

THE UNITED REPUBLIC OF TANZANIA
NATIONAL AUDIT OFFICE (NAO)



**REPORT OF THE CONTROLLER AND AUDITOR GENERAL
ON THE FINANCIAL STATEMENTS OF MPANDA DISTRICT COUNCIL
FOR THE YEAR ENDED 30TH JUNE, 2005**

The Controller and Auditor General
National Audit Office
Samora Avenue/Ohio Street
P.O. Box 9080
Tel: 255 (022) 2115157/8
Fax: 255 (022) 2117527
E-mail ocag@nao.or.tz
Dar es Salaam, Tanzania.

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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
GAAS	Generally Accepted Accounting Standards
GDP	Gross Domestic Product
GOT	Government of Tanzania
IFMS	Integrated Financial Management System
IG	Investment Grant
ISA	International Standard on Auditing
LAAM	Local Authority Accounting Manual
LAFM	Local Authority Financial Memorandum
LGA	Local Government Authorities
LGRP	Local Government Reform Programme
MoF	Ministry of Finance
M&E	Monitoring and Evaluation
NGO	Non-governmental Organisation
OCAG	Office of the Controller and Auditor General
PER	Public Expenditure Review
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
Act means:	Local Government Finance Act No. 9 of 1982
Council means:	Mpanda District Council, both as Councilors as well as an operating entity.
Financial Statements means:	The Consolidated Balance Sheet, Consolidated Income and expenditure Statement, Consolidated Cash-flow Statement, Notes and related schedules of Mpanda District Council for the year ended 30 th June 2005.

1.0 BACKGROUND INFORMATION TO THE AUDIT

1.1 Introduction

We have completed the audit of Mpanda District Council for the year ended 30th June 2005. Audit findings arising from examination of accounting records, appraisal of activities 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 Mpanda District Council was established in 1984 in terms of the provision of section 8 and 9 of the Local Government Act (District Authorities) 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 section III (1) of the Local Government (District Authorities) Act, and the Local Authority financial Memorandum, the Mpanda District Council has the following operational 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, licenses, fees and charges.
- (e) To convince the public that the use of funds have achieved the maximum benefits through sound financial management.

In addition to these objectives, the Council has short-term objectives geared towards alleviation of severe malnutrition, food security and poverty alleviation. Other short-term objectives include; improvement of health facilities, clean water supply, improving road sector and reduction of HIV/AIDS prevalence.

1.4 Financing

The Council has two sources of funds; which are own source and external source. The internal source includes collection of Public funds through taxes, fees, licenses and charges. On the other hand, external source

includes subsidies from central government as well as grants and loans from donor community. From these sources, total Income during the year was Shs.8,630,052,599 made up of Shs.374,033,340 from own sources, Shs.8,256,019,260 from government grants and donors funds.

1.5 Management

The Mpanda 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, District 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 annexure I to this report.

1.6 Brief description 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 also mandatory. The Council is further 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 Mpanda District Council complies with this order and Procurement Act, but is lacking an internal auditor and Legal officer. 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.935,398,509.80 from own sources against the internal revenue budget of Shs.702,121,000 reflecting over collection of Shs.233,277,509.80 or 33%. 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.7,694,654,089.70 making total revenue of Shs.8,630,052,599.50 during the year.

Expenditure

The Council spent Shs.7,746,661,544.72 during the year against total income of Shs.8,630,052,599.50 or 89.8% of total revenue, resulting in unspent amount of Shs.883,391,054.78. However, performance against budget could not be assessed since budget figures were not disclosed in the financial statements.

A comparison of the internal revenue of Shs.935,398,509.80 against expenditure of Shs.7,482,252,354 (net of depreciation) is only 12.5% 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 provisions 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 auditor of all government revenues and expenditures, 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 Council for the year ended 30th June 2005 and in particular:-

- To determine whether transactions were executed in accordance with the financial regulations, and recorded properly in the books of account 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 properly 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. 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 District management who are responsible for setting up and maintaining an adequate and effective system of internal control.

1.11 Audit Methodology

In examining the financial statements together with the underlying records the following audit steps were followed;

- A review of the council's regulations, guidelines and other Council'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 discussion 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 and compliance, 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,
Rukwa Region.

District Executive Director and Accounting Officer,
Mpanda District Council.

**RE: Independent Audit Report on the financial statements of
Mpanda District Council for the year ended on 30th 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 Mpanda District Council shown on annexure II of this report for the financial year ended on 30th June 2005.

Responsibility of Council Management on the financial statements

These financial statements are the responsibility of the management of Mpanda 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 regard 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 misstatement.

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 Mpanda District Council, consistently applied and adequately disclosed, evaluating the overall financial statement 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 Mpanda District Council as at 30th June 2005 and the results of the operations and Cash-flows for the year then ended, in accordance with part iv of the Local Government Finances Act No. 9 of 1982.

Without qualifying my opinion, I wish to point out the following matters for the attention of the full Council:

- Deferred payments totalling Shs.24,756,893
- Undelivered hospital equipment Shs.14,709,900
- Work in Progress amounting to Shs.205,000,000
- Outstanding imprests and advances Shs.61,963,811
- Uncleared items in the Bank Reconciliation Statement

The details of these matters are given in part 3 of this report.

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

Office of the Controller and Auditor General
National Audit Office
Dar es Salaam
February, 2006

3.0 AUDIT FINDINGS AND RECOMMENDATIONS

3.2 Current audit findings

Revenue collections not brought to account Shs.6,538,080 Revenue collections totaling Shs.6,538,080 could not be confirmed to have been accounted for in the Council's books of accounts.

Implication

Possible misappropriation of the amount involved.

Recommendation

The Council management should ensure that the amount involved is accounted for and that internal control system is tightened.

3.2.1 Irregular payments Shs.1,737,500

An amount of Shs.1,737,500 was paid to an officer, being tuition fees for a diploma course in secretarial. Audit scrutiny however, disclosed that, the officer had already been paid Shs.1,524,500 for the same purpose.

Implication

The authenticity and regularity of the payment could not be established.

Recommendation

The Council management should ensure that the second amount paid to the office is recovered.

3.2.2 Deferred payments Shs.24,756,893

During the year under review, the council effected, payments totalling Shs.24,756,893 in respect of expenditure relating to previous years.

Implication

Denying planned activities not to be implemented for lack of funds

Recommendation

The Council management should ensure that only funded activities are incurred in any financial year.

3.2.3 Advance payment to Mpadeco Shs. 10,000,000

An amount of Shs.10,000,000 was paid to Mpadeco in respect of special loan for purchasing seeds. The loan is yet to be recovered.

Implication

No budgetary provision was made in the budget

Recommendation

Council management should ensure that the amount is recovered

3.2.4 Undelivered hospital equipment Shs.28,873,800

A sum of Shs.28,873,800 was paid to MSD Tabora for the supply of hospital equipment, however, equipment worth Shs.14,709,900 were not supplied.

Implication

Payment for items not delivered

Recommendation

The Council management should ensure that the items purchased and paid for have been delivered and accounted for.

3.2.5 The Balance Sheet as at 30th June 2005 reflected work in progress of Shs.205,000,000 relating to classrooms construction. However, the pace of projects completion was not satisfactory.

Implication

Delays in projects completion and subsequent delay of utility to the bonafide stakeholders.

Recommendation

The Council management should ensure that all projects undertaken by the Council are completed within the agreed timeframe.

3.2.6 Outstanding imprests and advances Shs.61,963,811

The final financial statements reflected outstanding imprests and advances of Shs.61,961,811 as follows:

Category	Amount
	Shs.
Imprests	38,601,339
Advances	<u>23,361,811</u>
Total	<u>61,963,150</u>

Implication

Non accountability of imprests and advances, leads to violation of financial regulations and tie up of funds not to be used in other activities.

Recommendation

The Council management should ensure that imprests and advances are retired within the financial year.

- 3.2.7 The Final Financial Statements disclosed sundry creditors totalling Shs.801,438,827.

Implication

The Council's credit worthness could not be relied.

Recommendation

The Council management should ensure that it settles its creditors in order to maintain its credit worthness.

- 3.2.8 The Bank Reconciliation Statements as at 30th June 2005 submitted along with the final financial statements disclosed uncleared items as follows:

Item	No. of Account	Balance (Shs.)
Unpresented cheques	10	23,940,759
Cash on transit	2	665,561

Implication

Uncleared items may lead to concealing frauds

Recommendation

The Council management should ensure that financial transactions are reconciled as per financial requirements.

4.0 CONCLUSION

The detailed audit findings presented above have been communicated to management of the Mpanda District Council during exit meeting. The Management has promised to take appropriate action with a view to rectify the situation. I 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

Copy to: The Permanent Secretary,
Prime Minister's Office,
Regional Administration and Local Government,
P.O. Box 1923,
Dodoma

The Permanent Secretary and Paymaster General,
Ministry of Finance,
Box 9111,
Dar es Salaam

5.0 ANNEXURES

Financial Statements and notes to the financial statements - annexure I

ORGANIZATION STRUCTURE OF MPANDA DISTRICT COUNCIL

