

VIRGINIA DEPARTMENT OF HEALTH
Office of Licensure and Certification
Staff Analysis

April 13, 2020

Inova Health Care Services, Inc. (3/30/2020)

Inova Fair Oaks Hospital

Fairfax, Virginia

Temporarily add 15 medical/surgical beds and 15 intensive care unit beds at Inova Fair Oaks Hospital

Hospital

Inova Fair Oaks Hospital (IFOH) is a 501(c)(3) Virginia nonstock corporation. IFOH is an incorporated division of Inova Health Care Services, Inc. (which does business as Inova Health System), which is also a 501(c)(3) Virginia nonprofit, nonstock corporation. The sole member of Inova Health System is the Inova Health System Foundation, Inc. The Inova Health System's offices are located in Falls Church, Virginia. IFOH is located in Fairfax, Virginia, which is in Planning District (PD) 8 of Health Planning Region (HPR) II.

Background

On March 12, 2020, Governor Ralph Northam declared a state of emergency throughout Virginia in response to the coronavirus pandemic. Subsequent to this declared state of emergency, on March 20, 2020, Governor Northam signed Executive Order 52 (EO 52) providing that notwithstanding the provisions of Article 1.1 of Chapter 4 of Title 32.1 of the Code of Virginia the State Health Commissioner (Commissioner), at his discretion, may authorize any general hospital or nursing home to increase licensed bed capacity as determined necessary by the Commissioner to respond to increased demand for beds resulting from COVID-19. Such beds authorized by the Commissioner under EO 52 would, notwithstanding Virginia Code § 32.1-132, constitute licensed beds that do not require further approval or the issuance of a new license.

According to 2018 data provided by Virginia Health Information (VHI), IFOH operates an inventory of 182 licensed beds (**Table 1**). IFOH is taking all reasonable efforts to reduce inpatient census to free beds to respond to the COVID-19 crisis, including complying with the March 25, 2020 Order of Public Health Emergency 2.

Request

IFOH cites and emergent need to expand bed capacity due to an influx of patients and increased bed utilization resulting from COVID-19 infection. IFOH requests authorization to temporarily add 15 intensive care unit (ICU) beds and 15 medical/surgical beds. The requested beds would be added on

the IFOH campus located at 3600 Joseph Siewick Drive in Fairfax. More specifically, the requested medical/surgical beds would be spread across existing adult inpatient units, while the additional ICU beds will be located in converted space in the post-anesthesia care unit (PACU). The medical/surgical beds will be used either to support existing operations or for COVID-19 patients, depending on the nature and timing of patient demand. The ICU beds will be used to supplement normal operations, permitting existing ICU beds to be used for COVID-19 patients. The resulting bed configuration at IFOH is shown in **Table 1**.

Table 1: IFOH Requested Temporary Bed Inventory

Bed Type	Existing Beds	Requested Additional Beds	Resulting Available Beds
ICU	12	15	27
Med/Surg	118	15	133
Obstetric	44	0	44
Pediatric	8	0	8
Total	182	30	212

Considerations

In determining whether a need exists for the requested additional bed capacity, the State Health Commissioner established the following factors for consideration, when applicable.

1. Ongoing efforts to increase the availability of existing beds, such as suspension of elective procedures:

IFOH has made assurances that, in an effort to free up existing capacity, and in compliance with the March 25, 2020 Order of Public Health Emergency 2, it has temporarily suspended all elective procedures that, if delayed, are not anticipated to cause harm to the patient.

2. The availability of professional and ancillary staff to provide care in the additional beds:

IFOH asserts that staffing will be provided by cross-training and redeploying operating room and PACU RNs to work in the critical care and floor units, by cross-training and redeploying ambulatory RNs and APPs to work on inpatient floors, and by modifying staffing levels and providing centralized telemedicine support.

3. The availability of medical supplies and personal protection equipment in the facility:

IFOH did not specifically address the availability of medical supplies and personal protection equipment at its facility. IFOH is in the same condition as other hospitals regarding the availability of PPE. The VDMAC has suggested moving toward the adoption of crisis standards of care to, in part, preserve available supplies.

4. The specific plan for increasing bed capacity:

The 15 requested medical/surgical beds will be spread across existing adult inpatient units and will be used either to support existing operations or for COVID-19 patients, depending on the nature and timing of patient demand. The 15 requested ICU beds will be located in converted space in the PACU and will be used to supplement normal operations, permitting existing ICU beds to be used for COVID-19 patients.

5. Where the beds will be located and the life safety code considerations of the location:

Because the requested 15 additional medical/surgical beds will be located across existing adult inpatient units, life safety code requirements will be maintained. With regard to the 15 requested ICU beds, the PACU headwalls and support systems are consistent with the needs of ICU patients, and the PACU smoke compartment is maintained with the existing I-2 Institutional occupancy. The PACU meets all requirements of NFPA 101 for smoke compartmentalization. Additionally, the facility is fully sprinkled and has a 24/7 monitored central fire alarm system. Accordingly, the space meets life safety code requirements for the type of patients expected to occupy the space.

6. The availability of beds at other community hospitals and nursing homes in the community:

Per the 2018 data provided by VHI, there are 3,209 licensed inpatient beds in PD 8, of which 1,749 are medical/surgical beds and 326 are ICU beds. The overall bed capacity does not inherently take into account the extent to which, due to the rapid rate of infection of COVID-19, how many new cases may arise, and thereby overwhelm IFOH's and the area's capacity to treat patients, thereby jeopardizing the quality of care for residents of PD 8. IFOH's proposal increases its bed capacity by 16% and increases PD 8's bed capacity by 0.9%. More importantly, because IFOH proposes to add ICU beds, the request represents a potential 5% increase in available ICU beds in PD 8, from 326 to 341 beds.

7. Other alternatives to adding bed capacity:

As discussed, given that IFOH has already provided assurances that it has suspended all elective procedures, and the anticipated bed capacity shortages at other facilities in PD 8, as well as the difficulty in anticipating how many cases of COVID-19 may arise in PD 8, there are no alternatives to the requested temporary addition of bed capacity. IFOH is part of a hospital system and its addition of licensed bed capacity is party of the system's overall response to the need for additional capacity.

8. The current state of COVID-19 in the community:

At the time of this writing, the Virginia Department of Health reports that Virginia has 5,747 cases of COVID-19, the illness caused by the virus, and 149 deaths.¹ To date, the Centers for

¹ <http://www.vdh.virginia.gov/coronavirus/>

Disease Control and Prevention has confirmed 525,704 cases in the United States, with 20,486 deaths.² The Fairfax Health District currently reports 1,167 COVID-19 patients with another 1,393 in the surrounding jurisdictions.

Recommendation of the Health Systems Agency of Northern Virginia

The Health Systems Agency of Northern Virginia (HSANV) recommended approval of Inova's request and noted that the request appears thought out and prudent. Among other considerations, the initiatives described:

1. Respond directly to the intent and provisions of Executive Order 52. The request is for expanded inpatient bed capacity, adult medical surgical beds and intensive care beds.
2. Cover all Inova community hospitals, taking advantage of space and capabilities in each facility that can be returned to service or converted to special use quickly.
3. Contemplate economically rational changes, converting post-anesthesia care units to temporary intensive care units, recapturing medical-surgical bed space recently vacated during campus renovation and modernization projects, and accelerating the deployment of inpatient capacity under development as part of authorized capital expenditures.
4. Represent a critical inpatient element of the broader, more comprehensive Inova response to community concerns and local medical care needs arising from the unfolding COVID-19 epidemic.

Findings and Conclusions

Inova Fair Oaks Hospital proposes to temporarily add 15 medical/surgical beds and 15 ICU beds to its existing inventory. The requested medical/surgical beds would be spread across existing adult inpatient units and used either to support existing operations or for COVID-19 patients, depending on the nature and timing of patient demand. The requested ICU beds will be located in converted PACU space and used to supplement normal operations, permitting existing ICU beds to be used for COVID-19 patients. DCOPN finds that, due to the sudden and overwhelming increase in acute care cases resulting from COVID-19 infection throughout the Commonwealth, Inova Fair Oaks has an immediate need to temporarily add the 15 medical/surgical and 15 ICU beds. Inova Fair Oaks has demonstrated that the rapid rise in COVID-19 cases has created an emergent need for a temporary increase in bed capacity. In the absence of a temporary increase to bed capacity in the planning district, it is conceivable that the continued rise of COVID-19 cases could overwhelm the hospital's capacity to treat patients, thereby jeopardizing the quality of care for residents of PD 8, and limit the ability of health care providers adequately treat and limit the spread of the virus.

² https://www.cdc.gov/coronavirus/2019-ncov/cases-updates/cases-in-us.html?CDC_AA_refVal=https%3A%2F%2Fwww.cdc.gov%2Fcoronavirus%2F2019-ncov%2Fcases-in-us.html

Staff Recommendation

This staff report recommends the **approval** of Inova Healthcare Services, Inc.'s request to temporarily add 15 medical/surgical beds and 15 ICU beds at Inova Fair Oaks Hospital. The staff recommendation is based on the following findings:

1. IFOH has demonstrated that, due to the reasonable expectation of a sudden and overwhelming increase in acute care patients resulting from COVID-19 infection, IFOH has an immediate need to temporarily add 15 licensed ICU beds and 15 licensed medical/surgical beds.
2. IFOH's plan for cross-training and redeploying operating room, PACU, and ambulatory staff is a reasonable solution for staffing the additional beds.
3. IFOH's plan to expand bed capacity in existing hospital space throughout the facility assures patient safety is maintained from a fire and life safety code perspective.
4. IFOH's request is supported by the Health Systems Agency of Northern Virginia.