
Annual Report of the Bevan Commission

2015/2016

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Publications

Reports produced by the Bevan Commission are published on the Commission website at www.bevancommission.org.

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Background

The Bevan Commission was established in 2008 on the 60th Anniversary of the founding of the National Health Service, to act as an impartial and independent expert advisory group to the Minister for Health and Social Services. The Commission is chaired by Professor Sir Mansel Aylward and draws its expert members from within Wales, across the UK and internationally.

The work of the Commission to date has reflected upon the challenges being addressed within health and the healthcare system in Wales and the priorities determined by the Minister. The Commission has been instrumental in supporting Ministers in their strategic thinking and policy development on a number of important areas, particularly within the context of the challenges of austerity and financial stringencies and in supporting sustainable health in Wales through its prudent healthcare agenda.

Since its inception the Commission's work has developed, adding significant value and impact to the work of the Welsh Government and the NHS in Wales. Its membership, aspirations and work programme have grown with, for example, establishing the Bevan Commission Academy and the Bevan Innovators and attracting additional resources to support these initiatives. The Commission has also influenced international thinking as illustrated by the number of international health systems now seeking to emulate the Commission and its work. Additionally, the Commission has established firm links with national governments, academia and national health systems in Australia, New Zealand, Canada, the United States of America, Belgium and Scandinavia.

Purpose

The Bevan Commission has provided **independent, authoritative advice and guidance** directly to the Minister for Health and Social Services (now the Cabinet Secretary for Health, Well-being and Sport) on matters relating to health and healthcare in Wales. The Commission's firm intention is to provide advice more widely and make its expertise and advisory services accessible both within the United Kingdom and the international arena.

Role & Objectives

The Commission's role has been to '**observe, interpret, analyse, scrutinise, advise and comment on health and health-related matters in Wales and beyond and provide expert, advice informed by sound evidence and consensus of authoritative opinion to the Minister**'. Its focus is on how Wales may achieve its ambition of building health and health care services, based upon Aneurin Bevan's core principles, that best meet the needs of the citizens of Wales and match the best comparable systems elsewhere.

1. Provide independent, expert advice, based upon the underlying eight Bevan Commission Principles, which are in addition to the three major principles articulated by Aneurin Bevan, namely: *comprehensive, universal and free at the point of delivery*.
2. Provide a dynamic forum for more radical and creative thinking and innovation and its translation into practice.

3. Work in collaboration with others, in Wales, the United Kingdom and internationally, including academia, health and healthcare systems, wider public services, the third sector, commerce and industry, to lever added value in supporting better health and care in Wales and beyond.
4. Strengthen leadership and innovation across health and healthcare in Wales utilising the authoritative credibility and expertise of its Commissioners, wider know how and capability and the development of the Bevan Innovators and Bevan Innovation Hubs.
5. Provide a unique, overarching and independent perspective on health, healthcare and wellbeing across policies, service provision and delivery, agencies and organisations.
6. Maximise opportunities offered by the Bevan Commission, its Commissioners and the *Bevan Leadership and Innovation Academy*, with the ultimate aim of becoming a respected *International Centre of Excellence for health and health services quality development, improvement and innovation*.
7. Identify and pursue opportunities to attract additional funding and resource to be used to support the Bevan Commission and its identified priorities across health and healthcare in Wales, including the establishment of a *Bevan Commission Trust Fund*.
8. Establish mechanisms, including the Bevan Advocates, to ensure the voices and views of the citizens of Wales are heard and to secure effective engagement, contributions and close involvement with the work of the Bevan Commission.

Background to Prudent Healthcare

In December 2013 the Bevan Commission published 'Simply Prudent Healthcare' which first articulated the concept of Prudent Healthcare. This considered how Wales could make the most effective use of the available resources to ensure high quality and consistent care across Wales. In addition, the Commission developed a set of provisional principles that would underpin the concept of **Prudent Healthcare**. After considering the advice of the Bevan Commission the Minister for Health and Social Services outlined his vision for Prudent Healthcare at the Welsh NHS Confederation Conference in January 2014.

Throughout 2014 a wide ranging conversation on Prudent Healthcare was held. This conversation took the form of workshops, debates and the launch of a dedicated website for making prudent healthcare happen. In January 2015 the Bevan Commission, after considering the findings from the workshops and the various debates, developed the **final Prudent Principles** as follows;

Prudent Principle 1: Achieve health and well being with the public, patients and professionals as equal partners through co-production

Prudent Principle 2: Care for those with the greatest health need first, making most effective use of all skills and resources

Prudent Principle 3: Do only what is needed, no more, no less; and do no harm

Prudent Principle 4: Reduce inappropriate variation using evidence based practices consistently and transparently

Commission Work Plan 2015-16

These principles and a prudent approach to health inform and drive the Commission's work programme. This consists of priority pieces of advice for the Minister, discussion papers, an annual conference, meetings with Welsh NHS Health Boards and Trusts and the development of the Bevan Commission Academy.

The Commissions work plan for 2015-16 was published on the Commissions website. <http://www.bevancommission.org/work-programme>.

The Commission operates by holding quarterly plenary meetings where Commissioners gather to progress its work plan, discussing and debating key areas to develop and review pieces of advice. In addition, a pre-meeting is normally held the evening before, which provides Commissioners the opportunity to explore specific topics in more detail with invited guests.

To support and inform the Commissioners, experts may be invited to attend plenary meetings and the Commission secretariat conducts research and draws upon evidence from wider expert forums to ensure that the Commission is able to produce high quality authoritative advice.

Commission Plenary Meetings 2015 -16

Quarterly plenary meetings were held with Commissioners, agendas and minutes are published on the Commissions website <http://www.bevancommission.org/meetings>.

May 2015: A joint event with the Big Innovation Centre (BIC) was held during the preceding afternoon. This event aimed to initiate work around the question of sustainability which had been posed by the Commission at its January meeting. At the formal meeting Commissioners focussed on the NHS Workforce, incorporating evidence gathered from its task and finish group to inform its advice. A summary paper was produced and published.

Oct 2015: A presentation from members of Monmouthshire Adult Services Team expanded upon the interpretation and application of co-production in practice at the pre meeting. At the formal meeting Commissioners discussed further elements of the work plan, met with David Jenkins regarding his review of the NHS workforce in Wales and received a presentation from the Health Foundation on health modelling in Wales.

Dec 2015: Sophie Howe, the Future Generations Commissioner, attended the pre-meeting and discussed the Well-being and Future Generations Act with Bevan Commissioners. At the formal meeting Commissioners discussed further elements of the work plan and approved completed pieces of advice for the Minister. Presentations on Genomics and Clinical Inertia in Diabetes were also made at the meeting, following which a report on the clinical inertia in diabetes was drawn to the attention of the Minister.

Feb 2016: This meeting was the first to be held within the School of Management on the new Swansea Bay Campus. At the formal meeting Commissioners met with Swansea University's Vice Chancellor, Professor Richard Davies, and Dean Professor Marc Clement who provided an overview of Swansea University and its future plans. Commissioners then discussed future priorities for the Welsh Government and for the Commission in going forward.

Bevan Commission Papers and Reports Published 2015-16

The Commission produced the following 8 pieces of formal advice for the Minister which are published on its website.

Do we have a Prudent approach to End of Life care?

February 2016

This priority paper provided advice for the Minister on Prudent End of life Care (EoL). The Commission was interested in what arrangements are currently available in the UK, as well as overseas, to help people and their families make decisions about their future care as they approach the end of life. Within the context of Prudent Health the Bevan Commission asked do we have a prudent approach to End of Life Care in Wales and if not, how can this be achieved?

Alongside a review of the published evidence a Task and Finish group of independent experts from Government, Academia and the NHS was brought together to contribute toward the finished paper. This found that, it appears, that there is not currently a prudent approach to EoL care in Wales and that action must be taken to address this. It was recognised there is some positive work underway in Wales, but these are all at varying stages of development and still very much in their infancy and that there is much more to be done. **Key recommendations included:**

- Identify an EoL champion in each Health Board to help drive and support the cultural changes needed and particularly to ensure better understanding, coordination and continuity of care promoting open conversations about choices and a good life to the end.
- Take more positive action and practical steps to help people die at home amongst family and friends working with patients and families to find the best solutions for them.
- Work with patients, carers and families to co develop appropriate training and support for patients and their families and the wider network of carers in the community.
- Embed EoL training throughout undergraduate and post graduate training for professionals as well as for nursing home and home carers.
- Share and adopt good practice across all areas of Wales to ensure consistently good care everywhere.

Redrawing the relationship between citizen and state. February 2016

This paper focused on ways to help empower people to take greater responsibility for their own health and well being and that of others. It also emphasised the need to engender and promote environments which allow people the freedom to make such decisions. The Bevan Commission asked how should the NHS in Wales approach the implementation of the first prudent principle "*Achieve health and well being with the public, patients and professionals as equal partners through co-production*"? Would the diverting of resource conflict with the founding principles of the NHS and the principles of prudent healthcare?

The paper found that in Wales we should be using the skills of professionals and the public better to help find solutions together and openly addressing the issues of rights and responsibilities and the sharing of power alongside that of sharing and managing risk. This will be an essential

prerequisite for the future sustainability of health and well being in Wales. **Key recommendations included:**

- A concerted effort, along with targeted training, interventions and media/ PR campaigns are needed to reinforce the message.
- Raise awareness and create wider conversations around prudent health.
- Actively supporting innovation, trying out and testing new ways to engage with others.
- Share and adopt good practice consistently across Wales.

Early Intervention and Prudent Healthcare

February 2016

This short report was produced in response to the growing emphasis to increasing use and presence of ideas and policies on prevention, early intervention and early action. There is a general consensus, though little tangible action, that the principle of prevention is better than cure and that early action can prevent much bigger problems later. Within the report the Bevan Commission sets out the variety of definitions of early intervention and questions whether they are consistent with the principles of Prudent Healthcare.

The report found that early interventions can vary in definition, scope, timescale, target group and more importantly, effectiveness. As such, no simple, single definition exists that can encapsulate its complexity. Setting out the key issues highlighted that **not all early interventions are indeed prudent or without harm** and **the key recommendation was a clear need for more open discussion and debate in Wales around early interventions at both local and national levels, with both individuals and the public.**

Disruptive thinking in Wales

December 2015

The Bevan Commission worked with the Big Innovation Centre (BIC) to explore how to achieve more sustainable health and care in Wales through stronger innovation. The BIC provides an open innovation hub bringing together businesses, public agents and universities, to develop innovation ecosystems using open innovation to co-create tangible solutions.

The report details the outputs of the *'Disruptive thinking to achieve sustainable health and care in Wales'* meeting in May 2015 where a range of representatives discussed disruptive thinking and sustainability of health and care in Wales. It highlights how innovation is a powerful tool to help achieve sustainable health and care in Wales and the need to do different things, in a different way, to achieve more successful results.

The report acknowledged that in Wales we should also make sure that where we have already identified innovation, we should share and adopt them at scale and pace; accordingly, avoiding the need to reinvent the wheel and duplicate effort. Ideas for change urgently need to be translated into action. The Bevan Commission Academy will help to provide the ecosystem and hub to enable this to happen: trying out and testing new ideas, sharing ideas and expertise across Wales, and bringing together a range of interested parties.

Social Movement for Change: A Prudent Approach for Wales December 2015

To help understand the potential and impacts offered by social movements in delivering Prudent Health, the Bevan Commission drew together evidence on some of the key themes and provided examples of how individuals and groups have helped to bring about change. This paper, alongside that of collective and collaborative leadership and innovation, helped to shape and inform the Bevan Innovators programme. **Key Recommendations included:**

- Adopting social movements will help to transform health and healthcare by creating an enabling culture which engages and energises the public, patients and professionals working together to achieve prudent health in Wales.
- For the best chance of success of delivering widespread and sustained change a combined approach should be adopted using complimentary approaches alongside this.

Delivering Prudent Health: Creating a Social Movement for Innovation December 2015

For Prudent Health to become more than just a concept in Wales, and for it to be integrated into the everyday lives of patients and staff, we must change the way we work and find innovative solutions to deliver better outcomes for patients and the public. This paper brings together the thinking around social movements and innovation. It identified the need to utilise all the resources available, engaging staff, public and patients to help and be part of the solutions in achieving Prudent Health at scale and pace. Transformational culture change is required to ensure that we have leaders within the organisation who feel empowered and able to act on their ideas. This can be achieved through a social movement approach, where activists work towards a shared purpose, forge personal relationships and networks and lead change from within.

For change to happen there must be synergy between current and new approaches where more traditional programme approaches are complemented with social movement to ensure that the energy and the passion of the organisation is harnessed and directed to the delivery of tangible results.

The actions laid out in this document are not the final solution, but will provide a starting point to 'get the ball rolling' from which we can continue to learn and evolve. Empowering and encouraging people to participate will allow us all to act on all ideas to address the challenges that face us. This process will take time, and will not come without its own challenges, but we must be brave and hold our nerve.

A Workforce fit for Prudent Healthcare

December 2015

The Bevan Commission believes that the workforce is the NHS's greatest asset. Effectively utilising the resource and skills of almost 83,000 employees is crucial to achieving more sustainable health and healthcare in Wales. A workforce fit for prudent healthcare must be designed to address individual and population health needs both now and in the future.

In this paper the Bevan Commission asked how might we achieve a prudent workforce, making the best use of all assets available to us in Wales? The report emphasised that a prudent workforce should be recognised as an important agent for change and innovation within the system and

must be encouraged and supported to enable this to happen in practice. It should be tested against the 4 Prudent Health Principles and based up on a model that;

- Protects and prevents ill health wherever possible, using the public health drivers for change;
- Provides pro-active and co-ordinated, integrated health and social care that is wrapped around the patient, with a single point of contact or access; and
- Provides care based on need, where workforce planning focuses on the competencies needed to support health and care within the community, rather than in the hospital.

The report summarised that the resources currently in place are not adequate or being used in the most effective way to meet current or expected increased demands upon the NHS in Wales in the future. Urgent consideration is needed now on how best Wales might bridge the gap between demand and supply, adapting the way the future workforce is planned and managed to meet prudent healthcare needs now and in the future. The report also recognised the need to have a clear model of health and care for Wales before considering further more specific details regarding roles and responsibilities. Developing a social model for health in Wales will be a key priority for the Bevan Commission and from this it will need to reconsider the needs of a future workforce to address this. The report was well received and will be used to inform the development of a future workforce strategy for Wales.

Feedback and Evidence

As a group of international experts the Bevan Commission is often asked to contribute to policy and strategic guidance.

Bevan Commission response to Welsh Government Green paper: Our Health, Our Health Service **November 2015**

The Bevan Commission highlighted a number of key strategic themes which it felt were of greatest significance to the health and well being of people in Wales. The Commissioners recognised that legislation was necessary to define matters such as representation, functions, responsibilities and accountabilities and its value in defining some aspects of policy making and implementation. However, the Commissioners felt that legislation had a much smaller place in shaping the things that really matter in influencing the quality of healthcare which depends so clearly on the values and behaviours that we recognise as leadership, commitment, duty, taking responsibility and accepting accountability.

Bevan Commission presentation to Organisation for Economic Co-operation and Development **March 2015**

The Bevan Commission was asked to contribute the OECD Reviews of Health Care Quality in the United Kingdom. Bevan Commissioners Professor Sir Mansel Aylward, Professor Sir Anthony Newman Taylor and Dr Anthony Calland responded to questions raised by the reviewers and

described the work of the Commission with a particular emphasis on prudent healthcare. The final OECD report¹ has now been published.

Bevan Commission Events

International Prudent Healthcare Summit

The Prudent Healthcare Summit ‘Making Change Happen’ was held in Cardiff in July 2015 and organised by the Bevan Commission in partnership with Welsh Government and the British Medical Journal. The event offered the 500 attendees from across the NHS, Welsh Government, Academia, the Third sector and international scene an increased understanding of prudent healthcare in Wales and the opportunity to network and meet other people who are making prudent healthcare happen in Wales and in other countries.

The summit was hosted by First Minister for Wales Carwyn Jones AM, who welcomed a range of international speakers and those at the heart of developing and delivering prudent healthcare in Wales. Key steps needed to make further change happen were identified including;

- Strengthening primary care;
- Remodelling the health and social care workforce;
- Rebalancing the relationship between citizens and state;
- Taking action to address over-diagnosis and over-treatment.

Guest speakers and panel chairs included, First Minister for Wales Carwyn Jones AM, Minister for Health and Social Services Mark Drakeford AM, Sandra Venero, co-founder of Italy’s slow medicine movement and Fiona Godlee, editor of the British Medical Journal. Professor Don Berwick, a Commission member, also linked in via a video link emphasising the opportunities for improving health and care in Wales. A list of resources from across the day, including images from the event and video interviews with speakers and those working to deliver prudent healthcare in Wales can be accessed here <http://www.prudenthealthcare.org.uk/summit2015/>

Health Board and Trusts engagement visits Wales

The Bevan Commissioners recognised the need to engage more directly with the Health Boards and Trusts across Wales to get a better understanding of their work and the day to day challenges they face. A programme of visits across Wales was organised and groups of Commissioners attended both formal Executive Board meetings and Board development days and allowed an opportunity for the Commissioners to engage directly with Board members to;

- 1) An update of its work programme;
- 2) An update on the proposals for the Bevan Academy and opportunities to form a Bevan Innovation Hub;
- 3) Identify barriers and facilitators to change within the NHS.

¹ http://www.keepeek.com/Digital-Asset-Management/oecd/social-issues-migration-health/oecd-reviews-of-health-care-quality-united-kingdom-2016_9789264239487-en#page230

Commissioners undertook these visits in addition to their normal commitments to the Commissions work programme and visited each of the 7 Local Health Boards and 3 All Wales NHS trusts between December and June 2016.

The Commissioners agreed that these visits had provided a rich source of information for their future work and thinking, particularly in assessing the barriers and enablers to change. They intend to repeat these next year to help maintain a strong relationship between the Commission and senior leaders in the Welsh NHS.

Bevan Commission Academy

The Bevan Commission Academy for Leadership and Innovation was established at Swansea University. The Academy will provide a dynamic learning and development environment and ecosystem in to support inspirational leadership, innovative ideas, new ways of working and action research. It will be a catalytic hub for open innovation, where people, professionals and organisations can come together to think through, co-create and experiment in a non-competitive environment.

The Academy will build upon core foundations of research, innovation, teaching and skills development to help inspire people, professionals and the public, to work together to find better solutions together, creating a sustainable, prudent and vibrant NHS in Wales. The Bevan Innovators (Fellows, Exemplars and Advocates) and the Bevan Innovation Hubs undertaken by the Academy, supported by research and evaluation, will play an important part in helping to achieve these objectives.

Bevan Commission Innovators

The Bevan Commission Academy has established the Innovators as a means to help stimulate, support and embed innovation within and across organisations, drawing together evidence from innovation, social movements for change and collective leadership. The Bevan Commission has worked with NHS local Health Boards and Trust to stimulate and identify people and professional to become of the academy. These innovators will identify, drive and spread innovation and act as agents for change. The Innovators are:

- **Exemplars and Health Technology Exemplars** support the need to strengthen innovation and leadership within NHS Wales to respond to the growing demands and challenges. Exemplar projects improve NHS Wales resource efficiency, health outcomes or patient experience and drive the application of Prudent Healthcare in practice by making the very most of all the skills and resources we have available to us. The Commission has sought out individuals from all grades and staff groups offering different solutions – not more of the same – identifying and capturing the enthusiasm, ideas and the passion of ‘early innovators’. The Commission is working with 27 Exemplars and 18 Health Technology Exemplars.
- **Bevan Fellows** are healthcare professionals, clinicians and doctors in training who bridge clinical services, academia and practical application by developing and delivering proposals that address and support local health needs, improve clinical practice and health outcomes via the practical

application of the Prudent Healthcare Principles. Bevan Fellows support health boards to attract and retain healthcare professionals, clinicians and doctors in training. Thereby supporting the drive to draw top quality staff to Wales. There are currently 4 Bevan Fellows.

- **Bevan Advocates** are members of the public – Patients, Carers and Volunteers offering their unique perspective on services, health, wellbeing and illness. Creating conversations and wider engagement for change. Bevan Advocates will influence and support the Commission in its work, offering insights in to the real ‘lived experience’ of healthcare and health services and feedback on the Commission’s thinking as it develops. Bevan Advocates will help influence the wider public through dialogue and discussion, promoting wider conversations around prudent healthcare. They will also work with Local Health Boards, Exemplars and Fellows to improve health outcomes providing the public’s perspective on the practical application of the Prudent Healthcare Principles.

Future Hosting and Funding Arrangements

The Bevan Commission will increasingly move towards becoming a more fully and financially independent national and international think tank and source of expertise for Health, Well being and Care. The Commission and its Academy will continue to make a significant contribution to achieving better health outcomes for the people of Wales.

During this period considerable effort has been made to negotiate and secure future funding from Welsh Government, Swansea University and wider sources. Further business plans will be developed to further build upon this. The new base for the Bevan Commission and its Academy at the Swansea University Bay Campus provides the resources and drive to realise its further aspirations.

The Commission is well placed in harnessing the combined expertise of its Commissioners to tackle the challenges faced by health and healthcare services in national and international contexts and is recognised by the Welsh Government for the contributions it has made to policy development, health services provision and delivery in the period since its inception in 2008.

Ambitions and Aspirations

The Commission aims to establish Wales as an international leader in the field of health and well being, reinforcing the principles upon which the NHS was built but within a contemporary context, responding to current and future generational needs and transformation challenges. Alongside its principal relationship with the Cabinet Secretary for Health, Wellbeing and Sport in Welsh Government, the Commission will build and expand its established links with health focused organisations, both in the United Kingdom and in the international arena to offer its unique advisory role in a wider, far reaching context.

Future key Strategic Priorities 2016 - 2019

The Commission is currently formulating advice for the new Cabinet Secretary for Health, Wellbeing and Sport on what it believes to be the most important priorities for the government’s

current term of office. The Commission is also developing its own strategic priorities for what it might best do to support this agenda. This advice is currently being finalised by the Commissioners. Thus far the following suggested priorities have emerged:

- 1. A new Vision and Model for the Future for health and well being for the people of Wales;** a social model of Health and well being for Wales.
- 2. Developing a Prudent Culture for Wales;** identifying and supporting the translation of new thinking, practice and brave and bold leadership, as an implicit part of the culture of public services within Wales
- 3. A Quality System approach to service improvement - Smart Governance and Quality Standards** for health and wider public Services in Wales – externally and independently regulated
- 4. Integrated Prudent Thinking and Practice- identifying** pioneering and progressive opportunities to drive integration and ensure it is maximised both within health and wider public services
- 5. Creating strong leaders and innovators across Wales** – supporting the need for greater transformation, innovation and leadership to ensure that health and care in Wales is transformed to meet current and future generational needs.