

THE UNITED REPUBLIC OF TANZANIA
NATIONAL AUDIT OFFICE (NAO)



**REPORT OF THE CONTROLLER AND AUDITOR GENERAL ON THE
FINANCIAL STATEMENTS OF THE BUKOBA DISTRICT COUNCIL**

FOR THE FINANCIAL 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) 2117527/2255333
E-mail ocag@nao.or.tz
DAR ES SALAAM.
February 2006

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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	Intergrated Financial Management System
IG	Investment Grant
ISA	International Standard on Auditing
LAAM	Local Authority Accounting Manual
LAFM	Local Government Financial Memorandum
LGA	Local Government Reform Programme
MoF	Ministry of Finance
M&e	Monitoring and Evaluation
NGO	Non-governmental Organization
OCAG	Office of the Controller and Auditor General
PER	Public Expenditure Review
PMO-RALG	Prime Minister's Office-Regional Administration and Local Government
PSRP	Poverty Reduction Strategy Paper
PS	Permanent Secretary
PSRP	Public Service Reform Programme
RAS	Regional Administration Secretary
RS	Regional Secretariat

Act Means Local Government Finance Act No.9 of1982

Financial Statements means:-

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

Council means- Bukoba District Council, both as Councilors as well as an operating entity.

1.0 BACKGROUND INFORMATION TO THE AUDIT

1.1 Introduction

We have completed the audit of Bukoba 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

Bukoba District Council was established 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 Local Government (District Authorities) Act the District Council of Bukoba 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, 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.7,881,772,778 made up of Shs.257,412,287 from own sources and Shs.7,624,360,491 from government grants and donors funds.

1.5 Management

The Bukoba District Council operates under directives of the full Council, which is a supreme body for legislative responsibilities. Under the Full Council there are three Committee, which are directly answerable to it. The Chief Executive for the District Council is the District Executive Director 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, Planning & Environment, Agriculture, Livestock and Co-operatives as well as Social Welfare and Community Development.

The pictorial management structure of the Bukoba District Council is shown as annexure II 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 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 Bukoba District Council complies with the statutory requirements. Nevertheless weakness arises from review of internal control system are included under part 3 of this report.

1.7 Financial Performance Issues

Revenue

The Bukoba District Council collected an amount of Shs.257,412,287 from own sources against the internal revenue budget of Shs.427,288,441 reflecting a collection shortfall of Shs.169,876,155 or 40%. 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.7,624,360,491 making total revenue of Shs.7,881,772,778 during the year.

Expenditure

The Council spent Shs.8,332,266,063 during the year against total income of Shs.7,881,772,778 or 106% of total revenue, resulting into overspent of Shs.450,493,284. 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.257,412,287 against expenditure of Shs.8,233,842,164 (net of depreciation) is only 3% 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 expenditures, including the Local Authorities.

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 Bukoba District 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 Bukoba 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's 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 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 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 shortfall 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

The Regional Commissioner,
Kagera Region.

District Executive Director,
Bukoba District Council

**Re: Independent audit report on the financial statements
of Bukoba 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 Bukoba District Council shown as annexure I of this report for the financial year ended on 30th June 2005.

Responsibility of the Council Management on the financial statements
These financial statements are the responsibility of the management of Bukoba District Council.

Order Nos.9 through 16 of the LAFM requires the Council Management to establish and support a sound system of Internal Control within the Council. Order No.53 places responsibility on the Council to prepare and present the financial statements based on GAAS. 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 Internal Standards on Auditing and included such other audit procedures I considered necessary in the circumstances. These standards required 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 Bukoba 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.

The financial statements have been prepared and presented based on the accrual principle of accounting pursuant to order Nos.56 through 58 of the LAFM. Under the accrual basis, all revenues and all the related costs are matched with the period in which they were earned and incurred.

Opinion

In my opinion, the financial statements fairly reflect, in all material respects, the financial position of Bukoba District Council as at 30th June 2005 and the results of its 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 the audit opinion expressed above, attention is drawn to the following matters:

1. The Audit test check of expenditure revealed that improperly vouched expenditure amounted to Shs.104,915,774.
2. The Council transferred funds from deposit account to Maji and RAS account no refund had been made up to the time of audit.
3. Unclaimed salaries amounting to Shs.7,566,000 have not been remitted to Treasury.
4. The Council entered in a contract No.BDC/R/FUND/04/05/5 for spot improvement and maintenance of Kashasha-Kamagushu road which was expected to commence on 7th April,2005 and completed on 1st July,2005, up to the time audit 17th June,2005 the work had not yet started.

Dr. Frank Mosses Hiza Mhilu
Ag: Controller and Auditor General

Office of the Controller and Auditor General
The National Audit Office
Dar es Salaam.

February 2006

3.0 Audit findings and Recommendation

3.1 Current year audit Findings

3.1.1 Improperly vouched expenditure Shs.104,915,774

A test audit of payment vouchers for the year ended 30th June 2005 revealed that amount totalling Shs.104,915,774 were made to various government Institutions have not acknowledge with receipt as follows:-

<u>Payee</u>	<u>Cheque Number</u>	<u>Amount (Shs)</u>
National Printing Co. Ltd	022386	5,422,328
Education Planning and Rehabilitation Project	035533	89,455,567
LAPF Dodoma	020243	5,709,929
Mkurugenzi Mtendaji Mfuko wa Mwalimu Nyerere	034071	1,777,950
Manager NMB (Bundaza & Kitahya Pr. School)	001078	<u>2,550,000</u>
	Total	<u>104,915,774</u>

Implication

Propriety of expenditure incurred could not be ascertained.

Recommendation

The Council management is advised to streamline the system of payment and custody of accounting records. In addition the questioned expenditure of Shs.104,915,774 should be regularized by submitting the missing supporting documents

3.1.2 Outstanding Imprests Shs.11,557,000

A Scrutiny of payment vouchers and the related records revealed that imprests totalling Shs.11,557,000/- were issued to council's officials for various activities have not been retired as at the time of audit inspection.

Implication

The amount of net expenditure has been overstated by the total amount of outstanding imprests of Shs.11,557,000 because they were charged directly to expenditure items when they were issued.

Recommendation

The Council management should ensure that imprests are retired in time.

3.1.3 Advances made from one account to another not recovered

Shs.6,300,000

A Verification of payment vouchers and related records revealed that advances amounting to Shs.6,300,000 were made from deposit account to maji account and RAS Kagera have not refunded as at a time of audit.

Implication

If the money drawn as advance will not return in time will hinder implementation of the other activities.

Recommendation

Management should ensure that the amount advanced returned in the deposit account.

3.1.4 Un ascertained utilization account of Busket Funds Shs.129,041,299

It was noted that payments totalling Shs.129,041,299 were made to Mugana hospital and the Regional Medical Officer, Kagera; in respect of conducting various planned activities under the Busket Funds.

However, utilization account of the funds was not ascertained by audit as the implementation of activities were in progress during the period of audit inspection as shown below:-

<u>Account</u>	<u>Pv.No.</u>	<u>Cheque No.</u>	<u>Amount</u>	<u>Payee</u>
Health	8.5	023440	21,011,700	Mugana Hospital
"	10/5	023443	60,358,047	Mugana Hospital
"	50/6	034539		Regional Medical Officer, Kagera
		Total	<u>47,671,552</u>	
			<u>129,041,299</u>	

Recommendation

The management should ensure that the project are implemented according to plan and completed within a time.

3.1.5 Unclaimed salaries not remitted to Treasury Shs.7,566,000

Examination of Salary records revealed that unclaimed salaries amounting to Shs.7,566,000 paid to deceased, absconded, retired and transferred employees were not been remitted to Treasury.

Implication

Non remittance of unpaid salaries might lead to misappropriation of public fund.

Recommendation

Management should pay back the amount of unclaimed salaries. In addition all names of deceased, absconded, retired and transferred employees should be removed from payroll.

3.1.6 Spot improvement and routine maintenance of kashasha Kamagushu Road

The Council entered in a contract No. BDC/R/FUND/04/05/4 for spot Improvement and Routine maintenance of Kashasha-Kamagushu road at a contract price of Shs.17,531,292. The Commencement and completion dates was 7th April 2005 and 1st July 2005 respectively.

However, the site visit conducted on 17th June 2005 noted that the work have not yet started due to lack of equipments, this is apparent that there is laxity in the process of selection and awarding of contracts.

Implication

It appears that the contract might not be completed in time and resulting into increase of costs due to extension of time.

Recommendation

The management should ensure that the term of contract are followed and the contractor is charged with liquidated damages for the delayed period.

3.1.7 Maintenance and spot improvement of Nyakibimbili Butainamwa Road and Katongo - Kyanya basa Crossing

The Council entered in a contract No.BDC/R.FUND/2004/05/01 for Periodic maintenance of Katongo-Kyanyabasa crossing and routine maintenance and spot improvement of Nyakibimbili-Butainamwa Road at an agreed contract price of TShs.62,001,899 starting from 7th April 2005 to 18th July 2005.

However, the following anomalies were noted:-

The approved estimate for periodic maintenance was for Katoro-Ruhoko with approved estimate of TShs.37.2 million instead of Katongo-Kyanyabasa. The approval to change the plan from the Ministry of Local Authority and Regional Administration could not be produced though called for.

Implication

The approved budget might not used for intended project which may cause further deterioration for the budgeted road.

Recommendation

The management should use the funds for the budgeted activities and submit the approval authority of changing the plan for audit verification.

3.1.8 Outstanding Debtors and Creditors

Examination of Balance Sheet as at 30th June 2005 disclosed the following un-cleared balances.

- Debtors Shs. 28,499,120
- Creditors Shs. 4,374,059

Implication

As debtors remain outstanding for a long time might result into loss due to uncollectability and outstanding creditors might result into fine and penalties.

Recommendation

The management should strengthen the system of debts collection and pay matured obligation to avoid penalties.

3.1.9 Bank Reconciliation

Examination of Bank Reconciliation Statement as at 30th June 2005 reflected the following outstanding items.

No.	Account	Deposits in Transit	Outstanding	Total Shs
1	Misc. Deposit	5,241,350	266,657,611	271,898
2	Development fund	997,432	6,781,848	7,779,280
3	General Fund	15,502,242	24,100,529	39,602,771
4	Special works	709,488	1,804,035	2,513,523
5	Education Fund	236,323,245	248,096,079	484,419,324
6	Special Health	17,925,476	126,819,093	144,744,509
7	CSPD	-	562,621	562,621
8	Special Water	599,113	884,352	1,340,631
9	Transport Pool	750,000	590,631	1,340,631
10	Road equipment	-	16,505	16,505
11	Revolving Fund	693	-	693
12	Road Fund	-	1,000,000	1,000,000
13	Salaries	86,260	490,000	576,260
14	Women/Youth Dev. Fund	145,000	317,500	462,500
15	Land USP	-	17,230	17,230
16	NAEP II	6,630,975	502,569	7,133,544
17	Maboresho	-	6,000	6,000
18	DADPS	-	50,208,660	50,208,660

Implication

Huge amount of deposits in transit affect implementation of other projects.

Recommendation

The management should ensure that the outstanding items are cleared and long outstanding items are reversed.

4.0 CONCLUSION

The detailed audit findings presented above have been communicated to the management of the 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 action taken in this respect.

Lastly I would like to express my appreciation for the co-operation given to the audit team. It is my hope that such good working relationship will be extended during future audits.

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

C.C. Permanent Secretary,
Prime Minister's Office,
Regional Administration and Local Government,
P.O. Box 1923,
Dodoma.

“ Permanent Secretary and Paymaster General,
Ministry of Finance,
P.O. Box 9111,
Dar es Salaam.

5.0 ANNEXURES

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

FINANCIAL STATEMENTS AND NOTES TO THE FINANCIAL STATEMENTS

ORGANIZATION STRUCTURE OF BUKOBA DISTRICT COUNCIL

