

Final Report

A review of the effectiveness of the Financial Reporting Advisory Board October 2020

Introduction

1 The Financial Reporting Advisory Board (the Board) is an independent statutory body that aims to ensure that government financial reporting meets the best possible standards of financial reporting. The Board was originally set up in 1996 following the publication of the July 1995 White Paper 'Better Accounting for Taxpayer's Money'.

2 The Board includes representatives from the accountancy profession in the private and public sectors, academia, government bodies and the devolved administrations. The current Chair, an independent member, has been in position since June 2019. There are currently 20 board members and one vacancy for which recruitment is on-going. In addition, there are three observers representing Parliament and CIPFA/LASAAC (the Local Authority Accounting Code Board). The five independent members of the Board have a three-year fixed term, renewable once¹.

3 In 2000 the Government Resources and Accounts Act set out that HM Treasury shall consult a group of appropriate people to advise on financial reporting and standards. This role is fulfilled by the Board. In March 2018, the terms of reference for the Board were updated (Annex One).

4 The Board has three regular meetings per year to consider proposed changes to policy and practice, as well as ad hoc meetings and consideration of issues outside of meetings. The Board advises HM Treasury on changes to accounting guidance. Having taken account of this advice, HM Treasury is responsible for publishing any updates in the Government Financial Reporting Manual (FReM) or in Public Expenditure System (PES) Papers. HM Treasury also provide the secretariat function for the Board.

5 Each year the Board produces a report of their activities throughout the year. This report is laid before Parliament and available on the GOV.UK website.

Scope of this review

6 The Board has not carried out a full review of its performance to date. In accordance with requirements set out in the updated March 2018 terms of reference, the Board decided to commission an external review into the effectiveness of its operations at this time and

¹ There is a current recruitment process to fill the vacant fifth slot.

approached the UK National Audit Office (UK NAO) to carry out this review.

- 7 The Board has specified that the review should:
 - Summarise performance; and
 - Make recommendations for change.

8 To meet these objectives, we carried out a document review of relevant legislation, documents relating to the establishment and conduct of the Board and board minutes going back to March 2016. We also designed and sent a self-assessment questionnaire to board members, obtaining a response rate of 61%. We analysed the evidence gathered and referred to best practice and available guidance to draw conclusions². Due to the time available, the reviewers did not hold meetings with board members, nor did they speak to stakeholders to obtain their views or opinions.

9 This report contains the findings and recommendations from the review and expresses the views of the review team based on the evidence presented. We would like to thank members of the Board for their constructive contributions to this review.

Concluding remarks

10 We assessed the effectiveness of the Board against its remit as set out in section 24 of the Government Resources and Accounts Act 2000³ and in section 2 of the Board's terms of reference⁴. Our overall assessment is that there is good evidence that shows the Board has generally met its terms of reference and has carried out in-depth analysis of accounting issues and provided clear, independent and timely advice on the application of financial reporting standards and principles.

11 The functions of the Board are both clear and well understood by board members. All board members are clearly engaged and interested in their work. There is a diversity of skills and experience, which is the basis for detailed and thoughtful discussion at board meetings. The Board has a code of conduct in place and minutes of meetings, as well as the Board's annual reports, are published on the GOV.UK website. The Board engages with a variety of stakeholders, receiving regular updates from representatives of bodies on the Board, as well as hosting periodic presentations from other stakeholders, such as HM Treasury Whole of Government Accounts team.

12 The Board is broadly in agreement as to the areas that are working well, including a capable and supportive secretariat and well chaired meetings that set the right tone. There are areas where members recognise the functioning of the Board could be enhanced, but there is not always unanimous agreement on whether these are enhancements the Board should be pursuing or not. For example, whether there is a need for succession planning, whether a risk register would be necessary or helpful or if members would benefit from greater support to carry out their roles on the Board.

² We drew principally on the HM Treasury and Cabinet Office 'Corporate governance in central government departments: code of good practice' published in April 2017 and the FRC 'Guidance on Board Effectiveness' published in July 2018, whilst recognising the environment that the Board operates in.

³ https://www.legislation.gov.uk/ukpga/2000/20/section/24

⁴ https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/756074/FRAB_terms_of_reference.pdf

13 Regular attendance of board members is expected, as set out in the current recruitment pack for of a new independent member. In the March 2017 board minutes, the then Chair noted low attendance and encouraged members to attend in person. In the updated March 2018 terms of reference, it was codified that members could send a deputy if they were unable to attend, although this happened informally prior to this. We note that between March 2016 and June 2020 absence rates have fluctuated between 7% and 30% per board meeting. This is driven, in part, by a small number of members with persistently high absence rates.

14 The rest of the report sets out the keys areas we feel the Board could build on to support a trajectory of continuous improvement. It also provides a baseline for future reviews of the Board's effectiveness.

Key points from the review

Strategic planning and ambition, and risk management

Strategic planning and ambition

15 The terms of reference for the Board sets out its functions (Annex One). We examined board meeting minutes and other documents and comments from the questionnaires that board members completed and concluded that the Board is consistently meeting its terms of reference and thereby functioning independently, engaging confidently with, giving advice, to and commissioning reports from Treasury and CIPFA. The only exception is that there was limited evidence, from the documents we reviewed, of the engagement of the devolved administrations, as envisaged in the terms of reference.

16 Although the Board consider what is coming up over the next year at each meeting, our review revealed that there is no formal strategic planning process and documented strategy or annual plans. Several board members suggested that the terms of reference provide objectives which act as an appropriate level of overall direction and that the annual report exercise provides a platform for strategic reflection. However, a more formal strategic planning process and a documented strategy would provide a more structured and systematic framework for discussions and decision-making. It would provide a collectively agreed focus and strategic direction for the Board's work and allow the Board to evaluate how effectively it has performed in terms of meeting its strategic objectives.

17 A more formal strategic planning process would also provide the opportunity for the Board to consider revisiting and seeking to clarify and expand its terms of reference around, for example, the linkage between accounting and budgeting, a clearer line and closer relationship with IPSASB, non-financial reporting and the usability of financial and non-financial reporting.

18 One respondent suggested a structural change to the Board to form two separate boards (or perhaps two sub-committees). One would focus on the application of new financial reporting standards and the other on governance and oversight of financial reporting. The latter could address questions such as whether financial reporting is achieving its intended purpose(s).

19 Other matters that the Board could consider as part of a more formal strategic planning process are seeking to obtain wider systematic feedback from end users and raising the profile of the Board's work, by, for example, making more materials available on OneFinance (the Government Finance Function website⁵).

⁵ <u>https://gff.civilservice.gov.uk/</u>

Risk management

20 Our review also revealed the Board does not have its own risk register. Ten out of eleven respondents who answered the question partly or strongly disagreed that the 'The Board has effective risk assessment and management procedures including a risk register'. However, several respondents questioned the relevance and potential value to the Board of a risk register based system of risk management. Nevertheless, a simple best practice risk register would allow the Board to capture and manage risks, for example those around succession, stakeholder relationships, quality, reputation, relevance and resources. More specifically, for example, the risk register could provide a vehicle for managing the risks around the succession of independent members and the workload of the secretariat. The risk register would help the Board to focus its resources on high risks and strategic issues.

Recommendations

- a. The Board should consider the introduction of a more formal strategic planning process including a documented strategy.
- b. The Board should consider the introduction of a risk register based system of risk management.

Functioning of the Board

Decision-making process

21 Respondents noted that the decision-making process is not formalised and that decisions are reached through discussion and reasoned agreement, with voting being used only in rare instances. While board members appreciated the clarity of decision-making, they noted that this relies on members being conciliatory and on the effectiveness of the Chair. The terms of reference state that 'the Board will decide how it reaches its conclusions' (2.1 (d)). The Board may consider formalising its standard operating and decision-making procedures so as to ensure that decision-making may remain effective if, in the future, disagreements were to emerge, and members were less willing to converge on a shared position.

Challenge

22 Ensuring that members with different roles and backgrounds – preparers, users, auditors, authorities, and independent members – contribute to discussions is crucial to the quality of decision-making and makes it possible to give adequate attention both to technical aspects and practical implementation challenges. While several respondents noted that the Board provides appropriate challenge, others felt that discussions can sometimes be the preserve of a small numbers of individuals and could be enhanced through greater consideration of the perspective of the users of reports. The transition to virtual meetings has been generally well received and made it easier for some members to participate in discussions, although it reduces the opportunity for informal interaction between members.

Subcommittees and working groups

23 While some respondents do not see the need for sub-committees, others suggested that specific tasks, such as discussion of complex issues and post-implementation reviews, could be

delegated to working groups, who could present their findings to the Board for discussion. Should the Board implement such an arrangement, there needs to be adequate representation of all stakeholder groups within sub-committees to ensure that all perspectives are considered.

Attendance

24 Based on the minutes of meetings held from March 2016 to June 2020, the average attendance rate is 85%. One in six members sent their apologies and a small number of members have high absentee rates. Attendance by all members, as far as possible, would ensure that recommendations are informed by a variety of perspectives. Attendance is especially important because the Board meets infrequently, and meeting minutes provide limited insight into how discussions unfold. The level of detail of meeting minutes has decreased in recent years. While we do not deem it necessary that minutes attribute comments to specific individuals, including more details of the points raised during discussions would help absentees keep abreast of debates. It may also be helpful for the Chair to arrange catch-ups with members who were unable to attend a given meeting.

Recommendations

The Board should consider formalising its standard operating and decision-making procedures by:

- c. considering holding a session to agree ways of working in a virtual context, asking people to express their preferences and concerns and considering ways to ensure inclusivity;
- d. exploring its appetite for setting up either ad-hoc or permanent working groups. Working groups might improve efficiency, while maintaining a sufficient level of engagement with issues by the main Board; and
- e. considering increasing the level of detail of discussions that is provided in meeting minutes and scheduling catch-up meetings between absent members and the Chair when the absent member was unable to send a deputy.

Composition of the Board

Roles on the Board

25 We noted that there is no senior independent member (SIM) role on the Board. The majority of respondents agreed that there was a role for a SIM on the Board, although a number questioned whether or not it was appropriate for a board such as the FRAB. The role would allow for the SIM to act as a sounding board for the Chair providing them with support in the delivery of the Board's objectives and leading the evaluation of the performance of the Chair on behalf of the other members. A job description could be drawn up based on appropriately adapted best practice.

Diversity of the Board

26 We note the mix of different organisations that are represented on the Board, including from all the devolved administrations. This is complimented by the five current independent members, including the Chair.

27 The minutes of the Board's meetings suggest that of those that attended meetings over the last four years the Board has been composed of around 67% male members, on average (March 2016 – present). In the latest meeting in June 2020, there was an almost even split of male and female members in attendance. Current membership, including the regular observer from CIPFA, is 39% female and 61% male, with one vacant position. There is limited information on other diversity characteristics of the Board, especially protected characteristics, as this information has not been collected as part of the Board's standard operating practices, such as when recruiting new members.

28 The Board promotes equal opportunity for all in its recruitment literature. However, it currently does not hold baseline data against which it can judge whether it is meeting this objective. There is an on-going campaign for a new independent member which encourages equal opportunity for all and this could be an opportunity to start recording self-reported diversity data.

29 The Board has a high level of professional diversity which brings a variety of skills and professional experience to discussions. However there is room for greater individual diversity which would not only further the range of skills on the Board, but would also give the Board greater perspective on how its decisions impact wider stakeholders.

Succession planning

30 There is currently no written succession plan for the Board. As several members are representatives of specific organisations, a succession plan is likely to be more relevant to the independent members, including the Chair. Giving some thought to a light touch succession plan could provide a vehicle for addressing matters such as diversity and ensuring the Board maintains the right balance of skills and experience in the independent members.

Recommendations

- f. The Board should consider whether it would benefit from introducing a senior independent member role with a job description based on appropriately adapted best practice.
- g. The Board should consider collecting self-reported diversity data on members to allow them to assess their success against their commitment to "providing equal opportunities for all, irrespective of race, age, disability, gender, marital status, religion, sexual orientation and transgender."
- h. The Board should consider whether a light touch succession plan would be useful to ensure the relevant balance of skills and to help improve diversity.

Stakeholder consultation and feedback

31 Key stakeholders are represented through board members. Feedback from further stakeholders, when it is given, is taken into account and informs the Board's views. Some respondents stated that it would be beneficial to introduce more structured processes for gathering and using feedback from external stakeholders. For instance, if IPSAS / IFRS Implementation Committee updates were obtained and provided in writing in advance of board

meetings, rather than through verbal updates, members would have more time to consider which points might need to be explored during meetings.

32 Because the Board is composed primarily of preparers, auditors and relevant authorities, their perspectives are given more consideration than the perspective of the users of public sector financial statements, such as Parliament. The Board could consider its relationship with the User Preparer Advisory Group (UPAG) to ensure it gathers and reflects on the views of a wider variety of users.

33 The Board conducts post-implementation reviews of new standards. Respondents provided a range of remarks concerning the need for the Board to carry out implementation reviews, including that benefit realisation and lessons learned are not always articulated, that such reviews are already carried out by HM Treasury, and that substantive feedback is hard to obtain as many users follow the Financial Reporting Manual uncritically.

Recommendations

- i. The Board should consider introducing more structured processes for gathering and using feedback from external stakeholders.
- j. The Board should consider systematically surveying wider end user opinion for the purpose of discussing issues such as new potential disclosure requirements. This could include a review of its relationship with the UPAG.

Evaluation of the Board

34 There is no formal internal annual evaluation of the Board's performance. Preparing the annual report does, in part, fulfil this objective. However, further consideration could be taken to undertaking a formal evaluation to assist in informing the annual report.

35 In 2018, the following clause was added to the Board's terms of reference: "2.4 The Board will undertake a review of its effectiveness at least once every three years". To date the Board has not carried out a full evaluation of its collective performance, either as a self-evaluation or through the commissioning of an external evaluation. This review is therefore, the first full review of the Board's performance. We would encourage the Board to put in place an annual internal review and a less frequent external review of both operations and performance, in line with best practice.

36 Adding a framework for learning lessons from prior successes and failures could add value to the Board. Currently there is a difference of opinion amongst board members as to whether there is a mechanism in place for learning such lessons. We found that all five respondents from the relevant authorities partly agreed that there was already a mechanism for this, whereas three out of four preparers/users partly disagreed and all three independent members partly or strongly disagreed, suggesting that members who are not from relevant authorities are not seeing the existence or benefits of this mechanism in the same way as the members from the relevant authorities are.

Recommendations

- k. The Board should consider using the questionnaire developed for this review as a framework for group discussion on the operation of the Board and its performance on an annual basis and arranging for an external evaluation of its performance every three years in line with its terms of reference.
- I. The Board should consider formalising a framework for learning lessons that looks at different perspectives to summarise successes and lessons to learn.

Support for board members

37 Whilst there are clear processes for appointing new board members, there is no formal provision for induction or development. An induction could consist of written briefings and time with the Chair to allow a new member to ensure they have a clear understanding of their role, the remit of the Board and any specifics relating to the current operating environment that would be helpful to understand. One member suggested that more could be done to ensure all board members have a clear understanding of some of the complex workings of government and public bodies.

38 Given the different bodies that members represent, across the public and private sector, there could be opportunities for induction and on-going development in areas that are less familiar to individuals. For example, new standards masterclasses for accounts preparer representatives and government finance updates for non-preparers. This could supplement the existing sector updates that happen at board meetings. Whilst several members noted that the Board is kept fully up to date with any technical accounting developments and issues through the Board papers, emails and meetings, another noted that they would welcome support to help them be a more effective member.

39 Induction for new members may be even more beneficial in an increasingly virtual world as there is limited opportunity to get to know other members or ask questions in the margins of meetings. Ongoing support for members could, and should, extend beyond the technical, to ensure people are able to fully participate in virtual meetings. Whilst some prefer this set up, this is not universal.

40 Given several board members are representatives of certain bodies, there is probably limited merit in setting up individual performance assessments for board members. However, if the Board were to formalise the role of a senior independent member, we would expect this person to work with the other members to assess performance of the Chair.

Recommendations

- m. The Board should consider putting in place an induction for all new members, covering the remit of the Board, the role of the member and an opportunity to talk with the Chair prior to the member's first board meeting.
- n. The Board should consider whether there is merit in putting in place structured, on-going development for board members, including both technical understanding and support to enable all members to fully discharge their role effectively.

Annex One: Terms of reference of the Financial Reporting Advisory Board (FRAB)

Responsibilities of the Board:

(a) The Board will provide independent advice to the Treasury, the Scottish Ministers, and the Executive Committee of the Northern Ireland Assembly.

(b) The Board will advise the Treasury, the Scottish Ministers, the Executive Committee of the Northern Ireland Assembly and the Welsh Assembly Government on the application of financial reporting standards and principles:

(i) where the Treasury, the Executive Committee of the Northern Ireland Assembly and the Welsh Assembly Government are responsible for issuing reporting requirements in respect of:

- Departmental resource accounts
- Supply financed executive agencies
- Non-departmental public bodies
- Trading funds
- Whole of Government Accounts
- NHS trusts in England and Wales, and HSC trusts in Northern Ireland
- NHS Foundation Trusts in England

(ii) where the Scottish Ministers are responsible for issuing reporting requirements in respect of:

- accounts falling under sections 19 and 20 of the Public Finance and Accountability (Scotland) Act 2001.
- accounts of executive non-departmental public bodies where the Scottish Ministers have the power of direction

(c) The Board will advise CIPFA/LASAAC2, which is responsible for developing the Code of Practice on Local Authority Accounting in the United Kingdom (the Code). The Code constitutes a 'proper accounting practice' under section 12 of the Local Government in Scotland Act 2003 and in England and Wales under section 21(2) of the Local Government Act 2003. In Northern Ireland, the Code's status and authority derive from accounts directions under article 24 of the Local Government (Northern Ireland) Order 2005.

(d) The Board will decide how it reaches its conclusions.

(e) The Board's advice to the Scottish Ministers will be restricted to the technical rules of accounting and to minimum disclosure requirements. It will not extend to the format of accounts or to disclosures beyond the minimum requirements.

(f) The Board's advice to the Executive Committee of the Northern Ireland Assembly will incorporate accounting, formatting and minimum disclosure requirements.

(g) The Board will examine all amendments to the guidance in respect of the bodies listed in (b) and (c) above, with the aim of ensuring that they comply with GAAP, and that departures or modifications from GAAP, due to public sector and spending control contexts, are fully explained and justified. The Board will also examine, with the same aim, amendments to accounts directions referred to the Board, issued by the Treasury, the Welsh Assembly Government, the Scottish Ministers and the Executive Committee of the Northern Ireland Assembly.

(h) The Board will prepare an annual report of its activities, including its views on the changes made during the period to the accounting guidance, or, as appropriate, accounts directions, issued by the Treasury, the National Assembly for Wales, the Scottish Ministers and the Executive Committee of the Northern Ireland Assembly. in respect of bodies listed in 2.1 (b) above and the Code and will send a copy of its report direct to the Committee of Public Accounts and the Treasury Select Committee of the UK Parliament, the Welsh Assembly Government, the Scottish Ministers, the Executive Committee of the Northern Ireland Assembly.

The Treasury, (in conjunction with the Department of Health and Social Care in respect of NHS trusts in England and the Independent Regulator of NHS Foundation Trusts in respect of NHS Foundation Trusts in England), the Welsh Assembly Government, the Scottish Ministers, the Executive Committee of the Northern Ireland Assembly and CIPFA/LASAAC in respect of local authorities in England, Wales, Scotland and Northern Ireland:

(a) will ensure that all relevant matters, including proposed changes to the guidance or, as appropriate, accounts directions, in respect of accounts meeting the criteria in 2.1 (b) above and the Code, are brought to the Board's attention within a reasonable time. Changes to International Financial Reporting Standards and other elements of GAAP that affect such guidance or accounts directions will, as far as possible, be brought to attention in sufficient time to enable their implementation, as appropriate, within the same timescale as changes are to be made generally;

- (b) will examine all issues raised by the Board within its terms of reference;
- (c) will consider all advice received from the Board.

The Treasury, the Scottish Ministers, and the Executive Committee of the Northern Ireland Assembly, will formally lay the Board's report before the House of Commons, the Scottish Parliament and the Northern Ireland Assembly respectively. The Welsh Assembly Government submits the report to the Audit Committee of the National Assembly for Wales.

The Board will undertake a review of its effectiveness at least once every three years.

The Treasury will provide the secretariat to the Board.

Annex Two

Table of scores from the self-assessment questionnaire completed by board members

		ngly agree y disagree		 Partly agree Strongly disagree 		
1. The Board has a clear and documented set of objectives.		10			4	
2. The Board has a clear and documented strategy.	2		9		3	
3. There is a formal and rigorous internal annual evaluation of the Board's performance and of individual Board members against objectives.				6	2	
4. There is a mechanism for learning from past successes and failures and from other relevant bodies (e.g. CIPFA/LASAAC).		7		5	2	
5. The Board communicates with and listens and responds to key stakeholders as effectively as possible.	4			9	1	
Key stakeholders consider that the Board is performing as effectively as possible.	2		9		1 1	
The Board receives regular updates on progress for all projects.			13		1	
 The Board undertakes post-evaluation reviews for all projects including an examination of whether the intended benefits were realised. 	4		7		2	
The Board has effective risk assessment and management procedures including a risk register.	1	6			4	
10. The Board has sufficient expertise to enable it to discharge its responsibilities.		1			3	
11. The Board has sufficient support to enable it to discharge its responsibilities.		10			4	
12. The Board has sufficient time to enable it to discharge its responsibilities.		7		5	2	
13. The Board has sufficient, appropriate and timely information of a quality to enable it to discharge its responsibilities.		8		6		
14. There is a dedicated Board Secretariat with appropriate skills and experience; and the time/resources required.		10			4	
15. The Board is cohesive and combines being supportive with providing appropriate challenge.		6		7	1	
16. The minutes of the meetings of the Board provide appropriate evidence of the challenge provided.		7		6		

		-			1	
17. The Board has a set of approved operating procedures.			3			
40 The Chairles de martines with a slave fraue an similiant						
18. The Chair leads meetings with a clear focus on significant						
issues facing the Board and Office and facilitates full and open			12			1
discussion before major decisions are taken.						
alocacción pororo major acciono aro taton.						
19.There is a clear decision making process which is						
approved and documented.		9			5	
approved and documented.						
20. There is a process for the resolution of differences of	4			1		2
opinion between the Chair and other members	4	_	· · · ·			2
opinion between the ontail and other members						
21. There are formal procedures in place for the appointment			11	·		2 _
of new Board members and tenure.		1		1		2
22. Any induction and development activities ensure Board	4		4		4	_
members remain up-to-date throughout their tenure.						
23. Working as a team the Board has the right blend of skills,						
expertise and personalities and the appropriate degree of	4		5		3	1
			1	1		
diversity to enable it to face challenges successfully.						
24. The Deard evaluates the performance of individual Deard						
24. The Board evaluates the performance of individual Board		3		6		
members and supports their development.						
25. The Board has a documented succession plan covering						
					3	
contingency, medium term and long term planning.						
20 There is a value for a series independent director to play.						
26. There is a role for a senior independent director to play						
(sounding Board for the Chair, intermediary for the other	2	3		3		1
members, leading appraisals of the Chair's performance).						
, , , , , , , , , , , , , , , , , , , ,						
	3		7	1		2
27. There is a role for Board committees to play.	3		1	1		2
28. The Board demonstrates ethical leadership and display		1	1	· · · · · · · · · · · · · · · · · · ·	2	1
the behaviours it expects from others.						
•						
20 The Deced has seen advance to the sheath set of the second set						
29. The Board has procedures to deal with conflicts of interest	3		5		4	
and to promote diversity.						
· ·						
30. The work of the Board is as transparent as possible. For						
example, the minutes of the meetings adequately record		9			5	
challenge from Board members.						
challenge itom board members.						
31. There are adequate opportunities to get to know other						
				2	3	
Board members outside of formal Board meetings.						
		1	1	1	1	
32 The movement to working virtually has not impacted on					1	_
32. The movement to working virtually has not impacted on how effective the Board is	5			8	·	1

Notes:

1. Although 14 board members completed the questionnaire, the total score for some questions is less than 14 because some members did not answer all questions.

2. Some questions have been shortened to allow for better presentation.

Annex Three

Our review approach

1 This external review evaluated the effectiveness of the operation of the Board in accordance with item 2.4 of the Board's terms of reference that requires the Board to undertake an effectiveness review at least once every three years.

2 We evaluated the effectiveness of the operation of the Board and made recommendations for improvement for the Board to consider.

3 Our review approach is summarised in Figure 1. Our evidence base is described at Annex Four.

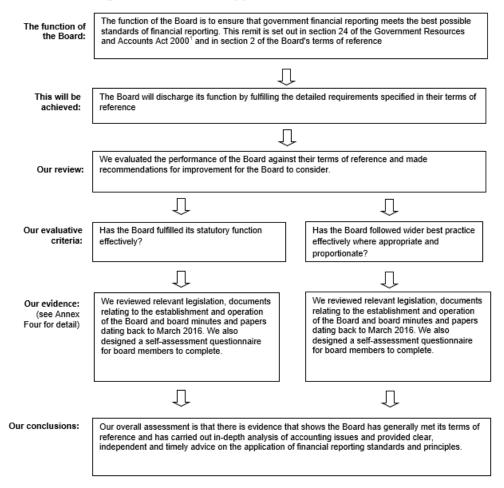


Figure 1: Our review approach

Annex Four

Our evidence base

4 We reached our conclusions following analysis of evidence collected in October 2020. Our review approach is outlined in Annex Three.

Document review

5 We carried out a document review of all relevant legislation, documents relating to the establishment and conduct of the Board and board minutes from March 2016 to date. We also analysed data on attendance from the same set of board minutes.

Self-assessment questionnaire

6 We sent a self-assessment questionnaire to all board members, which we had designed based on the statutory functions of the Board and key elements of best practice. We analysed the scores and free text responses.

Analysis

7 We analysed the evidence gathered from our document review and questionnaires and referred to the Board's terms of reference and the Government Resources and Accounts Act 2000, as well as best practice guidance to draw our conclusions. We drew principally on the HM Treasury and Cabinet Office 'Corporate governance in central government departments: code of good practice' published in April 2017 and the FRC 'Guidance on Board Effectiveness' published in 2018.