

Glasgow City Council

Assurance and Improvement Plan Update

2012–15

Introduction

1. The first Assurance and Improvement Plan (AIP) for Glasgow City Council was published in July 2010. That document set out the planned scrutiny activity for the council for the period April 2010 to March 2013 based on a shared risk assessment undertaken by a local area network (LAN) made up of representatives of all of the main local government audit and inspection agencies.
2. The aim of the shared risk assessment process was to focus scrutiny activity where it is most needed and to determine the most proportionate scrutiny response over a three year period. The AIP gave an overview of the information that informed the risk assessment and showed how this links to the proposed scrutiny response.
3. The local area network met again in November 2010 to update the AIP for the period 2011-14. The AIP Update was published in May 2011.
4. This report is the result of the shared risk assessment which began in November 2011. The update process drew on evidence from a number of sources, including:
 - The annual report to the Controller of Audit and elected members for 2010/11.
 - The council's own performance data and self-evaluation evidence.
 - Evidence gathered from Education Scotland, the Care Inspectorate and the Scottish Housing Regulator (SHR) (including published inspection reports and other supporting evidence).
5. The outcomes of that exercise are contained in this short report which summarises changes to risk assessments and proposed scrutiny responses. Appendix 1 to this report sets out a timetable for proposed audit and inspection activity between April 2012 and March 2015 which reflects the revised and updated scrutiny risk assessment.

Summary

6. The updated shared risk assessment completed by the LAN has not identified any additional scrutiny activity of the council. There have been a large number of very positive developments within education services inspection reports and other available data have overall shown improving trends in performance

across all areas of activity. There continues, however, to be a number of areas of uncertainty identified by the LAN. In service areas this includes: directly provided services such as care homes and day centres within social work, homelessness and aspects of development and regeneration and land and environmental services. A number of these services have been subject to a period of change and while management are progressing positive developments and are planning ahead to manage the risks associated with future funding cuts and pressures on services, the impact of these actions is not yet clear. These areas will therefore be kept under review by the LAN.

7. Overall the council has strong corporate processes and apart from a very few exceptions, the LAN continues to give these areas a green classification ie no significant concerns.

National risk priorities

8. A number of core national risk priorities will be applied to all 32 councils. These are:
 - **The protection and welfare of vulnerable people (children and adults) including access to opportunities:** The LAN has not identified any significant scrutiny risks for the council for this national risk priority. However the assessment continues to be an area of uncertainty (Amber) and will be kept under review by members of the LAN. The factors influencing this assessment include:
 - The planning and governance arrangements set up under the Glasgow Community Health Partnership are still very new and as such it is too early to assess their effectiveness.
 - The council's homelessness service has recently been re-structured and operational arrangements are in the process of 'bedding in' with little evidence, as yet, of improved outcomes for service users.
 - The impact of staff reductions on the provision of services is as yet unknown.
 - The planned changes to the welfare benefits system. The council has been proactive in planning ahead for the impact of the proposed changes to be brought about by welfare reform. The planned changes to the welfare benefits system could have a significant impact on the council's revenues, housing and council tax benefits and other services. While actions are being developed by the council in response to the proposed reforms there remain aspects of the planned changes which are as yet unknown. As such the LAN consider this to be an area of uncertainty and the positive steps taken so far by the council to prepare for the results of the welfare reforms will be kept under review.
 - **Assuring public money is being used properly:** The LAN has not identified any significant scrutiny risks for the council in assuring the proper use of public money (Green). The council is continuing to progress its Best Value Improvement Plan and has well established processes in

place for monitoring performance against council objectives and financial plans. All 18 improvement actions, apart from one, are either complete or on schedule. The one action experiencing some slippage, for which a revised target date of April 2012 has been set, relates to the implementation of the EFQM self assessment programme across the council. Audit Scotland will continue to monitor progress as part of the 2011/12 annual audit. As highlighted in last year's AIP, due to the extensive service reform that is taking place within the council and the changes to the arrangements for joint working with the NHS, a Best Value audit of the council has been included in the scrutiny plan for 2013/14.

- **How councils are responding to the challenging financial environment:** The council is facing significant financial pressures and is planning ahead to secure the required levels of budget savings. An extensive programme of service reform is in place within the council, the progress and impact of which is being closely managed and regularly reported to members. Following the announcement of the Local Government finance settlement for 2012-15, the council currently predicts a total spending gap of £42.9 million for 2012/13. The council had previously approved savings for 2012/13 totalling £34.9 million, leaving £8 million yet to be identified. As the council is planning ahead for the cuts in future funding and operates effective financial management processes, the LAN has concluded that there are no significant scrutiny risks (Green) for this area. However as is the case across the public sector, there is uncertainty over the impact of the financial climate on the provision of services and the council's future financial position (Amber) and as such these issues will be kept under review by the LAN members.

9. The LAN is committed to maintaining its engagement with the council between now and the next SRA/AIP refresh so that we can monitor an overview of how the council is managing its response to the significant financial challenges that it and all other Scottish public bodies face.

Areas of unchanged scrutiny risk assessments

10. This update focuses predominately on those areas assessed as being uncertain or having significant risk. However, in the interest of providing a broader view of the council's overall risk assessment, it is important to highlight those areas that were previously assessed as having no significant risks which, based on additional evidence in the current year, continue to be so.

Area	R/A/G	2011/12 Update
Service Areas		
Education	Green	There have been a large number of very positive developments as evidenced by inspection reports and other available data. In addition there have been notable improvements in all areas of performance, including improvements in the quality of school self evaluations, increasing attainment levels and decreasing numbers of exclusions.
Social Work : Field Work Services	Green	The council has made significant effort in addressing the areas for improvement identified in the June 2011 Care Inspectorate report. A recent review of the action plan indicated significant progress in a number of areas. Added to this, the council has also made progress in relation to self-evaluation - both in terms of positive response to the Association of Directors of Social Work /SWIA high risk offender self-evaluation last year, along with the establishment of a three-year programme of self-evaluation of social work services, based upon the SWIA guide to self-evaluation.
Directly Provided Services - Care Homes and Day Centres	Amber	<p>In 2010/11, 27.3% of council Care Homes had 'requirements' placed on them by the Care Commission. In 2011/12, 27.3% of council Care Homes inspected by the Care Inspectorate have had requirements placed on them. This year's figures are to the 31 October 2011 therefore with 5 months of the inspection year remaining Glasgow will have had a rise in the number of requirements placed on care home services. This is higher than other local authorities in Scotland.</p> <p>Glasgow has presented to the Care Inspectorate their plans for 5 new care homes and day care centres for older people. The plans have been agreed and building has commenced. To date Glasgow advise that only one site for one care home is still under discussion. The Care Inspectorate views the development of new environments for care homes and day care services as a positive move as current provision in terms of buildings and design do not meet service users' needs. Many requirements given to council care homes relate to poor environments for service users.</p> <p>In 2010/11, 23.3% of council Support Services (Day Centres and Care @ Home) had 'requirements' placed on them by the Care Commission. This is a rise from 20% in the previous year. To 31 October 2011 26.7% of council support services inspected by the Care Inspectorate have received 'requirements'. This is a rise in the total number for last year and given there are 5 months of the inspection year remaining, this figure is expected to rise. This is higher than other local authorities in Scotland.</p> <p>LAN response: there will be more frequent inspections of those</p>

Area	R/A/G	2011/12 Update
		establishments with higher numbers of 'requirements'.
Social Work – Homelessness	Amber	<p>There are aspects of performance within the Homelessness service which need to improve. Recent sample survey work by the Scottish Housing Regulator has shown evidence of mixed outcomes for service users. However there is a good level of self awareness and some positive steps have recently been taken by management to determine the extent of the areas of weakness and secure the necessary improvements. However this remains amber as investigative work and planned action on outcomes for service users is not yet known.</p> <p>LAN response: routine monitoring and liaison by the Scottish Housing Regulator and planned engagement with the council's Homelessness service to provide support during its self assessment of casework.</p>
Development and Regeneration Services	Amber	<p>While the service reports against targets are positive and show a good level of progress there remain a number of key council objectives against which performance is poor and not improving, in particular performance against targets set for energy consumption and carbon emissions. The service completed an EFQM self assessment in January 2012.</p> <p>LAN response: ongoing monitoring as part of the annual audit process.</p>
Land and Environmental Services	Amber	<p>The council has introduced initiatives to address areas where targets are not being met. These include securing improvements to rates of recycling and the volume of waste diverted from landfill. Council expects performance to improve once the full impact of current initiatives is achieved. A residual waste treatment contract has recently been awarded to a private contractor.</p> <p>LAN response: progress will be monitored as part of the annual audit process.</p>
Financial Services	Green	Council's progress reports continue to show high levels of performance against targets.
Chief Executive's Office	Green	Council's progress reports continue to show high levels of performance against targets.
Outcome Areas (to be achieved in partnership with Community Planning Partners)		
Healthy (improving health and wellbeing)	Amber	<p>Progress against the Healthy theme is overall mixed and many of the indicators are long-term. There are a number of health related measures rated as red in the Single Outcome, including drinking rates, deaths per 100,000 population from coronary heart disease and pregnancies in under 16 year olds. Clear actions have been identified to support improvements in these areas along with clear performance monitoring arrangements.</p> <p>LAN response: ongoing review and monitoring.</p>
Working (building a	Amber	Performance remains a mixed picture which depends heavily on

Area	R/A/G	2011/12 Update
prosperous city)		the national recovery from the recession. The changes to welfare reform are likely to have an impact on the council's approach to employability and worklessness and service provision. The council is currently closely reviewing the likely impact of the proposed changes to the welfare benefits system. LAN response: ongoing review and monitoring.
Vibrancy (making Glasgow a cleaner, safer city)	Green	Although there have been some areas of falling performance, evidence overall suggests an unchanged risk assessment.
Learning (increasing access to lifelong learning)	Green	Continues to be an area of improving performance. Evidence shows improved performance levels in such areas as increasing attainment, post school positive destinations, provision of adult training places and apprenticeships.
Safe (making Glasgow a cleaner safer city)	Amber	This is again a mixed picture of performance. The council has revised the performance indicators under this theme to ensure the use of more robust data to monitor progress and enable national comparison. LAN response: ongoing review and monitoring.
Efficiency and effectiveness (improving the efficiency and effectiveness of services)	Green	Progress against the council's service reform programme continued to be closely monitored and regularly reported to members with identified savings targets being mostly achieved.
Corporate Assessment Areas		
Vision and Strategic Direction	Green	Continues to be an area of good performance with no significant concern.
Leadership and Culture	Green	Continues to be an area of good performance with no significant concerns.
Partnership Working and Community Leadership Glasgow Community Health Partnership	Green Amber	There is continued evidence of either effective or improved partnership working across council services and the Community Planning Partnership. The Glasgow City Community Health Partnership came into being in November 2010. The governance and planning arrangements with the Glasgow Community Health Partnership are so new that it is not possible to assess their effectiveness and as such is regarded by the LAN as having an amber assessment. LAN response: this will be kept under review as part of the annual audit process.
Community Engagement	Green	The council continues to actively engage with stakeholders and has demonstrated the impact this has had on council decision making within local communities.
Governance and Accountability	Green	The council maintains extensive and well defined scrutiny and corporate governance structures.
Performance	Green	There are well established structures in place for assessing and

Area	R/A/G	2011/12 Update
management		reporting performance against strategic plans and targets. The council are committed to self evaluation and a programme is in place to ensure all services will have completed an EFQM assessment by Autumn 2012.
ICT	Green	Overall this continues to be an area where there is no significant scrutiny risk.
Use of resources – financial management	Green	The council has sound processes for financial planning and management.
Use of resources - managing people	Amber	The council has progressed a number of initiatives to support staff management including corporate guidance on workforce planning and the identification of service level plans for the continuation of service delivery with reduced staffing levels. The extensive programme of staff reductions is two thirds complete and will continue over the period to 2013. There is no evidence to suggest an adverse impact to date but the process is still ongoing. LAN response: this will be kept under review as part of the annual audit process.
Use of resources - procurement	Green	The council has achieved 'improved performance' status in the second round of Procurement Capability Assessments and has agreed an improvement action plan.
Equalities	Green	There is a broad evidence base to demonstrate the council's commitment to ensuring equalities.
Sustainability	Green	The council continues to be committed to sustainability and reflects this in its policies and plans and as part of its joint working arrangements.
New categories of assessment in AIP update 2012-15		
Planning and resource alignment	Green	There is clear evidence to demonstrate that overall the council takes an integrated approach to strategic planning.
Challenge and improvement	Green	There is evidence to demonstrate that the council is focused on securing improvements. This includes measures such as the service reform programme, on going monitoring and reporting against the Best Value Improvement Plan, the detailed review across all council budgets to identify scope for further efficiencies and clear reporting in council's annual performance report against agreed MIRS (measures of improved performance).
Customer focus and responsiveness	Green	The council has a sound approach to ensuring services focus on customers, with clear service standards and evidence of the collection of customer feedback etc.
Risk Management	Green	The council has a clear framework for risk management with systematic monitoring and progress reporting.

Area	R/A/G	2011/12 Update
Use of resources - efficiency	Green	The council has a specific strategy to address and improve its efficiency. This is regularly reviewed and progress closely managed and reported regularly to senior management and members.
Use of resources - competitiveness	Green	The processes for service reviews as part of the extensive service reform programme clearly require benchmarking of performance and options appraisals. The council are placing greater focus on ensuring Best Value is demonstrated by the ALEOs.

Changes to 2011/12 risk assessments

11. The following table relates to risk assessments that have been changed from the 2011/12 AIP Update.

Area	2011/12 Risk Assessment	2012/13 Risk Assessment	Reason for Change
Arms Length External Organisations (ALEOs)	Amber	Green	The ALEOs have now completed self assessments of their approach to delivering best value.
Use of Resources – Asset Management	Green	Amber	<p>Corporate Asset Management</p> <p>The council has yet to establish a corporate vision for its portfolio of assets and has not produced a cohesive Corporate Asset Management Plan. To provide a council wide review of assets, a senior officer Strategic Asset Management Planning Board has been established for the coordination of asset management planning and the development of an investment plan for all asset categories ie property, ICT, road and lighting infrastructure and fleet. This is an area of development and as such its impact is still unclear.</p> <p>LAN response: the annual audit process will continue to review council developments in corporate asset management.</p> <p>Roads Asset Management</p> <p>Levels of performance are poor and not improving: the condition of the roads networks is continuing to deteriorate, 33.9% considered for maintenance treatment in 2010/11, compared to 29.7% in the previous year. Performance levels in street light repairs have continued to fall.</p> <p>There are significant levels of investment required to address backlog in repairs, over £90 million in roads and £47 million in bridges and other structures. The council has yet to develop a sustained and planned investment programme to address these backlogs.</p> <p>The council has increased the level of funding allocated to carriageway repairs. In 2010/11 there was an additional £14 million allocated (total funding of £18 million) and an additional £18 million in</p>

Area	2011/12 Risk Assessment	2012/13 Risk Assessment	Reason for Change
			2011/12 (total funding of £ 22 million). LAN response: there will be a focused follow up audit to Audit Scotland's national report <i>Maintaining Scotland's roads: a follow-up report</i> (published February 2011). This is not specific to the council but is a planned follow up review across all Scottish Local Authorities

Review of 2011/12 planned activity

12. The scrutiny activity included in the 2011/12 plan was the completion of an Audit Scotland review of fire and rescue services and a validated self-evaluation carried out by Education Scotland (formerly HMIE). Education Scotland worked in partnership with education services during 2011/12. A report will be published in 2012. This was not a scrutiny response to identified risks. The review of Strathclyde Fire and Rescue Services reported in April 2012.

Audit Scotland has carried out a review on behalf of the Auditor General for Scotland and the Accounts Commission of the progress on the planning for the delivery of the Commonwealth Games 2014. The report was published on 22 March 2012.

Scrutiny plan changes

13. The planned scrutiny activity at the council over the three years beginning 2012/13 is shown on the following table. There are no changes to existing planned work and there is no new work appearing in the plans. Although as shown at paragraph 11 there have been a number of changes in the LAN's risk assessments, these have not resulted in additional scrutiny activity. Instead these issues will be reviewed as part of ongoing annual audit and inspectorate activity as detailed above.
14. In addition to routine monitoring and liaison, the SHR is also proposing to engage with the council's Homelessness service to provide support during its self assessment of casework. The regulator is also proposing to carry out a survey of local stakeholder organisations to inform and target potential future scrutiny work. This is also not a scrutiny response to identified risk.

Scrutiny plans

Scrutiny activity in the shaded rows does not result from the shared risk assessment but is either at the request of the council eg supported self-evaluation work or national activity eg national follow-up work or work requested by Ministers.

GLASGOW CITY COUNCIL		2012-13											
Scrutiny activity year 1		Apr	May	June	July	Aug	Sept	Oct	Nov	Dec	Jan	Feb	Mar
National or planned work which is not as a result of LAN risk assessments:													
Audit Scotland: Follow-up Review of Maintaining Roads													
Audit Scotland: Benefits Performance Audit													
Scottish Housing Regulator: Supported Self Evaluation													
		2013-14											
Scrutiny activity year 2		Apr	May	June	July	Aug	Sept	Oct	Nov	Dec	Jan	Feb	Mar
Audit Scotland: Best Value audit - timetable has yet to be identified.													
		2014-15											
Indicative scrutiny activity for rolling third year	Potential scrutiny bodies involved												
No scrutiny work planned													

Footnotes

- The focus of the AIP Update 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 on-going throughout the period of the AIP. This will include, for example, school and residential home inspections.
- At the request of Scottish Ministers the Care Inspectorate will lead a **Joint Inspection of Children's Services** in each local authority area in Scotland. These inspections will commence in 2012/13 starting with a development site in April/May 2012 and a cycle of inspection of services for children which will report publicly from autumn 2012. The selection of local authority areas for inspection will be based on intelligence and risk and take account of the Shared Risk Assessment. LAN leads will be advised in due course.

- In addition, Audit Scotland will be working with scrutiny partners to pilot an approach to assessing the **delivery of outcomes by community planning partnerships**. Pilot sites will be confirmed with the LAN lead in due course.
- Audit Scotland undertake an annual rolling programme of **thematic performance audits**. The fieldwork sites are identified as part of the development of the scope for each individual audit. Fieldwork sites will be confirmed with LAN leads as each audit is developed.
- The **annual audit** of local government also comprises part of the baseline activity for all councils. In April 2008, the Accounts Commission agreed to a request from the Department for Work and Pensions (DWP) to take over the Benefit Fraud Inspectorate's responsibility for inspecting housing and council tax benefit (benefits) services in Scotland. As Audit Scotland has no inspection function, this '**benefits performance audit**' work has been incorporated into the annual audit of local government. The exact timing of the audits will be confirmed through the LAN lead.
- **Education Scotland**, through the District Inspector, will continue to support and challenge Education Services regularly and as appropriate the **Care Inspectorate** will regulate care services and inspect social work services based on the Public Services Reform (Scotland) Act 2010.
- Scrutiny bodies also reserve the right to make unannounced scrutiny visits.