

# Southampton City Council -Annual Audit Report 2018/19

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**Chief Internal Auditor** 





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#### 1. Background

#### 1.1 Public Sector Internal Audit Standards

- On 1<sup>st</sup> April 2013 the 'Public Sector Internal Audit Standards' (PSIAS) were formally adopted in respect of Local Government across the UK. The PSIAS apply to all internal service providers, whether in-house, shared services or outsourced. The Standards were revised from 1 April 2016 to incorporate the mission of Internal Audit and Core Principles for the Professional Practice of Internal Auditing.
- 1.3 The Accounts and Audit Regulations 2015 Section 5, define the requirement for an internal audit function within Local Government stating that:

'A relevant authority must undertake an effective internal audit to evaluate the effectiveness of its risk management, control and governance processes, taking into account public sector internal auditing standards or guidance'

- 1.4 The responsibility for maintaining an adequate and effective system of internal audit within Southampton City Council lies with the Director of Finance & Commercialisation (S151 Officer).
- 1.5 The Chief Internal Auditor is responsible for effectively managing the internal audit activity in accordance with the 'Definition of Internal Auditing', the 'Code of Ethics' and 'the Standards'.
- 1.6 In accordance with the PSIAS the definition of Internal auditing is;

'Internal auditing is an independent, objective assurance and consulting activity designed to add value and improve an organisation's operations. It helps an organisation accomplish its objectives by bringing a systematic, disciplined approach to evaluate and improve the effectiveness of risk management, control and governance processes'.





- 1.7 In addition the Chief Internal Auditor will provide an Annual Internal Audit Opinion based on an objective assessment of the Authority's framework of governance, risk management and control.
- 1.8 The Annual Internal Audit Opinion must incorporate;
  - The Opinion;
  - A summary of the work that supports the Opinion; and
  - A statement on conformance with PSIAS and the results of the quality assurance and improvement programme.

#### 1.9 Statement of Organisational Independence

- 1.10 The Internal Audit Section has no operational responsibilities for any financial systems, including system development and installation. It does however manage and oversee the arrangements for 'auditing' Direct Payments and provides advice on control implementation and risk mitigation where relevant and throughout the design and implementation stages of new systems.
- 1.11 The Chief Internal Auditor is free from interference, although has due regard for the Authority's key objectives and risks and consults with Members and Officers charged with governance, when setting the priorities of the annual audit plan, for example; in determining the scope and objectives of work to be carried out and in performing the work and communicating the results of each audit assignment. There must be and is no compromise on the ability of Internal Audit to provide an independent assurance on the control framework.
- 1.12 The Internal Audit Section has free and unfettered access to the s151 Officer, Chief Executive, Monitoring Officer the Leader of the Council and the Chair of the Governance Committee.





# 2. Annual Opinion for 2018/19

- 2.1 With effect from the 1<sup>st</sup> April 2017 and in partnership with Portsmouth City Council an in-house team to provide audit service has been established. The team currently consists of an Audit Manager and two Auditors, who are both undertaking professional qualifications. The service is provided by a combination of the in-house provision and colleagues from Portsmouth City Council overseen by a shared Chief Internal Auditor employed by Portsmouth City Council.
- 2.2 Over the course of the year (2018/19) the audit service has completed 80 reviews. These include a combination of full audits and follow up reviews. The results of the work carried out show that the level of limited and no assurance reviews have decreased compared with the results from the previous year which would indicate that the position has stabilised in respect of the effectiveness of the internal control environment. However an area that is less positive is the lack of movement on the implementation of agreed actions to resolve risk exposure indicating that the Authority still has a number of areas that it needs to address.
- 2.3 Four audit opinion levels are in place and these are: no assurance, limited assurance, reasonable assurance and full assurance. Where there are mainly medium or low risk exceptions the annual audit opinion would be reasonable or full assurance. As a result of the findings identified the audit opinion for 2018/19 will remain at limited assurance.

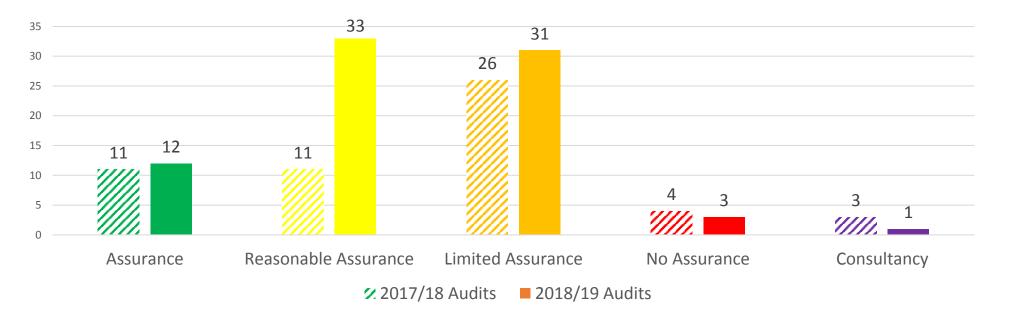
	No Assurance	Limited Assurance	Reasonable Assurance	Full Assurance
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2.4 Any significant corporate weaknesses and agreed actions will be reflected in the Annual Governance Statement. The impact of the Internal Audit work for 2017/18 may affect that year's work for External Audit. It may also inform their work for 2018/19 and where they consider there are weaknesses in control that could materially affect the accounts they may need to carry out further work to gain the necessary audit assurance required for a true and fair view of the financial position and compliance with professional codes of practice.





## 3. Audit Assurance Levels - Comparing 2017/18 and 2018/19 Audit Results

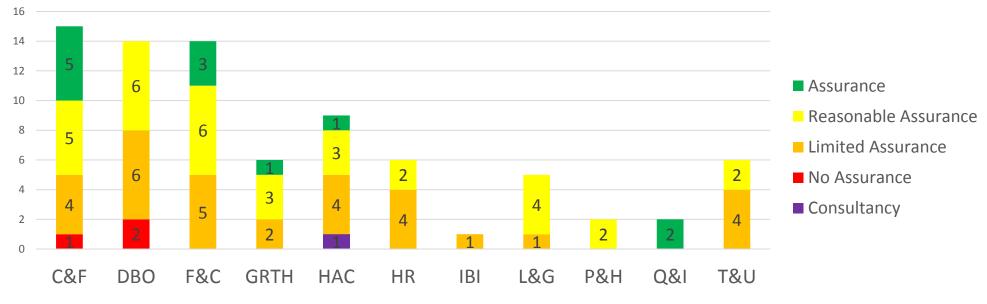


	2017/18 Audits	2018/19 Audits	Total
Assurance	11	12	23
Reasonable Assurance	11	33	44
Limited Assurance	26	31	57
No Assurance	4	3	7
Consultancy	3	1	4
Grand Total	55	80	135





## 4. Audit Assurance Levels - Per Service Directorate for 2018/19 Audits



	C&F	DBO	F&C	GRTH	HAC	HR	IBI	L&G	P&H	Q&I	T&U
Assurance	5		3	1	1					2	
Reasonable Assurance	5	6	6	3	3	2		4	2		2
Limited Assurance	4	6	5	2	4	4	1	1			4
No Assurance	1	2									
Consultancy					1						
Grand Total	15	14	14	6	9	6	1	5	2	2	6





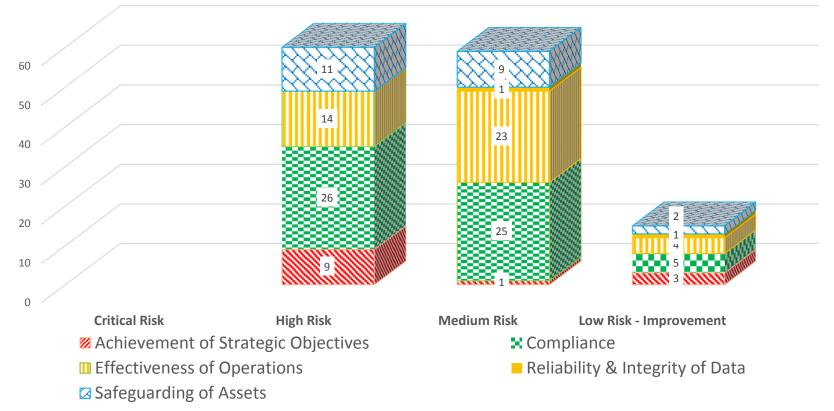
## 5. Key Areas of Concern

- 5.1 The 'no assurance' audits noted above relate to the following areas:
  - IT Procurement & Disposal (Digital and Business Ops)
  - Mobile Devices (Digital and Business Ops)
  - Mount Pleasant School (Children & Families)
- 5.2 Follow up reviews to ascertain the current position of all 'no assurance' areas will be performed over the course of the year. Until this work is completed they will remain as an area of concern.
- 5.3 During 2018/19 Internal Audit carried out follow up reviews on all areas where 'no assurance' was provided under the 2017/18 audit plan. The results show the following movement.
  - Accounts Payable post follow up assurance level Limited Assurance
  - Procurement post follow up assurance level Limited Assurance
  - Appointeeship post follow up assurance level Reasonable Assurance
- 5.4 Studio 144 was the remaining audit performed during 2017/18 where a 'no assurance' opinion was attributed. Whilst no follow up was carried on Studio 144 (as this was a historic project), a follow up review was performed on the 'project management' framework arrangements, which resulted in a Reasonable Assurance.





## 6. Exception Analysis by Risk Classification



	Achievement of Strategic Objectives	Compliance	Effectiveness of Operations	Reliability & Integrity	Safeguarding of Assets	Total
Critical Risk						0
High Risk	9	26	14		11	60
Medium Risk	1	25	23	1	9	59
Low Risk - Improvement	3	5	4	1	2	15
Grand Total	13	56	41	2	22	134



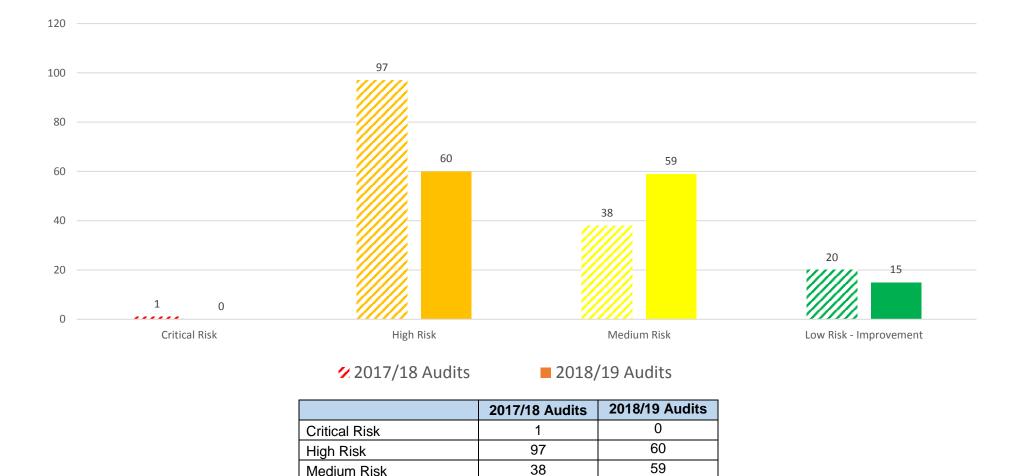


# 7. Exception Analysis – Comparing 2017/18 and 2018/19 Audit Results

Medium Risk

Grand Total

Low Risk - Improvement





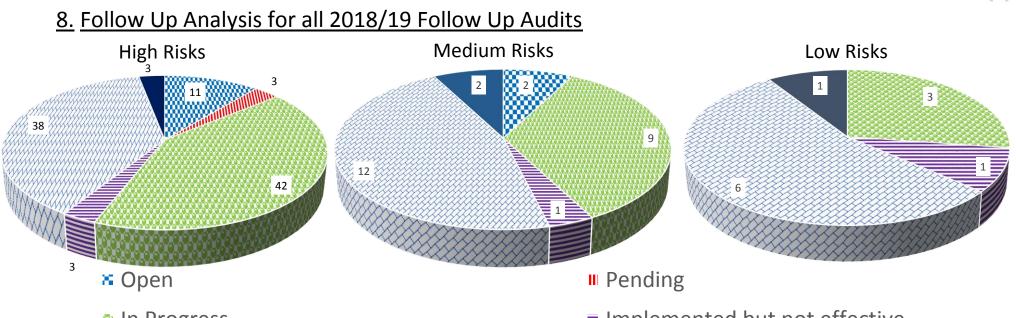
Southampton City Council Internal Audit Service is performed in compliance with the Public Sector Internal Audit Standards (PSIAS). Compliance to the standard was externally assessed in May 2018.

20

15

134





- In Progress
- ☆ Closed Verified

Implemented but not effective

Closed – Not Verified/Accepts Risk

	Open	Pending	In Progress	Implemented but not effective	Closed – Verified	Closed – Not Verified	Closed – Management Accepts Risk
Critical Risk							
High Risk	11	3	42	3	38	3	
Medium Risk	2		9	1	12		2
Low Risk			3	1	6		1
Grand Total	12	3	52	4	54	3	2

The Internal Audit Service follows up all audits where at least 1 high risk exception has been raised. These audits are followed up in the next financial year to allow for agreed actions to be sufficiently implemented. Any critical risk exceptions are followed up within 3 months due to the potential severity of the risks identified. The overall position of the **137** exceptions followed up through 2018/19 shows that **39%** have been closed and verified by audit, however **61%** remain open and or are in progress.





## 9. Quality Assurance

- 9.1 As part of the Public Sector Internal Audit Standards the Chief Internal Auditor is required to maintain a quality assurance and improvement programme (QA&IP) that covers all aspects of the internal audit activity. This QA&IP must include both internal and external assessments, which are detailed below under section 10.
- 9.2 In addition to this, quality and improvement requirements are assessed by means of:
  - a) Sign off by the Chief Internal Auditor or Deputy of all key stages of an audit, for example the scope of work and level of testing to be performed, the conclusion of the work and opinion formed followed by a review of the draft and final reports.
  - b) Weekly or bi-weekly 1:1's with all members of staff, within Internal Audit and colleagues who undertake Counter Fraud activities.
  - c) Annual performance reviews of all staff, including the identification and provision of training. The majority of training needs are provided by a combination of external professional studies, supporting by in-house provisions and mentoring.
  - d) All staff above Auditor level are required to undertake professional training or have achieved an education level of degree or above. For those that have completed professional studies as part of their professional body membership, much complete the required 'Continuous Professional Development'.
  - e) An annual skills gap analysis across the team, (this includes the wider team) to determine specific potential shortages or gaps. Whilst no major gaps are noted at present, historical gaps in areas such as project auditing, contract auditing and IT auditing have been identified following the departure of employees (including retirement). These shortfalls have been address by specified recruitment, bespoke training or if required short term, by means of additional sign off/ mentoring of staff. Areas requiring improvement for this year's assessments are noted below, Skills Gap Analysis Results (6.3 & 6.4).
  - f) All staff complete an annual declaration of interests including a nil return, to avoid any impingement on independence or conflict of interest.
  - g) Director feedback will be requested during 2019/20 in order to ascertain whether the service provided complies with PSIAS.

#### Skills Gap Analysis for 2018/19

9.3 **Essential Areas** - where greater coverage of skills are needed moving forward:





- Auditing Specialist IT Auditing skills are limited within the service overall service with only one officer currently qualified. To address this shortfall, professional training will be undertaken by a second officer and use will also be made of resources employed elsewhere under the various partnerships and shared service arrangements.
- 9.4 **Desirable Areas** where greater coverage of skills would be desirable:
  - Auditing Academy Auditing despite offering the service of internal audit to the Academies in the Portsmouth area, none have elected to use the service. As such the skills to audit academies are not as strong as would be desired due to lack of experience. No further action is proposed, IA will continue to offer the service of Internal Audit to Academies.

#### 10. Completed Audits Since the Last Reporting Period

Project Name	Hub	Overall Opinion	Total No. of Issues/Exceptions	Critical Risk	High Risk	Medium Risk	Low Risk Improvement	
Business Support	Strategy (SD Digital & Business Operations)	Reasonable Assurance	2	-	-	1	1	
Scope of Audit: Structure and processes in place to deal with requests, consistent and efficient operations, customer expectations, workflow is effectively managed and continuity of the service.								
The medium risk relates to there being no six monthly review of the 3 service menus tested as part of the audit. The low risk improvement relates to								
the wrong service being	named in a Service Menu.							
IT License Management	Strategy (SD Digital & Business Operations)	Reasonable Assurance	2	-	-	2	-	
Scope of Audit:	Correct number of licens complied with and data l					agreements/	are being	
The first medium risk rela	ates to the lack of monitoring	g of current users	and available licenses	s for Adobe s	software. Furth	nermore, the li	cence	
spreadsheet and CMDB	database includes inaccura	cies and the total	I number of licenses pu	urchased and	d in use could	not be eviden	ced. The	
second medium risk relation	tes to there being no monito	oring or recovery	of Adobe licenses whic	h are install	ed on machine	es which have	been lost,	
taken out of circulation b	ut not returned to IT or that	have been transf	erred between staff wit	hout going b	ack to IT.			





Accounts Receivable	Strategy (SD Finance & Commercialisation)	Limited Assurance	2	-	2	-	-		
Scope of Audit:	Invoicing and debt recover action is prompt on unpation						recovery		
A high risk exception was	s raised due to a lack of mo	nitoring on 4 out	of 5 tested client cases	awaiting fin	ancial represe	entation, in one	e instance the		
application was submitte	d in March 2017 but had no	t been followed u	ip, the outstanding bala	ance on the a	account was £	270,144.05. F	urthermore,		
vulnerable clients assess	sed as lacking capacity to m	anage their finan	ces are being sent full	cost invoice	s requesting p	ayment even	though the		
invoice has potential to b	e inaccurate and payments	should not be ta	ken. The second high r	isk relates to	a lack of reco	overy action ir	n 9 (36%) of the		
25 invoices tested. Follo	25 invoices tested. Follow up testing for 20171/8 Audit: One high and one medium risk has been closed and verified. One high risk is pending the								
Business World upgrade	. The final medium risk relat	ed to insufficient	debt recovery which re	emains an is	sue as highligl	hted above.			
Asset Management	Strategy (SD Growth)	Limited Assurance	2	-	2	-	-		
Scope of Audit:	Scope of Audit: Asset revaluations in line with policy and CIPFA Code of Practice, assets are listed in the Asset Register, rent reviews are carried out in timely manner, suitable policy for valuations and rental income is billed.								
A high risk exception was	s raised as reports highlight	ed 92 properties	which needed the lease	e renewed a	nd 94 properti	ies where the	rent review date		
had passed. The second	high risk relates to 1 out of	10 properties no	t having been invoiced	correctly as	the company	had changed	their name and		
a further invoice to the co	ompany had not been issue	d (2 invoices of £	237.50 each) highlighti	ing the need	for invoices in	n Tech Forge t	o be reconciled		
with the amounts invoice	d.								
Responsive Repairs (Housing Depot)	Strategy (SD Adults, Housing & Communities)	Limited Assurance	3	-	2	1	-		
Scope of Audit:	Completing repairs with performance and custon			charges ap	plied, value f	for money, qu	ality and		
The first high risk except	ion was raised as the target	to complete a su	pervisory review for 5%	% of work is	not being met	and is heavily	weighted to		
planned maintenance wh	nen responsive repairs is a l	arger proportion	of work. The second hi	gh risk relate	es to 44 accou	ints having no	t been charged		
standard charges and the	erefore had been raised ina	ccurately. The m	edium risk relates to the	e £40 base o	charge for repa	airs not having	g changed in 10		
years which means it is u	unlikely to reflect current cos	sts and should be	e reviewed.						
Data Management	Strategy (SD Digital & Business Operations)	Limited Assurance	3	-	2	1	-		
Scope of Audit:	Compliance with GDPR, electronic data from soft	•		· ·			leleted		





The first high risk exception was raised as the Risk Register states that there is 80% satisfaction and the retention schedule covers all information, 64% satisfied information is being destroyed in secure manner, 56% of managers carry out security audits of records storage facilities and 64% are satisfied the Records Reviews are carried out once a year. The second high risk relates to there being no structural undertaking to cleanse corporate network drives in compliance with GDPR and the Uniform has records which need to be deleted. The medium risk relates to the Information Governance Board Action Plans not having a clear trail of agreed actions and action dates.

Events	Strategy (SD Intelligence & Business Insight)	Limited Assurance	5	-	3	2	-
Scope of Audit:	Event application proced monitoring to identify ev					nt for events l	held,
The first high risk except	ion was raised as 1 out of 9	large scale even	ts tested failed to evide	ence justifiat	le and transp	arent fees and	a further large
scale event was not char	rged as the organiser did no	t have sufficient f	unds. The second high	risk was ra	ised as 4 out o	of 9 event risk	assessments
could not be evidenced.	The third risk was raised as	1 out of 9 events	failed to evidence rele	vant insurar	nce document	s. The first me	dium risk
relates to 1 out of 9 appli	ications forms not being evid	denced and 5 out	of 9 approvals not beir	ng evidence	d. The final m	edium risk rela	tes to sensitive
personal data being store	ed on Google Notes (third pa	arty cloud storage	е).				
Independent Fostering Agreements	Strategy (SD Children and Families)	Limited Assurance	4	-	4	-	-
Scope of Audit:	Partnership agreement in providers and procedure			work, IPAs	for placemer	nts, rates bein	g paid to
The first high risk except	ion relates to all 10 of the pl	acements tested	not including the expect	cted outcom	e in line with t	he framework	agreement. The
second high risk relates t	to 7 out of 10 Individual Plac	cement Agreemer	nts (IPAs) having not b	een signed l	by the provide	rs. The third h	igh risk relates
to 3 out of 10 independent	nt placement providers' rate	s not conforming	to the Framework requ	uirements. T	he final high r	isk relates to F	PARIS files not
always including risk ass	accomente referrel forme a	delegant of markets					
, ,	essments, reienal ionns, ev	vidence of matchi	ing and Form F assess	ment forms.			
Asbestos	Strategy (SD Transactions & Services)	Limited Assurance	ng and Form F assess 5	ment forms. -	4	1	-
Asbestos	Strategy (SD	Limited Assurance	5	ment forms. -		1	-
Asbestos Scope of Audit:	Strategy (SD Transactions & Services)	Limited Assurance rovided to contra	5 actors	-	4	_	-
Asbestos Scope of Audit: The first high risk except	Strategy (SD Transactions & Services) Asbestos information pr	Limited Assurance rovided to contra ss H Vacuums be	5 actors ing used for Asbestos i	- removal with	<b>4</b> hout having a	current certific	- ation in line with
Asbestos Scope of Audit: The first high risk except HSE guidance. The seco	Strategy (SD Transactions & Services) <b>Asbestos information pr</b> ion relates to 4 out of 8 Class	Limited Assurance ovided to contra as H Vacuums be of Asbestos Actic	5 actors ing used for Asbestos i on Returns not including	- removal with g enough cle	<b>4</b> nout having a sear information	current certific	- ation in line with asbestos
Asbestos Scope of Audit: The first high risk except HSE guidance. The seco database and action retu	Strategy (SD Transactions & Services) <b>Asbestos information pr</b> ion relates to 4 out of 8 Clas ond high risk relates to 25%	Limited Assurance ovided to contra as H Vacuums be of Asbestos Actic anuary 2019 had r	5 actors ing used for Asbestos i on Returns not including not been updated by m	- removal with g enough cle id-June 201	<b>4</b> nout having a cear information 9. The third hi	current certific n to update the gh risk relates	- ation in line with e asbestos to contractors
Asbestos Scope of Audit: The first high risk except HSE guidance. The seco database and action retu being provided with asbe	Strategy (SD Transactions & Services) <b>Asbestos information pr</b> ion relates to 4 out of 8 Clas ond high risk relates to 25% irrns for jobs completed in Ja	Limited Assurance covided to contra ss H Vacuums be of Asbestos Actio anuary 2019 had i put of the ten jobs	5 actors ing used for Asbestos i on Returns not including not been updated by m s sampled. The fourth h	- removal with g enough cle id-June 201 iigh risk rela	<b>4</b> nout having a cear information 9. The third hittes to there be	current certific n to update the gh risk relates eing no service	- ation in line with asbestos to contractors owner for the





**Follow up testing for 20171/8 Audit:** Two high risks relating to annual inspections and incident reporting have been closed and verified. Two further high risks relating to contractor management and performance reporting remain in progress. The final high risk remains open as Responsible Persons are still not completing mandatory training.

# 11. Completed Follow up Audits between 31<sup>st</sup> May and 12<sup>th</sup> July 2019

Project Name	•	Follow Up Opinion	Original Opinion	Original Number of Issues /Exceptions	Critical Risk	High Risks	Medium Risk	Low Risk Improvement		
Disaster Recover Business Continu		Limited Assurance	Limited Assurance	4	-	4	-	-		
Actions Outstanding:	Three	e high risks remain in	progress.		Percentage Closed: 25%					
Summary of Follow Up:										
British Gas		Limited Assurance	Limited Assurance	6	-	6	-	-		
Actions Outstanding:	Three	e high risks remain in	progress and two	remain open.	Percei	ntage Closed:	17%			
Summary of Follow Up:	evide purch monit that r rema the sy	Follow up testing ascertained that a high risk remained open as a further £209,314 has been made to AECOM without any evidence it followed a compliant procurement route, this comes after it was initially highlighted £316,392 had been paid against a purchase order without a formal agreement in place breaching the EU threshold. Another high risk remains open as there is no monitoring of the British Gas contract through KPIs. A high risk remains in progress as the Project Handbook created to ensure that nominated contractors will be subject to Contract Procedure Rules is in draft. A high risk relating to budget overspends remains in progress while the amended commitment reports and Business World is implemented to improve visibility of costs in the system. The final high risk remains in progress while the project management guide is finalised and communicated to staff to improve project management.								
Accounts Payable		Limited Assurance	No Assurance	8	-	6	1	1		





Project Name	;	Follow Up Opinion	Original Opinion	Original Number of Issues /Exceptions	Critical Risk	High Risks	Medium Risk	Low Risk Improvement		
Actions Outstanding:		high, one medium an				ntage Closed:	25%			
Summary of Follow Up:	Follow up testing was able to close down two high risks relating to keeping sensitive data secure. A high risk relating to Total system access remains in progress as users still have a level of access greater than their roles including access to System and File Maintenance groups. The second high risk remains in progress as only 10.35% of payments auto matched in the 2018/19 financial year, this is a slight improvement as the function to bypass goods received notes has been removed from all users outside of system support. The third high risk remains in progress as at the time of testing late payments awaiting manger authorisation totalled £1.45M making the authority liable for statutory interest of 8.5%. The fourth high risk remains in progress while duplicate payment analysis is not undertaken. The medium risk remains in progress awaiting a further data cleanse of the supplier Masterfile before Business World. The low risk improvement remains in progress while an active Agresso account is investigated.									
Procurement & Strategic Contrac Framework	t	Limited Assurance	No Assurance	7	1	5	1	-		
Actions Outstanding:	One	critical & 4 high risks	remain open, one	high risk is pending.	Percei	ntage Closed:	15%			
Summary of Follow Up:	chan Com the p spen	ges to be embedded. mittee. The audit folk rocurement arrangem d and also identify Co for orders raised in A	A full Audit in this ow up work has ide ents. The implement intracts in place the	et been retested to allow area will therefore be con entified that a number of entation of the requisition at have not been include r orders raised on numer	mpleted durin actions have t ing process h d on the Cont	g 2019/20, as a been progresse as enabled a w racts Register, l	greed at the 0 d to improve 0 ay to identify however this	Governance compliance with non-compliant process is only in		





## 12. Public Sector Internal Audit Standards

#### Introduction

- 12.1 Under the Public Sector Internal Audit Standard (PSIAS) 1310 requires that, as part of the quality assurance and improvement programme internal and external assessments (of conformance with the Standards) must be undertaken. Standard 1311 allows for periodic self-assessments, which for Portsmouth City Council has been carried out each year since the standards were introduced and for Southampton City Council, since the new in-house service was reintroduced and the Partnership with Portsmouth City Council commenced. The results of the self-assessments have been communicated annual alongside the annual audit opinion to this committee.
- 12.2 Standard 1312 requires that an external assessment must be conducted at least once every five years by a qualified, independent assessor or assessment team from outside the organisation. The Standards state that a qualified assessor demonstrates competence in two areas; the professional practice of internal auditing and the external assessment process. Competence can be demonstrated through a mixture of experience and theoretical learning. An independent assessor means not having an actual or perceived conflict of interest and not being part of, or under the control of, the organisation to which the internal audit activity belongs. During 2017-18 an external assessment was undertaken on Portsmouth City Council's Internal Audit & Counter Fraud Service and an external assessment will be commissioned for Southampton City Council during the next three years.

#### **Position Update**

- 12.3 In summary the independent assessor confirmed that the section (Portsmouth City Council) can demonstrate the delivery of a professional, independent and objective service that contributes to the good governance of the organisation and are able to deliver an annual audit opinion in accordance with the Standards. There were three areas of exception as noted below:
  - (a) Standard 1100 requires that the Chief Internal Auditor (CIA) confirms annually to the board (GAS) the organisational independence of the internal audit activity. **ACTION TAKEN: A statement confirming the organisational independence of the internal audit activity has been included in this report under items 1.9 to 1.12.**





- (b) Standard 1110 (public sector requirements) states that the Chief Executive undertakes, countersigns, contributes feedback or reviews the performance appraisal of the CIA. The CX has requested that the Director of Finance and s151 Officer as the main client of the Service and the Deputy Chief Executive and Monitoring Officer as another key client, be asked for feedback.
  ACTION TAKEN: Feedback and challenge is provided through the Council's performance management arrangements which include the Corporate Governance Board, and regular 1:1's with both the Deputy Chief Executive (Monitoring Officer) and the s151 Officer.
- (c) Standard 1320 requires that the CIA must report the results of the quality assurance and improvement programme to senior management including conclusions and any corrective action and include this in the annual report to the board (GAS). ACTION TAKEN: The Quality Assurance results have been included in this report under item 6.
- 12.4 During 2018-19 two self-assessments has been performed against the Standards & Code of Ethics, the results of which are that the Internal Audit service provided at Southampton City Council and by Portsmouth City Council is in compliance with the requirements of the Public Sector Internal Audit Standards.

