

Classification:	Decision Type:		
Open	Non-Key		

Report to:	Audit Committee	Date: 23 July 2025	
Subject:	Progress Update from the Council to the Statutory Recommendation received from the External Auditor under schedule 7 of the Local Audit and Accountability Act 2014		
Report of	Director of Finance S151 Officer		

Summary

- 1. The Council's external Auditors, Forvis Mazars, presented the outcome of their audit work in relation to their judgements in the area of the Council's Value for Money arrangements for the 2021/22 and 2022/23 financial years to the December Audit Committee meeting. They identified three significant weaknesses in the Council's arrangements. These weaknesses are across all three reporting criteria that they are required to consider under the Code of Audit Practise, namely; financial sustainability, governance and for improving the economy, efficiency and effectiveness of services.
- Forvis Mazars determined that use of their statutory reporting powers under the Local Audit Accountability Act 2014 was necessary and issued a statutory recommendation formally to the Chief Executive on 12 December 2024. They recommended that

"The Council should, as a matter of urgency, develop a comprehensive Council wide improvement plan to reflect the transformation and cultural change needed across all departments, to ensure the Council can deliver the range, level and quality of services that it deems appropriate and within its statutory responsibilities in a financially sustainable way. Appropriate management and member oversight is required to ensure the improvement plan is delivering changes that are embedded into the organisation."

A response was provided by the Council to the January 2025 Audit Committee meeting which included the publication and approval of an improvement action plan which was also subsequently approved at Council.

This report provides the second update on activity and delivery against this action plan with the previous update being brought in April 2025 and highlights the improvement work that has been carried out by the Assurance Boards. In addition to the work carried out by the Boards there have been Council wide briefings, Senior Management sessions and Strategic Leadership Team engagement with the improvement work and compliance sprints.

Recommendation(s)

- 3. The Audit Committee is asked to:
 - a. Note the progress detailed in the action plan update.
 - b. Continue to endorse the action plan ensuring Member oversight through Audit and Overview and Scrutiny committees.

Reasons for recommendation(s)

This report provides assurance of delivery and progress so far against the improvement plan that was developed in response to the statutory recommendation.

Alternative options considered and rejected

4. n/a

Report Author and Contact Details:

Name: Neil Kissock

Position: Director of Finance (S151 Officer) Department: Corporate Core Department

E-mail: n.kissock@bury.gov.uk

Background

5. This report provides a second progress update on the Improvement Action Plan which was agreed by Audit Committee in January 2025. The last update was provided to the Audit Committee in April.

Improvement Action Plan Progress

- 6. There continues to be progress made within expected target date across some of the plan. The plan in Appendix 1 was split into the following areas:
 - a. Financial Resilience (including financial strategy): All actions are on track or complete. The Finance Board has been running monthly and is overseeing the key milestones around the zero based budget workstream. Development of the 26/27 budget proposals are on track, alongside review of the progress of the agreed budget savings, and 2025/26 budget delivery overall, which is a standing item at the Finance Board and progress will be reported to Cabinet as part of the quarterly financial performance reporting cycle with the Q1 update being reported to September Cabinet.
 - b. Finance Capacity and Transformation (actions in relation to the finance restructure): All actions are complete or on track apart from recruitment to phase 1 as per the last report. There was a slight delay

following the conclusion of the consultation process whilst a recruitment partner was procured to support the first round of recruitment and increase the likelihood of a successful recruitment process in a very challenging labour market.

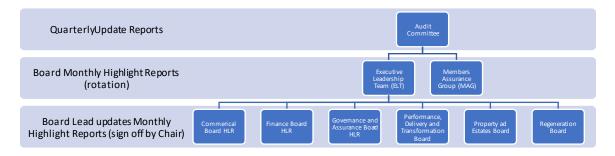
c. Governance and Compliance including Estate Management and Leadership and Governance Arrangements: The work to review long leases has now been completed. An exercise was undertaken by Land and Property in which they reviewed a sample of leases, they considered the demise, term, commencement date, rent reviews, repairing obligations (including an extract of the clause) and insurance obligations. The work carried out by Land and Property was validated by the legal team. No issues were found from this assurance work. All of the new six assurance boards have been set up and meet on a monthly basis, each assurance Board provides a highlight report of their activity which is reviewed by the Executive Leadership Team. The establishment of the Corporate Landlord team is overdue however staff consultation has commenced and will end on 18th August 2025.

Progress of the Six Assurance Boards

The assurance framework which supports these boards has been developed further and finalised with a detailed Improvement Work Plan accompanied by quarterly milestones which are tracked through each Board's Highlight Report.

The assurance framework details roles and responsibilities of Chairs, Deputies and Leads of the Board. It determines attendance and sets out meeting expectations. Improvement activity is on going across all Boards below sets out the improvement activity being undertaken by each Board.

The current reporting of delivery both of assurance activity and improvement activity is reported upwards as below:



The Member Assurance Group meets on a weekly basis, assurance reports are provided to the Leader and Deputy Leader. Items considered at the Group include finance improvement and strategy, transformation – unit 4, internal audit actions, estates assurance and review of progress to deliver a corporate landlord function and project safety valve.

Commercial Board

The improvement and assurance activity allocated to the Commercial Board in the Improvement Work Plan over the next year is as follows:

Improvement Activity	Assurance Activity
 Undertake effective due diligence reviews across the commercial portfolio. Development and delivery of a Commercialisation strategy to guide future decision-making Develop sales, fees and charges schedule Review Traded service performance (schools and non schools) Council company/JV review 	 Monitoring of Joint Ventures and review of governance Ensure effective arrangements are in place for the cost recovery of all traded services. Managing commercial viability Monitoring Persona Monitoring VCFA third sector Monitoring Bury BID Monitoring of new businesses

The Commercial Board has identified all of the commercial arrangements and companies in place across the council, many of which have been in place for some time, and is overseeing review work to fully understand the original business cases and current governance, including the risks and perceived benefits, and make recommendations for any changes. Given resource pressures and the complexity of some of these arrangements the Board has agreed to commission some external support to accelerate this activity.

The Commercial Board have also considered and signed-off financial business cases developed as part of the wider governance arrangements in particular through the Property and Estates, and Regeneration, Boards. A key area of focus informed by the outturn position for 2024/25 has been the ongoing review of traded and income generating services with particular risks identified through existing and forecast future academisation of schools. The work undertaken to date will also help inform the ZBB reviews with regard to the scope available for additional income generation alongside the financial risks presented by any potential future loss of income.

Work has also progressed on the development of an over-arching commercial strategy for the council as the basis for future financial appraisals and decision-making and will align with a refreshed capital strategy

Finance Board

The improvement and assurance activity allocated to the Finance Board in the Improvement Work Plan over the next year is as follows:

Improvement Activity	Assurance Activity
 ZBB Programme 	 2025/26 Budget Monitoring and
 Finance Service Improvement 	review of savings delivery
including Finance Restructure	 Savings strategy/delivery

- Procurement and Contract Management Operating Model
- 2026/27 Budget setting

- PSV submissions and delivery assurance
- Capital Programme and Strategy Review

The Finance Board has approved the design and timetable for the zero based budget (ZBB)work with initial proposals planned to be considered alongside an updated medium term financial strategy. The government has committed to a 3 year financial settlement supported by a revised funding formula with the current proposals out to consultation currently and the council response to that consultation is being developed in advance of the submission date of 15th August 2025. There is an indication that the draft financial settlement may be provided earlier in the year than usual (November) and so the budget timetable will be reviewed to ensure that Cabinet will receive the updated MTFS including draft financial settlement at the first available opportunity.

The ZBB work will build on the work undertaken in quarter one to achieve budget holder sign-off of the detailed make-up of their 2025/26 budgets and review of the 2024/25 outturn position with both additional over and underspends being identified that had not been fully factored into the current MTFS. The ZBB work will be completed in quarter 2 and will also include a fundamental review of the capital programme with recommendations for changes to the approved programme (particularly the profiling of delivery) to come back to Cabinet for decision. The budget review work has also informed the design of the new chart of accounts which is critical to the success of the Unit 4 transformation programme which will address the legacy issues caused by the current chart of accounts which has made budgeting and financial reporting more challenging.

As discussed at previous Committee meetings, there are 2 key priorities in ZBB and Unit 4 implementation which are resource intensive and plans have been developed which mitigate the competing impact on workload where possible, and some additional internal resources have been brought in to support the Unit 4 programme. An area of historical concern raised previously by the external auditors has been the quality of the statement of accounts and related working papers. Additional interim resources have also been brought in to support this area in advance of the recruitment to the new structure and the work has progressed well however, unfortunately, the draft 2024/25 accounts have not been published by the end of June due to delays in receiving updated asset valuations which have been commissioned externally and which will reflect the updated and reconciled single asset register. On receipt of the valuations later this month the financial statements will be updated and published on the council's website.

Delivery highlights so far include:

- All budget holder sign off meetings completed the first phase of the Zero Based budget programme with Phase 2 workshops on track for Autumn.
- 26/27 Budget Timetable completed and signed off.

- Project Safety Valve replan completed, signed off and submitted to Department for Education.
- Procurement pipeline for the next 18 months published and new gateway process for procurement sign off agreed.
- Draft outline business case for a new operating model for Procurement and Contract Management produced.
- Monthly monitoring of current year financial forecast.
- Monthly Unit 4 transformation updates from Finance Transformation Board updated at Finance Board and Performance, Delivery and Transformation Board.

Governance and Assurance Board

The Board has been responsible for the oversight of all outstanding audit actions. Monthly reports are received by the Board from the Internal Audit, there is now a clear escalation process if audit actions are not closed within the timescales agreed to. A highlight report is received by the Executive Leadership Team, this area has direct Member oversight by the Members Assurance Group, this Group consisting of the Leader and Deputy Leader receives updates on a regular basis with details of outstanding actions and progress made against these actions.

The Council following the implementation of the improvement plan reviewed each outstanding action and where appropriate reset timescales for compliance. The timescales are tracked. The majority of outstanding actions have now been closed, there are 17 actions remaining, they relate to implementation/upgrade of ICT systems to achieve compliance and have a date for completion. In addition, all new audit recommendations are tracked through first and second follow ups by internal audit, any actions not completed are reported and escalated as set out above.

We have seen an improvement in the completion of all audit recommendations within the timescales set out in reports. Training sessions have been held with Strategic Leaders and Wider Leadership Team to drive compliance. The Head of FAIR now attends Departmental Management Team meetings on a quarterly basis. Training is being rolled out to all services due to participate in an audit to ensure that staff are clear about the audit process and reinforce the importance of compliance.

The improvement and assurance activity allocated to the Governance and Assurance Board in the Improvement Work Plan over the next year is as follows:

Improvement Activity Assurance Activity Produce the Annual Governance Compliance KPIs, PDRs, FOIs, Statement SARS, Ombudsman, complaints, IG, Compliance Sprint - PDRs, Audit breaches, ROPA, whistleblowing Recommendations, Improvement Plan Monitoring and Mandatory Training, H&S Risk management QA Risk Register Update Internal Audit Recommendations Improvement Plan Delivery Audit annual work plan Monitoring of HR Casework

	 Decision Tracking: Op Decs, Council Motions, Delegated Decisions, Urgent Decisions, Constitutional changes Risk Management including Health & Safety – accident and incident reporting
--	---

Delivery highlights so far include:

- Rigorous review and tracking of all Audit recommendations All outstanding pre
 January audit actions have been closed or have a revised date for completion, this is
 monitored monthly.
- Audit follow-ups actions monitored, early reporting to the Monitoring Officer and report
 to Governance and Assurance Board if recommendations are not actioned. Escalation
 reports to Executive Leadership Team. Audit recommendations are considered by the
 Members Assurance Group every four weeks,
- Compliance sprint carried out, PDR compliance increased to 96%
- GDPR training compliance increased to 94%
- Production of a set of monthly data tracking the following compliance areas which is soon to be developed into a Power BI Compliance Dashboard:
 - o Information Governance
 - o FOIs
 - o SARs
 - o EIRs
 - Health and safety compliance
 - Complaints
 - o Member casework and MP enquiries
 - o HR casework
 - o PDRs
 - Mandatory training for employees
- Sign off of both Al policy and DDAT security policy
- Review of the Record of Processing Activity with training for managers provided at Senior Manager Forum
- Guidance on production of AGS completed ready for publication and sign off in quarter
- Legal Risk Register review completed
- Review of Health and Safety audit completed
- New Incident reporting system launched in April with reports analysed through the Board.

Performance, Delivery and Transformation Board

The improvement and assurance activity allocated to the Performance, Delivery and Transformation Board in the Improvement Work Plan over the next year is as follows:

Improvement Activity	Assurance Activity
 Transformation Programme (inc. Unit 4) Digital and Al Strategy Implementation of IDOX Implementation of Information@Work Workforce and Inclusion Strategy Programme Management Maturity assessment Production of Corporate / Service Plans 	 Workforce Dashboard Monitoring Review of New Business Cases Monitoring and QA of Corporate / Service Plans Performance Management Restructure Oversight ER Oversight Regulator Interface

Delivery highlights so far include:

- Production and publication of the 25/26 Corporate Plan
- Monitoring of year end 24/25 Corporate Plan and Quarter 1 25/26 delivery
- Key performance indicators for 25/26 set in collaboration with key stakeholders
- Service plan production monitoring including quality check and golden thread establishment. Training provided to managers through senior managers forum on production of plans.
- Draft digital and Al strategy presented in Q1
- Unit 4 milestones shared and monthly updates at Board
- Approval of Go Live for Information@Work and following implementation plan
- Go Live for Idox implementation planned for Q2
- Workshops completed with organisation wide Programme Managers resulting in self assessment tool being completed for presentation in Q3.

Property and Estates Board

The improvement and assurance activity allocated to the Property and Estates Board in the Improvement Work Plan over the next year is as follows:

Improvement Activity	Assurance Activity
 Oversight of Facilities Management to move to a Corporate Landlord FAP (Administrative Estates, Smaller Sites Disposal, Commercial Estates Transformation, ALDP, Housing Estates Programme) Town Hall Land and Property Team (RAAC, Concerto Development) Children's Homes Family Hubs Whittaker Street PRU Wellness Centre Estates Management Strategy 	 Property Protocols Corporate Estates Compliance (Programme) Single Assets Register transition into Concerto RAAC Assurance Building Insurance Community Asset Transfer policy and plan

Delivery highlights so far include:

- Building Compliance:
 - All electrical testing completed by the end of June with identified remedials corrected during the process
 - Train the Trainer Fire Marshall course procured to be rolled out across all buildings
- Facilities Management Restructure
 - Section 188 meeting completed in June with restructure and consultation to follow
 - o New post job descriptions evaluated and funding strategy discussion diarised
- Education Capital
 - Whittaker St PRU construction to complete in August 2025
 - o Combined PRU site investigation work to be completed by June 2025
 - STAR Academy enabling works in place for operations to be facilitated in September 2025
- Asset Management
 - o Cabinet report in July for Town Hall refurbishment project
 - o Concerto system walk through with staff completed
 - Recruitment underway for vacant surveyor posts
- 100% of Facilities Management staff have completed mandatory Health and Safety training.

Regeneration Board

The improvement and assurance activity allocated to the Regeneration Board in the Improvement Work Plan over the next year is as follows:

Delivery highlights so far include:

- Bury Flexi Hall and Market:
 - Delivery on track and slightly ahead of plan, piling work has begun and roof coverings and symphonic drainage complete to canopy 2
- Radcliffe Hub and Market Chambers:
 - Steel frame for link building and last bay of the Hub structure is now complete
 - Roof and floor details to link building installed
 - Pre-cast stairs and lift shafts installed
 - Significant progress made to external envelopment
 - Pool waterproof testing complete
- Prestwich Village Regeneration
 - All demolition activity completed
 - Funding strategy progressed
 - Revenue/capital options for Public Sector Hub completed
 - Prestwich Carnival sponsorship secured from Muse and Hambleton Steel
- Northern Gateway
 - Design partner now appointed
 - Pre-construction programme produced for review by the Council and its External Professional Team
 - Transport modelling and local simulation commenced

Going Forward

It is recognised that the work to deliver the improvement plan will continue beyond the setting of the Council budget in April 2026. The improvement work of the Boards will continue to drive a culture of compliance across the Council.

Links with the Corporate Priorities:

The production and publication of the Statement of Accounts and value for money opinion provides valuable information to the residents of the Council and to its suppliers. Responding and providing assurance to our external auditors reaffirms that a strong financially sustainable Council is essential to the 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. Internal Audit provide assurance to Committee Members and the public

that the organisation is delivering services in line with agreed policies and procedures which have considered the requirements of the Equality Act 2010.

Environmental Impact and Considerations:

n/a no decision required

Assessment and Mitigation of Risk:

Risk / opportunity	Mitigation
Reputational risk	This update response to our improvement plan provides assurance as to the delivery of the improvements required

Legal Implications:

To be completed by the Council's Monitoring Officer.

7. This is an update on the progress of the improvement plan pursuant to auditors recommendations. Audit Committee agreed the actions would be reviewed by Members with Audit and Overview and Scrutiny Committee receiving regular reports on the Council's progress

Financial Implications:

To be completed by the Council's Section 151 Officer.

8. The annual production and audit of the statement of accounts and review of value for money arrangements are an essential part of any organisation and represent the financial position of the business for that particular financial year. For public sector organisations they are statutory and give the public and central government assurance that taxpayers money is being expended in an economic and efficient way. Approval of the improvement plan and the ongoing review of its delivery will provide assurance that the issues identified by the external auditors are addressed.

Appendices:

Appendix 1: Improvement Plan Activity Tracker

Background papers:

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

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

Term	Meaning		
MAG	Members Assurance Group		
ELT	Executive Leadership Team		
RAAC	Reinforced autoclaved aerated concrete		

Appendix 1: Improvement Plan Activity Tracker

Improvement Theme	Improvement Action	Council Response	Timescale	Officer	Member	RAG	Comments
Financial Resilience	Financial Strategy	The S151 to chair a monthly strategic finance board, made up of senior officers from all of the service directorates, with responsibility for monitoring delivery of the in-year revenue budget and capital delivery programme and production of the subsequent years' revenue budget, capital programme and medium term financial strategy	Feb-25	Director of Finance	Cllr Thorpe	COMPLETE	Board has been running on a monthly basis
Financial Resilience	Financial Strategy	Detailed 2026/27 budget timetable agreed setting out the approach, workstreams and timelines supporting production of proposals to address the structural funding gap. This will build on the agreed strategy and involve a zero based budget review of all council services and identification of proposals that will	Mar-25	Director of Finance	Cllr Thorpe	COMPLETE	Timetable shared with Finance Board and teams.

		enable a balanced budget to be set without recourse to reserves over the current medium term financial strategy the timetable and approach will include the identification of additional capacity requirements to support the budget work and be funded from the ongoing capital receipt flexibilities in place to support council and service transformation					
Financial Resilience	Financial Strategy	Development of budget proposals, involving the wider workforce, on a service basis through consideration of: The key cost drivers affecting their services, Current service performance levels including a productivity assessment and how they compare to benchmark councils and 'best in class', Current service standards being operated to and the scope for changes in those standards including any elements	Oct-25	Director of Finance	Cllr Thorpe	ONTRACK	As per the current timetable includes the reporting of the revised MTFS position and initial budget proposals to November Cabinet. This is being kept under review as there is an indication that the provisional multi-year financial settlement will be received earlier than usual in November and therefore actual rather than

		of the service that could be stopped or reduced, Consideration of different models of service delivery, Opportunities from implementing different ways of working, including self-service if appropriate, The impact of their proposals on other service areas i.e. either in requiring their input and support in delivering the change or in potentially increasing costs elsewhere, Opportunities for additional income generation, The impact of their proposals on the customer					forecast funding could be reported to Cabinet in December. The budget proposasl will then be consulted on in advance of consideration at Overview and Scrutiny and approval at Cabinet and Council in February
Finance Capacity and Transformation	Finance Restructure	Consult on phase 1 of new Finance Structure	Jan-25	Director of Finance	Cllr Thorpe	COMPLETE	Consultation completed with no change to the proposed structure and an agreement for the recruitment to be undertaken in two phases due to the impact on individuals in scope

Finance Capacity and Transformation	Finance Restructure	Begin Recruitment to phase 1 of new Finance Structure	Mar-25	Director of Finance	Cllr Thorpe	BEHIND	Recruitment partners procured and microsite in development. Recruitment to start in July
Finance Capacity and Transformation	Finance Restructure	Develop phase 2 of new Finance Structure for consultation informed by the Unit 4 upgrade transformation programme	Sep-25	Director of Finance	Cllr Thorpe	ONTRACK	
Finance Capacity and Transformation	Unit 4 ERP System Upgrade	Agree detailed programme plan, capacity requirements and governance arrangements to enable delivery of the upgraded system and planned benefits in April 2026	Feb-25	Director of Finance	Cllr Thorpe	COMPLETE	Unit 4 Transformation Board in place and milestone documents created. The critical path has identified the key deadlines that have to be delivered to enable go live in April. The key deadline in quarter 1 of identifying the new Chart of Accounts to enable build of the new system to begin has been achieved and the programme remains on track

							with regard to both timeline and cost.
Governance and Compliance	Estate Management	Completion of the remaining RAAC's surveys and any subsequent actions undertaken as may be required	Feb-25	Executive Director Place	Cllr Quinn	COMPLETE	Officers have risk assessed a sample of Council and Commercially Let buildings with leases <30 years. No RAAC risk has been identified.
Governance and Compliance	Estate Management	Completion of single reconciled estate asset register	Apr-25	Executive Director Place	Cllr Quinn	COMPLETE	Now Complete.

Governance Estate and Management	Consolidation of the council's property function within the new Place Directorate with responsibility for: Strategic Asset Management including delivery of the planned reduction in the size of the estate, Identification and delivery of planned and cyclical maintenance, Property compliance and safety, Responsive repairs	Apr-25	Executive Director Place	Cllr Quinn	OVERDUE	This is being supervised via the Property & Estates Board. Section 188 process for required FM restructure was agreed on the 30th of June 2025. This will be implemented following a 30 day consultation. Town Hall refurbishment, compliance, FAP activities and wider estates planning is underway. Programme is under slight delay to requirement to devote resources to compliance activities in Public buildings.
----------------------------------	--	--------	--------------------------------	------------	---------	---

Governance and Compliance	Leadership and Governance Arrangements	Establishment of six new assurance boards with agreed terms of reference and 12 month forward plan, to ensure that there is a culture of compliance across the Council, the Boards will provide management oversight across Council activity, the work of the Boards will align to the corporate plan	Feb-25	Director of Law and Governance	Cllr Rafiq	COMPLETE	
Governance and Compliance	Leadership and Governance Arrangements	Governance and Assurance Board will have responsibility for overseeing implementation of all outstanding recommendations from internal audit reports, which is currently the role of the corporate governance group.	Feb-25	Director of Law and Governance	Leader and Cabinet Members via MAG	COMPLETE	
Governance and Compliance	Leadership and Governance Arrangements	Terms of reference (TOR) prepared for all Boards/Member Assurance group and revised TOR for ELT	Feb-25	Director of Law and Governance	Leader and Cabinet Members via MAG	COMPLETE	
Governance and Compliance	Leadership and Governance Arrangements	The assurance reports will be formally received by a Members Assurance Group made up of Cabinet members.	Mar-25	Director of Law and Governance	Leader and Cabinet Members via MAG	COMPLETE	

Governance and Compliance	Leadership and Governance Arrangements	Revised PDR and Induction processes and documentation to reflect updated compliance, control and management requirements and related management development needs.	Mar-25	Director of People and Inclusion	Cllr Rafiq	COMPLETE	
Governance and Compliance	Leadership and Governance Arrangements	Officer declarations of interest will now be held by the Director of Law & Governance, this will bring Officer declarations in line with the system currently in place for Members. This will be in addition to the existing conflict/declarations of gifts and hospitality reporting procedures	Dec-24	Director of Law and Governance	Cllr Rafiq	COMPLETE	