


Internal Audit

Internal Audit Plan 2014-15

Plymouth City Council
Audit Committee

March 2014



Auditing for achievement

Contents

AUDIT FRAMEWORK	1
AUDIT NEEDS ASSESSMENT	2
CONSIDERATION OF THE CONSEQUENCES OF CHANGE	3
CONSIDERATION OF YOUR BUSINESS OBJECTIVES	4
THEMATIC OVERVIEW OF AUDIT COVERAGE	5
HIGH LEVEL AUDIT PLAN 2014-15	6
SERVICE LEVEL PLANS – CORPORATE SERVICES, PEOPLE AND PLACE	7
FRAUD PREVENTION AND DETECTION AND INTERNAL AUDIT GOVERNANCE	8
ANNUAL GOVERNANCE FRAMEWORK ASSURANCE	9
OUR AUDIT TEAM AND THE AUDIT DELIVERY CYCLE	10
APPENDIX 1 – PROPOSED AUDIT REVIEWS AND ASSOCIATED RISKS	11

Devon Audit Partnership	Confidentiality and Disclosure Clause
<p>The Devon Audit Partnership has been formed under a joint committee arrangement comprising of Plymouth, Torbay and Devon councils. We aim to be recognised as a high quality internal audit service in the public sector. We work with our partners by providing a professional internal audit service that will assist them in meeting their challenges, managing their risks and achieving their goals. In carrying out our work we are required to comply with the Public Sector Internal Audit Standards along with other best practice and professional standards.</p> <p>The Partnership is committed to providing high quality, professional customer services to all; if you have any comments or suggestions on our service, processes or standards, the Head of Partnership would be pleased to receive them at robert.hutchins@devonaudit.gov.uk.</p>	<p>This report is protectively marked in accordance with the National Protective Marking Scheme. It is accepted that issues raised may well need to be discussed with other officers within the Council, the report itself should only be copied/circulated/disclosed to anyone outside of the organisation in line with the organisation's disclosure policies.</p> <p>This report is prepared for the organisation's use. We can take no responsibility to any third party for any reliance they might place upon it.</p>

Audit Framework

All principal Local Authorities, including Plymouth City Council, are subject to the Accounts and Audit Regulations 2003 (as amended), and the Accounts and Audit Regulations 2006 and 2011, which require that the Authority should make provision for Internal Audit. From April 2013, organisations in the UK public sector are required to adhere to the Public Sector Internal Audit Standards.

The Standards require that the Head of Internal Audit must “establish risk-based plans to determine the priorities of the internal audit activity, consistent with the organisation’s goals”. When completing these plans, the Head of Internal Audit should take account of the organisation’s risk management framework. The plan should be adjusted and reviewed, as necessary, in response to changes in the organisation’s business, risk, operations, programs, systems and controls. The plan must take account of the requirement to produce an internal audit opinion and assurance framework.

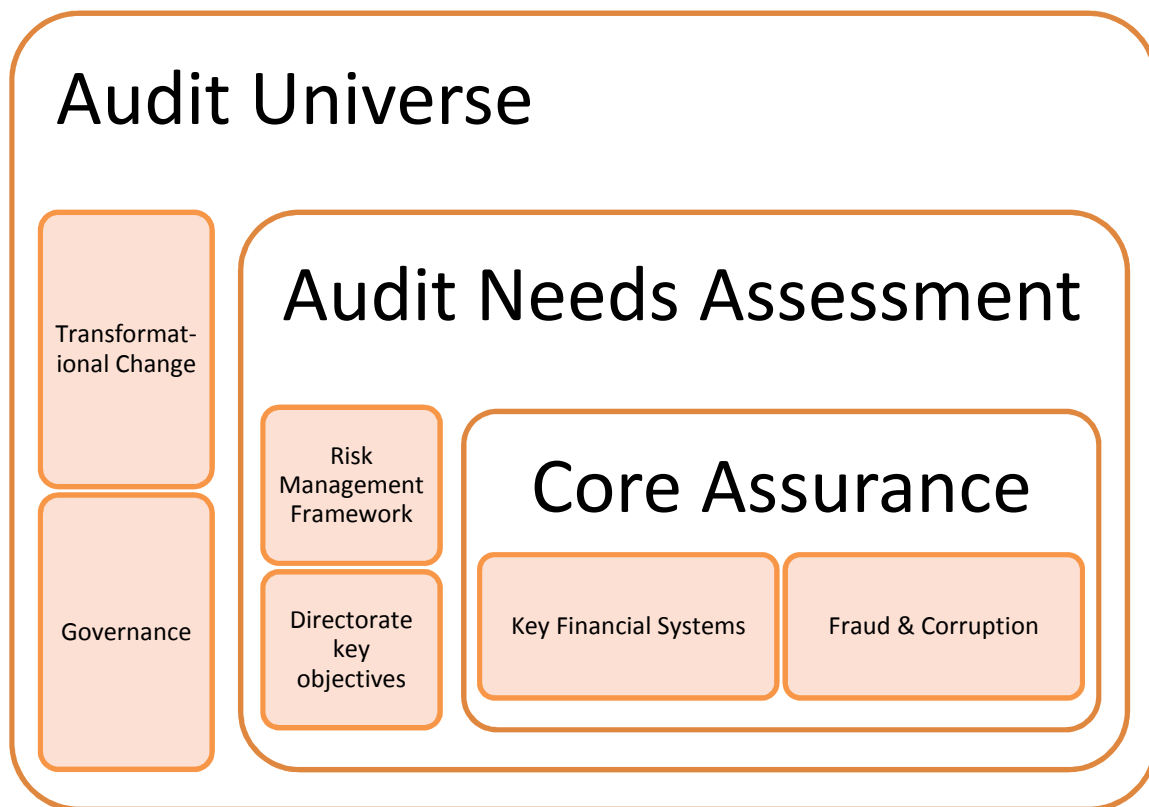
This audit plan has been drawn up, therefore, to enable an opinion to be provided at the end of the year in accordance with the above requirements



We will seek opportunity for shared working across member authorities. In shared working Devon Audit Partnership will maximise the effectiveness of operations, sharing learning & best practice, helping each authority develop further to ensure that risk remains suitably managed.

Audit Needs Assessment

We employ a risk based priority audit planning tool to identify those areas where audit resources can be most usefully targeted. This involves scoring a range of systems, services and functions across the whole Authority, known as the “Audit Universe” using a number of factors/criteria. The final score, or risk factor for each area, together with a priority ranking, then determines an initial schedule of priorities for audit attention.

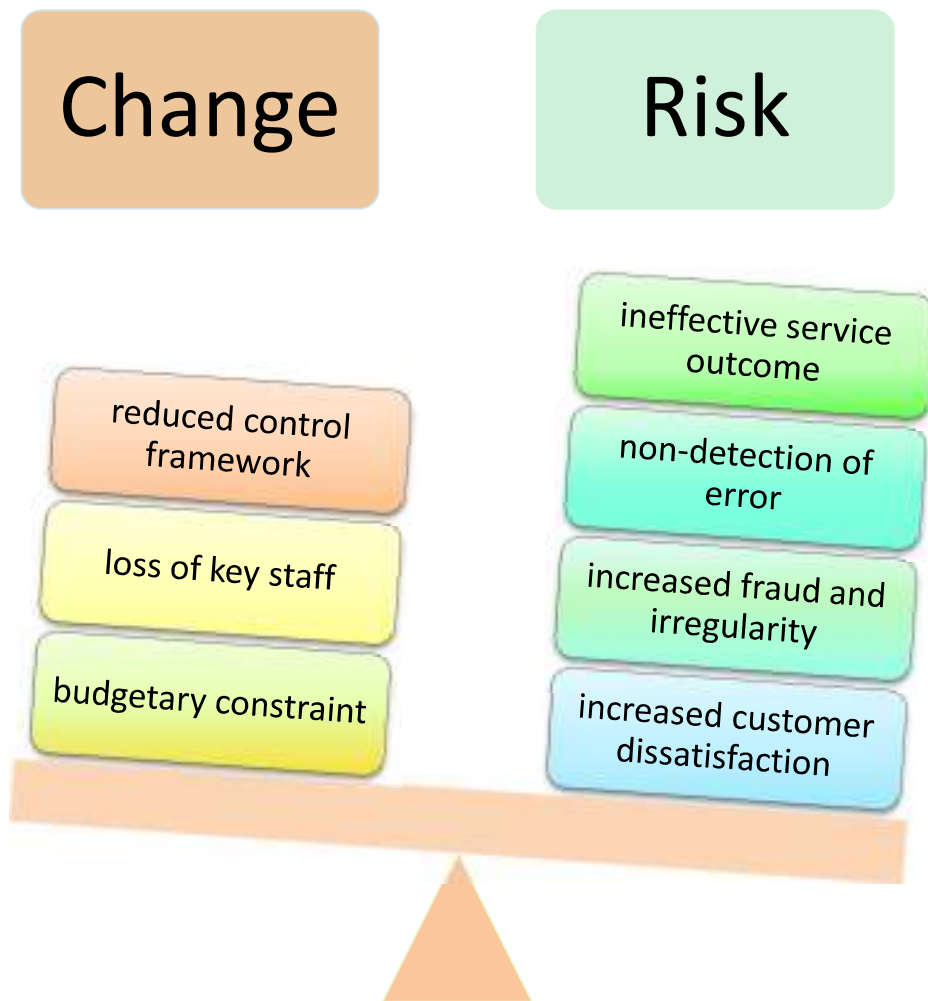


The resultant Internal Audit Plan for 2014/15 is set out in the high level plan and Appendix 1

The audit plan for 2014/15 plan has been created by:

- Consideration of risks identified in the Authority’s strategic and operational risk registers
- Review and update of the audit universe
- Discussions and liaison with Directors and Senior Officers regarding the risks which threaten the achievement of corporate or service objectives, including changes and / or the introduction of new systems, operations, programs, and corporate initiatives
- Taking into account results of previous internal audit reviews
- Taking into account Internal Audit’s knowledge and experience of the risks facing the Authority, including factors and systems that are key to successful achievement of the Council’s delivery plans
- Requirements to provide a “collaborative audit” approach with the external auditors

Consideration of the consequences of change



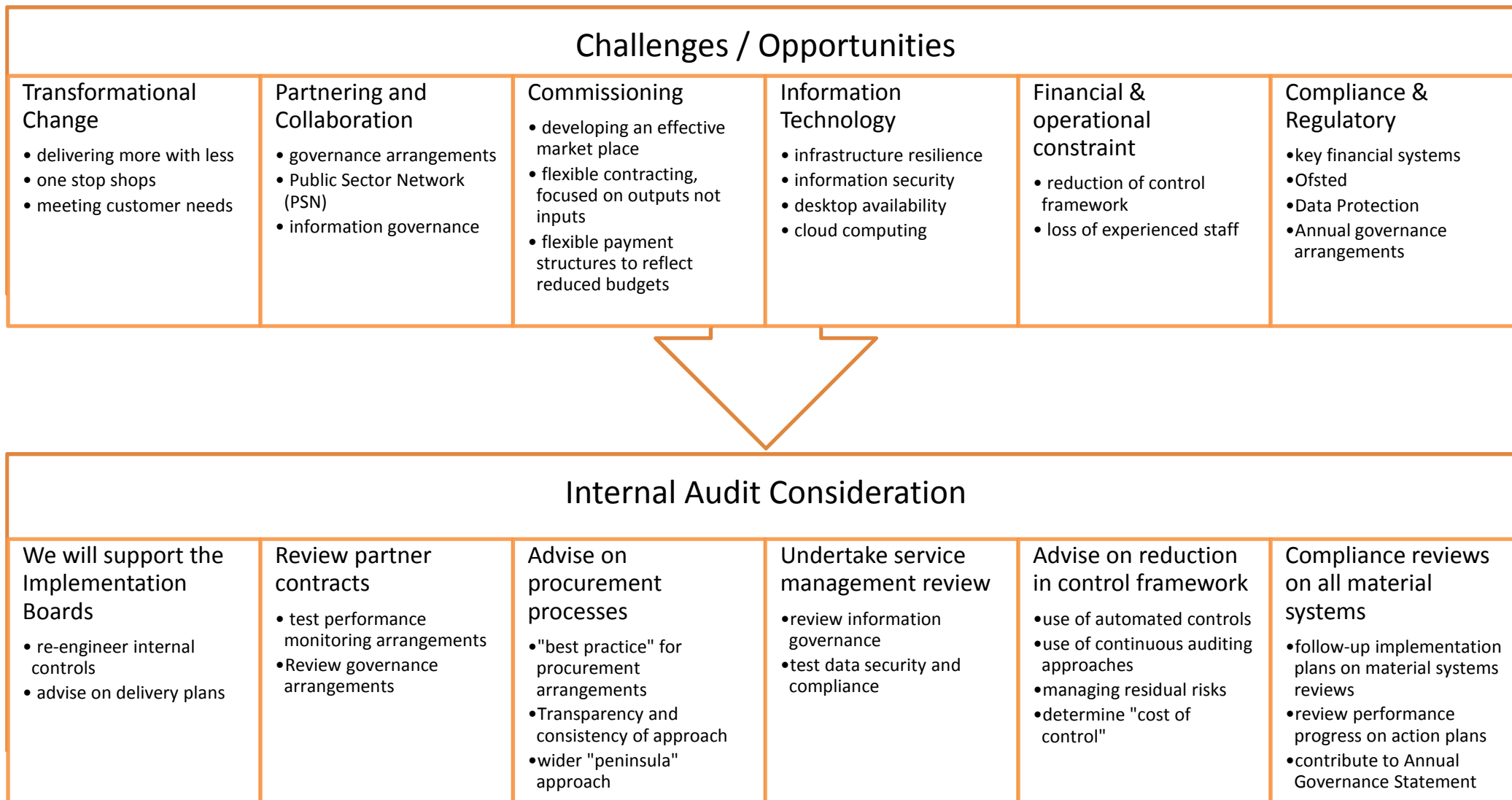
Times are changing; the expectation of the public for services provided by the public sector has never been greater; yet the money that is available for these services needs to be reduced. All public sector organisations are looking at how services can be transformed; what worked in the last decade may not meet new challenges. The use of, and dependency on, IT for service delivery will only increase further; this brings rewards but also carries its own risk.

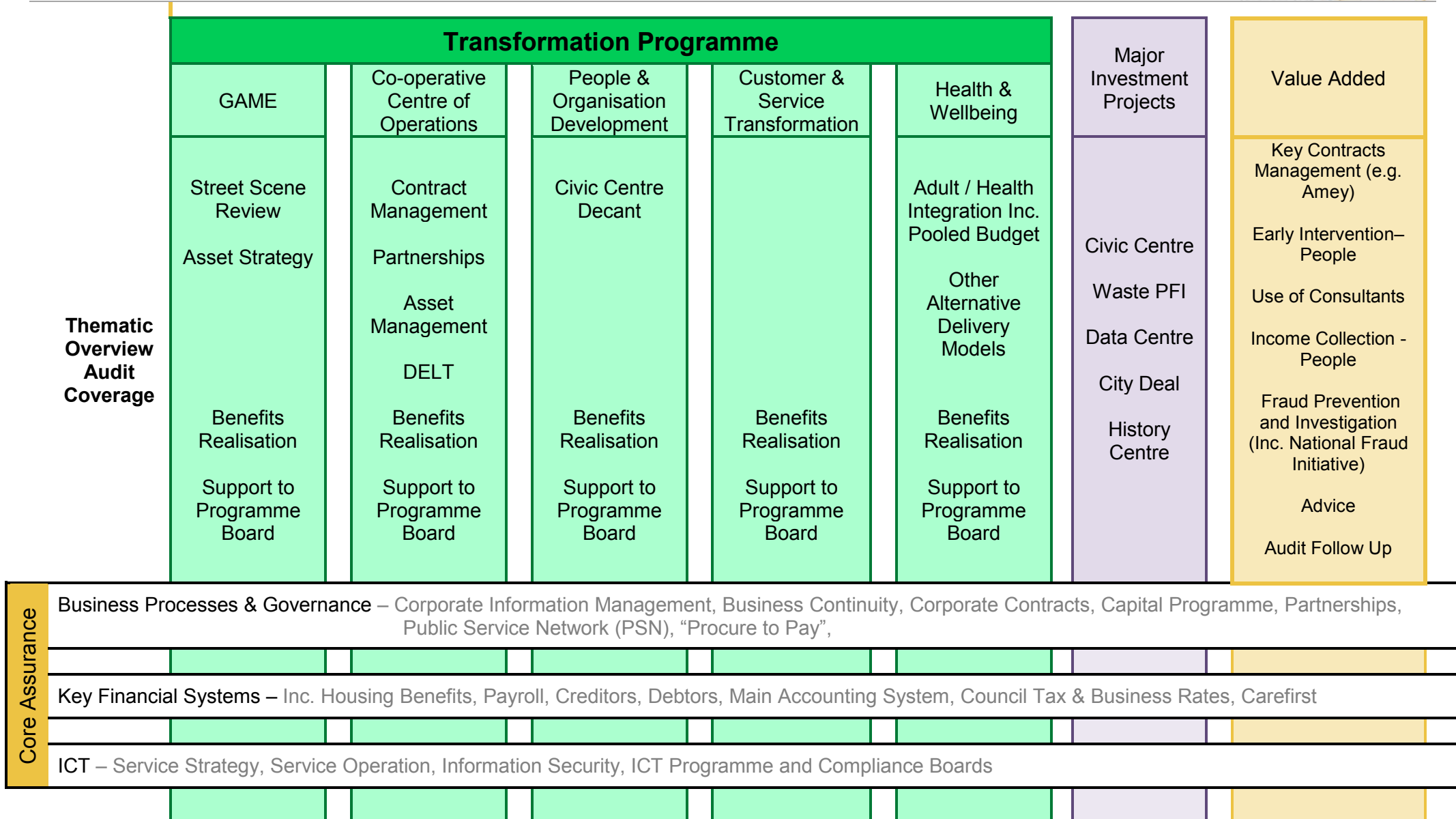
The Internal Audit function has a key role in helping management fully understand their risks and in designing effective and efficient controls that mitigate these risks to an acceptable level; a consistent application of a quality internal audit opinion assists the organisation to develop alternative and new delivery solutions that will deliver the service required.

We will work with you to understand the changes you are making, the risks you face and help you design and operate effective governance and delivery solutions.

Consideration of your business objectives

From consideration of the corporate goals and strategic risk registers we have discussed the key challenges and opportunities the Authority is facing with senior management. Our consideration and proposed action is set out below.





The diagram shows the thematic approach to the elements proposed for audit coverage in the coming year as identified through risk assessment and discussion with Senior Management. This overview is supported by the detailed plans, by theme, in appendix 1.

High Level Audit Plan 2014-15

This table shows a summary of planned audit coverage for 2014/15 totalling 1,519 direct days. It should be borne in mind that, in accordance with the Public Sector Internal Audit Standards, the plan needs to be flexible to be able to reflect and respond to the changing risks and priorities of the Authority and, to this end, it will be regularly reviewed with directorates, and updated as necessary, to ensure it remains valid and appropriate. As a minimum, the plan will be reviewed in six months to ensure it continues to reflect the key risks and priorities of the Council given the significant changes across the public sector. In order to allow greater flexibility, the Internal Audit Plan includes a contingency to allow for unplanned work.

We have set out our plan based on the current organisational structure for the Authority. Detailed terms of reference will be drawn up and agreed with management prior to the start of each assignment – in this way we can ensure that the key risks to the operation or function are considered during our review. The following pages give a brief overview of the focus of proposed audit coverage for the year.

A detailed analysis of proposed audit reviews is provided in Appendix 1.

Core Activity for Internal Audit Review	Coverage in Days
Transformation	290
Major Investment Projects	74
Value Added	151
Core Assurance – Key Financial Systems	205
Core Assurance - Other	227
Anti Fraud and Corruption	195
Grants	35
Other Chargeable Activities	342
Total internal audit plan for Plymouth City Council	1519
Schools (estimated)	152

Service Level Plans – Corporate Services, People and Place

Transformation

As part of the challenge to reduce its funding gap over the next three years the Council has developed a transformation programme.

Outline business cases for each of the programme's workstreams have been used in developing the 2014/15 internal audit plan, although it is recognised that much of the detail underpinning the proposed deliverables is still to be finalised. Therefore, time has been included in the plan to provide internal audit resource to examine, support and challenge key elements of the programme as it develops. Audit resources will be allocated on a risk based approach and will include consideration of the likelihood of benefits being realised.

Corporate Services

Assurance work will be undertaken on areas termed as key financial systems; these process the majority of income and expenditure of the Council, and which have a significant impact on the reliability and accuracy of the annual accounts.

In addition to work on material systems, Internal Audit coverage will include auditing, support and advice on a number of areas identified through review of risk registers and discussions with Senior Management such as:-

- Governance of the Council's capital programme with a review of governance at programme and project level and the allocation model for capital resources;
- Information Governance and Data Protection - through a review of strategic and operational internal information management, including compliance with Public Sector Network (PSN) and providing any support in the wake of the forthcoming visit by the Information Commissioner.
- Procurement arrangements - through review of the use of corporate contracts and potential "off contract" spend.

With respect to ICT, we will review the current ICT provision and provide a benchmark on their current ability to deliver ahead of the transition to DELT. We will work alongside the Transformation programme as new delivery models are designed that involve the implementation of new ICT business systems. We will work with ICT and business areas to ensure that business objectives are appropriately supported by IT and the value of ICT is fully realised.

Place

Work will include the GAME transformation programme; looking at such things as the review of Street Scene and the Council's Asset Management Strategy. We will continue to support both the South West Devon Waste Partnership, as the project moves towards live operation, and support the History Centre project. In addition, we will continue to work with the client in reviewing how some of the Council's existing major contracts are managed.

People

Further to meeting with People DMT a request was made that we move towards a three year audit plan looking at strategic matters affecting the directorate over the next few years. Although a small element of 'business as usual' type work around material systems affecting the People directorate will be undertaken, in the main work will focus upon fewer, more strategic, pieces of audit work. Discussion have been held with individual departmental heads and work will include the transformation programme for Integrated Health and Well Being; pooled budgets; the Care Bill; Fairer Charging; income collection; and benchmarking against other authorities.

Work will also be undertaken with regard Early Intervention. Potential alternative delivery models for specific services will be reviewed, we shall consider infrastructure and governance arrangements that will be required for different mechanisms of service delivery.

Fraud Prevention and Detection and Internal Audit Governance

Fraud Prevention and Detection and the National Fraud Initiative

Counter-fraud arrangements are a high priority for the Council; such arrangements assist in the protection of public funds and promote accountability. We will continue to investigate instances of potential fraud and irregularity referred to us by managers, and will also carry out pro-active anti-fraud and corruption testing of systems considered to be most at risk to fraud. In recognition of the guidance in the Fraud Strategy for Local Government “Fighting Fraud Locally” and the Audit Commission publication “Protecting the Public Purse” internal audit resource will be allocated to allow a focus on identifying and preventing fraud before it happens. Nationally, these areas include Procurement, Housing Benefit, Council Tax, Payroll, Blue Badges and Direct Payments.

The Audit Commission runs a national data matching exercise (National Fraud Initiative - NFI) every two years. The 2014/15 exercise will commence with the gathering and upload of the required datasets to the Audit Commission in October 2014. The resulting data matches will be received in January/February 2015 and we shall then work with Council departments to ensure that the matches are reviewed and action taken as may be necessary.

Internal Audit Governance

An element of our work is classified as “other chargeable activities” – this is work that ensures effective and efficient services are provided to the Council and the internal audit function continues to meet statutory responsibilities. In some instances this work will result in a direct output (i.e. an audit report) but in other circumstances the output may simply be advice or guidance. Some of the areas that this may cover include:-

- Preparing the internal audit plan and monitoring implementation;
- Preparing and presenting monitoring reports to Senior Management and the Audit Committee;
- Assistance with the Annual Governance Statement;
- Liaison with other inspection bodies (e.g. Grant Thornton);
- Corporate Governance - Over recent years Internal Audit has become increasingly involved in several corporate governance and strategic issues, and this involvement is anticipated to continue during 2014/15
- On-going development within the Partnership to realise greater efficiencies in the future.

Partnership working with other auditors

We will continue to work towards the development of effective partnership working arrangements between ourselves and other audit agencies where appropriate and beneficial. We will participate in a range of internal audit networks, both locally and nationally, which provide for a beneficial exchange of information and practices. This often improves the effectiveness and efficiency of the audit process, through avoidance of instances of “re-inventing the wheel” in new areas of work which have been covered in other authorities.

The most significant partnership working arrangement that we currently have with other auditors continues to be that with the Council’s external auditors. We shall continue to work with colleagues from Grant Thornton to understand their requirements and to provide information that they will require. We have set up regular liaison arrangements to maximise the benefits of close working.

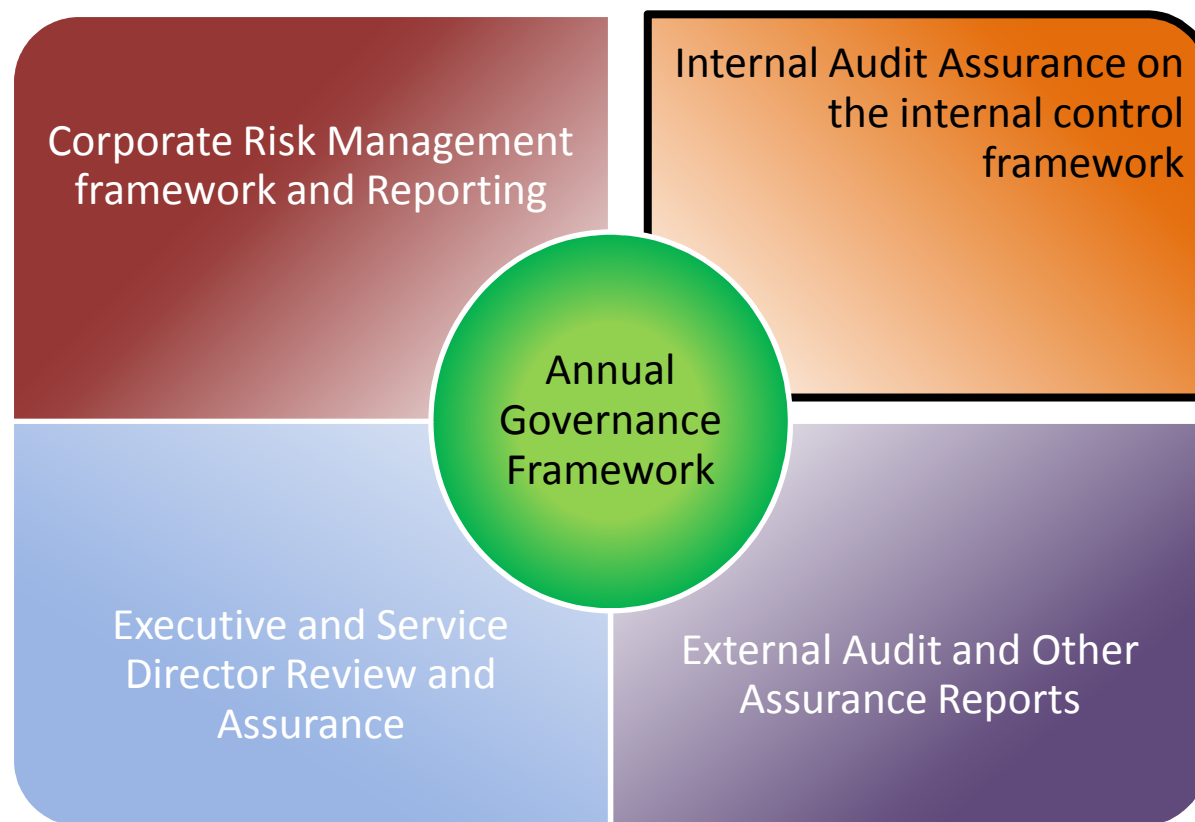
Annual Governance Framework Assurance

The Annual Governance Statement provides assurance that

- The Authority's policies have been complied with in practice;
- high quality services are delivered efficiently and effectively;
- ethical standards are met;
- laws and regulations are complied with;
- processes are adhered to;
- performance statements are accurate.

The statement relates to the governance system as it is applied during the year for the accounts that it accompanies. It should:-

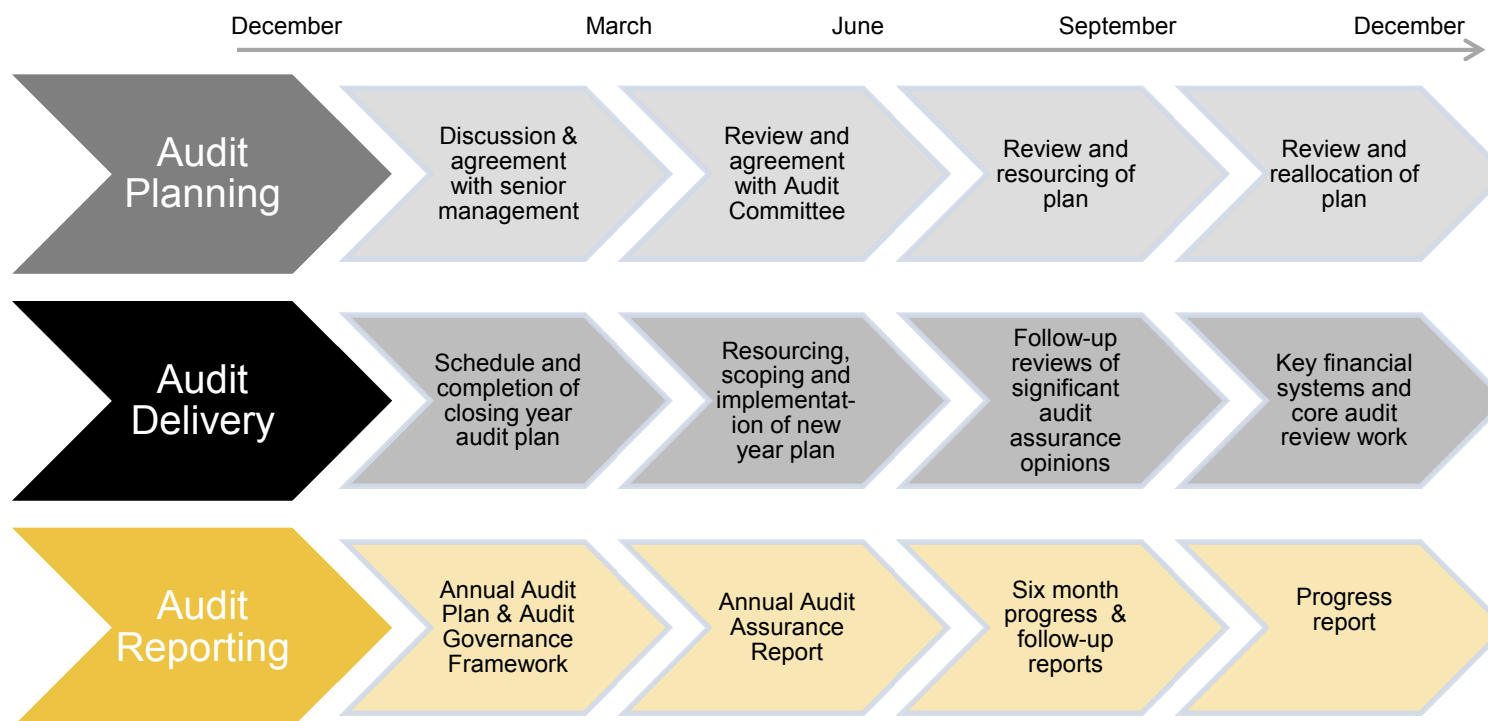
- be prepared by senior management and signed by the Chief Executive and Leader of the Council;
- highlight significant events or developments in the year;
- acknowledge the responsibility on management to ensure good governance;
- indicate the level of assurance that systems and processes can provide;
- provide a narrative on the process that is followed to ensure that the governance arrangements remain effective. This will include comment upon;
 - The Authority;
 - Audit Committee;
 - Risk Management;
 - Internal Audit
 - Other reviews / assurance
- Provide confirmation that the Authority complies with CIPFA / SOLACE Framework *Delivering Good Governance in Local Government*. If not, a statement is required stating how other arrangements provide the same level of assurance.



The AGS needs to be presented to, and approved by, the Audit Committee, and then signed by the Chair.

The Committee should satisfy themselves, from the assurances provided by the Annual Governance Statement Working Group, CMT and Internal Audit that the statement meets statutory requirements.

Our Audit Team and the Audit Delivery Cycle



Date	Activity
Dec / Jan 2013	Directorate planning meetings
March 2014	Internal Audit Plan presented to Audit Committee
	Internal Audit Governance Arrangements reviewed by Audit Committee
	Year end field work completed
Apr / May 2014	Annual Performance reports written
June 2014	Annual Internal Audit Report presented to Audit Committee
	Follow –up work of previous years audit work commences
Sept 2014	Follow-up and progress reports presented to Audit Committee
Dec 2014	Six month progress reports presented to Audit Committee
	2015 Internal Audit Plan preparation commences

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Appendix 1 – Proposed audit reviews and associated risks

Risk Area / Audit Entity	Audit Needs Assessment (ANA)	Proposed Audit Work	Proposed Timings (Quarter)
Transformation – Overall Programme			
Programme Delivery	SRR – Red ANA - High	Independent monitoring of programme progress and the development of robust and suitable solutions. This will include liaising with Business Architects to ensure the adequacy of appropriate controls within these solutions.	Q1 – Q4
Benefits Realisation	SRR – Red ANA - High	Ensure benefits are clear and quantifiable, examine the approach and recording method, ensure actual benefits contribute to the intended “savings” plan, future benefits are still attainable and their delivery on course, ensure risks to achieving benefits are recognised and mitigated.	Q1 – Q4
Transformation - Co-operative Centre of Operations (CCO)			
Asset Management (linked with GAME)	SRR – Red ANA - High	Review of acquisition and disposal process and lease management.	Q1 – Q4
Contract Management	SRR – Red ANA – High Client Request	Continuation of 13/14 audit work and the examination of any proposed methodologies.	Q1 – Q2
Significant Partnership Arrangement	SRR – Red ANA - High	Ensuring existing partnerships are identified and risk assessed; confirm the existence of robust partnership protocols and guides. Ensure there is a good awareness of risks.	Q2
Mobilisation of DELT	SRR – Red ANA - High	On-going support and challenge during the migration of ICT operational service delivery to DELT.	Q1 – Q4

Risk Area / Audit Entity	Audit Needs Assessment (ANA)	Proposed Audit Work	Proposed Timings (Quarter)
Transformation – Customer & Service			
Devon Audit Partnership will maintain a ‘watching brief’ and feed into the programme where appropriate as it develops, especially where it is considered that there is fundamental change which impacts on existing controls or new risks emerge. Specific audit briefs to be identified through ongoing consultation process.			
Transformation – Growth, Assets & Municipal Enterprise (GAME)			
Asset Management (linked with CCO)	SRR – Red ANA – Medium	Examination of asset strategy.	Q3
Street Scene	SRR – Red ANA - Medium	Real time advice and support for service in developing new delivery models.	Q1 – Q4
Transformation – Integrated Approach to Health & Wellbeing			
Adult Social Care / Health Integration	SRR – Red ANA – High Client Request	Independent monitoring of programme progress and the development of robust and suitable solutions. This will include liaising with the business to ensure the adequacy of appropriate controls within these solutions.	Q1 – Q4
Alternative Service Delivery Models	SRR – Red ANA – High Client Request	Real time advice and support for service in developing new delivery models for Plymouth Adult & Community Learning Service (PACLS) and School Catering service.	Q1 – Q4
Transformation – People & Organisation Development			
Decant of Civic Centre	SRR – Red ANA - High	Real time advice and support to ensure timescales met and new ways of working are successfully implemented.	Q1 – Q4

Risk Area / Audit Entity	Audit Needs Assessment (ANA)	Proposed Audit Work	Proposed Timings (Quarter)
Major Infrastructure & Investment Projects			
Data Centre	SRR – Red ANA – High	Examine the Data Centre facility and compare against original business case and ensure it is “fit for purpose”.	Q2
Waste PFI	SRR – Green ANA - High	Examination of the proposed contract management procedures. Continued involvement with the Executive Board to provide support and challenge.	Q1 – Q4
History Centre (Record Office)	ORR – Amber ANA - High	Continued involvement with the Project Board to provide support and challenge.	Q1 – Q4
Civic Centre	SRR – Red ANA – High	Conduct a watching brief on the future redevelopment of the Civic Centre building.	Q1 – Q4
City Deal (Plymouth & SW Peninsula)	ANA – Medium Client Request	Examination of proposed governance structures, joint working arrangements and systems established to record and demonstrate success against milestones and outcomes.	Q3
Value Added			
People – Income Collection	ANA – High Client Request	Examination of policies and processes, benchmarking with other Authorities to identify good practice.	Q1
Early Intervention (Families With a Future)	ANA – High Client Request	FWAF will involve a range of services across the directorate & beyond. Audit will examine Value for Money (VFM), “checks and balances”.	Q2
Use of Consultants & Advisors	ANA - High	Identification of consultant strategy, examine recruitment procedure, on-going management process and the adequacy of information relating to consultants usage including financial and performance.	Q1

Risk Area / Audit Entity	Audit Needs Assessment (ANA)	Proposed Audit Work	Proposed Timings (Quarter)
Management of Major Contracts	ANA – High Client Request	Review of the management of major contracts (e.g. Amey, Leisure Management, Home Park development).	Q1 – Q4
Core Assurance – Key Financial System			
Civica Financials: <ul style="list-style-type: none"> • Creditors • Main Accounting • Debtors 	ANA – High / Medium / Low	Identify and review the system in operation, where appropriate, and undertake a programme of testing, designed to measure compliance and to evaluate the effectiveness of system controls.	Q3 – Q4
Academy Revs & Bens: <ul style="list-style-type: none"> • Housing Benefits • Sys Parameters • Council Tax • Business Rates 	ANA – High / Medium / Low	Identify and review the system in operation, where appropriate, and undertake a programme of testing, designed to measure compliance and to evaluate the effectiveness of system controls.	Q3 – Q4
Fixed Asset Register	ANA - Medium	Identify and review the system in operation, where appropriate, and undertake a programme of testing, designed to measure compliance and to evaluate the effectiveness of system controls.	Q4
Treasury Management	ANA - Low	Identify and review the system in operation, where appropriate, and undertake a programme of testing, designed to measure compliance and to evaluate the effectiveness of system controls.	Q3
CareFirst - Adults <ul style="list-style-type: none"> • Residential Care Payments • Residential Care Billing 	ANA – Medium / Low	Identify and review the system in operation, where appropriate, and undertake a programme of testing, designed to measure compliance and to evaluate the effectiveness of system controls.	Q2

Risk Area / Audit Entity	Audit Needs Assessment (ANA)	Proposed Audit Work	Proposed Timings (Quarter)
iTrent - Payroll	ANA - High	Identify and review the system in operation, where appropriate, and undertake a programme of testing, designed to measure compliance and to evaluate the effectiveness of system controls.	Q3
IT Material Systems	ANA - Low	Review procedures and controls relating to processes undertaken within the ICT Department that are common to all of the Council's Key Financial Systems. These include job scheduling and backup arrangements, application maintenance, ICT staff access to live applications, source code, operating systems, security and environmental protection of the data centre.	Q4
Core Assurance - Other			
Corp Information Management & Security <ul style="list-style-type: none"> • Business • IT Inc. PSN 	SRR - Amber ANA - High	Examine process for managing PSN compliance and verify sample of claims. Continuing involvement with Authority's ILOG and examining policies and processes relating to the management of information held throughout the organisation.	Q1 – Q4
Business Continuity	SRR – Green ANA - Medium	Continued involvement with Authority's Strategy Group and ensuring that continuity plans are maintained and tested.	Q1 – Q4
ICT <ul style="list-style-type: none"> • Service Strategy • Service Design • Service Operation 	ORR - Amber ANA - High	Review key operational functions and ICT's ability to meet Transformational requirements, deliver value to PCC and operate on a more commercial basis. Review the proposed delivery model in respect of its structure, relationship to ICT and any weaknesses identified. Review the processes used by the Transformation Programme that have a direct impact on ICT and corporate business systems, to identify, design and implement changes to service delivery through new	Q1 – Q4

Risk Area / Audit Entity	Audit Needs Assessment (ANA)	Proposed Audit Work	Proposed Timings (Quarter)
		business systems. ICT audit input into general reviews of business systems. This will include identification of potential areas of service improvement that will deliver better value for money.	
Capital Programme - Governance	ANA – High Client Request	Review the governance arrangements at programme and project level including appropriate levels of stakeholder engagement in relation to grant allocations. Examine the allocation model for capital resources to check its objective prioritisation of projects in line with corporate strategy. Examine monitoring and reporting arrangements.	Q3
Corporate Contracts	ANA - High	Examine rules and policies on purchasing, check that the role of the Authority's Strategic Procurement Team is clearly understood; that information about centrally negotiated contracts and purchasing activity is readily available; off-contract purchasing within departments is monitored and addressed; appropriate challenge is provided on contract compliance; review the adequacy of financial data and other information to enable effective monitoring;	Q2
Procure to Pay Processes	ORR – Amber ANA - High	Review of processes in place associated with the transfer of the “buyer” function within the Authority. Support and challenge during the implementation of category management.	Q2
Schools Finance Support	ANA – Medium Client Request	Providing assurance to Section 151 Officer of the effective of future Schools Finance Support.	Q3 – Q4

Risk Area / Audit Entity	Audit Needs Assessment (ANA)	Proposed Audit Work	Proposed Timings (Quarter)
Schools Financial Value Standards (SFVS)	ANA - Low	Collection of SFVS self assessments completed by schools. Preparation of the Direct Schools Grant (DSG) Chief Financial Officer (CFO) Assurance Statement for 13/14 to be returned to DfE by 31 st May 2014	Q1 & Q4

Risk Assessment Key

- SRR – Local Authority Strategic Risk Register score Impact x Likelihood = Total and Level
- ORR - Local Authority Operational Risk Register score Impact x Likelihood = Total and Level
- ANA - Audit Needs Assessment risk level as agreed with Client Senior Management
- Client Request – additional audit at request of Client Senior Management