ANNUAL GOVERNANCE STATEMENT

This statement meets the requirement to produce a Statement of Internal Control pursuant to Regulation 4 of the Accounts and Audit (Wales) Regulation 2014.

Part 1: SCOPE OF RESPONSIBILITY

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

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

Gwynedd Council has approved and adopted a code of corporate governance, which is consistent with the principles of the CIPFA/SOLACE Framework *Delivering Good Governance in Local Government*. A copy of the code is available on our website or can be obtained by writing to the Gwynedd Council, Council Offices, Shirehall Street, Caernarfon, Gwynedd LL55 1SH. This statement explains how the Authority has complied with the code and also meets the requirements of regulation 5(5) of the Accounts and Audit (Wales) Regulations 2014 in relation to the publication of a statement on internal control.

Part 2: THE PURPOSE OF THE GOVERNANCE FRAMEWORK

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

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

The governance framework described above has been in place at Gwynedd Council for the year ended 31 March 2015 and up to the date of approval of the statement of accounts.

Part 3: GOVERNANCE FRAMEWORK

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

Score of 10:

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

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

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

Score of 8:

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

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

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

Part 4: EFFECTIVENESS OF THE GOVERNANCE FRAMEWORK

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

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

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

- Assessments by members and principal officers in developing the 'Gwynedd Way' system, namely, the same common and clear vision for everyone in the Council regarding the corporate culture needed if the people of Gwynedd are to be central in everything that we do.
- The work of Internal Audit is summarised in the Head of Internal Audit's Annual Report, submitted to the Audit Committee in May 2014. The report included the following general assurance: "On the basis of the work of Internal Audit that was completed in 2014/15, in my opinion, Gwynedd Council has a sound framework of internal controls. This assists in providing confidence in the arrangements for ensuring effective and efficient achievement of the Council's objectives, as the steps taken by the Council during the financial year to establish and strengthen internal controls and to ensure that recommendations to remedy weaknesses identified by the Internal Audit service have, overall, been satisfactory."
- Consideration of the results of the work of external auditors and regulators, including the Wales Audit Office, Estyn and the Care and Social Services Inspectorate Wales (CSSIW).

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

Element	Assessment of its Effectiveness in assisting us to deliver	Effectivene ss Score (out of 10)
The Council's Values	The Council's values were developed by means of the work of the Managers' Colleges and the Council's values have been included on vehicles, letters and signs in offices. It was reported in the 2014 Statement that evidence is scarce that our staff and members live these values and there is evidence – from system reviews – showing that the values have not in reality filtered down to mean better services for Gwynedd people. Ffordd Gwynedd work has already started in some limited areas within the Council but further work is necessary before a significant change in culture has penetrated through the Council. There are encouraging signs because there is evidence that the values are beginning to emerge from the new speech staff. However, it will take time until there is evidence of behaviour change that would allow an increase in the score.	3
The 'Cyflawni' system	It was reported in 2014 that a self-assessment of the 'Cyflawni' system shows that there are still shortcomings in our arrangements, including a lack of real ownership by units within the Council of performance information and its use for improvement, although arrangements had improved on previous years. Systems tests and the self-assessments undertaken for Ffordd Gwynedd show that more clarity is needed regarding what is a performance indicator and what is management information – this is not always clear to everybody. The 2014 Statement reported that a review was ongoing to reconcile the procedure with Ffordd Gwynedd. This consolidation review has almost been completed, and the intention is to put the new arrangements in place during 2015/16. We will not be in a position to change the score until then.	3

Element	Assessment of its Effectiveness in assisting us to deliver	Effectivene ss Score (out of 10)
Engagement	The 2014 Statement reported that the Engagement Strategy adopted by the Cabinet on 28 January 2014 was the result of a self-assessment that highlighted that the Council's engagement arrangements were not as good as they should be for the new climate ahead. In the context of the this climate, the Gwynedd Challenge initiative, to discuss the financial situation with Gwynedd residents, has been given priority in the last year, and therefore other parts of the strategy have not progressed as expected. It should be noted that the support given to the waste project has been	4
	praised by the relevant Scrutiny Committee, but the score will continue to reflect the situation at the time of the original self assessment	
Information Governance	Despite efforts to improve Information Governance, the Council continues to hold vast amounts of information, and we need to continue working to ensure that it does not hold more data than is needed. There is no evidence that the Council, overall, has improved its ability to use its information to make appropriate decisions as effectively as it could. It is expected that the EDRMS project will contribute to a significant improvement in this regard. In addition, there were occasions during 2014/15 where there was a failure on behalf of the Council to secure the information in its possession as expected, which has shown that our arrangements are less effective that we thought when undertaking the 2014 assessment. This has highlighted the need to retrain staff appropriately on Data Protection issues, and improve attitudes in this area.	4
Staff Appraisal, Training and Development	 attitudes in this area. Difficulties in filling some senior posts within the Council suggest that there is a need to improve our ability to create progression at least for senior posts. This has been identified as a basis for developing internal talent. The formal appraisal procedure has been suspended within the Council whilst a review of its contribution to the Ffordd Gwynedd culture is undertaken. Evidence collected during exit interviews shows that many officers appreciate the training and development that they have received from the Council. 	4
Member inter- relationship	There is some evidence of tension in the past between members as the new Cabinet arrangements were implemented within the Council and the resulting changes in roles, and there is no evidence to suggest that those tensions have disappeared. Tensions are inevitable during times of significant changes and to be expected.	4

Element	Assessment of its Effectiveness in assisting us to deliver	Effectivene ss Score (out of 10)
Integrated Public Services	A score of 3 was given in 2014, but progress has been made during the last year. The Partnerships Unit has been established with Anglesey County Council, and the Council was among the signatories of a Statement of Intent that has been agreed with the Betsi Cadwaladr Health Board for an integrated service. The Council acknowledges that work remains to be done to develop the Local Services Board, but a Plan has been developed during the last year and a review by the Wales Audit Office in 2015 has reported that the Board is moving in the right direction. In addition, system review work in the Care field, which includes close collaboration with stakeholders from external bodies, is showing promising signs.	5
Risk Management Arrangements	Arrangements are now in place for every department to maintain a departmental risk register and there are also cross-departmental registers in place with protocols to support them. Nevertheless, the take-up of risk management amongst individual business units is inconsistent and the general perception is that risk management is a hindrance rather than a help in achieving aims. Also, apart from Health and Safety risks, systems tests show that not all the workforce is aware of the risks that could prevent achievement for the people of Gwynedd and take ownership of them – risk management tends to be seen as a matter for Managers. Substantial work has been undertaken in the field of Emergency Planning and Business Continuity, to better prepare the authority for unforeseen events. It was reported in 2014 that risks around Safeguarding Children and Adults were receiving attention after an Estyn and Wales Audit Office report published in 2013 concluded that the Council's arrangements for safeguarding children and young people did not satisfy the statutory requirements. However, substantial steps have been taken since then. A Strategic Panel convenes on a quarterly basis and an Operational Panel on a monthly basis. Major steps have been undertaken during the last year to ensure that the Corporate Safeguarding Policy remains valid, as well as annual reviews of the policies of individual departments. Follow-up audits by Estyn have confirmed that the action plan has been effective, but an extended period of operation is required before we will change the score.	5

Element	Assessment of its Effectiveness in assisting us to deliver	Effectivene ss Score (out of 10)
The Scrutiny Procedure	The 2014 Statement reported that a revised Scrutiny Strategy was at a draft stage and ready to be published. The Strategy was published during 2014/15. Following the improvements reported in 2014, some examples were seen of scrutiny having a positive impact on services, but there is still some way to go until scrutiny maximises that objective. We will not include improvements to the procedure as an action in this statement and the Strategic Plan as we are already collaborating with WAO to introduce changes. The work that has been done during 2014/15 to use Scrutiny to help us set the direction rather than looking back post- decision has improve the working relationship between the Cabinet and Scrutiny function.	5
The External Auditor's Annual Letter	 Whilst the letter includes constructive criticism, the Council will try to implement the matters raised but sometimes there may be conflict between what the Council feels should be addressed and some matters raised in the letter in terms of the effort required to be given to them and the level of risk they represent. However, these examples are not significant; there were no recommendations in the most recent report and in general the messages are positive. The effectiveness score has been changed to 5, since delays in receiving the letter in 2015 means that its ability to assist the Council to improve will be less effective. 	5
Member Training and Development	Steps have been taken in the period since the 2012 election to draw up a training programme for members with the Democratic Services leading on the work. Personal Development Interviews were introduced during 2014/15, with 20 members taking advantage of them.	5
The complaints procedure	It was reported in 2014 that the main weakness of the complaints procedure was a lack of arrangements to allow the Council to learn lessons from investigations into complaints. During 2014/15 new arrangements were introduced to deal specifically with this. A new Corporate Complaints Procedure was introduced, and a Service Improvement Officer was appointed to ensure that we learn lessons from complaints, and avoid repeating mistakes.	5

		Effectivene
Element	Assessment of its Effectiveness in assisting us to deliver	ss Score (out of 10)
The Council's Strategic Plan	The Strategic Plan is an important guidance to achieve on behalf of Gwynedd People. The Wales Audit Office has identified improvements in the way that the Council is providing its services. However, the Council recognises that the nature of the current Scheme means that it is not easy to interpret from it what constitutes the core work of the Council. The scheme in its current form is a catalogue of things that need to be changed within the Council and in the Gwynedd area, rather than a business plan for the Authority.	6
The Audit Committee	Gwynedd Council's Audit Committee has been established since 1999 and it has agreed terms of reference. It was reported in 2014 that the Audit Committee is very effective in achieving some of the functions that it has undertaken for some time, but its capacity to deal with new responsibilities continue to develop by virtue of the Local Government (Wales) Measure 2011 continue to develop. The is no evidence to suggest that the situation has changed in the last year.	6
Internal Audit	The effectiveness of the Internal Audit system is under continuous review and although the service satisfies the professional standards in accordance to expectation, there is a need to consider further whether it reviews the right things and if it operates in a manner that is compatible with Ffordd Gwynedd. The service's capacity has decreased significantly since 1 April 2015, down from 10 to 7 full-time officers. It is expected that the adoption of Ffordd Gwynedd principles will ensure the effectiveness of the service will be maintained, but there may be some reduction in the short term.	6
Procurement Strategy	The Procurement Strategy has been in place for several years, but it was reported in 2014 that there is some evidence that its principles do not filter through to the Council consistently and that there is room to changesin the arrangements to reflect new methods of working. In response to this, the Procurement Project in collaboration with Denbighshire and Flintshire councils has led to a new Strategy that will be presented for scrutiny during 2015/16. The Council will move forward to focus on category management (this received Cabinet approval during 2015/16), and appropriate investment has been made.	6
Equality	Although an Equality Scheme is in place, there is evidence that awareness of equality is not as rooted as it should, and that the mentality has not yet spread throughout the Council. For example, there is no evidence to show that the Council is thinking of conducting routinely Equality Impact Assessments when making its decisions.	6

Element	Assessment of its Effectiveness in assisting us to deliver	Effectivene ss Score (out of 10)
Leadership Programme	 There is evidence that Leadership skills within the Council has improved after the Council invested in leadership training for its Senior Officers and members. However, the Ffordd Gwynedd self-assessment shows that there is a need to take this to the next level now and ensure that all the Council's leadership are unanimous in implementing the principles of Ffordd Gwynedd if it is to be successful. 	7
The Local Governance Code	 The Local Code, as the focus of all individual elements of the governance framework, operates effectively in achieving its objectives. This is the core of our assessment of governance arrangements. However, it could be reviewed more regularly than in the past but the Audit Committee and the Governance Arrangements Assessment Group are addressing this. Generally, the Council is comfortable with the current arrangements, and a constructive report is expected when the Wales Audit Office undertakes a corporate review during 2016/17. However, during 2015/16 we will consider if there is a need to extend what is fed into the governance system. At the same time, we recognise the need to simplify and rationalise the code, since 31 headings seems excessive. 	7
Gwynedd Council Performance Report	The Council's Improvement Report is published annually in accordance with the expected timetable. The Report notes that the Council has undertaken its duties of reporting on improvement that is a requirement under the measure, but it could comply more fully with guidance from the Welsh Government. Although this is a report that achieves its purpose there is a risk that it is a report that is produced to satisfy statutory requirements, rather than achieving the objective of providing a complete picture for the People of Gwynedd. It is hoped that the report will improve as we improve the quality of our Strategic Plan.	7
The Standards Committee	The Standards Committee is in place and operates with agreed Terms of Reference. Minutes of the Committee show that it examines specific cases as it undertakes its work. The Committee itself has also conducted a self assessment. Further assessment by the Governance Arrangements Assessment Group suggests that the efficiency score of 5 given in 2014 appears to be harsh, and assessment shows improvement. It was noted that the Committee fulfils its policing role well, but there is room for improving its activities of promoting good standards.	5

Element	Assessment of its Effectiveness in assisting us to deliver	Effectivene ss Score (out of 10)
Whistleblowing Code of Practice	Although very little use has been made of the procedure, the disclosures that have been made have been the subject of thorough investigations in accordance with the Code of Practice. The arrangements have been reviewed recently by the WAO as part of a national review. Evidence from the national review, and a review of awareness by Internal Audit, has demonstrated that the procedures are generally effective, and justify the score given.	7

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

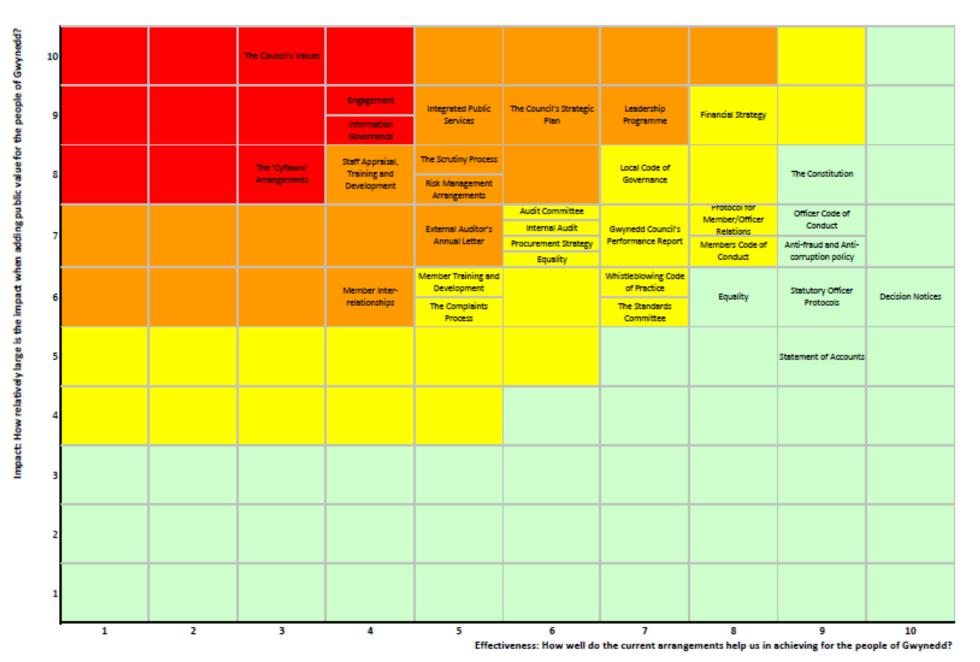
Element	Effectiveness Score (out of 10)
Financial Strategy The Protocol for Member/Officer Relations Members' Code of Conduct	8
The Constitution Officers' Code of Conduct Anti-fraud and Anti-corruption Policy Statutory Officers' Protocols Statement of the Accounts	9
Decision Notices	10

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

Part 5: SIGNIFICANT GOVERNANCE ISSUES

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

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



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

Very High Priority

Matter that has been identified	Response Arrangements	Responsibility of whom?
<i>The Council's Values</i> There are encouraging signs that the values of giving Gwynedd people central to everything we do begins to emerge from the new speech staff. Nevertheless, we need to continue the effort to ensure that everyone is "doing" as well as "saying".	The Values of the Council will receive attention under the Effective and Efficient Council priority field within the Strategic Plan, namely project C1 – Implementing Ffordd Gwynedd Project.	Chief Executive
<i>The 'Cyflawni' System</i> Lack of ownership of performance information and its use for improvement.	'Cyflawni' will receive attention under the Effective and Efficient Council priority field within the Strategic Plan, namely project C4 – Implementing a Performance Framework Project.	Head of Corporate Support
Engagement. The Council's engagement arrangements are not as good as they should be for the new climate that lies ahead.	Receiving attention under the Effective and Efficient Council priority field within the Strategic Plan, namely project C3 – Engagement Project.	Chief Executive
Information Governance. The Council maintains a large amount of data. There have been events during 2014/15 where the Council has failed to comply fully with the Data Protection standards.	Receiving attention under the Effective and Efficient Council priority field within the Strategic Plan, namely projects C7 – Electronic Document and Records Management (EDRMS) Project and C8 – Information Governance Project.	Chief Executive / Head of Adults, Health and Wellbeing

Matter that has been identified	Response Arrangements	Responsibility of whom?
Integrated Public Services. Work remains to be done to develop the Local Services Board LSB, but a Plan has been developed during the past year.	Continue with the efforts that started during 2014/15.	Head of Corporate Support
<i>Staff Appraisal, Training and Development</i> Tests have been conducted in different departments to examine different ways to improve the procedure.	Completed a review of the contribution of the appraisal process to the Ffordd Gwynedd culture.	Head of Corporate Support
<i>The Council's Strategic Plan</i> There is concern whether all Council staff give due priority to matters that are in the Strategic Plan.	Continuing to refine business planning arrangements of all the Council's business units in order to address the right priorities.	Delivering and Supporting Change Service Senior Manager
The Scrutiny Procedure We will not include improvements to the system as an action in this release and the Strategic Plan as we are already collaborating with WAO to introduce changes		
Risk Management Arrangements. The penetration of risk management amongst individual business units is inconsistent and the general perception is that risk management is a hindrance rather than a help in achieving the aims. Risk management tends to be seen as a matter for Managers.	Build on the work completed since 2013/14 where assurance was given that every department had prepared a risk register on a departmental level. Continue to support business units to raise awareness of the use of risk management in their day-to-day work in the context of the Ffordd Gwynedd system.	Senior Manager Audit and Risk
	Maintain the work programmes of the Strategic and Operational Safeguarding Panels, and monitor progress against these work programmes.	Head of Corporate Support
<i>Member inter-relationship</i> Evidence of tension.	Continuous work of ensuring respect and understanding of the different roles of members especially the Executive and other members.	Senior Manager - Corporate Commissioning Service

Matter that has been identified	Response Arrangements	Responsibility of whom?
<i>Leadership Programme.</i> Need to ensure that all the Council's leadership are as one.	Receiving attention under the Effective and Efficient Council priority field within the Strategic Plan, namely project C2 – Development of Leaders Programme Project.	Head of Corporate Support
External Auditor's Annual Letter . A draft report for 2013/14 was not received until May 2015, which has not been presented to members as a final version at the time of preparing this statement.	Discuss with the Wales Audit Office to establish, agree and monitor a timetable for preparing the report.	Delivering and Supporting Change Service Senior Manager

Part 6: OPINION

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

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

DATE

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