



DMFAS  
Programme



**unitar**

United Nations Institute for Training and Research



INTOSAI

Public Debt Working Group



## Acronyms

AFROSAI – F	African Organization of French speaking Supreme Audit Institutions
AFROSAI – E	African Organization of English speaking Supreme Audit Institutions
ASOSAI	Asian Organization of Supreme Audit Institutions
CAROSAI	Caribbean Organization of Supreme Audit Institutions
CS-DRMS	Commonwealth Secretariat Debt Recording and Management System
DMFAS	Debt Management and Financial Analysis System
DRS	debt reporting system
EUROSAI	European Organization of Supreme Audit Institutions
HIPC	highly indebted poor country
IDI	INTOSAI Development Initiative
INTOSAI	International Organization of Supreme Audit Institutions
PASAI	Pacific Organization of Supreme Audit Institutions
PDWG	Public Debt Working Group
PDM	public debt management
SAI	supreme audit institution
UNCTAD	United Nations Conference on Trade and Development
UNITAR	United Nations Institute for Training and Research



## Results of the needs assessment survey on IDI Global Programme on Public Debt Audit

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## 1) INTRODUCTION

### a) Framework in which the survey was conducted

The survey was the second activity (also called project) of the *Programme Design* for the “Transregional Capacity Building Programme for Audit of Public Debt Management” launched by the INTOSAI Development Initiative (IDI) in 2008 and extending to 2010.

The “Transregional Capacity Building Programme for Audit of Public Debt Management” was launched in response to “...increasing demand from SAIs (supreme audit institutions), especially African SAIs, for capacity development in public debt...”. Its objective is: “To enhance professional and institutional capacity of target SAIs in public debt management audit”, with the target groups being selected SAIs in AFROSAI-E, AFROSAI-F, ASOSAI, CAROSAI, EUROSAI and PASAI. The programme “...is envisaged as a blended solution with a mix of e-learning and face to face meetings. It will be conducted in cooperation with the DMFAS programme of UNCTAD, UNITAR and INTOSAI working group on public debt (PDWG).” (pg3, *Transregional Capacity Building Programme for Audit of Public Debt Management*, 2008-10, Programme Proposal).

The programme consists of eight projects, as follows:

1. Planning and Curriculum Meeting
2. Survey of SAIs in target regions
3. Design and Delivery of Online Training to SAI Teams
4. Planning Meeting for adaptation of WGPD Guidance and writing audit plans
5. Conduct pilot audits with on job support by experts
6. Review meeting for finalizing reports and SAI manuals
7. Adoption of manuals and tabling of reports
8. Lessons learnt on programme design and WGPD guidance

The Planning and Curriculum Meeting was conducted in September 2008.

The DMFAS Programme has been responsible for compiling and analyzing the results of the survey.

### b) Purpose of the survey

The main objective of the survey was to take stock of target SAIs capacity and experience in conducting

public debt audits and to assess training needs in the field of public debt audit.

“The questionnaire will ascertain the exact nature of the need in the SAI, the SAI willingness to participate in the programme and the topics that the SAI would like to see included in the training module.”

(pg4, *Transregional Capacity Building Programme for Audit of Public Debt Management*, 2008-10, Programme Proposal)

An additional objective was to get information on the compliance of SAIs with e-learning requirements. The results of the survey should indicate which SAIs are willing/ready to participate in the Programme and will help define the content of the training programme.

### c) Content of the survey

The survey was prepared in English and translated into French by IDI. Instructions were provided to participants on how to fill in the electronic survey. The survey consisted of 39 questions, grouped under 4 sections, each one stating the objective of the questions to help participants understanding the information requested. A copy of the survey is provided as Attachment 1 to this report.

#### The survey focused on:

1. The legal mandate of SAIs regarding public debt auditing (5 questions)
2. The experience and capacity of SAIs in conducting public debt audits (19 questions)
3. The needs in strengthening the public debt auditing capacity as perceived by SAIs (5 questions)
4. The adequacy of SAIs infrastructure for UNITAR e-learning and readiness of staff for e-learning (10 questions)

#### Breakdown of the 39 questions:

##### 21 close-ended questions

- 15 with yes/no options
- 5 multiple choice options with (3) and without rank ordering (2)
- 1 rating scale

18 open-ended questions, among which 8 questions probing for more detail on the previous answer (“If Yes/No” type of questions), 5 giving the opportunity to provide a comment and 5 asking to supply a specific answer.

#### d) Mailing and answers to the survey

IDI sent the survey by email to 32 supreme audit institutions (21 English and 11 French), of which 28 replied (87.5%). Twenty answers are in English, eight in French. Respondents from the SAIs completed the surveys anonymously. A copy of the Survey State List is provided as Attachment 2 to this report.

#### e) Compilation methodology and additional information

Responses have been sorted by region: AFROSAI, ASOSAI, EUROSAI, ARABOSAI, CAROSAI and PASAI. For AFROSAI, results are presented with a breakdown by language: English-speaking AFROSAI and French-speaking AFROSAI.

Region	Countries	No
AFROSAI	<i>English-speaking</i> Kenya, Ethiopia, Rwanda, Uganda, Zimbabwe	5
	<i>French-speaking</i> Algeria, Burundi, Democratic Republic of Congo, Djibouti, Gabon, Madagascar, Senegal, Togo	8
ASOSAI	Bangladesh, Indonesia, Mongolia, Pakistan, Philippines, Vietnam	6
EUROSAI	Albania, Lithuania, Macedonia, Moldova, Ukraine, Romania	6
ARABOSAI	Yemen	1
CAROSAI	Belize	1
PASAI	Fiji	1
		<b>28</b>

Replies to the survey were sent by IDI to the DMFAS Programme for compilation and analysis, according to the established agreement. A copy of the replies to the survey were also sent to Mr. José Oyola, INTOSAI subject matter expert from the Government Accountability Office of the USA.

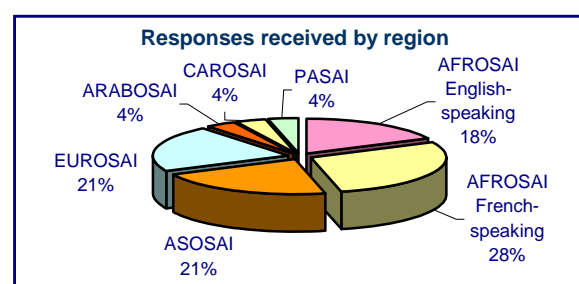
Most of the replies were available in the original form format (Word). The exceptions were as follows:

- For two SAIs (Senegal and Ukraine), replies were scanned.
- Two respondents did not use the electronic form to answer the survey and typed their answers in a Word document (Algeria and Bangladesh).
- One respondent (Philippines) filled in manually the form which was scanned.

#### Quality of responses

Generally, most of the responses were complete and consistent. Participants also took advantage of the open-ended questions to provide comments and additional information.

For each question, there was an average of 4/5 (less than 20%) replies which contained inconsistencies, or appeared to be misinterpreted or misunderstood. Some were not answered at all. Nevertheless, this did not affect the overall results of the survey.



The methodology used for multiple choice questions with rank ordering was to calculate an average for all SAIs and for each region, and also to calculate absolute figures. For example, which item got the highest two rankings (1 and 2) most often and which item got the lowest two most often.

Whenever inconsistencies, misunderstanding or absence of replies were found for a specific question, these have been listed in a section called *Comments on replies received*, and an explanation was provided on how these were handled.

Text and comments provided by respondents have been copied with no correction of the original text, except for spelling mistakes. When the text was not understandable, it was decided to leave it in its original form and to highlight in red the ambiguous part.

Text and comments in French have been reproduced in French, complemented by an informal translation in English when deemed necessary (translated text appears in italic).



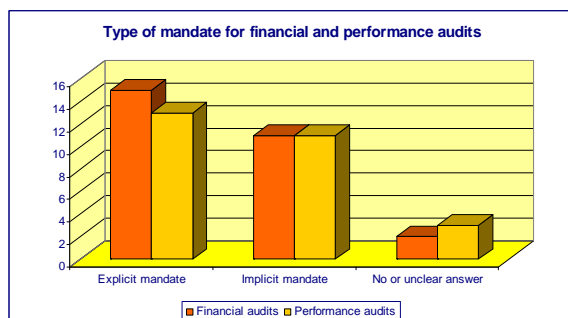
## 2) KEY FINDINGS OF THE SURVEY

### a) Legal mandate for public debt audits

All SAIs (28) have a mandate, whether explicit or implicit, to conduct financial audits of public debt.

All SAIs, except Belize (27), have a mandate, whether explicit or implicit, to conduct performance audits of public debt.

On the basis of original answers, 10 SAIs (35.7%) have an explicit mandate to conduct financial audits and 8 (28.1%) SAIs have an explicit mandate to conduct performance audits. After interpretation of the mandate based on text provided by respondents – when there was no direct reply – corrected figures show 15 SAIs with an explicit mandate for financial audits and 13 SAIs with an explicit mandate for performance audits.



### b) Experience and capacity in public debt auditing

#### Audits in public debt

Experience and capacity in conducting public debt audits vary according to the region concerned and the type of audit.

Overall, 82% of SAIs have experience in conducting financial audits, compared to only 32% for performance audits.

The totality of SAIs from the **French-speaking AFROSAI** have no experience at all in conducting a financial attestation type of audit and, except for Togo, no experience in performance audits.

Only four SAIs have an experience in conducting financial compliance audits, financial attestation audits and performance audits (Indonesia, Kenya, Lithuania and Ukraine).

Five SAIs have **no experience at all in conducting public debt audits**, whether financial or performance audits (Burundi, Democratic Republic of Congo,

Romania, Senegal and Vietnam). Of these, three are part of the French-speaking AFROSAI.

#### Financial audits

A large majority of SAIs (82%) have experience in conducting financial audits. The experience varies from 1 audit (Togo) to 1500 audits over the last five years (Bangladesh), with an average of 4/5 audits for the majority of SAIs.

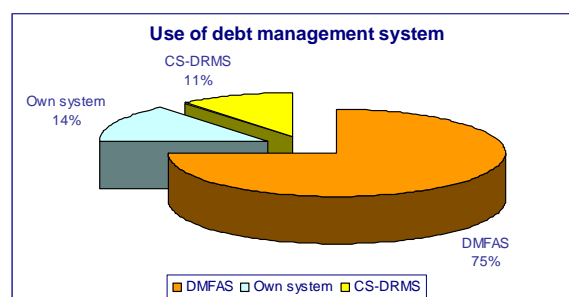
The breakdown between financial compliance and financial attestation audits shows that most financial audits are financial compliance audits: 20 SAIs (71.4%) conducted financial compliance audits compared to only 13 (46.4%) for financial attestation audits.

#### Performance audits

Only nine SAIs (32%) have some experience in conducting performance audits, and this experience is limited to a maximum of two audits over the last five years.

### Familiarity with the country's debt management system

Twenty-one SAIs (75%) are **using DMFAS** to manage their debt, while three SAIs are using CS-DRMS and four SAIs other systems.



A significant majority of SAIs (78.6%) are **using data/reports produced by their debt management system** for audit purposes, including all SAIs from ARABOSAI, CAROSAI, EUROSAI and PASAI. The lowest rate is in the French-speaking AFROSAI countries, where only four countries (50%) use their DMS for audit purposes.

However, only seven SAIs (25%) have **reviewed the effectiveness** of the use of the debt management system.

From the few comments received on the familiarity with the debt management system, all indicated that auditors were **not familiar with the DMS** used in their country.

## Audit procedures and audit plans

A small majority of SAIs (53.6%) have **no approved set of audit procedures** for undertaking public debt audits. These SAIs are mainly from French-speaking AFROSAI, EUROSAI and ARABOSAI. Among the 13 SAIs that have audit procedures, only 6 have their audit procedures embedded in an audit manual.

Out of the 13 SAIs that have approved audit procedures for public debt:

- Ten have their procedures aligned to INTOSAI guidelines on public debt auditing. The *Guidance for conducting a public debt audit – The use of substantive tests in financial audits* is the most used document.
- Eleven SAIs declared that public debt audit working papers were **mostly aligned** with procedures prescribed by their SAI and one country that its working papers were completely aligned.

With regard to audit plans, figures show an average of two audits planned for the next 2 years, with some exceptions, like 20 and 800/900 audits announced respectively by Yemen and Bangladesh.

## Human resources

Almost half of the SAIs (46.4%) have a **separate organizational unit** that is specialized in public debt auditing. This rate applies for all regions, except for French-speaking AFROSAI where only one country out of height has a separate organizational unit.

Three hundred thirty staff from SAIs included in the survey are engaged or are likely to be **engaged in public debt audits** over the next two years. ASOSAI alone represents 73% of this figure, with Bangladesh and Indonesia accounting for 70% of the total for all SAIs.

Eleven SAIs (39.3%) have received **training** in the area of public debt management audit.

Topics covered during training received include: public debt audit; audit of public debt management; management of public debt; public debt knowledge; fiscal risk and liabilities; elaboration of a financial audit manual, etc.

## c) Perceived capacity building needs

### Capacity building priorities in public debt auditing

There does not seem to be much regional differences in the perception of priorities in capacity building needs, with the exception of one respondent (CAROSAI).

The two top priorities for capacity building in public debt auditing are:

- Enhancing knowledge and skills of staff in public debt auditing.
- Setting up a sustainable capacity for conducting public debt audits.

Closely followed by:

- Developing/updating procedures on public debt audit and ensuring compliance.

The last two priorities are *Strengthening communications with key external stakeholders* and *Addressing the SAI's legal mandate*.

### Priorities for enhancement of knowledge and skills in the fields of financial audit and performance audit

It should be taken into consideration that there are some regional differences in the reported priorities for financial and performance audits. This is illustrated by the fact that, for financial audit, responses for all areas are in a narrow range of 2.3 to 3.5 (on a scale of 1 to 6). Similarly, for performance audit the range is 3.7 to 7.3 (on a scale of 1 to 11).

To elaborate further, for financial audits, all French-speaking AFROSAI (100%) put as top priority *Information systems for public debt management/DMFAS*, whereas for English-speaking AFROSAI *Audit of internal controls* comes first.

Also, compared to average results, EUROSAI and CAROSAI first and last priorities are reversed, i.e. first priority is *Debt service cycle* and last priority *Information systems for public debt management/DMFAS*.

Nevertheless, overall, priorities are as follows:

#### Ranking of items for financial audit (average)

Ranking	Area	All SAIs (28)
1	Information systems for public debt management/DMFAS	2.3
2	Audit of internal controls of public debt	2.5
3	Institutional aspects of PDM	3.3
4	Borrowing cycle	3.3
5	Debt service cycle	3.5

#### Ranking of items for performance audit (average)

Ranking	Area	All SAIs (28)
1	Analysis of debt sustainability, flexibility and vulnerability	3.7
2	Information systems for public debt management/DMFAS	4.0
3	Types of risks and benchmarking	4.6
4	Fiscal risks/fiscal exposures	5.1
5	Institutional aspects of PDM	6.2
6	Borrowing cycle	6.4
7	Debt restructuring/HIPC initiative	6.5
8	Debt service cycle	6.6
9	Debt Management Office	6.8
10	Asset and liability management	6.9
11	Understanding external ratings	7.3

### d) Infrastructure and readiness for e-learning

#### Infrastructure

A huge majority of SAIs (89.3%) will provide the required hardware and software to the participants for the entire duration of the e-learning component of the programme.

All SAIs except one declared that participants will have access to the internet on a regular basis to take the e-learning component of the programme.

A large majority of respondents (25 SAIs) declared that SAI participants would prefer to take the e-learning component of the programme from their office. Only one country (Madagascar) declared a preference for taking e-learning from home and two countries (Romania and Zimbabwe) declared that they would prefer taking e-learning from another location such as the audited entity or a hotel.

#### Readiness for e-learning

All respondents declared that their SAI will allow participants to dedicate 1-2 hours each working day to take the e-learning component of the Programme and that participants would be able to set aside 1-2 hours each working day for e-learning.

The main challenges foreseen by SAIs to complete the e-learning component during working hours will be:

- To combine daily work requirements with e-learning time requirements on a daily basis
- To adjust working time to accommodate e-learning time
- To have proper conditions for training (documentation, logistics) and facilities for team work
- Commitment of participants and their top and middle management

### e) Implications for development of training material

The following are some of the implications for the development of training material for SAIs:

- ✓ Overall, SAIs are **able and ready to participate in the programme and take the e-learning component** of the course. Nevertheless, further investigation is needed for three SAIs (Burundi, Togo and Zimbabwe).
- ✓ **French-speaking AFROSAIs** seems to consistently have needs in all areas of financial and performance audits. This is not the case for English-speaking AFROSAIs, which seem to be more aligned to the rest of the groups.
- ✓ Results clearly show that there is a greater gap in the capacity and experience of SAIs to conduct **performance audits** relative to financial audits. This is consistent for all regions, but one (ASOSAI).
- ✓ The main areas needing strengthening of capacities were **enhancements of knowledge and skills in public debt auditing**, and in

**setting up sustainability for conducting public debt audits.**

- ✓ **Information systems for public debt management/DMFAS** was considered the highest priority in areas in which SAIs management and staff require enhancement of knowledge and skills. For financial audit this was given the highest priority, while for performance audits it was ranked the second highest.
- ✓ For performance audits, three areas relating to **debt sustainability** were ranked among the top four.
- ✓ One challenge for IDI will be to address the regional – or even country – differences in perceived needs in the areas of financial and performance audit training. While these can be addressed by customized workshops, **e-learning gives the flexibility of a modular approach** where SAIs would benefit from core training modules and optional modules selected on the basis of their specific needs.

### 3) DETAILED RESULTS OF THE SURVEY

#### a) Legal mandate (Section 1)

Objective: Obtain information on SAIs legal mandate relating to public debt auditing

##### 1.1 Does your SAI have a legal mandate to conduct a financial audit of public debt?

If yes, please state below the complete reference to the relevant article/section/clause of the statute, law or regulation and state whether the mandate is explicit or implicit.

##### 1.2 Does your SAI have a legal mandate to conduct a performance audit of public debt?

If yes, please state below the complete reference to the relevant article/section/clause of the statute, law or regulation and state whether the mandate is explicit or implicit.

##### 1.3 Other comments on the legal mandate (if any)

#### Comments on replies received

It seems that not all respondents have the same understanding about what an “explicit mandate” and “implicit mandate” is. A definition of the concepts would have been useful.

- Some SAIs did not answer directly the question about the explicit/implicit mandate: they gave references leaving it to the reader to draw conclusions on the type of mandate: Albania, Democratic Republic of Congo, Madagascar, Moldova and the Philippines. In such cases, we decided to qualify the type of mandate when information was deemed sufficient.
- Some SAIs did not answer at all the question (Mongolia and Senegal).
- For three SAIs, although we were not convinced that the type of mandate indicated was the correct one (Bangladesh and Romania), or even

that there was a mandate (Yemen), we took into consideration their original answer.

Some SAIs did not give the complete reference to the article/section/clause of the statutes, law or regulation providing a legal mandate for financial/performance audit (Lithuania, Macedonia and Rwanda).

#### Conclusions

##### Existence of a mandate

All SAIs (28) have a mandate, whether explicit or implicit, to conduct financial audits of public debt.

All SAIs, except Belize (27), have a mandate, whether explicit or implicit, to conduct performance audits of public debt.

	Financial Audit			Performance audit		
	Legal mandate: 28 SAIs			Legal mandate: 27 SAIs, No mandate : 1 SAI		
	Explicit Mandate	Implicit Mandate	No answer/ No clear answer	Explicit Mandate	Implicit Mandate	No answer/ No clear answer
Original figures	10 35.7%	11 39.3%	7 25%	8 28.1%	11 39.3%	9 32.1%
Corrected figures <sup>1</sup>	15	11	2	13	11	3

<sup>1</sup> Figures were corrected on the basis of interpretation of the type of mandate, based on the text provided by respondents.

## Type of mandate

Except for two SAIs (Gabon and Romania), all SAIs have the same type of mandate to conduct their financial and performance audits. Ten SAIs (35.7%) declared that they have an explicit mandate to conduct financial audits and eight SAIs (28.1%) declared that they have an explicit mandate to conduct performance audits. (Corrected figures show 15 SAIs with an explicit mandate for financial audits

and 13 SAIs with an explicit mandate for performance audits).

Two respondents mentioned that their Government was going to adopt new laws: a new law on public debt management for Vietnam and a new law regarding the Court of Accounts in Moldova which will specify the different types of audits (regularity audit, performance audit, and other types of audit).

## Detailed results

Question 1.1, 1.2 and 1.3	References of legal mandate to conduct a financial audit & performance audit of public debt + comments
<b>AFROSAI - English</b>	
Ethiopia	<p><b>Financial audit: implicit mandate</b> Proclamation 68/1997 article 8(2).</p> <p><b>Performance audit: implicit mandate</b> Proclamation 68/1997 article 7(4)</p> <p><b>Comments on legal mandate : -</b></p>
Kenya	<p><b>Financial audit: explicit mandate</b> Public Audit Act 2003</p> <p><b>Performance audit: explicit mandate</b> The Public Audit Act, 29(i) and (2)</p> <p><b>Comments on legal mandate</b> Also in the same Public Audit Act Part ii 3(2) (b) (ii) and (d), 4(2) (b) and (c).</p>
Rwanda	<p><b>Financial audit: implicit mandate</b> The constitution of the Republic of Rwanda.</p> <p><b>Performance audit: implicit mandate</b> The Constitution of the Republic of Rwanda.</p> <p><b>Comments on legal mandate</b></p>
Uganda	<p><b>Financial audit: explicit mandate</b> Constitution of the Republic of Uganda Section 163(3)(b) and the National Audit ACT</p> <p><b>Performance audit: explicit mandate</b> Constitution of the Republic of Uganda Section 163(3)(b) and the National Audit Act.</p> <p><b>Comments on legal mandate: -</b></p>
Zimbabwe	<p><b>Financial audit: implicit mandate</b> Section 31(3) of the Audit and Exchequer Act ( cap.22:03) read in conjunction with Section 6 of the State Loans and Guarantee Act (cap. 22:13)</p> <p><b>Performance audit: implicit mandate</b> Section 7 (1) (b) of the Audit and Exchequer Act ( cap.22:03)</p> <p><b>Comments on legal mandate: -</b></p>

Question 1.1, 1.2 and 1.3	References of legal mandate to conduct a financial audit & performance audit of public debt + comments
<b>AFROSAI - French</b>	
Algeria	<p><b>Financial audit: implicit mandate</b></p> <p>Ce dispositif législatif et réglementaire n'est pas exhaustif :</p> <ul style="list-style-type: none"> <li>- Constitution de 1989, art 160) ;</li> <li>- Loi n° 84-17 07/07/1984 relative aux lois de finances, modifiée est complétée (art 76) ;</li> <li>- Loi n°90-21 du 15 aout 1990 relative à la comptabilité publique (art 12, 61 et suivants) ;</li> <li>- Ordonnance n° 95-20 du 17 juillet 1995 relative à la Cour des comptes (art 6 et suivants, 18, 69, 72, 73, 74,75 et 87 notamment).</li> </ul> <p>C'est un mandat IMPLICITE puisque notre ISC a une compétence universelle de contrôle a posteriori sur tous les fonds publics, <b>sans exclusive</b>. À ce titre, les engagements intérieurs et extérieurs de l'Etat sont soumis au contrôle de notre institution, au plan de la régularité, de la qualité de gestion, de la discipline budgétaire et financière, de l'évaluation des programmes publics et de la reddition de compte.</p> <p>La polyvalence de ces contrôles permet d'emprunter <i>selon</i> les normes, les procédures et les référentiels de l'audit financier, bien que celui-ci ne soit pas expressément consacré par les textes sus-évoqués.</p> <p><i>It is an IMPLICIT mandate because our SAI has a general competence to perform audits "a posteriori" on all public funds, with no ?? As such, domestic and foreign commitments of the State are submitted to our institution for the control of the regularity, quality of management, the budgetary and financial discipline, the evaluation of the public programs and financial statements (?).</i></p> <p><i>The diversity of these controls allows borrowing according to the standards, procedures and benchmarks of a financial audit, although the financial audit is not referred to expressly in the above mentioned texts.</i></p> <p><b>Performance audit: implicit mandate</b></p> <p>Same references that for financial audit.</p> <p>Mandat légal IMPLICITE. l'audit financier de la dette publique n'existe pas, ni en tant que système de contrôle indépendant, ni spécifiquement à cette catégorie budgétaire. Mais, il puise sa substance du fait de sa proximité avec les autres contrôles usités sur les comptes publics.</p> <p><i>It is an IMPLICIT mandate. The financial audit of the public debt does not exist, neither as an independent control system, nor specifically to this budget category. Nevertheless, it draws its justification from its proximity with the others audits performed on public accounts.</i></p> <p><b>Comments on the legal mandate</b></p> <p>Théoriquement, il n'y a aucune restriction, au mandat légal de notre ISC, pour la conduite d'un audit de performance, sur la dette publique. Néanmoins, l'exercice effectif de cette mission butte sur des obstacles pratiques, dès lors que les informations et les données disponibles, auprès des structures centrales du ministère des Finances, ont un caractère général est très synthétique, et la Banque d'Algérie, principale gestionnaire de la dette extérieure, n'est pas soumise, de par la loi, à aucun contrôle externe.</p> <p><i>Theoretically, there is no restriction to the legal mandate of our SAI with regard to performing a performance audit of the public debt. Nevertheless, the exercise of such an audit comes up against practical hurdles, as information and data available from the central structures of the Ministry of Finance is characterized by its general and synthetic nature, and the Bank Algeria -which is the main manager of the external debt- is not legally bound to perform any external audit.</i></p>
Burundi	<p><b>Financial audit: explicit mandate</b></p> <p>Articles 32 et 34 du Décret n°100/277/du 27 septembre 2006 portant Création, Attributions, Organisation et Fonctionnement de l'Inspection Générale de l'Etat(IGE).</p> <p><b>Performance audit: explicit mandate</b></p> <p>Articles 8 et 9 du Décret n°100/277/du 27 septembre 2006 précisent le domaine d'intervention de l'IGE notamment le contrôle de la qualité de la gestion axé sur</p>



Question 1.1, 1.2 and 1.3	References of legal mandate to conduct a financial audit & performance audit of public debt + comments
	<p>l'efficacité, l'économie et l'efficience.</p> <p><i>Articles 8 and 9 of the Decree specify the area of intervention of the Audit Institution, specifically the control of the quality of the management with a focus on its efficiency, economy and effectiveness.</i></p> <p><b>Comments on legal mandate: -</b></p>
Democratic Republic of Congo	<p><b>Financial audit: ? mandate (No answer. Inferred, based on text provided: explicit)</b></p> <p>Ordonnance-Loi n° 87-005 fixant la composition, l'organisation et le fonctionnement de la Cour des comptes (06 février 1987). Article 21 qui stipule : La Cour des comptes dispose d'un pouvoir général et permanent de contrôle de la gestion des finances et des biens publics.</p> <p>Ordonnance-Loi n° 87-031 du 22 juillet 1987, article 43; qui exige que le contrôle porte sur la régularité et la sincérité des comptabilités ainsi que la matérialité de leur opérations.</p> <p><i>Article 21 states that the Audit Institution has a general and permanent power to audit the management of the finances and public goods.</i></p> <p><i>Article 43 requires an audit of the regularity and fairness of accounts as well as a control of the materiality of operations.</i></p> <p><b>Performance audit: ? mandate (No answer. Inferred, based on text provided: explicit)</b></p> <p>Ordonnance-Loi précitée, n° 87-005 du 06 février 1987, Art. 21, Art. 25, alinéa 2 : "elle vérifie la régularité des dépenses publiques ainsi que le bon emploi des crédits, fonds et valeurs gérés par les services de l'Etat...".</p> <p>Ordonnance-Loi n° 87-031 relative à la procédure devant la Cour des comptes, Art. 43 qui recommande d'apprécier la qualité et la réalisation des objectifs, les moyens utilisés...</p> <p><i>Ordonnance-Loi n° 87-005 dated 06 February 1987, Art. 21, Art. 25, alinéa 2 : audits the regularity of public expenditures and the good usage of credits, funds and assets managed by Government services ...".</i></p> <p><i>Ordonnance-Loi n° 87-031 regarding the procedure with the Audit Institution, Art. 43, which recommends assessing the quality and the achievement of objectives, means used...</i></p> <p><b>Comments on legal mandate</b></p> <p>Le mandat légal dont dispose la Cour des comptes de la République Démocratique du Congo ne souffre d'aucune restriction ou limitation.</p> <p><i>The legal mandate of the Audit Institution admits of no restriction or limitation.</i></p>
Djibouti	<p><b>Financial audit: implicit mandate</b></p> <p>Loi n°122/AN/01 relative a l'organisation et au fonctionnement de la chambre des comptes et de discipline budgétaire.</p> <p><b>Performance audit: implicit mandate</b></p> <p>Article 2, alinéa 5 de la loi 122/AN/ 01</p> <p><b>Comments on legal mandate: -</b></p>
Gabon	<p><b>Financial audit: implicit mandate</b></p> <p>Article 38 de la loi 11/94 du 17 septembre 1994 fixant l'organisation, la composition, les compétences, le fonctionnement et les règles de procédure de la Cour des comptes.</p> <p>De manière implicite. Les ressources d'emprunts sont une forme de ressource pour l'Etat. La Cour étant chargée, entre autres, du contrôle des recettes, elle est de ce fait habilitée à contrôler la dette publique.</p> <p>L'article ci-dessus cité stipule: " la Cour des comptes est chargée du contrôle des finances publiques. Elle vérifie la régularité des recettes et des dépenses décrits dans les comptabilités publiques et s'assure à partir de ces dernières, du bon emploi des crédits, des fonds et valeurs gérés par les services de l'Etat ou par les autres personnes morales de droit public."</p>



Question 1.1, 1.2 and 1.3	References of legal mandate to conduct a financial audit & performance audit of public debt + comments
	<p><i>Borrowing resources are one of the Government resources. The Audit Institution is responsible, among other things, for auditing revenues and therefore it is entitled to audit the public debt.</i></p> <p><i>Article 38 specifies that the Audit Institution is responsible for auditing public finances. It audits the regularity of revenues and expenditures described in public accounts and checks the good usage of credits, funds and assets managed by Government services or other public entities.</i></p> <p><b>Performance audit: explicit mandate</b></p> <p>Article 106, dernier alinéa de la loi 11/94 du 17 septembre 1994 précitée.</p> <p>Explicite. L'article 106 dit ceci: "le contrôle de la Cour peut porter sur tous aspects ayant trait à l'organisation, au fonctionnement, à l'efficacité et à l'efficience des administrations et services publics."</p> <p><i>Article 106 states that the audit of the Audit Institution can concern all aspects related to the organisation, functioning, efficiency and effectiveness of public administrations and services.</i></p> <p><b>Comments on legal mandate: -</b></p>
Madagascar	<p><b>Financial audit: ? mandate (No answer. Inferred, based on text provided: explicit)</b></p> <p>Constitution Révisée de 2007, article 124 - Loi Organique N° 2004-036 du 1er octobre 2004 sur la Cour Suprême (Cour des Comptes) - Article 276 et Article 278 - Loi Organique sur les Lois des Finances.</p> <p>Constitution article 124: attributions générales de la Cour des Comptes – Loi Organique sur la Cour Suprême- article 276: Jugement des Comptes des Comptables Publics dont l'Agent Comptable Central du Trésor et de la Dette Publique et article 278: Contrôle de l'exécution des lois des finances (Loi de Règlement). Loi Organique sur les lois de Finances dans son article 43: Examen du compte des résultats y compris variation de solde des comptes d'emprunts.</p> <p><b>Performance audit: ? mandate (No answer. Inferred, based on text provided: explicit)</b></p> <p>Article 278 de La Loi Organique de la Cour Suprême</p> <p>Appréciation de la qualité de la gestion dans l'exécution des lois des finances y compris dette publique.</p> <p><i>Assessment of the quality of the management with regard to the implementation of the Finance Act, including the public debt.</i></p> <p><b>Comments on legal mandate: -</b></p>
Senegal	<p><b>Financial audit: ? mandate (No answer)</b></p> <p>La Constitution et la loi organique no 99-70 sur la Cour des Comptes. Articles 68 et 92 de la Constitution et articles 26 et 67 de la loi organique no 99-70 sur la Cour des Comptes.</p> <p><b>Performance audit: ? mandate (No answer)</b></p> <p>La Constitution et la loi organique no 99-70 sur la Cour des Comptes. Articles 68 et 92 de la Constitution et articles 26 et 67 de la loi organique no 99-70 sur la Cour des Comptes.</p> <p><b>Comments on legal mandate: -</b></p>
Togo	<p><b>Financial audit: explicit mandate</b></p> <p>Article 3 deuxième alinéa du décret 72-192 du 15 septembre 1972.</p> <p><b>Performance audit: explicit mandate</b></p> <p>Paragraphe 13 de l'Instruction générale n°1/PR/IGE/73 du 3.</p> <p><b>Comments on legal mandate : -</b></p>

Question 1.1, 1.2 and 1.3	References of legal mandate to conduct a financial audit & performance audit of public debt + comments
<b>ASOSAI</b>	
Bangladesh	<p><b>Financial audit: explicit mandate (Comment: Is it really explicit?)</b></p> <p>The Constitution of the People's Republic of Bangladesh empowers the Auditor General to audit the public accounts of the Republic. SAI Bangladesh has legal mandate to conduct financial audit of public debt.</p> <p>Article 128 (I) of the Constitution provides that the public accounts of the Republic and all courts of law and all authorities and officers of the Government shall be audited and reported on by the Auditor General and for that purpose he or any person authorized by him in that behalf shall have access to all records, books, vouchers, documents, cash, stamps, securities, stores or other government property in the possession of any person in the service of the Republic.</p> <p><b>Performance audit: explicit mandate (Comment: Is it really explicit?)</b></p> <p>The mandate of the SAI of Bangladesh as embodied in the constitution does not impose any restriction in conducting audit of public debt.</p> <p>Article 128 (I) of the constitution covers any audit of the Republic's account in any manner considered appropriate and provides the government auditors unrestricted access to all records. Article 128 (4) of the constitution provides that the Auditor General shall not be subject to the direction or control any person or authority.</p> <p>So the Auditor General is independent of the government for discharging his functions. He determines the nature and type of audit i.e. whether it would be financial or performance audit.</p> <p><b>Comments on legal mandate: -</b></p>
Indonesia	<p><b>Financial audit: explicit mandate</b></p> <p>a. Article 20, 21, 23E, 23F, 23G of 1945 Constitution of the Republic of Indonesia  b. Law of the Republic of Indonesia No. 15 Year 2006 concerning Audit Board  b. Law of the Republic of Indonesia No. 15 year 2004 concerning state financial management and accountability audit  c. Law of the Republic of Indonesia No. 17 year 2003 concerning state finance</p> <p><b>Performance audit: explicit mandate</b></p> <p>a. Article 20, 21, 23E, 23F, 23G of 1945 Constitution of the Republic of Indonesia  b. Law of the Republic of Indonesia No. 15 Year 2006 concerning Audit Board  b. Law of the Republic of Indonesia No. 15 year 2004 concerning state financial management and accountability audit  c. Law of the Republic of Indonesia No. 17 year 2003 concerning state finance</p> <p><b>Comments on legal mandate</b></p> <p>Besides those mandate, Audit Board has a legal mandate to conduct special purpose audit of public debt such as financial related audit and investigative audit.</p>
Mongolia	<p><b>Financial audit: ? mandate (No answer)</b></p> <p>Law of Mongolia on State audit 15.1.4</p> <p><b>Performance audit: ? mandate (No answer)</b></p> <p>Law of Mongolia on State audit 15.1.4</p> <p><b>Comments on legal mandate: -</b></p>
Pakistan	<p><b>Financial audit: implicit mandate</b></p> <p>Section 7, 8, 9 166, 167, 168, 169, 170, 171 of the Constitution of Pakistan, Auditor General of Pakistan Ordinance 2000.</p> <p><b>Performance audit: implicit mandate</b></p> <p>Section 10 of the Auditor General of Pakistan Ordinance 2000</p> <p><b>Comments on legal mandate: -</b></p>

Question 1.1, 1.2 and 1.3	References of legal mandate to conduct a financial audit & performance audit of public debt + comments
Philippines	<p><b>Financial audit: ? mandate (No answer. Inferred, based on text provided: explicit)</b></p> <p>SEC. 26 and 59 of Presidential Decree No 1445 (See C&amp;D)</p> <p>SEC. 2 Article IX-D of the 1987 Constitution (See E)</p> <p><b>Performance audit: ? mandate (No answer. Inferred, based on text provided: explicit)</b></p> <p>1. SEC. 2 Article IX-D of the 1987 Constitution</p> <p>2. SEC. 2 and 25 (1) and (2) of P.D. 1445 (See A&amp;B)</p> <p>3. RA 8182 for projects funded by foreign loans categorized as ODA loans (See F)</p> <p><i>(Personal note: Texts referred to are attached.)</i></p> <p><b>Comments on legal mandate: -</b></p>
Vietnam	<p><b>Financial audit: implicit mandate</b></p> <p>Article 14. Mandates of the State Audit of the State Audit Law</p> <p>"The State Audit shall have mandates for auditing financial statements, the legal compliance and the performance of every agency, institutions managing and using the State budget, funds and assets."</p> <p><b>Performance audit: implicit mandate</b></p> <p>Article 14. Mandates of the State Audit of the State Audit Law</p> <p>"The State Audit shall have mandates for auditing financial statements, the legal compliance and the performance of every agency, institutions managing and using the State budget, funds and assets."</p> <p><b>Comments on legal mandate</b></p> <p>The draft of Law of Public Debt Management will be considered and approved in the next year by the National Assembly of Vietnam.</p>
<b>EUROSAI</b>	
Albania	<p><b>Financial audit: ? mandate (No answer. Inferred, based on text provided: explicit)</b></p> <p>1. The Constitution of Republic of Albania. Article 164.</p> <p>"1. The High State Control submits to the Assembly:</p> <p>a. a report on the implementation of the state budget;</p> <p>b. its opinion on the report of the Council of Ministers for the expenses of the previous financial year, before it is approved by the Assembly;"</p> <p>2. Law nr 8270 date 23.12.1997, change made by the law Nr 8599 date 10.04.2000 "On the State Supreme Institution". Chapter 1 "General Provisions " Article 2</p> <p>"The State Supreme Institution in accordance with legislation and INTOSAI standards may audit the management of state property and the implementation of the state budget of the entities. The audit covers the area of legality regularity financial management and performance."</p> <p>3. The Internal regulation of organization and functioning and of State Supreme Institution approved by chairman, Decision nr 13 dated 01.02.2006. Article 4&amp;7.</p> <p>"Article 4" Types of Audits</p> <p>The audit of regularity and legality performance. The purpose of this audit is to give an objective consideration or a professional and independent assessment in accordance with the financial-economical activities of accountability of each financial report of audited subjects including principal norms, laws and accountability rules into force.</p> <p>"Article 7" The duties of Audit department of the state budget</p> <p>The fulfillment of legal criteria the state loans and their performed operations concerning the internal and external budgetary debt as well as the service toward it.</p> <p>The state loan recording and the state guarantee, in benefit of the third parties ,the respect of annual term of the debt increase, verification of leftover debt, the auction development and treasury bonds, the assessment of organization and the role of market in purchasing treasury bonds the regularity of planning and the performance of payments concerning debts etc.</p>

Question 1.1, 1.2 and 1.3	References of legal mandate to conduct a financial audit & performance audit of public debt + comments
	<p><b>Performance audit: ? mandate (No answer. Inferred, based on text provided: explicit)</b></p> <p>1. The Law "On the State Supreme Institution": "Chapter 1, Article 2" The State Supreme Institution in accordance with legislation and INTOSAI standards may audit the management of state property and the implementation of the state budget of the entities. The audit covers the area legality regularity financial management and performance."</p> <p>2. The Internal regulation : "Article 4" Types of Audits: <b>The audit of performance audit (avalutive)</b></p> <p>The main characteristic is the complexity and larger dimensions comparing with the audit of legality. It deals with the audit of economy, efficiency and effectiveness of the activity of audited bodies.</p> <p><b>Comments on legal mandate</b></p> <p>Based on the Law on management of budgetary system in the Republic of Albania' article 63&amp;64: The Minister of finance submit, within the month June, to the National Assembly the consolidated annual budget implementation report, including:</p> <ul style="list-style-type: none"> <li>a. Annual consolidated accounts for the state financial transactions;</li> <li>b. Report on the annual budget implementation against approved funds;</li> <li>c. Report on the public debt and its composition;</li> <li>d. Report on the use of the reserve and contingency fund</li> <li>e. Information on achievement of objectives, status of financial management and internal control, and internal audit.</li> </ul> <p>A copy of the annual consolidated budget implementation report shall be sent to the State Supreme Institution, which audits the budget annual accounts.</p> <p>Based on the article 164 of the Constitution of Albania and The Law "On the State Supreme Institution, Article 18: The state supreme audit institution submits to the assembly an annual report with its opinion on the final budgetary statement of the Republic of Albania including the audit conclusions. The annual report shall be submitted to the assembly in accordance with the budget law. Its opinion on the Council of Minister's report for the expenditures of the previous financial year before its approved by the assembly.</p>
Lithuania	<p><b>Financial audit: explicit mandate</b> With according of the Lithuanian Laws of Public Debt and Law of National Audit Office</p> <p><b>Performance audit: explicit mandate</b> With according of the Lithuanian Laws of Public Debt and Law of National Audit Office</p> <p><b>Comments on legal mandate:</b> According the above mentioned reglamentations the National Audit Office of Lithuania (NAOL) submits annually to the Parliament an Opinion on Public Debt Reports. These Reports are prepared by Ministry of Finance. These audits are as financial (if data is true and fair) as performance (public debt management).</p>
Macedonia	<p><b>Financial audit: implicit mandate</b> State Audit Law</p> <p><b>Performance audit: implicit mandate</b> State Audit Law</p> <p><b>Comments on legal mandate: -</b></p>
Moldova	<p><b>Financial audit: ? mandate (No answer. Inferred, based on text provided: explicit)</b></p> <p>The Law regarding The Court of Accounts No.312-XIII from 08.12.1994; The Law regarding budgetary system and budgetary process No.847-XIII from 24.05.1996.</p> <p>The Law regarding The Court of Accounts No.312-XIII from 08.12.1994, 3<sup>rd</sup> Chapter, 1<sup>st</sup> Section, 21<sup>st</sup> Article, 1<sup>st</sup> Paragraph stipulates that the Court of Accounts controls the manner of forming, administration and utilization of public financial resources and the manner of management of public patrimony. Through its controls, the Court of Accounts follows up the compliance with the laws and the application of effectiveness, reasonability and efficacy principles in management of material and financial resources of the State; The Law regarding budgetary system and budgetary process No.847 from</p>

Question 1.1, 1.2 and 1.3	References of legal mandate to conduct a financial audit & performance audit of public debt + comments
	<p>24.05.1996, 1<sup>st</sup> Title, 13<sup>th</sup> Article, 1<sup>st</sup> Paragraph stipulates that financial control and audit of state budget incomes and expenditures is conducted by the Court of Accounts.</p> <p><b>Performance audit: ? mandate (No answer. Inferred, based on text provided: explicit)</b></p> <p>The Law regarding The Court of Accounts No.312-XIII from 08.12.1994, 3<sup>rd</sup> Chapter, 1<sup>st</sup> Section, 26<sup>th</sup> Article, 1<sup>st</sup> Paragraph stipulates that the Court of Accounts exerts, from its office or at the place, posterior controls which include financial revisions, theme controls and performance controls (audits).</p> <p><b>Comments on legal mandate</b></p> <p>A new project of the Law regarding the Court of Accounts is examined and shall be approved by the Parliament. In compliance with 30<sup>th</sup> Article, 1<sup>st</sup> Paragraph of the law project, the Court of Accounts will control the management and the use of financial resources and public assets through the following types of audit: regularity audit; performance audit; other types of audit. Regularity audit can be divided into: attestation audit and financial audit (3rd Article of the law).</p>
Ukraine	<p><b>Financial audit: implicit mandate</b> Clauses 2 and 6 Act of Ukraine "On the Accounting Chamber"</p> <p><b>Performance audit: implicit mandate</b> Clauses 2 and 6 Act of Ukraine "On the Accounting Chamber"</p> <p><b>Comments on legal mandate: -</b></p>
Romania	<p><b>Financial audit: explicit mandate (Comment: Is it really explicit?)</b></p> <p>Law no. 94/1992 on organisation and operation of the Romanian Court of Accounts as amended by Law no. 217/2008 (art. no. 17 c)</p> <p>Explicit: "The Romanian Court of Accounts performs its specific tasks on the following fields:...c) forming operation and managing of public debt..."</p> <p><b>Performance audit: implicit mandate</b> Law no. 94/1992 on organisation and operation of the Romanian Court of Accounts as amended by Law no. 217/2008 (art. no. 26.1)</p> <p><b>Comments on legal mandate: -</b></p>
<b>ARABOSAI</b>	
Yemen	<p><b>Financial audit: explicit mandate</b> ARTICLE(7&amp;8) : from Coca's Law and Mandate /clause no,9</p> <p>Explicit as follows :• (7/9Audit of loans, advances, assistance and credit facilities which has been contracted for by the state or any other body subject to the organization control and inspection of supporting vouchers and documents and verification of contracts and agreements to ensure that it was properly recorded in books and records, whether these loans have been received or provided by the state and the above bodies, the organization should ensure that those loans have been received and have been used for the specified activities. If these loans are provided by the state and the above mentioned bodies. The organization should verify repayment of the loans and interests and ensure that they are in accordance with the terms of contracts and agreements. )</p> <p>8/8 (• evaluation and follow-up of loans, grants and assistances from different countries, international and regional institutions and from foreign banks and all debts with the outside world. )</p> <p><b>Performance audit: ? mandate (Is this really a mandate for performance audit?)</b></p> <p>ARTICLE(8 ,clause 8)</p> <p>8/8 (• evaluation and follow-up of loans, grants and assistances from different countries, international and regional institutions and from foreign banks and all debts with the outside world. )</p> <p><b>Comments on legal mandate: -</b></p>

Question 1.1, 1.2 and 1.3	References of legal mandate to conduct a financial audit & performance audit of public debt + comments
<b>CAROSAI</b>	
Belize	<b>Financial audit: explicit mandate</b> Section 16 (1) of the Finance and Audit Reform Act 2005.  <b>Performance audit: NO mandate</b>  <b>Comments on legal mandate: -</b>
<b>PASAI</b>	
Fiji	<b>Financial audit: implicit</b> Fiji Audit Act 2006 section 6.  <b>Performance audit: implicit</b> Fiji : Audit Act 2006 section 6A.  <b>Comments on legal mandate: -</b>

## b) Experience and capacity in public debt auditing (Section 2)

Objective: Obtain information on SAI's experience and capacity in conducting public debt audits

### i) Financial and Performance Audits

#### 2.1 Has your SAI already carried out financial audits of public debt?

If yes, over the last five years how many of the following types of financial audits has your SAI conducted over the last five years?

- Financial compliance
- Financial attestation

#### 2.2 Has your SAI already carried out a performance/value for money audit of public debt?

If yes, please state how many such audits were conducted over the last five years?

#### Comments on replies received

- One respondent (Lithuania) did not give a direct answer concerning the number of performance audits on public debt. From the comments given, we inferred that two performance audits were conducted.
- One incomplete answer: Philippines indicated that they have conducted performance audit but did not specify how many during the last five years.
- Although Vietnam declared that no audits of public debts were conducted, the comment added could lead to requalify the answer (for financial audits).

Although respondents were only asked to provide figures, three respondents also provided detailed comments (Algeria, Lithuania and Vietnam).

#### Conclusions

Experience and capacity in conducting public debt audits vary according to the region concerned and the type of audit.

Overall, 82% of SAIs have experience in conducting financial audits, compared to only 32% for performance audits.

Only four SAIs have an experience in conducting financial compliance audits, financial attestation audits and performance audits (Indonesia, Kenya, Lithuania and Ukraine).

The totality of SAIs from the **French-speaking AFROSAI** have no experience at all in conducting a financial attestation type of audit and, except for Togo, no experience in performance audits.

Five SAIs have **no experience at all in conducting public debt audits**, whether financial or performance

audits (Burundi, Democratic Republic of Congo, Senegal, Vietnam and Romania). Of these, three are part of the French-speaking AFROSAI.

It seems that no relation can be established between the type of audits being or not being conducted and the type of mandate (implicit and explicit).

### Financial audits

A large majority of SAIs (82%) have experience in conducting financial audits. The experience varies from 1 audit over the last five years (Togo) to 1500 audits (Bangladesh), with an average of 4/5 audits for the majority of SAIs. Further investigation would be needed to explain figures like 1500 or 275 financial compliance audits over a period of five years.

The breakdown between financial compliance and financial attestation audits shows that most financial audits are financial compliance audits: 20 SAIs (71.4%) conducted financial compliance audits compared to only 13 (46.4%) for financial attestation audits.

### Performance audits

Only nine SAIs (32%) have some experience in conducting performance audits, and this experience is limited to a maximum of two audits over the last five years.

Types and number of audits of public debt conducted over the last 5 years		
Financial audits (23, 82.1%)		Performance/value for money audit
Financial compliance	Financial attestation	
<b>Yes (20), 71.4%</b>	<b>Yes (13), 46.4%</b>	<b>Yes (9), 32.1%</b>
Albania, Algeria, Bangladesh, Djibouti, Ethiopia, Fiji, Gabon, Indonesia, Kenya, Lithuania, Madagascar, Moldova, Mongolia, Pakistan, Philippines, Togo, Uganda, Ukraine, Yemen, Zimbabwe	Belize, Ethiopia, Fiji, Indonesia, Kenya, Lithuania, Macedonia, Pakistan, Rwanda, Uganda, Ukraine, Yemen, Zimbabwe	Bangladesh, Kenya, Indonesia, Lithuania, Mongolia, Philippines, Togo, Ukraine, Zimbabwe
<b>No (8)</b>	<b>No (15)</b>	<b>No (19)</b>
Belize, Burundi, Democratic Republic of Congo, Macedonia, Romania, Rwanda, Senegal, Vietnam,	Albania, Algeria, Bangladesh, Burundi, Democratic Republic of Congo, Djibouti, Gabon, Madagascar, Moldova, Mongolia, Philippines, Romania, Senegal, Togo, Vietnam	Albania, Algeria, Belize, Burundi, Democratic Republic of Congo, Djibouti, Ethiopia, Fiji, Gabon, Macedonia, Madagascar, Moldova, Pakistan, Romania, Rwanda, Senegal, Uganda, Vietnam, Yemen,



**Detailed results**

*By country, with reminder of the explicit (E) or implicit (I) type of mandate, (E?) meaning explicit by interpretation)*

Question 2.1 and 2.2	Type and number of audits of public debt conducted over the last 5 years		
	Financial audits		Performance/value for money audit
	Financial compliance	Financial attestation	
AFROSAI - English			
Ethiopia	Yes (4) I	Yes (4)	No I
Kenya	Yes (35) E	Yes (2)	Yes (1) on the utilization of loans under the 40% of the granted amount E
Rwanda	No I	Yes (5)	No I
Uganda	Yes (5) E	Yes (5)	No E
Zimbabwe	Yes (4) I	Yes (4)	Yes (0) The last performance audit was for the period 1985-1999 I
AFROSAI - French			
Algeria*	Yes (5) I	No	No I
Burundi	No E	No	No E
Democratic Republic of Congo	No E?	No	No E?
Djibouti	Yes (2) I	No	No I
Gabon	Yes (2) focused on domestic debt I	No	No E
Madagascar	Yes (5) E?	No	No E?
Senegal***	No ?	No	No ?
Togo	Yes (1) E	No	Yes (1) E
ASOSAI			
Bangladesh	Yes (1500) E	No	Yes (1) E
Indonesia	Yes (4) E	Yes (4)	Yes (1) still on going E
Mongolia	Yes (5) ?	No	Yes (2) ?
Pakistan	Yes (2) I	Yes (2)	No I
Philippines	Yes (275) an estimate of 55 audit reports prepared annually E?	No	Yes (?) foreign assisted projects only E?
Vietnam****	No? I	No	No I
EUROSAI			
Albania	Yes (5) E?	No	No E?
Lithuania**	Yes (5) E	Yes (5)	Yes (2)? E
Macedonia	No I	Yes (3)	No I
Moldova	Yes (5) E?	No	No E?
Ukraine	Yes (3) I	Yes (3)	Yes (2) I
Romania	No E	No	No I
ARABOSAI			
Yemen	Yes (10) E	Yes (10)	No ?
CAROSAI			
Belize	No E	Yes (5)	No -
PASAI			
Fiji	Yes (5) as part of the audit of Gov. accounts I	Yes (5) as part of the audit of Gov. accounts	No I



## Respondents' comments

### \*Algeria

"A préciser que les audits financiers ne sont pas spécifiques, à la dette publique. Cependant, les charges budgétaires, de cette dernière, font l'objet, chaque année, d'un contrôle de régularité et d'une revue analytique de son impact financier sur le budget général de l'État (BGE), effectués périodiquement sur les charges communes notamment, en vue de la contribution de la Cour au rapport d'appréciation sur l'avant projet portant loi de règlement budgétaire (APLRB)."

*It is worth noting that financial audits are not specific to public debt. Nevertheless, a compliance audit on the budgetary expenses of the public debt is conducted annually as well as an analysis of its financial impact on the global budget of the Government. Checks are periodically carried out on common costs, to allow the Cour des Comptes to contribute to the evaluation report of the Budget draft Bill (APLRB).*

"La mesure de performance s'insère, parfois, dans le contrôle de la qualité de gestion et l'évaluation des programmes d'investissement public faisant appel à un financement extérieur. De ce point de vue, notre ISC exécute fréquemment des contrôles qui abordent les aspects de performance sur des volets très restreints de la dette publique."

*The measurement of performance can, sometimes, take place in the framework of an audit of the quality of management and the evaluation of public investment programmes resorting to external financing. From this point of view, our SAI frequently conducts audits that cover performance aspects of very restricted areas in public debt.*

### \*\*Lithuania

"In 2007 NAOL conducted evaluation audit of Public debt management for the first time, the audit evaluated management strategy and risk management of Public Debt, identification of need for borrowing; cash management and other issues. Since 2008 during the annual audit of Public Debt Report NAOL also evaluated macroeconomic and public debt indicators and dynamic, public debt management per the year, debt cost, etc."

### \*\*\*Senegal: ("Programme 2009")

*DMFAS comment: Does it mean that Senegal is planning to conduct a compliance audit in 2009?*

### \*\*\*\*Vietnam

"We did not conduct a special audit of PDM, but in conducting the Government financial statements every year, there is a part certifying the government debt. Moreover, we have conducted some audits on ODA programmes of some projects and the using ODA fund for lending by some stateowned banks for the State particular goals..."

## ii) Familiarity with the country's debt management system

### Use of DMFAS or another DMS

#### 2.3 Does your government's Debt Office use the UNCTAD's DMFAS for its debt management?

If No, please state the name of the debt management system is use:

### Comments on replies received

The Central Bank of Algeria is using DMFAS to manage the country's external debt. Nevertheless the respondent answered that DMFAS is not being used. The reason may be that he ignores that DMFAS has been installed in the Central Bank.

We did not correct the answer, but reflected Algeria's situation in the table below.

### Conclusion

A large majority of SAIs (75%) are using DMFAS to manage their debt, while three SAIs are using CS-DRMS and four SAIs other systems.

Countries using DMFAS		Countries using another debt management system	
21 (+ Algeria)	75%	7	25%
		Which DMS?	
		CS-DRMS (Belize, Fiji and Kenya)	
		Tools for internal control management and public debt monitoring (Algeria)	
		DAIDA & Debt/Pro (Senegal)	
		Excel spreadsheets (Macedonia)	
		Public Debt Management Information and Analytical System, by Softline co. (Ukraine)	

## Use of DMS reports/data for audit purposes

### 2.4 Has your SAI used the data and/or reports from the debt management system for audit purposes?

#### Comments on replies received

Philippines said DMFAS data/reports were **not** used for audit purposes, but in view of the explanation given (reports used for reference purposes in an audit), we could conclude that the answer should be YES.

#### Conclusion

A significant majority of SAIs (78.6%) are using data/reports produced by their debt management system for audit purposes. Among these, all ARABOSAI, CAROSAI, EUROSAI and PASAI. The lowest rate is in the French-speaking AFROSAI countries, where only of four countries (50%) use their DMS for audit purposes.

SAIs using reports/data from the DMS for audit purposes	SAIs NOT using reports/date from the DMS for audit purposes
22 78.6%	6 21.4%

One would expect to observe that countries using a DMS **and** conducting financial public debt audits would use reports/data from the DMS for audit purposes. This is true, except for three countries: Gabon, Philippines (see comment on Philippines's answer) and Zimbabwe.

Unsurprisingly, three countries (Burundi, Democratic Republic of Congo and Senegal) indicated they are using a DMS but that reports/data from the DMS are **not used** for audit purposes: the explanation is that they are not conducting any type of audit of public debt, as indicated in previous section (i).

A surprising result however is that two respondents (Romania and Vietnam) declared that their SAI never conducted financial/performance audits but at the same time they stated that DMFAS data/reports were used for audit purposes (maybe other audits than public debt audits). For Vietnam, the explanation can be that "in conducting the Government financial statements every year, there is a part certifying the government debt."

## Review of the effectiveness of the use of the DMS by auditees and nature of the audit examination

### 2.5 Has your SAI examined the effectiveness of the use of the debt management system by the auditee(s)?

If Yes, please briefly describe below the nature of your audit examination of the debt management system used by the auditee(s)

#### Comments on open-ended question

One SAI (Mongolia) did not answer the question about the nature of the audit examination although it answered Yes to the question 2.5.

One SAI (Togo) did not describe the nature of the audit examination; the respondent indicated that DMFAS was managing data related to the administration, mobilization and service of debt.

It is very difficult to infer from Algeria's reply the nature of the audit examination.

#### Conclusion

Only seven SAIs (25%) have reviewed the effectiveness of the use of the debt management system.

SAls that reviewed the effectiveness of the use of the DMS	SAls that did NOT review the effectiveness of the use of the DMS
7 25.0%	21 75.0%
AFROSAI-English: (1) Kenya AFROSAI-French: (2) Algeria and Togo ASOSAI: (3) Indonesia, Mongolia, Pakistan EUROSAI: (1) Lithuania	

Only four “usable” comments were collected about the nature of the audit examination:

- Review of the recording of both data input and output or report production (Kenya).
- Review of the fairness of management attestation regarding debt figures produced by the system (Indonesia).
- Assessment of internal controls of the IT system substantive tests on data (Pakistan).

- Examination of the IT system, including DMFAS, and evaluation of weaknesses (Lithuania).

Two audits concerned the IT systems and two audits concerned the data produced by the DMS.

## Additional comments on the familiarity with the DMS

### 2.6 Please provide any additional comments on your familiarity with UNCTAD’s DMFAS or any other debt management system used by your auditee(s)

#### Comments on replies received:

#### No proper answer to the specific question about familiarity with the DMS

In their additional comments on the familiarity with DMFAS, Algeria, Bangladesh, Burundi, Fiji, Indonesia, Lithuania, Pakistan and Yemen did not address the topic. The reason may be that the question was not understood or that they only read the first part of the question...

- Algeria explains that public debt is analyzed based on performance indicators that are compared to the main financial management ratios of the country.
- Bangladesh rather describes the DMS used before DMFAS and informs that the implementation of DMFAS planned in the Ministry of Finance will allow to have a full recording and management of the public debt.
- Burundi specifies which institution is using DMFAS.
- Fiji notes that the system (DMFAS) is not used in the country. The respondent did not understand that the question was about any DMS and not only DMFAS.
- Indonesia commented on the relationship between the DRM outputs and skills of people using the system.

- Lithuania’s comment was related to the previous question (They indicated that they did not evaluate the effectiveness of the new IT system used for public debt management.)
- Pakistan made a comment on current exchange rates being used by DMFAS instead of historical exchange rates required for their reporting needs.
- Yemen promotes DMFAS as the “best system for paying back debts”.

#### Conclusion

Out of the 14 comments on the familiarity with the debt management system, only 6 comments addressed the question. All comments confirm that auditors are not familiar with the DMS used in their country:

- Two respondents said they were not familiar with the system (Kenya and Rwanda).
- Two respondents reported having a limited knowledge (Djibouti and Vietnam).
- One respondent reported having an elementary knowledge (Albania).
- One responded seemed to have some familiarity with DMFAS reports (Moldova) but not with the DMS itself.

## Detailed results

Question 2.3, 2.4, 2.5 and 2.6		Familiarity with the country's debt management system		
	Use of DMFAS	Other system	DMS reports/data used for audit purposes	Review of the effectiveness of the use of the DMS
<b>AFROSAI - English</b>				
Ethiopia	X		Yes	No
Kenya	–	CS-DRMS 2000+	Yes	Yes
	<b>Nature of the audit examination of the DMS</b> Review of the recording of both data input and output or report production  <b>Comments on familiarity with the DMS</b> Hardly familiar			
Rwanda	X		Yes	No
	<b>Comments on familiarity with the DMS</b> We are not yet familiar with the debt management software used by the Ministry of Finance and Economic Planning of the Republic of Rwanda, because when we started auditing the public debt management, the system had broken down and presently in 2008 is when the repair and upgrading is being carried out.			
Uganda	X		Yes	No
Zimbabwe	X		No	No
<b>AFROSAI - French</b>				
Algeria	Yes <i>only for external debt</i> <sup>2</sup>	No specific system: tools for internal control management and public debt monitoring (a)	Yes (b)	Yes (c)
	<p>(a) Au lieu d'un système en soi, il est plutôt fait référence aux outils de gestion de contrôle interne et de suivi de la dette publique, conformément aux standards internationaux, particulièrement ceux préconisés par la Banque mondiale et le FMI avec lequel la dette extérieure Algérienne a fait l'objet d'un traitement.</p> <p>(b) Principalement, les situations chiffrées et commentaires reçus du ministère des Finances, en l'occurrence les directions générales du Budget (DGB), du Trésor (DGT), de la Comptabilité (DGC), la Banque d'Algérie, la Banque Algérienne de développement (BAD) et, l'Agence comptable centralisatrice du Trésor (ACCT).</p> <p>Parmi ces données et rapports, on citera notamment : Le rapport de présentation du projet de loi de finances ; la où les lois de finances de l'année ; le compte administratif de la DGB ; le compte de gestion du trésor (balance et décennaleire) ; la situation éconômée des opérations de trésorerie - SROT de l'ACCT (Dette intérieure et extérieure) ; la situation économique et financière du pays ; les notes de conjoncture, de la Banque d'Algérie, sur la situation et l'évaluation de la dette externe ; et la situation du Fonds de régulation des recettes (FRR).</p> <p>(c) Le système de gestion de la dette publique, jusque-là en vigueur, est de nature classique; le contrôle régulièrement effectué est à prépondérance comptable, il a porté sur la régularité des remboursements des emprunts contractés, le mode et les instruments de mobilisation de l'épargne interne, l'évaluation de l'impact financier de l'endettement extérieur et le suivi de son évolution.</p> <p><b>Nature of the audit examination of the DMS</b>  L'examen du système de gestion de la dette publique a été partiel, mais mieux ciblé, il a été axé fondamentalement sur la régularisation des charges budgétaires de l'endettement public qui grèvent lourdement le budget de l'État, en corrélation avec la mise à contribution du FRR, le remboursement par anticipation de la dette extérieure du pays, le développement du marché des valeurs d'État pour la mobilisation de l'épargne interne, le traitement actif d'une partie de la dette externe, les mécanismes de</p>			

<sup>2</sup> Comment added by DMFAS. Algeria answered that DMFAS was not used to manage public debt, but the answer has been corrected as DMFAS is being used in the Central Bank to manage external debt.

Question 2.3, 2.4, 2.5 and 2.6	Familiarity with the country's debt management system			
	Use of DMFAS	Other system	DMS reports/data used for audit purposes	Review of the effectiveness of the use of the DMS
	<p>gestion et de prévision etc.</p> <p>Au plan comptable, cet examen a porté, entre autres, sur : l'imputation des dépenses sur les crédits budgétaires ; l'exactitude et la régularité des opérations comptables ; l'existence du visa du contrôleur financier ; le respect des règles budgétaires de la comptabilité et publique.</p> <p><i>The review of the public debt management system was partial, but better targeted. It basically focused on the regularization of the budget expenses of the public debt that are a heavy burden for the State budget, in correlation with the contribution from the Fund for the Regulation of Receipts (FRR), the advance repayment of the country's external debt, the development of the market for Government securities to mobilize domestic savings, the active handling of one part of the external debt, the management and forecasting mechanisms, etc.</i></p> <p><i>On the accounting side, the review concerned, among other things, the allocation of expenses to the budget credits; the accuracy and regularity of accounting operations; the existence of an approval from the financial controller, the respect of the budget rules of public accounting.</i></p> <p><b>Comments on familiarity with the DMS</b></p> <p>La dette publique, qui est appréhendée en principal et intérêts, fait l'objet d'une analyse à l'aide d'indicateurs de performance, mis en rapport avec les principaux ratios de la gestion financière du pays, à savoir : Encours de la dette publique par rapport au PIB ; Service de la dette publique par rapport au PIB ; Service de la dette publique par rapport aux recettes budgétaires ; Service de la dette publique par rapport aux dépenses budgétaires ; Solde budgétaire par rapport au PIB ; Solde global du trésor (SGT) par rapport au PIB et PIB HH (Hors hydrocarbures) ; Contribution du Fonds de régulation des recettes (FRR) dans le financement du solde global du trésor (%) ; Contribution du FRR dans la réduction du service de la dette publique.</p>			
Burundi	X		No	No
	<p><b>Comments on familiarity with the DMS</b></p> <p>Le SYGADE, logiciel fourni par la CNUCED, est utilisé par le Département ayant en charge la gestion de la dette au Ministère de l'Economie, des Finances et de la Coopération au Développement.</p>			
Democratic Republic of Congo	X		No	No
Djibouti	X		Yes	No
	<p><b>Comments on familiarity with the DMS</b></p> <p>Connaissances limitées.</p> <p><i>Limited knowledge.</i></p>			
Gabon	X		No	No
Madagascar	X		Yes	No
Senegal	—	DAIDA & Debt/Pro (a)	No	No
	<p>(a) Il s'agit de deux logiciels maison (DAIDA) automatisation des investissements, de la dette et des aides hors budget et Dette/Pro pour l'analyse de la viabilité de la dette publique.</p> <p><i>Two in-house softwares (for investments, debt and grants) and Debt/Pro for the sustainability analysis of the public debt.</i></p>			
Togo	X		Yes	Yes
	<p><b>Nature of the audit examination of the DMS</b></p> <p>Le SYGADE gère principalement les données ci-après :</p> <ul style="list-style-type: none"> <li>- administration: qui permet de saisir les informations relatives aux emprunts</li> <li>- mobilisation: pour enregistrer les tirages réels</li> <li>- service: destiné à enregistrer les opérations du service de la dette ainsi que les soldes historiques.</li> </ul>			

Question 2.3, 2.4, 2.5 and 2.6	Familiarity with the country's debt management system			
	Use of DMFAS	Other system	DMS reports/data used for audit purposes	Review of the effectiveness of the use of the DMS
ASOSAI				
Bangladesh	X		Yes	No
	<b>Comments on familiarity with the DMS</b> There are two major information systems that have been developed specifically for use by government debt managers. These are UNCTAD'S Debt Management and Financial Analysis System (DMFAS) and Commonwealth Secretariat Debt Recording and Management System (CS-DRMS). Both systems are widely used and are designed to assist countries in capturing and storing instrument-by-instrument information in a computerized system, both also include features that can analyze the stored information.  The Government of Bangladesh has adopted UNCTAD'S DMFAS. Previously information was maintained in ledgers and files which required large staff to maintain and update database. There was also scope for inadvertent clerical errors. The arrival of spread sheet (Excel) facilitated the work. It however provides relief but the task required extensive record keeping and enormous amount of number crunching. At present DMFAS is not working here fully, but a process for setting up UNCTAD'S system under Ministry of Finance is underway. Since a full fledged set up is going to be established under Ministry of Finance it can be expected that a sound Public Debt recording and management systems will be ensured.			
Indonesia	X		Yes	Yes
	<b>Nature of the audit examination of the DMS</b> We examine the fairness of management attestation regarding the figure of the debt which is the result of the system by comparing data come out from the related institution such as Ministry of Finance, Central Bank and line ministry.  <b>Comments on familiarity with the DMS</b> DMFAS is a wellknown debt management system, but the output from the system is still depended on the people who manage it.			
Mongolia	X		Yes	Yes
Pakistan	X		Yes	Yes
	<b>Nature of the audit examination of the DMS</b> We have online access to DMFAS. We assess Internal Controls of the IT System and we use the data for substantive tests.  <b>Comments on familiarity with the DMS</b> In DMFAS we have noted that the exchange rate used is current, where as our reporting requirement is use of historical exchange rate. This is material due to fluctuation between Rupee and Dollar rates.			
Philippines	X		No (a) <sup>3</sup>	No
	(a) [Reports from the DMS are used only] For reference purpose in audit. Reports audited are from the Bureau of the Treasury – National Government Debt Accounting Division (NGDAD)			
Vietnam	X		Yes	No
	<b>Comments on familiarity with the DMS</b> In practice, we did not conduct a special audit of PDM, so that understanding of UNCTAD's DMFAS is limited.			
EUROSAI				
Albania	X		Yes	No
	<b>Comments on familiarity with the DMS</b> Debt Office in Ministry of Finance use UNCTAD's DMAS for manage external debt. For this program we obtain knowledge about the data base , type of transaction etc mainly in elementary level			

<sup>3</sup> In view of the explanation (reports used for reference purposes in an audit) the answer should be changed to YES.

Question 2.3, 2.4, 2.5 and 2.6	Familiarity with the country's debt management system			
	Use of DMFAS	Other system	DMS reports/data used for audit purposes	Review of the effectiveness of the use of the DMS
Lithuania	X		Yes	Yes
	<b>Nature of the audit examination of the DMS</b> During the performance audit which was conducted in 2007 we examined IT system (it also include DMFAS) used by Ministry of Finance and evaluated a lot of weaknesses.  <b>Comments on familiarity with the DMS</b> Since 2008 Ministry of Finance (Public Debt Office) started to use new IT system for public debt management and cash management. NAOL didn't evaluate the effectiveness of this new system.			
Macedonia	–	Excel spreadsheets (a)	Yes	No
	(a) I would like to inform you that the government's Debt Office does not use UNCTAT system. As regards the recording of the public debt, it is maintained excell spreadsheets. At the moment, there is a project being prepared for the unified register of the public debt.The system will be in-house, in accordance with our needs.			
Moldova	X		Yes	No
	<b>Comments on familiarity with the DMS</b> Within the control of management of public debt and compliance with the government warranties for the internal and external loans during the year of 2007, performed by the Court of Accounts, were analysed data reports generated by DMFAS.			
Ukraine	–	Public Debt Management Information and Analytical System, by Softline co. (Ukraine)	Yes	No
Romania	X		Yes	No
ARABOSAI				
Yemen	X		Yes	No
	<b>Comments on familiarity with the DMS</b> Central bank of Yemen adopts DMFAS system which is the Debt Management and Financial Analysis System/DMFAS that is adopted by all international organisations as the best system for paying back debts.			
CAROSAI				
Belize	–	CS-DRMS	Yes	No
PASAI				
Fiji	–	CS-DRMS	Yes	No
	<b>Comments on familiarity with the DMS</b> This system is not used in Fiji.			



### iii) Audit procedures and audit plans

#### 2.7 Does your SAI have an approved set of audit procedures for undertaking public debt audit?

If Yes, are those procedures embedded in an audit manual?

If Yes to either one of the above questions, are the audit procedures or manual aligned to the following INTOSAI guidelines on public debt auditing: (please select any many of the choices below as applicable).

#### 2.8 Are your public debt audit working papers aligned with the procedures prescribed by your SAI?

(Completely, Mostly, Rarely, Not at all, Not relevant since SAI does not have any prescribed procedures for public debt audit)

#### 2.9 Over the next two years, how many public debt audits is your SAI planning to conduct?

### Comments on replies received

Inconsistent answers were received from three SAIs (Moldova, Mongolia and Yemen): the respondents declared that there is **no approved set of audit procedures** for undertaking public debt audit but that public debt audit working papers are **completely aligned** (Moldova and Mongolia) or **rarely aligned** (Yemen) with procedures prescribed. The expected answer was: “Not relevant since SAI does not have any prescribed procedures for public debt audit”. Can it be that they have procedures but not approved ones?

Inconsistent answer from Uganda: the respondent declared that there is a **set of audit procedures** for undertaking public debt audit but for question 2.8 he

selected “Not relevant since SAI does not have any prescribed procedures for public debt audit”.

### Conclusions

#### Approved set of audit procedures for public debt auditing

A small majority of SAIs (53.6%) has no approved set of audit procedures for undertaking public debt audits. These SAIs are mainly from French-speaking AFROSAI, EUROSAI and ARABOSAI.

Among the 13 SAIs that have audit procedures (46.4%), only 6 have their audit procedures embedded in an audit manual. The 6 SAIs are from the English-speaking AFROSAI and ASOSAI.

SAIs with an approved set of audit procedures for public debt audit...		SAIs with NO approved set of audit procedures for public debt audit
	13 46.4%	15 53.6%
	...embedded in an audit manual: 6 46.2%	...NOT embedded in an audit manual: 7 53.8%
AFROSAI-English (4)	Rwanda, Uganda	Kenya, Zimbabwe
AFROSAI-French: (2)		Algeria and Togo
ASOSAI (4)	Bangladesh, Indonesia, Pakistan, Philippines	
EUROSAI (1)		Lithuania
CAROSAI (1)		Belize
PASAI (1)		Fiji

As expected, among the SAIs that do not have audit procedures, we find the five SAIs that have not conducted any public debt audit over the last five years (Burundi, Democratic Republic of Congo, Romania, Senegal and Vietnam).

#### Alignment to INTOSAI guidelines

Out of the 13 SAIs that have approved audit procedures for public debt, 10 have their procedures aligned to INTOSAI guidelines on public debt auditing. One country (Togo) declared that its procedures are aligned to all INTOSAI guidelines. *The Guidance for conducting a public debt audit – The use of substantive tests in financial audits* is the most used document.



INTOSAI guidelines on public debt auditing	Nb SAIs	SAIs
Guidance for conducting a public debt audit – The use of substantive tests in financial audits	7	Bangladesh, Belize, Indonesia, Kenya, Pakistan, Togo, Zimbabwe
Guidance on definition and disclosure of public debt	3	Kenya, Fiji, Togo,
Guidance for planning and conducting an audit of Internal controls of public debt	5	Algeria, Pakistan, Togo, Uganda, Zimbabwe
Implementation guidelines for performance auditing	4	Indonesia, Kenya, Togo, Zimbabwe

### Alignment of public debt audit working papers to SAI's prescribed procedures

Out of the 13 SAIs that have approved audit procedures for public debt, 11 SAIs declared that public debt audit working papers were mostly aligned with procedures prescribed by their SAI and one country that its working papers were completely aligned.

The 15 SAIs that have no approved set of audit procedures for undertaking public debt audits should have selected the “No relevant” option. As this was not the case, the table below shows original answers and corrected answers.

Extent to which public debt audit working papers are aligned with the procedures prescribed by the SAI	Nb SAIs Original figures	Corrected figures <sup>4</sup>	SAIs
Completely	3	1	Togo
Mostly	11	11	Kenya, Rwanda, Zimbabwe, Algeria, Bangladesh, Indonesia, Pakistan, Philippines, Lithuania, Belize, Fiji
Rarely	1	0	
Not at all	0	0	
Not relevant since SAI does not have any prescribed procedures for public debt audit	13	15	
		One answer cannot be requalified	Yemen

<sup>4</sup> Based on the correction of inconsistencies.

## Audit plans

Twenty-three SAIs (82%) answered the question about their audit plans for the next two years and figures are globally consistent with answers provided in questions 2.1 and 2.2 about the number of public debt audits carried out over the last five years. The average is two audits planned for the next two years, with some exceptions like 20 and 800/900 audits announced respectively by Yemen and Bangladesh.

Nevertheless, not all SAIs conducting public debt audits were able to answer how many audit plans were scheduled for the next two years (Philippines, Gabon and Macedonia).

It was also expected that the five SAIs that did not conduct any public debt audit over the last five years (Burundi, Democratic Republic of Congo, Romania, Senegal and Vietnam) would not indicate any figure. This was true only for Burundi and the Democratic Republic of Congo:

- Surprisingly, Romania which has not conducted any audit of public debt over the last five years and which has no approved audit procedures declared that 8 public debt audits were planned for the next two years.
- Two SAIs (Senegal and Vietnam) that have not conducted any audit of public debt over the last five years and that have no approved audit procedures declared that they might perform a public debt audit during the next two years:
  - Senegal: a pilot audit in 2009, after receiving a training seminar in public debt audit late 2008.
  - Vietnam: an audit depending on the Audit Plan that was to be approved in December 2008.

## Detailed results

Question 2.7, 2.8 and 2.9	Audit procedures for undertaking public debt audit			Working papers aligned on procedures	Audit plans for next 2 years
	Approved audit procedures?	If yes, embedded in audit manual?	INTOSAI guidelines		
AFROSAI - English					
Ethiopia	No	–		Not relevant	2
Kenya	Yes	Yes	- Guidance for conducting a public debt audit - Guidance on definition and disclosure of public debt - Implementation guidelines for performance auditing	Mostly	4 (two every year)
Rwanda	Yes	No		Mostly	2 (one each year)
Uganda	Yes	No	Guidance for planning and conducting an audit of Internal controls of public debt	Not relevant (?)	2
Zimbabwe	Yes	Yes	- Guidance for conducting a public debt audit - Guidance for planning and conducting an audit of Internal controls of public debt - Implementation guidelines for performance auditing	Mostly	3
AFROSAI - French					
Algeria*	Yes	No	Guidance for planning and conducting an audit of Internal controls of public debt	Mostly	2 non exhaustive and not specific to public debt
Burundi**	No	–		Not relevant	–
Democratic Republic	No	–		Not relevant	–

Question 2.7, 2.8 and 2.9	Audit procedures for undertaking public debt audit			Working papers aligned on procedures	Audit plans for next 2 years
	Approved audit procedures?	If yes, embedded in audit manual?	INTOSAI guidelines		
of Congo					
Djibouti	No	–		Not relevant	1
Gabon***	No	–		Not relevant	–
Madagascar	No	–		Not relevant	3
Senegal****	No	–		Not relevant	1
Togo	Yes	No	<ul style="list-style-type: none"> <li>- Guidance for conducting a public debt audit</li> <li>- Guidance on definition and disclosure of public debt</li> <li>- Guidance for planning and conducting an audit of Internal controls of public debt</li> <li>- Implementation guidelines for performance auditing</li> </ul>	Completely	2
<b>ASOSAI</b>					
Bangladesh	Yes	Yes	Guidance for conducting a public debt audit	Mostly	800-900
Indonesia	Yes	Yes	<ul style="list-style-type: none"> <li>- Guidance for conducting a public debt audit</li> <li>- Implementation guidelines for performance auditing</li> </ul>	Mostly	2
Mongolia	No	–		Completely (?)	3
Pakistan	Yes	Yes	<ul style="list-style-type: none"> <li>- Guidance for conducting a public debt audit</li> <li>- Guidance for planning and conducting an audit of Internal controls of public debt</li> </ul>	Mostly	2
Philippines	Yes	Yes (in Guidelines)		Mostly	–
Vietnam	No	–		Not relevant	1 ? (Audit plan for the next year will be approved in Dec. 2008)
<b>EUROSAI</b>					
Albania	No	–		Not relevant	2
Lithuania	Yes	No		Mostly	2 (one audit per year in accord. with regulation)
Macedonia	No	–		Not relevant	–
Moldova	No	–		Completely (?)	2
Ukraine	No	–		Not relevant	2
Romania	No	–		Not relevant	8
<b>ARABOSAI</b>					
Yemen	No	–		Rarely (?)	20

Question 2.7, 2.8 and 2.9	Audit procedures for undertaking public debt audit			Working papers aligned on procedures	Audit plans for next 2 years
	Approved audit procedures?	If yes, embedded in audit manual?	INTOSAI guidelines		
CAROSAI					
Belize*****	Yes	No	Guidance for conducting a public debt audit	Mostly	2 (one per fiscal year)
PASAI					
Fiji	Yes	No	Guidance on definition and disclosure of public debt	Mostly	2 (with the accounts of Gov. In the next 2 years)

\* Algeria (comment to question 2.8)

Principales modalités du contrôle usitées par notre ISC : exactitude et sincérité des écritures (concordance et rapprochements comptables) ; régularité des opérations et conformité avec les lois et règlements en vigueur ; évaluation et analyse des résultats de gestion ; appréciation des procédures et des conditions de gestion ; recommandations.

*Main modes of control used by our SAI: accuracy and fairness of accounting entries (consistency and reconciliation of accounts); regularity of operations and compliance with laws and regulations in force; evaluation and analysis of the results of management; assessment of management procedures and requirements; recommendations.*

\*\* Burundi (comment to question 2.9)

Le nombre d'audits de la dette publique est subordonné à la mise à disposition de l'IGE du logiciel SYGADE et au renforcement des capacités de ses cadres

*The number of public debt audits is subject to the availability of DMFAS software to IGE staff and to the strengthening of managerial staff capacity.*

\*\*\* Gabon (comment to question 2.9)

Après ce programme de formation, la Cour pourrait sûrement mener un audit de la dette publique.

*After this training program, the SAI could certainly carry out an audit of the public debt.*

\*\*\*\* Senegal (comment to question 2.9)

Un audit pilote en 2009 suite au séminaire sur l'audit de la dette publique organisé par la Cour en octobre 2008.

*One pilot audit in 2009 following the public debt audit seminar organized by the SAI in October 2008.*

\*\*\*\*\* Belize (comment to question 2.9)

One per fiscal year in accord with statutory requirements of the Finance and Audit Reform Act 2005.

## iv) Human resources

**2.10 Do you have a separate organisational unit that specializes in public debt auditing?**

**2.11 How many staff members are either engaged in conducting audits or likely to conduct audits of public debt over the next two years?**

**2.12 Has your SAI staff received training or advisory services in the area of public debt management audits over the last five years?**

If Yes, please provide the following data?

### Comments on replies received

Question 2.10 (Separate organization unit)

No answer from the Democratic Republic of Congo.

Question 2.11 (Number of staff engaged or to be engaged in public debt audits)

No or no usable answer from Burundi, Philippines, Senegal and Vietnam.

Question 2.12 Training received

No answer from Philippines about whether or not training was received.

Incomplete answer from Yemen: they received training but did not provide any details.

### Conclusions

#### Separate organizational unit specialized in public debt auditing

Almost half of the SAIs (46.4%) have a separate organizational unit that is specialized in public debt auditing. This rate applies to all regions, except for French-speaking AFROSAI where only one country out of eight has a separate organizational unit.

SAIs that have a separate organizational unit specialized in public debt auditing		SAIs that do NOT have a separate organizational unit specialized in public debt auditing
	13 46.4%	14 50.0%
AFROSAI-English (3)	Kenya, Rwanda, Zimbabwe	Algeria, Belize, Burundi, Djibouti, Ethiopia, Gabon, Lithuania, Macedonia, Madagascar, Pakistan, Philippines, Senegal, Uganda, Vietnam
AFROSAI-French: (1) (no answer from DRC)	Togo	
ASOSAI (3)	Bangladesh, Indonesia, Mongolia,	
EUROSAI (4)	Albania, Moldova, Ukraine, Romania	
ARABOSAI (1)	Yemen	
PASAI (1)	Fiji	

#### Staff members engaged or to be engaged to conduct audits of public debt over the next 2 years

Three hundred thirty staff from SAIs included in the survey are engaged or are likely to be engaged in public debt audits over the next two years. ASOSAI alone represents 73 % of this figure, with Bangladesh

and Indonesia alone accounting for 70% of the total for all SAIs.

When organizing e-learning and workshops sessions, special attention should be given to Bangladesh and Indonesia as the number of staff to be trained is exceptionally high.

**Estimate of staff members engaged or to be engaged to conduct audits of public debt over the next 2 years, by region**

AFROSAI-English	22 staff
AFROSAI-French (missing data for 2 SAIs)	20 staff
ASOSAI (missing data for 2 SAIs)	241 staff      Bangladesh: 160 Indonesia: 70
EUROSAI	28 staff
ARABOSAI	15 staff
CAROSAI	2 staff
PASAI	2 staff

**Training or advisory services received in the area of public debt management over the last 5 years**

Eleven SAIs (39.3%) have received training in the area of public debt management audit.

Topics covered during training received include: public debt audit (6); audit of public debt management (2); management of public debt (3); public debt knowledge; fiscal risk and liabilities; elaboration of a financial audit manual, etc.

Almost all SAIs expressed a high level of satisfaction on training received.

**Training/Advisory services received by SAIs in the area of public debt management**

Yes	No	No answer
11 39.35%	16 57.1%	1 3.6%

**Staff that received training in the area of public debt management over the last 5 years, by region**

AFROSAI-English	27 staff
AFROSAI-French (missing data for 2 SAIs)	49 staff
ASOSAI (missing data for 2 SAIs)	231 staff      Bangladesh: 151 Pakistan: 80
EUROSAI	6 staff
ARABOSAI	No data provided on training received.
CAROSAI	0 staff
PASAI	0 staff

**Detailed results**

Question 2.10, 2.11 and 2.12	Separate organizational unit specialized in public debt auditing	Number of staff engaged in conducting public debt audits over the next 2 years	SAI staff received training or advisory services over the last 5 years
<b>AFROSAI - English</b>			
Ethiopia	No	4	No
Kenya	<b>Yes</b>	5	<b>Yes</b>
	<b>Training received</b> <i>Objective:</i> Introduction course on public debt auditing. <i>Provider:</i> In-house. <i>Beneficiaries:</i> (25) Middle management, audit team leader/member. <i>Date:</i> 2007/2008 <i>Level of satisfaction:</i> High.		
Rwanda	<b>Yes</b>	4	No
Uganda	No	3	No
Zimbabwe	<b>Yes</b>	6	<b>Yes</b>
	<b>Training received</b> <i>Objective:</i> To analyze and discuss professional capacities required of today's SAIs to monitor public debt levels, review debt strategies and audit public debt management. <i>Provider:</i> Mexico SAI and INTOSAI. <i>Beneficiaries:</i> (2) Senior management. <i>Date:</i> 2007 <i>Level of satisfaction:</i> High.		

Question 2.10, 2.11 and 2.12	Separate organizational unit specialized in public debt auditing	Number of staff engaged in conducting public debt audits over the next 2 years	SAI staff received training or advisory services over the last 5 years
AFROSAI - French			
Algeria	No	3 1 magistrat (chef de mission), assisté de 2 vérificateurs	No
Burundi	No	? (no answer) L'IGE va procéder au redéploiement de quelques unités parmi les cadres en fonction.	No
Democratic Republic of Congo	? (no answer)	3 Notre ISC vient de mettre en place une cellule de la dette publique, qui, pour être opérationnelle, a besoin d'obtenir des compétences spécifiques dans l'audit de la dette publique. Cette cellule compte pour le moment trois membres, tous magistrats.	No
Djibouti	No	2	No
Gabon	No	3	Yes
	Training received (1) Objective: Doter les vérificateurs du CREFIAF de connaissances sur la dette publique et l'audit de la gestion de la dette publique. Provide CREFIAF auditors with knowledge on public debt and audit of public debt management. Provider: CREFIAF et Pools dette des 2 banques centrales d'Afrique (BCEAO). Beneficiaries: (2) Membres d'équipe d'audit (dont une femme). Date: 2006 Level of satisfaction: Elevé. High		
Madagascar	No	5	No
Senegal	No	? (no answer) (a)	Yes
	(a) Le personnel disponible peut s'en charger moyennant aménagement du programme 2009. Current staff would be able to conduct debt audits provided the 2009 Program is adjusted. Training received Objective: Initier les participants à l'audit de la dette publique. Introduce participants to public debt audit. Provider: Cour des comptes de Tunisie. Beneficiaries: (45) Magistrats et assistants de vérification. Date: October 2008 Level of satisfaction: Elevé. High.		
Togo	Yes	6	Yes
	Training received Objective: Gestion et audit de la dette publique. Management and audit of public debt. Provider: CREFIAF-Pôle dette. Beneficiaries: (2) Encadrement, membre d'équipe d'audit. Date: 2006 Level of satisfaction: Elevé. High.		
ASOSAI			
Bangladesh	Yes	160 staff members	Yes
	Training received (1) Objective: (a) Identity the importance of public debt, its components, borrowing cycle, debt service schedule, types of debt restructuring, external country ratings etc; and (b) Assess the fiscal risk and liabilities. Provider: ASOSAI and Australian National Audit Office. Beneficiaries: (1) Middle management. Date: 2004 Level of satisfaction: CAG office may kindly give opinion on level of satisfaction.		
	Training received (2) Objective: Enhance knowledge and skill of Audit and Accounts Officers, Supers, Auditors on different stages of audit of public debt like Planning, Executing and Reporting. a) Computerization of Project Accounting Manual Project, b) Result Based Monitoring and Evaluation Project. Provider: ? Beneficiaries: (150) Audit team leader and Audit team member. Date: 2006-2007 Level of satisfaction: In general medium but in many cases it is higher.		

Question 2.10, 2.11 and 2.12	Separate organizational unit specialized in public debt auditing	Number of staff engaged in conducting public debt audits over the next 2 years	SAI staff received training or advisory services over the last 5 years
Indonesia	Yes	70	No
Mongolia	Yes	5	No
Pakistan	No	6	Yes
	Training received Objective: Development of Financial Audit Manual. Provider: Cowater International Canada Beneficiaries: (80) Middle management, audit team leaders, audit members. Date: 2005 Level of satisfaction: Medium		
Philippines	No (a)	? (no answer)	? (no answer) (b)
	(a) The concerned audit teams of the implementing agencies are conducting audit of foreign assisted projects. (b) PDC will supply data before ???		
Vietnam	No	? (no answer) Not planning yet.	No
EUROSAI			
Albania	Yes	3	Yes
	Training received Objective: to offer a strong grounding in the principles of modern debt management. Provider: Center excellence of Finance, Slovenia Beneficiaries: (1) Audit team leader Duration: 3 days Level of satisfaction: High		
Lithuania	No	1-3	No
Macedonia	No	3 designated state auditors to be involved in the public debt audit	No
Moldova	Yes	3 staff members are likely to conduct audits of public debt over the next 2 years.	Yes
	Training received Objective: public debt audit. Provider: IDI Beneficiaries: (3) Middle management; audit team leader. Date: 2006 Level of satisfaction: High		
Ukraine	Yes	6	Yes
	Training received Objective: Assistance on enhancement of capabilities of SAI's public debt auditing. Provider: IDI Beneficiaries: (2) audit team leader, audit team member. Date: 2006 Level of satisfaction: High		
Romania	Yes	10	No
ARABOSAI			
Yemen	Yes	15	Yes
	No data provided on training received.		
CAROSAI			
Belize	No	2	No
PASAI			
Fiji	Yes	2	No



## c) Perceived capacity building needs (Section 3)

Objective: Determine the perceived needs for the strengthening of the public debt auditing capacity

### i) Capacity building needs of SAIs in public debt auditing

**3.1 Please prioritize from 1 to 6 the following areas of capacity building in public debt auditing with respect to the needs of your SAI. Please assign rank 1 to the highest priority and give a different rank to each item.**

**3.2 Are there areas of capacity building, other than those listed above, that your SAI considers high priority? If yes, please state below.**

#### Comments on replies received

##### Question 3.1:

- 1 answer with rankings: 5 x 1 and 1 x 5
- 1 answer with rankings: 2 x 1, 2 x 2 and 2 x 3
- 2 answers with rankings: 1 to 5, 6 missing
- 1 answer with rankings: 1 x 2, 3 x 3, 2 x 5
- 1 answer with rankings: 3 x 2, 1 x 3, 1 x 4, 1 x 6

For two questionnaires (Burundi and Indonesia), only rank Nb 6 was missing. Considering that all other ranks had been used, we decided to complete the empty rank with No 6.

Vietnam answers are opposite to those of other countries: did the respondent use the ranking order inversely (6 being the highest priority?).

We decided not to exclude any questionnaire and to take into account all replies, as we thought they were reflecting real priorities of SAIs and that their number would not bias overall results.

#### Conclusions

Both methods (average and absolute figures) confirm that, overall, the two top priorities for capacity building in public debt auditing are:

- Enhancing knowledge and skills of staff in public debt auditing
- Setting up a sustainable capacity for conducting public debt audits

Closely followed by:

- Developing/updating procedures on public debt audit and ensuring compliance. The priority given to this area is coherent with previous results showing that only a minority of SAIs (13) have an approved set of audit procedures and only 6 SAIs have these procedures embedded in an audit manual.

For all SAIs (except Belize), the last two priorities are:

- Addressing the SAI's legal mandate
- Strengthening communications with key external stakeholders

In the case of Belize, the priority given to *Addressing the SAI's legal mandate* might be explained by the fact that Belize as it is the only country with NO mandate for performance audit.

There does not seem to be much regional differences in the perception of priorities, the only exception being CAROSAI.

The rankings for capacity building needs shown below are generally consistent with the responses given in Sections 1 and 2. For example, most SAIs indicated having either explicit or implicit mandates to conduct financial and performance audits. As such respondents almost unanimously gave the area *Addressing the SAI's legal mandate* the lowest ranking.

Ranking	Area	Average for all SAIs (28)
1	Enhancing knowledge and skills of staff in public debt auditing	2.2
2	Setting up a sustainable capacity for conducting public debt audits	2.3
3	Developing/updating procedures on public debt audit and ensuring compliance	2.4
4	Developing audit working papers aligned to prescribed public debt audit procedures	3.6
5	Strengthening communications with key external stakeholders	4.1
6	Addressing the SAI's legal mandate	5.4

Ten SAIs indicated other priority areas for capacity building, namely:

- Public Debt Audit Manual (Albania)
- Risk management of public debt (Indonesia)
- Certification of accounts (Algeria)
- DMFAS training (Burundi and Togo)
- Borrowing strategies and negotiation mechanisms for public debt (Democratic Republic of Congo)
- Monetary policy vis-à-vis debt issues (Madagascar)

- Updates on foreign funding institutions' policies on disbursements and procurement (Philippines)
- Reporting on public debt (Philippines)
- Establishing an audit unit specializing in auditing of PDM (Vietnam)
- Planning of audits of PDM every year (Vietnam)
- Addressing issues pertaining to human resources, financial resources, transport and equipment, eg computers, printers (Zimbabwe)

Algeria also indicated as other priorities *Financial audit* and *Performance audit*, but these were not considered as other priority areas as they are the core of INTOSAI/IDI proposed training areas.

Most suggested areas cannot be considered as other areas for capacity building but rather areas where knowledge and skills are needed, hence completing question 3.3 and 3.4. Clearly, respondents did not make a clear distinction between areas for capacity building and areas requiring enhancement of knowledge and skills.

The issue of the establishment of an audit unit specialized in PDM audit (Vietnam) and of human and financial resources (Zimbabwe) might already be covered by the area *Setting up a sustainable capacity for conducting public debt audits*.

The issue of the public debt audit manual (Albania) might already be covered by the area *Developing/updating procedures on public debt audit and ensuring compliance*.

The only new suggested area here appears to be *Updates on foreign funding institutions' policies on disbursements and procurement*.

### Detailed results for question 3.1

Absolute figures: see annex 1.

#### Ranking of capacity building needs (average)

Area	Average							
	All (28)	AFROSAL - English (5)	AFROSAL - French (8)	ASOSAI (6)	EUROSAL (6)	ARABOSAI (1)	CAROSAI (1)	PASAI (1)
Addressing the SAI's legal mandate	5.4	5.8	5.6	5.0	5.7	6.0	1.0	6.0
Setting up a sustainable capacity for conducting public debt audits	2.3	1.2	1.8	2.0	3.5	5.0	4.0	3.0
Developing/updating procedures on public debt audit and ensuring compliance	2.4	2.4	2.4	2.7	2.2	1.0	5.0	2.0
Developing audit working papers aligned to prescribed public debt audit procedures	3.6	3.6	3.9	3.5	3.3	2.0	6.0	2.0
Enhancing knowledge and skills of staff in public debt auditing	2.2	1.8	1.6	2.8	2.5	3.0	2.0	2.0
Strengthening communications with key external stakeholders	4.1	4	4.6	4.2	3.8	4.0	3.0	4.0

### Detailed results for question 3.2

The 10 answers with respect to other areas of capacity building in public debt auditing that are considered high priority are listed below:

*Albania:* Public Debt Audit Manual

*Comment:* consistent with their reply which gave first priority to “Developing/updating procedures on public debt audit and ensuring compliance”

*Algeria:* Audit financier; Audit de performance; Certification des comptes.

*Financial audit; performance audit; certification of accounts.*

*Burundi:* Formation sur le SYGADE. DMFAS training.

*Democratic Republic of Congo:* Il est souhaitable que notre ISC dispose des capacités dans le domaine des stratégies d'emprunt et des mécanismes de

négociation de la dette publique. *It is desirable for our SAI to build capacity in borrowing strategies and mechanisms to negotiate the public debt.*

*Indonesia:* Risk management of public debt.

*Madagascar:* Politique monétaire face aux problèmes des dettes. *Monetary policy vis-à-vis debt issues.*

*Philippines:* Regular updates on foreign funding institutions' policies on disbursements and procurement; Reporting on public debt.

*Togo:* SYGADE.

*Vietnam:* Establishing an audit unit specialising in auditing of PDM and plan audit of PDM every year.

*Zimbabwe:* Addressing issues pertaining to human resources, financial resources, transport and equipment, e.g. computers, printers.

## ii) Areas in which SAIs management and staff require enhancement of knowledge and skills relating to public debt audit

**3.3 In which of the following areas do the management and staff of your SAI require enhancement of knowledge and skills relating to public debt audit?**

### a) Financial audit

Please rank each item below from 1 to 5 in order of priority starting with 1 for the most important. Give a different rank to each of them.

### b) Performance audit

Please rank each item below from 1 to 11 in order of priority starting with 1 for the most important. Give a different rank to each of them.

**3.4 Are there areas, other than those listed above, in which your staff require competency development? If yes, please indicate below.**

## Comments on replies received

Although respondents were asked to give a different rank to each item, some respondents gave the same rank to different items:

*Question 3.3 A):*

1 answer with rankings: 1 x 1, 2 x 2, 2 x 3

*Question 3.3 B):*

2 answer with rankings: 2 x 3, 4 missing

1 answer with rankings: 2 x 8, 11 missing

1 answer with rankings: 2 x 8, 9 missing

1 answer with rankings: 4 x 2, 3 x 4, 3 and 8-11 missing

1 answer with rankings: 2 x 3, 3 x 5, 8-11 missing

1 answer with rankings: 2 x 11, 9 missing

We decided not to exclude any questionnaire and to take into account all replies, as we are of the opinion that they are reflecting real priorities of SAIs and that their number would not bias overall results.

## Conclusions

### Conclusions for financial audit

Both methods (average and absolute figures) show that no large or evident majority emerge from responses and that overall results are not valid for all individual regions.

Both methods (average and absolute figures) confirm that overall the first priority for enhancement of knowledge and skills is:

- Information systems for public debt management/DMFAS

This is the case, although most SAIs (78%) indicated that they are using data from the debt management system. One inference which could be drawn is that the SAIs are aware of the DMS and get reports from the system, but do not have detailed enough knowledge on, or confidence to use, the system. This

could be because most do not have access to the DMS.

Absolute figures show that a majority of SAIs (67.5%) place as a first or second priority for enhancement of knowledge and skills the area of Information systems for public debt management/DMFAS.

Both methods (average and absolute figures) confirm that overall the last priority for enhancement of knowledge and skills is:

- Debt service cycle

Absolute figures show that a small majority of SAIs (53.5%) consider that Debt service cycle is part of the least important priorities.

These conclusions are confirmed by the table showing the average and ranking of each item.

Ranking	Area	All SAIs (28)
1	Information systems for public debt management/DMFAS	2.3
2	Audit of internal controls of public debt	2.5
3	Institutional aspects of PDM	3.3
4	Borrowing cycle	3.3
5	Debt service cycle	3.5

Nevertheless, areas of priority vary a lot depending on the region, and there is less evidence of one priority valid for all regional SAIs. This is illustrated by the relatively narrow range of average figures (between 2.3 for the highest priority to 3.5 for the least important item on a scale of 1 to 5). For example all French-speaking AFROSAI (100%) put as top priority *Information systems for public debt*

management/DMFAS, whereas for English-speaking AFROSAI *Audit of internal controls* comes first.

It is important to note that, compared to average results, EUROSAI and CAROSAI first and last

priorities are reversed, i.e. first priority is *Debt service cycle* and last priority *Information systems for public debt management/DMFAS*.

#### Ranking of areas for enhancement of knowledge and skills in financial debt audit (average)

Area	Average							
	All (28)	AFROSAI - English (5)	AFROSAI - French (8)	ASOSAI (6)	EUROSAI (6)	ARABOS AI (1)	CAROSAI (1)	PASAI (1)
Audit of internal controls of public debt	2.5	1.4	2.9	2.8	2.7	3.0	3.0	1.0
Institutional aspects of PDM	3.3	3	3.8	2.7	3.5	2.0	2.0	5.0
Information systems for public debt management/DMFAS	2.3	2.4	1.5	1.7	3.5	1.0	5.0	4.0
Borrowing cycle	3.3	4	3.1	3.2	3.0	4.0	4.0	2.0
Debt service cycle	3.5	4.2	3.8	4.0	2.3	5.0	1.0	3.0

#### Conclusions for performance audit

Here too, both methods (average and absolute figures) show that no large or evident majority emerge from responses and that results obtained for all SAIs are not valid for all individual regions.

The general priorities seem to be in the area of *Information systems for public debt management/DMFAS* (ranked as Nb 2) and areas relating to the overall sustainability of the debt portfolio (ranked as 1, 3 and 4).

Absolute figures show that a majority of SAIs (60.7%) place as a first, second or third priority for enhancement of knowledge and skills the area of *Analysis of debt sustainability, flexibility and vulnerability*. The top position of this priority is confirmed by average figures.

Nevertheless, areas of priority vary a lot depending on the region. For example all French speaking AFROSAI (100%) put as first priority *Information systems for public debt management/DMFAS*, whereas 83% of ASOSAI put as first priority *Fiscal risks/exposures*.

Absolute figures are not meaningful for least important items as percentages obtained for all SAIs do not go beyond 35.7%. They only allow to say that items that are given more often the position 9, 10 or 11 are:

- Asset and liability management
- Borrowing cycle
- Debt management office

Here we need to rely on the following table, based on averages, to have a better idea of priorities. The narrow range of figures (between 3.7 for the highest priority to 7.3 for the least important item on a scale of 1 to 11) show that there are no homogeneous results, and that priorities differ a lot depending on the region and even between SAIs of the same region.

#### Ranking of areas for enhancement of knowledge and skills in performance debt audit (average)

Ranking	Area	All SAIs (28)
1	Analysis of debt sustainability, flexibility and vulnerability	3.7
2	Information systems for public debt management/DMFAS	4.0
3	Types of risks and benchmarking	4.6
4	Fiscal risks/fiscal exposures	5.1
5	Institutional aspects of PDM	6.2
6	Borrowing cycle	6.4
7	Debt restructuring/HIPC initiative	6.5
8	Debt service cycle	6.6
9	Debt Management Office	6.8
10	Asset and liability management	6.9
11	Understanding external ratings	7.3

Top priorities of all regions, except CAROSAI and PASAI, are covered in priorities with rank 1 to 4:

- Analysis of debt sustainability, flexibility and vulnerability
- Information systems for public debt management/DMFAS
- Types of risks and benchmarking
- Fiscal risks/fiscal exposures

Last in the list of priorities are items with rank 8 to 11:

- Debt service cycle: among last priorities for all regions except for EUROSAI and CAROSAI
- Debt Management Office: among last priorities for all regions except for ASOSAI, ARABOSAI and PASAI
- Asset and liability management: among last priorities for all regions except for PASAI
- Understanding external ratings: among last priorities for all regions except for ARABOSAI and CAROSAI

#### Other areas in financial and performance audits in which SAI requires competency development

Eight SAIs indicated other areas in which SAI's staff require competency development. These areas are the following:

- Active management of domestic debt (Algeria)
- Financial market analysis and control mechanisms (Algeria)
- Understanding of monetary and fiscal policy relating to public debt (Indonesia)
- Public debt indicators (Ukraine)
- Understanding debt reduction schemes (Philippines)
- Evaluation of the efficiency of borrowing measures selected (Lithuania)
- Evaluation of Eurobonds issuance (Lithuania)
- Evaluation of the risk of the public debt portfolio (Lithuania)
- Foreign exchange vis-à-vis indebtedness (Madagascar)
- Implications of conditionalities of World Bank, International Monetary Fund, etc. on debt reporting and auditing requirements (Pakistan)
- Different public debt management systems in the world and its data (Vietnam)
- Training on softwares for public debt audits (Algeria)

Most of these areas seem to be already covered in previous proposed areas, except two of them: the evaluation of the efficiency of borrowing measures selected and the evaluation of Eurobonds issuance.

### Detailed results for financial audit

Absolute figures: see annex 1.

#### Ranking of areas for enhancement of knowledge and skills in financial debt audit (average)

Area	Average							
	All (28)	AFROSAI - English (5)	AFROSAI - French (8)	ASOSAI (6)	EUROSAI (6)	ARABOSAI (1)	CAROSAI (1)	PASAI (1)
Audit of internal controls of public debt	2.5	1.4	2.9	2.8	2.7	3.0	3.0	1.0
Institutional aspects of PDM	3.3	3	3.8	2.7	3.5	2.0	2.0	5.0
Information systems for public debt management/DMFAS	2.3	2.4	1.5	1.7	3.5	1.0	5.0	4.0
Borrowing cycle	3.3	4	3.1	3.2	3.0	4.0	4.0	2.0
Debt service cycle	3.5	4.2	3.8	4.0	2.3	5.0	1.0	3.0

## Detailed results for performance audit

Absolute figures: see annex 2.

### Ranking of areas for enhancement of knowledge and skills in performance debt audit (average)

Area	Average							
	All (28)	AFROSAL - English (5)	AFROSAL - French (8)	ASOSAI (6)	EUROSAL (6)	ARABOSAI (1)	CAROSAI (1)	PASAI (1)
Fiscal risks/fiscal exposure	5.1	3.4	6.8	2.2	6.8	6.0	1.0	11.0
Institutional aspects of PDM	6.2	4.8	6.5	5.7	6.3	11.0	7.0	8.0
Debt Management Office	6.8	7.8	8.4	5.0	5.5	5.0	11.0	5.0
Information systems for public debt management/DMFAS	4.0	3.2	1.5	4.2	7.0	2.0	10.0	6.0
Borrowing cycle	6.4	7	5.4	6.3	7.0	9.0	9.0	4.0
Debt service cycle	6.6	8.2	5.8	7.0	5.3	10.0	5.0	9.0
Debt restructuring/HIPC initiative	6.5	7	6.6	5.3	7.0	7.0	6.0	7.0
Analysis of debt sustainability, flexibility and vulnerability	3.7	2.6	3.5	4.8	4.5	1.0	3.0	3.0
Understanding external ratings	7.3	7.8	8.5	7.3	6.3	4.0	2.0	10.0
Types of risks and benchmarking	4.6	5.2	5.6	4.5	3.7	3.0	3.0	2.0
Asset and liability management	6.9	8	7.4	6.8	6.0	8.0	8.0	1.0

## Detailed results for question 3.4

The eight answers with respect to other areas in which SAI's staff require competency development are listed below:

*Algeria:* Gestion active de la dette intérieure ; Mécanismes de contrôle et d'analyse du marché financier, formation sur les logiciels d'audit de la dette publique.

*Active management of domestic debt; financial market analysis and control mechanisms; training on softwares for public debt audits.*

*Indonesia:* Increase the understanding of monetary and fiscal policy relating to public debt.

*Lithuania:* We are interested in evaluating of such aspects as efficient selection of borrowing measures, issuing of Eurobond emissions, risk of public debt portfolio.

*Madagascar:* Risque de change face à l'endettement. Foreign exchange vis-à-vis indebttness.

*Pakistan:* Implications of conditionalities of World Bank, International Monetary Fund, etc. on debt reporting and auditing requirements.

*Philippines:* Understanding debt reduction schemes.

*Ukraine:* Public debt indicators.

*Vietnam:* Different public debt management systems in the world and its data.



## d) Infrastructure and readiness for e-learning (Section 4)

Objective: Assess SAIs infrastructure and readiness for e-learning

### 4.1 Will your SAI be able to provide the above-mentioned minimum hardware and software requirements for the programme participants during the entire duration (about 8 weeks) of the e-learning part of the programme?

If No, which of the above hardware/software requirements will your SAI not be able to provide to the participants? Please list below.

### 4.2 Will your SAI's participants have access to the internet on a regular basis for you to take the on line e-learning component of the programme?

Comments, if any

### 4.3 From which location would you prefer your SAI participants to take the on line e-learning component of the programme?

Comments, if any

### 4.4 Will your SAI allow the participants to dedicate 1-2 hours each working day (over an eight-week period) for you to take our on line e-learning component of the programme?

### 4.5 Would the participants be able to set aside around 1-2 hours each working day over an eight-week period to take this on line e-learning course?

Comments, if any

### 4.6 What challenges do you foresee in the participants completing the e-learning component during their daily work schedule?

## Comments on replies received

### Hardware/software requirements

Burundi answered that its SAI will not be able to provide the minimum hardware/software required, but in the list of missing material only mentions DMFAS, which is installed in the Ministry of Finance. Does it mean, that except for DMFAS, they have the required material?

### Internet access

No answer from the Philippines.

### Preferred location to take the e-learning component of the programme

Although only one answer was expected from respondents, some respondents checked several options:

- Pakistan gave three answers: from office, from home and from another location.
- Vietnam selected all options.
- Yemen selected two options.

### Challenges for completing e-learning during working time

The following respondents did not answer the question and rather commented on the challenge of

the training in general, or technical difficulties for the e-learning: Albania, Bangladesh, Macedonia, Mongolia, Romania and Vietnam.

No answer from Fiji, Gabon, Moldova and the Philippines.

## Conclusions

### Hardware/software requirements

A huge majority of SAIs (89%) will provide the required hardware and software to the participants for the entire duration of the e-learning component of the programme. Only two SAIs will not be able to provide the required hardware/software (Togo and Zimbabwe). The case of Burundi is not clear as they only mentioned that DMFAS was not available: one may think that they meet the other requirements.

### Internet access

All SAIs, except SAI of the Philippines, declared that participants will have access to the internet on a regular basis to take the e-learning component of the programme. Only the Philippines did not answer the question. Five SAIs expressed their concern about possible problems with the Internet connection.

Minimum hardware and software requirements will be provided to participants	
<b>Yes</b> 25 89.3%	<b>No</b> 3 10.7%
	<b>Missing hardware and software</b>
	Togo: Hardware (computers) Zimbabwe: Hardware and Browser Burundi? : only mentioned DMFAS

Access to Internet on a regular basis during the e-learning	
<b>Yes</b> 27 96.4%	<b>No answer</b> 1 3.6%

Comments given: previous e-learning experience which was not successful because of Internet problems (Uganda); problem with Internet connection (Algeria).

#### Preferred location for SAI participants to take the e-learning component of the programme

A large majority of respondents declared that SAI participants would prefer to take the e-learning component of the programme from their office. Only one country (Madagascar) declared a preference for taking e-learning from home and only two SAIs (Romania and Zimbabwe) declared that they would prefer taking e-learning from another location such as the audited entity or a hotel.

Preferred location for e-learning	
<b>Total responses: 34</b> From office: 25                      From another location: 4 (hotel, audited entity and training institute) From home: 4                      From a cyber café: 1	
<b>Respondents which provided only one answer: 25</b> From office: 22 From home: 1 From a cyber café: 0 From another location: 2 (audited entity, hotel)	<b>Respondents which provided several answers: 3</b> Pakistan: office, home and other location (Training Institute) Vietnam: office, home, cyber café and other location (hotel) Yemen: office and home

#### SAI allowing participants to dedicate 1-2 hours each working day for e-learning and participants availability to set aside 1-2 hours each working day for e-learning

All respondents (28) declared that their SAI will allow participants to dedicate 1-2 hours each working day to take the e-learning component of the Programme and that participants would be able to set aside 1-2 hours each working day for e-learning.

#### Challenges foreseen in participants completing the e-learning component during their daily work schedule

For those who answered the question correctly, the main challenge will be to combine daily work requirements with e-learning time requirements on a daily basis (Belize, Djibouti, Madagascar, Pakistan, Rwanda and Uganda).

Other challenges mentioned are:

- To adjust working time to accommodate e-learning time (Burundi, Senegal)
- To have proper conditions for training (documentation, logistics), facilities for team work (Algeria)
- Commitment of participants and their top and middle management (Indonesia)

Some SAIs do not foresee any challenge at all in completing the e-learning component during working hours: Democratic Republic of Congo, Ethiopia, Togo and Yemen.

Other respondents used this question to mention issues that may disturb or hinder the e-learning component:

- Technical difficulties, such as Internet failures or disruptions (Kenya, Rwanda and Zimbabwe)
- Lack of experience in e-learning (Lithuania)
- English language skills (Mongolia)
- Lack of skills and expertise in the subject (Bangladesh).

Some respondents took the opportunity of the question to describe the challenge of taking a course in public debt audit. The challenge can be summarized as follows: how to apply what has been taught and improve audits.

## Detailed results

Question 4.1, 4.2, 4.3, 4.4, 4.5 and 4.6	Infrastructure and readiness for e-learning				
	Hardware & software will be provided	Access to Internet	Preference for e-learning location	Participants allowed to dedicate 1-2 hours per day	Participants able to set aside 1-2 hours per day
AFROSAI – English					
Ethiopia	Yes	Yes	From office	Yes	Yes
	Challenges: None				
Kenya	Yes	Yes	From office	Yes	Yes
	Challenges: Sometimes the internet connectivity is quite slow. This may bring some delays.				
Rwanda	Yes	Yes	From office	Yes	Yes
	Challenges: Effective follow up of the course due to unforeseen circumstances like internet breakdown, duty call, quick assistance in areas which are not clear to the participant.				
Uganda	Yes	Yes (a)	From office	Yes	Yes
	(a) Tried out the internet based course for the IDI-ISCITA e-learning Auditing of IT controls and failed so we resorted to the CD based course .We are not sure if the internet online course will operate this time. Challenges: concentration on both their daily work schedule and the e-learning component is init self a challenge.				
Zimbabwe	No (a)	Yes	From another location: some location out, eg Hotel would be ideal	Yes	Yes (b)
	(a) Hardware, Browser, Internet Browser (b) The selection of the team has been approved by the Auditor-General Challenges: there could be disruptions occasioned by power cuts, internet failures, etc.				
AFROSAI – French					
Algeria	Yes	Yes (a)	From office	Yes	Yes
	(a) Problèmes fréquents de déconnexion et parfois débit insuffisant. <i>Frequent problems of disconnection and sometimes insufficient bandwith/throughput</i> Challenges: Accès à des conditions adéquates pour la formation en ligne (Fonds documentaire et logistique) ; Commodités de travail en groupe.				
Burundi	No? (a)	Yes	From office	Yes	Yes
	(a) Il faudra que l'IGE soit d'abord dotée du logiciel SYGADE. <i>The SAI should first have DMFAS installed.</i> Challenges: L'IGE va procéder au réaménagement de l'horaire pour permettre à l'équipe désignée de se consacrer à la formation suivant les conditions ci-haut décrites. <i>The SAI will adjust the staff time schedule to allow nominated staff to follow the course according to above mentioned conditions.</i>				

Question 4.1, 4.2, 4.3, 4.4, 4.5 and 4.6	Infrastructure and readiness for e-learning				
	Hardware & software will be provided	Access to Internet	Preference for e-learning location	Participants allowed to dedicate 1-2 hours per day	Participants able to set aside 1-2 hours per day
Democratic Republic of Congo	Yes	Yes	From office	Yes	Yes (a)
	(a) L'article 34, alinéa 3 du Statut des Magistrats de la Cour des comptes de la République Démocratique du Congo exige de chacun "un effort soutenu en vue de s'améliorer en se soumettant à une formation et à un perfectionnement permanents". Ce programme répond à cette exigence. <i>Article 34, alinea 3 of the Statute of the Magistrates of the Cour des comptes of the Democratic Republic of Congo requires from each staff "a sustained effort to improve his skills in the form of continuous training and upgrading". This training program meets this requirement.</i> <b>Challenges:</b> Nous ne pensons pas que le fait pour les participants de suivre la formation en ligne du programme puisse avoir une quelconque incidence négative sur leurs obligations professionnelles. <i>We don't think that the fact that participants will take this e-learning course will have any negative consequence on their professional duties.</i>				
Djibouti	Yes	Yes	From office	Yes	Yes
	<b>Challenges:</b> Allier travaux quotidiens et suivi de la formation. <i>Combine daily work and training.</i>				
Gabon	Yes	Yes	From office	Yes	Yes
	<b>Challenges:</b> ? no answer				
Madagascar	Yes	Yes	From home (a)	Yes	Yes (b)
	(a) Problème de connexion. <i>Connection problem.</i> (b) Au besoin nous pouvons consacrer des heures à domicile. <i>If needed we can devote time from home.</i> <b>Challenges:</b> concilier le planning de travail avec la formation en ligne. <i>Reconciling work planning with e-learning.</i>				
Senegal	Yes	Yes (a)	From office (b)	Yes	Yes
	(a) Nous disposons de deux lignes spécialisées internet dont une ligne haut débit de 20 Mo de bande passante. <i>We have 2 Internet lines of which one Broadband line with 20 Mb bandwidth.</i> (b) Tous les postes de travail disposent d'une connexion sécurisée en permanence. <i>All working stations have a permanently secured connection.</i> <b>Challenges:</b> Le programme de travail des différents participants devra prendre en compte les exigences du programme transrégional en audit de la dette publique. <i>The participants' working plan will have to take into account the requirements of the Transregional capacity building programme for public debt audit.</i>				
Togo	No (a)	Yes	From office	Yes	Yes
	(a) Ordinateurs. <i>Computers.</i> <b>Challenges:</b> None				
ASOSAI					
Bangladesh	Yes	Yes	From office	Yes	Yes
	<b>Challenges:</b> It is recognized that the technical complexity of the subject requires specialized skills, expertise and trainings. The existing staffs are not fully familiar with the fiscal and economic implications of Public Debt, which is critical in providing useful comments and analysis.				
Indonesia	Yes	Yes	From office	Yes	Yes
	<b>Challenges:</b> The commitment of participants and their top and middle management.				
Mongolia	Yes	Yes	From office	Yes	Yes
	<b>Challenges:</b> English language skills.				
Pakistan	Yes	Yes	From office ? From home From other location: Audit and Accounts Training Institute.	Yes	Yes
	<b>Challenges:</b> In the field Audit offices, timelines are tough and focusing on course content on a daily basis				

Question 4.1, 4.2, 4.3, 4.4, 4.5 and 4.6	Infrastructure and readiness for e-learning				
	Hardware & software will be provided	Access to Internet	Preference for e-learning location	Participants allowed to dedicate 1-2 hours per day	Participants able to set aside 1-2 hours per day
	might be difficult.				
Philippines	Yes	?	From office	Yes	Yes
	Challenges: ? no answer				
Vietnam	Yes	Yes	From office, ? home, cyber café, other location(Hotels where auditors live on the audit field time)	Yes	Yes (a)
	(a) It would be better if there is face to face training course on a particular time schedule. Challenges: The gap between the Vietnam PDM and the International PDM practice and development.				
EUROSAI					
Albania	Yes	Yes	From office	Yes	Yes
	Challenges: Applying the new methods during public debt audits.				
Lithuania	Yes	Yes	From office	Yes	Yes
	Challenges: Our staffs, which are going to participate in programme have no experience to work with distance training programmes (e-learning). One of the staff members of the NAOL has experience and could pass down this experience to audit group.				
Macedonia	Yes	Yes	From office	Yes	Yes
	Challenges: After completing the e-learning component, they could carry out audit of public debt.				
Moldova	Yes	Yes (a)	From office	Yes	Yes
	(a) Our participants will have access to the internet on a regular basis. Challenges: ? no answer				
Ukraine	Yes	Yes	From office	Yes	Yes
	Challenges: -				
Romania	Yes	Yes	From another location: audited entity	Yes	Yes
	Challenges: Improving the quality of the audit of public debt.				
ARABOSAI					
Yemen	Yes	Yes	From office From home	Yes	Yes
	Challenges: Likely nothing.				
CAROSAI					
Belize	Yes	Yes	From office	Yes	Yes
	Challenges: The challenges that are foreseen may be 1) Hours spent away from Audit Office 2) Not all participants have internet access at home hence training will have to be done at work possibly during working hours.				
PASAI					
Fiji	Yes	Yes	From office	Yes	Yes
	Challenges: ? no answer				

## Attachment 1

### Needs assessment survey

## NEEDS ASSESSMENT SURVEY

**Aim:** The aim of this survey is to obtain information that will help us to design a programme on public debt audit appropriate to the needs of the participating SAIs.

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### Important: Instructions for filling in this electronic survey

This survey has been developed in **Microsoft Form format**. Therefore, it is essential that you enter your responses only in the **form fields** provided for each question. This survey has three types of form fields as explained below:

- In case of **check box form field** (☐) , click on the relevant check box to select or de-select;
  - In case of comments, enter your response in the **text form fields** (      ). These fields will automatically increase in size according to the length of your response;
  - In case of items that require assigning ranks, please click the **drop down form field** (      ). When you click on such a form field, an arrow will appear on the right. Click on the arrow mark and select the appropriate value that appears in the drop down list
- 

### Section 1: Legal Mandate

**Objective:** Obtain information on your SAI's legal mandate relating to public debt auditing

**1.1** Does your SAI have a legal mandate to conduct a financial audit of public debt?

☐ Yes      ☐ No

If yes, please state below the complete reference to the relevant article/section/clause of the statute, law or regulation and state whether the mandate is explicit or implicit.

Reference:

Explicit or implicit:

**1.2** Does your SAI have a legal mandate to conduct **performance audit** of public debt?

☐ Yes      ☐ No

If yes, please state below the complete reference to the article/section/clause of the statute, law or regulation and state whether the mandate is explicit or implicit.

Reference:

Explicit or implicit:

**1.3** Other comments on the legal mandate (if any):

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**Section 2: Experience and Capacity in Public Debt Auditing****Objective:** Obtain information on your SAI's experience and capacity in conducting public debt audits**2.1** Has your SAI already carried out financial audits of public debt?☐ Yes ☐ No

If yes, over the last five years how many of the following types of financial audits has your SAI conducted over the last five years?

<i>Type of financial audit of public debt</i>	<i>Number completed over last five years</i>
Financial compliance	
Financial attestation	

**2.2** Has your SAI already carried out a performance/value for money audit of public debt?☐ Yes ☐ No

If yes, please state how many such audits were conducted over the last five years?

***Familiarity with your country's debt management system (UNCTAD's DMFAS<sup>5</sup> or any other system)*****2.3** Does your government's Debt Office use the UNCTAD's DMFAS for its debt management?☐ Yes ☐ No

If No, please state the name of the debt management system in use:

**2.4** Has your SAI used the data and/or reports from the debt management system for audit purposes?☐ Yes ☐ No**2.5** Has your SAI examined the effectiveness of the use of the debt management system by the auditee(s)?☐ Yes ☐ No

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<sup>5</sup> Debt Management and Financial Analysis System

If Yes, please briefly describe below the nature of your audit examination of the debt management system used by the auditee(s):

- 2.6** Please provide any additional comments on your familiarity with UNCTAD's DMFAS or any other debt management system used by your auditee(s)

**e) Audit Procedures**

- 2.7** Does your SAI have an approved set of audit procedures for undertaking public debt audit?

☐ Yes ☐ No

If Yes, are those procedures embedded in an audit manual?

☐ Yes ☐ No

If yes to either one of the above questions, are the audit procedures or manual aligned to the following INTOSAI guidelines on public debt auditing: (please select any many of the choices below as applicable)

- ☐ Guidance for Conducting a Public Debt Audit – The Use of Substantive Tests in Financial Audits
- ☐ Guidance on Definition and Disclosure of Public Debt
- ☐ Guidance for Planning and Conducting an Audit of Internal Controls of Public Debt
- ☐ Implementation Guidelines for Performance Auditing

- 2.8** Are your public debt audit working papers aligned with the procedures prescribed by your SAI?

- ☐ Completely
- ☐ Mostly
- ☐ Rarely
- ☐ Not at all
- ☐ Not relevant since SAI does not have any prescribed procedures for public debt audit

**f) Audit Plans**

- 2.9** Over the next **two** years, how many public debt audits is your SAI planning to conduct?

**g) Human Resources**

- 2.10** Do you have a separate organisational unit that specialises in public debt auditing?

☐ Yes ☐ No

- 2.11** How many staff members are either engaged in conducting audits or likely to conduct audits of public debt over the next two years?



**2.12** Has your SAI staff received training or advisory services in the area of public debt management audits over the last five years?

☐ Yes ☐ No

If yes, please provide the following data:

Objective of the training/advisory services	Providers of the training/advisory services	Position of beneficiaries in your SAI (senior management /middle management/ audit team leader/ audit team member)	Number of beneficiaries	Year of the training/advisory services	Level of satisfaction (high / medium / low)

### Section 3: Perceived Capacity Building Needs

**Objective:** Determine the perceived needs for the strengthening of the public debt auditing capacity.

**3.1** Please prioritise from 1 to 6 the following areas of capacity building in public debt auditing with respect to the needs of your SAI. Please assign rank 1 to the highest priority and give different rank to each item

Area of capacity building	Rank
Addressing the SAI's legal mandate	
Setting up a sustainable capacity for conducting public debt audits	
Developing/Updating procedures on public debt audit and ensuring compliance	
Developing audit working papers aligned to prescribed public debt audit procedures	
Enhancing knowledge and skills of staff in public debt auditing	
Strengthening communications with key external stakeholders to improve impact of public debt audits	

**3.2** Are there areas of capacity building, other than those listed above, that your SAI considers high priority? If yes, please state below:

**3.3** In which of the following areas do the management and staff of your SAI require enhancement of knowledge and skills relating to public debt audit?

**a) Financial audit**

Please rank each item below from 1 to 5 in order of priority starting with 1 for the most important. Give a different rank to each item.

Item	Rank
Audit of Internal Controls of Public Debt	
Institutional Aspects of Public Debt Management	
Information Systems for Public Debt Management/DMFAS	
Borrowing Cycle	
Debt Service Cycle	

**b) Performance audit**

Please rank each item from 1 to 11 in order of priority starting with 1 for the most important. Give a different rank to each item.

Item	Rank
Fiscal Risks/Fiscal Exposures	
Institutional Aspects of Public Debt Management	
Debt Management Office	
Information Systems for Public Debt Management/DMFAS	
Borrowing Cycle	
Debt Service Cycle	
Debt Restructuring/HIPC <sup>6</sup> Initiative	
Analysis of Debt Sustainability, Flexibility, and Vulnerability	
Understanding External Ratings	
Types of Risks and Benchmarking	
Asset and Liability Management	

**3.4** Are there areas, other than those listed above, in which your staff require competency development? If yes, please indicate below:

<sup>6</sup> HIPC: Highly Indebted Poor Countries

## Section 4. Infrastructure and readiness for e-learning

**Objective:** To assess the SAI's infrastructure and readiness for e-learning

Since this programme has an e-learning component, the minimum hardware and software requirements for participating in the programme are as follows:

- Operating system: Windows 95, or 98, or 2000, or NT, or ME, or XP; or Mac OS9 or Mac OSX.
- Hardware: Computer with 64 MB of RAM, 1 GB of free disk space.
- Application software: Microsoft Word, MS-Excel, Adobe Acrobat Reader.
- Browser: Internet Explore 4 or higher OR Netscape Navigator 4 or higher.
- Internet speed: 56 Kbps or higher.

**4.1** Will your SAI be able to provide the above-mentioned minimum hardware and software requirements for the programme participants during the entire duration (about 8 weeks) of the e-learning part of the programme?

☐ Yes ☐ No

If No, which of the above hardware/software requirements will your SAI not be able to provide to the participants? Please list below

**4.2** Will your SAI's participants have access to the internet on a regular basis for you to take the on line e-learning component of the programme?

☐ Yes ☐ No

Comments, if any:

**4.3** From which location would you prefer your SAI participants to take the on line e-learning component of the programme?

- ☐ From office  
☐ From home  
☐ From a cyber café  
☐ From another location (please specify):

Comments, if any:

**4.4** Will your SAI allow the participants to dedicate 1-2 hours each working day (over an eight-week period) for you to take our on line e-learning course component of the programme?

☐ Yes ☐ No

**4.5** Would the participants be able to set aside around 1-2 hours each working day over an eight-week period to take this online e-learning course?

☐ Yes ☐ No

Comments, if any:

**4.6** What challenges do you foresee in the participants completing the e-learning component during their daily work schedule?

**Thank you for your kind cooperation!**

## Attachment 2

### Survey state list

Sl. No	Country	Region	Criteria	State	Sent to Jose
1.	Fiji	PASAI	A	Got finished Survey.	Yes.
2.	Gabon	AFROSAI	A, B	Got finished Survey.	Yes.
3.	Algeria	AFROSAI	B	Got finished Survey.	Yes.
4.	Burundi	AFROSAI	B	Got finished Survey.	Yes.
5.	Central African Republic	AFROSAI	B		
6.	DRC	AFROSAI	B	Got reply.	Yes.
7.	Cote d'Ivoire	AFROSAI	B	Confirmed receipt	
8.	Djibouti	AFROSAI	B	Got finished Survey	Yes.
9.	Senegal	AFROSAI	B	Got finished Survey	Yes.
10.	Togo	AFROSAI	B	Got finished Survey.	Yes.
11.	Madagascar	AFROSAI	B	Got finished Survey.	Yes.
12.	Ethiopia	AFROSAI	B	Got finished Survey.	Yes.
13.	Rwanda	AFROSAI	B	Got finished Survey.	Yes.
14.	Uganda	AFROSAI	B	Got finished Survey.	Yes.
15.	Zimbabwe	AFROSAI	B	Got finished Survey.	Yes.
16.	Tanzania	AFROSAI	C	Got reply.	
17.	Kenya	AFROSAI	C	Got finished Survey.	Yes.
18.	Bangladesh	ASOSAI	B	Got finished Survey.	Yes.
19.	Indonesia	ASOSAI	B	Got finished Survey.	Yes.
20.	Pakistan	ASOSAI	B	Got finished Survey.	Yes.
21.	Vietnam	ASOSAI	B	Got finished Survey.	Yes.
22.	Philippines	ASOSAI	B	Got finished Survey.	Yes.
23.	Yemen	ARABOSAI	B	Got finished Survey.	Yes.
24.	Belize	CAROSAI	C	Got finished Survey.	Yes.
25.	Albania	EUROSAI	B	Got finished Survey.	Yes.
26.	Macedonia	EUROSAI	B	Got finished Survey.	Yes.
27.	Lithuania	EUROSAI	AB Non DAC	Got finished Survey.	Yes.
28.	Moldova	EUROSAI	B	Got finished Survey.	Yes.
29.	Ukraine	EUROSAI	AB	Got finished Survey.	Yes.
30.	Chad	AFROSAI	B	Deadline is 30 Nov.	
31.	Romania	EUROSAI	B Non DAC	Got finished Survey.	Yes.
32.	Mongolia	ASOSAI	B	Got finished Survey.	Yes.

\*28 survey received.

## Annex 1

### Absolute figures for question 3.1

#### Most important capacity building needs (absolute figures)

The capacity building need that got 1 most often:

	Area	Nb	%
All institutions (28)	Setting up a sustainable capacity for conducting public debt audits	11	39.2%
Institutions by regions			
AFROSAI – English (5)	Setting up a sustainable capacity for conducting public debt audits	4	80%
AFROSAI – French (8)	Enhancing knowledge and skills of staff in public debt auditing	5	62.5%
	Setting up a sustainable capacity for conducting public debt audits	4	50%
ASOSAI (6)	Enhancing knowledge and skills of staff in public debt auditing	2	33.3%
	Developing/updating procedures on public debt audit and ensuring compliance	2	33.3%
EUROSAI (6)	Developing/updating procedures on public debt audit and ensuring compliance <sup>7</sup>	3	50%
ARABOSAI (1)	Developing/updating procedures on public debt audit and ensuring compliance	1	100%
CAROSAI (1)	Addressing the SAI's legal mandate <sup>8</sup>	1	100%
PASAI (1)	None		

The capacity building need that got 2 most often:

	Area	Nb	%
All institutions (28)	Enhancing knowledge and skills of staff in public debt auditing	10	35.7%
Institutions by regions			
AFROSAI – English (5)	Enhancing knowledge and skills of staff in public debt auditing	2	40%
AFROSAI – French (8)	Developing/updating procedures on public debt audit and ensuring compliance	5	62.5%
ASOSAI (6)	Enhancing knowledge and skills of staff in public debt auditing	3	50 %
EUROSAI (6)	Developing audit working papers aligned to prescribed public debt audit procedures	3	50 %
ARABOSAI (1)	Developing audit working papers aligned to prescribed public debt audit procedures	1	100%

<sup>7</sup> Consistent with result to the question on Audit procedures: None of EUROSAI countries, except Lithuania, have an approved set of audit procedures for public debt audit.

<sup>8</sup> Logical answer from Belize as it is the only country with NO mandate for performance audit.

CAROSAI (1)	Enhancing knowledge and skills of staff in public debt auditing	1	100%
PASAI (1)	Developing/updating procedures on public debt audit and ensuring compliance Developing audit working papers aligned to prescribed public debt audit procedures Enhancing knowledge and skills of staff in public debt auditing	1 1 1	

The capacity building need that got **1 and 2** most often:

	Area	Nb	%
All institutions	Enhancing knowledge and skills of staff in public debt auditing Setting up a sustainable capacity for conducting public debt audits	19 17	67.8% 60.7%
Institutions by regions			
AFROSAI – English (5)	Setting up a sustainable capacity for conducting public debt audits	5	100%
AFROSAI – French (8)	Setting up a sustainable capacity for conducting public debt audits Enhancing knowledge and skills of staff in public debt auditing	6 6	75% 75%
ASOSAI (6)	Setting up a sustainable capacity for conducting public debt audits Enhancing knowledge and skills of staff in public debt auditing	4 4	66.6 % 66.6 %
EUROSAI (6)	Developing/updating procedures on public debt audit and ensuring compliance Developing audit working papers aligned to prescribed public debt audit procedures Enhancing knowledge and skills of staff in public debt auditing	3 3 3	50 % 50 % 50 %
ARABOSAI (1)	Developing/updating procedures on public debt audit and ensuring compliance Developing audit working papers aligned to prescribed public debt audit procedures	1 1	
CAROSAI (1)	Enhancing knowledge and skills of staff in public debt auditing Addressing the SAI's legal mandate	1 1	
PASAI (1)	Developing/updating procedures on public debt audit and ensuring compliance Developing audit working papers aligned to prescribed public debt audit procedures Enhancing knowledge and skills of staff in public debt auditing	1 1 1	

**Least important capacity building needs (absolute figures)**The capacity building need that got **5** most often:

	Area	Nb	%
All institutions	Strengthening communications with key external stakeholders	12	42.8%
Institutions by regions			
AFROSAI – English (5)	Strengthening communications with key external stakeholders	3	60%
AFROSAI – French (8)	Strengthening communications with key external stakeholders	6	75%
ASOSAI (6)	Enhancing knowledge and skills of staff in public debt auditing Strengthening communications with key external stakeholders	2 2	33.3% 33.3%
EUROSAI (6)	Addressing the SAI's legal mandate Setting up a sustainable capacity for conducting public debt audits	2 2	33.3% 33.3%
ARABOSAI (1)	Setting up a sustainable capacity for conducting public debt audits	1	100%
CAROSAI (1)	Developing/updating procedures on public debt audit and ensuring compliance	1	100%
PASAI (1)	None		

The capacity building need that got **6** most often:

	Area	Nb	%
All institutions	Addressing the SAI's legal mandate	21	75%
Institutions by regions			
AFROSAI – English (5)	Addressing the SAI's legal mandate	4	80%
AFROSAI – French (8)	Addressing the SAI's legal mandate	7	87.5%
ASOSAI (6)	Addressing the SAI's legal mandate	4	66.6%
EUROSAI (6)	Addressing the SAI's legal mandate	4	66.6%
ARABOSAI (1)	Addressing the SAI's legal mandate	1	100%
CAROSAI (1)	Developing audit working papers aligned to prescribed public debt audit procedures	1	100%
PASAI (1)	Addressing the SAI's legal mandate	1	100%

The capacity building need that got **5 and 6** most often:

	Area	Nb	%
All institutions	Addressing the SAI's legal mandate	25	89.2%
Institutions by regions			
AFROSAI – English (5)	Addressing the SAI's legal mandate	5	100%
AFROSAI – French (8)	Addressing the SAI's legal mandate	7	87.5%
ASOSAI (6)	Addressing the SAI's legal mandate	5	83.3%



EUROSAI (6)	Addressing the SAI's legal mandate	6	100%
ARABOSAI (1)	Addressing the SAI's legal mandate Setting up a sustainable capacity for conducting public debt audits	1 1	
CAROSAI (1)	Developing/updating procedures on public debt audit and ensuring compliance Developing audit working papers aligned to prescribed public debt audit procedures	1 1	
PASAI (1)	Addressing the SAI's legal mandate	1	

## Annex 2

### Absolute figures for question 3.3

#### Detailed results for financial audit

#### Most important areas for enhancement of knowledge and skills in public debt audit (absolute figures)

The area that got 1 most often:

	Area	Nb	%
All institutions (28)	Audit of internal controls of public debt	10	35.7%
Institutions by regions			
AFROSAI – English (5)	Audit of internal controls of public debt	4	80%
AFROSAI – French (8)	Information systems for public debt management/DMFAS	4	50%
ASOSAI (6)	Information systems for public debt management/DMFAS	3	50%
EUROSAI (6)	Audit of internal controls of public debt	2	33.3%
	Debt service cycle	2	33.3%
ARABOSAI (1)	Information systems for public debt management/DMFAS	1	
CAROSAI (1)	Debt service cycle	1	
PASAI (1)	Audit of internal controls of public debt	1	

The area that got 2 most often:

	Area	Nb	%
All institutions (28)	Information systems for public debt management/DMFAS	10	35.7%
Institutions by regions			
AFROSAI – English (5)	Information systems for public debt management/DMFAS	4	80%
AFROSAI – French (8)	Information systems for public debt management/DMFAS	4	50%
ASOSAI (6)	Audit of internal controls of public debt	2	33.3%
	Institutional aspects of PDM	2	33.3%
	Information systems for public debt management/DMFAS	2	33.3%
EUROSAI (6)	Institutional aspects of PDM	2	33.3%
	Debt service cycle	2	33.3%
ARABOSAI (1)	Institutional aspects of PDM	1	
CAROSAI (1)	Institutional aspects of PDM	1	
PASAI (1)	Borrowing cycle	1	

The area that got 1 and 2 most often:

	Area	Nb	%
All institutions	Information systems for public debt management/DMFAS	19	67.8%
Institutions by regions			
AFROSAI – English (5)	Audit of internal controls of public debt	4	80%

	Information systems for public debt management/DMFAS	4	80%
AFROSAI – French (8)	Information systems for public debt management/DMFAS	8	100%
ASOSAI (6)	Information systems for public debt management/DMFAS	5	83.3%
EUROSAI (6)	Debt service cycle	4	66.6%
ARABOSAI (1)	Information systems for public debt management/DMFAS Institutional aspects of PDM		
CAROSAI (1)	Debt service cycle Institutional aspects of PDM		
PASAI (1)	Audit of internal controls of public debt Borrowing cycle		

### Least important areas for enhancement of knowledge and skills in public debt audit (absolute figures)

The area that got 4 most often:

	Area	Nb	%
All institutions	Borrowing cycle	8	28.5%
	Debt service cycle	8	28.5%
Institutions by regions			
AFROSAI – English (5)	Borrowing cycle	2	40%
	Debt service cycle	2	40%
AFROSAI – French (8)	Debt service cycle	4	50%
ASOSAI (6)	Borrowing cycle	2	33.3%
	Debt service cycle	2	33.3%
EUROSAI (6)	Information systems for public debt management/DMFAS	3	50%
ARABOSAI (1)	Borrowing cycle	1	
CAROSAI (1)	Borrowing cycle	1	
PASAI (1)	Information systems for public debt management/DMFAS	1	

The area that got 5 most often:

	Area	Nb	%
All institutions	Institutional aspects of PDM	9	32.1%
Institutions by regions			
AFROSAI – English (5)	Borrowing cycle	2	40%
	Debt service cycle	2	40%
AFROSAI – French (8)	Institutional aspects of PDM	3	37.5%
ASOSAI (6)	Institutional aspects of PDM	2	33.3%
	Debt service cycle	2	33.3%
EUROSAI (6)	Institutional aspects of PDM	2	33.3%
ARABOSAI (1)	Debt service cycle	1	
CAROSAI (1)	Information systems for public debt management/DMFAS	1	
PASAI (1)	Institutional aspects of PDM	1	

The area that got **4 and 5** most often:

	Area	Nb	%
All institutions	Debt service cycle	15	53.5%
Institutions by regions			
AFROSAI – English (5)	Borrowing cycle	4	80%
	Debt service cycle	4	80%
AFROSAI – French (8)	Debt service cycle	5	62.5%
	Institutional aspects of PDM	5	62.5%
ASOSAI (6)	Debt service cycle	4	66.6%
EUROSAI (6)	Information systems for public debt management/DMFAS	4	66.6%
ARABOSAI (1)	Borrowing cycle		
	Debt service cycle		
CAROSAI (1)	Borrowing cycle		
	Information systems for public debt management/DMFAS		
PASAI (1)	Information systems for public debt management/DMFAS		
	Institutional aspects of PDM		

## Detailed results for performance audit

### Most important areas for enhancement of knowledge and skills in public debt audit (absolute figures).

#### The area that got 1 most often:

	Area	Nb	%
All institutions (28)	Analysis of debt sustainability, flexibility and vulnerability	6	21.4%
	Information systems for PDM/DMFAS	6	21.4%
Institutions by regions			
AFROSAI – English (5)	Analysis of debt sustainability, flexibility and vulnerability	2	40%
AFROSAI – French (8)	Information systems for PDM/DMFAS	4	50%
ASOSAI (6)	Fiscal risks/exposures	3	50%
EUROSAI (6)	Types of risks and benchmarking	2	33.3%
ARABOSAI (1)	Analysis of debt sustainability, flexibility and vulnerability	1	
CAROSAI (1)	Fiscal risks/exposures	1	
PASAI (1)	Asset and liability management	1	

#### The area that got 2 most often:

	Area	Nb	%
All institutions (28)	Information systems for PDM/DMFAS	8	28.5%
Institutions by regions			
AFROSAI – English (5)	Fiscal risks/exposures	1	20%
	Institutional aspects of PDM	1	20%
	Debt Management Office	1	20%
	Information systems for PDM/DMFAS	1	20%
	Analysis of debt sustainability, flexibility and vulnerability	1	20%
AFROSAI – French (8)	Information systems for PDM/DMFAS	4	50%
ASOSAI (6)	Types of risks and benchmarking	2	33.3%
	Information systems for PDM/DMFAS	2	33.3%
	Analysis of debt sustainability, flexibility and vulnerability	2	33.3%
EUROSAI (6)	Debt service cycle	2	33.3%
ARABOSAI (1)	Information systems for PDM/DMFAS	1	
CAROSAI (1)	Understanding external ratings	1	
PASAI (1)	Types of risks and benchmarking	1	

#### The area that got 3 most often:

	Area	Nb	%
All institutions (28)	Types of risks and benchmarking	9	32.1%
Institutions by regions			
AFROSAI – English (5)	Types of risks and benchmarking	2	40%
AFROSAI – French (8)	Types of risks and benchmarking	3	37.5%
ASOSAI (6)	Fiscal risks/exposures	2	33.3%

EUROSAI (6)	Fiscal risks/exposures	1	16.6%
	Institutional aspects of PDM	1	16.6%
	Borrowing cycle	1	16.6%
	Debt restructuring/HIPC Initiative	1	16.6%
	Analysis of debt sustainability, flexibility and vulnerability	1	16.6%
	Types of risks and benchmarking	1	16.6%
ARABOSAI (1)	Types of risks and benchmarking	1	
CAROSAI (1)	Types of risks and benchmarking	1	
PASAI (1)	Analysis of debt sustainability, flexibility and vulnerability	1	

The area that got **1, 2 and 3** most often:

	Area	Nb	%
All institutions	Analysis of debt sustainability, flexibility and vulnerability	17	<b>60.7%</b>
Institutions by regions			
AFROSAI – English (5)	Analysis of debt sustainability, flexibility and vulnerability	4	80%
AFROSAI – French (8)	Information systems for PDM/DMFAS	8	100%
ASOSAI (6)	Fiscal risks/exposures	5	83.3%
EUROSAI (6)	Debt service cycle	3	50%
	Types of risks and benchmarking	3	50%
ARABOSAI (1)	Analysis of debt sustainability, flexibility and vulnerability		
	Information systems for PDM/DMFAS		
	Types of risks and benchmarking		
CAROSAI (1)	Fiscal risks/exposures		
	Understanding external ratings		
	Types of risks and benchmarking		
PASAI (1)	Asset and liability management		
	Types of risks and benchmarking		
	Analysis of debt sustainability, flexibility and vulnerability		

**Least important areas for enhancement of knowledge and skills in public debt audit (absolute figures).**

The area that got **9** most often:

	Area	Nb	%
All institutions	Asset and liability management	6	21.4%
Institutions by regions			
AFROSAI – English (5)	Asset and liability management	2	40%
AFROSAI – French (8)	Asset and liability management	3	37.5%
ASOSAI (6)	Debt restructuring/HIPC Initiative	1	16.6%
	Borrowing cycle	1	16.6%
EUROSAI (6)	Institutional aspects of PDM	2	33.3%
ARABOSAI (1)	Borrowing cycle	1	
CAROSAI (1)	Borrowing cycle	1	
PASAI (1)	Debt service cycle	1	

The area that got **10** most often:

	Area	Nb	%
All institutions	Debt restructuring/HIPC Initiative	6	21.4%
Institutions by regions			
AFROSAI – English (5)	Debt restructuring/HIPC Initiative	2	40%
AFROSAI – French (8)	Debt restructuring/HIPC Initiative	2	25%
	Borrowing cycle	2	25%
ASOSAI (6)	Understanding external ratings	2	33.3%
EUROSAI (6)	Borrowing cycle	2	33.3%
	Debt restructuring/HIPC Initiative	2	33.3%
ARABOSAI (1)	Debt service cycle	1	
CAROSAI (1)	Information systems for PDM/DMFAS	1	
PASAI (1)	Understanding external ratings	1	

The area that got **11** most often:

	Area	Nb	%
All institutions	Debt management office	6	21.4%
Institutions by regions			
AFROSAI – English (5)	Debt management office	2	40%
AFROSAI – French (8)	Debt management office	2	25%
	Understanding external ratings	2	25%
ASOSAI (6)	Asset and liability management	2	33.3%
EUROSAI (6)	Debt service cycle	1	16.6%
	Debt management office	1	16.6%
	Debt restructuring/HIPC Initiative	1	16.6%
ARABOSAI (1)	Institutional aspects of PDM	1	
CAROSAI (1)	Debt management office	1	
PASAI (1)	Fiscal risks/exposures	1	

The area that got **9, 10 and 11** most often:

	Area	Nb	%
All institutions	Asset and liability management	10	35.7%
	Borrowing cycle	9	32.1%
	Debt management office	9	32.1%
Institutions by regions			
AFROSAI – English (5)	Asset and liability management	3	60%
AFROSAI – French (8)	Asset and liability management	4	50%
	Debt management office	4	50%
ASOSAI (6)	Understanding external ratings	3	50%
EUROSAI (6)	Information systems for PDM/DMFAS	3	50%
	Borrowing cycle	3	50%
	Debt restructuring/HIPC Initiative	3	50%
ARABOSAI (1)	Borrowing cycle	1	
	Debt service cycle	1	
	Institutional aspects of PDM	1	
CAROSAI (1)	Borrowing cycle	1	
	Information systems for PDM/DMFAS	1	
	Debt management office	1	
PASAI (1)	Fiscal risks/exposures		
	Debt service cycle		
	Understanding external ratings		