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Bwrdd Iechyd Prifysgol  
Bae Abertawe  
Swansea Bay University  
Health Board



<b>Meeting Date</b>	<b>24 September 2020</b>	<b>Agenda Item</b>	<b>3.1</b>
<b>Report Title</b>	<b>Update on Field Hospital Provision</b>		
<b>Report Author</b>	Ruth Tovey, Planning Manager (deployed as Planning Manager Primary Care & Community Services Delivery Unit and Strategic Planning Manager for Field Hospitals)		
<b>Report Sponsors</b>	Darren Griffiths, Interim Director of Finance & Performance Chris White, Chief Operating Officer, Deputy Chief Executive Officer and Executive Director of Therapies & Health Sciences Hilary Dover, Primary Care & Community Services Delivery Unit Director		
<b>Presented by</b>	Darren Griffiths, Interim Director of Finance & Performance		
<b>Freedom of Information</b>	Open		
<b>Purpose of the Report</b>	<p>This paper provides an update on the establishment of Field Hospitals in Swansea Bay University Health Board (SBUHB) to provide assurance to Board members on the positioning of the Field Hospitals.</p> <p>It outlines for the Board the key recent events, activities and associated timelines to deliver a single site model at the Bay Field Hospital, which the Health Board is able to utilise as super-surge bed capacity as per the agreed COVID-19 contingency response arrangements</p>		
<b>Key Issues</b>	<p>Modelling assumptions for COVID response in NHS Wales were issued on the 24<sup>th</sup> June 2020. These reduced the bed requirement for the Health Board</p> <p>As a result of changing Welsh Government guidance on lockdown, social interaction, exercise and education it became evident that the Health Board would begin to incur consequential losses as a result of its ongoing occupancy of Llandarcy Field Hospital.</p> <p>An option appraisal was undertaken through the Health Board's Field Hospital Establishment Group to determine the revised future Field Hospital response model and the Group</p>		

	<p>determined that the Health Board's response could be delivered from Bay Field Hospital.</p> <p>Chair's Action was sought (and given on 13<sup>th</sup> August 2020) to support the change in model which would result in the decommissioning of the Llandarcy Field Hospital and transfer of a revised service model to Bay Field Hospital.</p> <p>Transfer of services from Llandarcy Field Hospital to Bay Field Hospital and release of services in Llandarcy from Primary Care &amp; Community Services operational perspective took place 28<sup>th</sup> August 2020.</p> <p>Notice to vacate Llandarcy served by the Health Board to NPT County Council on 28<sup>th</sup> August 2020. Decommissioning process and arrangements for date of formal termination of contract currently in discussion to establish a mutually acceptable solution for all parties.</p> <p>Positive progress made with ongoing development of Bay Field Hospital Clinical Model aligned to provision of oxygen model and building works associated to facilitate a fire code compliant solution.</p>			
<b>Specific Action Required</b> <i>(please choose one only)</i>	<b>Information</b>	<b>Discussion</b>	<b>Assurance</b>	<b>Approval</b>
	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
<b>Recommendations</b>	<p>Members are asked to:</p> <ul style="list-style-type: none"> <li>• <b>NOTE</b> the update on Field Hospital provision whilst maintaining capacity preparedness in line with modelled capacity</li> </ul>			

## UPDATE ON FIELD HOSPITAL PROVISION

### 1. INTRODUCTION

This paper sets out the key events and activities undertaken in order to deliver a consolidated single site Field Hospital model, to ensure SBUHB remains in a position to be responsive and reactive to a potential second wave associated with the COVID-19 pandemic.

### 2. BACKGROUND

As outlined in the Health Board Quarter 2 Operational Plan, the need to maintain access to field hospitals remains a key part of our COVID-19 contingency arrangements. The approach has moved towards the delivery of a single site field hospital model, in summary due to:

- Letter from Welsh Governance received 24<sup>th</sup> June 2020 halving our COVID bed need.
- Changes in Welsh Government guidance bringing hospitality, education and fitness activities back online from August 2020, increasing our risk of consequential losses associated with Llandarcy Field Hospital due to the impact on the Llandarcy Academy of Sport.

On 16<sup>th</sup> July 2020, a paper was presented to the Field Hospital Establishment Group to outline current options available in relation to the ongoing leasing and use of both Llandarcy and Bay Field Hospital sites (**Appendix 1**).

The Field Hospital Establishment Group supported in principle the recommended option set out in the paper, this being **Option 4: Decommission Llandarcy and retain Bay with the decant of all services and workforce from Llandarcy into Bay with or without the provision of oxygen.**

A Table Top exercise was convened by the Field Hospital Operational Team on 21<sup>st</sup> July 2020 with the aim of assessing the feasibility of a 'like for like' move from Llandarcy to Bay, scoping all pathways/systems/equipment to give a 'go/no go' response as to whether it was indicated as possible to relocate to Bay Field Hospital. The outputs of the Table Top Exercise enabled the Field Hospital Establishment Group to support in principle the proposed like-for-like move from Llandarcy based on the confirmed feasibility of service areas to transfer to Bay.

Subsequently, the Field Hospital Establishment Group supported the undertaking of a series of key activities, summarised as follows. These events have led to the current status of the Field Hospital provision in the Health Board, i.e. the single site Field Hospital model in Bay Field Hospital, of which delivery of the final model is ongoing as we move into Quarter 3/4. The Board was advised of the emerging position at its July meeting and this paper updates the Board on the activities that have taken place in this regard.

- **Activity 1: Decant Llandarcy Field Hospital to Bay Field Hospital**  
Transfer options paper presented to Field Hospital Establishment Group on 30<sup>th</sup> July 2020 outlining a feasibility assessment of the equipment decant in line with preferred deadline for exit of Llandarcy, as indicated by Llandarcy Academy of Sport (17<sup>th</sup> August 2020).

In summary, the paper (**Appendix 2**) described:

- There is sufficient space within Bay site for the equipment, including beds, to be transferred from Llandarcy.
- Removal of equipment by professional removal company at cost to the Health Board was supported to facilitate the move within the set timescale.

Chair's Action was agreed on 13<sup>th</sup> August 2020 to action the decant.

The decant action plan setting out the transfer of all loose equipment including beds and portable IT devices from Llandarcy to Bay Field Hospital was formally agreed by the Field Hospital Establishment Group and was implemented from W/C 18<sup>th</sup> August, with final completion on Friday 21<sup>st</sup> August 2020.

- **Activity 2: Building works to Bay Towers Ward to return Scaffolding Centre to Trinity St David's College**  
Works to Bay Field Hospital Towers Ward for re-site of welfare facilities to allow hand back of Scaffolding Centre to the College, in order to avoid the Health Board incurring consequential loss costs (estimated £15k per month to the College from September 2020), were commissioned in August 2020. TRJ were instructed to complete the works and at the time of writing this paper, it is reported they are on track for completion of works by contract end date of 21<sup>st</sup> September 2020.
- **Activity 3: Developing the 'like for like' service model for Bay Field Hospital, including building works to facilitate the provision of oxygen and refining the clinical model to align with this.**  
Use of oxygen in Bay Field Hospital was not factored into the original brief due to the agreed low acuity clinical model for the site. As the Llandarcy clinical model was predicated on availability of piped / VIE in the high acuity wards (Afan ward = 59 beds) in order to provide a like-for-like clinical model in Bay, the need to devise a technical solution from a fire engineering perspective has been a significant undertaking during this period.

The progress made to date with developing the fire code compliant model is summarised below:

- Higher Acuity Ward Fire Strategy Principles developed by Fire Engineers and presented to Field Hospital Establishment Group 30<sup>th</sup> July 2020. These demonstrated a fire compartmentation solution that would enable the provision of piped oxygen in higher acuity wards within Bay. It was confirmed that on a clinical model like for like basis, this would equate to 6 wards within the Bay Field Hospital Pennard Ward.

- The technical solution is subject to fire evacuation times from each bay (determining the number of beds per bay as either 8 or 10, allowing for safe evacuation of patients and staff) and enhancing the management control plan.
  - Due to the highly technical solution to compile the specification, drawings and obtaining buy in from the Senior Fire Advisor in Specialist Estates Services, the Health Board was in the position to hand over information to Swansea Council to obtain costs and a construction programme on 21<sup>st</sup> August 2020. At that stage, indicative timelines were outlined as;
    - 4-6 weeks to obtain cost and programme from Swansea Council
    - 2-4 weeks to secure approval from Health Board
    - Appoint contractor and undertake works, 3-4 months estimate to complete due to technical nature of the work.
    - Anticipated works completed and commissioned by end of February 2021.
  - In view of this timeline, on 27<sup>th</sup> August Field Hospital Establishment Group agreed the proposal to facilitate provision of piped oxygen was not feasible to proceed with. As the Health Board is currently planning for COVID-19 second wave in December 2020, having the single site Field Hospital out of action due to ongoing building works would present a significant risk to the Health Board's ability to enact contingency /super surge capacity response to COVID-19.
  - Ongoing discussions are taking place regarding the use of portable oxygen cylinders which would provide oxygen bottles for 10 trolleys in triage & treatment areas using a risk management approach using oxygen sensors in rooms, with no further passive/active precautions required. In addition, options for oxygen concentrator model are also being worked up as it is acknowledged that concentrators present a preferred solution in terms of storage and would reduce the workforce requirement to change cylinders frequently in the event of an unwell patient awaiting transfer.
  - Scoping of oxygen model options are being concluded, with recommendation due to Field Hospital Establishment Group meeting 17<sup>th</sup> September 2020 for final decision on approach to be taken forward.
  - The clinical model will be shaped around the final decision reached on the oxygen model. A workshop has been arranged for 28<sup>th</sup> September in order to visualise and operationalise the clinical model and associated pathways & processes for Bay Field Hospital, aligned with the oxygen model.
- **Activity 4: Signing of Collaboration Agreements**  
It is confirmed that the Llandarcy and Bay Collaboration Agreements between the Health Board and respective Local Authorities have been signed and formally received by all parties. The process for signing the Llandarcy Collaboration Agreement concluded with NPT County Council on 7<sup>th</sup> August 2020 and Bay Collaboration Agreement with Swansea City & County Council on 11<sup>th</sup> September 2020.
  - **Activity 5: Primary Care & Community Services exit from Llandarcy**  
Primary Care & Community Services element was agreed by Field Hospital Establishment Group to exit fully from Llandarcy on 28<sup>th</sup> August 2020, forming

the official release date enabling triggering of the termination clause. It was noted that the remaining decant is from an estates/capital perspective of brick/mortar fixtures which can be repurposed, therefore it was also agreed that while the official handback date is being negotiated between parties, on site security / maintenance will continue to be provided by the Health Board. Confirmed that Capital Planning and Estates team will retain responsibility for the Llandarcy site in the intervening period, to protect assets while Llandarcy remains our responsibility.

- **Activity 6: Chairs Action Decision and formal triggering of Llandarcy termination clause**

Chairs Action Decision dated 13<sup>th</sup> August 2020 concerning the transfer of Llandarcy Field Hospital to the Bay Field Hospitals identified that the return of the building by the end of August 2020 to the local authority will eliminate the need for a number elements to be activated and will reduce the consequential risk to the Health Board. Statements of consequential losses are being received by the Health Board and the interim Director of Finance is assessing these and considering the appropriate route for scrutiny of the statements and independent handling of these given their novel nature. The Board will be advised of the outcome of this work in due course. **Note that Board members have been asked to ratify this decision as part of Ratification of Chairs Action Agenda Item at the Health Board meeting 24<sup>th</sup> September 2020.**

Following receipt of Chairs Action, on 28<sup>th</sup> August 2020 the Health Board served notice to terminate the Llandarcy collaboration agreement early and engage with the contractors to start reinstatement works required to decommission the site.

- **Activity 7: Llandarcy Decommissioning and official handover to NPT County Council**

Discussions between the Health Board, NPT County Council and their contractors are ongoing to establish the earliest possible date for the official termination of the Health Board's ownership of the Llandarcy site in order to reduce the Health Board incurring incidental costs. At present it is proposed that Llandarcy can revert to NPT 'ownership' on the 21<sup>st</sup> September 2020 to allow early commencement of the reversion works by the contractor Andrew Scott Ltd. Capital Planning are currently in the process of establishing a full programme of works including indicative costs and timelines from the Contractors which will enable the Field Hospital Establishment Group to reach a final decision on the termination date at their meeting 17<sup>th</sup> September 2020.

The current estimate of the cost to revert the Llandarcy Field Hospital to Llandarcy Sports Academy are currently estimated to be circa £450k. This is an estimate. Should the final account come back in excess of £500k the matter will require Board approval and the Board will be advised of this as it is known.

### **3. GOVERNANCE AND RISKS**

The update above addresses the main points of governance, along with the ratification of Chair's action paper for the consideration of the Board. The Health Board has also

received the final report in relation to the Field Hospital Assurance Review undertaken by the Welsh Health Integrated Assurance Hub. This report and an early stage action plan were considered by the Audit Committee in September and further updates will be provided to that Committee. The follow up review of the actions in relation to this review is scheduled for 12<sup>th</sup> October 2020.

#### **4. FINANCIAL IMPLICATIONS**

The financial implication of this report are set out above. The precise calculation of decommissioning costs and consequential losses is currently under consideration. There has also been a revenue benefit in terms of the Health Board's earlier release of Llandarcy Field Hospital which has reduced the forecast revenue deficit of the Health Board.

#### **5. NEXT STEPS**

The Field Hospital model remains a critical part of the Health Board's response plan to managing the increased demand associated with COVID-19. The movement to a single site model at Bay Field Hospital is positive in terms of prudence and financial exposure and is based on the most viable, cost effective option available, whilst ensuring we continue to have capacity to respond to any future increase in acute/inpatient demand if there are subsequent waves of COVID-19 admissions to hospitals.

The key next steps for delivery of the single site Bay Field Hospital Model include the finalisation of the clinical model in line with decisions made on the oxygen model. Following this it will be necessary to ensure all elements of the patient journey have been tested to ensure robustness of clinical and non-clinical model. Following the Clinical Model Workshop on 28<sup>th</sup> September, arrangements will be made to undertake a 12 hour live exercise in Bay Field Hospital, likely to take place in mid-late October 2020.

#### **6. RECOMMENDATION**

Members are asked to:

- **NOTE** the update on Field Hospital provision whilst maintaining capacity preparedness in line with modelled capacity

Governance and Assurance		
Link to Enabling Objectives (please choose)	Supporting better health and wellbeing by actively promoting and empowering people to live well in resilient communities	
	Partnerships for Improving Health and Wellbeing	<input checked="" type="checkbox"/>
	Co-Production and Health Literacy	<input type="checkbox"/>
	Digitally Enabled Health and Wellbeing	<input type="checkbox"/>
	Deliver better care through excellent health and care services achieving the outcomes that matter most to people	
	Best Value Outcomes and High Quality Care	<input checked="" type="checkbox"/>
	Partnerships for Care	<input checked="" type="checkbox"/>
	Excellent Staff	<input type="checkbox"/>
	Digitally Enabled Care	<input type="checkbox"/>
	Outstanding Research, Innovation, Education and Learning	<input type="checkbox"/>
Health and Care Standards		
(please choose)	Staying Healthy	<input type="checkbox"/>
	Safe Care	<input checked="" type="checkbox"/>
	Effective Care	<input checked="" type="checkbox"/>
	Dignified Care	<input checked="" type="checkbox"/>
	Timely Care	<input checked="" type="checkbox"/>
	Individual Care	<input type="checkbox"/>
	Staff and Resources	<input type="checkbox"/>
Quality, Safety and Patient Experience		
<p>The Bay Field Hospital is a critical component in the Health Board's strategy to ensure that all patients are able to receive timely, safe and effective care. The Field Hospital reduce the risk of overburdening the acute services, and ensure that patients can be discharged into an appropriate setting, when they</p> <ul style="list-style-type: none"> <li>• no longer require acute care and / or;</li> <li>• can be transferred out of acute care and / or;</li> <li>• have a confirmed COVID-19 infection and do not require acute care, but are unable to self-care at home</li> </ul>		
Financial Implications		
<p>The financial implications associated with the decommissioning of Llandarcy Field Hospital and transfer of services to Bay Field Hospital are detailed in the main body of the paper. On balance what has been undertaken to date presents the most viable and cost effective option available to the Health Board.</p>		
Legal Implications (including equality and diversity assessment)		
<p>The Health Board has acted in line with required legal obligations and followed due process in order to formally terminate the Llandarcy Collaboration Agreement with NPT County Council.</p>		
Staffing Implications		
<p>There are no staffing implications associated with this paper.</p>		
Long Term Implications (including the impact of the Well-being of Future Generations (Wales) Act 2015)		
<p>Briefly identify how the paper will have an impact of the "The Well-being of Future Generations (Wales) Act 2015, 5 ways of working.</p>		



- **Long Term** – The field hospital will enable the Health Board to meet the short term challenge presented by COVID-19, by ensuring that there is sufficient additional capacity, to limit any further impact on the long term delivery of core services, e.g. cardiac surgery, cancer surgery.
- **Prevention** – The field hospital will ensure that the Health Board is able to admit all patients with COVID-19 who require inpatient treatment, and thus prevent any further deterioration of their condition, and reduce the risk of the spread of infection across the wider community.
- **Integration** – The field hospital will link with acute services as well as social care, and ensure that patients are able to be discharged home as soon as clinically appropriate.
- **Collaboration** – The field hospital model has been developed through a collaborative approach with local authorities and other partners.
- **Involvement** – Training will be provided to ensure that staff within the field hospital are able to deliver effective patient care taking account of the diversity of the area which the body serves.

<b>Report History</b>	N/A
<b>Appendices</b>	Appendix 1 – Options Paper Field Hospitals  Appendix 2 – Transfer of Llandarcy to Bay Options



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<b>Meeting Date</b>	<b>16 July 2020</b>	<b>Agenda Item</b>	<b>3.1</b>
<b>Report Title</b>	<b>Options paper for Field Hospitals</b>		
<b>Report Author</b>	Lisa Chess, Project Lead Llandarcy Field Hospital Emily Davies Interim Head of Nursing Field Hospital Development Anjula Mehta Interim Unit Medical Director Sally Bloomfield, Project Lead Bay Field Hospital		
<b>Report Sponsor</b>	Hilary Dover, Operational Lead, Field Hospitals		
<b>Presented by</b>	Hilary Dover		
<b>Freedom of Information</b>	Open		
<b>Purpose of the Report</b>	The purpose of this paper is to outline current options available to Swansea Bay University Health Board (SBUHB) in relation to the ongoing leasing and use of both Llandarcy and Bay Field Hospital sites. These options must be considered in line with current modelling data to ensure SBUHB remain in a position to be responsive and reactive to a potential second wave associated with the COVID-19 pandemic.		
<b>Key Issues</b>	Heads of Terms for Llandarcy Field Hospital under renegotiation, use of main buildings agreed until 23 <sup>rd</sup> October 2020.  Recognised ongoing risks associated with workforce, building regulations, Health & Safety and Oxygen provision in relation to both Field Hospital sites.  Cost implications of maintaining both Field Hospital sites and the feasibility of extending current Lease agreements for both Bay Field Hospital (BFH) and Llandarcy Field Hospital (LFH).  Financial, risk and timeframe burdens associated with the decommissioning of LFH and transferring the current clinical model to the BFH site.		
<b>Specific Action Required</b> <i>(please choose one only)</i>	<b>Information</b>	<b>Discussion</b>	<b>Assurance</b>
	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
<b>Recommendations</b>	The Field Hospital Operational Group recommends Option 4 (A or B) dependent on the outcome of the Field Hospital Table Top exercise on the 21 <sup>st</sup> July 2020.  The Field Hospital Establishment Group is asked to consider this recommendation in light of available five options.		

## **1. INTRODUCTION**

As a consequence of the Covid-19 pandemic it was envisaged that Swansea Bay University Health Board (SBUHB) would need to significantly increase its bed capacity thereby increasing patient flow and 2 field hospitals, Bay and Llandarcy, were commissioned to operate as temporary health and care facilities.

The Health Board's approach is to maximise capacity within its three main hospitals – Morriston, Singleton and Neath Port Talbot, and only when this is exhausted will the Field Hospitals come into operation.

The initial 6-month contract for Llandarcy Field Hospital is due to end on 23<sup>rd</sup> October 2020 whereas the Bay Field Hospital has a sub-lease agreement for 12 months with Welsh Government approval.

The demand within the Health Board however has not to date increased to such a level that this additional capacity has been required.

The task now therefore is to agree the most viable, cost effective options available to SBUHB in relation to the Field Hospital sites to ensure we continue to have capacity to respond to any future increase in patient demand if there are subsequent waves of Covid-19 admissions.

## **2. BACKGROUND**

The Field Hospitals enhance the ability of the health and care community in Swansea and Neath Port Talbot as part of a response to a super surge scenario where acute sites have maximised their capacity. The Field Hospitals provide additional to care for all its residents during the Covid-19 crisis by temporarily increasing bed capacity, thereby optimising patient flow and ensuring active treatment. This ensures that the Health Board can:

- deliver the most appropriate care to those in most need, and thereby save more lives
- rehabilitate and discharge patients as quickly as possible
- care appropriately for those at the end of life and for their loved ones

The Health Board's approach is to maximise capacity within its three main hospitals – Morriston, Singleton and Neath Port Talbot, and only when this is exhausted will the Field Hospitals come into operation. The need to do this may occur quickly, with the requirement to operationalise Field Hospital capacity within a maximum of 72hours if the escalation policy hits super surge.

It is very difficult to predict capacity demands given the current trajectory and modelling assumptions for the pandemic, however the initial 6-month contract period for Llandarcy Field Hospital is now approaching its end, so a decision needs to be made with regards to the immediate future.

## Clinical Modelling

Based on Public Health Wales initial clinical modelling it was estimated that Swansea Bay University Health Board (SBUHB) would require up to 2000 additional beds to manage Covid-19 if it reaches its projected peak.

The 2 field hospitals have been designed to meet the Covid-19 emergency levels of care as described below (Table1)

**Table 1: COVID-19 Emergency Levels of Care**

Swansea Bay COVID-19 Levels of Care		COVID-19 Care Descriptor	Care Location
Level 1	Level 1 Intensive Care	Patients needing advanced respiratory and therapeutic support of multiple organs	Critical Care Level 3
Level 2	Level 2 NIV / ↑ Flow O <sub>2</sub>	Patients in acute respiratory failure, requiring non-invasive ventilation or respiratory support using CPAP or BiPAP Frequent de-saturations on high flow oxygen	Critical Care Level 2: Hospital identified CPAP ward
Level 3	Level 3 COVID Ward O <sub>2</sub> Dependent	O <sub>2</sub> dependent - Patient requiring non-invasive ventilation or respiratory support requiring close observation for complications	Hospital Ward
	Level 3 COVID Ward NOT O <sub>2</sub> Dependent	O <sub>2</sub> required intermittently e.g. on exertion, not needing O <sub>2</sub> at rest	Consider Llandarcy Field Hospital
		No O <sub>2</sub> required	Consider Bay Field Hospital

The Level 3 Covid Ward is sub divided into oxygen dependent and non-oxygen dependent patients. Patients who may require oxygen intermittently e.g. on exertion will be identified and transferred to Llandarcy Field Hospital.

## Ysbyty'r Y Bae/Bay Field Hospital

The hospital is comprised of:

- Phases 1 and 2 - 415 beds and 6 assessment beds.
- Phases 3 and 4 - 572 beds  
It has been agreed that phases 3 and 4 will not be commissioned at this current time and currently there is also no water provision in these areas.
- Phase 5 was stood down (and is shortly to be used to house the SBUHB PPE cell)
- A discharge lounge (4 bays with 84 chairs) which can easily be replaced with beds if required (n39).

The Field Hospital will provide

- A low acuity active management pathway for Level 3 patients **who do not require oxygen** and are predominantly self-caring and independent or require occasional assistance with some activities of daily living. These patients will be self-medicating.

## **Staffing**

The hospital will be nurse led with Allied Health Professionals, Health Care Support Workers, SSA and volunteers making up the staffing. A proposed service level agreement will be implemented with local GP practices/Clusters to provide Medical input for BFH inpatients should the site become operational.

Currently with the exception of volunteers, no staff have been identified for the Bay Field Hospital, as this requires a Health Board wide approach to deploy staff as required from all Units

## **Ysbyty'r Maes Llandarcy / Llandarcy Field Hospital**

The hospital is comprised of a triage Area (8 beds) and three wards:

- Afan (58 beds) – higher level acuity
- Dulais (238 beds)
- Tawe (18 beds) - palliative care

The hospital will provide

- A supportive care pathway providing active management for those recovering from Covid-19 and requiring Level 3 care. Patients **who may require oxygen intermittently** will be considered for transfer to Llandarcy Field Hospital. These patients will be transferred from the acute hospitals.
- The care pathway will also include those who need end of life care where it cannot be delivered in the person's home. This will be for patients who are both Covid-19 positive and negative.
- A "Front Door" at Llandarcy Field Hospital can accept appropriate referrals from GPs for patients if they have tested positive with Covid-19 and cannot be managed in the community. This could be an alternative to an acute admission provided the patient meets the admission criteria for Llandarcy Field Hospital.
- Step up patients from the Bay Field hospital who deteriorate and need a higher acuity of care.

## **Staffing**

The hospital will operate a medically led model, with Doctors, nurses, AHP's, HSCW's, SSA's and volunteers making up the staffing levels required. To date staffing has only been identified for Phase 1; Triage, Afan and Tawe wards, from staff working in Primary and Community Services Delivery Unit.

## **Dormancy and Reactivation Plans**

Llandarcy Field Hospital is now dormant and a 72hour reactivation plan has been developed and agreed, Bay Field Hospital is almost complete and also has an agreed 72hour reactivation plan. Bay is currently being used by the antibody service to deliver testing to identified members of staff across local authority and health services.

Other health agencies have also expressed interest in running their services from Bay Field Hospital, following completion and agreement of standard proforma, all with the understanding that they would have to leave the site should SBUHB experience a Covid-19 surge necessitating the reactivation of the hospital.

## **3. GOVERNANCE AND RISK ISSUES**

All benefits and risks have been identified under each option.

#### 4. OPTIONS and FINANCIAL IMPLICATIONS

A number of options have been identified, as detailed below:

##### Option 1: Keep both sites for duration of current contracts

Benefits	Risks
No change to current clinical models and capacity at both sites	<p>Insufficient workforce identified to staff both sites.</p> <p>Short length of contract at Llandarcy and ongoing costs incurred</p> <p>No maintenance contract at Llandarcy</p> <p>Potential loss of roof structure integrity at Bay resulting in water ingress (mitigation in place to reduce potential damage)</p> <p>Body storage facility at Llandarcy will be removed on 20/7/20, and there is no body store area identified in Bay.</p> <p>Requirement to procure a costly maintenance contract with an external provider.</p>

##### Financial Implications

Llandarcy Costs	
Grounds maintenance	£23,250
College Students temp teaching space	£97,500 installation
“	£166,000 rental hire for minimum term
College Students sports facility hire	£20,000 rental September - December
Temporary Gym (commercial)	£10,000 installation
“	£3,000 per month rental
Temporary location for fitness classes	£4,500 per month
Temporary lights for pitch 2	£4,800 per month rental—minimum 6/12
Ospreys temporary training facility	£17,000 per month
External maintenance contract £123,906 – 6 months	£123,906 – 6 months
Potential Bay Costs if scaffold centre remains	
Business interruption costs per month	£15,537.98
Temporary facility indicative cost	£100k
Fees approx	£10k
Permanent replacement facility (approx)	£700k
After 12 months Roy would be entitled to market value rent	£300 - £400k approx (plus VAT) – (negotiable due to condition of building)
Cost of converting the 10 bays in Towers ward (due to return of the	To be confirmed (mainly superficial plaster board partition walls required)

current staff area to the University) into: Staff showers/changing (2), staff rest areas with basic kitchen facilities and wellbeing area (4), medicines management hub (1) training rooms (1) thoroughfare to don and doff area (1) Administrative facility (1).	and shower cubicles)
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## Option 2: Decommission both sites, Llandarcy and Bay Field Hospitals

Benefits	Risks
Financial Savings	This would result in a significant reduction in bed capacity, whereupon SBU may not be in a position to respond to a Covid-19 super surge.

## Financial Savings and Costs

Llandarcy Savings	
Grounds maintenance	£23,250
College Students temporary teaching space	£97,500 installation
“	£166,000 rental hire for minimum term
College Students sports facility hire	£20,000 rental September - December
Temporary Gym (commercial)	£10,000 installation
“	£3,000 per month rental
Temporary location for fitness classes	£4,500 per month
Temporary lights for pitch 2	£4,800 per month rental – minimum 6 months
Ospreys temporary training facility	£17,000 per month
Potential Bay Savings when scaffold centre is returned	
Business interruption costs per month	£15,537.98
Temporary facility indicative cost	£100k
Fees approx	£10k
Permanent replacement facility (approx)	£700k
After 12 months Roy would be entitled to market value rent	£300 - £400k approx (plus VAT) – (negotiable due to condition of building)

## Option 3: Retain Llandarcy, decommission Bay

Benefits	Risks
Retain the higher acuity medical model without further costs	Insufficient workforce identified to fully staff Dulais ward.  The current heads of terms for Llandarcy runs until 23 <sup>rd</sup> October 2020 and there is no guarantee of extension

	<p>Significantly reduced bed capacity (323 beds) across SBU to manage super surge</p> <p>No maintenance contract at Llandarcy</p> <p>No body store facility after 20/7/20 however it has been confirmed there is sufficient body storage available across Wales.</p> <p>Requirement to procure a costly maintenance contract with an external provider.</p>
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### Financial Implications

Llandarcy Costs	
Grounds maintenance	£23,250
College Students temporary teaching space	£97,500 installation
“	£166,000 rental hire for minimum term
College Students sports facility hire	£20,000 rental September - December
Temporary Gym (commercial)	£10,000 installation
“	£3,000 per month rental
Temporary location for fitness classes	£4,500 per month
Temporary lights for pitch 2	£4,800 per month rental – minimum 6 months
Ospreys temporary training facility	£17,000 per month
External maintenance contract	£123,906 – 6 months
Llandarcy Savings	
Decommission of Body Store	TBC

### Option 4: Decommission Llandarcy and retain Bay with the decant of all services and workforce from Llandarcy into Bay

#### 4A: With Provision of oxygen

Benefits	Risks
<p>Full transfer of Llandarcy medical model to Bay</p> <p>Bed capacity for phase 1 = 415, with possibility to commission an additional 572 beds (total = 987)</p> <p>Availability of discharge lounge to facilitate flow</p> <p>No ongoing costs for Llandarcy</p>	<p>Insufficient workforce identified to staff Bay.</p> <p>Potential loss of roof structure integrity at Bay resulting in water ingress (mitigation in place to reduce potential damage)</p>



#### 4B: Without provision of oxygen

Benefits	Risks
Bed capacity for phase 1 = 615 with possibility to commission and additional 560 beds	Insufficient workforce identified to staff Bay.
No ongoing costs for Llandarcy	Restricted referral criteria for patients transferred to field hospitals in event of super surge
	Potential loss of roof structure integrity at Bay resulting in water ingress (mitigation in place to reduce potential damage)
	The requirement to escalate patients in a timely way to acute site

#### Financial Savings and Costs

Llandarcy Savings	
Grounds maintenance	£23,250
College Students temporary teaching space	£97,500 installation
“	£166,000 rental hire for minimum term
College Students sports facility hire	£20,000 rental September - December
Temporary Gym (commercial)	£10,000 installation
“	£3,000 per month rental
Temporary location for fitness classes	£4,500 per month
Temporary lights for pitch 2	£4,800 per month rental – minimum 6 months
Ospreys temporary training facility	£17,000 per month
Bay Costs	
Llandarcy Decant costs to Bay	To be confirmed
Cost of building alterations required for oxygen provision	To be confirmed
Cost of converting the 10 bays in Towers ward (due to return of the current staff area to the University) into: Staff showers/changing (2), staff rest areas with basic kitchen facilities and wellbeing area (4), medicines management hub (1) training rooms (1) thoroughfare to don and doff area (1) Administrative facility (1).	To be confirmed (mainly superficial plaster board partition walls required and shower cubicles)
Potential Bay Costs if scaffold centre remains	
Business interruption costs per month	£15,537.98
Temporary facility indicative cost	£100k

Fees approx	£10k
Permanent replacement facility (approx)	£700k
After 12 months Roy would be entitled to market value rent	£300 - £400k approx (plus VAT) – (negotiable due to condition of building)

### Option 5: Decommission Llandarcy and offer Bay as a regional field hospital asset.

As for option 4 however this option may also offer viable workforce sourced from neighbouring health boards and would provide an overall cost reduction pan Wales.

### Other considerations for retaining Bay Field Hospital

Whilst Bay Field Hospital remains unoccupied, i.e. SBUHB operates at usual capacity levels and escalation triggers remain stable, there is opportunity for SBUHB to generate income by entering into agreement with stakeholders to make use of the premises.

Some examples:

- Swansea University Medical School could rent a portion of the premises to run OSCE examinations
- SBUHB clinics where rental costs are currently paid could be run from Bay Field Hospital, e.g. GP OOH, wound clinics, these clinics would be stood down if the escalation policy was triggered.
- Cost savings incurred by staff working in above services who are required to park in Local Authority premises

## 5. RECOMMENDATION

The Field Hospital Operational Group recommends Option 4 (A or B) dependent on the outcome of the Field Hospital Table Top exercise on the 21<sup>st</sup> July 2020.

The Field Hospital Establishment Group is asked to consider this recommendation in light of all five options available.

Governance and Assurance		
Link to Enabling Objectives (please choose)	Supporting better health and wellbeing by actively promoting and empowering people to live well in resilient communities	
	Partnerships for Improving Health and Wellbeing	<input checked="" type="checkbox"/>
	Co-Production and Health Literacy	<input checked="" type="checkbox"/>
	Digitally Enabled Health and Wellbeing	<input type="checkbox"/>
	Deliver better care through excellent health and care services achieving the outcomes that matter most to people	
	Best Value Outcomes and High Quality Care	<input checked="" type="checkbox"/>
	Partnerships for Care	<input checked="" type="checkbox"/>
	Excellent Staff	<input checked="" type="checkbox"/>
	Digitally Enabled Care	<input type="checkbox"/>
	Outstanding Research, Innovation, Education and Learning	<input type="checkbox"/>
Health and Care Standards		
(please choose)	Staying Healthy	<input checked="" type="checkbox"/>
	Safe Care	<input checked="" type="checkbox"/>

	Effective Care	<input checked="" type="checkbox"/>
	Dignified Care	<input checked="" type="checkbox"/>
	Timely Care	<input checked="" type="checkbox"/>
	Individual Care	<input checked="" type="checkbox"/>
	Staff and Resources	<input checked="" type="checkbox"/>
<b>Quality, Safety and Patient Experience</b>		
<b>Financial Implications</b>		
<p>There is a need to balance the ongoing costs of maintaining Llandarcy Field Hospital beyond the agreed term in October against the costs and risks involved in decanting it to Bay Field Hospital.</p> <p>To date these costs and risks are not fully articulated and the paper asks the establishment group to consider their preferred potential option.</p> <p>Furthermore, an anticipated announcement from Welsh Government may alter the direction of thinking in regard to a future regional approach to Field Hospitals pan Wales.</p>		
<b>Legal Implications (including equality and diversity assessment)</b>		
Restrictions within the legal Heads of Terms for both Field Hospitals will have to be fully considered.		
<b>Staffing Implications</b>		
<p>Identified workforce is one of the biggest risks for the field hospitals, to date sufficient workforce has only been identified for Afan and Tawe wards in Llandarcy. If Llandarcy were to decant to the Bay it is assumed this workforce would also transfer, however site induction already completed at Llandarcy would need to be repeated in Bay.</p>		
<b>Long Term Implications (including the impact of the Well-being of Future Generations (Wales) Act 2015)</b>		
<p>Briefly identify how the paper will have an impact of the “The Well-being of Future Generations (Wales) Act 2015, 5 ways of working.</p> <ul style="list-style-type: none"> <li>○ <b>Long Term</b> – It is envisaged that Field Hospital capacity will be needed for the length of time for the COVID 19 pandemic only</li> <li>○ <b>Prevention</b> – The paper aims to outline how to prevent to risk of insufficient capacity to deal with the super surge</li> <li>○ <b>Integration</b> – Close working has taken place and will be ongoing with Local Authority and 3<sup>rd</sup> rd sector</li> <li>○ <b>Collaboration</b> – as above</li> <li>○ <b>Involvement</b> –as above.</li> </ul>		
<b>Report History</b>	Nil	
<b>Appendices</b>	Decant plan	

## Appendix 1: Llandarcy Decant Plan



Decant plan.docx



**GIG**  
CYMRU  
**NHS**  
WALES

Bwrdd Iechyd Prifysgol  
Bae Abertawe  
Swansea Bay University  
Health Board



<b>Meeting Date</b>	<b>30 July 2020</b>	<b>Agenda Item</b>	<b>3.1</b>
<b>Report Title</b>	<b>Equipment Decant from LLandarcy Field Hospital to Bay Field Hospital</b>		
<b>Report Author</b>	Sally Bloomfield, Project Lead Bay Field Hospital		
<b>Report Sponsor</b>	Hilary Dover, Operational Lead, Field Hospitals		
<b>Presented by</b>	Hilary Dover		
<b>Freedom of Information</b>	Open		
<b>Purpose of the Report</b>	Following agreement by the Field Hospital Establishment Group to decommission LLandarcy Field Hospital (LFH) and retain Bay Field Hospital (BFH) the purpose of this paper is to outline the proposed plan for the immediate decant of all equipment, stock, removable fixtures and fittings from LFH to BFH. This will facilitate the decommissioning of LFH at the earliest required date in light of Welsh Government Field Hospital Plans, ongoing costs and potential payment of losses by the LHB in relation to the Welsh Government Plan to reopen gym and training facilities.		
<b>Key Issues</b>	<p>Welsh Government Plans for the future of Welsh Field Hospitals</p> <p>Potential further costs to the LHB in relation to losses incurred due to the potential reopening of gyms in Wales from the 17<sup>th</sup> August 2020 and ongoing costs associated with LFH.</p> <p>The timescale required to fully decommission and return to original state by the end of the lease date 23/10/2020.</p>		
<b>Specific Action Required</b> <i>(please choose one only)</i>	<b>Information</b>	<b>Discussion</b>	<b>Assurance</b>
			<input type="checkbox"/>
			<input checked="" type="checkbox"/>
<b>Recommendations</b>	<p>The Field Hospital Establishment Group is asked to:</p> <p>Consider the proposed plan for the immediate decant of all equipment, stock, removable fixtures and fittings from LFH to BFH.</p> <p>Agree the option for the removals as outlines in section 4.</p> <p>Note that finalised costs are awaited, paper will be updated when these are received.</p>		

## 1. INTRODUCTION

As a consequence of the Covid-19 pandemic, it was envisaged that Swansea Bay University Health Board (SBUHB) would need to significantly increase its bed capacity thereby increasing patient flow and two field hospitals, Bay and Llandarcy, were commissioned to operate as temporary health and care facilities.

The Health Board's approach is to maximise capacity within its three main hospitals Morriston, Singleton and Neath Port Talbot, and only when this is exhausted will the Field Hospitals come into operation. The demand within the Health Board however has not to date increased to such a level that the additional capacity provided by the two field hospitals has been required.

## 2. BACKGROUND

The Field Hospitals enhance the ability of the health and care community in Swansea and Neath Port Talbot as part of a response to a super surge scenario where acute sites have maximised their capacity. The Field Hospitals provide additional to care for all its residents during the Covid-19 crisis by temporarily increasing bed capacity, thereby optimising patient flow and ensuring active treatment. This ensures that the Health Board can:

- deliver the most appropriate care to those in most need, and thereby save more lives
- rehabilitate and discharge patients as quickly as possible
- care appropriately for those at the end of life and for their loved ones

An option appraisal for the future of Llandarcy and Bay Field hospitals was provided. It was agreed by the Field Hospital Establishment Group on 20<sup>th</sup> July 2020 to proceed to decommission LFH and retain BFH as this option provided a prudent approach to the provision of required bed capacity to respond to any future increase in patient demand if there are subsequent waves of Covid-19 admissions.

As can be seen from the table below there are 9 more bed spaces available in the commissioned area of BFH which allows for the direct decant and replication of current equipment and layout of LFH.

<b>Bed Capacity Bay</b>	
Assessment area	6 (+ 4 treatment rooms)
Pennard	70
Baglan	80
Neath	96
Margam	84
<b>Total</b>	<b>330</b>
Phase 3 & 4 (not commissioned). Available for decant	562

Total	892
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<b>Bed Capacity Llandarcy</b>	
Triage (Oxygen)	8
Afan (Oxygen)	59
Dulais	235
Tawe (Palliative care)	19
<b>Total</b>	<b>321</b>

The four wards in the Bay can be decanted into phase 3 and 4 to facilitate a decant from Llandarcy as of Monday 3<sup>rd</sup> August 2020 or as early as required. It should be noted that the contents of Afan and a further 92 bed spaces will be stored in areas 4D and 4E in BFH until any works to install oxygen are completed in Pennard and the adjacent Baglan Ward also becomes available as this ward will most likely be needed to be empty to facilitate works Pennard.

The decant plan is being finalised on the 28<sup>th</sup> July 2020 (please see appendix 1 for draft plan) and support services have confirmed availability to commence in house decant as of Monday 3<sup>rd</sup> August 2020 to commence the process.

### 3. GOVERNANCE AND RISK ISSUES

#### Risks

- Afan ward bed capacity being required for use prior to the completion of works at Bay Field Hospital
- The provision of oxygen is not considered a viable option, which will then require a different medical model to be agreed and implemented which would restrict the current referral criteria for patients transferred to BFH in the event of super surge.

It should however be noted that the above two risks are only risks until the latest 23<sup>rd</sup> October 2020 when the lease expires at LFH and the facility is handed back as there is no option to extend and the second risk has already been considered as part of the decision to recommend the decommissioning of Llandarcy.

### 4. FINANCIAL IMPLICATIONS

There are four options for the provision of the decant which are described below:

Option Number	Option	Cost for beds only	Timescale in days	Costs for all equipment	Timescale in days
1	Professional removal company				

2	In house (porters and SSA plus hire of 7.5 tonne trucks)				
3	Current contractors to undertake the work in conjunction with other works they are currently undertaking on site				
4	A blended approach of either option one and two or options two and three				

The above costs are currently being identified by capital planning and support services colleagues with the most cost effective option to be chosen.

The financial saving of early decommissioning are currently being identified corporately. The costs below are indicative of potential saving to be realised.

### Financial Savings and Costs

<b>Llandarcy Savings</b>	
Grounds maintenance	£23,250
College Students temporary teaching space	£97,500 installation
“	£166,000 rental hire for minimum term
College Students sports facility hire	£20,000 rental September - December
Temporary Gym (commercial)	£10,000 installation
“	£3,000 per month rental
Temporary location for fitness classes	£4,500 per month
Temporary lights for pitch 2	£4,800 per month rental – minimum 6 months
Ospreys temporary training facility	£17,000 per month
<b>Bay Costs</b>	
Llandarcy Decant costs to Bay	To be confirmed

## 5. RECOMMENDATION

The Field Hospital Establishment Group is asked to consider the following recommendations:

A decant of all equipment from LFH to Bay Field Hospital commencing as of the 3<sup>rd</sup> August 2020.

Agree the option for the removals.

Governance and Assurance		
Link to Enabling Objectives (please choose)	Supporting better health and wellbeing by actively promoting and empowering people to live well in resilient communities	
	Partnerships for Improving Health and Wellbeing	
	Co-Production and Health Literacy	
	Digitally Enabled Health and Wellbeing	<input type="checkbox"/>
	Deliver better care through excellent health and care services achieving the outcomes that matter most to people	
	Best Value Outcomes and High Quality Care	<input checked="" type="checkbox"/>
	Partnerships for Care	
	Excellent Staff	
	Digitally Enabled Care	<input type="checkbox"/>
	Outstanding Research, Innovation, Education and Learning	<input type="checkbox"/>
Health and Care Standards		
(please choose)	Staying Healthy	<input checked="" type="checkbox"/>
	Safe Care	<input checked="" type="checkbox"/>
	Effective Care	<input checked="" type="checkbox"/>
	Dignified Care	<input checked="" type="checkbox"/>
	Timely Care	<input checked="" type="checkbox"/>
	Individual Care	<input checked="" type="checkbox"/>
	Staff and Resources	<input checked="" type="checkbox"/>
Quality, Safety and Patient Experience		
Financial Implications		
<p>Potential cost savings to the LHB by early decommissioning of LFH and early handover to Neath College.</p> <p>Cost to decant LFH to BFH</p>		
Legal Implications (including equality and diversity assessment)		
None		
Staffing Implications		
Depending on option chosen six porting staff have been identified to assist with the decant along with BFH and LFH staff.		
Long Term Implications (including the impact of the Well-being of Future Generations (Wales) Act 2015)		
<p>Briefly identify how the paper will have an impact of the “The Well-being of Future Generations (Wales) Act 2015, 5 ways of working.</p> <ul style="list-style-type: none"> <li>○ <b>Long Term</b> – It is envisaged that Field Hospital capacity will be needed for the length of time for the COVID 19 pandemic</li> <li>○ <b>Prevention</b> – The proposal of an early decant will not impact of the prevention of the risk of insufficient capacity to deal with the super surge</li> <li>○ <b>Integration</b> – Close working has taken place and will be ongoing with local authorities</li> <li>○ <b>Collaboration</b> – as above</li> <li>○ <b>Involvement</b> –as above.</li> </ul>		
Report History	Nil	
Appendices	Draft Decant plan	



## Appendix 1: Draft Decant Plan



Amalgamated List  
for Relocation of Eq