



WALES **AUDIT** OFFICE
SWYDDFA **ARCHWILIO** CYMRU

Annual Audit Report 2013

Police & Crime Commissioner for South Wales

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Status of report

The team who delivered the work comprised: Derwyn Owen, Matthew Coe, Andy Bruce and Kate Havard.

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Summary report

1. During the 2012-13 financial year the Police Reform & Social Responsibility Act 2011 came into effect. This legislation replaced police authorities with an elected Police & Crime Commissioner with effect from 22 November 2012. The Act also created the Police and Crime Commissioner and the Chief Constable as separate legal entities. This Annual Audit Report (the Report) to the Police and Crime Commissioner for South Wales (the Commissioner) summarises the conclusions from my 2012-13 audit. It reports the significant issues arising from my audit, together with my comments on other current issues. I will report separately to the Chief Constable for South Wales.
2. More detail on the specific aspects of my audit can be found in the separate reports that have been issued during the year. We discussed and agreed these reports with officers and presented them to the Commissioner and Joint Audit Committee. The reports issued are shown in [Appendix 3](#).
3. A number of references are made within this Report to guidance and documentation issued by the Auditor General, including the Code of Audit Practice (the Code). The Code refers to the Statement of Responsibilities of Auditors and of Audited Bodies summarising the key responsibilities of auditors. My audit has been conducted in accordance with the principles set out in that Statement. What I say about the results of my audit should be viewed in the context of that more formal background.
4. I adopt a risk-based approach to planning the audit, and my audit work has focused on your significant financial and operational risks that are relevant to my audit responsibilities. The audit work is structured around the key elements of my responsibilities as set out in the Code. The Audit Outline 2013 sets out the proposed fee for the audit of the Commissioner's and Chief Constable's accounts of £98,074 (plus VAT), and the final fee will be in line with the proposed fee.
5. I have concluded that the Commissioner's resources were, in all material respects, properly used and accounted for in 2012-13:
 - the Commissioner's 2012-13 accounts were properly prepared and materially accurate;
 - the Commissioner met his revenue budget for 2012-13, and continues to be well placed to deliver the response to the significant financial challenges ahead;
 - the Commissioner has an effective internal control environment to reduce the risk of material misstatement to the financial statements; and
 - the Commissioner's significant financial systems were appropriately controlled and operated as intended to produce materially accurate accounts.
6. The Commissioner has appropriate corporate arrangements in place to support effective use of resources:
 - the Commissioner had proper arrangements in place during 2012-13 to help him achieve economy, efficiency and effectiveness in his use of resources; and
 - appropriate arrangements are in place to manage financial pressures and there is a framework to support sustainable policing for the public.

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7. This Report has been agreed with the Commissioner, Chief of Staff, Chief Financial Officer and other relevant officers. The Report will also be presented to the Joint Audit Committee on 19 December 2013 for information.
 8. I aim to deliver a high standard of audit, which makes a positive and practical contribution and supports the Commissioner's own agenda. I recognise the value of your co-operation and support in achieving this aim, and would like to express my appreciation for the assistance and co-operation provided during the course of the audit.

Derwyn Owen
For and on behalf of the Appointed Auditor

Date: November 2013

Detailed report

The Commissioner's resources were, in all material respects, properly used and accounted for

9. The financial statements are an essential means by which the Commissioner accounts for his stewardship of the resources at his disposal and his financial performance in the use of those resources.
10. As the Commissioner's external auditor, I am required to audit the financial statements and to issue an auditor's report, which includes an opinion on whether the financial statements reflect a true and fair statement of the Commissioner's financial positions at the year end.

The Commissioner's 2012-13 accounts were properly prepared and materially accurate

11. The introduction of the Police Reform & Social Responsibility Act 2011 meant that both the Commissioner and the Chief Constable are responsible for producing their own set of individual financial statements for 2012-13. In addition, the Commissioner is also responsible for producing the police pension fund financial statements and consolidated or 'group' financial statements that incorporate the Commissioner's and Chief Constable's financial statements.
12. The Commissioner produced his draft financial statements and approved them before 30 September 2013, in accordance with the requirements of the Accounts and Audit Regulation (Wales) 2010.
13. Police and Crime Commissioners and Chief Constables have prepared their accounting statements in accordance with the requirements of the CIPFA/LASAAC Code of Practice on Local Authority Accounting in the United Kingdom. This Code is based on International Financial Reporting Standards.
14. I am required by International Standards on Auditing (ISA) 260 to report issues arising from my work to 'those charged with governance' (the Commissioner) before I issue my audit opinion on the accounts.
15. I reported these issues to the Commissioner and the Joint Audit Committee on 23 September 2013. The key issues are set out in [Exhibit 1](#).

Exhibit 1: Issues identified in the Audit of Financial Statements Report

Reporting requirement	Auditors' response
Views about the qualitative aspects of the entity's accounting practices and financial reporting.	<p>We found that the majority of information provided to be relevant, reliable, and easy to understand. We concluded that accounting policies and estimates were appropriate and financial statement disclosures unbiased, fair and clear.</p> <p>After submission of the draft accounts for audit in June, various amendments were identified by Finance as a result of ongoing discussions with other departments. In the main, these related to capital expenditure and the classification of assets. We also identified further amendments arising from the complexity of some of the working papers used to produce the accounts.</p> <p>We recognise the substantial efforts of finance staff who have worked with us to correct misstatements. We have agreed with the Corporate Finance Team that we will review their working papers in advance of preparing the 2013-14 financial statements so that they can be streamlined and improved.</p> <p>We also recommend that the closedown timetable is reviewed and agreed with other departments to ensure that the draft accounts are as complete as possible prior to audit.</p>
Expected modifications to the auditor's report.	No modifications were required to the auditor's report.
Unadjusted misstatements.	<p>There was one uncorrected misstatement that we reported to the Commissioner:</p> <ul style="list-style-type: none"> • Further information on the amounts recoverable from investments with Icelandic banks was published in mid September 2013. The impact would have been to have increased the value of investments and the police general fund by £0.45 million. The amounts were not adjusted for in the final accounts as the guidance was published late in the accounts process and were not material to an understanding of the financial position.
Material weaknesses in the accounting and internal control systems identified during the audit.	We did not identify any material weaknesses in internal controls..
Matters specifically required by other auditing standards to be communicated to those charged with governance.	No matters arose.
Any other relevant matters relating to the audit.	No matters arose.

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16. On 30 September 2013, I issued my opinion on the Commissioner's accounts. I concluded that the accounts give a true and fair view of the financial position of the Commissioner and the Group as at 31 March 2013 and of the income and expenditure, gains and losses and cash flows for the year then ended. I also concluded that the Pension Fund accounts give a true and fair view of the financial transactions for the year ended 31 March 2013 and of the amount and dispositions of the fund's assets and liabilities at that date, other than liabilities to pay pensions and benefits after the end of the scheme year.
 17. I have also completed the audit of the Whole of Government Accounts return, and I then submitted the audited return to the Wales Audit Office central audit team on the required deadline of 30 September 2013. The return was well compiled by finance staff and there were no matters of significance to report.

The Commissioner met his revenue budget for 2012-13, and continues to be well placed to deliver the response to the significant financial challenges ahead

18. South Wales Police Authority (the Authority) had a good track record of operating within its revenue budget and this continued under the Commissioner and Chief Constable in 2012-13. The Commissioner achieved an underspend of £0.2m on the specific budget of £0.9m for his office in 2012-13 and this was transferred to earmarked reserves. Overall, against a total revenue budget requirement for the Force of £249.3 million, after movements in earmarked reserves, the Commissioner achieved total savings of £0.9 million representing the repatriation of investments from Icelandic banks. This amount was transferred to reserves to meet future operational changes. The increase of £0.9 million to the Police Fund General Reserve increased the total held at 31 March 2013 to £8.2 million.
19. However, there is increasing pressure to identify savings that cover the cumulative financial deficit of £33.6 million to 31 March 2015 identified from the 2010 Comprehensive Spending Review. Total savings/cost reductions of £24.3 million have been delivered at 31 March 2013 and further savings of £9.2 million have been identified under Project Reform. This leaves an additional savings requirement of only £0.1 million to bridge the overall funding gap.
20. As part of our audit we consider the effectiveness of the controls and processes in place for the Commissioner and his staff to monitor budgets and the overall financial position. The Commissioner continues to receive regular reports from the Chief Financial Officer on expenditure and position against budget. These have also been presented to the Joint Audit Committee and, from May 2013, the Strategic Board. Our work did not identify any significant weaknesses in the budgetary controls or processes used by management in the year.

The Commissioner has an effective internal control environment to reduce the risk of material misstatement to the financial statements

21. The Commissioner has an effective internal control environment which reduces the risk of material misstatement to the financial statements. Internal Audit concluded in their annual report that, based on the work completed during the year, the Commissioner has 'a basically sound system of internal control'. Overall, this provided an adequate assurance level, with the majority of the systems audited achieving a substantial or adequate level of assurance.
22. In particular, I concluded that:
 - as in previous years, Internal Audit has met the required professional standards and our planned reliance on their work has therefore been possible;
 - the IT control environment was found to be generally operating effectively and management are taking action to respond to improvements in systems and control recommended by Internal Audit;
 - the arrangements for ensuring that the Commissioner (and previously the Authority) only entered into material transactions where there is specific provision to do so, were found to be in place and had continued to operate effectively; and
 - the arrangements for preventing and detecting material fraud and corruption operated effectively.

The Commissioner's significant financial systems were appropriately controlled and operated as intended to produce materially accurate accounts

23. My review of the Commissioner's financial systems involved documenting the significant financial systems. Where appropriate, we sought assurance that the key controls of these significant systems were operating effectively, either by undertaking specific testing of their operation, or by relying on the work of Internal Audit.
24. I concluded that the Commissioner's significant financial systems can be relied upon to produce materially correct outputs. There are some minor areas for improvement, which have been discussed with management, and appropriate actions are already being considered and implemented. All recommendations made by Internal and External Audit are reported to the Joint Audit Committee (and previously the Audit and Scrutiny Group) as well as the Commissioner, who monitors their implementation by management. There are no specific matters I need to bring to the attention of the Commissioner.

The Commissioner has appropriate corporate arrangements in place to support effective use of resources

25. The introduction of Police and Crime Commissioners aims to provide strong and transparent accountability of the police. Police and Crime Commissioners are elected by the public to hold the Chief Constable and the Force to account; effectively making the police answerable to the communities they serve. A key role for Police and Crime Commissioners is therefore to represent and engage with local communities to help ascertain and deliver their policing priorities. Part of our work this year involves reviewing the Commissioner's and Force's engagement and consultation arrangements. The study centres upon identifying learning points for the Commissioner and Chief Constable to consider for future engagement, including applying the National Principles for Public Engagement and using the evaluation toolkit¹. We will conduct this work in collaboration with Participation Cymru and will report the findings separately later, in early 2014.
26. The Commissioner and Force face a particularly challenging period ahead and I will continue to monitor progress and work with HMIC for performance audit work in 2013-14. The benefit of a co-ordinated approach between the Wales Audit Office and HMIC is to ensure the programmes of work avoid duplication and promote sharing between our respective organisations. Our approach also helps guide our programmes of work and helps ensure that intelligence is actively and promptly shared and ensure that key risks and concerns are being examined.

The Commissioner had proper arrangements in place during 2012-13 to help him achieve economy, efficiency and effectiveness in his use of resources

27. In examining the Commissioner's accounts each year, I am required under Section 17(2)(d) of the Public Audit (Wales) Act 2004 to satisfy myself that he has made proper arrangements for securing economy, efficiency and effectiveness in its use of resources. This requirement is also reflected in the Code. My formal conclusion on the Commissioner's Value for Money (VFM) arrangements for 2012-13 is set out in [Appendix 1](#).
28. In addition to the audit of the annual accounts, other important sources of assurance have come from performance and inspection work undertaken by Her Majesty's Inspectorate of Constabulary (HMIC) and Internal Audit.

¹ The National Principles for Public Engagement in Wales were developed under the direction of the Participation Cymru partnership and endorsed by Welsh Government in March 2011.

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29. The Commissioner (and previously the Authority) was responsible for putting in place proper arrangements to secure economy, efficiency and effectiveness in the use of resources. For the purposes of my work, I have evaluated the Commissioner's systems against a number of questions. This approach is set out in detail in **Appendix 2**. For each question, I consider whether there are gaps in the arrangements expected to be in place, and the significance of those gaps.
 30. Following the election of the Commissioner in November 2012, the arrangements operating previously under the Authority have continued at an operational level. At a monitoring and corporate level they have been replaced by a number of new arrangements, which include the Joint Audit Committee, the Police and Crime Panel, and revised internal performance monitoring. These new arrangements operated for only part of the 2012-13 financial year and have continued to evolve after 31 March 2013. The Commissioner, the Chief Constable and management staff are reviewing the performance of the arrangements and making adjustments to strengthen them further.
 31. The Commissioner's Annual Governance Statement contains more detail on the various arrangements in place during the year. We reviewed the content of the Statement and concluded that it was consistent with our knowledge of the organisation. There are a number of development areas identified in the Statement and we will continue to work with the Commissioner and his staff to address these going forward.

Appropriate arrangements are in place to manage financial pressures and there is a framework to support sustainable policing for the public

32. Our aligned work programme with HMIC involved jointly gathering evidence on whether the Project Reform savings programmes are delivering positive and measurable changes towards a sustainable police service.
33. HMIC concluded that:
 - South Wales Police responded early in the spending review period with a comprehensive change programme which reduced costs and restructured the organisation to better fight crime;
 - Good progress has been made and the majority of savings required have already been delivered. The force is looking beyond this period and preparing for further financial constraints. Detailed planning has commenced on a substantial programme of further change supported by continuous improvement.
 - The force is committed to visible policing. Satisfaction of victims is high and recorded crime and anti-social behaviour continues to fall. This suggests that so far, South Wales Police is managing to make savings without reducing the service it provides to the public.
 - In our [HMIC] assessment, the force has the leadership capability and capacity needed to deliver its savings plan and maintain effective policing. There is a

shared understanding of the nature and scale of the future challenges grounded in a positive record of achievement and innovation. To date the force has achieved a good balance between investment and savings, and expects a balanced budget at the end of the current spending review.

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- 34.** Reviews conducted by HMIC support my conclusions about arrangements to secure an efficient and effective police service².

² HMIC "South Wales Police's response to the funding challenge" July 2013

Appendix 1

Conclusion on the Police & Crime Commissioner for South Wales's arrangements for the year ended 31 March 2013 for securing economy, efficiency and effectiveness in his use of resources

Police and Crime Commissioner for South Wales's responsibilities

The Police and Crime Commissioner for South Wales is responsible for putting in place proper arrangements to secure economy, efficiency and effectiveness in the Commissioner's use of resources, and to ensure proper stewardship and governance. The Commissioner is also responsible for regularly reviewing the adequacy and effectiveness of these arrangements.

Auditor's responsibilities

I have a responsibility under Section 17(2) of the Public Audit Wales Act 2004 to conclude from my audit of the Commissioner's annual accounts whether I am satisfied as to the existence of the arrangements that he had in place during the year to properly support the achievement of his responsibility to secure economy, efficiency and effectiveness in his use of resources. For the purposes of my work in this area, I have assessed 'proper arrangements' as principally comprising an organisation's corporate performance management and financial management arrangements, significant elements of which are defined in Paragraph 48 of the Code.

I report if significant matters have come to my attention which prevent me from concluding that the Commissioner has made such proper arrangements. In carrying out my work, I have not considered whether the arrangements in place represent all those that could be in place. I am also not required to consider, nor have I considered as part of this aspect of my work, the effectiveness of the arrangements in place in securing value for money during the year under review.

Conclusion

The following conclusion has been based on, and limited to, work carried out as part of my audit of the 2012-13 accounts to establish, in all significant respects, what arrangements the Commissioner had in place during the year to support the achievement of his responsibility to secure economy, efficiency and effectiveness in his use of resources.

In carrying out my work, I have not considered whether the arrangements in place represent all those that could be in place. I am also not required to consider, nor have I considered, the effectiveness of the arrangements in place in securing value for money during the year under review.

Based on the Commissioner's Annual Governance Statement and as a result of the work carried out, as described above as part of my audit of the 2012-13 accounts, and all other information that I have considered to be relevant, I am satisfied as to the existence of the arrangements that the Commissioner had in place during the year to properly support the achievement of his responsibility to secure economy, efficiency and effectiveness in his use of resources. Based on, and limited to, the work carried out I have raised various issues with, and made recommendations to, improve the Commissioner's arrangements. These matters are further discussed and explained in my Annual Audit Report to the Commissioner.

Anthony Barrett
Appointed Auditor
xx November 2013

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Appendix 2

Criteria for assessing the Commissioner's arrangements during 2012-13 for securing economy, efficiency and effectiveness in his use of resources

Corporate performance management and financial management arrangements	Questions on arrangements
Establishing objectives determining policy and decision making	Has the Commissioner put in place arrangements for setting, reviewing and implementing his strategic and operational objectives?
Meeting the needs of users, stakeholders and the local population	Has the Commissioner put in place channels of communication with the local population, users of the service, and other stakeholders including partners, and are there monitoring arrangements to ensure that key messages about services are taken into account?
Monitoring and reviewing performance	Has the Commissioner put in place arrangements for monitoring and scrutiny of performance, to identify potential variances against strategic objectives, standards and targets, for taking action where necessary and reporting to the Commissioner?
Compliance with established policies	Has the Commissioner put in place arrangements to maintain a sound system of internal control, including those for ensuring compliance with laws and regulations, and internal policies and procedures?
Operational and financial risks	Has the Commissioner put in place arrangements to manage his significant business risks?
Managing financial and other resources	Has the Commissioner put in place arrangements to evaluate and improve the value for money he achieves in his use of resources?
	Has the Commissioner put in place arrangements to ensure that his spending matches his available resources?
	Has the Commissioner put in place arrangements for managing and monitoring performance against budgets, taking corrective action where appropriate, and reporting the results to senior management and the Commissioner?
Proper standards of conduct etc	Has the Commissioner put in place arrangements for monitoring and scrutinising performance, to identify potential variances against strategic objectives, standards and targets for taking action?
	Has the Commissioner put in place arrangements that are designed to promote and ensure probity and propriety in the conduct of his business?

Appendix 3

Reports issued since my last annual audit report

Report	Date
Audit Outline 2013	March 2013
External Audit Update Reports	December 2012 January, April, July, September 2013
Audit of Financial Statements Report	September 2013
Annual Audit Report	November 2013



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