



Comhairle Cathrach
& Contae **Luimnigh**

Limerick City
& County Council

Seirbhísí Corparáideacha, Rialachais & Custaiméara
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11th March 2026

To: The Mayor, Príomh Chomhairleoir and Each Member of Limerick City and County Council

AUDIT AND RISK COMMITTEE ANNUAL REPORT 2025

A Chomhairleoir, a chara,

In accordance with Section 15 of the Local Government (Audit Committee) Regulations, 2014, the Audit Committee is required to prepare a report detailing its considerations and findings for the year just expired in relation to all matters within its authority, duties and functions and send same to the Local Authority for consideration.

I attach, therefore, for your consideration, the Chairperson of Limerick City and County Council Audit and Risk Committee Annual Report 2025.

Is mise le meas,

Ciara Farrell
Senior Executive Officer
Corporate and Customer Services



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Audit and Risk Committee Annual Report
2025

1. Introduction

As Chairperson of Limerick City & County Council's Audit & Risk Committee (ARC), I present the Committee's annual report for the year ended December 31st, 2025, and acknowledge and commend the work and commitment of the Committee and the internal audit staff. I would also like to acknowledge the input, support and assistance provided to the Committee by the Management team and the staff of the various sections of the organisation.

Section 122 of the Local Government Act 2001 (as embedded) and the Local Government (Audit Committee) Regulations 2014 provide for the establishment of Audit Committees in Local Authorities. The establishment and operation of Limerick City & County Council's Audit and Risk Committee has been carried out in compliance with the above legislation.

The ARC plays an independent role, providing oversight of financial reporting, internal controls, risk management, and governance procedures, serving as an important link in the Council's assurance framework.

2025 was a noteworthy year for the ARC as the changes arising from the 2024 introduction of the Mayoral system became embedded in LCCC's structures and processes, particularly those governing finance.

2. Membership of the Audit Committee

In accordance with Section (3) of the Local Government (Audit Committee) Regulations 2014, where the total revenue expenditure by a local authority in 2013 exceeded €150m, the membership of an audit committee shall consist of seven members and shall include not less than four external members, not more than three serving or retired elected members and three or more persons having knowledge or experience in finance, auditing or accounting. Appointment of members of an audit committee is a reserved function.

The membership for the Audit and Risk Committee is in line with the term of the Council, i.e. June 2024 – June 2029 and the following were members of the Audit and Risk Committee for Limerick City and County Council (LCCC) during 2025:

Members	
Dr Brid Quinn (Chairperson)	Retired – Lecturer in Public Administration University of Limerick
John Coady	Retired – Vice President of Administration & Finance Mary Immaculate College
Emmett Devereux	Vice President of Government Affairs EMEA Cook Medical EMEA Group Limited.
Prof. Philip O Regan	Full Professor of Accounting and Executive Dean (Emeritus), Kemmy Business School (KBS), University of Limerick
Councillor John Sheehan	Municipal District of Newcastle West
Councillor Sharon Benson	Limerick City North
Councillor Catherine Slattery	Limerick City East (resigned 17 th Nov 2025) *
Councillor Maria Donoghue	Limerick City West (appointed 24 th Nov 2025) *

*Councillor Catherine Slattery resigned as a member of the Audit and Risk Committee on 17th November 2025. Councillor Maria Donoghue was nominated to the Audit and Risk Committee at a full council meeting held on 25th November 2025.

At the December meeting, The ARC thanked Cllr. Slattery for her contribution to the Committee and wished her well in her role as Príomh-Chomhairleoir.

3. Acknowledgements

Dr. Pat Daly, Director General, Joe Delaney Deputy Director General and Director of Corporate Services, Human Resources & Organisational Development, Matthew White Director of Finance, Governance, DAC's & Shareholder Unit, Ciara Farrell Senior Executive Officer Corporate Services, Edel Langan Internal Auditor, Pat Murnane Financial Accountant, Irene Griffin Financial Accountant, Valerie Teefy Staff Officer Internal Audit, Edel Cousins Staff Officer Corporate and Customer Services, attended at meetings and supported the work of the Audit and Risk Committee.

Below, is a list of those who attended ARC meetings, at the request of the committee, in order to review the management of risk, value for money, and efficiency in their Directorates and deliver specific updates:

- John Moran, Mayor of Limerick City & County Council
- Brian Kennedy, Director of Housing
- Eileen Coleman, Senior Executive Officer, Tourism
- Esther Lane, Administrative Officer, Procurement

In addition, the Committee met with the Local Government Auditor to review the Audit Report of the Annual Financial Statement (AFS) for Limerick City & County Council for the year ended 31st December 2024.

Limerick City & County Council provides resources to facilitate the Audit and Risk Committee's operation. In 2025, the Chair attended a meeting of the Management Board and since then meets with the Deputy Director General, Head of Finance, SEO/Head of Corporate and Governance, and the Internal Auditor and for a preliminary meeting prior to each ARC meeting. The preliminary meetings have proved beneficial and the willingness of the management team to participate is appreciated. The Committee acknowledges and appreciates the support of the Council, the Director General and his staff in its work.

4. Roles of the Audit Committee

The functions of the Audit Committee are as prescribed by Section 122 of the Local Government Act 2001 (as amended) and expanded in the Audit Committee Charter. These are:

1. *To review the financial and budgetary reporting practices and procedures within the local authority:*

- This incorporates review and consideration of all aspects of the financial cycle within Limerick City & County Council from budget preparation and adoption, regular monitoring of income and expenditures through to the completion of the annual financial statements.
- The Audit Committee review financial management and reporting arrangements in addition to reviewing existing financial policies, procedures, controls and protocols, as it considers necessary.

2. *To foster the development of best practice in the performance by the local authority of its internal audit function.*

The Audit Committee:

- Reviews with management and the Internal Auditor the charter, activities, staffing and organisational structure of the internal audit function, its compliance with relevant professional standards and brings any recommendations to the attention of the Director General. In this regard, the Committee seeks to ensure that no limitations are placed on the work of the Internal Auditors unit.

- Approves the audit plan and monitors its implementation.
- Reviews audit reports, findings, recommendations, and management responses.
- Reviews, on an ongoing basis, the audit engagement process.

3. To review any audited financial statement, auditor's special report in relation to the local authority and assess any actions taken within that authority by its Director General in response to such a statement or report, and report its findings to the local authority:

To fulfil this function the Audit Committee:

- Reviews with management and the external auditors the results of the statutory audit.
- Reviews with management and the external auditors the management letter and all matters required to be communicated to the committee under generally accepted auditing standards.
- Monitors progress on implementation of any recommendations.
- Reports to Council on its findings.

4. To assess and promote efficiency and value for money with respect to the local authority's performance of its functions:

The Audit Committee:

- Reviews management's arrangements to ensure and demonstrate economy, efficiency and effectiveness across the organisation.
- Requests special reports from management or Internal Auditors as considered appropriate.

5. To review systems operated by the local authority for the management of risks to fulfil this function:

Here, the Audit Committee:

- Evaluates the scope and effectiveness of the framework established by management to identify, assess, monitor and effectively manage risk.
- Reviews the Corporate Risk Management Policy and receives presentations from management on corporate, directorate, divisional and sectional risk registers.

6. To review the findings and recommendations of the National Oversight and Audit Commission (NOAC) and the response of the Director General to these and take further action as appropriate:

- Reviews the relevant findings of NOAC and ensures that it's work programme takes NOAC's findings and recommendations into account.
- Requests special reports from management or Internal Audit as considered appropriate.

We assure Members that these statutory functions shape and underpin the work of the ARC as we strive to comply with our mandate.

5. Activities

5.1 Declaration of Interest

At the commencement of each meeting of the Audit and Risk Committee, the Chair offered those present an opportunity to declare an interest with regard to any of the items due for discussion.

5.2 Meetings

The following table outlines the attendance of the Audit and Risk Committee Members at the meetings held in 2025:

	26/02/25	21/05/25	05/06/25	11/09/25	03/11/25	26/11/25
Brid Quinn	✓	✓	✓	✓	✓	✓
John Coady	✓	✓	✓	✓	✓	✓
Emmett Devereux	✓	✓	✓	✓	✓	✓
Prof. Philip O Regan	✓	✓	✓	✓	✓	✓
Cllr John Sheehan	✓	✓	✓	x	✓	✓
Cllr Sharon Benson	✓	✓	✓	✓	✓	x
Cllr Catherine Slattery	✓	✓	✓	x	x	x Resigned Nov-25
Cllr Maria Donoghue	–	–	–	–	–	✓ Appointed Nov 2025

6. Review of the Effectiveness of the Audit and Risk Committee

ARC members responded to a comprehensive questionnaire on the Committee's effectiveness. Responses indicated that the Committee's defined role, functions and responsibilities are clearly understood by members and that appropriate resources and skills are provided by, and to it. Members were also satisfied with the scope and scale of the activities carried out by the ARC in conjunction with the Council's own Internal Audit function and external service providers.

The Effectiveness Review generated suggestions regarding expansion of the IA unit to reflect increased demands; further training; increasing awareness of the role of ARC and IA within the organisation and continued vigilance regarding risk management and ensuring value for money.

7. Summary of the Audit and Risk Committee activities during 2025

7.1 Audit Committee Work Programme 2025

The draft Audit Committee Work Programme 2025 was circulated and agreed during the meeting held on the 26th February 2025. This was reviewed and adopted at the Full Council Meeting held on the 31st of March 2025. The committee continually verifies that its work is being performed in line with the Work Programme.

7.2 Review Audit and Risk Committee Charter and Terms of Reference

The draft Audit and Risk Committee Charter and Terms of Reference was circulated and agreed during the meeting held on 26th February 2025.

7.3 Review of the Financial and Budgetary Reporting Practices

Financial Update / AFS 2024 update

The Director of Service for Finance, Governance, DAC's and Shareholder Unit and the Financial Accountants provided updates throughout the year and made presentations to the Audit and Risk Committee based on the AFS for 2024. The presentations noted the following:

Q1 2025 Updates:

- There is a notable change in the reduction of funds from Revenue to Capital. Savings in the Revenue account previously helped fund Capital but high inflation due to rising costs in materials and contracts in the Housing and Roads Departments is affecting this now.
- Rates collections have increased by 1%.
- Housing Loans collections have increased by 1%.
- Business cases for Loan financing for cemeteries, fleet replacement, and corporate buildings are to be prepared.

Q2 2025 Updates:

- The Financial Accountant informed Members that the Unaudited Annual Financial Statement for 2024 was presented to Council at the May meeting and the 2024 outturn had a small surplus. The collection of rates, rent and annuities including HAP and housing loans from 2023 to 2024 remain relatively unchanged. There was a slight decrease in the collection of rents and annuities (excluding HAP) - this was mainly due to an increase in rent reviews undertaken in 2024.
- It was noted that the Local Government Audit for 2024 had commenced.
- A Finance Update was given for the Revenue Account – Budget versus Actual for Q1 2025 and there was a slight surplus at the end of Q1 2025.
- A Finance update was also given for the Capital Account – Budget versus Actual for Q1 2025 and it was noted that the expected outturn will be approximately half of what was included in the Capital Budget for 2025 and this expected outturn would be in line with the actual 2024 expenditure. It was noted that the Capital Budget was ambitious and it is also dependant on funding being awarded from the Department of Housing, Local Government and Heritage. The Capital Budget is normally completed for three years but this was changed to five years to keep in line with the term of office of the Mayor.
- A brief update was given in relation to Budget 2026, and a discussion was held in relation to the Local Property Tax.

Q3 2025 Update:

- It was noted that Local Authorities are obliged to return a balanced Revenue and Capital Budget to Government.
- LCCC are the highest collecting authority for rates at the end of June 2025.
- LCCC are unable to recoup money spent last winter on storm damage from Government.

- There is an increase in backdated rents being paid to LCCC and these monies will go to funding of voids in Housing.
- HAP is 100% online but rents section is all paper intensive – efficiencies can be improved in rents.
- Challenges of increasing inflation and reduction in funding from central government.
- All Homeless Services are 90% grant funded. LCCC must find the other 10% from own resources.
- Mayoral Fund update: 30th of November deadline – money must be paid out for Mayoral projects to be refunded by the Government.

Q4 2025 Update:

The Director of Finance gave an overview of the Budget for 2026 which was approved at the Full Council Meeting held at the end of November 2025. The main points were:

- It was agreed to increase Commercial Rates as there is pressure on all Local Authorities to provide additional funding.
- There will be a large pension bill in 2026 which will have to be self-funded from LCCC's own resources as there is no provision.
- Retained Firefighters increases will incur a charge to the Council which is to be funded from its own resources.
- There will be an additional pressure to repay Opera Loans from 2026 onwards.

The quarterly updates and other presentations/input to ARC meetings increase the Committee's awareness of the achievements of LCCC but also of the financial and governance challenges confronting the organisation as it endeavours to maintain core services, foster innovation and smart growth, fulfil its statutory obligations and serve the needs of a diverse population in a climate of political, financial and social unpredictability.

7.4 Local Government Auditor's Statutory Audit Report for the Year Ended 2024

The Local Government Auditor attended the Audit and Risk Committee meeting in Q4 2025 which took place on 26th November and presented his report. The Committee welcomed the Auditor's opinion on the Annual Financial Statement, which was unqualified and the assurance from the Auditor that the financial statements were free from material misstatement, whether caused by fraud or other irregularity of error.

The Audit and Risk Committee noted:

- The contents of the Statutory Audit Report for Limerick City and County Council for the year ended 31st December 2024.
- Members discussed areas of concern raised by the Auditor.
- Members will continue to monitor progress in these areas in 2026.

The ARC's Report on the Local Government Auditor's Statutory Report for the Year 2024 was submitted for noting at the Plenary Council meeting held on Monday, 26th January 2026. The ARC report identified both positive developments and some issues arising from the report which the Committee will monitor during 2026.

7.5 Review of Audit and Risk Committee Training Needs

Committee members were satisfied they held the necessary experience required. In the meeting held in February 2025, a new member had just completed the Audit and Risk Committee member training course run by the IPA. All Audit and Risk Committee members were advised on upcoming training for new members in Q2 2025. Another member is scheduled to complete training in early 2026.

The Chair attended a NOAC workshop (Chairs of Audit Committees 21st November in Portlaoise 2025) and participated in the Audit Committee Forum organised by the Southern Network in Cork on 4th July.

7.6 Internal Audit

Internal Audit Planning

The Internal Audit Plan for 2025 – 2028 was circulated to the Audit and Risk Committee members in quarter 1 2025. It was noted that this is a four-year plan and at the end of each year the plan for the following year will be outlined and changes can be made based on current priorities and risks. A discussion was held on the plan. The revised Internal Audit Plan was subsequently presented and approved at the quarter 2 meeting held on 5th June 2025. Deloitte provided updates at various meetings throughout 2025 in relation to the progress of the plan.

Internal Audit Reports

The Committee considered and approved the following Internal Audit reports completed by Deloitte and LCCC's Internal Audit team throughout 2025:

- Internal Financial Controls – Oversight of Associated Companies Review
- Follow Up Review
- Public Spending Code / Infrastructure Guidelines Review
- SICAP Audit
- Third Party Contract Management Review
- Follow Up Review on the LVP Audit Report
- Motor Taxation Stock Take Report July 2025
- Report on Expenses Travel and Subsistence

Deloitte are currently finalising audit reports from the 2025 Internal Audit Plan on Mobile Device Security and Data Privacy which are due to be finalised in Quarter 1 2026.

The Internal Audit team are also finalising Reports as follows which are due to be finalised in Quarter 1 2026:

- Follow Up Review on the GRN Process
- Motor Tax Stock Take Report December 2025
- Report on Amending Supplier Bank Details on Agresso
- Report on Overtime and Allowances

The Internal Auditor also updated the Audit and Risk Committee on the compliance checks and Fixed Assets Inspections undertaken by Internal Audit unit during the year. There were no significant issues identified that require reporting to the Council.

8. Governance and Risk Management

Code of Corporate Governance for Local Authorities

Good governance in the public sector is about delivering priorities, achieving objectives, behaving with integrity, and acting in the public interest and in ways that are consistent with legal, regulatory and government policy obligations. The new national Code of Corporate Governance for Local Authorities was formally adopted by the Management Board of Limerick City and County Council in 2025. The code is built on seven governance principles, reflecting local authorities' specific needs, their independent statutory basis and distinctive governance structures, and their compliance with statutory obligations and regulatory requirements. Aspects of the Code with particular relevance for ARCs were included in some of the training sessions attended by some ARC members and further training is expected to be made available in 2026.

Risk Management

The individual directorate risk registers were reviewed quarterly at Directorate level to inform quarterly reviews of, and updates to, the Corporate Risk Register by the Management Board which were discussed at quarterly ARC meetings.

The ARC is monitoring implementation of the new CAMMS system. Briefings for LCCC staff took place with the IPB in preparation for the roll out of the new CAMMS (Riskconnect) risk management system. The first phase of roll out of CAMMS included testing of the software in 2025 in preparation for the move from an Excel based system to a tailored system. The ARC has been informed that a global review of risk management within LCCC will take place when the new system is in place.

9. Conclusion

As is evident from the extent of the activities set out above, the Audit and Risk Committee continued to engage actively in carrying out its functions as set out in Section 122 of the Local Government Act 2001 (as amended) and in the Audit and Risk Committee Charter and Terms of Reference.

A substantial number of reviews, communications, presentations and follow-through procedural changes and amendments have been agreed as a result of the Audit and Risk Committee interaction with, and oversight of, a wide range of operations within Limerick City and County Council. Implementation of these changes will be monitored by the Audit and Risk Committee on an on-going basis.

Considering the issues dealt with during 2025 and based on the information provided by Internal Audit, the Local Government Auditor, Management and individual Directorates, the Committee is satisfied that a robust governance environment exists within Limerick City and County Council and that Management continues to be committed to the ongoing enhancement and improvement of governance processes and procedures.

10. Acknowledgements

As Chair of your Audit and Risk Committee, I wish on behalf of the Committee, to express appreciation to Dr Pat Daly, Director General and all members of staff in Limerick City and County Council who attended meetings throughout the year for their support, their commitment to the Council and for the quality of the presentations and submissions made to us during the year. Special thanks to Ms. Edel Langan Internal Audit for her help and support. I would also like to acknowledge the interest of Mayor John Moran in the workings and impact of the ARC, the distinct perspective he brings, his willingness to engage with the Committee and share his ideas on financial governance and oversight.

2025 was a year of challenge for LCCC – financial challenges of rising costs, increased demands and constrained financial resources as well as organisational challenges in institutionalising the transformation inherent in the mayoral model. We commend the Council staff for their dedication and ability to adapt to the extraordinary working conditions that were encountered during the year, and we express our confidence in the services that the Council continued to provide to people of Limerick City and County Council during 2026.

Le dea-mhéin,

A handwritten signature in blue ink that reads "Bríd L. Quinn". The signature is written in a cursive style and is positioned above a horizontal line.

Bríd Quinn

Chair of the Audit and Risk Committee

