

Improving the quality of NHS annual report and accounts

Follow up

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Introduction

Purpose

- In 2013/14 Audit Scotland undertook a review of a sample of accounts published by NHS Boards and found significant variations in the quality of their presentation. The annual report and accounts (the accounts) are a public report on the financial and governance affairs of each NHS board for the financial year and are laid in the Scottish Parliament. As such they should be prepared to the highest standards and presented in a way that is helpful and informative to the user. This follow up review looked at the same sample of NHS Boards' accounts for 2014/15 to identify if there had been any improvement in the presentation of the accounts.
- 2. All of the illustrations used in this note are actual examples from signed 2014/15 accounts.

Background

- 3. It is the responsibility of the Accountable Officer and board members to prepare the accounts. The accounts are an important method of communicating effectively with stakeholders on issues of finance and governance.
- 4. While users can be assumed to have a reasonable knowledge of financial statements, boards should make efforts to prepare their accounts with due care and attention to allow users to obtain the information they need.
- 5. Boards are required to prepare their accounts in accordance with a direction issued by Scottish Ministers. The direction requires compliance with the accounting principles and disclosure requirements of the *Government financial reporting manual* (the FReM) and with the requirements of the *NHS boards accounts manual for directors' report and accounts* (the accounts manual).
- 6. The FReM states that disclosure is not required if it is not material or does not apply to the board's circumstances.
- 7. Auditors have a role in assisting boards to produce relevant, concise and clear accounts which provide the users with an understandable and balanced assessment of the performance and financial position of the board. They can assist boards in determining when disclosures are not material.

Summary of issues identified

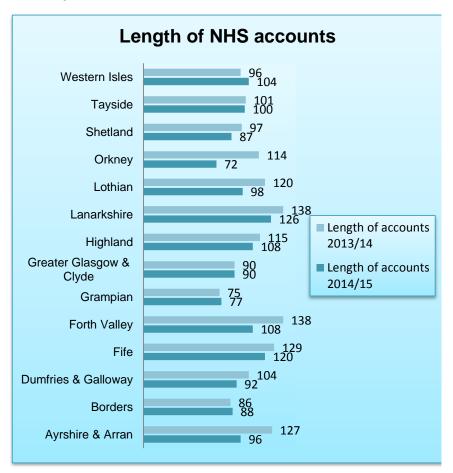
In 2013/14, our review identified a number of issues which indicated a lack of care, consideration and thoroughness in the preparation of

the accounts. In 2014/15 boards have significantly improved the presentation of the accounts

Number of boards in 2013/14		Number of boards in 2014/15
1	where the Chief Executive did not sign the Remuneration Report, as required by the accounts manual	0
2	where the Chief Executive did not sign the Governance Statement, as required by the accounts manual	0
13	where the Chief Executive did not sign the Strategic Report, as required by the FReM	1
3	that did not include an index or table of contents. A list of the contents is invaluable when users try to find their way around a set of accounts running up to 130 pages	0
6	that have included Scottish Financial Returns (SFRs) within the published accounts	0

- 9. Our follow up review highlighted that boards had made significant progress in addressing the three main causes of poor presentation identified in 2013/14, which were
 - an over-reliance on the template provided by the Scottish Government
 - the inclusion of irrelevant disclosures
 - a lack of attention to detail in the preparation of the accounts.
- 10. The following pages include examples of these improvements from a sample of 2014/15 accounts.

11. The 2014/15 accounts show a significant improvement in the relevance and presentation of disclosures. The main failing in 2013/14 of rows and columns of zeroes has been fully addressed with boards stripping out these irrelevant and confusing disclosures.

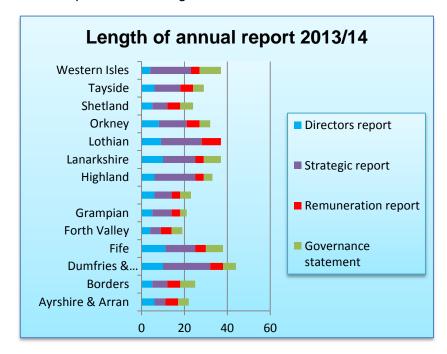


12. On average the length of NHS Board accounts has reduced by 12 pages. The largest reduction saw NHS Orkney move from 114 pages to be the shortest of the Boards' accounts at 72 pages, a reduction of 42 pages. NHS Lanarkshire remain the longest set of accounts, but they have managed to reduce the length of their accounts by 12 pages.

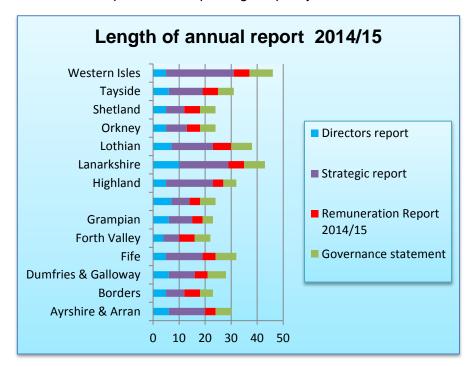
Issues arising in the annual report

- 13. Our review in 2013/14 highlighted the drive within the accounting profession to remove clutter and streamline the information presented in the accounts.
- 14. The Financial Reporting Council report, *Towards clear and concise reporting*, identified good practice in the presentation of the annual report, including
 - reporting on actions rather than just process
 - removing standing information from the annual report to improve the prominence of the remaining disclosure
 - reducing the detail presented in the financial review
 - removing elements which are no longer relevant or required
 - cross-referring to other areas within the annual report or signposting to other supplementary information
 - presenting tables only (where no further narrative was necessary).

- 15. By using innovative ways of presenting information and decluttering disclosures it is possible to reduce the overall length of the accounts.
- 16. In 2013/14, we looked at the annual report and other narrative elements of the accounts (i.e. governance statement and note on accounting policies) and found that some boards had already made significant strides in reducing the length of the annual report while adding value for the user



17. Boards have made further progress in reducing the length of the annual report sections of the accounts. In 2013/14 seven Boards had annual reports that ran to more than 30 pages. In 2014/15, this has reduced to five Boards. Boards have used some innovative presentation techniques to reduce the length of the annual report, while improving its quality.



- **18.** The 2015/16 FReM restructures the annual report and accounts to comprise
- a performance report
- an accountability report
- the financial statements.

19. NHS Boards may want to take this opportunity to consider how they could use innovative ways to present the information required to streamline and improve the presentation of the accounts even further.

Issues identified in the annual accounts

- 20. Financial reporting is not an end in itself and the information to be included should be determined by the needs of users. The information disclosed in the annual accounts should be
 - relevant
 - concise
 - understandable
 - comprehensive.
- 21. In addition to preparing their published annual accounts, NHS boards are required to submit financial information to the Scottish Government to allow the boards to be consolidated with the Health and Social Care Directorates. The Scottish Government provide boards with a template for the accounts and SFRs to be completed and submitted. Most boards use the template as the basis of their published accounts.
- 22. The template is a useful tool to enable the consolidation of the 22 boards' accounts. While the template can be useful in ensuring consistency across the boards, there are a number of disclosures that will not apply to an individual board.

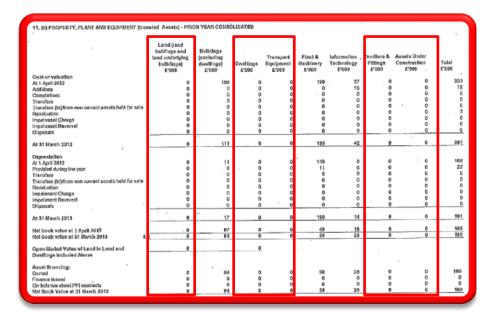
- 23. If it is not considered carefully, the use of the template in the production of published accounts can result in a cluttered and confusing publication. Boards should ensure that they tailor the template to their own circumstances.
- 24. Our review in 2013/14 identified that an over-reliance on the template of accounts provided to Boards by the Scottish Government for consolidation purpose resulted in some poor presentation of the accounts, including
 - irrelevant disclosures
 - confusing rows and columns of zeroes
 - inconsistent and inaccurate cross referencing

Progress to address these issues in 2014/15 is highlighted in the following pages.

Property plant and equipment

25. Property, plant and equipment (PPE) disclosures in the accounts are extensive and should be considered carefully. Our review in 2013/14 identified significant issues with the presentation of the information at some boards.

26. There has been significant improvement in the presentation of PPE disclosures in 2014/15. The removal of irrelevant rows and columns have streamlined the disclosure and made it much easier for the reader of the accounts to understand the information presented.



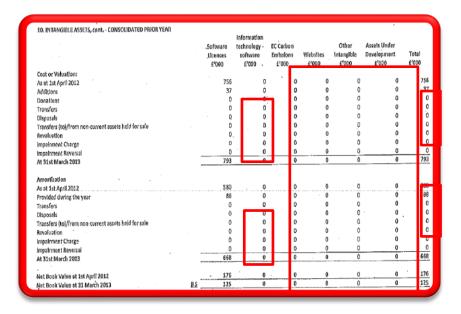
27. In 2013/14, this board repeated the board and consolidated figures over four pages despite the figures being the exact same. The presentation included irrelevant rows and columns which added to the complexity of the disclosure.

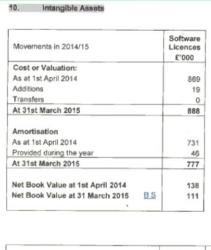
28. For 2014/15 they have presented the figures once and stripped out rows of zeroes reducing the length and dramatically improving the quality of the disclosure. They have also removed irrelevant asset types from the disclosure of donateds.

Movement in 2013/14	Buildings (excluding dwellings)	Plant & Machinery	Information Technology	Tota
	£'000	£'000	£'000	£'00
Cost or valuation				
At 1 April 2013	111	198	42	35
Additions	0	11	6	1
Revaluation	(2)	0	0	(2
Impairment Reversal	(2)	0	0	(2
At 31 March 2014	107	209	48	36
Depreciation				
At 1 April 2013	17	160	14	19
Provided during the year	6	13	11	3
Revaluation	(1)	0	0	(1
Impairment Reversal	(13)	0	0	(13
At 31 March 2014	9	173	25	20
Net book value at 1 April 2013	94	38	28	16
Net book value at 31 March 2014 BS	98	36	23	15
Asset financing:				
Owned	98	36	23	15
Net book value at 31 March 2014	98	36	23	15

Intangible assets

29. In this example from 2013/14, the only intangible assets that the board had were software licences. The disclosure of other types of intangible asset made the note confusing and unhelpful.



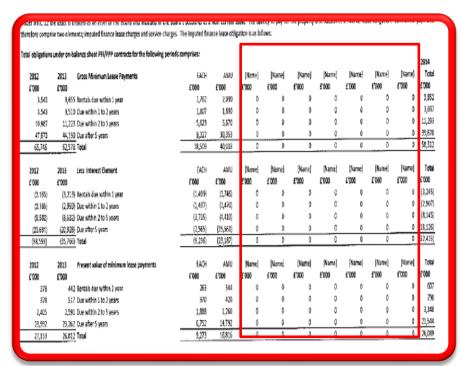


In 2014/15 the Board removed the irrelevant intangible assets allowing them to present the disclosure in a much more concise and helpful way.

Movements in 2013/14	Software Licences £'000	Assets Under Development £'000	Total €'000
Cost or Valuation:			
As at 1st April 2013	793	0	793
Additions	10	66	76
Transfers	66	(66)	0
At 31st March 2014	869	0	869
Amortisation			
As at 1st April 2013	668	0	668
Provided during the year	63	0	63
At 31st March 2014	731	0	731
Net Book Value at 1st April 2013	125	0	125
Net Book Value at 31 March 2014 B.S.	138	0	138

PPP/PFI commitments

- 30. Disclosure of service concession arrangements or public private partnerships (PPP/PFI) require consideration in the accounts. These can be complex and the user needs appropriate information to understand the assets and liabilities that exist under the contract.
- 31. The template includes some 4 pages of disclosures around PPP/PFI contracts. Boards with such contracts need to present this information carefully.
- 32. In 2013/14, this board failed to remove unused columns from the disclosure note making it more complex than necessary

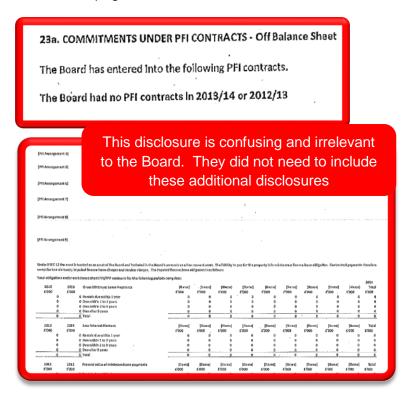


33. In 2014/15 the disclosure is much more concise and easy for the user to interpret

2013 £'000	2014 £'000	Gross Minimum Lease Payments	EACH €'000	AMU £'000	NACH £'000	2015 Tota €'000
3.655	3.852	Rentals due within 1 year	1,826	1,816	2000	3,64
3,510	3,697	Due within 1 to 2 years	1,855	1,890	0	3,74
11,223	11,293	Due within 2 to 5 years	5,795	5.595	0	11,39
44,190	39,670	Due after 5 years	7,455	31,235	21,380	60.07
62,578	58,512	Total	16,931	40,536	21,380	78,84
2013	2014	Less Interest Element	EACH	AMU	NACH	2015 Total
£'000	£,000		£,000	£,000	£'000	£,000
(3,213)	(3,245)	Rentals due within 1 year	(1,463)	(1,470)	0	(2,933
(2,993)	(2,907)	Due within 1 to 2 years	(1,383)	(1,470)	0	(2,853
(8,632)	(8,145)	Due within 2 to 5 years	(3,408)	(4,174)	0	(7,582
(20,928)	(18,126)	Due after 5 years	(1,656)	(16,840)	0	(18,496
(35,766)	(32,423)	Total	(7,910)	(23,954)	0	(31,864
2013 £'000	2014 £'000	Present value of minimum lease payments	EACH £'000	AMU 000'3	NACH £'000	2015 Total £'000
442	607	Rentals due within 1 year	363	346	0	709
517	790	Due within 1 to 2 years	472	420	0	892
2,591	3,148	Due within 2 to 5 years	2,387	1,421	0	3,808
23,262	21,544	Due after 5 years	5,799	14,395	21,380	41,574
26,812	26,089	Total	9,021	16.582	21,380	46,983

In 2014/15 the board removed the unused columns making the disclosure more, relevant, concise and helpful, to the reader

- 34. The FReM says that disclosure is only required where it is material and applies to the board's circumstances. The inclusion of PPP/PFI disclosures in boards without projects is not helpful.
- **35.** In 2013/14 this board made the following disclosure along with a further two pages of irrelevant PPP/PFI disclosures.



36. This year they have simply stated that they do not have any PPP/PFI projects

Commitments under PFI contracts – off balance sheet
 No PFI contracts on or off balance sheet.

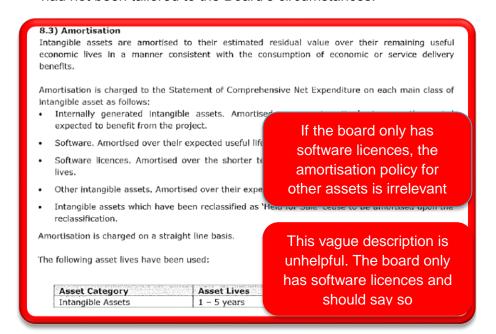
37. They could go even further and omit the irrelevant disclosure completely, as some other boards have done

Accounting policies

- 38. Boards are required to apply accounting policies consistent with the accounting policies of the Scottish Government. However, boards still need to consider which policies are appropriate and relevant to their specific circumstances.
- **39.** Our review in 2013/14 highlighted a number of areas within the accounting policies that could be improved, including
 - standards issued not yet adopted
 - asset lives
 - intangibles
 - key sources of judgement and estimation
- 40. There has been some improvement in these disclosures in 2014/15, although further opportunities to improve the accounting policies remain, as highlighted on the following page.

Accounting policies – Intangibles

41. As with the notes on intangibles, it is for boards to determine the relevant categories and related disclosures to be made in the accounting policies. In 2013/14, this Board's disclosure had not been tailored to the Board's circumstances.



8.3) Amortisation Intangible assets are amortised to their estimated residual value over their remaining useful economic lives in a manner consistent with the consumption of economic In 2014/15 the board Amortisation is charged to the Statement of Comprehensive Net Expendit was more specific in intangible asset as follows: · Internally generated intangible assets. Amortised on a systemati disclosing the asset life expected to benefit from the project. Software. Amortised over their expected useful life. for software licences. Software licences. Amortised over the shorter term of the licence a However, they still Other intangible assets. Amortised over their expected useful life. include irrelevant Intangible assets which have been reclassified as 'Held for Sale' cease disclosures in their reclassification. Amortisation is charged on a straight line basis. accounting polices for other intangible assets. The following asset lives have been used: This is unhelpful and

> In 2013/14, this board made similar irrelevant disclosures of other intangible assets. This year they have made a disclosure more relevant to their circumstances.

8.3 Amortisation

Asset Category

Intangible Assets - Software Licences

Intangible assets are amortised to their estimated residual value over their remaining useful economic lives in a manner consistent with the consumption of economic or service delivery benefits.

Asset Lives

Amortisation is charged to the Statement of Comprehensive Net Expenditure for software licences. These are amortised over the shorter term of the licence and their useful economic lives. Amortisation is charged on a straight line basis using an asset life of 5 years.

Remuneration report disclosure of median pay ratio

- 42. The FReM and the accounts manual require boards to explain changes in the ratio between the highest earning director and median total staff remuneration. Boards' explanations of the ratio ranges from non-existent or unhelpful to clear and concise.
- 43. In 2013/14, this board's explanation was unclear and could be considered misleading. The main driver to the change in the ratio would appear to be the £10000 increase in the highest earning director's remuneration rather than the small incremental drift of the median pay. The disclosure this year is more complete and understandable

Total Remuneration (£000s) Total Remuneration (£000s) Median Total Remuneration 25,510 Median Total Remuneration 25 Ratio 7.35:1 Ratio 6.	13-14		2012-13	
Ratio 7.35:1 Ratio 6.		185 – 190		175 - 180
710011 11010	dian Total Remuneration	25,510	Median Total Remuneration	25,440
Commentary	tio	7.35:1	Ratio	6.98:1
There has been an increase in the ratio of the highest earning director to medi remuneration. The median salary has increased from 2012-13 due in the i	mmentary ere has been an increase in	the ratio of	the highest earning director to	median to

2014-15		2013-14	
Highest Earning Director's Total Earnings (£000s)	175 - 180	Highest Earning Director's Total Earnings (£000s)	185 - 190
Median Total Remuneration	25,078	Median Total Remuneration	25,510
Ratio	7.08:1	Ratio	7.35:1
Commentary		the highest earning Director to	

Conclusion

- 44. There has been significant improvement in the presentation of the NHS Board accounts in 2014/15. This report has focussed on a limited number of issues identified in the 2013/14 report. However, in preparing the report all the issues identified in 2013/14 were revisited and most showed significant improvement. There are some areas, such as the accounting policies and financial instruments disclosures, where boards can continue to improve the quality of the presentation of their annual accounts
- 45. Changes to the FReM in 2015/16 will give a further opportunity to revisit the disclosures made in the annual report. Further efforts could be made to streamline and improve the presentation of the annual accounts. Work at a national level through NHS TAG could assist boards to make further improvement to their published accounts.