

SSE Arena Belfast COVID Vaccination Centre Evaluation Report



#### Foreword

Since March 2020 the COVID-19 pandemic has affected all parts of society with lockdowns, increased hospital admissions and sadly deaths across all age groups in every region of Northern Ireland. The development of vaccines which could reduce the impact of COVID-19 was the breakthrough that everyone had been waiting for and in December 2020, in line with guidance set out by the Joint Committee for Vaccination and Immunisation (JCVI) the Department of Health implemented and led a Regional Vaccination Programme.

In order to rapidly increase vaccination rates a Mass Vaccination Centre for the Region was required and the South Eastern Trust was asked by the Department of Health to lead this project. The Project Group worked to identify a suitable location and develop operational procedures which would facilitate the vaccination of up to 6,000 people per day. In order to deliver this ambitious number, more staff eligible to vaccinate would be required and our health & social care staff really stepped up to the challenge. Nursing, pharmacy, medical, dental, AHP and support staff from across the Trust supported the programme either through temporary redeployment or undertaking additional hours. Retired colleagues also supported the programme and answered a workforce appeal to return to practice.

The National Protocol for Vaccination was implemented which permitted selected groups of non-registered staff groups to deliver vaccines. These groups included Military personnel, medical students and veterinary surgeons.

This was a mammoth undertaking never before seen in Northern Ireland and the delivery of this ambitious project is testament to the willingness of all those involved to go above and beyond during a time of already increased pressure across all Healthcare settings. This evaluation is a rich opportunity to adapt and implement learning across the organisation.

We would like to thank all those involved in the project and also those who have contributed to this report.

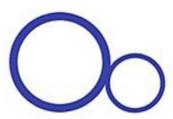
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# SSE Arena Belfast COVID Vaccination Centre Organisational Learning

## **Vision**

A shared vision and purpose was the catalyst to the vaccine effort



## Leadership

Clear leadership structures and decision making enabled agile service design

## **Systems Thinking**

of vaccination centre, with focus on flow and the patient journey



## Communication

Importance of a structured communication strategy including daily huddles and feedback loops.

## Recruitment

A timely recruitment process is necessary to build a multidisciplinary vaccine team at pace



## Rostering

Equity in accessibility, availability and management of rostering is important to the vaccine team

## Environment

Consideration must be given to the importance of the environment for people working in an unfamiliar setting



## **Patient Centred**

Patient centred design of the vaccine centre provided a holistic approach to service delivery

## **Experience**

Experience working as part of the vaccine team was formative for student and international nursing workforce.



## Leverage of Skills

Organisational opportunity to leverage new skills and expertise gained by staff

#### Introduction

The COVID-19 pandemic has infected tens of millions of people worldwide causing many deaths. Healthcare systems have been stretched caring for the most seriously ill and lockdown measures to interrupt COVID-19 transmission have had adverse economic and societal impacts.

As vaccines were developed, large scale population vaccination was seen as a solution. The Department of Health developed UK COVID-19 Vaccines Delivery Plan. While Primary Care traditionally administered seasonal vaccinations to the general public the need to vaccinate as many people in as short a timeframe as possible required the extension of the programme to Secondary Care teams. The initial phase of the programme commenced with the most vulnerable in society and while GPs vaccinated those aged 80 and over, residents and staff in the Care Home setting were vaccinated by Trust teams.

The South Eastern Trust Staff Vaccination Centre located in the Acute Services Block, Ulster Hospital quickly expanded the service to include eligible members of the public increasing the number of vaccinations from 500 to 1,200 per day.

The Department of Health commissioned a move to create mass vaccination centres to assist in the vaccine rollout. The Trust initially had seven weeks to implement this Centre however was quickly asked to bring this forward and the Centre opened in six weeks. This involved multi-sectorial planning and organisation at pace including redesign of large scale venues, establishing the vaccine supply chain, gathering a multidisciplinary workforce, IT infrastructure and adopting national vaccine protocols.

#### **Overview of SSE Vaccination Centre**

The SSE arena vaccination centre opened as a facility at the end of March 2021 initially for those 60 and under, not already vaccinated through the trust or GP programmes.

The Minister said speaking at the time that the "The mass vaccination centre at the SSE Arena signals yet another significant step forward in the roll out of the vaccination programme across Northern Ireland."

From opening on 29<sup>th</sup> March 2021; 355,000 vaccines where given and 1370 staff where on roster working in the SSE Arena Belfast before the doors closed on the 22<sup>nd</sup> August 2021.

This was a remarkable achievement which was been made possible by the work of the committed staff in the centre and those members of the public who came forward for vaccination.

#### Methodology of Evaluation

The focus of the evaluation was to collate experiences of the team working in the vaccination centre located at the SSE arena, to conduct narrative analysis and apply learning back to the organisation.

The methodology had a twofold approach; a structured online questionnaire that was circulated to all working in the vaccination centre with a response rate of 43% (382 people) responding to this questionnaire and in-depth interviews were conducted with 25 people. These face to face interviews represented the diversity of roles within the vaccine team. Content conceptual analysis was used to quantify and analyse the themes of the experience of the vaccine programme effort. This information has been collated to shape organisational learning.

#### **Demographic Information of Respondents**

The previous occupations of staff were extremely diverse before commencing their roles within the SSE Vaccination Centre. Alongside healthcare professionals and support staff there where staff previously from retail, travel and hospitality industries. There were a number of retired practitioners preciously from medical, nursing and pharmacy occupations that took the opportunity to utilise their skills by joining the workforce and helping with the roll out of vaccinations. Job roles within the vaccination centre enabled medical & nursing students to be part of the workforce allowing them hands on experience in patient care and the administration of vaccines.

Detailed below are the previous occupations of vaccination centre staff:

**Table 1: Occupations of the Vaccine Team** 

Previous Occupations	Total
Admin	60
АНР	14
Dental	17
ICT	6
Medical	23
Nurse	105
Other e.g. hospitality, travel & retail industries	22
Pharmacy	31
Retired medical/nursing/pharmacy	49
Student	53
Support services	2

From the respondents that completed the questionnaire, listed below are the job roles that they carried out within the SSE Vaccination Centre

Table 2: Job Role at the SSE Vaccination Centre

Job Role at SSE Vaccination Centre	Number of
	Respondents
Admin: Project Coordinator	3
Admin: Team Lead	5
Admin	74
E-Roster Manager	1
Lead Nurse Manager	1
Nurse Manager	7
Patient Experience	2
Pharmacy: Lead Pharmacist	4
Pharmacy: Pharmacist	22
Pharmacy: Pharmacy Assistant	9
Vaccinator	200
Vaccinator Support Team	42
SSE Arena Staff	5
Military	1
Other	6
Total:	382

The staff roles that completed the face to face interviews included:

**Table 3: Job Roles of Interview Participants** 

Job Role	Nos. of respondents
Admin	6
Vaccinator Support Team	6
Lead Nurse Manager	3
Vaccinator	3
Senior Nursing Assistant	2
Pharmacy: Pharmacist	2
ICT Support	2
Patient Experience	1

From the respondents who completed this question, 51% of staff working in the SSE vaccination centre where employed for designated shifts, 14% worked there on a full-time basis and 35% worked there part-time. The main arrangement for staff to work was through bank shifts with a small number of staff being seconded or redeployed into roles.

#### Motivation

The spirit of the teams working in the vaccine centre was remarkable as most people had opted to work there, spurred on by the common purpose to contribute to the COVID-19 vaccine response. Evident throughout all of the interviews conducted was the overarching motivation to help for working at the SSE vaccination centre. The staff had a drive to help colleagues, help protect family and friends and to help play a part in getting the population vaccinated.

"When the vaccination opened up to medical students myself and my colleagues were delighted as we finally felt we could give back and be part of the pandemic, that will no doubt have an impact on our future career and how we practice medicine in the future."

'After seeing first-hand the effect Covid had ....I wanted to be part, a small part of the NHS. I was proud and everyone I worked with committed to being part of one big team. Thank you for the opportunity'

'Great experience to be involved in the centre and be able to give something back. Loved the contact with the public and meeting new work colleagues. Lots of positive feedback which is very appreciated.'

Other motivational factors included the opportunity to utilise skills; retired professionals retrained in order to help in any way they could. Medical students had the opportunity to develop hands on experience and to learn new skills which was cited on a number of occasions as of great benefit to their learning now and to also their patient care throughout their career ahead. The opportunity of being part of a team, financial benefit, returning to employment and responding to the workforce appeal was amongst the other motivations listed.

#### **Induction and Training**

Of the 338 survey responses regarding training, 88% of people had undertaken training to be part of the vaccine centre team. As part of the introduction to the SSE Vaccine Centre, 71% of people had undertaken induction training that was specifically focused on the clinical vaccination process. Support was provided via multiple methods for staff working in the vaccination centre as detailed below:

Figure 1: Number of People Participating in Training and Induction as Part of Vaccine Team



The training provided was comprehensive with induction sessions on site and the opportunity for shadowing other team members noted as being extremely beneficial and supportive to staff. The support that was provided for staff was highlighted on numerous occasions. Staff felt supported by team leaders, by peers and there was a great sense of team work for training and induction provided. The support from lead nurses, lead pharmacists and the vaccination team enabled staff to build competency in the processes involved, providing confidence in the delivery of vaccines, patient care and communication. Training was accessible via Page Tiger, easy to follow and seen as a great resource of standardised practise. It was reported there was great team work and camaraderie during induction. Colleagues with greater experience and knowledge were willing to provide assistance to others.

'Induction before starting on day 1 allowed staff to be familiar with SSE and understanding of the processes that would be involved. Briefings amongst all staff and also between the different disciplines ensured any new updates/ changes were communicated quickly and effectively.'

'Working with the whole team was inclusive and inspiring. Everyone was in it together and all very helpful. It is a very happy place to work.'

'The team was so structured. Everyone was so approachable and the atmosphere was electric. Everyone was so helpful from being greeted at the door, being directed to where ever. Administration was helpful and IT was brilliant.'

Handovers at the start of each shift where noted as being extremely supportive, further assistance that would have been beneficial to the on-going training of staff was in relation to important information being sent out via email, ensuring that all staff working at SSE where kept up to date and informed.

Standard Operating Procedures (SOP) for the SSE were created at the start of the vaccination programme and made accessible through pagetiger. It was noted by numerous respondents that they were unaware of these SOP; they suggested that dissemination would have provided a helpful guide for processes and ensured that all teams where working across the system to the same standard.

#### Themes

Thematic analysis was conducted on the reflections and experiences of working in the vaccine centre. The eight domains have transferable organisational learning with application to ongoing vaccine effort and general service delivery.

#### Leadership

The role of the lead nurses was key to the functioning of the vaccine centre. The leads in pharmacy, administration and erostering were also cited as being supportive and facilitating good team relationships and processes. Leaders were reported as having a positive attitude, encouraging collective leadership to make necessary service changes at all levels and always being visible and approachable on shifts. It

was felt by a few respondents that some leadership styles evident where more towards command and control, inhibiting team autonomy and good practice.

The importance of system planning was recognised by the leadership team who focused on the flow of the patient pathway and were keen to establish feedback loops to make process changes when necessary. The agility of the leadership team was essential.

'The decision making was quick and instructions from the lead nurse and project coordinators was clear and to the point.'

'Clear leadership structures enabled the vaccinator teams to practice with confidence. The role of the coordinators for clinical checks reduced the pressure on the team and gave confidence to practice. Escalation of problems was consistent with clear protocols implemented.'

'For me the support of the Project Co-Ordinators worked extremely well, knowing you have the support of managers definitely made the role more enjoyable.'

#### Transferable learning:

- Clear leadership structures with decision making autonomy enabled agile service delivery.
- Establishment of feedback loops facilitated good decision making.
- Team leaders modelled collective leadership with inclusive positive attitudes.

#### Communication

The sharing of information clearly and in a timely manner was key in a rapidly evolving landscape. The SSE vaccination centre was operational over a timeframe when new COVID-19 vaccines were introduced into Northern Ireland and vaccine protocols were changed frequently. The organisational process changed dramatically with different staffing components and structures. Communications via the daily sessional briefing huddles were cited as essential by many, particularly those who worked occasional shifts at the centre. Clear guidance of what was expected at each session reassured the vaccination team. Some respondents reported that communication varied and at times there where difficulties with internal communications and accessibility to team leads. Vaccinators starting middle of shift felt a deficit of information as they had missed the team huddle.

Communication boards and or use of emails would have further enhanced the communication with staff and ensured that the required information that staff needed to know at the right time was available.

'Truthfully, the management team where brilliant and approachable. At report prior to shift everything was loud and clear. '

'Communication was key within the team, if a problem arose, it was always sorted quickly.'

Communication with patients was highlighted as an important aspect of care, many people had concerns about the efficacy and safety of the new vaccines and were keen to have a conversation with the healthcare team. Other patients had anxiety and needle phobia and the vaccine team reported the importance of taking extra time to explain the procedure and allay fears.

'I learnt how important it is to take time to listen as well as provide care.'

#### Transferable learning:

- Daily huddle safety briefings are essential in standardisation of practice and assurance concerns.
- A structured communication strategy is important to the organisational function.
- Importance of compassionate communication with patients, creating time and space for conversation and reassurance.

#### Organisation

The organisational management had four subthemes highlighting important aspects of the vaccine process.

#### Flow

The efficiency of the vaccine process was foundational to the system design. The vaccine centre was designed focusing on the patient pathway with flow central to the process. The system pathway considered the entry point as when people entered the SSE until they were discharged from care. The SSE arena team coordinated the parking and queuing outside the venue.

'The process was well thought out and appeared to work smoothly from security at the door, through admin, to vaccination to the observation and discharge area.'

The flow management was agile with vaccinators being moved to respond to busier lanes. There were staff designated flexibly to cover lunch breaks and facilitate timeliness of care.

'It was a like an efficient conveyor belt.'

'I thought it was a very well-run machine.'

The layout of the vaccine centre with different routes for different vaccines and planning round the various tasks of the vaccination process was appreciated by the respondents. They reported this design was enabling of a smooth and efficient process. There was an appreciation of the design towards good infection prevention control with regards to social distancing for both patients and the vaccine team.

#### **Service User Flow**

For some service users it was highlighted that the flow through the vaccination centre was referred to as difficult with unnecessary duplications which caused bottle necks throughout the system. Moving from one cubical to be assessed to another for the vaccination was noted as being upsetting for people who were nervous about getting the vaccination. It was suggested by some respondents that service users with appointments should have been separated from the drop in patients as this caused frustration for people waiting with appointments.

#### **Process**

Due to the induction of the National Vaccination Protocol for the first time in NI, the vaccine process was split enabling utilisation of a larger non-registrant workforce to enhance the capacity for the roll out of the vaccine. The induction of the protocol from the Department of Health maximised the roll out in an efficient and timely manner in the middle of a pandemic.

Feedback from staff however highlighted that the splitting of the vaccination process into assessor and vaccinator caused problems with the flow and throughput for service users and it was difficult if there was a need to be able to share necessary information regarding patient safety between assessor and vaccinator when working across 2 cubicles.

Many staff who were trained as vaccinators where not used in this capacity but rather used for checks which caused frustration and a feeling of underutilisation of skills sets.

Many of the vaccinators had experience of working in other vaccine centres across the Region. Those who had, reflected on the delay in the process created by the individual vaccinator reconstituting each vial of vaccine in the SSE Vaccine Centre. They commented on the time taken to queue for vaccine vials and wait for the reconstitution check. People suggested a designated vaccinator working with the pharmacy team to reconstitute the vaccine vials for vaccinators to collect would greatly improve the efficiency of the process.

#### Recruitment

Regional recruitment was conducted by multiple agencies through the workforce appeal, the multiple employers involved in the evolving process created a challenge to recruitment timeframes and applicant experience. Participants reported the recruitment process for working at the vaccination centre was long and complicated through the workforce appeal. It was felt that the communication was poor and that there was minimal response via email, it was noted that there was poor communication between completion and start date.

#### Transferable learning:

Flow and systems thinking is essential when designing a mass vaccine centre.

- Real time feedback loops enabled agility of the process to restructure to improve flow.
- The utilisation of staff skills is important to the vaccinator team.
- Assessment and vaccination provided together in the same cubicle assisted flow and reduced patient anxiety.
- Vaccination reconstitution conducted centrally to increase process flow.
- A robust Trust led recruitment campaign would be preferable to ensure more timely and transparent recruitment processes are in place to build a vaccine centre team.

#### **Team Working**

The importance of team work was highlighted by 63% of respondents. There was recognition of the different professions and backgrounds involved in the wider team and much appreciation for different contributions. The importance of clear roles and responsibilities were crucial to team function.

'Daily allocation worked extremely well, admin team knew exactly where they were on a particular day and what they had to do.'

'Team work was the engine that drove the centre.'

The vaccine leads looked at the interfaces along the process, what each team needed from each other, in response the information flow was adapted to enable the process. As the vaccine process was spilt into two functions, assessment and vaccine administration, clear roles were very important for team members. The daily briefing supported the understanding and expectations of roles.

The multidisciplinary composite of the team enabled experience and expertise to be shared across the service. Working with many professions and disciplines enriched the experience. Good team working was cited as enabling a holistic approach to patient care, all people involved in the team were encouraged to provide clear and compassionate care.

Working with a variety of team members you can learn from everyone's different experiences and background, Learn new skills and how to deal with different scenarios.'

The structure of people working in pairs was seen as effective and promoting a culture of safety. The buddying up of people during induction continued the camaraderie during the vaccine shifts and helped to connect the team.

'There was great team work supportive colleagues a good attitude to getting work done especially when the team was under pressure.'

The importance of everyone being equally valued and recognised was foundational to establishing good working relationships. People reported the positive experience of large numbers of different grades of staff working together, wearing the same uniforms and being treated equally.

'Team worked well together from the door staff, the admin staff, pharmacy and vaccinators, everyone knew that every staff member was equally important.'

'A positive working environment was a component of the joy of working in the vaccine centre'

The variation in payscale for people doing the same role in the vaccine centre according to their original profession caused tension for some team members.

Working across different organisations at times highlighted variation in practice, such as the cleaning standards that trust staff and non-trust staff had to adhere too within the arena, the poor cleanliness of cubicles and toilets where noted by staff.

#### Transferable learning:

- Good team working provided a holistic approach to patient care.
- Everyone being treated equally greatly assisted team work.
- Buddy system was a great support for staff.

#### **Staff Processes**

Communication from the rostering team was good and enabled the efficient booking of shifts. Rotas were easy to access online and afforded flexibility to the vaccine team.

The online roster system was responsive, updated and amended in a timely manner to support staff booking shifts in advance. Some staff noted that it became harder to contact the health roster team over time.

Employee Online was reported as an effective way to plan staffing with regards to the demand. The EOL app was noted as very accessible for booking and cancelling appointments, however numerous staff made comment that there was a lack of equity when it came to being able to book shifts and that communication regarding shifts could have been improved. The day and time that shifts where released was commented as unpredictable with minimal notification that shifts where available to book. Cancellation of shifts and the reasons why these shifts had been cancelled at short notice was highlighted as people were planning their working week on these shifts.

#### Transferable learning:

- Shifts released at same time each week would provide greater equity for staff availability.
- Direct contact to erostering team was beneficial.
- Utilisation of EOL app was very effective.

#### **Shared Purpose**

The shared purpose to be involved in the regional vaccine effort was a major driver for the team and set the cultural tone for collaboration and good working relationships. People reflected that it was a great atmosphere to work in.

'It was brilliant to work with a wide array of people for the good of the population.'

'The staff are the heart and soul of the programme, from the admin team, pharmacy, roster team, infection control, housing keeping and management staff working with the SSE staff together. This all contributed to a happy place to work.'

Providing compassionate care to patients was the value base across the vaccine team, many people discussed the importance of taking time to answer queries and allay fears of the vaccines used. People felt confident in their roles and supported by managers to provide treatment despite changing vaccination rules and understanding. There was great trust in leadership of the purpose of the service.

A component of the job satisfaction felt by many was the societal contribution made by participating in the vaccine effort; it was a main motivating factor of returning for shifts. Recognition of the work impact by the public, media and the senior managers of the Trust were motivating factors.

#### Transferable learning:

- A common purpose was the catalyst and motivation for the vaccine effort.
- A clear vision and purpose was essential amongst all staff.
- A culture of collaboration is important when establishing a multidisciplinary team at pace.

#### **Environment**

The facilities were important to the respondents. Working in an unfamiliar centre, people were acutely aware of the environment. The catering, free food, available parking were cited most frequently as what worked in the vaccine centre. This was seen as part of the reward of working in the vaccine effort.

The importance of good Infection Protection Control measures are foundational to all health and social care provisions. Numerous staff highlighted that within the SSE arena there the lack of hand washing in the clinical cubicles. It was also mentioned that the changing and toilet facilities where inadequate and didn't allow for social distancing.

Within the arena it was described as being noisy which made it harder to communicate with service users and the music was played on a loop which impacted on the working environment for staff. The temperature and lighting was highlighted as being areas that required improvement.

There was a lack of seating within the arena which was difficult for elderly and people with mobility issues in times of long queues.

#### Transferable learning:

- Free catering and parking for staff was appreciated as a reward.
- Infection prevention control measures fundamental to mass vaccine centre design.
- Consideration must be given to the importance of the environment for people working in an unfamiliar setting.

#### **Students/International Nurses**

The Vaccine centre was a great opportunity for learning for students both medical and nursing. Students commented that close working with other professionals in the vaccine centre had modelled good practice. Medical students reported they had improved their patient management skills especially communication and supporting people experiencing anxiety to care.

'I now understand the use of Hello my name is.'

'I improved my communication skills, learning how to make a patient feel comfortable and at ease'

Students also reported the benefits of understanding the structure of the health service further by working with various members of the multidisciplinary team. They claimed it enhanced their professionalism and openness to collaboration in their working lives.

'I gained new knowledge and skills which are transferable, this will hopefully enhance medical student and doctor life.'

International nurses were also part of the vaccine team and worked in the centre whilst waiting for their nursing registrations to be processed to work in Northern Ireland. The nurses noted the experience in the vaccine centre had been a great start to working in a new country and reported learning about the different health structures, roles and recording systems. They enjoyed meeting local people and building friendships which was cited as a great support in the early days of working, helping understand culture and accents. The international nurses felt this time in the vaccine clinic had been a formative experience and would support their move to the ward.

'I made friends which has reduced my fear of starting in the hospital.'

'People were welcoming and we worked so well together.'

This experience highlighted the importance of the initial support and rotations for international workers coming to join the health and social services in Northern Ireland.

#### Transferable learning:

- The vaccine centre afforded opportunity for students to develop practical and patient care skills.
- Importance of support, connection and rotations for international workers joining HSC.

#### SSE Applied Learning

Participants focused on new management and leadership skills they had acquired, citing they would use this knowledge transfer in their substantive roles. Specific learning focused on complex decision making, coordinating large teams, logistics and applying flow to processes. Some feared that their new skills would not be leveraged back in their teams. Some respondents declared ambition to seek new management roles following this experience and hoped the organisation would recognise their development.

'I will be applying for team leader roles as I have taken on much responsibility and am good at it.'

'Having gained experience in SSE, I hope there are opportunities to progress.'

Team members who had stepped into leadership roles highlighted the significance of the organisational connections they had made across specialties, services and how these relationships would be useful for future collaboration and system approaches.

#### Transferable learning:

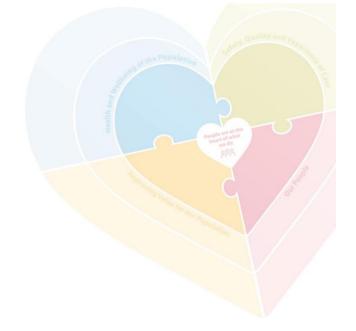
- There is organisational opportunity to leverage the experience and skills gained from the staff cohort.
- Development of skills learned and utilisation back into Trust teams and core functions.
- Some staff showed concern that their new skills would be unrecognised and underutilised.

## Overview of Organisational Learning from the Experiences of Working in the Mass Vaccination Centre

The effort made by the team planning, managing and delivering the vaccine centre was immense and it is crucial that learning is captured for the ongoing vaccine effort but also to influence service design and delivery across SEHSCT. Ten key lessons were highlighted as a result of the impact evaluation.

#### **Table 4: Summary of Organisational Learning**

- 1. Clear leadership structures and decision making, enabled agile service design.
- 2. Recognition of the importance of a structured communication strategy including SOPS, daily huddles and feedback loops.
- 3. Systems thinking is essential in design of a mass vaccination centre with particular focus of flow of a patient journey and the vaccine process.
- 4. A timely recruitment process is necessary to build a multidisciplinary vaccine team at pace.
- 5. Patient centred design of the vaccine centre provided a holistic approach to service delivery.
- 6. Equity in accessibility, availability and management of staff shifts is important to the vaccine team workforce
- 7. A shared vision and purpose was the catalyst to the vaccine effort.
- 8. Consideration must be given to the importance of the environment for people working in an unfamiliar setting.
- 9. Experience working as part of the vaccine team was formative for student and international nursing workforce.
- 10. There is an organisational opportunity to leverage new skills and expertise gained by staff.



Thank you to all of the people who contributed to this evaluation and the wider effort of the Covid Vaccination Programme in South Eastern Health and Social Care Trust

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