

PWYLLGOR IECHYD A DIOGELWCH HEALTH & SAFETY COMMITTEE

DYDDIAD Y CYFARFOD: DATE OF MEETING:	10 July 2023
TEITL YR ADRODDIAD: TITLE OF REPORT:	Reinforced Autoclave Aerated Concrete (RAAC) Planks
CYFARWYDDWR ARWEINIOL: LEAD DIRECTOR:	Andrew Carruthers, Executive Director of Operations
SWYDDOG ADRODD: REPORTING OFFICER:	Rob Elliott, Director of Estates, Facilities and Capital Management

Pwrpas yr Adroddiad (dewiswch fel yn addas)

Purpose of the Report (select as appropriate)

Er Gwybodaeth/For Information

ADRODDIAD SCAA

SBAR REPORT

Sefyllfa / Situation

This report provides an update for the Committee on the status of RAAC Planks within the Hywel Dda University Health Board (HDdUHB) Estate, with specific reference to the Withybush General Hospital (WGH) site. It also notes the additional surveys requested by Welsh Government (WG) on the wider Property Portfolio.

Cefndir / Background

Reinforced Autoclave Aerated Concrete Planks (RAAC) is a material that was used in construction in many buildings generally between the 1960s and 1990s. Its presence has been confirmed in a range of National Health Service (NHS) properties across the United Kingdom (UK) and includes several properties in Wales.

Research has shown that this material has a far less structural loading capacity than other generic reinforced concrete products. Due to this fact, there is a risk of structural collapse should the product fail. The condition of RAAC Planks has been shown to deteriorate if water is present due to roof leaks etc, which can compromise the reinforcement bars contained within the Planks.

On 20 November 2019 (SESN 19-11), WG wrote to all Welsh Health Boards (HBs) highlighting the potential risks presented by RAAC Planks in the NHS Wales Estate, this was the first notification of any concern with RAAC Planks in NHS Wales. This request from WG asked all HBs to formally report on the presence of RAAC Planks and any management plans for the locations in which it had been identified. We advised NHS Wales Shared Services Partnership (NWSSP) of our intention to urgently undertake a review and we would respond as soon as possible.

The HDdUHB developed a brief and appointed a structural engineering company in February 2020 to undertake a survey to confirm the presence of any RAAC Planks and any actions needed by the HDdUHB should RAAC Planks be present in our Estate. Whilst these surveys were impacted upon by the COVID-19 Pandemic, we were able to complete this work by the

Summer of 2020, at this point we had received reports for the acute Hospital sites and a number of Community sites.

The HDdUHB was able to report back to WG in July 2020, confirming the presence of RAAC Planks at WGH and a small area in the Plant Rooms at Bronglais Hospital (BH) sites.

The HDdUHB sought further assurance on WGH by commissioning a more detailed appraisal on this site, which was received in March 2021 (this involved surveying circa 60 areas within WGH).

Once WG had considered all responses by HBs in Wales, a further NHS Wales Shared Services Partnership (NWSSP) Notification (SESN 22/03) was issued in January 2022 with a request for the information to be provided by March 2022, this was subsequently extended to May 2022.

As noted above, the HDdUHB had already responded to this request but at this point we were able to forward all the technical appraisals undertaken within the HDdUHB by our appointed structural engineers to WG. The reports commissioned by the HDdUHB recommended the following actions which were implemented promptly:

- Introduce 6 monthly inspections as part of the Planned Preventative Maintenance (PPM) Programme to include periodic monitoring to check the general condition of the RAAC Planks and any localised issues or more extensive repairs that may be required in the future.
- Continue to monitor any water ingress on failing roof systems and promptly take any remedial works necessary.
- Introduce specialist RAAC Plank training to provide awareness for site teams and how they should operate where RAAC Planks are identified.
- Implementation of procedures/controls to ensure that all maintenance staff, facilities management and contractors who have access to the affected areas are made aware of the presence of RAAC planks and the potential associated risks of undertaking work in those areas.

At this point, given the nature of the recommendation, the risk was held on a local register within the Estates team and the actions noted above, implemented accordingly. A letter was received from NWSSP-SES in April 2022 requesting that all HBs formally add this item to the appropriate HB Risk Registers. This was reviewed in March 2023 by the HDdUHB and will be reviewed again in June 2023 when we have more understanding following the commencement of further surveys (as noted below).

The current Risk Score is 10 with the expectation that this will increase on completion of the survey currently being undertaken.

Asesiad / Assessment

All submissions from HBs across Wales were then reviewed by WG. This led to a WG decision to appoint, on an All-Wales basis, a specialist structural engineer to revisit all HBs reports that had already been submitted, to review the sites where RAAC Planks had been identified.

Curtins were appointed for this commission and conducted their review of HDdUHB in November 2022. These reports were received by the HDdUHB on 20 December 2022 for our review and action. Following the receipt of these reports the HDdUHB established a Task and Finish Group which met regularly to progress the development of an action plan.

On 22 February 2023 the HDdUHB received a letter from the Deputy Director NWSSP, seeking enhanced levels of information for all areas where RAAC Planks had already been identified. In addition, a wider portfolio review was required of all HDdUHB Estate, whether owned or leased, and across all sectors including Primary Care and so on. This request from WG required the HDdUHB to take the following actions:

For areas where RAAC has already been identified the following will be required:

- Appoint a Structural Engineer from a list of accredited advisors published by the Institution of Structural Engineers.
- Identify any requirements for structural intervention, including the period when such intervention would be essential, for example, the immediate safety lifetime of the Planks in question.
- Identify requirements for future monitoring and maintenance.
- Identify the projected lifespan of the RAAC Plank, for example, how long would it be expected to last?
- Provide an itemised summary of how each of the points raised at WGH and Bronglais Hospital (BH) are being addressed.
- Provide copy of the Corporate Risk log showing how the HDdUHB is managing the presence of RAAC Planks.
- Provide all Health and Safety Policies that have been developed to manage the presence of RAAC Planks (specific to each location).

In response to the above, the HDdUHB has appointed Curtains under a compliant Framework.

The funding needed for this specialist survey work will be in the region of £450k (+ VAT), noting this includes a number of contingencies which will be reviewed as the survey programme progresses. This funding is not currently included in the Discretionary Capital Programme for 2023/2024 and will therefore require the HDdUHB to utilise any contingency sums which are being held. In addition, we expect the survey to identify the need for reparatory works, the extent of which is currently unknown.

The HDdUHB has raised this issue in discussions with WG in order to secure additional funding support. Currently this support is not in place and early indications are that WG will expect the HDdUHB to cover these costs. We will continue this dialogue noting the pressure this will create within our limited discretionary funding.

In order to respond to the questions raised by WG there will be a need to undertake intensive surveys of the areas in question and give a full report on each individual RAAC Plank. In addition to this, and on a sample basis, RAAC Planks will need to be drilled to confirm location of reinforcement bars which is a critical factor in the Planks' structural integrity.

This work will necessitate the decant of ward space as it will be extremely disruptive to clinical services (ie, all ceiling tiles removed, RAAC Planks being drilled with electrical power tools etc).

The HDdUHB has challenged the structural engineers on whether this approach is absolutely necessary, and a formal response has been received saying that this is the only way of identifying the safe lifespan of these Planks and the urgency of any reparatory works.

The current estimated timeline for this survey work is in the order of nine months, although we will need to review this as work proceeds.

We continue to work with clinical managers on the basis of undertaking surveys to one ward at a time. If any repairs are needed to this ward these works will be promptly undertaken and the ward will be recommissioned as soon as possible. This will have an impact on bed capacity and arrangements for this are being progressed by the Director of Secondary Care.

It is possible that if serious concerns are identified in early wards being surveyed, we may need to progress promptly with other ward surveys before being able to recommission the previous ward. Clearly this would have an increased impact on capacity.

The surveys commenced in mid May 2023 in Ward 9, for a period of 4 weeks, which will be followed by a further Ward survey from mid-June.

We are regularly in contact with NWSSP and WG who are fully aware of our planned survey work and the timescales needed to provide a response to the questions raised. We have also advised that the overall timeline will need to be closely monitored as work proceeds and may need to be adjusted.

In addition to the above, a full portfolio review of all other sites including Community, Primary Care, General Practitioners Practices, leased properties etc, which were constructed within a timeline of 1960 to 1995 has been requested by WG. This review will again need to be undertaken by specialist structural engineers. We are currently developing the necessary tender documentation for this commission which will be competitively tendered.

The outcome of this survey will be required to report on the presence of RAAC Planks in the wider HDdUHB Estate.

If RAAC Planks are identified, we are likely to need to follow a similar process to that noted above at WGH and BH to advise periods over which reparatory work will be required, identification of any future monitoring/inspection needs and confirmation of potential lifespan of any RAAC Planks within our Estate.

A schedule of all the sites has been completed and through support from the Procurement team, a competitive tender is to be arranged in May / June to appoint a structural engineer via the Framework. This commission to be arranged in two stages:

- Stage 1 – a desk top check of building type to exclude presence of RAACs, and where needed, identify sites requiring site visits.
- Stage 2 – a site visit to confirm the presence of RAAC.

A bid to the capital programme to be submitted following outcome of the tender.

Survey Update (position on 16 June 2023)

As noted above the structural surveys commenced on 15 May 23 in Ward 9, and extended into the dishwasher area, identified as an area of concern. The survey on these areas has been concluded and a report generated setting out the findings. These findings are summarised below:

Ward 9 – The outcome of the plank survey is as follows:

- Circa 13% in red (high) category – the advice from Curtins is the areas affected should not be re-occupied until remedial works are in place.
- Circa 72% - in amber rating (future monitoring frequencies to be reviewed).
- Circa 5% green.
- Circa 10% un-surveyed but being completed.

Ward 12 – The patients in the ward were transferred to Cleddau Ward, South Pembrokeshire Hospital w/c 5 June and RAAC surveys commenced w/c 12 June. From an initial visual inspection of 50% of the ward two planks were identified as potentially risk rated Red (Critical). Precautionary measures were taken to temporarily shore up these two planks. Surveys are ongoing in June in this ward.

Pot Wash Area – this room was identified as an area of concern and subsequent RAAC surveys were arranged. Curtins categorised the planks in this area as Red (High) and recommended that remedial actions undertaken within a reasonable period. A cost and programme was developed, and a bid for funding submitted. The Capital team approved this bid (circa £77k) and an order has been placed with the contractor to commence works on the 26 June for a period of 4 weeks. During this period the Catering team have enacted contingency plans to maintain the catering service during this period.

Next Steps

- **Ward 9**
 - Ward survey completed and remedial works identified.
 - Curtins finalised and issued design solutions on the 23 June.
 - Framework contractor issued with details to develop works costs.
 - Framework contractor to issue costs w/c 3 July.
- **Ward 12**
 - Survey work scheduled for completion 7 July.

Argymhelliad / Recommendation

The Health and Safety Committee is asked to NOTE:

- The proactive action taken by the HDdUHB in relation to the risks presented by RAAC Planks.
- The additional request from WG requiring specific information on RAAC Plank lifespan and wider portfolio site checks.
- The progress to date on surveys and actions being taken to manage the risks.

Amcanion: (rhaid cwblhau)

Objectives: (must be completed)

Committee ToR Reference:

Cyfeirnod Cylch Gorchwyl y Pwyllgor:

2.1: To receive an assurance on delivery against all relevant Planning Objectives falling in the main under Strategic Objectives 4 (*The best health and wellbeing for our individuals, families and our communities*) and 5 (*Safe, sustainable, accessible and kind care*), in accordance with the Board approved timescales, as set out in HDdUHB's Annual Plan.

	<p>2.4: Provide support to the Board in its role of scrutinising performance and assurance on overall performance and delivery against Health Board plans and objectives, including delivery of key targets, giving early warning on potential performance issues and making recommendations for action to continuously improve the performance of the organisation and, as required, focus in detail on specific issues where performance is showing deterioration or there are issues of concern.</p> <p>2.6: Seek assurance on the management of principal risks within the Board Assurance Framework (BAF) and Corporate Risk Register (CRR) allocated to the Committee and provide assurance to the Board that risks are being managed effectively and report any areas of significant concern e.g. where risk tolerance is exceeded, lack of timely action.</p>
Cyfeirnod Cofrestr Risg Datix a Sgôr Cyfredol: Datix Risk Register Reference and Score:	1382
Galluogwyr Ansawdd: Enablers of Quality: Quality and Engagement Act (sharepoint.com)	Not Applicable Choose an item. Choose an item. Choose an item.
Parthau Ansawdd: Domains of Quality Quality and Engagement Act (sharepoint.com)	2.1 Managing Risk and Promoting Health and Safety Choose an item. Choose an item. Choose an item.
Amcanion Strategol y BIP: UHB Strategic Objectives:	4. The best health and wellbeing for our individuals, families and communities Choose an item. Choose an item. Choose an item.
Amcanion Cynllunio Planning Objectives	5a Estates Strategies Choose an item. Choose an item. Choose an item.
Amcanion Llesiant BIP: UHB Well-being Objectives: Hyperlink to HDdUHB Well-being Objectives Annual Report 2021-2022	10. Not Applicable Choose an item. Choose an item. Choose an item.

**Gwybodaeth Ychwanegol:
Further Information:**

Ar sail tystiolaeth:
Evidence Base:

Within the report

Rhestr Termiau: Glossary of Terms:	Within the report
Partïon / Pwyllgorau â ymgynhorwyd ymlaen llaw y Pwyllgor Ansawdd Iechyd a Diogelwch: Parties / Committees consulted prior to Health and Safety Committee:	N/A

Effaith: (rhaid cwblhau) Impact: (must be completed)	
Ariannol / Gwerth am Arian: Financial / Service:	Capital funding required to deliver the survey programme
Ansawdd / Gofal Claf: Quality / Patient Care:	Direct impact on patient environment. Ward decant being arranged to maintain capacity. Some risk that it will be challenging to maintain capacity dependent on the outcome of the survey findings.
Gweithlu: Workforce:	Staffing impacts being mapped out by operational site teams with full HR support.
Risg: Risk:	The risk is identified on the corporate risk register. Targeted meetings being arranged to manage the programme, to include development of project specific risk register.
Cyfreithiol: Legal:	Not applicable.
Enw Da: Reputational:	Potential for media interest. Communication team supporting the programme.
Gyfrinachedd: Privacy:	Not applicable.
Cydraddoldeb: Equality:	Not applicable.