



Regaining Assurance Strategy for Teignbridge District Council

June 2026



Teignbridge District Council

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16 June 2026

Dear Audit Committee

Regaining Assurance Strategy for Teignbridge Council

This report sets out our plan to rebuild audit assurance at Teignbridge District Council (the Authority) following the disclaimer of opinion issued under the statutory backstop for the years ended 31 March 2025, 31 March 2024, 31 March 2023, 31 March 2022, 31 March 2021. This plan has been agreed with management and will be communicated to the Ministry of Housing, Communities and Local Government (MHCLG) in July 2026. Our latest Audit Committee progress report contains a high level update on the authority's latest audit report and strategy for regaining assurance. This report gives further detail on the strategy to regain assurance.

As auditor we are responsible for performing the audit, in accordance with International Standards on Auditing (UK), which is directed towards forming and expressing an opinion on the financial statements that have been prepared by management with the oversight of those charged with governance. The audit of the financial statements does not relieve management or those charged with governance of their responsibilities for the preparation of the financial statements.

Beth Bowers

Director
For Grant Thornton UK LLP

Chartered Accountants

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Key messages

Audit Report

We anticipate our audit report will be modified.

Following disclaimed audit reports for the years 2020/21 to 2024/25, we do not expect to be able to support an unmodified opinion on the 2025/26 financial statements. Our audit focus is on 2026 in-year transactions and closing balances, with sign-off targeted for 30 November 2026.

Authority

Delivery depends on the Authority

Successful build-back requires high-quality draft accounts, comprehensive working papers, timely audit access and continued focus on internal controls. We have discussed and agreed the strategy and trajectory for rebuilding assurance with the Section 151 Officer. The fee will be agreed and reported to the Audit Committee in due course. £42,388 Of Section 31 grant funding has been provided to resource the work.

Trajectory

Year-year plan to unmodified by 2030/31

Aligned to NAO LARRIG guidance, with phased build-back of assurance over opening balances, reserves, property and pensions across the 2026/27 to 2030/31 audits.

We recognise that the Council's aim is to obtain assurance over the reserves position as we approach Local Government Reorganisation (LGR) from 1 April 2028; however, we are of the view that this is not currently achievable. Should we be able to complete a full audit for 2025/26, we will work with management to review and update the build-back plan accordingly.

MHCLG capacity assessment

We have assessed the Authority as Category D.

An assessment is required by 31 July 2026 covering build-back timing, opinion trajectory and key risks. More detail is available on page [6].

Background

What and why

As part of the regaining assurance process we are engaging with MHCLG and PSAA as key stakeholders in monitoring and supporting the agenda across the sector.

MHCLG and PSAA have made a joint request for us to provide information for each body subject to the build-back process. The requested information includes a capacity assessment for each body, to be produced with input from both the audit team and the audited body.

The assessment is intended to give MHCLG and PSAA a more granular understanding of: progress of build-back work to date; planned timing of future work; the year in which a qualified opinion and an unmodified opinion are likely to be achieved; key audit risks; the audited body's capacity to support the build-back; and any significant constraints, including restrictions on the auditor's capacity.

Process

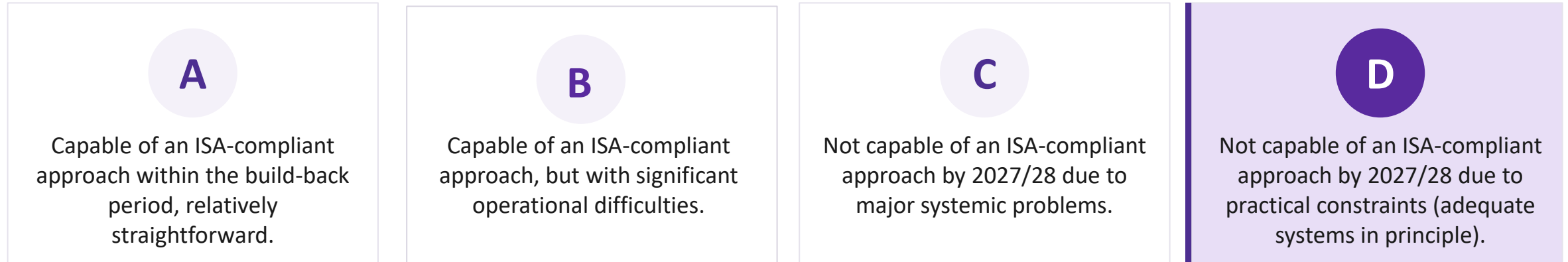
The following pages set out our response.

The information will be used by MHCLG to:

- Better understand the nature and impact of key risks and constraints on the build-back process
- Identify and/or evaluate any significant problems that would benefit from further policy intervention and develop appropriate solutions.
- To develop reliable estimates of the overall cost and timescale of the build-back process and support the review of the build-back grant funding model in autumn 2026.
- To support the government's stewardship of local authorities (including in relation to Local Government Reorganisation) and other bodies by identifying bodies for which an ISA-compliant build-back is unlikely to be possible by the end of 2027/28 and the reasons for this.
- 1 April 2028 is the proposed date for Local Government Reorganisation in Devon. The council is keen to ensure that regaining assurance work is as progressed as possible by this date. Our report sets out the date we currently anticipate regaining assurance, based on our previous experience of the audit. We have agreed with management that if audit work is concluded in a more timely way, then this date could move forward.

Overall assessment and key risks

Under the MHCLG capacity assessment framework, we have provisionally assessed this audit as Category D. The framework categorises audits as follows:



Principal factors supporting our assessment

Technical challenges

There is a risk that the council's outdated systems may hinder the timely provision of information in suitable, audit-ready formats, which could impact audit efficiency and may also result in difficulties when selecting and testing samples.

Audited body capacity

There is a risk that the finance team may face capacity constraints, alongside potential loss of knowledge due to the departure of key team members. This could impact the timeliness and quality of draft accounts, supporting working papers, and the overall control environment.

Expected audit report trajectory

Our planning estimate of when our audit report is expected to transition from disclaimed to qualified, and from qualified to unmodified, is set out below. These are planning estimates only; they cannot be taken as a commitment or guarantee as to the opinion eventually issued for a given year.

<p>2024/25</p> <p>Disclaimed</p> <p>Disclaimed opinion issued on 25 February 2026.</p>	<p>2025/26</p> <p>Disclaimed</p> <p>A disclaimer of opinion expected. Focus on in-year transactions and closing balances. Small number of areas still expected to be disclaimed in 2025/26. Sign-off targeted for 30 November 2026, ahead of the 31 January 2027 backstop date.</p>	<p>2026/27 – 2029/30</p> <p>Disclaimed</p> <p>Focus on in-year transactions and closing balances.</p>	<p>2030/31</p> <p>Unqualified</p> <p>Unmodified opinion anticipated, subject to satisfactory completion of the build-back work programme and absence of any new significant issues.</p>
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What the opinion types mean

Unmodified (clean): the financial statements give a true and fair view, in all material respects.

Qualified ("except for"): true and fair, except for one or more identified areas where we could not obtain sufficient evidence or where we disagree with the accounting treatment.

Disclaimer of opinion: we could not obtain sufficient evidence to form any opinion — effectively, no audit assurance.

Build-back work programme

The table below summarises when we plan to undertake build-back work for each audit area. It is consistent with the information we will submit to MHCLG within the capacity assessment by 31 July 2026.

Audit area	Timing and approach
Statutory reserves	Category D – ISA-compliant build-back not achievable
Property assets	2026/27 through 2029/30 audits – rolling valuation programme and testing of historic additions/disposals.
Pension deficit / surplus	2025/26 audit onwards – reliance on IAS 19 actuarial reports for current year; build-back of prior-year movements.
Long-term debtors and creditors	2026/27 through 2028/29 audits – testing of year end debtors and creditors balances.
Working balances (cash, receivables, payables)	Largely covered through 2025/26 testing of in-year transactions and closing balances.
Other audit work (journals, payroll, grants, disclosures)	Substantively covered each audit year from 2026/27 onwards.

We will refresh this timetable and in subsequent Audit Findings Reports if material changes arise.

Regaining assurance

The below is a simplified illustration of how our build back work programme might build assurance over the coming years' audits:

2025/26 audit process

	24/25	25/26	
CIES	A	G	No assurance over the opening 24/25 position
PPE	R	R	No assurance gained over valuations as work not undertaken
Pensions	G	G	Triennial valuation of pension fund completed and reported
Other assets & liabilities	R	R	We do not have assurance over the creditors balance
Reserves	R	R	No assurance over reserve balances at 31/03/24

2026/27 audit process

	25/26	26/27	
CIES	G	G	Assurance over the opening 25/26 position
PPE	R	A	Assurance gained over valuations at 31/03/27
Pensions	G	G	Triennial valuation of pension fund completed and reported
Other assets & liabilities	R	A	Assurance over all material balances at 31/03/27
Reserves	R	R	No assurance over reserve balances at 31/03/24

2027/28 audit process

	26/27	27/28	
CIES	G	G	Assurance over transactions in both years
PPE	A	A	Assurance gained over 2 years of valuations.
Pensions	G	G	Assurance over balances at both year-ends
Other assets & liabilities	A	G	Assurance over balances at both year-ends
Reserves	R	R	No assurance over reserve balances at 31/03/24

Reserves balances

The Authority is required to present its reserves balances in a prescribed manner, with distinct balances arising from statutory requirements and ringfences. These reserves are complex, and have no audit assurance for 5 years.

R	No assurance
A	Partial assurance
G	Adequate assurance

Regaining assurance continued

2028/29 audit process

	27/28	28/29	
CIES	G	G	Assurance over transactions in both years
PPE	A	A	Assurance gained over 3 years of valuations
Pensions	G	G	Assurance over balances at both year-ends
Other assets & liabilities	G	G	Assurance over balances at both year-ends
Reserves	R	A	Reserves build back work completed, but uncertainty of top of balance sheet

2029/30 audit process

	28/29	29/30	
CIES	G	G	Assurance over transactions in both years
PPE	A	A	Assurance gained over 4 years of valuations
Pensions	G	G	Assurance over balances at both year-ends
Other assets & liabilities	G	G	Assurance over balances at both year-ends
Reserves	A	A	Reserves build back work complete, but uncertainty of top of balance sheet

2030/31 audit process

	29/30	30/31	
CIES	G	G	Assurance over transactions in both years
PPE	A	G	Assurance gained over 5 years of valuations
Pensions	G	G	Assurance over balances at both year-ends
Other assets & liabilities	G	G	Assurance over balances at both year-ends
Reserves	A	G	Assurance over reserves balance.

Next steps and timetable

The key milestones in the regaining assurance programme are set out below.

February 2026

Completion of 2025/26 interim audit work and risk assessment.

30 June 2026

Submission of draft 2025/26 financial statements.

31 July 2026

MHCLG capacity assessment submitted, with Authority's comments where available.

November 2026

Issue the year ended 31 March 2026 audit report.

31 January 2027

2025/26 backstop date for publication of audited financial statements.

2027

Potential commencement of 2026/27 build back work subject to completing expected procedures in 2025/26.

1 April 2028

Potential date for local government reorganisation.

2030/31 audit

Target year for return to unmodified opinion, subject to satisfactory progress.



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