

APPENDIX 1 – PERSONAL PROTECTIVE EQUIPMENT (PPE)

BACKGROUND

- 1 A key intervention put in place to help stop the spread of COVID-19 and safeguard individuals was the use of effective Personal Protective Equipment (PPE).
- 2 It was evident during the early stages of the outbreak that the Council had to act fast and quickly pulled together a cross section of officers from across the Council to meet the challenge and to ensure that the health and safety of frontline key workers was protected.
- 3 The single purpose was to secure and distribute the right quality and sufficiency of PPE to keep workforce and citizens safe.
- 4 This appendix is focussed on the supply of PPE for social care ie Council staff and contracted providers.

ISSUES

The Challenge

- 5 Understanding the required demand and availability of quality supply against a backdrop of:
 - Rapidly changing guidance impacting on levels of PPE requirement
 - Challenges faced by care providers in securing PPE through their existing procurement channels
 - Lack of robust modelling for the length of time of ‘sustained community transmission’ of enhanced PPE would be required for
 - A full understanding on the amount of PPE required,
 - Ability for Welsh Government / NHS Supplies to be able to give certainty of sufficiency, frequency and quality of supply to local government and the social care
 - International supply and demand for PPE resulting in challenges for suppliers in fulfilling orders.

Demand Modelling

- 6 Evaluating the demand for PPE over the anticipated length of ‘sustained community transmission’ during the pandemic was difficult throughout the period of April and May and it continues to be the case.
- 7 Demand modelling undertaken projects that the Council will need to be able to supply between 250,000 and 330,000 sets of PPE each week to meet social care requirements. This means that over the next 35 weeks until 1st January 2021 the Council may need to supply in excess of 11 million masks, pairs of gloves and aprons to Council staff and our partners. Goggles / Face Visors are reusable and therefore demand is anticipated to be 10,000 per week.

Supply

- 8 Since 23rd March 2020 the Council has been receiving regular supply from the NHS Shared Services Partnership (NHSSSP) which is delivered to the Joint Equipment Store (JES) to be shared between Cardiff Council and the Vale of Glamorgan.
- 9 Although these supplies have been important in meeting demand to date, there has been little forewarning of what supplies will be received and no formal confirmation of Welsh Government or the NHSSSP intention to provide supplies to meet our projected demand requirements. Supplies to date have typically been in the region of 60 / 70,000 of each item, significantly lower than our projected requirement of 250,000 to 330,000 per week.
- 10 The uncertainty of supply and increasing demand projection for PPE has meant that the Council has sought to secure its own PPE supplies.
- 11 From the early stages of the pandemic, the scale of the task was evident, suppliers who had large amounts of stock wanted instant decisions, as they had numerous other customers wanting to buy the products. Plus they required firm decisions and even required part payment upfront to secure stocks that were currently being made, or in factories around the world. For this reason, Procurement and Finance gave approval for purchases to be made with part payment upfront. In addition, to temporarily increasing the approval permissions for the People and Communities Operational Manager for Business, Performance & Policy.
- 12 Each of the PPE products has posed its own challenges to secure. For some, local companies have quickly moved to produce product and supply is easily available in terms of hand sanitisers and visors and although some items such as gloves were easier to secure earlier on they are becoming harder to source as the main producing countries have not been able to gear up quickly to supply the increased worldwide demand. The supply of IIR Surgical Masks was very difficult initially, as it is a product that previously was used in very specific scenarios, however as demand reduced in China, it has itself been able to quickly increase production and start supplying large quantities although we are still experiencing delays due to the tightening of customs arrangements as a result of counterfeit products and the limited air freight capacity.

Welsh Government and Ongoing Demand Issues

- 13 As indicated above, Welsh Government through the NHS Shared Services Partnership (NHSSSP) has been supplying the council with PPE. However this has not been sufficient to meet the level of demand required, hence the need for the Council to proactively secure additional PPE.
- 14 Welsh Government's COVID-19 hardship fund ceases in June and the position after that is currently unclear (with Social Care funding currently only confirmed to the end of May, although indications are that this will be extended). Given modelling indicates that sustained community transmission will be the reality for the remainder

of the calendar year, it would not be prudent or safe to only source PPE up until that date.

- 15 It is therefore proposed that the Council continues to deliver a current procurement strategy to secure sufficient need to meet the need of all Council and social care sector key workers, securing supplies of PPE which represent value for money by placing orders now with a longer lead in time which can be transported by sea rather than flown in at premium cost.

Procurement Strategy Going Forward

- 16 The Council will continue to provide a blended solution which both relies on its own ability to procure and the ability of others through NHSSSP.
- 17 The Council will target a pipeline of supply which will provide a minimum of 12 weeks supply. This will allow the Council to continue to appraise the supply coming through from NHSSSP but give sufficient time to secure future deliveries if required.
- 18 It is estimated that 12 weeks supply of 300,000 sets of PPE at current likely prices will cost £3,860,000 based on the weekly costs as set out in the table below albeit we do have a strong pipeline for masks:

	Units Per Week	Likely Price Paid	Total
Type IIR Masks	300,000	£ 0.60	£ 180,000
Aprons	300,000	£ 0.11	£ 32,113
Gloves	450,000	£ 0.09	£ 40,500
			£ 321,615

(some aspects already committed to via the weekly pipeline eg masks)

- 19 Adopting this strategy will mean that the Council can maintain a degree of control over supply without over committing supply if NHSSSP are able to deliver. It should also be noted that discussions are ongoing between NHSSSP and NHS England re a Four Nations sourcing approach that would see all supplies being purchased and distributed by NHS England via the NHSSSP.

Meeting the Logistical Challenge

- 20 To control the logistics locally, two sites were secured to ensure the appropriate supply of PPE.
 - **Dominions Way Main Warehouse:** The Libraries Stocks & Stores was used at the main location for receiving and distributing PPE across the city. The site was also selected to distribute emergency food and the volunteers and repositioned staff to assist with both processes. It was evident early on that more space would be required, and the Council secured an additional 3 units at nil rent. All deliveries were relocated to this site, including WG/NHS Supplies that were moved from the Joint Equipment Service.

- **Willcox House (Out of Hours):** to ensure that PPE could be accessed 24 hours a day 7 days a week Willcox House was used an emergency out of hours location. Emergency PPE packs are made up and available for any provider across the Cardiff. Providers can call the Emergency Duty Team number, who will then seek approval from the Social Services on call officer to approve. Access is then made available from the Alarm Receiving Centre to the provider collecting. Demand on this Out of Hours provision has been minimal and expected to further decrease as service areas and social care providers are receiving their regular supply.

RESOURCE REQUIREMENTS

- 21 Whilst the support outlined in this appendix exceeds existing budgetary provision for 2020/21, the arrangements are considered to be within the budgetary framework on the basis that additional expenditure is directly attributable to the Covid-19 crisis. As such, there is an expectation that costs will be reimbursed from the Welsh Government's Covid-19 Local Authority Hardship Fund, which includes a sum of £40 million in support of Adult Social Care across Wales. The funding is confirmed up until the end of May 2020, although indications are that this will be extended, and as such, these arrangements will need to be kept under review.
- 22 The anticipated spend this financial year is estimated to be in excess of £5M with £2.4M already claimed back via the Welsh Government COVID-19 fund (£0.400M in March and £2M in April).
- 23 In addition, wider service implications for use of PPE are being considered eg the managed return to schools and office based work and as such these will need to be factored into future council wide modelling along with the financial impacts.
