

## **AGENDA FOR**

### **OVERVIEW AND SCRUTINY COMMITTEE**

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**To: All Members of Overview and Scrutiny Committee**

**Councillors** : D Bailey, S Briggs, D Cassidy, J Daly,  
I Gartside (Chair), M Hankey, T Holt, M James, O'Brien,  
N Parnell, Preston and T Tariq

Dear Member/Colleague

#### **Overview and Scrutiny Committee**

You are invited to attend a meeting of the Overview and Scrutiny Committee which will be held as follows:-

<b>Date:</b>	Tuesday, 9 June 2015
<b>Place:</b>	Peel Room - Elizabethan Suite - Town Hall
<b>Time:</b>	7.00 pm
<b>Briefing Facilities:</b>	If Opposition Members and Co-opted Members require briefing on any particular item on the Agenda, the appropriate Director/Senior Officer originating the related report should be contacted.
<b>Notes:</b>	

## **AGENDA**

### **1 APOLOGIES**

### **2 DECLARATIONS OF INTEREST**

Members of the Overview and Scrutiny Committee are asked to consider whether they have an interest in any matters on the agenda and, if so, to formally declare that interest.

### **3 MINUTES** *(Pages 1 - 4)*

Minutes of the last meeting, held on 24 March 2015, are attached.

### **4 PUBLIC QUESTION TIME**

A period of 30 minutes has been set aside for members of the public to ask questions on matters considered at the last meeting and set out in the minutes or on the agenda for tonight's meeting.

### **5 CHILDREN'S CENTRES - IMPLEMENTATION UPDATE** *(Pages 5 - 10)*

A report from Sue Reynolds, Head of Early Years and Early Help, is attached.

### **6 ADULT LEARNING STRATEGY 2015-18** *(Pages 11 - 30)*

Report from Julie Kenrick, Head of Service, is attached.

### **7 COUNCIL VISION, PURPOSE AND VALUES 2015-2020** *(Pages 31 - 44)*

Report from the Leader of the Council is attached.

### **8 WORK PROGRAMME 2015-16** *(Pages 45 - 50)*

A report from Leigh Webb, Principal Democratic Services Officer, is attached.

### **9 URGENT BUSINESS**

Any other business which by reason of special circumstances the Chair agrees may be considered as a matter of urgency.

**Minutes of: OVERVIEW AND SCRUTINY COMMITTEE****Date of Meeting:** 24 March 2015**Present:** Councillor I Gartside (in the Chair);  
Councillors D Cassidy; S Carter; A J Cummings; J Daly;  
T Holt; M James; E O'Brien; S Nuttall and J Smith**Public in attendance:** 2 members of the public were present at the meeting.**Also in attendance:** Councillor Southworth– Deputy Cabinet Member Environment**Apologies for absence:** Councillor D Bailey and Councillor Tariq**OSC.849 DECLARATIONS OF INTEREST**

There were no declarations of interest.

**OSC.850 MINUTES****It was agreed:**

That the Minutes of the meeting, held on 11<sup>th</sup> February 2015, be approved as a correct record and signed by the Chair, subject to the inclusion of Councillor Holt in the list of attendees.

**OSC.851 PUBLIC QUESTION TIME**

No questions were asked by members of the public present at the meeting.

**OSC.852 PETITION REVIEW**

Leigh Webb, Principal Democratic Services Officer, submitted a report setting out details of a request for a review of the way a petition relating to Children's Centres had been dealt with by the Council. The Petition Organiser, Mrs Sian Crosby, addressed the Committee outlining the reasons for requesting the review, which related to the following issues:

- Changes to the petition procedure had taken place during the time between the petition being instigated in August 2014 and being submitted to the Council on 15<sup>th</sup> December 2014.
- As a result of the above changes, no debate was permitted to take place when the Petition was considered by Council on 28<sup>th</sup> January 2015
- There was a delay in updating the Council's website when the procedures changed.

- Petition organisers were not clearly notified of the changes to the procedure and the effect these changes would have in terms of how the petition was to be dealt with.

Chris Shillitto, Head of Democratic Services, set out the background to the changes, which were agreed through the Council's Democratic Arrangements Forum on 4 November 2014, with the decision subsequently signed off on 11 December 2014. Members of the Committee had been provided with copies of the relevant papers including the previous and current Petitions Scheme; Minutes of the Democratic Arrangements Forum meeting held on 4 November 2014; Delegated Decision form; and a summary of email correspondence between the Petitioner and Head of Democratic Service.

Questions and comments were invited from Members of the Committee and the following issues were raised:

- In response to a question from Councillor Daly, the Head of Democratic Services explained that the Localism Act 2011 had removed the requirement for Council's to have a Petition Scheme. The Democratic Arrangements Forum had reviewed and amended the current scheme on 4 November 2014, largely as a result of issues relating to a petition submitted in September 2014 concerning refuse collection.
- Councillor Nuttall expressed concern that the decision to amend the current scheme was taken at the meeting of the Democratic Arrangements Forum and not put before all Members of Council. Councillor Gartside reported that he was not in attendance at the meeting of the Democratic arrangements Forum on 4 November 2014.
- In response to concerns raised by Councillor Daly in relation to the updating of the Council website, the Head of Democratic Services acknowledged the delay between the decision being signed off on 11 December and the site being updated on 19<sup>th</sup> December. Councillor Cummings suggested the need for a protocol to ensure the website is updated following any procedural changes.
- Members discussed the possibility of including the Petitions Scheme within the Council Constitution. The Head of Democratic Services confirmed that this would mean any future changes would require the agreement of Full Council.
- The Chair, Councillor Gartside, suggested that the issue of Children's Centres form part of the Committee's Work Programme for 2015/2015 as a means of ensuring the implantation of the agreed changes is closely monitored and scrutinised.

### **It was agreed:**

1. That the Leader of the Council be requested to convene a meeting of the Democratic Arrangements Forum to review the Petitions Scheme in light of the following issues raised by this Committee:

- Consideration be given to including the Petition Scheme within the Council Constitution.
  - Any future changes be promptly notified and explained to organisers of live petitions, with changes not coming into effect until the Council's website is updated.
2. That a report be submitted to the next meeting of this Committee providing an update in respect of the implementation of changes relating to Alternative Services for Under 5's.

### **OSC.853 CHILDREN'S SAFEGUARDING OVERVIEW PROJECT GROUP – INTERIM REPORT**

Councillor Southworth, Chair of the Children's Safeguarding Overview Project Group, attended the meeting to provide the Committee with an update on the work of the Group. A report was submitted setting out a summary of the work of the Group since its first meeting in November 2014.

As part of the Review, visits had been undertaken to the Multi Agency Safeguarding Hub and to the Advice and Assessment Team. Additionally interviews and evidence gathering had been carried out with a range of senior officers and practitioner. It was reported that at the last meeting of the Group, interviews were undertaken with 3 newly qualified social workers to get their views on the recruitment process and the support measures in place for new recruits

During discussion of this item, Members welcomed the work undertaken by the Group and enquired about the work being done in relation to Child Sexual Exploitation (CSE). Councillor Southworth explained about the Multi Agency work being done through the Bury Phoenix Team and reported that a themed meeting would be held to speak to all relevant partners. In response to concerns raised about CSE and "lifestyle choices", Councillor Southworth reported that she had sought and received assurances that children are seen as nothing but victims.

Councillor Carter suggested the Group look at the role of schools in safeguarding children and the systems in place to report issues.

#### **It was agreed:**

1. That the work of the Overview Project Group be carried over into the new Municipal Year 2015/16.
2. That, in order to retain the expertise and knowledge developed throughout the review, where possible the existing membership be retained.
3. That regular updates be submitted to the Overview and Scrutiny Committee on the work of the Group.

### **OSC.854 CORPORATE PLAN PROGRESS REPORT – QUARTER 3 2014-2015**

The Leader of the Council submitted a report outlining the progress made on the Corporate Plan during quarter 3 (2014-2015) for the corporate performance indicators and projects within the Bury Council Corporate Plan.

During discussion of this item, Claire Jenkins, Head of Customer Support & Collections, reported that the indicator relating to council tax collected was now green and explained the effect on the indicator from the introduction of a 12 monthly instalment method.

With regard to the Homeless Preventions indicator, Councillor O'Brien sought clarification on whether the figure related to the number of instances or the number of people. Sarah Marshall, Performance Officer, undertook to clarify the definition and report back.

#### **It was agreed:**

That the report be noted.

### **OSC.855 VOTE OF THANKS**

Councillor John Smith thanked the Chair, Councillor Gartside, on behalf of the Committee for the fair and impartial manner in which he had chaired the Committee during the current Municipal year.

The Chair, Councillor Gartside, thanked Councillor Smith and Councillor Cummings, who are standing down from the Council, for their hard work and valuable contributions to the work of the Committee.

**COUNCILLOR I B GARTSIDE**  
**Chair**

**(Note: The meeting started at 7pm and ended at 8.35pm)**

**Children Centre – An alternative delivery model****Update on implementation****Background**

The consultation for a new delivery model for Childrens Centres commenced in September 2014 and ran for 3 months until December 2014 and a variety of methods were used to try to shape and inform a new model of delivery. The consultation involved a variety of stakeholders, parent, carers and advisory boards and a number of themes emerged.

Throughout the consultation period and following it, there were strong views, mainly from current service users about the value of health services delivered through Children Centres.

As a key delivery partner additional time was spent in trying to engage with health partners on the proposed new model, in particular how a small financial contribution could be made by them to support services continuing to cover some overheads.

A further report outlining these themes went to Cabinet in January 2015 and approval was given to start to implement the recommendations in the proposals

**Recommendations following Consultation**

The essential work of Children's Centres from April 2015 should focus on providing early help to targeted families in four key areas:

- Improving the health of U5's
- Improving U'5's school readiness
- Reducing the risk of poor parenting and mistreatment
- Promoting the economic prospects of families

Targeted support will always be offered following good, effective assessment to ensure the appropriate approach or intervention is offered.

Provision of a universal offer in order to support early help for families and prevent problems escalating, though in many cases this will be delivered through other partners.

The use of the Multiple Deprivation Index rankings as a means of allocating resources is a valid decision as deprivation is closely linked to poor health outcomes, a lack of school readiness and a high level of safeguarding concerns.

The original report proposed 5 Children Centre Hubs and 1 spoke in Bury East. In response to concerns raised during the consultation, Cabinet approved the hub and spoke model be extended to two further townships which have the next highest number of most deprived U'5's. These are Radcliffe and Prestwich. The proposed hubs and spokes are shown in the table below:

<b>Township</b>	<b>Children's Centre hub</b>	<b>Spoke</b>
Bury East	Little Oaks	Redvales
Radcliffe	Coronation Road	Stepping Stones
Prestwich	Sedgley	Butterstile
Whitefield	Besses	
Bury West	Woodbank	
Bury North	Woodbank	

As in the initial report, it is recommended that all the hub and spoke sites should come under the direct control of the Local Authority and the staff at these sites be employed the Authority.

In order to support the proposed increase of Outreach staff, 3 senior outreach Workers will be appointed to provide supervision support in the hub areas of Bury East and Radcliffe which have a substantial number of Outreach Workers. This will assist the Hub Manager in their supervision of these staff.

The initial report suggested that the Authority should seek to convert 7 of the current Children's Centres to provide a setting for the 2 year old offer. The consultation and recommendations above have now proposed that Butterstile and Stepping Stones children's centres should remain as spokes in Prestwich and Radcliffe.

It is now proposed that the following centres should convert:

- Daisyfield located at St Stephens CE Primary School- 20 places
- High Meadow located at St John's Radcliffe Primary school- 12 places
- Moorside located at St John with St Mark CE Primary School – 10 places
- Ramsbottom- a standalone site – 10 places
- Toodle Hill located at Heaton Park Primary school – 32 places

## **Issues concerning implementation**

An Implementation plan was drafted in order to scope the areas of work and identify key partners to develop elements of the plans.

The Implementation Plan covered the following sections:

- a) Agree and implement staffing structures fir for new purpose
- b) To increase number of 2 year olds
- c) To agree Hub/Spoke delivery specification
- d) To establish an Early Help Outreach Service
- e) To ensure all Children Centre buildings are safe, clean and well maintained, and ensuring safe handover where necessary of 2 year old provision
- f) To review Governance arrangements for new Hubs and Spokes
- g) To review Redvales Children Centre building, in the light of the new spoke arrangements



Small task groups were established to oversee the work involved in each of the above areas. Due to the nature of the current set up of Children Centre provision, there were a number of anomalies in terms of practice, building contracts and working arrangements.

There were some difficulties engaging with key partners in order to determine the specification, and a lot of time in between decisions being made so deadlines were difficult to adhere to.

## **Progress to date**

- a) Agree and implement staffing structures for new purpose  
A \$188 staff consultation has now taken place and new roles in most cases recruited to, with the exception of some existing vacancies around Outreach Work. This has been a huge logistical operation requiring mapping all current posts and looking at those jobs that are similar and where a slotting-in situation arises, and those that are very new positions and recruitment interviews have taken place.
- b) To increase number of 2 year olds  
Meetings have taken place with all schools involved in the proposals to develop additional 2 year old places. Moorside and Toodle Hill are working on plans to develop 2 year old provision on site. Daisyfield are considering the options around this. The building on the High Meadow site will be returned to the school, and Ramsbottom Children Centre has been through a tender process and a provider will commence provision later this year.
- c) To agree Hub/Spoke delivery specification  
A huge amount of work has gone into the development of a specification to determine the type and level of programmes to be delivered in Children Centre Hubs, Spokes and Outreach buildings. This has involved meetings with other partners such as health, leisure and adult education. We now have a draft service specification that is consistent across the borough, but responds to need where required. It also demonstrates a level of universal and targeted provision around each Hub area.
- d) To establish an Early Help Outreach Service  
This element of the implementation plan describes a vision for a more targeted service, based on excellent assessment, sound professional practice and focused outcomes. There will be an increase in Outreach staff across each Hub area, and the provision to deploy resources across the borough if there is an unmet need. Staff in this task group have drafted an Outreach Work manual that details operating principles, tools and approaches. This will be used as an induction for all staff, and be reviewed regularly to show continuous evaluation and improvement.
- e) To ensure all Children Centre buildings are safe, clean and well maintained, and ensuring safe handover where necessary of 2 year old provision  
This task group have been looking very carefully at a vast array of contracts, service level agreements and practice around Children Centre buildings. Due to the current model there

are many different arrangements with regards to maintenance, health, safety, security and cleaning, all at different costs and different levels.

The plan here has been to harmonize these arrangements and ensure they are effective, efficient and fit for purpose. This has involved a great deal of research, scrutinizing detail and assessing what is necessary and affordable. In some cases there has also been the need to carry out minor building work to ensure that safety of all children in schools and Centres is paramount.

- f) To review Governance arrangements for new Hubs and Spokes

This group have primarily been involved with the re-branding of Children Centres, confirming the changes with the Department for Education, and strengthening the infrastructure and governance.

The following new names apply from the 1<sup>st</sup> June for hubs and spokes:

Whitefield Children Centre Hub

Prestwich Children Centre Hub and Spoke

Bury West and North Children Centre Hub

Radcliffe Children Centre Hub and Spoke

Bury East Children Centre Hub and Spoke

They have also ensured that changes have been communicated to staff and colleagues when decisions have been made.

- g) To review Redvales Children Centre building, in the light of the new spoke arrangements.

Redvales Children Centre was originally developed through a Local Sure Start Programme and as such has benefitted from different funding streams and the building is larger, stand alone and unique. Over the years partners have worked with the Children Centre in providing a range of services, including Springs Tenants Residents who have a small share in the building.

The development of a new model for Children Centres has meant that we will now need to review the role of the centre within the building and make some decisions about a way forward.

This particular task group will be lead by a Project Manager who will collate some options by end of October 2015.

Sue Reynolds

Head of Early Years and Early Help

1<sup>st</sup> June 2015



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# REPORT FOR DECISION



<b>DECISION OF:</b>	<b>CABINET</b>
<b>DATE:</b>	<b>10 JUNE 2015</b>
<b>SUBJECT:</b>	<b>ADULT EDUCATION STRATEGY 2015-18</b>
<b>REPORT FROM:</b>	<b>CABINET MEMBER COMMUNITIES</b>
<b>CONTACT OFFICER:</b>	<b>Julie Kenrick, Head of Service</b>
<b>TYPE OF DECISION:</b>	<b>CABINET (KEY DECISION)</b>
<b>FREEDOM OF INFORMATION/STATUS:</b>	This paper is within the public domain.
<b>SUMMARY:</b>	<p>The strategy sets a direction of travel for the Council's adult learning service that is more closely aligned to Team Bury priorities and the Council's ambitions. There is a strong focus on actions that increase basic skill levels and reduce other barriers to employment. The role of learning in promoting community cohesion and reducing inequalities is also recognised.</p> <p>The document will form part of the evidence considered by Ofsted when the service is inspected (anticipated later this year) and will support future bids to the Skills Funding Agency (SFA) and other funding sources.</p>
<b>OPTIONS &amp; RECOMMENDED OPTION</b>	<ol style="list-style-type: none"> <li>1. To approve the strategy. This is the recommended option as it provides direction to the service going forward.</li> <li>2. To not approve the strategy.</li> </ol>
<b>IMPLICATIONS:</b>	
<b>Corporate Aims/Policy Framework:</b>	Do the proposals accord with the Policy Framework? Yes
<b>Statement by the S151 Officer: Financial Implications and Risk Considerations:</b>	<p>The proposed strategy sets out a platform for the future development of the service; recognising potential funding reductions (estimated to be £150,000 in 2015/16).</p> <p>Alternative funding sources will be examined, and fee levels will be reviewed to address this.</p>
<b>Health and Safety</b>	There are no health and safety issues arising directly from this strategy. Any changes in services or operating practice will be subject to risk assessments and implemented in line

SK

	with existing policy.	
<b>Statement by Executive Director of Resources:</b>	The service plays a key role in developing individuals and employers to further the Council's "Stronger Economy" priority.	SK
<b>Equality/Diversity implications:</b>	The Equality Analysis indicates that the proposals support community cohesion and encourage participation in learning by disadvantaged groups. The extent to which this can be delivered will be affected by Government funding decisions.	
<b>Considered by Monitoring Officer:</b>	Yes	JH
<b>Wards Affected:</b>	All	
<b>Scrutiny Interest:</b>		

**TRACKING/PROCESS****DIRECTOR: Executive Director of Adult Care Services**

Chief Executive/ Strategic Leadership Team	Executive Member/Chair	Ward Members	Partners
18/5/15	22/5/15		
Scrutiny Committee	Committee	Council	

**1. INTRODUCTION**

- 1.1 The Adult Learning Service (ALS) in Bury delivers a range of learning opportunities for local people. From formal qualifications and skill based courses to family and community sessions, a broad curriculum is offered – enabling individuals to return to learning at different points according to their needs and aspirations.
- 1.2 4,000 people were attracted to the service last year (amounting to almost 6000 enrolments) and they were supported by 92 tutors at a cost of £2 million. 80% of the budget is funded by the Government with course fees contributing another 10%. Lottery grants and commissioned services provide the balance. The service operates at no cost to the Council.
- 1.3 Government funding through the Skills Funding Agency (SFA) has been squeezed over many years, mitigated by prudent management and a track record of delivery. However, further spending cuts in the coming year will increase pressure on the range, depth and location of provision. It is therefore timely to review the focus of the service – to keep the alignment with local priorities and satisfy our contractual obligations – without resorting to Council funding or placing an undue financial burden on course participants.
- 1.4 Bury ALS is also due an OFSTED inspection in the next year. An up to date strategy will be a key document when judgements are made on leadership and governance.

## 2. WHERE ARE WE NOW?

- 2.1 Bury has a high level of qualified residents compared to neighbouring Boroughs but there are still some 23% (equivalent to 42,000 people) who have no qualifications at all. Compared to the 2001 Census (when 29% of residents had no qualifications) this is an improvement but inequalities remain particularly in Bury East, Radcliffe and Besses where deprivation is more prevalent and economic inactivity is higher than the Borough average. By increasing skill levels, people are brought closer to the job market, improving their life chances and employability.
- 2.2 The Council's Adult Education Service performs well in this respect. Success rates for the 4,000 learners are outstanding in both non-accredited provision (95.30%) and accredited provision (90.6%). Retention on courses at over 95% is also excellent. The quality of the service is a major contributing factor to success with 97% of teaching and learning observations graded good or better.
- 2.3 In recent years, greater emphasis has been given to attracting individuals from more deprived areas. In the 2013/14 academic year, 58.13% of learners in Adult Skills provision came from these priority wards. Whilst this rate of participation is welcomed, there is still work to be done to increase numbers further and improve the success rate for BME learners (24% of learners in Adult Skills provision) which, at 84%, is below the overall success rate of 90.6%.
- 2.4 Another area for development is employer engagement. With a large proportion of small and medium sized firms in the Borough, the service has found it difficult to engage with some sectors. Closer links would enable co-production of the skills curriculum (to match outputs to employer requirements), increase work experience and placements for learners as well as improving intelligence on learner progression. Taken together these activities would help to measure the effectiveness of the skills provision.

## 3. PROPOSALS

- 3.1 To address the factors influencing the future development of the service, the strategy is based on five priorities:
  - **Improving outcomes for learners.** Reducing the number of residents without functional skills (including maths, English and IT) is a key priority. For some this will be about gaining qualifications; for others Bury ALS will be a gateway – a way of building confidence through less formal education to help them cope better with modern life, reduce social isolation or enable them to participate more fully in society.
  - **Improving outcomes for employers.** In supporting Bury's 'stronger economy' priority, the service will work with employers to identify and teach the skills needed so that Bury residents can take advantage of any upturn in the economy. Better skilled people are more likely to qualify for jobs paying higher wages – as long as those skills match the requirements of employers.
  - **High quality.** High achievement and retention rates are dependent on effective, quality teaching. Maintaining standards across the service will enhance our reputation with employers and prospective learners.

- **Strong leadership and management.** There are challenges ahead which will require the balancing of quality, cost and diversity in order to maintain provision which is valued and fully utilised by local people.
- **Sustainable communities.** Learning provides individuals with the skills needed to become more self reliant and confident. These are essential components for reducing demand on services and inequalities in the Borough. Increasing participation from disadvantaged communities will be a key target for the service in the coming years as we set out to raise aspirations and empower more individuals to take control over their own lives.

#### 4. FINANCIAL IMPLICATIONS

- 4.1 The strategy has no direct financial implications on the service but provides guidance to managers in respect of prioritising the use of resources.
- 4.2 It is known that Government funding will fall in the coming year. The Skills Funding Agency has signalled a reduction in Bury Council's grant for the 2015/16 academic year which could amount to around £150,000. Options for dealing with this scenario are being evaluated including alternative funding sources, revising fee levels and reducing certain types of provision. The priorities outlined in the strategy will be protected and this means that course fees must remain affordable.
- 4.3 Although adult learning is a discretionary function, it is in the interests of the Council to maintain an in-house service. As well as providing employment for 100 people from tutors and curriculum leaders to support staff, the service operates at no cost to the Council. In fact in 2014/15, the Council benefitted from the service to the tune of over £250,000.

#### 5. RISKS

- 5.1 The primary risk to the service relates to funding and in particular the future of central grants. Whilst funding cuts are unwelcome, it is the uncertainty caused by annual determination of grant levels that makes forward planning difficult. This risk is being mitigated by investigating alternative funding sources, cost reduction measures and targeting activity (as outlined in the strategy priorities) to maximise the return investment.
- 5.2 Continued success depends on maintaining, and preferably, increasing participation levels and participation is known to be influenced by the type and range of courses, quality of teaching and cost. The strategy has focused on these components to minimise any learner resistance to changes that may be needed going forward.
- 5.3 Developing the skills route into employment requires better engagement with local firms. Aligning courses and activities with the needs of local firms is essential to avoid time, effort and resources being wasted. Better tracking of learners will provide further reassurance on the quality and value of this provision.
- 5.4 Not implementing the strategy also carries major risks. Without a focus, the service risks being driven by funding decisions rather than policy – an approach that will lead the service into decline at a time when it needs to be identifying ways to improve the resilience and life chances of individuals as a means of reducing inequalities.



## **6. EQUALITY AND DIVERSITY ISSUES**

- 6.1 By maintaining the focus on skills development, the overall impact of the strategy on disadvantaged individuals and communities is positive.
- 6.2 The unknown aspect at this stage is the detailed implications of funding cuts. Government may, through the SFA, seek to target resources at specific provision to influence the type of learning provided. Analysis of grant conditions and assessment of the options is required before the impact on local provision can be calculated.

## **7. CONCLUSIONS AND RECOMMENDATIONS**

- 7.1 The adult learning service is making a difference to people's lives. Through quality provision, individuals are achieving high success rates. This in turn is producing a more skilled workforce and fewer residents with no qualifications. However it is not just about employability. The service is well aware of its responsibilities to reduce disadvantage and this has led to emphasis being given to encouraging individuals from priority wards to participate in learning.
- 7.2 The future strategy builds on this by reinforcing areas of strength, aligning activity more closely to Council priorities and supporting the aspirations of local people. These are expressed through five key priorities:
- Improving outcomes for learners
  - Improving outcomes for employers
  - High quality
  - Strong leadership and management
  - An approach that support sustainable communities
- 7.3 It is recommended that:
- (a) The strategy is approved;
  - (b) Options are developed, in consultation with the Cabinet Member for Communities, to address potential funding shortfalls in the budget and ensure the financial sustainability of the in-house service

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### **List of Background Papers:-**

Adult Learning Strategy 2015-18  
Self Assessment summary 2013-14  
Equality Analysis

### **Contact Details:-**

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# ***BURY ADULT LEARNING SERVICE STRATEGY 2015-18***

*Making Bury a great place in which to live,  
work, study and visit*

# Foreword

Learning is at the heart of civilisation and culture. The acquisition of knowledge and skills is fundamental to our development and opens up many more opportunities for improving life chances. However, a proportion of our population, often from communities that are already disadvantaged, are not able to take up these opportunities due to lack of formal qualifications or practical skills.

At time of writing, this country is going through major change. Expansion of digital services, changes in the labour market and the impact of austerity on public services are creating gaps in society and some individuals risk being left behind. It is against this background that we look to this Strategy to provide some hope to local people. We cannot change the economy but we can create an environment that encourages learning and makes residents less vulnerable to the changes that are happening around them. With this in mind, we have set a bold vision for maintaining and developing adult learning based on five key priorities:

1. Improving outcomes for learners
2. Improving outcomes for employers
3. High quality teaching and assessment – leading to effective learning
4. Strong leadership and management
5. An approach that supports sustainable communities

Delivering continued improvement will be challenging in these times of shrinking resources. We are also starting from a strong base position – Bury has more well educated residents than most other Greater Manchester authorities, is home to strong, distinctive and cohesive communities and the quality of learning provision is high in both in the Adult Learning Service and the Borough's two 'outstanding' colleges. Whilst this is a positive picture, we are not complacent. We live and breathe the Council's aims and values of empowering communities and supporting vulnerable people and, working through the Community Learning Partnership, we will seek to continue delivering better outcomes for local people.



Cllr Jane Lewis  
Bury Council, Cabinet  
Member for Communities

Basing our priorities on data analysis, self assessment and the views of learners has enabled us to target activity for maximum return. However, not everything is quantifiable. It is difficult to put a price on the increased confidence, reassurance and cohesion that adult learning brings. I am therefore proud that Bury has not only been able to retain a broad curriculum, particularly at a time of severe budget cuts, but is also planning for the future.

We must continue to promote learning, position the Borough to take advantage of opportunities that arise and be primed ready to support the economic growth in the Greater Manchester City Region as and when that occurs.

I believe this Strategy does just that. It is an excellent guide for responding to the current and future learning needs and it gives me great pleasure to introduce the Council's Adult Learning Strategy 2015-18.

# Introduction and context

The Bury Adult Learning Service delivers a range of skills based provision leading to a qualification (including traineeships); adult safeguarded learning (ASL) which includes personal and community development, family learning and neighbourhood approaches; and a small amount of 16-18 provision. Funded largely by the Skills Funding Agency (SFA) the service uses its resources to:

- Improve the skills levels of local people
- Deliver training to meet the needs of the local job market
- Alleviate disadvantage and promote social interaction
- Provide and promote high quality learning
- Support wider initiatives such as digital inclusion, community cohesion, health and well being to enable all residents to prepare for, and fully participate in, societal change

This can be paraphrased as helping individuals and communities to reach their potential – and there is work to be done. Whilst 38% of the Borough's 186,500 residents are qualified to Level 3 or 4, 23% (or some 42,000 individuals) have no qualifications at all. Compared to the 2001 Census (where over 29% of residents had no qualifications) this is an improvement with reductions being seen across the Borough. However, there are inequalities; East ward, Moorside, Redvales, Radcliffe East, Radcliffe West and Besses comparing unfavourably when it comes to qualifications held by residents. These wards also featured in the 10% most deprived wards in the country and have the highest rates of economic inactivity in Bury.

Low attainment affects employment opportunities. In Greater Manchester the employment rate for people with no qualifications is below 40%. There is also a correlation between low skills and job insecurity, quality of employment, lower pay and progression. Employers report a deficit of applicants with good English and maths skills – a factor which further impacts negatively on an individual's employability, growth potential and productivity.

Bury has a relatively small local economy as over half our residents commute out to work in other parts of Greater Manchester. As a result, the public sector remains the major employer in the Borough although the number of jobs will reduce in line with budget cuts. Other sectors are growing. Major investment in Bury town centre has boosted the retail industry and there has also been an increase in IT related jobs through O2 which is now the single largest private sector employer in the Borough.

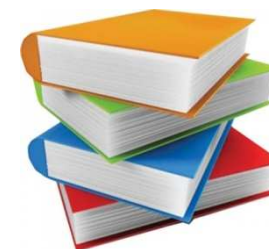
'Labour Insight' suggests that most employers in these sectors are not just looking for people with basic skills – they also require competence in the softer arts of customer service, communication and inter-personal skills. This suggests that learning needs to focus on social as well as technical skills when bringing people closer to the jobs market.

# Improving outcomes for learners

The Adult Learning Service is committed to the development and well being of our learners, raising aspirations and supporting success.

## Increasing basic and functional skills

*Rigour and Responsiveness in Skills* (2013) recognised the importance of basic skills to people's life chances especially their employability. Local statistics this bears out. Consequently, our long term ambition is to reduce the number of residents without functional skills (including maths, English and IT) to below 20% by the time of the next Census. This will not only support individuals to progress in the job market but also improves productivity in the local economy.



## Accessibility and community cohesion



There is more to Adult Learning than gaining qualifications. It is a gateway to education, a means of building confidence and a less formal way of teaching skills. Through programmes such as ESOL and Brighter Futures, it also brings people together and helps them to participate more fully in society. Maintaining a balanced, community based curriculum is fundamental to building stronger communities particularly in more disadvantaged areas.

## Creating a warm, welcoming and safe environment for learners

How we do business is important to us. Our ethos is to treat all individuals with fairness, respect and dignity. We will always aim to offer facilities that are fit for purpose, meet the needs of individuals with differing levels of ability and safeguard learners. Helping people to feel comfortable will provide a more effective learning environment.



### We will:

- Increase take up in English, maths and functional skills provision.
- Work with partners to develop provision that meets the specific needs of individuals who are disadvantaged in the job market such as older people, migrant workers and people with mental health issues.
- Continue to monitor and refresh our procedures to protect vulnerable people and ensure individuals are safeguarded.
- Measure the impact of learning and use this intelligence to inform future provision.

# Improving outcomes for employers

The Adult Learning Service will be responsive to the needs of employers to enable learners to effectively compete for workplace opportunities.

## Matching supply with demand

There has long been criticism from employers about the skill levels of individuals entering the labour market. This needs to be addressed. We want to build on the good relations that exist with local employers in Bury to develop a better understanding of the local economy and tailor courses where this is appropriate to specific needs especially in the emerging sectors of retail, hospitality and IT.

With some individuals being less academic, we will pursue a variety of approaches to learning and skills other than purely class based provision. This will include traineeships, bespoke learning and work experience to help more people overcome any disadvantage when it comes to accessing employment.



## Knowing what works

Perceptions of employers, learners and tutors are important but this has to be supplemented by more objective evidence. Some measurement of outcomes is already undertaken but it needs to be more systematic and comprehensive.

Tracking learners and the impact learning has on individual life chances will be expanded as part of our strategy for raising standards, improving outcomes for learners and targeting resources to maximum effect.

## We will:

- Work with employers to understand and align their occupational and soft skill requirements to inform course design.
- Liaise with employers to integrate work placements into employability programmes.
- Support traineeships and progression into apprenticeship training to provide a pathway into employment.
- Track progression into work, volunteering or future learning (and review provision in the light of evidence).

# High quality

The Adult Learning Service is focused on providing high quality learning experiences which are accessible and valued by learners, employers and partners.

## High standards

Reported outcomes, feedback and self assessment indicates that the service is good and meeting its objectives. Maintaining standards however takes sustained effort; the service needs to respond to cohort changes, curriculum guidance and current thinking on teaching styles. To achieve this, the emphasis on assessment and challenge will remain – including using national success rates to compare performance data, surveys and professional assessment to identify good practice (for sharing and transferring across the service) as well as highlighting areas for development. The service will continue to judge itself against the OFSTED Common Inspection Framework to evaluate how effectively provision meets learners' needs

Building on a strong track record for self awareness, the service has developed a positive culture of continuous improvement and this approach will continue as part of this strategy



## Quality of teaching

Adult Learning is in the people business. This requires good people to deliver our ambitions. We will keep under review the workforce needs of the service to ensure that highly skilled, motivated and flexible tutors, capable of meeting the needs of learners, are retained – now and in the future. The content, length, timing and location of courses will also be closely monitored to promote accessibility and remove potential barriers that may discourage learners.

## We will:

- Rigorously assess performance and outcomes making full use of comparable data where available to improve results.
- Improve the frequency of, and participation in, employer and learner surveys to inform course delivery and teaching methods.
- Ensure key skills are evident and addressed across all curriculum areas.
- Apply sound recruitment methods and employment conditions to attract the best tutors and maintain standards.
- Invest in training, resources and effective supervision to support the delivery of quality learning.



# Strong leadership and management

The Adult Learning Service aims to deliver quality outcomes which will support the wider policy objectives for the Borough, within the resources available.

## Making Bury a great place to live, work, study, and visit

It has always been a feature of Adult Learning that national guidance and local ambitions are embedded into service priorities. This is still the case. The actions in this strategy meets service contract responsibilities and Council expectations as well as promoting the wider economic and social well being of local people. Working with partners we are keen to see a similar approach operate across all providers in the Borough.



## Resources



The Skills Funding Agency (SFA) is the prime funder of Adult Learning Services at over £1 million. As pressure on funding mounts, we will seek to diversify revenue sources. Whilst valuing our relationship with the SFA, this move is necessary to deliver our ambitions and reduce reliance on a single funding agency. Attracting new money into the service will also preserve provision to the community without the cost of learning to the individual becoming a barrier.

## Recognising diversity

Adult Learning is a balance – between helping people to attain qualifications, offering opportunities for personal improvement and promoting social development. We want this to continue as it reflects the diversity of our learners and their needs. By taking account of learning abilities, cultural sensitivities and individual needs, the service is looking to assist learners and employees reach their potential.



## We will:

- Actively contribute to national and local priorities with particular emphasis on the skills agenda.
- Strengthen and diversify the Community Learning Partnership to develop a strong learning culture in the Borough.
- Maximise the resources available to improve outcomes for local people.
- Set course fees at a level that reflects the cost of provision without being an undue deterrent to participation.
- Promote equality and diversity – valuing the contributions that different perspectives can bring to the service.

# Sustainable communities

The Adult Learning Service is working to create an environment where residents are well informed, feel empowered and have confidence in their own abilities.

## Bringing people along

Confidence is an issue for many people – some of whom have had difficult experiences with education in the past. We will make it as easy as possible for individuals to develop the learning habit by working with communities to increase take up and create a culture of lifelong learning. Understanding community networks and the information, advice and support that learners need to access provision and make real progress will be fundamental to success.

## Communication



## Reducing inequalities

Whilst proud of its townships and their distinct identities, Bury is aware of the significant inequalities that exist between areas. More effort is required in those areas where attainment and economic activity is low to engage people in learning. In particular we need to understand the reasons for lower skill levels and remove any barriers to learning that still exist.

The growth of online facilities is replacing many traditional ways of living. The pace and scale of this information revolution risks some people being left behind. We have to tailor our provision in the light of these changing needs so that issues such as digital exclusion and social isolation do not add to the pressures of modern living.

## We will:

- Develop ways of identifying community assets, local networks and the learning aspirations of communities.
- Provide information, advice and guidance to support individuals to reach their goals.
- Increase take up from disadvantaged communities, particularly those areas where basic qualifications are low, economic inactivity is high and digital skills are under-developed.
- Offer a range of community based learning opportunities, through local centres, to help residents pursue an interest, gain skills and support their well being

## Self Assessment Report Summary 2013-2014

### Outcomes for learners

#### Grade: 2

#### Key Strengths

- Overall success rates for learners are outstanding in both non-accredited provision at 95.30% and 90.60% in accredited provision
- Overall retention is outstanding at 98.19% in non accredited provision and 95.8% in accredited provision
- Overall achievement rates are outstanding in both non-accredited and accredited provision, 97.06% and 94.6 % respectively
- Employability programmes have outstanding success rates with 36% of learners progressing onto other provision offered by Bury Adult Learning Service in year, 80% of trainees on traineeship programmes moved into employment and 38% started apprenticeships. 19.5% of learners referred by Work Programme providers, who attended provision during 2013-14, have moved into employment
- Community based provision keenly focussed on developing skills that support employability and progression into further learning
- Learner feedback clearly identifies that learners achieve their learning goals, acquire new skills and increase their confidence in learning
- No significant achievement gaps overall between males, females, people with disabilities or people from disadvantaged areas; participation of learners from priority wards (58.13%)
- Learners' work in visual arts of a very high standard with learners demonstrating the acquisition of skills, knowledge and understanding to produce outstanding pieces of work

#### Key Areas for Improvement

- BME learners (24% of learners in ASB provision) success rate is 84.4% which is below the overall success rate of 90.6%
- ESOL overall success rates is 1.8% below national benchmark
- The overall success rate for 16-18 learners (22) is 77.3% which is 4.6% above the benchmark for similar providers but 3.7% below national benchmark. There were 2 learners in ESOL who both withdrew from provision and had a nil result. Excluding these 2 learners the overall classroom based success rate would have hit national benchmark
- Learner progression and destination data is inconsistent and does not present a clear measurement of progression for all learners. In 13/14 there was a 61% return of destination data which identified 32.23% learners as continuing learners, 3% part time work, 8% full time work, 1.5% FE, 1.1% HE and 1.56% Voluntary work. Since 12/13 and thereafter to the current year, 22% of learners have progressed to higher levels of learning. 127 learners from 13/14 have progressed to a higher level in 14/15. However neither the destination nor progression produced from Goldmine includes progression through entry levels
- Measuring outcomes to quantify the impact of community learning provision is not fully developed
- With growing emphasis on getting people into work, employer engagement needs to be developed to increase opportunities to provide learners with work experience /placements as integral parts of their learning programmes or as progression opportunities

**Quality of teaching, learning and assessment**  
**Grade: 2**

**Key Strengths**

- Teaching, learning and assessment across all areas are good with outstanding teaching evidence in many areas. 97% of Teaching and Learning Observations graded good or better
- Committed well qualified and highly motivated staff who have excellent subject knowledge used effectively to enhance the learner experience
- Where the percentage of responses to learner surveys was high or discussion groups and flashmobs used to gather feedback from learners, learners expressed very high levels of satisfaction with the quality of teaching
- Strong commitment to continuous professional development that impacts on teaching and learning
- The promotion of equality, diversity and inclusion within most curriculum areas is good. Learners have a good understanding reinforced through tutors and curriculum content
- Effective learner induction and initial assessment inform the development of personal learning plans that support the learning to achieve their learning goals
- Learners feel well supported in their learning and value the care and support that tutors give to help them achieve their learning goals
- Assessment practice on accredited programmes is of a high standard and internal verification processes are supported by excellent external verification reports from awarding bodies
- Matrix assessment was carried out in 13/14 and the Matrix standard achieved

**Key Areas for Improvement**

- Learner progress is monitored and learners are set appropriate targets and receive constructive feedback throughout their learning. However the recording of learner progress is inconsistent in some areas and targets not sufficiently SMART to effectively measure progress
- Some curriculum areas had low responses to learner surveys and although those who did respond were extremely satisfied with the quality of teaching and learning; the service is working to increase learner feedback
- Internal assessment has highlighted opportunities to promote and integrate English and maths better in some curriculum areas
- There is effective use of ICT in some curriculum areas but it is inconsistent
- A more systematic approach to referring learners across the Service to other curriculum areas that support employability and develop learners skills is needed

**Effectiveness of leadership and management**  
**Grade: 2**

**Key Strengths**

- There is a clear strategy in place for improving outcomes for individuals and local communities based on a strong ethos of widening participation and social and economic regeneration. 58.13% of learners in Adult Skills provision come from priority wards and retention, success and achievement rates are high
- The Service contributes effectively to a range of corporate objectives and departmental strategies within the Council in particular in the areas of digital inclusion, mental health and wellbeing, community cohesion and economic regeneration through the delivery of learning that supports skills for employment, everyday living skills, confidence building and personal development, and active citizenship
- Effective budget and resources management with funding targets met year on year
- Good use of local, regional and national data to inform the planning process
- Effective curriculum management has led to an increase in the overall success rate for 19+ learners of 4.1% from 12/13 and retention and achievement and success rates are all above national benchmark
- The promotion of equality, diversity and inclusion is good. EDI training is mandatory for all tutors and there are high expectations that all learners will achieve their full potential within the Service. Retention, success and achievement data are regularly monitored to identify any underachievement amongst specific groups of learners and actions taken to address any areas of concern
- Learners feel safe and are supported by very effective arrangements for safeguarding
- Good partnership arrangements in place within both the community and voluntary sector and other departments within the Council to support the development of flexible, responsive provision
- Learner achievements are recognised and celebrated through a wide range of events and activities, supported by the Leader of the Council and other senior managers.
- Challenging funding targets achieved in Adult Skills provision with learning programmes focused on key government priorities including the successful introduction of Traineeships in partnership with other Council departments
- Very effective management of Brighter Futures Big Lottery Funded project which is targeted at people in non settled accommodation, people with mental health needs, people with alcohol and substance abuse issues, ex offenders. The project takes a holistic approach to learning, volunteering, wellbeing and employment with progress in learning playing a key role. Impact of the project on participants lives is clearly demonstrated through improvements in wellbeing, self confidence and achievement of qualifications and/or progression into further learning

### **Key Areas for Improvement**

- A more rigorous system for the performance management of tutors has been developed but this needs to be fully embedded to assess the impact on teaching and learning
- Enhance the quality assurance process for observations to improve feedback to tutors and subsequent individual development planning and follow-up
- Increase in participation in learning from people living in priority wards is good in specific areas but not sufficiently developed across the Service, particularly in Adult Safeguarded Learning overall (ASL). In ASL 34.4% of learners came from priority wards, which is a 2.4% decrease on the previous year. In ASB provision, participation is at 58.13% There is a slight decrease in new learners enrolling on courses although the percentage is still high at 79% in ASB provision and 60% in ASL provision
- A Community Learning Partnership is in place to ensure a more coordinated approach to the planning and delivery of learning and links closely to economic development priorities for the Borough. However there is room to improve the work of the group
- Engagement with local businesses requires further development in line with the current strategy to ensure that the curriculum offer meets their needs and develops skills that are valued in the workplace
- More stakeholder involvement in the SAR process to influence improvements and help shape provision
- The Service needs to align its operational practice within the new department structures to support and strengthen governance and accountability

### **Overall effectiveness**

**Grade: 2**

- Challenging improvement targets are set and following a dip in success rates in 2012-13, overall retention, achievement and success rates for 13/14 are good to outstanding. In most areas of learning, retention, achievement and success rates are above national benchmarks. Success rates for ESOL learners have improved but are still below national average by 1.8%
- Analysis of participation data in all areas of provision has identified that there is good participation in skills based provision (ASB) from people living in priority wards and in family learning but the shift to increase participation in other areas of ASL provision needs to be improved. The introduction of a small number of workshops (16) run as private enterprises by tutors particularly in the areas of arts and crafts and languages, has allowed funding to be moved over to targeted provision
- Learners' achievement of personal outcomes including building confidence and improving social and employability skills is good. Learners enjoy their courses and progress well towards their learning goals. However there are still improvements needed in capturing progress and achievement in some areas, particularly within non-accredited provision
- Work with employers is not sufficiently developed partially due to the large proportion of SMEs in the Borough; this impacts on curriculum design and opportunities for work experience and placements for learners

- Good progression opportunities are available in most curriculum areas with personal progression clearly demonstrated in much of community learning non-accredited provision. However the collection of progression and destination data needs to be improved
- No significant achievement gaps amongst specific groups of learners
- Teaching and learning across all provision is good to outstanding and grades are confirmed through the standardization/moderation process. Further development however is needed in the monitoring of lesson observations and ensuring that feedback to tutors clearly supports good action planning and professional development
- Learners express high levels of satisfaction with the quality of teaching and learning.
- Equality, diversity and inclusion are managed well both within the curriculum by tutors through good teaching and learning practice and within leadership and management ensuring that all learners can participate effectively in learning and succeed. All tutors have received EDI training
- Curriculum planning is effective in most areas and takes into account local needs.
- Robust approach to quality assurance is evident through the processes implemented by managers. Managers continually monitor performance to identify any concerns
- Feedback from learners on all aspects of their learning experience is good. However, although the percentage rate of learner survey returns have increased by 3% from 50% to 53%, there are still some curriculum areas where returns are lower. The use of flashmobs (speaking to learners unannounced as they leave classes) has supported the gathering of learner views and provided managers with a more accurate understanding of quality and performance
- There is very strong corporate commitment from senior management and elected members to provide effective governance of the Service. However the Service needs to align its operational practice within the new department structures to support and strengthen governance and accountability

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# REPORT FOR DECISION



<b>DECISION OF:</b>	<b>CABINET – 10 JUNE 2015 COUNCIL – 1 JULY 2015</b>
<b>SUBJECT:</b>	<b>COUNCIL VISION, PURPOSE AND VALUES 2015-2020</b>
<b>REPORT FROM:</b>	<b>THE LEADER OF THE COUNCIL</b>
<b>CONTACT OFFICER:</b>	<b>Pat Jones-Greenhalgh, Executive Director of Communities and Well Being</b>
<b>TYPE OF DECISION:</b>	<b>COUNCIL</b>
<b>FREEDOM OF INFORMATION/STATUS:</b>	This paper is within the public domain.
<b>SUMMARY:</b>	<p>Bury faces significant challenges in the years to come. Meeting our obligations, staying within budget and managing the expectations of a growing (and ageing) population will require strong leadership and a clear sense of direction.</p> <p>What this means in practice is set out in the form of a 'plan on a page' (attached to this report). Rather than a long document, this new look plan focuses on the actions needed in each aspect of work to transform, by 2020, the Council's approach to public services.</p>
<b>OPTIONS &amp; RECOMMENDED OPTION</b>	<ol style="list-style-type: none"> <li>1. For Cabinet to recommend the Vision, Purpose and Values document to Council – and for Council to adopt the plan. This is the preferred option as it will provide a route map for the organisation over the next 5 years.</li> <li>2. To not approve the plan. This would leave the Council without a plan to deal with the significant cuts expected to local authority and public service budgets.</li> </ol>
<b>IMPLICATIONS:</b>	
<b>Corporate Aims/Policy Framework:</b>	Do the proposals accord with the Policy Framework? The Plan, if approved will replace plan previously adopted as part of the Policy Framework.
<b>Statement by the S151 Officer: Financial Implications and Risk Considerations:</b>	<p>This report sets out the Council's "Vision and Values" for the next 5 years.</p> <p>The document is key to informing the future budget strategy of the Council, and will form the basis of the "Medium Term Financial Strategy" for this period.</p>

SK

	<p>Going forward, it is intended to combine performance and financial monitoring reports to provide Members and stakeholders with a fuller picture of the overall performance of the council.</p> <p>Risk Management reports will also be structured to reflect the proposed "Vision &amp; Values"</p>	
<b>Health and Safety</b>	There are no health and safety issues arising directly from this plan. Any changes in services or operating practice will be subject to risk assessments and implemented in line with existing policy.	
<b>Statement by Executive Director of Resources:</b>	The report is a key element of the Council's governance framework and will inform the future direction of supporting strategies, e.g. Workforce, IT / Customer Engagement, and Asset Management.	SK
<b>Equality/Diversity implications:</b>	The plan provides a framework for the future and does not directly impact on any specific group. The implications for people with protected characteristics will be assessed when detailed proposals are brought forward to implement the plan.	
<b>Considered by Monitoring Officer:</b>	The Plan, if approved by Council, will amend the Constitution by replacing the previously approved Bury Plan with the one attached to this report.	JH
<b>Wards Affected:</b>	All	
<b>Scrutiny Interest:</b>	Overview and Scrutiny	

**TRACKING/PROCESS****DIRECTOR: Executive Director of Communities and Well Being**

Chief Executive/ Strategic Leadership Team	Executive Member/Chair	Ward Members	Partners
18/5/15	19/5/15		
Scrutiny Committee	Committee	Council	
9/6/15			

## 1. INTRODUCTION

- 1.1 Vision, Purpose and Values is a key document for the Council and serves as a corporate plan to take the organisation, and the Borough, forward through the period of austerity.
- 1.2 Unlike previous plans, this document does not follow a traditional format. In keeping with the times, it has been cut back to focus on the key elements that delivers the Council's vision to lead, shape and maintain a prosperous, sustainable Bury that is fit for purpose.
- 1.3 The strong policy led approach is deliberate. All the evidence points to the Council being a smaller organisation with less money to spend whilst expectations and demand for services continues to rise. A clear sense of direction and passion to deliver local priorities are fundamental managing this scenario and making best use of resources.

## 2. COUNCIL PRIORITIES 2015-2020

### *Influences on the plan*

- 2.1 A number of internal and external factors have been taken into account when producing the plan.
- 2.2 **Team Bury ambitions.** The Council is fully committed to improving outcomes for local people but many of the issues facing our communities extend beyond single agencies. Working with colleagues in the public, private and voluntary sectors, three key areas have been prioritised: the economy; stronger, safer communities; and health and well being. These are the areas that residents consider to be most important and where, collectively, we can make most difference to the lives of local people.
- 2.3 **The Council's Strategic Outcomes.** Arising from public consultation in 2011, the Council adopted three key outcomes – reducing poverty and its effects; supporting our most vulnerable residents and making Bury a better place to live. These outcomes are still relevant – they exemplify our purpose as an organisation and offer a qualitative benchmark for decision making going forward.
- 2.4 **Financial imperative.** The Council has to prepare for further cuts in funding over the next few years. This will impact on the range and scale of our activities. As we aspire to remain a direct provider of services, we need to explore new ways of working, better use of technology and change behaviours / expectations in order to reduce our cost base and target available resources towards priorities.
- 2.5 **Devolution of powers to Greater Manchester.** The growth and reform agenda is a great opportunity to develop the local economy, increase efficiency and strengthen democratic accountability over a range of services to the public. Bury has to be ready for these changes; be able and willing for its voice to be heard when proposals are shaped; and be match fit when bidding for resources.
- 2.6 **Areas for improvement.** Bury is open and willing to learn. External assessments regularly reveal above average performance at below average costs in many services but the challenges ahead require that we find new ways of informing citizens, managing demand and delivering outcomes with less money and fewer employees. We have also been reticent in celebrating success and recognising the positive things we do. This in itself is an area for development going forward.

## *Corporate Priorities*

- 2.7 Based on what we know and what we want to achieve, six priorities have been identified for the next 5 years:
- Drive forward, through effective marketing and information, ***proactive engagement with the people of Bury to take ownership of their own health and well being.***
  - Continue to ***develop business friendly policies to attract inward investment and new jobs*** so that Bury retains its position as a premier destination for retail, leisure, tourism and culture.
  - Ensure ***new and affordable housing is developed*** to support growth in the Bury and Greater Manchester economy.
  - To build on the culture of efficiency and effectiveness through new, progressive and integrated partnership working models to ***drive forward the Council's and City Region Public Service growth and reform agenda.***
  - To ensure ***staff have the right skills to embrace significant organisational change***, through embedding a culture of ownership, empowerment and decision making at all levels of the organisation.
  - Work towards ***reducing reliance on government funding*** by developing new models of delivery that are affordable, add value and based on need.
- 2.8 The first three priorities spell out where we want to have greatest impact in the community. The remaining three are more organisational imperatives to deliver our ambitions and cope with future challenges.
- 2.9 All of this is summarised in the Plan on a Page (attached). This sheet provides a simple guide to our priorities and the actions we intend to follow over the next few years. The format is a departure from the traditional approach but by keeping it short and focused the key messages can be communicated easily and concisely.
- 2.10 Future strategies and plans will focus on these priorities – to take the Council forward and turn the vision and values into reality.

## *Monitoring*

- 2.11 There will be two aspects to monitoring our progress towards a transformed council:
- Corporate monitoring – this will be a check on the state of the Borough and enable the Cabinet / Senior Leadership Team to consider any adjustments needed to the plan in the light of changing local needs or external factors (legislation, devolution, inspections, etc).
  - Programme monitoring – to ensure good governance, the Council needs assurance that the programme of work arising from this plan is being delivered. This will take the form of statistics, performance indicators and project milestones to assess changes in service activity, levels of efficiency and progress on specific tasks.

- 2.12 An initial list of draft indicators is attached (Appendix 1). These will be developed and refined during the life of the plan to provide better insights into local communities, measure the health of the organisation and demonstrate progress over time.
- 2.13 The results will be reported to Cabinet and Scrutiny.

### *Values*

- 2.14 Changing behaviours in both residents and employees will be critical to success. As the cutbacks take effect, people will need to be less dependent on the Council for many of the services they currently take for granted. With those most dependent frequently being the people most in need, efforts will be made to assist in this transition. Actions have been included in the plan to improve access to information, increase prevention/early intervention techniques and encourage approaches that promote self help/self service/self management.
- 2.15 It will also be a significant change for Council employees. A culture shift is required to operate in the new environment and this will be reflected in a revised People Strategy. Based on the Council's expectations of managers and employees, the strategy will ensure that employees are recruited and developed to deliver the Council's intentions. The Bury Behaviours programme supports this approach and its use as part of Employee Reviews and organisational change will continue to be encouraged.

## **3. FINANCIAL IMPLICATIONS**

- 3.1 With Government funding set to reduce, the cost to the Council of running services has to be cut. How this is achieved will be important. Opportunities need to be taken to modernise services/processes, introduce new models of delivery and generate income where this can mitigate impact of cuts, particularly on services to priority groups and jobs.
- 3.2 Greater efficiency however only takes us so far. Some services will be lost. For others, investment will be required to secure improvement. Short term injections of capital or revenue funding is not being ruled out providing there is a business case for 'investing to save' or where investment will deliver significant future gains for the Council or the Borough as a whole.
- 3.3 To achieve best use of resources, the Council will seek to work more closely with providers and other agencies. All public services are under pressure and aligning spending with our partners to get the best outcomes will be essential. There may also be further opportunities to pool resources (as is happening with the Better Care Fund).
- 3.4 To bring this together, a medium term financial strategy is being developed which, together with the updated People Strategy, will underpin the policy led approach.

## **4. RISKS**

- 4.1 The financial climate makes long term planning more difficult. Paradoxically, the need for a plan is never greater than during times of uncertainty as people want to know what the Council will do and where it is heading. The Vision, Purpose and Values plan sets this out – with the actions having been future proofed as much as possible. It is however recognised that spending decisions may affect the pace and scale at which change can be delivered.

- 4.2 Not everybody will be satisfied with the proposed actions and there could be some resistance to change from residents and/or employees. A balance needs to be struck. The Council will endeavour to protect services and jobs (for example through new models of delivery) but people will also need to change their behaviour to adapt to new ways of working. Work to improve information and develop tools to help behaviour change have been included within the plan.
- 4.3 Most people will adapt to change, particularly when they understand the reasons, feel part of the process and/or perceive the new approach to be an improvement. It is accepted that some struggle with change and efforts will be made to help those individuals along – to minimise the risk of exclusion and ensure compliance with the Council's public sector equality duty.
- 4.4 More joint working and shared services are inevitable if the Council is to maintain services and cut costs. This carries certain risks in terms of not being in total control of timescales, resources and priorities. Services must be convinced that the value of joint arrangements outweigh the negatives of any compromise before entering into such ventures.

### **5. EQUALITY AND DIVERSITY ISSUES**

- 5.1 There are no direct equality issues arising from this report. These will be identified and assessed when the more detailed proposals are put forward to implement this plan. The equality assessment however recognises that by signalling its continued support for vulnerable people, the plan is likely to be positive for the community.

### **6. CONCLUSIONS AND RECOMMENDATIONS**

- 6.1 The Vision, Purpose and Values document articulates (on one page) the direction of travel for the Council over the next five years.
  - 6.2 The focus will be on growth and reform – reinforcing efforts to make Bury a great place to live, work, study and visit whilst recognising the reality that the Council will be smaller as a result of reduced Government funding. To minimise the adverse effects on the public, new ways of working and new models of delivery will be explored.
  - 6.3 Supporting this work will be a Financial Strategy and People Strategy to ensure that Council resources are used to best effect to achieve the vision and values.
  - 6.4 It is recommended that:
    - (a) The Vision, Purpose and Values document is approved by Cabinet as the basis of the Council's 5 year plan and recommended to full Council for adoption;
    - (b) Council adopts the plan and amends the Constitution by replacing the previously approved Bury Plan with the one attached to this report.
    - (c) The draft indicators (attached at Appendix 1) are agreed as the basis for corporate monitoring and that further work is undertaken to develop/refine the measures to reflect progress on the work programme;
    - (d) A Financial Strategy and People Strategy are developed to underpin the direction of travel set out in the Visions, Purpose and Values document
-

## **List of Background Papers:-**

Our Vision and Values – Bury's Corporate Plan on a page  
Equality Assessment

## **Contact Details:**

Pat Jones- Greenhalgh, Executive Director, Communities and Well Being

Tel: 0161 253 5405

Email: [p.jones-greenhalgh@bury.gov.uk](mailto:p.jones-greenhalgh@bury.gov.uk)

## DRAFT PERFORMANCE MEASURES

## APPENDIX 1


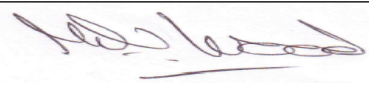
<b>OUR SERVICES</b>	
% household waste sent for re-use, recycling and composting	Higher is better
Residual household waste (kgs per household)	Lower is better
Ave time to process Housing Benefit/Council tax new claims	Lower is better
% of children with 5 GCSEs grade A*-C	Higher is better
% of 16-18 year olds not in education, employment or training (NEET)	Lower is better
No of homeless presentations	Lower is better
No of homeless preventions	Higher is better
Business start ups	Higher is better
<b>PARTNERSHIPS</b>	
Overall employment rate for Bury	Higher is better
Proportion of working age people on out of work benefits	Lower is better
Admissions (aged 65+) to hospital and residential / nursing care	Lower is better
No of serious violent crime per 1000 population	Lower is better
No of anti social behaviour incidents per 1000 population	Lower is better
% rate of repeat incidents of domestic violence	Lower is better
<b>PEOPLE</b>	
Resident perception/satisfaction of the Borough	Higher is better
Employee satisfaction	Higher is better
Sickness absence	Lower is better
<b>PREMISES AND FACILITIES</b>	
No of houses built per annum	Higher is better
No of empty properties	Lower is better
Amount of vacant/under utilised land and buildings held	Lower is better
<b>QUALITY, ACCOUNTABILITY AND PERFORMANCE / FINANCE AND SYSTEMS</b>	
% Council Tax collected	Higher is better
% business rates collected	Higher is better
Business rates yield	Higher is better
Forecast outturn – revenue	Closeness to budget
Forecast outturn – capital	Closeness to budget



## Equality Analysis Form

The following questions will document the effect of your service or proposed policy, procedure, working practice, strategy or decision (hereafter referred to as 'policy') on equality, and demonstrate that you have paid due regard to the Public Sector Equality Duty.

### 1. RESPONSIBILITY

<b>Department</b>	Communities and Well Being	
<b>Service</b>	Corporate Policy	
<b>Proposed policy</b>	Council Vision and Values 2015-2020	
<b>Date</b>	May 2015	
<b>Officer responsible for the 'policy' and for completing the equality analysis</b>	<b>Name</b>	Harry Downie
	<b>Post Title</b>	Assistant Director
	<b>Contact Number</b>	0161 253 7570
	<b>Signature</b>	
	<b>Date</b>	29 April 2015
<b>Equality officer consulted</b>	<b>Name</b>	Mary Wood
	<b>Post Title</b>	Principal Officer - Equalities
	<b>Contact Number</b>	0161 253 6795
	<b>Signature</b>	 25/2015
	<b>Date</b>	14 <sup>th</sup> May 2015

### 2. AIMS

<b>What is the purpose of the policy/ service and what is it intended to achieve?</b>	<p>The Vision and Values document sets the direction of travel for the Council service for the next five years. It outlines on one page the actions needed to deliver the Council's priorities and shape the organisation to make Bury fit for the future.</p> <p>The financial challenges ahead are expected to require radical change and this plan seeks to manage that process to produce an orderly move towards becoming a smaller, modern local authority.</p>
<b>Who are the main stakeholders?</b>	<ul style="list-style-type: none"> <li>○ Council departments and partner agency services</li> <li>○ Team Bury</li> <li>○ Elected members</li> <li>○ All residents in the Borough</li> <li>○ External regulators and inspectors</li> </ul>

### 3. ESTABLISHING RELEVANCE TO EQUALITY

**3a. Using the drop down lists below, please advise whether the policy/service has either a positive or negative effect on any groups of people with protected equality characteristics.**  
**If you answer yes to any question, please also explain why and how that group of people will be affected.**

Protected equality characteristic	Positive effect (Yes/No)	Negative effect (Yes/No)	Explanation
Race	No	No	<p>The plan provides a framework for future action and has no direct impact on individuals or groups within the community. It does however set the future tone for the Council and reinforces the positive values and behaviours that the Council wants from employees and residents in the future to support vulnerable people.</p> <p>The impact of service changes on people with protected characteristics will be identified when any detailed proposals are considered.</p>
Disability	No	No	
Gender	No	No	
Gender reassignment	No	No	
Age	No	No	
Sexual orientation	No	No	
Religion or belief	No	No	
Caring responsibilities	No	No	
Pregnancy or maternity	No	No	
Marriage or civil partnership	No	No	

**3b. Using the drop down lists below, please advise whether or not our policy/service has relevance to the Public Sector Equality Duty. If you answer yes to any question, please explain why.**

<b>General Public Sector Equality Duties</b>	<b>Relevance (Yes/No)</b>	<b>Reason for the relevance</b>
Need to eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Equality Act 2010	No	
Need to advance equality of opportunity between people who share a protected characteristic and those who do not (eg. by removing or minimising disadvantages or meeting needs)	Yes	The plan reinforces the positive values and behaviours that the Council wants from employees and residents. It also maintains a commitment to support vulnerable people as well as reduce poverty and its effects (many BME, disabled and older people being disproportionately represented in income deprivation figures).
Need to foster good relations between people who share a protected characteristic and those who do not (eg. by tackling prejudice or promoting understanding)	Yes	The plan reinforces the positive values and behaviours that the Council wants from employees and residents.

**If you answered 'YES' to any of the questions in 3a and 3b**

**Go straight to Question 4**

**If you answered 'NO' to all of the questions in 3a and 3b**

**Go to Question 3c and do not answer questions 4-6**

**3c. if you have answered 'No' to all the questions in 3a and 3b please explain why you feel that your policy/service has no relevance to equality**

#### **4. EQUALITY INFORMATION AND ENGAGEMENT**

**4a.** For a service plan, please list what equality information you currently have available, **OR** for a new/changed policy or practice please list what equality information you considered and engagement you have carried out in relation to it.

Please provide a link if the information is published on the web and advise when it was last updated?

(NB. Equality information can be both qualitative and quantitative. It includes knowledge of service users, satisfaction rates, compliments and complaints, the results of surveys or other engagement activities and should be broken down by equality characteristics where relevant.)

<b>Details of the equality information or engagement</b>	<b>Internet link if published</b>	<b>Date last updated</b>
<a href="#">Consultation with Cabinet</a>		
<a href="#">Public consultation on the proposed budget cuts 2015/16</a>		

**4b.** Are there any information gaps, and if so how do you plan to tackle them?

There is uncertainty around the level of future funding from the Government which will only become clearer when the expected Comprehensive Spending Review and subsequent budget announcements are made.

The absence of this data however does not, and cannot, stop the Council planning ahead. Action needs to be taken to address the known pressures and these are outlined in the document. Funding availability will influence the pace and scale of change rather than the direction of travel.

## 5. CONCLUSIONS OF THE EQUALITY ANALYSIS

<p><b>What will the likely overall effect of your policy/service plan be on equality?</b></p>	<p>The Vision and Values document sets out the Council's position as it deals with the funding and demographic changes ahead. The plan brings together on one page the priorities, values and actions that the Council needs to transform services and remain fit for purpose.</p> <p>The document does not in itself change services and therefore has no direct impact on people with protected characteristics. It does however set the tone and values of the organisation and reinforces the positive values expected from employees and residents.</p>
<p><b>If you identified any negative effects (see questions 3a) or discrimination what measures have you put in place to remove or mitigate them?</b></p>	<p>No negative impacts have been identified at this stage. There may be service change arising from the actions identified in this plan but any impact on people with protected characteristics will be assessed when detailed proposals are brought forward.</p>
<p><b>Have you identified any further ways that you can advance equality of opportunity and/or foster good relations? If so, please give details.</b></p>	<p>It is recognised in the plan that the relationship between the Council and citizens will change. To support this approach, proactive engagement with the people of Bury has been made a priority – to strengthen communities and promote greater self determination by local people.</p>
<p><b>What steps do you intend to take now in respect of the implementation of your policy/service plan?</b></p>	<p>Following political approval to the plan, the document will be widely publicised throughout the Council and with partners.</p>

## 6. MONITORING AND REVIEW

**If you intend to proceed with your policy/service plan, please detail what monitoring arrangements (if appropriate) you will put in place to monitor the ongoing effects. Please also state when the policy/service plan will be reviewed.**

Progress against the plan will be monitored quarterly by the Council's Senior Leadership team with reports also being presented to Cabinet and Scrutiny.

There will be an annual review of the plan and adjustments made if necessary in the light of performance, the financial position or any external influences on the Council.

**COPIES OF THIS EQUALITY ANALYSIS FORM SHOULD BE ATTACHED TO ANY REPORTS/SERVICE PLANS AND ALSO SENT TO THE EQUALITY INBOX ([equality@bury.gov.uk](mailto:equality@bury.gov.uk)) FOR PUBLICATION.**

## Scrutiny Report

Agenda Item	
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**MEETING:** OVERVIEW AND SCRUTINY COMMITTEE

**DATE:** 9 JUNE 2015

**SUBJECT:** DEVELOPMENT OF A WORK PROGRAMME FOR 2015/2016

**REPORT FROM:** LEIGH WEBB, PRINCIPAL DEMOCRATIC SERVICES OFFICER

**CONTACT OFFICER:**

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### 1.0 SUMMARY

This report sets out details the remit of the Overview and Scrutiny Committee along with a Work Programme Prioritisation Protocol to assist in the development of a Work Programme for 2015/2016.

### 2.0 MATTERS FOR CONSIDERATION/DECISION

Members of the Overview and Scrutiny Committee are requested to:

Agree and set an Annual Work Programme for the 2015/2016 Municipal Year, in accordance with Committee's remit, previous work and the Work Programme and Prioritisation Protocol.

### 3.0 OVERVIEW AND SCRUTINY COMMITTEE

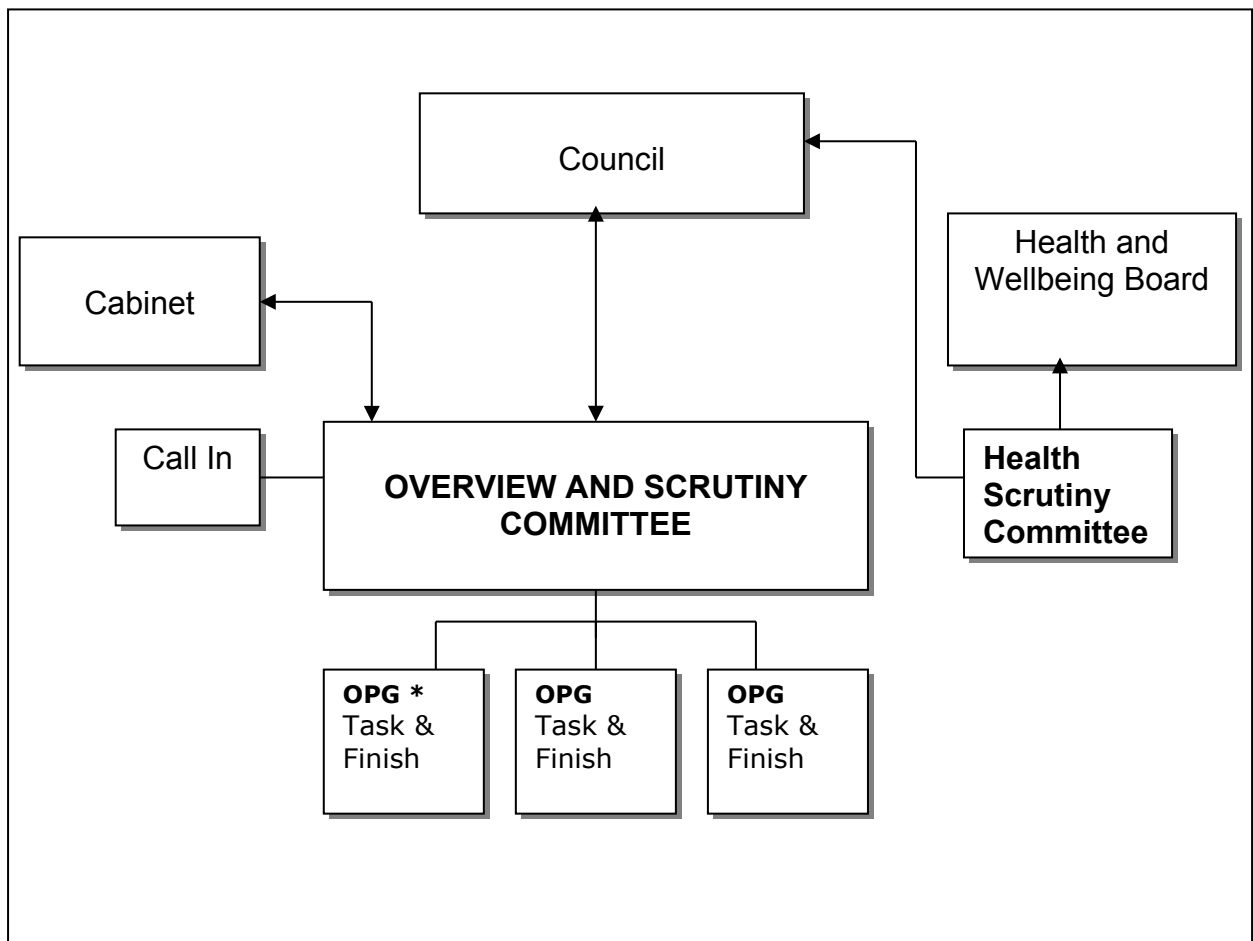
#### 3.1 Terms of reference

- To review and scrutinise the decisions made or actions taken in connection with the discharge of any of the Council's functions.
- To review and scrutinise the performance of the Council in relation to its policy objectives, performance targets and all particular service areas.
- To set up, appoint and monitor Scrutiny Panels (set up to carry out reviews of policies, services or the impact of decisions).
- To make recommendations to the Cabinet and/or appropriate Committee and/or Council arising from the outcome of the Scrutiny process.
- To review or scrutinise decisions made or other action taken in connection with the discharge by the responsible authorities of their crime and disorder functions.

- Oversight of the provision, planning and management of the Council's resources including its budget, revenue borrowing assets and audit arrangements.
- Oversight of the Council's corporate plans and strategies and the monitoring of the corporate plan and departmental plans.
- To scrutinise outside bodies and partners relevant to the Council.
- To receive all reports from external inspectors.

### 3.2 Scrutiny Structure

The current scrutiny structure was adopted by Full Council on 28 March 2012, based on the findings of a review carried out by the Overview Management Committee. The structure makes provision for the setting up of time-limited task and finish Scrutiny Panels to carry out detailed work into specific topics. These Panels will be set up and monitored by the Overview and Scrutiny Committee, with membership drawn from all backbench Councillors. The diagram below sets out the current scrutiny structure.



\* Overview Project Group



#### **4.0 WORK PROGRAMME 2015/2016**

- 4.1 The Overview and Scrutiny Committee is required to set a work programme for 2015/2016.
- 4.2 A well thought out and effective Work Programme will allow work to be time-tabled to ensure completion and help determine when and what resources may be needed.
- 4.3 Within the Programme it is important to ensure that there is the capacity to provide an urgent response to issues that arise during the year and need to be dealt with at short notice. Scrutiny of Key Executive decisions will form a large element of the Committee's work during the year and it is important that flexibility is built into the Work Programme to allow for this to take place.
- 4.4 To assist in the development of an outcome focussed, measureable, realistic and timely Work Programme, a Prioritisation Protocol is set out below. The Protocol sets out some initial questions to be asked of proposed topics and includes further questions and filters to help achieve a prioritised and deliverable work programme.

#### **4.0 SUGGESTED ITEMS ARISING FROM LAST YEAR**

During last year's work, the Committee resolved that the following items be carried over for further consideration:

- Welfare Reform (Deferred Item)
- Civic Halls

At the last meeting of the Committee held on 24 March 2015, the following resolution was agreed:

1. That the work of the Overview Project Group be carried over into the new Municipal Year 2015/16.
2. That, in order to retain the expertise and knowledge developed throughout the review, where possible the existing membership be retained.
3. That regular updates be submitted to the Overview and Scrutiny Committee on the work of the Group.

#### **5.0 CONCLUSION**

The information contained in this report provides an outline of the terms of reference for the Overview and Scrutiny Committee along with a Work Programme Prioritisation Protocol to assist in setting an outcome based, focussed, balanced and deliverable work programme based on the priorities of Bury Council and its residents.

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CONTACT DETAILS:

**Contact Officer:** Leigh Webb, Democratic Services  
**Telephone number:** 0161 253 5399  
**E-mail address:** l.m.webb@bury.gov.uk  
**Date:** 1 June 2015

### **Prioritising Topics for Scrutiny**

When deciding which items to include on the Scrutiny Work Programmes it can sometimes become confusing and difficult to identify the topics which are most important or worthy of scrutiny.

#### **Section 1 - At the outset**

When topics have been identified as possible Scrutiny Work Programme items, Members and their support Officers should ask the following of each topic identified;

- **Does the issue have a potential impact for one or more sections of the population?** Yes – Leave on Work Programme
- **Is the issue strategic and significant?** Yes – Leave on Work Programme
- **Is there a clear objective for scrutinising this topic?** Can objective be identified – Yes leave on Work Programme
- **Is there evidence to support the need for scrutiny?** Yes – Leave on Work Programme
- **What are the likely benefits to the Council and its customers? What do we hope to achieve?** If identifiable – Leave on Work Programme
- **Are you likely to achieve a desired outcome?** Can benefits to Council and customers be achieved?
- **What are the potential risks?**
- **Are there adequate resources available to do the activity well?**
- **Is the Scrutiny activity timely?** Yes – Leave on Work Programme

#### **Section 2 – Criteria to Reject**

Once the questions above have been answered and the topics are still included on the Work Programme, Members should move onto the following rejection filters:-

Reject if;

- The issue is being examined elsewhere e.g. officer group, other Councillor group.
- Issue was reviewed less than 2 years ago
- New legislation or guidance expected within the year
- No scope for scrutiny to add value/make a difference
- The objective cannot be achieved in the specified timescale
- Changes are currently being /have recently been implemented

## **Section 3 – Prioritisation of Topics**

The following questions should be asked when looking to prioritise potential work programme items.

### **Public interest**

- Has the issue been identified by Members through surgeries and other contact with constituents?(on how many occasions – more occasions warrants a higher score).
- Has a user dissatisfaction with the service been identified? (complaints).
- Topic identified through Market Surveys/Citizens Panel.
- Has the issue been covered in the local media?

### **Internal Council priority**

- Council Priority area?
- There is a high level of budgetary commitment to the service/policy area (as percentage of total expenditure)
- There has been a pattern of budgetary overspends
- The service is a poor performer (evidence from performance indicators/benchmarking).

### **External Factors**

- Central Government priority area
- Issues raised by External Audit Management Letter/External Audit Reports.
- Key reports or new evidence provided by external organisations on key issue.