



HSE Board Briefing Note

Subject: Phase 2 Expansion of St Luke's Radiation Oncology Centre at Beaumont Hospital: Strategic Assessment Report

Submitted for meeting on: 7 February (EMT), 10 February (ARC), 24 February 2023 (Board)

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Why is this information being brought to the Board's attention?

For consideration and approval to proceed. The total capital cost estimate of this proposal is circa [REDACTED]. Projects of such scale and value require specific approvals at various stages of the project lifecycle in accordance with the current Public Spending Code. The first stage of the process involves the preparation and approval of a Strategic Assessment Report (SAR) for the project.

Is there an action by the Board required, if so please provide detail?

This transaction was approved by EMT and ARC, it is recommended that the HSE Board members consider the strategic context for the capital investment proposal as set out in this paper and the attached SAR at Annex 1 and endorse the case that is being made for Phase 2 Expansion of St. Luke's Radiation Oncology Network at Beaumont Hospital. At this preliminary stage the initial cost estimate for the range of options to deliver the proposal is circa [REDACTED]. Formal approval of the SAR (Decision Gate 0) will be requested from the Department of Health in order to proceed to the next stage of the process namely, the preparation of a Preliminary Business Case. In developing the Preliminary Business Case, a multi-criteria analysis of the options to deliver the proposal will be undertaken leading to a preferred option. The Preliminary Business Case, (Decision Gate 1), will help finalise a Project Brief and this will provide greater visibility and detail of cost and timelines for completion. Following approval of the Project Brief and Procurement Strategy (Decision Gate 2 pre-tender approval) tenders will issue and following final approval of the costs associated with the tenders (Decision Gate 3), the project will commence.

Please indicate which of the Board's objectives this relates to;

- The development and implementing of an effective Corporate Governance Framework, incorporating clinical governance and a performance management and accountability system; **X**
- Developing a plan for building public trust and confidence in the HSE and the wider health service; **X**
- Ensuring the HSE's full support for and implementation of the Government's programme of health reform as set out in the Sláintecare Implementation Strategy; **X**
- Exercising effective budgetary management, including improving the value achieved with existing resources and securing target saving, with the objective of delivering the National Service Plan within Budget.

Brief summary of link to Board objectives.

The project will support the implementation of Government health policy set out in the National Programme for Radiation Oncology (NPRO) and the HSE Capital Plan by expanding radiotherapy services delivered by St. Luke's Radiation Oncology Network (SLRON) for North Dublin and the wider area served.

In 2005, in response to the Hollywood Report, the Minister for Health and the Government announced the establishment of the National Programme for Radiation Oncology ('NPRO'). The principal objective of the programme was to make suitable radiation oncology services available nationally through the delivery of four new radiation oncology centres. The centres were to be developed in Beaumont Hospital (North Dublin), St James's Hospital (South Dublin), CUH Cork and GUH Galway.

Under the NPRO strategy, radiation oncology centres have been developed in Cork Galway and in Dublin at Beaumont Hospital and St James' Hospital. The location of centres were chosen in response to the need for

radiation oncology services to be co-located with acute adult hospitals. Each Dublin centre was equipped with treatment equipment (linear accelerators). The strategy also set out and provided for a second phase of development at each location as demand for radiation oncology services grew. The original design of the phase 1 facilities made comprehensive provision for the planned future expansion of the centres by leaving the adjoining phase 2 site ready for the future expansion.

Demand for radiotherapy services within SLRON is currently at or exceeding capacity and is expected to exceed 100% of capacity in 2023. It is estimated that to meet ongoing demand the SLRON network will need at least four additional linear accelerators (linacs) by 2030 increasing to up to six additional linacs by 2040

The proposal which allows for provision of six linac bunkers and related support accommodation is considered to offer the most cost effective way of delivering the additional service capacity required by SLRON in a timely manner. The HSE as Sponsoring Agency will have primary responsibility for evaluating, planning and managing delivery and commissioning of this public investment project within the parameters of the public spending code.

The latest PSC sets out the current process for the delivery of such major public investment projects. It sets out the roles and responsibilities for both sponsoring agencies such as the HSE and Approving Authorities in that regard and provides detail on requirements at each stage of the project lifecycle. This paper relates to the SAR. As the project progresses through the project life cycle it will be referred to the EMT, ARC and Board again for endorsement at appropriate future stages in the development of the project.

This SAR has been approved in principle by EMT, with a request that further work be undertaken to confirm that the proposed development at Beaumont represents the most appropriate way forward. In this regard, as the project proceeds to the next stage of the design and planning process, an exercise will be undertaken to identify any opportunities to reduce the scale and cost of the proposed development while support all key service needs. The SAR has also been approved by ARC, recognising that this further work will be undertaken.

Background - provide context in order to ensure that the Board fully understand the issue.

The phase 2 expansion of the Radiation Oncology Centre at Beaumont is required in response to a marked increase in the demand for radiation oncology services nationally and in North Dublin in line with population growth and increasing cancer incidence. This development also supports the implementation of the National Cancer Strategy.

The project commenced prior to the latest revision of the Public Spending Code. The design aspect of the project is complete, (Stage 2C) and planning permission has been secured. The project proposal is to provide the additional service capacity required by extending the existing phase 1 SLRON facility located on the Beaumont Hospital Campus, all in line with the phased strategic plan for radiation oncology.

In preparation for the planned phase 2 expansion of services at the Beaumont, in 2018, a detailed analysis was undertaken to determine future treatment capacity need for public radiotherapy in the area served by SLRON. This study was re-visited in 2022. The conclusion of the recently updated treatment capacity analysis is that the addition of six linear accelerator (linac) bunkers is the minimum that will allow for anticipated demand for public radiotherapy service in Dublin in the short to medium term. SLRON advise that a lesser provision of linac bunkers will leave the service at high risk of not having adequate capacity to deal with the projected future demand.

Project Objective / Rationale

The objective of the proposed project is to support increased clinical activity at St Luke's Radiation Oncology Centre by providing sufficient linacs in a timely manner to meet immediate and growing demands and provide flexibility for future demand requirements.

The strategic assessment report outlines the requirements and the need for investment in additional radiotherapy services for the broad population served by Beaumont hospital. The SAR also clearly sets out relevant data and analysis, forecasting a significant increase in patient demand.

The investment case supports and aligns with the national policies and strategies in line with Government policy to support additional radiotherapy capacity in order to meet current and future demand.

The work carried out to date confirms the feasibility and viability of the proposed development in the preferred location and in this regard the Report outlines how the proposed development is technically feasible and when developed will be consistent with existing health policy and the wider masterplan for Beaumont Hospital Campus including proposed future developments of the new Emergency Department, Ward Block and Critical Care Unit at Beaumont.

The latest Public Spending Code sets out the current process for the delivery of such major public investment projects. It sets out the roles and responsibilities for both Sponsoring Agencies such as the HSE and Approving Authorities in that regard and provides detail on the requirements at each stage of the project lifecycle. There are now six stages and four Decision Gates in the project lifecycle, three ex-ante and three ex-post as follows;

1. Strategic Assessment Report (SAR)
 - Decision Gate 0 – Current Stage
2. Preliminary Business Case (PBC)
 - Decision Gate 1 – Approval in Principle
3. Final Business Case (FBC), including detailed design, procurement strategy and tendering
 - Decision Gate 2 – pre-tender Approval
 - Decision Gate 3 – Approval to Proceed (Contract Award)
4. Implementation
5. Review
6. Ex-Post Evaluation

This paper relates to the Strategic Assessment Report (SAR) – Decision Gate 0 (item 1 above).

Highlight any implications that the Board should be made aware of in its consideration such as;

- **Current Status**

Seeking HSE Board Approval of the Strategic Assessment Report (SAR) for St Luke’s Radiation Oncology Centre at Beaumont Hospital to move to next stage, preparation of the Preliminary Business Case (PBC).
- **Budget**

This is a large complex project. The estimated total capital cost is [REDACTED]. The cost includes construction costs, design fees, equipping, contingency and other costs associated with the project including VAT.
- **Source of Funding**

The project is included in the HSE Capital Plan, with appropriate allocations to enable initiation. Greater definition and allocations will be included in due course to reflect the developed understanding from the PBC stage work
- **Resources**

The proposed project will also require additional WTE staffing to open the new facility, this will be considered in developing the Preliminary Business Case.
- **Programme:**

Preliminary programmes and timelines will be reviewed as part of consideration of options during the PBC process. Early delivery of the new facility and enhanced capacity is recognised as a key clinical and operational priority
- **Impact on delivery of services**

The proposed facility will provide compliant, appropriately located, key clinical capacity in the correct configuration to support key health service delivery. It will significantly assist in achieving improved outcomes
- **Corporate plan**

Aligned with HSE Corporate Plan & Service Plan.
- **Sláintecare**

Aligned with Sláintecare on delivery of services. Aligned with National Programme for Radiation Oncology
- **Social Factors**

The provision of the new facility will significantly improve the quality of the environment in which are delivered to patients, and enhance the experience of patients, family members, and staff.

- **Technological factors**

The proposal will better enable the service to maintain and support the implementation of latest developments in radiotherapy treatment and diagnostics.

- **Legal factors**

The standard Public Works Contract Building Works designed by the Employer (PWCF1) is intended to be used should the project be approved to progress. Any relevant legal factors will be considered in more detail throughout the project lifecycle should the project be approved to progress.

Sustainability:

The new infrastructure will be designed to fully support Government and HSE climate action and decarbonisation ambitions and commitments.

Conclusion:

The Strategic Assessment Report (SAR) has been completed by HSE and SLRON with the assistance of NTMA in accordance with the current Public Spending Code requirements for such reports. It is being submitted with this paper and presents the case for the expansion of facilities at the radiation oncology centre at Beaumont Hospital Campus. It sets out the scope of the project and potential options considered. It also examines the cost and benefits arising. The SAR concludes that the investment embodied in the proposal is necessary. It recommends that the approving Authority grant formal approval to progress to the next stage of the project lifecycle process.

Recommendation

The Board are asked to approve the attached Strategic Assessment Report for submission to the Department of Health for their formal review and approval to progress to the next stage of the project lifecycle.