# **Annual Governance Statement**

#### Scope of Responsibility

Peterborough City Council (the 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 provides value for money. The 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. That duty has grown in importance with the reduction in resources being made available for Local Authorities as part of the Government's on-going austerity programme.

In discharging this overall responsibility, the Council is responsible for putting in place proper arrangements for the governance of its affairs, which include the arrangements for the management of risk, whilst facilitating the effective exercise of its functions.

The Council has established governance arrangements which are consistent with the seven principles of the Chartered Institute of Public Finance and Accountancy (CIPFA) and Society of Local Authority Chief Executives (SOLACE) Framework – Delivering Good Governance in Local Government. It has adopted a Local Code of Corporate Governance. The Annual Governance Statement sets out how the Council has complied with the Code and also meets with the regulation 4(2) of the Accounts and Audit Regulations 2015.

The Council meets the requirements of Regulation 6(1)b of the Accounts and Audit (England) Regulations 2015 in relation to the preparation and publication of an annual governance statement. It is subject to review by the Audit Committee when they consider both the draft and final Statements of Account and is approved by the Audit Committee in advance of them agreeing the Statement of Accounts.

The Council's financial management arrangements are consistent with the governance requirements of the Statement on the Role of the Chief Financial Officer in Local Government (2010). The principles being that the Chief Financial Officer (Acting Director of Corporate Resources):

- Is actively involved and is able to bring influence on the Authority's financial strategy;
- Leads the whole Council in the delivery of good financial management;
- Directs a fit for purpose finance function;
- Is professionally qualified and suitably experienced; and
- Is a key member of the Corporate Management Team.

All Statutory Officers have regular 1:1 sessions with the Chief Executive.

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The issues identified as a significant governance issue and the progress made by management throughout the future financial year 2018 / 2019 to address these issues will be reported regularly to Audit Committee with an assessment made in reducing the risk as part of their governance role within the Council.

#### The Purpose of the Governance Framework

The governance framework comprises the systems and processes, culture and values by which the Council is directed and controlled and its activities through which it accounts to, engages with and leads its communities. 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 services and value for money. It also enables the Council to demonstrate to the public that it has effective stewardship of the public funds it is entrusted to spend.

The system of internal control is a significant part of that framework and is designed to manage risk to a reasonable level consistent with the risk appetite of the Council. It cannot eliminate all risk of failure to achieve policies, aims and objectives and can therefore only provide reasonable and not absolute assurance of effectiveness. The system of internal control is based on an ongoing process designed to identify and prioritise the risks to the achievement of the Council's policies, aims and objectives, to evaluate the likelihood and potential impact of those risks being realised, and to manage them efficiently, effectively and economically.

The governance framework has been in place at the Council for the year ended 31 March 2018 and up to the date of approval of the statement of accounts.

#### **The Governance Framework**

The Council is a unitary authority which was set up in 1998. Its strategic vision and corporate priorities are set out in the Peterborough Sustainable Community Strategy 2008–2021. The control environment encompasses the strategies, policies, plans, procedures, processes, structures, attitudes and behaviours required to deliver good governance to all.

## **Key Elements of the Governance Framework**

The key elements of the Councils governance framework are detailed against each principle in the CIPFA / SOLACE Framework – Delivering Good Governance in Local Government as follows:

#### Principle A: Behaving with integrity, demonstrating strong commitment to ethical values, and respecting the rule of law

- In order to ensure Members and Officers behave with integrity to lead its culture of acting in the public interest there are appropriate processes in place to avoid conflicts of interest and gifts and hospitality. Regular monitoring has identified no concerns.
- Staff behaviour is covered by the Code of Conduct.
- Third party challenge to the Councils operations is through a publicised complaints procedure.
- Confidential concerns can be raised through a Whistleblowing Policy.
- A Counter Fraud Strategy has been established to deliver raise awareness of fraudulent activities and to provide proactive solutions to minimise the risks of fraud. Our policies have been reworked to reflect this.
- The scrutiny process as detailed in the Constitution enables those who are not Cabinet members to call in key decisions.
- The Council is managed by a Cabinet system as set out in the agreed Council Constitution which sets out the scheme of delegation between elected Members and Officers.
- Procurement arrangements recognise the importance of ethics and sustainability with appropriate evaluation of suppliers proposals for Social Value which includes sustainability issues supported by appropriate contract clauses and monitoring.
- Member and Officer relationships are mutually supportive and based on openness, honesty, trust and appropriate challenge. The latter is vital in making service changes and more self-sufficiency from citizens into reality.
- The Chief Executive is the Head of Paid Service and is supported by the Corporate Management Team. Cabinet portfolios are assigned on a function basis rather than directorate and subject to appropriate officer support.
- The Acting Director of Corporate Resources is the nominated Chief Financial Officer in accordance with Section 151 of the Local Government Act 1972. Internal Audit are provided direct and work towards Public Sector Internal Audit Standards.
- The system of internal control is based upon a framework of comprehensive financial regulations and procedures. Control is based on regular management information, management supervision, and a structure of delegation and accountability.
- The Interim Director of Law and Governance is the Monitoring Officer and is responsible for ensuring the Council acts in accordance with the Constitution.

## Principle B: Ensuring openness and comprehensive stakeholder engagement

- The Council has established clear vision and values linked to its strategic objectives.
- Council meetings are open to every citizen.

- Community liaison schemes are in place to discuss major developments which will impact on the community, for example, Fletton Quays residential proposals.
- The Council is now a constituent Council of the Cambridgeshire and Peterborough Combined Authority which is responsible for a number of new powers devolved from central government.
- In order to demonstrate its openness, the Council also publishes its Pay Policy Statement; its Constitution; Council, Cabinet and Committee reports; and Payments over £500.
- Consideration of the budget took place at Full Council on 7 March 2018. Due to increasing cost pressures on Adult Social Care the Council Tax recommendation again resulted in a specific 3% increase to be implemented to finance expenditure in this area.

#### Principle C: Defining outcomes in terms of sustainable economic, social and environmental benefits

- Risk management is integral to the governance arrangements and the risk register is considered by the Audit Committee and the Corporate Management Team. The risk management framework consists of a policy statement; risk register; systems for mitigating and controlling risks; and systems for monitoring and reviewing. Effective risk management needs to be embedded and this has been enhanced by the creation of a Risk Management Board to ensure consistent treatment and action.
- Our Efficiency Strategy 2016/17 2019/20 sets out how we are delivering innovative solutions to provide environmental and economic benefits to the citizens of Peterborough.
- Significant changes to services are supported by an Equality Impact Assessment.

## Principle D: Determining the interventions necessary to optimise the achievement of the intended outcome

- Decisions are based on rigorous and transparent scrutiny and a relationship of trust between Members and Officers.
- In order to achieve long term financial targets the Council has set a budget for the year 2018 / 2019 supported by an appropriate Robustness Statement setting out an assessment of risk which sets out future savings required by the Council.
- All meetings are included in the Councils Forward Plan which is published and available to the public.
- The Audit Committee is an essential part of good governance and is regularly assessed against best practice.
- The Council in order to discharge its functions on Health operates a dedicated Health Scrutiny Committee.
- Educational attainment is acknowledged as a particular priority and plans are set up to improve results in this area for the longer term.
- Performance management is undertaken across all areas, whether relating to individuals, processes or projects. Lessons learnt from mistakes are acted upon.

#### Principle E: Developing the entity's capacity including the capability of its leadership and the individuals within it

- Performance management framework is in place which covers all officers including an appraisal system with targeted, relevant training. Human Resources procedures set out the appointment process which is transparent.
- Regular meetings and 1:1's are held.
- The national agreement on pay and conditions of service is implemented as is the commitment to pay the Living Wage for its entire staff and is seeking to also achieve this through its contractual arrangements.
- To ensure independent reviews of its systems, the Council operates an Internal Audit service, complying with best practice. Findings are reported to Audit Committee.
- Certain key partners who provide essential council services are subject to independent oversight by Committees.
- The Constitution is reviewed on an annual basis.

## Principle F: Managing risks and performance through robust internal control and strong public management

- The Councils Risk Management Framework has been set out under Principle C. This ensures there is continuous monitoring and reporting of risk.
- New Members are inducted prior to the Annual Meeting.
- All Cabinet meetings consider key matters including those on risk and performance and these are detailed in the Forward Plan.
- The Annual Budget is supported by commentary detailing its deliverability and is supported by an appropriate reserves policy. The final accounts are prepared in accordance with professional standards and subject to external audit.
- Information governance and compliance with the various policies, for example General Data Protection Regulation are regularly monitored through mandatory training.

## Principle G: Implementing good practices in transparency, reporting and audit to deliver effective accountability

- As part of the Transparency Agenda the Council agreed to publish senior officer salaries over £50,000 and invoices over £500 on its web site.
- The Council is proactive in engaging with citizens and other key stakeholders.
- Clear protocols and robust processes are in place to allow Internal Audit and External Audit to undertake their activities to look to scrutinise and protect the authorities interests.

#### **Review of Effectiveness**

The Council has responsibility for conducting, at least annually, a review of the effectiveness of its governance framework including the system of internal control. The review of effectiveness is informed by the work of the Directors and Heads of Service within the Council who have responsibility for the development and maintenance of the governance environment, the Annual Internal Audit Opinion, and also by comments made by the external auditors and other review agencies and inspectorates. During 2017 / 2018, the works undertaken by the Internal Audit team was sufficient to be able to form the view for the Annual Internal Audit Opinion that there was a sound governance framework from which those charged with governance could gain reasonable assurance. It should be noted, as per table 2, that one of the new issues to be addressed is a full review of existing governance processes. This is required in particular as more services are delivered with Cambridgeshire County Council to ensure both Council's Governance requirements and present best practice is taken account of.

The Council's Constitution details Directors' responsibilities for the maintenance of controls within their departments. The system of internal control is subject to regular review by Internal Audit. The work of the service is informed by the Council's risk register, with the allocation of audit resources controlled through an annual risk- based operational plan, which is agreed, by Audit Committee.

In addition to these arrangements the Council receives and responds to reports from other review and assurance mechanisms.

An External Audit of the accounts year ended 31 March 2017 undertaken by Ernst and Young was reported to the Audit Committee which concluded the accounts and working papers were of high quality.

## **Significant Governance Issues**

The Annual Governance Statement identifies governance issues and risks for the Council to address.

Table 1 below sets out the governance issues which were reported on in 2016 / 2017 and the progress in addressing them.

Table 1:	Table 1: 2016 / 2017 Progress on Previous Actions		
	Area of Assurance	Assurance Gap / Proposal to Mitigate	Progress / Residual Status
17.1	INNOVATION AND GOVERNANCE Lead: Director of Governance	Gap: Our desire to explore more innovative and commercial ways of working requires a flexible and agile approach, but also a clear framework for governing arrangements.  Proposal: An Organisation Change Board has been created to drive forward the transformation programme with representatives from all departments	Arrangements have been redefined to encompass workstream leads from key areas of the business to drive forward new ways of working. The agile working group sits under the Programme Manager with accountable leads responsible for the move to Sand Martin House. Arrangements have been put in place to strengthen the Programme Management Office to oversee corporate change.  Building blocks have been put in place but outcomes cannot be fully quantified at present. Work will continue throughout 2018.
17.2	OPERATING POWERS  Lead: Director of Governance	Gap: Changes in statutory duties; ongoing changes in the work of local government and the role in relation to other agencies means that the Council needs to monitor the scope of duties, powers and expectations.  Proposal: Regular reviews will continue of the business of the Council; and the Constitution which drives it. Reports through Corporate Management Team to Cabinet and various Committee will ensure that legal implications are fully appraised.	The Council's Constitution is kept under close review and amended where required, with reports on significant changes being made are reported through to the Governance Board, Audit Committee and Full Council and then implemented.  (ACTION COMPLETE)

17.3	NEW ARRANGEMENTS  Lead: Director of Governance	Gap: Establishing and maintaining the Combined Authority (CPCA).	CPCA has been operational since March 2017. Regular feedback / briefings are provided to the Council on its work / deliverables etc.
		Proposal: Separate arrangements have been set up for the governance and constitutional arrangements. The Council will look to develop effective partnership relationships with the new authority. The Leader of the Council is a member of the Combined Authority. Council officers will contribute to appropriate projects and working groups.	(ACTION COMPLETE)
17.4	SCHOOL ATTAINMENT  Lead: Corporate Director: People and Communities	Gap: Damage to reputation through poor performance in published league tables compared to the national average.  Proposal: Improvement plans and a programme of training has been developed and there is ongoing monitoring to look at the effectiveness of this in raising attainment in Peterborough schools.	The improvement programme is now in delivery phase. A new Service Director has been appointed. Early analysis predictions suggest improved attainment again for the 2018 academic year results at KS2.  However, any increases in attainment levels are too early to fully quantify so the action will continue to be monitored throughout 2018.
17.5	SCHOOL PLACES  Lead: Corporate Director: People and Communities	Gap: Demographic changes and new developments are placing increased strains on the schools places available.  Proposal: Work is undertaken to model availability and reports are referred to Scrutiny and Cabinet for decisions.	An updated school organisation was presented to Children and Young People Scrutiny Committee in March 2018. All demand has been met but there remains an ongoing pressure in Infant year groups and a longer term challenge in Secondary schools. A full plan allows for these challenges.  (ACTION COMPLETE)

17.6	WORKFORCE PLANNING	Gap:	Sharing of officers and services between
	Lead: Director of Governance	The Council is undergoing tremendous organisational change. This will create significant workforce issues around having the right skills, people and employee capacity. The Council will require employees to have different skill sets that underpin a transformed business model.  Proposal:  Human Resources have developed a series of training and workforce development schemes to ensure that the organisation is future proof. This is closely linked in with 1 above.	Peterborough City Council and Cambridgeshire County Council has been developed and implemented. Other services are also linked with other Councils.  During the course of the year additional support has been explored and provided via the Workforce Training and Development model Cambridgeshire County Council utilise. This has been scaled and adapted to PCC's immediate requirements. This continues to be reviewed & developed especially as we revise our workforce strategy in light of the exploration of wider shared service arrangements with CCC.  Ongoing works in this area will be delivered throughout 2018.
17.7	NEW WAYS OF WORKING  Lead: Corporate Director: Resources	Gap: Linked to 6 above, as the Council gears up to move to new accommodation, it is critical that the appropriate tools are in place to cope with smarter ways of working.  Proposal: Close partnership working is in place to ensure that accommodation; technological requirements; business, staff and stakeholder needs are met to deliver practical solutions in a leaner manner. Regular reports on progress are referred to Corporate Management Team.	Governance remains in place with a senior project Board which overseas progress of the Fletton Quays Programme. Responsible officers are held accountable for progress in respect of their workstreams. Agile working group continues to be a workstream attached to this project and is closely aligned to the HR workstream which encompasses a whole policy review.  Development of policies are on track. Regular updates provided to managers / briefings etc. as we move towards relocation during 2018.

17.8	INFORMATION	Gap:
	Lead: Director of Governance	The Council is increasingly managing, storing and maintaining personal data and information as part of the delivery of services. With data held in a vast array of places and transferring between supply chain partners, it becomes susceptible to loss, protection and privacy risks.
		Proposal: Information is paramount to the successful

Information is paramount to the successful delivery of all services. Regular reviews of sharing protocols are in place.

The Council has undertaken a review of each service in terms of what personal information they collect, store and use as well as share. This review is line with the type of information needed to aid with GDPR compliance as well as the UK forthcoming Data Protection Act. This also ties into the Council's work on retention of information, system security, capabilities of those systems and the continuing development of the information asset register. The Information Governance team has issued factsheets and different media format guidance to staff on topics such as being secure, being aware of what data protection means to them. Senior managers have had briefings on the changes and the importance of being data protection aware. The Council has also now embedded privacy impact assessments in Verto project management and are preparing guidance on the completion of a Privacy Impact Assessment for officers.

A members toolkit is under development to aid our Members with understanding their roles and how Data Protection affects them. It is expected to be available in July 2018. The Council continues to monitor and manage data incidents to minimise impact on the affected user as well as the business and reputation of the Council.

Deadline for compliance with GDPR is 25 May 2018. Ongoing monitoring will be provided to CMT with further briefings to Members and officers.

17.9	CYBER SECURITY	Gap:	Our ICT partner, Serco, commissioned an external review
	Lead: Corporate Director, Resources	It is important that the Council continues to keep data security high on the agenda to ensure that it is effectively managed, particularly with the introduction of new service delivery arrangements for ICT and information management. The risk of a cyber-attack is a very real one and all organisations, including those in the public sector, should consider cyber security as an organisational risk. To mitigate this risk, it is essential to raise awareness and commit to implementing a cyber security, risk averse culture.	of the ICT security arrangements and a report was received in Autumn 2017. The Council and Serco will look to address issues identified during 2018 in line with the draft action plan.
		Proposal: Regular system monitoring and reporting is in place throughout the Council on the threats and actions to mitigate.	
17.10	FRAUD, CORRUPTION AND SERIOUS ORGANISED CRIME	Gap: Pilot studies have been undertaken in a number of regions which has resulted in a best practice	Internal Audit have undertaken a risk assessment against the Serious Organised Crime checklist. An initial focus has been on gifts and hospitality and will be reported on
	Lead: Corporate Director, Resources	checklist being established to ensure that local authorities have sound and robust procedures to	as part of Annual Audit Opinion.
		reduce the threat of Serious Organised Crime impacting on Council activities  Proposal:	Limited frauds have been identified in year and Counter Fraud policies have been revisited, updated, referred to and approved by Audit Committee in March 2018.
		Internal Audit will liaise with Police and other Councils to ensure that appropriate arrangements have been developed. Internal Audit has incorporated a number of reviews within its Audit Plan to follow the best practice checklists to look to provide assurance to the Council.	,

17.11	SCHOOL STATUTORY TESTING	<b>Gap</b> :	There are ongoing meetings reviewing delivery of
	Lead: Corporate Director, Resources	There are statutory requirements under several sets of regulations which require regular inspections and tests of systems and equipment. These can include lifts, hoists, air conditioning units, pressure systems, local exhaust ventilation	improvements. Separate reviews are in train covering Health and Safety across the Council estate to ensure consistence of approach.  It is anticipated that actions will not have been
		systems and gas or electrical installations. An Internal Audit review of schools identified limited evidence that the programme of work was being managed or monitored.	completed until early summer.
		Proposal: As part of its work protocols, Internal Audit are following up on the issues identified which will be reported through to the appropriate channels.	

As part of regular reviews of the governance, processes and procedures across the Council, a number of new issues to be addressed have been identified during 2017 / 2018. These are documented in Table 2 below.

Table 2	able 2: 2017 / 2018 NEW ISSUES TO BE RESOLVED		
	Area of Assurance	Gap	Proposal to Mitigate
18.1	FINANCIAL MANAGEMENT  Lead:  • Acting Director of Corporate Resources	The budget for the Council is underpinned by a number of transformation projects and savings targets.  There is a requirement to ensure that there is appropriate monitoring of these to ensure that these remain on track or alternatives options put in place to ensure the budget remains balanced.	Budgets will be developed to enable an ability to flex the budget so that savings / proposals can be moved between years if they cannot deliver early enough. Savings initiatives are now logged on Verto and will be reviewed as part of the monthly monitoring process.  This will be linked with the establishment of quarterly budgets. This will give the Council the ability for earlier delivery of budget initiatives.  Delivery Target: Budget Preparation:  Tranche 1- June 2018 Tranche 2 – Autumn 2018 Tranche 3 – Spring 2019  Budget Monitoring To each Cabinet meeting (most up to date information. Officers – Monthly review.
18.2	COUNCIL GOVERNANCE  Leads:	Council processes can be cumbersome which provide opportunity for decisions to be made through a variety of routes.  There is a requirement to simplify the arrangements so as to close off any ambiguity or other avenues which could be used if a decision has already been made to reject.	An overarching review of governance arrangements will be commissioned. This should include as a minimum all decision making processes, contract rules, financial rules etc. Comparisons will be made with Cambridgeshire County Council so as to ensure consistency as joint arrangements are extended.  Delivery Target:  • Completion – December 2018

18.3	PROCUREMENT AND PROJECTS  Lead:	Linked with 2 above, there is a need to ensure that consistent approaches and used to develop business cases for each project. Furthermore, as part of the delivery phase, appropriate arrangements are required to ensure compliance with contract rules.	Development of the Programme Management Office.  In addition, the review of Financial Regulations will reflect these requirements.  Delivery Target:  • Links to 18.1 and 18.2
18.4	CORPORATE FRAUD  Lead:  • Chief Internal Auditor	With finite resources across the Council, there is a need to ensure that funds are used for their intended purpose and are not being misused or misappropriated. There are limited levels of fraud reported on across the Council. The Council will look to raise awareness across all departments, its contractors, suppliers and partners.	Corporate Fraud policies have been updated and reported to Audit Committee in March 2018.  Appropriate training and raising awareness will be delivered to officers, Members and our key partners. A detailed Action Plan will be produced and reported through CMT and Audit Committee.  Proactive works will be undertaken during the year. The Council will continue to take part in the National Fraud Initiative.  Delivery Target:  • September 2018 onwards
18.5	Lead:  Interim Director of Law and Governance	Imminent deadline for compliance with GDPR. Robust plans will be followed to ensure PCC meets the deadline	Regular reporting on progress on compliance will be made to CMT and any areas of concern will be addressed.  Delivery Target:  • Monthly reports to CMT April and May 2018 and then by exception thereafter.

18.6	EMERGENCY PLANNING AND BUSINESS CONTINUITY  Lead:  • ALL Directors	The Council recognises the importance of putting in place robust arrangements for disaster recovery etc. This will mitigate the risk to the Council that major incidents could potentially result in an inability to provide critical services to residents, customers, partners and key stakeholders.	Ensure that all Business Continuity Plans / Emergency Plans are reviewed reflecting any organisational structure and officer contact changes. These will need updating on the move to Fletton Quays.  Provide training to officers involved in the reviewing and activation of Business Continuity Plans. Recent training at Cambridgeshire County Council will be explored for relevance and potential roll out.  Activate a number of scenarios which could impact on service delivery (through a test environment). Evaluate their success in bringing back systems etc. in line with planned timescales and expectations.  Quotes are being obtained to ensure that the Council has Terrorism insurance cover which was previously removed.  Delivery Target:  • Existing arrangements reviewed by end of July 2018  • All arrangements reviewed 100% in October 2018 following move to Fletton Quays.
18.7	PARTNERSHIPS  Leads:  Interim Director of Law and Governance  Acting Director of Corporate Resources	The Council has working relationships with a range of organisations and providers. There is a need to ensure there is effective oversight of each by Members and ongoing monitoring of delivery by officers.	An annual review of all alternative delivery models will be undertaken (e.g. LLPs, partnerships, significant contracts etc.)  Delivery Target:  Review of arrangements of oversight for LLPs, partnerships and significant contracts and alternative delivery models – December 2018

18.8	EQUALITY AND DIVERSITY	While the Council has an Equality and Diversity	The Council will undertake a review of its action
		Policy the action plans for embedding are now out	plans to ensure it remains current to its needs.
	Lead:	of date.	
	<ul> <li>Interim Director of Law and</li> </ul>	Policy was approved by Employment Committee	Delivery Target:
	Governance	January 2011. Last revision of the policy was	<ul> <li>Review by December 2018.</li> </ul>
		February 2017	-

## **Summary**

The Council has in place strong governance arrangements which we are confident protect its interests and provide necessary assurances to our citizens and stakeholders. However, like all organisations we cannot stand still and thus we propose to continue to take steps to address the above matters to enhance further our governance arrangements. We are satisfied that the steps described address the need for improvement identified in the Council's review of effectiveness and will monitor their implementation and operation, not only as part of our next annual review, but also continually throughout the year.

#### Certification

As Leader and Chief Executive, we have been advised on the implications of the results of the review of effectiveness of the Council's governance framework, by the Audit Committee and Cabinet.

Our overall assessment is that the Annual Governance Statement is a balanced reflection of the governance environment and that an adequate framework exists within Peterborough City Council to ensure effective internal control is maintained. We are also satisfied that there are appropriate plans in place to address any significant governance issues and will monitor their implementation and operations as part of our next annual review.

Signed:	Councillor Holdich, Leader of the Council	
Signed:	Gillian Beasley, Chief Executive	