

Public Accounts Committee

Meeting Venue:

Committee Room 4 – Ty Hywel

Meeting date:

Tuesday, 18 March 2014

Meeting time:

09.00

Cynulliad
Cenedlaethol
Cymru

National
Assembly for
Wales



For further information please contact:

Fay Buckle

Committee Clerk

029 2089 8041

Publicaccounts.comm@Wales.gov.uk

Agenda

1 Introductions, apologies and substitutions (09:00)

2 Papers to note (09:00) (Pages 1 – 4)

Covering Teachers' Absence: Letter from Owen Evans (28 February 2014) (Pages 5 – 7)

Senior Management Pay: Letter from the Auditor General for Wales (5 March 2014)
(Pages 8 – 9)

Grants Management in Wales: Letter from the Permanent Secretary, Welsh Government (3 March 2014) (Pages 10 – 21)

3 Valedictory session: Director General, Health Social Services and

Children, Welsh Government (09:00–10:15) (Pages 22 – 35)

David Sissling – Director General Health and Social Services/ Chief Executive NHS
Wales, Welsh Government

Research briefing

**4 Motion under Standing Order 17.42 to resolve to exclude the public
from the meeting for the following business: (10:15)**

Item 5

5 Unscheduled Care: Consideration of draft report (10:15–11:00) (Pages
36 – 85)

PAC(4)–08–14 (Paper 1)

Public Accounts Committee

Meeting Venue: **Committee Room 4 – Ty Hywel**

Meeting date: **Thursday, 6 March 2014**

Meeting time: **09.30 – 13.00**

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National
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Wales

This meeting can be viewed on Senedd TV at:

http://www.senedd.tv/archiveplayer.jsf?v=en_500000_06_03_2014&t=0&l=en



Concise Minutes:

Assembly Members:

Darren Millar (Chair)
Mike Hedges
Alun Ffred Jones
Julie Morgan
Gwyn R Price
Jenny Rathbone
Aled Roberts

Witnesses:

**Huw Vaughan Thomas, Auditor General for Wales, Wales
Audit Office**
Robert Oxley, TaxPayers' Alliance

Committee Staff:

Fay Buckle (Clerk)
Meriel Singleton (Second Clerk)
Claire Griffiths (Deputy Clerk)
Matthew Richards (Legal Advisor)

TRANSCRIPT

View the [meeting transcript](#).

1 Introductions, apologies and substitutions

1.1 The Chair welcomed the Members to Committee.

1.2 Apologies were received from Sandy Mewies. Gwyn Price substituted.

2 Papers to note

2.1 The papers were noted.

2.1 Senior Management Pay: Additional information from the Welsh Local Government Association

2.2 Senior Management Pay: Letter from the Permanent Secretary, Welsh Government (21 February 2014)

2.3 Senior Management Pay: Letter from David Sissling (26 February 2014)

2.4 Unscheduled Care: Letter from the Wales Ambulance Services NHS Trust (12 February 2014)

2.5 Hospital Catering and Patient Nutrition: Letter from Professor Jean White (19 February 2014)

3 National Framework for Continuing NHS Healthcare: Consideration of response from the Welsh Government

3.1 The Committee considered and noted the Welsh Government's response to the Committee's report on the National Framework for Continuing NHS Healthcare.

3.2 The Committee agreed that the Chair should write to the Minister for Health and Social Services seeking clarity on a number of issues.

3.3 The Committee noted that the the Wales Audit Office has offered to prepare a memorandum on the progress made on reducing the claims deficit and the launch of the revised framework in the autumn and will then consider whether to undertake an update to the inquiry.

4 Governance Arrangements at Betsi Cadwaladr University Health Board: Consideration of response from the Welsh Government

4.1 The Committee considered and noted the Welsh Government's response to the Committee's report on the Governance Arrangements at Betsi Cadwaladr University Health Board.

4.2 The Committee agreed that some of the Government's responses required further clarity and agreed to raise these with the Director General for Health, Social Services and Children.

4.3 The Committee asked for a briefing paper on governance arrangements within NHS Wales and also on specialist health services. The Wales Audit Office agreed to provide this.

5 Senior Management Pay: Evidence session 4

4.1 The Committee questioned Robert Oxley from the Taypayers' Alliance on Senior Management Pay.

4.2 Robert Oxley agreed to provide a copy of the Institute for Fiscal Studies Report on the public sector pay premium and also the article from the Local Government Chronicle he referred to.

4.3 Following the session, the Committee also requested that he provide a reference for his claims about the proportion of people earning between £100k – £150k and more than £150k in Wales.

6 Motion under Standing Order 17.42 to resolve to exclude the public from the meeting for the following business:

6.1 The motion was agreed.

7 Senior Management Pay: Consideration of evidence

7.1 The Committee considered the evidence received and note that the Committee was returning to this issue on 3 April.

7.2 The Committee asked the Clerks to contact the Hay Group requesting details of when a lower remuneration has been suggested for a senior position and any examples of good practice in performance related pay.

8 Consideration of the Wales Audit Office's programme of value for money studies

8.1 The Auditor General for Wales gave a presentation on the current and forthcoming work programmed by the Wales Audit Office.

8.2 The Committee discussed the suggested programme and made a number of suggestions which will be reflected in the final paper.

9 **Unscheduled Care: Consideration of draft report**

9.1 Due to time constraints, Members considered part of the draft report and will return to this item at a future meeting

Owen Evans
Cyfarwyddwr Cyffredinol • Director General

Yr Adran Addysg a Sgiliau
Department for Education and Skills



Llywodraeth Cymru
Welsh Government

Mr Darren Millar AM
Chair
Public Accounts Committee
National Assembly for Wales

28 February 2014

Dear Darren

Covering Teachers' Absence

Thank you for your letter dated 19th February seeking further information on the informal analysis for the Masters in Educational Practice (MEP) and the terms of reference for the external evaluation for the programme.

The scoping for the external evaluation of the MEP is currently being undertaken with colleagues in the Knowledge and Analytical Services team. It is anticipated that the terms of reference for the evaluation will be available shortly and I will ensure that a copy is forwarded to the committee as requested.

In relation to the informal analysis of the MEP, since the launch of the programme in September 2012, the Practitioner Standards and Professional Development Division (PSPDD) has undertaken ongoing informal analysis of the delivery of the contract by the Alliance¹ to ensure that the programme is being delivered to the highest quality and to ensure that value for money is being achieved. As I mentioned in my letter 7 February, this has included a particular focus on the deployment of external mentors, which was one of the matters on which the Committee had sought further information.

Our informal analysis has been based on information gathered by officials from a range of sources including:

- Attendance at all training events for external mentors that are delivered by the Alliance and engaging with mentor delegates to gather feedback on their mentoring role

¹ The MEP contract is delivered by an alliance of HEIs – Cardiff, Bangor and Aberystwyth Universities in partnership with the Institute of Education in London.

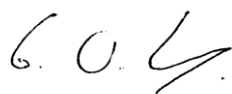
- Attendance at all module learning days that are delivered by the Alliance and engaging with teacher delegates to gather feedback on their experience of the MEP programme
- Chairing the Mentor Management Group, comprised of representatives of the Alliance, Welsh Government and external mentors, which agrees all operational issues related to the training and deployment of external mentors. A Quality Assurance sub-group, with the same representation plus Local Authority representatives, also monitors the quality of delivery
- Attendance at the Alliance's Executive Board to discuss all issues related to the delivery of the MEP. (The Executive Board also serves as the Alliance's Project Board)
- Holding monthly contract meetings between the Alliance's Project Manager and the Welsh Government MEP Project Manager to ensure that the contract is being delivered in line with Welsh Government's requirements and in accordance with principles of effective contract management
- Deployment of Professional Programme Co-ordinators (PPCs) in each consortium to work directly with teacher participants, schools and local authorities/consortia. PPCs have been seconded to the Welsh Government from consortia to provide support in the field and to gather intelligence relating to operational delivery of the MEP and other Welsh Government programmes such as statutory induction

Together, these sources have provided PSPDD with regular information on the delivery of the MEP, particularly in relation to the experience of teacher participants and the deployment of external mentors. PSPDD are satisfied that the use of experienced practitioners drawn from schools to act as external mentors has, so far, provided value for money in terms of the support provided to teachers and schools and we expect this to continue. We will, therefore, continue to closely monitor this aspect of the delivery.

However, we recognise that such informal analysis needs to be substantiated by more formal evaluative methods, which the external evaluation, currently being planned, will be required to provide.

I hope that this additional information addresses the issues that you raised but please contact me if you require any further detail.

Yours sincerely,



Owen Evans

Agenda Item 2b



WALES AUDIT OFFICE
SWYDDFA ARCHWILIO CYMRU

Wales Audit Office / Swyddfa Archwilio Cymru

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Mr Darren Millar AM
Chair of the Public Accounts Committee
National Assembly for Wales
Cardiff Bay
Cardiff CF99 1NA

Date: 5 March 2014
Our ref: HVT/2096/capt
Page: 1 of 2

Inquiry into Senior Management Pay - WLGA additional information

I have reviewed the additional information papers prepared by the WLGA for consideration by the Public Accounts Committee on 6 March 2014.

Whilst I have not researched the detail behind the information in Annex 1 and graphs in Annex 3. I would point out that Annex 1 relates to the 2009/10 and 2010/11 audit years. It is also not clear which year(s) the comparative graphs in Annex 3 relate to and the supporting paper does not make this clear.

As Annex 2 contains 'screen shots' of the financial statements for Welsh Councils, and, as it is taken from the council's financial statements, this should of course be the same information used in my memorandum submitted to the Public Accounts Committee on 6 February. I have however checked the Chief Executive's salaries for 2012/13 reported by WLGA against those in Figure 8 of my memorandum, and have the following observations to make:

Bridgend County Borough Council Page 3	The salary reported in Figure 8 of my memorandum is the sum of the two post holder's salaries disclosed in the WLGA screen shot.
Caerphilly County Borough Council Page 4	The WLGA screen shot shows only the 2011/12 figures and not those for 2012/13 as suggested by the title to Annex 2.

Cardiff County Council Page 4	The WLGA screen shot shows Salary, fees and allowances totalling £191,664. My memorandum gives the salary at £183,726, as my local audit team confirmed that additional allowances of £7,938 were included in the financial statements disclosure.
Newport City Council Page 15	The WLGA screen shot shows salary of £33,659, with a note to say the Chief Executive took up office on 1 January 2013. For comparison purposes, my memorandum annualised this figure.
Swansea (City and County of) Page 19	The WLGA screen shot does not show an extract from the financial statements that includes the Chief Executive's salary.
Vale of Glamorgan Page 21	The £133,565 in my memorandum is the sum of the Chief Executive's salary of £48,810 (until 31/7/2012) and the Managing Director salary of £84,755 from 1 August 2012
Returning officer's remuneration	Where the financial statements note (as in the WLGA screen shots) the returning officer remuneration and state that this has been included in the Chief Executive's salary, my memorandum excluded this to give better comparative figures. This applies to: <ul style="list-style-type: none">• Flintshire;• Monmouthshire; and• Torfaen.

I hope this is helpful to the Committee's consideration of the WLGA evidence.

Yours sincerely



HUW VAUGHAN THOMAS
AUDITOR GENERAL FOR WALES

Sir Derek Jones KCB
Ysgrifennydd Parhaol
Permanent Secretary



Llywodraeth Cymru
Welsh Government

Darren Millar AM
Chair
Public Accounts Committee
National Assembly for Wales
Cardiff Bay
CF99 1NA

3rd March 2014

Dear Darren,

2013 Welsh Government Annual Report on Grants Management

Many thanks for your letter of 19th February 2014. I am grateful for the Committee's continued interest in improving grants management across the public sector in Wales. With your help, the Welsh Government has focussed on the detail of our grants improvement programme and been able to further develop our relationship with stakeholders and delivery partners.

The information requested in your letter is given below:

1. Information on the revised Code of Practice for Funding the Third Sector in Wales, how it differs from the previous Code and how compliance with the Code is to be monitored - See Annex A.
2. Details of the performance indicators being used by the Welsh Government to monitor the quality of its grants management processes - See Annex B.
3. Data on the volume and value of the local authority grants which have been qualified and how this compares with previous years - See Annex C.

I look forward to giving evidence to the Committee after Easter.

*Yours,
Derek*



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Annex A

Revised Code of Practice for Funding the Third Sector

Legislative framework

Section 74 of the Government of Wales Act 2006 (GOWA) requires Welsh Ministers to make a Scheme (“the voluntary sector scheme”). Sections 4a and 4b require that the Scheme must specify:

“4(a) how the Welsh Ministers propose to provide assistance to relevant voluntary organisations (whether by grants, loans, guarantees or any other means),

4(b) how the Welsh Ministers propose to monitor the use made of any assistance provided by them to relevant voluntary organisations...”

The Code of Practice for Funding the Third Sector (the Code) is the mechanism by which Welsh Ministers enact Section 74, 4(a) and 4(b) of the GOWA as required above.

The Code was previously revised in 2009 and, historically, published as a separate document in its own right. Changes over the last few years meant that the content of the Code had become inaccurate in places or lost relevance so that the document as a whole needed to be updated and improved.

Following consultation and dialogue with the Third Sector which is detailed below, a revised Code was published on 31 January 2014. The Code is now an integral part of the Third Sector Scheme, and formally annexed as such.

Process

The revised Code of Practice for Funding the Third Sector was developed in partnership with the Third Sector through the Third Sector Partnership Council's (TSPC) Funding and Compliance Sub-Committee over a period of six months. The revised document represents a substantial amount of partnership work with the Committee made up of Third Sector representatives and Welsh Government officials, including the Grants Centre of Excellence. It also takes into consideration responses to the Welsh Government's *Continuity and Change* consultation, which asked specific questions on broad proposals for inclusion in the Code.

This detailed work has also been contributed to by a range of Welsh Government departments, including the Grants Centre of Excellence, Value Wales and the Welsh European Funding Office (WEFO), as well as the Wales Audit Office.

Key changes

The Code has been revised and updated, with substantial new material. The principal changes are listed below:

- The new approach to the Code sets out the Welsh Government's intentions as well as expectations of the Third Sector; it is significantly more reciprocal than previously.
- The format of the Code has been overhauled. The previous Q&A format was not particularly useful and offered too much detail in some areas and not enough on more important areas.
- The Code is now written in two parts; part one sets out seventeen detailed principles and part two focuses on Funding and Commissioning in greater detail.
- The 17 principles are set out and explained in substantially greater detail than previously so that this key part of the Code is very largely new, although many of the principles themselves have been retained. They are listed below, with asterisks to denote those that were not included in the old Code at all:
 - I. Delivery of Strategic Policy Objectives
 - II. Respect for the Sector's Independence
 - III. Early and Constructive Dialogue
 - IV. Timely Decisions
 - V. Security of Funding
 - VI. Fair Funding Levels
 - VII. Value for Money*
 - VIII. Full Cost Recovery
 - IX. Commissioning Principles*
 - X. Payments
 - XI. Fair and Reasonable Treatment
 - XII. Joint Approach to Monitoring, Evaluation and Audit
 - XIII. Identifying Expertise and Developing Capability to Deliver*
 - XIV. Diversity*
 - XV. Innovation*
 - XVI. Good governance and due diligence*
 - XVII. Monitoring of the Code*
- Principle IV is of particular importance to the Sector as it relates to the notice period for changes to funding arrangements. The Welsh Government's commitment in this regard has been clarified and strengthened.
- Principle XVII establishes the basis on which compliance with the Code itself will be monitored, with reference to the roles of the Grants Sector of Excellence, the Third Sector Unit, the TSPC and its Funding and Compliance Sub-Committee.
- A new section on the Grants Centre of Excellence and grants management as well as Value Wales and procurement is included.
- There is clearer guidance on grants (definitions of core funding and project funding, hypothecated and un-hypothecated grants) and contracts and

procurement, as well as when these different funding mechanisms might be used.

- A new outcomes-based commissioning model is included to be used when Welsh Government departments are designing and developing services. This will be an enabler for co-design and co-delivery of public services in the future.
- Inclusion of the WEFO is a new addition.
- *Appendix 3: Compliance with the Code of Practice* has been clarified and strengthened. In this section, the Welsh Government advocates that other bodies funding the Third Sector should adopt the principles in the Code as best practice.
- A significant and new addition to this section is that when the Welsh Government provides hypothecated funding (for example to local authorities) or through a framework agreement (WGSBs), then compliance with the Code will be required through Terms and Conditions of funding.
- There is a stronger commitment (set out in Principle XVII) to address non-compliance with the Code and a requirement for explanation of the circumstances if non-compliance occurs. Previously, non compliance with the Code was reported via a designated Sub-Committee who then investigated and took action if appropriate. Anecdotal evidence suggested that this formal route was rarely taken by Third Sector organisations. The new Code enables more proactive monitoring of the Code, especially with regards to *Timely Decisions*, for example through spot checks.
- There are links to other useful documents such as minimum standards for managing grants, detailed guidance on Full Cost Recovery and new guidance on joint bidding.

Monitoring

The TSPC Funding and Compliance Sub-Committee is the key mechanism for monitoring the implementation of the Code.

In practice, the Welsh Government's Third Sector Unit and Grants Centre of Excellence will work closely to raise awareness of and monitor the Code through a number of ways:

- Delivery of joint training for Welsh Government grant managers to embed understanding of the principles of the Code and increase knowledge of the Third Sector more generally;
- Compliance included within minimum standards for grant management;
- Grants Centre of Excellence 'spot checks' to ensure that all funding is provided appropriately and compliantly, (for example monitoring Terms and Conditions);

- Annual exercise to determine whether Third Sector grant recipients have been provided with sufficient notice of funding arrangements;
- Annual Report on the wider Third Sector Scheme laid before the National Assembly for Wales (which from 2014 includes the Code of Practice for Funding the Third Sector);
- Reports of non-compliance to the TSPC Funding and Compliance Sub-Committee.

Annex B

Monitoring Performance and Quality Assurance

Minimum Standards for Grant Funding and Spot Checks

The Minimum Standards for Grant Funding (the Standards) were developed by the Grants Centre of Excellence in early 2011; they were initially used as an assessment tool during the peer review exercise undertaken in 2011-2012. Since then, the Standards have been developed and are now used by Internal Audit to assess grant funding programmes and are an accountability tool available to external stakeholders via the internet which can be viewed at:

<http://wales.gov.uk/funding/grants/contact-us/?lang=en>

They are also used as a performance monitoring tool to check business compliance with the Standards.

A rolling programme of spot check reviews was introduced in December 2012 to assess relevant processes and procedures of 10 grant funding programmes per month. This figure incrementally increased to 20 per month during the period to January 2014. The purpose of the checks is to consider grants processes and procedures and ascertain their compliance with the Standards. Grants Officials are asked to provide evidence of compliance with the Standards for a specific stage in the grant funding cycle and, in appropriate cases, whether they comply with the Third Sector Code of Practice also. Some examples are given below.

Grant Funding Stage	Example of evidence
▪ Intervention rationale	Ministerial submission/approval
▪ Planning Funding	Copy of the application form and supporting guidance
▪ Appraisal	Appraisal criteria and prioritisation method
▪ Approval	Formal recommendation based on the outcome of an appraisal
▪ Legal Documentation	Copy of the latest award letter to ascertain whether it is in the correct form, up to date, correctly drafted and recorded on the payment system Payment in advance template to ascertain whether a need for payment in advance has been demonstrated appropriately Third sector grants; when the organisation was informed of the funding

- **Monitoring and Payment** Evidence of monitoring of funding activities
Sample claim form
- **e-Grants Payment System** Was a new grant funding programme placed on
the system in a timely manner?
- **Third sector grants** Were external bodies notified within the required
time scale of the award of funding, change in
funding level or withdrawal of funding?

Quality Assuring Access to the Grants Payment System

To promote the correct and accurate use of the grants payment system, e-Grants, the Grants Centre of Excellence reviews documentation submitted for new funding programmes and for revisions to existing ones. If the request is for a new programme, or one that the Grants Centre of Excellence is not familiar with, a meeting is held with the relevant Branch and the processes and procedures assessed against the Standards. This process also ensures that officials involved in managing the grant funding programme concerned have completed all requisite training before system access is given.

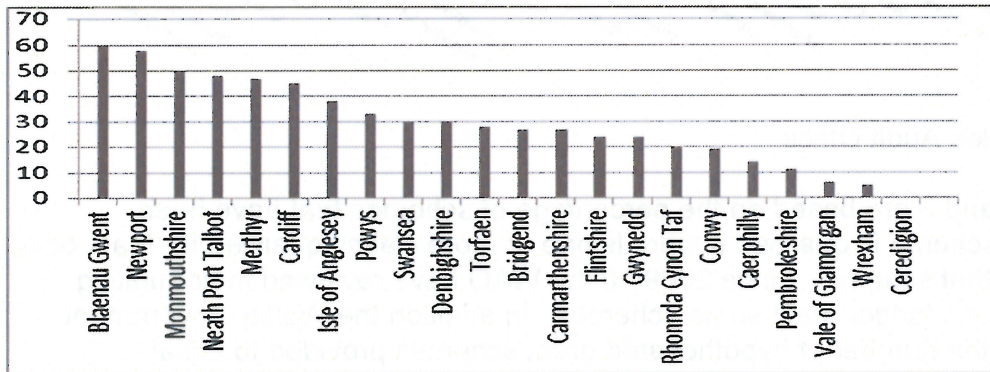
Annex C

Qualified Local Authority Grants

Whilst the programme to improve Local Authorities' grants management is on-going, the Welsh Government has continued to track the incidence of qualified or adjusted grant claims. The Welsh Government will also aim to satisfied that appropriate corrective action is being taken. This includes consideration of suspension or recovery of grants where the Welsh Government does not consider that the responses of individual Local Authorities are adequate.

The WAO report of November 2011 provided a breakdown of qualification by Authority. The graph of the findings provided in the WAO report is given in Fig 1.

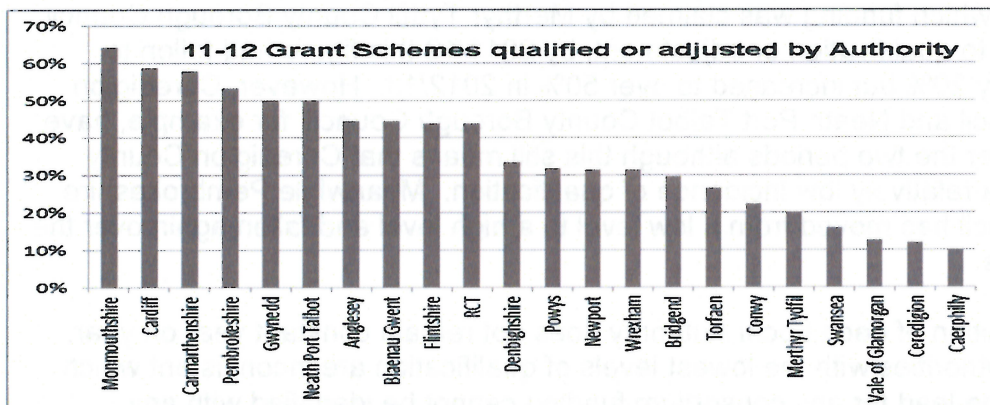
Figure 1. Wales Audit Office Graph of Adjustments and/or Qualifications by percentage of Schemes per Local Authority in Financial Year 2009/10



Source: Wales Audit Office Report - Grants management In Wales November 2011

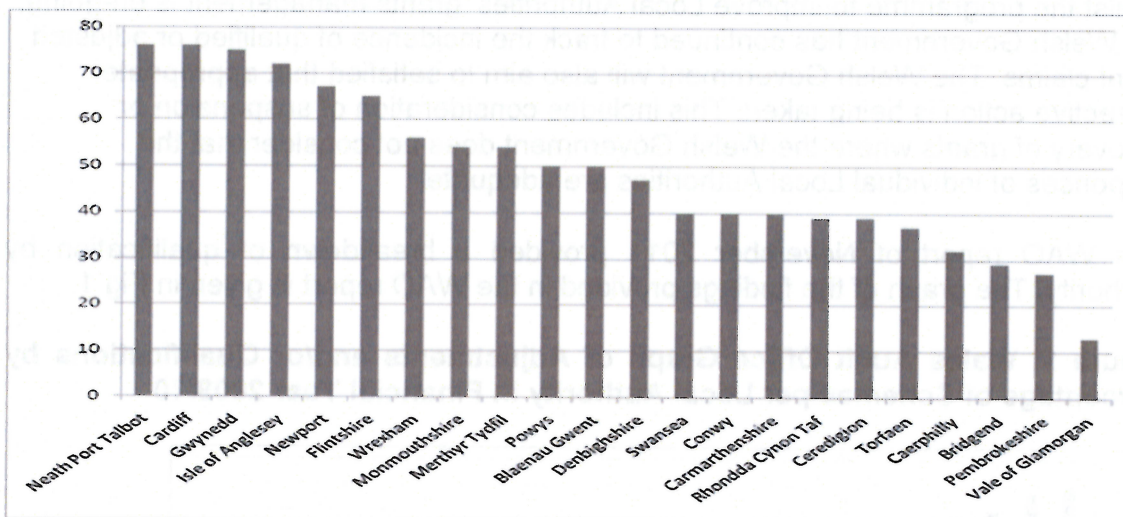
The WAO analysis of schemes qualified or adjusted by Local Authority for 2011/12 and 2012/13 are provided in Figures 2 and 3, respectively.

Figure 2. Wales Audit Office Graph of Adjustments and/or Qualifications by percentage of Schemes per Local Authority in Financial Year 2011/12



Source – Wales Audit Office

Figure 3. Wales Audit Office Graph of Adjustments and/or Qualifications by percentage of Schemes per Local Authority in Financial Year 2012/13



Source – Wales Audit Office

Figures 1, 2 and 3 are based on the percentage of schemes that have been qualified. A scheme is qualified if there is one or more claims qualified for that Local Authority for that scheme. Since 2009/10 the WAO have reviewed their auditing practices and no longer audit some schemes. In addition the Welsh Government has reduced the number of hypothecated grant schemes provided to Local Authorities. Therefore there has been a reduction in schemes audited by WAO from 35 in 2009/10 to 30 in 2012/13. These changes, and the fact that not all Local Authorities are awarded grant under every Welsh Government scheme, have had an impact on the percentage of qualified schemes reported. This in part accounts for the increase in percentages observed for 2012/13.

Analysis of audit certificates for the two periods 2011/12 and 2012/13 indicates that the percentage of qualifications has increased and the individual Local Authorities' positions varied significantly. For example, whilst in 2009/10, over 45% of the schemes for which funding was claimed by Merthyr Tydfil County Borough Council were subject to qualification or adjustment, by 2011/12 this figure had fallen to approximately 20% but increased to over 50% in 2012/13. However, Ceredigion County Council and Neath Port Talbot County Borough Council, for example, have increased over the two periods although this still means that Ceredigion County Council has a relatively low incidence of qualification. Meanwhile Pembrokeshire County Council has moved from a low level to a high level and fallen again over the same periods.

The rank position of each Local Authority does not remain constant year on year. The Local Authorities with the lowest levels of qualification are inconsistent which means that the lead for any consortium funding cannot be identified with any confidence.

For 2012/13, there were a total of 158 qualification letters issued against audit certificates which identified reductions in claims by some £13.7 million. This represents 1 claim in 4 being qualified in 2012/13 which remains consistent with the figures indicated in 2009/10. Whilst the performance of some Local Authorities has improved, this is not evident in the overall figures because others have worsened.

The training planned by the Welsh Local Government Association in conjunction with the Chartered Institute of Public Finance and Accountancy (CIPFA) during March 2014 is aimed at improving grant management standards in Local Authorities. This training, in conjunction with the training provided within the Welsh Government for grant officials, will have the effect of lowering the rates of qualification observed. However, this will take time to impact on audit certification and, consequently, it is unlikely that the impact of this training will be observed on qualification rates until the 2015/16 financial year.

In the intervening period, the Welsh Government is conducting a review of the audit certification system to ensure that it is effective and efficient and that all parties are achieving the best outcomes from the process.

...with a total of 150 participants from 10 different countries...
...the data will be used to develop a course for 2013...
...the course will be held in 2013...
...the course will be held in 2013...
...the course will be held in 2013...

The training plan for the West Coast Area...
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By virtue of paragraph(s) ix of Standing Order 17.42

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