Causeway Coast and Glens Borough Council

Internal Audit Report Budgetary Control

May 2017

MOORE STEPHENS

INTERNAL AUDIT REPORT

Budgetary Control

Executive Summary

This internal audit was completed in accordance with the approved annual Internal Audit Plan for 2016/17. This report summarises the findings arising from a review of Budgetary Control which was allocated 7 days.

Through our audit we found the following examples of good practice:

- The estimates and striking of rates have been presented to Council for approval on a timely basis.
- Draft Management Accounts were prepared in November 2016 and are being refined to support future regular reporting of budget against actual income and expenditure to Council.

Some areas (Priority 1 and 2) where controls could be enhanced were noted during our review:

Priority 1

We found that there was a difference of £631k between the total annual budget (as recorded in the management accounts for guarter 2-2016/17 taken from the TOTAL finance system) and the actual annual net cost budget approved by Council in February 2016 (when striking the rates for 2016/17). The difference resulted from a number of financial adjustments. A complete list of these adjustments was not available at the time of audit fieldwork but was provided subsequent to the audit. We found no evidence that these adjustments had been discussed with or approved by the Corporate Policy and Resource Committee or by Council. The budget changes were not noted or explained as part of the Q1 (2016/17) and Q2 (2016/17) management accounts which were distributed to Directors, budget holders and Councillors. Adjustments to the budget estimates approved by Council should be discussed and authorised at the appropriate levels by both management and Council. A policy and procedure should also be developed and approved by Council to govern budget adjustments/virements. The accuracy of the figures within TOTAL should also be reviewed to ensure consistency with approved Council estimates.

Priority 2

- All assumptions made when preparing the budget should be recorded, shared with all budget holders and fully understood by SMT and Councillors.
- Management and budget holders should be provided with annual budget preparation guidance notes, which would include indicative rates, all deadlines during the estimates and rates preparation process, budget assumptions and details of any savings plan. These annual guidance notes would be in addition to any Budget Manual.

- The procedures and roles and responsibilities relating to the budget cycle and should be comprehensively documented in a Budget Manual and circulated to all budget holders, and considered for upload to the staff intranet.
- To ensure Councillors receive the level of financial information required for effective and timely decision-making a process should be put in place whereby appropriate quarterly management accounts are prepared in a timely way. The format of the management accounts should be improved based on the needs of each type of user e.g. it should include the provision of summarised key financial data for elected members. This is necessary to ensure each type of user obtains the level of financial information they need to support proper management of the budget and appropriate decision making.
- The financial information presented in the management accounts should be reviewed for accuracy and completeness. For example, a checklist could be developed for the finance officer who prepares quarterly management accounts e.g. have all commitments/accruals been included, do the assumptions for YTD budget require updating, review of debtors and creditors lists etc.

The following table summarises the total number of findings/recommendations from our audit:

Risk		Number of recommendations & Priority rating		
	1	2	3	
There may be inadequate time and resources set aside for preparing the annual budget and assumptions made when preparing the budget may not be clearly defined or supported, leading to inaccurate information being used during the estimates process and the rates not being struck on time.	-	2	-	
Budgets may not be effectively monitored or managed by budget holders leading to the inefficient use of Council resources and unnecessary expenditure prior to the year- end.	-	1	1	
Insufficient financial information may be provided to management and Councillors leading to poor decision making.	1	2	-	
Total recommendations made	1	5	1	

Based on our audit testing we are able to provide the following overall level of assurance:

	There are significant weaknesses within the governance, risk
Limited	management and control framework which, if not addressed, could
	lead to the system objectives not being achieved.

Points for the attention of Management

In addition to the recommendations noted above we have identified a number of system enhancements during the course of the audit which do not form part of our formal findings, but may help enhance the existing controls. These are detailed at Appendix III.

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Distribution: Audit Committee

Chief Executive
Chief Finance Officer
Head of Performance
Director of Performance

May 2017

Audit progress	Date	
Audit commenced	28 November 2016	
Draft Report issued to senior management for response	12 January 2017	
Responses Received	16 February 2017 & 7 June 2017	
Responses Agreed	8 June 2017	
Report Issued	8 June 2017	

All matters contained in this report came to our attention while conducting normal internal audit work. Whilst we are able to provide an overall level of assurance based on our audit work, unlike a special investigation, this work will not necessarily reveal every issue that may exist in the Council's internal control system.

1 Objective

The areas for inclusion in the scope of the audit were determined through discussion with management. The scope of this audit was to review the arrangements in place in relation to budgetary control, focusing on the main risks associated with:

- Adequate systems being in place to prepare and approve budgets
- Management of budgets
- Monitoring and reporting of budgets.

2 Background

Financial resources play a central role in enabling Causeway Coast and Glens Borough Council to fulfil its responsibilities. The Council utilises public funds and therefore has a public responsibility to ensure Council finances are appropriately managed. Effective financial management enables the Council to deliver key services within the borough. The Council's budget is set to align spending plans with corporate objectives and policy decisions, strengthening the link between resources and priorities.

The Chief Finance Officer (CFO) is responsible for the coordination of the annual budget setting process. The Chief Executive, Directors and Heads of Service (HoS) are responsible for overseeing and preparing the annual budget to facilitate the setting and striking of the borough rate and the subsequent monitoring of the budget throughout the year.

During the financial year each budget holder is responsible for managing his/her own budget and Finance is responsible for reporting financial management information to Council.

3 Risks

The risks identified by Internal Audit relating to budgetary control and agreed with management are as follows:

- There may be inadequate time and resources set aside for preparing the annual budget and assumptions made when preparing the budget may not be clearly defined or supported, leading to inaccurate information being used during the estimates process and the rates not being struck on time.
- 2. Budgets may not be effectively monitored or managed by budget holders leading to the inefficient use of Council resources and unnecessary expenditure prior to the year-end.
- 3. Insufficient financial information may be provided to management and Councillors leading to poor decision making.

4 Audit Approach

Our audit fieldwork comprised:

- Documenting the systems via discussions with key staff
- Consideration of the key risks within each audit area
- Examining relevant documentation
- Carrying out a preliminary evaluation of the arrangements and controls in operation generally within the Council
- Testing the key arrangements and controls
- Testing the completeness and accuracy of records.

The table below shows the staff consulted with and we would like to thank them for their assistance and co-operation.

Job title
Chief Finance Officer
Finance Officers
Director of Leisure and Development
Administrative Officer Leisure and Development
Head of Organisation Development and Human Resources

5 Findings and Recommendations

This section of the report sets out our findings in relation to control issues identified and recommendations. A summary of all the key controls that we considered is included in Appendix II to this report.

5.1 Risk 1 – Systems in Place to Prepare and Approve Budget

ISSUE 1 – Assumptions for preparing the budget

a) Observation-

One assumption made during the preparation of the 2016/17 budget, (but not referenced in the CFO report for Council when striking the rates) was that there would be increased income from car-parks as charges would be increased. However, the proposal to increase car park charges was not approved by Council later in 2016/17 and as a result actual income for 2016/17 is lower than budgeted.

b) Implication-

If assumptions are not appropriately communicated and clearly understood by all those involved in the preparation and approval of the budget, there is an increased risk of inaccurate information being used for decision-making.

c) Priority Rating-

2

d) Recommendation-

All assumptions made when preparing the budget should be recorded, shared with all budget holders and fully understood by SMT and Councillors. This will reduce the risk of inaccurate information being used during the estimates preparation and when striking the rates.

e) Management Response-

All assumptions have been clearly set out, in detail, in the rates papers provided to Council to remove any ambiguity for the 2017/18 rates strike

f) Responsible Officer & Implementation Date-

Chief Finance Officer - Jan 2017

ISSUE 2 – Documenting Estimates and Rates Preparation Procedures

a) Observation-

In the first two years of the new Council, while Directors, Heads of Service (HoS) and staff were being appointed, the CFO controlled and managed the budget preparation process on a top down basis. There was some consultation with senior management and minimal consultation with HoS and budget holders.

The CFO is now seeking greater involvement of senior management, HoS and budget holders during the preparation of the 2017/18 budget. However, no documented guidance has been issued to those involved in preparing the budget.

b) Implication-

Without clear guidance and instructions for all those involved in budget preparation, there is an increased risk of inaccurate information being used in the estimates and delays in striking the rates.

c) Priority Rating-

2

d) Recommendation-

Management and budget holders should be provided with annual budget preparation guidance notes, which would include indicative rates, all deadlines during the estimates and rates preparation process, budget assumptions and details of any savings plan. These annual guidance notes would be in addition to any Budget Manual.

e) Management Response- With the continued population of the organisation structure the budgetary process continues to evolve becoming more inclusive and more in depth together with the now up and running management accounts reporting. In addition, as financial reporting procedures/manual are being developed budgetary processes will be included in this.

f) Responsible Officer & Implementation Date-

Chief Finance Officer – part 1 of this recommendation has already been implemented and budgetary preparation procedures will be developed by September 2017

5.2 Risk 2 - Management of Budget

ISSUE 3 – Budget Manual

a) Observation-

The budget is monitored by Heads of Service and reported to senior management (Directors). Different Heads of Service and managers have different approaches to manging the budget: some have devised their own spreadsheets and request financial information from Finance in order to monitor their ongoing position against budget; and some advised that the budget position was discussed regularly (some monthly) at meetings between Heads of Service and the respective director. Since the second quarter of 2016/17 actual expenditure against budget information can be accessed via reports created in TOTAL and Heads of Service and budget holders are gradually being trained on how to access and use the reports.

As a result of the re-organisation required in creating the new Council, some staff are now in the position of being a budget holder for the first time and may not fully understand how to manage their responsibilities within the budget cycle. There is no manual explaining budget monitoring and reporting, defining such things as the role of each stakeholder (in the budget cycle), and where financial information can be obtained.

Although there is an unwritten policy of avoiding overspends in Council there is no documented procedure regarding authorisation of overspends, deficits, and budget amendments. This should also be covered in a Budget Manual.

b) Implication-

If new budget holders do not fully understand their role and responsibilities in relation to the budget cycle, how to access the appropriate financial information, the policies which govern the budget and the process which should be followed, the budget may not be effectively monitored or managed leading to the inefficient use of Council resources.

c) Priority Rating-

2

d) Recommendation-

A budget manual should be developed to document the complete budget cycle from preparation to monitoring and reporting. The manual should be circulated to all budget holders and considered for upload onto the staff intranet. This should include timetables for budget preparation and monitoring, reporting responsibilities and frequencies, the use of TOTAL budget reports, details on how to resolve budget variances, defining significant variances, the policies around overspends, deficits and budget amendments, and describing the roles and responsibilities of all respective budget cycle stakeholders i.e. Corporate Policy & Resources Committee, SMT, Heads of Service and budget holders in the process. Note, this is not an exhaustive list of content.

e) Management Response-

A Budget manual and procedures will be drawn up

f) Responsible Officer & Implementation Date-

Chief Finance Officer - September 2017

ISSUE 4 – Coding Structure

a) Observation-

The coding structure for the new Council has been evolving over the first two years of the Council, and is now complete. However, the most up to date and complete list of codes has not yet been made available to all management and staff.

In addition, the CFO (and other management and staff) advised that a number of the variances appearing in the draft quarterly management accounts for 2016/17 resulted from miscoding.

b) Implication-

Lack of familiarity amongst staff with Council's coding structure and a lack of understanding on how to use the codes can lead to an increased risk of errors occurring in the financial data.

c) Priority Rating-

3

d) Recommendation-

The updated coding structure should be made available to all persons who code expenditure and income for entering onto TOTAL. Finance should also compile lists of regularly recurring coding errors and circulate to relevant staff.

In addition, consideration should be given to the need for training on the coding structure for all who use and assign codes.

e) Management Response-

Coding structure to be made available to all budget holders and processors. Training of budget holders and manager already underway and will be completed June 2017

f) Responsible Officer & Implementation Date-

Chief Finance Officer - June 2017

5.3 Risk 3 - Reporting of Budget

ISSUE 5 – Reporting to Management and Council

a) Observation-

Draft quarterly management accounts were prepared for the first time in November 2016 (for Q1 2016/17 and Q2 2016/17) and were still under development (at the time of audit). Management accounts for Q1 2016/17 were circulated to elected members in November 2016 and management accounts for Q2 2016/17 were presented to the Audit Committee in December 2016. There is however no process of regular reporting of key financial information to the Corporate Policy & Resources Committee, although the CFO intends to put in place a process of monthly budget monitoring and reporting, based on the draft management accounts.

We noted from review of the management accounts that they are very detailed and the format may not be appropriate for every user; the budget monitoring information required by a Director is different to the budget detail required by a budget holder or an elected member of Council.

b) Implication-

Management and Council may not have access to sufficient information in a timely manner to allow them to make appropriate decisions.

c) Priority Rating-

2

d) Recommendation-

To ensure Councillors receive the level of financial information required for effective and timely decision making a process should be put in place whereby quarterly management accounts are prepared in a timely manner.

A first draft of quarterly management accounts should be provided to Directors (in a timely manner) for review and feedback. Deadlines for feedback and explanation of variances from budget holders via Directors to Finance should be established. Where no response is received from a Director, a reminder email should be sent. The management accounts should then be finalised (incorporating explanations of significant variances), discussed at SMT and presented to the Corporate Policy & Resource Committee within 4-6 weeks of a quarter end.

The format of the management accounts should be improved to ensure each level of user obtains the level of financial information they need to support proper management of the budget and appropriate decision-making.

The Management Accounts for Directors and budget holders should clearly identify all variance, highlight significant variances (as defined in a budget manual) and should allow recording of how variances will be resolved. The Management accounts presented to the Corporate Policy & Resources Committee should include (or comprise solely of) a summary of key financial information, including significant variances, and predictions of the year end position.

e) Management Response- P8 draft accounts have been circulated, P9 are being prepared. Managers have 10 days to provide feedback/comments upon receipt of which the accounts are updated as necessary. Following this update, a second draft is issued to managers and once agreed (within 3 days) the final accounts are issued to Councillors. A summary page will be developed for elected members and detailed accounts for budget holders.

f) Responsible Officer & Implementation Date-

Already under development – to be finished June 2017

ISSUE 6 – Recording and Reporting changes to the Budget following Council Approval of Estimates

a) Observation-

We found that there was a difference of £631K between the total annual budget (as recorded in the management accounts for quarter 2 which was taken from the TOTAL finance system) and the figures approved by Council when striking the rates for 2016/17 in February 2016. We were advised that the changes in TOTAL resulted from a number of financial adjustments. A complete and accurate record of these adjustments was not available at the time of audit fieldwork (December 2016) but we were advised they included income from a debtor not accrued at the (2015/16) year end and income from the sale of land. A revised report from TOTAL (in February 2017), provided subsequent to completing the audit field work, reconciled the total

annual budget to within £197K of the original 2016/17 amount approved by Council. We were advised that the £197k was due to an adjustment of (MRP/interest). A list of the other adjustments was also provided; the debtor which had not been accrued, the additional income from sale of land, an amount received by Council via a bequest and interest originally budgeted was reduced due to loans not being drawn down.

We found no evidence that these adjustments had been discussed with or approved by the Corporate Policy and Resource Committee or by Council. The changes were not noted or explained as part of the Q1 (2016/17) and Q2 (2016/17) management accounts which were distributed to Directors, budget holders and Councillors.

There is currently no policy or procedure in place which sets limits for making and reporting changes/virements to the budget figures approved by Council.

b) Implication-

As the accountable body and those charged with governance, Council should be aware of and approve adjustments to the budget.

Any inaccuracies within the management accounts and financial system mean that budget holders do not have access to reliable financial information to allow them to effectively manage their budget or to make informed decisions on performance within their area of responsibility.

c) Priority Rating-

1

d) Recommendation-

Changes to the budget approved by Council at the time of striking the rates should be discussed and authorised at the appropriate level by both management and Council. A policy and procedure should be developed and approved by Council to govern budget adjustments/virements. The accuracy of the figures within TOTAL should also be reviewed to ensure consistency with approved Council estimates.

e) Management Response-

No changes were made to budgets agreed at the Rates Estimates, however earlier versions of Management Accounts contained an error in the total budget line. This error was £562k and not £631K as initially reported. A full reconciliation of the adjustment has been provided which included 4 items, the budget as reported via the management accounts and the budget agreed at rates estimates now agree fully. This was not reported to Council or Committee as the overall agreed budget at rates estimates has not changed.

f) Responsible Officer & Implementation Date-

Chief Finance Officer - Feb2017

ISSUE 7 – Preparation of Management Accounts

a) Observation-

We found that the quarter 2 2016/17 management accounts showed a number of variances in budgets (significant deviations in variances across service areas ranging from -83% to +50%). Based on testing and discussions with staff it was noted that these variances occurred for a number of reasons:

 Coding errors due to lack of familiarity with coding structure and changes in Council structure Assumptions for calculating YTD budget requires improving e.g. taking consideration of seasonality for tourist centres and activities

As previously noted in issue 7, a difference of £631k was also noted between the Q2 (2016/17) management accounts and the Annual Estimates (2016/17) approved by Council.

b) Implication-

Information presented in the management accounts may not be accurate, impacting negatively on decision-making by both management and elected members.

c) Priority Rating-

2

d) Recommendation-

The financial information presented in each set of management accounts should be reviewed for completeness and accuracy. For example, a checklist could be developed for the finance officer who prepares quarterly management accounts e.g. have all commitments/accruals been included, do the assumptions for YTD budget require updating, review of debtors and creditors lists etc.

- e) Management Response- With feedback from budget holders the coding and accounts are continually being revised and refined to remove any such discrepancies
- f) Responsible Officer & Implementation Date-

Management Accountant - ongoing

Appendix I: Definition of Assurance Ratings and Hierarchy of Findings

Satisfactory Assurance

Evaluation opinion: Overall there is a satisfactory system of governance, risk management and control. While there may be some residual risk identified this should not significantly impact on the achievement of system objectives.

Limited Assurance

Evaluation opinion: There are significant weaknesses within the governance, risk management and control framework which, if not addressed, could lead to the system objectives not being achieved.

Unacceptable Assurance

Evaluation opinion: The system of governance, risk management and control has failed or there is a real and substantial risk that the system will fail to meet its objectives.

Hierarchy of Findings

This audit report records only the main findings. As a guide to management and to reflect current thinking on risk management we have categorised our recommendations according to the perceived level of risk. The categories are as follows:

Priority 1: Failure to implement the recommendation is likely to result in a major failure of a key organisational objective, significant damage to the reputation of the organisation or the misuse of public funds.

Priority 2: Failure to implement the recommendation could result in the failure of an important organisational objective or could have some impact on a key organisational objective.

Priority 3: Failure to implement the recommendation could lead to an increased risk exposure.

Appendix II: Summary of Key Controls Reviewed

Budgetary Control

There may be inadequate time and resources set aside for preparing the annual budget and assumptions made when preparing the budget may not be clearly defined or leading supported, inaccurate information being used during the estimates process and the rates not being struck on time.

Budgets may not be effectively monitored or managed by budget holders leading to the inefficient use of Council resources and unnecessary expenditure prior to the year-end.

Insufficient financial information may be provided to management and Councillors leading to poor decision making

Key Controls

- An annual budget is prepared
- Sufficient time is set aside to prepare the budget
- There are sufficient resources and capacity in the Finance service unit to manage the budget-setting process within planned timescales
- The budget-setting process includes all relevant senior managers
- The Council prepares a separate revenue and capital budget
- The Council identifies areas in which budget savings and/or efficiencies can be made
- The assumptions upon which the budgets are based are detailed and reasonable – this is subject to an audit recommendation
- Budgets are consistent with approved corporate plans
- Council approves the budgets and strikes the rates on a timely basis
- There is a procedures manual setting out the Council's Budgeting and Monitoring responsibilities – this is subject to an audit recommendation
- Following confirmation of final budgets, responsible officers are notified of their budget allocation and any subsequent amendments
- Reports of actual performance against budget are presented to budget holders on an at least a monthly basis – this is subject to an audit recommendation
- Budget holders are accountable to senior management for budget spend
- Actual performance against budget is monitored on a monthly basis with all significant variances investigated – this is subject to an audit recommendation
- Prior approval is sought for anticipated overspends this is subject to an audit recommendation
- Deficit budgets are approved by the Council this is subject to an audit recommendation
- In-year amendments to budgets (ie reallocation of funds to other cost codes) receive appropriate prior authorisation – this is subject to an audit recommendation
- Summary budget reports produced by budget holders are reviewed by the Chief Finance Officer and Senior Management Team
- The Chief Finance Officer presents summary reports to the Corporate Policy and Resources Committee at least quarterly this is subject to an audit recommendation
- Financial information produced by the Finance service unit provides sufficient information and is produced in a timely manner to enable effective decision-making – this is subject to an audit recommendation
- Councillors receive key budgetary information via the Corporate Policy and Resources Committee at least quarterly – this is subject to an audit recommendation

Appendix III: Points for the Attention of Management

Documenting Procedures

As a result of ongoing filling of management and staff roles in the new Council, significant reliance has been placed on a single individual (the Chief Finance Officer) during the preparation of the estimates for 2015/16 and 2016/17. In the absence of adequate documented budget management procedures and documented underlying budget assumptions this could result in significant difficulties for Council should the CFO be unavailable for work for a prolonged period of time. The procedures for budget preparation should be clearly documented, and the spreadsheets used by the CFO for preparing the budget should be discussed on an ongoing basis with another member of Finance.

Management response: The spreadsheets are stored on the shared drive and have been discussed with other Finance officers regularly during budget preparation 2017/18. Budgetary procedures are now under development.

Review of Fees and Charges

One of the assumptions made when preparing the 2016/17 estimates was that car park charges would be increased; however, Council later did not approve the increase. Consideration should be given as to whether the timing of the process to review charges and fees could be aligned with the budget cycle in future.

Management response: All assumptions have been clearly documented in the 2017/18 estimates and rates papers for Council, including the effect of any changes to charges and fees. The assumptions were more fully explained to elected members when Council met to agree the rates, to ensure they understood the impact of any changes in fees and charges. As long as elected members understand the relationship between changes in fees and charges and the budget position there will not be a need to change the timing of the review of fees and charges.

Training for middle management and other budget holders

Budget reports have been created in TOTAL in the second quarter of 2016/17 and all Heads of Service and budget holders are being trained on where to find the reports and how they can use the information contained therein for budget monitoring and management. Draft management accounts were developed in November 2016 and will be used as part of the budget monitoring and reporting process. No training or guidance on these reports has been provided as yet (although additional training for budget holders and middle managers is being considered).

In addition to general finance / budget training, training regarding the actual budget monitoring process of Council and the budget reports available within TOTAL should be provided to all budget holders.

Management response: Training on TOTAL includes an explanation of the basics of budget management; it will continue to be rolled out to more budget holders. HR have recently offered a course to all budget holders "finance for non-financial managers".

Sub-committee for identifying savings and efficiencies

It was noted that when striking the 2016/17 rates on 4th February 2016 Council had recommended a sub-committee for identifying savings and efficiencies should be established. This had not been established at the time of audit. Council should ensure that this committee is established as quickly as possible. Through widespread consultation, this committee should develop a formal and realistic savings strategy or plan, for circulation to all budget holders as part of the annual guidance provided to budget holders during budget preparation.

Management response: Date for initial meeting of sub-committee set for 13th April 2017