ANNUAL GOVERNANCE STATEMENT

1. SCOPE OF RESPONSIBILITY

Southampton 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 used economically, efficiently and effectively. 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.

In discharging this overall responsibility, the Council is 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.

The 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 on our website at http://www.southampton.gov.uk/council-partners/decisionmaking/corporategovernance/ or can be obtained from the:

Solicitor to the Council, Southampton City Council, Civic Centre, Southampton, SO14 7LY

This statement explains how the Council has complied with the code and also meets the requirements of regulation 4 (2) of the Accounts and Audit Regulations 2003 as amended by the Accounts and Audit (Amendment)(England) Regulations 2006 in relation to the publication of a statement on internal control.

2. THE PURPOSE OF THE GOVERNANCE FRAMEWORK

The governance framework comprises the systems and processes for the direction and control of the Council 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 that framework and is designed to manage risk to a reasonable level. 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 of those risks being realised and the impact should they be 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 2010 and up to the date of approval of the annual report and statement of accounts.

3. THE GOVERNANCE FRAMEWORK

The key elements of the systems and processes that comprise the Council's governance arrangements are as described below and include arrangements for:

• Identifying and communicating the authority's vision of its purpose and intended outcomes for citizens and service users

There is a clear vision of the Council's purpose and intended outcomes for citizens and service users that is clearly communicated both within the organisation and to stakeholders.

The **City of Southampton Strategy** is the city's sustainable community strategy setting out a 20-year vision up to 2026. It underpins aspirations for the city and provides the framework through six strategic objectives to tackle the city's key economic, social and environmental priorities.

The **Southampton Partnership** is the local strategic partnership (LSP) for the city. It brings together the private, public and community and voluntary sectors to work together in tackling the key challenges facing Southampton, thereby securing quality of life improvements for all those who live, work and visit the city. The Southampton Partnership provides a framework for undertaking partnership working in the city and comprises of a three-tier model of a policy board; delivery board and thematic partnerships. It oversees the delivery of Southampton's **Local Area Agreement** ("LAA") which is a three-year agreement between central government and key partners working together in an area to deliver joined-up public services which meet local people's needs. Southampton's 2008 - 2011 Local Area Agreement was approved by the Secretary of State for Communities and Local Government and comprises of 34 'designated' targets, 16 'statutory' targets and a number of local indicators carried forward from the previous LAA.

The **Medium Term Service and Financial Plan** (MTSFP) 2007-2010 links the Key Challenges and aspirations set out in the Southampton Partnership's Community Strategy with the Council's own priorities, statutory obligations and resource forecasts over a 3 year period, in order to secure tangible improvements in the quality of life for all Southampton's citizens, as well as for those who visit and work in the city.

The **Corporate Improvement Plan** sets out the Council's commitment and overall approach to secure on-going improvements across the range of council services provided to residents, businesses and visitors to the city and reflect the organisations agreed priorities and values. It is designed to progress the long term aspiration to improve the overall quality of city life outlined in the Community Strategy and other Partnership Plans and to secure the delivery of the actions contained within the Council's approved Medium Term Service and Financial Plan.

• Reviewing the authority's vision and its implications for the authority's governance arrangements

The Council has six agreed priorities and five organisational values that shape the Council's policy framework plans and budget, and hence the Council's policy decision making and resource allocation process.

The Council has adopted a Code of Corporate Governance ("CCG") which identifies in one document how the Council ensures that it runs itself in a lawful, structured, ethical and professional manner. The

CCG is administered by the Monitoring Officer and is updated periodically by the Council's Standards and Governance Committee.

• Measuring the quality of services for users, ensuring they are delivered in accordance with the authority's objectives and ensuring that they represent the best use of resources

The Corporate Improvement Plan provides key information on the quality and level of services provided by the council. It sets out key performance targets and improvement initiatives for the ensuing year including the approved budget for each portfolio. The plan, which is approved annually by Council, includes a range of performance measures which are monitored on a quarterly basis.

• Defining and documenting the roles and responsibilities of the executive, non-executive, scrutiny and officer functions, with clear delegation arrangements and protocols for effective communication

The Council has a Constitution that sets out how it operates, how decisions are made and the procedures followed to ensure that these are efficient, transparent and accountable to local people. Some of these processes are required by the law, while others are a matter for the Council to choose. The Constitution is divided into 15 Articles and sets out the detailed rules governing the Council's business. The Constitution may be accessed on the internet at: http://www.southampton.gov.uk/council-partners/decisionmaking/constitution.aspx

• Developing, communicating and embedding codes of conduct, defining the standards of behaviour for members and staff

The Council's Constitution contains both an Officer Code of Conduct and a Members Code of Conduct that have been formally approved and widely communicated. In addition, a 'Code of Conduct and Disciplinary Rules' exists for employees which details the standards of service and conduct that are expected of employees. The Council also has in place an Anti Fraud and Anti Corruption Policy and Strategy.

• Reviewing and updating standing orders, standing financial instructions, a scheme of delegation and supporting procedure notes/manuals, which clearly define how decisions are taken and the processes and controls required to manage risks

The Council's Constitution includes information on how the council operates, how decisions are made and the role of overview and scrutiny. The Solicitor to the Council conducts an annual review of the Council's constitutional arrangements, which are considered by the Council's Standards and Governance Committee, in its governance role, prior to submission to the Annual General Meeting of the Council in May. All reports submitted to the Executive, the Council, a Committee or a Sub-Committee for a decision must receive corporate clearance in respect of legal, financial and policy implications prior to publication. Report authors' are also required to identify and report on any significant risks within the body of the report. In addition, there is published information on the Council's internet site regarding how the system of decision-making in Southampton works and how the public can have their voice heard.

• Ensuring the authority's financial management arrangements conform with the governance requirements of the CIPFA Statement on The Role of the Chief Financial Officer in Local Government (2010)

The Council conforms to the governance requirements of the CIPFA Statement on The Role of the Chief Financial Officer (CFO) in Local Government (2010), the CFO is professionally qualified, reports

directly to the Chief Executive and is a member of the leadership team, with a status at least equivalent to other members.

• Undertaking the core functions of an audit committee, as identified in CIPFA's Audit Committee – Practical Guidance for Local Authorities

The Council has a formally constituted Audit Committee, who operate in accordance with CIPFA guidance, and whose role it is to provide independent assurance to the Council's Standards and Governance Committee on the adequacy of the risk management framework and the internal control and reporting environment, including (but not limited to) the reliability of the financial reporting process and the annual governance statement.

• Ensuring compliance with relevant laws and regulations, internal policies and procedures, and that expenditure is lawful

'Corporate Standards' are published on the intranet and provide a summary of the most significant and important rules in the areas where the Council <u>must</u> achieve compliance. They cover Legality and Corporate Governance (including decision-making, freedom of information and data protection), Finance, IS/IT, Property and Human Resources.

In addition, the Financial Procedure Rules, which provide the framework for managing the Council's financial affairs, and the Council's Contract Procedure Rules, which govern the method by which the Council spends money on the supplies, services and works, form part of the Council's Constitution.

Whistle blowing and for receiving and investigating complaints from the public

The Council is committed to the highest possible standards of openness, probity and accountability and this is reflected in one of the Council's core organisational values which states that 'we will work with integrity, openness and honesty'. There are a range of interrelated policies and procedures in place that seek to create an anti fraud and anti corruption culture. This includes a Duty to Act Policy which reflects the legal framework and obligation on the Council to enable staff to raise concerns which may involve unlawful conduct, illegality, financial malpractice or dangers to the public, employees or the environment. In addition, a corporate complaints process and policy is in place which has been formally approved and communicated to all relevant staff, the public and other stakeholders.

• Identifying the development needs of members and senior officers in relation to their strategic roles, supported by appropriate training

The Council has a Member Development Strategy in place which is aimed at providing a long-term view to learning and development whilst remaining sufficiently flexible to reflect changing priorities. The Member learning and development programmes include the following:-

- Induction Programme;
- Personal Development Planning:
- Member Mentoring Scheme
- Cabinet Member training;
- Regulatory Panel training;
- Scrutiny training:
- > Skills training and workshops;
- > Standards and Governance; and
- Member Briefing sessions.

The Council has an annual officer 'Management Academy' training programme in place which provides the corporate learning required in the development of the essential knowledge, skills and behaviours necessary to be effective leaders and managers within the Council. In addition, a 'Foundations of Management' programme is in place for all newly appointed or promoted managers who require an understanding of what is expected of them and provides an opportunity to develop core skills that will assist them in performing effectively in their role.

• Establishing clear channels of communication with all sections of the community and other stakeholders, ensuring accountability and encouraging open consultation

The Southampton Partnership, which is the Local Strategic Partnership for the City of Southampton, has it membership drawn from private, public, voluntary and community sectors in order to act collectively as a strategic force for change.

The views of citizens and stakeholders are seen as important in prioritising and measuring the quality and value for money of council services. This is in addition to taking account of formal external assessments and comparative benchmarking data. The views of local people and communities are sought in many ways both formally (i.e. the 2008 Local Place Shaping Survey and the National Place Survey) and informally (i.e. Neighbourhoods Management meetings, public meetings and consultation events, market research polls, input from voluntary sector forums and networks and through methods specifically designed to involve children and young people in making positive decisions about the issues that are important to them).

• Incorporating good governance arrangements in respect of partnerships and other group working as identified by the Audit Commission's report on the governance of partnerships, and reflecting these in the authority's overall governance arrangements

A Partnership Code is in place and forms part of the Council's Constitution. The Code has been developed to ensure that where the Council leads a partnership and/or co-ordinates its work, it will do so ensuring sound governance is in place, but within a flexible, efficient and robust approach to such engagement. This forms an important element of the Council's overall framework for partner and partnership engagement.

The Code covers key partnerships established by the Council that have been charged with developing specific strategies or plans and are 'held to account' for the delivery of those strategies or plans. The Code applies equally to Government initiated 'statutory' partnerships as well as nationally required and/or locally determined 'non-statutory' partnerships.

4. 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 executive managers within the authority who have responsibility for the development and maintenance of the governance environment, the Head of Internal Audit's annual report, and also by comments made by the external auditors and other review agencies and inspectorates.

The review process, applied in respect of maintaining and reviewing the effectiveness of the system of internal control, is informed by:-

- > the work of Members/Officers within the Council;
- audit and other periodic reports from the Chief Internal Auditor;
- the Annual report and opinion of the Chief Internal Auditor;
- > the Audit Committee;
- the Standards and Governance Committee;
- reports received from service review agencies or inspectorates, and
- the external auditors in their annual audit letter.

The Authority

The Council's Constitution forms the cornerstone of effective corporate governance. Whilst the Council's constitutional arrangements continue to be recognised as being of a high standard, Full Council agreed in 2002 that it would, on an annual basis, robustly review the Constitution and its operation. Full Council is the ultimate decision-making body as to the Council's Constitution. The purpose of the annual review and subsequent report is to bring forward any proposed changes to the Constitution, these having been considered by Standards and Governance Committee (in its governance role) with a view to building upon the constitutional arrangements for the Council.

• The Executive

The Executive ('the Cabinet') make executive decisions relating to services provided by the Council, except for those matters which are reserved for decision by the full Council, and planning and licensing matters which are dealt with by specialist regulatory Panels. Proceedings of the Cabinet take place in accordance with Article 7 of the Council's Constitution.

• Audit Committee

The Council has a formally constituted Audit Committee whose role it is to provide independent assurance to the Standards and Governance Committee on the adequacy of the risk management framework and the internal control and reporting environment, including (but not limited to) the reliability of the financial reporting process and the annual governance statement.

The Council's Internal Audit, Risk and Assurance service reports to the Audit Committee on the following:

- the Chief Internal Auditor's annual report and opinion;
- review of the effectiveness of the system of internal audit;
- the Internal Audit Strategy and annual operational plan;
- summary internal audit reports across all portfolios;
- reports of external audit and inspection agencies;
- assurances that action is being taken on risk and control-related issues identified by the internal and external auditors and other assurance providers;
- the effectiveness of the Council's internal control, risk management and associated antifraud and anti-corruption arrangements; and
- the Council's Annual Governance Statement, financial statements and external auditor's opinion;

Overview and Scrutiny Committees

Overview and Scrutiny is a key mechanism for enabling Councillors to represent their constituents' views to the Executive to inform policy development. There is an Overview and Scrutiny Management Committee (parent committee) which manages this process. The Committee appoints Panels as necessary to undertake the statutory review of key partner's activities and to carry out scrutiny inquiries, which support the work of the Executive and the Council as a whole. These arrangements allow citizens to have a greater say in Council matters by holding public inquiries into matters of local concern. These lead to reports and recommendations which advise the Executive and the Council as a whole on its policies, relationship with key partners and local service delivery. The Overview and Scrutiny Management Committee also monitors the decisions of the Executive. Scrutiny members can 'call-in' a decision which has been made by the Executive but not yet implemented. This enables them to consider whether the decision is appropriate and they may recommend that the Executive reconsider the decision. The Overview and Scrutiny Management Committee will also be consulted by the Executive on forthcoming decisions and the development of Policy Framework plans.

• Risk Management

Risk management activity is co-ordinated via the Council's 'Resources Board' which comprises senior officers from each directorate. The terms of reference for this Group include responsibility for:

- Influencing and supporting the Council's Internal Audit and Risk Management strategies;
- Receiving and reviewing periodic progress reports on Internal Audit and Risk Management;
- Developing a co-ordinated and consistent approach to the identification and management of risk throughout the organisation;
- Ensuring that risks are appropriately 'owned' and, managed in accordance with good practice and in accordance with Council's approach to corporate governance;
- Focussing upon and co-ordinate risk management activities throughout the management of all key business risks;
- Ensuring that robust business continuity plans are in place covering key service areas and that the plans are reviewed and tested within agreed timescales;
- ldentifying and monitoring the Council's controls assurance framework and provide evidence, based on sources of internal and external assurance and a controls self assessment process, to support the preparation of the Annual Governance Statement.

This Group is responsible, via the Executive Director of Resources, to the Council's Chief Officers Management Team and formally reports progress to the Council's Audit Committee bi-annually. The Council has in place a 'Strategic Risk Register' which seeks to identify the key risks that may prevent or have a significant adverse affect on the achievement of the Council's key objectives. In addition, each Directorate is required to develop and maintain it own risk register which is developed around the 'key priorities and risks' identified as part of the corporate business planning process.

Standards and Governance Committee

The Council has a Standards and Governance Committee with specific responsibility 'to lead on all aspects of Corporate Governance by promoting the values of putting people first, valuing public service and creating a norm of the highest standards of personal conduct'. Throughout the course of the year the Standards and Governance Committee receives the draft report on 'Changes to the Constitution' (in its governance role) prior to the report bring presented to Full

Council, an annual report on 'Internal complaints and local government ombudsman's complaints' and the 'Annual Governance Statement' for review and approval. This Committee is also responsible for reviewing and approving the updated Code of Corporate Governance.

Chief Financial Officer

The Council conforms to the governance requirements of the CIPFA Statement on The Role of the Chief Financial Officer (CFO) in Local Government (2010), the CFO is professionally qualified, reports directly to the Chief Executive and is a member of the leadership team, with a status at least equivalent to other members.

Internal audit

The Council has an Internal Audit function whose role is to provide an assurance function that provides an independent and objective opinion to the Council on risk management, control and governance, by evaluating their effectiveness in achieving the Council's stated objectives. Internal audit may also provide an independent and objective consultancy service, specifically to help management improve the Council's internal control, risk management, and governance. The Council's Internal Audit Strategy was approved by the Audit Committee in September 2007 covers a five year period to 2011. It outlines how the service will be managed, delivered and developed to facilitate:

- delivery of an internal audit opinion on the Council's internal control, risk management and governance arrangements, to inform the annual governance statement;
- audit of the Council's internal control, risk management and governance systems through periodic audit plans, in a way which affords due consideration to the Council's key priorities and significant risks;
- continuous improvement of the internal control, risk management and governance framework and processes within the Council;
- identification of the resources and skills required and method of delivery of an internal audit service that meets the CIPFA Code;
- > effective cooperation with the Audit Commission and other external review bodies; and
- provision of assurance, consultancy and advisory services by internal audit.

The Chief Internal Auditor reports to the Audit Committee including progress against the annual internal audit operational plan and bringing to the attention of the Committee any significant control issues. The Chief Internal Auditor has the authority to independently report at any time to the Chief Executive, Chief Financial Officer, Officers and Members.

The Internal Audit Section is subject to regular review by the Council's external auditors who seek to place reliance on the work carried out by the section. An annual review of the effectiveness of the system of internal audit is undertaken by the Audit Committee.

Other review/assurance mechanisms

Assurances are sought from each Executive Director regarding the effectiveness of the key controls within their areas of operation. These annual assurances are obtained via an 'Annual Governance Statement – Self Assessment' statement which is required to be completed in full and with due diligence by each Executive Director. The Council's Internal Audit service undertakes a sample check of the completed self assessments and supporting evidence and provides an overall opinion on the level of assurance that can be placed on the returns.

The review is further informed via the completion of a "Controls Assurance Framework" document that has been developed in line with guidance issued by CIPFA. It identifies the key components of the Council's overall governance and internal control environment. The document records the key controls in place and sources of assurance and identifies any gaps in key controls or assurance noting any improvements planned for the forthcoming period to address the identified gaps.

The Council has in place a 'Controls Assurance Management Group', which comprises the Section 151 Officer, Monitoring Officer, Chief Internal Auditor, Chair of Audit Committee and the Assistant Chief Executive (Strategy). This group is tasked with developing the Council's draft Annual Governance Statement in addition to reviewing and ensuring that satisfactory progress is being made in respect of the agreed actions to address any 'significant governance issues' identified on the previous years AGS.

5. SIGNIFICANT GOVERNANCE ISSUES

The following significant governance issues have been identified:

	Issue	Action	Responsible Officer	Target for completion/ implementation
1	The Council's Code of Corporate Governance ("CCG") is not currently subject to a formal review process	In view of the significant overlap with the Comprehensive Area Assessment, (Use of Resources - Key Line of Enquiry 2.3 Good Governance) the CCG will be reviewed formally by Council's Standards and Governance Committee bi-annually (next review 2012). Should there be any significant actions arising from the previous review these will be reported annually.	Solicitor to the Council	Review process adopted with immediate effect
2	Assurance that the requirements of the Partnership Code and Toolkit, formally adopted in May 2009 and part of the Council's Constitution, are being consistently complied with.	Key statutory and non-statutory partnerships are required to undertake a self-assessment using the Code and Toolkit. Review and assess output and identify/communicate any learning outcomes as necessary.	Assistant Chief Executive (Strategy) Assistant Chief Executive (Strategy)	Jan 2011 Mar 2011
3	Assurance that the requirements of centralised Project Management system, developed to provide a consistent corporate approach toward project	From 01 April 2010 all projects will need to comply with the principles and guidelines of PM connect. A six month progress report will be submitted to the Council's Chief Officer Management Team for	Executive Director of Resources	Mar 2011

	management, are being consistently complied with.	review.		
4	Ensure consistent understanding of the council's corporate standards by relevant officers	'Corporate Standards' workshop forms part of the 2010-11 Management Academy Programme. The workshops are scheduled to commence in Sept 10	Executive Director of Resources / Solicitor to the Council	Apr 2011
		Additional training complimentary to the Management Academy will be provided by the Solicitor to the Council on an annual rolling basis. This will initially be by targeted emails and subject to review of effectiveness by the Solicitor to the Council.	Solicitor to the Council	Mar 2011

I/we have been advised on the implications of the result of the review of the effectiveness of the governance framework by the Standards and Governance Committee and Audit Committee and a plan to address weaknesses and ensure continuous improvement of the system is in place.

I/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.

Signed			
B. Roynon (Chief Executive)	Councillor Samuels (Leader of the Council)		
on behalf of Southampton City Council			

The following is a summary of the status of the agreed actions that were identified to address the significant governance issues were identified and recorded on the Council's Annual Governance Statement 2008-09:

ANNUAL GOVERNANCE STATEMENT 2008-09

	ISSUE	AGREED ACTION	STATUS	COMMENTS
1	The council's Code of Corporate Governance needs to be subject to a formal annual review process.	Following any recommendations from the recent IDeA Ethical Governance Peer Review an annual process will be adopted by the Solicitor to the Council each year to review prior to submission to the Standards and Governance Committee each summer	IN PROGRESS (COMPLETED APR 2010)	The IDeA review did not contain any recommendations relating to the Code of Corporate Governance ("CCG"). The Code of Corporate Governance ("CCG") is to be reviewed and presented to the Standards and Governance Committee in April 10. NOTE: Since the last formal review of the CCG a further significant and complimentary review of corporate governance arrangements was undertaken via the CAA Use of Resources KLOE 2.3 which looked at 'how we promote and demonstrate the principles and values of good governance'. The Audit Commission assessment was "Good – 3 out of 4". Accordingly, another review so shortly afterwards was not considered to be a high priority.
2	The Partnership Code and Toolkit developed by the Council in 2008-09 needs to be formally adopted.	Partnership Code and Toolkit to be formally adopted and form part of the Council's Constitution. Communication of new arrangements to relevant officers and members.	COMPLETED	Partnership Code and Toolkit formally adopted by Full Council in May 09 and now incorporated as part of the Council's Constitution. Communication of the Code and Toolkit was undertaken by the Strategic Partnerships Manager and comprised a presentation to senior managers in Dec 09 followed by a Member Briefing session in Jan 10.

	ISSUE	AGREED ACTION	STATUS	COMMENTS
3	A 'Project Management Health Check' was commissioned and undertaken in 2008-09 which identified an opportunity to develop a more efficient and consistent approach to project and programme management.	Centralised Project Management Environment prototype (PM Connect) developed. To be formally approved and adopted across all service areas. Provision of appropriate training opportunities in relation to the new Project Management Framework and Guidelines.	COMPLETED	The Chief Officers Management Team agreed that PM Connect would be adopted by all Directorates. All 'Gold' and Capital projects are now on the new system followed by a period of migration of other projects. The 2009-10 Management Academy programme included "Controlling Projects the Southampton Way" and "Managing Projects the Southampton Way". The sessions led managers through the new 'PM Connect' project management process.
4	Ensure consistent understanding of the council's corporate standards by relevant officers.	Delivery of the council's Management Academy Programme 2009-10. Pilot of the NetConsent software to be undertaken and,	COMPLETED	The Management Academy Programme for 2009-10 runs from August 2009 to July 2010. One of the key aims of the Programme is to ensure that all managers "understand the council's corporate approach to management practice" Pilot originally scheduled for October 2009 then rescheduled for
		subject to successful outcome, to be rolled out across the council. Software solution is intended to support the ongoing communication mechanism and is supplementary to the Management Academy programme.		February 2010 however pilot not able to be progressed. Pilot deferred to May 2010, due to lack of resource, resource now in place and roll-out to commence in Resources Directorate during June, with a rollout to all staff scheduled in for mid July 2010.
5	Finalise report and action plan following the IDeA Ethical Governance Review and report to Standards and Governance Committee.	Implement Action Plan	COMPLETED	The action plan arising from the Ethical Governance Health Check was approved by the Standards and Governance Committee on 24 th September 2009. Identified actions to be completed by May 2010 with progress reported back to the Committee.