Shared risk assessment: Assurance and improvement plan 2010–13

Angus Council













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1. Introduction

The Assurance and Improvement Plan

- 1. This Assurance and Improvement Plan (AIP) is the product of a collaborative approach adopted by the following scrutiny bodies operating in Angus Council:
 - Audit Scotland
 - Care Commission
 - HM Inspectorate of Education (HMIE)
 - Scottish Housing Regulator (SHR)
 - Social Work Inspection Agency (SWIA)
 - Henderson Loggie (external audit firm).
- The AIP sets out the planned scrutiny activity for Angus Council for the period April 2010 to April 2013. It sets out the basis of our risk assessment of the council, and the planned scrutiny response.
 The scrutiny activity is proportionate based on the assessed risks.

Why have we prepared this AIP?

- 3. The overall objectives of this collaborative approach are to maximise the efficiency and effectiveness of scrutiny work and minimise the impact of scrutiny activity on the council. This will be achieved by:
 - Jointly identifying and monitoring key scrutiny risks through the sharing of intelligence and information.
 - Coordinating the timing and approach of our audit, inspection, regulation and improvement support activity.
 - Drawing on, and taking account of each other's work to avoid duplication of effort.
 - Building on each other's work to maximise its value.
- 4. The AIP draws on a number of sources of information, including:
 - the BV2 Pathfinder audit of Angus Council was considered by the Accounts Commission in April 2010
 - the annual audit report to the Controller of Audit and elected members for 2008/09
 - the council's own self evaluation and supporting evidence
 - reports and data from HMIE, SWIA, SHR and the Care Commission (including published inspection reports and other supporting evidence).

What do we mean by a scrutiny risk assessment?

5. All local government scrutiny bodies have agreed the definition of shared risk assessment as:

'A joint approach using key information about local government to plan scrutiny activity that is proportionate and based on risk'

- 6. When we determine 'risk' we mean risk that will trigger scrutiny work and not inherent risk for example as in the risk of harm to an individual. We define risk as:
 - Red, where there are significant concerns which would indicate that we would need to undertake some scrutiny activity in order to provide public assurance.
 - Amber, where there are areas of uncertainty or gaps in the information available to us to determine whether or not we need to undertake some scrutiny activity.
 - Green, where we have no significant concerns.
- 7. We recognise that risk levels will change as significant events occur and as councils take action to address identified risks. Scrutiny bodies, through local area network contacts (LAN), will maintain awareness of activity, including unit level inspection. As new information comes to light the local area network (LAN) lead, in consultation with other LAN members will update the AIP as appropriate. LAN members will draw any significant matters to the attention of the LAN lead as they arise. The LAN lead will determine what action should be taken in terms of initiating contact with other LAN members.
- 8. The council is expected to initiate contact with the LAN lead where significant events occur that are likely to influence scrutiny activity. Councils are encouraged to maintain contact with LAN leads to discuss any concerns arising from the AIP or any joint scrutiny activity.

What does proportionate scrutiny mean?

- 9. When considering the appropriate level of scrutiny activity for each council we consider the following points to ensure that is proportionate:
 - Is scrutiny activity the best driver for improvement?
 - If so, how can we tailor that activity to the areas where it will have the most impact?
 - How can we tailor that activity in terms of its frequency, intensity and scope?
 - What is the minimum level of scrutiny required to provide assurance to the public?
 - How can we work together to minimise the impact of the scrutiny activity on the council?
- 10. The overall objectives of this collaborative approach are to maximise the efficiency and effectiveness of scrutiny work and minimise the impact of scrutiny activity on the council. This will be achieved by:

- Coordinating the timing and approach of our risk assessment work.
- Helping to identify and monitor key risks through the sharing of intelligence and information.
- Building on each other's work to maximise its value.
- Drawing on, and taking account of each other's work to avoid duplication of effort.

Baseline scrutiny activity

11. The focus of the AIP is strategic scrutiny activity, that is scrutiny activity which is focused at corporate or whole service level, but there will also be baseline scrutiny activity at unit level ongoing throughout the period of the AIP. This will include, for example, school and residential home inspections. Scrutiny bodies also reserve the right to make unannounced scrutiny visits. These will generally be made in relation to care services for vulnerable client groups. The annual audit of local government also comprises part of the baseline activity for all councils and this includes work necessary to complete the audit of housing benefit and council tax benefit arrangements.

2. Summary

Angus Council's good progress towards its key strategic outcomes and its position of generally good service provision gives us a largely positive scrutiny risk assessment. This, along with its track record in managing resources well and its recent improvements in corporate processes to support continuous improvement will help moderate the risks associated with the increasingly challenging financial context facing the council. However, there are some aspects of mixed service performance and some important corporate scrutiny risks still remain. These relate in particular to the political governance and leadership of the council and its underdeveloped approach to performance management and community engagement.

As a result of this risk assessment scrutiny activity will be mainly focused on key national priorities (eg social care and housing) and areas where ministers are seeking assurance that the public is being well served (eg child protection). This will be complemented with targeted service-based scrutiny activity in areas of mixed service performance and focused audit work to follow up progress against the specific governance and improvement risks identified in the council's recent BV2 Pathfinder audit.

- 12. The aim of the shared risk assessment process is to focus scrutiny activity where it is most needed and to determine the most proportionate scrutiny response over the next three years.
- 13. The AIP gives an overview of the information that informed the risk assessment and shows how this links to the proposed scrutiny response.

Outcomes

- 14. The council and its partners face strategic challenges of supporting an ageing population while developing and sustaining a diverse economy. The strategic themes of Angus Community Planning Partnership (ACPP), which form the basis of the community plan, reflect the area's context well. Reports of performance since 2008 against the Single Outcome Agreement (SOA) provides some evidence of generally positive progress in all of the themes. Progress in relation to lifelong learning, and healthy and caring communities (including community safety) is good. Information on progress in the economy and environment also indicates progress, but this is less clear as performance information for these two strategic themes is currently underdeveloped.
- 15. As a result of the generally good progress we do not intend to undertake any specific scrutiny activity in respect of delivering outcomes for communities, but the LAN will monitor performance across all strategic themes as part of its ongoing engagement with the council, with a particular emphasis on those areas where performance information is currently more limited (economy and environment). A formal stock take of progress towards all strategic outcomes will take place as part of the annual scrutiny risk assessment refresh process.

Service performance

16. Angus Council provides generally good services which historically have performed well compared to other Scottish councils, although there is some evidence of a levelling off of this performance in recent years.

- Inspections of the key services of Education and Social Work have been consistently positive. The 17. Social Work Inspection Agency 2009 initial scrutiny level assessment indicates good performance and improvement work and assessed Angus as low risk, but with improvements required in relation to forward planning and partnership working; quality of performance information; and aspects of services for looked after children. Similarly, a 2007 HMIE inspection of the education function of the council reported performance, particularly as shown in attainment outcomes, as consistently good but with room for improvement, underlined with recent weaker attainment performance in relation to comparator authorities. Our scrutiny activity in Education and Social Care will focus on these areas to provide assurance of continued improvement. This will involve ongoing engagement and support and challenge from HMIE and SWIA inspectors complemented by appropriately targeted scrutiny work. In year 1, this work will involve some supported self-evaluation, led by SWIA, for one of the community care groups in Social Work and Health. In year 2, there will be focused inspection work in relation to engagement with vulnerable young people following the recent inspection of extended support for pupils (HMIE), forward planning and partnership working; and quality of performance information in social care (SWIA).
- 18. Performance across other services, whilst generally positive, displays some pockets of inconsistency and deterioration. This is particularly apparent in Housing, although performance information on this service is limited. The council is keen to demonstrate how it is trying to improve its approach to managing its Housing Service, particularly through self-evaluation. As a result, in year one SHR will undertake a specific piece of work with the council looking at its approach to self-evaluation, which will help to identify a clear improvement agenda for this service and build improvement capacity.

Corporate characteristics

- 19. Our overall assessment of the council's corporate processes (eg service planning, financial management, asset management, people management) is largely positive with the exception of three important scrutiny risks which were identified in the council's recent BV2 pathfinder audit. Firstly, the council's approach to performance management is underdeveloped, and this has adversely impacted on the level of assurance we are able to offer about service performance and progress towards local strategic outcomes. It has also limited the council's ability to demonstrate that it is achieving continuous improvement. Secondly, political and community leadership has been compromised by poor relations between political groupings and weaknesses in the council's approach to scrutiny. Thirdly, there is scope to improve the council's approach to strategic community engagement.
- 20. The improvements needed in these areas will be reflected in the council's improvement plan arising from the BV2 pathfinder audit. Progress against these scrutiny risk areas will therefore be closely monitored through the annual audit process which will include an annual review of progress against the Best Value Improvement Plan.

National risk priorities

- 21. A number of core national risk priorities will be applied to all 32 councils. These are:
 - The protection and welfare of vulnerable people, including access to opportunities. This area is encapsulated in the council's local strategic outcome area of healthy, caring and safe communities and its provision of social work and health services. We have identified that this a low scrutiny risk area (as a consequence of HMIE and SWIA inspection reports) and as a result plan no specific activity beyond routine monitoring of SOA progress and the targeted scrutiny work in relation to engagement with vulnerable young people set out in paragraph 19 above.
 - Assuring public money is being used properly. The council manages its resources well, and we
 identify this as an area of low scrutiny risk and propose no specific scrutiny response.
 Coverage of this area forms a routine element of the annual audit activity. That work will be
 focusing in particular on how effectively the council improves its prioritisation of service review
 activity: an improvement action arising from the BV2 Pathfinder audit.
 - The impact of the greater financial pressure faced by councils associated with the current economic climate. The council has a good record in relation to planning and demonstrating efficiencies and its recent improvements in corporate processes to support continuous improvement will help moderate the risks associated with the increasingly challenging financial context facing the council. However, given the significance of the strategic challenges which lie ahead and the limited evidence to date of large-scale strategic partnering with other councils to deliver improved outcomes and better VFM we will be monitoring the council's progress in establishing a sustainable pattern of service provision as part of the annual audit process.

Summary of planned scrutiny activity

22. The planned activity for Angus Council as described throughout the text is detailed in Appendix 4. In summary this includes:

Specific work

- Year 1: Vulnerable young people: ongoing engagement and support and challenge from HMIE; and targeted work re exclusions of looked after children, including joint working between Education and Social Work and Health departments (SWIA and HMIE).
- Year 2: Performance management in Social Work and Health (SWIA).
- Year 2: Forward planning and joint working between Social Work and Health and Housing department (the scope of which will be informed by the year 1 SHR work on self assessment in Housing (set out below)) (SWIA).

Nationally driven work

- Year 1 Cycle 2 child protection inspection (HMIE).
- Year 1 Fostering and adoption inspection (Care Commission).

Self evaluation support

- Year 1 Housing: SHR-led work on self-assessment in Housing Service.
- Year 1 Supported self-evaluation: Community Care (SWIA).

Ongoing work

- Years 1, 2 and 3: Best Value Improvement Plan: as part of annual external audit (Henderson Loggie).
- Years 1, 2 and 3: Ongoing monitoring of progress against outcomes in SOA (LAN).

3. The council's context

- 23. After modest growth in the early 1990s the population of Angus has been decreasing and is currently 110,310, although latest population projections suggest a four per cent increase between 2008 and 2031. This population change reflects a decline in employment in agriculture and the mixed fortunes of manufacturing and the oil industry in the local region. The council and its partners recognise the need to maintain Angus as a good place to live and work, particularly given its mix of rural and urban environments and its closeness to Dundee. To this end, the Angus Economic Strategy identifies the need to expand the economic base of the area.
- 24. Angus has an older than average population, and this is projected to get even older. The population above working age is expected to rise by 30 per cent by 2031, an issue the council and its partners are seeking to address through shifting the balance of care for older people and redesigning Older People's Services. Compared to Scotland as a whole people tend to be healthier and suffer fewer hospital admissions as a result of alcohol and drugs misuse. Local citizens are more likely to be working, with higher than average earnings, although Angus falls below the Scottish average for earnings by workplace, explained by high numbers of people commuting from Angus to Dundee and Aberdeen. The area has significantly lower deprivation and homelessness than other areas of Scotland although some pockets of deprivation do exist. This is reflected in education, employment and prosperity indicators, with the area rating significantly better than the Scotland average on all indicators. Angus has much lower ethnic minority population levels than the Scottish average, but the area has become more diverse as a result of increased numbers of migrant workers, mainly from Eastern Europe
- 25. This context provides challenges for Angus Council and its partners in ACPP in supporting a growing population which is getting older, while sustaining a diverse economy that benefits from Angus's role in the Dundee city region and drawing on its own strengths in engineering, tourism and agriculture. These challenges are reflected clearly in the themes of ACPP in its community plan and SOA. We therefore plan no specific scrutiny work in this area.

Self-evaluation

26. The council's approach to self-evaluation is limited but improving. It does not yet have a corporate approach to self-evaluation, although it is currently piloting the 'Angus Improvement Model' (AIM) (based on the Public Service Improvement Framework tool) in its housing division and chief executive's department, with a commitment to consider rolling this out across other services. There are more advanced approaches to self-evaluation in the Education and Social Work and Health Departments. This has been useful in providing assurance to scrutiny partners in forming judgements about performance and direction in these areas. The BV2 pathfinder audit report concluded that the impact of self-evaluation activities in improving service performance has yet to be demonstrated corporately. We will therefore monitor the council's progress against its commitment to a more robust

the annual audit process.		

performance management system, including the impact of the Angus Improvement Model, as part of

4. Delivering outcomes for communities

Strategic priorities

The council is generally making positive progress against all of the community planning partnership's strategic objectives. However, performance information for some strategic themes is currently underdeveloped. As a result we will not undertake any specific scrutiny activity in respect of delivering outcomes for communities but will be monitoring progress against outcomes through the annual audit process with a particularly emphasis on those areas where performance information is currently limited (economy and environment).

- 27. The available SOA data, and analysis of other national and local performance data, provide the following insight on policy themes:
 - The economy: many key economic indicators for Angus compare well with other areas in Scotland, such as employment, qualifications, wage levels and jobs. Progress against the short-term economic development targets in the SOA is generally positive and gives no cause for concern. However, there are important information gaps which create an area of performance uncertainty we will be following up as part of the routine outcome-related annual audit work.
 - Lifelong learning: Angus has performed consistently well in relation to lifelong learning,
 although recent attainment figures when compared to comparator authorities present a more
 mixed picture. Good progress is reported in learning for young people and adults. Enrolments
 at Angus College have increased and more school leavers are going into employment,
 education or training; the number of school leavers going on to further education is notably
 above the Scottish average. We have assigned a low scrutiny risk to this strategic area. Our
 scrutiny response is that the HMIE District Inspector will continue to monitor attainment as part
 of ongoing liaison with the Education Department which will include any issues arising from
 inspection findings.
 - Healthy, safe and caring communities: health improvement: there is good evidence of progress across health targets, including tackling health inequalities for children. More people are using leisure and outdoor facilities, with encouraging progress reported in young people being active. More people were assessed as homeless in 2008/09 compared with the previous two years, and although this does not prompt any significant scrutiny risk, it will feature as part of SHR's self-assessment work with the council in year 1. Overall, this is an area of low risk, although where prompted by national scrutiny priorities there will be targeted scrutiny work by HMIE and SWIA which is set out in the service section below.
 - Healthy, safe and caring communities: community safety: there has been some good progress
 in tackling crime, fire safety and road safety in Angus, with a relatively positive recent Best

Value Audit and Inspection of Tayside Police and Joint Board, published in November 2009. There have been marked improvements in public perception of crime since 2007. This represents a low scrutiny risk and therefore we will not be undertaking any specific scrutiny activity in this area.

• Environment and quality of life: there is limited performance information available in relation to this strategy area. However, the available information does not prompt any significant scrutiny risk, with generally positive residents' perceptions about the quality of life in the area and the performance of Environmental Services. In addition, the council and its partners have put in place some good partnership working arrangements to better progress objectives such as carbon emissions. As a result of the low scrutiny risk we do not plan to do any scrutiny activity in this outcome area beyond monitoring progress against outcomes through the local area network.

Services

Angus Council provides generally good services which historically have performed well compared to other Scottish councils, although there is some evidence of a levelling off of this performance in recent years. Inspections of the key services of education and social work have been consistently positive. Performance across other services, whilst generally positive, displays some pockets of inconsistency and deterioration. Whilst there are no significant scrutiny risks in this area we will be undertaking some targeted service-based scrutiny activity in areas of mixed service performance.

- 28. Historically, Angus Council's services have performed broadly well. Recent education and social work inspections have led to largely positive performance assessments, although there are areas for improvement such as those relating to educational attainment. Beyond these inspected services, the amount of good quality performance information to help judge how well the council's services are performing is limited largely to statutory performance indicators (SPIs). In the absence of such information, it is difficult for the council to demonstrate that its services are improving consistently.
- 29. The council's overall performance as indicated by SPIs over a number of years is one of historically high performing services which saw a significant decline between 2000 and 2003 and have shown broadly static performance since the last Best Value audit in 2004. SPIs also indicate some areas of mixed performance, and some evidence of deterioration, such as aspects of housing and of services for the homeless, and the level of complaints about refuse collection.
- 30. There are, however, no significant areas of risk in relation to service performance. Scrutiny partners are keen on strengthening our understanding of how the council is improving its performance. We will therefore monitor the progress the council makes in producing more meaningful performance information as part of the development of its approach to improving performance management (as set out in the improvement plan to be put in place following the BV2 pathfinder audit).
- 31. A summary of the performance of service departments is set out below.

Education

- 32. The Education department has a consistently good performance record. A 2007 HMIE inspection of the education function of the council reported performance, particularly as shown in attainment outcomes, as consistently good but with room for improvement. This room for improvement was underlined by the latest SOA which reports that attainment levels fell slightly in 2007/08 and that the council's performance against comparator councils is mixed.
- 33. We have assigned a low scrutiny risk to this strategic area. Our scrutiny response is that the HMIE District Inspector will continue to monitor attainment as part of ongoing liaison with the Education Department which will include any issues arising from inspection findings.

Infrastructure Services

34. Infrastructure Services department is wide in the functions it covers. Performance across the service is generally good but with some mixed aspects. Available performance information indicates that the services in relation to roads, planning and building control generally perform well. Environmental and Consumer Protection Services also perform well, albeit with some indicators of mixed performance, such as those relating to aspects of trading standards. Performance information for the Economic Development Service is very limited in quality, but progress of the council and its partners against the economy theme do not prompt any significant concerns. As a result of the low scrutiny risk we do not plan to do any scrutiny activity in this area.

Neighbourhood Services

- 35. The Neighbourhood Services department consists of two elements: Community Services and Housing. Community Services has a generally positive picture, but with aspects of mixed performance. Generally the council's Leisure Services are seeing increased usage, although this fluctuates for swimming pools. Libraries have mixed performance, with more people visiting them but fewer books being borrowed. In relation to waste management, the council has made good progress against its recycling and waste management targets, but this is against increasing complaints about the refuse collection service, albeit costing less than the national average. As a result of the low scrutiny risk we do not plan to do any scrutiny activity in this area.
- 36. Information on performance of the council's Housing Service is largely limited to SPIs, and these demonstrate mixed performance, with for example arrears management showing deterioration or limited improvement, and council house repairs performing consistently well against national averages. This does not however prompt any high risks in relation to the performance of the service. There has been much progress recently to put in place more robust business processes in the service, including piloting the AIM self-evaluation model. Consequently, SHR proposes to work with the council in a targeted piece of work to look at its approach to self-evaluation of the Housing Service. It is proposed that this be done in year 1 of this plan.

Social work and health

- 37. For some time there has been a positive picture across social care services, and this continues. In its initial scrutiny level assessment (ISLA) inspection in 2009, which took place at the same time as the BV2 pathfinder audit, SWIA gave Angus Council an assessment of level one which indicates low risk, good performance and good improvement work. Similarly, a joint inspection during 2008/09 of services to protect children found that these services were improving well. The inspection of Criminal Justice Social Work Services in 2005 gave a largely positive assessment of the council's contribution to the Tayside criminal justice partnership. There is also relatively high user satisfaction with Social Care Services. HMIE will be meeting Angus Council at the end of March 2010 to support the strengthening of continuous improvement capacity by assisting in the planning of self-evaluation activity in relation to integrated Children's Services.
- 38. We have assigned a low audit risk to this service, although we propose to undertake three specific pieces of work in areas identified as scrutiny risks in SWIA's 2009 initial scrutiny level assessment (ISLA) namely:
 - Forward planning and partnership working: this is to be taken forward with two pieces of work in year 2. Firstly, SWIA will undertake a piece of work on partnership working between the department and the NHS. Secondly, SWIA and SHR will collaborate in looking at forward planning between social work and housing. The scope and timing of this work will depend on a preceding piece of work led by SHR looking at self-evaluation in the Housing Service.
 - Quality of performance management information: to be considered in a piece of supported selfevaluation between SWIA and one of the council's Community Care Services in year 1; and in work in year 2 reviewing progress with performance management in the Health and Social Care department.
 - As there is also evidence of deteriorating performance linked to some aspects of support for looked after children, particularly focused around exclusions, this will be the subject of ongoing engagement and support and challenge from HMIE in year 1 in relation to vulnerable young people. It will also be the subject of joint work in year 2 between SWIA and HMIE, to be linked to the nationally-driven cycle 2 child protection inspection.

5. Corporate assessment

Angus Council's has a good track record in managing resources and its recent improvements in corporate processes to support continuous improvement will help moderate the risks associated with the increasingly challenging financial context facing the council. However, there are some important underlying corporate scrutiny risks. These relate in particular to the political governance and leadership of the council and its underdeveloped approach to performance management and community engagement. We will follow up progress against the specific governance and improvement risks identified in its recent BV2 Pathfinder audit through the annual audit process.

Corporate assessment

- 39. A short summary of the corporate assessment is set out below. Further detail is contained within Appendix 3.
- 40. Our overall assessment of the council's corporate processes (eg service planning, financial management, asset management, people management) is largely positive with the exception of three important scrutiny risks which were identified in the council's recent BV2 pathfinder audit. Firstly, the council's approach to performance management is underdeveloped, and this has adversely impacted on the level of assurance we are able to offer about service performance and progress towards local strategic outcomes. It has also limited the council's ability to demonstrate that it is achieving continuous improvement. Secondly, political and community leadership has been compromised by poor relations between political groupings and weaknesses in the council's approach to scrutiny. Thirdly, there is scope to improve the council's approach to community engagement.
- 41. The council had a Best Value Audit in 2004, which found that the council generally provides good services to the community and administers its affairs in a business-like manner. The report set out a range of areas which the council should improve upon, based around the need to increase its pace of change. The council was chosen as a Best Value pathfinder audit in 2009, and the draft report has found that, while the council has a clear sense of direction and manages its finances and other resources well, its pace of change could be quicker, as slow progress has been made in improving corporate processes to deliver Best Value since that first Best Value audit.
- 42. This slow pace of change has been particularly apparent in the council's progress in developing its approach to performance management. The council lacks good quality performance information, and this has made it difficult for the council to demonstrate continuous improvement in its services. The council's progress in addressing this important scrutiny risk will be assessed through the annual audit process, supplemented by a specific piece of work led by SWIA on the review of progress of developing a performance management system in Social Work and Health department highlighted through SWIA's ISLA process.
- 43. Another area of scrutiny concern is community engagement. While the council and its partners consult frequently and widely with local communities, the role of communities in community planning, and of systematic and strategic involvement of communities in decision-making, is not clear. The council has

- recently put in place a structure to help develop its approach to local community planning. We will monitor progress of this initiative through annual audit work and any related service inspection activity.
- 44. The improvements needed in these areas will be reflected in the council's improvement plan arising from the BV2 pathfinder audit. Progress against these scrutiny risk areas will therefore be closely monitored through the annual audit process which will include an annual review of progress against the Best Value improvement plan.

Appendix 1: assessment: local outcomes

Outcomes	Risk Assessment	Evidence/Rationale	What we plan to do
The Economy Linked to ACPP 'priority outcome areas': new business growth; and sustainability	Area of uncertainty Generally positive story with many key positive economic indicators, caveated with some challenges in progress in some other indicators. Despite generally positive messages, overall assessment is AMBER as our level of assurance is limited by the lack of availability of good quality outcome information.	 During BV2 pathfinder audit, robust indicators showing long term trends were difficult to find, despite an Economic Strategy being in place. Generally positive story in BV2 pathfinder audit report. Many key economic indicators compare relatively well with other areas in Scotland: qualifications, median wages, unemployment, small business growth. But with some challenges: median wage levels; the ratio of total jobs to working age population; number of people on unemployment-related benefits and incapacity benefits; number of children living in households dependent on out-of-work benefits. 	•The local area network will retain an overview of the council's progress towards its seven strategic outcome objectives through its ongoing engagement with the council. A formal review of local outcomes will take place as part of the annual scrutiny risk assessment refresh process.
Lifelong Learning Linked to ACPP 'priority outcome area': young people	No significant scrutiny risks identified Generally positive story, with relatively good levels of academic qualifications (albeit with some challenges in improving these good levels against comparators) and positive recent inspection work. No significant risks.	 Generally positive story in BV2 pathfinder audit report. Good progress in learning for young people and adults; all SOA targets were met or exceeded in 2008/09. Levels of academic qualifications amongst the Angus population continue to be above average although performance against comparable council areas, as defined by HMIE, is more mixed (for more detail see service assessment). BV2 audit report notes two generally positive recent HMIE inspections of the learning communities surrounding Arbroath Academy in 2008, Forfar Academy in 2009 and Arbroath High in Jan 2010. 	
Healthy, caring and safe communities: Health improvement	No significant scrutiny risks identified Generally positive story against key health targets, but with some challenges, for example in relation to smoking. GREEN – but scope for gathering better quality evidence of long term trends.	Generally positive story in BV2 pathfinder audit report with reasonable quality evidence. Progress across health targets: improved life expectancy for men and women at birth and age 65 reduced low birth weight births per 1,000 births reduction in 2008 in the number of obese under 12-year-olds.	

Outcomes	Risk Assessment	Evidence/Rationale	What we plan to do
		 more people are using leisure and outdoor facilities, with encouraging progress reported in young people being active. But with challenges: levels of smoking among adults unchanged levels of smoking in pregnant women have decreased slightly. More people were assessed as homeless in 2008/09 compared with the previous two years. 	
Healthy, caring	No significant scrutiny risks identified		
and safe communities: Community safety	Generally positive story, with good progress in tackling crime and good progress in public perception of crime.	 Generally positive story in BV2 pathfinder audit report with relatively good quality evidence. Good progress in tackling crime, fire safety and road safety in Angus. The recent Best Value Audit and Inspection of Tayside Police and Joint Board, published in November 2009, reports that Tayside Police has a strong record of working with partners and that crime has reduced. There have been decreases in recorded motor vehicle crime, racist crime, vandalism, and the overall recorded crime rate. 2009 community safety survey shows that public perceptions of crime have improved markedly since 2007. 	
Healthy, caring	No significant scrutiny risks identified		
and safe communities: Drugs and alcohol Linked to ACPP 'priority outcome area': alcohol	Generally positive story, with some evidence of progress in the priority area of alcohol. GREEN, but noting the disappointing lack of quality outcome information, especially given that this is one of the priorities of ACPP.	 BV2 report notes a fall in the number of alcohol-related acute hospital admissions (although with a slight rise for young people). 2009 community safety survey shows that fewer people are worried about fire-raising and youth crime, about people drinking or using drugs, and about vandalism. 	
Healthy, caring	No significant scrutiny risks identified	DVQ report votes that advectional achievement of locked	
and safe communities: Children's services Linked to ACPP 'priority outcome area': young	Evidence of a positive story, linked to relatively good attainment figures. GREEN, but noting the disappointing lack of quality outcome information, especially given that this is one of the priorities of ACPP.	BV2 report notes that educational achievement of looked after children has improved significantly over four years and is above the Scottish average.	

Outcomes	Risk Assessment	Evidence/Rationale	What we plan to do
people			
The environment Linked to ACPP 'priority outcome area': sustainability	Area of uncertainty Evidence of a positive story with some evidence of improving public perceptions, and progress with recycling and reducing landfill. Despite generally positive messages, overall assessment is AMBER as our level of assurance is limited by the lack of availability of good quality outcome information.	Generally positive story in BV2 report. 2009 community safety survey showed good perceptions of residents about environment; recent years have seen more waste being recycled and less going to landfill; cleanliness index for Angus has also shown a general upward direction, albeit with a slight deterioration in the past year.	

Appendix 2: Assessment: Service Performance

Service Area	Risk Assessment	Evidence/Rationale	What we plan to do
Chief Exec's	No summary grading proposed, as this is picked up under corporate assessment areas.	•BV2 report identified that significant improvements were needed in the council's performance management arrangements and that whilst the council generally manages its employees well there was scope for further improvement in some aspects of people management (see 'corporate assessment areas' below), both of which are responsibility of Chief Exec's department.	
Corporate Services	No summary grading proposed, as this is picked up under corporate assessment areas.	 IT: BV2 report gives cautious assessment of council's ICT management (see 'corporate assessment areas' below). Finance: BV2 report gives generally positive assessment of council's financial arrangements (see 'corporate assessment areas' below). Law & Administration: nothing of strategic significance covered in BV2 report or arising from annual audit work. Property Services: BV2 report gives generally positive assessment of council's financial arrangements (see 'corporate assessment areas' below). 	
Education (including Community,	No significant scrutiny risks identified	BV2 pathfinder report gives generally positive assessment of service performance, but refers particularly to challenges in relation to attainment, eg across the council, there is	Vulnerable young people: ongoing engagement and support and challenge

Service Area	Risk Assessment	Evidence/Rationale	What we plan to do
learning and development (CLD)))	Generally positive story with historically good performance by the service backed up by positive inspection work. But with some caveats in relation to progress towards attainment outcomes. GREEN, but noting scope for improvement in attainment.	much room for pupils' improvement in SQA testing). 2007 HMIE inspection of the education function reported performance, particularly as shown in attainment outcomes, as generally and consistently good but with room for improvement. Inspections of education establishments over the past three years indicate a consistently good level of performance. In follow-through inspections, establishments had made appropriate progress on all of the main points for action. • Attainment: historically good, but BV2 report notes that SOA reports that attainment levels fell slightly in 2007/08 and that the council's performance against comparator councils is mixed. In 2009, while in a majority of attainment measures, Angus performance equalled or exceeded national averages, the council's performance was below comparator averages in a majority (11 out of 16) of attainment measures. It was only in S4 English at level 3 that the council performed better than both the average of its comparator councils and the national average. •The educational achievement of looked after children has improved significantly over four years and is above the Scottish average. There is evidence of deteriorating performance linked to some aspects of support for looked after children, particularly focused around exclusions. •All recent inspections of CLD have been positive. •2009 HMIE inspection of education psychology services gave positive assessment: 17 of 19 quality indicators assessed as 'good' or 'very good'. However, the impact on the wider community was assessed only as 'satisfactory' and stakeholder engagement was assessed as 'weak'. •2009 Learning disabilities inspection: lack of good data but is likely to be generally positive with some challenges in relation to, for example, looked after children.	from HMIE in Year 1 (mainly at establishment level) •Targeted work re exclusions of looked after children: SWIA & HMIE (Year 2) to be linked to the planned nationally-driven cycle 2 child protection inspection
Infrastructure	Area or uncertainty		

Service Area	Risk Assessment		Evidence/Rationale	What we plan to do
Services	Evidence of mixed, but generally positive, story: evidence of good performance in Planning and Building Control and Roads, but some evidence of more mixed and challenging performances in Environmental & Consumer Protection. Despite some positive assessments, and no obvious major concerns arising in BV2 audit, overall AMBER, given lack of good quality performance information.		 Economic Development: despite generally positive picture in outcomes (see above), disappointing lack of information on the value for money of this service. Environmental & consumer protection (Planning and building control): BV2 pathfinder report gives positive assessment of services: improved performance shown by 2009 customer information, SPIs and the 2008 Scottish Government verification audit of building control. Environmental & consumer protection (other services): BV2 pathfinder report found mixed performance in SPIs (improving and deteriorating) across services. Planning & transport / roads: BV2 pathfinder report gives positive assessment: despite poor 2007 SHS satisfaction figures, SCOTS road conditions survey indicates good performance, currently being third best performer in a group of eight comparator councils since 2005. 	Link with performance management work (see corporate assessment areas)
Neighbourhood Services	Mixed story: encouraging perceptions across most marks about the perform refuse collection. AMBER for Housing give performance information GREEN for other service major review and likely management and refuse	transfer services, but question nance of housing and tren lack of good quality nand cautious finding. es, although noting change in waste	Council has recently given Audit Scotland some positive 2009 citizen survey results on service satisfaction thus: Libraries 97% Sports & leisure facilities 93% Parks & open spaces 89% Comm centres & facilities 97% Refuse collection 80% (2007 SHS – below average) Street cleaning 82% Refuse collection: BV2 audit notes increasing complaints but with consistently less cost than national average. Wide ranging and ambitious service review of waste management has just reported. Cultural and leisure services: BV2 audit gives positive assessment, but with mixed SPI performance for leisure facility and library usage numbers. Housing: SPIs demonstrate mixed performance. For the past four years, arrears management performance – including the amount owed and the amount collected - has either deteriorated or showed limited improvement and performance and is below Scottish average. Various SPIs relating to void management have been mixed, although	Housing: SHR work on self-assessment and performance(Year 1)

Service Area	Risk Assessment	Evidence/Rationale	What we plan to do
		the council has consistently performed well against national averages for council house repairs.	
Social Work &	No significant scrutiny risks identified		
Health	Generally positive story; historically well performing services backed up by good customer perception figures and good inspection.	 BV2 pathfinder report gives positive assessment: For some time there has been a positive picture across social care services, and this continues (see ISLA and child protection inspection below). The inspection of criminal justice social work services in 2005 gave a positive assessment of the council's contribution to the Tayside criminal justice partnership. Good customer satisfaction: most recently, positive 2009 citizen survey results on service satisfaction thus: Social care & social work 90%. 2009 ISLA grades council as level one which indicates low risk, good performance and good improvement work. with positive picture in relation to positive outcomes for service users and carers across the care groups but with further improvements needed – and scrutiny proposed - in relation to: forward planning and partnership working quality of performance management information deteriorating performance around some issues concerning looked after children, particularly focused around exclusions. Child protection: full follow through inspection: October 2008, reported in February 2009: found that these services had positive outcomes for service users and carers across the care groups improving well. Found good progress in two areas and very good progress in the other two. Key messages: Angus Executive Group for Child Protection and the Angus CPC had taken very effective action to implement the main points for action arising from the full inspection. As a result, HMIE agreed to make no further visits in relation to the inspection report. 	Care Commission: ministerially-directed inspection of fostering and adoption services (Year 1) HMIE: Child Protection cycle 2 inspection (Year 1) SWIA: Review of the progress of performance management system — year 2, first quarter (provisional) SWIA: forward planning and joint working between Social Work and Housing. (Year 2. Scope and timing of this dependent upon outputs from SHR work in Year 1 above).

Service Area	Risk Assessment	Evidence/Rationale	What we plan to do
		 Care Commission Inspection of Care Home services for older people evidence good and above average performances. 	

Appendix 3: Assessment: Corporate Characteristics

Outcomes	Risk Assessment	Evidence/Rationale	What we plan to do
Vision and strate			
Vision and strategic direction	Area of improvement identified in BV2 audit. While generally positive about direction (hence GREEN), some concern focuses around the need for a clearer articulation of the improvement agenda and direction, and the relative newness of many BV elements.	 BV2 audit finds that council 'needs to improve more quickly' and has 'fair prospects for improvement'. BV2 report found that while much of the infrastructure to support Best Value is now in place, important aspects have only recently been introduced. BV2 report found that while leadership of community planning is good and progress is being made towards strategic outcomes a clearer articulation of the long-term improvement ambitions for the area is needed. Positive assessment of Social Work vision (SWIA). Positive assessment of vision and its profile within Education (HMIE). 	Monitor of BV improvement plan, led by external audit team.
Leadership and culture	Significant concerns Area of significant improvement identified in BV2 audit. While generally positive about officer leadership, concerns focus on elected member leadership being compromised by poor political relations and ineffective scrutiny (and thus RED).	 BV2 report found that poor political relationships and an ineffective approach to scrutiny and challenge compromise elected members in leading and being part of improvement. BV2 report found that the Chief Executive and the Chief Officers Management Team (COMT) are well regarded by elected members and partners. Positive assessment of Social Work leadership & culture (SWIA). Positive assessment of long-standing and stable SMT in Education, albeit recently changed with a new head of service. Positive assessment of CLD leadership. (HMIE). 	Monitor of BV improvement plan, led by external audit team.
Planning and resource alignment	No significant scrutiny risks identified Generally positive story, with BV2 audit finding sound planning processes in place. But this assessment is affected by our concerns about the robustness of corporate and community plans.	•BV2 report gave a generally positive assessment, noting that in 2008 the council further strengthened its service planning process by further integrating service planning and budgeting processes, although noting that the community plan, Single Outcome Agreement (SOA) and	

Outcomes	Risk Assessment	Evidence/Rationale	What we plan to do
	GREEN , although noting BV2 audit improvements in relation to community planning and partnership working.	Corporate Plan all have limitations as drivers for improvement. •Social Work: Planning and service modernisation recently undertaken but not all complete as yet (SWIA).	

Outcomes	Risk Assessment	Evidence/Rationale	What we plan to do
Partnership work	ing and community leadership		
Partnership working and community leadership	No significant scrutiny risks identified Generally positive story, but a number of areas of improvement identified for the council and its partners in relation to their vision and to local community planning. There is limited evidence to date of large-scale strategic partnering with other councils to deliver improved outcomes and better VFM. GREEN – area of improvement identified in BV2 audit, but not a critical risk, and one which partners have already identified.	 BV2 report found that while leadership of community planning is good and progress is being made towards strategic outcomes a clearer articulation of the long-term improvement ambitions for the area is needed. BV2 report also found that the council and its partners could do more to engage communities in community planning (through 'local community planning'). Positive assessment of Social Work community planning: good partnership working with Education & NHS (SWIA) Draft 2009 ISLA grades council as amber in relation to 'effective partnership working' noting that while strategies all present a positive picture of partnership, the evidence to show the impact of these was light and required further exploration (SWIA). INEA, pre-school, schools inspection, CLD inspection, child protection inspections: Positive assessment of effective partnership working in Education (HMIE). Good joint working examples: Environmental and Consumer Protection in private and voluntary children's day care services and private care homes for older people; Education - preschool services Social Work - Review Teams for Older people and liaison re future developments (CC). 	Monitor of BV improvement plan, led by external audit team SWIA: joint working between Social Work and NHS.

Outcomes	Risk Assessment	Evidence/Rationale	What we plan to do
Outcomes Community engagement	Area of concern. There is much engagement activity undertaken by the council, but it is difficult to judge the strategic effectiveness and impact of this. AMBER – area of improvement identified in BV2 audit, but level of criticality depends on council's response to report.	 BV2 report found that while the council provides generally good services which are well regarded by local people it does not do enough to engage strategically with local people and to understand and act upon the views of customers. CLD inspections found that overall, active and effective community groups operating. However, young people and minority ethnic groups are under-represented on these groups. There is also a lack of clarity on the role and function of the Local Area Partnerships (LAPs). Within CLD and community engagement, need to continue to develop more systematic and rigorous approach to needs assessment. This has been improving (HMIE). Inspection findings positive in terms of education service engaging with communities at local level (HMIE). Within CLD, Education Service is addressing the need to 	Monitor of BV improvement plan, led by external audit team.
Governance and accountability	accountability Significant concerns RED – area of significant improvement identified	deliver a more even commitment to resources to capacity building across Angus (HMIE). •Positive assessment of Social Work: stakeholder views and representation; use of voluntary sector. (SWIA). •BV2 report found that poor political relationships and an ineffective approach to scrutiny and challenge compromise	•Monitor of BV
-	in BV2 audit, particularly relating to poor political relationships and an ineffective approach to scrutiny and challenge.	elected members in leading and being part of improvement. • Draft 2009 ISLA grades council as green with some areas for improvement in relation to 'effective governance / financial management' (SWIA).	improvement plan, led by external audit team.
Public Performance reporting	No significant scrutiny risks identified GREEN – comprehensive approach to PPR but, as is typical with many councils, with scope for more balance.	 BV2 report found that the council's PPR, although comprehensive in its current approach, is limited in sharing information with stakeholders on areas of improvement. Positive assessment of Social Work Annual Report (SWIA). Education Service's S&Q report gives clear overview of its work (HMIE). 	

Outcomes	Risk Assessment	Evidence/Rationale	What we plan to do
Customer focus and responsiveness	No significant scrutiny risks identified Good – albeit recent - progress with customer focus, but somewhat compromised with challenges in council's approach to wider community engagement. GREEN but linked to 'community engagement' issue (see above).	 BV2 report found that while the council provides generally good services which are well regarded by local people it does not do enough to engage strategically with local people and to understand and act upon the views of customers. BV2 report found that the council has made some good progress in this. Its 'ACCESS' programme is well developed. A recent survey of ACCESSLine customers found that 99 per cent rated the service as 'good' or 'very good' and in 2008/09 the number of enquiries dealt with at first point of contact increased by 21%. 	
Performance management	Area of uncertainty Area where the need for significant improvement was identified in BV2 audit, but plans are in place to deliver the required improvements, hence AMBER. At present the council lacks good performance information and does not yet use self-evaluation consistently or clearly (although some services are more effective at this than others). But council has milestones in place, progress against which can be monitored.	 BV2 report found that the council lacks good quality performance information. This makes it difficult for members, officers, the public and other stakeholders to have confidence that it knows which services are most in need of improvement. It also limits its ability to learn from its performance. BV2 report found that the council does not yet consistently or clearly use self-evaluation activities to help it to make sure all services are improving consistently. Social Work: limited us of performance and management information (SWIA). Draft 2009 ISLA grades council as amber (change is slow) in relation to 'effective self evaluation, including improvement planning and delivery' (SWIA). Within Education: clear designated organisational accountability, through to the corporate and service / business plans of individual partners. Also, overall, good arrangements in place in Education and in establishments, including CLD, for self-assessment using national performance indicators (HMIE). 	Monitor of BV improvement plan, led by external audit team.
Efficiency	No significant scrutiny risks identified		
	GREEN – Council has good record in this regard.	BV2 report found that generally, the council manages its resources well. It has consistently exceeded the notional annual targets set by the Scottish Government for finding	

Outcomes	Risk Assessment	Evidence/Rationale	What we plan to do
		efficiencies through a wide-ranging programme of efficiency reviews and corporate and service reviews. It has strong financial planning processes and procedures and firm and effective budgetary control. •No Social Work joint commissioning in place in 2006 (SWIA).	

Outcomes	Risk Assessment	Evidence/Rationale	What we plan to do
Competitivenes s & Improvement	No significant scrutiny risks identified Despite having a sound approach to review activity, the council needs to prioritise this better and link it more clearly to corporate direction. GREEN but identified as an area of improvement in BV2 audit.	BV2 report found that the council's wide range of review activities is not prioritised well or linked adequately with its corporate objectives. The absence of this prioritisation is made more critical given that the council has a record of taking longer than intended to complete such review work.	Monitor of BV improvement plan, led by external audit team.
Risk management	No significant scrutiny risks identified GREEN – good, albeit recent, progress at corporate level.	 BV2 audit found that the council has made recent progress in further developing its approach to risk management but noted that the approval of a revised strategy in March 2009 was well overdue. Draft 2009 ISLA grades council as green with some areas for improvement in relation to 'effective risk assessment and risk management for individual service users' (SWIA). Positive assessment of Social Work risk management systems and practice (SWIA). 	
Use of resources			
Financial management	No significant scrutiny risks identified GREEN – good record, with good systems and processes – in this regard.	BV2 audit reported positive assessment thus: the council has strong financial planning processes and procedures and firm and effective budgetary control. Draft 2009 ISLA grades council as green with some areas for improvement in relation to 'effective governance / financial management' (SWIA).	
Asset management	No significant scrutiny risks identified GREEN – good albeit recent progress corporately, but with some areas for improvement.	BV2 audit reported that the council's approach to asset management is sound but has room for improvement. New school programme going well. 7 new schools in total (6 primaries and one secondary). Plans also underway to build a new school - to open in Aug 2010. (HMIE). Social work: only at an early stage of development (SWIA).	Monitor of BV improvement plan, led by external audit team.

Outcomes	Risk Assessment	Evidence/Rationale	What we plan to do
Managing people	No significant scrutiny risks identified Generally good processes in place, and while 2009 staff survey shows a generally positive picture, it also throws up some challenges particularly about staff involvement in strategic improvement. It is an area of improvement identified in audit, but council's commitment to an action plan in this regard will help with gauging future progress, hence GREEN.	 BV2 report found that aspects of the council manages employees need to improve, including communications and staff performance appraisal and training. BV2 report found that the council has corporate IIP accreditation and has recently agreed a new People Strategy for improving its arrangements for managing and supporting its staff. A staff survey in June 2009 (the first since 2002) showed that in spite of considerable changes within the council, most staff are generally satisfied with working for it. Education: effective and varied CPD programme which supports local and national priorities. Headteachers positive about support and challenge from SMT (HMIE) Draft 2009 ISLA grades council as green with some limited areas for improvement in relation to 'management and support of staff' (SWIA). 	Monitor of BV improvement plan, led by external audit team.
Procurement	No significant scrutiny risks identified GREEN – good progress.	BV2 audit found that the council has made good progress on procurement. No Social Work joint commissioning in place in 2006 (SWIA).	
ICT	Area of uncertainty Some progress, but limited evidence about the role of ICT in the strategic improvement agenda. Area of improvement identified in audit, but council recognises scope for improvement (hence AMBER).	BV2 audit found that the council does not yet have a strategic approach to information management, but noting that an internal audit review of IT governance and strategy which reported in May 2009 highlighted a number of areas where improvements should be made. Education: Pre-school partner centres have been provided with computers. All schools have high capacity broadband. Replacement programme has provided all schools with new network facilities and PCs (HMIE) Broadband also been put into some community learning facilities.	Monitor of BV improvement plan, led by external audit team.

Outcomes	Risk Assessment	Evidence/Rationale	What we plan to do
Equalities			
Equalities	No significant scrutiny risks identified Good level and quality of service level equalities activity (hence GREEN), but some heightened risk associated with lack of clarity of corporate direction of equalities agenda.	 BV2 audit found a lot of good service-based equalities-related activities, but found that the council's corporate approach to equal opportunities is, however, limited in its scope and impact. Draft 2009 ISLA grades council as green with some areas for improvement in relation to 'policies, procedures and practices complying with equality and human rights legislation and services seeking to remove obstacles in society that exclude people', noting that consultation with people who use services appears to be regular but that evidence on hard to reach groups is less clear. (SWIA). Education: work underway to improve ASN provision for most challenging children who spend most of time off campus - at early stage of implementation. However, one very recent inspection of council's offsite provision for vulnerable young children was not positive (HMIE). Education: Inclusion is a major service priority supported through extensive training, provision of equipment and discussion. Inclusion a strong feature in inspection reports (HMIE). Across all sectors, HMIE report that overall, almost all children and young people with additional support needs are well supported (HMIE). 	Monitor of BV improvement plan, led by external audit team.
Sustainability			
Sustainability	No significant scrutiny risks identified	DVO and the found that the according to	
	GREEN – good progress with good direction at corporate and at community planning (partnership) level.	BV2 audit found that the council has a good record of working towards sustainability.	

Appendix 4: Summary of proposed scrutiny

2010-11 (Year 1)												
Scrutiny activity	Apr	May	June	July	Aug	Sept	Oct	Nov	Dec	Jan	Feb	Mar
Vulnerable young people: ongoing engagement and support and challenge from HMIE in Year 1												
Supported self evaluation with one of the community care services (SWIA)												
National inspection of fostering and adoption services (Care Commission)												
Child Protection (Cycle 2 inspection) (HMIE)												
Housing: self-evaluation (SHR)												
Best Value Improvement Plan: subject to annual external audit (Henderson Loggie)												

2011-12 (Year 2)					
Scrutiny activity	Scrutiny Partners				
Shared Risk Assessment/revised Assurance and Improvement Plan (including overview of progress towards strategic outcomes)	LAN				
Targeted work: exclusions of looked after children, and partnership working between Education and Social Work and Health	HMIE / SWIA				
Performance management in Social Work and Health	SWIA				
Forward planning and joint working between Social Work and Health (scope and timing of this work dependent upon outputs from SHR work in Year 1 above).	SWIA				
Best Value Improvement Plan: subject to annual external audit	External audit				

2012-13 (Year 3)						
Scrutiny activity	Scrutiny Partners					
Shared Risk Assessment / revised Assurance and Improvement Plan (including overview of progress towards strategic outcomes)	LAN					
Best Value Improvement Plan: subject to annual external audit	External audit					