

Oxfordshire County Council

Year ending 31 March 2013

Audit Plan

March 2013

Audit and Governance Committee Oxfordshire County Council County Hall New Road Oxford OX1 1ND CO3 3WG

28 March 2013

Dear Councillor Wilmshurst

Audit Plan

We are pleased to attach our Audit Plan which sets out how we intend to carry out our responsibilities as your auditor. The purpose of this report is to provide the Audit and Governance Committee with a basis to review our proposed audit approach and scope for the 2012/13 audit, in accordance with the requirements of the Audit Commission Act 1998, the Code of Audit Practice, the Standing Guidance, auditing standards and other professional requirements. The purpose is also to allow the Committee to consider whether our audit is aligned with their service expectations.

This report summarises our assessment of the key risks which drive the development of an effective audit for the Council, and outlines our planned audit strategy in response to those risks.

We welcome the opportunity to discuss this report with you on 17 April 2013 as well as understand whether there are other matters which you consider may influence our audit.

Yours faithfully

Maria Grindley

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For and behalf of Ernst & Young LLP

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1. Overview

Context for the audit

This audit plan covers the work that we plan to perform in order to provide you with:

- Our audit opinion on whether the financial statements of Oxfordshire County Council give a true and fair view of the financial position as at 31 March 2013 and of the income and expenditure for the year then ended; and
- ► A statutory conclusion on the Council's arrangements to secure economy, efficiency and effectiveness.

We will also review and report to the National Audit Office ('NAO'), to the extent and in the form required by them, on your Whole of Government Accounts return.

When planning the audit we take into account several key inputs:

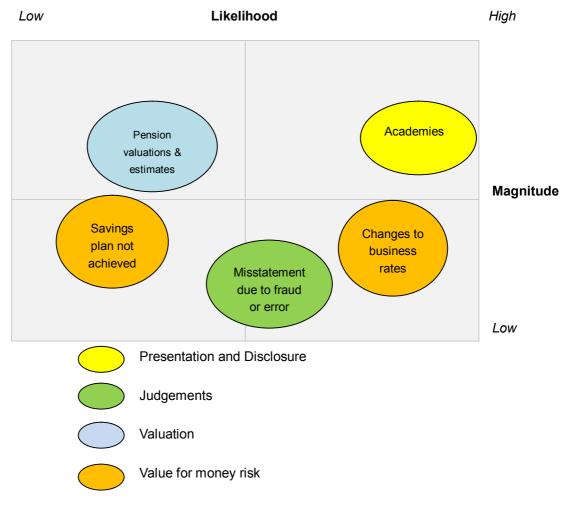
- ▶ Strategic, operational and financial risks relevant to the financial statements.
- ▶ Developments in financial reporting and auditing standards.
- ▶ The quality of systems and processes.
- Changes in the business and regulatory environment.
- ▶ Management's views on all of the above.

By considering these inputs, our audit is focused on the areas that matter. And by focusing on the areas that matter, our feedback is more likely to be relevant to the Council.

Our audit will also include the mandatory procedures that we are required to perform in accordance with applicable laws and auditing standards.

In part 2 and 3 of this report we provide more detail on the areas which we believe present significant risk to the financial statements audit, and outline our plans to address these risks. Details of our audit process and strategy are set out in more detail in section 4, and summarised below.

The grid below shows the overall assessment of these risks in terms of their likelihood of occurrence in 2012/13 as well as the perceived magnitude of the risk to our opinion.



We have identified a significant risk to the audit opinion:

Academies – 16 schools are likely to take academy status before 31 March 2013. These schools will no longer be owned or run by Oxfordshire County Council. The assets, expenditure and income relating to these schools should not be recorded in the Council's accounts from the point of transfer. This will have a material impact on property plant and equipment within the balance sheet as well as amounts recorded in the Comprehensive Income and Expenditure Statement.

We have also identified four other risks:

Financial statements

- Misstatement due to fraud and error this is an inherent risk due to the nature of local authority finances and increasing pressures on management to achieve financial targets.
- Pension valuations and estimates The financial statements include a number of significant valuations or estimates in respect of pension obligations. These figures are accounting estimates with a high degree of uncertainty attached to them.

Value for Money Conclusion

- Savings plan not achieved The Council is under continuing pressure to deliver savings plans in the coming years and this raises the risk of not achieving these savings.
- Changes to business rates The significant changes to business rates bring with them financial and reputational risks.

We will provide an update to the Committee on the results of our work in these areas in our report to those charged with governance in September 2013.

Our process and strategy

- Financial statement audit
 - We will apply the concept of materiality in planning and performing our audit, in evaluating the effect of any identified misstatements and in forming our opinion. We set our materiality based on the Council's level of gross expenditure. We also consider the size of useable reserves, the Council's financial position, its public profile and the reporting and challenge history. Our audit is designed to identify errors above materiality.
 - We aim to rely on the Council's internal controls in the key financial systems to the fullest extent allowed by auditing standards. We identify the controls we consider important and seek to place reliance on internal audit's testing of those controls. Where control failures are identified we consider the most appropriate steps to take.
 - We seek to place reliance on the work of internal audit wherever possible. We have already liaised with internal audit and have agreed a detailed approach to reliance and joint working.
 - There has been no change to the scope of our audit compared to previous audits.
- Arrangements for securing economy, efficiency and effectiveness
 - We adopt an integrated audit approach such that our work on the financial statement audit feeds into our consideration of the arrangements in place for securing economy, efficiency and effectiveness.

Financial statement risks 2.

We outline below our assessment of the key strategic or operational risks and the financial statement risks facing Oxfordshire County Council, identified through our knowledge of the entity's operations and discussion with members and officers.

At our meeting, we will seek to validate these with you.

Significant risks

Our audit approach

Academies

16 schools are planning to move to academy status during 2012/13. This will have an impact on how you account for the schools property, plant and equipment (ppe), expenditure and income such as Direct Schools Grant.

Our approach will focus on:

- evaluating the management controls in place to ensure the appropriate accounting entries are made;
- undertaking testing to ensure that academy ppe is appropriately removed from the Statement of Financial Position; and
- ensuring the Comprehensive Income and Expenditure Statement only includes amounts relating to LEA controlled schools.

Other risks (including fraud risks)

Our audit approach

Pensions valuations

The financial statements include a number of significant valuations in respect of pension obligations. These include the estimated liability on the pension fund as well as movements and charges in year. These figures are accounting estimates with a high degree of uncertainty attached to them.

Our approach will focus on:

- evaluating the management controls in place to ensure the appropriate information is shared with the
- Assess the appropriateness of using the work of the actuary as a basis for accounting entries; and
- ensuring the statements accurately reflect the figures provided by the actuary.

Risk of misstatement due to fraud and error

Management has the primary responsibility to prevent and detect fraud. It is important that management, with the oversight of those charged with governance, has put in place a culture of ethical behaviour and a strong control environment that both deters and prevents fraud. Our responsibility is to plan and perform audits to obtain reasonable assurance about whether the financial statements as a whole are free of material misstatements whether caused by error or fraud. As auditors, we approach each engagement with a questioning mind that accepts the possibility that a material misstatement due to fraud could occur, and design the appropriate procedures to consider such risk.

The Council continues to face significant financial pressures due to reduced external funding and changes such as the localisation of council tax support. These changes add further pressure on management to meet budget and savings targets. This presents a risk that the financial statements may be materially misstated.

Based on the requirements of auditing standards our approach will focus on:

- identifying fraud risks during the planning stages;
- inquiry of management about risks of fraud and the controls put in place to address those risks;
- understanding the oversight given by those charged with governance of management's processes over fraud:
- consideration of the effectiveness of management's controls designed to address the risk of fraud;
- determining an appropriate strategy to address those identified risks of fraud; and
- performing mandatory procedures regardless of specifically identified fraud risks.

We will consider the results of the National Fraud Initiative and may make reference to it in our reporting to you.

Our approach to address the risks of fraud we have identified at this stage of our planning will focus on:

- reviewing the year-end position against in-year financial forecasts;
- reviewing the reasonableness and completeness of prepayments, accruals and provisions;
- testing material adjustments made by journals; and
- reviewing transactions both before and after yearend to ensure they are correctly disclosed in the correct financial period

3. **Economy, efficiency and effectiveness**

Our work will focus on:

- Whether there are proper arrangements in place for securing financial resilience at Oxfordshire County Council; and
- Whether there are proper arrangements in place at Oxfordshire County Council to secure economy, efficiency and effectiveness in the use of resources.

The table below provides a high-level summary of our risk assessment and our proposed response to those risks. At this stage of our audit we have not identified any significant risks.

Other risks		Our audit approach
Achievement of savings plan		
The Council has a medium term plan	Financial resilience	Our approach will focus on:
for savings to achieve financial balance. The plans are risk rated and monitored on a number of levels.		reviewing the position against budget on an ongoing basis and at year end
Achievement of the plans to date has been good however a risk remains around increasing financial pressure in the future.		understand the Council's response to significant financial pressures such as the spending review.
Changes to arrangements business rates		
From April 2013, there will be changes	Economy, efficiency and effectiveness Financial resilience	Our approach will focus on:
to the arrangements for business rates. These changes represent a significant change for the Council and bring both		► How the Council has planned for and managed these changes.
financial and reputational risks.		How the Council has assessed the likely impact of the changes on its financial position and built these into its future financial projections and budget.

4. Our audit process and strategy

4.1 Objective and scope of our audit

Under the Audit Commission's Code of Audit Practice ('the Code'), dated March 2010, our principle objectives are to review and report on, to the extent required by the relevant legislation and the requirements of the Code, the Council's:

- i) financial statements; and
- ii) arrangements for securing economy, efficiency and effectiveness in its use of resources.

We issue a two-part audit report covering both of these objectives.

i) Financial Statement Audit.

Our objective is to form an opinion on the financial statements under International Standards on Auditing (UK and Ireland).

We will also review and report to the National Audit Office ('NAO'), to the extent and in the form required by them, on your Whole of Government Accounts return.

ii) Arrangements for securing economy, efficiency and effectiveness

The Code sets out our responsibility to satisfy ourselves that the Council has put in place proper arrangements to secure economy, efficiency and effectiveness in its use of resources. In arriving at our conclusion, to the fullest extent possible we will place reliance on the reported results of the work of other statutory inspectorates in relation to corporate or service performance. In examining the Council's corporate performance management and financial management arrangements we have regard to the following criteria and areas of focus specified by the Audit Commission:

- Arrangements for securing financial resilience whether the Council has robust systems and processes to manage financial risks and opportunities effectively, and to secure a stable financial position that enables it to continue to operate for the foreseeable future; and
- Arrangements for securing economy, efficiency and effectiveness whether the Council is prioritising its resources within tighter budgets, for example by achieving cost reductions and by improving efficiency and productivity.

4.2 Audit process overview

Our audit involves:

- assessing the key internal controls in place and testing the operation of these controls;
- review and re-performance of the work of your internal auditors;
- reliance on the work of other auditors where appropriate;
- reliance on the work of experts in relation to areas such as pensions and valuations; and
- substantive tests of detail of transactions and amounts.

Processes

Our initial assessment of the key processes across the entity has identified the following key processes where we will seek to test key controls, both manual and IT:

- Accounts receivable
- Accounts payable
- Cash processing
- Payroll and
- Property, plant and equipment.

Investments, loans and cash balances will be tested substantively at year end.

Analytics

We aim to use our computer-based analytics tools to enable us to capture whole populations of your financial data, in particular in respect of payroll, cash payments and receipts and journal entries. These tools:

- help identify specific exceptions and anomalies which can then be subject to more traditional substantive audit tests; and
- give greater likelihood of identifying errors than random sampling techniques.

We will report the findings from our process and analytics work, including any significant weaknesses or inefficiencies identified and recommendations for improvement, to management and The Audit and Governance Committee.

Internal audit

As in prior years, we will review internal audit plans and the results of work undertaken. We will reflect the findings from these reports, together with reports from other work completed in the year, in our detailed audit plan, where issues are raised that could impact the year-end financial statements and/or the value for money conclusion.

We will seek to place reliance on the work of internal audit wherever possible in line with auditing standards. We have already liaised with internal audit and have agreed a detailed approach to reliance and joint working.

Use of experts

We will utilise Ernst & Young pensions experts to help us to form a view on assumptions and judgments made by actuaries.

We will utilise the work of management's valuation experts in auditing the property, plant and equipment balances and the work of Oxfordshire Pension Fund's actuaries in setting IAS19 figures.

Other procedures

In addition to the key areas of emphasis outlined, we have to perform other procedures as required by auditing, ethical and independence standards, the Code and other regulations. We outline the procedures we will undertake during the course of our audit.

Mandatory procedures required by auditing standards on:

- Addressing the risk of fraud and error.
- Significant disclosures included in the financial statements.
- Entity-wide controls.
- ► Reading other information contained in the financial statements and reporting whether it is inconsistent with our understanding and the financial statements.
- Auditor independence.

Procedures required by the Code

- ▶ Reviewing, and reporting on as appropriate, other information published with the financial statements, including the Annual Governance Statement and the Remuneration Report.
- ▶ Reviewing and reporting on the Whole of Government accounts return, in line with the instructions issued by the NAO.
- Reviewing, and where appropriate, examining evidence that is relevant to the Council's corporate performance management and financial management arrangements and reporting on these arrangements.

4.3 Materiality

For the purposes of determining whether the accounts are free from material error, we define materiality as the magnitude of an omission or misstatement that, individually or in the aggregate, in light of the surrounding circumstances, could reasonably be expected to influence the users of the financial statements. Our evaluation of it requires professional judgement and necessarily takes into account qualitative as well as quantitative considerations implicit in the definition. We would be happy to discuss with you your expectations regarding our detection of misstatements in the financial statements.

The amount we consider material at the end of the audit may differ from our initial determination. At this stage, however, it is not feasible to anticipate all of the circumstances that may ultimately influence our judgement about materiality. At the end of the audit we will form our final opinion by reference to all matters that could be significant to users of the accounts, including the total effect of the audit misstatements we identify, and our evaluation of materiality at that date.

ISA (UK & Ireland) 450 (revised) requires us to record all misstatements identified except those that are "clearly trivial". All uncorrected misstatements found above this amount will be presented to you in our year-end report.

4.4 Fees

The Audit Commission has published a scale fee for all authorities. The scale fee is defined as the fee required by auditors to meet statutory responsibilities under the Audit Commission Act in accordance with the Code of Audit Practice 2010. The indicative fee scale for the audit of Oxfordshire County Council is £146,610.

4.5 Your audit team

The engagement team is led by Maria Grindley, who has significant experience on Oxfordshire County Council. Maria Grindley is supported by Mary Fetigan who is responsible for the day-to-day direction of audit work, and who is the key point of contact for Deputy Chief Finance Officer and Corporate Finance Manager.

4.6 Timetable of communication, deliverables and insights

We have set out below a timetable showing the key stages of the audit, including the value for money work and the whole of government accounts; and the deliverables we have agreed to provide to you through the Audit and Governance Committee cycle in 2013. These dates are determined to ensure our alignment with the Audit Commission's rolling calendar of deadlines.

We will provide a report to the Audit and Governance Committee in July and September, incorporating the outputs from the interim audit and our year-end procedures respectively. From time to time matters may arise that require immediate communication with the Committee and we will discuss them with the Audit and Governance Committee Chairman as appropriate.

Following the conclusion of our audit we will prepare a management letter in order to communicate to the Council and external stakeholders, including members of the public, the key issues arising from our work.

Audit phase	Timetable	timetable Audit & Governance Committee	Deliverables to Audit And Governance Committee
High level planning:	November - December	January	Audit Fee letter
Risk assessment and setting of scopes	December - January	April	Progress Report Audit Plan
Testing of routine processes and controls	January - April	July	Progress Report
Value for money conclusion	February -April	July	Progress Report
Year-end audit including WGA	July – September	September	Reports to those charged with governance Audit reports (including our opinion on the financial statements and a conclusion as to whether the Council has put in place proper arrangements for securing economy, efficiency and effectiveness in its use of resources, plus Pension Fund opinions). Audit completion certificate Whole of Government Accounts Certification
Reporting	November	November	Management Letter
Grant claims	July - November	November	Report on the audit of grant claims

In addition to the above formal reporting and deliverables we will seek to provide practical business insights and updates on regulatory matters.

5. Independence

5.1 Introduction

The APB Ethical Standards and ISA (UK and Ireland) 260 "Communication of audit matters with those charged with governance", requires us to communicate with you on a timely basis on all significant facts and matters that bear upon our independence and objectivity. The Ethical Standards, as revised in December 2010, require that we communicate formally both at the planning stage and at the conclusion of the audit, as well as during the course of the audit if appropriate. The aim of these communications is to ensure full and fair disclosure by us to those charged with your governance on matters in which you have an interest.

Required communications			
Planning stage	Final stage		
 The principal threats, if any, to objectivity and independence identified by Ernst & Young (EY) including consideration of all relationships between you, your affiliates and directors and us; The safeguards adopted and the reasons why they are considered to be effective, including any Engagement Quality review; The overall assessment of threats and safeguards; 	 A written disclosure of relationships (including the provision of non-audit services) that bear on our objectivity and independence, the threats to our independence that these create, any safeguards that we have put in place and why they address such threats, together with any other information necessary to enable our objectivity and independence to be assessed; Details of non-audit services provided and the fees charged in relation thereto; 		
► Information about the general policies and process within EY to maintain objectivity and independence.	 Written confirmation that we are independent; Details of any inconsistencies between APB Ethical Standards, the Audit Commission's Standing Guidance and your policy for the supply of non-audit services by EY and any apparent breach of that policy; and An opportunity to discuss auditor independence issues. 		

In addition, during the course of the audit, we are required to communicate with you whenever any significant judgements are made about threats to objectivity and independence and the appropriateness of safeguards put in place, for example, when accepting an engagement to provide non-audit services.

We also provide information on any contingent fee arrangements, the amounts of any future services that have been contracted, and details of any written proposal to provide non-audit services that has been submitted:

We ensure that the total amount of fees that EY and our network firms have charged to you and your affiliates for the provision of services during the reporting period, analysed in appropriate categories, are disclosed.

5.2 Relationships, services and related threats and safeguards

We highlight the following significant facts and matters that may be reasonably considered to bear upon our objectivity and independence, including the principal threats, if any. However we have adopted the safeguards noted below to mitigate these threats along with the reasons why they are considered to be effective.

Self interest threats

A self interest threat arises when EY has financial or other interests in your entity. Examples include where we have an investment in your entity; where we receive significant fees in respect of non-audit services; where we need to recover long outstanding fees; or where we enter into a business relationship with you. At the time of writing, there are no long outstanding fees.

We believe that it is appropriate for us to undertake permissible non-audit services and we will comply with the policies that you have approved and that are in compliance with the Audit Commission's Standing Guidance.

A self interest threat may also arise if members of our audit engagement team have objectives or are rewarded in relation to sales of non-audit services to you. We confirm that no member of our audit engagement team, including those from other service lines, has objectives or is rewarded in relation to sales to you, in compliance with Ethical Standard 4.

Self review threats

Self review threats arise when the results of a non-audit service performed by EY or others within the EY network are reflected in the amounts included or disclosed in the financial statements.

There are no self review threats at the date of this report.

Management threats

Partners and employees of EY are prohibited from taking decisions on behalf of management of your entity. Management threats may also arise during the provision of a non-audit service in relation to which management is required to make judgements or decision based on that work.

There are no management threats at the date of this report.

Other threats

Other threats, such as advocacy, familiarity or intimidation, may arise.

There are no other threats at the date of this report.

Overall Assessment

Overall, we consider that the safeguards that have been adopted appropriately mitigate the principal threats identified and we therefore confirm that Ernst & Young is independent and the objectivity and independence of Maria Grindley, your audit engagement partner and the audit engagement team have not been compromised.

5.3 Other required communications

Ernst & Young (EY) has policies and procedures that instil professional values as part of firm culture and ensure that the highest standards of objectivity, independence and integrity are maintained.

Details of the key policies and processes in place within EY for maintaining objectivity and independence can be found in our annual Transparency Report which the firm is required to publish by law. The most recent version of this Report is for the year ended 29 June 2012 and can be found here:

UK 2012 Transparency Report

Appendix A Fees

A breakdown of our agreed fee is shown below.

	Planned Fee 2012/13	Actual Fee 2011/12	Explanation of variance
	£'000	£'000	
Total Audit Fee – Code work	146,610	244,350	40% reduction reflects the savings achieved from the Audit Commission procurement exercise.
Certification of claims and returns*	8,100*	9,089	2012/13 planned fee is set by the Commission based on the fee charged for 2010/11, adjusted to reflect the savings from the audit Commission procurement exercise

The agreed fee presented above is based on the following assumptions:

- Officers meeting the agreed timetable of deliverables.
- ▶ We are able to place reliance, as planned, on the work of internal audit.
- ► The level of risk in relation to the audit of accounts in consistent with that in the prior year.
- No significant changes being made by the Audit Commission to the value for money criteria on which our conclusion will be based.
- Our accounts opinion and value for money conclusion being unqualified.
- Appropriate quality of documentation is provided by the audited body.
- ► Effective control environment.
- ► There are no questions asked or objections made by local government electors.

If any of the above assumptions prove to be unfounded, we will seek a variation to the agreed fee. This will be discussed with you in advance.

Fees for the auditor's consideration of correspondence from the public and formal objections will be charged in addition to the scale fee.

*Our fee for the certification of grant claims is based on the indicative scale fee set by the Audit Commission.

Appendix B UK required communications with those charged with governance

There are certain communications that we must provide to the audit committee, or equivalent, of audited clients. These are detailed here:

Required communication	Reference
Planning and audit approach Communication of the planned scope and timing of the audit including any limitations.	Audit Plan
Significant findings from the audit	Report to those charged with
 Our view about the significant qualitative aspects of accounting practices including accounting policies, accounting estimates and financial statement disclosures 	governance
➤ Significant difficulties, if any, encountered during the audit	
➤ Significant matters, if any, arising from the audit that were discussed with management	
► Written representations that we are seeking	
Expected modifications to the audit report	
Other matters if any, significant to the oversight of the financial reporting process	
Misstatements	Report to those charged with
► Uncorrected misstatements and their effect on our audit opinion	governance
► The effect of uncorrected misstatements related to prior periods	
► A request that any uncorrected misstatement be corrected	
► In writing, corrected misstatements that are significant	
Fraud	Report to those charged with
► Enquiries of the Audit and Governance Committee to determine whether they have knowledge of any actual, suspected or alleged fraud affecting the entity	governance
Any fraud that we have identified or information we have obtained that indicates that a fraud may exist	
A discussion of any other matters related to fraud	
Related parties Significant matters arising during the audit in connection with the entity's related parties including, when applicable:	Report to those charged with governance
Non-disclosure by management	
► Inappropriate authorisation and approval of transactions	
► Disagreement over disclosures	
Non-compliance with laws and regulations	
Difficulty in identifying the party that ultimately controls the entity	
External confirmations	Report to those charged
Management's refusal for us to request confirmations	with governance
► Inability to obtain relevant and reliable audit evidence from other procedures	
Consideration of laws and regulations	Report to those charged with
Audit findings regarding non-compliance where the non-compliance is material and believed to be intentional. This communication is subject to compliance with legislation on tipping off	governance
► Enquiry of the Audit and Governance Committee into possible instances of non- compliance with laws and regulations that may have a material effect on the financial statements and that the panel may be aware of	
Independence Communication of all significant facts and matters that bear on Ernst & Young's	Audit Plan
objectivity and independence	Report to those charged with

	mmunication	Reference
	on of key elements of the audit engagement partner's consideration of e and objectivity such as:	governance
The prince	sipal threats	
Safeguar	ds adopted and their effectiveness	
An overa	Il assessment of threats and safeguards	
objectivit For listed cor	on about the general policies and process within the firm to maintain y and independence npanies, communication of minimum requirements as detailed in the	
ethical stand		
	ships between Ernst & Young, the audited body and senior management	
objectivit	provided by Ernst & Young that may reasonably bear on the auditors' y and independence	
Related s	safeguards	
	arged by Ernst & Young analysed into appropriate categories such as audit fees, tax advisory fees, other non-audit service fees	
A statem	ent of compliance with the ethical standards	
	t and Governance Committee should also be provided an opportunity to natters affecting auditor independence	
Going concern Events or conditions identified that may cast significant doubt on the entity's ability to continue as a going concern, including:		Report to those charged wit governance
► Whether	the events or conditions constitute a material uncertainty	
Whether preparati	the use of the going concern assumption is appropriate in the on and presentation of the financial statements	
► The aded	quacy of related disclosures in the financial statements	
Significant o	deficiencies in internal controls identified during the audit	Report to those charged wit governance
Certification	work	Annual Report to those
Summa	ary of certification work undertaken	charged with governance summarising grant certification, and Annual Audit Letter if considered necessary
Fee Informa	tion	Audit Plan
Breakd	own of fee information at the agreement of the initial audit plan	Report to those charged wit
Breakd	own of fee information at the completion of the audit	governance and Annual Audit Letter if considered necessary

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Ernst & Young LLP, 1 More London Place, London, SE1 2AF.

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