

Chiseldon Parish Council

Internal Audit Report

Year ended 31 March 2023

Chiseldon Parish Council

Internal Audit Report

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Internal Audit Report

Scope of internal audit

Sansum & Co Limited have been engaged to carry out a limited internal audit to meet the minimum requirements of the Annual Return for the year ended 31 March 2023.

This year we have returned to an on site visit for the final internal audit which took place on 26 and 31 May 2023.

During the interim audit of the 16 November 2022 we primarily focused on the areas where we felt there was a risk of potential error. The areas we assessed with the highest risks were A, B, C, E and H of the list below.

At the final internal audit on the 26 and 31 May 2023, all of the following areas were examined:

- A. Have appropriate accounting records been kept properly throughout the year?
- B. Has this smaller authority met its financial regulations, payments are supported by invoices, all expenditure was approved and VAT was appropriately accounted for?
- C. Has this smaller authority assessed significant risks to achieving its objectives and reviewed the adequacy of arrangements to manage these?
- D. Has the precept or rates requirement resulted from an adequate budgetary process; progress against the budget was regularly monitored; and reserves were appropriate?
- E. Has expected income been fully received, based on correct prices, properly recorded and promptly banked; and VAT was appropriately accounted for?
- F. Are petty cash payments properly supported by receipts, all petty cash expenditure is approved and VAT appropriately accounted for?
- G. Are salaries to employees and allowances to members paid in accordance with this smaller authority's approvals, and PAYE and NI requirements properly applied?
- H. Are asset and investments registers complete and accurate and properly maintained?
- I. Are periodic and year-end bank account reconciliations properly carried out?
- J. Have accounting statements prepared during the year, prepared on the correct accounting basis (receipts and payments or income and expenditure), agreed to the cash book, supported by an adequate audit trail from underlying records and where appropriate debtors and creditors were properly recorded?
- L. The authority publishes information on a free to access website / web page, up to date at the time of the internal audit in accordance with the relevant legislation.
- M. The authority, during the previous year, correctly provided for the period for the exercise of public rights as required by the Accounts and Audit Regulations.

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Overall conclusion

The audit trail from the accounting statements 2022/23 to the supporting documents is well organised and overall the accounts are a true and fair reflection of the transactions that have occurred during the year to 31 March 2023.

Arguably one of the most important roles of a councillor is the responsibility to protect the assets of the community. Risk management and review of expenditure against budget are key aspects that enable councillors to meet this requirement. Processes in these areas are embedded with regular meetings where review of risk matrices and expenditure are of high importance. The continued use of the budget variance report should enable councillors to focus their questioning on those areas that show significant variance between actual results and the annual budget.

We have identified a few issues during our final internal audit visit which are detailed below:

1. Expected income was fully received. (Section E.)

There is one older debt that is proving difficult to recover. The outstanding debt relates to invoices being issued as far back as 16 May 2022. We understand there is a payment plan in place to ensure the debt can be recovered in its entirety. Whilst £360 has been received of the original debt of £870, at the time of writing this report the debt has not reduced since 28 February 2023 when the last payment was received.

The internal control objective E. has **not** been met and an additional explanatory note (see appendix A) will need to be included with the AGAR submission.

2. VAT and the Tennis Club Lease (Section E.)

The Tennis club rent is reviewed annually. The rent charged is based on a percentage of various costs incurred over the prior 12 months, such as insurance costs, repair costs, water and electric costs etc.

Currently, VAT is charged based on the individual costs incurred for example the electricity bill has VAT at 5% added whilst water, insurance and business rates have no VAT and repairs are charged with 20% added.

However, the lease clearly states that rent is being charged and not the cost of the individual services provided. The cost of the individual services is simply used to calculate the rent charge. As the building has an 'option to tax' declaration on it then VAT should be charged at 20% unless there is an exemption available.

As VAT can be extremely complicated with regard to sports clubs, community buildings and land, we would recommend obtaining advice from a VAT specialist to ensure the correct treatment for VAT is being applied to the rent being charged to the Tennis club.

The internal control objective E. has **not** been met and an additional explanatory note (see appendix A) will need to be included with the AGAR submission.

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3. Prior year numbers (Section A)

We have identified a small change in the prior year numbers. The VAT balance had changed by £9.17. Whilst this may not be a large number it does identify an issue that changes can be made to prior year data by accident.

In order to prevent this, the accounting system (Xero) can be locked to ensure no accidental change can be made before a certain date. The setting can be found on the menu system as follows:

Accounting\Advanced\Financial Settings

At the bottom of financial settings is a section called Lock Dates where the date the system should be locked, can be entered.

4. Investment Strategy (Section A.)

Where councils maintain funds greater than £100,000 they have a responsibility to ensure that the investment strategy is appropriate.

With overall inflation rates of around 8% to 10% at the time of the internal audit and the global economy in a state of change, it is important to review the investment strategy on a regular basis to ensure the council can take advantage of any opportunities that arise to reduce the overall devaluation of council funds.

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Detailed Report

A - Have appropriate accounting records been kept properly throughout the year?

The basic record of receipts and payments is always the starting point of an accounting system; the majority of internal controls will work back to the original record. It is essential that the system requires that the basic cash book is kept up to date and balances are regularly verified against a bank statement and control accounts are reviewed regular to help identify any errors. This record will also agree with the supporting invoices or receipts.

Section Conclusion

Record keeping

The accounting records have been kept up to date throughout the year on Xero as evidenced by the reports prepared for the various committee meetings during the year.

We have reviewed the 31 March 2023 balance sheet at the final internal audit to ensure the control accounts were correct. In particular we looked at bank reconciliations, the payroll accounts and the VAT control account.

Opening balances

We identified that the opening balance on the VAT control account was different to the closing balance from the prior year. We reviewed the detailed VAT return calculations and managed to identify the transaction that had been inadvertently changed when the account coding had been updated.

An adjustment has been made to correct the opening balance and to repay the £9.17 VAT that had been claimed in error. The issue however is not the £9.17 error. The bigger concern is that it was possible to accidentally change a transaction that has already been reported in a prior year Annual Governance and Accountability Return (AGAR).

Accidental changes to prior year numbers can be extremely difficult to identify and will throw the accounts out of balance. Fortunately, Xero has a system to stop accidental changes occurring. To lock all transactions prior to a specific date simply set the lock dates in financial settings. This setting can be found on the menu system as follows:

Accounting\Advanced\Financial Settings

At the bottom of financial settings is a section called Lock Dates where the date the system should be locked, can be entered.

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Transactions

We selected a small sample of transactions and matched those to the bank statement to ensure they were legitimate transactions. No issues were identified.

Bank reconciliations

Bank reconciliations are being reviewed monthly for the current account and every three months for the savings account. We checked the year end reconciliations to ensure box 6 of the financial statements has been completed correctly. No issues were identified.

Investment strategy

With bank balances greater than £100,000 it is important to ensure that the correct investment strategy is being used to minimise the impact of inflation on those balances. An appropriate investment strategy should be based on professional investment advice and the spending requirement of the council.

We understand that the council has recently discussed the investment strategy.

With overall inflation rates of around 8% to 10% at the time of the internal audit and the global economy in a state of change it is important to review the investment strategy on a regular basis to ensure the council can take advantage of any opportunities that arise to reduce the overall devaluation of council funds.

We confirm that the overall control objective has been met albeit with a minor but none the less important requirement to ensure that accounting periods are locked once the numbers have been finalised.

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B - Has this smaller authority met its financial regulations, payments are supported by invoices, all expenditure was approved and VAT was appropriately accounted for?

The first step in establishing a financial system is to identify the general rules applicable at council or committee meetings and in carrying out the council's business. The Standing Orders (SOs), Financial Regulations (FRs) and other internal instructions do this.

For purchase order procedures:

- the correct number of estimates, quotes or full tenders depending on estimated value of contract should be obtained (Standing Orders will state the value at which tenders are required; Financial Regulations or Standing Orders will show the value where estimates or quotes only are required);
- the proper purchase authority by council, a committee or officers (under clear delegated powers) is in place; and
- the proper legal power has been identified for the expenditure.

For purchase payments:

- the supporting paperwork confirms that there is a fully approved invoice and authorisation for payment;
- the VAT is identified appropriately for reclaim; and
- appropriate segregation of online payment setup and approval is in place.

Section Conclusion

SOs and FRs

It is common to identify inconsistencies between the SOs and FRs so we reviewed these for and found them to be dealing with authorisation amounts and other value based rules consistently.

It was noted that the expenditure was given adequate review in the full council meetings and possible discrepancies identified and challenged. This has been aided by the use of the budget variance report from Xero which helps to identify significant variances in expenditure from budget.

Expense invoice approval

We checked a small sample of invoices to ensure that all expense invoices are approved by either the RFO or Clerk and by the budget holder or other appropriate councillor. Our testing shows that the rules as defined in the FRs have been consistently followed throughout the year.

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Internal Audit Report

Payment authorisation

We checked a small sample of bank payment authorisations to ensure that the payments had been setup and approved in accordance with the FRs. No issues were identified.

VAT returns

We reviewed the submissions of VAT returns throughout the year and can confirm that they were all submitted well within the time limits set by HMRC.

Xero provides a reliable link to HMRC's Making Tax Digital system and ensures that returns are completed correctly just as long as the individual income and expenditure transactions have been entered correctly.

We confirm that the internal control objective has been met.

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C - Has this smaller authority assessed significant risks to achieving its objectives and reviewed the adequacy of arrangements to manage these?

The greatest risk facing a local authority is not being able to deliver the activity or services expected of the council. The council is likely to be managing many of those risks when it reviews its insurance and its systems. The minutes are an essential record of such reviews. Budget setting and insurance review are annual activities; the review of systems may be less frequent. It is suggested that systems should be reviewed in some detail, unless triggered by external or internal audit reports, or change in risk, at least every four years or on the change of Clerk/RFO.

Section Conclusion

Register of assessed risks

We have reviewed the comprehensive risk matrices and observed that they have been signed by the chair of the parish council and are reviewed regularly at council meetings.

Insurance cover

We have obtained and reviewed the insurance cover and compared it with the fixed asset register. Prima facie, the insurance cover is adequate for the councils requirements.

Review of play areas, sports pitches and open spaces

From review of the risk matrix, we can see that the various areas are reviewed every six months. If the review of equipment and other facilities is carried out by the councils officers then they should have received appropriate training to do so or the review should be performed by appropriately qualified external inspectors.

No issues have been identified and we confirm that the internal control objective has been met.

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D - Has the precept or rates requirement resulted from an adequate budgetary process; progress against the budget was regularly monitored; and reserves were appropriate?

It is important that the budget has been properly prepared by the council and adopted in setting the precept. The regular reporting of expenditure, and variances from budget, is an important part of the proper control of public money. Part of budgetary control is to ensure adequate but not excessive reserves or balances. Progress against budgets should be regularly monitored. It is particularly helpful when determining the likely precept that will be required for the following year.

Section Conclusion

Budget 2023/24

We have examined the 2023/24 budget in detail and have observed that the budget process includes a review of the prior year costs with adjustments being made and one-off projects being incorporated into the figures appropriately. We have reviewed the minutes for approval of the budget and annual precept.

We have noted that box 7 (balance of funds) of the Accounting statement continues to grow and is now significantly higher than box 2 (precept income). We understand that there are a number of investment projects under way which justify the high level reserves including the Recreation Hall replacement project.

We have reviewed the minutes of the full council meeting to confirm that the full council and not a sub-committee has approved the annual budget and precept.

Budget 2022/23

We have reviewed the 2022/23 budget variance report and obtained explanations for the significant variances during the year. No issues have been identified.

2022/23 Precept

We have checked that the precept received in 2022/23 of £143,000 correctly matches the 2022/23 budget. No issues have been identified.

No issues have been identified and we confirm that the internal control objective has been met.

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E - Has expected income been fully received, based on correct prices, properly recorded and promptly banked; and VAT was appropriately accounted for?

It is important that precept and grant income is properly and promptly received. In value this is usually the largest item of income.

Where the council has let property, then the council should have established a system to ensure regular income collection; a diary of expected dates of income etc.

Section Conclusion

Debtors

We have reviewed the aged debtors report which shows one older debt that is proving difficult to recover. The outstanding debt relates to invoices being issued as far back as 16 May 2022. We understand there is a payment plan in place to ensure the debt can be recovered in its entirety. Whilst £360 has been received of the original debt of £870, at the time of writing this report the debt has not reduced since 28 February 2023.

Allotments

We have reviewed the terms and conditions for the allotments along with the register of allotments. We tested a sample of allotment income and can confirm that allotment income has been received at the correct rate and in a timely manner. Currently there are no debtors.

Burials

We tested a sample of burial plot purchases and can confirm that the income has been received at the correct rate and in a timely manner. As at 31 March 2023 there were a few debtors. All outstanding debts were new debts and therefore there are no issues.

Hall Hire

We tested a sample of hall hire income and can confirm that the income has been invoiced at the correct rate. One customer has a significant outstanding balance. There is a payment plan in place to recover the debt.

Tennis club income

Included in debtors is a balance of £878.62. The invoice was raised in January 2023 and covers the period November 2021 to October 2022. There is a considerable amount of time between the end of the period covered and the date of the invoice. This may be due to the time it takes to collect the information required to calculate the amount due.

The Tennis club rent is reviewed annually. The rent charged is based on a percentage of the various costs incurred, such as insurance costs, repair costs, water and electric costs etc. over the prior 12 months.

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Currently, VAT is charged based on the individual costs incurred for example the electricity element has VAT at 5% added whilst water, insurance and business rates have no VAT and repairs are charged with 20% added.

However, the lease clearly states that rent is being charged and not the cost of the individual services provided. The cost of the individual services is simply used to calculate the rent charge. As the building has an 'option to tax' declaration on it then VAT should be charged at 20% unless there is an exemption available.

As VAT can be extremely complicated with regard to sports clubs, community buildings and land, I would recommend obtaining advice from a VAT specialist to ensure the correct treatment for VAT is being applied to the rent being charged to the tennis club.

We cannot confirm that the control objective has been met due to the outstanding debt and the incorrect treatment of VAT on the tennis club rent charge.

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F - Are petty cash payments properly supported by receipts, all petty cash expenditure is approved and VAT appropriately accounted for?

It is important that a petty cash float is maintained rather than simply reimbursing the clerk for small cost expenditure. The petty cash float should be regularly reimbursed and evidence that on occasions an independent person has physically counted the cash balance and checked to be in agreement with the up-to-date record. The council should have a system for the regular approval of petty cash expenditure.

Section Conclusion

A petty cash float is no longer maintained. Expense claims are submitted by an expense form and approved and paid using the same process as that for expense invoices.

We are able to confirm that the internal control objective has been met during the year.

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G - Are salaries to employees and allowances to members paid in accordance with this smaller authority's approvals, and PAYE and NI requirements properly applied?

Historically, one of the greatest areas of risk for local councils has been the improper payment of wages and salaries, together with the lack of proper deduction of income tax and national insurance contributions and now compliance with auto-enrolment regulations. There are some simple tests to establish whether a person is employed by a local authority or can be regarded as a contractor. The clerk is always regarded as an employee – as an 'office holder'.

As an employer, the council must operate PAYE/NIC. If correct deduction for tax or national insurance is not made by the employer, HM Revenue and Customs has the right to seek the lost tax and contributions from the employer as if the payments made were after deduction of the appropriate amounts (i.e. the amount sought is 'grossed up'). There may also be a liability for interest and penalties that can increase the sum significantly.

Recent changes in employment law have introduced auto-enrolment for pensions and as such anyone earning more than £10,000 annually and aged between 22 and retirement age must be enrolled into a pension scheme.

Section Conclusion

Payroll is calculated using HMRC's Basic PAYE Tools which calculates the PAYE and NI deductions and payment to HMRC

A pension scheme is in operation with NEST and pension contributions are being paid monthly by direct debit. Salary is entered onto the NEST portal which calculates the appropriate salary deduction and employer contribution.

The Employees contribution is then entered in the Basic PAYE Tools software to calculate net wages due and to produce the payslips.

We tested two months at random from the year and determined that the correct amounts have been paid to HMRC. NEST and the employee. Payroll has been correctly accounted for with monthly payroll journals being entered on Xero and the balance sheet checked regularly to ensure that wages and PAYE/NI have been paid correctly.

We also checked the tax codes being used and that the employer's allowance has not been claimed as this is not available to councils. No issues have been identified.

On Xero, staff costs include Salary, Pension and benefits which includes reimbursement of mileage costs. We agree with the RFO that mileage should not be included in box 4 of the accounting statements and that box 4 specifically relates to:

- Gross Salary;

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- Employers pension contributions; and
- Employers national insurance contributions.

We can confirm that the internal control objective has been met.

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H - Are asset and investments registers complete and accurate and properly maintained?

The Council is required to maintain an asset and investment register. In the smallest councils, this may only be a note produced for members and local electors. Internal audit will be interested in seeing that there is evidence that the continuing existence of owned and managed assets is checked on a regular basis.

Section Conclusion

The asset register has continued to be maintained throughout the year. We reconciled the additions identified in the Xero accounting system to the additions on the asset register. We also checked that opening balances had been included correctly. No issues have been identified.

The council has not acquired or made any loans in the year.

We can confirm that the internal control objective has been met.

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I - Are periodic and year-end bank account reconciliations properly carried out?

In most councils, the bulk of the financial records will be concerned with a current account and a form of deposit account at a bank or building society. A regular feature of the financial system will be the reconciliation of the balances shown on the statements with those calculated in the council's financial records. It is strongly recommended that on receipt of a bank statement, there should be a reconciliation of the appropriate cash book record.

The basic cash book record must not be written up from the bank statements. That approach does not provide any form of control. The cash book record is written up from the council's records: cheque counterfoils and the paying-in books, together with the known direct payments and credits. It is the cash book record that is checked regularly against the bank statements to provide control.

As part of internal control, a member may be appointed to review the bank reconciliation in detail and to evidence that review by signing the reconciliation form and the bank statements.

Section Conclusion

Bank reconciliations are being reviewed monthly for the current account and every three months for the savings account, including the year end reconciliations.

We confirm that the internal control objective has been met.

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J - Have accounting statements prepared during the year, prepared on the correct accounting basis (receipts and payments or income and expenditure), agreed to the cash book, supported by an adequate audit trail from underlying records and where appropriate debtors and creditors were properly recorded?

For councils with turnover of less than £200,000 the annual return can be prepared on a receipts and payments basis, or, if the council so wishes, it may be prepared on an income and expenditure basis.

The receipts and payments basis requires councils only to consider their actual bank and cash transactions. The entries for the annual return will usually be taken straight from the summary totals in the cash book.

Section Conclusion

The parish council has less than £200,000 income per year and is therefore entitled to prepare the Accounting Statements on a receipts and payments basis.

We have agreed the totals included in the Accounting Statements to those of the profit and loss report from Xero and the comparative numbers to those submitted in the 2022/23 return. Subject to the further statements below.

The audit trail is very clear and well organised and it is easy to follow income included in the Accounting Statements to the cashbook, the bank, the invoice and lastly to order documentation. Likewise expenses are easily traced through to the cashbook and to their supporting invoices.

We agree with the RFO that the rules for a receipts and payments basis require input VAT to be added to the expenses (Box 6) and output VAT to be added to income (Box 3). In previous years the approach has been to include the net repayment from HMRC as income. The approach has been changed this year and therefore for consistency, the comparative numbers have also been restated.

We can confirm that the internal control objective has been met.

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L & N - The authority publishes information on a free to access website / web page, up to date at the time of the internal audit in accordance with the relevant legislation

Under the Accounts and Audit Regulations 2015, authorities must publish the following information on the authority website/webpage:

- Before 1 July 2023 authorities must publish:
 - Notice of the period for the exercise of public rights and a declaration that the accounting statements are as yet unaudited;
 - Section 1 - Annual Governance Statement 2022/23, approved and signed, page 4
 - Section 2 - Accounting Statements 2022/23, approved and signed, page 5.

- Not later than 30 September 2023 authorities must publish:
 - Notice of conclusion of audit
 - Section 3 - External Auditor Report and Certificate
 - Sections 1 and 2 of AGAR including any amendments as a result of the limited assurance review.
 - It is recommended as best practice, to avoid any potential confusion by local electors and interested parties, that you also publish the Annual Internal Audit Report, page 3.

Section Conclusion

We have searched the Chiseldon website for the 2022 AGAR pages 4 and 5 along with the notice of conclusion of the audit and the external audit report and certificate.

We managed to find the AGAR and the notice of conclusion by using the search function.

We found the external audit report with help from the Clerk. Maybe it would make sense that all the documents required to be published on the website are included on the annual reports page to make them easier to find as this was the first place we looked to find the documents.

We can confirm that the internal control objective has been met.

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M - The authority, during the previous year, correctly provided for the period for the exercise of public rights as required by the Accounts and Audit Regulations.

Any rights of objection, inspection and questioning of the local auditor conferred, may only be exercised within a single period of 30 working days.

The period starts with the day on which the statement of accounts and the signed declaration that the accounts are currently unaudited are published on the website.

Section Conclusion

We reviewed the website to ensure that the appropriate notices had been posted to the website.

We can confirm that the internal control objective has been met.

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Internal audit procedures

Internal audit is an on-going function reporting to the council at least once a year. It is, however, a function that should not only be carried out once each financial year; nor should it be carried out only at the completion of each financial year-end. It is good practice for internal audit to be undertaken regularly throughout the financial year to test the continuing existence and adequacy of internal controls.

Further guidance relating to the appointment of an internal auditor, the scope and requirements of an internal audit can be found in Governance and Accountability for Local Councils: A Practitioners Guide (England) that can be found on the internet.

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Appendix A – Notes to accompany the annual internal audit report

Section E

Outstanding debt

An outstanding debtor of £510 which relates to amounts invoiced over the last 11 months of the financial year. There is a payment plan in place to recover the debt. Whilst £360 has been received of the original debt of £870, at the time of writing this report the debt has not reduced since 28 February 2023.

Tennis club income

The Tennis club rent is reviewed annually. The rent charged is based on a percentage of the various costs incurred, such as insurance costs, repair costs, water and electric costs etc. over the prior 12 months.

Currently, VAT is charged based on the individual costs incurred for example the electricity element has VAT at 5% added whilst water, insurance and business rates have no VAT and repairs are charged with 20% added.

However, the lease clearly states that rent is being charged and not the cost of the individual services provided. The cost of the individual services is simply used to calculate the rent charge. As the building has an 'option to tax' declaration on it then VAT should be charged at 20% unless there is an exemption available.

The RFO will seek VAT advice to determine the correct treatment of VAT for the tennis club lease.

Section F

No work has been carried out during the internal audit on petty cash payments as the parish council no longer receives or pays for expenses with cash and therefore does not maintain a petty cash float.

This is not expected to change in the future and therefore no work is planned in this area in the coming 12 months.