### Northampton Borough Council

Internal audit risk assessment and plans

Draft Operational plan 2008/09 Strategic plan 2009/10 – 2011/2012



#### **Distribution List**

**Audit Committee** 

Chief Executive

Corporate Directors

Corporate Managers



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### 1 Introduction

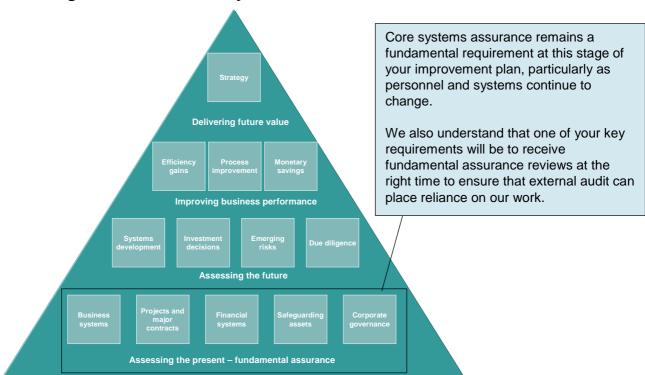
In order to ensure that Northampton Borough Council's (NBC's) internal audit resources are effectively utilised, we have made use of the current assessment of the most significant risks facing NBC, as part of the process for preparing the Annual Internal Audit Plan for the period 2008/2009. This is in line with current Internal Audit Standards and the CIPFA Code of Practice for Internal Audit in Local Government in the United Kingdom. We have also considered this information in developing an indicative three year strategic audit plan covering the period up to March 2011.

Our knowledge of risk management at NBC means that we are able to place **limited** reliance on the Council's risk management process and its corporate risk register in formulating our audit plan.

This Risk Assessment is a key factor in deciding how to allocate internal audit resources available. It ensures that resources are focused on those areas where they can be of most benefit to NBC by providing assurance to the Audit Committee and management on controls over key risks. This document sets out the key risks identified and our responses as internal auditors.

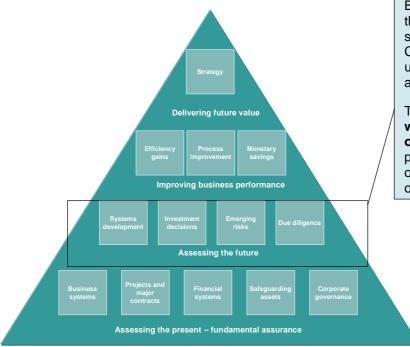
## 2 Providing assurance

### Providing fundamental "core systems" assurance



We recognise the necessity to provide you with an on-going level of fundamental "core systems" assurance. This is particularly important as you implement changes to these systems. More traditional audit work will also be supplemented with IT audit as you implement new systems. We will also seek to maximise audit efficiency by working closely with your external auditors, KPMG. This includes developing and enhancing our existing working arrangements with the external auditors. The ongoing changes to the management arrangements within the finance function increase the need to ensure that there remains a high proportion of internal audit resource allocated to this fundamental assurance.

#### Moving towards a risk based audit approach



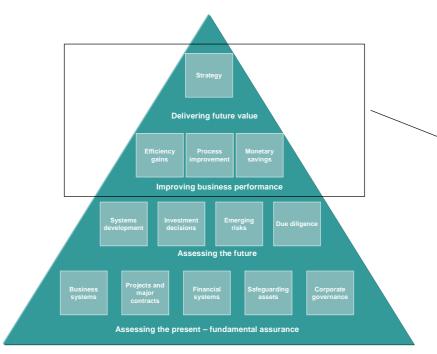
By adopting a risk based audit approach there will be clear linkage between the significant risks identified in your Corporate Risk Register and the work undertaken by internal audit in providing assurance against these.

The definition of risk is "anything that will prevent you from achieving your objectives". As a result, the starting point for a risk based audit approach is our understanding of the Council's objectives.

Risk based work is also critical to the Council, as it seeks to improve the risk awareness of staff, and improve overall control. Our work programme is designed to provide assurance that the significant risks identified within your risk register are being managed effectively. As part of this process we will also examine your risk management framework and governance procedures.

### Delivering value through improved performance

Internal audit can also provide a valuable role in improving business performance and delivering future value. We can assist the Council through the deployment of specialist skills and experience, and our expertise in helping Council's deliver their improvement priorities through value added work.



A significant element of the internal audit plan will remain focused on fundamental assurance. However, over time as risk management processes develop and the internal control environment strengthens, we would expect the proportion of the internal audit plan spent on this to reduce. This will enable us to concentrate more of our resources on assisting you to improve your business performance in areas such as efficiency gains, process improvements and delivering savings.

We have identified a number of internal audit assignments at a strategic level, which will focus upon strategic and/or operational effectiveness. These include:

- o Risk management
- Governance arrangements
- o Performance management

#### **Next steps**

On approval of the risk assessment and internal audit plans, we will agree a 'project sponsor' for each review with management. All project sponsors will then be contacted and made aware of all audits during the year where they are the nominated sponsor. At this stage we will agree the timing of each review and a more detailed scope of work. We will then issue a more detailed operational audit plan for 2008/09 which will include the agreed audit dates and the key contact from the Council and the auditor from PwC. We will then issue Terms of Reference for each review in line with the agreed protocol. It is expected that this will be completed before the end of March 2008.

## 3 The risk assessment process

\*\*The information which has been used to prepare our Risk Assessment and proposed Internal Audit plan has been collected and collated from a number of different sources, including:

- A review of the NBC strategic and departmental risk registers to identify corporate and category 1 risks.
- Consultation with the following key individuals:
  - Chief Executive
  - Corporate Directors and corporate managers
  - Chair of Audit Committee
  - External auditors
- · A review of relevant documentation and reports provided to us
- Our knowledge of the Council and results of our Internal Audit work undertaken in 2006/07 and 2007/08.

#### Completeness of assessments and future reviews

Our risk assessment is limited to matters emerging from the processes listed above. We will review and update this assessment and the resulting internal audit plan annually. If, however, additional risks arise, or change in priority, during the year the audit plan will be reconsidered with management and, with the approval of the Audit Committee, amended to ensure that audit resources are focused on the new risk areas.

#### The risk assessment

Section 4 summarises the results of our Internal Audit Risk Assessment incorporating the corporate and category 1 risks from the corporate and departmental risk registers. They show:

- The risk and action to reduce risk as identified by the Council; and
- Our response with regard to our Internal Audit Plan.

This will allow the Audit Committee to track the proposed audit response to all the most significant risks NBC has identified. The Council's own response to these strategic risks will be addressed through its risk management process, which NBC operates as part of its overall governance arrangements.

### 4 Our risk assessment

Strategic risks identified by the Council through risk management processes			Audit response (Cross- referenced to operational plan)
Risk	Category	Actions to Reduce Risk	
Loss of reputation with Government Regional and Local Partners	2	<ul> <li>CM target to include participation in national working parties</li> </ul>	No specific internal audit work
Inability to manage the effects of a major incident	3	<ul> <li>Recruit to risk and business continuity manager post – Q4 2007</li> <li>Review of current arrangements for risk and business continuity post appointment</li> </ul>	OP3.1 Risk management
Loss of Public and Staff Confidence in the Council	2	<ul> <li>Collect, publish and act on results of the EOP</li> <li>All staff appraisals to be completed on time</li> </ul>	OP3.2 Governance OP2.1 HR
Failure to take opportunities	2	Complete LDS Programme	OP2.2 Regeneration
Risk of a divided community	2	<ul> <li>Complete and adopt the Sustainable Community Strategy for Northampton</li> <li>Community Cohesion Strategy would set out the necessary mitigations, and resourcing this will be an issue</li> <li>Mapping of the Community Profile</li> </ul>	No specific internal audit work
Non compliance with key regulations and statutory requirements	2	<ul> <li>Establish clear lines of accountability</li> <li>Develop and publish Financial Procedures</li> <li>Develop and publish Contract Regulations</li> </ul>	OP1.15 IFRS Health check OP1.16 VAT

Category 1 risks identified by the Council management processes	through risk		Audit response (Cross- referenced to operational plan)
Risk	Area	Actions to Reduce Risk	
Non compliance with governance procedures	Governance & Communications	<ul> <li>Review of political governance procedures</li> <li>New managerial governance procedures in place</li> <li>New PMA arrangements agreed at AGM. Report sign-off etc, now required</li> </ul>	OP3.2 Governance - management information
Failure to develop a long term Corporate	Governance &	Corporate Planning Cycle in Place	OP3.2 Governance
plan 2007/08 – 2010/11	Communications	<ul> <li>Core planning team established</li> <li>Consultation plan in place to involve staff – stakeholders</li> <li>Process developed to involve Councillors and managers</li> </ul>	OP3.3 Performance management
Corporate Manslaughter and Corporate Homicide	Community Safety Leisure – Town Centre Operations	Training of operational managers and team leaders – Information on managing health and safety available on the intranet and manual provided for all Corporate managers and employees. – Policies and Procedures in place	OP2.1 HR
Health and Safety management at the Bus Station	Community Safety Leisure – Town Centre Operations	<ul> <li>Investigation of all reported incidents</li> <li>Monitoring of uneven flooring</li> </ul>	No specific internal audit work
Demand for services exceeds what we can	Streetscene	Bids for additional budget to be	OP1.5 Budgetary control
supply		submitted to accommodate increased service need  Establish an Environmental Improvement Board to include	OP2.3 Westbridge
		relevant external stakeholders and councillors	

Category 1 risks identified by the Council through risk management processes			Audit response (Cross- referenced to operational plan)
Risk	Area	Actions to Reduce Risk	
		<ul> <li>Establish in house procedures to supply the council with key information such as road meterage, numbers of houses, grass areas etc.</li> <li>Complete Service Plans</li> </ul>	
Failure to meet the Decent Homes Standard by 2010	Streetscene	<ul> <li>Complete review of Alternative Funding opportunities</li> <li>Development and implementation of an Asset Management Strategy</li> <li>Development and implementation of an Investment Plan</li> <li>Development and Implementation of a Tenant Participation Strategy</li> </ul>	OP2.3 Westbridge
Failure to meet milestones in Local Development Scheme	Regeneration	<ul> <li>Establish a Joint Planning Team between 3 local authorities</li> <li>Allocation of agreed additional budget by Finance</li> <li>Review recruitment and retention process</li> <li>Commence second phase to recruit new personnel for Planning Team</li> <li>Joint Planning Team to deliver to LDS programme</li> </ul>	OP2.2 Regeneration
Loss of key staff	Finance	<ul> <li>Internal training opportunities to be identified</li> <li>Acting up opportunities and mentoring provided to key staff</li> <li>Complete Finance restructure and investigate performance management</li> </ul>	OP2.1 Human Resources

Category 1 risks identified by the Council through risk management processes			
Risk	Area	Actions to Reduce Risk	
Non compliance with statutory requirements	Finance	<ul> <li>Establish Grant Register</li> <li>Raise awareness of register amongst senior management.</li> <li>Ensure that grants are not qualified and where this occurs to address the issues and plan into future work</li> </ul>	OP1.2 Debtors
Bank accounts too diverse and not reconciled on a timely basis	Finance	<ul> <li>Reduce the number of bank accounts</li> <li>Assign responsibility for monthly reconciliations</li> <li>Establish and continuously monitor key treasury Pls</li> </ul>	OP.1.8 Bank Reconciliations OP1.10 Treasury management
Failure to integrate effective performance management into working practices	Performance and Improvement	<ul> <li>Embedded new team members into CPMT</li> <li>Procure new Performance Management system</li> <li>Commence implementation of new Performance Management system</li> </ul>	OP3.3 Performance management and improvement plan delivery
Inability to deliver LDF on time	People Planning and regeneration	<ul> <li>Procurement of a call down with a planning consultant</li> <li>Gain commitment of member councils and JPU to early recruitment to any future vacancies</li> </ul>	No specific internal audit work
Lack of capacity in key areas / skills not aligned to key objectives	People Planning and regeneration	<ul> <li>Refresh the Council Vision</li> <li>Update the Corporate Plan</li> </ul>	OP2.1 Human Resources

Category 1 risks identified by the Council through risk management processes			Audit response (Cross- referenced to operational plan)
Risk	Area	Actions to Reduce Risk	
Failure to secure long term management arrangement for traveller site	Development Building Control and Environmental Health	<ul> <li>Monitor regularly</li> <li>Prepare contingency plan for long term management</li> <li>Evaluate tenders</li> <li>Let contract or implement contingency plan</li> <li>Prepare fallback position for short term management</li> <li>Negotiate with preferred supplier</li> <li>Report to cabinet</li> </ul>	No specific internal audit work

In addition to the corporate risk registers, we have also identified other risk areas through our discussions with the Chief Executive and Directors. These have been included in the operational plan in Section 5.

Management should consider those areas where there is no specific internal audit work planned and ensure that they can obtain sufficient assurance from other sources that risks are being mitigated effectively.

## 5 Proposed internal audit plan

The proposed internal audit plan for 2008/09 is set out below (in summary and detail) for the approval of management and the Audit Committee. This has been informed by the risk analysis in Section 3 in accordance with modern internal auditing standards and the CIPFA Code of Practice for Internal Audit in Local Government in the UK.

In each instance an overview of the review has been included, along with estimated days. Once the programme has been agreed in outline, we will refine the precise scope of each review and agree this, and the related days, with management.

Our plan assumes a mix of days as detailed below:

Grade	Days	% of audit plan
Auditor	170	45%
Manager	19	5%
Director/Senior Manager/Specialist	188	50%

### Summary operational internal audit plan 2008/09

Area of coverage	Proposed Days (2008/09)	Prior Year Days (2007/08)
Fundamental assurance (core systems reviews)	136	105
Risk based assurance (operational systems reviews)	113	155
Performance assurance (strategic reviews)	45	65
Other	83	55
TOTAL	377	380

### Detailed operational internal audit plan 2008/09

System	Source	Points of Focus	Audit approach	Days				
OP1 Core syster	OP1 Core systems reviews – fundamental assurance							
OP1.1 General Ledger	Managed audit	Input controls. Accuracy of outputs. Security over access and data. System enhancements. Changes in key staff or operating procedures.	Full systems review; Review any system enhancements. Changes in key staff or operating procedures. Follow up	8				
OP1.2 Debtors	Managed audit	All sources of income are identified. Invoices are raised in a timely, complete and accurate fashion. Adequacy of debt collection, recovery and write-off procedures. Security over access and data.	Full systems review; Review any system enhancements. Changes in key staff or operating procedures. Follow up	10				
OP1.3 Creditor payments	Managed audit	Accuracy and review of output from the creditors system.  Orders are raised in respect of all goods required.  Payments are accurately made for goods received and appropriate authorisation has taken place.  Security over access and data.	Full systems review; Changes to Agresso, OAP & Uniclass. Changes in key staff or operating procedures. Follow up	10				

System	Source	Points of Focus	Audit approach	Days
OP1.4 Payroll	Managed audit	Starters, leavers and amendments Calculation of deductions Temporary variations to pay Security of system and access controls Operation, recording and certification of flexi time scheme	Full systems review; Review any system enhancements. Changes in key staff or operating procedures. Follow up	10
OP1.5 Budgetary Control	Managed audit	Budgets setting. Budgetary responsibility is delegated to trained and clearly defined budget holders who receive sufficient management information. Monitoring data on overall budget performance is accurate, produced on a regular basis, and subject to appropriate levels of review within the organisation. Budget variations are analysed, investigated, explained and acted upon. Any savings and efficiencies highlighted are realistic and achieved.	Full systems review; Assess implementation of revised budgetary control process. Assess usefulness of reporting. Obtain user feedback on management reporting and monitoring. Identify any areas of major overspend and establish if any saving and efficiencies have been identified to offset these.	10

System	Source	Points of Focus	Audit approach	Days
OP1.6 Council Tax	Managed audit	All properties have been identified and appropriate charges made  Adequate control over monitoring and collection of charge  Any dispensations are appropriately evidenced and authorised  Arrears management  Authorisation of write offs  Process for amending bandings	Limited scope review; Review any system enhancements. Changes in key staff or operating procedures. Follow up	10
OP1.7 National Non Domestic Rates	Managed audit	Identification and valuation of properties Relief's and exceptions are appropriately calculated and applied Billing & collection Recovery and enforcement Accounting for NNDR Compliance with legislation	Limited scope review; Assess any changes made to the system. Undertake testing to ensure controls are operating. Follow up	5
OP1.8 Bank Reconciliations	Managed audit	All bank accounts are subject to regular independently reviewed reconciliations.  Use of suspense accounts is limited and items promptly cleared.  Re-performance of reconciliations to ensure accurately completed.	Limited scope review; Assess any changes made to the system. Undertake testing to ensure controls are operating. Follow up	10

System	Source	Points of Focus	Audit approach	Days
OP1.9 Cashiers	Managed audit	All income collection points are known.  Adequate controls are in place over post opening and processes in place for the secure receipt and recording of cash.  Cash is adequately safeguarded.  Banking takes place promptly.  Accurately recorded against debtor and income accounts.  Minimal use of suspense accounts.  Adequate segregation of duties are in place.	Limited scope review; Assess any changes made to the system. Undertake testing to ensure controls are operating. Follow up	7
OP1.10 Treasury Management	Managed audit	Corporate treasury activities are monitored and controlled Reporting and monitoring of treasury management activities Banking arrangements are suitably controlled Cash balances are forecast and monitored Investments are in line with strategy Adequate controls exist over borrowing/loan arrangements Adequate controls are in place over Cheques and electronic transfers	Limited scope review; Assess any changes made to the system. Undertake testing to ensure controls are operating. Follow up	5
OP1.11 Housing Benefits	Managed audit	Benefit assessment and payments	Review of assessment and payment procedures Overview of progress against improvement plan Follow-up	10

System	Source	Points of Focus	Audit approach	Days
OP1.12 Fixed Assets	Managed audit	Acquisitions identified Treatment of surplus assets Disposals/transfer of assets Capital assets are completely and accurately recorded Capital asset verification Accounting for fixed assets and associated capital charges / revaluations Fixed assets are appropriately disclosed System is secure against unauthorised access and data loss	Limited scope review; Assess any changes made to the system. Undertake testing to ensure controls are operating. Follow up	5
OP1.13 Housing Rents	Managed	Rent setting and annual increases Calculation of annual rent debit Changes to housing stocks Debt collection, allocation and rebates	Limited scope review; Assess any changes made to the system. Undertake testing to ensure controls are operating. Follow up	10
OP1.14 Expenses (including members)	Prior work on expenses and greater scrutiny of those in Public Office.	Up to date policies and procedures in place Only eligible expenditure is being claimed Appropriate authorisation and checks in place Payment of professional fees and relevance to role of claimant.	Limited scope review; Assess level of controls in place and compliance with policies and procedures. Undertake testing to ensure controls are operating effectively	10
OP1.15 IFRS Healthcheck	Internal Audit	Preparation for introduction of IFRS	Limited scope review: Assess whether the authority is preparing itself for introduction of IFRS.	5

System	Source	Points of Focus	Audit approach	Days
OP1.16 VAT	Head of Finance	Preparation and authorisation of VAT returns	Limited scope review: Review arrangements for preparation and authorisation of VAT returns. Overview of VAT arrangements in place	10
Subtotal				136

System	Source	Points of Focus	Audit approach	Days
OP2 Operationa	l systems reviews	- risk based assurance	•	•
OP2.1 Human Resources	HR risk register	Recruitment and retention and use of consultants/ agency staff  New process for recruitment of Agency workers through Comensura	Limited scope reviews:  Evaluation of recruitment procedures (including CRB and qualification checks)  Protocols and	20
		Compliance with new HR practices and introduction of KPIs  Industrial relations	procedures for use of consultants and agency staff  Procedures for checking compliance and evaluation of arrangements with Comensura	
		Mechanisms to assess the effectiveness and investment in staff training and development	Review of industrial relations procedures and arrangements Review training and development policy and how its effectiveness is being monitored.	
OP2.2 Regeneration	Regeneration risk register	Local Development Scheme	Limited scope review: Governance arrangements Financial implications Project planning and management	10
OP2.3 Westbridge DLO	Streetscene risk register Audit Committee Corporate Manager - FR	Decent Homes  Delivering service needs  Progress made against APSE recommendations  Void expenditure and void turnaround	Full scope review:  Delivery of decent homes standard  Asset management  Relationship with reactive maintenance  Follow-up of 2007/08 audit work and APSE report  Voids management	20

System	Source	Points of Focus	Audit approach	Days
OP2.4 Housing Management	Corporate Manager – FR	Use of temporary accommodation and VFM	Limited scope review: Assess the processes and procedures in place for using temporary accommodation and any VFM arrangements in place.	8
OP2.5 Procurement / VFM	Strategic Plan	Procurement strategy. Achievement and reporting upon VFM.	Review of approach being taken to ensure value for money in respect of purchasing activity.  Assess current procurement processes and strategies.	10
OP2.6 Freedom of Information and Data Protection	Strategic Plan	Compliance with Legislation. Handling of data.	Limited scope review: Assess compliance with Freedom on Information Act and assess controls in place over data protection.	10
OP2.7 Concessionary Fares	Cyclical review	Agreements in place with service providers and cost to the authority.	Limited scope review: Review agreements in place and review process for management of concessionary fares. Assess impact of new scheme.	10
OP2.8 Environmental Health	Internal Audit	Management of licensing activity	Limited scope review: High level review of systems and procedures in place for granting, monitoring and enforcement in relation to licensing.	5

System	Source	Points of Focus	Audit approach	Days
OP2.9 ICT audits	Performance and Improvement risk register	Project initiation and management  Data security	Full scope reviews:  Project management procedures  Data security	20
Subtotal				113

System	Source	Points of Focus	Audit approach	Days
OP3 Strategic –	performance assu	ırance		
OP3.1 Risk management (including fraud risk management assessment)	CPA – use of resources	Risk management framework Fraud risk management	Limited scope review Progress with risk management and assurance Fraud risk assessment Security arrangements at Guildhall	15
OP3.2 Governance - management information	Corporate risk register Legal Services risk register	Management information to Cabinet	Limited scope review Robustness of management information provided to Cabinet members Process for production and authorisation of MI.	15
OP3.3 Performance management and improvement plan delivery	Performance and improvement risk register	Performance framework KPIs Monitoring of delivery of improvement plan	Full scope review Performance management measurement and monitoring Mechanism for monitoring delivery of improvement plan	15
Subtotal				45

System	Source	Points of Focus	Audit approach	Days
OP4 Other	•			
OP4.1 Specific follow up reviews: Contract Audit (Capital Programme) and Legal Services Grants to voluntary bodies		Follow up on recommendations made as part if 2007/08 Internal Audit Work on:  Project management of capital contracts	To obtain confirmation of actions taken to address any weakness highlighted	8
OP4.2 General follow up	TeamCentral	Recommendations made as part of 2007/08 Internal Audit Work.	To obtain confirmation of actions taken to address any weakness highlighted as part of 2007/08 Internal Audit Work and verify where appropriate.	10
OP4.3 NFI	Audit Commission	Review of relevant reports prior to reporting back to Audit Commission.	To liaise with Risk Manager and identify reports that require audit follow up and investigate in a timely manner so that returns can be made to the Audit Commission.	12
OP4.4 Contingency & Investigative work	Director of Finance			35
OP4.5 Audit management				18
Subtotal				83
TOTAL				377

# 6 Proposed 3 year internal audit plan

	2008/09	2009/10	2010/11
Core systems reviews			
General Ledger	8	8	8
Debtors	10	8	8
Creditors	10	8	8
Payroll	10	8	8
Budgetary Control	10	12	10
Council Tax	10	10	10
National Non Domestic Rates	5	5	5
Bank Reconciliations	10	8	7
Cashiers	8	8	7
Treasury Management	5	5	5
Housing Benefits	10	10	10
Miscellaneous Income	0	5	0
PAYE	0	10	0
VAT	10	0	10
Expenses (including members)	10	0	7
Fixed Assets	5	5	5
Housing Rents	10	8	8
IFRS Healthcheck	5	5	5
Total core systems	136	123	121

	2008/09	2009/10	2010/11
Risk based assurance reviews			
	0	10	0
Legal Services Human Resources	20		10
	10	15	8
Regeneration		8	
BCP arrangements	0	5	0
Westbridge DLO	20	15	15
Voluntary Grants	0	0	8
Void Management	0	7	7
Contract Audit (Capital Programme)	0	8	0
Partnerships	0	10	0
Procurement / VFM	10	0	10
Communications – interaction with employees	0	10	0
Freedom of Information and Data Protection – compliance with legislation	10	0	10
Citizen Engagement – consultation with, and feedback from, community	0	10	0
Concessionary Fares	10	0	8
Health & Safety	0	10	0
Housing Management	8	0	8
Home renovation grants	0	10	0
Commercial Waste (0utsourced from 08/09)	0	0	0
Museums	0	0	6
Environmental Health	5	0	8
Planning Applications	0	0	8
ICT audits	20	20	20
Total operational systems reviews	113	138	136

	2008/09	2009/10	2010/11
Strategic – performance assurance			
Risk Management	15	15	15
Governance	15	10	10
Performance Management and improvement	15	15	10
Total strategic – performance assurance	45	40	35
Other			
Follow up	18	15	15
NFI	12	12	12
Contingency and Fraud work	35	20	20
Audit Management	18	18	18
Total Other	83	65	65
Total	377	366	357
Annual audit days (per contract)	370	360	350

In the event that, pursuant to a request which Northampton Borough Council has received under the Freedom of
Information Act 2000, it is required to disclose any information contained in this report, it will notify PwC promptly and consult with PwC prior to disclosing such report. Northampton Borough Council agrees to pay due regard to any representations which PwC may make in connection with such disclosure and Northampton Borough Council shall apply any relevant exemptions which may exist under the Act to such report. If, following consultation with PwC Northampton Borough Council discloses this report or any part thereof, it shall ensure that any disclaimer which PwC has included or may subsequently wish to include in the information is reproduced in full in any copies disclosed.
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