



PWYLLGOR ARCHWILIO A SICRWYDD RISG AUDIT AND RISK ASSURANCE COMMITTEE

DYDDIAD Y CYFARFOD: DATE OF MEETING:	21 February 2023
TEITL YR ADRODDIAD: TITLE OF REPORT:	Governance and Decision Making in Relation to Bluestone COVID-19 Field Hospital
CYFARWYDDWR ARWEINIOL: LEAD DIRECTOR:	Steve Moore, Chief Executive Officer
SWYDDOG ADRODD: REPORTING OFFICER:	Steve Moore, Chief Executive Officer

**Pwrpas yr Adroddiad (dewiswch fel yn addas)
Purpose of the Report (select as appropriate)**

Er Sicrwydd/For Assurance

ADRODDIAD SCAA SBAR REPORT

Sefyllfa / Situation

The attached report presents the outcome of an independent review of the decision by the Hywel Dda University Health Board to use Bluestone National Park Resort (Bluestone) as the COVID-19 field hospital in Pembrokeshire.

Cefndir / Background

The COVID-19 pandemic escalated in March 2020, placing the United Kingdom into an unprecedented situation. As part of the national response, Welsh Government (WG) and NHS Wales bodies were required to act quickly to ensure that sufficient and adequate field hospitals were set up in each geographic area, to respond to the critical situation, to protect lives and treat patients who developed life-threatening symptoms after testing positive for COVID-19. Funding was made available from UK Central Government via WG, who instructed each Health Board to set up COVID-19 field hospitals in their areas at pace. The Health Board established nine field hospitals across the three counties of Carmarthenshire, Ceredigion and Pembrokeshire, which would provide the in excess of one thousand additional beds identified as required as a result of the pandemic.

The Health Board commissioned an independent review into the governance and decision making process which led to the Board being advised that Bluestone National Park was the only option in Pembrokeshire to site a COVID-19 field hospital. Pam Wenger, Governance Consultant, undertook the review in late October/November 2022, with the final report received January 2023, following consultation with third parties mentioned within the report.

Asesiad / Assessment

The attached report presents the outcome of an independent review of the decision by the Hywel Dda University Health Board to use Bluestone National Park Resort (Bluestone) as the COVID-19 field hospital in Pembrokeshire.

Through a series of interviews and document reviews, the governance arrangements in relation to the decision making around the Bluestone Field Hospital were evaluated. The reviewer found that, whilst those involved were doing their best in very difficult and pressurised circumstances, the governance and decision making process was not as clear or robust as it appeared to be with the other field hospitals in the Health Board.

The report presents a number of areas of learning which the Health Board may consider:

- Ensure that key individuals understand their role and responsibilities when undertaking roles on behalf of the Executive Directors. In doing so, they should ensure that they fully understand the boundaries in terms of decision making and involve the relevant key professionals within the organisation to support them in that role.
- Ensure that an audit trail is kept so the narrative and context of what is happening at the time is available which should support the decision making.
- Remind authors who are preparing governance reports to ensure appropriate context is provided to ensure consideration of options and debate to enable good robust decision making.
- Ensure the Health Board is fully involved in negotiations from the start of the process to avoid any potential issues at an early stage.

In addition to the above, the report provided the following recommendations to the Health Board, which are accompanied below by the organisation's management response:

Ref	Recommendation	Management Response
1	To ensure that senior staff undertaking responsibilities on behalf of the Executive Team understood their roles and the need for good documentation to support any decision-making.	The scheme of delegation will be reissued to all Executive Directors and their direct reports alongside the Board and Committee revised Standard Operating Procedure. Action – Director of Corporate Governance by March 31 2023
2	To consider developing 'Decision Making whilst in emergency response' Guide for Health Board staff.	The importance of making safe decisions during emergency responses will be reiterated in the revised Board and Committee Standard Operating Procedure. This will indicate that any deviation from business-as-usual decision making processes must be communicated to and approved by the Executive Team. Action – Director of Corporate Governance by March 31 2023
3	To review the governance processes in relation to decision making groups between the Health Board and Pembrokeshire County Council (PCC) to ensure that decisions are clearly recorded in the minutes.	A review will be undertaken of the joint groups established between the Health Board and PCC. Furthermore, a review will be undertaken of the governance and reporting arrangements of the Integrated Executive Group which reports into the West Wales Care Partnership.

		Action – Director of Corporate Governance by May 31 2023
4	To ensure that the Board Secretary is fully engaged in decision making and their advice on the appropriate governance is taken at an early stage of the process.	<p>The Director of Corporate Governance/Board Secretary is a valued member of the Executive Team and is responsible for advising on the appropriateness of governance during business-as-usual and emergency response situations.</p> <p>A reminder will be issued to all Executive Directors advising of the importance of seeking governance advice for all key programmes of work.</p> <p>Command Structure – The Director of Corporate Governance is required to attend all GOLD command meetings. The Assistant Director of Assurance and Risk is required to attend all SILVER (tactical) meetings in all health emergency scenarios.</p> <p>Action – Chief Executive by March 31 2023</p>
5	To present this report to the Audit and Risk Assurance Committee of the Board for assurance and inviting an action plan to be put in place to address the recommendations.	Completed 21.02.2023.

Argymhelliad / Recommendation

The Audit & Risk Assurance Committee is asked to consider the findings, the areas of learning and recommendations of the independent review and take an assurance from the management response that the Health Board will incorporate the learning into its governance processes.

Amcanion: (rhaid cwblhau)

Objectives: (must be completed)

Committee ToR Reference:
Cyfeirnod Cylch Gorchwyl y Pwyllgor:

3.1 The Committee shall review the adequacy of the UHB's strategic governance and assurance arrangements and processes for the maintenance of an effective system of good governance, risk management and internal control, across the whole of the organisation's activities (both clinical and non-clinical) that supports the achievement of the organisation's objectives.

3.25 The Committee may also request or commission special investigations to be undertaken by Internal Audit, directors or managers to provide specific

	assurance on any areas of concern that come to its attention.
Cyfeirnod Cofrestr Risg Datix a Sgôr Cyfredol: Datix Risk Register Reference and Score:	N/A
Safon(au) Gofal ac Iechyd: Health and Care Standard(s):	Governance, Leadership and Accountability
Amcanion Strategol y BIP: UHB Strategic Objectives:	6. Sustainable use of resources
Amcanion Cynllunio Planning Objectives	Not Applicable
Amcanion Llesiant BIP: UHB Well-being Objectives: Hyperlink to HDdUHB Well-being Objectives Annual Report 2018-2019	10. Not Applicable

Gwybodaeth Ychwanegol: Further Information:	
Ar sail tystiolaeth: Evidence Base:	Governance and Decision Making in Relation to Bluestone Field Hospital: Final Report - November 2022
Rhestr Termau: Glossary of Terms:	Contained within the body of the report.
Partïon / Pwyllgorau â ymgynhorwyd ymlaen llaw y Pwyllgor Archwilio a Sicrwydd Risg: Parties / Committees consulted prior to Audit and Risk Assurance Committee:	Chief Executive

Effaith: (rhaid cwblhau) Impact: (must be completed)	
Ariannol / Gwerth am Arian: Financial / Service:	Poor decision making can have a detrimental financial impact on the Health Board.
Ansawdd / Gofal Claf: Quality / Patient Care:	Poor decision making can have a detrimental impact on the patient care and outcomes.
Gweithlu: Workforce:	Poor decision making can have a detrimental impact on staff.
Risg: Risk:	Poor decision making can increase the level of risk for the Health Board.
Cyfreithiol: Legal:	Poor decision making can have legal implications for the Health Board.

Enw Da: Reputational:	Poor decision making can have a detrimental impact on the Health Board's reputation.
Gyfrinachedd: Privacy:	N/A
Cydraddoldeb: Equality:	<ul style="list-style-type: none"> • Has EqIA screening been undertaken? No (if yes, please supply copy, if no please state reason) • Has a full EqIA been undertaken? No (if yes please supply copy, if no please state reason)



**GOVERNANCE AND DECISION MAKING IN
RELATION TO
BLUESTONE FIELD HOSPITAL**

**FINAL REPORT
November 2022**

Client: Hywel Dda University Health Board

Project name: Review of decision making in relation to the Bluestone Field Hospital

Document name: Bluestone Final Report

Final Report Date: 13 November 2022

This document has been prepared by Pam Wenger. This report was commissioned by Hywel Dda University Health Board. Due care and attention have been taken to ensure that the information provided in this report is as accurate as possible, based on the information provided and documentation reviewed.

This report is prepared solely for the use by the Health Board.



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1. EXECUTIVE SUMMARY

This report presents the outcome of an independent review of the decision by the Hywel Dda University Health Board to use Bluestone National Park Resort (Bluestone) as the COVID-19 field hospital in Pembrokeshire.

Through a series of interviews and document reviews, the reviewer was able to evaluate the governance arrangements in relation to the decision making around the Bluestone Field Hospital. The reviewer found that whilst those involved were doing their best in very difficult and pressurised circumstances, the governance and decision-making process was not as clear or robust as it appeared to be with the other field hospitals in the Health Board.

The Health Board was under significant pressure to establish the field hospitals at a time where there was so much uncertainty in terms of COVID-19. At the time of the decision, discussions had been taking place in relation to the type of facility that would be appropriate given the modelling at the time and the workforce availability.

In line with other field hospitals, the Pembrokeshire County Council (PCC) identified a number of options which included schools and leisure centres. There were other options suggested by Health Board staff. There was no process put in place to discount these options.

The visit to Bluestone on 21 March 2020 resulted in these other options being discounted as they would not give the capacity on one site that Bluestone offered. However, it is important to note that there is no documentation to support this rationale or decision making.

There appeared to be significant pressure on the Health Board staff from external partners to make a quick decision on Bluestone. Members of the Executive Team sought assurances and further information before a decision was made to ensure that the proposal was value for money and that it would clinically meet the needs of the population of Pembrokeshire.

The report to the Gold Command on 27 March 2020 set out the Bluestone proposal but did not include the context around the other options that were discounted and therefore it is unclear on the decision making around these.

The Board ratified the decisions taken by 'Gold Command' at the meeting of the Health Board on 7 April 2020. The report presented to the Board on 7 April 2020 set out the Bluestone proposal but did not include the context around the other options that were discounted.

The Board Members raised concerns at the meeting of the Board on 7 April 2020 in relation to the costs of Bluestone and whether there were any other options available. The Board were informed at that meeting that assurances had been received from PCC that there were no suitable properties available in Pembrokeshire that would lend themselves to a field hospital. Therefore the only viable option that was presented to the Board was Bluestone.



There are opportunities for strengthening the governance of such decisions by including relevant staff at an early stage of the process. This would provide greater clarity and context in terms of the process.

2. BACKGROUND

The COVID-19 pandemic escalated in March 2020 placing the United Kingdom into an unprecedented situation. As part of the national response, Welsh Government (WG) and NHS Wales bodies were required to act quickly to ensure that sufficient and adequate field hospitals were set up in each geographic area to respond to the critical situation to protect lives and treat patients who developed life threatening symptoms after testing positive with COVID-19.

Welsh Government (WG) issued financial guidance to NHS Wales Organisations given the immediate challenges presented by the COVID-19 pandemic, recognising that routine financial arrangements and disciplines are disrupted and the need to adapt on an interim basis. Funding was made available from UK Central Government via WG who instructed each Health Board to set up COVID-19 field hospitals in their areas at pace.

It is important to recognise the context in which the Health Board was operating in at the time of the decision in relation to the Bluestone Field Hospital. The Health Board's response to the COVID-19 pandemic was based on the Reasonable Worst Case scenario forecasts that 80% of the population becoming infected, mitigated by 66% due to the expected impact of social distancing and other measures. This model was provided to the Health Board on 12 March 2020.

The Health Board, which covers a quarter of the landmass of Wales, established nine field hospitals across the three counties of Carmarthenshire, Ceredigion, and Pembrokeshire, which would provide in excess of one thousand additional beds identified as needed as a result of the Pandemic.

This report provides an independent view on the governance and decision making in relation to the field hospital at Bluestone addressing the following points:

- The governance processes and accountability arrangements in the Health Board at the time the Board decision was made to approve Bluestone National Resort (Bluestone) as the COVID-19 Field Hospital in Pembrokeshire.
- The options provided by Pembrokeshire County Council (PCC) for siting the COVID-19 field hospital in Pembrokeshire and understanding the roles and responsibilities of key individuals at PCC and the Health Board.
- The Health Board and PCC analysis and appraisal of the feasibility of each of those sites, and reasons for those sites not taken forward.
- The documents and notes of the visit to Bluestone National Resort on 21 and or 22 March 2020 by Health Board Staff and the details and evidence of what discussions took place during that visit.



- The information provided by Health Board staff to the Board and Gold Command that advised Bluestone was the only option in Pembrokeshire, and the absence of other alternative venues.
- To ascertain any areas of learning that the Health Board can incorporate into its governance processes and systems.

3. REVIEW METHOD

During September and October 2022, the following work was undertaken:

- Interviews with a range of members of the Board and senior Health Board staff. The full list of those interviewed as part of this process is shown at *Appendix 1*.
- Review of relevant documentation that has been supplied by the Health Board has been undertaken, a list of this documentation is included at *Appendix 2*; and
- Production of a report detailing the findings and recommendations.

The first section of this report gives a brief commentary on key findings for each element of the terms of reference. It also gives high-level recommendations against these findings where applicable. The recommendations of the reviewer are based on evidence gathered during the activities listed above and are only formulated in response to a need identified from one or more source.

4. FINDINGS

- 4.1. Between the period 20 and 25 March 2020, there was a change of position in terms of exploring the options available through the PCC and in-house options to Bluestone Resort being the only viable option.
- 4.2. There is no written summary of the visit held to Bluestone Resort on 21 March 2020, albeit there were a number of e-mails sent following the visit. Refer to the detailed timeline in section 4.4.
- 4.3. The paper presented to the 'Gold Command Strategic Group' on 27 March 2020 does not provide any details of the options that were discounted.
- 4.4. The Health Board did seek assurances throughout the process and at its Board meeting on 7 April 2020 no other options for Pembrokeshire were presented.

The timeline of the decision making in relation to the Bluestone Field Hospital is set out below:

Timeline

21 March 2020	Visit to Bluestone (More detailed timeline in section 4.4)
23 March 2020	Health & Social Care COVID-19 Planning Group - Carmarthenshire model will then be applied to Pembrokeshire and Ceredigion with the same approach adopted. Potential sites have been identified in each area.



27 March 2020	Gold Command Meeting – Agreed to proceed with the investment for the preparation of 150 beds on the Bluestone National Park Resort site. <i>* The Board Secretary was not available at this meeting and there is no discussion recorded in terms of the governance arrangements.</i>
4/5 April 2020	Contract agreed with Bluestone.
7 ^h April 2020	Board In-Committee – Ratified the contract with Bluestone.

4.1 The governance processes and accountability arrangements in the Health Board at the time the Board decision was made to approve Bluestone National Resort as the COVID-19 Field Hospital in Pembrokeshire.

- 4.1.1. The Governance arrangements in place at the time of the Health Board decision on 7 April 2020 are shown in **Appendix 3**. The structures describe the ‘Bronze’ Field Hospital Group’ which reported to ‘Silver’ Tactical and the Health and Social Care COVID-19 Planning Group.
- 4.1.2. It is accepted that the pace of change and urgency of decision making at the time often resulted in decisions being taken outside of these governance structures.
- 4.1.3. The Field Hospital Group did not operate as ‘Bronze Group’ until such time the decision was made by Gold Command (27 March 2020) in relation to Bluestone. The arrangements that were described to the reviewer included a Project Team led by the Transformation Director which reported directly to ‘Gold’ and the Health and Social Care COVID-19 Planning Group.
- 4.1.4. Review of the Health and Social Care COVID-19 Planning Group minutes from 16 and 23 March 2020 have confirmed that there was no discussion on the discounting of options and supporting the decision to progress with Bluestone.
- 4.1.5. In the week commencing 23 March 2020, there are a number of e-mails to suggest that a ‘deal’ had already been made with Bluestone despite no approval being made through the governance structure. In one e-mail dated 25 March 2020 from the Transformation Director, it is clear a deal had been agreed on or before 25th March 2020.
- 4.1.6. The decision to proceed with Bluestone took place on 27 March 2020 at Gold Command as per the agreed governance arrangements. There appears to have been some confusion over the process that was followed as there is not a robust audit trail in place. It is clear however, that a ‘whatsapp’ message from the Chief Executive dated 25 March 2020 to work up the Bluestone proposal was interpreted by the Transformation Director as a decision to proceed.
- 4.1.7. The Health Board reviewed their governance arrangements in responding to the pandemic early in March 2020. Given the pace at



which the Health Board was required to establish the field hospitals a number of steps were put in train in advance of any formal decision by the Gold Command. The steps put in place by the Health Board to review the governance arrangements were good practice and demonstrated agile decision making whilst maintaining good governance.

4.2. The options provided by PCC for siting the COVID-19 field hospital in Pembrokeshire and understanding the roles and responsibilities of key individuals at PCC and the Health Board.

- 4.2.1. The review of papers and e-mails that were provided confirmed there were other options being explored by PCC. These options included two schools: Caer Elen in Haverfordwest and Harri Tudor in Pembroke, Martello House, Bridell Manor, Tenby Cottage Hospital and Withybush Pavillion. It was noted that the ancillary spaces in schools had good toilet provision, office accommodation, catering facilities, storage and activity areas, all within a secured site compound.
- 4.2.2. In an e-mail dated 20 March 2020, PCC confirmed that Harri Tudor would be the preferred school as it would be better suited for adaptation.
- 4.2.3. There was no documentation provided to the reviewer which explained the rationale for the discounting of Harri Tudor as an option for the field hospital.
- 4.2.4. On 21 March 2020 a visit to Bluestone Resort was undertaken. Those present included, from the Health Board the Transformation Director, County Director Pembrokeshire, Assistant Medical Director Transformation, Head of Recruitment and Workforce Equality, Diversity and Inclusion and from PCC the Head of Adult Care, Social Services and Leisure.
- 4.2.5. An e-mail following the visit was circulated to a small number of Executive Directors on 22 March 2020 (as detailed in the timeline below) providing a summary of the visit. The Board Secretary was not included in this e-mail.
- 4.2.6. There was no formal documentation that described the summary of the visit and the opportunities it would provide as a field hospital in Pembrokeshire.

4.3 The Health Board and PCC analysis and appraisal of the feasibility of each of those sites, and reasons for those sites not taken forward.

- 4.3.1. There was no option appraisal undertaken of the options available and therefore no formal documentation or audit trail.
- 4.3.2. There is an e-mail dated 19th March 2020 where the options were being considered by the PCC and the advantages and disadvantages were listed. The approach taken by the PCC was based on the specification developed for Carmarthenshire. The options available were based on the number of beds required which would automatically discount some of the options.



- 4.3.3. There was some discussion regarding the options which including Harri Tudor, Caer Elen schools and the Withybush Pavillion. There is an e-mail trail confirming that these options were discounted by PCC following the visit to Bluestone on 21 March 2020 as it was considered that Bluestone could meet most of Pembrokeshire's needs.

4.4. The documents and notes of the visit to Bluestone National Resort on 21st and or 22nd March 2020 by Health Board Staff and the details and evidence of what discussions took place during that visit.

- 4.4.1. The Transformation Director, County Director Pembrokeshire, Assistant Medical Director Transformation and Head of Recruitment from the Health Board and the Head of Adult Care, Social Services, PCC visited Bluestone on 21 March 2020.
- 4.4.2. There was a tour of the whole site on the golf buggies, which included the Activity Centre and the surrounding lodges. There was a discussion about the possibility of using the site including rehabilitation for patients in the lodges with more acute care to be delivered in a repurposed Activity Centre.
- 4.4.3. There was a discussion about the potential of the site including; facilities, location and privacy, large barn type areas for large bed numbers (similar to Parc Y Scarlets), 700 staff available immediately (catering, hotel services, maintenance, facilities, childcare trained staff etc.) and smaller units (lodges) which have potential for multi-use step up and step down, and / or support for the care home sector etc.
- 4.4.4. After the tour the Transformation Director, Assistant Medical Director Transformation and Medical Workforce Lead and Head of Recruitment and Workforce Equality, Diversity and Inclusion were then taken to the Bluestone main office.
- 4.4.5. The Health Board Team referred to in 4.4.4 were joined by several of the Bluestone team and were invited to join the Bluestone 'COBRA' meeting. At this meeting, the CEO of Bluestone discussed his concern for his staff and his business being under threat as a result of the pandemic.
- 4.4.6. The Transformation Director led the discussions regarding use of Bluestone. It was confirmed by all those present that there was no discussion on the proposed contract and/or financial arrangements during this visit. It was agreed that the Transformation Director would discuss the visit with the Health Board Director of Operations.
- 4.4.7. There is no formal document that summarises the outcome of the visit held on 21 March 2020. However, two e-mails were sent over the weekend summarising the visit (further details are provided below).
- 4.4.8. An e-mail was received from Bluestone dated 21 March 2020 which includes the floor plans to allow the Health Board to work on the proposal.
- 4.4.9. It was confirmed that given the pressures to find a solution quickly that would meet the modelling, which was being suggested at the time, the



Bluestone option appeared to an ideal solution for Pembrokeshire. It provided the space required but also addressed a number of the other logistical issues for example, on site canteen and laundry.

4.4.10. The following timeline illustrates a summary of the discussions based on the e-mails that have been provided to the reviewer.

Timeline

The following timeline provides a high-level summary of discussions and e-mails that were sent between 20 March 2020 and 1 April 2020 relating to Bluestone.

20 March 2020	<p>The Director of Social Services and Housing e-mailed the Transformation Director and Director of Operations at the Health Board confirming that Bluestone had approached PCC to ask if the Health Board would be interested in their site. It was suggested that Bluestone could offer a health and care village in one place.</p> <p>The Director of Operations of the Health Board confirmed that he was open to exploring all options.</p>
20 March 2020	<p>Meeting was held between the Transformation Director, Director and PCC Head of Adult Care, Social Services and Leisure and Head of Economic Development & Regeneration, Community Services to discuss Bluestone.</p>
21 st March 2020	<p>Visit to Bluestone by the Transformation Director, County Director Pembrokeshire, Assistant Medical Director Transformation, Head of Recruitment and Workforce Equality, Diversity and Inclusion and PPC Head of Adult Care, Social Services and Leisure.</p>
21 March 2020	<p>E-mail from Bluestone Director of Operations, to the Health Board Transformation Director confirming that floor plans have proved to be more of a challenge to get hold of than originally anticipated, but the Head of Facilities (Bluestone) has measured up the rooms in the Adventure Centre and put the measurements on the floor plan attached.</p> <p>The Transformation Director responded that the Health Board will need more detailed plans, but these plans will be shared with the designers in the first instance.</p>
22 March 2020	<p>E-mail from Transformation Director to the Chief Executive of PCC, Bluestone Chief Executive and the Health Board Project Team stating <i>“Many thanks everyone, a good visit and huge potential for Pembrokeshire. Can I suggest that I pull together a project team urgently Monday morning to go</i></p>



	<p><i>through everything following the learning from working with Carm's CC on similar facilitates over recent days" (SIC)</i></p> <p>The Chief Executive of PCC responded, <i>"I'm happy to proceed on that basis". (SIC)</i></p>
22 March 2020	<p>The Transformation Director e-mailed key Executive Directors (Medical Director / Deputy CEO, Director of Workforce & OD, Director of Finance, Director of Planning, Performance & Commissioning and Director of Operations).</p> <p>The e-mail contained a summary of the visit on 21 March 2020. It outlined the significant potential of the Bluestone site. It noted in the e-mail that a quick decision was required. The Transformation Director confirmed she would be in touch with Bluestone on 23 March 2020 and sought advice on how to proceed.</p>
22 March 2020	<p>The Transformation Director e-mailed the Health Board Chief Executive and confirmed that she had visited the site and met the Bluestone Chief Executive and operational team yesterday. The e-mail included the following summary:</p> <p><i>"Bluestone has a staff team of 700 (about 270wte) - catering, hotel services, childcare, maintenance, logistics with a pay bill of £750k per month. The large adventure centre areas are perfect for the specification we have built in the last 5 days with Carmarthenshire CC, and we can quickly tomorrow get some easily designs drawn up for the areas based on this spec to define the number of beds possible.</i></p> <p><i>The Bluestone team are keen to work with us or they will be closing down from Monday so want an early steer. I have been working with Pembs CC and have the plans for all the leisure centres in Pembs, but these are smaller units and will be more difficult to staff. The staffing model in Bluestone is based on a shares option as well so the staff aren't keen to work for anyone else if possible. I have spoken to Lisa Gostling, and she is looking at a secondment option.</i></p> <p><i>I will be setting up a Pembs project team, mirroring the Carm's one overnight so we can move ahead. Andrew has asked for a 1-page brief on Bluestone which I will do tonight and send through for a tactical decision tomorrow.</i></p> <p><i>Let me know if you need any more detail and / or if you want me to join the call" (SIC)</i></p>



23 March 2020	The Transformation Director e-mailed Director of Operations attaching the plans for the leisure centres in PCC and confirming that she will take a view then on pros / cons of Bluestone over other sites.
23 March 2020	<p>E-mail from PCC Head of Adult Care, Social Services and Leisure, to the Transformation Director confirming that he has been to the site with the PCC project team, they are able to get on with work ASAP to remove structures in the main room and sort flooring etc. and to engage a contractor.</p> <p>The Transformation Director responded confirming she had spoken with the Chief Executive of the Health Board who agreed to go ahead with urgent negotiations with Bluestone as per the approach with Parc Y Scarlets.</p> <p>The PCC Director of Social Services and Housing, confirmed that that the PCC Chief Executive was discussing this urgently with the Bluestone Chief Executive. There was an acknowledgement in the e-mail in relation what costs would be reasonable for the facility.</p>
24 March 2020	<p>The Transformation Director confirmed via e-mail to Health Board Executives (CEO, Director of Operations, Medical Director / Deputy CEO and Director of Finance, Director of Planning, Performance & Commissioning and Director of Operations) that the discussions with Bluestone were progressing quickly.</p> <p>The Chief Executive of the Health Board responded that assessment of the cost/benefit of Bluestone vs other Pembrokeshire options was required to help make the decision.</p>
24 March 2020	<p>The Transformation Director sent an e-mail to a number of Executives (Director of Operations, Director of Finance, Director of Workforce and OD).</p> <p>The e-mail confirmed that PCC had been leading on negotiations with Bluestone about the site for the COVID efforts and enclosed the proposal from Bluestone including running costs security, management, and maintenance staff.</p> <p>The e-mail noted a Value for Money exercise was being pulled together and that Bluestone was looking for a quick decision.</p>



	The Director of Operations responded confirming the proposal would need to be considered in association with other options, and how it compares in terms of weekly cost.
24 March 2020	Confirmation from Bluestone that they will start to move out fixtures and fittings, but the major removal kit will wait until some formal agreement is in place.
24 March 2020	The Transformation Director confirmed via e-mail to PCC and Bluestone that <i>“the governance structure for the field hospital was agreed so there is clarity on how the overall project would be managed” (SIC).</i>
24 March 2020	E-mail from the Project Manager PCC to the Principal Project Manager at the Health Board noting the alternative sites (as referenced in 4.2) and that PCC had reviewed these options quickly the week before however they were discounted by PCC after the feedback from the Bluestone visit. There is reference in this e-mail that Bluestone could accommodate most of Pembrokeshire’s needs. It was noted that a significant amount of co-ordination had already taken place with contractors due on-site on 25 th March 2020.
24 March 2020	E-mail from the Transformation Director to a number of individuals in the Health Board including representatives from the internal project team and the finance team attaching the proposal from Bluestone. There was a request in the e-mail for support from the Finance Director to prepare a Value for Money (VFM) exercise on the proposal. The e-mail notes that it was looking for a quick decision.
24 March 2020	E-mail from the Director of Operations to the Transformation Director requesting a comparison of the other options. It was confirmed that a decision would be made that week.
25 March 2020	E-mail from the Health Board Principal Project Manager to the Health Board Digital Director confirming that it was looking like Bluestone at present but awaiting confirmation as there may be other sites also.
25 March 2020	The Transformation Director e-mailed the PCC to provide an update following a discussion with the Health Board Chief Executive and the Director of Operations that an urgent value for money review would need to be undertaken. The Head of Adult Care, Social Services and Leisure, PCC responded to the e-mail confirming that the capital works



	will need to be completed at pace so that team need an urgent decision to move this on.
1 April 2020	Following financial queries raised by the Health Board Senior Finance Business Partner in relation to the Bluestone proposal it was confirmed by the Transformation Director that <i>“there are no other options that would give us this capacity on one site. We would have to go for multiple sites which would impact on our workforce model.” (SIC)</i>

4.5. The information provided by Health Board staff to the Board and Gold Command which advised that Bluestone was the only option in Pembrokeshire, and the absence of other alternative venues.

- 4.5.1. There was only one option presented to Gold Command on 27 March 2020 for the siting of the field hospital in Pembrokeshire. The Members of Gold Command were not aware of any other viable alternative options.
- 4.5.2. At the In-Committee meeting of the Board on 7 April 2020 there were concerns raised by the Board Members in relation to the costs relating to Bluestone and whether there were any other options available.
(extract from minutes - reference IC(20)37)
- *“Concern was expressed that, even with an exit strategy, costs were in excess of £2m “*
 - *“Whilst this arrangement does not appear to represent particularly good value for money, based on the advice from Pembrokeshire County Council no other viable alternatives are available”*
 - *“In response to a query regarding whether the Army Camp in Penally had been considered as a potential site, Members heard that this was categorised as a restricted area and was therefore not available to the UHB. The Pembrokeshire Showground was also mentioned; however, it was reiterated that discussions with Pembrokeshire County Council had resulted in Bluestone being identified as the only viable site for a field hospital. In all three counties, the UHB had relied upon the Local Authorities to identify suitable sites, based on their expert local knowledge.”*
- 4.5.3. On 26 May 2020, the Health Board in-committee Finance Committee noted that the Bluestone site was selected as the most appropriate from the options considered by PCC. Therefore, on the recommendation and advice of PCC, the Health Board entered negotiations with Bluestone Resorts Ltd.
- 4.5.4. It is noted that the Director of Finance requested an Internal Audit Review of the collaborative approach to Field Hospital commissioning on the part of the Health Board and the three County Councils. This was superseded by the KMPG Due Diligence Report commissioned by Welsh Government shortly afterwards.



4.6. To ascertain any areas of learning that the Health Board can incorporate into its governance processes and systems.

- 4.6.1. As part of the review of the documentation, it is evident that key governance and legal staff were not engaged in the decision making at an early enough stage.
- 4.6.2. E-mails were circulated to the Executive Directors advising on progress, but the Board Secretary was not copied into all these e-mails.
- 4.6.3. There were a number of e-mails and legal documents that the Health Board was required to sign at very short notice. This resulted in additional pressure being placed on internal staff to secure the appropriate legal advice before the documents were signed.
- 4.6.4. The internal Estates Team were not involved in any of the negotiations around Bluestone as this was led by PCC.
- 4.6.5. The Health Board recognised the need to strengthen the governance and recording of the decisions and on 19 March 2020 the governance team began to support the command structure. This is demonstrated through the clear decision logs and minutes.
- 4.6.6. The Bluestone proposal was considered by the Gold Command on 27 March 2020. It did not include any information on the other options that were discounted. The notes of that meeting make it clear that members of Gold Command asked if Bluestone was the 'only' option and were unaware that other options were being considered.
- 4.6.7. There was significant pressure placed on senior officers of the Health Board. Whilst the situation was unprecedented it is clear from discussions and e-mails that the pressure was intense. The Executive Team were working in a particularly challenging and difficult situation at a time when some of the Executive staff were also suffering with COVID-19.
- 4.6.8. The Board ratified the decisions taken by 'Gold Command' at the meeting of the Health Board on 7 April 2020.
- 4.6.9. The Board were informed at that meeting that assurances had been received from PCC that there were no suitable properties available in Pembrokeshire that would lend themselves to a field hospital. Therefore the only viable option that was presented to the Board was Bluestone.

In terms of learning, there are a number of observations which the Health Board may wish to consider:

- a) Ensure that key individuals understand their role and responsibilities when undertaking roles on behalf the Executive Directors. In doing so, they should ensure that they fully understand the boundaries in terms of decision making and involve the relevant key professionals within the organisation to support them in that role.
- b) Ensure that an audit trail is kept so the narrative and context of what is happening at the time is available which should support the decision making.



- c) Remind authors who are preparing governance reports to ensure appropriate context is provided to ensure consideration of options and debate to enable good robust decision making.
- d) Ensure the Health Board is fully involved in negotiations from the start of the process to avoid any potential issues at an early stage.

5. RECOMMENDATIONS

The Health Board should consider the following recommendations:

- 5.1.1. To ensure that senior staff undertaking responsibilities on behalf of the Executive Team understood their roles and the need for good documentation to support any decision-making.
- 5.1.2. To consider developing 'Decision Making whilst in emergency response' Guide for Health Board staff.
- 5.1.3. To review the governance processes in relation to decision making groups between the Health Board and PCC to ensure that decisions are clearly recorded in the minutes.
- 5.1.4. To ensure that the Board Secretary is fully engaged in decision making and their advice on the appropriate governance is taken at an early stage of the process; and
- 5.1.5. To present this report to the Audit and Risk Assurance Committee of the Board for assurance and inviting an action plan to be put in place to address the recommendations.

6. ACKNOWLEDGEMENTS

The reviewer would like to thank everyone who has participated, including interviewees and those providing documentation and organising meetings.



Appendix 1 – Interviewee List

Maria Battle, Chair
Steve Moore, Chief Executive Officer
Paul Newman, Independent Member
Mandy Rayani, Director of Nursing
Professor Phil Kloer, Medical Director/Deputy Chief Executive
Joanne Wilson, Board Secretary
Andrew Carruthers, Director of Operations
Huw Thomas, Director of Finance
Lisa Gostling, Director of Workforce and OD
Elaine Lorton, County Director, Pembrokeshire
Libby Ryan-Davies, Transformation Director
Sarah Jennings, former Director of Communications and Governance
Dr Meinir Jones, Assistant Medical Director Transformation
Ben Rees, Local Counter Fraud Officer
Catherine Evans, Head of Strategic Performance, and Improvement



Appendix 2 – Document list

Gold Command meeting papers and minutes
Timeline prepared by the Health Board
Board papers and minutes
Health and Social Care Planning Group minutes
E-mails relating to the options
E-mails relating to Bluestone visit
Project Co-Ordination Team papers and notes
'Whats app' messages relevant to the decision on Bluestone



Appendix 3 – Governance Structure

