ANNUAL GOVERNANCE STATEMENT

This statement meets the requirement to produce a Statement of Internal Control pursuant to Regulation 4 of the Accounts and Audit (Wales) Regulation 2005.

Part 1: SCOPE OF RESPONSIBILITY

Gwynedd Council is responsible for ensuring that its business is conducted in accordance with the law and proper standards, and that public money is safeguarded and properly accounted for, and used economically, efficiently and effectively. Gwynedd Council also has a duty under the Local Government Act 1999 to make arrangements to secure continuous improvement in the way in which its functions are exercised, having regard to a combination of economy, efficiency and effectiveness.

In discharging this overall responsibility, Gwynedd Council is also responsible for putting in place proper arrangements for the governance of its affairs, facilitating the effective exercise of its functions, and which includes arrangements for the management of risk and adequate and effective financial management.

Gwynedd Council has approved and adopted a code of corporate governance, which is consistent with the principles of the CIPFA/SOLACE Framework *Delivering Good Governance in Local Government*. A copy of the code is available on our website or can be obtained by writing to the Gwynedd Council, Council Offices, Shirehall Street, Caernarfon, Gwynedd LL55 1SH. This statement explains how the Authority has complied with the code and also meets the requirements of regulation 4(2) of the Accounts and Audit (Wales) Regulations 2005 in relation to the publication of a statement on internal control.

Part 2: THE PURPOSE OF THE GOVERNANCE FRAMEWORK

The governance framework comprises the systems and processes, and culture and values, by which the authority is directed and controlled and its activities through which it accounts to, engages with and leads the community. It enables the authority to monitor the achievement of its strategic objectives and to consider whether those objectives have led to the delivery of appropriate, cost effective services.

The system of internal control is a significant part of the governance framework and is designed to manage risk to a reasonable level rather than to eliminate all risk of failure to achieve policies, aims and objectives; it can therefore only provide reasonable and not absolute assurance of effectiveness. The system of internal control is based on an on-going process designed to identify and prioritise the risks to the achievement of Gwynedd Council's policies, aims and objectives, to evaluate the likelihood of those risks being realised and the impact should they be realised, and to manage them efficiently, effectively and economically.

The governance framework described above has been in place at Gwynedd Council for the year ended 31 March 2014 and up to the date of approval of the statement of accounts.

Part 3: GOVERNANCE FRAMEWORK

- 3.1 The **Governance Arrangements Assessment Group** was established in 2012/13 to monitor matters of governance continuously in a more disciplined manner, raising a wider awareness of them and promoting a wider ownership of the Annual Governance Statement. The Group comprises a Corporate Director, the Monitoring Officer, the Senior Manager of the Corporate Commissioning Service and the Senior Manager Audit and Risk.
- 3.2 In 2013/14, the Group identified 31 elements forming Gwynedd Council's Governance framework and special consideration is given to the effect that each one of these is expected to have as they add public value for the people of Gwynedd. Prior to assessing the effectiveness of these elements, an Impact score was noted for each of the elements to reflect how comparatively large the effect of each one of them will be (in the Group's opinion) as they add public value. These scores vary from 1 (very little impact) to 10 (very large impact). These scores have been assessed, challenged and confirmed by the Council's Audit Committee, Corporate Management Team, Cabinet and Management Group.
- 3.3 None of the elements have scored less than 5 if they had, it would be questionable if they deserved a prominent place within the governance framework at all.
- 3.4 The Council is of the opinion that the elements that have the greatest impact as they enable the Council to achieve are:

Score of 10:

The Council's Values	Our values define the Council's culture for both members and staff. The values have been established for some time now. If we achieve the correct culture, this can override everything else that affects our ability to achieve.
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Score of 9:

The willingness of public sector bodies, including Gwynedd Council,
other neighbouring unitary councils, the Police, the Health Board and
others to collaborate in order to deliver public services jointly will have a
substantial and visible effect on the People of Gwynedd.
This is the high level statement that outlines what the Council aims to
achieve during the life of the current Council.
Clear engagement with the People of Gwynedd, to establish clear
communication and to get a true understanding of their needs, is one of
the principal elements of the governance arrangements.
Leadership establishes the standard that every member and employee
in the Council follows. Therefore, its impact is great – good Leadership
can overcome everything else, whilst poor Leadership can destroy what
the Council is trying to achieve. This underpins the Council's culture.
Having the right information is essential if the Council is to provide the
right services to the right people in the right way. The information that
is collected and stored must be current and relevant, not only to comply
with the Data Protection Act but also to ensure that the services we
provide are those that doing the right things. Good Information
Governance is the foundation of good decision making.

	The Financial Strategy sets the key context for everything the Council does.
Financial Strategy	The financial projections for the Council suggest that substantial savings must be identified in the years to come. The Financial Strategy establishes how we will achieve this and, therefore, it is a very important statement that outlines how the Council will deal with the situation.

Score of 8:

Risk Management Arrangements	Our risk management arrangements are an integral part of the Authority's management arrangements. Robust, correct and proportionate risk management arrangements support innovation and do not inhibit it.	
Staff Appraisal, Training and Development	To ensure that the Council is in a position to provide services that always place the residents of Gwynedd in the centre, there must be continuous staff training, their performance must be monitored and their talent fostered and developed. Staff training arrangements are an important method of promoting and dissipating Gwynedd Way thinking across the Council and of course it is vitally important that the Council has officers with the skills to carry out their duties.	
The Local Governance Code	The Local Governance Code is the foundation of the Council's governance arrangements. It encompasses a large number of elements which need to be in place to enable the Council to achieve on behalf of the people of Gwynedd.	
The Constitution	As the official guidance for the manner in which the Council operates, it is inevitable that the Constitution, by definition, has a significant impact on the way in which the Council achieves on behalf of the people of Gwynedd.	
The 'Cyflawni' system	This is the Council's business planning and performance management system. Consequently, the effect of the system on the Council's ability to provide services on behalf of the people of Gwynedd is crucial.	
The Scrutiny procedure	The scrutiny procedure is the process that is in place to ensure that the Council's Cabinet implements its policies in accordance with its pledges and for the benefit of the people of Gwynedd. It is therefore a very important part of the governance framework.	

In addition, the following elements received a lower score in terms of their impact on public value:

Element	Impact Score (out of 10)
The Protocol for Member/Officer Relations Members' Code of Conduct Officers' Code of Conduct Audit Committee Anti-fraud and Anti-corruption Policy The External Auditor's Annual Letter Internal Audit The Scrutiny Strategy Gwynedd Council Performance Report Equality	7
The Standards Committee Decision Notices Statutory Officers' Protocols Member Inter-relationship Whistleblowing Code of Practice Member Training and Development The Complaints Procedure	6
Statement of the Accounts	5

Part 4: EFFECTIVENESS OF THE GOVERNANCE FRAMEWORK

Gwynedd Council is responsible for undertaking, at least on an annual basis, a review of the effectiveness of its governance framework including the internal management system. The review of effectiveness is steered by the work of the operational manager within the authority who is responsible for developing and maintaining the governance environment, the annual report of the head of internal audit, along with the observations made by the external auditors and other reviewing agencies and inspectorates.

The Group has convened regularly during the year to continuously assess the Council's governance arrangements, and it has attended to matters that have been brought to its attention that affect the perception of the governance framework. In doing this, it has assessed the effectiveness of each of the 31 elements of the governance framework. The result of this assessment has been challenged regularly by the Corporate Management Team.

Since 2013/14, the Audit Committee has received a report on the work of the Governance Arrangements Assessment Group at every meeting and a workshop was held by the Committee's Members in January 2014 to provide their input in the self-assessment of governance arrangements.

In addition, the following has contributed in undertaking the assessment of the effectiveness of the governance framework during the year:

- Assessments by members and principal officers in developing the 'Gwynedd Way' system, namely, the same common and clear vision for everyone in the Council regarding the corporate culture needed if the people of Gwynedd are to be central in everything that we do.
- The work of Internal Audit is summarised in the Head of Internal Audit's Annual Report, submitted to the Audit Committee in May 2014. The report included the following general assurance: "On the basis of the work of Internal Audit that was completed in 2013/14, in my opinion, Gwynedd Council has a sound framework of internal controls. This assists in providing confidence in the arrangements for ensuring effective and efficient achievement of the Council's objectives, as the steps taken by the Council during the financial year to establish and strengthen internal controls and to ensure that recommendations to remedy weaknesses identified by the Internal Audit service have, overall, been satisfactory."
- Consideration of the results of the work of external auditors and regulators, including the Wales Audit Office, Estyn and the Care and Social Services Inspectorate Wales (CSSIW).

The result of the assessment of the effectiveness of elements of the governance framework is described above, including a comparative score out of 10. These scores vary from 1 (very ineffective) to 10 (very effective), and are shown in the following table.

Element	Assessment of its Effectiveness in assisting us to deliver	Effectivene ss Score (out of 10)
The Council's Values	 The Council's values were developed by means of the work of the Managers' Colleges and the Council's values have been included on vehicles, letters and signs in offices. However, evidence is scarce that our staff and members live these values and there is evidence – from system reviews – showing that the values have not in reality filtered down to mean better services for Gwynedd people. Discussions with staff as part of the development of the Gwynedd Way have highlighted that there are other factors overriding the values, and systems experiments also suggest that there are things other than values that cut across staff's capacity to achieve the values. 	3
Integrated Public Services	 Work is on-going on developing a Single Integrated Plan but it has not been adopted. Despite this, the Partnerships Unit has been established with Anglesey County Council but there has been little impact thus far. The Council was among the signatories of a Statement of Intent that has been agreed with the Betsi Cadwaladr Health Board for an integrated service. However, much work remains to be done with the Local Services Board. A workshop was held on 4 June 2014 to self-assess the Local Services Board. 	3
The 'Cyflawni' system	A self-assessment of the 'Cyflawni' system shows that there are still shortcomings in our arrangements, including a real lack of ownership by units within the Council of performance information and its use for improvement. Systems tests and the self-assessment undertaken for the Gwynedd Way show that more clarity is needed regarding what is a performance indicator and what is management information – it's not always clear to everybody. The Council's Improvement Report notes that arrangements to monitor the performance of services have improved but there is a need to reinforce some aspects of the Council's performance management framework. There is an ongoing review to standardise the procedure with the Gwynedd Way.	3

Element	Assessment of its Effectiveness in assisting us to deliver	Effectivene ss Score (out of 10)
Staff Appraisal, Training and Development	 Difficulties in filling some senior posts within the Council suggest that there is a need to improve our ability to create progression at least for senior posts. This has been identified as a basis for developing internal talent. The appraisal documentation is in place, as is a performance indicator of how many staff are appraised, but there is room for improving the arrangements in some departments. To this end, tests have been conducted in different departments to examine different ways to improve the procedure, and a Gwynedd Way selfassessment has concluded that there is a need to redefine the appraisal 	4
Member inter- relationship	 procedure to support the culture of the Gwynedd Way. There is some evidence of tension in the past between members as the new Cabinet arrangements were implemented within the Council and the resulting changes in roles, and there is no evidence to suggest that those tensions have disappeared. Tensions are inevitable during times of significant changes and to be expected. 	4
The complaints procedure	The main weakness of the current complaints procedure is that there are no established arrangements in place to allow the Council to learn lessons from investigations into complaints. Without doing this, there is a danger that the Council will repeat mistakes.	4
Engagement	Self-assessment undertaken for the Gwynedd Way has identified evidence that highlights that the Council's engagement arrangements were not as good as they should be for the new climate ahead. This evidence was highlighted in the Engagement Strategy adopted by the Cabinet on 28 January 2014. Work has commenced on implementing the strategy – a working group between members and officers has been established – and the situation will not change overnight as we are talking about a culture change. Therefore, for the time being, the score continues to reflect the original situation.	4

Element	Assessment of its Effectiveness in assisting us to deliver	Effectivene ss Score (out of 10)
Risk Management Arrangements	 Arrangements are now in place for every department to maintain a departmental risk register and there are also cross-departmental registers in place with protocols to support them. Nevertheless, the take-up of risk management amongst individual business units is inconsistent and the general perception is that risk management is a hindrance rather than a help in achieving aims. Also, apart from Health and Safety risks, systems tests show that not all the workforce is aware of the risks that could prevent achievement for the people of Gwynedd and take ownership of them – risk management tends to be seen as a matter for Managers. Significant risks that have received attention during the year were those around Safeguarding Children and Adults – an Estyn and the Wales Audit Office report published in 2013 concluded that the Council's arrangements for safeguarding children and young people did not satisfy the statutory requirements. However, substantial steps have been taken since then. A Strategic Panel convenes on a quarterly basis and an Operational Panel on a monthly basis. Major steps have been undertaken during the last year to develop a Corporate Safeguarding Policy and policies for individual departments. These are reviewed regularly and every department has nominated a designated manager to maintain awareness of the requirements across the Council. A recent review by Estyn and the Wales Audit Office suggested that good progress has been made with safeguarding, and arrangements are in place to continue with embedding this important area through the body. 	5
The Standards Committee	The Standards Committee is in place and operates with agreed Terms of Reference. Minutes of the Committee show that it examines specific cases as it undertakes its work. The Committee itself has also conducted a self assessment.	5
The Scrutiny Procedure	If Scrutiny worked as we would wish it to do, it could have a substantial effect on the way the Council achieves. Whilst the system is improving, with examples of scrutiny having a positive impact on services, there is still some way to go until scrutiny maximises that objective. To this end, there is a draft amended Scrutiny Strategy ready to be published. The Wales Audit Office has also been praiseworthy of the direction in which Scrutiny is moving in the Council.	5

Element	Assessment of its Effectiveness in assisting us to deliver	Effectivene ss Score (out of 10)
The Procurement Strategy	The Procurement Strategy has been in place for several years but there is some evidence that its principles do not filter through to the Council consistently and there must be changes in the arrangements to reflect new methods of working. In order to address this, the Procurement Project in collaboration with the councils of Denbighshire and Flintshire, is currently being evaluated.	
The Council's Strategic Plan	The Strategic Plan is an important guidance to achieve on behalf of Gwynedd People. The Wales Audit Office has identified improvements in the way that the Council is providing its services. However, there is concern whether all Council staff given due priority to matters that are in the Strategic Plan. Despite this, the Council's Annual Improvement Report notes that the performance of several services in the Council compares well with other authorities in Wales; that the majority of the residents of Gwynedd are of the opinion that the Council provided services of the quality that offered value for money which suggests that the Strategic Plan has had an impact over the years by focusing on the fields that need to improve. The Improvement Report also refers to several fields (e.g. housing, improving the economy, and the field of the Welsh language) where good progress has been seen on matters that are in the Strategic Plan.	6
The Audit Committee	Gwynedd Council's Audit Committee has been established since 1999 and it has agreed terms of reference. Although the Audit Committee is very effective in achieving some of the functions that it has undertaken for some time, its capacity to deal with new responsibilities continue to develop by virtue of the Local Government (Wales) Measure 2011.	6
The External Auditor's Annual Letter	 Whilst the letter includes constructive criticism, the Council will try to implement the matters raised but sometimes there may be conflict between what the Council feels should be addressed and some matters raised in the letter in terms of the effort required to be given to them and the level of risk they represent. However, these examples are not significant; there were no recommendations in the most recent report and in general the messages are positive. 	6
Internal Audit	The effectiveness of the Internal Audit system is under continuous review and although the service satisfies the professional standards in accordance to expectation, there is a need to consider further whether it reviews the right things and if it operates in a manner that is compatible with the Gwynedd Way.	6

Element	Assessment of its Effectiveness in assisting us to deliver	Effectivene ss Score (out of 10)
Information Governance	Governanceeffective as it could be.In addition, there are some occasions have arisen where the Council has	
The Local Governance Code	 failed to comply fully with the Data Protection standards. The Local Code, as the focus of all individual elements of the governance framework, operates effectively in achieving its objectives. This is the core of our assessment of governance arrangements. However, it could be reviewed more regularly than in the past but the Audit Committee and the Governance Arrangements Assessment Group are addressing this. 	7
Whistleblowing Code of Practice	Although very little use has been made of the procedure, the disclosures that have been made have been the subject of thorough investigations in accordance with the Code of Practice. The arrangements have been reviewed recently by the WAO as part of a national review.	7
Member Training and Development	Steps have been taken in the period since the 2012 election to draw up a training programme for members with the Democratic Services leading on the work. A members' training programme for the year is in place with arrangements	7
Gwynedd Council Performance Report	offering Personal Development Interviews planned. The Council's Improvement Report is published annually in accordance with the expected timetable. The Report notes that the Council has undertaken its duties of reporting on improvement that is a requirement under the measure but it could comply more fully with guidance from the Welsh Government. Although this is a report that achieves its purpose there is a risk that it is a report that is produced to satisfy statutory requirements, rather than achieving the objective of providing a complete picture for the People of Gwynedd. It is aimed to achieve further improvements.	7
Leadership Programme	There is evidence that Leadership skills within the Council has improved after the Council invested in leadership training for its Senior Officers and members. However, the Gwynedd Way self-assessment shows that there is a need to take this to the next level now and ensure that all the Council's leadership are unanimous in implementing the principles of the Gwynedd Way if it is to be successful.	7

The other elements received an effectiveness score of 8 or above:

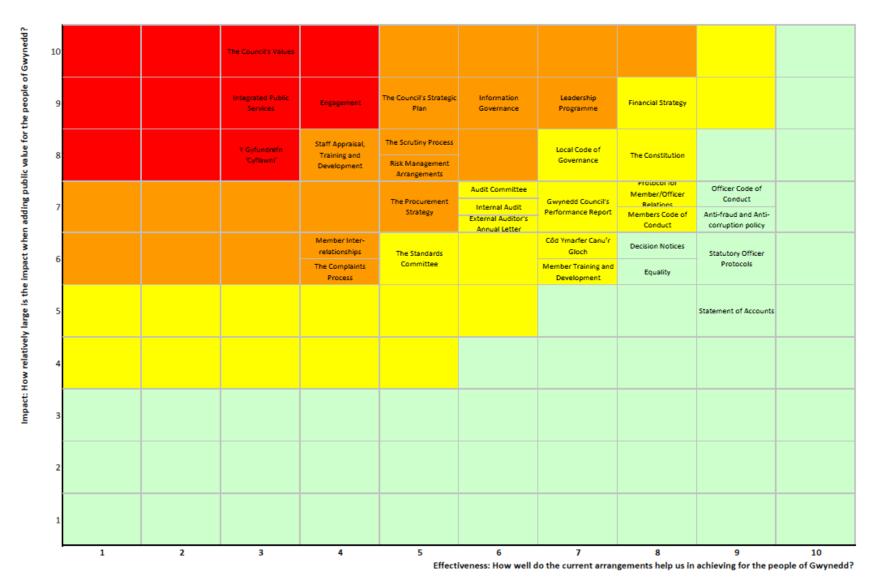
Element	Effectiveness Score (out of 10)
Decision Notices	
The Protocol for Member/Officer Relations	
Members' Code of Conduct	8
The Constitution	0
Financial Strategy	
Equality	
Statutory Officers' Protocols	
Officers' Code of Conduct	9
Anti-fraud and Anti-corruption Policy	9
Statement of the Accounts	

We have been advised on the implications of the result of the **review of the effectiveness of the governance framework** by the Audit Committee, and that the arrangements **continue to be regarded as fit for purpose in accordance with the governance framework**. The areas that have already been addressed and those which the Council will address specifically have new on-going action plans and are outlined below.

Part 5: SIGNIFICANT GOVERNANCE ISSUES

In setting the Impact and Effectiveness scores in the diagram below, the issues to be addressed as a matter of priority are displayed, namely those areas that have the greatest impact, but are least effective at the moment

AN ASSESSMENT OF THE KEY ELEMENTS OF THE SYSTEMS AND PROCESSES THAT FORM GWYNEDD COUNCIL'S GOVERNANCE



The items that has been identified in the Action Plan is part of another project which is already in the pipe line. However, the action points for the fields that have a Very High Priority and High Priority are:

Very High Priority

Matter that has been identified	Response Arrangements	Responsibility of whom?
The Council's Values Evidence is scarce that our staff and members live the values of the Council at the moment and evidence shows that the values have not in reality permeated to mean better services for Gwynedd people. Discussions with staff as part of the development of the Gwynedd Way have highlighted that there are other factors that take priority over the values.	The Values of the Council and 'Cyflawni' will receive attention under the priority field of Culture and Business Arrangements within the Strategic Plan, namely project DT1 – Promoting the Culture of putting the People of Gwynedd in the Centre.	Chief Executive
The 'Cyflawni' System Lack of ownership of performance information and its use for improvement. Need to be clearer about what a performance indicator is and what is management information.		Head of Strategic and Improvement
<i>Engagement</i> The Council's engagement arrangements are not as good as they should be for the new climate that lies ahead.	Receiving attention under the priority field of Culture and Business Arrangements in the Strategic Plan, namely, project DT2 – Effective Engagement with the People of Gwynedd.	Chief Executive
<i>Integrated Public Services</i> Thus far, the efforts to collaborate have had little impact.	Gwynedd and Anglesey Local Services Board is reconsidering the Board's priorities in 2014/15 with a view to establishing the Board's intervention programme for the future.	Head of Strategic and Improvement

Matter that has been identified	Response Arrangements	Responsibility of whom?
StaffAppraisal,TrainingandDevelopmentTests have been conducted in different departments to examine different ways to improve the procedure.	Redefining the appraisal procedure to support the culture of the Gwynedd Way when developing the system. Consideration given to succession arrangements and an implementation plan drawn up.	Head of Human Resources
The Council's Strategic Plan There is concern whether all Council staff give due priority to matters that are in the Strategic Plan.	Continuing to refine business planning arrangements of all the Council's business units in order to address the right priorities.	Senior Manager – Change Delivery and Support Service
The Scrutiny Procedure Whilst the system is improving, with examples of scrutiny having a positive impact on services, there is still some way to go until scrutiny maximises that objective.	Publish an amended draft Scrutiny Strategy and implement the steps within it.	Senior Manager - Corporate Commissioning Service
Risk Management Arrangements The take-up of risk management amongst individual business units is inconsistent and the general perception is that risk management is a hindrance rather than a help in achieving the aims. Risk management tends to be seen as a matter for Managers.	Build on the work completed during 2013/14 where assurance was given that every department had prepared a risk register on a departmental level. Relevant officers will support business units to raise awareness of the use of risk management in their day-to-day work in the context of the Gwynedd Way system.	Senior Manager Audit and Risk
	A Strategic Panel and an Operational Panel have been established following the Council's decision to improve its Safeguarding Children and Adults arrangements. The Panels will continue to develop work programmes to respond and will monitor progress against that particular work programme.	Corporate Director (Social Services)/ Senior Manager Human Resources

Matter that has been identified	Response Arrangements	Responsibility of whom?
<i>Member inter-relationship</i> Evidence of the success or failure of member inter-relationship is scarce.	Continuous work of ensuring respect and understanding of the different roles of members especially the Executive and other members.	Senior Manager - Corporate Commissioning Service
<i>The Complaints Procedure</i> There are no established arrangements in place to allow the Council to learn lessons from investigations into complaints.	An experimental system is being installed to try to track complaints better and to learn from the conclusions. In the long-term, it is considered that the DT1 project referred to above will also lead to better use of complaints in the Council to improve services.	Monitoring Officer
<i>Leadership Programme</i> Need to ensure that all the Council's leadership are as one.	Take the improvement in the skills of senior officers and members to the next level when implementing the Gwynedd Way.	Head of Human Resources
The Procurement Strategy	The <i>Keeping the Benefit Local</i> project reviews the Council's procurement approach. There is commitment to draw up a new strategy in 2014/15.	Head of Strategic and Improvement Department
<i>Information Governance.</i> The Council maintains a large amount of data.	Projects are in place to develop the Council's arrangements for evidence- based practice, and evolving the culture of making defensible decisions.	Corporate Director / Head of Adults, Health and Wellbeing
Some occasions have arisen where the Council has failed to comply fully with the Data Protection standards.	At an operational level, work continues to maintain standards across the Council for holding and processing information. Efforts to raise awareness are on-going, as well as developing departmental information risk registers.	

Part 6: OPINION

We propose over the coming year to take steps to address the above matters to further enhance our governance arrangements. We are satisfied that these steps will address the need for improvements that were identified in our review of effectiveness and will monitor their implementation and operation as part of our next annual review.

DILWYN O WILLIAMS CHIEF EXECUTIVE GWYNEDD COUNCIL Clir DYFED WYN EDWARDS LEADER OF GWYNEDD COUNCIL

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