

**THE UNITED REPUBLIC OF TANZANIA**

**NATIONAL AUDIT OFFICE (NAO)**



**REPORT OF THE CONTROLLER AND AUDITOR GENERAL  
ON THE FINANCIAL STATEMENTS OF KOROGWE DISTRICT COUNCIL  
FOR THE YEAR ENDED 30<sup>TH</sup> JUNE, 2005**

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## **Office of the Controller and Auditor General**

The National Audit Office,  
United Republic of Tanzania

*(Established under Article 143 of the Constitution of the URT).*

The statutory duties and responsibilities of the Controller and Auditor General are given in the Public Finance Act No. 6 of 2001.

### **Our Vision**

We aspire to be an organization that fosters a culture of financial discipline, transparency and accountability within the Government of Tanzania.

### **Our Mission**

We are the Supreme Audit Institution in Tanzania, which strives to provide timely and high quality audit services to all our clients in order to enhance public sector financial performance by educating key stakeholders on the effective management of public finances; providing value added services and functioning independently and impartially in auditing and reporting on public accounts.

### **Therefore, our Core Values are:-**

- ✓ We strive to achieve and maintain objectivity in providing impartial audit services so as to promote our independence
- ✓ We pursue excellence in the provision of our audit services
- ✓ We exercise professional integrity by demonstrating high ethical standards
- ✓ We focus on people and have great respect to our stakeholders
- ✓ We encourage and promote innovation amongst our members of staff; and
- ✓ We ensure best resource utilization at national as well as individual public entity level.

### **We do this by:-**

- Contributing to better stewardship of public funds by ensuring that our clients are accountable for the resources entrusted to them:
- Helping to improve the quality of public services by supporting innovation on the use of public resources;
- Providing technical advice to our clients on operational gaps in their operating systems;
- Systematically involve our clients in the audit process and audit cycles; and
- Providing audit staff with adequate working tools and facilities that promote independence.

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## ABBREVIATIONS AND DEFINITION OF TERMS.

CAG	Controller and Auditor General
CD	Council Director
DED	District Executive Director
DPs	Development Partners
LAAM	Local Authority Accounting Manual
GDP	Gross Domestic Product
LAFM	Local Authority Financial Memorandum
GOT	Government of Tanzania
HIPC	Highly Indebted Poor Countries
IFMS	Integrated Financial Management System
IG	Investment Grant
LGA	Local Government Authorities
LGRP	Local Government Reform Programme
NGO	Non-governmental Organisation
MoF	Ministry of Finance
OCAG	Office of the Controller and Auditor General
PER	Public Expenditure Review
ISA	International Standards on Auditing
PMO-RALG	Prime Minister's Office - Regional Administration and Local Government
PRSP	Poverty Reduction Strategy Paper
PS	Permanent Secretary
PSRP	Public Service Reform Programme
RAS	Regional Administrative Secretary
RS	Regional Secretariat

Financial Statements means:

The Consolidated Balance Sheet, Consolidated Income and expenditure Statement, Consolidated Cash-flow Statement, Notes and related schedules of Korogwe District Council for the year ended 30<sup>th</sup> June 2005.

Council means - Korogwe District Council, both as Councillors as well as an operating entity.

## **1.0 BACKGROUND INFORMATION TO THE AUDIT**

### **1.1 Introduction:**

We have completed the audit of Korogwe District Council for the year ended 30<sup>th</sup> June 2005. Audit findings arising from examination of accounting records, and evaluation of the internal control system which require Management attention and action, are set out under part three of this report.

### **1.2 Brief history of Client Establishment**

The Korogwe district Council was established in 1984 in terms of the provisions of section 8 and 9 of the Local Government (District Authorities) Act 1982. Besides the Act, the council operates within the framework of the following instruments.

- Local Authority Financial Memorandum 1997.
- Public Procurement Act no 21 of 2004.
- Local Government Finances Act no 9 of 1982.

### **1.3 Operational Objectives**

According to the Government (District Authorities) Act the Korogwe district Council has the following objectives:

- (a) To maintain and facilitate maintenance of peace, order and good Governance within its area of jurisdiction.
- (b) To promote the social welfare and economic well being of all persons within its area of jurisdiction.
- (c) Subject to the national policy and plans for Rural and Urban Development, to further the social and economic development of its area of jurisdiction.
- (d) Collection of Public funds through taxes, licences, fees and charges.
- (e) To convince the public that the use of funds have achieved the maximum benefits through sound financial management.

### **1.4 Financing**

The Council has two sources of funds, own sources and external source. The Internal source included collection of Public funds through, taxes, fees, Licence and charges. On the other hand external source include subsidies from central government, grants and loans from donor community. Total Income during the year was Shs.5,412,998,763 made up of Shs.131,554,894 from own sources and Shs.5,281,443,869 from government grants.

## **1.5 Management**

The Korogwe District Council operates under directives of the full Council, which is a supreme body for legislative responsibilities. Under the Full Council there are three Committees which are directly answerable to it. The Chief Executive for the District Council is the District Executive Director (DED) who is responsible for the day-to-day activities. The structure has positions of Internal Auditor and Legal Officer with responsibilities of advising the Director on matters falling under their jurisdiction.

In addition the structure provides for functional departments namely: Administration, Finance and Trade, Health, Education, Works, Town Planning and Environment and Agriculture, Livestock and Co-operatives as well as Social Welfare and Community Development.

The pictorial management structure of the District Council is shown as appendix to this report.

## **1.6 Internal Control System**

A System of internal control that should be adopted by councils is given under order 9 through 11 of the Local Authority Financial Memorandum 1997. The Order requires the finance committee to adopt written procedures for proper control of finances. In addition, the Director and the Treasurer should ensure there is assignment of specific responsibilities to individual officers, an organization chart of the Finance Department division of responsibilities and periodic rotation of duties. Accountability of all areas of operations by the Director or his designated representative to check effectiveness of the control system is mandatory. The Council is also required to employ its own Internal Auditor who reports directly to the Director. Similarly, the Public Procurement Act No.21 of 2004 Section 28 (1) requires the Council to establish a Tender Board and Sect.34 (1) provides for establishment of Procurement Management Unit.

The Internal Control set up of Korogwe District Council complies with this order and Procurement Act but it is lacking an Audit Committee which is part of transparency and good governance, nevertheless weaknesses arising from review of internal control system are included under part 3 of this report.

## **1.7 Financial Performance Issues**

### **Revenue**

The District Council collected an amount of Shs.131,554,894 from own sources against the internal revenue budget of Shs.205,449,806 reflecting a collection shortfall of Shs.73,894,912 or 36%. The large

difference between the actual revenue collection and estimates was not explained but would appear to be a result of unrealistic revenue budget. In addition the Council received grants amounting to Shs.5,281,443,869 making total revenue of Shs.5,412,998,763 during the year.

### **Expenditure**

The Council spent Shs.3,896,605,721 during the year against total income of Shs.5,412,998,763 or 72% of total revenue, leaving unspent amount of Shs.1,516,393,042.

A comparison of the internal revenue of Shs.131,554,894 against expenditure of Shs.3,750,247,793 (net of depreciation) is only 3.5% implying that the District Council cannot sustain either its recurrent or development expenditure without depending on grants.

### **1.8 Audit Mandate**

By virtue of the provision of Article 143 of the Constitution of the United Republic of Tanzania, and Section 45 of the Local Government Public Finance Act No.9 of 1982, (revised, 2000) the Controller and Auditor General is the statutory auditor of all government revenues and expenditure, including the revenues and expenditures of this District Council.

### **1.9 Audit Objectives**

The main objective of carrying out the audit is to enable me to express an independent opinion on the financial statements of the District Council for the year ended 30<sup>th</sup> June, 2005 and in particular:-

- To determine whether transactions were executed in accordance with the financial regulations, and recorded properly in the books of accounts for easy preparation of the financial statements.
- To determine whether the revenues due have been collected and used to meet expenses as per approved budget and governing regulations.
- To ascertain whether all supporting documents, records and accounts have been kept in respect of all District Council activities.
- To verify whether goods and services bought were acquired through laid down procedures.
- To perform compliance tests to confirm whether Management complied in all material respects with regulations.
- To evaluate whether the internal control procedures instituted are effective to provide relevant and reasonable information to the Management, for implementing and monitoring activities and that the assets of the authority are adequately safeguarded against losses from unauthorized use or disposition.

- To verify whether the Council has implemented audit recommendations made in previous audits.

### **1.10 Audit Scope**

The audit was carried out in accordance with the International standards on Auditing and INTOSAI audit procedures. The audit covered the evaluation of effectiveness of the financial accounting system and Internal control over the activities of the District Council, examination and verification of the accompanying financial statements and other auditing procedures as was considered necessary for the purpose of forming an opinion on the financial statements. The audit was conducted on a test check basis; therefore, the findings are confined to the extent that records and information requested for the purpose of the audit were made available to us.

As auditors we are not required to search specifically for fraud; therefore our audit cannot be relied upon to disclose all such matters. However, our audit was planned so that we would have a reasonable expectation of detecting material misstatement in the financial statements resulting from irregularities or fraud. The responsibility for detection and prevention of irregularities and fraud rests with the Council management who are responsible for setting up and maintaining an adequate and effective system of internal control.

### **1.11 Audit Methodology**

In auditing the financial statements together with their underlying records, the following principal audit steps were followed;

- A review of the council's regulations, guidelines and other Authority's documents as was deemed necessary under the circumstances.
- Examination of receipts and payments to confirm compliance with existing legislation, financial regulations and other instructions or directives.
- A review of the internal control structure by assessing significant policies and procedures and establish its adequacy.
- Review of financial statements, progress reports, various implementation reports and other associated information.
- Conduct compliance tests on the system of awarding contracts and their execution.
- Interview and discuss with some of the staff and other key stakeholders in the implementation of various activities.
- Conduct Local inspection to verify physical implementation of planned activities as well as assessing the progress made.

- Hold entrance and exit meetings with the auditee to discuss the audit objectives and results of the audit respectively.

#### **1.12 Presentation of Audit Findings**

The audit was carried out according to the mandate stated above, applying professional standards and audit procedures that were considered appropriate in each situation.

The audit findings are divided into two parts. The first part comprises the opinion on the critical examination of the financial statements submitted for audit and the circumstances surrounding their preparation and presentation.

The second part comprises the detailed findings on the gaps and shortfalls in the internal control system which, if rectified on time, will greatly improve the effectiveness of the internal control system applied.

## 2.0 AUDIT REPORT ON THE FINANCIAL STATEMENTS

To: The Regional Commissioner,  
Tanga Region.

District Executive Director and Accounting Officer,  
Korogwe District Council.

### **RE: INDEPENDENT AUDIT REPORT ON THE FINANCIAL STATEMENTS OF KOROGWE DISTRICT COUNCIL FOR THE YEAR ENDED ON 30<sup>TH</sup> JUNE 2005**

I have audited the Consolidated Balance Sheet, Consolidated Statement of Income and Expenditure, Consolidated Cash-flow Statement and the related notes and schedules of the Korogwe District shown as annexure I of this report for the financial year ended on 30 June 2005.

#### **Responsibility of Council Management on the financial statements**

These financial statements are the responsibility of the management of Korogwe District Council.

Order Nos. 9 through 16 of the LAFM requires the Council to establish and support a sound system of Internal Control within the Council. Order No. 53 places responsibility on the Council Management to prepare the financial statements based on Generally Accepted Accounting Standards. Further, section 40 of the Act requires the Accounting Officer to keep and maintain accounts and prepare financial statements in respect of the Council operations in a manner that promotes transparency, accountability and comparability.

#### **Responsibility of the Controller and Auditor General**

My responsibility is to express an independent opinion based on the audit. I am also required to satisfy myself whether the funds contributed to the Council were used exclusively and judiciously to meet eligible expenditures with due attention to economy and efficiency, whether the accounts have been kept in accordance with Generally Accepted Accounting Standards, and whether they do comply with the requirements of the Local Government Finances Act No. 9 of 1982 and the Local Authorities Financial Memorandum of 1997.

#### **Basis of opinion**

The audit was conducted in accordance with International Standards on Auditing and included such other audit procedures I considered necessary in the circumstances. These standards require that I plan and perform the audit to obtain reasonable assurance about whether the financial statements are free of material misstatements.

An audit includes examining, on a test basis, evidence supporting the amounts and disclosures in the financial statements. It also includes assessing the significant estimates and judgments made in the preparation of the financial statements, assessing whether the internal control system and the accounting policies are appropriate to the circumstances of the Korogwe District Council, consistently applied and adequately disclosed, evaluating the overall financial statements presentation, and assessing the extent of compliance with the statutory requirements. I believe the audit provides a reasonable basis for my opinion.

### **Opinion**

In my opinion the financial statements fairly reflect, in all material respects, the financial position of Korogwe District Council as at 30<sup>th</sup> June 2005 and the results of its operations and cash flows for the year then ended, in accordance with the international Financial Reporting Standards.

Further to my opinion, the transactions of procuring Diesel, Office supplies, machine spare parts and motor vehicle which I have tested as part of the audit, have generally complied with the requirements of the Public Finance Act No.6 of 2001, and Public Procurement Act No.4 of 2004.

Dr. Frank Mosses Hiza Mhilu  
**Ag. CONTROLLER AND AUDITOR GENERAL**

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Office of the Controller and Auditor General  
The National Audit Office  
**DAR ES SALAAM.**

February 2006.

### 3.0 AUDIT FINDINGS AND RECOMMENDATIONS

#### 3.1 Follow - up on outstanding matters form previous years:

The following matters raised in my previous years' reports have not been cleared.

Year	Para	Audit recommendation	Status of implementation
2003	3.6.1	Apparent misappropriation of Government Funds through payments of salaries Shs. 32,080,800	The whole amount Shs. 32,080,800 is still outstanding.
	4.1.2	Current liabilities Shs. 135,445,907	A sum of Shs. 2,346,202 is still outstanding.
2004	2.2	148 Revenue Receipt Books not produced.	75 receipt books are still missing
	2.4	Revenue Collections not Remitted by Collecting Agents Shs. 2,455,000	The whole amount of Shs. 2,455,000 is still not remitted to the Council
	3.1 to 3.11	Irregular and questionable payments Shs. 198,465,475	Irregularities amounting to Shs.164,501,549 are still outstanding
2004	4.1.1	Outstanding advances (Shs. 8,724,300) and Sundry debtors (Shs. 7,234,358).	Debtors of Shs. 7,234,358 are still outstanding
	5.1	Uncleared items in Bank Reconciliation Statements as at 30/06/2004: <ul style="list-style-type: none"> <li>• Receipts in Cash Book not on Bank Statement Shs. 128,901,479</li> <li>• Unpresented Cheques Shs. 111,166,279</li> </ul>	Receipts in cash book but not in B/statement amounting to Shs. 9,135,264 are still outstanding.

### Recommendation

The Council Management should ensure implementation of the recommendations made.

## 3.2 Current year's findings

### (a) Revenue

#### (i) Revenue collections Underbanked/or not banked shs 38,852,484

Verification of revenue collection receipt books and their corresponding banking documents revealed that, revenue collections totalling Shs. 38,852,484 were noted have not been banked.

Description	Amount
Amount completely not banked	5,872,234
Amount underbanked	<u>32,980,250</u>
<b>Total</b>	<b><u>38,852,484</u></b>

### Implication

The amounts involved may have been misappropriated.

### Recommendation

Public moneys collected should be banked intact daily to the respective accounts and that the amounts involved be made good and banked or legal action be taken against those concerned.

### (b) Expenditure

#### (i) Inadequately supported payments - shs 5,789,891

Payment Vouchers totalling Shs. 5,789,891 were not supported by relevant documents as follows:-

Category	Amount
Missing supporting documents	2,128,000
Missing acknowledgement receipts	<u>3,661,891</u>
<b>Total Shs</b>	<b><u>5,789,891</u></b>

### Implication

It could not be ascertained whether the bills were correctly calculated and related to the year of account.

### Recommendation

The documents should be made available for audit verification.

**(ii) Unvouched Expenditure Shs. 642,900**

Payment Vouchers totalling Shs.642,900 were missing from the respective batches.

**Recommendation**

Expenditure incurred should be supported by the original payment vouchers duly authorized along with the relevant supporting documents to facilitate audit work.

**(iii) Stores not taken on ledger charge - Shs.15,318,190**

Stores worth Shs. 15,318,190 ordered and paid for during the year were apparently not taken on ledger charge.

**Implication**

The amounts involved may have been misappropriated.

**Recommendation**

The Council should ensure that stores items are accordingly accounted for in the ledgers.

**(iv) Non-Maintenance Of Deposits Register:**

It was noted during the audit that there was no effective control over the Funds Deposited since the Deposit Register was not in place. In the absence of the said register we were unable to establish the movement of balances in each deposit account and the correct balances of depositors as follows:-

<b>Balance as per Cash book as at 30/06/2005 Shs.</b>	<b>Balance as per Consolidated Balance Sheet as at 30/06/2005 Shs.</b>
115,102,887	145,389,899

**Implication**

Amount of depositors disclosed in the accounts exceed funds available in the cash book.

**Recommendation**

The difference Shs.30,287,012 noted should be reconciled by preparing such register, entering all receipts and payments commencing the Accounts of the year under review (i.e. from 1<sup>st</sup> July 2004 or earlier).

**(c) Final financial statements**

**Consolidated Balance Sheet as at 30<sup>th</sup> June 2005:**

Examination of the Consolidated Balance Sheet for the year under review disclosed the following:-

**(i) Debtors outstanding Shs.77,325,169**

The Balance Sheet disclosed the following outstanding debtors:-

<b>Category</b>	<b>Amount Shs.</b>
Advances	4,830,797
Hazina (salary)	24,406,950
Bank loan	45,572,472
Women loans	2,514,950
<b>Total shs</b>	<b><u>77,325,169</u></b>

**(ii) Outstanding Creditors Shs.74,682,345**

The balance sheet reflected Outstanding Sundry Creditors of Shs.74,682,345 as at 30<sup>th</sup> June 2005.

**Implication**

This implies that, the Council's delay in settling such bills consequently may tarnish the existing good image of the Council.

**Recommendation**

The Council should ensure prompt clearance of these creditors.

**(iii) Overdrawn Bank Accounts Shs.5,211,724**

Contrary to the requirement of Order No. 183 of the Local Authority Financial Memorandum (1997), four Accounts closed up with an Overdraft of Shs.5,211,724 as reflected in the respective Accounts.

<b>Account</b>	<b>Amount</b>
Works	342,692
Health	3,019,555
Water	287,086
NAEP II	1,562,391
<b>Total Shs.</b>	<b><u>5,211,724</u></b>

**Recommendation**

The Director of the Council should ensure that, expenditure does not exceed budgetary provision.

**(iv) Bank reconciliation statements:**

Verification of the bank reconciliation statements disclosed unclear balances as at the date of the audit inspection. The following transactions represent the revenues for the Council, which had not reached the bank as at the date of this report.

Account	Deposit in Transit	
	As at 30/6/05	As at 31/10/05
General Fund A/C	5,588,618	-
Deposit A/C	43,912,786	36,766,089
Education A/C	108,000	-
DADPS	8,691,119	-
<b>Total</b>	<b>58,300,523</b>	<b>36,766,089</b>

**Recommendation**

Prompt clearance of the outstanding items is called for.

#### 4.0 CONCLUSION.

The detailed audit findings presented above have been communicated to the management of Korogwe District Council during exit meeting. The Management has promised to take appropriate action with a view to rectify the situation. We shall appreciate to receive formally the actions taken in this respect.

Lastly, I would like to express my appreciation for the cooperation given to the audit team. It is my hope that such good working relationships will be extended during future audits.

Dr. Frank Mosses Hiza Mhilu  
**Ag. CONTROLLER AND AUDITOR GENERAL.**

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## 5.0 ANNEXURES

- Financial Statements and notes to the financial statements - annexure I
- Organization structure of Korogwe District Council - annexure II

**FINANCIAL STATEMENTS AND NOTES TO THE FINANCIAL STATEMENTS.**

ORGANIZATION STRUCTURE OF KOROGWE DISTRICT COUNCIL

