

External audit progress report and technical update

South Hams District Council December 2015



External audit progress report and technical update – October 2015

KPMG RESOURCES

This report provides the audit committee with an overview on progress in delivering our responsibilities as your external auditors.

The report also highlights the main technical issues which are currently having an impact in local government.

If you require any additional information regarding the issues included within this report, please contact a member of the audit team.

We have flagged the articles that we believe will have an impact at the Authority and given our perspective on the issue: Governance Arrangement work over the Better Care Fund KPMG/Shelter report: Fix the housing shortage or see house prices quadruple in 20 years Better Care Fund Support Programme KPMG publication titled: Value of Audit: Perspectives for Government **TECHNICAL UPDATE** NAO report - Local Government New Burdens New local audit framework 8 NAO report – Devolving responsibilities to cities in CIPFA survey on infrastructure assets 8 England: Wave 1 City Deals NAO report - Care Act first-phase reforms Reporting developments - Infrastructure assets 9 Local Government Association's 2015 Spending Care Act first-phase reforms - local experience of 10 **Review submission** implementation Local Audit and Accountability Act 2014: 11 Proposed changes to business rates and core grant Provisions affecting auditors' work from 1 April 2015 APPENDIX

Appendix 1 – 2014/15 audit deliverables

- High impact
- Medium impact
- Low impact
- **For info**

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Area	Comments
Governance arrangements work over the Better Care Fund.	The £3.8 billion Better Care Fund (BCF) (formerly the Integration Transformation Fund) was announced by the Government in the June 2013 Spending Round, to ensure a transformation in integrated health and social care. The BCF is a single pooled budget to support health and social care services to work more closely together in local areas. The BCF not only brings together NHS and Local Government resources, but also provides a real opportunity to improve services and value for money, protecting and improving social care services by shifting resources from acute services into community and preventative settings.
	The governance arrangements for the BCF will therefore have to meet the requirements of all partners to achieve economy, efficiency and effectiveness in their use of resources. Each partner will also need to satisfy itself that the pooled budget complies with the requirements of its appropriate code of governance and annual governance reporting guidance.
	Each partner must also satisfy itself that all other regulatory requirements are met – for example, that discrete funding streams are only spent appropriately at a local level. Partners therefore need to make arrangements to ensure that that is happening. Additionally, there will be a requirement for an audit certificate on this expenditure and arrangements need to be in place to ensure appropriate records are kept to provide sufficient audit assurance.
	With this in mind, CCG governing bodies and Local Authority Executives are now considering whether governance arrangements and structures are fit for purpose and will ensure the effective management of the BCF and the pace of development and implementation.
	We are currently carrying out reviews of these governance arrangements and structures using the following Key Lines of Enquiry:
	Governance arrangements.
	Engagement and communication.
	Hosting arrangements.
	Signed agreement.
	Performance management.
	Financial management.

Area	Comments
KPMG/Shelter report: Fix the housing	Without a radical programme of house building, average house prices in England could double in just ten years to £446,000 at current prices, according to research. In twenty years they could quadruple, with the average house price estimated to rise to over £900,000 at current prices by 2034 if current trends continue.
shortage or see house prices quadruple in 20	The research from KPMG and Shelter also reveals that more than half of all 20-34 year olds could be living with their parents by 2040, as soaring housing costs caused by the shortage of affordable homes leave more and more people priced out of a home of their own.
years	The warning comes in a landmark report from KPMG and Shelter outlining how the 2015 government can turn the tide on the nation's housing shortage within a single parliament. With recent government figures showing that homeownership in England has been falling for over a decade, the consequences of our housing shortage are already being felt.
	The report sets out a blueprint for the essential reforms that will increase the supply of affordable homes and stabilise England's rollercoaster housing market. It calls on politicians to commit to an integrated range of key measures, including:
	giving planning authorities the power to create 'New Homes Zones' that would drive forward the development of new homes. Combined with infrastructure, this would be led by local authorities, the private sector and local communities, and self-financed by sharing in the rising value of the land;
	 unlocking stalled sites to speed up development and stop land being left dormant, by charging council tax on the homes that should have been built after a reasonable period for construction has passed;
	introducing a new National Housing Investment Bank to provide low cost, long term loans for housing providers, as part of a programme of innovative ways to finance affordable house building;
	helping small builders to get back into the house building market by using government guarantees to improve access to finance; and
	fully integrating new homes with local infrastructure and putting housing at the very centre of City Deals, to make sure towns and cities have the power to build the homes their communities need.
	To read the report, visit www.kpmg.com/UK/en/IssuesAndInsights/ArticlesPublications/Pages/building-the-homes-we-need-programme- 2015.aspx

Area	Comments
Better Care Fund Support Programme	The Better Care Fund Support Programme aims to help areas to overcome the barriers to the successful implementation of the Better Care Fund plans across England in 2015/16. KPMG is one of the partners that successfully bid to deliver the programme, on behalf of NHS England, alongside the Social Care Institute for Excellence ('SCIE'), PPL Consulting and the Berkeley Partnership.
	The focus has been on practical implementation support to deliver better care for the local population. Support has included:
	Conferences, webinars and regional clinics – to explore the barriers to change and develop local plans to overcome them;
	The Better Care Exchange – an online interactive space for knowledge sharing and collaboration (currently in development);
	Virtual clinics – telephone support for BCF leads to discuss individual site issues with integration experts; and
	Coaching and support – to enable good practice and insight gathering from within the BCF programme to support Better Care Learning Partners.
	A number of 'How to guides' have been developed on how to:
	lead and manage Better Care implementation: www.scie.org.uk/about/files/nhs-england-bcf-leadership-how-to-guide.pdf
	bring budgets together and use them to develop coordinated care provision: <u>www.scie.org.uk/about/files/nhs-england-bcf-budgets-how-to-guide.pdf</u>
	work together across health, care and beyond: www.scie.org.uk/about/files/how-to-work-together-across-health-care-and-beyond.pdf
	The support programme also includes webinars. Further webinars are scheduled, but at present they cover the following topics:
	Joint working;
	Section 75 Arrangements – Pooled and unpooled budgets; and
	Data sharing:
	More details on the programme, and a link to the webinar recordings, can be found on the SCIE website at www.scie.org.uk/about/partnerships-better-care.asp

Area	Comments
KPMG	What does this report address?
publication titled: Value of Audit – Perspectives for Government	This report builds on the Global Audit campaign – Value of Audit: Shaping the future of Corporate Reporting – to look more closely at the issue of public trust in national governments and how the audit profession needs to adapt to rebuild this trust. Our objective is to articulate a clear opinion on the challenges and concepts critical to the value of audit in government today and in the future and how governments must respond in order to succeed.
	Through interviews with KPMG partners from nine countries (Australia, Canada, France, Germany, Japan, the Netherlands, South Africa, the UK and the US) as well as some of our senior government audit clients from Canada, the Netherlands and the US, we have identified a number of challenges and concepts that are critical to the value of audit in government today and in the future.
	What are the key issues?
	The lack of consistent accounting standards around the world and the impacts on the usefulness of government financial statements.
	The importance of trust and independence of government across different markets.
	How government audits can provide accountability thereby enhancing the government's controls and instigating decision-making.
	The importance of technology integration and the issues that need to be addressed for successful implementation
	The degree of reliance on government financial reports as a result of differing approaches to conducting government audits
	The Value of Audit: Perspectives for Government report can be found on the KPMG website at https://home.kpmg.com/xx/en/home/insights.html
	The Value of Audit: Shaping the Future of Corporate Reporting can be found on the KPMG website at www.kpmg.com/sg/en/topics/value-of-audit/Pages/default.aspx



Area	Level of impact	Comments	KPMG perspective
New local audit framework	Medium	 The Local Audit and Accountability Act 2014 included transitional arrangements covering the audit contracts originally let by the Audit Commission in 2012 and 2014. These contracts covered the audit of accounts up to 2016/17, and gave the Department for Communities and Local Government (DCLG) the power to extend these contracts to 2019/20. DCLG have now announced that the audit contracts for large local government bodies (including district, unitary and county councils, police and fire bodies, transport bodies, combined authorities and national parks) will be extended to include the audit of the 2017/18 financial statements. From 2018/19, local government bodies will need to appoint their own auditors; it is not yet clear whether there will be a sector-led body that is able to undertake this role on behalf of bodies. NHS and smaller local government bodies (town and parish councils, and internal drainage boards), will not have their contracts extended, and will have to appoint their own auditors for 2017/18, one year earlier than for larger local government bodies. 	We understand guidance is being prepared by CIPFA on the request of the NAO. We will also be preparing a briefing note for clients.
CIPFA survey on infrastructure assets	Medium	On 26 August CIPFA sent a letter to Treasurers' Societies and Directors' of Finance groups for onward circulation to authorities drawing attention to CIPFA's survey to assess the readiness of bodies for the introduction of depreciated replacement cost (DRC) for highways infrastructure assets in 2016/17.The letter from CIPFA's Chief Executive is available here: www.cipfa.org/~/media/files/policy%20and%20guidance/local%20authority%20transport%20infrastructure/150 826-tia-survey-letter-signed-rw.pdf?la=enThe online survey tool can be found here: Www.surveymonkey.com/r/NGC8MXHCIPFA is encouraging responses from both accountants and highways engineers, either jointly or separately. The letter has also been sent to the Highways Asset Management and Financial Information Group (HAMFIG) to bring this to the attention of relevant authorities' highways engineers.	The Committee may wish to enquire of officers whether the online survey has been completed and any gaps be amended in the project plan

Area	Level of impact	Comments	KPMG perspective
Area Reporting developments – Infrastructure assets		 CIPFA/LASAAC, the group that produce the <i>Code of Practice for Local Authority Accounting</i>, have confirmed that transport infrastructure assets owned by local authorities will be required to be included in the accounts from 2016/17. This would require prior period adjustments for 2015/16, including the opening position at 1 April 2015. The changes require local authorities to recognise the value of all transport infrastructure assets using the depreciated replacement cost method, i.e. the cost required to replace the asset with a new replacement depreciated over the life of the existing asset. Transport infrastructure assets include: roads, bridges, roundabouts and traffic calming measures; footways, footpaths and cycle tracks; tunnels and underpasses; and water supplies and drainage systems, as they support the assets identified above. Even non-highway authorities will be affected to the extent that footways etc are material to their accounts. Railway assets are not currently included in the proposals, although it is possible that these may be included in subsequent periods. CIPFA have issued a <i>Code of Practice on Transport Infrastructure Assets</i> which contains the requirements to be included in the Local Authority Code. This is available to purchase from the CIPFA website. 	
		Local authorities should have developed a project plan to identify all of the relevant transport infrastructure they own and a timetable for valuing these. CIPFA expects authorities to have undertaken the 1 April 2015 valuations by 31 December 2015.	
		The Whole of Government Accounts submission includes unaudited data on transport infrastructure assets. 2013/14 data indicates assets of over £400 billion will be accounted for on local authority balance sheets. However, only 93% of authorities provided this information, and of these less than 70% used actual inventory data to complete the return. This indicates that the sector faces a significant challenge in accurately identifying the assets it owns and will have to account for.	

Area	Level of Impact	Comments	KPMG perspective
The Local Government Association's	e Medium	In June 2015, the Local Government Association (LGA) set out proposals for the Government to consider as part of the Spending Review, aimed at streamlining public services, growth generating investment and social care and health – all while saving the public purse almost £2 billion a year by the end of the Parliament.	The Committee may wish to seek assurances that
2015 Spending Review submission		The submission focusses on five core issues originally highlighted in <u>A Shared Commitment</u> , published in early 2015. The LGA hopes that local government can work with central government to balance the nation's books while improving public services and the local economic environment by delivering new, transformed and high-quality local services while at the same time reducing costs to the public sector.	the impact for their Authority is understood.
		The LGA believes the Spending Review should:	
		enable wider integration of social care and health services to deliver savings and improve outcomes This requires the annual £700 million funding gap in social care services to be closed and a transformation fund worth £2 billion in each year of the Spending Review period be created to allow new ways of working to become commonplace. The Spending Review should also implement a single place-based budget for delivering all local services through a Local Public Services Fund as part of at least five devolution deals;	
		promote growth and productivity by accepting the case for further devolution of powers and funding that stretches beyond 25 November. The LGA is calling for devolution of, or local influence over, more than £60 billion of growth, skills and infrastructure funding over the Spending Review period, including:	
		 the components for an ambitious and effective Local Growth Fund with agreed settlements in devolution deals that last until 2020/21 	
		 a central-local partnership to deliver effective and targeted skills and employment initiatives 	
		 unlocking the ability of councils to contribute to the Government's target of 275,000 affordable homes built over the lifetime of the Parliament. 	
		 help councils adequately resource and deliver high quality public services by transforming the business rate mechanism and providing a four year local government finance settlement; and 	
		help councils focus on driving efficiency and value for money through an assessment of the impact of unfunded cost burdens that core council budgets are going to face over the Spending Review period.	

Area	Level of Impact	Comments	KPMG perspective
Local Audit and Accountability Act 2014 – provisions affecting	Low	With effect from 1 April 2015, certain provisions of the <i>Local Audit and Accountability Act 2014</i> (LAAA 2014) came into force and are applicable to auditors' work for the year 2015/16. Whilst the <i>Audit Commission Act 1998</i> is transitionally saved for audit work on 2014/15, insofar as auditors are engaged in planning work for 2015/16, or possibly considering public interest reports (PIRs) to be made during 2015/16, they need to be aware of the provisions of LAAA 2014 that are already in force.	The Committee need to be aware of the provisions that are in place from 1 April 2015
auditors' work from 1 April		Provisions affecting auditors' work with effect from 1 April 2015 are:	
2015		1) New duty to publish PIRs on audited bodies' websites	
		Under the new audit regime, there is an emphasis on the publication of relevant information on the relevant authority's website. The following provisions are relevant to auditors carrying out work on 2015/16 if they decide to issue a public interest report during the audit.	
		Under Schedule 7 LAAA 2014, the following matters must be published on the relevant authority's website (if it has one):	
		 PIRs (relating to the relevant authority or a connected entity); 	
		notice of a meeting to consider a PIR/written recommendation; and	
		notice summarising those decisions approved by the auditor as a result of consideration of the PIR/recommendation.	
		Where the relevant authority does not have a website, it is instead generally required to make the relevant publication "in such manner as it thinks is likely to bring the notice or report to the attention of persons who live in its area". This could be, for example, in a local newspaper (as was required in certain cases under the previous legislation).	

Area	Level of Impact	Comments	KPMG perspective
Local Audit and Accountability Act 2014 – provisions affecting auditors' work from 1 April 2015 (continued)	Low	 2) Prohibition on disclosure The prohibition against disclosure that was previously to be found in section 49 of the Audit Commission Act 1998 has been repealed and replaced by provisions in Schedule 11 of LAAA 2014. This change has not been transitionally introduced and auditors and local authority bodies need to be aware that this applies to all audits, irrespective of the year. Thus, any reference to the prohibition against disclosure needs to be to Schedule 11 and not section 49. There are no material differences between the two sets of provisions. 3) Connected entities LAAA 2014 introduces a new concept into the audit regime, "connected entities". Connected entities are bodies that are separate to the relevant authority, but are associated with the authority in such a manner that requires the authority to record financial information relating to the entity in its accounts. The full definition of "connect entities" is set out in paragraph 8 of Schedule 4 LAAA 2014. For the purposes of this Act, an entity ("E") is connected with a relevant authority at any time if E is an entity other than the relevant authority and the relevant authority considers that, in accordance with proper practices in force at that time: the financial transactions, reserves, assets and liabilities of E are to be consolidated into the relevant authority's statement of accounts1 for the financial year in which that time falls; the relevant authority's share of the financial transactions, reserves, assets and liabilities of E, and of the profit or loss of E, are to be consolidated into the relevant authority's statement of accounts for that financial year. 	The Committee need to be aware of the provisions that are in place from 1 April 2015

Area	Level of Impact	Comments	KPMG perspective
Local Audit and Accountability Act 2014 – provisions affecting auditors' work from 1 April 2015 (continued)	Low	 3) Connected entities (continued) Authorities have a number of duties in relation to their connected entities under LAAA 2014 beyond those which are expanded on below: Auditors have a right to access documents (at all reasonable times) relating to connected entities, as well as those relating to the "parent" relevant authority. The auditor can inspect, copy or take away documents. The auditor can also require people who are in possession or are accountable for the document (or have been in the past) to provide the auditor with any information or explanation that may be needed, and can require a meeting with such persons. Where a document is stored electronically, the auditor can require assistance from the relevant person at the connected entity or relevant authority in accessing the document. The connected entity must provide the auditor with such facilities and information as are reasonably required to carry out the audit functions. The right to information and explanation, or to require a meeting, extends in relation to connected entities to: any persons elected or appointed to an entity; any employee of the entity; and an auditor of the accounts of the entity. Many of the provisions on PIRs and written recommendations in Schedule 7 apply to connected entities. Accordingly, auditors must consider whether a PIR should be made on any matter coming to their attention during the audit and relating to the authority and/or a connected entity. 	The Committee need to be aware of the provisions that are in place from 1 April 2015

Area	Level of Impact	Comments	KPMG perspective
Local Audit and Accountability Act 2014 – provisions affecting auditors' work from 1 April 2015 (continued)	Low	4) Power to call for information: exception for legally professionally privileged information Section 22(12) LAAA 2014 clarifies that the auditor's right to information and documents cannot be used to compel disclosure of legally privileged information. If a person would be entitled to refuse to produce documents in legal proceedings in reliance on the doctrine of legal professional privilege, they are equally entitled to refuse to provide the relevant information or documents to the auditor. This is a notable new provision and auditors will need to bear this in mind in requesting sight of an audited body's own legal advice. Any provision of such will be voluntary and cannot be compelled.	The Committee need to be aware of the provisions that are in place from 1 April 2015
NAO report – Local Government New Burdens	Low	This report from the NAO considers how well central government has applied the New Burdens Doctrine. This sets out how the government would ensure that new requirements that increased local authorities' spending did not lead to excessive council tax increases. The focus of this report is more on central government but includes findings that may also be of interest to local government bodies. The report is available from the NAO website at www.nao.org.uk/report/local-government-new-burdens/	The Committee may wish to review the report to understand what impact this could have at the local government level
NAO report – Devolving responsibilities to cities in England: Wave 1 City Deals	Low	 Wave 1 City Deals encouraged cities to develop capacity to manage devolved funding and increased responsibility. The report finds it is too early to tell whether the deals will have any overall impact on growth, and that the government and the cities could have worked together in a more structured way to agree a consistent approach to evaluating the deals' impact. There have been early impacts from some of the individual programmes agreed in the deals. It has, however, taken longer for cities and departments to implement some of the programmes that required more innovative funding or assurance mechanisms. The government has set out its ambition to continue devolving responsibility for local growth to cities and other local places. The report highlights that both the government and local places can learn from the experience of Wave 1 City Deals to manage devolution to local places effectively. The report is available on the NAO website www.nao.org.uk/report/devolving-responsibilities-to-cities-in-england-wave-1-city-deals/ 	The Committee may wish to seek assurances how their Authority fit into the emerging City Deals.

Area	Level of Impact	Comments	KPMG perspective
NAO report – Care Act first- phase reforms	Low	The NAO's report examines the first phase of the Department of Health's new approach to adult social care, finding that it has been implemented well, but places new responsibilities on local authorities whose core funding is being significantly reduced. This could result in their having to delay or reduce services in the short term if demand for care exceeds expectations, presenting a risk to VFM which needs to be managed.	The Committee may wish to seek assurances the issues raised in
		Key findings within the report include:	the report are understood and
		The Care Act will increase demand for assessments and services at a time when local authority provision has been falling and the number of people in need is rising.	plans in place address the
		The Department's innovative joint governance with the sector has provided support to implement this challenging legislation. It has provided guidance materials and will give extra support to local authorities.	likely impact at their Authority.
		The Department's tight time frame for the sector to act on final guidance and funding allocations has inhibited local implementation planning in some areas.	
		Despite the challenging timetable, of local authorities with adult social care responsibilities, 99% were confident that they would be able to carry out the Care Act reforms from April 2015. However, it will take longer to change the culture.	
		The Department might have underestimated the demand for assessments and services for carers.	
		The Department has learned from the problems it encountered in modelling the cost of Phase 1 and has improved its approach for Phase 2.	
		There is variation in the extent to which individual councils might have been over or underfunded.	
		A significant proportion of the funding which the Department is providing for the Care Act's new burdens is not new money. The Department assumes that £174 million (40%) of Care Act funding will come through the Better Care Fund, from money previously allocated to clinical commissioning group budgets and existing local authority capital grants.	
		If costs exceed expectations, pressures will fall first on individual local authorities. The Department may not have sufficient information and does not have a contingency fund to avoid impacts on services.	
		The full report is available from the NAO website at www.nao.org.uk/report/care-act-first-phase-reforms/	

Area	Level of Impact	Comments
Care Act first- phase reforms – local experience of implementation	For Information	This report has been published by the National Audit Office and complements its earlier report on central government's approach to the Care Act first-phase reforms.
		This further report provides examples from local case study areas which show how different authorities are addressing risks arising from uncertainty in demand from carers and self-funders.
		The report was published on 3 August and is available from the NAO website at www.nao.org.uk/report/care-act-first-phase-reforms-local-experience-of-implementation/
Proposed changes to business rates and core grant	For Information	The Chancellor of the Exchequer has proposed some radical reforms of local government finance. The proposals are that by the end of the decade, councils will retain all locally raised business rates but will cease to receive core grant from Whitehall.
		The Chancellor set out the landmark changes in a speech to the Conservative party conference in Manchester, saying it was time to face up to the fact that "the way this country is run is broken".
		Under the proposals, authorities will be able to keep all the business rates that they collect from local businesses, meaning that power over £26 billion of revenue from business rates will be devolved, he said
		The uniform national business rate will be abolished, although only to allow all authorities the power to cut rates. Cities that choose to move to systems of combined authorities with directly elected city wide mayors will be able to increase rates for specific major infrastructure projects, up to a cap, likely to be set at 2p on the rate.
		The system of tariffs and top-ups designed to support areas with lower levels of business activity will be maintained in its present state.



Appendix

Deliverable	Purpose	Timing	Status
Planning			
Fee letter	Communicate indicative fee for the audit year		Issued
External audit plan	Outline our audit strategy and planned approach		TBC
	Identify areas of audit focus and planned procedures		
Interim			
Interim report	Details and resolution of control and process issues.		TBC
	Identify improvements required prior to the issue of the draft financial statements and the year-end audit.		
	Initial VFM assessment on the Council's arrangements for securing value for money in the use of its resources.		
Substantive procedures			
Report to those charged with governance (ISA+260 report)	Details the resolution of key audit issues.		TBC
	Communication of adjusted and unadjusted audit differences.		
	Performance improvement recommendations identified during our audit.		
	Commentary on the Council's value for money arrangements.		
Completion			_
Auditor's report	Providing an opinion on your accounts (including the Annual Governance Statement).		TBC
	Concluding on the arrangements in place for securing economy, efficiency and effectiveness in your use of resources (the VFM conclusion).		
WGA	Concluding on the Whole of Government Accounts consolidation pack in accordance with guidance issued by the National Audit Office.	September 2016	TBC
Annual audit letter	Summarise the outcomes and the key issues arising from our audit work for the year.	November 2016	TBC
Certification of claims a	nd returns		
Certification of claims and returns report	Summarise the outcomes of certification work on your claims and returns for Government departments.	December 2016	TBC



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