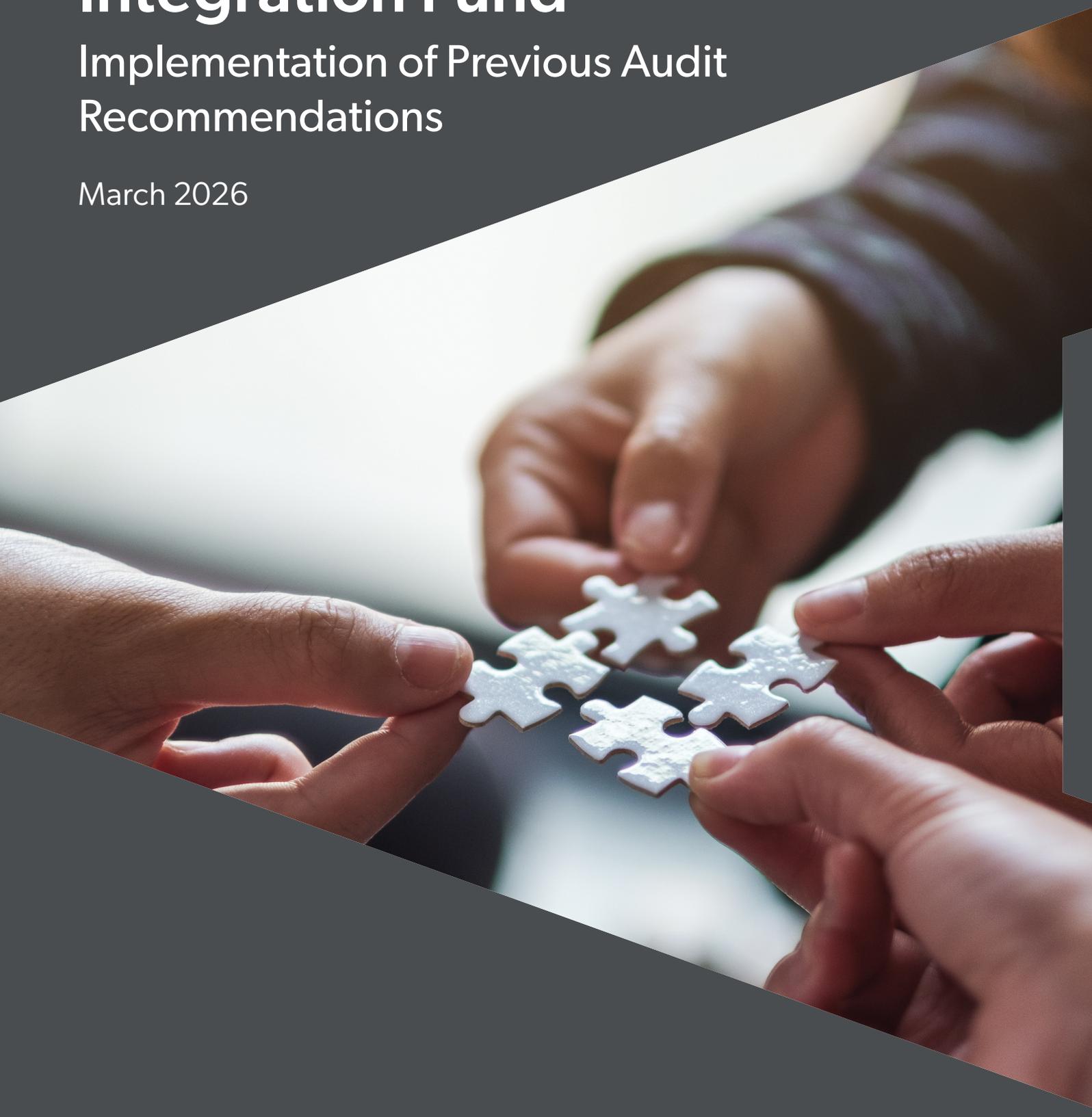


Managing the Regional Integration Fund

Implementation of Previous Audit
Recommendations

March 2026



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Contents

Audit snapshot	4
Auditor General's view	6
Key facts and figures	7
Our findings	8
Recommendations	37

Appendices

1 About our work	40
2 Financial information	42
3 Key terms in this report	48

Audit snapshot

What we looked at

- 1 In 2019, we published a [Review of the Integrated Care Fund](#). The Welsh Government set up the Integrated Care Fund (ICF) in 2014 to enable regional partnerships to better integrate health, social care, and housing.
- 2 The review described the ICF's positive impact on improving integration and partnership working. However, it also identified weaknesses in the way the annual fund was managed. It made six recommendations for the Welsh Government which it [accepted in full](#).
- 3 In April 2022, the Welsh Government replaced the ICF along with its Transformation Fund with the Health and Social Care Regional Integration Fund (RIF). The capital elements were replaced with a new Housing with Care Fund.
- 4 This report examines the extent to which the Welsh Government has implemented our recommendations through the rollout of the RIF, and to a lesser extent through the Housing with Care Fund.

Why this is important

- 5 The RIF is a key part of the Welsh Government's approach to achieving its long-term vision of integrated health and social care, set out in its 2018 strategy, [A Healthier Wales](#). Through the RIF and Housing with Care Fund, along with the Integration and Rebalancing Capital Fund it aims to embed a preventative approach to population health and wellbeing, and delivery of seamless health and care support.
- 6 The RIF is the Welsh Government's main funding to support early intervention, integration, and partnership working through Regional Partnership Boards (RPBs). It is a five-year fund running from April 2022 to March 2027, with an annual budget of around £146 million.

What we have found

- 7 The Welsh Government's Regional Integration Fund is supporting regional working and developing seamless models of care. Now in its fourth year, the fund has had a positive impact on many people's lives. In 2024-25, it supported over 180,000 people to prevent their health and care needs escalating.
- 8 The Welsh Government has fully implemented five of our six previous recommendations and partly completed the remaining one. It has improved the timeliness of its decision-making and monitoring information, strengthened its oversight and supported RPBs to share learning. However, we found some minor gaps in the Welsh Government's oversight of RPB spending of the RIF. We also found that some shared learning networks are more effective than others.
- 9 Despite the Welsh Government's efforts to simplify RPB funding arrangements, those arrangements are still complex and could be better integrated. There are also concerns about longer-term funding to replace the RIF programme in 2027, particularly as RIF funding is being used to fund some services which are now embedded in the health and social care system.
- 10 We identified weaknesses in oversight by statutory organisations of RPB activities and how RIF funding is being used. Health boards and local authorities are responsible for ensuring appropriate oversight takes place. The Welsh Government could also do more to assure itself that those bodies comply with its guidance on oversight.

What we recommend

- 11 We are reissuing two of our previous recommendations, updated to reflect the current delivery context. These focus on further simplifying and aligning RPB funding streams and ensuring appropriate scrutiny of RPB decisions in the regional statutory organisations.
- 12 We are also making two new recommendations to improve the quality of the Welsh Government's oversight of RPB spending.

Auditor General's view



I am encouraged to see that the Welsh Government has taken the findings of my 2019 report on the ICF seriously and acted on my recommendations. The report has clearly driven improvements to the management of public money by the Welsh Government and RPBs.

The Welsh Government is increasingly allocating funds through RPBs, so it needs to continue working with partnership bodies to ensure they are overseeing spending that money wisely. The findings and further recommendations that I have set out in this follow up report will hopefully help shape that important work going forward.

Adrian Crompton

Auditor General for Wales



Key facts and figures



The Welsh Government has fully addressed **5 recommendations** from our 2019 review, and partly addressed the remaining one.



The RIF aims to create sustainable service change through **6 national integrated models of care.**



The Welsh Government has committed around **£146 million** annually for five years through the RIF.



From 2022-23 to 2024-25, RPBs have spent **£436.6 million** of RIF funding.



Partner organisations provided an additional **£174.2 million** of match funding over the first three years of the fund.



From 2022-23 to 2024-25, RPBs have spent **£125 million** of Housing with Care funding.



In 2024-25, **747,953** people used RIF funded projects*.



That support prevented levels of need escalating for **181,922** people.

Note * People may be counted more than once if they used more than one project.

Our findings

Allocating RIF funding

The Welsh Government has clearly designed the RIF to support longer-term planning and minimise late decision-making

- 13 In 2019, our report on the ICF found that changing Welsh Government expectations and issues with the timeliness of funding allocation processes hampered regional delivery. **Exhibit 1** shows that the Welsh Government has fully implemented our recommendation to improve the timeliness of guidance and decision-making.

Exhibit 1: the Welsh Government's implementation of recommendation 1 from our 2019 report

Recommendation 1

We recommended that the Welsh Government should:

- consider the impact of issuing guidance earlier on the timeliness of project funding decisions (**complete**); and
- consider whether any further improvements in the funding allocation process can be made (**complete**).

Source: Audit Wales

Development of the RIF

- 14 The Welsh Government has clearly learnt from our review and national evaluations of the [ICF](#) and [Transformation Fund](#) to develop its RIF programme. A key example of that learning is the Welsh Government's design of the RIF as a five-year programme to support longer-term planning and provide more certainty for RPBs.¹ The Welsh Government also expanded the Housing with Care Fund timespan to match the five-year term of the RIF.
- 15 Most RPB members we spoke to welcome the RIF's five-year timespan. However, one RPB member responding to our survey described it as restrictive, while others felt five years was not long enough:



5-year plans can of course bring a sense of continuation and stability but they also risk locking us into spending that is too hard to review and change, bringing a sense of inertia and complacency.

RPB member survey
respondent



It's a positive development that we had a five year cycle. We hope that will be extended in order to make medium term decisions rather than short termism.

RPB member survey
respondent



To create a mature partnership that can effectively develop and deliver long-term strategic plans that support fundamental transformation needs long term guaranteed funding.

RPB member survey
respondent

1 RPBs were set up in response to the [Social Services and Well-being \(Wales\) Act 2014](#) and bring together health boards, local authorities, the third sector and independent providers to meet the care and support needs of their area.

- 16 The Welsh Government designed the RIF as a learning programme to inform the development of its Integrated Community Care System, and it is clear to see the evolution from the ICF to the RIF and then emerging care system plans. It continues to learn from delivery of the RIF through the communities of practice, and a series of national evaluations throughout the programme.² The Welsh Government aims to use the evaluations to develop ‘blueprints’ setting out revised national models of care by year five of the RIF (2026-27).
- 17 Welsh Government’s RIF team (the RIF team) worked with RPB members over an 18-month period to develop the RIF. Some of those members criticised the Welsh Government for not implementing all their suggestions. However, most RPB members we spoke to said that early Welsh Government engagement laid the foundations for positive working relationships to deliver the programme.
- 18 The Welsh Government continues to engage RPB members as the programme evolves, adapting its arrangements in response to feedback. For instance, it removed its reduction or ‘tapering’ of RIF funding over time in recognition that the statutory partners within the RPBs were struggling to ‘mainstream’ successful RIF funded projects due to financial pressures. The RIF team’s early and sustained engagement is an example of good practice in involving stakeholders in the design and delivery of Welsh Government programmes.

The timeliness of decision-making

- 19 The Welsh Government published the final version of its RIF guidance in February 2022, shortly before the programme started in April. It asked RPBs to submit RIF investment proposals for 2022-23 by the end of March 2022. Despite the publication timeframe, the Welsh Government had engaged regularly with RPBs before the programme started and agreed which projects previously funded by ICF and met the RIF criteria could move over to the RIF. The Welsh Government also used 2021-22 as a transition year to allow RPBs to plan and make the necessary changes from the ICF to the RIF.

2 Communities of practice are networks of professionals designed to share learning and make links between relevant Welsh Government national programmes.

- 20 Although the Welsh Government did not publish its Housing with Care Fund guidance until May 2022, it worked with RPBs beforehand to support their planning. The RPBs had capital investment plans in place to manage forthcoming and ongoing ICF capital projects. The capital investment plan arrangements rolled forward with the introduction of the Housing with Care Fund to include new capital projects and existing ICF commitments. **Exhibits 21 and 22 in Appendix 2** set out Housing with Care Fund spending over time.
- 21 To date, the Welsh Government has looked to simplify arrangements for RPBs by avoiding making changes to its RIF guidance. Rather than revising the guidance, it wrote to RPBs about tapering changes in January 2024. Officials told us they are waiting for the outcome of our review to incorporate potential changes before updating the guidance.
- 22 Some RPB members responding to our survey felt that the Welsh Government did not issue its guidance early enough to support effective planning. Given the steps the Welsh Government took to develop and embed its RIF guidance (see **paragraph 19**), survey respondents may have been referring to Welsh Government guidance for funds allocated to the RPBs other than the RIF. Many RPB members described difficulties responding to the Welsh Government's requirements for other funds, in particular where it provided those funds at short notice (see **paragraph 39**).
- 23 The Welsh Government provides a clear five-year funding commitment through the RIF. It also sets out annual allocations each December in its NHS budget letters to health boards, which should leave RPBs in no doubt about their funding allocations. The Welsh Government also issues annual RIF funding allocation letters for the next financial year to RPBs as a formality between January and March. It agrees in-year transfers between projects in routine meetings with RPB finance leads.
- 24 Despite those longer-term arrangements, many RPB members perceive the Welsh Government's funding decisions as late. The majority (39) of RPB members responding to our survey either disagreed or strongly disagreed that the Welsh Government made funding decisions early enough to support effective regional planning (**Exhibit 2**).³

Exhibit 2: number of respondents to our survey who agree or disagree with the statement ‘the Welsh Government makes funding decisions early enough to support effective regional planning’



Source: Audit Wales Survey of RPB Members, 2025

25 Some RPB members described slow decision making from their regional partners rather than the Welsh Government. Several members of different RPBs told us that regardless of the Welsh Government’s five-year timeframe, RPB planning follows an annual cycle. Despite being a formality, some members said that their RPB did not want to confirm funding for projects until receiving the Welsh Government’s allocation letter.

The Welsh Government supports RPBs to use RIF funding flexibly to meet local need, but RPB funding is becoming increasingly complex

26 In 2019, we reported that RPBs were finding it difficult to align local population needs with the Welsh Government's indicative allocations for priority population groups within the ICF. At the time, RPB funding arrangements were complicated with multiple short-term Welsh Government funding streams focusing on the same priority population groups. Those funds often had different criteria which made it difficult for RPBs to combine them to address local need. **Exhibit 3** shows that the Welsh Government has fully implemented our recommendation to simplify RPB funding streams.

Exhibit 3: the Welsh Government's implementation of recommendation 2 from our 2019 report

Recommendation 2

We recommended that the Welsh Government review all short-term funding streams available to health, social care, and housing partners to ensure that funding streams:

- minimise duplication (**complete**);
- are complementary and that the collective allocations for specific groups of people align with local population needs as well as Welsh Government priority areas (**complete**); and
- can be combined to address local need (**complete**).

Source: Audit Wales

- 27 The Welsh Government has worked hard to simplify and align funding streams within the RIF. Nonetheless, funding arrangements are still over-complicated and some RPB members are confused about whether the Welsh Government still sets indicative allocations for priority population groups.
- 28 The Welsh Government developed the RIF programme to align to local population need and relevant policy areas. Its RIF guidance makes it clear that RPBs must demonstrate that RIF funded initiatives meet the needs of five target priority population groups through six national models of care (**Exhibit 4**).

Exhibit 4: RIF priority groups and models of care

Priority groups

- Older people including people with dementia
- Children and young people with complex needs
- People with emotional and mental health well-being needs
- Unpaid carers
- People with learning disabilities and neurodevelopmental conditions

Models of care



Community based care: **Prevention** and **community coordination**



Community based care: **Complex care closer to home**



Promoting good **emotional health** and **well-being**



Supporting families to **stay together safely**, and therapeutic support for **care experienced children**



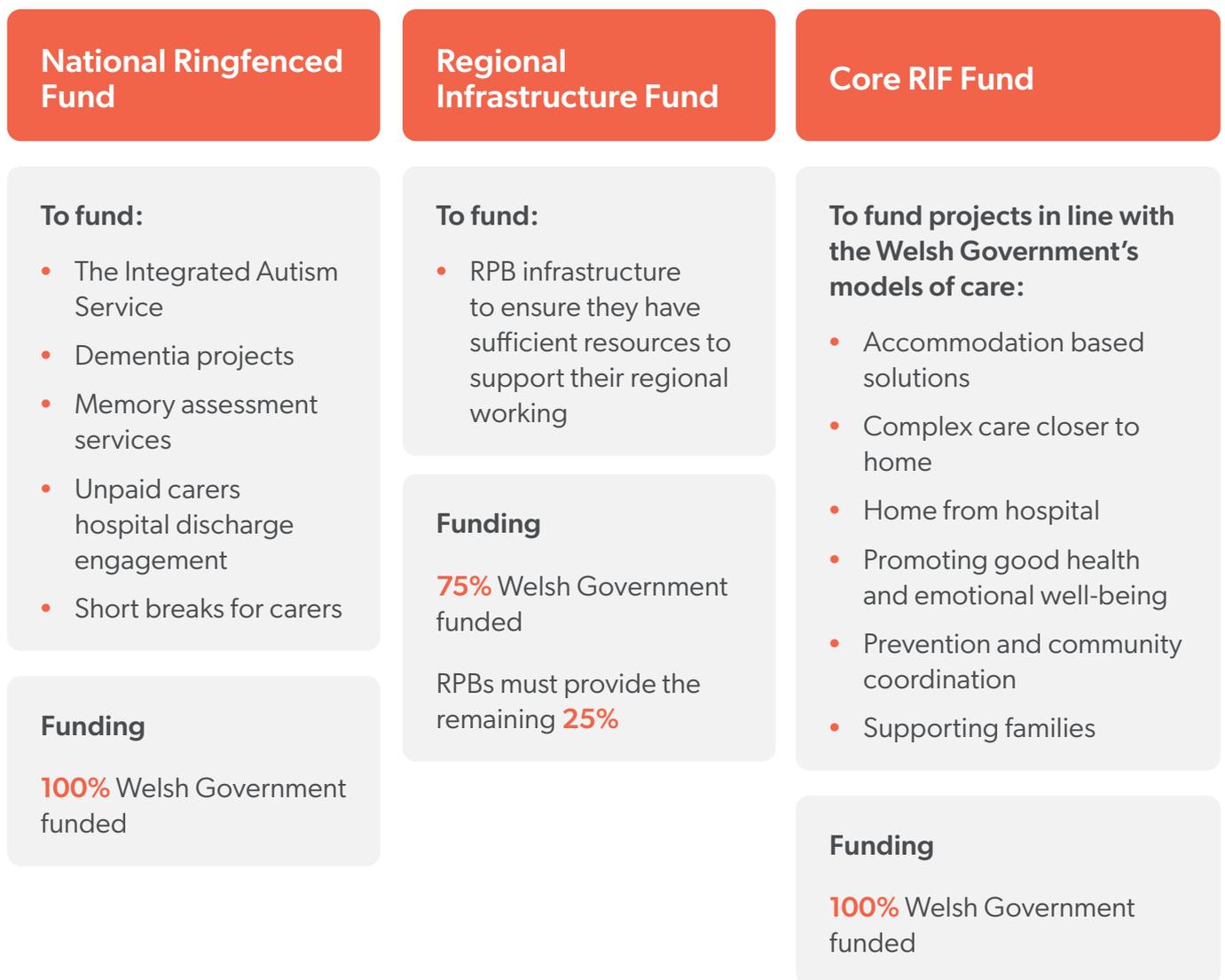
Home from hospital



Accommodation based solutions

29 The Welsh Government does not set indicative allocations for the priority population groups for the main RIF fund but sets aside specific ring-fenced funds within the RIF for key groups or services. RPBs can transfer funds from one priority population group to another in agreement with Welsh Government officials. The RIF also includes a ring-fenced annual £750,000 regional infrastructure fund for running costs (**Exhibit 5**).

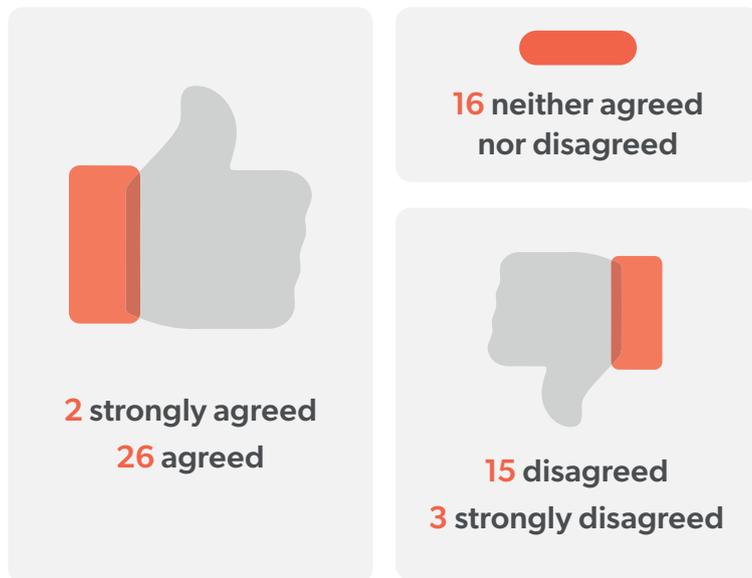
Exhibit 5: the structure of the RIF



Source: Audit Wales analysis of Welsh Government information

30 Just under half of the RPB members (28) responded positively to our survey question on the RIF’s alignment to local need. However, over a quarter of respondents felt more negatively about that alignment, and a quarter gave a neutral response (**Exhibit 6**).

Exhibit 6: number of respondents to our survey who agree or disagree with the statement 'the RIF priority areas set by the Welsh Government are clearly aligned to local need'



Source: Audit Wales Survey of RPB Members, 2025

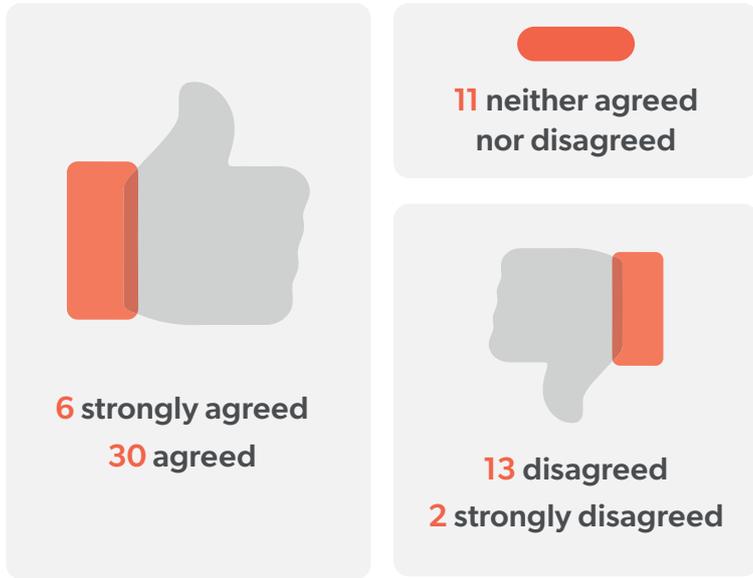
- 31 Some of the RPB members we spoke to misunderstand the Welsh Government's focus on priority population groups and asked for more flexibility to respond to local need. Some regional partners were already funding initiatives for some population groups with non-RIF funding. They mistakenly thought they are unable to move RIF funding for one population group to meet the needs of other groups.
- 32 Some of the misunderstanding about priority population allocation may stem from misinterpretation of information in Welsh Government allocation letters. For example, the 2022-23 letters set out its expectation that for the core RIF fund:
 - at least 5% would be used to support unpaid carers (in addition to the ringfenced fund);
 - at least 20% would be spent on delivery through partners delivering wider economic, social, or environmental benefits; and
 - at least £20 million would be spent across Wales in services to support children who are care experienced or at the edge of care.

Integration of relevant funding streams

- 33 The Welsh Government designed its RIF to better integrate processes for existing funding streams into a single system. It consolidated several individual funding streams, providing ring-fenced allocations within the RIF (see **Exhibit 5**). It designed the RIF, Housing with Care Fund and Integration and Rebalancing Capital Fund as complementary programmes to support its longer-term vision for an Integrated Community Care System.
- 34 Between 2021-22 and 2026-27, RPBs will have had access to £1.45 billion Welsh Government funding spanning nine programme areas (see **Exhibit 17, Appendix 2**). Most of these funds started at the same time as the RIF or predated it. The Welsh Government introduced other short term funding streams after the RIF including Allied Health Professional, Further Faster, and 50-day Challenge funding.
- 35 The year one national evaluation of the RIF described the ‘fast-changing policy context’ as a challenge to integrating the RIF with other relevant funding programmes. The Welsh Government’s RIF team recognised this challenge from the start and has taken steps to address it.
- 36 The RIF team hold regular meetings with policy leads for relevant programmes to improve integration and develop plans for the Integrated Community Care System.⁴ These officials also sit on the RIF Assurance Board where we saw positive examples of information sharing.
- 37 As the RIF programme has evolved, the Welsh Government has better integrated reporting of key funding streams. For instance, the RIF annual report for 2023-24 was a joint progress report or ‘position statement’ for its Housing with Care Fund, Integration and Rebalancing Care Fund and RIF funds. The position statement also describes progress towards creating the Integrated Community Care System.
- 38 Just over half of the RPB members (36) responding to our survey were positive about the flexibility of the RIF funding criteria (**Exhibit 7**) and 27 found it easy to combine the RIF with other funding streams (**Exhibit 8**). However, RPB members and the Welsh Government’s RIF team recognise that since the start of the RIF, funding allocated to RPBs has become increasingly complex.

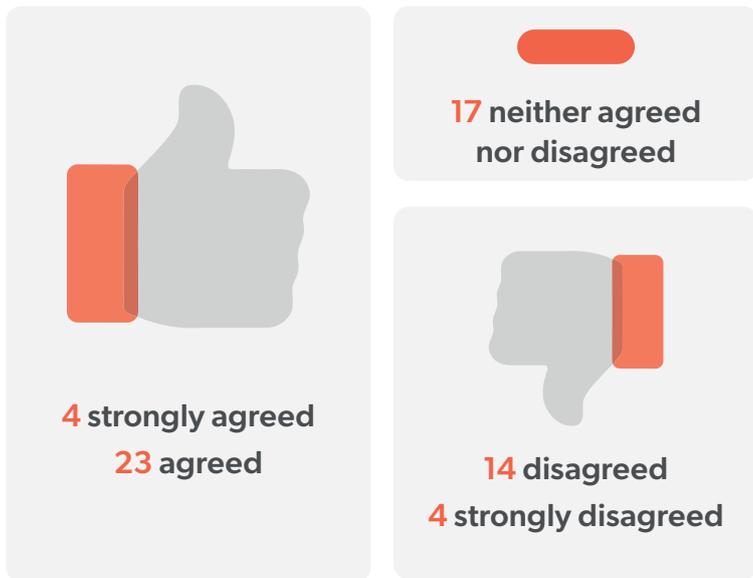
4 Including the Housing with Care Fund, the Six Goals Programme, and the Strategic Programme for Primary Care

Exhibit 7: number of respondents to our survey who agree or disagree with the statement 'the RIF funding criteria is flexible enough to support local decision-making'



Source: Audit Wales Survey of RPB Members, 2025

Exhibit 8: number of respondents to our survey who agree or disagree with the statement 'the Welsh Government has made it easy to combine the RIF with other funding streams'



Source: Audit Wales Survey of RPB Members, 2025

- 39 RPB members we spoke to were concerned about the complexity and sometimes short timeframes associated with new funding streams such as the 50-day Challenge and Further Faster funds. They told us that responding to the requirements of some initiatives (particularly the 50-day Challenge) puts pressure on RPB staff and members and diverts resources from other aspects of delivery.
- 40 The Welsh Government's 2024-25 RIF funding allocation letters list details of some other funds to provide an overview of funding to RPBs.⁵ However, the Welsh Government still sends separate letters for those programmes in addition to its RIF letters. Also, the RIF letters do not list all relevant RPB funds. The number of funding letters may be contributing to RPB's perception that funding arrangements are overly complex.
- 41 The RIF, Housing with Care Fund and Integration and Rebalancing Capital Fund all end in 2027, presenting an opportunity to reflect on future arrangements. The Welsh Government has already started this reflection and has set up a cross sector working group to explore ways of aligning investment and delivery in relevant areas. Moving forward, it wants to better integrate funding streams through its Integrated Community Care System, recognising that future investment decisions depend on political priorities after the May 2026 Senedd election.

5 The letters list allocations of Further Faster, Allied Health Professionals and Integration and Rebalancing Capital funds.

The Welsh Government is identifying and sharing good practice, but some RPB members are unclear about aspects of the approach

- 42 Our 2019 report found little evidence that ICF funded projects had been ‘mainstreamed’ as part of core service delivery within partner organisations. We recommended that the Welsh Government increases its support for shared learning across RPBs with a particular focus on approaches to managing the fund and overcoming challenges to mainstreaming. **Exhibit 9** shows that the Welsh Government has fully implemented our recommendation on supporting shared learning.

Exhibit 9: the Welsh Government’s implementation of recommendation 6 from our 2019 report

Recommendation 6

We recommended that the Welsh Government increases its support for shared learning across the RPBs with a particular focus on:

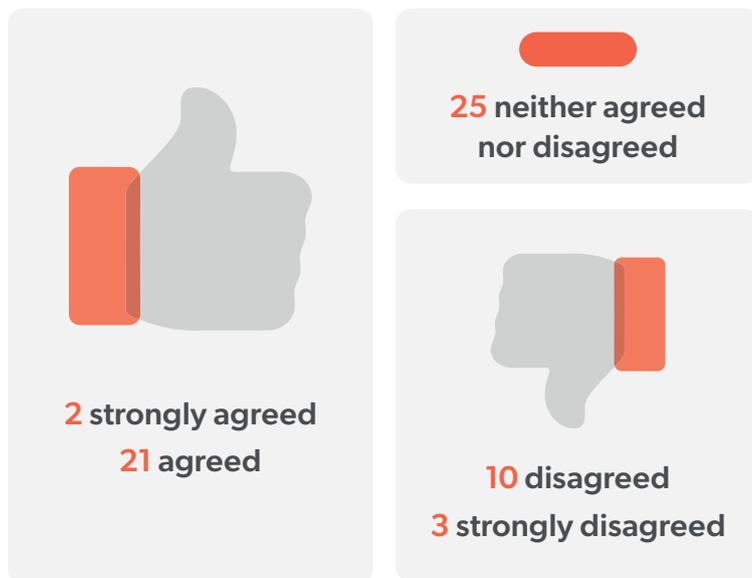
- approaches to managing the fund, in the context of the variation highlighted in this report (**complete**); and
- overcoming challenges to mainstreaming successful projects (**complete**).

Source: Audit Wales

- 43 The Welsh Government provides formal and informal opportunities to share learning. Its formal arrangements include:
- capturing and sharing learning during its routine monitoring arrangements (see **paragraph 59**);
 - highlighting good practice in its annual progress reports;
 - conferences for RPBs to share learning; and
 - ‘communities of practice’ to share learning on the national models of care to inform RIF projects and the development of the Integrated Community Care System. The communities, introduced in 2022, are networks of RPB members, Welsh Government officials and other stakeholders.

- 44 Welsh Government officials also share learning informally through the network of RPB leads. We found several examples where Welsh Government officials recognised strengths in one region and worked with that region to share examples amongst RPB leads.
- 45 Despite the positive examples we identified, RPB member responses to our survey were not clear about whether the opportunities provided by Welsh Government were supporting shared learning (**Exhibit 10**). One RPB member commented that the Welsh Government’s support for shared learning was a recent development. Another described limited time to learn from others.

Exhibit 10: number of respondents to our survey who agree or disagree with the statement ‘the Welsh Government provides opportunities for shared learning about other RIF funded projects’



Source: Audit Wales Survey of RPB Members, 2025

- 46 RPB members we spoke to explained that learning is shared regularly between regions, but that process is not always led by the Welsh Government. RPB leads have made their own arrangements to share learning through weekly meetings, which the Welsh Government has encouraged as a form of pro-active peer to peer sharing of good practice. In general, RPB members praised the RIF team's positive engagement and responsiveness.
- 47 The Welsh Government has established six communities of practice to support shared learning. These are sharing learning, policy developments and facilitating engagement with stakeholders in relevant sectors. Welsh Government officials acknowledged that some communities of practice are more effective than others in sharing good practice.
- 48 Some RPB members we spoke to were confused about the purpose of the communities of practice. Some RPB leads told us they had stopped attending meetings because they were time-consuming and unhelpful. The year three national evaluation of the RIF found that target membership is unclear and raised questions about the breadth of representation. It also recognised that the objectives of the communities of practice are not always clear to stakeholders. The Welsh Government is currently exploring ways to improve the effectiveness of the communities of practice, learning from those that are working well.

The RIF has supported partnership working and service improvement but there are concerns over long term funding arrangements

- 49 RPB members responding to our survey clearly value the RIF programme and responded positively to our survey questions about its contribution to regional partnership working and providing sustainable and improved services. Respondents also made comments about the impact of the RIF:



The RIF has become instrumental in the development of new ways of working, many of which are embedded in the way services are now delivered.

RPB member survey respondent



Many councils and the NHS would strongly evidence that the fund has enabled a consistent added value to residents.

RPB member survey respondent

- 50 However, due to broader financial challenges many RPBs also described a lack of progress mainstreaming successful projects. Several RPB members called for clarity about how the Welsh Government will replace RIF funding after 2026-27, saying it is currently being used to fund services which are now considered part of core provision.



Mainstreaming was introduced but doesn't appear to have happened in practice as individual organisations face significant financial challenge.

RPB member survey respondent



RIF needs to be continued and consolidated as it is used to fund core services that have become essential elements of the health and care system. In the current financial climate, reducing or ceasing funding will result in the curtailing of services.

RPB member survey respondent

- 51 There are considerable challenges associated with mainstreaming projects into core budgets. Nonetheless, partner organisations within RPBs have contributed their own funding to support the Welsh Government's RIF allocations using a combination of cash and other resources.⁶
- 52 RPB partners provided an additional £174.2 million of match funding over the first three years of the RIF. **Exhibit 11** shows that the proportion of funding provided by partner organisations varies considerably by region.⁷ In particular, partner organisations within the North Wales Regional Partnership Board provided considerably higher levels of their own funding in 2022-23 and 2023-24 than other regions.

Exhibit 11: RPB RIF funding provided by partner organisations from 2022-23 to 2024-25, in £ millions and as a percentage of overall RPB income (shown in brackets)

RPB	2022-23	2023-24	2024-25
Cardiff and Vale	*	*	6.2 (24%)
Cwm Taf Morgannwg	6.1 (21%)	5.6 (20%)	5.0 (18%)
Gwent	7.3 (21%)	7.0 (20%)	5.5 (17%)
North Wales	23.5 (42%)	27.7 (46%)	55.0 (63%)
Powys	2.0 (24%)	0.4 (6%)	1.6 (19%)
West Glamorgan	*	*	6.2 (25%)
West Wales	2.5 (12%)	3.9 (17%)	8.7 (32%)

Source: Audit Wales analysis of Welsh Government information

Note: *Cardiff and Vale and West Glamorgan Regional Partnership Boards did not provide information on funding provided by their partners organisations in 2022-23 and 2023-24.

- 53 RPBs are also experiencing financial pressures associated with delivering RIF funded projects, particularly rising staff costs. The Welsh Government removed the tapering element of the RIF in recognition of mainstreaming challenges (see **paragraph 18**). It has not increased RIF funding to match inflation.

6 Such as staff, or premises not funded by the RIF.

7 Welsh Government officials told us that some of this variation could relate to differences in how RPBs capture match funding information. Officials are working with the RPBs to improve the quality and consistency of their data.

54 The Welsh Government's overall RIF allocation has increased slightly from £144.7 million in 2022-23 to over £146 million in 2023-24 and 2024-25. However, in real terms the Welsh Government's funding fell by 8% over the three years.⁸ **Exhibits 18 to 20** in **Appendix 2** provide more analysis of RIF spending by type and RPB.

Welsh Government oversight

The Welsh Government has continued to work with RPBs to improve the quality and consistency of RIF monitoring information

55 In 2019, our ICF report described weaknesses in the Welsh Government's arrangements to assess the overall impact of its programme. It explained that RPBs were using different tools and processes to measure performance and found it difficult to measure project outcomes. **Exhibit 12** shows that the Welsh Government has fully implemented our recommendation to improve project monitoring.

Exhibit 12: the Welsh Government's implementation of recommendation 5 from our 2019 report

Recommendation 5

We recommended that the Welsh Government work with RPBs to:

- agree key outcome measures which are expected to be achieved, and monitored, for the different target groups in receipt of the fund. Where possible, these measures should align to wider outcome measures set out in national outcome frameworks already in place (**complete**);
- make clear how it is using the information gathered by RPBs (**complete**); and
- streamline the reporting requirements for revenue and capital projects, where practical to do so (**complete**).

Source: Audit Wales

8 Real terms figures are adjusted to take account of inflation. We used HM Treasury GDP deflators at market prices and money, June 2025.

Measuring outcomes and impact

56 The Welsh Government developed a RIF outcomes framework clearly setting out the outcomes and principles it wants to achieve for the wider health and social care system.⁹ The Welsh Government provided separate guidance to support RPBs to use the framework. The framework is a positive step towards measuring the fund's impact, focussing on both person-centred and system outcomes (**Exhibit 13**). The Welsh Government continues to refine the approach as the programme progresses including developing ways to measure social return on investment.

9 The Welsh Government published the framework on page 42 of its [RIF guidance](#).

Exhibit 13: key intended outcomes in the Welsh Government’s outcomes framework



Source: Audit Wales analysis of Welsh Government information

57 The Welsh Government has different arrangements to measure the impact of its Housing with Care Fund. RPBs set out intended outputs and outcomes for individual projects in their respective 10-year capital investment plans. The Welsh Government's Health and Housing Team monitors delivery against the plans every six months.

RIF monitoring arrangements

58 The Welsh Government has worked hard to develop monitoring arrangements that provide robust information for effective oversight of its investment. It also provides £750,000 annually to each RPB to support their management of the RIF including reporting arrangements (see **paragraph 29**).

59 The Welsh Government has developed a clear monitoring schedule for RPBs based on:

- quarterly finance returns setting out forecast and actual spend, and delivery of projects to date, setting out risks to project delivery at quarters two and four; and
- six monthly impact reports demonstrating progress using the RIF outcomes framework, risks, and project learning.

60 The RIF team has good arrangements to scrutinise RPB finance and impact reports and discuss in quarterly meetings with the RPB leads. Officials consider RPB plans to manage project over or underspends and have clear arrangements to agree transferring funding between projects.

61 Officials told us that they initially planned to include routine 'spot-checks' on individual spending lines in the finance reports to check that funding allocated through RPBs is being spent appropriately. At the time of our review, the Welsh Government had not developed arrangements for those checks which are intended to be undertaken by its internal audit function.

62 For the Housing with Care Fund, the Welsh Government's Health and Housing Team discusses performance with RPBs in monthly meetings with RPB leads. Discussions focus on project delivery, finance, and risk, which feed into six-monthly progress reviews with the Welsh Government.

63 The Welsh Government worked with RPBs to develop monitoring tools in preparation for the introduction of the RIF and has continued to work with them to refine and develop new tools throughout the programme. We also found examples of the Welsh Government sharing good monitoring processes at one RPB to improve approaches elsewhere.

- 64 The RIF team has formally reported a risk associated with poor quality RPB monitoring information on the risk log it shares with its RIF Assurance Board. To mitigate the risk, the Welsh Government provides training for RPB leads, reporting templates and support through routine monitoring meetings. It also has a formal escalation process for late submissions. Those actions have reduced the residual score on the risk log, and the Welsh Government reviews the risk every six months.
- 65 We found the Welsh Government’s monitoring requirements clear and proportionate. However, the majority of RPB members responding to our survey did not find it easy to provide the type of monitoring information the Welsh Government requests. Several RPB leads told us monitoring arrangements are an administrative burden, often requiring staff training. Some were using parallel monitoring processes where the Welsh Government’s requirements differ from those of the RPB partner organisations. Some RPB leads were frustrated that the Welsh Government asked for information it already has, from previous RIF monitoring information or from other programmes.



The reporting requirements via the RIF templates are significant, and the timescales are not always realistic, especially when gathering information from organisations who are being commissioned by the RPB.

**RPB member survey
respondent**



Requests for data that Welsh Government already has access to is frustrating – especially as different agencies have different systems and we do not share data in a way that would support strategic planning and integration.

**RPB member survey
respondent**

- 66 Many of the RPB leads said that the Welsh Government’s financial reporting template is difficult to use. Welsh Government officials recognised that there are opportunities to improve the template which they are working with RPBs to address.

- 67 Despite their concerns about responding to the Welsh Government's monitoring requirements, most RPB leads described significant improvements in monitoring requirements in 2024-25. One person explained that reporting requirements had reduced from about 500 pages in year one of the RIF to about 200. Welsh Government officials told us they had been confident to move to more 'light touch' monitoring from 2023-24 onwards because the strength of RPB performance information had improved considerably.
- 68 RPB members we spoke to had varying views on the level of feedback they get from the Welsh Government on their monitoring submissions. Some praised the clear and regular feedback whilst others felt that they would submit information to the Welsh Government but not receive any feedback from officials. Welsh Government officials told us that they provide robust feedback through the quarterly meetings with RPBs and in an annual 'score card' report. Not all RPB members are included in these meetings, so there is a possibility that not all members are sighted of feedback.

RIF reporting arrangements

- 69 The Welsh Government publishes annual reports on progress delivering the RIF on its website. The first report ([2022-23](#)) set out funding allocations, the number of projects and a description of outputs and outcomes for key projects for each region.
- 70 By its second year ([2023-24](#)), the Welsh Government's reporting of the RIF was more sophisticated, publishing some performance measures from the outcomes framework (see **paragraph 56**). The report set out information clearly and simply with output measures of 'how much we did' and outcomes measures of 'the difference we made for people'. The Welsh Government continued to use this approach for its third-year report ([2024-25](#)) (**Exhibit 14**).

Exhibit 14: outputs and outcomes from the Welsh Government's RIF annual report 2024-25

Outputs



747,953 individuals have accessed RIF projects in 2024-25



249,455 were accessing the projects for the first time



1,620,654 contacts were made (count multiple contacts per individual)

Outcomes



213,091 individuals felt less isolated



231,547 individuals were maintaining or improving their emotional health and well-being



175,953 individuals felt they were able to influence decision-making that impacted them



161,797 individuals feel more confident in accessing services following project support



207,931 individuals whose independence has improved or remained the same after the support of a project



181,922 individuals have received support that has prevented their level of needs from escalating

The Welsh Government's RIF Assurance Board provides good scrutiny, including challenge from outside the RIF team

71 In 2019, our ICF report found that the Welsh Government needed to strengthen central oversight of the fund. It also described the impact of limited Welsh Government staff capacity to support regular and timely oversight. **Exhibit 15** shows that the Welsh Government has fully implemented our recommendation to strengthen its project board arrangements.

Exhibit 15: the Welsh Government's implementation of recommendation 3 from our 2019 report

Recommendation 3

We recommended that the Welsh Government further strengthen its governance arrangements for the fund by reviewing the membership of its project board to include representation from outside of the departments directly involved in the fund to provide some independent challenge (**complete**).

Source: Audit Wales

- 72 The Welsh Government has addressed our recommendation by incorporating independent challenge into its RIF Assurance Board. The Board has broad membership including Welsh Government officials representing health, social care, and housing, and from the Bevan Commission.
- 73 The Board's terms of reference are clear, and the RIF team effectively supports Board oversight with clear and regular information on relevant areas. The Board also holds helpful 'deep dive' sessions focused on specific topics supported by relevant information from the RIF team. For instance, in February 2025 it held a deep dive on progress towards developing the Integrated Community Care System.
- 74 We identified some minor areas for improvement in the information that the RIF team shares for Board oversight. The team provides verbal summaries of financial and impact reports but could provide more clarity in its finance reports on spending variance against year-end forecasts. It could also analyse the information submitted by RPBs in their quarterly finance returns to understand overall progress in 'mainstreaming' RIF funded projects.

- 75 There was a gap of 10 months in the frequency of Board meetings due to staff vacancies. Meetings resumed in August 2024 when the new Head of RIF started work. We saw good scrutiny of performance and financial information from Board members outside the RIF team. We also saw examples of the Board acting as a forum for officials to share information and ideas across different parts of the Welsh Government.
- 76 In June 2025, the Welsh Government set up internal audit arrangements to provide assurance to the RIF Board Chair and Director General of Health and Social Services on the effectiveness of processes to oversee the RIF. The Welsh Government's internal audit team share quarterly observations to the Welsh Government's Health, Social Care and Early Years Group Audit and Risk Committee, and more formally, in an annual report.¹⁰
- 77 The Welsh Government's Housing with Care Fund Board oversees delivery of its Housing with Care programme. The Board is supposed to meet quarterly but at the time of our review, had not met for a year due to staff vacancies. During this time, the Housing with Care Fund panel continued to meet to approve funding applications but did not provide overall programme oversight. The programme lead also met regularly with the Deputy Director of Homes and Places to manage the gap in oversight. The Board resumed meetings from October 2025.

There are still weaknesses in health board and local authority oversight of RPB activity and use of the RIF, and the Welsh Government's understanding of that oversight

The status of RPBs

- 78 Our 2019 ICF report found that there was little scrutiny of RPB activity by health boards and local authorities. There was also a general lack of awareness across these organisations about how the fund was being used. We recommended that the Welsh Government works with NHS bodies and local authorities to ensure that appropriate scrutiny arrangements are in place for decisions made by the RPBs on behalf of those bodies. **Exhibit 16** shows that the Welsh Government has not gone far enough to implement our recommendation to improve RPB governance arrangements.

10 From July 2025 onwards, the Committee became the Health, Social Care and Early Years Assurance Board.

Exhibit 16: the Welsh Government's implementation of recommendation 4 from our 2019 report

Recommendation 4

We recommended that the Welsh Government works with NHS bodies and local authorities to ensure that appropriate scrutiny arrangements are in place for decisions made by the RPBs on behalf of those bodies (**partly complete**).

Source: Audit Wales

- 79 Health boards and local authorities established RPBs in response to the [Partnership Arrangements \(Wales\) Regulations 2015](#).¹¹ RPBs are statutory governance bodies which limits their functions. In particular, they cannot employ staff or hold budgets.¹² They can only make recommendations but not decisions. Those decisions rest with the statutory partners and must be taken through each body's lawful decision-making procedures. Representatives of those partners sitting on RPBs may only take decisions within any delegated authority, and otherwise must seek Cabinet or Board approval.
- 80 In 2021, the Welsh Government consulted on its proposals to improve social care arrangements and strengthen partnership working in a [White Paper](#) on Rebalancing Care and Support. The paper set out its proposal to establish RPBs as legal entities. However, the Welsh Government chose not to change RPBs in this way in response to feedback from statutory partners including, local authorities, health boards and from RPB members. The Welsh Government revised its part 9 statutory guidance to clarify RPB membership and scrutiny arrangements (see **paragraph 83**).

11 Part 9 of the Social Services and Well-being (Wales) Act 2014 allowed Welsh Ministers to make regulations about partnership arrangements between health boards and local authorities.

12 RPB staff are employed by either health boards or local authorities depending on regional arrangements. RPBs can use the £750,000 annual RIF allocation for staff costs although some of those costs are met by partnership bodies.

Partner scrutiny

- 81 All funding allocated to RPBs is provided by Welsh Government funding streams. Health boards hold those funds on behalf of the RPBs.
- 82 The limitation of RPB functions (see **paragraph 79**) means it is essential that health boards and local authorities have robust oversight and governance arrangements. They must provide adequate scrutiny of RPB activity and the funds health boards hold on behalf of RPBs to ensure services and resources are used effectively and efficiently.
- 83 The Welsh Government's part 9 statutory guidance sets out its expectations that partnership bodies should be satisfied that RPBs have effective oversight and governance arrangements.¹³ In addition, its RIF guidance requires RPBs to 'put in place a memorandum of understanding that sets out the agreed governance, accountability and decision-making processes including appropriate arrangements to enable scrutiny of investment decisions by relevant sovereign bodies'. However, the Welsh Government has not checked whether RPBs have complied with its requirement.
- 84 All RPBs have some form of terms of reference setting out their purpose and responsibilities. However, only four of the seven RPBs had a memorandum of understanding. None of the documents were clear enough about how health boards and local authorities will scrutinise RPB activity, including which information they will receive and which forum it will go to.
- 85 Despite these apparent gaps, RPB members responding to our survey were generally confident that their organisation has appropriate scrutiny arrangements in place to oversee RPB decisions on their behalf. The majority (41 respondents) also agreed or strongly agreed that their organisation has the right information to understand the impact of RIF funded projects.
- 86 We used our focus groups with RPB members to understand those positive responses in the light of the governance weaknesses we had identified. On closer examination, many members were unclear about health board and local authority arrangements to scrutinise RPB activity. Some were able to cite individual examples of RPB documents being scrutinised at council or health boards meetings. However, none of the RPB members we spoke to were clear about which information goes to those bodies and which forums it goes to.

13 Under part 9 of the Social Services and Well-being (Wales) Act 2014, health boards and local authorities must have regard to the Welsh Government's part 9 statutory guidance. The Welsh Government published an updated version of the guidance in April 2025.

- 87 Some RPB members told us that there is considerable variation in scrutiny arrangements at local authorities in their region. They said the variation makes it even harder to understand the regularity and focus of scrutiny at those organisations.
- 88 Some RPB members we spoke to raised broader questions about RPB governance arrangements. They recognised that RPB members had responded to the Welsh Government's 2021 consultation to say they did not want to become legal entities. However, we heard examples where RPB chairs were uncomfortable making decisions on behalf of partnership bodies.

Welsh Government oversight of partnership scrutiny

- 89 Partner bodies are responsible for providing effective oversight and governance arrangements (see **paragraph 83**). The Welsh Government requires RPBs to set out those arrangements in their annual reports. Officials also discuss compliance with the part 9 requirements with RPBs in quarterly meetings. The Welsh Government also requires RPBs to complete self-assessments of their performance every two years from 1 April 2025.¹⁴ RPBs must also consider the effectiveness of their governance arrangements.
- 90 The Welsh Government ran a series of pilots with RPBs, Care Inspectorate Wales (CIW) and Healthcare Inspectorate Wales (HIW) from 2021 to 2024 to develop the self-assessment approach. For the pilot, all RPB members were invited to complete a self-assessment survey designed by the Welsh Government. The survey includes a specific question on whether RPB partner organisations have arrangements in place for organisations to be held to account for delivery of the RPB priorities. RPBs then took part in workshops to discuss the findings and develop improvement actions.
- 91 The Welsh Government asked RPBs to set out their actions to address issues from the pilot self-assessments in their 2024-25 annual reports. But it has not used the self-assessment results from the pilot or the improvement actions identified to understand the strengths and weaknesses of RPB arrangements. The Welsh Government recognises it could do more to oversee the effectiveness of RPB partner scrutiny including checking that memoranda of understanding are in place.

14 A requirement of the Welsh Government's amended Partnership Arrangements (Wales) Regulations in 2024.

Recommendations

92 We are re-issuing two of our previous recommendations, updated to reflect the current delivery context. We are also making three new recommendations.

Updated recommendations from our 2019 ICF review

R1 The Welsh Government should make further changes to simplify RPB funding arrangements and ensure they are aligned to local population needs. It should:

- 1.1** Work with RPBs to make sure they understand the flexibility of the RIF and their ability to transfer non-ring-fenced funds between projects where they clearly align to local need (**paragraphs 27 to 32**);
- 1.2** Work with RPBs to combine monitoring and reporting arrangements for different funds where possible (**paragraphs 33 to 41**); and
- 1.3** Build arrangements into its Integrated Community Care System to incorporate new funding streams that may emerge after it is established (**paragraphs 33 to 41**).

R2 The Welsh Government should work with health boards and local authorities to ensure they have appropriate scrutiny arrangements in place for delegated decisions made by the RPBs on behalf of those bodies. This should include ensuring RPBs have a memorandum of understanding in place (**paragraphs 81 to 91**).

New recommendations

R3 The Welsh Government should improve the finance reports it provides to the RIF Assurance Board to include information on:

- RPB spending variance against year-end forecasts; and
- RPB progress towards mainstreaming successful projects (**paragraph 74**).

R4 The Welsh Government should introduce spot-checks on RPB spending to ensure that RIF funding is spent appropriately (**paragraph 61**).



Appendices

- 1 About our work
- 2 Financial information
- 3 Key terms in this report

1 About our work

Scope of the audit

We have looked at how well the Welsh Government has addressed the recommendations in our 2019 review through the rollout of its RIF, and to a lesser extent the Housing with Care Fund. We have not reviewed the Welsh Government's management of the Integration and Rebalancing Care Fund.¹⁵ We did not set out to evaluate the impact of the RIF or consider wider points beyond our 2019 recommendations.

Audit questions and criteria

Questions

Our audit focused on four specific questions:

- Does the Welsh Government have a coherent strategic approach to providing integrated health, social care, and housing funding via the Regional Integration Fund?
- Does the Welsh Government have appropriate arrangements to oversee delivery of its Regional Integration Fund?
- Has the Welsh Government worked with NHS bodies and local authorities to ensure that there are appropriate scrutiny arrangements of decisions made by RPBs?
- Does the Welsh Government ensure the sharing of good practice across regions?

¹⁵ We reviewed aspects of the Fund as one of our five case studies to inform our May 2025 report on the [Wales Infrastructure Investment Strategy](#).

Criteria

In gathering evidence against the above questions, we were looking for the Welsh Government to demonstrate that it had made the expected progress in implementing our 2019 audit recommendations to address the issues and concerns identified in the original audit.

Methods

We undertook our field work during April and July 2025.

We used the following methods:

- Review of Welsh Government documents which shows the timeliness of decision making; guidance for the RIF and related funding streams; monitoring information on delivery of the RIF including progress reports on delivery outputs and outcomes; RIF project board papers; and information demonstrating how good practice is identified and shared.
- Review of some RPB documents including the terms of reference, memorandum of understanding and their scrutiny arrangements.
- High-level financial analysis of Welsh Government spending to date through the ICF, Transformation Fund and RIF.
- Interviews with Welsh Government officials responsible for managing and overseeing the RIF and similar funds associated with Welsh Government's national programmes on Planned Care, Urgent and Emergency Care and Primary Care.
- Focus groups involving all RPB leads and chairs in Wales.
- An online survey of all 196 RPB members which received a total of 63 responses. The survey was open for responses between the 2 May 2025 and 14 July 2025.
- An observation of a meeting of the Welsh Government's RIF Assurance Board which includes Welsh Government officials from various backgrounds to provide oversight of the RIF.

2 Financial information

Exhibit 17 shows all RPB funding streams available from 2021-22 to 2026-27. **Exhibits 18 to 20** set out RIF spending by type and from 2022-23 to 2024-25 by RPB. The Welsh Government publishes detailed analysis of RPB spending across population groups in its annual reports. **Exhibits 21 and 22** show Housing with Care Fund spending from 2022-23 to 2024-25 and by RPB.

Exhibit 17: RPB funding streams available during the period 2021-22 to 2026-27

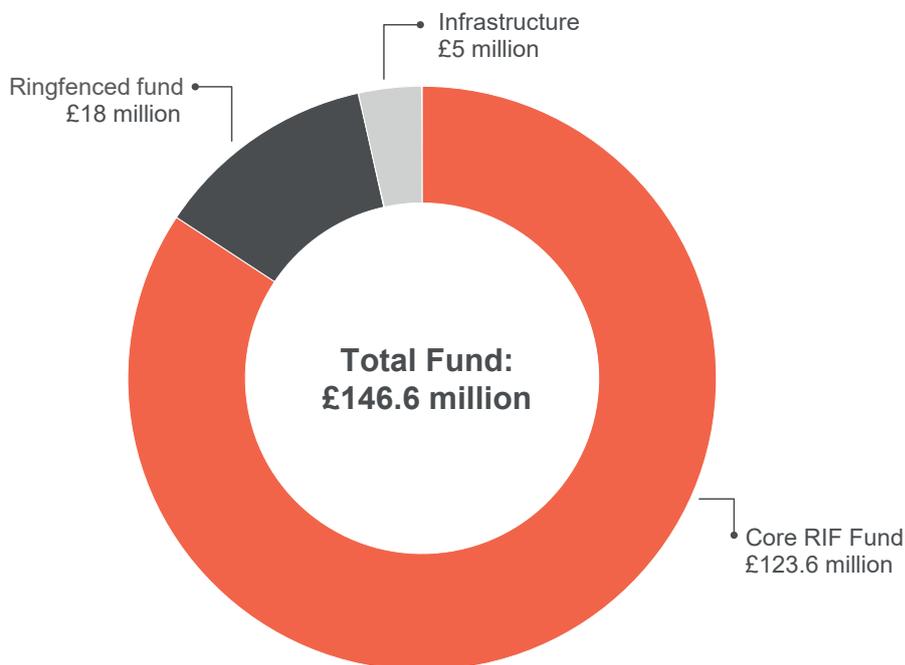
Funding programme	Value	Duration	Focus
Integration and Rebalancing Capital Fund	£320 million	2022-23 to 2026-27	Develop local community care hubs to co-locate frontline health and social care services
Integration and Rebalancing Capital Fund – revenue budget	£20 million	2022-23 to 2026-27	To resource RPBs for the strategic planning and coordination of the Integration and Rebalancing Capital Fund
Housing with Care Fund	£242 million	2022-23 to 2026-27	Provide supported housing and accommodation for vulnerable people with care and support needs
Regional Integration Fund (RIF)	£731 million	2022-23 to 2026-27	Create sustainable system change by developing six integrated models of care
Six Goals for Urgent and Emergency Care Programme	£100 million	2021-22 to 2025-26	Provide effective, high quality and sustainable healthcare as close to home as possible, and to improve service access and integration
Strategic Programme for Primary Care	£7.6 million	2022-23 to 2023-24	Deliver national primary care priorities

Funding programme	Value	Duration	Focus
Allied Health Professionals Funding	£5 million	2023-24	Increase access to community-based care by increasing the number of NHS Allied Health Professionals and support workers
Further Faster Funding	£12 million	2023-24	Go 'further, faster' to strengthen community care capacity by developing an integrated community care system for Wales
50-day Challenge Funding	£19 million	2024-25	Help more people safely return from hospital and ease winter pressures on the health and social care system

Source: Audit Wales analysis of Welsh Government information

Note: The Six Goals Urgent and Emergency Care Programme is administered by NHS Wales Performance and Improvement. All other funds in the table are administered by the Welsh Government.

Exhibit 18: RIF spending by type, 2024-25



Source: Audit Wales analysis of Welsh Government information

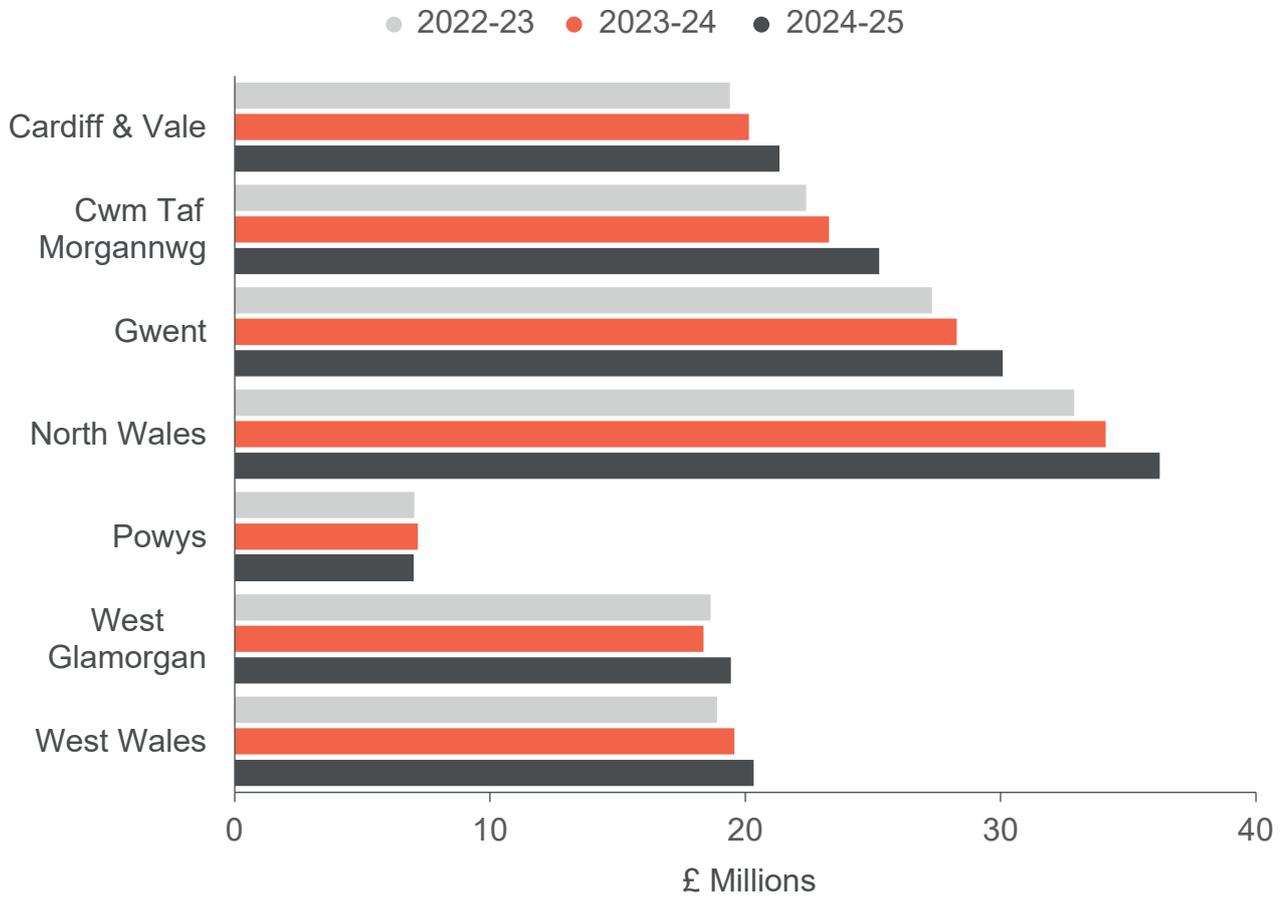
Note: Cwm Taf Morgannwg and Gwent RPBs did not spend their full allocation of £750,000 infrastructure funding in 2024-25.

Exhibit 19: core RIF spending by model of care, 2024-25

Model of care	£ millions
Home from hospital	35.6
Prevention and community coordination	30.8
Supporting families	22.7
Complex care closer to home	20.6
Promoting good health and emotional well-being	8.4
Accommodation based solutions	2.1
Project management costs	3.4

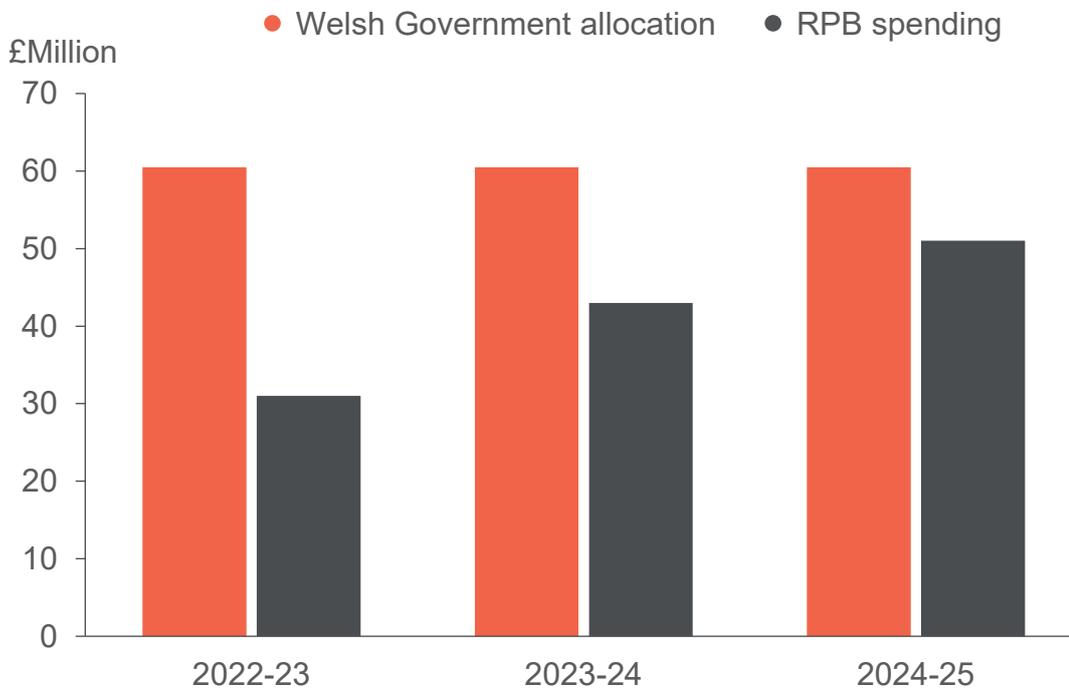
Source: Audit Wales analysis of Welsh Government information

Exhibit 20: total (core and non-core) RIF spending by RPB, 2022-23 to 2024-25



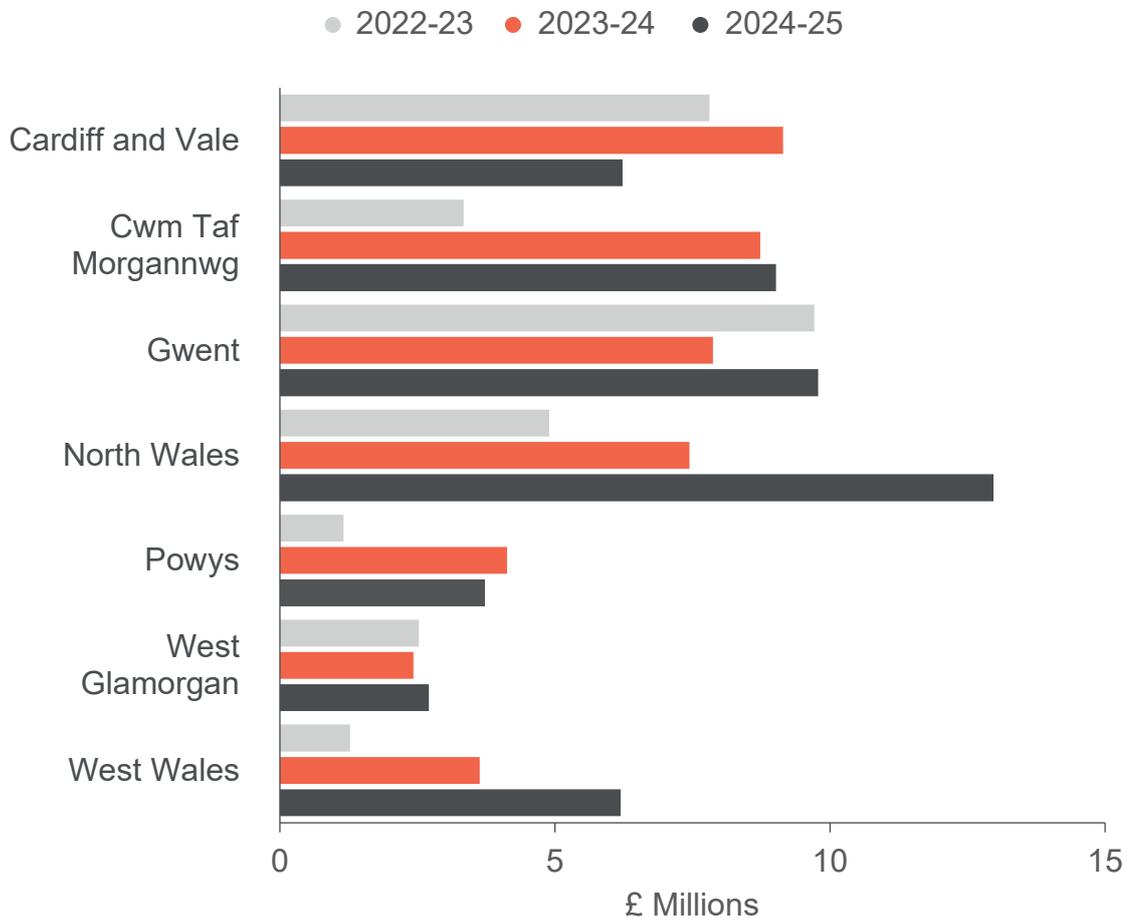
Source: Audit Wales analysis of Welsh Government information

Exhibit 21: Housing with Care Fund Welsh Government allocations and RPB spending, 2022-23 to 2024-25



Source: Audit Wales analysis of Welsh Government information

Exhibit 22: Housing with Care Fund spending by RPB, 2022-23 to 2024-25



Source: Audit Wales analysis of Welsh Government information

3 Key terms in this report

Term	Description
Allied Health Professionals funding	A Welsh Government fund for RPBs in 2023-24. The fund was aimed at increasing the number of community-based healthcare professionals and support workers.
Further Faster funding	A Welsh Government fund for RPBs in 2023-24. The fund was aimed at bringing together existing health and social care initiatives to start developing an integrated community care system.
Housing with Care Fund	A Welsh Government fund for RPBs from 2022-23 to 2026-27. The fund is aimed at providing supported housing accommodation for vulnerable people with care and support needs.
Integrated Community Care System	The Welsh Government's vision for providing seamless health and social care at or as close to home as possible through six models of care.
Integrated Care Fund (ICF)	A Welsh Government fund for RPBs from 2014-15 to 2021-22. The fund was aimed at encouraging collaboration between social services, health, housing, and the third and independent sector to improve the lives of the most vulnerable people in Wales. The Welsh Government introduced the fund in 2014 as the Intermediate Care Fund and renamed it the Integrated Care Fund in 2017.
Integration and Rebalancing Capital Fund	A Welsh Government fund for RPBs from 2022-23 to 2026-27. The fund is aimed at developing local community hubs to co-locate frontline health and social care and other services.

Term	Description
Mainstreaming	Mainstreaming refers to the process of embedding successful, innovative, or pilot initiatives into standard practice across health and social care systems.
NHS Wales Performance and Improvement	The Welsh Government set up the NHS Wales Executive in April 2023. The Executive changed its name in 2025 to NHS Wales Performance and Improvement. It aims to drive improvements in the quality and safety of care.
Regional Integration Fund (RIF)	A Welsh Government fund for RPBs from 2022-23 to 2026-27. The fund is aimed at supporting integrated health and social care initiatives at a regional level.
Tapering	A method used in social care funding where financial support gradually reduces over time. It allows projects to support themselves financially gradually, avoiding sudden loss of support and encouraging financial independence.
Transformation Fund	A Welsh Government fund for RPBs from 2019-20 to 2021-22. The fund was aimed at improving health and social care services by scaling up models that are successful and replacing less successful or outdated ones.
Six Goals for Urgent and Emergency Care Programme	An NHS Wales Performance and Improvement fund from 2021-22 to 2025-26. The fund is aimed at providing healthcare as close to home as possible and to improve service access and integration.
Social Services and Well-being (Wales) Act 2014	The Act came into force in 2016 in Wales. It promotes voice, control, prevention, co-production, and collaboration, giving individuals and carers more say in the support they receive.
50-day Challenge funding	A non-recurrent Welsh Government fund for RPBs in winter 2024-25. The fund was aimed at helping people safely return from hospital to ease winter pressures on hospitals.
Strategic Programme for Primary Care	The Welsh Government set up the Strategic Primary Care Programme in 2018 to implement its vision for primary care. The programme is now led by NHS Wales Performance and Improvement and no longer has a dedicated funding stream.

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The Auditor General for Wales is independent of the Welsh Government and the Senedd. The Auditor General's role is to examine and report on the accounts of the Welsh Government, the NHS in Wales and other related public bodies, together with those of councils and other local government bodies. The Auditor General also reports on these organisations' use of resources and suggests ways they can improve.

The Auditor General carries out his work with the help of staff and other resources from the Wales Audit Office, which is a body set up to support, advise and monitor the Auditor General's work.

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Rydym yn croesawu gohebiaeth a galwadau ffôn yn Gymraeg a Saesneg.