Bolton Council

Report to:	Cabinet							
Date of meeting:	7 February 2022							
Report of:	Chief Executive	Report Number:	4553					
Reporting Officer:	orting Officer: Deputy Chief Executive Telephone Number:							
Contact Officer:	Tom Powell	Telephone	07956					
	Head of Audit and Risk Management	Number:	317457					
Report title:	Corporate Risk Register		-					
	Not confidential							
This report does not o	ontain information which warrants its consideration	deration in the ab	sence of the					
press or members of t	he public.							
Purpose:	This report contains the latest update of the	ne Council's Corp	orate Risk					
	Register as agreed at Corporate Leadersh	nip Team in Janu	ary 2022.					
	It is provided as context and information to	o support Cabine	t in its					
	governance, decision making and leaders	ship roles.						
Recommendations:	Cabinet is recommended to note the repo	rt						
Decision:								
Background								
documents:								
Date:								

Consultation with other officers									
Finance	No	Insert date	Insert name						
Legal	No	Insert date	Insert name						
HR	No	Insert date	Insert name						
Procurement	No	Insert date	Insert name						
Climate Change	No	Insert date	ate Insert name						
Equality Impact Assessment	No	Insert date	Insert name						
(a) Pre-consultation reports			No						
Is there a need to consult on the prop	osals?								
Vision outcomes			1. Start Well	Х					
Please identify the appropriate Vision	outcome	e(s) that this	2. Live Well	Х					
report relates or contributes to by put	ting a cro	ss in the	3. Age Well	Х					
relevant box.			4. Prosperous	Х					
			5. Clean and Green	X					

	6. Strong and Distinctive	Χ	
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1. <u>INTRODUCTION & BACKGROUND</u>

- 1.1. Over recent months the Council's risk management framework has been refreshed. This refresh has included strengthening of arrangements for risk recording and reporting risks to deliver the following outcomes:
 - Assure the consistency and completeness of risk recording and reporting;
 - Support consistency of approach and risk literacy across all Directorate Leadership Teams (DLTs):
 - To support DLTs in their assessment and response to key risks;
 - To assure Corporate Leadership Team (CLT) on actions being taken in response to high level DLT risks:
 - To support CLT in review and response to cross cutting strategic risks (corporate risks); and
 - Support regular assurance reporting to Cabinet and Audit Committee on key risks.
- 1.1. Following refresh of the framework, a review of directorate and corporate risks was undertaken in September / October 2021 and more recently in January 2022. This considered risks to the achievement of directorate and corporate priorities and the outcome of this was included in an update corporate risk register (CRR) discussed and agreed at CLT on 13 January 2022.
- 1.2. In line with good governance practice, the report is presented to Cabinet for information and for assurance over the actions being taken by CLT to identify and respond to corporate risks.

2. RISK MANAGEMENT TERMINOLOGY AND APPROACH

- 2.1. Risks are recorded across a range of projects, services and as part of decision making across the Council. Each directorate maintains a risk register that is actively discussed in DLT meetings and updated on a regular basis with updates on actions taken and planned to mitigate or manage risks. Where risks cannot be managed at a directorate level or where analysis identifies common themes requiring a coordinated corporate response, these are escalated to the CRR for consideration at CLT.
- 2.2. Directorate and corporate risks are subject to ongoing consideration and action, with a formal report and review of the CRR by CLT on a quarterly basis.
- 2.3. Risks are scored on the basis of the likelihood and the impact should a risk materialise. These is done using a score of 1-5 for both likelihood and impact, with a 5x5 risk being the highest possible score. Risks that score more than 9 are classified as medium and over 15 they are classified as high. These risk classifications are reflected in the tables below and in the full CRR in section 4
- 2.4. CLT leads are allocated for all risks. These officers are responsible for assuring that planned actions are being taken forward to ensure that risks are managed to an acceptable level.

3. **SUMMARY**

3.1. CLT agreed that the current highest risks to the achievement of corporate priorities for the Council relate to future finance and resources; health inequalities; the scale and pace of competing and urgent priorities; impacts on the workforce including fatigue and morale; and recruitment, retention and development of the workforce. CLT also agreed 12 medium and low risks to be overseen at a corporate level as summarised below.

No.	Ref.	Risk	Risk Description
		January 2022	
1	CR1	High	Balanced budget 2022/23 and beyond
2	CR3	High	Health inequalities resulting from Covid19
3	CR4	High	Scale of competing demands and priorities
4	CR5	High	Workforce motivation, morale, health, wellbeing

No.	Ref.	Risk	Risk Description				
		January 2022					
5	CR7	High	Ability to attract, retain and develop workforce				
6	CR6	Medium	Ability to deliver effective integrated health and care				
7	CR14	Medium	Ability to deliver carbon reduction commitments				
8	CR21	Medium	Major developments programme				
9	CR22	Medium	Demand for mainstream and special school places				
10	CR17	Medium	Supply chain disruption				
11	CR9	Low	Inspection failure – Children's Services				
12	CR18	Low	EU post transition				
13	CR19	Low	Security / control of data or information				
14	CR20	Low	NEW ICT contract				
15	CR23	Low	Premises statutory compliance				
16	CR13	Low	ICT systems resilience and effectiveness				
17	CR24	Low	NEW Delivery of framework for housing planning				

3.2. Key changes to the CRR from October and January 2022 reviews are as follows:

Ref	Risk	Risk Added to CRR
CR14	Low	Risk added relating to the development and delivery of the new
		ICT contract and the ability to balance organisational
		expectations and demands for future ICT provision and available
		financial resources
CR16	Low	Risk added relating to the development and delivery of the
		framework for housing planning to support growth and meet the
		housing needs of Bolton residents.

Ref	Risk	Risk Removed from CRR
CR10	Medium	Death or serious injury of a child in Council care – to be managed at Children's Services DLT and escalated to CLT only where there is a wider corporate response required
CR15	Medium	Residents unable to access services from / via Council. This risk is to be managed at DLT level for the specific services within each directorate
CR16	Medium	Death of a vulnerable person - to be managed at Adults / ICP DLT and escalated to CLT only where there is a wider corporate response required
CR12	Medium	Engagement and communication with the workforce merged with risk CR5
CR2	Medium	Workforce capacity across schools – included within wider workforce risk CR4 and monitored for schools via Children's Services DLT.

3.3. Risks recorded in the CRR reflect the continued medium and long term impacts of Covid19 and the current opportunities, changes and challenges faced by the Council across a range of complex areas including health and care reform, housing, the digital agenda and climate change. It was recognised that many of these areas are interrelated and that the pace and scale of activity required to maintain the response to Covid19; lead the ongoing recovery of the Borough with partners; transform services and support to residents; and deliver core and statutory services presents a range of risks.

4. Corporate Risk Register: January 2022

No	Ref	Theme	Risk Description	Risk Consequences	Existing Key Controls and Sources of Assurance	Risk Oct 2021	L	I	Risk Score	Risk Jan 2022	CLT Lead	Key Actions
1	CR1	Finance and Resources	Inability to secure and deliver savings required to achieve a balanced budget for 2022/23 and in the medium term.	 Increased pressure for urgent, unplanned calls on reserves or cuts to services, with consequent impact on ability to achieve priorities and deliver required services. Reputational impact on the Council with stakeholders, residents and funders. Inability of S151 officer to legally declare a balanced budget. Qualifications or concerns raised in public interest by the External Auditor result in Government focus or intervention. 	 Clear budget setting and approval process. DLT and CLT monitoring of in year revenue budgets and cashflow with regular reporting to Cabinet Members. DLT engagement with Finance Officers to support financial management arrangements. Internal and External Audit assurance processes. 	High	4	4	16	High	SJ	Ongoing monitoring and management of budget position with reporting of risks and exceptions. Finalisation of budget and Council Tax for 2022/23 with report to Council for approval.
2	CR3	Bolton People	Actions across the Council and partnerships are insufficient to impact the pre-existing and widening of health inequalities resulting from Covid19	Poorer health outcomes for residents across the Borough with increased reactive and intervention costs across the Council and the wider health and care system; with an onward impact on resident's education and employment opportunities.	 Monitoring of health indicators and reporting to CLT, Cabinet and through partnership governance. Leadership through the Vision partnership including public service and VCSE partners with key role of public health team on anti poverty and inequalities work Delivery of household support to residents across the Borough winter 2021/22 	High	4	4	16	High	HL	Public Health annual report developed to be shared in public sets out analysis regarding inequality as a contributing factor and further outcome of covid19. This helps provide a basis for further recovery and to inform the Vision and Corporate Plan; with actions to be taken forward by the Council and with partners. Report to go to Cabinet.
3	CR4	Performance	The scale of competing, urgent and complex priorities and demands cannot all be achieved – within available capacity and resources. This includes demand from within the Council and the impact of increased demand in areas like social care, support in schools, healthcare and front-line service delivery. This includes staff at all levels including the capacity of leadership and management to drive change and	 Lack of goal congruence results in the overcommitment of time and resources; and inability to deliver priorities. Short term urgent priorities overwhelm the ability to focus on the most important priorities to deliver response and recovery for the Council and for residents. Required quality and performance standards are undermined by the need to deliver across multiple priorities, at scale at the same time. Impact on workforce wellbeing. Impacts on ability to meet service standards or statutory duties. Impact on change and 	Vision 2030 Corporate Plan Priorities articulated in budget plans 2021/22 DLT escalation of current and forecast demand pressures to CLT and with Cabinet Cross CLT and DLT level priority setting with Cabinet	High	4	5	20	High	TO	Vision to be redeveloped working with key partners (End of 2021/22). Update of Corporate Plan (Council Strategy) and Vision Governance proposed for 2022. Clear priorities and goal setting across DLTs, CLT and with Cabinet to continue to confirm plans for recovery to pre covid performance levels

No	Ref	Theme	Risk Description	Risk Consequences	Existing Key Controls and Sources of Assurance	Risk Oct 2021	L	I	Risk Score	Risk Jan 2022	CLT Lead	Key Actions
			transformation which was previous include on the CRR as risk ref CR8. Risk remains high due to ongoing challenges of balancing response, recovery, business as usual delivery and change / transformation activities; whilst impacts of covid19 and tight financial resources remain significant.	transformation priorities and the associated savings attributed to these.								across the Council.
4	CR5	Workforce	High levels of ongoing demand for staff at all levels to deliver on wide range of fast-moving response, recovery and change priorities results in fatigue, low motivation, low morale and poor workforce health and wellbeing (including stress and depression). Risk can be compounded by the different ways of working (from site, office, home) and associated impacts on staff engagement; as well as potential impacts of absence due to covid and non-covid flu This risk incorporates risk CR11 which related specifically to flu relates absence.	 Reduction in effectiveness of workforce; potential for workforce leaving; unsustainable expectations cannot be met; - resulting in reduced levels or quality of performance with onward impact on non-achievement of priorities and objectives. Increased levels of sickness absence, including stress and depression. Fatigue across the workforce results in low levels of productivity and impact. Loss of goodwill factor across the workforce reduces ability to deliver on priorities. 	 Ongoing regular comms with Trades Unions and staff at all levels to retain morale and ensure staff feel supported and listened to Senior managers, service and team meetings, staff comms / bulletin Regular check ins with staff and staff open meetings - two-way communications Review of sickness absence data (and reasons) to ensure timely interventions and review. Ongoing occupational health and support to higher risk staff and those who are unwell Positive encouragement of covid booster and flu vaccinations Staff rewards / awards approach refreshed (as agreed CLT October 2021) to strengthen pride in the Borough / Council and wellbeing. Council commitment and actions under the mental health concordat 	High	5	4	20	High	ТО	Staff comms, survey and possible pulse surveys with action plans to develop from these. Signposting of good mental health guidance and available support mechanisms within new starter induction Development of corporate plan to further codify key priorities.

No	Ref	Theme	Risk Description	Risk Consequences	Existing Key Controls and Sources of Assurance	Risk Oct 2021	L	I	Risk Score	Risk Jan 2022	CLT Lead	Key Actions
5	CR7	Workforce	Inability to attract, retain and develop workforce to meet current and future demands. This is noted as a risk both within Council services and across partnerships and supply chain (e.g. leadership in schools, commissioned care services,	Risk of not having the required level of knowledge, skills, experience within the Council to meet organisational aspirations, customer expectations and minimum standards for statutory services	 Insight Exchange pay policies e.g. honorarium, job evaluation Development of 'Step into Care' employment and development pathways across health and care system within partnership. From DLT feedback sessions this risk was increased from medium to high in October 2021. 	High	4	4	16	High	SJ	Develop organisational working practices and associated policies to be an employer of choice. Identify areas of best practice and share learning across the Council. Assess options to increase attractiveness of the Council as employer. Increase use of mechanisms such as the Apprentice Levy and Graduate Recruitment.
6	CR6	Bolton People	Effective integration of health and care across the Borough is impacted by structural change arising from NHS and social care reform, service demands, complexity of system change and capacity of leadership and management. This risk is further compounded by national delay in the establishment of ICBs (to July 2022) and the need for heath and care service focus on system wide resilience arising from the impact of the Omicron variant in late 2021.	 Leadership and management of change impacts capacity and resources to focus on improving outcomes for residents. This is a particular risk for leadership and management within NHS partners. Organisational changes could impact adversely on workforce morale and motivation; as well as operational issues that arise from collaboration Governance and resource allocations at GM and Borough level must be appropriate and aligned if opportunities for improved health outcomes are to be secured for Bolton residents. Scale of change impacts across the Council within adult social care, public healthy and the integrated care partnership. 	 Partnership Boards CCG Chief Officer representation on CLT Integrated health and care management team under DASS / CEX of ICS Reporting to CLT, Cabinet Member and Cabinet 	Medium	3	4	12	Medium	RT	Ongoing reporting, engagement and influence with key partners within the Council, the health and care system and at GM level.

No	Ref	Theme	Risk Description	Risk Consequences	Existing Key Controls and Sources of Assurance	Risk Oct 2021	L	- 1	Risk Score	Risk Jan 2022	CLT Lead	Key Actions
7	CR14	Performance	Lack of resource to develop and deliver on commitments in the 'Climate Emergency' declaration	Unable to demonstrate positive actions being taken to deliver net zero carbon by 2030 and consequent impact on reputation of the Council, its Strategic Partners and the Borough.	 Current Governance through The Vision Partnership, Strategic Partners Working Group and Internal Council Working Group provide leadership, accountability and a measurable response to climate change commitments. Community consultation/engagement exercise Development of Climate Change Strategy and associated Delivery Plan approved by Cabinet and endorsed by Active, Connected and Prosperous Board in November Adoption of Strategic Asset Management Plan. 	Medium	3	4	12	Medium	JD	Reporting via climate dashboard with metrics accessible to Strategic Partners and key stakeholders Ensure continued alignment with GM 5 Year Environment Plan and wider regional carbon reduction initiatives e.g. Decarbonisation, Active Travel, Trees for Climate, Habitat Restoration etc Monitoring through Cabinet and Active, Connected and Prosperous Board and associated Executive Board with partners. Annual progress report.
8	CR21	Bolton Place	Major developments programme does not deliver outcomes at the scale and pace required to support regeneration across the Borough	 Sub optimal investment of £100m Sites are retained but without clear overall strategy for completion that balances regeneration priorities with the costs of investment required Negative reputational impacts with Government, residents, and stakeholders as well as the development and investment community Cost impacts on the wide capital programme if development schemes require additional resources 	 Governance arrangements with regular reporting to Cabinet Finance and legal oversight with leadership from Director of Place. One successful submission for a bid as part of Government Levelling Up 	Medium	3		12	Medium	GB	Development of agreed strategies and plans for all relevant sites ongoing with reporting back to CLT and Cabinet on options and decision making.
9	CR22	Bolton People	Inability to achieve required demands for mainstream and special schools' places due to a lack of resource to meet additional cost and location requirements within required timescales	 Increased cost impacts on capital and revenue budgets including Children's Services High Needs Funding results in the need to reduce expenditure in other priority areas Legal challenge from residents (on school explanation or new build) Legal challenge from parents on behalf of young people Impact on educational outcomes for young people 	Ongoing engagement across Children's Services and Place directorates; and with DfE / ESFA.	Medium	3	3	9	Medium	BB	Whilst actions managed largely at Children's and Place DLT levels this is a risk for awareness at CLT.

No	Ref	Theme	Risk Description	Risk Consequences	Existing Key Controls and Sources of Assurance	Risk Oct 2021	L	I	Risk Score	Risk Jan 2022	CLT Lead	Key Actions
10	CR17	Finance and Resources	Supply chain disruption resulting from increased costs and scarcity of staffing, supplies, goods, and materials	 Supply chain delays impact the ability to deliver and support services such as ICT, capital programme and medicines with consequent impact on achievement of priorities and statutory duties Increased to medium October 2021 given reported challenges in supply chains and in commissioned services – for example in food and fuel supplies. This has been further compounded by impact of covid19 (Omicron) absences in the supply chain 	 Effective management of procurement pipeline and framework agreements. Budget monitoring flags up increasing costs in key areas. Gateway decision making in capital projects to manage construction cost increases Inflation built into procurement exercises, to reduce likelihood of unplanned increases. 	Medium			12	Medium	SJ	Business continuity refresh and reporting through to GM on covid19 supply chain disruptions affecting services.
11	CR9	Statutory and Regulatory	Inspection Failure - under the ILACS (inspection of local authority children services), Youth Offending or SEND inspection frameworks - risk heightened as a result of different ways of working having to be adopted in response to Covid19	Costs of remediation of areas for improvement. Loss of stakeholder and public confidence in the Council; and reputational damage. Negative impact on motivation and wellbeing of staff and leadership within services.	 High standards of leadership and management oversight. Directorate quality assurance arrangements Substantial preparation work done on planning for permanence. 	Low	2	4	8	Low	BB	Continue to have a very visible leadership presence. Continue to focus on effective preparation but retain oversight of practice via performance boards and QA processes.
12	CR18	Performance	Negative impacts and uncertainty arise following EU exit. These include potential risks to funding, procurement and supplies, data sharing across borders and impact on regulatory and enforcement services.	Post transition the asks and demands from local, regional and national level impact negatively on resources and capacity. Reactive support is needed to address emerging post transition risks that impact on the Council and on Bolton residents.	Ongoing review of Government guidance and legislative changes within Services and across Partnerships	Low	4	2	8	Low	ТО	Ongoing review of Government guidance and legislative changes

No	Ref	Theme	Risk Description	Risk Consequences	Existing Key Controls and Sources of Assurance	Risk Oct 2021	L	I	Risk Score	Risk Jan 2022	CLT Lead	Key Actions
13	CR19	Statutory & Legal Duties	Security and/or control of data or information is compromised as a result of a breach of physical or technological security arrangements.	 Reputational damage and potential fines or directions from the ICO or other regulators. Loss of stakeholder confidence (e.g. DWP, health etc) in data exchange and information sharing impacts ability to work effectively in delivery of services. Potential adverse impacts on the security of residents or services user confidential information and costs of remediation. 	BWP Partnership Board PSN accreditation Cyber Essentials Intrusion Prevention Service Controls in ICT Use Awareness Training IG Board oversight of risks Mandatory IG Training, including enforcement at log-on	Low	2	3	6	Low	SJ	Ongoing actions led through IG Board Recruitment to vacant IG Manager role to lead corporate functions in early 2022.
14	CR20	Performance	Renewal of ICT contract is unable to achieve balance between organisational expectations or demands for future ICT provision and available financial resources	Service expectations and assumptions are not met and this impacts on proposals for service delivery and associated savings plans Needs are not understood at contract agreement and this results in higher costs of variations within contract term	Needs assessment with all services Procurement route supports negotiation and contract terms to enable future variations to take advantage of technology change Legal, procurement and finance input to process development	New Risk Low	2	3	6	Low	SJ	Delivery of project plan for retender and escalation of risks and issues as required
15	CR23	Statutory & Legal Duties	Inability to assure backlog maintenance is addressed and statutory compliance is maintained across the Council operational property estate and the school's estate.	Increased chance of avoidable harm to building users Inability to defend claims against the Council where harm arises within premises if unable to demonstrate a robust process for statutory compliance assurance	 Schools' statutory compliance group stablished Schools SLAs being established by Robertsons Property client team in place to plan programmes of work and oversee Robertson's contract performance. 	Low	2	3	6	Low	JD	Development of dashboards and reporting arrangements between Robertson and Property client team for assurance over the compliance across all Council assets. SLA agreements with schools to be finalised Internal Audit assurance by year end over progress made to date. Ongoing development
												and risk-based prioritisation asset management and maintenance plans

N	lo	Ref	Theme	Risk Description	Risk Consequences	Existing Key Controls and Sources of Assurance	Risk Oct 2021	L	I	Risk Score	Risk Jan 2022	CLT Lead	Key Actions
1	6	CR13	Performance	ICT systems are not fit for purpose or lack the resilience to enable the efficient and effective delivery of current and planned services; and savings / benefits assumed in financial and business plans. Risk reduced to low in October 2021 to reflect that ICT retender work and associated development of future needs and ICT response to this is in progress.	 Impacts on the ability to adopt and further develop new ways of working across the Council and with partners; and the ability to deliver efficiently and effectively on priorities and objectives. Savings plans associated with ICT change are not realised and this requires additional unplanned cuts to deliver a balanced budget. 	 Digital Bolton strategy for Council and prioritisation of requirements and delivery plans undertaken. Digital Transformation governance (Steering Committee) and programme in place with schedule and metrics dashboard reporting updates to CLT Assessment of directorate and service requirements to inform revised ICT specification. CICT restructure approved with additional roles confirmed for recruitment in 2022. 	Low	2	4	8	Low	SJ	Development of Digital Strategy informs ICT retender (for 2023). As part of this mapping of key system and application requirements to meet current and future service needs. Schedule update to go to Portfolio, Cabinet, Scrutiny for information and assurance.
1	7	CR24	Bolton Place	Housing framework for planning across the Borough does not support necessary growth and results in delay to proposed housing developments	 Unable to meet housing demand for residents and those wishing to move to the Borough, with consequent impact on standards of living, development of the Borough as a destination for people to live and growth forecasts. Costs of housing planning appeals and the resource required to deal with this impacts on capacity and the ability to deliver stated priorities and objectives. 	Existing planning processes in place within the Council Refreshed Statement of Community Involvement Revised GMSF principles agreed as 'Places for Everyone'	New Risk Low	2	4	8	Low	GB	Refresh of Bolton Local Delivery Scheme incorporating principles set out in Places for Everyone and Local Plan for Bolton and timescale for finalising of these.

Key to Column Headings

- No. refers to the number of the risk in the current CRR sorted high to low risk
- Ref. refers to the risk reference this remains with the risk regardless of its risk score to enable tracking over time
- Risk Sept October 2021: The risk rating at last review (high medium or low)
- L: Likelihood of the risk occurring (1 very unlikely to 5 very likely)
- I: Impact on the Council's priorities and objectives if the risk occurs (1 minor to 5 major)

- Risk Score: Sum of likelihood X impact
- Risk January 2022: High, Medium or Low based on risk score
- Owner: CLT level risk owner (initials)
- Key Actions: Agreed further actions planned to manage the risk.

5. **FUTURE REVIEW**

- 5.1. The corporate risk register is a dynamic document and will be updated for CLT on a quarterly basis and an update provided to Cabinet every six months.
- 5.2. It will be also presented to Audit Committee annually as part of a wider risk management update. This is to enable the Committee to discharge duties under its Terms of Reference to "obtain assurance over the Council's corporate governance and risk management arrangements".

6. **IMPACTS AND IMPLICATIONS:**

- 5.1 Financial
- 5.1.1 NONE
- 5.2 **Legal**
- 5.2.1 NONE
- 5.3 **HR**
- 5.3.1 NONE
- 5.4 Climate Change
- 5.4.1 NONE
- 5.5 **Other**
- 5.5.1 NONE

7. **EQUALITY IMPACT ASSESSMENT (EIA)**

- 7.1. Under the Equality Act 2010, the council has a general duty to have due regard to the need to:
 - eliminate unlawful discrimination, harassment, victimisation and any other conduct prohibited by the Act;
 - 2. **advance equality of opportunity** between people who share a protected characteristic and people who do not share it; and
 - 3. **foster good relations** between people who share a protected characteristic and people who do not share it.
- 7.2. At this stage it is not anticipated that the proposals will have a disproportionate impact on any of Bolton's diversity groups as this report does not propose any specific decisions, actions or change; and is for information and assurance only. An

assessment of equality impacts may arise from actions planned to mitigate risks but this would be considered within reports specifically relating to such proposals.

8. **CONSULTATION**

8.1. NO

9. **VISION 2030**

9.1. The corporate risk register is a key part of the Council's governance framework. It will be used to support decision making and to help ensure appropriate actions are taken to respond to risks that threaten the achievement of corporate priorities and objectives, including the 2030 Vision.

10. **RECOMMENDATIONS**

10.1. The Cabinet is recommended to note the report.