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Bwrdd Iechyd Prifysgol
Bae Abertawe
Swansea Bay University
Health Board



Meeting Date	20th February 2020	Agenda Item	2.3
Report Title	Medical Agency Cap		
Report Author	Sharon Vickery, Assistant Director of Workforce & OD		
Report Sponsor	Hazel Robinson, Director of Workforce & OD Dr Richard Evans, Executive Medical Director Lynne Hamilton, Director of Finance Chris White, Chief Operating Officer		
Presented by	Hazel Robinson, Director of Workforce & OD		
Freedom of Information	Open		
Purpose of the Report	This report is submitted to the Workforce & OD Committee to provide an update on the implementation of the Medical Locum Cap within Swansea Bay University Health Board. Welsh Government has moved to quarterly reporting and so this monthly report focuses mainly on the metrics for November & December 2019. As October has already been reported.		
Key Issues	This report sets out the November and December performance compared to previous months together with plans to improve implementation of the all Wales agency cap.		
Specific Action Required <i>(please ✓ one only)</i>	Information	Discussion	Assurance
			✓
Recommendations	<p>Members are asked to:</p> <ul style="list-style-type: none"> • NOTE the metrics for November and December 2019 • NOTE the emerging messages from the Locum on Duty data • NOTE the progress with the replacement of the long term locums • NOTE the actions to date outlined in the paper 		

MEDICAL AGENCY CAP

1. INTRODUCTION

This report is submitted to the Workforce & OD Committee to provide an update on the implementation of the Medical Locum Cap within Swansea Bay University Health Board. Welsh Government (WG) has moved to quarterly reporting and so this monthly report focuses mainly on the metrics for November and December 19 as October has already been reported together with any immediate plans to attempt to improve compliance.

The next quarterly submission is due to WG in January for the quarter period October to December 2019.

2. PROGRESS

2.1 Total Booked Hours – Combined November and December 2019

- 17,368.49 Internal and agency locum hours were booked in November and December 2019 compared to 12,253.23 in October 2019
- The number of agency hours booked decreased in November to 5,368.50 and further decreased in December to 2,442.50 compared to 6,134.30 in October.
- Extensions of existing bookings combined equate to 6,374.50 hours, at a value of £425,572.34 with the balance of 1437.50 hours for new bookings, costing £101,955.42.

NOVEMBER	Hours	% of Total	Cost
Agency			
Extensions	4,623.00	86.11%	£322,366.79
New	745.50	13.88%	£39,295.08
Total Agency	5,368.50	56.00%	£361,661.87
Total Locum	4,084.41	44.00%	£237,131.05
Total	9,452.91	100%	£598,792.92

DECEMBER	Hours	% of Total	Cost
Agency			
Extensions	1,750.50	71.66%	£103,205.55
New	692.00	28.33%	£62,660.34
Total Agency	2,442.50	30.00%	£361,661.87
Total Locum	5,473.08	70.00%	£333,300.13
Total	7,915.58	100%	£694,962.00

- NB - not all the booked hours will be worked in November and December as some of the bookings will extend into the following month(s).

2.2 Agency – the progress is reported below:

Agency Assignments

- The percentage of agency doctors paid at or below the capped rates in terms of the number of **assignments** has increased in November to 21.05% and decreased in December to 17.64% compared to October figures at 11.11%.

Agency Hours

- The percentage of agency doctors paid at or below the capped rates based on hours decreased in November to 24.04% but increased in December to 35.78%.

Agency Hours

- Total agency hours booked decreased in November to 5,368.50 and decreased further in December to 2,442.50.

Month	% Cap Compliance Assignments	% Cap Compliance Hours	Total Hours Booked
May 18	36.2%	21%	2,478
June 18	28.6%	33.2%	6,698
July 18	20.8%	15.2%	10,252
August 18	20.2%	26.0%	10,280
September 18	8.3%	31.1%	12,560
October 18	6.5%	18.6%	9,790
November 18	8.3%	13.4%	10,579
December 18	7.8%	3.3%	10,885
January 19	17.1%	41.6%	10,605
February 19	36.6%	47.2%	8,385
March 19	39.3%	45.4%	7,472
April 19	29.5%	70.4%	3,556
May 19	16.2%	50.8%	3,499
June 19	22.5%	61.4%	8,186
July 19	20.0%	29.9%	6,225
August 19	14.63%	32.79%	6,491
September 19	23.68%	46.99%	3,883.50
October 19	11.11%	28.60%	6,134.30
November 19	21.05%	24.04%	5,368.50
December 19	17.64%	35.78%	2,442.50

NOVEMBER	No. of Assignments	No. of Hours	% of Hours
Cap Breach	30	4,077.50	78.95%
Below/at cap	8	1,291.00	21.05%
Total	38	5,368.50	100%

DECEMBER	No. of Assignments	No. of Hours	% of Hours
Cap Breach	28	1,568.50	64.00%
Below/at cap	6	874.00	35.00%
Total	34	2,442.50	100%

Usage by Grade – Variance on Previous Month

Use by Grade – Variance on previous month – November 2019 Data

Grade	October 19 Hours	October 19 Booked Spend	November 19 Hours	November 19 Booked Spend	Variance On Prior Month Booked Hours	Variance On Prior Months Booked Spend
Consultant	3,791.50	£408,345	973.00	£97,212	-2,818.50	-£311,133
Specialty Doctor	0.00	£0.00	150.00	£9,965	+150.00	+£9,965
ST3+	257.00	£19,538	1,824.00	£123,722	+1,567.00	+£104,184
ST1/2	2,085.50	£110,026	2,421.50	£130,737	+335.50	+£20,711

100% of Consultant expenditure is linked to vacant posts within Adult Psychiatry, Paediatrics and General Medicine, all attributed to extensions.

100% of Specialty Doctor expenditure is linked to vacant posts within Adult Psychiatry, all attributed to extensions.

100% of ST3+ expenditure is linked to vacant posts within Accident & Emergency, Adult and Old Age Psychiatry, Anaesthetics, Cardiothoracic and General Surgery; £115,835.78 is attributed to extensions and £7,897.00 to new bookings.

94.96% of ST1/2 expenditure is linked to vacant posts within Adult Psychiatry, General Medicine, Obstetrics & Gynaecology and Trauma & Orthopaedics. 1.89% of expenditure is linked to sickness within ENT and 3.13% linked to Deanery gaps within General Medicine. £99,350.08 is attributed to extensions and £31,398.08 is attributed to new bookings.

Use by Grade – Variance on previous month – December 2019 Data

Grade	November 19 Hours	November 19 Booked Spend	December 19 Hours	December 19 Booked Spend	Variance On Prior Month Booked Hours	Variance On Prior Months Booked Spend
Consultant	973.00	£97,212	485.00	£58,510	-488	-£38,702
Specialty Doctor	150.00	£9,965	150.00	£9,965	0.00	£0.00
ST3+	1,824.00	£123,722	83.00	£6,663	-1,741.00	-£117,059
ST1/2	2,421.50	£130,737	1,597.50	£85,594	-824	-£45,143
FY2	0.00	£0.00	127.00	£5,126	+127.00	+£5,126

100% of Consultant expenditure is linked to vacant posts within Paediatrics and General Medicine all attributed to extensions.

100% of Specialty Doctor expenditure is linked to vacant posts within Adult Psychiatry, all attributed to extensions.

100% of ST3+ expenditure is linked to vacant posts within Accident & Emergency, Anaesthetics, General Surgery and Paediatrics; £5,878.73 is attributed to extensions and £784.88 to new bookings.

100% of ST1/2 expenditure is linked to vacant posts within Accident & Emergency, Adult Psychiatry, General Medicine, Trauma & Orthopaedics, ENT and Paediatrics. £75,107.22 is attributed to extensions and £10,489.74.

100% of FY2 expenditure is linked to increased capacity needed within Adult Psychiatry, all attributed to new bookings.

An analysis of the financial range of breaches by grade is included below:

Grade	% paid at cap or below	% paid £1p - £5 above cap	% paid £5.01 - £10 above cap	% paid £10.01 -£15 above cap	% paid £15.01 - £20 above cap	% paid £20+ above cap
Consultant - Nov	48.51%	46.25%	5.24%	0%	0%	0%
Consultant - Dec	13.61%	0%	0%	0%	4.54%	88.04%
SAS - Nov	100%	0%	0%	0%	0%	0%
SAS - Dec	100%	0%	0%	0%	0%	0%
ST3 - Nov	0%	0%	82.24%	9.32%	0%	8.44%
ST3 - Dec	0%	0%	0%	27.71%	0%	72.29%
ST1/2 - Nov	26.65%	0%	8.26%	55.81%	7.70%	0.58%
ST1/2 - Dec	33.24%	0%	0.63%	62.10%	1.38%	2.66%

2.3 Internal ad hoc locums

- The percentage of the internal ad hoc locums paid at or below the cap by **assignment** increased for November to 83% compared to October figures (76%) but decreased in December to 64%.
- The percentage of doctors paid at or below the capped rates based on **hours** in November stood at 90% and decreased to 72% in December.
- The total number of hours booked for internal ad hoc locum cover in November decreased to 3,828.41 but increased in December to 5,473.08.

Month	% Cap Compliance Assignments	% Cap Compliance Hours	Total Hours Booked
May 18	73%	83%	
June 18	70%	78%	
July 18	67%	73%	
August 18	69%	78%	
September 18	68%	75%	

October 18	79%	86%	
November 18	77%	80%	
December 18	75%	80%	
January 19	71%	84%	
February 19	81%	86%	
March 19	75%	78%	
April 19	79%	87%	
May 19	72%	76%	
June 19	83%	85%	5,324
July 19	73%	80%	6,945
August 19	77%	82%	6,114
September 19	79%	85%	5,665
October 19	76%	82%	6,118
November 19	83%	90%	3,828
December 19	64%	72%	5,473

2.4 Agency and Locum Expenditure

- The Health Board has set a target agency/locum monthly spend as outlined in the table below. Actual monthly expenditure is as follows:-

Month	Target Spend	Actual Spend	Variance
April 18	1,245K	1,079K	
May 18	1,245K	1,224K	
June 18	1,245K	1,678K	
July 18	1,245K	1,664K	
August 18	1,245K	1,585K	
September 18	1,245K	1,633K	
October 18	1,245K	1,695K	
November 18	1,245K	1,806K	
December 18	1,245K	1,680K	
January 19	1,245K	1,720K	
February 19	1,245K	1,624K	
March 19	1,245K	1,926K	
April 19	1,129K	985K	-144K
May 19	1,129K	1,136K	+7K
June 19	1,129K	1,054K	-75K
July 19	1,129K	1,110K	-19K
August 19	1,129K	1,208K	+79K
September 19	1,129K	1,185K	+56K
October 19	1,129K	1,295K	+166k
November 19	1,129K	1,019K	-110K
December 19	1,129K	1,090K	-39K

- Since the boundary change the Health Board has set a new monthly target spend of £1,129m and the table above shows that the Health Board has underspent in relation to this target 5 out of 9 months.

All Wales Position

- The following HBs all utilise Medacs. The respective performance in November was as follows:-

Nov-19	Hywel Dda	SBUHB	Cardiff & Vale	Betsi
Individuals Booked	17	27	18	30
Individuals Booked At/Below Cap	3	7	9	11
Individuals Booked At/Below Cap %	17.64%	25.92%	50.00%	36.66%
Individuals Booked Above Cap	14	20	9	19
Individuals Booked Above Cap %	82.35%	74.07%	50.00%	63.33%
Hours Booked	3,932.00	5,368.50	2,321.50	4,168.50
Hours Booked At/Below Cap	212.5	1,291.00	1,079.00	1,095.00
Hours Booked At/Below Cap %	5.40%	24.04%	46.47%	26.26%
Hours Booked Above Cap	3,719.50	4,077.50	1,242.50	3,073.50
Hours Booked Above Cap %	94.59%	75.95%	53.52%	73.73%
Jobs Booked	30	38	28	54
Jobs Booked At/Below Cap	3	8	14	15
Jobs Booked At/Below Cap %	10.00%	21.05%	50.00%	27.77%
Jobs Booked Above Cap	27	30	14	39
Jobs Booked Above Cap %	90.00%	78.94%	50.00%	72.22%

Dec-19	Hywel Dda	SBUHB	Cardiff & Vale	Betsi
Individuals Booked	16	23	16	21
Individuals Booked At/Below Cap	1	6	9	11
Individuals Booked At/Below Cap %	6.25%	26.08%	56.25%	52.38%
Individuals Booked Above Cap	15	18	7	10
Individuals Booked Above Cap %	93.75%	78.26%	43.75%	47.61%
Hours Booked	2,268.50	2,442.50	4,050.00	4,168.50
Hours Booked At/Below Cap	67.5	874.00	2,035.50	1,095.00
Hours Booked At/Below Cap %	2.97%	35.78%	50.25%	26.26%
Hours Booked Above Cap	2,201.00	1,568.50	2,014.50	3,073.50
Hours Booked Above Cap %	97.02%	64.21%	49.74%	73.73%
Jobs Booked	28	34	27	54
Jobs Booked At/Below Cap	1	6	13	15
Jobs Booked At/Below Cap %	3.57%	17.64%	48.14%	27.77%
Jobs Booked Above Cap	27	28	14	39
Jobs Booked Above Cap %	96.42%	82.35%	51.85%	72.22%

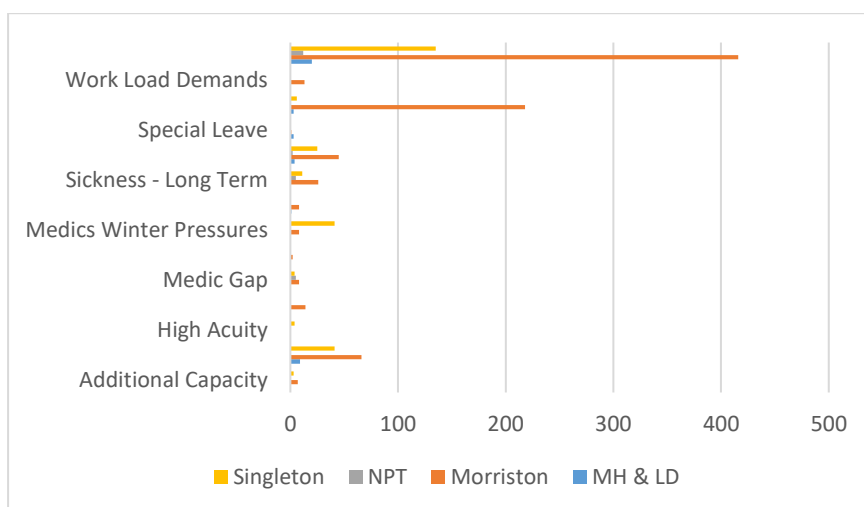
- Overall whilst it is difficult to draw exact comparisons this seems to indicate that Swansea out performs Hywel Dda. However Betsi Cadwaladr's performance is better than Swansea Bay with Cardiff's performance being the most effective.

Implementation of Locum of Duty

- This system went live on the 15th December 2019. Although this data does not specifically mirror the reporting period of November and December 2019 the Committee may like to view what the system has produced so far. In coming months this will be refined.
- In the first pay period (15th December – 18th January 2020) 951 shifts were filled (794 Internal & 157 external) which equated to 10,051.45 hours. This equates to approximately 50 WTE during the 5 week reference period. Fill rates were very high.

	Filled	Unfilled	% filled	% unfilled
Morrison	574	24	96%	4%
Singleton	211	12	95%	5%
NPT	42	3	97%	3%
Mental Health	124	4	97%	3%
Total	951	43	96%	4%

- 43 shifts were unfilled
- 583 shifts were at negotiated rates totalling £385,915.49.
- The graph below shows the breakdown of reasons to pay negotiated rates by Delivery Unit by shift:-



- The following table highlights the reasons for the requests. The reasons are currently in the same format which the Delivery Units are using to report. Cleansing needs to be undertaken to streamline the reasons to reduce the number of options available:-

Request Reason	Mental Health	Morrison	NPT	Singleton	Grand Total
Additional Capacity		11		4	15
Deanary Gap	71	107		69	247
High Acuity				6	6
Maternity/Paternity/Adoption		17		2	19
Medic Gap		16	14	14	44
Medics A/L		3			3
Medics Winter Pressures		11		43	54
Restricted Duties	1	9		2	12
Sickness - Long Term		28	5	19	52
Sickness - Short Term	8	55	2	35	100
Special Leave	3	1		1	5
Vacancy	41	302	21	16	380
Work Load Demands		14			14
Grand Total	124	574	42	211	951

- Several benefits of the system were outlined at the beginning of the project, and included:
 - Standardised processes
 - Improved compliance
 - The development of a formal internal locum bank to increase the internal filling of shifts.
 - Improved reporting
 - Live to pay functionality to ensure accuracy of payments and ensures that shifts are paid within the defined pay periods.
- During the course of the implementation a number of additional benefits have been captured. These include:-
 - The identification of a range of work that previously was not being reported as they were being processed as WLI. In coming months this will increase the number of shifts reported but will reflect actual activity and related costs.
 - A range of working practices that the HB was not aware of and will need to be resolved going forward.
 - Increased visibility and accuracy to ensure that the HB can monitor trends and scrutinise more effectively.

Internal Rate Card

- The rate card was developed to drive internal demand so that staff were paid an appropriate hourly rate to reflect the level of the gap and the intensity of the service whilst ensuring that the Welsh Government capped rates were not breached where possible. During the course of the implementation, it was established that there are services who routinely pay a reduced rate compared to what is cited on the card. The system will allow negotiated rates (both above and below) the rate card. In this period 193 internal shifts were paid above the Welsh Government Capped rates.

	Total number at escalated rate	Number of shifts above cap	Worked hours	Cost
ST Lower	142	76	770.30	£48,056.30
ST Higher	169	68	755.30	£57,680.13
FY1	7	7	43.30	£1,870.94
FY2	74	21	205.30	£10,367.72
consultant	132	4	45.30	£6,866.31
Specialty dr	73	17	173	£14,322.63
		193	1992.5	£139,164.03

Role of the rota co-ordinators

The rota coordinators play a pivotal role in the filling of locum gaps on the roster. During implementation, the rota coordinators proved sometimes challenging as they would no longer be able to continue with some historical practices. There was evidence of rota coordinators:

- Negotiating and agreeing rates without seeking Service Manager approval.
- Holding a shift to pay an enhanced set rate rather than go to Medacs which would have been cheaper.
- Not following the defined Health Board processes

It should be noted that the next report to the Committee will be based solely on Locum on Duty data.

Actions to Date

- A number of Executive Directors met with the Delivery Units to review their long term locums and recruitment plans. These were followed up with meetings between the Medical Workforce team and Medacs with the Delivery Units in order to scrutinize each vacancy and challenge all locums that have been booked for three months or more. This work has been repeated and will need to be repeated again in the new financial year.
- Progress to reduce the number of long term locums is attached at Appendix A. Savings from this work currently stand at circa £540,230. There is also however an anticipated additional £190,765 to be added, bringing the total to circa £730,995. One complicating factor however is that in specialities where they are running high levels of vacancies the locum does not exit but the DU moves them to another vacancy. This information is not readily available however. In these circumstances the savings need to be considered as cost avoidance.
- The final Kendall Bluck (KB) workshop was scheduled for the 5th February in relation to the work in the Emergency Departments (ED) at Morrison and Neath. The work associated with a review of junior doctor rotas should be complete by the end of the financial year.

WELSH GOVERNMENT QUARTERLY SUBMISSION

Welsh Government quarterly submission is due January 2020 for the period October – December 2019.

3. GOVERNANCE AND RISK ISSUES

The main risk with this work relates to the overall challenging recruitment market and the overall supply of doctors.

4. FINANCIAL IMPLICATIONS

The financial details are set out in section 2 and in the table below.

5. RECOMMENDATION

Members are asked to:

- **NOTE** the metrics for November and December 2019
- **NOTE** the emerging messages from the Locum on Duty data
- **NOTE** the progress with the replacement of the long term locums
- **NOTE** the actions to date outlined in the paper

Governance and Assurance		
Link to Enabling Objectives <i>(please choose)</i>	Supporting better health and wellbeing by actively promoting and empowering people to live well in resilient communities	
	Partnerships for Improving Health and Wellbeing	<input type="checkbox"/>
	Co-Production and Health Literacy	<input type="checkbox"/>
	Digitally Enabled Health and Wellbeing	<input type="checkbox"/>
	Deliver better care through excellent health and care services achieving the outcomes that matter most to people	
	Best Value Outcomes and High Quality Care	<input type="checkbox"/>
	Partnerships for Care	<input type="checkbox"/>
	Excellent Staff	<input checked="" type="checkbox"/>
	Digitally Enabled Care	<input type="checkbox"/>
	Outstanding Research, Innovation, Education and Learning	<input type="checkbox"/>
Health and Care Standards		
<i>(please choose)</i>	Staying Healthy	<input type="checkbox"/>
	Safe Care	<input type="checkbox"/>
	Effective Care	<input type="checkbox"/>
	Dignified Care	<input type="checkbox"/>
	Timely Care	<input type="checkbox"/>
	Individual Care	<input type="checkbox"/>
	Staff and Resources	<input checked="" type="checkbox"/>
Quality, Safety and Patient Experience		
Whilst there are significant recruitment difficulties the supply of locum doctors is vital to safe patient care.		
Financial Implications		
Securing these doctors at appropriate rates is also key to the recovery and sustainability of the Health Board		
Legal Implications (including equality and diversity assessment)		
Not applicable.		
Staffing Implications		
None other than the need to improve the supply of the medical workforce.		
Long Term Implications (including the impact of the Well-being of Future Generations (Wales) Act 2015)		
Not applicable.		
Report History	This report was previously reported monthly to the Performance and Finance Committee and therefore this is the ninth report for the Workforce and OD Committee to scrutinise the Welsh Government submission in line with their timetable.	
Appendices	Appendix A. Replacement of long term locums	