Report to: Audit and Best Value Scrutiny Committee

Date: 19 June 2008

By: Deputy Chief Executive and Director of Corporate Resources

Title of report: Review of the Assessment of the Corporate Governance

Framework and Corporate Assurance Statement for 2007-08

Purpose of report: To consider the Monitoring Officer's draft report to the

Governance Committee giving the Annual Assessment of the Corporate Governance Framework and Corporate Assurance Statement for 2007-08 in line with the responsibilities set out in its

terms of reference

## **RECOMMENDATIONS:** The Committee is asked to:

(1) note the draft report to the Governance Committee and its appendices; and

(2) confirm whether there are any changes to the report that the Committee wishes to recommend to the Governance Committee

# 1. Financial Appraisal

1.1 There are no direct financial implications arising from this report

# 2. Supporting Information

2.1 Under its terms of reference, it is the role of this Committee to:

"To review the Council's assurance statements, including the Statement of Internal Control (SIC), ensuring that they properly reflect the risk environment, and any actions required to improve it"

It is the role of the Governance Committee to approve the Council's Annual Governance Statement (which meets the requirements for the SIC).

2.2 The Council publishes its Annual Governance Statement (AGS) which meets the requirements of the SIC as part of the statement of accounts. It is also reported separately to Governance Committee as part of the Monitoring Officer's Annual Assessment of the Corporate Governance Framework. The draft report is attached as an appendix and will be updated to include any issues raised at this meeting. In reviewing the AGS and the Monitoring Officer's report, Members should consider whether they properly reflect the Council's risk and internal control environment, and whether the improvements set out in the action plan address any weaknesses identified in the Council's governance arrangements.

### SEAN NOLAN

Deputy Chief Executive and Director of Corporate Resources

Contact Officer Duncan Savage Tel: 01273 482330

Local Member: All

BACKGROUND DOCUMENTS None

Committee: Governance Committee

Date **26 June 2008** 

Title of report: Assessment of the Corporate Governance Framework for 2007-08

By: Director of Law and Personnel

Purpose of report: To (1) provide information on compliance with the Council's code of

corporate governance and any changes to it that may be necessary to maintain it and ensure its effectiveness in practice; and (2) gain approval of the Council's Annual Governance Statement in compliance with the requirements of the Accounts and Audit

Regulations 2006 in relation to statements of internal control.

## **RECOMMENDATIONS:**

• To note the action taken over the last twelve months to address the issues in last year's action plan and to approve the action plan for the next year;

- To confirm that Members are satisfied with the level of assurance provided to them through this report and the Council's governance framework and processes;
- To note any concerns raised by the Audit and Best Value Scrutiny Committee from its meeting on the 19 June;
- To identify any significant governance issues that should be included in the Council's Annual Governance statement; and
- To approve the corporate assurance statement for signature by the Leader and the Chief Executive and publication within the Statement of Accounts.

# 1. Financial Implications

1.1 There are no direct financial implications arising from this report. Officer time will be required to achieve the improvements identified in the Annual Governance Statement and the attached action plan.

# 2. Supporting Information

- 2.1 In March 2008 a new local code of Corporate Governance (Local Code) was presented to and agreed by the Governance Committee. The new framework reflects both legislative and regulatory change and is based on revised guidance from the Chartered Institute of Public Finance and Accountancy (CIPFA) and the Society of Chief Executives and Senior Managers (SOLACE).
- 2.1 Since 2002/03 the Council has published a Corporate Assurance Statement, signed by the Lead Member and the Chief Executive, as part of its Statement of Accounts. Under the new framework the Corporate Assurance Statement has been replaced by a requirement to publish an Annual Governance Statement.
- 2.2 The Accounts and Audit Regulations 2006 require the Council to ensure that it has in place a sound system of internal control which facilitates the effective exercise of its functions and which includes arrangements for risk management. The Council is required to conduct an annual review of the effectiveness of its system of internal control and to include a statement on internal control (SIC), prepared in accordance with proper practice, in its Statement of Accounts. The Council's Corporate Assurance Statement has met the mandatory requirements of the Guidance on proper

practice since that published for 2003/04. A similar process is required to underpin the new Annual Governance Statement.

- 2.3 The production of an Annual Governance Statement is the final stage of an ongoing process of review of our governance arrangements including risk management and internal control. In summary the process must involve an organisation:
  - reviewing the adequacy of its governance arrangements;
  - an action plan for improving those arrangements, and
  - Communication to users and stakeholders raising understanding of how better governance leads to better quality public services.
- 2.4 The Audit and Best Value Committee considered this report on the 19 June and their comments have been incorporated.

# 3. Assessment of the Corporate Governance Framework for 2007-08

- 3.1 The Council's corporate governance framework is underpinned by a number of key documents and processes. These are summarised in section 4 of the Annual Governance Statement (Appendix 5).
- 3.2 The main policies and strategies that make up the Council's corporate governance framework are set out in the Local Code and attached as Appendix 1 to this report.
- 3.3 Following an assessment of the corporate governance framework for 2006-07 an improvement plan was put in place and a summary of the action taken is attached as Appendix 2.
- 3.4 The Monitoring Officer, supported by the Corporate Governance Group has now undertaken a review of the Council's governance arrangements for 2007/08. This review process is summarised in Appendix 3. As part of this process, an officer has been identified to take responsibility for each document or process in the framework and they have been required to provide an assurance as to whether the document is being complied with (including evidence), the level of awareness of the document amongst staff and stakeholders, whether it reflects Council policy and best practice, and arrangements for reviewing it.
- 3.5 This exercise has demonstrated that most of the documents and processes included in the framework are being complied with, are up to date and that there are arrangements for regular review. There are some areas, however, where further improvements are scheduled and these are set out in an action plan for 2008/09 in Appendix 4.
- 3.6 In addition the Monitoring Officer has required that all Chief Officers sign their own Directorate Assurance Statement, using a corporately agreed format, confirming that a proper governance arrangements, effective risk management and a sound system of internal control are in place within their department. They are also asked to identify any exceptions and any actions being taken to address them. These statements have been reviewed as part of the assurance gathering process.
- 3.7 The overall Corporate Governance assessment and review of effectiveness has also been informed by the sources of assurance set out in section 3 of the annual governance statement (Appendix 5). As part of the assurance gathering process, the Corporate Governance Group also took account of the CIPFA / SOLACE guidance on corporate governance which is reflected in the new Local Code.
- 3.8 On the basis of the information supplied, it is clear that the Council continues to have in place good arrangements for corporate governance and that they are working effectively. The issues highlighted in Appendix 4 should, however, be addressed over the next year to further enhance arrangements.
- 3.9 This report and action plan, along with the Annual Governance Statement and all the main sources of assurance will be available for members on the intranet.

### 4. Annual Governance statement

- 4.1 An Annual Governance Statement from the Leader of the Council and the Chief Executive is included at Appendix 5. It includes the mandatory disclosure of any significant governance issues identified through the Council's governance and internal control arrangements.
- 4.2 Sound Corporate Governance is crucial for the assessment of effectiveness of the Council providing leadership, direction and control. The measurement of effective governance is complex and it is important that members are aware of the documents and activities that work together to provide assurances about the Council's Governance measures in place.
- 4.3 It is equally important that officers are aware of the importance of their role in delivering effective corporate governance and to promote this, an e-learning package on standards of behaviour has been developed to provide learning and guidance for all officers. All new members of staff are required to undertake the training and the package is being rolled out to all existing officers.

## 5. Use of Resources

- 5.1 In December 2007 the Audit Commission awarded the Council a score of 4/4 for our Use of Resources. As well as achieving an increase from 3/4 to 4/4 overall, we also achieved 4/4 for the internal control Key Line of Enquiry (KLOE) and each of its sub criteria as follows (last years scores in brackets)
- 5.2 Internal Control = 4/4 (3/4)
  - The Council manages its significant business risks = 4/4 (3/4)
  - The Council has arrangements in place to maintain a sound system of internal control = 4/4 (3/4)
  - The Council has arrangements in place that are designed to promote and ensure probity and propriety in the conduct of its business = 4/4 (3/4)
- 5.3 Gaining 4/4 is described as "performing strongly well above minimum requirements". In order to score a 4, as well as meeting mandatory criteria and most criteria at levels 3 and 4 you also have to demonstrate "notable practice" and we submitted the work of the Corporate Governance Group to support this.

### ANDREW OGDEN

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Local Member: All

# **BACKGROUND DOCUMENTS**

Proformas returned by document "owners" setting out advising on whether the various codes, policies and strategies are being complied with.

# Local Code of Corporate Governance – key policies and processes

Policy or process	Purpose, vision & outcomes	Purpose, functions and roles	Values, good governance, conduct & behaviour	Decisions, value for money, scrutiny & risk management	Capacity & capability	Engagement & accountability
Local Area Agreement	✓	<b>✓</b>				<b>✓</b>
Pride of Place (Community Strategy)	<b>√</b>	<b>√</b>			<b>✓</b>	✓
Reconciling Policy and Resources	✓	<b>✓</b>				<b>✓</b>
Council Plan	✓	✓				✓
Contract Standing Orders	✓		✓	✓		
Risk Management Strategy	<b>✓</b>		✓	✓		
Communications Strategy	✓				✓	<b>✓</b>
Medium Term Financial Plan	✓					
Corporate Complaints Policy	<b>✓</b>		<b>✓</b>	✓		<b>✓</b>
Performance Management	<b>✓</b>	<b>✓</b>	✓		<b>✓</b>	
Partnerships Guidance	✓	<b>✓</b>	✓	✓		
Statement of Accounts	✓					<b>✓</b>
Constitution		✓	✓	✓		✓
Business Continuity Plan		<b>✓</b>	✓	<b>✓</b>		
Consultation Strategy		<b>√</b>			✓	<b>√</b>
Employee Policies and procedures		✓	✓		✓	
Scheme of Delegation		<b>√</b>	✓			
Code on Officer / Member relations		✓	✓	✓		
Guidance to members on outside organisations		✓	<b>✓</b>	<b>✓</b>		
Code of Conduct for Employees			✓	✓		
Code of Conduct for Members			✓	✓		
Equalities Scheme and Policies			✓			<b>√</b>
Anti Fraud & Corruption Strategy			<b>√</b>			
Confidential Reporting (Whistle-blowing) Policy			<b>√</b>	<b>√</b>		<b>√</b>

Policy or process	Purpose,	Purpose,	Values, good	Decisions,	Capacity	Engagement &
	vision & outcomes	functions and roles	governance, conduct & behaviour	value for money, scrutiny & risk	& capability	accountability
				management		
Anti Money			<b>√</b>			
Laundering Policy			•			
Financial			$\checkmark$	$\checkmark$		
Regulations &						
Standard						
Financial						
Procedures						
Training &			$\checkmark$		✓	
Development						
Strategy						
(Employees)						
Members Training			✓	✓	$\checkmark$	
& Development Plan						
Health and Safety	<del>                                     </del>					
Policies &			✓	✓		
Procedures						
Project			./	./		
Management			V	•		
Toolkit						
Tendering &			-/	./		
contracting			•	•		
Procedures						
Consultancy Code			✓	✓		
Annual Internal			✓	✓		
Audit Report						
IT Security			$\checkmark$			
Policies			·			
Data Protection			$\checkmark$			
Policy						
Intellectual			$\checkmark$			
Property						
Guidance	<del>                                     </del>					
Corporate			✓	✓		
Procurement						
Strategy, policies						
and guidance Overview and	<del>                                     </del>					
Scrutiny				✓		✓
Procedures						
Scheme for	1			/		/
access of				✓		<b>Y</b>
information						
Freedom of	†			_/		./
Information Policy				•		<b>Y</b>
omatom only	<u> </u>	1	L	L	1	1

# Progress against Corporate Governance action plan 2007/08

Improvement area	Target	Progress
Corporate Governance Framework	To review the Corporate Governance Framework subject to the guidance being received from CIPFA/SOLACE	Local Code revised in light of new CIPFA / SOLACE guidance and approved by Governance Committee 11 March. Current processes assessed against IPF Rough Guide and found to be compliant in most areas with improvements already identified in Corporate Governance Action Plan covering identified gaps. 2007/08 Annual Governance Statement will reflect relevant changes.
Business Continuity Planning	To embed the Business Continuity culture in to the organisation, through a variety of communications measures, by June 2007.  To liaise with other Sussex local authorities to identify appropriate ways to further promote Business Continuity into the wider community.	The Business Continuity message has been presented to staff through a mixture of communication channels notably both electronic displays in common areas and static displays at a number of staff training events. The message was also part of a display at the management conference in December 07. The programme of changes to the intranet has meant that the use of this medium will be revisited during 2008/9. The inclusion of a Business Continuity clause in future contract documents for critical services is a major step forward both in building the council's resilience and promoting BC to business.  An inter agency DVD promoting Business Continuity has been revised and is planned to be issued for further review in June 08.
'Pride of Place' The East Sussex Community Strategy	Develop a new sustainable community strategy in partnership with others including the borough and district councils	The County, District and Borough Councils have worked closely to develop an integrated sustainable community strategy for East Sussex. Following a 12 week period of formal consultation and further amendments the final draft has been published and is going through the approvals process with all district and borough councils as well as the County Council before the final strategy is published in June 2008.
Communication of corporate governance framework	To launch the e-learning package for ethical standards in June 2007and to improve involvement in delivering the actions identified by all staff.	Package launched in September 2007. Initial response positive, now awaiting usage figures to 31 March as basis for further push with departments to ensure targets for all staff to complete by September 2009.

Induction	Improvement of induction process to include raised awareness of decision-making structure and Governance requirements.  80% of new employees completing the on-line induction package	The e-learning induction package was successfully launched in February 2007.  Indications are that the package is a very helpful tool and the completion of the package has risen to 83%.  Options such as the use of MP3 players to reach staff in Adult Social Care who find it difficult to have access to a computer are being investigated.
Code of Conduct for Members	To implement Government changes to the Code of Conduct for Councillors through the presentation of the revised code of Conduct to the Standards Committee in June 2007 and seeking formal adoption by the County Council in 2007.  To provide members with training on the new code.	The code of conduct was considered by the Standards Committee on the 10 July and agreed by County Council on the 24 July for formal adoption.  Training has been provided to Councillors with on-line guidance provided by the Learning Pool.
Complaints	To review the management and procedures for corporate complaints handling in line with the customer focus framework	The Complaints leaflet has been rewritten following IDeA consideration of good practice in other authorities.  Customer service standards have been launched across the Council, including standards in relation to complaint handling.  More frequent reports are presented to management teams addressing complaints issues and statistics.  Complaints submitted to the Ombudsman reduced from 67 last year to 33 this year.  A new ICT system will be introduced to improve complaint tracking and monitoring.
Equalities and Diversity	To review the Council's approach to equalities and diversity in line with recommendations made by external consultants	A group of senior officers has been identified to take this work forward and to make sure the work is coordinated across the Council and integrated into existing business planning processes.

Communications	Develop an Internal Communications Strategy to ensure the consistent communication of corporate information to staff, and to support departmental information-sharing processes.	An Internal Communications Strategy has been developed which includes a broad range of actions to improve two way communications across the Council. The actions are based on introducing new communications channels and making better use of existing ones. The action plan has been reviewed in the light of the staff survey results, and a report has been presented to the Director of Policy and Communications which concludes that the original plan is on track to address staff concerns. A Members' Communications Group has been set up to look at developing cross-departmental consistency in communicating with Members. Initial plans to present a report with recommendations, initially to COMT, in December have slipped but the group is due to carry out the work from March - May 2008. The group's recommendations will inform the development of the new intranet (currently ongoing) which will include improved Members' Communications in a later phase.
Review of Members on Outside Bodies	Update and review the information held about members of outside bodies  In light of the review, consider levels of support, information and training required by members to undertake their roles effectively.	Audit of members on outside bodies has been completed in conjunction with the review of the Councillors requirement to re-register their interests.  Report with revised guidance for members was reported to the Governance Committee on the 11 March.
Review of Anti- Fraud and Corruption Policy Review	To review and update the Anti-Fraud and Corruption Review.  To refresh the Whistleblowing policy and increase staff awareness of the policy.	Report on self assessment against best practice, improvement themes and revised policy approved by ABVSC on 10 March. Due for final approval by Governance Committee 6 May. Additional funding secured via RPR will support delivery of improvement plan in 2008/09.  The refresh of the whistle-blowing policy will be addressed in parallel with Anti Fraud and Corruption Action Plan (see above).

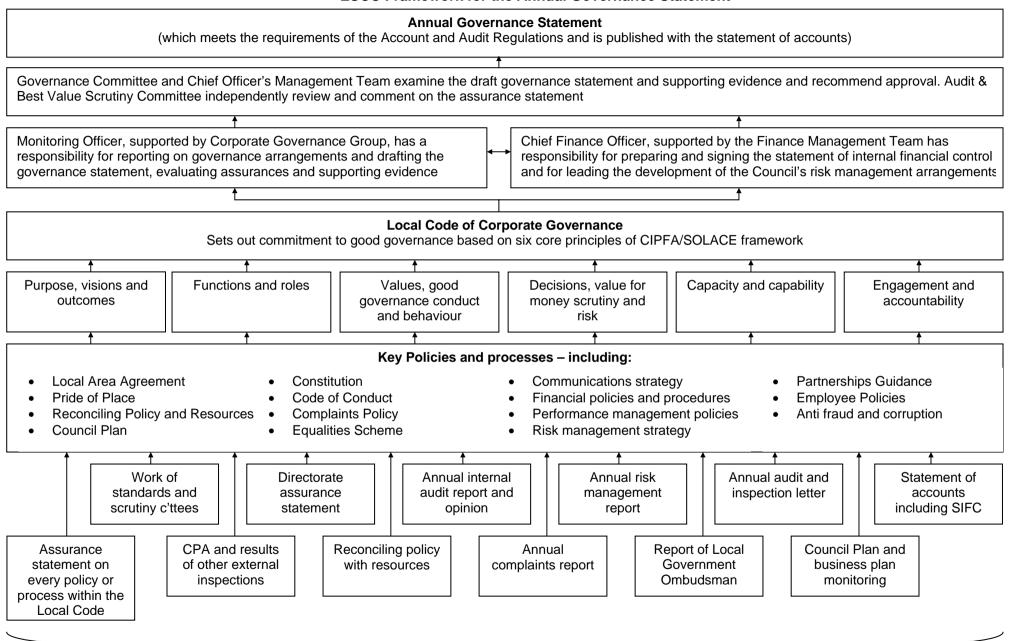
Risk
Management

Review the council's Risk Management Strategy and policy and procedures to ensure that the council's strategy to address risk is appropriate to address the risks faced by the council. The new risk management strategy has been approved by Audit and Best Value Scrutiny Committee and Cabinet . It has been formally launched and Rawdon Phillips (Insurance and risk Manager) has visited DMTs to promote it.

Member training took place on 31 March 2008. All Members were invited and the event was well attended and received. An additional briefing will be provided to the Audit and Best Value Scrutiny Committee before it's meeting on the 19 June.

The associated new procedures are in place and are being monitored to ensure that they are being correctly followed. Guidance continues to be provided where necessary.

### **ESCC Framework for the Annual Governance Statement**



# Appendix 4

Action Plan 2008/09 Improvement area	Target
Corporate Governance Framework	To continuously review the Corporate Governance Framework subject to the guidance from CIPFA/SOLACE.
Business Continuity Planning	To review the council's Business Continuity plans and BC communications strategy with the longer term view of bringing them in line with BS25999.
	With other Sussex local authorities, identify appropriate ways to further promote Business Continuity into the wider community.
'Pride of Place' The East Sussex Community Strategy	Complete and publish the sustainable community strategy in partnership with others including the borough and district councils.
Complaints procedure	To review the management of and procedures for corporate complaints handling in line with the customer focus framework.
Equalities and Diversity	To review the Council's approach to equalities and diversity.
Communications	Deliver the Internal Communications Strategy to ensure the consistent communication of corporate information to staff, and to support departmental information-sharing processes.
Improvements to Anti-Fraud and Corruption arrangements and Whistleblowing	To deliver targeted improvements in anti-fraud and corruption arrangements and Whistleblowing including raising staff awareness of the contents of the policies.
Corporate Health and Safety	To review the corporate health and safety management including the health and safety values within the organisation.
Local Government and Public Involvement in Health Act	Revision of constitution, executive arrangements and delegations to meet requirements of the Act.
Information Security	Review the Council's information security policy and put in place consistent and robust approaches to information security.

## Annual Governance Statement for the year ended 31 March 2008

# 1. Scope of responsibility

East Sussex County 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 County 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. In discharging this overall responsibility, members and senior officers are responsible for putting in place proper arrangements for the governance of the County Council's affairs, the effective exercise of its functions, the management of risk and the stewardship of the resources at its disposal. To this end, East Sussex County Council has approved and adopted a Local 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 Local Code is on our website at www.eastsussexcc.gov.uk or can be obtained from the Council's Monitoring Officer. statement also sets out how the County Council has complied with its Local Code and also meets the requirements of the Accounts and Audit Regulations 2006 for the publication of a statement on internal control.

# 2. Purpose of the governance framework

Good governance is about how the Council ensures that it is doing the right things, in the right way, for the right people, in a timely, inclusive, open, honest and accountable manner. Our governance framework comprises the systems, processes, culture and values by which the Council is directed and controlled. Through effective governance the Council is accountable to, engages with and, where appropriate, leads the community.

The code of corporate governance can provide only reasonable and not absolute assurance that the Council achieves its aim of good governance. Equally the County Council's system of internal control is designed to identify and prioritise the risks to the achievement our policies, aims and objectives, to evaluate the likelihood and impact of those risks being realised and to manage those risks efficiently, effectively and economically. It cannot eliminate all risk of failure; it can therefore only provide reasonable and not absolute assurance that our policies, aims and objectives are achieved.

The Local Code of Corporate Governance, which was substantially revised during the year, and the system of internal control have been in place at East Sussex County Council for the year ended 31 March 2008 and up to the date of the approval of the statement of accounts.

### 3. Review of effectiveness

East Sussex County Council reviews the effectiveness of its governance arrangements, including its system of internal control, on an ongoing basis. This review of effectiveness is informed by:

- the work of Members through the Cabinet, Committees including Governance Committee, Standards Committee, Audit and Best Value Scrutiny Committee, Scrutiny Committees generally and the full Council;
- the work of Chief Officers and managers within the Council, who have primary responsibility for the development and maintenance of the internal control environment;
- the work of the Deputy Chief Executive and Director of Corporate Resources (as Chief Financial Officer) and the Financial Management Team and the Statement of Internal Financial Control:
- the work of the Monitoring Officer and the Corporate Governance Group;
- the annual risk management report and periodic review of strategic risks conducted by Chief Officers;
- the work of the internal audit service including their annual report and opinion;
- the external auditors in their audit and inspection annual letter and annual governance report;

- the Audit Commission's Comprehensive Performance Assessment where the Council's governance and internal control arrangements achieved a top rating of 4 out of 4;
- the judgements of a range of external inspection and other statutory bodies including the Local Government Ombudsman and the Standards Board for England

# 4. Key elements of the governance and internal control environments

The key elements that comprise the Council's governance arrangements are set out in the Local Code and they include:

- a Community Strategy and Council Plan that set out our vision for the community and the outcomes we intend to achieve:
- an established medium term planning process including the process for reconciling policy priorities with financial resources, which takes account of the need to improve both customer focus and efficiency;
- a business planning and performance management framework which includes setting clear objectives and targets, both financial and otherwise;
- regular reporting of performance against the Council's key objectives, as set out in the Council Plan, to officers and Members;
- established budgeting systems, clear budget management guidance and regular reporting of financial performance against budget forecasts to officers and Members;
- financial management structures which promote ownership of financial issues within service departments;
- the Council's constitution which sets out clear arrangements for decision making, scrutiny, communication and the delegation of powers to officers and Members;
- codes of conduct for Members and employees which set out clear expectations for standards of behaviour:
- a clear framework for financial governance based on Contract Standing Orders, Financial Regulations and Standard Financial Procedures;
- a risk management strategy and detailed risk management framework, which takes account of both strategic and operational risks and ensures that they are appropriately managed and controlled:
- Member committees with clear responsibilities for governance, audit and standards
- established arrangements for dealing with complaints and whistle-blowing, and combating fraud and corruption;
- schemes for identifying the development needs of Members and officers, supported by appropriate training;
- strategies for communication and consultation with the people of East Sussex and our key stakeholders:
- clear guidance that promotes good governance in our partnership working;
- a range of policies and processes designed to ensure best practice and legal compliance for personnel matters, ICT security, access to information, data protection and project management.

# 5. Assurance and Significant Governance Issues

No assurance can ever be absolute; however this statement seeks to provide a reasonable assurance that there are no significant weaknesses in the County Council's governance arrangements. On the basis of the review of the sources of assurance set out in this statement, we are satisfied that the County Council has in place satisfactory governance arrangements, including a satisfactory system of internal control, both of which are operating effectively.

As part of our review, we have not identified any gaps in assurance over key risks or significant governance issues.

The Council will continue to regularly monitor issues that may seriously prejudice or prevent achievement of its key objectives through its strategic risk review process

Both governance and internal control arrangements must be kept under review to ensure that they continue to operate effectively and meet changing legislative needs, reflect best practice and our

intention to achieve excellence in all our activities. The Council has identified a number of areas where it wishes to enhance its governance arrangements, as follows:

- Review our Business Continuity plans and communications strategy with the longer term view of bringing them in line with BS25999 and with other Sussex local authorities, identify appropriate ways to further promote Business Continuity into the wider community;
- Complete and publish the sustainable community strategy in partnership with others including the borough and district councils;
- Review the management of and procedures for corporate complaints handling in line with the customer focus framework;
- Review the Council's approach to equalities and diversity in line with recommendations made by external consultants;
- Deliver the Internal Communications Strategy to ensure the consistent communication of corporate information to staff, and to support departmental information-sharing processes;
- Deliver targeted improvements in anti-fraud and corruption arrangements and Whistleblowing including raising staff awareness;
- Review corporate health and safety management arrangements including the health and safety values within the organisation;
- Revise the constitution, executive arrangements and delegations to meet requirements of the Local Government and Public Involvement in Health Act;
- Review the Council's information security policy and put in place consistent and robust approaches to information security management.

Actions plans are in place to address these issues, and their implementation will be monitored and reviewed during the year.

Cllr Peter Jones, Leader Cheryl Miller, Chief Executive 26 June 2008