



HSE Board Briefing Template

Subject: Development of New Emergency Department at Beaumont Hospital; Strategic Assessment Report

Submitted for meeting on: 21 March (EMT), 24 March (ARC), 31 March 2023 (Board)

Name & title of author: Dean Sullivan, Chief Strategy Officer

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

For consideration and approval to proceed. The total capital cost of this proposal is currently estimated at approx. ██████ inclusive of VAT. 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 proposal was approved at EMT and ARC, it is recommended that the HSE Board consider the strategic context for the capital investment proposal as set out in this paper ██████ and endorse the case that is being made for Development of New Emergency Department at Beaumont Hospital. At this preliminary stage the initial cost estimate for the range of options to deliver the proposal is approx. ██████ inclusive of VAT. 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. Approval of the Preliminary Business Case (Decision Gate 1) will lead to the development of a Project Brief and this will provide greater visibility 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 construction phase of 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;
- Developing a plan for building public trust and confidence in the HSE and the wider health service;
- 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.

This project will deliver the following:

- modern Emergency Department to improve the quality of care to the patients, and support the achievement of better outcomes.
- facilities that are compliant with hygiene and infection control guidelines, space, environmental and all other relevant standards.
- facilities of sufficient physical capacity to accommodate the increasing ED activity and growing demand for ED services at Beaumont hospital

- modern facility for the provision of urgent and emergency care in an environment suitable for their needs.
- a new diagnostics unit, to include ancillary accommodation in accordance with current guidelines and best practice in relation to emergency medicine practices.

The capital investment required for the preferred proposal will be determined at Project Brief stage (between Decision Gate 1 'approval in principle' and Decision Gate 2 (pre-tender approval)) but cost estimates of the options set out in the SAR are of the order of approx. [REDACTED] inclusive of VAT. The final capital investment required to deliver the proposal will be determined following return of tenders at Decision Gate 3.

The HSE as Sponsoring Agency will have primary responsibility for evaluating, planning and managing this public investment project within the parameters of the Public Spending Code. The Board will require assurance that processes underpinning these responsibilities are robust and that risks associated with large capital projects such as cost and completion time are mitigated.

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

The overall scope of the proposed project is to develop new Emergency Department facilities at Beaumont Hospital, to replace the existing suboptimal out-of-date facilities that are no longer appropriate for the growing ED activity and the number of patients seeking treatment. The present ED falls well short of current, best practice models of care, as recommended in the recently published National Emergency Medicine Programme ('NEMP'). Congestion and overcrowding at the ED have numerous negative consequences, with data showing that increased ED waiting times leads to an increase in patient mortality. Other negative consequences include delays in patient assessment, negative clinical outcomes, lack of comfort, risk of infection spread, and an unsafe working environment. It is essential to improve the overall safety, quality, accessibility, and cost-effectiveness of the emergency care provided at the hospital to improve patient outcomes. The proposed ED investment will deliver enhanced and optimised space to meet modern standards for privacy, dignity, and hygiene, as well as supporting modern, high-quality clinical care. Ultimately, by improving facilities and patient flows, the aim of the development is to enable patients to be seen at the right time by the appropriate medical specialists.

ED presentations in Beaumont Hospital have increased year on year, with 61,239 presentations recorded in 2021. By 2031, it is estimated that there will be over 70,000 presentations at Beaumont Emergency Department, representing a 15% increase on 2021 figures. By 2046, this figure is projected to rise even further to 83,664, representing a 37% increase on 2021 figures.

The overall strategic objective of the proposed ED project is "to provide appropriate Emergency Department Accommodation to ensure that patients are treated and cared for in an appropriate environment and to ensure that suitable working conditions are available for staff to undertake their duties."

The proposed ED project is aligned with national and international policy documents – notably the National Development Plan ('NDP') and the NEMP 2012. The aim of the NEMP is to improve the safety and quality of care and reduce waiting times for ED patients. The proposed ED project is a well-established project on the HSE's Capital Plan, and was in development prior to the publication of the current version of the Public Spending Code. The proposed ED development is in line with the Development Control Plan for the Beaumont hospital campus, and takes cognizance of the other developments which are currently underway and or planned for the hospital campus, including the proposed 95 Bed Ward Block Project.

Project Objective / Rationale

The project seeks to address several core infrastructural deficits at Beaumont Hospital which currently impact the capacity and quality of services across areas of the Emergency Department.

The SAR demonstrates the feasibility of the proposed development and will be consistent with the existing health policy. The proposed development of the Emergency Department at Beaumont Hospital together with the associated capacity requirements will be subject to detailed validation as part of the Preliminary Business Case process.

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).

As the project progresses through the project lifecycle it will be referred to ARC and the Board again for endorsement at three further stages in addition to this paper, namely for endorsement of the Preliminary Business Case (Decision Gate 1) and for endorsement of the Final Business Case which comprises two approval gates (Decision Gate 2 and Decision Gate 3).

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 Reports (SAR)
- **Budget**
This is a large, complex project. The SAR recommends a number of options to deliver the project with preliminary capital costs ranging between [REDACTED]. A multi-criteria analysis of the options will be undertaken as part of the development of the Preliminary Business Case leading to a preferred option. Further cost certainty will be developed at the initial stages of the design and planning processes through the development of the Project Brief.
The proposed project will also involve additional operational revenue which will be further analysed at PBC (Preliminary Business Case) stage.
- **Source of Funding**
The project is included in the HSE Capital Plan, with appropriate allocations to initiate it. Greater definition and allocations will be included in due course to reflect the developed understanding from the PBC stage work.
- **Programme**
Preliminary programmes and timelines will be reviewed as part of consideration of options during the PBC process. Early delivery of new facilities and enhanced capacity is recognised as a key clinical and operational priority.

- **Resources**

Additional WTE staffing will be required to open the new facilities. Revenue costs, estimated by the Beaumont Hospital, are currently in the order of [REDACTED] per annum. This will be considered in developing the Preliminary Business Case.

- **Impact to 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.

- **Social factors (e.g., impact on specific area such as the elderly, disabilities)**

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

- **Legal factors**

Legal arrangements in relation to the forms of contracts, grant arrangements etc. will be considered further as the project proposals advance.

Sustainability:

The new Emergency Department at Beaumont Hospital will be designed to fully support Government and HSE climate action and decarbonisation ambitions and commitments.

Conclusion

The Strategic Assessment Reports (SAR) for this project has been prepared by Indecon Consultants under the direction of Beaumont Hospital in accordance with the current Public Spending Code requirements. It sets out the scope of the project and the potential options considered. It also examines the cost and benefits arising. It recommends that the Approving Authority grant formal approval to progress to the next stage of the project lifecycle process.

Recommendation

It is recommended that the HSE Board 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. As noted earlier the proposed development of the Emergency Department at Beaumont Hospital together with the associated capacity requirements will be subject to detailed validation as part of the Preliminary Business Case process.