

MEETING OF THE AUDIT AND GOVERNANCE COMMITTEE

WEDNESDAY, 25 SEPTEMBER 2024

ADDITIONAL PAPERS

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Ministry of Housing, Communities & Local Government

Catherine Frances
Director General for Local
Government and Public Services
2 Marsham Street
London
SW1P 4DF

To All Chief Executives, Chief
Financial Officers, Local Authority
Leaders and Local Audit Firm Partners

20 September 2024

Dear Colleagues,

UPDATE ON ACTION TO TACKLE THE LOCAL AUDIT BACKLOG IN ENGLAND

Local authorities and other local bodies provide vital public services to local communities. Effective local audit, in turn, helps ensure transparency and accountability for public money spent on these services and builds public confidence.

Following the Minister of State for Housing, Communities and Local Government's letter of 30 July 2024, I am writing today to provide a further update on the action the Government is taking to tackle the significant local audit backlog in England.

On 30 July, Minister McMahon issued a [written ministerial statement](#) (WMS) in Parliament setting out proposals to tackle the local audit backlog. As that statement set out, the proposals included setting a statutory backstop date of 13 December 2024 to clear the backlog of unaudited accounts up to and including Financial Year 2022/23. This will enable the system to refocus on recent accounts where assurance is most valuable. There will also be five further backstop dates up to and including financial year 2027/28 to allow assurance to be rebuilt over several audit cycles.

The Government has now laid in Parliament two pieces of legislation which would give effect to these proposals: [the Accounts and Audit \(Amendment\) Regulations 2024](#) and, on behalf of the Comptroller & Auditor General of the National Audit Office (NAO), [a draft Code of Audit Practice 2024](#). In parallel, we published a response to feedback on the [audit backlog consultation](#) held earlier this year.

The Accounts and Audit (Amendment) Regulations 2024 are due to come into force on 30 September 2024. This will remove the current requirement to publish audited accounts for financial year (FY) 2023/24 on that date. The deadline for the publication of audited accounts for FY 2023/24 will, instead, be 28 February 2025 to coincide with the second backstop. The Regulations also amend the date by which bodies should publish draft (unaudited) accounts to 30 June for financial years 2024/25 – 2027/28.

The draft Code must be laid in Parliament for a period of 40 calendar days (excluding periods during which both Houses of Parliament are adjourned for more than 4 days). Once both the Code and Regulations are in force, auditors will be required to produce timely audit opinions

(which may result in the issue of a disclaimed or modified opinion), which will in turn mean that local bodies can prepare accountability statements by statutory backstop dates.

As the WMS highlighted, aspects of these proposals are uncomfortable, particularly around issuing modified or disclaimed audit opinions where audits cannot be completed by a backstop date. Given the scale of the backlog, however, and the absence of viable alternatives, the difficult decision was taken to proceed. Without these measures, audits would continue to be delayed, and the system will move even further away from timely assurance. All key local audit organisations support these bold measures, while recognising their exceptional nature. As Minister McMahon set out in his WMS, the Government is clear that local bodies should not be unfairly judged based on disclaimed or modified opinions, caused by the introduction of backstop dates that are largely beyond their control. Auditors are expected to provide clear reasons for the issuing of such opinions to mitigate the potential reputational risk that local bodies may face.

To support auditors in meeting their responsibilities under the Code of Audit Practice, the NAO has issued specific [guidance](#), endorsed by the Financial Reporting Council (FRC) on implementing the reset and recovery of local audit in England. This guidance sets out the public interest considerations that require auditors to act in ways that enable a return to the completion of audits on a timely manner whilst complying with professional standards. As set out in Minister McMahon's WMS, the Government is clear that a proportionate approach to the rebuilding of assurance, once the backlog is cleared, is required by auditors - and all system partners including the FRC, NAO and auditors, are aware that this is the Government's objective. Work is ongoing to further understand the financial impact of these measures and consequent action.

In order to comply with the regulations, and to help auditors deliver opinions, any local body that has not yet done so should publish their unaudited accounts (including financial statements, the annual governance statement and narrative statement) and hold the 30-day public inspection period for all years up to and including FY 2023/24 as soon as possible. The Chartered Institute of Public Finance and Accountancy (CIPFA) will soon publish information to help preparers understand the impact of the backstop dates and how they should approach any unpublished accounts, alongside guidance for audit committees via its Better Governance Forum.

It should not be necessary for the audit of the previous year's accounts to be completed for Section 151 Officers to comply with their responsibilities to certify that the unaudited accounts show a true and fair view, as local bodies should have sufficient internal controls and processes for the Section 151 Officer to obtain this assurance. It is a legislative requirement for bodies to publish unaudited accounts. If bodies feel they are in a position where they will not be able to do this ahead of the backstop, following engagement with their auditor, they should contact the Department or their relevant sponsor department at the earliest opportunity.

As you may be aware, MHCLG will hold a webinar for senior officials on 24 September between 1045 – 1115, with support from key local audit organisations, to discuss ongoing work to address the local audit backlog. This is the first in a series of cross system communication and engagement events which will take place between now and the first backstop date of 13 December. The webinar can be joined via this [link](#), I would strongly encourage you to attend if possible.

Finally, I would like to share my appreciation for all of the hard work that finance teams, key audit partners and others have already delivered in support of these measures. Continued and effective collaboration is vital to ensure the best possible outcomes for the local audit system. As Minister McMahon set out in his WMS, the Government is committed to significant reform to overhaul the local audit system and will continue to review the evidence, including considering

the recommendations of external reviews to date, and update further in the Autumn on longer-term plans.

A handwritten signature in black ink, appearing to read 'C Frances', with a small dot at the end.

Catherine Frances

Director General for Local Government and Public Services

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