# **Scotland Excel**

### 2017/18 Annual Audit Report PROPOSED



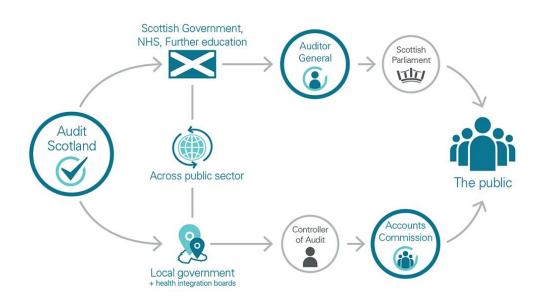
## **VAUDIT** SCOTLAND

Prepared for the Members of Scotland Excel Executive Sub-Committee and the Controller of Audit 28 September 2018

### Who we are

The Auditor General, the Accounts Commission and Audit Scotland work together to deliver public audit in Scotland:

- The Auditor General is an independent crown appointment, made on the recommendation of the Scottish Parliament, to audit the Scottish Government, NHS and other bodies and report to Parliament on their financial health and performance.
- The Accounts Commission is an independent public body appointed by Scottish ministers to hold local government to account. The Controller of Audit is an independent post established by statute, with powers to report directly to the Commission on the audit of local government.
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Our vision is to be a world-class audit organisation that improves the use of public money.

Through our work for the Auditor General and the Accounts Commission, we provide independent assurance to the people of Scotland that public money is spent properly and provides value. We aim to achieve this by:

- carrying out relevant and timely audits of the way the public sector manages and spends money
- reporting our findings and conclusions in public
- identifying risks, making clear and relevant recommendations.

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## Key messages

### 2017/18 annual report and accounts

- 1 In our opinion the Scotland Excel's financial statements give a true and fair view and were properly prepared and, expenditure and income were in accordance with applicable enactments and guidance.
- 2 The audited part of the Remuneration Report, Management Commentary and the Governance Statement were all consistent with the financial statements.
- **3** Academy training income has been incorrectly recognised in year. This resulted in both income and reserves being overstated.
- 4 The pension fund liability on the balance sheet was overstated. This was due to asset return assumptions in the actuary's report being significantly different to actual returns.

### **Financial sustainability and Governance Statement**

- 5 A deficit of £0.076 million was generated from core activities in 2017/18 which was slightly lower than budgeted. The cost of service delivery has been met through requisition income and the planned use of reserves.
- 6 We concluded that the information in the Governance Statement is consistent with the financial statements and complies with the guidance issued by the Scottish Ministers.
- 7 Budget monitoring reports should include an appropriate level of detail on projects to allow members to assess and scrutinise performance.

## Introduction

1. This report summarises the findings from our 2017/18 audit of Scotland Excel.

**2.** The scope of our audit was set out in our Annual Audit Plan presented to the 23 March 2018 meeting of the Executive Sub-committee. This report comprises the findings from:

- an audit of the Scotland Excel annual report and accounts
- consideration of the financial sustainability and Governance Statement.

**3.** Our standard audits are based on four audit dimensions that frame the wider scope of public sector audit requirements. These are:

- financial sustainability
- financial management
- governance and transparency
- value for money.

**4.** The <u>Code of Audit Practice 2016</u> (the Code) includes provisions relating to the audit of small bodies. Where the application of the full wider audit scope is judged by auditors not to be appropriate to an audited body then the annual audit work can focus on the appropriateness of the disclosures in the Governance Statement and the financial sustainability of the body and its services.

**5.** As highlighted in our <u>2017/18 Annual Audit Plan</u> (paragraph 21), due to the volume and lack of complexity of the financial transactions, and nature and size of Scotland Excel, we applied the small body provisions of the Code to the 2017/18 audit of Scotland Excel.

6. Scotland Excel has primary responsibility for ensuring the proper financial stewardship of public funds. This includes preparing an annual report and accounts that are in accordance with the accounts direction from Scottish Ministers. Scotland Excel is also responsible for compliance with legislation putting arrangements in place for governance, propriety and regularity that enable it to successfully deliver its objectives.

**7.** Our responsibilities as independent auditor are established by the Local Government (Scotland) Act 1973 and the <u>Code of Audit Practice 2016</u>, and guided by the auditing profession's ethical guidance.

**8.** As public sector auditors we give independent opinions on the annual report and accounts and conclusions on securing financial sustainability and appropriateness of the Governance Statement disclosures. In doing this, we aim to support improvement and accountability.

**9.** The weaknesses or risks identified are only those which have come to our attention during our normal audit work and may not be all that exist. Communicating these does not absolve management from its responsibility to address the issues we raise and to maintain adequate systems of control.

**10.** Our Annual Audit Report contains an agreed action plan at <u>Appendix 1</u> setting out specific recommendations, responsible officers and dates for implementation. It also includes actions from last year and progress against these.

**11.** We confirm that we comply with the Financial Reporting Council's Ethical Standard. We have not undertaken any non-audit related services and therefore the 2017/18 audit fee of  $\pounds$ 5,700 as set out in our Annual Audit Plan, remains unchanged. We are not aware of any relationships that could compromise our objectivity and independence.

### Adding value through the audit

**12.** Our aim is to add value to Scotland Excel by providing insight on financial sustainability and by identifying areas of improvement and recommending good practice. In so doing, we aim to help Scotland Excel promote improved standards of financial planning, better management and decision making.

**13.** This report is addressed to members of the Executive Sub-Committee and the Controller of Audit and will be published on Audit Scotland's website <u>www.audit-scotland.gov.uk</u> in due course.

**14.** We would like to thank the management and staff who have been involved in our work for their cooperation and assistance during the audit.

## Part 1 Audit of 2017/18 annual report and accounts



### Main judgements

In our opinion Scotland Excel's financial statements give a true and fair view and were properly prepared and, expenditure and income were in accordance with applicable enactments and guidance.

The audited part of Remuneration Report, Management Commentary and the Governance Statement were all consistent with the financial statements.

Academy training income has been incorrectly recognised in year. This resulted in both income and reserves being overstated.

The pension fund liability on the balance sheet was overstated. This was due to asset return assumptions in the actuary's report being significantly different to actual returns.

### Audit opinions on the annual report and accounts

**15.** The annual report and accounts for the year ended 31 March 2018 were approved by the Executive Sub-Committee on 28 September 2018. We reported, within our independent auditor's report:

- an unqualified opinion on the financial statements
- the audited part of the Remuneration Report, Management Commentary and Governance Statement were all consistent with the financial statements and properly prepared in accordance with the accounts direction.
- we have nothing to report in respect of those matters which we are required by the Accounts Commission to report by exception.

## Submission of Scotland Excel's annual report and accounts for audit

**16.** We received the unaudited annual report and accounts on 19 June 2018 which was earlier than our agreed audit timetable set out in our 2017/18 Annual Audit Plan.

**17.** The unaudited annual report and accounts provided for audit were complete and of a good standard and finance staff provided good support to the audit team which helped ensure the final accounts audit process ran smoothly.

### **Risks of material misstatement**

**18.** <u>Appendix 2</u> provides a description of areas we assessed as being at risk of material misstatement at the planning stage, how we addressed them and our conclusions thereon. These risks influenced our overall audit strategy, the

The annual report and accounts are the principal means of accounting for the stewardship of its resources and its performance in the use of those resources. allocation of staff resources to the audit and how the efforts of the audit team were directed.

### Materiality

**19.** Misstatements are material if they could reasonably be expected to influence the economic decisions of users taken based on the financial statements. When deciding on what is material we consider both the amount and nature of the misstatement.

**20.** We carried out our initial assessment of materiality for the annual report and accounts during the planning phase of the audit. On receipt of the unaudited annual report and accounts we reviewed our planning materiality calculations and concluded that, while the values changed slightly, they remained appropriate and these are summarised in Exhibit 1.

### Exhibit 1

### Materiality values

Materiality level	Annual Audit Plan	Unaudited annual report and accounts		
<b>Overall materiality –</b> This is the calculated figure we use in assessing the overall impact of audit adjustments on the financial statements. It has been set at 1% of gross expenditure for the year ended 31 March 2018.	£41,000	£50,000		
<b>Performance materiality</b> – This acts as a trigger point. If the aggregate of errors identified during the financial statements audit exceeds performance materiality this would indicate that further audit procedures should be considered. Using our professional judgement, we have calculated performance materiality at 75% of overall materiality.	£31,000	£37,500		
<b>Reporting threshold (i.e. clearly trivial) –</b> We are required to report to those charged with governance on all unadjusted misstatements in excess of the 'reporting threshold' amount.	£1,000	£1,000		
Source: Annual Audit Plan 2017/18				

### How we evaluate misstatements

**21.** It is our responsibility to request that all misstatements, other than those below the reporting threshold, are corrected. The final decision on this lies with those charged with governance considering advice from senior officers and materiality. There were two material adjustments to the unaudited financial statements which are outlined in Exhibit 2. There were on other errors above the reporting threshold.

### Significant findings from the audit (ISA 260)

**22.** International Standard on Auditing (UK) 260 requires us to communicate significant findings from the audit to those charged with governance. These are summarised in Exhibit 2.

### Exhibit 2

### Significant findings from the audit of Scotland Excel

### Issue

#### 1. Academy training income

Academy training income of £127,486 and expenditure of £25,196 was recognised in the Comprehensive Income and Expenditure Statement (CIES). This resulted in a surplus of £102,290 which was held as a reserve at the year end. However, the training from which this income was generated had not been delivered at the year end. In accordance with International Accounting Standard 18 Revenue (IAS 18), the surplus element should not have been recognised which has resulted in income being overstated by £102,290.

### 2. Pension scheme valuation

Scotland Excel accounts for its share of Strathclyde Pension Fund in accordance with International Accounting Standard 19 Employee Benefits (IAS 19). This relies on valuations of pension fund assets and liabilities by the actuary. The timing of actuarial reports means that actuaries produce their IAS 19 reports using estimated data for the final part of the year. Asset returns estimated by the actuary for the final part of the year were significantly lower than actual returns. This resulted in pension fund assets reported in Scotland Excel's balance sheet being understated by £256,000.

### Resolution

This was corrected by management. An adjustment was processed to derecognise the income from the CIES and this was recognised as a deferred income balance, as is required by IAS 18. This resulted in the deficit on the provision of services increasing by £102,290 and reserves decreasing by the same amount.

This was corrected by management. An adjustment was processed to reflect Scotland Excel's share of the pension fund assets based on the latest valuation at 31 March 2018. This had the impact of reducing the pension fund liability and increasing the pension reserve by £256,000. As local government accounting regulations require the general fund to be charged with amounts payable to the pension fund or directly to pensioners during the year rather than amounts calculated according to IAS 19, this adjustment does not impact the outturn for the year or the general fund balance

### **Other issues**

**23.** The Code of Practice on Local Authority Accounting in the United Kingdom 2017/18 (the Accounting Code) outlines that for financial statements to be useful, they must provide a faithful representation of financial information with the substance of a transaction/process being reported as opposed to its legal form.

**24.** During the audit, we noted Scotland Excel had incurred capital expenditure, but this had been accounted for as revenue expenditure. The financial statements disclose that Scotland Excel does not have the power to hold assets therefore any capital expenditure is treated as revenue expenditure.

**25.** A similar disclosure issue was identified with Scotland Excel's reserves. The financial statements outline Joint Committees have no specific powers to hold reserves therefore reserves are transferred to creditors. Any reserves that have been built up will ultimately be returned to the member councils upon the cessation of Scotland Excel.

**26.** Discussions with management are ongoing to conclude whether the current treatment of capital expenditure and reserves is appropriate or needs to be revised going forward.



## Management should continue to review how capital expenditure and reserves are disclosed within the financial statements.

**27.** The Management Commentary in the unaudited annual report and accounts has been prepared in line with statutory guidance. Management have revised the level of detail to provide readers with a better understanding of recent developments and expectations on the future. However, there is scope to make further enhancements and make better use of performance data.



### Secommendation 2

Management should review the content of the Management Commentary and the use of performance data.

### Follow up of prior year recommendations

**28.** We have followed up actions previously reported and assessed progress. Two agreed actions were raised in 2016/17 and both have been actioned as outlined in <u>Appendix 1</u>.

## **Part 2** Financial sustainability and Governance Statement



### Main judgements

A deficit of £0.076 million was generated from core activities in 2017/18 which was less than budgeted. The cost of service delivery has been met through requisition income and the planned use of reserves.

We concluded that the information in the Governance Statement is consistent with the financial statements and complies with the guidance issued by the Scottish Ministers.

Budget monitoring reports should include an appropriate level of detail on projects to allow members to assess and scrutinise performance.

### Financial performance in 2017/18

**29.** The Joint Committee approved the 2017/18 budget in December 2016. Total budgeted core expenditure was £3.745 million and total budgeted core income was £3.679 million. This resulted in a budget gap of £0.066 million that management planned to meet through the use of reserves. In June 2017, the Joint Committee approved the additional use of reserves of £0.100 million to fund IT projects and the office upgrade. This increased the planned use of reserves to £0.166 million.

**30.** In addition to core income and expenditure, £0.196 million of income and expenditure was expected in relation to the National Care Home Contract. This is funded separately by councils that are members of this contract and is not included as part of requisitions.

**31.** Actual core outturn in 2017/18 was total expenditure of £3.683 million and total income of £3.607 million. This resulted in a deficit of £0.076 million for the year which was £0.090 million lower than the budgeted figure.

**32.** The Management Commentary in the annual report and accounts also reports income and expenditure from projects. Project expenditure was  $\pounds 0.764$  million and income was  $\pounds 1.011$  million, resulting in a surplus of  $\pounds 0.247$  million. When this is offset against the core deficit, the net surplus for the year is  $\pounds 0.171$  million.

**33.** Core and project activity are reported separately as there are differences in how these activities align to Scotland Excel's role and objectives. Core activities cover day to day operations which benefits all members. Whereas project activity does not involve all members and agreements are in place between Scotland Excel and members who participate in these projects.

**34.** The 2017/18 budget outlined core income and expenditure but there were no details on project income and expenditure. The budget monitoring reports only contain performance on core activity.

**35.** The Joint Committee approved changes to Scotland Excel's funding model in June 2018. Going forward, Scotland Excel is expected to reduce its reliance on requisition income and fund operations through other income that is generated. With this change in funding, it would be beneficial for members if budget monitoring reports also included an appropriate level of detail on performance for projects.

Financial sustainability looks forward to the medium and longer term to consider whether the body is planning effectively to continue to deliver its services or the way in which they should be delivered.



Budget monitoring reports should include an appropriate level of detail on projects to allow members to assess and scrutinise performance.

### Short and medium term financial planning

**36.** The largest source of income for Scotland Excel is requisitions from members of the Joint Committee. Other sources of income include rebates, associate memberships, projects, and other funding from external bodies.

**37.** The Joint Committee approved the 2018/19 budget in December 2017. Requisition income remained unchanged at 2017/18 levels at £3.484 million. Total budgeted income and expenditure was £3.644 million, resulting in a breakeven position. The budgeted income included £0.070 million from a forecast core underspend in 2017/18. As outlined in paragraph 30, reserves used in 2017/18 were £0.090 million less than budgeted. The 2018/19 budget also outlines forecast project income and expenditure of £0.960 million.

**38.** Forecasts up to 2020/21 were included within the 2018/19 budget. The forecasts estimate a budget gap in 2019/20 and 2020/21 of  $\pounds$ 0.168 million and  $\pounds$ 0.254 million respectively, and savings will need to be delivered in each year to achieve a breakeven position.

**39.** As outlined in paragraph 33, changes were approved by the Joint Committee to the funding model. As part of the review, forecasting was carried out to 2023/24 which outlined an operating budget gap every year which reached £0.494 million in 2023/24.

**40.** However, the actions approved by the Joint Committee and the work being carried out by management, a net surplus is expected from 2022/23 which will allow Scotland Excel to increase reserves. In the short term, there is expected to be net deficits and management will need to use reserves and take other actions to ensure these are managed.

**41.** From the work carried out, we have concluded that Scotland Excel has adequate financial planning arrangements in place. Management are well sighted on pressures in the coming years and have taken action to mitigate against the pressures and ensure Scotland Excel is sustainable and able to deliver services effectively.

### **Governance Statement**

**42.** Our review of the Governance Statement assessed the assurances which are provided to the Director regarding the adequacy and effectiveness of the committee's system of internal control which operated in the financial year. The statement also summarises internal audit findings with the Chief Internal Auditor's annual assurance statement concluding 'that a reasonable level of assurance can be placed upon the adequacy and effectiveness of the Joint Committee's internal control system'.

**43.** We concluded that the information in the Governance Statement is consistent with the financial statements and complies with the guidance issued by the Scottish Ministers.

### **General Data Protection Regulation**

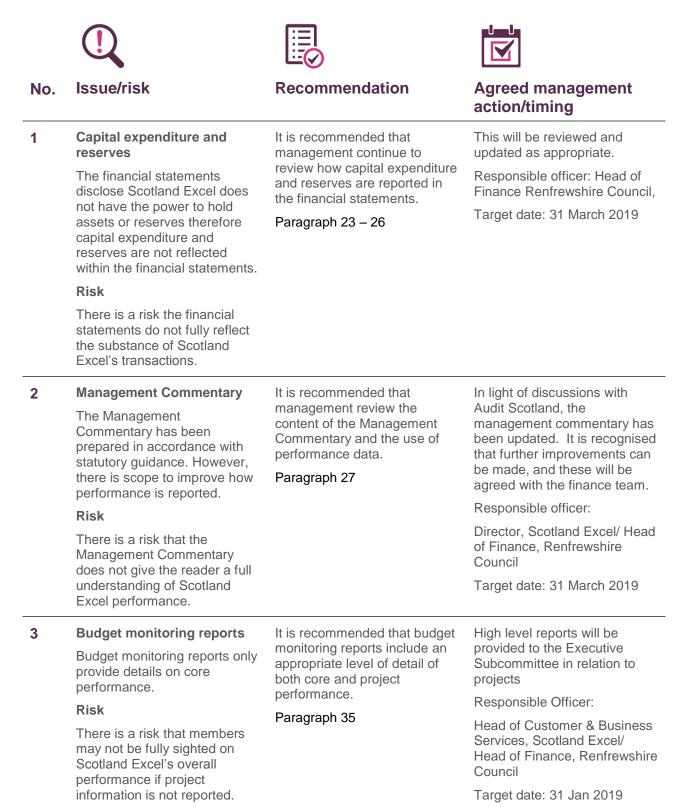
**44.** The General Data Protection Regulation (GDPR) became enforceable on 25 May 2018. The regulation made changes to data protection laws and the ways in which entities address data protection compliance. Failure to comply with the regulation could result in significant sanctions.

**45.** Renfrewshire Council has provided support to Scotland Excel in preparation for GDPR. In addition, management have also been carrying out work to assess Scotland Excel's preparedness for GDPR and ensure all stakeholders are aware of expectations.

**46.** As a Joint Committee, Scotland Excel is not specifically impacted by the requirements of GDPR. However, management have decided it will fall within the arrangements in place at Renfrewshire Council, as host authority, and the Data Protection Officer (DPO) of Renfrewshire Council will assume responsibility of data protection arrangements at Scotland Excel.

## Appendix 1 Action plan 2017/18

### 2017/18 recommendations for improvement





No.



### Issue/risk Recommendation



## Agreed management action/timing

### Follow up of prior year recommendations

### 1 Medium term financial Planning

Budgets are prepared on an annual basis and not include any scenario planning. Medium term financial planning is carried out by management, but this is not shared with members. As a result, there is a risk members have insufficient information to make informed decisions. It is recommended that medium term financial planning is shared with members and scenario planning is incorporated into the financial planning process. The 2018/19 budget included revenue estimates to 2020/21. In addition, the funding review included forecasts to 2023/24.

Responsible officer: Head of Customer and Business Services/Head of Finance

Target date: 31 March 2018

Actual date: 8 December 2017

### 2 Internal Audit reporting

A review of committee papers and minutes identified that internal audit reports are not provided to members of the Joint Committee.

As a result, there is a risk that members are not aware of any weaknesses that been identified and may not be able to make informed decisions. It is recommended that management take internal audit reports to Joint Committee or Executive Sub-Committee meetings to allow members to understand the findings of the work carried out.

### 2017/18 Update

A review of internal audit arrangements was carried out and presented to the Joint Committee in June 2018. However, members raised concerns about the level of detail that was provided in summary reports. As a result, the Chief Internal Auditor, management, and members are in discussions around the level of detail provided in future. The Chief Auditor met with the Convenor and agreed that members of the Joint Committee will be provided confidentially with a copy of audit reports and the summary reports will continue to be presented to the Joint Committee in public.

Responsible officer: Chief Internal Auditor

Revised date: 28 September 2018

# Appendix 2

Significant audit risks identified during planning

The table below sets out the audit risks we identified during our planning of the audit and how we addressed each risk in arriving at our conclusion. The risks are categorised between those where there is a risk of material misstatement in the annual report and accounts and those relating our wider responsibility under the <u>Code of Audit Practice 2016</u>.

### Audit risk

### Assurance procedure Results and conclusions

### Risks of material misstatement in the financial statements

1	Risk of management override of controls ISA 240 requires that audit work is planned to consider the risk of fraud, which is presumed to be a significant risk in any audit. This includes consideration of the risk of management override of controls in order to change the position disclosed in the financial statements.	Detailed testing of journal entries. Review of accounting estimates. Focused testing of accruals and prepayments. Evaluation of significant transactions that are outside the normal course of business.	No unusual or inappropriate transactions were identified as part of our detailed journal testing. A review of accounting estimates did not show any evidence of bias. Focused testing of accruals and prepayments did not identify any balances that were incorrectly held on the Balance Sheet. Focused testing on a sample of transactions outside the normal course of business did not show any evidence of management override of controls. <b>Conclusion: no evidence of</b> <b>management override of</b>
2	Risk of fraud over income	Analytical procedures on	Analytical procedures were
2	Scotland Excel has a number of funding sources which includes income generation. The extent of income means that, in accordance with ISA 240, there is an inherent risk of fraud that requires an audit response.	income streams. Detailed testing of revenue transactions focusing on the areas of greatest risk.	carried out over all income streams and satisfactory responses were provided for all significant variances.
			Detailed testing of revenue transactions confirmed these were normal business transactions and had been accounted for in the correct year. An error was identified in the recognition of academy training income which overstated income. This was corrected by management.
			Conclusion: no evidence of fraud over income.

### Audit risk

#### 3 Risk of fraud over expenditure

ISA 240 presumes a risk of fraud over income which is expanded to include fraud over expenditure in the public sector by the Code of Audit Practice

The risk of fraud over expenditure applies due to the variety and extent of expenditure incurred by Scotland Excel in delivering services.

### Assurance procedure

Analytical procedures on expenditure streams.

Detailed testing of expenditure transactions focusing on the areas of greatest risk.

### **Results and conclusions**

Analytical procedures were carried out over all expenditure streams and satisfactory responses were provided for all significant variances.

Detailed testing of expenditure transactions confirmed these were normal business transactions and had been accounted for in the correct year.

Conclusion: no evidence of fraud over expenditure.

#### Risks identified from the auditor's wider responsibility under the Code of Audit Practice

#### 4 Financial Sustainability

The approved 2018/19 budget includes the flexible use of resources being brought forward from a projected underspend in 2017/18. The budget report also indicated a requirement for Scotland Excel to make significant savings over the medium term to remain financially sustainable. There is limited capacity to utilise reserves to address financial targets, nor is this a sustainable solution. Scotland Excel is exploring options to address this issue through revised governance and funding structures. However, until these are fully developed there remains a risk to financial sustainability.

Review of budget monitoring reports during the year and comment on the financial position within the annual audit report. A review of budget monitoring reports and the financial statements highlight that an overall surplus was achieved in 2017/18. However, there was a deficit on core activities which was met through the planned use of reserves.

Paragraph 37 outlines a budget gap is expected in 2019/20 and 2020/21 and savings will be required to achieve breakeven. However, changes to the funding model approved by the Joint Committee should allow increased levels of income to be generated which will help address the budget gap.

Conclusion: Scotland Excel continues to operate in a challenging financial climate, with budget pressures expected in the coming years. However, action has been taken to change the funding model and allow Scotland Excel to generate increased levels of income to help manage the budget pressures.

Audit risk		Assurance procedure	Results and conclusion	
5	General Data Protection Regulation The General Data Protection Regulation (GDPR) becomes enforceable from May 2018. The regulation makes changes to data protection laws and the ways in which entities address data protection compliance. Failure to comply with the regulation can result in significant sanctions.	Attendance at Joint Committee meetings and review of Joint Committee meeting papers. Discussions with management to monitor and discuss developments.	Renfrewshire Council has provided support to Scotland Excel in preparation for GDF addition, management have carried out work to assess Scotland Excel's preparedne for GDPR and ensure all stakeholders are aware of expectations. The DPO of Renfrewshire Council has assumed responsibility for da protection arrangements at Scotland Excel.	
	Ensuring compliance with the regulation is resource intensive and will require Scotland Excel		Conclusion: GDPR has on been enforceable for a sho period of time. Steps have	

to designate a Data Protection Officer (DPO). Work is ongoing to ensure Scotland Excel is prepared for GDPR and has the necessary arrangements in place for the enforcement date.

### 6 Business Continuity Planning

Scotland Excel has been working on developing business continuity arrangements. However, these are still at an early stage of development and further work needs to be done to ensure the arrangements in place are adequate.

There is a risk that Scotland Excel may not be able to sufficiently deal with events if the arrangements are not fully developed.

Attendance at Joint Committee meetings and review of Joint Committee meeting papers.

Discussions with management to monitor and discuss developments.

Management reviewed business continuity arrangements and work centred on ICT arrangements. Scotland Excel now operates using Office 365 and all staff have been issued a laptop to allow flexible working. The business continuity arrangements were tested earlier in the year due to adverse weather conditions. There was no disruption to services and all staff could carry on working from various locations.

Conclusion: work has been carried out to improve business continuity arrangements. The arrangements in place were effective when they were tested due to adverse weather conditions.

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only short period of time. Steps have been taken by management to ensure the statutory requirements of GDPR have been met. Compliance with GDPR will be assessed as part of our audit work over the remainder of the audit engagement.

### Scotland Excel 2017/18 Annual Audit Report PROPOSED

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