# The Police and Crime Commissioner for Norfolk and the Chief Constable of Norfolk Constabulary

Ernst & Young LLP

Annual Audit Letter for the year ended 31 March 2017

October 2017

Building a better working world

# Contents



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

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

The "Terms of Appointment (updated 23 February 2017)" issued by PSAA sets out additional requirements that auditors must comply with, over and above those set out in the National Audit Office Code of Audit Practice (the Code) and statute, and covers matters of practice and procedure which are of a recurring nature.

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

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

# Executive Summary

# Executive Summary

We are required to issue an annual audit letter to the Police and Crime Commissioner for Norfolk (PCC) and the Chief Constable (CC) of Norfolk Constabulary following completion of our audit procedures for the year ended 31 March 2017.

Below are the results and conclusions on the significant areas of the audit process.

| Area of Work | Conclusion |
|---|---|
| Opinion on the PCC's and CC's:<br>► Financial statements | Unqualified – the financial statements give a true and fair view of the financial position of the PCC Group, the PCC Single Entity, the CC Single Entity and the Police Pension Fund as at 31 March 2017, and of the expenditure and income for the year then ended |
| ► Consistency of other information published with the financial statements | Other information published with the financial statements was consistent with the Annual Accounts |
| Concluding on the PCC's and CC's arrangements for securing economy, efficiency and effectiveness | We concluded that you have put in place proper arrangements to secure value for money in your use of resources |

| Area of Work | Conclusion |
|---|---|
| Reports by exception:<br>► Consistency of Governance Statement | The Annual Governance Statement for the PCC and CC was consistent with our understanding of the PCC and CC. |
| ► Public interest report | We had no matters to report in the public interest. |
| ► Written recommendations to the PCC and CC which should be copied to the Secretary of State | We had no matters to report. |
| ► Other actions taken in relation to our responsibilities under the Local Audit and Accountability Act 2014 | We had no matters to report. |

| Area of Work | Conclusion |
|---|---|
| Reporting to the National Audit Office (NAO) on our review of the PCC Group's Whole of Government Accounts return (WGA). | The PCC Group is below the specified audit threshold of £350 million. Therefore, we did not perform any audit procedures on the consolidation pack. |

As a result of the above we have also:

| Area of Work | Conclusion |
|---|---|
| Issued a report to those charged with governance being the PCC and CC communicating significant findings resulting from our audit. | We issued our Audit Results Report on 1 September 2017 and discussed with the Audit Committee on 5 September 2017 |
| Issued a certificate that we have completed the audit in accordance with the requirements of the Local Audit and Accountability Act 2014 and the National Audit Office's 2015 Code of Audit Practice. | We issued our certificate on 8 September 2017 |

We would like to take this opportunity to thank the Office of the PCC and CC staff for their assistance during the course of our work.

Kevin Suter

Associate Partner
Luton
For and on behalf of Ernst & Young LLP, Appointed Auditor

# Purpose

# Purpose

## The Purpose of this Letter

The purpose of this annual audit letter is to communicate to external stakeholders, including members of the public, the key issues arising from our work, which we consider should be brought to the attention of the PCC and CC.

We have already reported the detailed findings from our audit work in our 2016/17 Audit Results Report to the 5 September 2017 Audit Committee and to the PCC and CC as Those Charged with Governance. We do not repeat those detailed findings in this letter. The matters reported here are the most significant for the PCC and CC.

# Responsibilities

# Responsibilities

## Responsibilities of the Appointed Auditor

Our 2016/17 audit work has been undertaken in accordance with the Audit Plan that we presented to the 14 March 2017 Audit Committee and conducted in accordance with the National Audit Office's 2015 Code of Audit Practice, International Standards on Auditing (UK and Ireland), and other guidance issued by the National Audit Office.

As auditors we are responsible for:

- Expressing an opinion:
  - On the 2016/17 financial statements, including the Police Pension Fund; and
  - On the consistency of other information published with the financial statements.
- Forming a conclusion on the arrangements the PCC and CC have to secure economy, efficiency and effectiveness in their use of resources.
- Reporting by exception:
  - If the annual governance statement for the PCC and CC is misleading or not consistent with our understanding of the PCC and CC;
  - Any significant matters that are in the public interest;
  - Any written recommendations to the PCC and CC, which should be copied to the Secretary of State; and
  - If we have discharged our duties and responsibilities as established by thy Local Audit and Accountability Act 2014 and Code of Audit Practice.

Alongside our work on the financial statements, we also review and report to the National Audit Office (NAO) on your Whole of Government Accounts return. The PCC Group is below the specified audit threshold of £350 million. Therefore, we did not perform any audit procedures on the return

## Responsibilities of the PCC and CC

The PCC and CC are responsible for preparing and publishing the statements of accounts accompanied by an Annual Governance Statement (AGS). In the AGS, the PCC and CC reports publicly each year on how far they comply with their own code of governance, including how they have monitored and evaluated the effectiveness of their governance arrangements in year, and any changes planned in the coming period.

The PCC and CC are also responsible for putting in place proper arrangements to secure economy, efficiency and effectiveness in their use of resources.

# Financial Statement Audit

# Financial Statement Audit

## Key Issues

The PCC's and CC's Statements of Accounts are an important tool for the PCC and CC to show how they have used public money and how they can demonstrate their financial management and financial health.

We audited the Statements of Accounts and Police Pension Fund in line with the National Audit Office's 2015 Code of Audit Practice, International Standards on Auditing (UK and Ireland), and other guidance issued by the National Audit Office and issued an unqualified audit report on 8 September 2017.

Our detailed findings were reported to the 5 September 2017 Audit Committee.

The key issues identified as part of our audit were as follows:

| Significant Risk | Conclusion |
|---|---|
| Management override of controls<br>A risk present on all audits is that management is in a unique position to perpetrate fraud because of its ability to manipulate accounting records directly or indirectly, and prepare fraudulent financial statements by overriding controls that otherwise appear to be operating effectively.<br>Auditing standards require us to respond to this risk by testing the appropriateness of journals, testing accounting estimates for possible management bias and obtaining an understanding of the business rationale for any significant unusual transactions. | We did not identify any evidence of material management override.<br>We obtained a full list of journals posted to the general ledger during the year, and analysed these journals using criteria we set to identify any unusual journal types or amounts. We then tested a sample of journals that met our criteria and tested these to supporting documentation. We had no matters to report.<br>Our review of accounting estimates did not identify any evidence of management bias. We did not identify any instances of inappropriate judgements being applied.<br>We did not identify any other transactions during our audit which appeared unusual or outside the PCC and CC's normal course of business |

| Significant Risk | Conclusion |
| --- | --- |
| Revenue and expenditure recognition | |
| Auditing standards also required us to presume that there is a risk that revenue and expenditure may be misstated due to improper recognition or manipulation.<br>We respond to this risk by reviewing and testing material revenue and expenditure streams and revenue cut-off at the year end.<br>For local authorities, including Police bodies, the potential for the incorrect classification of revenue spend as capital is a particular area where there is a risk of management override. We therefore review capital expenditure on property, plant and equipment to ensure it meets the relevant accounting requirements to be capitalised. | Our testing did not reveal any material misstatements with respect to revenue and expenditure recognition.<br>Overall our audit work did not identify any issues or unusual transactions which indicated that there had been any misreporting of the PCC's and CC's financial position.<br>We did not find errors from testing cut-off processes.<br>Our testing did not identify any expenditure which had been inappropriately capitalised. |

| Other Key Findings | Conclusion |
| --- | --- |
| Presentation of the financial statements | |
| The Code of Practice on Local Authority Accounting in the United Kingdom 2016/17 (the Code) this year required changes in the presentation of the financial statements.<br>The new reporting requirements impact the Comprehensive Income and Expenditure Statement (CIES) and the Movement in Reserves Statement (MiRS). They also include a new 'Expenditure and Funding Analysis' note as a result of the 'Telling the Story' review of the presentation of local authority financial statements.<br>The new Code also required that the service analysis is based on the organisational structure under which the organisation operates. | Our testing did not identify any material misstatements in the 2016/17 statement of accounts.<br>We identified that within the CIES for the PCC Group both the restated gross expenditure and gross income differed from the 2015/16 financial statements. The £1.690 million difference related mainly to the treatment of recharges arising from collaborative costs with Suffolk Constabulary as a result of preparing the new Expenditure and Funding Analysis note. The PCC and CC added an enhanced note to explain the prior period adjustment at Note 36. The issue does not have an impact on the surplus/deficit on the CIES or the general fund.<br>No other issues were identified during our work performed in this area.<br>The change in the Code required a new structure for the primary statements, new notes and a full retrospective restatement of impacted primary statements. Together with investigation of the £1.690 million difference, this meant that we incurred extra costs in performing our audit. |

| Other Key Findings | Conclusion |
| --- | --- |
| Property, plant and equipment valuations<br>Property, Plant and Equipment (PPE) represents a material item on the PCC's balance sheet. PPE is initially measured at cost and then revalued to fair value (determined by the amount that would be paid for the asset in its existing use) on a 5 year rolling basis.<br>This is carried out by an expert valuer and is based on a number of complex assumptions. Annually the valuer assesses assets to identify whether there is any indication of impairment.<br>ISAs (UK and Ireland) 500 and 540 require us to undertake procedures on the use of experts and assumptions underlying fair value estimates. | We assessed and were satisfied with the competency and objectivity of the PCC valuers.<br>We undertook appropriate audit procedures to verify and critically challenge the basis of valuation adopted by the valuer in relation to the PCC property, focusing in particular on specialist assets which are valued on a depreciated replacement costs basis.<br>We did not identify any issues that we needed to report to the PCC and CC. |
| Pensions valuations and disclosures<br>The Local Authority Accounting Code of Practice and IAS19 require the PCC and CC to make extensive disclosures within their financial statements regarding the Local Government Pension Scheme (LGPS) in which it is an admitted body.<br>The PCC's and CC's current pension fund deficit is a material and sensitive item and the Code requires that this liability be disclosed on the PCC's and CC's Balance Sheet.<br>The information disclosed is based on the IAS19 report issued to the PCC and CC by the actuaries to the Norfolk Pension Fund.<br>As part of their actuarial review, PCCs and CCs are being asked to make additional payments to the pensions scheme to fund deficits. | We have assessed and are satisfied with the competency and objectivity of the PCC and CC actuaries.<br>EY pension's team considered the work of PwC (the Consulting Actuary to the NAO) who reviewed the work of the actuaries. Neither EY Pension's team nor the NAO reported any significant issues for follow up by local auditors.<br>We challenged the significant movement in the actuarial valuation and found no indication of management bias in this estimate. |

| Other Key Findings | Conclusion |
|---|---|
| Corrected Material Errors<br>During the audit, management corrected the financial statements for two material errors. | Neither amendment impacted on the financial position of the Group, PCC or CC. |
| Management identified that they had incorrectly allocated the Protective Security Grant of £4.461 million within the Comprehensive Income and Expenditure Statements (CIES). Management had recorded the Grant within Income for the PCC Single Entity Accounts. Management re-allocated the sum to the CC Single Entity Accounts because the expenditure associated with the grant is specific to the CC. | Management corrected the CIES within financial statements for the Group, PCC Single Entity and CC Single Entity for this error. Management has also corrected Notes 8 Government Grants (PCC accounts) and 14 Grant income (CC accounts) and updated accounting policies to reflect those grants whose expenditure lies with the CC. |
| In addition, management incorrectly recorded a payment of £2.5 million to pensioners within the Police Pension Fund as Cash and Cash Equivalents in the Balance Sheet. The PCC had paid the sum relating to April 2017 on 31 March 2017. | Management re–classified the sum as a prepayment within Short-Term Debtors and Prepayments. The amendment also affected the Cash Flow Statement. |
| Narrative Report<br>We reviewed the information presented in the Narrative Report for consistency with our knowledge of the PCC and CC. | Management amended the Narrative Report for inconsistencies between figures within the Report and the financial statements.<br>We recommended that for 2017/18, in order to comply with the Code of Practice, the PCC and CC enhance the reporting of non-financial performance information in the Narrative Report to include the indicators in the PCC's Police and Crime Plan and comparative data for all indicators and to provide a commentary |
| Publication of the Financial Statements<br>Paragraph 10 of the Accounts and Audit regulations 2015 require the PCC and CC to publish the financial statements. Narrative Report and Annual Governance Statement by 30 September on their respective websites. | The CC published both the PCC and CC financial statements and Narrative Report on the website on 29 September 2017 but with the draft Annual Governance Statement.<br>The PCC failed to comply with the regulations, publishing the required documents on the website on Monday 2 October 2017. |

## Our application of materiality

When establishing our overall audit strategy, we determined a magnitude of uncorrected misstatements that we judged would be material for the financial statements as a whole.

| Item | Thresholds applied |
| --- | --- |
| Planning materiality | We determined planning materiality to be:<br>· £4.8 million for the Group (2015/16 £4.9 million) based on 2% of gross revenue expenditure, pension interest cost and interest payable of £239 million;<br>· £2.4 million for the PCC (2015/16 £2.4 million) based on 2% gross assets of £120 million;<br>· £4.4 million for the CC (2015/16 £4.5 million) based on 2% of gross revenue expenditure, pension interest cost and interest payable of £221 million; and<br>· £0.9 million for the Police Pension Fund (2015/16: £0.9 million) based on 2% of gross revenue expenditure on Pension Benefits Payable of £44 million.<br>We consider the separate materiality bases to be the principal considerations for stakeholders in assessing the financial performance of the PCC Group, PCC Single Entity, CC Single Entity and Police Pension Fund. |
| Reporting threshold | We agreed with the Audit Committee that we would report to the Committee all audit differences in excess of:<br>· £238,000 (2015/16 £251,000) for the PCC Group;<br>· £119,000 (2015/16 £123,000 ) for the PCC single entity;<br>· £221,000 (2015/16 £228,000 )for the CC single entity; and<br>· £44,000 (2015/16 £43,000) for the Police Pension Fund. |

We also identified the following areas where misstatement at a level lower than our overall materiality level might influence the reader. For these areas we developed an audit strategy specific to these areas. The areas identified and audit strategy applied include:

- Remuneration disclosures including any severance payments, exit packages and termination benefits: Our audit strategy was to check the disclosures and bandings reported in the PCC and CC financial statements, test the completeness of the disclosure and ensure that the disclosures were compliant with the Code of Audit Practice. We sample checked transactions back to the payroll system and supporting documentation. Management updated the Officers' Remuneration note for figures for Benefits in Kind, which were not available at the time of issuing the draft financial statements on 30 June 2017; and

- Related party transactions: Our audit strategy was to obtain and review declarations from the PCC, CC, Audit Committee Members and senior officers for any material disclosures and to ensure the PCC and CC disclosures were compliant with the Code. We carried out a sample check of Companies House searches to identify whether any key decision-makers in the PCC and CC had any interests in any companies undertaking work for the PCC and CC to test the completeness of the disclosure. We had nothing to report from our audit work.

We evaluate any uncorrected misstatements against both the quantitative measures of materiality discussed above and in light of other relevant qualitative considerations.

There were no uncorrected errors to report.

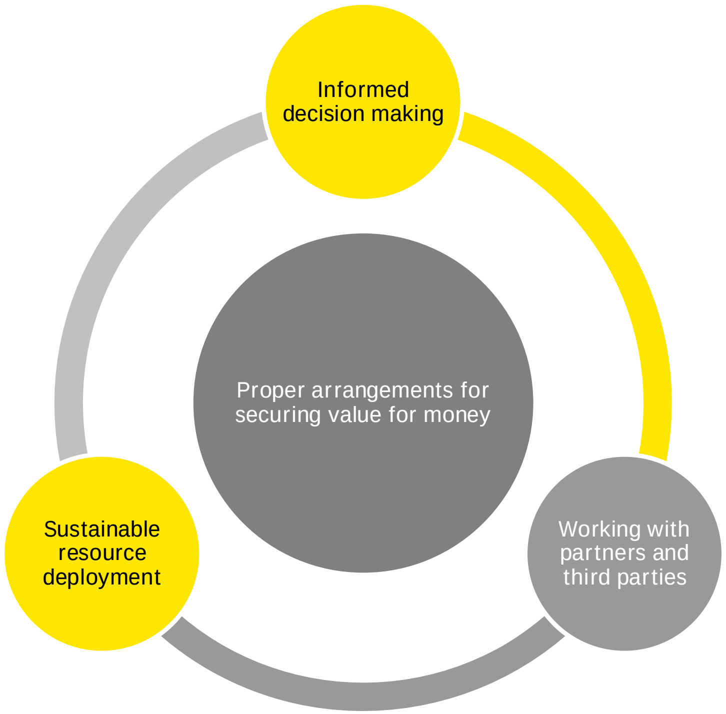
# Value for Money

# Value for Money

We are required to consider whether the PCC and CC have put in place 'proper arrangements' to secure economy, efficiency and effectiveness on its use of resources. This is known as our value for money conclusion.

Proper arrangements are defined by statutory guidance issued by the National Audit Office. They comprise your arrangements to:

- Take informed decisions;
- Deploy resources in a sustainable manner; and
- Work with partners and other third parties.



We identified one significant risk in relation to our value for money conclusion.

The risk related to sustainable resource deployment, and the need for the PCC and CC to achieve their savings plans and address their budget gap to deliver the Medium Term Financial Plan (MTFP). We have performed the procedures outlined in our Audit Plan, including reviewing Her Majesty's Inspectorate of Constabulary's (HMIC) 2016/17 Peel Report to address this risk. Our work did not identify any significant weaknesses in relation to the PCC's and CC's arrangements to ensure they took properly informed decisions and deployed resources to achieve planned and sustainable outcomes for taxpayers and local people. We therefore concluded that the PCC and CC had adequate arrangements in place.

We therefore issued an unqualified value for money conclusion on 8 September 2017.

The table below presents the findings of our work in response to this risk.

| Significant Risk | Conclusion |
| --- | --- |
| Sustainable resource deployment: Financial resilience – achievement of savings needed over the medium term<br>The PCC and CC continue to face significant financial challenges over the next three years, with a forecasted underlying budget gap of £2.962 million by 2020-21, based on a council tax increase of 1.986%.<br><br>The gap depends upon the cumulative delivery of £7 million savings and the planned use of reserves of £14 million to leave £6 million available by 31 March 2021.<br><br>Given the level of the savings required and the reserves being used, this presents a risk to the PCC's and CC's finances over the medium term. | HMIC's 2016 review classified the CC as good for effectiveness, efficiency and legitimacy and concluded that the CC has sound financial and organisational plans.<br>The process for setting the PCC's and CC's budget is sound. We concluded that the MTFP identifies the key assumptions expected to underpin the 2017/18 budget. Management use scenario planning effectively to provide guidance to the PCC on the level of precept.<br>The MTFP forecasts a budget gap of £3 million of savings still to be identified through to 31 March 2021. The gap of £3 million is dependent on the:<br>· Delivery of cumulative savings plans of £6.6 million to 31 March 2021; and<br>· Planned use of £14 million reserves to support the budget and capital financing.<br>The PCC and CC have a record of achieving savings plans. We concluded that the PCC and CC have arrangements to identify the savings needed and a timetable for their delivery. The CC is developing business plans to deliver the Change Programme and is taking action to address slippage. However, this needs some urgency as 68% (£1.3 million) of the total savings planned of £1.9 million are due to be achieved by 31 March 2019.<br>The MTFP forecasts that the planned use of reserves will reduce earmarked reserves from £24.5 million in 2016/17 to £6.2 million at 31 March 2021 with General Reserves remaining constant at £4.475 million. The use of reserves beyond this level to support the budget is not sustainable. The PCC and CC need to continue to identify and deliver savings to replenish reserves especially should austerity continue. |

# Other Reporting Issues

# Other Reporting Issues

## Whole of Government Accounts

The PCC Group is below the specified audit threshold of £350 million. Therefore, we did not perform any audit procedures on the consolidation pack.

## Annual Governance Statement

We are required to consider the completeness of disclosures in the PCC's and CC's annual governance statement, identify any inconsistencies with the other information of which we are aware from our work, and consider whether it is misleading.

We completed this work and identified a small number of areas where further disclosure was required. The PCC and CC amended the annual governance statement to include a section on financial resilience and the action being taken to improve the IT system which supports operational policing. Management decided, however, not to include an action plan as required by the Code of Audit Practice.

## Report in the Public Interest

We have a duty under the Local Audit and Accountability Act 2014 to consider whether, in the public interest, to report on any matter that comes to our attention in the course of the audit in order for it to be considered by the by the PCC and CC or brought to the attention of the public.

We did not identify any issues which required us to issue a report in the public interest.

## Written Recommendations

We have a duty under the Local Audit and Accountability Act 2014 to designate any audit recommendation as one that requires the PCC and CC to consider it at a public meeting and to decide what action to take in response.

We did not identify any issues which required us to issue a written recommendation.

## Objections Received

We did not receive any objections to the 2016/17 financial statements from member of the public.

## Other Powers and Duties

We identified no issues during our audit that required us to use our additional powers under the Local Audit and Accountability Act 2014.

## Independence

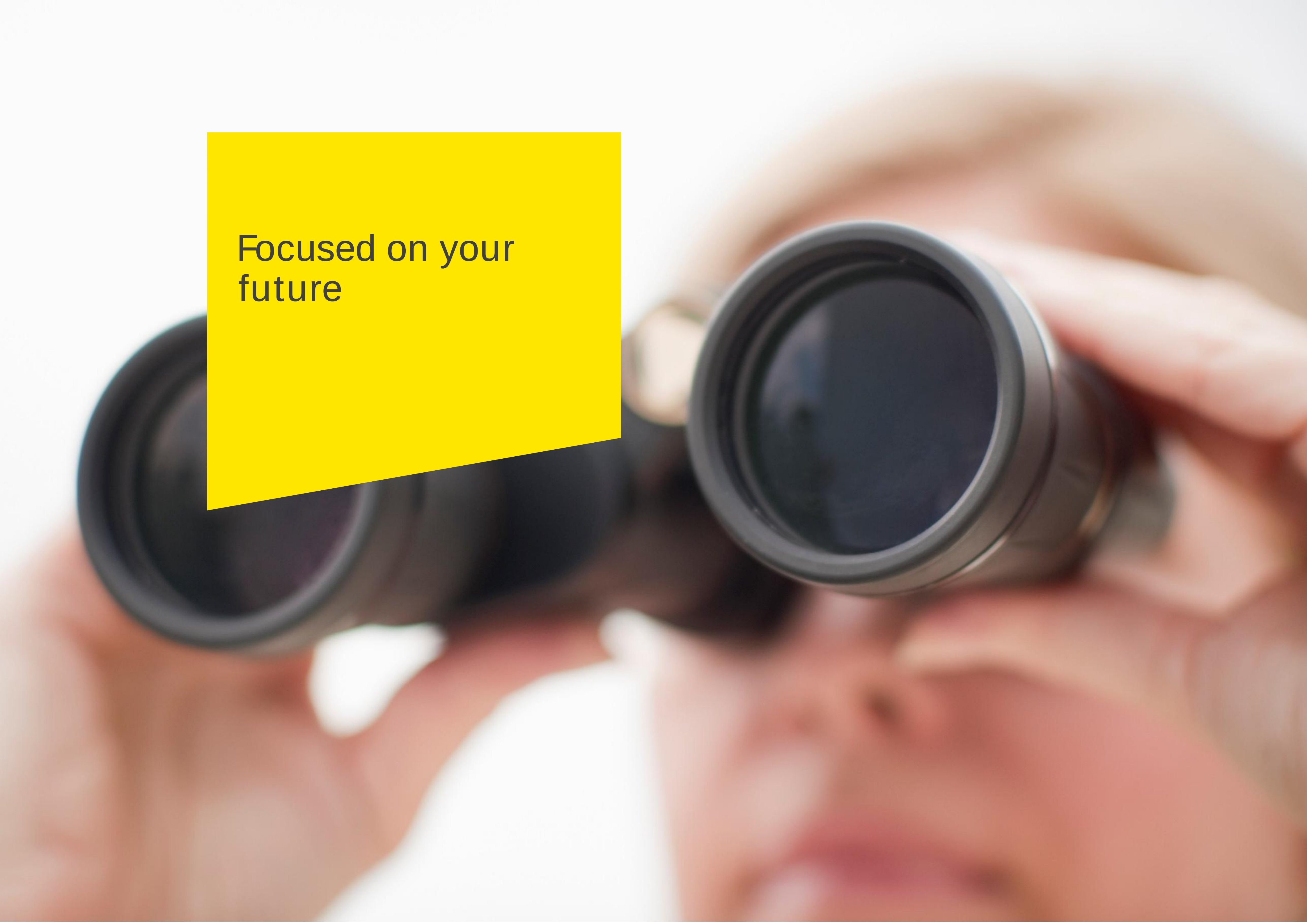
We communicated our assessment of independence in our Audit Results Report to the Audit Committee on 5 September 2017. In our professional judgement the firm is independent and the objectivity of the audit engagement partner and audit staff has not been compromised within the meaning regulatory and professional requirements.

## Control Themes and Observations

As part of our work, we obtained an understanding of internal control sufficient to plan our audit and determine the nature, timing and extent of testing performed. Although our audit was not designed to express an opinion on the effectiveness of internal control, we are required to communicate to you significant deficiencies in internal control identified during our audit.

We have adopted a fully substantive approach and have therefore not tested the operation of controls.

Our audit did not identify any controls issues to bring to the attention of the Audit Committee.


Focused on your future

# Focused on your future

| Area | Issue | Impact |
|---|---|---|
| *Earlier deadline for production and audit of the financial statements from 2017/18* | The Accounts and Audit Regulations 2015 introduced a significant change in statutory deadlines from the 2017/18 financial year. From that year the timetable for the preparation and approval of accounts will be brought forward with draft accounts needing to be prepared by 31 May and the publication of the audited accounts by 31 July. | These changes provide challenges for both the preparers and the auditors of the financial statements.<br><br>To prepare for this change the PCC and CC has reviewed and amended the closedown process over the last year. Through working together, we agreed areas for early work in the 2016/17 audit which included testing of major income and expenditure streams based on information available in December 2016 to reduce testing at the final accounts audit in the Summer.<br><br>We met with the PCC and CC Finance Team on 26 September to reflect on the closure process for the 2016/17 financial statements. We both identified a number of areas where the closedown and audit processes can be further improved going forward.<br><br>For 2017/18 we are planning for extensive testing across a number of areas based on November 2017 information, earlier completion of valuation and contract work and also the Value for Money conclusion by 31 March 2018. |
| *Forthcoming changes to accounting standards:*<br><br>*IFRS 9 Financial Instruments*<br><br>*IFRS 15 Revenue from Contracts with Customers*<br><br>*IFRS 16 Leases* | Revised accounting standards are expected to be applicable for local authority accounts from the 2018/19 (IFRS 9 (financial Instruments) and IFRS15 (revenue) and 2019/20 financial year IFRS 16 (leases).<br><br>Transitional arrangements are included within the accounting standards. However as the 2018/19 and 2019/20 Accounting Code of Practice for Local Authorities have yet to be issued it is unclear what the impact on local authority accounting will be and whether any accounting statutory overrides will be introduced to mitigate any impact. | CIPFA issued some initial thoughts on the approach to adopting IFRS 9 and IFRS 15, but until the Code is issued and any statutory overrides are confirmed there remains some uncertainty.<br><br>For IFRS 16, it is clear is that the PCC and CC will need to undertake a detailed exercise to classify all of its leases and therefore must ensure that all lease arrangements are fully documented<br><br>The PCC and CC are awaiting clarification of the exact requirements before investing time in the above work. |

Appendix A

# Audit Fees

# Appendix A Audit Fees

Our March 2017 Audit Plan recorded planned fees for 2016/17 in line with the scale fee set by the PSAA Ltd.

| Description | Final Fee 2016/17 £ | Planned Fee 2016/17 £ | Scale Fee 2016/17 £ | Final Fee 2015/16 £ |
|---|---|---|---|---|
| Total Audit Fee PCC – Code work | To Be Confirmed | £33,825 | £33,825 | £34,777 |
| Total Audit Fee CC – Code work | To Be Confirmed | £15,000 | £15,000 | £15,709 |
| Total PCC Group | To Be Confirmed | £48,825 | £48,825 | £50,586 |

We have undertaken extra work as a result of:

- The findings from changes to Comprehensive Income and Expenditure Statement required by the CIPFA Code of Practice on Local Authority Accounting for 2016-17; and
- Delayed responses to our requests for documentation regarding valuation information, the financial position and the IT system which supports operational policing.

We anticipate a scale fee variation will be necessary, which we will discuss in the first instance with the Chief Finance Officer. We will update the PCC, CC and the Audit Committee on our proposed fee variation when this process has concluded. Any variation to the 2016/17 scale fee is subject to approval by Public Sector Audit Appointments Limited (PSAA).

We confirm we have not undertaken any non-audit work outside of the PSAA's requirements.

EY | Assurance | Tax | Transactions | Advisory

Ernst & Young LLP



ED None

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