## **Oxfordshire County Council**

Year ending 31 March 2016

Audit Plan

24 February 2016

Ernst & Young LLP







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

Tel: + 44 20 7951 2000 Fax: + 44 20 7951 1345 ey.com

Members of the Audit and Governance Committee Oxfordshire County Council County Hall New Road Oxford OX1 1ND 24 February 2016

**Dear Committee Members** 

#### **Audit Plan**

We are pleased to attach our Audit Plan which sets out how we intend to carry out our responsibilities as auditor. Its purpose is to provide the Audit and Governance Committee with a basis to review our proposed audit approach and scope for the 2015/16 audit in accordance with the requirements of the Local Audit and Accountability Act 2014, the National Audit Office's 2015 Code of Audit Practice, the Statement of Responsibilities issued by Public Sector Audit Appointments (PSAA) Ltd, auditing standards and other professional requirements. It is also to ensure that our audit is aligned with the Committee's service expectations.

We welcome the opportunity to discuss this plan with you 24 February 2016 and to understand whether there are other matters which you consider may influence our audit.

Yours faithfully

Paul King
Executive Director
For and behalf of Ernst & Young LLP
Enc

#### **Contents**

1.	Overview	l	1		
		statement risks			
		, efficiency and effectiveness			
4.	Our audit process and strategy				
5.	Independ	lence	9		
Арр	endix A	Fees	.11		
App	endix B	UK required communications with those charged with governance	.12		

In April 2015 Public Sector Audit Appointments Ltd (PSAA) issued "Statement of responsibilities of auditors and audited bodies 2015-16'. It is available from the Chief Executive of each audited body and via the PSAA website (www.psaa.co.uk)

The Statement of responsibilities serves as the formal terms of engagement between appointed auditors and audited bodies. It summarises where the different responsibilities of auditors and audited bodies begin and end, and what is to be expected of the audited body in certain areas.

The 'Terms of Appointment from 1 April 2015' issued by PSAA sets out additional requirements that auditors must comply with, over and above those set out in the National Audit Office Code of Audit Practice (the Code) and statute, and covers matters of practice and procedure which are of a recurring nature.

This Annual Plan is prepared in the context of the Statement of responsibilities. It is addressed to the Audit Committee, and is prepared for the sole use of the audited body. We, as appointed auditor, take no responsibility to any third party.

Our Complaints Procedure – If at any time you would like to discuss with us how our service to you could be improved, or if you are dissatisfied with the service you are receiving, you may take the issue up with your usual partner or director contact. If you prefer an alternative route, please contact Steve Varley, our Managing Partner, 1 More London Place, London SE1 2AF. We undertake to look into any complaint carefully and promptly and to do all we can to explain the position to you. Should you remain dissatisfied with any aspect of our service, you may of course take matters up with our professional institute. We can provide further information on how you may contact our professional institute.

#### 1. Overview

#### Context for the audit

This Audit Plan covers the work that we plan to perform 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 2016 and of the income
  and expenditure for the year then ended;
- ► Our conclusion on the Council's arrangements to secure economy, efficiency and effectiveness; Our audit opinion on the regularity of expenditure and income; and

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

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

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; and
- Management's views on all of the above.

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

We will provide an update to the Audit and Governance Committee on the results of our work in these areas in our report to those charged with governance scheduled for delivery in September 2016.

#### Our process and strategy

#### Financial statement audit

We consider materiality in terms of the possible impact of an error or omission on the financial statements and set an overall planning materiality level. We then set a tolerable error to reduce the probability that the aggregate of uncorrected and undetected misstatements exceeds planning materiality to an appropriately low level. We also assess each disclosure and consider qualitative issues affecting materiality as well as quantitative issues.

To the fullest extent permissible by auditing standards, we will seek to rely on the work of internal audit wherever possible.

#### Arrangements for securing economy, efficiency and effectiveness

The National Audit Office has consulted on the audit approach for the Value for Money (VFM) conclusion. The outcome was announced in November 2015, following which we confirm the impact for our audit of the Council with the Audit and Governance Committee and management and set out this impact in our audit plan.

We expect to be able to adopt an integrated audit approach, so our work in the financial statement audit feeds into our conclusion of the arrangements in place for securing economy, efficiency and effectiveness.

Further detail is included in section 4 of this Audit Plan.

## 2. Financial statement risks

We outline below our current assessment of the financial statement risks facing the Council, identified through our knowledge of the Council's operations and discussion with those charged with governance and officers.

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

#### Significant risks (including fraud risks)

#### Our audit approach

#### Risk of fraud in revenue and/or expenditure recognition

Under ISA240 there is a presumed risk that revenue may be misstated due to improper recognition of revenue.

In the public sector, this requirement is modified by Practice Note 10, issued by the Financial Reporting Council, which states that auditors should also consider the risk that material misstatements may occur by the manipulation of expenditure recognition.

We will

- Review and test revenue and expenditure recognition policies
- Review and discuss with management any accounting estimates on revenue or expenditure recognition for evidence of bias
- Develop a testing strategy to test material revenue and expenditure streams
- Review and test revenue and expenditure cut-off at the period end date.

#### Risk of management override

As identified in ISA (UK and Ireland) 240, management is in a unique position to perpetrate fraud because of its ability to manipulate accounting records directly or indirectly and prepare fraudulent financial statements by overriding controls that otherwise appear to be operating effectively. We identify and respond to this fraud risk on every audit engagement.

Our approach will focus on:

- Testing the appropriateness of journal entries recorded in the general ledger and other adjustments made in the preparation of the financial statements
- Reviewing accounting estimates for evidence of management bias, and
- Evaluating the business rationale for significant unusual transactions.

#### Not significant risks

#### Accounts production and close down

This will be the first year that the Council will have prepared its financial statements since it joined the Integrated Business Centre (IBC) with Hampshire County Council. There is a risk that procedures may not work as smoothly as they have done in the past as Council staff gets used to working with the IBC.

Our approach will focus on

- Reviewing financial transactions between the IBC and the Council
- ► Testing transactions to ensure that they are processed and recorded accurately and on a timely basis.
- Reviewing the financial statements to ensure that transactions are accurately disclosed in accordance with CIPFA accounting guidance.

#### **Expenditure testing**

The Council contracts with third party suppliers for the provision of services. Within Adult Social Care. A new financial system has been implemented part way through the

Our approach will focus on

 Testing transactions in both systems to ensure that payments are accurately year. There is a risk due to the change in systems that the systems may not have been working as intended.

- made and recorded.
- Reviewing the transfer of data from one the old to the new system reviewing the work completed in house
- Reviewing data transfers for the Adult Social Care systems to the IBC to ensure that they are accurate.

#### Respective responsibilities in relation to fraud and error

We would like to take this opportunity to remind you that management has the primary responsibility to prevent and detect fraud. It is important that management, with the oversight of those charged with governance, has 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.

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

- Identifying fraud risks during the planning stages;
- ▶ Enquiry of management about risks of fraud and the controls 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 any identified risks of fraud, and
- Performing mandatory procedures regardless of specifically identified risks.

## 3. Economy, efficiency and effectiveness

The Local Audit and Accountability Act 2014 provided the Comptroller and Auditor General with the power to issue guidance to auditors which may explain or supplement the provisions of the Code of Audit Practice. The 2014 Act requires auditors to comply with any such guidance issued.

The National Audit Office consulted in 2015 on a draft guidance note regarding auditors' work in respect of their Value for Money conclusion. The consultation closed on 30 September and the final guidance was issued in November 2015 and will apply to audits from 2015/16 onwards.

#### The guidance seeks to:

- Build on the existing guidance, issued by the Audit Commission, evolving the approach to reflect changing circumstances for public sector organisations and the new 2015 Code of Audit Practice;
- ▶ Update the definition of 'proper arrangements' against which auditors make their judgements and better align the criteria with to the arrangements on which audited bodies are required to report;
- ► Remain focussed on a risk based approach whilst strengthening guidance in relation to the identification of significant risks to the VFM conclusion and the work required to address them;
- ► Set out more fully the range of reporting options available to auditors and set out the reporting expectations at key stages during the audit;
- ► Clarify the options available to auditors when issuing their statutory conclusion, where required, and how auditors might approach making judgments on whether to qualify their conclusions; and
- Maintain an element of sector specific information, helping auditors understand better the key developments and risks in the relevant sectors.

We have considered the guidance in the context of our knowledge and understanding of the Council's circumstances and the risks that it faces. We have identified the following significant risk.

#### Significant risks

#### Our audit approach

#### Delivering financial resilience

The Council is facing a challenging financial position and is reporting an overspend in Children's Services and is having to plan for significant cuts in spending in future years. The local government funding settlement announced by the Government in December 2015 included a significant reduction in the Council's Revenue Support Grant, and means that the Council will need to make further savings in addition to those already planned. The timing of the announcement means that the Council will revisit its 2016/17 Budget and Medium Term Financial Plan in order to set a balanced budget. The Council are proposing a balanced budget for 2016/17 but the years beyond will need to be revisited.

Our approach will focus on:

- Review of the 2015/16 outturn position against budget
- Assessing the robustness of processes for identifying and implementing savings
- Review 2016/17 budgets and updated Medium Term Financial Plan.

## 4. Our audit process and strategy

## 4.1 Objective and scope of our audit

Under the Code of Audit Practice our principal objectives are to review and report on the Council's:

- ▶ Financial statements
- Arrangements for securing economy, efficiency and effectiveness in its use of resources to the extent required by the relevant legislation and the requirements of the Code.

We issue an audit report that covers:

#### i Financial statement audit and regularity audit

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

We report to you by exception in respect of your governance statement, and other accompanying material as required, in accordance with relevant guidance prepared by the NAO on behalf of the Comptroller and Auditor General.

Alongside our audit report, we also:

Review and report to the NAO on the Whole of Government Accounts return to the extent and in the form they require;

#### ii Arrangements for securing economy, efficiency and effectiveness

As previously noted, the specific requirements for our Value for Money audit were confirmed in November 2015.

## 4.2 Audit process overview

#### **Analytics**

We will use our computer-based analytics tools to enable us to capture whole populations of your financial data, in particular journal entries. These tools:

- ► Help identify specific exceptions and anomalies which can then be subject to more traditional substantive audit tests
- ▶ 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

We will review internal audit plans and the results of their work. We will reflect the findings from these reports, together with reports from any other work completed in the year, in our detailed audit plan, where we raise issues that could have an impact on the year-end financial statements.

#### Use of experts

We will use specialist EY resource as necessary to help us to form a view on judgments made in the financial statements.

#### Mandatory procedures required by auditing standards

As well as the financial statement risks outlined in section three, we must perform other procedures as required by auditing, ethical and independence standards, the Code and other regulations. We outline below the procedures we will undertake during the course of our audit.

#### Procedures required by standards

- 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 Governance Statement.
- ▶ Reviewing and reporting on the Whole of Government Accounts return, in line with the instructions issued by the NAO.
- ▶ Satisfying ourselves that the Council has made proper arrangements for securing economy, efficiency and effectiveness in its use of resources.

Finally, we are also required to discharge our statutory duties and responsibilities as established by the Local Audit and Accountability Act 2014.

## 4.3 Materiality

For the purposes of determining whether the financial statements are free from material error, we define materiality as the magnitude of an omission or misstatement that, individually or in aggregate, could reasonably be expected to influence the users of the financial statements. Our evaluation requires professional judgement and so takes into account qualitative as well as quantitative considerations implied in the definition.

We have determined the proposed overall materiality for the financial statement of the Council is £10,566,260 based on 1% of gross expenditure. We will communicate uncorrected audit misstatements greater than £528,315 to you.

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 the circumstances that might ultimately influence our judgement. 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 financial statements, including the total effect of any audit misstatements, and our evaluation of materiality at that date.

#### 4.4 Fees

The duty to prescribe fees is a statutory function delegated to Public Sector Audit Appointments Ltd (PSAA) by the Secretary of State for Communities and Local Government. PSAA has published a scale fee for all relevant bodies. This is defined as the fee required by auditors to meet statutory responsibilities under the Local Audit and Accountability Act 2014 in accordance with the NAO Code. The indicative fee scale for the audit of Oxfordshire County Council is £109,958.

#### 4.5 Your audit team

The engagement team is led by Paul King who has significant experience of auditing local government clients. They are supported by Alan Witty as senior manager who is responsible for the day-to-day direction of audit work and is the key point of contact for the Corporate Finance Business Partner.

## 4.6 Timetable of communication, deliverables and insights

We have set out below a timetable showing the key stages of the audit, including the VFM work and the Whole of Government Accounts. The timetable includes the deliverables we have agreed to provide to the Council through the Audit and Governance Committee's cycle in 2015/16. These dates are determined to ensure our alignment with PSAA's rolling calendar of deadlines.

From time to time matters may arise that require immediate communication with the Audit and Governance Committee and we will discuss them with the Chair as appropriate.

Following the conclusion of our audit we will prepare an Annual Audit Letter to communicate the key issues arising from our work to the Council and external stakeholders, including members of the public.

		Audit and Governance Committee		
Audit phase	Timetable	timetable	Deliverables	
High level planning	April 2015	April 2015	Audit Fee letter	
Risk assessment and setting of scopes	January 2016	February 2016	Audit Plan	
Testing routine processes and controls	February- March 2016	April 2016	Progress Report	
Update risk assessment	July 2016	July 2016	Progress Report	
Year-end audit	July-August 2016			
Completion of audit	August 2016	September 2016	Report to those charged with governance via the Audit Results Report	
			Audit report (including our opinion on the financial statements; [our opinion on the regularity of your expenditure and income]; and, [by exception] overall value for money conclusion).  Audit completion certificate	
			Reporting to the NAO on the Whole of Government Accounts return.	
Conclusion of	By 31	November	Annual Audit Letter	
reporting	October 2016	2016		

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 on our independence and objectivity. The Ethical Standards, as revised in December 2010, require that we do this formally both at the planning stage and at the conclusion of the audit, as well as during 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

#### The principal threats, if any, to objectivity and independence identified by 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;
- Information about the general policies and process within EY to maintain objectivity and independence.

#### Final stage

- 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;
- Written confirmation that we are independent;
- Details of any inconsistencies between APB Ethical Standards, the PSAA Terms of Engagement 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.

During the course of the audit we must also communicate with you whenever any significant judgements are made about threats to objectivity and independence and the appropriateness of our safeguards, 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 contracted services, and details of any written proposal to provide non-audit services;

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 are disclosed and analysed in appropriate categories.

## 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 any principal threats. However we have adopted the safeguards 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 the Council.

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 the Council has 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 the Council. We confirm that no member of our audit engagement team, including those from other service lines, is in this position, in compliance with Ethical Standard 4.

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

#### 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 other 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 where management is required to make judgements or decisions 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 adopted safeguards appropriately mitigate the principal threats identified, and we therefore confirm that EY is independent and the objectivity and independence of Paul King and the audit engagement directors and the audit engagement team have not been compromised.

## 5.3 Other required communications

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 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 June 2015 and can be found here:

http://www.ey.com/UK/en/About-us/EY-UK-Transparency-Report-2015

## Appendix A Fees

A breakdown of our agreed fee is shown below.

	Planned Fee 2015/16 £	Scale fee 2015/16 £	Outturn fee 2014/15 £	Explanation		
Opinion Audit and VFM Conclusion	£109,958	£109,958	£161,756	The outturn fee for 2014/15 contains additional fee of £15,195.		
Total Audit Fee – Code work	£109,958	£109,958	£161,756			
Assurance report Teachers Pension	£0	£0	£10,000			
Non-audit work	0	0	£39,000	See below for details		
All fees exclude VAT.						
Non audit work in 2014/15						
Financial analysis for paym Ardley E/W Facility	6,000					
High level review of the po status		33,000				

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

- Officers meeting the agreed timetable of deliverables;
- ► The operating effectiveness of the internal controls for the key processes outlined in section 4.2 above;
- We can rely on the work of internal audit as planned;
- The NAO making no significant changes to the final value for money guidance 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 Council; and
- The Council has an effective control environment.

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

# Appendix B UK required communications with those charged with governance

There are certain communications that we must provide to the Audit and Governance Committee. These are detailed here:

#### Required communication Reference Planning and audit approach Audit Plan Communication of the planned scope and timing of the audit including any limitations. Significant findings from the audit Report to those charged with Our view about the significant qualitative aspects of accounting governance practices including accounting policies, accounting estimates and financial statement disclosures 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 governance whether they have knowledge of any actual, suspected or alleged fraud affecting the entity 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 Report to those charged with Significant matters arising during the audit in connection with the governance entity's related parties including, when applicable: 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 with Management's refusal for us to request confirmations 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

governance

#### **Required communication**

#### Reference

communication is subject to compliance with legislation on tipping off

► 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 Audit and Governance Committee may be aware of.

#### Required communication Reference Independence Audit Plan Communication of all significant facts and matters that bear on EY's Report to those objectivity and independence charged with governance Communication of key elements of the audit engagement director's consideration of independence and objectivity such as: The principal threats Safeguards adopted and their effectiveness An overall assessment of threats and safeguards Information about the general policies and process within the firm to maintain objectivity and independence Going concern Report to those charged with Events or conditions identified that may cast significant doubt on the governance entity's ability to continue as a going concern, including: Whether the events or conditions constitute a material uncertainty Whether the use of the going concern assumption is appropriate in the preparation and presentation of the financial statements The adequacy of related disclosures in the financial statements Significant deficiencies in internal controls identified during the Report to those audit charged with governance **Fee Information** Audit Plan Breakdown of fee information at the agreement of the initial audit Report to those charged with governance Breakdown of fee information at the completion of the audit **Annual Audit Letter** if considered necessary **Opening Balances** Report to those charged with Findings and issues regarding the opening balance of initial governance audits

## EY | Assurance | Tax | Transactions | Advisory

## Ernst & Young LLP

© Ernst & Young LLP. Published in the UK. All Rights Reserved.

The UK firm Ernst & Young LLP is a limited liability partnership registered in England and Wales with registered number OC300001 and is a member firm of Ernst & Young Global Limited.

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

ey.com