

AUDIT COMMITTEE 17 DECEMBER 2009 OUTCOMES OF AUDIT ACTIVITY

Report from: Internal Audit

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Summary

Serving You

To advise Members of the outcomes of Internal Audit activity completed since the last meeting of the Audit Committee.

1. Budget and Policy Framework

1.1 Following the Council's decision to establish this committee, it is within the remit of this committee to take decisions regarding accounts and audit issues.

2. Background

- 2.1 This report contains the outcome of Internal Audit's work since the last report to this committee.
- 2.2 Generally, Internal Audit reports identify areas where improvement in the control process should be made. However, there is no standard within the internal audit profession of grading the overall control environment. Furthermore, even where recommendations are prioritised, the recipient of the report has no indication of how well the overall control process is operating.
- 2.3 To address this, Medway Council's Internal Audit has introduced a grading system so that managers have a clear understanding of the operation of the control environment in their area. The audit opinion is set at one of four levels and is formed on completion of the audit testing and evaluation stage but **before** management implement any of the recommendations.
- 2.4 All audit reports containing recommendations designed to improve the control process are presented with an action plan, which has been agreed with management and specifies the action to be taken, by whom and when. This agreed management action plan is incorporated in the issued final audit report.

- 2.5 For 2009/10, the audit opinion definitions have been revised to improve managers' understanding of them. Also, the opportunity has been taken to revise the audit report format to direct managers more clearly to the key risk areas and to assist them, we have introduced a clearer priority ranking system for audit recommendations. The revised definitions are shown at Annex A.
- 2.6 Where control is assessed at the lowest level, ("Uncontrolled"), follow up work will be undertaken within six months.
- 2.7 This report details work completed since the last report to Members. The format of the annexes is as follows: -
 - Annex A Definition of audit opinions and recommendation priorities
 - Annex B Schedule of completed audit work showing the audit opinion provided and Directorates covered
 - Annex C Summary information on completed audits
- 2.8 In addition to the work set out on the following annexes, Internal Audit has also responded to requests to provide advice on control issues to managers.
- 3. Risk Management, Financial and Legal implications
- 3.1 There are no risk management, financial or legal implications arising from this report.

4. Recommendations

4.1 Members are asked to note the outcome of Internal Audit's work.

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Background papers

None.

DEFINITIONS OF AUDIT OPINIONS

Opinion	Risk Based	Compliance	Value for Money
Good	Effective controls are in place to mitigate risks	Key controls exist and	Objectives are being achieved
	reviewed as part of the audit, maximising the	compliance is consistent	efficiently, effectively and
	likelihood of achieving service objectives and value	and effective.	economically.
	for money and protecting the Authority against loss.		
Satisfactory	Key controls exist to mitigate the risks reviewed as	Key controls exist but	Objectives are largely being
	part of the audit effectively. However, instances of	there may be some	achieved efficiently, effectively
	failure to comply with the control process were	inconsistency in	and economically, but areas for
	identified and there are opportunities to strengthen	compliance.	further improvement.
	the control system and/or improve value for money.		
Insufficient	Controls are in place to mitigate identified risks and	Key controls exist but they	Objectives are not being
	they are complied with to varying degrees.	are not applied, or	achieved through an appropriate
	However, there are one or more gaps in the control	significant evidence they	balance of economy, efficiency
	process that leave the system exposed to significant	are not applied	and effectiveness. Value for
	residual risk. Action is required to mitigate material	consistently and	Money is could be significantly
	risks.	effectively	improved.
Uncontrolled	Controls are considered to be insufficient to	Failure to comply with	Objectives are not being
	effectively control at least one of the risks reviewed	large numbers of key	achieved economically,
	as part of the audit. Remedial mitigating action is	controls across a high	effectively and efficiently.
	required. There is also a need to improve	proportion of the risks	
	compliance with existing controls and errors and	reviewed.	
	omissions have been detected. Failure to improve		
	controls could have a significant impact on service		
	delivery, or lead to material financial loss or		
	embarrassment to the Authority.		

DEFINITIONS OF RECOMMENDATION PRIORITIES

High

The finding highlights a fundamental weakness in the system that puts the Council at risk. Management should prioritise action to address this issue.

Medium

The finding identified a weakness that leaves the system open to risk. Management should ensure action is taken to address this issue within a reasonable timeframe.

Low

The finding highlights an opportunity to enhance the system in order to increase the efficiency or effectiveness of the control environment. Management should address the issue as resources allow.

Directorate → Activity ♥	Opinion	Authority Wide	Children and Adults	Regeneration Community and Culture	Business Support Department
Health and Safety	1	I			
Libraries Income Control	I				I
Local and regional Planning (Information Management)	S			S	
Markets Income	U			U	
Parking Income	I			I	
PSA2 Final Outturn PI verification checks	•	•			
Workforce Planning – Readiness for CAA	•	•			

Key:

G = Good, S = Satisfactory, I = Insufficient, U = Uncontrolled

• Work carried out but no opinion provided in that area

Audit: Health & Safety Opinion: Insufficient

Medway Council has a statutory duty to protect the health and safety of staff, Members and members of the public affected by its work. It must make the workplace safe and eliminate or control risks to health, ensure plant and machinery are safe and that safe systems of work are set and followed, ensure articles and substances are moved, stored and used safely, provide adequate welfare facilities, give workers the information, instruction, training and supervision necessary for their health and safety and consult workers on health and safety matters.

The objective of this audit was to provide an opinion on the effectiveness of controls to minimise the risks that:

- The Authority does not comply with Health and Safety Legislation
- · Risks are not appropriately assessed
- Workers are unaware of their responsibilities
- Workplace accidents may not be reported appropriately
- Health and Safety issues may not be monitored and reported effectively

Main Findings	Main Risk	Main Recommendations	Management Response
Effective controls are in place to		One high priority recommendation	All recommendations were
ensure that the authority complies		was made relating to clarification	accepted, with a completion date
with health and safety legislation.		of ownership and resources for	of April 2010 (although all Health
Although Medway Council does		school trip Health and Safety	and Safety staff will not complete
not have a complete set of current		assessments.	professional qualifications until
policies, new policies are being			2013).
written to fill in the gaps.		Six medium priority	
		recommendations were made.	
Inspections are carried out for	Increased risk of accidents and	Two related to risk assessments.	
high priority services throughout	non-compliance with H&S	The others related to;	
the council and there are good	legislation.	 Professional qualifications 	
procedures in place to identify		for Health & Safety staff;	
risks through this method.		 Formal recognition of 	
However, resources have not		Cabinet responsibility;	
been identified that will allow		 Approval processes for 	
corrective action to be monitored.		safety audit plans.	
Risk assessments have only been		 Health and Safety training 	
completed for parts of the		of staff.	
Authority although it is a legal			

Main Findings	Main Risk	Main Recommendations	Management Response
requirement. The scale of this problem is not known due to the absence of monitoring arrangements.			
Additionally, there is a lack of clarity over Education and H&S team's responsibilities for risk assessment of school trips.	A serious accident could occur on a school trip, which has not been subject to a formal risk assessment.		
The Health, Safety and Wellbeing Manager should be commended on the work to update policies and publish them on the Council's Intranet. However, additional work is necessary to better publicise them.	Not preventing accident/injury and officers not being aware of their obligations under H&S legislation.		
There are gaps in basic H&S training and specialist training. The Health, Safety and Wellbeing Manager is currently working with Learning and Development to identify gaps and implement a new training programme.	Officers may not being aware of their H&S obligations.		
Sound procedures are operating to ensure accident reports are sent to the H&S team and more serious accidents are reported to Health and Safety Executive. The accidents are then recorded on the accident-reporting database. There is scope for improving			

Main Findings	Main Risk	Main Recommendations	Management Response
follow-up reporting to ensure implementation of action identified to prevent recurrence of accidents.			
Appropriate Health and Safety committees have been set up to provide oversight for the whole of the Authority. This governance arrangement would benefit from more formal monitoring of completion of risk assessments and progress on high priority recommendations.			

Audit: Libraries Income Opinion: Insufficient

Medway Council operates 16 libraries, which enable the public to access and borrow a range of information and entertainment. The majority of these services are free of charge, but charges are made if an item is reserved from outside a Medway Library and for rental of video/DVDs, language courses, console games, spoken word cassettes and music CDs. Charges are also made for the use of fax machines, printing, scanning and sales of CDs, disks etc. Total income generated by libraries during the 2008/09 financial year was £92,000.

The objective of this audit was to provide an opinion on the effectiveness of controls to minimise the risks that:

- All income due may not be identified, received or retained securely.
- Income received may not be banked fully or promptly and not be reflected accurately/promptly in financial records.

Main Findings	Main Risks	Main Recommendations	Management Response
Although income from sales of items such as cards and CDs can be identified on the till reading, there is no reconciliation of total income to goods sold. Furthermore, goods received at the libraries visited were not counted, nor was a record maintained of total goods sold. Although income waiting to be banked was held in a safe/locker, at three of the five branches visited access was not restricted to appropriate members of staff only and the cumulative amount of income stored in a locker at one of the branches would not be covered by insurance.	All income due may not be received or items may be lost/stolen and this may go unnoticed. The takings in the safe may be stolen and any losses may not be covered by insurance.	Nine medium priority recommendations were made, these relating to; Authorisation or review of fines waived on the Spydus system. Counting and reconciling stock Reconciling total prints and independently reconciling bookings. Restricting access to the safe. Correctly coding goods sold on income returns.	All recommendations were accepted, with a completion date of March 2010 at the latest.
Fines for overdue items can be waived on the Spydus system without a genuine reason.	All income due from fines may not be received.		

Main Findings	Main Risks	Main Recommendations	Management Response
There is no separation of duties between the officer taking the bookings for hire of the hall at the Strood branch, raising invoices and completing the monthly reconciliation.	All income due from bookings may not be collected and the Library Finance Assistant is in a vulnerable position should she be accused of taking payment for bookings for personal gain.		

Audit: Local and Regional Planning – Information Management Opinion: Satisfactory

Medway Council is currently preparing a Local Development Framework (LDF), which will consist of a portfolio of documents. The LDF will be the key spatial plan for Medway, guiding development over the period up to 2026. Therefore the information used within the LDF is key to ensuring that the correct decisions are made using all information that is considered relevant. The Local and Regional Planning Department collect the information contained within the LDF. This audit has been undertaken to ensure that the information is accurate, current and from a reliable source so that all users of the information are able to rely on it when making decisions now and in the future.

The objective of this audit was to provide an opinion on the effectiveness of controls to minimise the risks that:

- Data collected and stored may not be accurate, reliable or complete
- Reports may be inaccurate;
 The Authority does not make best use of available information.

Main Findings	Main Risks	Main Recommendations	Management Response
Suitable controls were found to be		Two medium priority	Both recommendations were
in place to ensure that all		recommendations made relating to:	accepted by management, with
information held within the		 Ensuring robust system 	an agreed implementation date
database is complete, accurate		documentation and appropriate	of December 2009.
and reliable. All information used		system administration cover	
to support the LDF is stored on		arrangements are in place;	
the IT network and is subject to		 Presenting the Research and 	
normal network access and		Information Group with a	
backup routines which are		catalogue of the type and quality	
considered suitable.		of information Local and	
		Regional Planning hold to	
Information is obtained from both		encourage maximum use of this	
internal sources within the Council		information throughout the	
and External Sources such as the		Authority and to minimise	
most recent Census or from the		replication of data collection	
Office of National Statistics.		elsewhere in the Authority.	
Based on the findings of tests			
undertaken, all reports were found			
to be accurately produced based			
on the data held within the			
database and within the			
department itself.			

Main Findings	Main Risks	Main Recommendations	Management Response
The sharing of information between the Local and Regional Planning department and other departments within the Council is mixed. A large amount of information held by the Local and Regional Planning Department is shared with some departments e.g. Planning and Building Control. However little or no information is shared with other departments which results in more than one department collecting the same information. An example of this is that the schools Planning and Review Department collect the same planning information as the Local and Regional Planning Department. This is considered to be an area of weakness that requires Council wide action that would be best addressed by the Research and Information Group.	Duplication of data collection and failure to make best use of information available.		

Audit: Markets income Opinion: Uncontrolled

Medway Council operates three markets, twice a week in Gillingham and Strood (these were operated by external contractors until being brought under the Council's direct operation in August 2007 and April 2008 respectively) and a monthly farmers' market in Rochester. Management advised us that the contractor running Gillingham terminated with very little notice, with no documentation passed over to aid the handover, but officers managed to take on the operation of the market, in spite of the extremely limited resources available. Due to the lack of documentation, existing rents could only be ascertained through asking traders what they were paying and, in view of the economic climate and the need to maintain a sustainable market, it has not yet been possible to bring rents at Gillingham up to the levels charged at Strood.

Income from the three markets in 2008/09 totalled £266,830 – budgeted income across the three sites for 2009/10 is £302,543.

Five risks were reviewed to determine the effectiveness of controls:

- Charges may not be formalised and/or approved by Members;
- All income due may not be identified or collected;
- Income collected may not be adequately protected against loss;
- All income collected may not be banked intact, or not in a timely manner;
- Income received may not be reflected accurately and promptly in financial records.

Main Findings	Main Risks	Main Recommendations	Management Response
A standard rate per foot has been established for Strood, whereas rates for Gillingham are currently variable, dependent on the size and position of stalls. These have not been published formally and have not been approved by Members. Furthermore, the prescribed rates are not being applied consistently to all traders at Strood or to some of those at Gillingham. Receipts are not numbered and	In addition to the Council failing to maximise income, charges may be inappropriate and/or inequitable and may fail to cover the costs incurred.	 8 high priority recommendations, relating primarily to: • improving income records to show details of occupied stalls, back rent outstanding and collected; • devising and applying a formal policy on limiting and recovering rent arrears; • using sequentially numbered receipts and completing these only on handover of cash so the actual amount received is 	All high priority recommendations were accepted by management, with an undertaking to implement the proposed actions, or an appropriate alternative, by the end of March 2010 at the latest. In particular, management are investigating the purchase of a markets management software solution that is already used by around 30 councils, which would address many of the concerns surrounding identification of rent
are generally written in advance,	All income collected may not be	recorded;	due and income collected.
so do not necessarily reflect the	recorded or accounted for	 income being collected, 	
amount actually collected. Back	accurately. In addition, back rent	recorded and banked by two	

Main Findings	Main Risks	Main Recommendations	Management Response
rent due from regular traders (if they are absent and their booked stall is not relet) is not recorded consistently. Traders may repay back rent in instalments, but there is no formalised policy on limiting and recovering rent arrears. Income at three of the markets is collected and banked by a single officer. Income retention arrangements, which include the use of officers' vehicles and homes, do not meet the requirements of the Council's insurance, there also being no secure storage facility at the office. Banking is not consistently completed promptly after collection, ie on the same or next working day, and no arrangements have been established to confirm that all income collected has been banked intact.	due from permanent traders may not be calculated accurately or collected, arrears may become excessive and income due to the Council may not be recovered. Officers are vulnerable to attack, theft and allegations of failing to account properly for all cash collected. Income retention arrangements may also render the Council unable to recover any losses incurred. All income collected may not be banked and any banking variances may not be identified, investigated or reported to management.	officers working together and banked on the day of collection, wherever possible; considering the installation of a safe at the office or use of bank night safe facilities or safe facilities at alternative council premises; an independent person checking income records against payingin slips, after return from the bank, to confirm that all income was banked intact. 3 additional medium priority recommendations related primarily to: charging all traders the prescribed rates as soon as possible; reviewing rates annually and obtaining formal approval by management and Members.	However, one of the medium priority recommendations was not accepted fully as officers consider it unnecessary for Members to approve market stall licence fees. The Monitoring Officer has now formally delegated authority to R, C & C management to set fees and current fees were approved on 1.9.09. In addition, the Director R, C & C and Monitoring Officer have agreed that it is not appropriate to include these in the Council's annual schedule of fees and charges.

Audit: Parking income Opinion: Insufficient

The Council provides off-street parking at various car parks and on-street parking at several locations within its controlled parking zones. Use is subject to time-based charges, collected via machines sited at each location, which issue tickets in return for cash. In 2007/08 the Council generated income of approximately £2.7 million from all parking related income sources.

The objective of this audit was to provide an opinion on the effectiveness of controls to minimise the risks that:

- Charges may not be formalised and/or approved by Members;
- · All sources of income may not be identified;
- Income received may not be adequately protected against loss;
- All income received may not be collected, or not collected in a timely manner;
- Income collected may not be banked intact, or not in a timely manner;
- Income received may not be reflected accurately and promptly in financial records.

Main Findings	Main Risks	Main Recommendations	Management Response
Charges are reviewed twice a		17 recommendations made,	All recommendations were
year, approved by Council and		relating primarily to:	accepted by management, with
published. Resultant changes to		 checking ticket machines and 	an undertaking to implement the
ticket machines and display		displayed fees in all chargeable	proposed actions, or an
boards are carried out the day		parking areas after new fee	appropriate alternative, by the
prior to revision date,		implementation to confirm that	end of October 2009.
implementation being informally	Some changes may not be	machines have been updated	
verified during the activation	activated, resulting in loss of	and the correct fees are	
process. However, ongoing	income.	displayed;	
checks are not performed		 updating the 'inventory' 	
between fee changes.		spreadsheet with new	
A spreadsheet, used to notify the	New machines installed may not	installations and removals	
manufacturer of new fees, serves	be added to the collection	between fee changes;	
also as an inventory record, but is	schedule and losses may be	 holding the key providing access 	
not updated with	incurred.	to coinbox contents securely on	
installations/removals between fee		council premises when not in	
revisions.		use and recording issue/return,	
Any unregistered cash found	Unbanked income is vulnerable to	with two people in attendance	
during repairs to faulty machines	loss or theft.	when a coinbox is opened;	
is logged, with the cash retained		 varying, if possible, the 	

Main Findings	Main Risks	Main Recommendations	Management Response
numbered sequentially. However,		prior to processing on the	
the sequence is 'broken' when	All income may not be accounted	Gateway system, or reinstating	
faulty machines are reset and	for as missing tickets are not	the retrospective checking of a	
there are no checks to verify	identified.	sample by a supervisor to	
numerical sequence.		confirm their validity.	
Officers record details of daily			
collections received from the			
contractor and the associated			
bankings, but analysis indicated			
that income with no audit ticket			
(due to machine faults) is not			
entered consistently. As a	Any actual cash deficit, arising		
consequence, apparent	from loss or theft, is unlikely to be		
overbankings occur frequently,	identified.		
these amounting to over £54,000			
in the 10 months to February			
2009.			
Data relating to penalty charge			
notices, produced from hand held	All income due from penalty		
devices, is imported daily into the	charge notices, season tickets		
'Gateway' system. This system is	and residents' permits may not be		
also used to generate season	received or recorded accurately.		
tickets and residents' permits.	Donalty charge nations may be		
Relevant payments received by Cashiers are entered on the	Penalty charge notices may be cancelled without all available		
'Radius' cash receipting system	recovery actions being taken.		
and downloaded into the	lecovery actions being taken.		
'Gateway' system daily. However,			
no reconciliations are performed			
to ensure that payments entered			
on 'Gateway' and those receipted			
on 'Radius' agree. Once all			
avenues to recover penalty			
charges have been exhausted,			

Main Findings	Main Risks	Main Recommendations	Management Response
notices are cancelled -			
cancellations during 2008 totalled			
£38,565. All officers within the			
Parking Services administration			
team are able to action			
cancellations and these are not			
authorised. Although a report of			
cancelled tickets should be			
produced monthly and a random			
sample of transactions validated			
by a supervisor, there was no			
evidence of such a check in the			
previous two years.			

Audit: Public Service Agreement 2 - outturn validation Opinion: Not applicable

Medway Council entered into a second three-year Public Service Agreement (PSA) in 2006, which specified 12 'stretch' targets for improving services, a performance reward grant (PRG) of over £7 million being available if all 12 targets were achieved by the end of the PSA period. The PRG is payable in two annual instalments after the conclusion of the PSA – however, as one of the targets is not due for completion until January 2010 this could not be included in the initial claim.

To support the claim for payment of PRG, the Council's Internal Audit unit is required to provide the chief executive with a certificate "regarding the robustness of the reported performance information on the claim". The objective of this audit was, therefore, to validate the sufficiency and/or accuracy of evidence to support declared performance against the 11 claimable PSA2 targets and to gain assurance on the reliability of information provided by partners or other external bodies.

Main Findings	Main Risks	Main Recommendations	Management Response
We reviewed supporting documentation and, where necessary, clarified issues arising with the officers responsible.	The risk of making an inaccurate claim should have been addressed by the amendments made prior to submission.	None – issues arising notified to management and rectified.	Not applicable.
We agreed the performance declared for 7 targets but advised that amendments were required to the remaining 4, due to:			
 Identification of additional adult learners gaining qualifications omitted from the declaration; 			
 Being unable to support the full number of volunteers declared due to supporting records being lost by one of the bureaus; 			
 Inconsistent treatment of 'no opinion' responses on residents' satisfaction surveys between baseline and outturn data. 			

Main Findings	Main Risks	Main Recommendations	Management Response
The overall impact of these			
amendments was to increase the			
amount claimable by almost			
£98,000.			

Opinion:

Not applicable

Audit: Workforce Planning – Readiness for CAA

Local Authorities' workforce planning arrangements will be assessed as part of the CAA in 2009/10. CAA assesses Local Authority workforce planning arrangements against four key themes in KLoE 3.3:

- 1. The organisation has a productive and skilled workforce.
- 2. The organisation knows in the medium to longer term what staff it will need and what skills and has plans to achieve this.
- 3. The organisation engages and supports staff in organisational change.
- 4. The organisation has policies which support diversity and good people management.

The revised People Strategy is key to Medway Council's response and was presented to the Employee Matters Committee on 9 September 2009. We compared the People Strategy to guidance received from the Audit Commission to assess the Authority's readiness for KLoE 3.3, although we have not given an opinion as management have yet to implemented a number of identified actions.

Main Findings	Main Risks	Main Recommendations	Management Response
Theme 1: The Authority has a number of initiatives investing in its current staff and developing apprenticeships, work experience and courses at local colleges and universities. There is a need to formalise talent management and succession planning and to demonstrate how the investment in its staff are delivering benefits for the people of Medway. Theme 2: The Authority is working towards a strategic approach to workforce planning. The Children's Trust and Transformation Programme Board have taken a lead in identifying future workforce requirements for the Children and Adults directorate. More work is required	The Authority may not be able to demonstrate the effectiveness of its workforce planning is processes in: • rewarding high performance. • how its productive and skilled workforce is benefiting the Community. • the alignment of workforce planning and the Authority's strategic targets. • how services have become more integrated or costs have been reduced. • engagement of staff in organisational change. • the evaluation of the impact of change on staff.	Nine medium priority recommendations were made as a result of the review. • Two recommendations were to formalise strategies; • Six recommendations were to obtain / retain evidence to demonstrate the effectiveness of the Authority's workforce planning arrangements; • One recommendation requires the standardisation of Project Management methodology across the Authority to ensure post-implementation reviews are always completed and evaluate the impact of change on staff.	All recommendations were accepted with implementation dates ranging from December 2009 to March 2011.

Main Findings	Main Risks	Main Recommendations	Management Response
for Business Support Department and Regeneration Community and Culture Directorate.	Talent management and succession planning strategies have not been formalised.		
Theme 3: The People Strategy does not address engagement of staff in organisational change. The Authority will rely on policies and other documentation that exists from other sources. This is likely to be easier to demonstrate in the Children and Adults directorate than in the Business Support Department and Regeneration Community and Culture Directorate.			
Theme 4: The development of the equality framework and the Authority's existing policies and procedures will help it to demonstrate that it is "performing well". The improved monitoring that is currently underway will show the effectiveness of these measures.			