

## **Agenda – Health and Social Care Committee**

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Meeting Venue:	For further information contact:
Hybrid – Committee room 5 Tŷ Hywel and video conference via Zoom	Sarah Beasley Committee Clerk
Meeting date: 23 November 2023	0300 200 6565
Meeting time: 09.30	<a href="mailto:SeneddHealth@senedd.wales">SeneddHealth@senedd.wales</a>

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### **Private pre-meeting (09.00–09.30)**

- 1 Motion under Standing Orders 17.42 (vi) and (ix) to resolve to exclude the public from the next item of business and item 6 of today's meeting**

(09.30)

- 2 Betsi Cadwaladr University Health Board: briefing from Audit Wales**

(09.30–10.15)

David Thomas, Audit Director – Audit Wales

Matthew Edwards, Audit Director – Audit Wales

### **Break (10.15–10.30)**

- 3 Introductions, apologies, substitutions, and declarations of interest**

(10.30)

- 4 Betsi Cadwaladr University Health Board: evidence session with the Chief Executive and interim Chair**

(10.30 – 11.45)

(Pages 1 – 20)

Dyfed Edwards, interim Chair – Betsi Cadwaladr University Health Board

Carol Shillabeer, Chief Executive – Betsi Cadwaladr University Health Board



Research brief

Paper 1 – Betsi Cadwaladr University Health Board

## **5 Paper(s) to note**

(11.45)

### **5.1 Letter from the Chair of the Finance Committee to Committee Chairs regarding the Welsh Government's Draft Budget 2024–25**

(Pages 21 – 23)

## **6 Betsi Cadwaladr University Health Board: consideration of evidence**

(11.45–12.30)

Document is Restricted



**GIG**  
CYMRU  
**NHS**  
WALES

Bwrdd Iechyd Prifysgol  
Betsi Cadwaladr  
University Health Board

Bloc 5, Llys Carlton, Parc Busnes Llanelwy,  
Llanelwy, LL17 0JG

Block 5, Carlton Court, St Asaph Business  
Park, St Asaph, LL17 0JG

Russell George, MS  
Chair, Health and Social Care Committee,  
Welsh Parliament,  
Cardiff Bay,  
Cardiff.  
CF99 1SN

**Ein cyf / Our ref:** CS/EH/CE23/L1014

**Eich cyf / Your ref:**

**☎:** [REDACTED]

**Gofynnwch am / Ask for:** Emma Hughes

**E-bost / Email:** [REDACTED]

**Dyddiad / Date:** 8<sup>th</sup> November 2023

By Email - [SeneddHealth@senedd.wales](mailto:SeneddHealth@senedd.wales)

Dear Russell,

**Re: Health and Social Care Committee**

We look forward to attending the Health and Social Care Committee on 23<sup>rd</sup> November 2023 to provide you with an update on the special measures intervention at Betsi Cadwaladr university health Board.

To inform this session please see attached a paper with information against the three areas of interest to the committee.

Yours sincerely,

**Carol Shillabeer**  
**Interim Chief Executive**

## Health and Social Care Committee 23rd November 2023

# Betsi Cadwaladr University Health Board Special Measures Update

## 1) Introduction

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This paper seeks to provide an update to the Committee on the Special Measures intervention at Betsi Cadwaladr University Health Board (BCUHB).

In the letter the Health Board received from the Committee dated 11<sup>th</sup> October 2023, there were three areas the Committee was particularly interested in discussing:

- |   |   |
|---|---|
| 1 | The escalation/intervention process itself and the support provided as part of that |
| 2 | Progress to date with the special measures intervention, and plans going forward    |
| 3 | The forthcoming recruitments/appointments to the Board and executive                |

## 2) Background

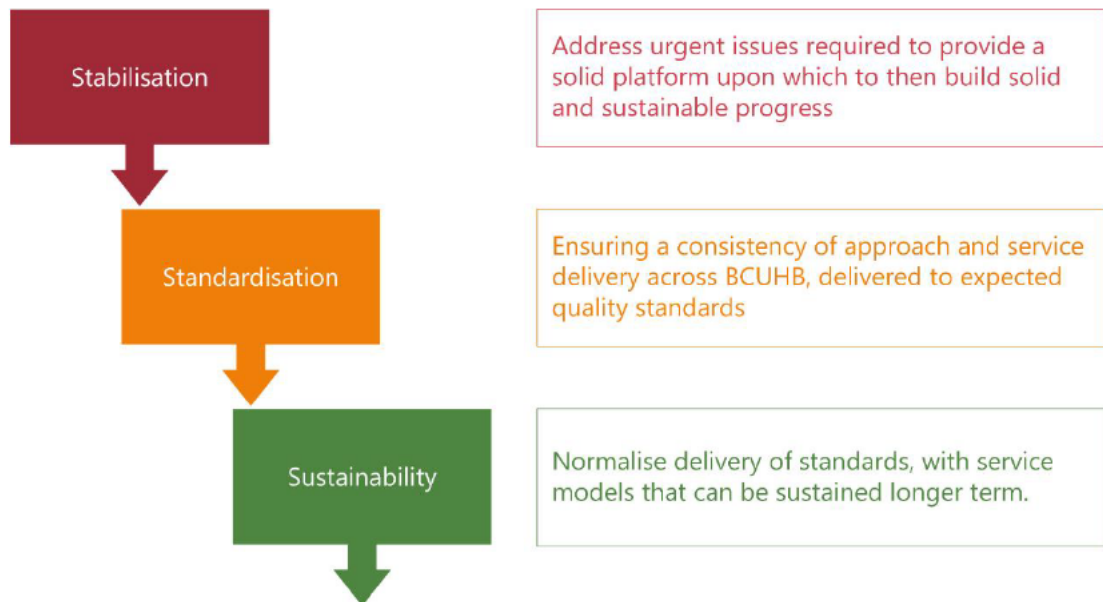
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On 27th February 2023 the Minister for Health and Social Services, Welsh Government announced that BCUHB would be escalated to Special Measures. The organisation has previously been at the Targeted Intervention level of escalation and therefore has now been escalated to the highest level under the Escalation and Intervention arrangements (see Appendix 1 for further details on the NHS Wales Escalation and Intervention Arrangements).

The Minister for Health and Social Services indicated in the statement announcing Special Measures escalation particular concern regarding leadership, culture and performance, but there are eight areas of concern in total, including:

- 1) Governance and board effectiveness
- 2) Workforce and organisational development
- 3) Financial governance and management
- 4) Compassionate leadership and culture
- 5) Clinical governance, patient experience and safety
- 6) Operational delivery
- 7) Planning and service transformation
- 8) Mental health

Welsh Government outlined three planned phases as part of Special Measures, with the intention that 'Stabilisation' last approximately nine months:



### 3) Support provided

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In the immediate period following the escalation, Welsh Government deployed a number of Independent Advisors as part of an Intervention and Support Team in the areas of finance; clinical leadership and patient safety; Board leadership and effectiveness; primary care; and community/patient engagement. Further input was been provided to support operational delivery in orthopaedics and urgent and emergency care and then later mental health

A series of commissions have been underway to enable further detailed review in a number of key areas including:

	Independent Review	Status
1	Mental Health Inpatient Safety	Report received, actions in progress
2	Patient Safety	Report received, actions in progress
3	Office of the Board Secretary	Report received, actions in progress
4	Use and recruitment of 'Interim' Staff	Report received, actions in progress
5	Executive Portfolios	Report received, actions in progress
6	Contract procurement management	Report received, actions in progress
7	Vascular	Report received, actions in progress
8	Planning	Report received, actions in progress
9	Stocktake review of progress against previous Mental Health Reviews	Review due to complete 30 <sup>th</sup> November 2023
10	Clinical Governance systems	Roundtable with Welsh Government to shape approach 16 <sup>th</sup> November 2023

There are also regular reviews of progress and offers of support with the Director General Health and Social Services, Welsh Government Officials and the Minister of Health and Social Services.

#### 4) Progress to date

As part of the organisational response planning, it was agreed that the nine months 'stabilisation' phase would be broken down into three 90 day cycles and that an outcomes based approach would be taken. It is now nearing the end of the second 90 day cycle (September to November 2023) and an overview of the progress against the five key outcome areas can be found below.

Outcome	Achievements and progress
1) A well-functioning Board	<ul style="list-style-type: none"> <li>▪ Recruitment of a permanent Vice Chair and 2 permanent Independent Members</li> <li>▪ Interviewing for permanent Chair and CEO in November</li> <li>▪ Risk Management framework agreed at September Board</li> </ul>
2) A clear, deliverable plan for 2023/24	<ul style="list-style-type: none"> <li>▪ Integrated Planning and Performance frameworks agreed at September Board</li> <li>▪ Planning review now completed</li> <li>▪ Draft Contract Procurement Management independent review received</li> </ul>

<b>3) Stronger leadership and engagement</b>	<ul style="list-style-type: none"> <li>▪ AGM and Health Fayre held in September, enabling conversations between our Board, Executives and Local Communities</li> <li>▪ Next community engagement event scheduled for 22<sup>nd</sup> November in Flintshire</li> <li>▪ Vascular learning event scheduled for 4<sup>th</sup> December</li> <li>▪ New Leadership Development Programme being developed</li> <li>▪ Significant reductions in the usage of agency interim staff from 41 in December to 7 in September</li> </ul>
<b>4) Improved access, outcomes and experience for citizens</b>	<ul style="list-style-type: none"> <li>▪ Planned care – Eradication of 6+ year waits, plan to eradicate &gt;4 year extreme waits approved (pts being booked), stage one 156 week waiters booked – position achieved in August, and maintained end of September and end of October</li> <li>▪ Dermatology immediate plan approved – commenced sustainable integrated service model planning</li> <li>▪ Orthopaedic Business case approved by Board and submitted to Welsh Government</li> <li>▪ Improvement in 4hr ambulance handover delays (Ysbyty Gwynedd sustained) but not hitting trajectory</li> </ul>
<b>5) A learning and self-improving organisation</b>	<ul style="list-style-type: none"> <li>▪ Healthcare Public Health programme proposal reviewed by Executive Team</li> <li>▪ Quality governance round table scheduled for 16th November</li> <li>▪ Draft Learning Organisation Framework created and being discussed by Executive Team</li> <li>▪ Proactive identification and action relating to urgent issues outside of Special Measures e.g. Endoscopy</li> </ul>

### Data points highlighting progress to date

(As at time of writing in October 2023)

#### Planned Care:

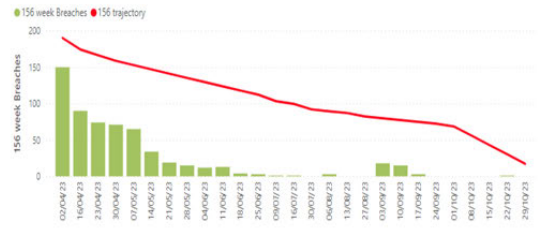
- Extreme waits reduced by circa 700 patients between end of May and end of July (the largest reduction in Wales)
- Compared to summer 2022:
  - Number of patients >52 weeks for new outpatient – 13,329 (52%) reduction
  - Number of patients waiting >104 weeks referral to treatment – 6,429 (42.8%) reduction
  - Number of patients >52 weeks referral to treatment – 8,622 (19.7%) reduction



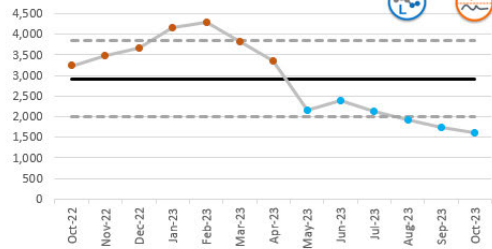
Specialty	4-5yrs	5-6yrs	6yrs+
General Surgery	42		
Maxillo Facial Surgery	76	2	
Orthopaedics	35	1	
ENT	13		
Vascular Surgery	43	23	
Urology	5		
Orthodontics	15		
Gynaecology	22	1	
Ophthalmology	11		
Pain Management	0		
<b>Total</b>	<b>262</b>	<b>27</b>	<b>0</b>

End of Sept 2023 – validated position

Stage One 156 week waiters without a booked a date (excluding Orthodontics)



Extreme Waiters - All (3+ Years)

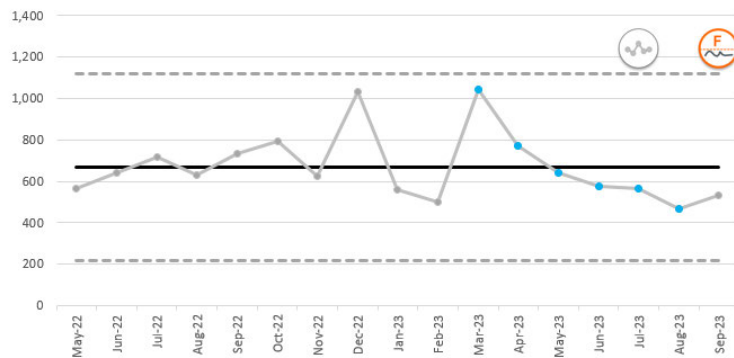


Up to end of Sept; Validated. Oct position; unvalidated

### Urgent & Emergency Care

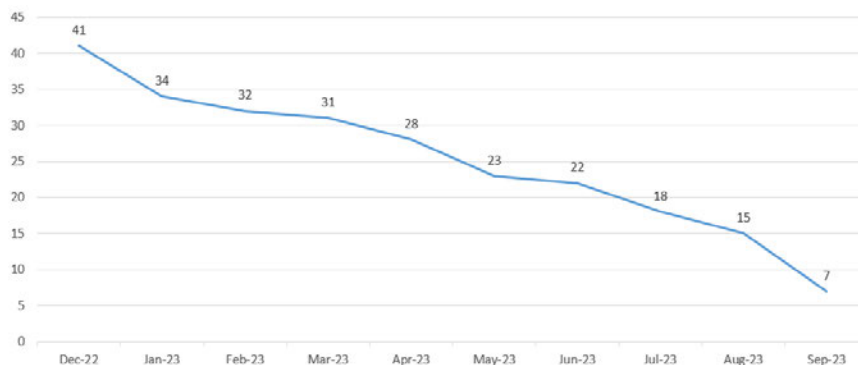
Since the launch of the 4-hour ambulance handover programme and escalation policy (beginning August 2023) there has been significant improvement with some weeks reported below (better than) trajectory and delays halved compared to the week before and the same period the previous year. However, maintaining this improvement is proving to be a challenge.

4 hour ambulance handover - BCUHB



### Usage of High-Cost Agency Interim Staff

- This covers roles like: management consultants, interim directors, managers, corporate specialists
- 83% reduction in these roles in under a year



## 5) Plans going forward

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### Independent Reviews

A summary of the ten independent reviews commissioned by Welsh Government was provided in section 3 above. The plan is to have completed all ten reviews and taken them along with an associated management response through the relevant Board Sub Committees, and publishing via Board, by the end of the financial year. This will mean that all the necessary discovery work across all of the Special Measures areas of concern will have concluded prior to the 'Standardisation' phase to commencing.

### Appointments to the Board and Executive

As referenced in section 4 above, good progress has been made in this space with the recent appointment of a permanent Vice Chair and two Independent Members and with the permanent Chief Executive and Chair interviews due to complete in November. The recruitment process of the remaining Independent Members is underway and targeting interviews in January. A plan for the Executive Team positions is being formulated following the recent receipt of the Executive Portfolio independent review.

### Cycle 3 (December 2023 to February 2024)

The focus for this final 90 day cycle is to be clear on and achieve 'stabilisation' in each of the five outcome areas. A very high level summary view of this can be found in the table below, but will be informed by input from Welsh Government later this month. It is also important to ensure that this aligns to next year's planning which is happening in parallel during this period.

Outcome	'Stabilisation' should have been achieved based on
1) A well-functioning Board	Permanent Board in place, inducted well and all sub committees operational
2) A clear, deliverable plan for 2023/24	Build upon the good feedback in relation to the FY23/24 annual plan and deliver a good quality and fiscally responsible FY24/25 annual plan, taking on board the learning from the planning review
3) Stronger leadership and engagement	Clear direction and plan to develop the culture, leadership and engagement the organisation needs
4) Improved access, outcomes and experience for citizens	Robust improvement plans in place to improve clinical areas of concern, with improvements having started to be made
5) A learning and self-improving organisation	Having built the right foundations to ensure that data and learning from a broad range of sources are moving us towards becoming a learning and self improving organisation

## **'Standardisation' Phase (2024/25)**

Ensuring that Special Measures is incorporated into business as usual annual planning cycles is critical to moving to a single, consistent and standardised method of planning. Planning for FY2024/25 is currently underway as part of the Integrated Medium Term Plan (IMTP) for 2024 to 2027 and as such the Special Measures 'Standardisation' thinking is being incorporated into that process. Some key strategic areas are being considered as part of the 'Standardisation' phase in order to underpin long term and sustainable improvements for patients:

- Strategy review and refresh
- Clinical services strategy and delivery plan
- Consistency and clarity in autonomy of decision making across different levels and parts of the Operating Model
- Strategic and operational resource planning
- Portfolio, Programme and Project Management capabilities
- Consistency in patient experience as a key barometer of areas of focus

## **6) Conclusion**

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There has been a lot of progress and learning from the first two Special Measures 90 day cycles. The 'Stabilisation' phase has been really useful in ensuring a focus on establishing the right foundations for the organisation to build upon going forward. The ten independent reviews nearing completion signals the end of the main discovery work, with the organisation ensuring the right focus is placed on design and ultimately delivery of the right sustainable actions.

As planning for the 'Standardisation' phase progresses, the organisation is incorporating the right fundamentals into business as usual activity, such as proactive identification and management of issues. This type of proactive management is important for the organisation to demonstrate its learning and maturity in key areas.

Having the right and stable senior team in place is critical to rebuilding effective leadership, culture and engagement across the organisation. The progress being made in this area is important, as it is one of the key fundamentals to the organisation's future success.

## Appendix 1: NHS Wales Escalation and Intervention Arrangements

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### Special Measures

#### **Purpose**

*The provision of oversight, support and advice to enable BCUHB to respond to the requirements of special measures in a timely, open and transparent manner.*

#### **Process**

*The accountability and standing orders of the organisation does not change.*

*The directed support is the difference.*

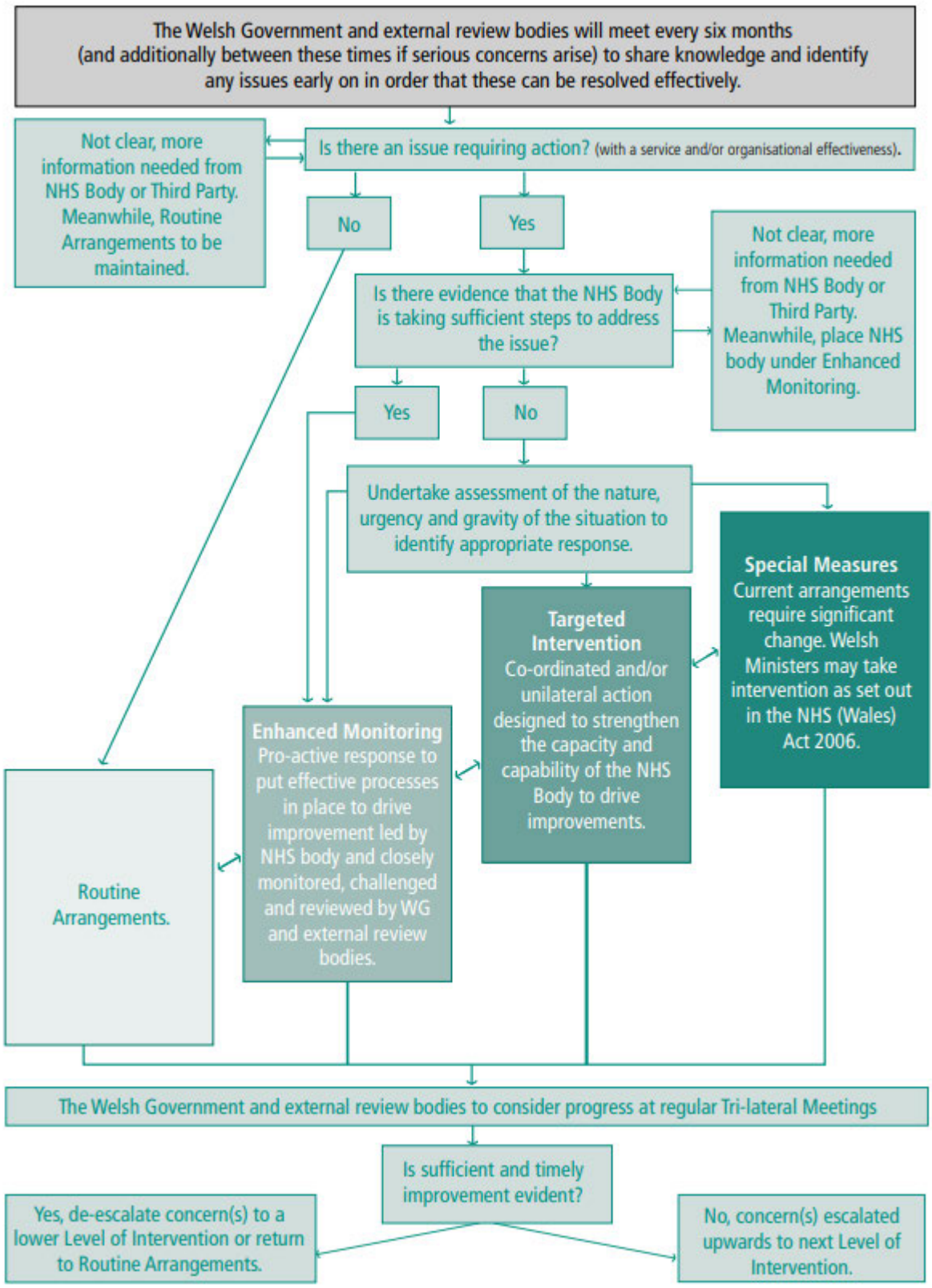
*Move themes for escalation to domains of action.*

*Work to principles, values and behaviours at all times*

#### **Outcomes**

Provide clear exit criteria and assessment and oversight process to enable organisation to demonstrate sustainable improvements in areas of concern

Diagram 2: NHS Wales Escalation and Intervention Arrangements



Link to full NHS Wales Escalation and Intervention Arrangements document - [here](#)

Chair, Children, Young People, and Education Committee  
Chair, Climate Change, Environment, and Infrastructure Committee  
Chair, Culture, Communications, Welsh Language, Sport, and International Relations Committee  
Chair, Economy, Trade, and Rural Affairs Committee  
Chair, Equality and Social Justice Committee  
Chair, Health and Social Care Committee  
Chair, Legislation, Justice and Constitution Committee  
Chair, Local Government and Housing Committee

14 November 2023

Dear Committee Chairs,

### Draft Budget 2024-25

I wrote to you in April, setting out the Finance Committee's pre-budget engagement work. On the 12 July, the Committee held its annual Plenary debate on the Welsh Government's Spending Priorities for the forthcoming Budget, and I am grateful to all that contributed. I am now writing to provide a further update on scrutiny of the Draft Budget 2024-25.

### Consultation and timetable

The Finance Committee has issued its pre-budget consultation, on behalf of all Committees, which closes on 30 November. The responses to the consultation will be available on our webpage.

Due to the UK Government's Autumn Statement that will take place on 22 November, the Minister for Finance and Local Government (the Minister) has confirmed that she will publish the outline and detailed Draft Budget together on 19 December. The Minister will appear before the Finance Committee the following day on 20 December for an initial evidence session.

### Budget focus

The focus of this year's budget is likely to centre on the impact of the cost of living crisis, inflation and

the transparency of the Welsh Government's financial decisions. In addition, the Finance Committee has identified a number of areas which it would like to see the focus of scrutiny, namely:

- what impact inflationary pressures have had on revenue and capital budgets and how this has changed affordability of previous plans;
- how resources should be targeted to support economic recovery and what sectors in particular need to be prioritised;
- to what extent alleviating climate change should be prioritised in supporting economic recovery;
- how budget allocations support aspirations of the Net Zero Wales plan;
- Welsh Government policies to reduce poverty and the impact of cost of living crisis and gender inequality;
- the approach to preventative spending and how this is represented in resource allocations (preventative spending is defined as spending which focuses on preventing problems and eases future demand on services by intervening early);
- sustainability of public services, innovation and service transformation;
- how evidence is driving Welsh Government priority setting and budget allocations;
- how the Welsh Government should use taxation powers and borrowing;
- support for businesses, economic growth and agriculture post-EU transition;

In addition, the following areas were identified as priorities during the Committee's stakeholder and engagement events during the summer term:

- the need for services to collaborate to meet the challenges facing the NHS and social care sector;
- that local government needs sufficient resources to deal with mounting demands;
- that more support should be provided for those studying and working in the education sector;
- that a focus on community-led solutions and prevention is needed to tackle the root causes of poverty and inequality;
- that there needs to be a move away from ad-hoc funding for the voluntary sector;

- that there should be a focus on turning Wales's potential for green energy into reality.

We hope our engagement work, and forthcoming public consultation, will complement and inform the work of policy Committees and I would encourage you to use some of the areas outlined above as the focus for your budget scrutiny.

If you have any questions about any aspect of the Draft Budget process, please feel free to contact me or the Clerk to the Finance Committee, Owain Roberts, 0300 200 6388, [seneddfinance@senedd.wales](mailto:seneddfinance@senedd.wales).

Yours sincerely,



Peredur Owen Griffiths  
Chair, Finance Committee

Croesewir gohebiaeth yn Gymraeg neu Saesneg.

We welcome correspondence in Welsh or English.