



Classification: Open	Decision Type: Key
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Report to:	Cabinet Council	Date: 15 March 2023
Subject:	Bury Council Corporate Plan 2023/24 – Strategic Framework	
Report of	Cabinet Member for Corporate Affairs and HR	

Summary

1. This report sets out the progress made in 2022/23 to deliver against the priorities set out in the Council and NHS GM (Bury) Corporate Plan. Whilst a final report will be shared with Cabinet at the end of Quarter Four, this summary demonstrates the way in which efforts have been targeted at delivering against the 3Rs which is our framework for contributing the priority outcomes within the LET'S Do It! Strategy.
2. The second half of the report sets out a proposed approach for developing the 2023/24 Corporate Plan. This will again utilise the 3R framework but will develop a more streamlined approach to setting out the shared Council and NHS GM (Bury) work programme. This will be fully integrated with the delivery of the Council's Medium Term Financial Strategy as agreed by the Council in February 2023.
3. The proposed approach will ensure there is clarity in terms of corporate and service-led priorities, the milestones that need to be achieved by quarter and the indicators by which we will measure progress. There will be transparent links between activity analysis and financial outturn reporting to ensure continued visibility of the savings programme and associated risks.

Recommendation(s)

4. **That Cabinet note progress against the 2022/23 Corporate Plan ahead of the end of year report.**
5. **The Cabinet approve the approach to the development of the 2023/24 Corporate Plan.**

Reasons for recommendation

6. These recommendations are based on feedback from Cabinet and from the Overview & Scrutiny Committee on the development of our approach to Corporate Planning. Quarterly Reports have been presented to both meetings during 2022/23 and the sub-group of Overview & Scrutiny have also provided recommendations on how the Plan and its performance management need to evolve to ensure more meaningful engagement, check and challenge.

Alternative options considered and rejected

7. An alternative option would be continuation with current format however this would not provide the clarity requested by members and senior officers in terms of the priorities within the organisation, the link to the delivery of savings and improved monitoring against targets.

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Background

8. Bury is nearly three years into a decade of reform and good progress has been made: a rousing ambition for the Borough has been agreed and a multi-million pipeline of physical development is in place, including the Radcliffe Strategic Regeneration Framework, a masterplan for Bury town centre and a plan to deliver thousands of new homes.
9. The local health and social care system continues to be one of the most integrated partnerships in Greater Manchester and is now implementing the NHS Integrated Care System reforms. The improvement journey for children's services is well underway with progress validated through two Department for Education monitoring visits.
10. The Council's priorities and delivery are managed each year through a corporate plan. For the last three years a framework of "3Rs" has been used to direct activity: response; recovery and renewal. This document summarises the delivery against these priorities in 2022/23, which has been reported quarterly during the year, together with key priorities for 2023/24.
11. A final and detailed delivery plan against this framework will be brought forward through the Council's Cabinet in the new municipal year, including alignment with new Cabinet priorities.

Delivering the Corporate Plan during 2022/23

12. Agreed priorities for delivery within the "Response, Recovery and Renewal" objectives during 2022/23 are summarised below:

Response	Recovery	Renewal and Regeneration
<ul style="list-style-type: none"> Update the poverty reduction strategy including an urgent response to the cost-of-living crisis, for residents & businesses Supporting the health and care system to reduce waiting times, improve access and lessen inequalities, working through the Bury Integrated Care Partnership and in the GM ICS. 	<ul style="list-style-type: none"> Strengthened partnership working with parents and schools including reducing the Dedicated Schools Grant deficit. Beginning the development of people & communities plans for each of our neighbourhoods, including the pilot of a Family Hub. Delivery of the children's OFSTED improvement plan. Work with stakeholders to deliver the SEND improvement plan 	<ul style="list-style-type: none"> As part of the Economic Development Strategy ensure delivery of our strategic regeneration sites in Prestwich, Ramsbottom, and the Radcliffe Strategic Regeneration Framework, including the Bury and Radcliffe Levelling Up Schemes Production and delivery of the all-age borough skills strategy Delivery of the brownfield housing programme. Implementation of the Climate Change programme
Strengthening the Basics Delivering quality, value for money services which residents can rely on		
Enablers Organisation Development; Internal Transformation; Balancing the Budget; Driving Inclusion		

13. Delivery against each objective has progressed as follows.

Response

14. **Response** priorities are those which seek to support communities in managing the local impacts of national and economic issues. At present, this area focuses on the accessibility of health and care and the cost-of-living crisis which has engulfed many households and businesses resulting from the national economic downturn following the Covid-19 pandemic.
15. The national challenges in relation to waiting times and accessibility of **health and care services** are being experienced in Bury, along with the rest of the country. The urgent and primary care systems continue to prioritise recovery of services and productivity, whilst managing ongoing increases in the scale and complexity of demand.
16. During 2022/23 the NHS GM Bury team, with strong leadership from the One Commissioning Organisation, has established a transformation programme of eight workstreams designed to improve local access and quality of care through service reforms, as well as the ongoing integration of local health and care services at a neighbourhood level. System performance in Bury continues to be behind national NHS constitutional targets, which is an issue being managed across Greater Manchester.
17. The Health and Wellbeing Board (HWB) has been established to operate as a standing commission on driving health inequalities, with a focus on health and care system performance; positive community behaviours and empowerment

and driving the wider determinants of health. In this context the HWB has taken a leadership role in the development of people and communities plans in areas of greatest deprivation as described later in this paper, the anti-poverty strategy and homelessness response.

18. Analysis produced within the Equality Impact Assessment for the 2023/24 budget process indicated that 52% of Bury residents meet at least one of the four national indicators of deprivation. In response, the Council has established a comprehensive anti-poverty strategy including immediate support with the **cost of living crisis**.
19. This year the Council has held two anti-poverty summits to co-design a hardship support offer including the targeted allocation of national Household Support Funds. A borough-wide publicity campaign has been delivered with leaflets, posters and social media signposting. Over the course of the year 18,000 residents have been provided with financial assistance, benefits and financial advice. Using the Household Support Fund, more than £650,000 has been allocated to families who receive free school meals to cover the schools holiday periods including the upcoming Easter holidays. A further £20,000 has been allocated to community groups to deliver a range of support including debt counselling, foodbank activities and warm spaces.

Recovery

20. The **Recovery** theme reflects planned work to re-build services, including after the pandemic and the raft of improvement activity required in Children's Services following external intervention:
21. In December 2021 the Council's **children's services** were judged to be inadequate by Ofsted. A comprehensive improvement plan across seven priorities was determined and a total of £9.5m additional funding has been made available (£3.7m additional revenue funding and £5.7m one-off). Particular progress has been made in:
 - developing and implementing a workforce strategy, to increase capacity and diminish dependency on agency staff,
 - the development of a new model of practice – the Family Safeguarding model,
 - improvements in safeguarding practice with the establishment of an Executive group which represents all partners with statutory responsibilities for safeguarding children, and
 - agreement of a neglect, early help strategies and a service thresholds document.
22. The Council has benefitted from two monitoring visits by DfE during 2022 which have validated the progress being made. The feedback from an Ofsted visit in February 2023 is awaited.
23. Addressing the historic deficit in the high needs block of the **dedicated schools grant** (DSG) has been a priority since 2020. In recognition of the

scale and challenge of the deficit the Council is part of the national Project Safety Valve initiative which provides DfE support and financial contribution to closing the gap. Over the last 12 months extensive policy progress has been made including:

- More robust Education Health and Care Plans (EHCPs) and branding.
- Creation of additional special school places within the borough.
- Implementation of a graduated approach.
- Special educational needs and disabilities (SEND) support.
- Reductions in special school top up values and financial clawbacks from special schools.
- Determination of new special school bandings.
- A restructure of education services which begins the process of disestablishing some services which have been funded through the DSG budget.

24. Unfortunately, consistent with wider trends, demands for Education Health & Care Plans (EHCPs) continue to increase, which is stalling progress on delivery. Urgent work is required in the early part of 2023/24 to address this issue. The Council has been appointed an improvement partner, Slough Borough Council, who are working with the team on priorities for the year ahead which will include the determination of a demand model for EHCP plans and transport; a comprehensive review of financial planning and provision including further school claw back, reductions in school top-ups and new commissioning arrangements.
25. Bury Council is still in the process of responding to the 2015 reforms of provision for **children with Special Educational Needs and Disabilities (SEND)** and, since then, has been working with the Bury Together partnership on a significant improvement programme.
26. A key issue is insufficiency of in-borough provision for children with SEND needs. In 2022, eight new in-Borough Resource Provision settings were agreed which will be developed during 2023 to provide 56 additional special primary placements and 36 special secondary school places. Two new special free schools have also been agreed, one of which (Shaw) will open in 2023; a third application is in development. An Ofsted inspection is anticipated during 2023/24.
27. The process of developing a **People and Communities Plan** for every township has begun, with a plan now agreed for Radcliffe and in final development for Bury Town Centre. These plans aim to base inclusive growth initiatives on strong data and evidence, embodying a whole system approach which starts with finding out what matters to local residents and to co-design a response to these priorities.
28. In this context, every opportunity has been taken to provide financial support for local groups to participate in delivery and, during 2022/23 over £750,000 was made available in participatory budget exercises designed to drive community engagement.

Renewal

29. The **Renewal** theme captures delivery of multi-million pound regeneration schemes and Levelling Up delivery, with a focus on sustainability through creation of an 'All-age' approach to skills and employment and clear connections to the climate action strategy.
30. Work continues to develop an **economic development strategy** for the borough, which integrates physical and community regeneration activity with the role and opportunity for local businesses and enables Bury to continue to contribute to the success of GMs economic development. During 2022 partners were engaged in a co-production exercise through Team Bury and the Council joined the Co-Operative Council's network to ensure a values-based approach to the development of the local labour market
31. An **all-age skills strategy** will be an integral part of the economic development strategy, including addressing the issues around skills gaps, low-skills equilibria, labour participation and increasing local demand for higher skills. Progress has been made in 2022 in appointing a delivery team to produce this work.
32. The **regeneration** of borough townships and, in particular, delivery of two Levelling Up schemes is a major focus for the Council. During 2022:
 - The Council has completed the land assembly required at this stage to deliver the **Radcliffe Strategic Regeneration Framework (SRF)** including taking plans for the civic hub to RIBA Stage Three and beginning the process of seeking planning approvals.
 - A number of major external bids have also been successfully secured to support the ambition in Radcliffe, including a £2m capital contribution from Sport England for the leisure offer within the Radcliffe Hub; £1.8m funding from the Football Foundation (the largest grant they awarded in 2022) for a full size 3G all-weather sports pitch, new changing pavilion with club room and associated car parking. UKSPF funding for a Pocket Park has also been agreed for the town centre and the site is being co-designed with local people.
 - The Council has made strategic acquisitions of the **Prestwich** mall and **Millgate** shopping centre and entered into Joint Venture partnerships with Muse and Bruntwood respectively for their development. Consultation on plans with local communities have been completed for both schemes.
 - Plans for the delivery of the **Flexi Hall in Bury Town Centre**, funded by DLUHC Levelling Up, are also progressing. Land assembly work is approaching completion and a delivery partner has been appointed.

- A **transport strategy** is under development, including a bid to the City Region Sustainable Transport (CRST) scheme for the fundamental redevelopment of Bury interchange.
 - The **Ramsbottom** town plan was approved in March 2022. This provides for transport development subject to CRSTs funding as described above; development of a car parking strategy and the redevelopment of Market Chambers and the unused, upper floor of the Civic Hall as an Enterprise Centre through Evergreen funding which has been secured.
 - During 2022, nearly 100 acres of land has been identified by Bury Council which, subject to planning permission and viability, could accommodate thousands of new **housing** schemes. These sites, which will be delivered during 2023, include schemes at Wheatfield; Seedfield; Green St; School St; the East Lancs Paper Mill and Townside close on Pyramid Park. The number of new homes we are aiming for in Bury is 451 per annum up to 2037.
33. The Council's strategic development plans are an important opportunity to pursue the **carbon neutral** agenda. During 2022 public sector decarbonation plans have progressed including adaptations to 16 Council buildings, the replacement of all windows in the Town Hall and energy efficiency improvements such as LED lighting in our leisure centres and markets. The Council has engaged wider partners in the pursuit of carbon neutrality by 2038 by formalising the role of the Climate Change Board; the engagement of community environmental forums and a dedicated session at Team Bury in February 2023.

Enabling Activity

34. Underpinning all of the community activity has been a consistent focus on strengthening the systems and processes to ensure the Council gets the "basics right".
35. During 2022 the Council's Transformation Programme completed its delivery on time and with associated savings of over £4m through asset rationalisation; efficiencies in business support and a new digital operating model which has enabled efficiencies and quality improvements through IT application rationalisation and digital self-service.
36. A major focus on staff engagement has also made improvements to a range of feedback measures from previous years in relation to staff satisfaction, leadership and management. Work is well underway to update the Council's HR policy portfolio; drive manager self-service through system upgrades and develop the top 300 managers through a structured programme.
37. A values and behaviours framework to embed the understanding of and staff alignment with LET'S do it was co-produced with staff and will provide a platform for ongoing organisation development work in 2023. Implicit within

this work has been an ongoing focus on inclusion and targeted representation of underrepresented groups; in this context the Council determined within its inclusion strategy that Military Veterans should be determined to be a protected characteristic. In 2022 Bury Council was awarded the Silver Scheme for employer recognition by the Ministry of Defence for support to military veterans and their families.

Priorities for 2023/24

38. Delivery priorities within 2023/24 will continue much of the work described above in relation to strategic economic development; the improvement of children's services; health and care reforms and internal improvements. Global events, the national economic downturn and ongoing work to rebuild from the pandemic also present some very demanding resource challenges, meeting which must be an implicit part of delivery plans for the year ahead. Properties will continue to be driven by the commitments within the LET'S Do It! ten-year strategy to ensure that the borough of Bury will have made the fastest improvement in reducing levels of deprivation than any other post-industrial northern locality.
- We will be measured against comparable boroughs and the Greater Manchester authorities.
 - To achieve this means reversing the decline seen in 2015.
 - It is dependent on us making progress against all the aspects of the LET'S strategy particularly economic growth.
 - It accepts the impact of the pandemic but sets out an ambition to recover faster than others.
39. We will measure our progress to achieving this ambition by tracking seven core outcome measures which are explained in more detail later in this document:
1. Improved quality of life
 2. Improved early years development
 3. Improved educational attainment
 4. Increased adult skill levels and employability
 5. Inclusive economic growth
 6. Carbon neutrality by 2038
 7. Improved digital connectivity
40. Our vision for 2030 is that every member of our diverse communities feels that there is a place for them; that they are able to both be themselves and shape the community that they are a part of.
41. In this context **local strategic priorities** for the year ahead are summarised as:
- Delivery of the £31m budget savings schemes to balance the Council's budgets.

- Maintaining the children's improvement journey, including demonstrable reductions in the DSG deficit; improvements in SEND provision and achieving a focus on partnership and compliance in year two of the children's social care Ofsted improvement journey.
- Completion of the ICS transition and enabling deliver of the health and care reforms.
- Continuing the delivery of our Anti-Poverty Strategy to support residents with the cost of living.
- Ongoing delivery of the physical regeneration work with the completion of all enabling works, including relocation of the leisure centre and library, and progressing the two Levelling Up sites, in Radcliffe and Bury town centre, to construction.
- Delivery of housing schemes and completing the options appraisal of the Council's housing management company, Six Town Housing.
- Mobilising the inclusive growth vision as a whole Council agenda, including delivery of the all-age skills strategy; a strengthened and evidence-led focus on people and communities and re-engagement of all partners in the LET'S strategy.
- Embedding the LET'S values and behaviours across the Council workforce and continuing to drive staff engagement and high-quality leadership and management.
- Commencing delivery of the wellness strategy, including the pilot of a community-led approach in Radcliffe. A new borough culture strategy will be an implicit part of the future wellness offer.

42. The Council will also continue to influence and direct **local delivery of GM strategy** including:

- Clean Air reforms will continue through the leadership of the Clean Air Steering Group, including implementation of an investment-led non-charging approach, including the plan to achieve compliance on the A58 Bolton Road in Bury via zero emission buses,
- Implementation of GM devolution trailblazer scheme including the single block grant agreement and potential for new powers in housing,
- The Places for Everyone scheme which, if approved, would deliver over 3,500 new homes in the Borough. A planning application will be made in late 2023 with a view to potential determination mid 2024, and
- Development of Northern Gateway within the Atom Valley Mayoral Development zone.

43. These priorities will be developed further and presented within the 3R Framework in order to provide a high level summary of the organisation key priorities and associated delivery milestones.

44. The schedule of more detailed priorities by department are being developed and some examples are included below. This includes the major cross-cutting projects as described above as well as strategic departmental activity continuing from 2022/23, and the schedule of budget savings options. This activity will be drawn together into a delivery plan for this corporate plan and

service plan to be managed by each director, informed by final political priorities post the local elections in May 2023.

Summary Priorities by Department 2023/24

Business, Growth and Infrastructure including Housing	
Corporate plan (Council / partner wide work)	<ul style="list-style-type: none"> • Economic Development Strategy • Bury Masterplan • Radcliffe SRF • Prestwich Regeneration • Ramsbottom Town Plan • Housing delivery • STH options appraisal • Town Hall Modernisation
Service plans (Dept delivery)	<ul style="list-style-type: none"> • Northern Gateway / ATOM Valley • Places for Everyone • Transport strategy • UKSPF • Whitefield High Street Transformation Fund
Budget	<ul style="list-style-type: none"> • Capitalisation tracking and generation of additional capital receipts • Commercial asset management • Homeless prevention grant • Complex housing development (OCO) • Efficiency/duplication savings from housing services

Children and Young People	
Corporate plan (Council / partner wide work)	<ul style="list-style-type: none"> • Children's Improvement Plan • Project Safety Valve • Family Hubs • SEND improvement & sufficiency
Service plans (Dept delivery)	<ul style="list-style-type: none"> • Educational improvement • Inspection Readiness • Workforce Development • Family Safeguarding Model
Budget	<ul style="list-style-type: none"> • Early Help & Multi-Disciplinary Teams review • Short breaks and personal budgets • Edge of care review • Family safeguarding model • Review of high cost placements • Fostering capacity • Post-16 SEND transport review

Corporate Core	
Corporate plan (Council / partner wide work)	<ul style="list-style-type: none"> • Staff engagement • LET'S re-engagement • GM Devolution funding

	<ul style="list-style-type: none"> • All-age skills strategy • Digital Inclusion
Service plans (Dept delivery)	<ul style="list-style-type: none"> • Elections Delivery • Implement new digital target operating model • Legal restructure • Governance: revised Section 75 agreement; • Revised Officer scheme of delegation • People Strategy/ Handbook • Comms strategy refresh
Budget	<ul style="list-style-type: none"> • Core service review • Cross cutting workforce savings • Commercialisation of Bury Art Museum

Finance	
Corporate plan (Council / partner wide work)	<ul style="list-style-type: none"> • Overseeing the delivery of the Medium-Term Financial Strategy including monitoring and reporting
Service plans (Dept delivery)	<ul style="list-style-type: none"> • Service Improvement inc. debt recovery • Procurement function review • Development of Unit 4
Budget	<ul style="list-style-type: none"> • Finance Innovation and Project Team restructure • Fees & Charges uplift

One Commissioning Organisation	
Corporate plan (Council / partner wide work)	<ul style="list-style-type: none"> • Health & care transformation • Population Health • Public Service Reform
Service plans (Dept delivery)	<ul style="list-style-type: none"> • NHS GM ICS transition • CQC assurance • CHC improvement plan
Budget	<ul style="list-style-type: none"> • Review 14-15 year old learning disabilities strategy • Transitioning to alternative care • Housing complex care • Shared Lives • Assistive Technology • Review of support for working age adults • Utilisation of Disabled Facilities Grants • Enforce S22 Care Act • Staying Well • Public Health spending reductions

Operational Services	
Corporate plan (Council / partner wide work)	<ul style="list-style-type: none"> • Culture strategy including Bury Art Museum, Flexi Hall, Ramsbottom & Radcliffe Hubs • Wellness including Radcliffe leisure centre • Carbon neutrality
Service plans	<ul style="list-style-type: none"> • Annual maintenance schedule

(Dept delivery)	<ul style="list-style-type: none"> • Highways Improvement Plan • Clean air reforms • Corporate Landlord / Facilities Management
Budget	<ul style="list-style-type: none"> • Stores rationalisation with the OCO • Implementation of LED street lighting • Vehicle maintenance service income • Capitalisation programme • Operations service review

Links with the Corporate Priorities:

45. This paper sets out how the Council will undertake corporate planning and performance management to ensure a direct contribution to the LET'S Do It! Strategy via the 3R framework.

Equality Impact and Considerations:

46. Individual EIA will be conducted on a project basis where required. EIAs linked to budget proposals are developed being developed separately but will be cross referenced to the activities in the wider Corporate Plan.

Environmental Impact and Considerations:

47. The corporate plan will include the actions required to achieve the Council's commitment to Carbon Neutrality.

Assessment and Mitigation of Risk:

Risk / opportunity	Mitigation

Legal Implications:

The Corporate plan is a key governance tool this report sets out the progress made against the current plan as part of our regular monitoring to ensure that Members are updated on the progress. There will be a further end of the year-end report.

The report sets out the methodology and the timeline for the development of the 2023/24 Corporate Plan.

Financial Implications:

48. The Corporate Plan and the in year budgets and Medium Term Financial Strategy go hand in hand as one cannot be delivered without the other. Both the Council and GM NHS are under increasing financial pressures and therefore the Corporate Plan must not only deliver the corporate priorities but

also support the wider economy to become financially resilient in 2023/34 and beyond.

Monitoring of the Corporate Plan and the Councils savings programme will be intrinsically linked throughout 2023/24.

Background papers:

Please list any background documents to this report and include a hyperlink where possible.

Bury Council and NHS GM (Bury) Corporate Plan 2022/23

<https://councildecisions.bury.gov.uk/documents/s30345/Bury%20Council%20and%20CCG%20Corporate%20Plan%20202223.pdf>

Please include a glossary of terms, abbreviations and acronyms used in this report.

Term	Meaning