Agenda Item 9



Report to Policy Committee

Author/Lead Officer of Report: James

Henderson, Director of Policy, Performance and

Communications Tel: 0114 2053126 Report of: Chief Executive Report to: Strategy and Resources Committee **Date of Decision:** 15 March 2023 Subject: Local Government Association Corporate Peer Challenge report and SCC response Has an Equality Impact Assessment (EIA) been undertaken? No X Yes If YES, what EIA reference number has it been given? (Insert reference number) Has appropriate consultation taken place? No Yes Has a Climate Impact Assessment (CIA) been undertaken? X No Yes Does the report contain confidential or exempt information? Yes No X **Purpose of Report:**

The recent LGA Corporate Peer Challenge of Sheffield City Council was undertaken by a team of officer and Member peers from other authorities and was based on discussions with over 170 people (Elected Members, staff, representatives of partner organisations and other stakeholders), and involved over 50 meetings over the four days the team were on-site. The peer team's report focuses on the corporate governance and leadership of the organisation and highlights a number of areas of strength, as well as some areas for improvement.

This report asks Strategy and Resources Committee to consider the findings of the peer challenge and to note and accept the recommendations made. The report also sets out a suggested SCC response to the recommendations and an action plan, which the committee is asked to consider and agree to.

Recommendations:

Members of the Strategy and Resources Committee are recommended to:

- a. Note and welcome the Corporate Peer Challenge report and its recommendations
- b. Thank the Corporate Peer Challenge team for their work in undertaking the review and producing the report
- c. Agree the council's response and accompanying action plan and to delegate authority to the Chief Executive, in consultation with the chair of the Strategy and Resources Committee, to take the steps required for its implementation.
- d. Note that the peer team will undertake a follow-up visit to Sheffield approximately 6 months after the initial review to provide a stocktake on initial work towards the recommendations
- e. To request an update to the Strategy and Resources Committee on progress towards the action plan within 12 months.

Background Papers:

None

Lea	d Officer to complete:-						
1	I have consulted the relevant departments in respect of any relevant implications	Finance: Tony Kirkham					
	indicated on the Statutory and Council Policy Checklist, and comments have been incorporated / additional forms	Legal: Sarah Bennett					
	completed / EIA completed, where required.	Equalities & Consultation: Adele Robinson					
		Climate: Jessica Rick					
	Legal, financial/commercial and equalities implications must be included within the report and the name of the officer consulted must be included above.						
2	SLB member who approved submission:	Chief Executive					
3	Committee Chair consulted:	Cllr Terry Fox					
4	on the Statutory and Council Policy Checkli	en obtained in respect of the implications indicated st and that the report has been approved for ember indicated at 2. In addition, any additional as required at 1.					
	Lead Officer Name: James Henderson	Job Title: Director of Policy, Performance and Communications					
	Date: 6 March 2023						

Sheffield City Council response to the LGA Corporate Peer Challenge report

- Sheffield City Council invited the Local Government Association (LGA) to undertake a Corporate Peer Challenge (CPC) of the authority in November 2022. Peer Challenge is a process by which a team of Members and officers from other local authorities, supported and facilitated by the LGA, spend time in a council gathering evidence and providing an independent view of the strengths and areas for development.
- 2. CPCs are an important part of the local government sector-led approach to improvement and support councils to learn and improve. Challenges are not inspections, and do not result in scored assessments, but councils are expected to reflect on the recommendations set out by the CPC peer team, and to develop an action plan setting out their response to them.
- 3. The LGA's Corporate Peer Challenge process is focused on a number of themes that are critical to all councils' overall performance and improvement. These themes are:
 - a. Local priorities and outcomes Are the council's priorities clear and informed by the local context? Is the council delivering effectively on its priorities?
 - b. Organisational and place leadership Does the council provide effective local leadership? Are there good relationships with partner organisations and local communities?
 - c. Governance and culture Are there clear and robust governance arrangements? Is there a culture of challenge and scrutiny?
 - d. Financial planning and management Does the council have a grip on its current financial position? Does the council have a strategy and a plan to address its financial challenges?
 - e. Capacity for improvement Is the organisation able to support delivery of local priorities? Does the council have the capacity to improve?

Additionally Sheffield City Council asked the peer team to provide feedback on 'how impactful the steps taken by the Council to improve community engagement, involvement and empowerment are? What improvements can be made?'

4. The CPC team was led by Deborah Cadman, Chief Executive of Birmingham City Council, working alongside Cllr Eamonn O'Brien (Leader of Bury MBC and leader of the Labour Group) and Cllr Howard Sykes (Leader of the Liberal Democrat Group on Oldham MBC) and a number of officer peers, along with an external peer (Emily Morrison from the Young Foundation/Institute of

Community Studies). The peer team gathered information and views from over 50 meetings, in addition to further research and reading and spoke to over 170 people including a range of council staff together with elected members and external stakeholders.

- 5. The Council has now received the peer team's final report following the onsite visit in November. That report is included as Appendix 2. It includes 10 over-arching recommendations and a number of subsidiary recommendations.
- 6. Since the CPC report was received, Sir Mark Lowcock has also published his report into the Sheffield street trees dispute. That report draws a number of conclusions and makes a series of recommendations about the council's wider culture and governance (recommendations 8-12 of that report). The council will respond in full to Sir Mark's report in due course, but there is overlap between some of the recommendations he makes and those from the CPC, and where this is the case we will look to take those forward as set out below.

CPC Report key findings and recommendations

- 7. The CPC team were impressed with the strong affinity and connection that both Members and officers have to the city and the progress that has been made in beginning to develop a long-term vision for the city through the City Goals work. They highlighted the importance of establishing this long-term vision and also, building on the Delivery Plan agreed by Strategy and Resources in August 2022, the need for a longer-term corporate plan for the organisation, with an integrated and aligned performance framework to enable officers, Members and the public to have more timely and detailed information available to support service improvement.
- 8. By doing this, the CPC team suggested that the council would be able to deliver more effective place-based leadership for the city, setting a new strategic direction for Sheffield, and, together with our partners, letting our future, not our past, define our place in the world. They recommended that we engage strategic partners to build an ethos of 'Team Sheffield' where the Council will be one partner in conjunction with the Anchor institutions network, the Voluntary, Community and Faith (VCF) sector, the health and care sector, and the private and business sector. The team suggested that doing this will create "a strong and visible connection between the regeneration of the 'place' to meet the needs of the 'people' the Council can create greater social value and demonstrate the tangible impact it is making on improving the quality of life of residents. Enabling local people to connect into those

- opportunities through clear pathways to new skills, jobs and business opportunities will ensure local jobs and business opportunities are more likely to be better accessible to local people."
- 9. This is likely to necessitate a review of our partnership structures to ensure that they remain effective and fit for purpose for the future. Furthermore, the team suggested that by setting a clear vision for the future of the city and undertaking more place leadership, the council would be able to step up and play its leading role as the core city in the region, to support the MCA in its ambitions, and to play a more effective role nationally through networks such as the Core Cities.
- 10. The team found that the formal implementation of the committee system was undertaken effectively and had enabled the council to make sound and compliant decisions. However, they also highlighted the importance of the 6-month review of governance to fully embed and realise the opportunity of the committee system, including in terms of enabling greater public engagement in the process. The peer team have recommended that we develop clear processes and protocols about how business is transacted, and decisions made (both formally and informally) when no political party has a majority, in addition to clear guidance for officers, Members and the public on how committee systems work, and revisiting and clarifying expectations about effective Member-officer relations in a committee system.
- 11. As part of the work being taken forward through the six-month review of governance, the peer team indicated that the Council should think through where effective scrutiny and challenge in the system comes from and the process through which elected members scrutinise public services on behalf of residents, and also to further consider the purpose, role and decision-making powers of the Local Area Committees. They also recommended that the council should develop a broader approach to community engagement and empowerment which encompassed the work of the LACs but also considered other routes to community voice and involvement.
- 12. They also found that the council's overall approach to the management of its financial situation was prudent. The peer team recognised however that the council is entering a challenging period of financial change and that there are significant pressures ahead including growth in the demand for services, inflation, and changes in government funding and the council's changing priorities as it develops its strategic plan. In recent years, the council has used its reserves to help balance the budget but this is unsustainable as a long term strategy and therefore the peer team recommended that the council ensure that its use of reserves to support the revenue budget is minimised in future. The council also has a substantial set of savings to deliver and the

- team recognised that this would require budget discipline and accountability for the achievement of those savings targets.
- 13. They recognised that the council has a number of high-performing services that deliver good outcomes for the people of Sheffield, but that there are also a number of services that are not yet performing as well as they should. The CPC team reinforced the need for a bold organisational development and transformation plan to enable the Council to become a fit for the future organisation that has capacity and capability to lead the delivery of the city vision and provide strong place leadership.

Responding to the report

14. The City Council's proposed response to the recommendations made and an accompanying action plan detailing how we intend to take forward the activity required to implement those recommendations are set out in Appendix 1.

HOW DOES THIS DECISION CONTRIBUTE?

15. The findings and recommendations from the CPC will help to support and accelerate the journey of change that the council has already embarked upon. As set out in the Delivery Plan agreed by Strategy and Resources Committee in August, the council is in the middle of a four-year improvement journey, with an ambition of being a flourishing organisation by 2025/26. The recommendations contained within the CPC report reinforce the need for organisational transformation (as part of the Future Sheffield programme) over the next few years to ensure that the council is able to deliver effectively for the people and communities of Sheffield.

HAS THERE BEEN ANY CONSULTATION?

16. There has been no formal consultation on the City Council's response to the peer review. However, the peer review report itself was based on an extensive set of conversations and discussions with Elected Members, officers, partners and other stakeholders (including Trade Unions). In total, the peer team attended over 50 meetings while they were in Sheffield and spoke to over 170 people, as well as reading a large number of documents.

RISK ANALYSIS AND IMPLICATIONS OF THE DECISIONS

Equality Implications

17. There are no direct equality implications arising from this report. A number of the recommendations and actions set out in the appendix will have equality implications associated with them – these will be considered as part of the decision-making process for the implementation of those actions. The peer review recommended in particular that the council should: "implement the recommendations of the Race Equality Commission and rapidly strengthen the culture and commitment of the organisation on equalities, diversity and inclusion." The action plan describes in more detail how this specific recommendation will be taken forward.

Financial Implications

18. There are no additional financial implications arising from this report. Activity arising from the action plan will be contained within existing budgets. Should there be a need for additional unbudgeted spend in relation to any of the actions, this will be brought forward for decision in the normal way.

Legal Implications

19. There are no direct legal implications arising from this report. The legal implications of any of the specific actions set out in the action plan will be considered in the normal way as part of the individual decision-making process for these.

Climate Implications

20. There are no direct climate implications arising from this report. The newly established Climate Oversight Board in SCC will have a vital role in ensuring that our climate ambitions are fully aligned to the actions set out in the action plan below, particularly in the developing City Goals and the Council's strategic and regeneration plans.

ALTERNATIVE OPTIONS CONSIDERED

- 21. As a condition of undertaking the peer review, the council agreed that the final report should be considered in a public meeting, alongside a proposed response to the recommendations made.
- 22. Therefore, the other options open to Members are not to accept some or all of the recommendations made by the peer team. The recommendations made were based on evidence gathered from over 50 meetings, and discussions with more than 170 people from within and outside the council. There is strong alignment between the recommendations and other pieces of work, such as the 6 month review of governance, work on the Delivery Plan, City Goals development, and the Future Sheffield transformation programme. As

such, the option of rejecting some or all of the recommendations is not advised.

REASONS FOR RECOMMENDATIONS

23. The recommendations will strongly support the Council's ongoing improvement journey as set out in the strategic goals paper and Delivery Plan agreed by Strategy and Resources Committee in June 2022 and August 2022 respectively.

RECOMMENDATIONS

- 24. Members of the Strategy and Resources Committee are recommended to:
 - a. Note and welcome the Corporate Peer Challenge report and its recommendations
 - b. Thank the Corporate Peer Challenge team for their work in undertaking the review and producing the report
 - c. Agree the council's response and accompanying action plan and to delegate authority to the Chief Executive, in consultation with the chair of the Strategy and Resources Committee, to take the steps required for its implementation.
 - d. Note that the peer team will undertake a follow-up visit to Sheffield approximately 6 months after the initial review to provide a stocktake on initial work towards the recommendations
 - e. To request an update to the Strategy and Resources Committee on progress towards the action plan within 12 months

APPENDIX 1 - Response and Action Plan

Recommendation	SCC Response	Action(s)	Timescale	Responsible Officer Owner	Lead Committee
1. Build on the commitment and willingness of local partners to develop the place vision and City Goals so that they are co-owned and have clear lines of responsibility and accountability for delivery - with the Council as one partner albeit with a leading role.	SCC fully agrees with this recommendation. The City Goals work is fundamental to our aspirations for the city.	Continue to develop City Goals in line with the agreed approach Ensure that sign-off, governance and accountability routes are clear and put in place measures to enable all partners to endorse the City Goals once developed	Report to Strategy and Resources Committee on this agenda. Draft version of city goals to be produced for the early summer of 2023 with sign-off and endorsement during the autumn of 2023	Director of Policy and Democratic Engagement Director of Economic Development and Culture	Strategy and Resources

In implementing this recommendation, we will bear in mind these additional points made by the peer team:

- "[SCC should] engage strategic partners to build an ethos of 'Team Sheffield' where the Council will be one partner in conjunction with the Anchor institutions network, the Voluntary, Community and Faith (VCF) sector, the health and care sector, and the private and business sector"
- "This may mean critically evaluating current partnership structures to ensure they are fit for the future."

2. Continue to embed	SCC fully agrees with	Following the local	Corporate Plan to be	Director of Policy and	Strategy and
the newly formed	this recommendation.	elections in May 2023,	in place by October	Democratic	Resources
organisational values	It is planned to	work with the	2023 (at latest)	Engagement	
through the	develop a new	administration to	, ,		
development and	Corporate Plan	develop the new			
delivery of a new	during the course of	Corporate Plan for the			
corporate plan and	2023. The	organisation.			
engage the workforce in	organisational values				
the development of the	have been agreed	Undertake detailed	Service planning	Interim Programme	

vision for the city and Council.	and begun to be embedded but more work is needed.	service planning during spring 2023, fully involving managers and staff in this to help inform the new Corporate Plan	completed by May 2023	Director – Organisational Strategy, Performance and Delivery
		Continue existing work to further develop and embed the values including through our wider employee engagement strategy, within the Corporate Plan and our service planning work	Ongoing	

In implementing this recommendation, we will bear in mind these additional points made by the peer team:

- "It is therefore essential for the leadership team to model and demonstrate the values and behaviours that the Council has agreed upon."
- "These values now need to set the framework for a new organisational culture that should be embraced by all."

3. Continue at pace with	SCC fully agrees with	This work will be taken	During the summer	Chief Executive	Strategy and
the work that has been	this recommendation	forward within the	of 2023		Resources
started to develop the		existing workstreams			
vision, narrative and		around City Goals,			
strategic priorities for		Corporate Plan and the			
the Council and the city		Local Plan. However, it			
- building on the City		is acknowledged that			
Goals, the Local Plan		there is a need to			
and the emerging		ensure coherence and			
Corporate Plan.		alignment between			
		these different pieces of			
		work and to develop an			
		overarching vision and			

	narrative for the city and		
	council		

In implementing this recommendation, we will bear in mind these additional points made by the peer team:

- "Establishing a strong place identity, self-belief and confidence that is articulated through a shared vision and turning that into a powerful and punchy elevator pitch capturing the ambitions for the future development of the city is critical for Sheffield.
- "Sheffield should step up and embrace its leading role as a core city to deliver on the potential of the South Yorkshire Mayoral Combined Authority (SYMCA) for the city and region."
- 4. Expand the thinking and vision around the regeneration of the city so that it goes beyond economic development to also include climate, public health, a skilled and enterprising population, and community empowerment – with a particular focus on inclusive clean growth to help bring coherence.

SCC fully agrees with this recommendation. Work to date has sought to encompass a wider definition of regeneration than iust economic development but it is acknowledged that this needs now to go further.

work will take place to recalibrate the city's approach to regeneration thinking and set this out in a new integrated regeneration strategy for the city, alongside the forthcoming Investment Strategy which will set out how the council aims to attract new

Aligned to the city goals By the end of 2023 **Executive Director of** Transport, City Futures Regeneration and Climate Change Economic Development and Skills investment to the city.

In implementing this recommendation, we will bear in mind these additional points made by the peer team:

- "A clear strategy [is called for] on how the Council will attract additional funding and investment into the city as well as the City Council. This, together with an acquisition and investment strategy, should be a priority for the new City Futures portfolio that was created in Spring 2022.
- "Embracing the private and business sector is critical in attracting more private sector investment to help deliver the physical and economic regeneration that has begun in Sheffield. Going forward, it will be important to ensure that: the right type of investment and the right type of partners (i.e. those who are aligned with the overall vision and ambitions for the city) are attracted; and success in regenerating the place is linked to the wider social and environmental objectives of the Council such as tackling the challenges of deprivation, health and social inequality and climate change."
- "By making a strong and visible connection between the regeneration of the 'place' to meet the needs of the 'people' the Council can

create greater social value and demonstrate the tangible impact it is making on improving the quality of life of residents. Enabling local people to connect into those opportunities through clear pathways to new skills, jobs and business opportunities will ensure local jobs and business opportunities are more likely to be better accessible to local people."

5. Use the 6-month	SCC fully agrees with	The process of	Ongoing but with key	Director of Policy and	Governance
review of governance to	this recommendation	embedding the	constitutional	Democratic	
determine further work	which aligns with the	committee system will	changes being	Engagement	
that is needed to enable	findings of the first	be an iterative one with	recommended for		
the effective	phase of the 6 month	a focus on continuous	the May AGM	General Counsel	
implementation and	review of	improvement and			
operation of the	governance, as	development of our			
committee system and	presented to the	committee system. The			
ensure:	February meeting of	6-month review is the			
a) Wide understanding	the Governance	first phase under which			
of how the	Committee.	the Governance			
committee system		Committee will be asked			
works		to consider three sets of			
b) Clarity through		actions:			
processes and		- Constitutional			
protocols on how		changes to be			
business is		made at the May			
transacted, and		2023 AGM			
decisions made in a		- Non-			
no overall control		constitutional			
context		improvements to			
c) The right		the system			
behaviours and		(including new			
culture are fostered		processes and			
to enable the		protocols) that			
effective operation		can begin to be			
of the new system		implemented			
of decision making		before the AGM			
within Sheffield's		- Longer term			
political context		improvements to			

culture and

		behaviour			
In implementing this reco	mmendation, we will be		onints made by the neer	· team·	<u> </u>
The Council should formally and informally and inthese setting out clearly working will help to the setting out clearly working will help to the setting out clearly working working and an eighbourhood working at its heart; and develop an approach that	uld therefore develop cle mally) when no political p ulture and behaviours for ystem comes from and t y how officers and electe o reset and modernise t	ar in mind these additional par processes and protocols carty has a majority, in additional perfective decision making the process through which are council into a more content of the Future Sheffield programme focused around neighbourhood working and community empowerment Undertake review of Local Area Committees to consider how they could be further developed and become	about how business is tion to clear guidance on the Council needs to the elected members scruting around formal decision resive unit with a clear se	transacted, and decision n how committee system ink through where effective public services on be making, and investing in ense of purpose and director of City Futures Director of Communities and Director of Policy and Democratic	ns work." tive scrutiny and ehalf of residents." new ways of
enables culture change and improves relationships with the VCF sector.	the decisions that affect them and building strong local areas.	developed and become vital local engagement, decision making and accountability routes on issues that matter most to local communities.		Engagement	
		Publish the Involve report on community involvement and engagement commissioned as part of the development of the committee system and develop implementation proposals	By August 2023	Director of Policy and Democratic Engagement	

In implementing this recommendation, we will bear in mind these additional points made by the peer team:

- "The purpose, role, and decision-making powers of Local Area Committees (LACs) need to be agreed and widely communicated to bring clarity in the system."
- "This provides an opportunity for the Council to develop a partnership approach with the VCF sector to work on issues around prevention, early intervention and around some of the current challenges resulting from the cost-of-living-crisis."
- "The Council clearly wants to put strong and sustainable arrangements in place to engage, involve and empower communities in a meaningful way. The LAC model has limitations in terms of achieving this, and the Council needs to develop an approach to engaging, involving, and empowering communities that invests more in partnership working so that there is more co-design and co-production of solutions and services with partners."

7. Align organisational	SCC fully agrees with	Interim Programme	Already complete	Head of Human	Strategy and
	, , ,		Alleady Complete		0,
development and	this recommendation.	Director recruited and in		Resources	Resources
transformation,		post to lay the			
corporate resources,	The Future Sheffield	foundations for the			
organisational capacity,	programme is	changes required.			
workforce development	creating a new				
and performance	Director of	Future Sheffield	Consultation closes	Interim Programme	
management to the new	Organisational	Achieving Change	in March 2023 with	Director	
corporate plan.	Strategy,	launched, which will	changes made		
	Performance and	align identified functions	shortly after.		
	Delivery who will help	under the new Director.			
	to lead and align	Recruitment to			
	these critical	permanent Director post			
	functions for the	to commence			
	future success of the				
	organisation.				
	organisation.	ny in voind those additional	acinto made by the need		

In implementing this recommendation, we will bear in mind these additional points made by the peer team:

• "The current one-year delivery plan has supported good working including an aligned performance management framework and reporting. There is recognition within the Council that this now needs to be expanded and continued as part of the development of its new corporate plan. (...) easy to digest performance data which elected members, partners and residents can readily access,

- understand and see the difference the Council is making"
- "there are areas where performance and the quality of services provided needs to improve as a matter of urgency, for example, customer services, housing repairs, homelessness, SEND, etc."
- "The model provides an opportunity for increasing leadership capacity and empowerment in the organisation, but they are not fully embedded or functioning as intended yet. It was not clear how the interdependencies across the Boards (which have different memberships) are co-ordinated and managed."
- "The process of collaboration used recently to develop the values has been appreciated and should be used more broadly. The approach to change should be led and modelled by the corporate leadership team and empower middle managers to deliver change within their service areas their leadership and ownership of change will be critical in ensuring long-lasting cultural shift."
- "There appears to be a shortage of human resource capacity and an absence of a workforce strategy to service an organisation the size of Sheffield City Council and this is playing out in the way people are feeling"
- "There are huge opportunities for it to make better use of available new technologies to drive efficiencies within the organisation, deliver more effective services and improve communications internally and externally. This is 'low hanging fruit' and can be progressed at speed to inject a sense of change in the organisation."
- "To deliver the transformation needed, the Council needs to have sufficient capability and capacity in the right places. This is currently not there at the scale required given the size of the transformation challenge, and the Council should think about bringing in external support and expertise to put the building blocks in place."

8. Implement the recommendations of the Race Equality Commission and rapidly strengthen the culture and commitment of the organisation on equalities, diversity and inclusion with consistent and coordinated senior political and officer.	SCC fully agrees with this recommendation. Strategy and Resources Committee agreed SCC's response and action plan to the REC report in December 2022, available at: SCC REC	The December report committed SCC to three areas of priority focus for the year ahead: Our Staff: empowering, developing and educating our staff; diversifying our workforce and leadership; and tackling	Full action plan with timescales available as part of the December report.	Director of Policy and Democratic Engagement Director of HR and Employee Engagement	Strategy and Resources
political and officer leadership to bring	available at: <u>SCC REC</u> response	leadership; and tackling racism and			
about measurable improvements.	1 COSPONISC	discrimination in our organisation.			
		Our Services: enhancing activity on debiasing			

		systems and decision- making; maximising data and intelligence to drive out inequality and discrimination in service delivery; connecting with and reflecting communities in everything we do. Our role as a city leader: working with anchor institutions to deliver whole-place change and challenge each other to improve; support and coinvest in a REC Legacy Body to hold the city to account for delivery against the REC recommendations.			
9. Continue to develop the strategy to balance the budget without the use of reserves by the end of 2023/24, backed	SCC fully agrees with this recommendation	Updated Medium Term Financial Strategy published New processes to be	August 2023 By June 2023	Director of Finance and Commercial Services	Strategy and Resources and Finance Sub- Committee
up by tight financial control and mitigation of adverse issues. Ensure the budget strategy		established to ensure effective delivery of agreed savings			
follows the priorities of the corporate plan and that there is robust challenge and scrutiny at a corporate and		Budget approach to be aligned to Corporate Plan priorities once agreed, enabling a priority-based budgeting	By end 2023		

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political level to make sure savings are delivered.		approach to be adopted			
10. Continually revisit financial assumptions and due diligence of the business cases relating to major projects.	SCC fully agrees with this recommendation	Programme of business case re-appraisal to be established	Autumn 2023?	Director of Finance and Commercial Services	Finance Sub- Committee

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