

Annual Audit Report 2023 – Welsh Ambulance Services NHS Trust

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Summary report

About this report

- This report summarises the findings from my 2023 audit work at Welsh Ambulance Services NHS Trust (the Trust) undertaken to fulfil my responsibilities under the Public Audit (Wales) Act 2004. That Act requires me to:
 - examine and certify the accounts submitted to me by Trust, and to lay them before the Senedd;
 - satisfy myself that expenditure and income have been applied to the purposes intended and are in accordance with authorities; and
 - satisfy myself that the Trust has made proper arrangements for securing economy, efficiency, and effectiveness in its use of resources.
- 2 I report my overall findings under the following headings:
 - Audit of accounts
 - Arrangements for securing economy, efficiency, and effectiveness in the use of resources
- This year's audit work took place at a time when NHS bodies were still responding to the legacy of the COVID-19 pandemic as they look to recover and transform services and respond to the additional demand in the system that has built up during the pandemic. Furthermore, health bodies were also dealing with a broader set of challenges associated with the cost-of-living crisis, the climate emergency, inflationary pressures on public finances, workforce shortages, and an ageing estate. My work programme, therefore, was designed to best assure the people of Wales that public funds are well managed.
- I aimed to ensure my work did not hamper public bodies in tackling the postpandemic challenges they face, whilst ensuring it continued to support both scrutiny and learning. We largely continued to work and engage remotely where possible through the use of technology, but some on-site audit work resumed where it was safe and appropriate to do so. This inevitably had an impact on how we deliver audit work but has also helped to embed positive changes in our ways of working.
- The delivery of my audit of accounts work has continued mostly remotely. Auditing standards were updated for 2022-23 audits which resulted in some significant changes in our approach. The specific changes were discussed in detail in my 2023 Audit Plan. The audited accounts submission deadline was extended to 31 July 2023. The financial statements were certified on 28 July 2023, meaning the deadline was met. This reflects a great collective effort by both my staff and the Trust's officers.
- I also adjusted the focus and approach of my performance audit work to ensure its relevance in the context of the post-pandemic challenges facing the NHS in Wales. I have published an NHS Workforce Data Briefing that brings together a range of metrics and trends to help illustrate the challenges that need to be gripped locally

and nationally. The data briefing complements my assessments of how the workforce planning arrangements of individual NHS bodies are helping them to effectively address current and future workforce challenges. My local audit teams have commented on the governance arrangements of individual bodies, as well as how they are responding to specific local challenges and risks. My performance audit work is conducted in line with INTOSAI auditing standards¹.

- This report is a summary of the issues presented in more detailed reports to the Trust this year (see **Appendix 1**). I also include a summary of the status of work still underway, but not yet completed.
- 8 **Appendix 2** presents the latest estimate of the audit fee that I will need to charge to cover the costs of undertaking my work, compared to the original fee set out in the 2023 Audit Plan.
- 9 **Appendix 3** sets out the audit of accounts risks set out in my 2023 Audit Plan and how they were addressed through the audit.
- The Chief Executive and the Director of Finance have agreed the factual accuracy of this report. We presented it to the Audit Committee on 30 April 2024. The Board will receive the report at a later Board meeting and every member will receive a copy. I strongly encourage the Trust to arrange its wider publication. I will make the report available to the public on the Audit Wales website after the Board have considered it.
- 11 I would like to thank the Trust's staff and members for their help and co-operation throughout my audit.

Key messages

Audit of accounts

- I concluded that the Trust's accounts were properly prepared and materially accurate and issued an unqualified audit opinion on them. My work did not identify any material weaknesses in internal controls (as relevant to my audit), however, I brought some issues to the attention of officers and the Audit Committee in my closing Audit of Accounts Report.
- 13 I identified no material financial transactions within the Trust's 2022-23 accounts that were not in accordance with authorities or not used for the purpose intended, and so I have issued an unqualified opinion on the regularity of the financial transactions within the Trust's 2022-23 accounts.

¹ INTOSAI (International Organisation of Supreme Audit Institutions) is a global umbrella organisation for the performance audit community. It is a non-governmental organisation with special consultative status with the Economic and Social Council (ECOSOC) of the United Nations.

14 I placed no substantive report alongside my opinion this year as there were no issues to report.

Arrangements for securing efficiency, effectiveness, and economy in the use of resources

- 15 My programme of Performance Audit work has led me to draw the following conclusions:
 - my national workforce data briefing identified challenges at an all-Wales level including that despite an increasing NHS workforce, there remain vacancies in key areas, high sickness and staff turnover resulting in overreliance on agency staffing². More positively, NHS Wales is becoming a more flexible and equal employer.
 - the Trust is taking effective steps to mitigate current workforce challenges and clarify its longer-term strategic vision, however, medium to longer-term resourcing is a significant and ongoing barrier.
 - the Trust demonstrates a focus on improving its arrangements for governance, planning and finance. However, significant operational pressures, inefficiencies caused by handover delays, reliance on nonrecurrent savings and lack of available funding are limiting its ability to transform services.
- 16 These findings are considered further in the following sections.

² For the Trust specifically, increased agency costs in 2021-22 were noted as due to pandemic and system pressure-related factors, such as staffing to cohort patients outside of some Emergency Departments, and usage has subsequently decreased.

Detailed report

Audit of accounts

- 17 Preparing annual accounts is an essential part of demonstrating the stewardship of public money. The accounts show the organisation's financial performance and set out its net assets, net operating costs, gains and losses, and cash flows. My annual audit of those accounts provides an opinion on both their accuracy and the proper use ('regularity') of public monies.
- 18 My 2023 Audit Plan set out the key risks for audit of the accounts for 2022-23 and these are detailed along with how they were addressed in **Exhibit 4**, **Appendix 3**.
- My responsibilities in auditing the accounts are described in my <u>Statement of Responsibilities</u> publications, which are available on the <u>Audit Wales website</u>.

Accuracy and preparation of the 2022-23 accounts

- I concluded that the Trust's accounts were properly prepared and materially accurate and issued an unqualified audit opinion on them. My work did not identify any material weaknesses in internal controls (as relevant to my audit), however, I brought some issues to the attention of officers and the Audit Committee.
- 21 The unaudited accounts were produced for audit in line with agreed timescales, the quality of working papers was judged to be generally strong.
- I must report issues arising from my work to those charged with governance (the Audit Committee) for consideration before I issue my audit opinion on the accounts. My Financial Audit Engagement Lead reported these issues on 25 July 2023. **Exhibit 1** summarises the key issues set out in that report.

Exhibit 1: issues reported to the Audit Committee

Issue	Auditors' comments	
Uncorrected misstatements	No such misstatements identified.	
Corrected misstatements	A number of misstatements were identified which were corrected by management in the final accounts. None of the corrections raised affected the disclosed year-end surplus of £62,000.	

Issue	Auditors' comments
Other significant issues	 We reported two issues for the attention of the Audit Committee: confirmation that there would be no qualified audit opinion for 2022-23 in relation to the Ministerial direction relating to senior NHS staff's pension tax liabilities; and identification of two expenditure transactions worth £110,000 which had been recorded incorrectly in 2022-23 instead of 2023-24.

- I also undertook a review of the Whole of Government Accounts return. I concluded that the counterparty consolidation information was consistent with the Trust's financial position on 31 March 2023, and the return was prepared in accordance with the Treasury's instructions.
- 24 My separate independent examination of the charitable funds accounts is complete with the closing findings reported to the Charitable Funds Committee on 18 January 2024. The Auditor General certified the final accounts on 29 January, allowing the accounts to be filed before the Charity Commission's statutory deadline of 31 January.

Regularity of financial transactions

- The Trust's financial transactions must be in accordance with the authorities that govern them. It must have the powers to receive income and incur expenditure. Our work reviews these powers and tests that there are no material elements of income or expenditure which the Trust does not have the powers to receive or incur.
- I identified no material financial transactions within the Trust's 2022-23 accounts that were not in accordance with authorities or not used for the purpose intended, and so I have issued an unqualified opinion on the regularity of the financial transactions within the Trust's 2022-23 accounts.
- 27 I placed no substantive report on the accounts alongside my opinion this year as there were no issues to report.
- I have the power to place a substantive report on the Trust's accounts alongside my opinions where I want to highlight issues. Where the Trust fails one of its financial duties to break even over a three-year period and to have an approved three-year plan in place or my opinion is qualified, I will issue a substantive report.

The Trust met both of its financial duties set out the financial position in more detail including in-year surplus/deficit and the three-year position, and my opinions were unqualified, so I did not issue a such a report.

Arrangements for securing efficiency, effectiveness, and economy in the use of resources

- I have a statutory requirement to satisfy myself that the Trust has proper arrangements in place to secure efficiency, effectiveness, and economy in the use of resources. I have undertaken a range of performance audit work at the Trust over the last 12 months to help me discharge that responsibility. This work has involved:
 - publishing an NHS Workforce Data Briefing that brings together a range of metrics and trends to help illustrate the challenges that need to be gripped locally and nationally;
 - reviewing the effectiveness of the Trust's workforce planning arrangements;
 and
 - undertaking a structured assessment of the Trust's corporate arrangements for ensuring that resources are used efficiently, effectively, and economically.
- 31 My conclusions based on this work are set out below.

NHS workforce data briefing

- In September 2023, I published a <u>data briefing</u> which set out key workforce data for NHS Wales. My briefing highlighted continued growth of NHS Wales, and reflected that in some instances, the growth in staff levels, particularly in nursing and some medical specialties has not kept up with increasing demand.
- The pandemic clearly had an impact on staff and the workforce remains under significant pressure. The recent key trends show increased staff turnover, sickness absence and vacancies. This has resulted in greater reliance on external agency staffing and notably increased agency costs to £325 million in 2022-23.3 Wales is growing its own workforce, with increased nurses and doctors in training, yet despite this, there is still a heavy reliance on medical staff from outside of Wales, demonstrating a need to both ensure that education commissioning is aligned to demand, but also that health bodies are able to recruit sufficient graduates, once

³ For the Trust specifically, increased agency costs in 2021-22 were noted as due to pandemic and system pressure-related factors, such as staffing to cohort patients outside of some Emergency Departments, and usage has subsequently decreased.

they have completed their training. My report also highlights some positive trends that show that the NHS is becoming a more flexible and equal employer.

Workforce planning arrangements

- My review examined whether the Trust has effective arrangements to support workforce planning. It focussed on the strategic and operational workforce planning, how it uses workforce information and how it works with its stakeholders to develop solutions. The work also considered the organisation's capacity and capability to identify and address key short and long-term workforce challenges and how it monitors whether its approach is making a difference.
- 35 My work found that the Trust is taking effective steps to mitigate current workforce challenges and clarify its longer-term strategic vision, however, medium to longer-term resourcing is a significant and ongoing barrier.
- The Trust is strengthening its strategic workforce approach and is developing its strategic workforce plan which it expects to complete by April 2024. It is appropriately using workforce data to inform key workforce decisions, however, the Trust needs to better integrate IT systems to enable workforce data analysis. While the relationship between the Trust and its trade union partners is sometimes challenging, the Trust effectively engages with its staff, wider stakeholders and commissioners to develop workforce solutions.
- The Trust is investing in workforce planning capacity and capability and providing training for managers, but it will need to ensure that its efforts are delivering the intended benefits. While the Trust has costed its workforce plan through the development of its Integrated Medium Term Plan (IMTP), it is likely to require significant additional resources to fully achieve the degree of service transformation set out in its strategic vision. At the time of fieldwork, the Trust was working to identify the specific workforce requirements to achieve its vision and the accompanying funding which it will need to source. Sourcing this funding is likely to be a significant challenge.
- The People and Culture Committee receive regular and comprehensive workforce reports. While these reports are often operational there is an improving focus on progress of the Trust's strategic aims within the People and Culture Plan. External oversight by the Emergency Ambulance Services Committee (EASC)⁴ ensures the commissioners understand the Trust's service workforce pressures. This helps to align commissioners' expectations with available finance and workforce resource.

⁴ The Emergency Ambulance Services Committee (EASC) is a Joint Committee of the seven health boards in Wales, with the responsibility for planning and securing sufficient ambulance services for the population.

Structured assessment

- 39 My 2023 structured assessment work took place at a time when NHS bodies were continuing to deal with the legacy of the COVID-19 pandemic in terms of recovering and transforming services and responding to the additional demand in the system that built up during the pandemic. Furthermore, they were also dealing with a broader set of challenges associated with the cost-of-living crisis, the climate emergency, inflationary pressures on public finances, workforce shortages, and an ageing estate.
- 40 My team focussed on the Trust's corporate arrangements for ensuring that resources are used efficiently, effectively, and economically, with a specific focus on: Board transparency, effectiveness, and cohesion; corporate systems of assurance; corporate approach to planning; and corporate approach to managing financial resources. Auditors also paid attention to progress made to address previous recommendations.
- Overall, I found that the Trust demonstrates a focus on improving its arrangements for governance, planning and finance. However, significant operational pressures, inefficiencies caused by handover delays, reliance on non-recurrent savings and lack of additional funding are limiting its ability to transform services.

Board transparency, effectiveness, and cohesion

- My work considered whether the Trust's Board conducts its business appropriately, effectively, and transparently. I paid particular attention to:
 - Public transparency of Board business
 - Arrangements to support the conduct of Board business
 - Board and committee structure, business, meetings, and flows of assurance
 - Board commitment to hearing from staff, users, other stakeholders
 - Board skills, experiences, cohesiveness, and commitment to improvement
- My work found that Board and Committee arrangements are effective, however, the Trust has a significant backlog of policies due for review, and there is scope to make some improvements to other areas of administrative governance.
- The Board remains committed to public transparency. Meetings are livestreamed, there are opportunities for the public to ask questions in advance of meetings, and private/closed meeting actions are reported in public Board papers. The Trust publishes most meeting papers in advance of meetings. However, to further increase the transparency of Board business, the Trust should publish unconfirmed Board and committee minutes sooner, and a written version of the Chair's Report should be provided. Whilst the Trust has a significant backlog of policies that are overdue, it has developed a realistic and prioritised plan to address this issue.

The Board and its committees operate well, supported by up-to-date terms of reference and an outline of the agenda for the year ahead. Meetings are well-chaired, and members provide meaningful contribution to support, scrutinise, and seek assurance. There will be some changes to the membership of the Board over coming months and the Trust has taken reasonable and well-considered action to manage these changes. Papers are generally of a good standard although there is ongoing work to encourage more succinct presentations of key risks and issues.

Corporate systems of assurance

- 46 My work considered whether the Trust has a sound corporate approach to managing risks, performance, and the quality and safety of services. I paid particular attention to the organisation's arrangements for:
 - overseeing strategic and corporate risks;
 - overseeing organisational performance;
 - overseeing the quality and safety of services; and
 - tracking recommendations.
- 47 My work found that the Trust is strengthening its corporate systems of assurance, however, there is more to do in key areas including the Board Assurance Framework (BAF) and handling concerns and incidents.

 Arrangements for oversight and management of performance are reasonable in the context of an extremely challenging operational position due to increased demand and wider system pressures.
- The Trust has reasonable arrangements for updating, managing and overseeing its risks. The Trust demonstrates a commitment to collaborating with partners to establish a shared understanding and response to some if its highest rated risks as these are often outside of the Trust's direct control. The Trust maintains reasonable performance management arrangements, however, operational performance remains extremely challenging due to increased demand and wider system pressures that are resulting in continued and significant handover delays at many Emergency Departments and the consequential inefficiencies created by time lost to handover delays.
- The Trust has taken positive steps to improve its quality governance arrangements, including work to prepare for the requirements under the new Health and Social Care (Quality and Engagement) Act (2020). However, timeliness of response to concerns has deteriorated due to increased demand and capacity issues. Arrangements for tracking audit recommendations are strengthening, with greater clarity on the closure of actions and the impact achieved.

Corporate approach to planning

My work considered whether the Trust has a sound corporate approach to planning. I paid particular attention to the organisation's arrangements for:

- producing and overseeing the development of strategies and corporate plans, including the Integrated Medium Term Plan; and
- overseeing the delivery of corporate strategies and plans.
- My work found that the Trust has a good corporate approach to developing strategies and plans, but plans do not include SMART⁵ milestones, and delivery reports do not provide enough clarity on whether intended outcomes are being achieved.
- The Trust's arrangements for producing and overseeing the development of strategies and plans are reasonable. Its 2023-2026 Integrated Medium Term Plan aligns well to its long-term vision and again received approval from the Welsh Government. However, the Trust needs to strengthen its approach for Integrated Medium Term Plan progress reporting by increasing the focus on outcomes and impact achieved, rather than focussing solely on activity/actions delivered. It should also ensure that all actions set out in the IMTP are SMART with measurable outcomes and clear delivery milestones.

Corporate approach to managing financial resources

- My work considered whether the Trust has a sound corporate approach to managing its financial resources. I paid particular attention to the organisation's arrangements for:
 - achieving its financial objectives;
 - overseeing financial planning;
 - overseeing financial management; and
 - overseeing financial performance.
- My work found that the Trust demonstrates strong financial performance, a good approach to financial planning and appropriate Board and committee oversight. However, the reliance on non-recurrent savings schemes, operational inefficiencies caused by handover delays and lack of available additional funding may limit the Trust's ability to support its service modernisation plans.
- The Trust continued its good track-record of meeting its financial objectives and duties both for 2022-23 and the rolling three-year period of 2020-21 to 2022-23. The Trust is on track to achieve its financial duties in 2023-24.
- The Trust has robust arrangements for financial planning, which clearly identifies key risks and issues. The Trust had a savings gap at the time of approving its financial plan but was able to identify the necessary savings to meet this gap by month four. However, the level of non-recurrent savings within the Trust's plan is a cause of concern, which, along with ongoing inefficiencies caused by ambulance

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⁵ Specific, measurable, achievable, relevant, and time-bound.

- handover delays and difficulties accessing additional funding limit the Trust's ability to fund the transformational change it is seeking.
- There is regular financial oversight at both executive and board level. Financial reports contain the most up-to-date information, although we note that savings reports could provide further clarity on whether savings are recurrent or non-recurrent. The Trust must also maintain a focus on ensuring that verbal updates to the Finance and Performance Committee provide sufficient clarity given that members are not able to prepare questions in advance of meetings.

Appendix 1

Reports issued since my last annual audit report

Exhibit 2: reports issued since my last annual audit report

The following table lists the reports issued to the Trust since our previous report.

Report	Date	
Financial audit reports		
Audit of Financial Statements Report	July 2023	
Opinion on the Financial Statements	July 2023	
Audit of the Charitable Funds' Financial Statements	January 2024	
Performance audit reports		
NHS Workforce Data Briefing	September 2023	
Review of Workforce Planning Arrangements	October 2023	
Structured Assessment 2023	November 2023	
Other		
2023 Outline Audit Plan	March 2023	

My wider programme of national value for money studies in 2023 included reviews that focused on the NHS and pan-public-sector topics. These studies are typically funded through the Welsh Consolidated Fund and are presented to the Public Accounts

Committee to support its scrutiny of public expenditure. Reports are available on the Audit Wales website.

Exhibit 3: performance audit work still underway

There are several performance audits that are still underway at the Trust. These are shown in the following table, with the estimated dates for completion of the work.

Report	Estimated completion date
Review of Financial Efficiencies	April 2024
Quality Governance arrangements – follow-up	June 2024
Review of Unscheduled Care	July 2024

Appendix 2

Audit fee

The 2023 Audit Plan set out the proposed audit fee of £188,424 (excluding VAT). My latest estimate of the actual fee is in keeping with the fee set out in the outline.

Appendix 3

Audit of accounts risks

My 2023 Audit Plan set out the risks of material misstatement and/or irregularity for the audit of the Trust's 2022-23 accounts. The table below lists these risks and sets out how they were addressed as part of the audit.

Exhibit 4: audit of accounts – significant risks

Audit risk	Proposed audit response	Work done and outcome
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.	The audit team will: test the appropriateness of journal entries and other adjustments made in preparing the financial statements; review accounting estimates for bias; and evaluate the rationale for any significant transactions outside the normal course of business.	Audit work over journal entries and accounting estimates found no evidence of management override of controls, and provided assurance that the accounts were free from material error.
There is a risk that you will fail to meet your first financial duty to break even over a three-year period. You have reported a year-end surplus of £62,000. This, combined with the outturns for 2020-21 and 2021-22, shows a three-year surplus of £207,000. Your current financial pressures increase the risk that management judgements and estimates could be biased in an effort to achieve the financial duty. There is also a risk of material misstatement due to fraud in expenditure recognition and as such is treated as a significant risk. This risk is focused on transactions before and after the year end, and key year-end	 test the appropriateness of journal entries and other adjustments made in preparing the financial statements; review accounting estimates for bias; perform detailed testing on a sample of key transactions before and after the year end to ensure they are accounted for in the correct accounting period; and perform detailed testing on a sample of key year-end balances to ensure they are appropriate and complete. 	Audit work provided assurance that the accounts were free from material error and that the year-end surplus position for 2022-23 was appropriate.

Audit risk	Proposed audit response	Work done and outcome
balances, relating to non-pay expenditure with bodies outside of NHS Wales and the Welsh Government.		

Exhibit 5: audit of accounts – other areas of focus

Audit risk	Proposed audit response	Work done and outcome
A new accounting standard, IFRS16 Leases, has been adopted by the FReM for 2022-23. IFRS16 will significantly change how most leased assets are accounted for, as leased assets will need to be recognised as assets and liabilities in the Statement of Financial Position. There are also significant additional disclosure requirements specific to leased assets that will need to be reflected in the financial statements.	My audit team will: consider the completeness of the lease portfolios identified by the Trust needing to be included in IFRS16 calculations; review a sample of calculated asset and liability values and ensure that these have been accounted for and disclosed in accordance with the Manual for Accounts; and ensure that all material disclosures have been made.	Audit work confirmed that the disclosures in this area of the accounts were materially complete and accurate, with no significant issues arising.
The quinquennial valuation of the NHS estate took place as at 1 April 2022. There is a risk that assets are not valued on appropriate bases and that movements in the carrying values of assets are not appropriately accounted for and disclosed. Given the current economic climate, there is a further risk that the carrying values of assets have changed during 2022-23 and that 1 April 2022 valuations are materially misstated at the balance sheet date.	My audit team will: consider the appropriateness of the work of the Valuation Office Agency as a management expert; test the appropriateness of asset valuation bases; review a sample of movements in carrying values to ensure that movements have been correctly accounted for and disclosed, in accordance	Audit work provided assurance that accounting entries arising from the quinquennial valuation had been appropriately disclosed in the 2022-23 accounts.

Audit risk	Proposed audit response	Work done and outcome
	with the Manual for Accounts; and consider whether the carrying value of assets at 1 April 2022 remains materially appropriate or whether additional in-year adjustments are required due to the impact of current economic conditions.	
 There is significant investment in capital projects and a risk that capital expenditure classified as Assets Under Construction is materially mis-stated: capital expenditure up to month 11 was reported at £12.5 million, increasing to £29.1 million up to month 12; at the year end, there are balances of £25.5 million classified as Assets Under Construction, with vehicles under construction held by third parties; and there is an element of judgement needed when determining the amount of costs to be capitalised on each project and the valuation of these assets at the end of the year. 	My audit team will: understand the reasons for the peak in capital expenditure in month 12 and assess impact on audit approach; detailed testing on a sample of additions and capital accruals; for vehicles under construction by third parties, review the contractual terms and assess whether the criteria for recognising the assets have been met; and review and challenge whether any assets under construction require impairment.	Audit work provided assurance that capital expenditure was appropriately recorded and disclosed in the 2022-23 accounts.
Last year there were issues with the completeness of asset disposals within the financial statements. Assets no longer in use were removed from Property, Plant and Equipment and Intangibles.	My audit team will: review your arrangements for capturing disposals; and perform detailed testing to ensure asset disposals are complete.	Audit work provided assurance that asset disposals in the accounts were accurate and complete in the 2022-23 accounts.
A key source of estimation uncertainty relates to the provision for clinical negligence and personal injury claims.	My audit team will: • perform detailed testing on a sample of claims;	Audit work provided assurance over the reasonableness and

Audit risk	Proposed audit response	Work done and outcome
The subjective nature of these provisions and associated judgments gives rise to increased risk.	 evaluate the reasonableness of key assumptions and judgments; and consider the work of Legal and Risk Services and the NHS Business Services Authority as a management expert. 	disclosure of such liabilities in the 2022-23 accounts.



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