# A Healthier Mid & West Wales Programme
# Forward Look Governance Review
# Final Report

February 2023

Hywel Dda University Health Board

# Executive Summary

**Purpose**

The University Health Board recently had positive feedback from Welsh Government on their Healthier Mid & West Wales Programme Business Case. The University Health Board was in the process of establishing arrangements to develop a Strategic Outline Case, initiate a public consultation on the site selection and participate in a jointly commissioned review of the proposed clinical model.

This review was advisory in nature and seeks to provide proactive advice on the proposed governance arrangements to see the Programme through the activities outlined above with an eye on the next key juncture (i.e. Outline Business Case production).

**Scope**

The scope of the review was agreed as follows:

- **Governance Structure:** To assess the adequacy of the proposed structure, including supportive working groups, to achieve the overall objectives of the current phase of the programme. This review also considered the integration of the Programme within existing committee structures of the University Health Board.

- **Monitoring & Reporting:** A review of the proposed arrangements to monitor the activities of both internal and external advisers.

- **Resource requirements:** The resourcing requirements had been identified for each activity at this stage of the programme. Where required, external support was identified where there was insufficient capacity or capability internally.

- **Other:** Any other issues identified at the project affecting project delivery.

As this was an advisory review, in line with Public Sector Internal Audit Standards, it does not proffer an overall opinion. However, a basic aim was to provide proactive advice, identify good practice and relevant systems weaknesses for management consideration and, where appropriate, provide direction to existing guidance.

**Conclusion:**

The review observed many positive arrangements such as clear ownership/ leadership, clearly established supporting structures, adequate reporting/ monitoring and clearly supported resource requirements. A small number of recommendations have been outlined for management consideration at **Appendix A**. In providing the recommendations, consideration has been given to whether they apply to the current stage, or require consideration ahead of the next stage i.e. Outline Business Case production.

## Appendix A: Management Action Plan

| Ref. | Observations | Recommendation | Suggested Timescale | Responsibility/ Management Response |
|---|---|---|---|---|
| **Governance Structure** | | | | |
| 1. | Good practice would evidence a Project Execution Plan for a programme of this magnitude. <br><br> A project initiation document defines the project scope, management, and overall success criteria that the team can go back to during the project. It contains the basic information of the project such as context, scope, team, and collaboration. It is equally important as an internal guide and for external stakeholders. At a programme of this nature, it clearly defines the interrelationships and key dependencies. <br><br> A draft Programme Preparation Plan was prepared and does address some of the requirements of the requirements outlined above – however it was not fully concluded or formally adopted. <br><br> The importance of positive project initiation are set out within the following lessons learnt exercise - 20210614-Project-Initiation-Lessons-Learned-Report-2.pdf (publishing.service.gov.uk) <br><br> Programme and project governance and management framework requirements are also defined at the attached: Government Functional Standard (publishing.service.gov.uk) | Develop/ Approve Programme governance and management framework – defined within a Project Initiation Document. | May 2023 | Agreed. The existing Project Execution Plan proforma utilised for capital projects will be developed for the overall programme. |
| 2. | The Programme Group is presently accountable to Strategic, Development and Operational Delivery Committee. | Consideration should be given to establishing the Programme Group as a | To be considered in advance of the Outline Business Case stage. | Agreed. To be considered as part of the overall |

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| | Noting that the programme impacts all aspects of the Health Board general business, for major service change programmes of this nature the Programme Group is often a full committee of the Board. The above arrangement also ensures independent members are at the core of the project – providing challenge and scrutiny. | formal Committee of the Board. | | governance requirements of the programme. |
| | | The terms of reference of the Programme Group should clearly defined activities within and outside of scope. | May 2023 | Agreed. |
| | It is important when applying the above, that the activities within and outside of scope are clearly defined – to avoid taking on the responsibilities of other committees. | | | |
| | It is also important that Programme Integrates with the Major Infrastructure PBC.<br><br>This may be for consideration in advance of the Outline Business Case stage, as the next phase of the project is seen as a short step to:<br>• Jointly review the clinical model<br>• Refine existing work to produce the Strategic Outline Case<br>• Undertake a public consultation on the land selection. | When linkage is required to the Executive Team/ Executive Steering Group, the accountability arrangements should be clearly defined. | As required. | Agreed. |
| | | Linkage to the Major Infrastructure PBC will be defined. | September 2023 - in advance of the Outline Business Case stage. | Agreed.<br>To be considered as part of the overall governance requirements of the programme. |
| 3. | The programme benefits from a well-established Programme Team and supporting workstreams (as required).<br><br>In each instance, robust terms of reference were identified detailing the expected membership of each. | Terms of reference should be updated to confirm those members with and without delegated authority. | May 2023 | Agreed.<br>Only Health Board employees will have decision making responsibility and this will be confirmed with in |

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| | During this shortened stage, there is an increased reliance on external advisory support to supplement Health Board capacity and skills gaps. It is important that these individuals are not in key decision-making roles. Accordingly, the terms of Reference of each group should specifically detail those members with and without decision making authority. | | | respective terms of reference. |
| **Monitoring & Reporting** | | | | |
| 4. | Good practice was evidenced in the production of Project Initiation Document (PID) for certain workstreams for a previous phase of the project.<br><br>The PID details key issues such as:<br>• Objectives<br>• Scope<br>• Out of Scope<br>• Assumptions<br>• Key Dependencies<br>• Membership<br>• Key Risks<br>• Target Activities/ Milestones<br><br>Key activities for the forthcoming stage are very specific and relate to three specific activities. For the Outline Business Case stage, the targets for each workstream should be developed from the Welsh Government: Better Business Guidance requirements for business cases - Better business cases: investment decision-making framework \| GOV.WALES. | Project Initiation Documents should be produced for all workstreams.<br><br>Programme Team to set master programme targets to inform workstream targets.<br><br>The master programme should be activity/ task based. | May 2023<br><br>May 2023<br><br>September 2023 - in advance of the Outline Business Case stage. | Agreed.<br><br>Agreed.<br><br>Agreed. |

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| 5. | It is important that the Programme Team and Programme Group are suitably informed on workstream progress.<br><br>The Programme Group receives a slide pack which includes:<br>• Activities completed<br>• Activities planned<br>• Matters for attention<br>• Workstream comments<br>• Risks<br>• Issues<br><br>The above could be enhanced by the inclusion of:<br>• Performance against expected activities<br>• Key decisions made<br><br>An amended version of the existing slide pack has been provided. | The existing slide pack reporting to the Programme Group should be enhanced to include performance monitoring.<br><br><br>The changes outlined should be extended to the Programme Team monitoring of the workstreams. | May 2023<br><br><br><br><br><br><br>May 2023 | Agreed.<br>A full review will be undertaken of the slide pack to incorporate changes suggested at the audit and other best practice observed.<br><br>Agreed. |
| 6. | An adequate record was maintained of workstream activities. Varying approaches were utilised to record the meetings e.g. minutes, action plans, dashboard reports.<br><br>It is important that a consistent and concise approach is applied, accordingly an example of action orientated minutes template has been provided, which has been evidenced as working effectively at other major projects. | A concise and standardised method of workstream monitoring and reporting should be introduced. | May 2023 | Agreed.<br>The terms of reference will clearly state whether workstreams should produce action orientated or full minutes. A consistent format will be applied across all workstreams. |

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| **Resource Requirements** | | | | |
| 7. | Resource for the upcoming stage of the programme was agreed at the Sustainable Resource Committee on the 11th of November 2022.<br><br>As noted previously, the current phase has three main activities and is reliant upon external consultants to supplement gaps in Health Board skills and capacity.<br><br>It is important that the Health Board build its own resource and expertise ahead of the Outline Business Case stage and that all key roles within the programme internal team are held by Health Board staff.<br><br>To fully understand requirements, including requirements of the SRO, executives and senior management, and activity-based programme should be developed to outline expected commitment requirements to develop the Outline Business Case.<br><br>An example schedule has been provided to management. | An activity-based resource schedule will be produced for the Outline Business Case stage.<br><br><br>Existing Health Board staff (including the SRO and Executive Team) will be advised of the expected level of commitment anticipated for the production of the Outline Business Case.<br><br>Adequate representation will be secured from all key functions e.g workforce, clinical, finance, IT, hotel services etc.<br><br>Having identified the resource requirement to prepare each aspect of the Outline Business | September 2023 - in advance of the Outline Business Case stage.<br><br><br><br>September 2023 - in advance of the Outline Business Case stage.<br><br><br><br><br>September 2023 - in advance of the Outline Business Case stage.<br><br><br>September 2023 - in advance of the Outline Business Case stage. | Agreed.<br>A resource plan has been agreed for the current stage, however a full exercise is required for the next stage.<br><br>Agreed.<br><br><br><br><br><br>Agreed.<br><br><br><br>Agreed. |

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|      |              | Case, the Health Board should seek to build its own internal resource/ expertise. |  |  |

**Key Documents Referenced:**
Welsh Government - Better Business Cases [Better business cases: investment decision-making framework | GOV.WALES](#)
NHS Wales Infrastructure Investment Guidance - [NHS Wales infrastructure investment guidance (gov.wales)](#)
Infrastructure and Projects Authority – Project Initiation Lessons learnt [20210614-Project-Initiation-Lessons-Learned-Report-2.pdf (publishing.service.gov.uk)](#)
HM Treasury - The Green Book [The Green Book (publishing.service.gov.uk)](#)
HM Treasury – Checklist for Assessment of Project and Programme Business Cases [https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1072128/Business_Case_Reviewers_Checklist.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1072128/Business_Case_Reviewers_Checklist.pdf)
HM Government - Project Delivery [Government Functional Standard (publishing.service.gov.uk)](#)
Infrastructure and Projects Authority - Principles for project success [IPA_Principles_for_Project_Success.pdf (publishing.service.gov.uk)](#)
Infrastructure and Projects Authority - Project Routemap [Handbook_-_FINAL.pdf (publishing.service.gov.uk)](#)
HM Government – Human Resource [Government functional standard – GovS 003: Human Resources (publishing.service.gov.uk)](#)

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