inadequate ambulance equipment maintenance & stocking	High
2	Lack of public awareness of ambulance fees	High
2	Lack of central dispatch and precise geolocation of patients	Medium
2	Cost of capacity building	Medium
2	Cost to patient of transport	Medium
2	Poor quality of roads	Medium
2	Inadequate bystander awareness of responsibilities	Medium
2	Cost of accessing ambulances	Low
2	Lack of awareness of health service leaders	Low
2	Lack of knowledge on how to access the ambulance	Low
2	Inconsistent ambulance traffic priority	Low
3	Low referral trauma centre geographical coverage	High
3	Lack of protocols for bypass to referral centre	High
3	Non-commensurate number / location of trained personnel in hospitals	High
3	Unreliable availability of equipment in hospital	High
3	Inadequate facility infrastructure	High
3	Training and retention of specialist staff	High
3	Patchy trauma training expertise outside of referral centres	Medium
3	Inadequate insurance coverage	Low
3	Lack of training in use and maintenance of medical equipment	Low
4	Indirect cost of attending follow up	High
4	Lack of resources for rehabilitation	High
4	Inequity	Medium
4	Lack of information of availability and need for services	Medium
4	Poor follow up system	Medium
4	Poor services	Medium
4	Culture	Low

Table 2 Results from the 3 round barrier prioritisation exercise to identify the 4 most
important barriers to injury care for further action.

Barrier	Round 1 percentage of vote	Round 2 percentage of vote	Round 3 percentage of vote
D1 – General and Health education /	17		
D4 Deference for eaching traditional		SELECTED	
healer	3		
D1 – Religious beliefs / community decision making	4		
D1 – Fear of loss of earnings	1		
D1 - Perceived distance from healthcare	0		
D1 - Poor recognition of injury severity	0		
D2 – Inadequate number of available ambulances	10	8	9
D2 – Lack of ambulance fleet maintenance	6	6	18
D2 – Inadequate ambulance equipment maintenance & stocking	2		
D2 – Lack of private investment in ambulances	1		
D2 – Lack of public awareness of ambulance fees	1		
D3 – Low referral trauma centre geographical coverage	11	15 - SELECTED	
D3 – Lack of protocols for bypass to referral centre	5	7	27 - SELECTED
D3 – Inadequate facility infrastructure	6	8	23
D3 – Training and retention of specialist staff	14	21 - SELECTED	
D3 – Unreliable availability of equipment in hospital	7	8	14
D3 - Non-commensurate number / location of trained personnel in hospitals	0		
D4 – Indirect cost of attending follow up	4		
D4 – Lack of resources for rehabilitation	6	6	9

Delay	The Barriers	Number o published reporting l Injury	f studies barrier Non iniury	Study references	Participant priority (Low, Medium,	Rwanda barrier evidence volume*
	Incomplete health insurance coverage	3	studies 4	Injury: Zafar et al. [48] Mpirimbanyi et al. [49] Petroze et al. [50] Non injury: Roder-DeWan et al.[13] Musafili et al.[51] Lorent et al. [52] Ruktanonchai et al. [53]	Low	A
	Fear of loss of earnings	1	0	Injury: Matheson et al. [30]	High	В
1	General and Health education / awareness	2	1	Injury: Mpirimbanyi et al. [49] Matheson et al. [30] Non Injury: Roder-DeWan et al. [13]	High	A
	Perceived distance from healthcare	3	1	Injury: Mpirimbanyi et al. [49] Petroze et al. [50] Matheson et al. [30] Non Injury: Ruktanonchai et al. [53]	High	A
	Poor recognition of injury severity	3	4	Injury: Mpirimbanyi et al. [49] Petroze et al. [50] Matheson et al. [30] Non Injury: Roder-DeWan et al. [13] Umuhoza et al. [54] Musafili et al. [51] Pace et al. [55]	High	A
	Preference for seeking traditional healer	1	3	Injury: Mpirimbanyi et al. [49] Non Injury: Roder-DeWan et al. [13] Umuhoza et al. [54] Pace et al. [55]	High	В
	Religious beliefs / community decision making	0	0		High	D

	Negative attitudes from previous experience and prejudice	1	1	Injury: Petroze et al. [50] Non Injury: Roder-DeWan et al. [13]	Low	В
	Limited personal security at certain times / locations	0	0		Low	D
	Fear of the legal implications of assisting the injured	0	0		Low	D
	Domestic Violence and fear of reporting such	0	1	Non Injury: Ntaganira et al. [56]	Medium	С
	Difficulties in timely communication for those in society who are marginalised	0	0		Medium	D
	Poor quality of roads	1	2	Injury: Petroze et al. [50] Non Injury: Niyitegeka et al. [57] Musafili et al. [51]	Medium	В
	Lack of central dispatch and precise geolocation of patients	0	0		Medium	
	Inadequate number of available ambulances	2	1	Injury: Mpirimbanyi et al. [49] Aluisio et al. [58] Non Injury: Nkusi et al. [59]	High	A
۷	Lack of ambulance fleet maintenance	0	0		High	D
	Inadequate ambulance equipment maintenance & stocking	0	0		High	D
	Lack of private investment in ambulances	0	0		High	D
	Cost to patient of transport	2	3	Injury: Zafar et al. [48] Petroze et al. [50] Non Injury: Roder-DeWan et al. [13] Musafili et	Medium	A

				al. [51] Bayitondere et al. [60]		
	Cost of capacity building	0	0		Medium	D
	Cost of accessing ambulances	0	0		Low	D
	Lack of knowledge on how to access the ambulance	1	0	Injury: Petroze et al. [50]	Low	В
	Inconsistent ambulance traffic priority	0	0		Low	D
	Lack of awareness of health service leaders	0	0		Low	D
	Inadequate bystander awareness of responsibilities	1	0	Injury: Patel et al. [61]	Medium	В
	Lack of public awareness of ambulance fees	0	0		High	D
3	Low referral trauma centre geographical coverage	2	0	Injury: Krebs et al. [62] Mpirimbanyi et al. [49]	High	A
	Lack of protocols for bypass to referral centre	1	0	Injury: Mpirimbanyi et al. [49]	High	В
	Non- commensurate number/location of trained personnel in hospitals	3	1	Injury: Mpirimbanyi et al. [49] Chokotho et al. [63] Calland et al. [64] Non injury: Tuyisenge et al. [65]	High	A
	Inadequate facility infrastructure	3	1	Injury: Mpirimbanyi et al. [49] Chokotho et al. [63] Nkurunziza et al. [66] Non injury: Musafili et al. [51]	High	A
	Unreliable availability of equipment in hospital	3	1	Injury: Mpirimbanyi et al. [49] Chokotho et al. [63] Calland et al. [64] Non injury: Musafili et al. [51]	High	A
		4	2	Injury: Mpirimbanyi et al.	Low	А

	Inadequate insurance coverage			 [49] Petroze et al. [50] Matheson et al. [30] Nkurunziza et al. [66] Non injury: Roder-DeWan et al. [13] Ruktanonchai et al. [53] 		
	Patchy trauma training expertise outside of referral centres	5	1	Injury: Mpirimbanyi et al. [49] Petroze et al. [21]Calland et al. [64] Nkusi et al. [67] Lashoher et al. [22] Non injury: Tuyisenge et al. [65]	Medium	A
	Lack of training in use and maintenance of medical equipment	0	0	[00]	Low	D
	Training and retention of specialist staff	4	1	Injury: Mpirimbanyi et al. [49] Calland et al. [64] Chokotho et al. [63] Ntakiyiruta et al. [40] Non injury: Tuyisenge et al. [65]	High	A
	Inequity	2	1	Injury: Aluisio et al. [58] Atijosan et al. [68] Non Injury: Kikuchi et al. [69]	Medium	A
4	Indirect cost of attending follow up	1	1	Injury: Matheson et al. [30] Non Injury: Bayitondere et al. [60]	High	В
	Culture	1	2	Injury: Matheson et al. [30] Non Injury: Kikuchi et al. [69] Roder-DeWan et al. [13]	Low	В
	Lack of information of availability and need for services	1	0	Injury: Matheson et al. [30]	Medium	В
	Lack of resources for rehabilitation	1	0	Injury: Matheson et al. [30]	High	В

	Poor follow up system	0	1	Non Injury: Roder-DeWan et al. [13]	Medium	С	
	Poor services	1	2	Injury: Atijosan et al. [68] Non Injury: Bayitondere et al. [60] Roder- DeWan et al. [13]	Medium	В	
*Volume of evidence defined as: $A = >1$ injury study describes the barrier, $B =$ only 1 injury study describes the barrier, $C = 0$ injury study but 1 or more non-injury studies describe the barrier, $D = 0$ studies identified that describe the barrier.							

References

- 1. Haagsma JA, Graetz N, Bolliger I, et al (2016) The global burden of injury: incidence, mortality, disability-adjusted life years and time trends from the Global Burden of Disease study 2013. Injury prevention : journal of the International Society for Child and Adolescent Injury Prevention 22:3-18
- 2. Gosselin RA, Spiegel DA, Coughlin R, et al (2009) Injuries: the neglected burden in developing countries. Bull World Health Organ 87:246-246a
- 3. Mathers CD, Loncar D (2006) Projections of global mortality and burden of disease from 2002 to 2030. PLoS Med 3:e442
- 4. World Health Organization Sustainable Development Goal 3: Health, 2015.
- 5. WHO Global status report on road safety 2018, 2018.
- 6. Brown H (2007) Rwanda's road-safety transformation. Bulletin of the World Health Organisation 85:421-500
- Kim WC, Byiringiro JC, Ntakiyiruta G, et al (2016) Vital Statistics: Estimating Injury Mortality in Kigali, Rwanda. World Journal of Surgery 40:6-13
- 8. Roth GA, Abate D, Abate KH, et al (2018) Global, regional, and national age-sex-specific mortality for 282 causes of death in 195 countries and territories, 1980–2017: a systematic analysis for the Global Burden of Disease Study 2017. The Lancet 392:1736-1788
- 9. Meara JG, Leather AJ, Hagander L, et al (2015) Global Surgery 2030: evidence and solutions for achieving health, welfare, and economic development. Lancet (London, England) 386:569-624
- 10. Thaddeus S, Maine D (1994) Too far to walk: maternal mortality in context. Soc Sci Med 38:1091-1110
- 11. Edem IJ, Dare AJ, Byass P, et al (2019) External injuries, trauma and avoidable deaths in Agincourt, South Africa: a retrospective observational and qualitative study. BMJ Open 9:e027576
- 12. Whitaker J, Nepogodiev D, Leather A, et al (2019) Assessing barriers to quality trauma care in low and middle-income countries: A Delphi study. Injury
- 13. Roder-DeWan S, Gupta N, Kagabo DM, et al (2019) Four delays of child mortality in Rwanda: a mixed methods analysis of verbal social autopsies. BMJ open 9:e027435
- 14. UNDP Human Development Indices and Indicators: 2018 Statistical Update Rwanda, 2018.
- Gatera M, Bhatt S, Ngabo F, et al (2016) Successive introduction of four new vaccines in Rwanda: High coverage and rapid scale up of Rwanda's expanded immunization program from 2009 to 2013. Vaccine 34:3420-3426
- 16. Logie DE, Rowson M, Ndagije F (2008) Innovations in Rwanda's health system: looking to the future. Lancet (London, England) 372:256-261
- 17. UNICEF Health Budget Brief: Investing in children's health in Rwanda 2018/2019, 2018.
- 18. Mentimeter.

- 19. World Health Organisation Everybody's business: strengthening health systems to improve health outcomes: WHO's framework for action, Geneva, World Health Organisation,, 2007.
- 20. Atun R, Aydın S, Chakraborty S, et al (2013) Universal health coverage in Turkey: enhancement of equity. The Lancet 382:65-99
- 21. Petroze RT, Byiringiro JC, Ntakiyiruta G, et al (2015) Can focused trauma education initiatives reduce mortality or improve resource utilization in a low-resource setting? World journal of surgery 39:926-933
- 22. Lashoher A, Schneider EB, Juillard C, et al (2017) Implementation of the World Health Organization Trauma Care Checklist Program in 11 Centers Across Multiple Economic Strata: Effect on Care Process Measures. World journal of surgery 41:954-962
- 23. Combs Thorsen V, Sundby J, Malata A (2012) Piecing together the maternal death puzzle through narratives: the three delays model revisited. PloS one 7:e52090
- 24. Wilmot E, Yotebieng M, Norris A, et al (2017) Missed Opportunities in Neonatal Deaths in Rwanda: Applying the Three Delays Model in a Cross-Sectional Analysis of Neonatal Death. Maternal and child health journal 21:1121-1129
- 25. Waiswa P, Kallander K, Peterson S, et al (2010) Using the three delays model to understand why newborn babies die in eastern Uganda. Tropical medicine & international health : TM & IH 15:964-972
- 26. Upadhyay RP, Rai SK, Krishnan A (2013) Using Three Delays Model to Understand the Social Factors Responsible for Neonatal Deaths in Rural Haryana, India. Journal of Tropical Pediatrics 59:100-105
- 27. Pajuelo MJ, Anticona Huaynate C, Correa M, et al (2018) Delays in seeking and receiving health care services for pneumonia in children under five in the Peruvian Amazon: a mixed-methods study on caregivers' perceptions. BMC Health Serv Res 18:149
- 28. Calvello EJ, Skog AP, Tenner AG, et al (2015) Applying the lessons of maternal mortality reduction to global emergency health. Bull World Health Organ 93:417-423
- 29. MacDonald T, Jackson S, Charles M-C, et al (2018) The fourth delay and community-driven solutions to reduce maternal mortality in rural Haiti: a community-based action research study. BMC Pregnancy and Childbirth 18:254
- 30. Matheson JI, Atijosan O, Kuper H, et al (2011) Musculoskeletal impairment of traumatic etiology in Rwanda: prevalence, causes, and service implications. World journal of surgery 35:2635-2642
- 31. Kempthorne P, Morriss WW, Mellin-Olsen J, et al (2017) The WFSA Global Anesthesia Workforce Survey. Anesth Analg 125:981-990
- 32. O'Flynn E, Andrew J, Hutch A, et al (2016) The Specialist Surgeon Workforce in East, Central and Southern Africa: A Situation Analysis. World J Surg 40:2620-2627
- 33. Clemens MA, Pettersson G (2008) New data on African health professionals abroad. Hum Resour Health 6:1
- 34. Republic or Rwanda Ministry of Health Health Labour Market Analysis Report, 2019.
- 35. Bank TW Physicians (per 1,000 people).

- 36. Odhiambo J, Rwabukwisi FC, Rusangwa C, et al (2017) Health worker attrition at a rural district hospital in Rwanda: a need for improved placement and retention strategies. Pan Afr Med J 27:168-168
- 37. Serneels P, Montalvo JG, Pettersson G, et al (2010) Who wants to work in a rural health post? The role of intrinsic motivation, rural background and faith-based institutions in Ethiopia and Rwanda. Bulletin of the World Health Organization 88:342-349
- Aluisio AR, Barry MA, Martin KD, et al (2019) Impact of emergency medicine training implementation on mortality outcomes in Kigali, Rwanda: An interrupted time-series study. African Journal of Emergency Medicine 9:14-20
- 39. Broccoli MC, Cunningham C, Twomey M, et al (2016) Community-based perceptions of emergency care in Zambian communities lacking formalised emergency medicine systems. Emergency medicine journal : EMJ 33:870-875
- 40. Ntakiyiruta G, Wong EG, Rousseau MC, et al (2016) Trauma care and referral patterns in Rwanda: implications for trauma system development. Canadian journal of surgery Journal canadien de chirurgie 59:35-41
- 41. Ouma PO, Maina J, Thuranira PN, et al (2018) Access to emergency hospital care provided by the public sector in sub-Saharan Africa in 2015: a geocoded inventory and spatial analysis. Lancet Glob Health 6:e342e350
- 42. Holmer H, Bekele A, Hagander L, et al (2019) Evaluating the collection, comparability and findings of six global surgery indicators. BJS (British Journal of Surgery) 106:e138-e150
- 43. Organisation WH Prehospital Trauma Care Systems, 2005.
- 44. Mans S, Reinders Folmer E, de Jongh MAC, et al (2016) Direct transport versus inter hospital transfer of severely injured trauma patients. Injury 47:26-31
- 45. Haas B, Gomez D, Zagorski B, et al (2010) Survival of the Fittest: The Hidden Cost of Undertriage of Major Trauma. Journal of the American College of Surgeons 211:804-811
- 46. de Savigny D, Adam, T, Systems Thinking for Health Systems Strengthening. Alliance for Health Policy and Systems Research, Geneva, World Health Organisation, 2009.
- 47. Adam T (2014) Advancing the application of systems thinking in health. Health Research Policy and Systems 12:50
- 48. Zafar SN, Canner JK, Nagarajan N, et al (2018) Road traffic injuries: Crosssectional cluster randomized countrywide population data from 4 lowincome countries. International journal of surgery (London, England) 52:237-242
- 49. Mpirimbanyi C, Abahuje E, Hirwa AD, et al (2019) Defining the Three Delays in Referral of Surgical Emergencies from District Hospitals to University Teaching Hospital of Kigali, Rwanda. World journal of surgery
- 50. Petroze RT, Joharifard S, Groen RS, et al (2015) Injury, disability and access to care in Rwanda: results of a nationwide cross-sectional population study. World journal of surgery 39:62-69

- 51. Musafili A, Persson LA, Baribwira C, et al (2017) Case review of perinatal deaths at hospitals in Kigali, Rwanda: perinatal audit with application of a three-delays analysis. BMC pregnancy and childbirth 17:85
- 52. Lorent N, Mugwaneza P, Mugabekazi J, et al (2008) Risk factors for delay in the diagnosis and treatment of tuberculosis at a referral hospital in Rwanda. The international journal of tuberculosis and lung disease : the official journal of the International Union against Tuberculosis and Lung Disease 12:392-396
- 53. Ruktanonchai CW, Ruktanonchai NW, Nove A, et al (2016) Equality in Maternal and Newborn Health: Modelling Geographic Disparities in Utilisation of Care in Five East African Countries. PloS one 11:e0162006
- 54. Umuhoza C, Karambizi AC, Tuyisenge L, et al (2018) Caregiver delay in seeking healthcare during the acute phase of pediatric illness, Kigali, Rwanda. The Pan African medical journal 30:160
- 55. Pace LE, Mpunga T, Hategekimana V, et al (2015) Delays in Breast Cancer Presentation and Diagnosis at Two Rural Cancer Referral Centers in Rwanda. The oncologist 20:780-788
- 56. Ntaganira J, Muula AS, Siziya S, et al (2009) Factors associated with intimate partner violence among pregnant rural women in Rwanda. Rural and remote health 9:1153
- 57. Niyitegeka J, Nshimirimana G, Silverstein A, et al (2017) Longer travel time to district hospital worsens neonatal outcomes: a retrospective cross-sectional study of the effect of delays in receiving emergency cesarean section in Rwanda. BMC pregnancy and childbirth 17:242
- 58. Aluisio AR, Umuhire OF, Mbanjumucyo G, et al (2017) Epidemiologic Characteristics of Pediatric Trauma Patients Receiving Prehospital Care in Kigali, Rwanda. Pediatric emergency care
- 59. Nkusi AE, Muneza S, Nshuti S, et al (2017) Stroke Burden in Rwanda: A Multicenter Study of Stroke Management and Outcome. World neurosurgery 106:462-469
- 60. Bayitondere S, Biziyaremye F, Kirk CM, et al (2018) Assessing retention in care after 12 months of the Pediatric Development Clinic implementation in rural Rwanda: a retrospective cohort study. BMC pediatrics 18:65
- 61. Patel A, Krebs E, Andrade L, et al (2016) The epidemiology of road traffic injury hotspots in Kigali, Rwanda from police data. BMC public health 16:697
- 62. Krebs E, Gerardo CJ, Park LP, et al (2017) Mortality-Associated Characteristics of Patients with Traumatic Brain Injury at the University Teaching Hospital of Kigali, Rwanda. World neurosurgery 102:571-582
- 63. Chokotho L, Jacobsen KH, Burgess D, et al (2016) A review of existing trauma and musculoskeletal impairment (TMSI) care capacity in East, Central, and Southern Africa. Injury 47:1990-1995
- 64. Calland JF, Holland MC, Mwizerwa O, et al (2014) Burn management in sub-Saharan Africa: opportunities for implementation of dedicated training and development of specialty centers. Burns : journal of the International Society for Burn Injuries 40:157-163
- 65. Tuyisenge G, Hategeka C, Luginaah I, et al (2018) Continuing Professional Development in Maternal Health Care: Barriers to Applying New

Knowledge and Skills in the Hospitals of Rwanda. Maternal and child health journal 22:1200-1207

- 66. Nkurunziza T, Toma G, Odhiambo J, et al (2016) Referral patterns and predictors of referral delays for patients with traumatic injuries in rural Rwanda. Surgery 160:1636-1644
- 67. Nkusi AE, Muneza S, Hakizimana D, et al (2016) Missed or Delayed Cervical Spine or Spinal Cord Injuries Treated at a Tertiary Referral Hospital in Rwanda. World neurosurgery 87:269-276
- 68. Atijosan O, Simms V, Kuper H, et al (2009) The orthopaedic needs of children in Rwanda: results from a national survey and orthopaedic service implications. Journal of pediatric orthopedics 29:948-951
- 69. Kikuchi K, Poudel KC, Muganda J, et al (2012) High risk of ART nonadherence and delay of ART initiation among HIV positive double orphans in Kigali, Rwanda. PloS one 7:e41998

Appendices

Appendix 1 Role, expertise and country of primary workplace of the participants in the workshop

Profession / role	Expertise	Country of primary work	Number
Sociologist	Health seeking behaviour	UK	1
Prehospital care provider	Prehospital care	Rwanda	3
Anaesthesiologist	Prehospital care	Rwanda	1
Anaesthesiologist	Critical care	Rwanda	3
Surgeon	Surgical care	Rwanda	1
Surgeon	Writing Group / surgical care	Rwanda	2
Surgeon	Trauma care research	UK	1
Surgeon	Writing Group / health systems research	UK	1
Neurosurgeon	Neurosurgical care	Rwanda	1
Physician	Emergency care	Rwanda	2
Emergency Physician	Emergency Care	Rwanda	4
Gynaecologist	Health seeking behaviour	Rwanda	1
Paediatrician	Paediatric care and health seeking behaviour	Rwanda	1
Medical Doctor	Prehospital care	Rwanda	1
Medical Doctor	Writing Group / health systems research	UK	2
Medical Doctor	Red Cross NGO perspective	Rwanda	1
Medical Doctor, Public Health	NCD research	Rwanda	1
Global Health Fellow	Health systems research	Rwanda	1
Global Health Fellow	Health systems research	UK	1
Rwanda Social Security Board Staff	Healthcare financing	Rwanda	1
Computer engineering	Information and technology	Rwanda	1
Medical Student	Medical Student	Rwanda	1
"In Charge" of Injuries and disabilities at Rwanda Biomedical Centre	Injury Research	Rwanda	1
Physiotherapist	Physiotherapy and rehabilitation	Rwanda	1

Appendix 2 Barriers as they appear in the visual representation, with overarching	J
hemes, and delays	

The barriers	Linked to delay			
Individual factors				
Age	1			4
Gender	1			4
Trust in system	1			4
Not recognizing injury	1			
Perceived safety	1	2		
Personal vulnerability	1			4
Individual previous experience	1	2		4
Knowledge of service availability	1			4
Perceived distance to facility	1			4
Religion	1			
Preference for traditional healer	1			
Fear of retribution	1	2		
Societal context factors				
Social support	1			4
Community decision making	1			4
Community's previous experience	1	2		4
Bystander awareness	1	2		
Financial factors (Personal]				
Cost of transport		2		4
Wealth	1	2	3	4
Perception of cost	1			4
Fear of loss of earnings	1			4
Fear of impoverishment	1			4
Health insurance, availability, uptake and cost	1	2	3	4
Non healthcare infrastructural factors and laws				
Education including health education	1			4
Communication infrastructure		2		
Traffic density and flow		2		
Trauma location		2		
Police availability		2		
Road quality		2		
Good Samaritan laws		2		
Health system factors				
- Governance				
Use of regular audit and feedback		2	3	4
Waiting time			3	

Overcrowding			3	
- Guidelines and protocols				
Procurement systems			3	4
Bypass protocols		2		
Trauma care protocols		2	3	
Referral systems			3	4
- Human resources for health				
Number of trained personnel			3	4
General training and retention of staff at facilities			3	4
Attitudes and motivation			3	4
Specific trauma training		2	3	4
- Health system infrastructure				
Balance of NGOs, private and public providers			3	4
Availability of rehab facilities			3	4
Geolocation of facilities	1			4
Availability of trauma centres		2	3	
General infrastructure			3	4
Hospital density		2		4
Equipment availability			3	
Hospital capacity			3	4
-Finance				
Underfunded health system				
- Emergency medical services				
Ambulance capacity		2		
Density of ambulances		2		
Road priority for ambulances		2		
Maintenance of ambulance		2		
Interfacility transfer		2		