Trusts that were placed in special measures following the Keogh review in July 2013

1. Basildon and Thurrock University Hospitals NHS Foundation Trust
2. Buckinghamshire Healthcare NHS Trust
2. Burton Hospitals NHS Foundation Trust
2. East Lancashire Hospitals NHS Trust
3. George Eliot Hospital Trust
3. Medway NHS Foundation Trust
3. North Cumbria University Hospitals NHS Trust
4. Northern Lincolnshire and Goole NHS Foundation Trust
5. Sherwood Forest Hospitals NHS Foundation Trust
5. Tameside Hospital NHS Foundation Trust
6. United Lincolnshire Hospitals NHS Trust

Trusts that were placed in special measures since the Keogh review in July 2013

7. The Queen Elizabeth Hospital King’s Lynn NHS Foundation Trust
7. Colchester University Hospital NHS Foundation Trust
7. Barking, Havering & Redbridge University Hospitals
7. Heatherwood and Wexham Park Hospitals NHS Foundation Trust
8. University Hospitals of Morecambe Bay NHS Foundation Trust
8. East Kent Hospitals University NHS Foundation Trust
9. Wye Valley NHS Trust
9. Hinchingbrooke Health Care NHS Trust
9. Norfolk and Suffolk NHS Foundation Trust
10. Barts Health NHS Trust
10. West Hertfordshire NHS Trust
10. Cambridge University Hospitals NHS Foundation Trust
10. East Sussex Healthcare NHS Trust
11. London Ambulance Service NHS Trust
11. Worcestershire Acute Hospitals Trust
Trusts that were placed in special measures following the Keogh review in July 2013.

Basildon and Thurrock University Hospitals NHS Foundation Trust

Entry: July 2013
Exit: June 2014

Since it was put in special measures the trust has made a number of improvements, including:

- Recruiting more than 200 additional clinical staff;
- Implementing a new electronic patient record system;
- Partnering with the Royal Free NHS Foundation Trust, which is expected to extend beyond the period of special measures.¹

In June 2014, Monitor confirmed that the trust was to be removed from special measures after a CQC inspection showed both a strong leadership team and an improved service for patients.²

Buckinghamshire Healthcare NHS Trust

Entry: July 2013
Exit: June 2014

Since it was put in special measures the trust has made a number of improvements, including:

- Appointing new senior leadership;
- Introducing a clinical leadership programme;
- Opening a new Medical Assessment Unit to support better care of patients who come through A&E;
- Partnering with Salford Royal NHS Foundation Trust, who helped them to develop a quality improvement plan.³

In June 2014, the NHS TDA confirmed that the trust was to be removed from special measures but would still receive continued support, after a CQC inspection showed that the trust has made significant progress on improving quality.⁴

Burton Hospitals NHS Foundation Trust

Entry: July 2013
Exit: October 2015

Since it was put in special measures the trust has made a number of improvements, including:

- Strengthening the board’s focus on quality;
- Appointing more nurses;
- Partnering with University Hospitals Birmingham NHS Foundation Trust.⁵

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¹ CQC, Monitor, NHS TDA (August 2014). Special measures: one year on.
² Monitor (2014). Basildon and Thurrock University Hospitals removed from special measures.
⁴ NHS TDA (2014). Buckinghamshire Healthcare NHS Trust comes out of special measures with continued support.
The CQC inspected the trust in April 2014 but it was judged that there were still multiple areas requiring improvement. The trust had only just started to work on a long term strategy to address the challenges to ensure that the organisation had a sustainable future.\(^6\)

There was a formal CQC re-inspection in July 2015 and although the trust was rated as Requires Improvement the CQC recommended that it came out of special measures. Improvements in safety and leadership were particularly noted, as well as a positive culture of incident reporting and good communication between staff. It is expected that the trust will continue to receive some short term support to “embed” a post-special measures plan.\(^7\)

**East Lancashire Hospitals NHS Trust**

*Entry: July 2013  
Exit: July 2014*

Since it was put in special measures the trust has made a number of improvements, including:

- Launching a new quality strategy, developed by senior clinicians, focused on providing safe, personal and effective care;
- Developing a new patient experience strategy;
- Partnering with Salford Royal NHS Foundation Trust.\(^8\)

In July 2014, the NHS TDA confirmed that the trust would be removed from special measures with some continued support in place. This was because the changes had only begun to take effect from January 2014 so they needed some extra time to embed these changes before their success could be fully assessed.\(^9\)

**George Eliot Hospital Trust**

*Entry: July 2013  
Exit: July 2014*

Since it was put in special measures the trust has made a number of improvements, including:

- Introducing a new programme of development for clinical leaders;
- Reorganising the management of patient flow;
- Improving the emergency care of patients;
- Partnering with the University Hospitals Birmingham NHS Foundation Trust, which has supported it to share best practice and improve its performance against key measures.\(^10\)

In July 2014, the NHS TDA confirmed that the trust would be removed from special measures following a CQC recommendation. The CQC inspection found that managers and clinicians were well aligned on the improvement agenda and that buddying arrangements had been very positive.\(^11\)

**Medway NHS Foundation Trust**

*Entry: July 2013  
Exit: N/A*

\(^7\) CQC (2015). *Burton Hospitals NHS Foundation Trust: Quality Report*  
\(^9\) NHS TDA (2014). *Two NHS Trusts removed from special measures.*  
\(^11\) NHS TDA (2014). *Two NHS Trusts removed from special measures.*
Since it was put in special measures the trust has made a number of improvements, including:

- Significant improvements in the maternity services;
- Partnering with East Kent Hospitals University NHS Foundation Trust to help improve its quality reporting systems.\(^{12}\)

However, at a CQC inspection in April 2014 it was found that the trust still had unstable leadership and a poorly designed strategy for improvement, as well as very poor engagement of clinicians. It was recommended that the trust continue in special measures.

The trust was re-inspected by the CQC in August 2015 and will remain in special measures for another six months despite the CQC praising the progress the new trust board had made.

**North Cumbria University Hospitals NHS Trust**

*Entry: July 2013*  
*Exit: N/A*

Since it was put in special measures the trust has made a number of improvements, including:

- Introducing a value-based element to recruitment;
- Improving their approach to tackling high mortality rates by using data more effectively;
- Strengthening leadership ensuring a fresh approach to long-standing problems;
- Partnering with Northumbria NHS Foundation Trust to share some of the practice and processes that has led to their success.\(^{13}\)

At a CQC inspection in April 2014, it was found that although there had been some progress there were still persisting recruitment challenges across the trust. There were multiple areas where the trust still required improvement or was felt to be inadequate. There was a poor culture with multiple whistle-blowers forthcoming during the CQC inspection. It was recommended that the trust remain in special measures for an extension period of six months.

The most recent report from CQC, in September 2015, recommended that the trust remains in special measures until further issues had been addressed. However, it was judged that some of its biggest challenges come from the way in which local services are structured and cannot be solved by the trust on its own.\(^{14}\)

In June 2015, the North Cumbria health and social care economy was selected as one of the first three challenged areas to enter the success regime for system-wide intervention and support. The CQC have recommended that the success regime will become the key means for making sure that services at North Cumbria improve further. [For more information, see the BMA briefing on the success regime.](http://example.com)

**Northern Lincolnshire and Goole NHS Foundation Trust**

*Entry: July 2013*  
*Exit: July 2014*

Since it was put in special measures the trust has made a number of improvements, including:

- Strengthening clinical leadership and recruiting 200 more clinical staff;

\(^{13}\) Ibid.  
\(^{14}\) CQC (2015). *North Cumbria University Hospitals NHS Trust*
Increasing the focus on patient care;
Partnering with Sheffield Teaching Hospitals NHS Foundation Trust.\textsuperscript{15}

In July 2014, Monitor announced that the trust would come out of special measures following a CQC inspection, although it would continue to receive support to build on the recent improvements and make sure that they last.\textsuperscript{16}

\textbf{Sherwood Forest Hospitals NHS Foundation Trust}

\textbf{Entry: July 2013}
\textbf{Exit: N/A}

Since it was put in special measures the trust has made a number of improvements, including:

- Engaging financial support to help with the development of the five-year recovery plan and strategy;
- Partnering with the Newcastle upon Tyne NHS Foundation Trust.

The CQC inspected the trust in April 2013 and found that there was some progress on quality but there was still inadequate safety in medical care. They also found that there was poor service level leadership across several services.\textsuperscript{17}

The trust was re-inspected by the CQC in June 2015 and it was recommended that the trust remains in special measures after receiving an overall rating of Inadequate.\textsuperscript{18} Rather than getting better, the latest inspection showed a decline in ratings and of the 18 action points in the special measures action plan only one had been completed. The CQC have alerted the Secretary of State about their concerns as the trust has been in special measures for more than 18 months.

Support is being offered by the neighbouring Nottingham University Hospitals NHS Trust (NUH) on a partnership/consultancy basis however a merger between the two organisations might be difficult given the financial situation at Sherwood Forest and the fact that Sherwood Forest is a foundation trust and NUH is not.

\textbf{Tameside Hospital NHS Foundation Trust}

\textbf{Entry: July 2013}
\textbf{Exit: September 2015}

Since it was put in special measures the trust has made a number of improvements, including:

- Commissioning an external review of its governance and developed a training programme for governors;
- Improving reporting and operational systems to allow for more quality monitoring;
- Partnering with University Hospitals South Manchester NHS Foundation.\textsuperscript{19}

At a CQC inspection in May 2014 it was judged that these arrangements had not yet been fully implemented and despite improvements in senior management, more work was needed to embed

\textsuperscript{16} Monitor (2015). \textit{Northern Lincolnshire and Goole taken out of special measures.}
\textsuperscript{17} CQC, Monitor, NHS TDA (August 2014). \textit{Op. Cit.}
\textsuperscript{18} CQC (2015). \textit{CQC rates Sherwood Forest Hospitals NHS Foundation Trust as Inadequate and recommends trust remains in special measures.}
and sustain the positive culture changes. It was decided that they should remain in special measures for an extension period of six months.

In September 2014, an independent review was commissioned to consider whether the trust could become a fully integrated care organisation as the trust was believed to be clinically and financially unsustainable in its current form.

In September 2015, the CQC recommended that the trust should come out of special measures. Inspectors found there had been significant improvement in governance, patient complaints and critical care services, although it was given an overall rating of Requires Improvement.

Monitor confirmed that the trust would come out of special measures, alongside a plan for the trust to become an ICO (integrated care organisation). Under the plans, the trust’s budget would more than double after it takes on social care staff and it would move to a capitated payment system. The ICO would include:

- Five locality teams, to bring together GPs, mental health, community care, social care, hospital doctors and the voluntary sector;
- GPs potentially joining the trust as salaried staff after 2016-17;
- The development of new care professionals called “extensivists”, who would specialise in caring for patients with complex problems; and
- An integrated urgent care service with a single point of access. The emergency department would be retained.

The new model would bring major changes to planned care at the trust, with all subspecialty services in both medicine and surgery provided on a networked basis with other hospitals, as well as outpatient services. The changes support the region’s healthier together plans. The independent review predicted that this would make the trust financially sustainable and would reduce the economy’s combined deficit. 20

United Lincolnshire Hospitals NHS Trust
Entry: July 2013
Exit: March 2015

Since it was put in special measures the trust has made a number of improvements, including:

- Introducing a ‘listening into action’ programme to engage staff and wider stakeholders;
- Putting in place a staffing investment plan, enabling it to recruit extra nurses.
- Partnering with Sheffield Teaching Hospitals NHS Foundation Trust to support the board by sharing best practice and undertaking peer reviews. 21

However, at a CQC inspection in April 2015 it was judged that there was still poor medical engagement and integration across the three sites. There was also poor leadership at service level. It was decided that the trust should remain in special measures for an extension period of six months.

In March 2015, following a further CQC inspection the NHS TDA decided to take the trust out of special measures, recognising the intensive work and dedication that the staff put into improving services for their patients. The NHS TDA will continue to support them with ongoing work to

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progress further improvement and deliver high quality care sustainably across all operational areas. The CQC inspection rating remains Requires Improvement.\(^{22}\)

**Trusts that were placed in special measures since the Keogh review in July 2013.**

**The Queen Elizabeth Hospital King’s Lynn NHS Foundation Trust**

**Entry: October 2013**

**Exit: March 2015**

The trust was placed in special measures by Monitor following serious failings identified in a CQC inspection. It was re-inspected in July 2014 but was found non-compliant with the regulations on staffing, support for workers, safeguarding and medicines management.\(^ {23}\)

In June 2015, the trust was re-inspected by CQC, who recommended that it was taken out of special measures. This was primarily due to steps taken by the new leadership, helping to drive considerable improvements in the quality and safety of patient care.

**Colchester University Hospital NHS Foundation Trust**

**Entry: November 2013**

**Exit: N/A**

Colchester was one of the trusts inspected by the Keogh Review but it was not put in special measures as there was confidence that trust leadership could tackle the issues raised. However, in the summer of 2013, allegations were made about alleged waiting list manipulation in respect of cancer services. This led to a CQC inspection and a recommendation that the trust was put into special measures.\(^ {24}\)

During 2014, the trust developed and implemented an improvement plan, which included reviewing and redesigning all cancer pathways. However, after two unannounced visits in July 2015, prompted by concerns around staffing, performance and care received by patients, the CQC published a report indicating that there were still a number of breaches.

A comprehensive review took place in September 2015 to determine if improvements had been made. The results have not yet been announced.

**Barking, Havering & Redbridge University Hospitals**

**Entry: December 2013**

**Exit: N/A**

The trust was put in special measures in December 2013 following a CQC inspection which showed that leadership needed support to tackle the scale of the problems it faced. Previous attempts to address issues raised around patient safety and patient care had had insufficient impact.\(^ {25}\)

The trust was partnered with Guys and St Thomas’ NHS Foundation Trust and have been working with them on addressing the key areas for improvement.

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\(^{22}\) United Lincolnshire Hospitals NHS Trust (2015). *ULHT comes out of special measures after significant improvements.*


\(^{25}\) CQC (2013). *Chief Inspector of Hospitals recommends that Barking, Havering and Redbridge University Hospitals NHS Trust is placed in special measures following in-depth inspection.*
In July 2015, CQC recommended that the trust remain in special measures despite making significant progress. This was mainly prompted by a persistent failure to provide responsive services and concerns about a backlog of investigations into serious incidents.26

CQC inspectors are expected to return in the coming months to check on the progress and reassess the situation.

Heatherwood and Wexham Park Hospitals NHS Foundation Trust
Entry: May 2014
Exit: September 2014

The trust was placed in special measures following a CQC inspection, which found that unsafe staffing levels were a consistent theme and that the trust was failing to meet national targets. There were also concerns about the lack of clinical engagement and a hostile atmosphere amongst the staff. The trust leadership was not judged as capable to bring in the deep and long-lasting changes needed.27

In September 2014, it was announced that Heatherwood and Wexham Park Hospitals would be taken over by Frimley Park NHS Foundation Trust, which was rated Outstanding by the CQC. The new, larger organisation was renamed Frimley Health NHS Foundation Trust and has been active since 1 October 2014.

University Hospitals of Morecambe Bay NHS Foundation Trust
Entry: June 2014
Exit: December 2015

The trust was put into special measures after a CQC inspection showed several services needed improvements. There was a lack of clear vision for staff leaving them disengaged and remote from the executive team and board. The CQC felt that the trust was unlikely to resolve its challenges without external support.28

A quality improvement plan was put in place to tackle the 15 recommendations from the CQC, and the trust established an improvement hub to provide support and assistance to staff.

A CQC re-inspection took place in July 2015, which found that the trust had made progress in all the areas identified as Inadequate at the last inspection. The CQC still had concerns related to the recruitment of nursing and medical staff but were confident that the trust had plans and initiatives in place to tackle these concerns. The CQC were confident that progress was being made both clinically and in the governance structures and therefore recommended that the trust came out of special measures.29

The trust is expected to establish a partnership arrangement with another provider to support the ongoing improvement required in maternity services.

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26 CQC (2015), *Chief Inspector of Hospitals finds real improvement, but recommends that Barking, Havering and Redbridge University Hospitals NHS Trust remains in special measures*.
27 Healthwatch Slough (2014). *Heatherwood and Wexham Park Hospitals NHS Foundation Trust should be placed in special measures*.
28 CQC (2014). *Chief Inspector of Hospitals recommends University Hospitals of Morecambe Bay NHS Foundation Trust should be placed in special measures*.
29 CQC (2015). *University Hospitals of Morecambe Bay NHS Foundation Trust: Quality Report*
East Kent Hospitals University NHS Foundation Trust  
**Entry:** August 2014  
**Exit:** N/A

The trust was put in special measures following a CQC inspection which rated the trust overall as Inadequate, specifically in the safety and well-led domains. Overall, inspectors found a worrying disconnect between those running the trust and the frontline staff. There were care failings across the majority of services inspected.\(^{30}\)

The CQC re-inspected the trust in July 2015 and the results have not yet been announced.

Wye Valley NHS Trust  
**Entry:** October 2014  
**Exit:** N/A

Wye Valley entered special measures following a CQC inspection which gave it an overall rating of Inadequate, specifically with regard to whether the services were safe, well-led or responsive.\(^{31}\)

University Hospital Birmingham NHS Foundation Trust has been appointed to provide support to Wye Valley.

The trust has launched a patient care improvement plan to try and produce a more resilient organisation to meet the local population’s specific health needs as well as constitutional and regulatory targets.

Hinchingbrooke Health Care NHS Trust  
**Entry:** January 2015  
**Exit:** N/A

Hinchingbrooke trust was placed in special measures following a CQC inspection which found a catalogue of serious failings at the trust. It was rated Inadequate in three of the CQC’s five domains – safe, caring and well-led – as well as given an overall Inadequate rating.\(^{32}\)

This led to Circle, a private healthcare provider, pulling out of their 10-year franchise arrangement for the running of the trust. Since then the trust has been working, with the support of the NHS TDA, to facilitate a smooth transition back to NHS management. They have also developed a quality improvement plan which is being put into action.

The CQC will formally re-inspect the trust in October 2015.

Norfolk and Suffolk NHS Foundation Trust  
**Entry:** February 2015  
**Exit:** N/A

Following a CQC inspection in October 2014 the mental health trust was rated Inadequate and as a result was placed in special measures by Monitor. The inspection identified a number of issues

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\(^{30}\) CQC (2014). *Chief Inspector of Hospitals rates East Kent Hospitals University NHS Foundation Trust as Inadequate and recommends it be placed into special measures.*

\(^{31}\) CQC (2014). *Chief Inspector of Hospitals recommends Wye Valley NHS Trust Is placed in special measures following Care Quality Commission inspection.*

\(^{32}\) Hinchingbrooke Health Care NHS Trust (2015). *CQC Quality Report*
including safety of services, staffing levels and leadership at the trust. The trust was appointed an improvement director and was partnered with Nottinghamshire NHS Foundation Trust.\textsuperscript{33}

The intention is for the trust to be out of special measures by 2016. The decision will be made by Monitor based on a further CQC inspection, the date of which is not yet decided.

**Barts Health NHS Trust**

*Entry: March 2015*

*Exit: N/A*

The trust was placed in special measures by the NHS TDA following a CQC inspection at Whipps Cross University Hospital. The decision was also affected by trust-wide challenges in meeting national waiting time standards and the financial position at Barts Health.\textsuperscript{34}

Since then the trust has changed their leadership team and accelerated a comprehensive programme of quality improvements. The aim is for staff to be fully involved in the development and integration of the improvement programme.

**West Hertfordshire NHS Trust**

*Entry: September 2015*

*Exit: N/A*

The trust was placed in special measures by the NHS TDA following a CQC inspection into its three hospitals. The report highlighted concerns about the lack of a systemic approach to reporting and analysis of incidents, the lack of a safety culture and insufficient staffing levels with some staff reporting lack of empowerment and high levels of stress.\textsuperscript{35}

One of the first steps the trust has taken is to close the private obstetrics service to allow consultants to concentrate on patients receiving NHS care.

**Cambridge University Hospitals NHS Foundation Trust**

*Entry: September 2015*

*Exit: N/A*

The trust was placed in special measures after being rated Inadequate in its CQC inspection. The CQC found that the trust leadership was not sufficient, with a disconnect between senior managers and frontline staff. There were also concerns about levels of staffing and an over reliance on agency staff.\textsuperscript{36}

The trust’s chief executive, Keith McNeil, resigned a week before the publication of the CQC report and, despite a vote about whether to call for his reinstatement, it was decided that the support was not significant enough to lobby against this decision.

**East Sussex Healthcare NHS Trust**

*Entry: September 2015*

\textsuperscript{33} CQC (2015). *Chief Inspector of Hospitals recommends Norfolk and Suffolk NHS Foundation Trust should be placed into special measures following Care Quality Commission inspection.*

\textsuperscript{34} Barts Health NHS Trust (2015). *Care Quality Commission report following inspection at Whipps Cross University Hospital.*

\textsuperscript{35} West Hertfordshire Hospitals NHS Trust (2015). *Care Quality Commission Report following inspection at Hemel Hempstead, St Albans and Watford General hospitals.*

\textsuperscript{36} CQC (2015). *Chief inspector of Hospitals recommends Cambridge University Hospitals NHS Foundation Trust is placed into special measures*
The trust was rated Inadequate in its CQC inspection in September 2014. A follow up inspection in March 2015 then showed that there had been little progress in the main areas of concern and it was recommended that the trust was placed in special measures.\(^{37}\)

The CQC reported a disconnect between the trust board and staff, and felt that this was the reason behind the continuing poor performance. It was rated Inadequate for both safety and leadership.

**London Ambulance Service NHS Trust**

**Entry: November 2015**

**Exit: N/A**

The trust was placed into special measures in response to a CQC recommendation following an inspection in June. There were concerns about the shortage of trained paramedics and about a reported culture of bullying and harassment in parts of the trust.

The NHS TDA have put in place a wide ranging package to support the trust to deliver rapid improvements in their services.

**Worcestershire Acute Hospitals Trust**

**Entry: December 2015**

**Exit: N/A**

The trust was placed in special measures in response to a CQC recommendation following an inspection in July. Inspectors said that the trust need to make urgent improvements in areas including staffing levels, governance, investigation of clinical incidents and culture. The trust has had problems throughout 2015 with a mass resignation of accident and emergency consultants.

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\(^{37}\) CQC (2015). *Chief Inspector of Hospitals rates East Sussex Healthcare NHS Trust as Inadequate and recommends it is placed into special measures.*