

Classification Open	Item No.
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Meeting:	Cabinet
Meeting date:	19 th April 2023
Title of report:	Review of the Council's Senior Management Structure
Report by:	Cllr. Eamonn O'Brien: Leader of the Council
Decision Type:	Council
Ward(s) to which report relates	All

Executive Summary:

On 28 February 2023 the Chief Executive of Bury Council and Place-Based Lead for NHS Greater Manchester in Bury, Geoff Little, retired. During his five-year tenure, the Council has seen considerable change, in particular the focus on developing a more integrated place-based model between local government and health.

After a rigorous recruitment process, the Council's Deputy Chief Executive, Lynne Ridsdale, was appointed as the authority's first permanent female Chief Executive, with the role continuing to also encompass Place Based Lead accountabilities on behalf of NHS Greater Manchester. This appointment gives continuity in terms of the Council's commitment to the LET'S Do It! Strategy and Corporate Plan. However, the appointment also provides the opportunity to undertake a review of the wider Chief Officer structure, particularly in relation to the Corporate Core Services, in order to:

- Address the requirements of the role of Deputy Chief Executive and the responsibilities currently attached to that post.
- Ensure the Council's structure and Chief Officer capacity is effectively aligned to the priorities of the Corporate Plan and LET'S Do It!
- Ensure clarity of accountability and expectations across the Council's Executive Team and Strategic Leadership Group.
- Identify opportunities for savings and efficiencies in support of a total current savings target of £300k from the Council's Chief Officer structure to be delivered in its entirety by April 2024.

This report sets out proposals as a basis for consultation in response to the above opportunities. It delivers on the outstanding balance of the £200k savings from Chief

Officer costs within the 22/23 budget and confirms leadership arrangements for the Corporate Core Department from within existing capacity.

RECOMMENDATION(S)

Cabinet Is Recommended to:

1. Agree to the commencement of consultation with affected staff on the proposed structural changes set out within the body of this report. Specifically that:
 - a) The posts of Deputy Chief Executive (Chief Officer DCEX Band) and Joint Chief Information Officer (Chief Officer Band F) are deleted
 - b) A new post of Executive Director (Strategy & Transformation) is established at Chief Officer Band H to lead the Corporate Core Department
 - c) The post of Head of Strategic Performance & Intelligence (SM2) is deleted and a new role of Head of Performance & Delivery established (Chief Officer Band A) to replace the previous Head of Delivery post (Chief Officer Band A) and ensure focus on delivery of the Corporate Plan and its associated priorities
 - d) A new Policy Officer role is established (Grade 12) reporting to the Head of Performance & Delivery
 - e) The portfolio of the Assistant Director (Digital, Data and Technology) is expanded to take on joint leadership of the ICT and Digital portfolio across the Council and NHS Greater Manchester in Bury. Leadership responsibility for the Contact Centre will also transfer to this post from the Head of Communication, Marketing & Engagement
 - f) Leadership responsibility for the Communications function transfers from the Deputy Chief Executive to the Executive Director (Strategy & Transformation)
 - g) The Assistant Director (Economy & Business) and their current portfolio transfer to the leadership of the Executive Director (Strategy & Transformation) and that this role takes on responsibility for the Bury Adult Education Service and is redesignated Assistant Director (Business & Skills)
 - h) The Director of Housing becomes a direct report of the Executive Director (Place) with the Housing portfolio aligned as part of the Business Growth Infrastructure (BGI) Department
 - i) To take account of the proposed changes, that the role of Executive Director (Place) is regraded from Chief Officer Band G to Chief Officer Band H
 - j) To take account of the proposed changes, that the role of Director of Law & Governance is regraded from Chief Officer Band E to Chief Officer Band F
 - k) Leadership responsibility for the Bury Art Museum transfer to the Executive Director Operations
 - l) The One Commissioning Organisation is re-named as the Health and Adult Care Department

- m) The Executive Director (Strategic Commissioning) is redesignated Executive Director (Health and Adult Care). The Executive Director (Health and Adult Care) will assume responsibility for leading and implementing the Public Service Reform Strategy, including the neighbourhood model.
2. Delegates authority to the Chief Executive and Leader of the Council, in consultation with the Cabinet Member for HR & Corporate Affairs, Director of People and Inclusion, Monitoring Officer and S151 Officer to consider responses received from the consultation and agree a final proposed report. (Where the changes from the proposals set out below are not substantive, the Cabinet Member for HR & Corporate Affairs will agree implementation, where changes are substantive revised proposals will return to Cabinet for consideration and approval).
3. Subject to consultation, commend the following proposals to Council where the required changes are decisions which directly rest with Council:
- a) That the role of Executive Director (Place) is regraded from Chief Officer Band G to Chief Officer Band H.
 - b) That a new post of Executive Director (Strategy & Transformation) is established at Chief Officer Band H.
 - c) That the role of Director of Law & Governance is regraded from Chief Officer Band E to Chief Officer Band F.
 - d) That a Market Supplement payment of £14k is applied to the Director of Adult Social Services role.

KEY CONSIDERATIONS

1. Context

- 1.1 In 2018 an integrated leadership team across Bury Council and the former Bury Clinical Commissioning Group (CCG) was established. Investment was made in a number of new leadership roles creating a revised operating model based on six departments. Since this time the team has focused on a range of strategic priorities including the following examples:
- Integration of the local health and care system.
 - Development of a new shared Community Strategy for the borough.
 - Strategic economic development and regeneration planning.
 - The improvement of Children's Services.
 - Establishing the structures and systems of a single corporate core including a digital-first operating model and more robust financial management mechanisms.
- 1.2 These developmental priorities have, of course, been progressed alongside the Council's leadership role in responding to the Covid-19 Pandemic and, more recently, the national Cost of Living Crisis and resultant impact on the Council's budget.
- 1.3 The focus now is on implementation and delivery, in pursuit of the vision that, by 2030, Bury will stand out as a place that is achieving faster economic growth than the national average, with lower than national average levels of deprivation, LET'S Do It!
- 1.4 In addition, as described in the Corporate Plan 2023/24, the team must respond to a number of new priorities including:
- The implementation of the Integrated Care System which has replaced the former Clinical Commissioning Group and re-balanced functions between the locality and Greater Manchester teams within the One Commissioning Organisation.
 - Progressing external investments secured to further both the Culture and Wellness strategies.
 - Delivery of the very challenging budget for 2023/24, with over £31m of savings required in 2023/24 and further savings necessary in future years.
- 1.4 This report sets out proposals to align strategic capacity with established priorities, to take the council forward to its next phase of delivery.

2. Proposals

- 2.1 The six departments within the Council's structure remain appropriate for delivery in the context described above, however the rebalancing of functions within and between some departments is proposed to manage capacity, drive efficiency and take account of the vacant leadership post within the Corporate Core. Proposals for change within affected departments are therefore described below.
- 2.2 A number of practical considerations and design principles have been considered in reviewing the Council's operating structure. Specifically:
- The opportunity to develop a more consistent and distributed leadership model within the Executive Team and Strategic Leadership Group (SLG), through common job sizing and the removal of a dedicated Deputy Chief Executive (DCE) role, on the basis that each Executive Director is fully and equally accountable for their portfolio and that this extends to appropriate deputisation for the Chief Executive where necessary. However, to ensure business continuity in the event of the Chief Executive's absence:
 - The redesignated Executive Director (Health & Adult Care) will remain the designated Deputy Place Based Lead for NHS Greater Manchester, deputising in relation to the Place Base Lead elements of the Chief Executive's role.
 - Cover for periods of absence of the Chief Executive will be arranged with regards priorities at the time. Any unplanned absence will be covered by the new post of Executive Director (Strategy & Transformation) as described below.
 - A requirement to strengthen collective leadership of the Inclusive Economic vision so that it becomes a whole Council endeavour and to mobilise senior leaders and partners around the LET'S Do It! strategy and Public Service Reform agenda.
 - The opportunity to strengthen the Council's approach to governance, particularly in relation to commercial activity, business planning and budget delivery. The Monitoring Officer is one of the Council's statutory officers with personal and independent accountability for Council's governance. This report formalises the statutory status of this role in leading corporate governance and with a direct line of accountability to the Chief Executive.
 - A requirement to backfill executive leadership of the Corporate Core, but with an opportunity to do so from within, in pursuit of efficiencies and to continue to develop the potential of a relatively new and high performing team.
- 2.3 Details of the proposed changes, by affected Department, are summarised below as a basis for consultation. Current and proposed structure charts are also appended. These changes deliver on the outstanding balance of the £200k savings from Chief Officer costs within the 22/23 budget.
- 2.4 The most substantive areas of change relate to the Corporate Core, where the proposals seek to clarify and confirm leadership arrangements for the department from within existing resources through the deletion of the Deputy Chief Executive role and a reconfiguration of the portfolios of the remaining three Director level posts.

2.5 Business Growth and Infrastructure (BGI)

- 2.5.1 Whilst all Executive Directors have a role in place leadership, accountability for the ambitious economic development and regeneration plans across the borough sits within BGI. This includes leadership of the planning and building control functions and management of a series of major projects to regenerate the town centres. In the last two years the team have secured two £20m Levelling Up bids and developed a Strategic Regeneration Framework for Radcliffe and a masterplan for the town centre. There is currently in the region of £0.25billion in investment being delivered in the borough's regeneration. Delivery of this agenda will continue to be overseen by the Executive Director (Place).
- 2.5.2 The housing portfolio is currently managed directly by the Chief Executive but is central to the borough's regeneration plans and its integration within this portfolio is critical. A pipeline now exists to develop c2,000 homes, 500 of which will be affordable. This work must be led and developed in the context of wider economic development plans. It is therefore proposed that the Director of Housing moves to become a direct report of the Executive Director (Place). To take account of this proposed change, the role of Executive Director (Place) will be regraded from Chief Officer Band G to Chief Officer Band H.
- 2.5.3 To support the establishment of collective capacity on Inclusive Growth, the role and portfolio of the Assistant Director (Economy & Business) will transfer from the leadership of the Executive Director (Place) to the Executive Director (Strategy & Transformation) and be re-designated as Assistant Director (Business & Skills) as described below.

2.6 Corporate Core

- 2.6.1 The Corporate Core Management Team has made significant progress in establishing a portfolio of corporate services and beginning a process of quality improvement. In 2021 an LGA Corporate Peer Challenge review remarked that "in many ways, Bury is a different council" (to the one that was first reviewed in 2018, before the Corporate Core was established). There is, however, a significant journey ahead for the Corporate Core, to continue the progress with internal transformation and establish the maturity of its functions.
- 2.6.2 To ensure delivery continuity, efficiency and the development of internal potential, it is proposed that the vacant post of Deputy Chief Executive post is deleted and the duties absorbed across the remaining Corporate Core Management Team as follows.
- 2.6.4 A new post of **Executive Director (Strategy & Transformation)** (Chief Officer Band H) will provide overall leadership of the Corporate Core, including accountability for all Corporate Core Services. The current Joint Chief Information Officer role will be deleted and the postholder slotted into this role. As well as overall leadership of the Corporate Core this post will be accountable for:
- Driving corporate performance management; including the programme of budget savings

- Leadership of borough-wide strategic partnerships including co-chairing the Community Safety Partnership
- Management of the Head of Communications, Marketing & Engagement
- The provision of targeted, project-based leadership, capacity and support to the Chief Executive.

2.6.5 Strategically, the Executive Director (Strategy & Transformation) will steer delivery of the Council's Inclusive Economy Strategy including the implementation of the Economic Development Strategy and development of place-based communications to promote the narrative of our changing borough as a place to live, work and prosper. The focus of this work will be on developing the human capital required to connect local people to the economic opportunities being created through regeneration. This will include leadership of the skills, employment and social value agendas, working closely with the Executive Directors for Health and Adult Care, Children and Young People and Place as well as other leaders across the Council and wider Team Bury partnership.

2.6.6 This role will mobilise partners and citizens across the borough to make a demonstrable impact on levels of unemployment, in-work progression, reducing in-work poverty and the economic wellbeing of Bury's residents. They will also work closely with the GMCA and national public sector partners to influence reform and deliver the long term LET'S Do It! outcomes and vision.

2.6.7 The postholder will have the capacity to assume this wider role through:

- The appointment of the Assistant Director (Digital, Data and Technology) who will lead all technical IT functions. The proposal is that this role will assume joint leadership of IT and Digital functions across both the Council and NHS Greater Manchester in Bury from the current Joint Chief Information Officer. Management of the Council's contact centre, as a digital-first communications channel, will also move from the Head of Communications, Marketing & Engagement to the Assistant Director (Digital, Data and Technology), to maximise the professional capacity available for creative external communications activity
- Moving the reporting line of the Assistant Director (Economy & Business) to the Executive Director (Strategy & Transformation) to lead an integrated work and skills function and drive delivery of the All-Age Skills Strategy. This portfolio will include management of the Bury Adult Learning Service. To reflect this, the post will be redesignated as Assistant Director (Business & Skills)
- Integrating leadership of the Council's Delivery Unit and Performance & Intelligence Service under a new role of Head of Performance & Delivery (Chief Officer Band A). A primary focus of this post will be ensuring robust monitoring of the Council's Corporate Plan and associated priorities, as well tracking budget savings delivery and providing meaningful reports to the Executive Team, Cabinet and Scrutiny.
- The establishment of a new Policy Officer (Grade 12) who will convene strategic partnerships agendas; produce and monitor corporate policy and

performance plans including Cabinet Member portfolio plans and also provide business planning support to the Director of Law and Governance. This post will work closely with the Head of Business & Executive Support to assist with GMCA policy briefings and internal report quality assurance and the Leader's Executive Policy Officer to support Member portfolio planning; ministerial visits and public relations opportunities.

- Transfer of leadership responsibility for Bury Art Museum to the Operations Department (see below).

2.6.8 **The Director of Law and Governance** (Monitoring Officer) is a member of the Executive Team; it is proposed that the postholder personally reports to the Chief Executive, to ensure they are able to provide close and responsive advice at the most senior level. Legal and Democratic services will otherwise remain part of the Corporate Core structure.

2.6.9 The Director of Law and Governance will also assume a leadership role on business planning and, in conjunction with the Executive Directors for Finance and Strategy & Transformation, will direct the budget setting process, the production of the Annual Governance Statement and provide support to the annual audit process and development and management of the council's risk register.

2.6.10 This Director of Law and Governance, who is already accountable for the Authority's Data Protection Officer, will become the Council's Senior Information Risk Officer (SIRO), will chair the Information Governance Steering Group and take organisational oversight of the Council's response to Freedom of Information Requests and Subject Access Requests.

2.6.11 The Director of Law and Governance and Executive Director (Strategy & Transformation) will also act as the local authority's Deputy Returning Officers in relation to Local Elections with this responsibility included in substantive job descriptions to enable efficiencies to be maximised.

2.6.12 To take account of the proposed changes the role of Director of Law & Governance will be regraded from Chief Officer Band E to Chief Officer Band F.

2.6.13 All People and Inclusion functions will remain part of the Corporate Core structure. The **Director of People and Inclusion** will, however, report directly to the Chief Executive and attend Executive Team meetings. This reporting arrangement reflects the critical importance of workforce engagement and development and culture change as a cross-cutting corporate priority.

2.6.14 Since the establishment of the Director of People and Inclusion role, this post has taken on an expanded portfolio, including Health and Safety and leadership of the integrated Business and Executive Support service. Establishment of the latter Service has delivered over £1m in savings and work is continuing on a fundamental improvement programme across business support functions, aligned to the Council's wider digital transformation.

2.7 Operations

- 2.7.1 The Operations department was established as the Council's delivery vehicle for all non-social care services. The Executive Director (Operations) has a clear remit around the improvement, modernisation and integration of these services to meet clear customer service standards and expectations.
- 2.7.2 To apply the design principle of an integrated department for the delivery of universal services it is proposed to transfer management of Bury Art Museum, including the Tourist Information service, to the Department. The service will lead the implementation of the Borough Culture strategy, also being recommended to Cabinet at this time, as well as developing the offer within the two Levelling Up sites in Radcliffe and Bury the context of this Strategy.
- 2.7.3 A leadership structure for culture, including appropriate connections to the Wellness strategy also being developed by the Operations department, will be brought forward separately. Pending the development of a leadership proposal, the service will be managed directly by the Executive Director.

2.8 One Commissioning Organisation (OCO) / Health and Adult Care

- 2.8.1 The OCO was established to deliver an integrated health and care commissioning function across adult social care and former CCG functions.
- 2.9.2 In 2022 the NHS Integrated Commissioning System was established, which seeks to further the integration of health and care services at regional, locality and neighbourhood level but also reduces the size and scale of directly locally commissioned health services significantly. As part of these new arrangements the Council Chief Executive was designated Place Based Lead for Health and Care in Bury and the Executive Director (Strategic Commissioning) as Deputy Place Based Lead. Together, these posts are accountable for system-wide health and care performance through system-wide partnership working, including joint programmes of work with the Children and Young People's Department.
- 2.9.3 To better reflect this evolved focus, the OCO will be re-named the Health and Adult Care Department and the Executive Director (Strategic Commissioning) will be redesignated Executive Director (Health and Adult Care). The proportionate split of Council/NHS funding for the position will also shift from an equal, 50/50 proportion to a decrease to 35% in relation to the Council. The postholder will remain a substantive Council employee. To balance this, and reflect the revised capacity requirements in this areas, the funding associated with the Executive Director (Finance) role, which also operates jointly across the Council and NHS Greater Manchester, will shift from an equal, 50/50 proportion to an increase to 65% in relation to the Council.
- 2.9.4 The leadership responsibilities of the Executive Director (Health and Adult Care) for directing partnership working will also be strengthened and the role given designated responsibility for delivering the Public Service Reform model in Bury. Specifically, the postholder will be accountable for:
- Increasing and extending the scale of neighbourhood-based integration of health and care teams,

- Bringing other public services into the neighbourhood structure, particularly children's services through the Early Help and Family Safeguarding Models,
- The ongoing development of Voluntary Community and Social Enterprise (VCSE) capacity to achieve the ambitions within LET'S Do It!
- Championing the principles of prevention, early intervention and targeting of resources across all other Council services

2.9.5 A primary function of the Health and Adult Care Department will continue to be the delivery and transformation of adult social care. Adult social care is one of the council's primary statutory responsibilities; the greatest area of financial spend and, within the next twelve months, anticipated to be subject to a comprehensive assurance visit from the Care Quality Commission. The leadership of the Director of Adult Social Services (DASS) is key in this context and this post will continue to have a direct line of accountability to the Chief Executive. Benchmarking has, however, demonstrated some gaps between pay for this post in Bury and the (very competitive) market across Greater Manchester. A market rate supplement of £14k is therefore proposed to secure retention.- This post is currently funded equally by the Council and NHS Greater Manchester. The additional cost in relation to the Market Supplement will be funded by the Council.

3 Chief Officer Savings

3.1 The Council's 2022/23 budget included a £200k savings target to be delivered from costs associated with the Council's Chief Officers. £125k in savings have been achieved to-date through structure and post reviews during the past year with a further £13k of savings in-progress linked to a review of operational on-call arrangements. The net effect of the changes proposed in this report delivers on the remainder of this target. A further £100k savings target from Chief Officer costs is included in the Council budget for 2024/25 and the Chief Executive will work to identify and assure delivery of these remaining savings by April 2024.

4. Consultation and Implementation

4.1 Subject to approval by Cabinet the proposals set out in this report will be presented to Trade Union Colleagues at the next Local Government Services Consultation Meeting and agreement sought to start a period of 30 days consultation with affected staff. Following this, final proposals reflective of feedback from the consultation process, will be shared with the Cabinet Member for HR & Corporate Affairs for approval. In accordance with the Council's Pay Policy Statement, changes to salary packages above £100k require approval by Council and these recommendations, following consultation, will be commended to Council for their agreement.

Community impact/links with Community Strategy

The proposed structural changes have been developed to ensure the most effective alignment of the Council's organisational structure and senior leadership capacity behind delivery of the LET'S Do It! Strategy.

Equality Impact and considerations:

Under section 149 of the Equality Act 2010, the ‘general duty’ on public authorities is set out as follows:

A public authority must, in the exercise of its functions, have due regard to the need to -

- (a) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;*
- (b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;*
- (c) foster good relations between persons who share a relevant protected characteristic and persons who do not share it.*

The public sector equality duty (specific duty) requires us to consider how we can positively contribute to the advancement of equality and good relations, and demonstrate that we are paying ‘due regard’ in our decision making in the design of policies and in the delivery of services.

Equality Analysis	The proposed changes will be implemented in line with the Council’s workforce policy framework which has been subject to appropriate equality analysis.
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Assessment of Risk:

The following risks apply to the decision:

Risk / opportunity	Mitigation
The proposed structure does not effectively deliver on the Council’s strategic priorities	The Chief Executive will continue to monitor the effectiveness of the Council’s operating structure and bring forward further proposals if required.

Consultation:

The proposed changes will be subject to a period of 30 days consultation with affected staff and Trade Unions.

Legal Implications:

If Members are minded to agree to the recommendations a 30-day consultation will take place in accordance with legislation and the Council’s consultation tool kit. The proposals will be reviewed following the consultation period. If there are not substantial changes to the proposals Members are requested to commend the proposals to Council. In accordance with the Localism Act these proposals set out at recommendation 3 will require Council approval.

Financial Implications:

As part of its 2022/23 budget setting the Council committed to making savings against its Chief Officer costs of £200k and then within the 2023/24 budget setting proposals a further £100k. These proposals complete the delivery of the first £200k and make a contribution to the 2023/24 budget savings proposals.

The funding sources of the Council and therefore its executive and senior leadership team are complex and the funding sources include, the Councils' general fund, contributions from the NHS for shared integrated posts, recharges to the Housing revenue account and also external funding from grants and recharges to capital. A proportion of the salary of the Executive Director (Place) will be recharged to the HRA following the transfer of the housing portfolio to this post.

The full year savings from the proposals above are circa £65k when comparing between top of grade to top of grade.

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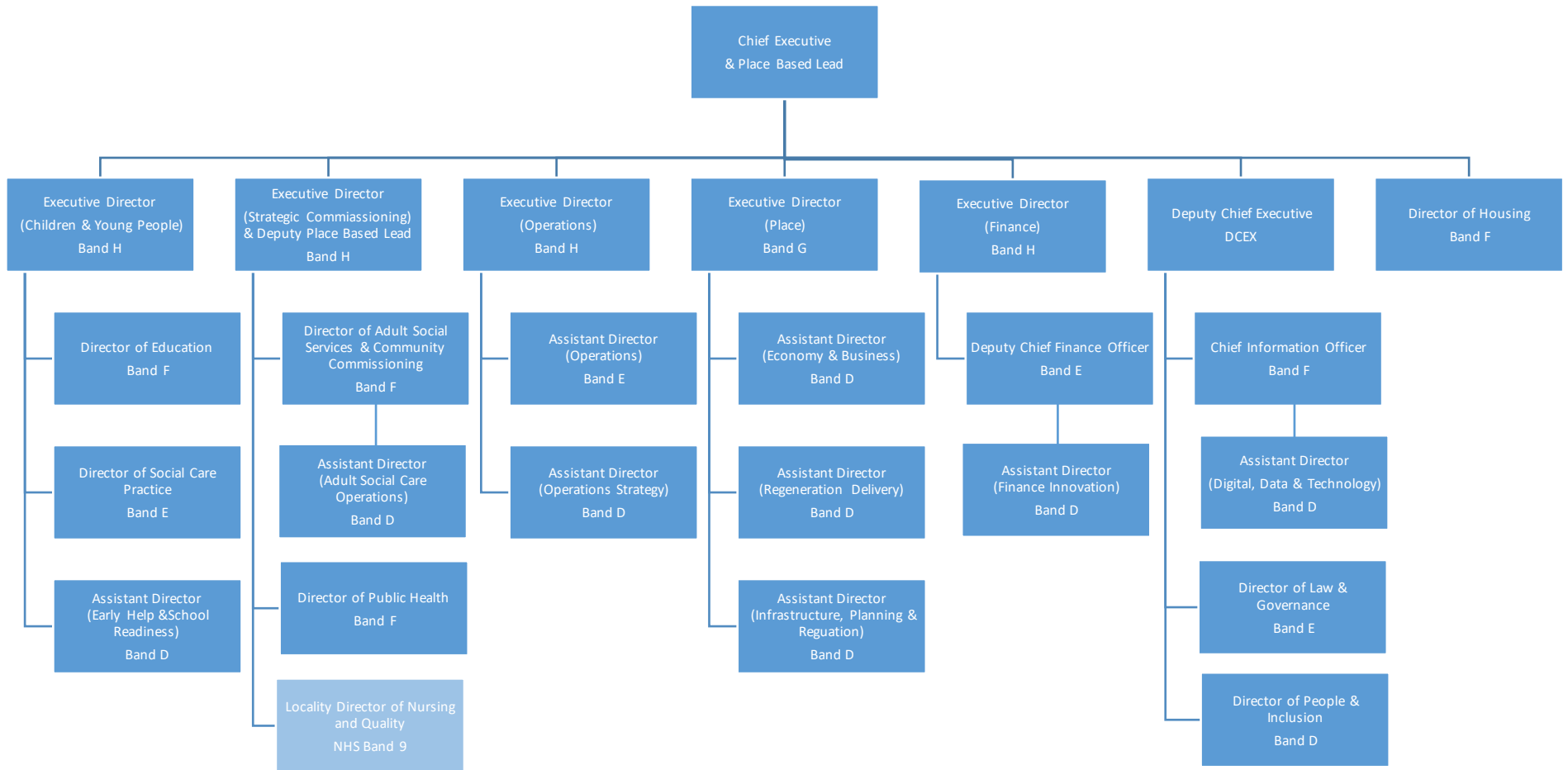
Background papers: None

Term	Meaning
BGI	Business Growth & Infrastructure Department
CCG	Clinical Commissioning Group
DSG	Dedicated Schools Grant
CCMT	Corporate Core Management Team
UKSPF	United Kingdom Shared Prosperity Fund
OCO	One Commissioning Organisation

Appendix 1 – Current Council & NHS Greater Manchester (Bury) Strategic Leadership Group structure

Appendix 2 – Proposed Council & NHS Greater Manchester (Bury) Strategic Leadership Group structure

Appendix 1 – Current Council & NHS Greater Manchester (Bury) Strategic Leadership Group structure



Appendix 2 – Proposed Council & NHS Greater Manchester (Bury) Strategic Leadership Group structure

