

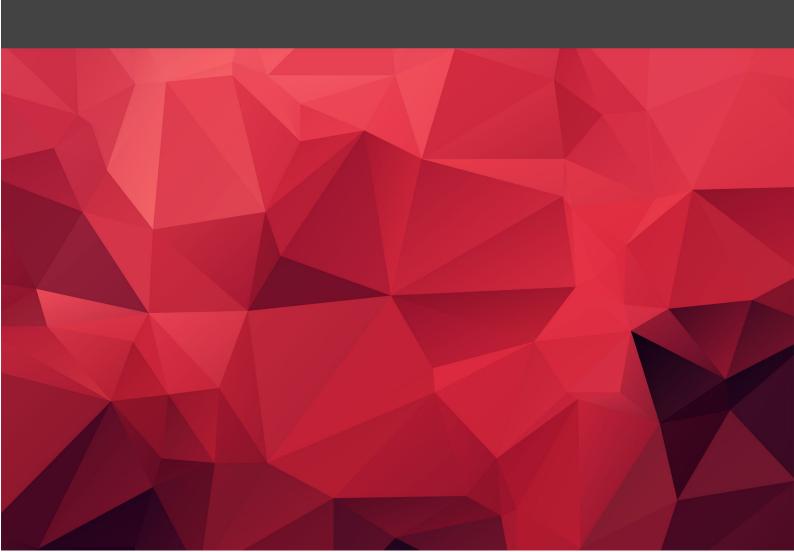
Archwilydd Cyffredinol Cymru Auditor General for Wales

2019 Audit Plan - Cardiff Council

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This document has been prepared as part of work performed in accordance with statutory functions.

Further information on this is provided in Appendix 1.

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2019 Audit Plan

Summary

- As your external auditor, my objective is to carry out an audit which discharges my statutory duties as Auditor General and fulfils my obligations under the Public Audit (Wales) Act 2004, the Local Government (Wales) Measure 2009 (the Measure), Wellbeing of Future Generations (Wales) Act 2015, the Local Government Act 1999, and the Code of Audit Practice, namely to:
 - examine and certify whether your financial statements are 'true and fair';
 - assess whether you have made proper arrangements for securing economy, efficiency and effectiveness in the use of resources;
 - audit and assess whether you have discharged the duties and met requirements of the Measure; and
 - undertake studies to enable me to make recommendations for improving economy, efficiency and effectiveness or for improving financial or other management arrangements.
- The purpose of this plan is to set out my proposed work, when it will be undertaken, how much it will cost and who will undertake it.
- 3 There have been no limitations imposed on me in planning the scope of this audit.
- 4 My responsibilities, along with those of management and those charged with governance, are set out in Appendix 1.

Audit of accounts

- It is my responsibility to issue a certificate and report on the financial statements which includes an opinion on their 'truth and fairness'. This provides assurance that the accounts:
 - are free from material misstatement, whether caused by fraud or error;
 - comply with statutory and other applicable requirements; and
 - comply with all relevant requirements for accounting presentation and disclosure.
- I also consider whether or not Cardiff Council has made proper arrangements for securing economy, efficiency and effectiveness in its use of resources and report by exception if the Annual Governance Statement does not comply with requirements.
- 7 Appendix 1 sets out my responsibilities in full.
- The audit work I undertake to fulfil my responsibilities responds to my assessment of risks. This understanding allows me to develop an audit approach which focuses on addressing specific risks whilst providing assurance for the financial statements as a whole. My audit approach consists of three phases as set out in Exhibit 1.

Exhibit 1: my audit approach

Planning: **Execution:** Concluding and Enquiry, Testing of reporting: observation and controls, inspection to Evaluation of transactions, understand the evidence obtained balances and entity and its to conclude and disclosures in internal controls in report response to those order to identify appropriately risks and assess risks

The risks of material misstatement which I consider to be significant and which therefore require special audit consideration, are set out in Exhibit 2 along with the work I intend to undertake to address them. Also, included are other key areas of audit attention my team will be focusing on.

Exhibit 2: financial audit risks

Financial audit risk	Proposed audit response
Signific	ant risks
The risk of management override of controls is present in all entities. Due to the unpredictable way in which such override could occur, it is viewed as a significant risk [ISA 240.31-33].	My audit team will: test the appropriateness of journal entries and other adjustments made in preparing the financial statements; review accounting estimates for biases (including provisions, bad debt provisions, accruals and asset impairments); and evaluate the rationale for any significant transactions outside the normal course of business.

Financial audit risk

Under ISA (UK) 240 there is a rebuttable presumed risk that revenue may be misstated due to the improper recognition of revenue. This presumption can be rebutted if the auditor concludes that there is no risk of material misstatement due to fraud relating to revenue recognition.

Proposed audit response

Having considered the risk factors set out in ISA240 and the nature of the revenue streams at the Council, we have determined that the risk of fraud arising from revenue recognition can be rebutted, because:

- there is little incentive to manipulate revenue recognition;
- opportunities to manipulate revenue recognition are limited; and
- the culture and ethical frameworks of local authorities, including Cardiff Council, mean that all forms of fraud are seen as unacceptable.

Therefore, we do not consider this to be a significant risk for the Council and, as such, we will not be undertaking any specific work in this area other than our normal audit procedures which includes validating total revenues to council tax, non-domestic rates and central government grants income etc.

Other areas of audit attention

New accounting standards

IFRS 9 financial instruments applies from 1 April 2018 and brings in a new principles-based approach for the classification and measurement of financial assets. It also introduces a new impairment methodology for financial assets based on expected losses rather than incurred losses. This will result in earlier recognition of expected credit losses and will impact on how the bad debt provision is calculated.

My audit team will assess the likely impacts of the new IFRSs and as part of our opinion on your financial statements, we will consider whether your financial statements reflect the financial reporting changes in the 2018-19 CIPFA Code.

Financial audit risk	Proposed audit response
Other areas of	audit attention
IFRS 15 revenue from contracts with customers introduces a principles-based five-step model for recognising revenue arising from contracts with customers. It is based on a core principle requiring revenue recognition to depict the transfer of promised goods or services to the customer in an amount that reflects the consideration a body expects to be entitled to, in exchange for those goods or services. It will also require more extensive disclosures than are currently required.	
The wider economic and political uncertainty Local Government funding continues to be stretched with increasing cost pressures and demand from residents. The Council's 2018-19 budget identified that it needed to make savings totalling approximately £14.3 million. The month 9 2018-19 budget report indicates that the Council is on course to achieve a balanced year-end out-turn position despite experiencing some significant overspends in some Directorates and there being an anticipated shortfall of £3.7 million against the £14.3 million savings target. The Council's 2019-20 budget proposals identified a funding gap of approximately £32.4 million which requires Directorate savings totalling £19.2 million. At a national level, the government continues its negotiation with the EU over Brexit, and future arrangements remain uncertain at this time. The Authority will need to ensure that it is prepared for all outcomes, including in terms of any impact on contracts, on service delivery and on its support for local people and	 My audit team will: consider your arrangements for managing and reporting your financial resources as part of our work in reaching our Value for Money conclusion; consider whether your financial position leads to material uncertainty about the going concern of the Council and will review related disclosures in the financial statements; and continue to meet with senior managers and consider the Authority's financial position and delivery of the £19.2 million savings programme.

Financial audit risk

Proposed audit response

Valuation of Property, Plant and Equipment

A significant proportion of the Council's property assets will be subject to revaluation as at 31st March 2019. These assets include the Council Housing stock, and Operational Land and Buildings (excluding Schools).

In addition, assets classified as Investment Properties, Surplus Assets and Assets held for sale are carried in the Council's balance sheet at fair value, requiring consideration of what this fair value is at 31st March 2019. My audit team will:

- review management's processes and assumptions for the calculation of the estimate, including review of the work performed by management experts;
- review the competence, expertise and objectivity of any management experts;
- undertake testing to ensure information on revaluations is correctly input to the Council's Fixed Asset Register; and
- evaluate management's processes to ensure the carrying value of assets not revalued during the year is not materially different from current value at the balance sheet date.

Contingent Liabilities

As reported in the Council's 2017-18 financial statements, the Council is in ongoing discussions with HMRC with a view to resolving a purportedly underdeclared landfill tax assessment from 1 April 2015. This is a specialised and technical area.

The financial impact of any potential liability has not been established yet, but a risk remains that the Council will be subject to additional liabilities.

We will continue to meet with senior managers and consider the extent to which the Council and HMRC have progressed this matter during the year. We will also ensure that any known or potential liabilities, as at 31 March 2019, are appropriately accounted for and disclosed within the Council's financial statements.

- I do not seek to obtain absolute assurance on the truth and fairness of the financial statements and related notes but adopt a concept of materiality. My aim is to identify material misstatements, that is, those that might result in a reader of the accounts being misled. The levels at which I judge such misstatements to be material will be reported to the Audit Committee prior to completion of the audit.
- 11 For reporting purposes, I will generally treat any misstatements below a 'trivial' level (the lower of 5% of materiality or £100,000) as not requiring consideration by those charged with governance and therefore I will not report them.
- 12 My fees and planned timescales for completion of the audit are based on the following assumptions:
 - the financial statements are provided in accordance with the agreed timescales, to the quality expected and have been subject to a robust quality assurance review;

- information provided to support the financial statements is in accordance with the agreed audit deliverables document¹;
- appropriate accommodation and facilities are provided to enable my audit team to deliver the audit in an efficient manner;
- all appropriate officials will be available during the audit;
- you have all the necessary controls and checks in place to enable the Responsible Financial Officer to provide all the assurances that I require in the Letter of Representation addressed to me; and
- Internal Audit's planned programme of work is complete and management has responded to issues that may have affected the financial statements.
- In addition to my responsibilities in respect of the audit of Cardiff Council's statutory financial statements set out above, I am also required to certify a return to the Welsh Government which provides information about Cardiff Council to support preparation of Whole of Government Accounts.

Statutory audit functions

- In addition to the audit of the accounts, I have statutory responsibilities to receive questions and objections to the accounts from local electors. These responsibilities are set out in the Public Audit (Wales) Act 2004:
 - Section 30 Inspection of documents and questions at audit; and
 - Section 31 Right to make objections at audit.
- Audit fees will be chargeable for work undertaken in dealing with electors' questions and objections. Because audit work will depend upon the number and nature of any questions and objections, it is not possible to estimate an audit fee for this work.
- 16 If I do receive questions or objections, I will discuss potential audit fees at the time.

Other financial audit work

- 17 I am also responsible for the audit of:
 - Cardiff Harbour Authority
 - Cardiff Port Health Authority
 - Glamorgan Archives Joint Committee
 - Prosiect Gwyrdd Joint Committee
- 18 My audit fee for this work is set out in Exhibit 4.
- In addition to my responsibilities in respect of the audit of the statutory financial statements set out above, I am also responsible for the audit of the Cardiff and Vale of Glamorgan Pension Fund accounts and the audit of the Cardiff Capital Region

¹ The agreed audit deliverables document sets out the expected working paper requirements to support the financial statements and include timescales and responsibilities.

City Deal Joint Committee accounts, both administered by Cardiff Council. Separate audit plans have been prepared for these audits.

Performance audit

- I need to balance my existing, new and proposed statutory duties with the need to continue to undertake meaningful, risk-based and proportionate audits and assessments. In discharging my responsibilities, I will continue to seek to strike the most appropriate balance and add value by:
 - providing assurance on the governance and stewardship of public money and assets:
 - offering insight on the extent to which resources are used wisely in meeting people's needs; and
 - identifying and promoting ways by which the provision of public services may be improved.
- As it is likely that the anticipated Local Government Wales Bill will propose that the Local Government (Wales) Measure 2009 no longer applies to councils, I will continue to minimise work that focuses on the process of improvement planning.
- In my audit plan for 2018 I explained that in previous years I had placed reliance on my work under the Measure to help discharge my duty under the Public Audit (Wales) Act 2004 to satisfy myself that councils have made proper arrangements to secure economy, efficiency and effectiveness (value for money) in the use of resources. Given that in the future it is likely that I will be unable to rely on my work under the Measure, in 2019-20, and subsequent years, the focus of my local performance audit programmes will continue to be more clearly aligned to discharging my Public Audit (Wales) Act 2004 duty.
- In 2018-19 I undertook an examination of the extent to which you are acting in accordance with the sustainable development principle in taking steps to meet your well-being objectives. During 2019-20 I will undertake a further examination to assess the extent to which you are applying the sustainable development principle when taking steps towards meeting your well-being objectives. This will be the final piece of work I will undertake to discharge my duties under the Wellbeing of Future Generations Act at the Council prior to laying my first cyclical report with the National Assembly in 2020. During 2019-20 I will also be considering how to discharge my duties under the Act over the period 2020 to 2024 and I will seek to engage with local authorities as well as other stakeholders in developing my approach.
- The Wales Audit Office also undertakes a programme of local government studies. This work is included within the Wales Audit Office estimates for funding from the Welsh Consolidated Fund and not local fees. These studies primarily lead to a national report augmented by good practice and shared learning outputs rather than by local reports. Local findings, where relevant, will be captured in improvement assessment work and reported in annual improvement reports depending on the timing and the focus of conclusions.

Taking all these factors into consideration, my 2019-20 programme of work will comprise:

Exhibit 3: performance audit programme

Performance audit programme	Brief description
Improvement audit and assessment work including improvement planning and reporting audit	Audit of discharge of duty to publish an improvement plan, and to publish an assessment of performance.
Well-being of Future Generations Act (Wales) 2015 (WFG Act) examinations	Examination of the extent to which the Council has acted in accordance with the sustainable development principle when taking steps to meet its wellbeing objectives.
Assurance and Risk Assessment	Project to identify the level of audit assurance and/or where further audit work may be required in future years in relation to risks to the Council putting in place proper arrangements to secure value for money in the use of resources.
Financial Sustainability	A project common to all local councils that will assess financial sustainability in light of current and anticipated future challenges.
Waste management/recycling	Project to look at the pressures in this area and understand the Council's plans to improve performance.
Social services budget and cost pressures	A project to look at social services budgetary and costs pressures.
2019-20 Local Government Studies	(Funded by the Welsh Consolidated Fund) The Auditor General has recently completed his consultation on his forward work programme and new local government studies to commence in 2019-20 will be confirmed shortly.

The performance audit projects included in last year's Audit Plan, which are either still underway or which have been substituted for alternative projects in agreement with you, are set out in Appendix 2.

Certification of grant claims and returns

- I have been requested to undertake certification work on the Council's grant claims and returns.
- As was the case last year, the Welsh Government will not require me to provide any report of factual findings related to any activity levels or outcomes.
- 29 My audit fee for this work is set out in Exhibit 4.

Fee, audit team and timetable

Fee

- Your estimated fee for 2019 is set out in Exhibit 4. There have been some small changes to my fees rates for 2019 however my audit teams will continue to drive efficiency in their audits to ensure any resulting increases will not be passed to you. This represents a 0.81% decrease compared to the proposed fee included in your 2018 plan.
- We only charge the costs actually incurred in completing our audit work. Therefore, as in previous years, if the actual costs incurred in completing the audit work is less than the proposed fee, the Authority is only charged the lower amount.

Exhibit 4: audit fee

Audit area	Proposed fee (£) ²	Proposed fee last year (£)
Audit of accounts ³	273,664	273,664
Performance audit work ⁴	108,647	108,801
Grant certification work ⁵	65,000	65,000
Other Financial Audit Work		
Cardiff Harbour Authority	13,650	17,332
Cardiff Port Health Authority	2,100	2,100
Glamorgan Archives Joint Committee	2,100	2,100
Prosiect Gwyrdd Joint Committee	2,100	2,100
Total fee	467,261	471,097

² Notes: The fees shown in this document are exclusive of VAT, which is not charged to you

³ Payable November 2018 to October 2019.

⁴ Payable April 2019 to March 2020.

⁵ Payable as work is undertaken

- Planning will be ongoing, and changes to my programme of audit work and therefore my fee, may be required if any key new risks emerge. I shall make no changes without first discussing them with Cardiff Council.
- Further information on my fee scales and fee setting can be found on our website.

Audit team

The main members of my team, together with their contact details, are summarised in Exhibit 5.

Exhibit 5: my audit team

Name	Role	Contact number	E-mail address
Ann-Marie Harkin	Engagement / Financial Audit Director	02920 320562	Ann-Marie.Harkin@audit.wales
Huw Rees	Engagement Lead - Performance Audit	02920 320599	huw.rees@audit.wales
Phil Pugh	Financial Audit Manager	02922 677837	Phil.Pugh@audit.wales
Jon Martin	Financial Audit Team Leader	02920 320692	Jon.Martin@audit.wales
Sara-Jane Byrne	Performance Audit Manager	07786 111385	sara-jane.byrne@audit.wales
Samantha Clements	Performance Audit Lead	07837 825175	Samantha.clements@audit.wales

There is one potential conflict of interest that I wish to bring to your attention. The Financial Audit Manager is a former colleague and friend of the Council's Programme Manager within the Resources Directorate. I can confirm that, with the exception of the above, all other members of my team are independent of the Council and your officers. I can also confirm that I have introduced appropriate arrangements to ensure that my officer referred to above does not undertake any audit work in respect of the area of the Council's operations where potential conflicts of interest could be perceived to exist.

Staff secondment

A trainee accountant employed by the Wales Audit Office has been seconded to the Council for the period 3 January to 30 June 2019. This secondment is part of an initiative funded by the Welsh Consolidated Fund designed to allow trainee accountants to broaden their skills and to gain experience of working across different parts of the Welsh public sector.

- 37 In order to safeguard against any potential threats to auditor independence and objectivity, the Wales Audit Office and the Council audited body have agreed the following safeguards:
 - secondees will not perform duties prohibited by the FRC's Revised Ethical Standard 2016 and will not be able to exercise discretionary authority to commit the Council to a particular position or accounting treatment;
 - the secondee will undertake tasks at a relatively junior level, will be properly supervised and will not undertake a management role or be involved in the decision taking of the Council; and
 - the secondment will be for a short period of time within the meaning of the FRC's Revised Ethical Standard 2016.

Timetable

I will provide reports, or other outputs as agreed, to Cardiff Council covering the areas of work identified in this document. My key milestones are set out in Exhibit 6.

Exhibit 6: timetable

Planned output	Work undertaken	Report finalised
2019 Audit Plan	December 2018 to February 2019	March 2019
Financial accounts work:		
Audit of Financial Statements Report	February to August	August 2019
Opinion on Financial Statements	2019	August 2019
Financial Accounts Memorandum		October 2019
Performance work:		
Improvement Plan Audit	April 2019	April 2019
Assessment of Performance Audit	November 2019	November 2019
Assurance and Risk Assessment	October 2019 to December 2019	January 2020
WFG Act Examinations	April 2019 to September 2019	November 2019
Financial Sustainability	April 2019 to September 2019	November 2019
Waste management/recycling	October 2019 to February 2020	March 2020
 Social services budgetary and cost pressures 	September 2019 to February 2020	March 2020

Planned output	Work undertaken	Report finalised
Annual Improvement Report	April 2019 – May 2020	July 2020
Annual Audit Letter	May to November 2019	November 2019

^{*} Subject to timely clearance of draft findings with Cardiff Council.

Future developments to my audit work

Details of other future developments including forthcoming changes to key International Financial Reporting Standards, the Wales Audit Office's Good Practice Exchange (GPX) seminars and my planned work on the readiness of the Welsh public sector for Brexit, are set out in Appendix 3.

Appendix 1

Respective responsibilities

Audit of accounts

As amended by the Public Audit (Wales) Act 2013, the Public Audit (Wales) Act 2004 sets out my powers and duties to undertake your financial audit. It is my responsibility to issue a certificate and report on the financial statements which includes an opinion on:

- their 'truth and fairness', providing assurance that they:
 - are free from material misstatement, whether caused by fraud or error;
 - comply with the statutory and other applicable requirements; and
 - comply with all relevant requirements for accounting presentation and disclosure.
- the consistency of information in the Annual Report with the financial statements.

I must also state by exception if the Annual Governance Statement does not comply with requirements, if proper accounting records have not been kept, if disclosures required for remuneration and other transactions have not been made or if I have not received all the information and explanations I require.

The Public Audit (Wales) Act 2004 requires me to assess whether the Council has made proper arrangements for securing economy, efficiency and effectiveness in the use of resources. To achieve this, I consider:

- the results of the audit work undertaken on the financial statements;
- the Council's system of internal control, as reported in the Annual Governance Statement and my report thereon;
- the results of other work carried out including work carried out under the Local Government (Wales) Measure 2009 (the Measure), certification of claims and returns, and data-matching exercises;
- the results of the work of other external review bodies where relevant to my responsibilities; and
- any other work that addresses matters not covered by the above, and which I
 consider necessary to discharge my responsibilities.

The Public Audit (Wales) Act 2004 sets out the rights of the public and electors to inspect Cardiff Council's financial statements and related documents, to ask me, as the Appointed Auditor questions about the accounts and, where appropriate, to challenge items in the accounts. I must also consider whether in the public interest, I should make a report on any matter which comes to my notice in the course of the audit.

My audit work does not relieve management and those charged with governance of their responsibilities which include:

• the preparation of the financial statements and Annual Report in accordance with applicable accounting standards and guidance;

- the keeping of proper accounting records;
- ensuring the regularity of financial transactions; and
- securing value for money in the use of resources.

Management agrees to provide me with:

- access to all information of which management is aware that is relevant to the preparation of the financial statements such as records, documentation and other matters;
- additional information that I may request from management for the purpose of the audit; and
- unrestricted access to persons within the Council from whom I determine it necessary to obtain audit evidence.

Management will need to provide me with written representations to confirm:

- that it has fulfilled its responsibilities for the preparation of the financial statements;
- that all transactions have been recorded and are reflected in the financial statements;
- the completeness of the information provided to me for the purposes of the audit;
 and
- to support other audit evidence relevant to the financial statements or specific assertions in the financial statements if I deem it necessary or if required by ISAs.

Performance audit

The Public Audit (Wales) Act 2004 requires me, by examination of the accounts or otherwise, to satisfy myself that the body has made proper arrangements for:

- securing economy, efficiency and effectiveness in its use of resources; and
- that the body, if required to publish information in pursuance of a direction under section 47 (performance information) has made such arrangements for collecting and recording the information and for publishing it as are required for the performance of its duties under that section.

The Measure places a general duty on improvement authorities to 'make arrangements to secure continuous improvement in the exercise of their functions'. It also places specific requirements on authorities to set improvement objectives, and to publish annual improvement plans and assessments of performance. Improvement authorities are defined as county and county borough councils, national park authorities, and fire and rescue authorities.

The Measure also requires me to carry out an improvement assessment for each improvement authority every year, to determine whether the authority is likely to comply with its general duty and requirements of the Measure. I must also carry out an audit of whether the authority has discharged its improvement planning and reporting duties.

The Auditor General may also in some circumstances carry out special inspections (under section 21), in respect of which he will provide a report to the relevant authorities

and Ministers, and which he may publish (under section 22). The Auditor General will summarise audit and assessment reports in his published Annual Improvement Report (under section 24). This will also summarise any reports of special inspections.

Section 15 of the Well-being of Future Generations Act (Wales) 2015 requires me to carry out examinations of public bodies for the purposes of assessing the extent to which it has acted in accordance with the sustainable development principle when:

- (a) setting well-being objectives; and
- (b) taking steps to meet those objectives.

I must carry out such an examination of each public body at least once during a five-year period. Before the end of the period I must report on the results of those examinations to the National Assembly.

Appendix 2

Performance work in last year's audit outline still in progress

Exhibit 7: performance work in last year's audit outline still in progress

Performance audit project	Status	Comment
Review of Capital Ambition Delivery Programme	On target. Fieldwork complete	Draft report March 2019
Well-being of Future Generations Act (Wales) 2015 examinations	On target. Fieldwork complete	Draft report April 2019
Leisure Services	On target. Fieldwork to take place April/May 2019	Draft report June 2019
Corporate Safeguarding Arrangements	Planning. Fieldwork to take place April 2019	Draft report June 2019
Environmental Health	Planning	Draft report September 2019
Annual Improvement Report	On target	Draft report July 2019

Appendix 3

Other future developments

A. Forthcoming key IFRS changes

Exhibit 8: changes to IFRS standards

Standard	Effective date	Further details
IFRS 16 leases	Expected in 2020-21	IFRS 16 will replace the current leases standard IAS 17. The key change is that it largely removes the distinction between operating and finance leases for lessees by introducing a single lessee accounting model that requires a lessee to recognise assets and liabilities for all leases with a term of more than 12 months, unless the underlying asset is of low value. It will lead to all leases being recognised on balance sheet as an asset based on a right of use principle with a corresponding liability for future rentals. This is a significant change in lessee accounting.

B. Good Practice Exchange

The Wales Audit Office's GPX helps public services improve by sharing knowledge and practices that work. Events are held where knowledge can be exchanged face to face and resources shared online. The main areas of work are regarding financial management, public-sector staff and governance.

C. Brexit: preparations for the United Kingdom's departure from membership of the European Union

In accordance with Article 50 of the Treaty of Rome, on 29 March 2019 the United Kingdom will cease to be a member of the European Union. Negotiations are continuing, and it currently remains unclear whether agreement will be reached on a transition period to 31 December 2020, or whether a 'no deal' immediate exit will take place next March.

The Auditor General has commenced a programme of work looking at the arrangements that the devolved public sector in Wales, including all NHS bodies, is putting in place to prepare for, and respond to, Britain's exit from the European Union. This will take the form of a high-level overview to establish what is being put in place across the Welsh public sector, and what the key issues are from the perspectives of different parts of the Welsh public service.

The Auditor General intends to carry out this initial work in two tranches. In autumn 2018, he issued a call for evidence to compile a baseline summary of arrangements being put in place. On 19 February, the Auditor General issued a report on preparations in Wales for a 'no-deal' Brexit. This will be followed up by further audit fieldwork during the rest of 2019.

Wales Audit Office 24 Cathedral Road Cardiff CF11 9LJ

Tel: 029 2032 0500 Fax: 029 2032 0600

Textphone: 029 2032 0660

E-mail: <u>info@audit.wales</u> Website: <u>www.audit.wales</u> Swyddfa Archwilio Cymru 24 Heol y Gadeirlan Caerdydd CF11 9LJ

Ffôn: 029 2032 0500 Ffacs: 029 2032 0600 Ffôn testun: 029 2032 0660

E-bost: post@archwilio.cymru
Gwefan: www.archwilio.cymru