



ANNUAL REPORT OF THE
AUDITORS GENERAL

2020

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Annual Report of the Auditor General 2020

The most important findings from performance audit and financial audit are to be compiled in an annual report under Section 12 of the Act on Audit of State Activities etc. The Auditor General hereby submits the 2020 Annual Report as a report to the Riksdag, pursuant to Chapter 9, Article 18 of the Riksdag Act.

Auditor General Helena Lindberg took the decision in this matter. Audit director Peter Johansson was responsible for the presentation of the report. Deputy Department Director Lena Björck, Unit Director Ulrika Meyer and Auditor General Secretariat Researcher Hans Folkesson participated in producing the final report.

Helena Lindberg

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1 Introduction

The Swedish National Audit Office is an authority under the Riksdag tasked with auditing the central government commitment. The Swedish NAO audits activities of the Government, public agencies, state-owned enterprises and foundations.

The Swedish NAO conducts its audits through financial audit and performance audit. Within performance audit the Swedish NAO investigates the economy, efficiency and effectiveness of the activities audited. In financial audit the Swedish NAO audits central government agencies' annual reports and gives an opinion on whether their underlying accounts give a true and fair view.

The Auditor General's annual report summarises the most important audit findings over the past year. To clarify the link to the Swedish NAO's audit plans, the most important findings within performance audit and financial audit are reported on the basis of risks that have indicated the main focus of the audit. These refer to risk of deficiencies in

- central government finances
- governance, follow-up and reporting
- organisation, responsibility and coordination
- skills supply.¹

It is a challenge for Swedish public administration to effectively handle future challenges and conflicting objectives between different areas of society. Documentation, planning, decisions, implementation and follow-up are often narrowly defined and the time perspective is short-term. In that context the Swedish NAO plays an important role, with audits that have broad perspectives. The Swedish NAO's audit can thus also contribute a knowledge base to the assessment of how the global goals for Agenda 2030 are being implemented in Sweden. The Auditor General's Annual Report presents findings that are relevant for the economic, social and environmental dimensions of sustainable development.

¹ The risks single out aspects of public administration that are important to audit and feed back into the audit plans for both 2018/2019 (Performance Audit) and 2019/2020 (Performance Audit and Financial Audit).

2 The most important performance audit findings

Performance audit is based on problem-oriented risk analysis. It is based on indications of deficiencies in economy, efficiency and effectiveness in central government commitments and initiatives.

The most important performance audit findings during the year refer to deficient impact assessments and preparations ahead of decisions, poorly functioning coordination and exchange of information between agencies, legislation in need of review and deficient IT systems. Part of this picture is also that the audit shows that activities in many areas have largely functioned as intended.

Since the previous Annual Report the Swedish NAO has published 38 performance audit reports.²

Central government finances

Sound central government finances are an important prerequisite for funding central government commitments and a good basis for effective public administration. The audit of the 2029 fiscal policy bills shows that the Government adheres to the fiscal policy framework rules, but that follow-up and accounting can be further improved.³ This is a recurring finding that the Swedish NAO has previously highlighted.

In a series of audits the Swedish NAO focused on how the Swedish Governments have applied the fiscal policy framework in practice. The framework is to ensure long-term sustainable and transparent fiscal policy. The application is central to upholding stable and transparently reported public finances. Decisions, planning and implementation of central government initiatives in turn need to be based on high quality documentation. They must also contribute to making activities effective and avoiding unforeseen cost increases.

The audit of the national accounts shows that the quality of these are adequate, but some shortcomings need to be rectified.⁴ The national accounts contain statistics on which fiscal policy is based. Errors in the statistics risk leading the Government and the Riksdag to take decisions based on an erroneous assessment of the economy and the strength of public finances.

² See Annex 1.

³ The fiscal policy framework – application by the Government in 2019 (RiR 2019:38)

⁴ The National Accounts – a firmer basis for fiscal policy (RiR 2019:34)

Forecasts and impact assessments

This year, as in previous years, the Swedish NAO has observed considerable shortcomings in impact assessments and cost estimates, for example ahead of major investments. Such investments often influence several important areas of society, and not infrequently there are considerable conflicts of objectives between different areas, which means that it is even more important to have fair documentation of deliberations and decisions.

Building a high-speed railway is an investment that entails very high costs. Despite this, the Swedish NAO has found that planning has only been preceded by vague descriptions of the problems the investment is to solve and that the cost-benefit analysis ahead of the planning was deficient. Planning has also deviated from the “four-step principle” adopted by the Riksdag and Government that means that alternative, cheaper measures must be considered first before investing in new infrastructure. Thus, other policy instruments to solve existing capacity problems in the rail network, for example, have not been examined. The remits from the Government to investigate high-speed railway lines have been too narrow, which is an explanation for these vague problem descriptions.⁵

The Swedish NAO has also audited whether the Government’s policy instruments for purchase and ownership of green cars, such as the green car rebate and differentiated motor vehicle tax, are effectively designed. The audit showed that the Government had not produced economic impact assessments before designing the measures and that the policy instruments appear to be costly compared with other measures used today to reduce the transport sector’s carbon emissions.⁶

Even where impact assessments have been produced by the Government or agencies and used as a basis for decision-making the Swedish NAO has noted that investments and activities often become considerably more expensive than the original estimates.

The final cost of operation and basic maintenance of the national road network is on average more than 40 per cent higher than initially procured. The Swedish NAO’s audit shows that speculative pricing may be one of the causes. There is always room for improvements and the Swedish NAO notes that the Government has now instructed the Swedish Transport Administration to analyse the extent and consequences of unbalanced bidding, as well as to draw up a plan of action with a program of measures to reduce the possibilities of conducting unbalanced bidding in connection with procurement of basic contracts.⁷

⁵ Thinking ahead – central government planning of high-speed railways (RiR 2019:31)

⁶ Central government measures for more green cars (RiR 2020:1)

⁷ Operation and basic maintenance of public roads is considerably more expensive than agreed (RiR 2019:24), Government Communication 2019/20:72.

The Swedish NAO has also audited the deduction for household work (RUT). The audit shows that families with children have increased their earned income and foreign-born individuals have started to work in the household work sector and earned higher incomes and a stronger position in the labour market. However, there is weak empirical support for the Government's assessment that the reform is self-financing and a considerable part of the RUT workforce consists of labour immigrants. The Swedish NAO's recommendations to the Government included reviewing the calculation of the long-term self-financing rate of the RUT deduction and the long-term effects on employment. Labour immigration should also be taken into account when designing measures aimed at increasing employment, particularly for weak groups.⁸

The Swedish NAO has also noted that inadequate impact assessments in several cases have meant that central government initiatives have not been designed to effectively solve the problems they are to mitigate or rectify.

This is shown for example by the audit of support for energy efficiency and renovation of housing.⁹ The support, SEK 800 million per year, was not appropriately designed. It did not give sufficient incentive to increase the pace of renovation and energy efficiency improvement, and it is not even clear to what extent the support can protect tenants against unreasonable rent increases. Only a fraction of the funds appropriated have been used, and consequently the support only contributed marginally to the objectives. There is also a risk that the support has funded measures that would have been taken anyway, which is not effective. An important explanation of the shortcomings is that the Government's decision support data was insufficient. There were no analyses of the problems the support was to address, what possible effects the support would have and how it would interact with other existing policy instruments.

The support to municipalities for increased housing construction is another example of inefficient support that should have been designed differently.¹⁰ The Government's planning of the support was insufficient, and this also reduced the scope for monitoring and reporting the use and outcome of the support to achieve subsequent improvements.

The Government also needs to give the agencies responsible time to consider and plan how various initiatives should be implemented. The audit of central government investments in strategic partnership and innovation programmes

⁸ The RUT deduction – consequences of the reform (RiR 2020:2).

⁹ Support for renovation and energy efficiency – a focused initiative in certain housing areas (RiR 2019:25)

¹⁰ Support to municipalities for increased housing construction (RiR 2019:20).

showed that such consideration before implementation would provide better conditions for effective achievement of objectives.¹¹

Governance, follow-up and reporting

Continuous governance, follow-up and review of central government initiatives is important to enable them to be used effectively and appropriately even when societal development has resulted in a need for changes and adaptation. The findings of several of this year's performance audit reports show that governance needs to be improved through better follow-up and evaluation of the effectiveness and efficiency of initiatives. This knowledge then needs to be used to develop the activities. Inadequate overview and coordination are further findings. These are recurring findings that the Swedish NAO has also highlighted in previous annual reports.

The Swedish NAO has audited governance towards a cohesive and effective judicial chain.¹² To increase efficiency there must be more knowledge of and analysis of the links in the judicial chain. The Government needs to have a more comprehensive and strategic focus on how the judicial chain as a whole should work effectively and based on this, identify where individual initiatives in governance are to be taken.

Several audits show the need for evaluation and adaptation to new conditions. In the audit of Svenska skeppshypotekskassan the Swedish NAO found that transparency was limited and there was a lack of external effectiveness requirements; for example, there was no requirement at all to provide returns to the State. The Swedish State formed Svenska Skeppshypotekskassan to provide loans to Swedish shipping companies, but now the corporate form needs to be reviewed. The Government must decide for example whether a more appropriate corporate form is a limited company.¹³

One area where follow-up in particular needs to be improved is the matching work of the Swedish Public Employment Service, which has never been systematically evaluated and rests on a weak knowledge base.¹⁴ This increases the risk of jobseekers not receiving effective and equal support, for example. Another example where the Swedish NAO has observed the need for review is the Discrimination Act's pay survey requirement.¹⁵ The audit showed that the

¹¹ Innovation through partnership – central government investments in strategic partnership and innovation programmes (RiR 2020:6)

¹² Governance of the judicial chain (RiR 2019:15).

¹³ Svenska skeppshypotekskassan (RiR 2019:36).

¹⁴ The Swedish Public Employment Service's matching – weak knowledge base and inadequate governance (RiR 2019:18).

¹⁵ The Discrimination Act's pay survey requirement – a blunt instrument for reducing the gender pay gap (RiR 2019:16).

legislative requirements can only affect pay differences to a minor extent, particularly among small employers.

Ineffective supervision, control and consumer protection

The Swedish NAO has also noted in previous years' audits that state supervision does not always function satisfactorily, and this year the Swedish NAO has highlighted several areas where supervision would need to be more effective and efficient. Examples of findings during the year are mainly inadequate information management, deficiencies in how agencies prioritise their efforts and distribute their resources and, in some cases, the need for more long-term allocation of resources on the part of the Government. Increased automation and legal opportunities to share information between agencies are potential areas for improvement. In several cases, societal development has meant that legislation needs to be reviewed to ensure, for example, well-functioning consumer protection.

The audit of exemptions from school attendance shows that the regulations are not applied as intended. Children registered as resident in Sweden are required to attend school. Changes in travel and living patterns have led to more families staying abroad for longer or shorter periods. Unclear rules and insufficient supervision currently allow for great variation both between and within municipalities when granting exemption from compulsory school attendance.¹⁶ It is unclear what is required for a decision regarding all three provisions on leave of absence, consent to completing compulsory education in another way and when compulsory school attendance ceases to apply due to an extended stay abroad. This means that decision-makers find it difficult to determine how they should make decisions. This has in turn led to great variations in application. The situation is made more difficult in that the Swedish Schools Inspectorate has not exercised any supervision with regard to the way in which the provisions are applied, and in that the National Agency for Education has not produced sufficient support and guidance for the application of any of the provisions. The Swedish NAO recommends, among other things, that the Government takes the initiative to change and clarify the three provisions on compulsory school attendance.

According to the Swedish NAO's audit, the Swedish Customs essentially has the framework required to design control activities effectively, but measures are required to ensure that resources are used in a way that generates the greatest benefit. The Swedish NAO has seen indications that the Swedish Customs' remit to prevent the import of narcotics and weapons is not sufficiently achieved to reduce access in the community. The audit shows that more developed intelligence activities would make the controls more accurate, since the Swedish

¹⁶ Exemption from compulsory school attendance – rules, application and supervision (RiR 2019:37).

Customs lacks in-depth knowledge of smuggling to Sweden and in addition falls short in its work of obtaining and handling intelligence.¹⁷

The audit of the Swedish Competition Authority's supervision shows, among other things, that the Authority needs to be better at prioritising among tip-offs.¹⁸ The process for both competition and procurement supervision needs to be improved so that the feedback between supervision and the Authority's tools for prioritising tip-offs received are clearer.

The Health and Social Care inspectorate (IVO) was created in 2013 to ensure effective and strategic supervision and to address a number of problems that existed when the National Board of Health and Welfare was responsible for supervision. The Swedish NAO's audit shows that IVO has not yet fully lived up to these expectations, partly because the Government did not provide the Inspectorate with a stable and long-term conditions in the form of an economic framework. There are a large number of healthcare and social services activities, and it is therefore important that IVO can select the areas and activities that are most important to review. Despite this, IVO has only carried out risk analyses to a small extent. Since IVO has chosen not to provide comprehensive and easily accessible assessment support for the inspectors, the decisions are not made uniformly across the country. In order to work effectively and strategically, well-functioning IT support is also needed, but this is also lacking, which contributes to poor efficiency.¹⁹

Several audits show that legislation may need to be changed, for example in order to achieve consumer protection in accordance with the Riksdag's intentions.

The audit of the protection of buyers of newly built tenant-owned apartments showed that the Government has not done enough to safeguard the interests of buyers. The provisions of the Tenant Ownership Act and other relevant provisions need to be reviewed and, among other things, take into account the need to limit buyers' personal financial risk after having signed an advance agreement, as well as introducing provisions on information to buyers about risks. For example, it is difficult for buyers to demand that faults be rectified and to assert their right in the event of delays.

In an audit of consumer protection in the financial area, it was noted that significant improvements have been made since the Swedish NAO audited central government supervision in the financial area in 2006. Despite the improvements,

¹⁷ Swedish Customs control – an accurate enterprise? (RiR 2019:12).

¹⁸ The Swedish Competition Authority's supervision – conditions for effective use of resources (RiR 2019:26).

¹⁹ Health and Social Care Inspectorate – hampered supervision (RiR 2019:33)

the statistics indicate that consumers' perceived problems have increased in the last five years.²⁰

Events that undermine public confidence

In an international perspective, the Swedish administration still enjoys a high level of confidence among citizens. The Swedish NAO's findings in the audits of the election system, security work in nuclear operations and consumer protection within the premium pension system show that the operations mainly function well. Despite this, the Swedish NAO has found that there are areas of improvement, for example, when it comes to preparedness to deal with the consequences of a nuclear accident.²¹

A well-balanced and well-functioning electoral system is of fundamental importance to democracy and confidence in the State. The Swedish NAO has therefore audited the secrecy of the ballot, the accuracy of the preliminary election results and the time it takes to count the votes. Many of the problems observed can be linked to the Swedish system for ballot papers. Other areas of improvement highlighted in the audit relate to the Election Authority's role and responsibility and cooperation between the various electoral authorities at regional and local levels.²²

Another example of activities that are important for confidence in the State is the safety work in nuclear operations. The Swedish NAO's audit shows that the safety work is largely carried out in an appropriate way, but that both the preventive work and the preparedness to deal with the consequences of an accident need to be improved.²³ It may be difficult to ensure satisfactory and equivalent protection if a nuclear disaster should nevertheless occur. It may also be difficult to safeguard society's ability to function.

The pension system is another area of fundamental importance for confidence in the State. For a long time, there have been shortcomings in consumer protection in the premium pension system. According to the Swedish Pensions Agency, illegal or highly inappropriate activities have occurred. However, a number of measures have been taken in recent years. Telemarketing and marketing of funds and services related to the premium pension area have been banned, significantly higher requirements are made of the funds that participate in the funds

²⁰ Consumer protection in the financial area – conditions and central government supervision (RiR 2019: 32).

²¹ If the worst should happen – central government efforts to prevent and manage nuclear disasters (RiR 2019:30). In previous years the Swedish NAO has also found problems with the Swedish Radiation Safety Authority's supervision of nuclear power and with the system of financing nuclear waste management.

²² The electoral process – secrecy of the ballot, accuracy and acceptable time frame (RiR 2019:35)

²³ If the worst should happen – central government efforts to prevent and manage nuclear disasters (RiR 2019:30).

marketplace, and the Swedish Pensions Agency now regularly follows up compliance with the requirements. The Swedish NAO assesses that the measures taken have significantly strengthened consumer protection in the premium pension system.²⁴

Organisation, responsibility and coordination

The most important findings in this area relate to the need for better coordination and deficiencies in how agencies utilise the potential of digitalisation to streamline their work. Increasingly complex social problems and many involved providers mean that coordination is particularly important, and often the ability of government agencies to share information is central and, in the worst case, constitutes a serious obstacle to efficiency and effective achievement of objectives.

Shortcomings in coordination of cross-cutting issues and when outsourcing

The Swedish NAO has audited inter-agency work against organised crime.

²⁵Twelve large agencies have devoted extensive resources over several years to combat organised crime. However, the audit shows that the coordination and follow-up has failed as a result of the Government's directives being unclear. In addition, deficiencies in the follow-up mean that the effects of the initiatives cannot be evaluated.

Increasing importance is being attached to joint action between humanitarian aid and long-term development cooperation, since the need for humanitarian aid has grown in the world in recent years. Joint action can, among other things, contribute to people's and society's resilience, ease of recovery and adaptability in crises and disasters. The Swedish NAO's review of the conditions for joint action between humanitarian aid and long-term development cooperation shows that the Government needs to develop target formulations at strategy level that are common to humanitarian aid and long-term development cooperation in order to provide better conditions for aid to have the desired effects.²⁶

The audit of central government efforts to get people who are not allowed to stay in Sweden to leave the country (return activities), shows that coordination in many cases is deficient. The responsibilities are unclear, and remits overlap. In many cases, the chains of responsibility are broken, meaning that one agency is responsible for the implementation or costs of decisions taken by another agency.

²⁴ Consumer protection in the financial area – conditions and central government supervision (RiR 2019: 32).

²⁵ Authority-wide actions against organised crime – shortcomings in steering and monitoring (RiR 2019:11).

²⁶ Sida's humanitarian aid and long-term development cooperation – prospects for joint action (RiR:2019:17)

The respective agency's internal priorities and approaches may be rational for that particular agency, but not for the activities as a whole. Examples of this are the prioritisation of detention places and the division of responsibilities in domestic transport.²⁷

Unclear division of responsibilities in outsourcing may mean that the reporting chain does not work, as the audit of how universities and other higher education institutions manage holding companies showed. The purpose of the holding companies is for the knowledge developed in education and research to benefit society.²⁸ However, in order to achieve active, professional and value-creating management, the division of responsibility needs to be clearer between companies and higher education institutions.

The regional Structural Funds partnerships aim to ensure regional influence when EU funds are allocated. However, the Swedish NAO's audit shows that the work is characterised by a lack of transparency, unclear priorities and risks of conflicts of interest. Unclear priorities increase the risk of legal uncertainty and may result in the best projects not obtaining funding. The system is complex, with a large number of actors involved and unclear responsibilities, and in practice many decisions have been made even before the project applications reach partnerships. The conditions for effectiveness and efficiency are also adversely affected by extending the processing times and by unclear priorities. There is also a lack of transparency in the system, which has a negative impact on the legal certainty, as well as extensive conflicts of interest that the partnerships have had difficulty dealing with.²⁹

The administration needs to utilise the potential of digitalisation

Digitalisation affects society as a whole and issues of digitalisation, automation and robotisation will be central to the administration in the foreseeable future. Our findings in this area concern such matters as agencies' legal and IT technology capacity to share information, as well as the problems of obsolescent IT systems. The deficiencies can cause inefficiency and security problems.

The Swedish NAO has audited hidden statistics for the housing supplement.³⁰ Almost 170,000 old-age pensioners and people on low incomes who are sick-listed or with disabilities are not receiving the housing supplement, despite being deemed eligible. On average this is a matter of about SEK 1,300 per month – money that could raise many above the poverty threshold. The Swedish NAO takes

²⁷ Return activities – results, costs and effectiveness (RiR 2020:7).

²⁸ Holding companies at higher education institutions – deficiencies in governance and administration (RiR 2020:4).

²⁹ Regional Structural Funds Partnerships – an organisational form with great challenges (RiR 2020:10).

³⁰ Hidden statistics for the housing supplement (RiR 2019:22).

a positive view of the measures implemented by the Social Insurance Agency and the Pensions Agency to increase the degree of automation in processing, not least to reduce the administrative burden on those insured. However, the agencies do not have direct access to monthly income data from the Swedish Tax Agency for processing the housing supplement. This access could be a way to streamline and simplify processing of the housing supplement, for example by being able to identify changes in income among the target group at an early stage.

In the audit of consumer protection in the financial area the Swedish NAO noted that the Public Access to Information and Secrecy Act (2009:400) to some extent prevents an effective exchange of information between the audited agencies. In addition, there is no cooperation agreement between Finansinspektionen and other agencies that could facilitate the exchange of information by clarifying the respective agency's responsibility and the forms of cooperation. The Swedish NAO recommended that the Government consider producing proposals for amended confidentiality regulations so that they do not impede information exchange between the agencies.³¹

The audit of return activities showed that the work at the three agencies the Police Authority, the Swedish Migration Agency and the Swedish Prison and Probation Service, assumes that the agencies can share information with each other. However, the transfer of information may be hindered by confidentiality rules and incompatible IT systems. Information is transferred and recorded manually in return activities, resulting in extra work, loss of information and outright errors. Following up cases, individuals, costs and results of the activities requires a great deal of work and in many cases is impossible.³²

In an audit of the agencies' IT systems, it emerged that many government agencies have obsolescent business-critical IT systems.³³ Neither the agencies nor the Government work effectively to rectify the problems. An example is given in the audit of the digitalised process for starting a business that showed that Sweden can become significantly better at facilitating new enterprise by digitalising agency contacts.³⁴ The deficiencies are partly the result of outdated technical solutions, fragmented governance and split responsibility.

Skills supply

Large parts of the public service are staff-intensive and require specific skills. There is a risk that the public sector will face difficulties in meeting its mandate if the supply of skills is not functioning, not least during crises. During the year, the

³¹ Consumer protection in the financial area – conditions and central government supervision (RiR 2019:32).

³² Return activities – results, costs and effectiveness (RiR 2020:7).

³³ Obsolescent IT systems in central government – an obstacle to effective digitalisation (RiR 2019:28)

³⁴ Making it easier to start a business – government efforts to promote a digital process (RiR 2019:14).

Swedish NAO has made observations about financial conditions and deficiencies in the Swedish Public Employment Service's matching work that adversely affects the opportunities for desired staffing and skills supply in municipalities, for example.

The municipal equalisation system should provide all municipalities with equal economic conditions, something that is fairly central to recruiting and retaining staff with the right skills. But our audit showed that the equalisation system does not fully compensate for all cost differences between municipalities due to varying demographics or geographical conditions – although that is its intention.³⁵

Central government initiatives via the Swedish Public Employment Service are to improve matching in the labour market by effectively bringing together jobseekers and employers. In 2018 the Swedish Public Employment Service used a third of its administration appropriation, SEK 3.5 billion, for matching work that for several years in a row has not achieved the objective of improved matching.³⁶ There are many reasons for the shortcomings. For example, the governance does not ensure that employment officers use effective working practices or make equivalent assessments of jobseekers' needs. This can lead to a varying standard of support to jobseekers depending on which employment office or which employment officer he or she applies to.

³⁵ The municipal equalisation system – a need for more equalisation and better management (RiR 2019:29)

³⁶ The Swedish Public Employment Service's matching – weak knowledge base and inadequate governance (RiR 2019:18).

3 The most important financial audit findings

The most important financial audit findings refer to deficiencies and problems that exist in several agencies and that may entail risks of an annual report that is incomplete or that does not give a true and fair view. For 2019 the most important findings refer to authorisations to place orders, fee-based activities and the new rules for agencies' performance reports. The most important findings also include findings relating to an individual agency or other organisation.

Financial audit focuses on the risk of material misstatement in annual reports of the agencies and other organisations that the Swedish NAO audits. Financial audit takes into account the main risks if they are relevant to the agency and if they can lead to the risk of material misstatement in the annual report. The most important findings from the 2019 audit fall into two of the four main risk areas.

Through financial audit the Swedish NAO has issued auditor's reports for 225 agencies and other organisations for the 2019 financial year. In total ten of these received a modified auditor's report, which means that the Swedish NAO considers that there are material misstatements in the annual report. This is a decrease compared to 2018 when the Swedish NAO issued 21 modified auditor's reports. Annex 2 contains a list of the agencies or other organisations that have received an auditor's report with a modified opinion or with information.

Central government finances

The Swedish Transport Agency is deficient in its handling of congestion tax and wrongful parking fees for foreign vehicles

The Transport Agency is to decide on congestion tax for both Swedish and foreign vehicles, in accordance with the Act on Congestion Tax (2004:629). One of the Swedish NAO's findings is, however, that the agency only decides on congestion tax for vehicles from Sweden and twelve other countries. This has meant in 2019 that the Transport Agency has charged congestion tax for approximately half of the foreign vehicles that are liable for tax. The invoiced amount for vehicles from the twelve countries amounts to SEK 67 million for 2019. This shows that it involves large amounts where the Swedish Transport Agency has not made decisions during the years that foreign registered vehicles have been covered by the congestion tax.

The Swedish Transport Agency is to demand payment of unpaid congestion tax from taxable persons and submit the claim for collection to the Swedish Enforcement Authority in the event of non-payment. However, the Transport

Agency does not submit claims for unpaid congestion tax for foreign vehicles to the Enforcement Authority for collection.

Another finding concerns wrongful parking fees to be paid by the owner of a vehicle, under the Act on Parking Fees (1976:206). The Act applies to owners of both Swedish and foreign vehicles. The Transport Agency handles wrongful parking fees for Sweden's municipalities. The Transport Agency is to send a demand for payment of unpaid parking fees, but does not do so for claims relating to foreign vehicles even though it is possible. The Transport Agency does not request collection by the Enforcement Authority of unpaid wrongful parking fees for foreign vehicles. According to the Transport Agency's calculations, unpaid wrongful parking fees issued in 2019 amount to just over SEK 40 million.

The Swedish NAO considers that the Swedish Transport Agency does not comply with the requirements of current legislation when they do not decide on congestion tax for all vehicles and do not request collection of unpaid claims for congestion tax and wrongful parking fees.. The consequence is that the central government budget and Sweden's municipalities are not provided with all the income they should. The Swedish NAO estimates that the amounts total more than SEK 100 million for 2019 alone.

Governance, follow-up and reporting

Amended rules for agencies' performance reports

As of 2019, there are new rules in the Annual Reports and Budget Documentation Ordinance (2000:605) that specify what the agencies' performance reports should contain. Performance reports have previously largely focused on the agencies' output. Now they are to focus on objectives and tasks of the agencies.

According to the National Financial Management Authority's (ESV) descriptions, the performance reports should provide a basis for the Government's assessment of the agencies' performance and of how they have carried out the operations. In their performance reports agencies must analyse and assess the outcome and development of their operations in relation to the tasks set out in the agency's instructions, as well as the objectives and requirements the Government has specified in the appropriation directions or other government decisions. The performance report must form a basis for assessing external and internal efficiency.

The Swedish NAO notes that the amendment gives the agencies more freedom to report outcomes achieved. This is a positive development, but the findings from 2019 show a variation in agencies' ability to adapt to the new rules. For example, the Swedish NAO has noted that the agencies' use of performance indicators to support the reported outcomes and to demonstrate the objectives achieved will

require further development and adaptation by the agencies. Producing performance indicators and reporting in accordance with them is a requirement set out in the National Financial Management Authority's regulations concerning the Ordinance.

Another of the Swedish NAO's findings concerns the fact that it is doubtful whether the amendments will lead to the Government's desired outcome in all cases. This applies for example to the reporting of the number of cases and the unit costs of processing them, which the agencies must provide for case types that cover a large number of cases. There is no guidance for the agencies as to what the Government regards as a large number of cases. The National Financial Management Authority's regulations concerning the Ordinance state that the agencies themselves are to assess what constitutes a large number of cases. In the opinion of the Swedish NAO there is therefore a risk that the case reports to the Government will not be in line with its intentions when the Ordinance was amended.

When the Swedish NAO gives an opinion on the performance report, it does so with limited assurance. This means that the purpose of the Swedish NAO's audit is not to assess whether all information presented is correct. The purpose is instead to assess whether the performance report supports a true and fair view in the annual report as a whole. In the 2019 audit the Swedish NAO has seen that the agencies' adaptation to the new rules will take time. This has affected the assessment of the shortcomings and improvement opportunities the Swedish NAO has seen.

However, the Swedish NAO considers that there is a need for clarification in the regulations concerning the Ordinance. This applies primarily to the reporting of cases, in order to ensure that the Government receives the information it needs to be able to assess the effectiveness of the agencies.

Fee-based activities – consequences of current regulations

Many agencies finance parts of their activities with fees. ESV defines a fee as a compensation that is to fully or partly cover the State's costs for a direct service in return. Rules for fees can be found for example in the Fees Ordinance (1992:191). The Swedish NAO considers that there are formulations in the current wording of the Fees Regulation that entail a risk of surplus or deficit in fee-based activities.

An agency's right to charge fees shall normally be governed by an ordinance. In appropriation directions or an instruction, the Government can specify financial targets for the fee-based activities, for example by deciding that full cost coverage should apply. Full cost coverage means that the fees should be calculated so that they cover all the costs of the activity. The Government can also determine the size of fees in an ordinance.

Section 5 of the Fees Ordinance states that the basic rule is that agencies are to calculate fees based on full cost coverage unless the Government has provided otherwise. If the Government determines the size of the fees in an ordinance, and there is no financial target for the activity concerning full cost coverage in the agency's instructions or appropriation directions, there is no requirement that the fee-based activity be conducted with full cost coverage.

The Swedish NAO sees risks in the wording of the Fees Ordinance, since it may give rise to surplus or deficit in fee-based activities. The Swedish NAO notes that there are several agencies that have large accumulated surpluses or deficits in fee-based activities where the Government has determined the size of the fee.

Fee-based activities – material deficits

The National Archives have a material accumulated deficit in its fee-based activity Digitalisation Services, despite the fact that the financial objective is full cost coverage. The measures taken by the National Archives to reverse the deficit have not been sufficient, and the Swedish NAO considers it unlikely that full cost coverage can be achieved in the course of a few years. The Swedish NAO considers that the National Archives has exceeded its authority and has therefore issued a qualified opinion in the auditor's report, see further in Annex 2.

Authorisation to place orders – shortcomings in governance, accounting and follow-up

An agency needs an order authorisation to be able to enter into binding commitments that utilise future appropriations in accordance with the Appropriations Ordinance (2011:223). The Government grants agencies such order authorisations through appropriation directions. Agencies must report the commitments they have made with support in the authorisation in the "authorisation report" in the annual report. The authorisation report is subject to the same internal control requirements as ordinary accounting transactions, and the agency must keep a record on a current basis of the commitments and fulfilments the agency enters into based on an authorisation to place orders.

The Swedish NAO has previously pointed out that the agencies should strengthen internal control of order authorisations. Findings in this year's audit indicate a continued need to strengthen control at several agencies.

For 2019 the Swedish NAO has issued three modified auditor's reports due to the agencies having exceeded their authorisation frameworks, see Annex 2. For a fourth agency, the Swedish Transport Administration, material misstatements were discovered in the authorisation report when the Swedish National Audit Office reviewed a draft of the annual report. The agency managed to correct the misstatements before taking a decision on the annual report, but the Swedish NAO notes that there are measures that the Transport Administration must take to strengthen internal control.

Another type of finding made by the Swedish NAO is linked to how the Government regulates the allocation of the authorisation framework between years in the appropriation directions. If the Government writes that the allocation between years is indicative, the agency does not need to follow the allocation per year. Instead, it is enough to relate to the total framework and end year. However, if there is no such formulation the agency must also follow the authorisation framework's allocation between different years. Several authorities that had previously had a formulation on indicative allocation, lacked such a provision in the appropriation directions for 2019. The agencies themselves had not discovered that the directions had changed. The ministries responsible had announced that the disappearance of the formulations was a mistake. The circumstance may indicate that there are deficiencies in the quality assurance work for the appropriation directions at the Government Offices.

Another finding concerns the fact that it is unclear whether an agency needs an order authorisation or not. This applies when the Swedish Crime Victim Authority pays out criminal injuries compensation in the form of an annuity, that is payment of lifelong compensation to an injured party. An indication that the agency does not need an order authorisation for the commitments is that in its instructions, the Criminal Injuries Compensation Act (2014:322) and the Criminal Injuries Compensation Ordinance (2014:327), it has received authorisation to pay out annuities. There are, however, circumstances that indicate that authorisation is needed. For example, the regulations for criminal injuries compensation are not as clear as the provisions on child allowance, for example, which is paid out in accordance with the Social Insurance Code (2010:110) and where no authorisation is required. All in all, the Swedish NAO considers that the provisions on authorisations to pay out grants or other commitments regulated by law need to be clarified, for example in the Budget Act and Appropriation Ordinance.

Finally, the Swedish NAO has noted that there are still no clear rules for managing Sweden's commitments in multilateral debt relief initiatives. Sida reports these commitments in its annual report on behalf of the Government. They are long-term and are divided into binding and non-binding commitments. Sweden and the international organisations adapt their agreed payment plans at regular intervals so that the binding component of the commitment always fits within the

order authorisation for the relevant appropriation. It is the Appropriations Ordinance that regulates how an agency may decide to commit appropriations and how future commitments are to be reported in the annual report. There are no rules for how agreements between the Swedish State and international organisations are to be reported. This means that it will be difficult to apply current regulations to the commitments that the debt relief initiative involves and that the Government decides on.

The Swedish Inheritance Fund – ordinance and accounting legislation diverge

The Swedish NAO has issued a modified auditor's report for the Swedish Inheritance Fund's 2019 annual report through a qualified opinion, see further in Annex 2. The Swedish Inheritance Fund also received a modified auditor's report in 2018 but then in the form of an adverse opinion, which is a more serious modification. There were then a greater number and more extensive misstatements in the annual report than there are in 2019.

The misstatements dealt with in 2019 involve obligatory components of the annual report that were not included in 2018. The problems that remain concern how the Swedish Inheritance Fund reports its revenues. They report on a cash basis, which means that there will be a lag in reporting significant amounts that belong to 2019.

The Legal, Financial and Administrative Services Agency is responsible for the administration of the Swedish Inheritance Fund and must give an account of its administration to the Government under the Swedish Inheritance Fund Act (1994:243). The accounting must be prepared in accordance with the provisions of the Annual Accounts Act (1995:1554), according to the Ordinance on the Swedish Inheritance Fund (2004:484). The Ordinance states, however, that some information – such as cash flow statement and administration report – does not need to be included in the accounting. However, the cash flow statement and administration report must be prepared under the provisions of the Annual Accounts Act, and it is not possible to prepare an annual report that complies with the Annual Accounts Act without including these components. The provisions of the Ordinance and the Annual Accounts Act thus do not fully correspond.

In order to meet the requirements, the Legal, Financial and Administrative Services Agency has prepared a cash flow statement and administration report for 2019. In addition, the Agency has amended some of its accounting policies to comply with the K3 regulatory framework. The size of the Swedish Inheritance Fund means that it must comply with the K3 framework when preparing the annual report in accordance with the Annual Accounts Act.

The Swedish NAO considers that the Legal, Financial and Administrative Services Agency has made great efforts to meet the accounting requirements for the Swedish Inheritance Fund, but adaptation of revenue reporting to the K3 framework remains to be done. The Swedish Inheritance Fund recognises revenue from inheritance property received at the time of payment. Inheritance property received is equivalent to revenue from gifts and should be recognised in revenue at fair value when received. The revenue should thus be reported at the time of the estate inventory. Reporting revenue at the time of payment entails a lag in revenue recognition.

The rules for accounting for financing instruments should be reviewed

Just as for 2018 and 2019 the Swedish NAO considers that there is a need to review which accounting policies agencies should apply when they pay out funds to organisations that build up so-called financing instruments. The payments are in the nature of both grants and capital investments. Consequently, it is not clear how they should be accounted for in the agencies' annual reports or in the central government annual report.

It is mainly the Swedish Agency for Economic and Regional Growth that makes these payments, for example to the state-owned enterprise Almi and to the European Investment Fund. The organisations that receive funds use them to build up funds for the purpose of providing venture capital to borrowers in the form of small and medium-sized enterprises that cannot obtain such capital from traditional sources, such as banks. The funds come from appropriations and relate to both national funding and EU funding.

The agency making the payment reports it as a grant awarded. It is the agency making the payment that has the right to decide how funds repaid from the borrowers are to be used, and therefore the receiving organisation reports a debt to the agency for the amount paid out. However, the agency does not record a receivable from the organisation in its balance sheet.

The consequence of this treatment is that appropriations are regarded as grants paid in the annual reports of individual agencies and of the State, while at the same time there are central government organisation that report corresponding amounts as a debt to a government agency. This is problematic from an accounting point of view, and the Swedish NAO therefore considers it to be important that accounting policies are investigated so that financing instruments are recognised consistently and transparently by both the givers and the recipients.

Annex 1. Published performance audits

Since the Annual Report of the Auditors General for 2019 the following performance audit reports have been published.

Riksdag Committee on the Labour Market

The Discrimination Act's pay survey requirement – a blunt instrument for reducing the gender pay gap (RiR 2019:16)

The Swedish Public Employment Service's matching – weak knowledge base and inadequate governance (RiR 2019:18)

Support for starting up a business – long-term effects and the Swedish Public Employment Service's approach (RiR 2019:27)

Efficiency of employment services – the attitudes and working methods of employment officers are significant (RiR 2020:5).

Riksdag Committee on Civil Affairs

Support to municipalities for increased housing construction (RiR 2019:20).

Support for renovation and energy efficiency – a focused initiative in certain housing areas (RiR 2019:25)

Consumer protection in the financial area – conditions and central government supervision (RiR 2019:32)

Consumer protection for buyers of newly built tenant-owned apartments (RiR 2020:3)

Riksdag Committee on Finance

Obsolescent IT systems in central government – an obstacle to effective digitalisation (RiR 2019:28)

The municipal equalisation system – a need for more equalisation and better management (RiR 2019: 29)

The National Accounts – a firmer basis for fiscal policy (RiR 2019:34)

Svenska skeppshypotekskassan (RiR 2019:36)

The fiscal policy framework – application by the Government in 2019 (RiR 2019:38)

Riksdag Committee on Defence

If the worst should happen – central government efforts to prevent and manage nuclear disasters (RiR 2019:30).

Riksdag Committee on Justice

Authority-wide actions against organised crime – shortcomings in steering and monitoring (RiR 2019:11)

Governance of the judicial chain (RiR 2019:15)

Riksdag Committee on the Constitution

The electoral process – secrecy of the ballot, accuracy and acceptable time frame (RiR 2019:35)

Riksdag Committee on Cultural Affairs

Free admission to state museums (RiR 2019:39)

Riksdag Committee on Environment and Agriculture

Central government measures for more green cars (RiR 2020:1)

Riksdag Committee on Industry and Trade

Making it easier to start a business – government efforts to promote a digital process (RiR 2019:14)

The Swedish Competition Authority's supervision – conditions for effective use of resources (RiR 2019:26)

Innovation through partnership – central government investments in strategic innovation partnership programmes and strategic innovation programmes (RiR 2020:6)

The National Board of Trade's work to overcome trade barriers – the crucial importance of data collection (RiR 2020:8)

Riksdag Committee on Taxation

Swedish Customs control – an accurate enterprise? (RiR 2019:12)

The RUT deduction – consequences of the reform (RiR 2020:2)

Riksdag Committee on Social Insurance

Gender-equal sickness absence – are men and women assessed equally in the sick-listing process? (RiR 2019:19)

Hidden statistics for the housing supplement (RiR 2019:22)

Return activities – results, costs and effectiveness (RiR 2020:7)

The large-family supplement in the child allowance – a general allowance that could be more efficient (RiR 2020:9)

Riksdag Committee on Health and Welfare

Non-enforced decisions – reporting obligation and special charge in the Social Services Act and the Act concerning Support and Service for Persons with Certain Functional Impairments (RiR 2019:23)

Health and Social Care Inspectorate – hampered supervision (RiR 2019:33)

Riksdag Committee on Transport and Communications

Operation and basic maintenance of public roads is considerably more expensive than agreed (RiR 2019:24).

Thinking ahead – central government planning of high-speed railways (RiR 2019:31)

Riksdag Committee on Education

The task of promoting knowledge in compulsory schools for students with learning disabilities – control, support and follow-up (RiR 2019:13)

Resource efficiency and productivity at Swedish higher education institutions in a Nordic comparison (RiR 2019:21)

Exemption from compulsory school attendance – rules, application and supervision (RiR 2019:37)

Holding companies at higher education institutions – deficiencies in governance and administration (RiR 2020:4)

Riksdag Committee on Foreign Affairs

Sida's humanitarian aid and long-term development cooperation – prospects for joint action (RiR:2019:17)



Annex 2. Modifications and information in auditor's reports for 2019

Under the Act on Audit of State Activities etc. (2002:1022) the financial audit is to be conducted in accordance with generally accepted auditing standards. In Sweden the International Standards on Auditing (ISA) apply as generally accepted auditing standards as of 1 January 2011. The Swedish NAO complies with ISAs supplemented by practice notes for public sector audit (International Standards of Supreme Audit Institutions, ISSAI) for financial audit. The Act on Audit of State Activities etc. stipulates that financial audit must examine agencies' annual reports with the intention of "assessing whether the accounts and the underlying accounting are reliable and the accounting records true and fair". True and fair means that the annual report as a whole provides a true and fair view and that the component parts have been prepared in accordance with the financial framework. For agencies under the Government the Annual Reports and Budget Documentation Ordinance (2000:605) constitutes the financial framework. In accordance with generally accepted auditing standards the financial audit is to examine risks of material misstatement in the annual report. The Swedish NAO is also to work preventively and report any misstatements and deficiencies to the parties concerned as soon as possible.

There are no international standards to follow for audit of agencies' performance reports that stipulate how the audit is to be conducted. Consequently, in 2014 the Auditors General decided on instructions for audit of the performance report and other information in the annual report (RRI). Apart from describing how audit of performance reports is to be conducted, the instructions deal with how the Swedish NAO is to approach the management's assessment of whether internal control is satisfactory.

The financial audit is concluded by submission of auditor's reports to the Government and the Riksdag respectively.

The Swedish NAO expresses five opinions in the auditor's report concerning

- the annual report being prepared in accordance with the applicable regulatory framework
- the annual report giving a true and fair view of the financial results, financing and financial position as at 31 December
- the performance report being consistent with the annual report in other respects and supporting a true and fair view in the annual report as a whole
- the use of appropriations and revenue by the agency in accordance with the purposes approved by the Riksdag and in accordance with relevant provisions

- the fact that nothing has emerged to indicate that the management has not complied with the Ordinance on Internal Control (2007:603) (for the agencies that are required to comply with the Ordinance on Internal Control).

As regards the auditor's reports for the Riksbank and Stiftelsen Riksbankens Jubileumsfond (Bank of Sweden Tercentenary Foundation) an opinion is also included on the administration where the Swedish NAO applies relevant parts of FAR's (Institute for the accountancy profession) recommendations on audit issues, RevR 209: Audit of the administration of the board of directors and the managing director.

Auditor's reports that deviate from the standard format are called auditor's reports with a modified opinion. Modification can be made by means of a qualified opinion, an adverse opinion or a disclaimer of opinion:

- The Swedish NAO issues a qualified opinion when there are material misstatements that do not have a pervasive effect on the annual report or when it has not been possible to obtain sufficient audit evidence, but when the annual report in other respects gives a true and fair view.
- The Swedish NAO issues an adverse opinion when there are material and pervasive misstatements that mean that the annual report as a whole does not give a true and fair view.
- The Swedish NAO issues a disclaimer of opinion, for example when it assesses that there is no framework for financial reporting on which to base an audit or that it is impossible to address major uncertainties.

The Swedish NAO has issued auditor's reports for 225 agencies and other organisations for the 2019 financial year.

The Swedish NAO has issued modified auditor's reports for ten agencies or other organisations. All modifications were through a qualified opinion on one or more statements. One agency has received a qualified opinion on more than one statement in the auditor's report.

The Swedish NAO may also emphasise particularly important disclosures in the annual report, or information that the reader needs to understand the work of the Swedish NAO, by presenting information in the auditor's report. Providing information does not, however, entail a modified auditor's report. For 2019 three agencies or other organisations have received information in the auditor's report.

Modified opinions in the form of a disclaimer of opinion

The Swedish NAO has not issued any disclaimers of opinion for 2019.

Modified opinions in the form of an adverse opinion

The Swedish NAO has not issued any adverse opinions for 2019.

Modified opinions in the form of a qualified opinion

Qualified opinions referring to one or more of the following opinions in the auditor's report:

In the opinion of the Swedish National Audit Office the authority has, in all material respects

- prepared the annual report in accordance with the Annual Reports and Budget Documentation Ordinance (2000:605), instructions, appropriation directions and other decisions for the authority
- presented a true and fair view of the financial performance, financing and financial position of [name of agency]..... as at 31 December [relevant year]
- submitted a performance report and other information which is consistent with and supports a true and fair view in the annual report as a whole.

The Swedish Intellectual Property Office

The annual report lacks information on remuneration to senior management and appointments held in accordance with Chapter 7, Section 2 of the Annual Reports and Budget Documentation Ordinance (2000:605).

The Swedish National Archives

The annual report lacks the balance sheet item Interest account credit with National Debt Office as required in accordance with Chapter 4, Section 2 of the Annual Reports and Budget Documentation Ordinance (2000:605). As at 31 December 2019 the item is SEK 60 116 thousand.

The Swedish Foreign Intelligence Inspectorate

The annual report for The Swedish Foreign Intelligence Inspectorate was submitted to the Government on 25 February 2020. Under Chapter 2, Section 1 of the Annual Reports and Budget Documentation Ordinance (200:605), agencies must submit an annual report to the Government by 22 February at the latest. Consequently, the annual report was not submitted in accordance with the provisions of the Ordinance.

Swedish Higher Education Authority

The annual report does not have a breakdown of the agency's total revenues and costs in accordance with Chapter 3, Section 2 of the Annual Reports and Budget Documentation Ordinance (2000:605).

Qualified opinions referring to one or more of the following opinions in the auditor's report:

In the opinion of the Swedish National Audit Office, the Legal, Financial and Administrative Services Agency has, in all material respects

- prepared the accounts for the Swedish Inheritance Fund in accordance with Section 11 b of the Ordinance on the Swedish Inheritance Fund, (2004:484), applying the Annual Accounts Act (1995:1554) and the General Advice of the Swedish Accounting Standards Board, BFNAR 2012:1 Annual accounts and consolidated accounts (K3)
- presented a true and fair view of the Legal, Financial and Administrative Services Agency's report on the management of the Swedish Inheritance Fund's financial results, financing and financial position as at 31 December 2019
- provided information in addition to the financial components, which is consistent with the financial components of the annual report.

Swedish Inheritance Fund

The Swedish Inheritance Fund recognises revenue from inheritance property received at the time of payment to the Fund's bank account. Inheritance property received is equivalent to revenue from gifts, which under the K3 regulatory framework should be recognised in revenue at fair value when received. Inheritance property should thus be reported at the time of the estate inventory. Recognising the revenue only when it is paid into the Fund's bank account entails a lag in revenue recognition and the revenues for 2019 are underreported in a material amount. The policy applied for revenue recognition is described in the section on accounting policies on pages 11-14 in the report on the management of the Swedish Inheritance Fund for 2019.

Qualified opinions referring to the following statements in the annual report:

In the opinion of the Swedish National Audit Office, based on our audit of the annual report, in all material respects the agency has used appropriations and revenues in accordance with the purposes approved by the Riksdag and in accordance with relevant provisions.

National Council for Crime Prevention

The National Council for Crime Prevention, without basis in law or ordinance, has paid out grants from appropriation EA 4 1:7 appropriation item 2 National Centre for Preventing Violent Extremism. The grants paid amount to SEK 5,229 thousand. The appropriation condition stipulates that the appropriation may only be used for expenditure for activities.

Västernorrland County Administrative Board

The Västernorrland County Administrative Board has exceeded the final year 2021 determined by the Government for the order authorisation for EA 19 1:1 appropriation 18 Regional growth measures by entering into commitments for

SEK 1,185 thousand for 2022. These commitments are not specified in the authorisation report in the annual report.

Nationalmuseum

For a large number of days of the year Nationalmuseum has overrun the interest account credit determined by the Government. The overrun has at most amounted to SEK 14.3 million.

The National Archives

In its annual report the National Archives reports turnover for the expenditure area Digitalisation Services of SEK 6,597 thousand in 2019 and an accumulated deficit of SEK -23,863 thousand as at 31 December 2019.

According to Section 5 of the Fees Ordinance (1992:191) the financial objective for Digitalisation Services is that fees are to be calculated so that they completely cover the costs of the activity (full cost coverage). According to the National Financial Management Authority's regulations concerning Section 5 of the Fees Ordinance, the fees are to be calculated so that the revenues cover all costs directly or indirectly associated with the activity in a one or few year perspective. Over a period of several years, the National Archives has built up the accumulated deficit, which deviates from the financial objective of full cost coverage as regulated in Section 5 of the Fees Ordinance.

Council for the European Social Fund in Sweden

The Council for the European Social Fund in Sweden (the ESF Council) has exceeded the final year 2021 determined by the Government for the order authorisation for the Fund for European Aid to the Most Deprived (FEAD), by entering into commitments for 2022 for appropriation EA 9 4:7 item 2 of SEK 573 thousand and for item 6 of SEK 105 thousand.

Swedish Radiation Safety Authority

The Swedish Radiation Safety Authority has exceeded the order authorisation framework for appropriation EA 6 3:1 item 2 Research (framework). The authorisation framework is SEK 70,000 thousand, while outstanding commitments according to the annual report are SEK 83,959 thousand.

The Swedish Radiation Safety Authority has also exceeded the final year (2023) determined by the Government for the authorisation to place orders for the same appropriation by entering into commitments for SEK 375 thousand for 2024.

Information in the auditor's report

Information referring to the following opinion in the auditor's report:

In the opinion of the Swedish National Audit office the agency has, in all material respects

- prepared the annual report in accordance with the Annual Reports and Budget Documentation Ordinance (2000:605), instructions, appropriation directions and other decisions for the agency
- presented a true and fair view of the financial performance, financing and financial position of [name of agency]..... as at 31 December [relevant year]
- submitted a performance report and other information which is consistent with and supports a true and fair view in the annual report as a whole.

Swedish Pensions Agency

Other matter paragraph

Section 4.12 of the performance report includes, in accordance with the appropriation directions for the agency, an account of the financial position and development of the income-based pension. Apart from information from the agency's financial statements, the section contains information from other actors and forecast data. Data from other actors and forecasts have not been audited by the Swedish National Audit Office.

Information referring to the following opinion in the auditor's report:

In the opinion of the Swedish National Audit office the Government has, in all material respects

- prepared the financial components of the Central Government Annual Report
- (Chapter 3) in accordance with Chapter 10, Sections 5–10 of the Budget Act
- provided information in addition to the financial components in accordance with Chapter 10, Sections 5-10 of the Budget Act, which is consistent with the financial components of the annual report.

Central Government Annual Report

Other matter paragraph

The Annual Report was prepared in accordance with the requirements of the Budget Act (2011:203). The Budget Act provides greater freedom for the Government to decide what should be included in the annual report and the accounting policies that are to be applied other than other frameworks, such as the Annual Reports and Budget Documentation Ordinance (2000:605). Selected accounting policies are shown in Chapter 3.

Information referring to the following statements in the annual report:

In the opinion of the Swedish National Audit Office, based on our audit of the annual report, in all material respects the agency has used appropriations and revenues in

accordance with the purposes approved by the Riksdag and in accordance with relevant provisions.

National Historical Museums

Emphasis of matter paragraph

The Swedish National Audit Office wishes to draw attention to page 77 of the annual report, where the agency reports the negative accumulated results of its fee-based activities. In addition, on page 12 an account is given of the measures taken to achieve financial balance in the longer term. We have not modified our opinion as a result of this.