



Report to Policy Committee

Author/Lead Officer of Report:
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Report of: Chief Executive
Report to: Strategy and Resources Policy Committee
Date of Decision: 21st February 2024
Subject: **Together we get things done:
 Council Plan 2024-28**

Type of Equality Impact Assessment (EIA) undertaken	Initial <input type="checkbox"/>	Full <input checked="" type="checkbox"/>
Insert EIA reference number and attach EIA: 2477		
Has appropriate consultation/engagement taken place?	Yes <input checked="" type="checkbox"/>	No <input type="checkbox"/>
Has a Climate Impact Assessment (CIA) been undertaken?	Yes <input checked="" type="checkbox"/>	No <input type="checkbox"/>
Does the report contain confidential or exempt information?	Yes <input type="checkbox"/>	No <input checked="" type="checkbox"/>
If YES, give details as to whether the exemption applies to the full report / part of the report and/or appendices and complete below:-		
<p><i>“The (report/appendix) is not for publication because it contains exempt information under Paragraph (insert relevant paragraph number) of Schedule 12A of the Local Government Act 1972 (as amended).”</i></p>		

Purpose of Report:

The report sets out a final draft of an ambitious four-year Council Plan for Sheffield City Council following public consultation. The Council Plan aligns directly to our four-year Medium Term Financial Strategy. The new Plan sets out a clear mission statement for the organisation – ‘together we get things done’ - and five strategic outcomes for the organisation.

The commitments in the new Plan are our contribution to deliver Sheffield’s City Goals, ensuring that we will always put people at the heart of what we do and prioritise the long-term prosperity of the city, leading the transition to net zero economy while protecting our treasured local environment.

Since the committee endorsed the draft Plan in December, citizens, employees and partners have given their views via the Have Your Say Sheffield hub and a summary of this feedback is included below and in Appendix 2.

The Council Plan has been updated to reflect the feedback we have received and this is in Appendix 1.

Recommendations:

That Strategy and Resources Committee:

1. Note and thank citizens, employees and partners for comments and insights provided on the draft Council Plan as part of the Council Plan and Budget Conversation.
2. Note the updates and amendments that have been made in line with the feedback on the draft Council Plan.
3. Consider the proposed Council Plan, as set out in Appendix 1, and recommend it to Full Council for consideration at its meeting on 6th March 2024.

Background Papers:

Strategic Framework 2023/24 -

<https://democracy.sheffield.gov.uk/documents/s59470/Strategic%20Framework%20202324.pdf>

Sheffield LGA Peer Corporate Peer Challenge Report, 2023 -

<https://democracy.sheffield.gov.uk/documents/s58181/9%20-%20Appendix%202%20Sheffield%20City%20Council%20-%20CPC%20FINAL%20Feedback%20Report.pdf>

Sheffield City Council Response to the LGA Corporate Peer Challenge -

<https://democracy.sheffield.gov.uk/documents/s58180/9%20-%20CPC%20Response%20and%20Action%20Plan%20FINAL%201.pdf>

Draft Council Plan 2024-28 (S&R Committee, 13th Dec 23) -

<https://democracy.sheffield.gov.uk/ieDecisionDetails.aspx?AllId=32788>

Lead Officer to complete:-									
1	<p>I have consulted the relevant departments in respect of any relevant implications indicated on the Statutory and Council Policy Checklist, and comments have been incorporated / additional forms completed / EIA completed.</p> <table border="1" style="width: 100%; border-collapse: collapse;"> <tr> <td style="width: 50%;"></td> <td style="width: 50%;">Finance: Matthew Arden, Senior Finance Manager</td> </tr> <tr> <td></td> <td>Legal: David Hollis, General Council</td> </tr> <tr> <td></td> <td>Equalities & Consultation: Ed Sexton, Senior Equalities and Engagement Officer</td> </tr> <tr> <td></td> <td>Climate: Victoria Penman, Sustainability Programme Officer</td> </tr> </table>		Finance: Matthew Arden, Senior Finance Manager		Legal: David Hollis, General Council		Equalities & Consultation: Ed Sexton, Senior Equalities and Engagement Officer		Climate: Victoria Penman, Sustainability Programme Officer
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	<i>Legal, financial/commercial and equalities implications must be included within the report and the name of the officer consulted must be included above.</i>	
2	SLB member who approved submission:	Kate Josephs, Chief Executive
3	Committee Chair consulted:	Cllr. Tom Hunt, Chair of Strategy & Resources Committee
4	I confirm that all necessary approval has been obtained in respect of the implications indicated on the Statutory and Council Policy Checklist and that the report has been approved for submission to the Committee by the SLB member indicated at 2. In addition, any additional forms have been completed and signed off as required at 1.	
	Lead Officer Name: Laurie Brennan	Job Title: Head of Policy and Partnerships
	Date: 13 th February 2024	

Together we get things done

Sheffield City Council Plan 2024-28

1. **Proposal**

- 1.1 This report sets out an ambitious, four-year Council Plan for Sheffield City Council. It proposes a new mission for the council, supported by five strategic outcomes which provide clear purpose for the future of the organisation and aligns directly to our four-year Medium Term Financial Strategy (MTFS).
- 1.2 This Council Plan (Appendix 1) demonstrates that we are ambitious for the future of the city and the positive role that the City Council will play as a whole organisation and with all communities and all partners in the city to drive the city's prosperity and deliver our outcomes as a vital contribution to Sheffield's new City Goals.
- 1.3 As part of our commitment to putting people at the heart of what we do and listening to citizens, we ran a consultation on the draft Council Plan alongside our annual budget conversation (21st Dec – 26th Jan). Appendix 2 provides a summary of the responses to Council Plan consultation.

2. **Council Plan – a clear statement of purpose for the Council and our role in a prosperous future for Sheffield**

- 2.1 The new Council Plan is a significant milestone in the development of our organisation. Sitting alongside our four-year Medium-Term Financial Strategy and developing Outcomes Framework, the draft Council Plan is a key building block of the strong foundations upon which our organisation can thrive and deliver for our communities. It sets out a clear and positive statement of what we want to achieve for Sheffield over the coming four years, building on the progress that we made in the One Year Plan and the Corporate Delivery Plan.
- 2.2 The Council Plan is part of our Policy Framework, setting the high-level policy direction for the whole organisation which is then delivered through our key strategies, service plans and the huge contributions that our staff make to the city every day. As such, final approval of the Plan is a matter reserved for Full Council, following consideration by this committee.
- 2.3 Having a robust plan for the coming four years ensures that citizens, Members, our employees, partners and investors have a clear statement of who we are as a council, what we stand for and what we want to achieve. It is our set of commitments to the city and our contribution to helping Sheffield achieve our new, shared [City Goals](#).

By working together as one organisation and with our citizens and partners to deliver the outcomes in the Council Plan, we will make a vital contribution to the Goals and the long-term prosperity of our amazing city and its people.

Our mission – together we get things done

- 2.3 The Council Plan sets out a clear **mission** for the organisation: *‘together we get things done’*.

This builds directly from our organisation’s values which were developed by our staff, reflecting their commitment to work together as a whole organisation but also with everyone in the city – communities, partners, businesses, and Government – to deliver for the city.

Our Policy Drivers – People, Prosperity and Planet

- 2.4 Our mission will be underpinned by three interconnected **policy drivers**. The three policy drivers will be central to everything we do and *how* we do it. In response to contributions from citizens in the consultation (see below), we have strengthened the emphasis in the Plan that these policy drivers are fundamentally bound together. One cannot be achieved or prioritised without the other two. They become a form of ‘triple-lock’ which will define and direct our ambitions, decisions and delivery:

- **People** – we will listen, involve and work with the people of our great city. We will celebrate and stand up for the diversity of Sheffield, maximising the assets and strengths of communities, connecting more people into the city’s success and creating opportunities for everyone. We want everyone in Sheffield to achieve their potential with fulfilling and healthy lives.
- **Prosperity** – we are a growing, creative, internationally leading city economy. We will prioritise Sheffield’s long-term prosperity, taking tough decisions to deliver sustainable growth that genuinely benefits our communities and makes every part of our city better off. The more our people succeed, the more our whole city will succeed.
- **Planet** – a successful, accessible city which prospers while protecting the environment for future generations. We have an opportunity to play a leading role in a just transition to a low carbon future for Sheffield, with a growing green economy; respecting our Outdoor City and treating our planet well; creating a sustainable future with communities.

Our Strategic Outcomes

- 2.5 The Council Plan sets out five strategic outcomes for the organisation which will structure our budgets, our Outcomes Framework to show our progress ([see below](#)) and our directorate plans so that that we can

visibly demonstrate to the people of Sheffield that we are making effective use of the money we have to deliver on the priorities that matter most our communities. The outcomes are deliberately ambitious and cross-cutting so that every employee, team and directorate in the council has a role in achieving a particular outcome for the city.

1. A place where all children belong and all young people can build a successful future
2. Great neighbourhoods that people are happy to call home
3. People live in caring, engaged communities that value diversity and support their wellbeing
4. A creative and prosperous city full of culture, learning, and innovation
5. A city on the move - growing, connected and sustainable



2.6 Each strategic outcome includes four priorities, setting out the actions we will undertake in the coming years. The detail to support these high-level commitments will be set out in our key strategies and annual directorate plans. This approach will ensure that our medium-term plan is resilient to change over the coming years so that when new opportunities and challenges appear, we can adapt our delivery priorities and interventions while staying resolutely focused our policy drivers and the strategic outcomes we want to achieve.

2.7 The five outcomes and underpinning priorities are based on the things that citizens have said really matter to them through Local Area Committees, issue-specific engagement and consultations, and through the broad involvement citizens have had in the development of the City Goals. Further, we have listened to the views of our citizens, employees, Members and partners during the consultation and we have updated the outcomes accordingly. The key messages and feedback from the consultation is summarised below and in Appendix 2.

3. Citizens that responded to the consultation were overwhelmingly supportive and positive about the Council Plan and keen to find out more about how we will deliver for the city

- 3.1 On 13th December 2023, S&R Committee endorsed¹ the draft Council Plan and agreed to launch a consultation on the draft as part of the 2024/25 budget conversation.

Approach to the consultation

- 3.2 The consultation launched via the Have Your Say Sheffield consultation hub on the 21st December and ran until 26th January 2024. The consultation focused on the policy drivers, strategic outcomes and underpinning priorities, in each case asking people to say the extent to which they supported the draft proposals and leave any comments they wanted make.
- 3.3 Over the consultation period, the survey was promoted on the Council's social media channels and through Council's email newsletters. It was supported by a [YouTube video from the Leader of the Council](#), encouraging citizens to participate.
- 3.4 Over the period, we received 269 contributions to the consultation.
- **2,000** people were aware of the survey - made at least one single visit to the site
 - **802** people became informed about the survey - viewed the video and/or clicked on the survey
 - **269** engaged in the survey and responded to the questions.

Views from citizens and partners

- 3.5 The summary report in Appendix 2 provides analysis of the views of respondents to the survey. This includes headline data on the extent to which people agreed or disagreed with the proposed policy drivers and strategic outcomes and analysis of the large number of written comments respondents provided on each element.
- 3.6 At a very headline level, people told us that they are positive about the Council Plan with high levels of support for the proposed policy drivers and outcomes. However, more needs to be done to demonstrate how the three drivers of people, prosperity and planet would work in harmony together. Respondents are keen to see clearer measurable outcomes and to recognise how priorities identified in the feedback, including key services, transport and city infrastructure, would be addressed
- 3.7 The below provides a simple summary of the key points made by citizens and how we have sought to address these in the updated version of the Council Plan (in Appendix 1).

¹ Sheffield City Council (2023) *Draft Council Plan 2024-28*, Strategy & Resources Committee, 13th December 2023, <https://democracy.sheffield.gov.uk/ieDecisionDetails.aspx?AllId=32788>

3.8 Feedback on our draft Policy drivers

Feedback	Action
<p>76% agree, 9% disagree</p> <ul style="list-style-type: none"> • people, planet and prosperity are the right areas of focus • more work needs to be done to define their inter-relationship and the measurable success of the Council Plan itself 	<ul style="list-style-type: none"> • Introduced a stronger explanation of the interrelationship of the three policy drivers, emphasising that one cannot be achieved without the other two.

3.9 Feedback on our draft Strategic Outcomes and Priorities

Outcome	Feedback	Action
<p>A place where all children belong and all young people can build a successful future</p>	<p>83% agree, 7% disagree children and young people are an important focus and critical to the future. Inequalities need to be addressed to make this outcome successful for all.</p>	<ul style="list-style-type: none"> • Rewritten the second priority to bring a stronger focus on inequality
<p>Great neighbourhoods that people are happy to call home</p>	<p>84% agree, 9% disagree suitable housing, infrastructure, transport and travel options and measures to create healthy environments all contribute to great neighbourhoods. Importance of community safety. Inequalities between and within areas impact on their success.</p>	<ul style="list-style-type: none"> • Stronger focus on community safety and feeling safe in this outcome area • Increased emphasis on addressing homelessness • Housing and infrastructure picked up across multiple outcome areas.
<p>People live in caring, engaged communities that value diversity and support wellbeing</p>	<p>76% agree, 11% disagree communities are highly valued assets and the Council Plan is right to focus on a new approach to engagement. External pressures could impact on the outcome's care and diversity priorities.</p>	<ul style="list-style-type: none"> • Improved wording to emphasise working with communities on new approaches to engagement • Stronger emphasis on tackling inequalities • Updated to reflect launch of Race Equality Partnership for Sheffield (REPS)

<p>A creative and prosperous city full of culture, learning, and innovation</p>	<p>80% agree, 9% disagree prosperity and job-creation are needed but people in Sheffield must benefit and the outcome must be consistent with the commitment to the planet and environmental goals. City centre groundwork and developments must be prioritised.</p>	<ul style="list-style-type: none"> • Strengthened emphasis and importance of culture and heritage • Developing Growth Plan creates the opportunity to provide greater detail on our plans here.
<p>A city on the move - growing, connected and sustainable</p>	<p>77% agree, 12% disagree affordable and accessible transport and travel across Sheffield is critical. There are opportunities through developing the tram system but the bus network is currently a significant problem. New and re-purposed housing options are much needed.</p>	<ul style="list-style-type: none"> • The emphasis and importance of buses supported strongly by citizens • Updated and strengthened wording on net zero priority to reflect feedback from citizens and officers.

3.10

Feedback on alignment of outcomes with our resources

Feedback	Action
<p>72% agree, 15% disagree</p> <ul style="list-style-type: none"> • these seem the right areas to focus resources on • More detail is needed and there are concerns about funding and services. • There needs to be more clarity about how the Plan's people, prosperity and planet drivers might work together to achieve its aims 	<ul style="list-style-type: none"> • Improved definition of how policy drivers work together and are a 'triple lock' in everything we do. • Introduced a dedicated section in the updated Council Plan on the connection between the Council Plan, our budget, financial strategy and the council's transformation programme (Future Sheffield).

3.11

Citizens and partners have offered strong support for the proposed Council Plan with positive responses to the proposed policy drivers and strategic outcomes. Citizens are supportive of our ambitions but are keen to see more detail about how we are going to deliver and many stressed that we must deliver high quality core services while investing in our longer-term outcomes. Citizens are also concerned about whether we have the funding available, after over a decade of austerity, to deliver our new outcomes and priorities.

4 Developing an outcome-based approach our resources

- 4.1 A critical step to embed our new strategic outcomes and respond to citizen concerns about how we will focus our budget and capacity on delivering our new outcomes.
- 4.2 Our prudent financial management ensures that we have a stable basis from which to deliver the changes we need to make to focus on the delivery of the Council Plan. We will move towards more outcome-based budgets from 2025/26 so that we can bring careful focus on the effectiveness of delivery against the priorities.
- 4.3 Any changes we want to make to focus our resources on the Council Plan outcomes must be delivered within the financial constraints of the medium-term financial strategy. Over the coming four-year period, the Council has a forecast budget gap of £61.2m, of which £18.1m is in 2024/25. Beyond 2024/25, the picture for funding to local government is less clear but we are prudently planning for very little, if any, increase in funding for councils over the next few years.
- 4.4 We will work across all Directorates to assess our budgets and ensure we are fully focused on delivering the Council Plan outcomes, prioritising resource to maximise impact for citizens.

5. A culture of performance and delivery – Council Outcomes Framework

- 5.1 The new performance framework will underpin our how we monitor success of the Council Plan. It will consist of two key elements, the Outcomes Framework and our refreshed performance system at directorate and service level.
- 5.2 The Outcomes Framework will be a selection of measures that match the intent of each outcome to show progress against the Council Plan. Work is ongoing to develop a set of measures to enable us to track and measure progress towards achieving each outcome, where possible using nationally recognised indicators, including appropriate OFLOG measures, that allow comparability and benchmarking with other Local Authorities in terms of performance and target setting. Other considerations will be the frequency of reporting to ensure progress can be tracked through quarterly reporting to S&R Committee.
- 5.3 Measures in the Outcomes Framework will be selected from a broader set of indicators held at Directorate level, part of our refreshed performance system that consists of Directorate and Service level performance governance. This provides a golden

thread via a wider range of measures that contribute to success at Council Plan level.

- 5.4 As we did with our 22/23 Corporate Delivery Plan², we will publish our performance against the Council Plan across all chosen indicators including why the indicator is important and how it contributes to the plan, current and historical performance, targets, narrative description of the current position and where available, comparative data.

6 How does this decision contribute?

- 6.1 The Council Plan is a significant step, providing a positive, medium-term mission and set of outcomes for the whole organisation. It ensures that citizens, Members, staff and partners know what we want to achieve, what we stand for, and the sort of organisation we want to be.
- 6.2 The Plan is part of our responsibility as a key partner in Sheffield to demonstrate our commitment to the city's prosperity and our contribution to the new City Goals.
- 6.3 It is a coherent statement of the things we will prioritise over the next four years, aligning to our Medium-Term Financial Strategy, and creating a strategic 'golden thread' that runs from the policy drivers and outcomes in the Council Plan through our key strategies, directorate plans, and right to the work of every member of staff.
- 6.4 The Council Plan, alongside the developing Outcomes Framework, is a further demonstration of the continued improvement journey that the Council is on, responding directly to the recommendations of the LGA Corporate Peer Challenge in 2022³.

7. Has there been any consultation?

- 7.1 The mission and outcomes set out in the Council Plan have been drafted with a cross-party group of Elected Members from Strategy and Resources Committee.
- 7.2 The outcomes and priorities in the Plan reflect the insight and ambitions that citizens have contributed in the development of the new City Goals and through the views that citizens have given through Local Area Committees and issue-specific consultations and

² Sheffield City Council (2022) *Corporate Delivery Plan*, <https://www.sheffield.gov.uk/sites/default/files/2022-11/scc-council-delivery-plan-22-23.pdf>

³ Sheffield City Council (2022) *Sheffield City Council LGA Peer Challenge Report*, <https://democracy.sheffield.gov.uk/documents/s58181/9%20-%20Appendix%20%20Sheffield%20City%20Council%20-%20CPC%20FINAL%20Feedback%20Report.pdf>

engagement. The Council Plan is therefore a clear commitment to the ambitions of citizens.

7.3 A formal consultation on the draft Council Plan was held between 21st December 2023 and 26th January 2024 as part of the annual budget conversation. Citizens, employees, partners and Members provided valuable insight and comments on the policy drivers and strategic outcomes in the draft Council Plan and a summary is included in Appendix 2.

7.4 The Plan has been reviewed and updated, building on the consultation feedback.

8. Risk analysis and implications of the decision

8.1 Equality Implications

8.1.1 There is an opportunity to recognise and embed our organisational equality responsibilities within the Council Plan. There are clear overlaps with our legal and policy equality priorities. At the same time, effective monitoring and action is needed so that existing inequalities do not limit the reach and benefits of the Plan.

8.1.2 Our legal duties under the Equality Act 2010 include having due regard to the need to:

- eliminate discrimination, harassment, victimisation and other conduct,
- advance equality of opportunity, and
- foster good relations

8.1.3 Our emerging Council Equalities Framework is expected to include commitments around leadership and communities, with a focus on collaboration and empowerment, and recognising community diversity.

The Council Plan sets out priorities that are consistent with reducing inequalities, directly and indirectly including age/young people and other equality references in its strategic outcomes and policy drivers:

People

Some of the positive underpinning elements in the Plan relate to areas that, conversely, can expose inequalities, for example regarding:

- individual and community diversity
- health and wellbeing
- community involvement
- social inclusion and cohesion

Prosperity

Similarly, increasing prosperity in Sheffield has clear overarching benefits to the city, its communities and organisations, but there are some risks that benefits might not be experienced equally. For example, there are wide disparities at local levels in terms of community assets, indices of deprivation and other barriers. Financial inclusion is further inequality measure that the Council considers.

Planet

There is significant common ground between the impacts of inequality and environmental and climate impacts. For example, the effects of pollution and poor air quality, high energy costs or poor housing conditions are experienced more in areas of higher deprivation and poorer health outcomes.

Maintaining an equality perspective on the Plan that considers differential impacts between communities, and opportunities to address inequalities, would add value to the measures of the Plan's success.

8.2 Financial and Commercial Implications

- 8.2.1 A fundamental principle of the Council Plan is a closer alignment of service expenditure and the Council's priorities, as set out within the Plan. This is going to result in a move towards more outcome-based budgets to maximise the effectiveness of delivery against the priorities. However, any changes in approach and allocations of financial resources will still need to be delivered within the constraints of the medium-term financial envelope.
- 8.2.2 Following announcements in the Autumn Statement and analysis of the fiscal outlook, funding settlements for Local Government over the period of the Council Plan will place further constraints on the Council's funding, above those previously forecast.
- 8.2.3 However, Sheffield's prudent approach to fiscal management, means we are in more financially sustainable position than many other councils. This will provide a stable footing from which to deliver the required changes to support delivery of the plan.
- 8.2.4 It is important to emphasise the Council may see real terms cuts in its overall funding levels during the life of the plan. It is therefore vital to place more focus on priority-based outcomes delivery to maximise value for money of the resources the Council will have available.

8.3 Legal Implications

8.3.1 There is no legal requirement for the Council to have a Council Plan. However, the production of these does assist the Council in meeting other legal obligations such as its Best Value obligations under the Local Government Act 1999 and are permitted by the subsidiary power in s111 Local Government Act 1972 that allows the Council to do anything that is calculated to facilitate, or is conducive or incidental to, the discharge of any of their functions.

8.3.2 The Council Plan forms part of the Council's Policy Framework as defined in its constitution and therefore formal adoption is a matter reserved to Full Council.

8.4 Climate Implications

8.4.1 The Council Plan is written in the context of Sheffield City Council having declared climate and nature emergencies, and having a target to see both the city and council greenhouse gas emissions reduce to net zero by 2030, just two years after the lifetime this plan. Respect for the planet, including our ambitions to achieve net zero by 2030, are a key driver and are woven throughout the plan with a commitment to work towards creating a successful, accessible city which prospers while protecting the environment for future generations. The alignment with the Medium-Term Financial Strategy and linking budget-setting to the outcomes should support the resourcing required to work towards achieving our targets.

9. **Alternative options considered**

9.1 **a) do nothing** – rejected – as set out in the Strategic Framework 2023/24, we are committed to developing and agreeing a medium-term plan for the council that sets out what we want to achieve for the city in the coming years and how we will contribute to the City Goals. The Council Plan is part of our Policy Framework and a critical step in our continued development as an organisation, connecting the ambitions and priorities of the administration to our Medium-Term Financial Strategy, workforce plans, Council Performance Framework, and Directorate Plans. It also ensures that we deliver on one of the key recommendations of the LGA Corporate Peer Challenge, further demonstrating our strategic development and maturity as an organisation.

b) extend the Corporate Delivery Plan – rejected – the Corporate Delivery Plan has provided vital stability and focus for the organisation over the last year, building on the One Year Plan, and bringing clear focus onto a number of key challenges that citizens wanted to see improve. However, the Corporate Delivery Plan was

deliberately short term and as recommended by the LGA Peer Team, it is important to bring medium-term focus for the Council so that citizens, staff and partners understand our priorities and ambitions.

10 Reasons for recommendations

10.1 The Council Plan provides a clear and positive statement of purpose and ambition for the whole council. It is aligned to our four-year Medium Term Financial Strategy and the draft outcomes will increasingly become the focus for our budget and Directorate Plans over the coming year.

10.2 Following consultation, the recommendation to S&R Committee will enable Full Council to consider the proposed Plan alongside the proposed 2024/25 Budget in March 2024.

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