Vocational Training Authority of Sri Lanka – 2018

1.1 Adverse Opinion

The audit of the financial statements of the Vocational Training Authority of Sri Lanka for the year ended 31 December 2018 comprising the statement of financial position as at 31 December 2018 and the statement of comprehensive income, statement of changes in equity and cash flow statement for the year then ended, and notes to the financial statements, including a summary of significant accounting policies, was carried out under my direction in pursuance of provisions in Article 154(1) of the Constitution of the Democratic Socialist Republic of Sri Lanka read in conjunction with provisions of the National Audit Act No. 19 of 2018 and Finance Act No. 38 of 1971. My comments and observations which I consider should be reported to Parliament appear in this report.

In my opinion, effects of the matters described in paragraph 1.5 of this report, the accompanying financial statements do not give a true and fair view of the financial position of the Authority as at 31 December 2018, and of its financial performance and its cash flows for the year then ended in accordance with Sri Lanka Public Sector Accounting Standards.

1.2 Basis for Adverse opinion

My opinion is adverse on the matters described in paragraph 1.5 of this report and the accompanying financial statements do not give a true and fair view on the financial statements of the Authority in accordance with Sri Lanka Public Sector Accounting Standards.

I conducted my audit in accordance with Sri Lanka Auditing Standards (SLAuSs). My responsibilities, under those standards are further described in the Auditor's Responsibilities for the Audit of the Financial Statements section of my report. I believe that the audit evidence I have obtained is sufficient and appropriate to provide a basis for my adverse opinion.

1.3 Responsibilities of Management and those Charged with Governance for the Financial Statements

Management is responsible for the preparation of financial statements that give a true and fair view in accordance with Sri Lanka Public Sector Accounting Standards, and for such internal control as management determine is necessary to enable the preparation of financial statements that are free from material misstatement, whether due to fraud or error.

In preparing the financial statements, management is responsible for assessing the Authority's ability to continue as a going concern, disclosing, as applicable, matters related to going concern and using the going concern basis of accounting unless management either intend to liquidate the Authority or to cease operations, or has no realistic alternative but to do so.

Those charged with governance are responsible for overseeing the Authority's financial Reporting process.

As per Section 16(1) of the National Audit Act No. 19 of 2018, the Authority is required to maintain proper books and records of all its income, expenditure, assets and liabilities, to enable annual and periodic financial statements to be prepared of the Authority.

1.4 Responsibility of the Auditor on Audit financial statements

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My objective is to obtain reasonable assurance about whether the financial statements as a whole are free from material misstatement, whether due to fraud or error, and to issue an auditor's report that includes my opinion. Reasonable assurance is a high level of assurance, but is not a guarantee that an audit conducted in accordance with Sri Lanka Auditing Standards will always detect a material misstatement when it exists. Misstatements can arise from fraud or error and are considered material if, Individually or in the aggregate, they could reasonably be expected to influence the economic decisions of users taken on the basis of these financial statements.

As part of an audit in accordance with Sri Lanka Auditing Standards, I exercise professional judgment and maintain professional scepticism throughout the audit. I also:

- Identify and assess the risks of material misstatement of the financial statements, whether due to fraud or error, design and perform audit procedures responsive to those risks, and obtain audit evidence that is sufficient and appropriate to provide a basis for my opinion. The risk of not detecting a material misstatement resulting from fraud is higher than for one resulting from error, as fraud may involve collusion, forgery, intentional omissions, misrepresentations, or the override of internal control.
- Obtain an understanding of internal control relevant to the audit in order to design audit procedures that are appropriate in the circumstances, but not for the purpose of expressing an opinion on the effectiveness of the Authority's internal control.
- Evaluate the appropriateness of accounting policies used and the reasonableness of accounting estimates and related disclosures made by the management.
- Conclude on the appropriateness of the management's use of the going concern basis of accounting and based on the audit evidence obtained, whether a material uncertainty exists related to events or conditions that may cast significant doubt on the Authority's ability to continue as a going concern. If I conclude that a material uncertainty exists, I am required to draw attention in my auditor's report to the related disclosures in the financial statements or, if such disclosures are inadequate, to modify my opinion. My conclusions are based on the audit evidence obtained up to the date of my auditor's report. However, future events or conditions may cause the Authority to cease to continue as a going concern.
- Evaluate the overall presentation, structure and content of the financial statements, including the disclosures, and whether the financial statements represent the underlying transactions and events in a manner that achieves fair presentation.

The scope of the audit also extended to examine as far as possible, and as far as necessary the following.

- Whether the organization, systems, procedures, books, records and other documents
 have been properly and adequately designed from the point of view of the
 presentation of information to enable a continuous evaluation of the activities of the
 Authority, and whether such systems, procedures, books, records and other
 documents are in effective operation;
- Whether the Authority has complied with applicable written law, or general or special directions issued by the governing body of the Authority.
- Whether the Authority has performed according to its powers, functions and duties;
- Whether the resources of the Authority had been procured and utilized economically, efficiently and effectively within the time frames and in compliance with the applicable laws,

1.5 Financial Statements

1.5.1 Internal control over the preparation of financial statements

Entities are required to "devise and maintain" a system of internal accounting controls sufficient to provide reasonable assurance that , transactions are executed in accordance with management's general or specific authorization, transactions are recorded as necessary to permit preparation of financial statements in conformity with the applicable reporting standards , and to maintain accountability for assets, access to assets is permitted only in accordance with management's general or specific authorization, and the recorded accountability for assets is compared with the existing assets at reasonable intervals and appropriate action is taken with respect to any differences.

1.5.2 Non-Compliance with Sri Lanka Public Sector Accounting Standards

The following observations are made.

Non Compliance with the reference to Management Recommendation particular Standard **Comment** Agreed. Land and Should be complied (a) Even though property, plant equipment should be revalued in every building had with the Sri Lanka been 03 or 05 years in accordance with referred Public to the sector paragraph 47 of the Sri Lanka Public Valuation Accounting Sector Accounting Standards Department for Standards. property, plant and equipment costed Rs. revaluation. At 4663 million shown in the financial present the statements of the Authority had not been revaluation activities revalued since 2008. As such, fair value in relevant centers of 05 districts had been of these land and building had not been shown in the financial statements. completed.

(b) In accordance with paragraph 49 of the Sri Lanka Public Sector Accounting Standards 07, if an item of property, plant and equipment is revalued, the assets belongs to the entire class of asset shall be revalued. However, 39 motor vehicles and 25 bicycles costed for Rs. 4,496,902 had not been revaluated as at 31 December 2018.

This will be taken into consideration and corrected.

Should be complied with the Sri Lanka Public sector Accounting Standards.

In accordance with paragraph 60 of the (c) Sri Lanka Public Sector Accounting Standards 07, the relevant depreciation basis should be identified in such a way as to accurately represent the useful life time of the property, plant and machinery and in accordance with paragraph 74, the depreciation method used should represent the utilization pattern of the asset. Even though the useful life time had been taken into account by the Authority in the revaluation of assets as on December 31, the depreciation policy had not been revised based on the effective lifetime of those assets.

This will be taken into consideration and corrected.

Should be complied with the Sri Lanka Public sector Accounting Standards.

(d) As per the paragraph 61 of the Sri Lanka Public Sector Accounting Standards 19, A reliable estimate should be made using actuarial techniques in measuring postemployee benefits. Contrary to that the Authority had measured the employee benefits based on the last salary and length of the service of employees and had not make adjustments to the employee benefit liability balance as per the Paragraph 65 of the standard. Also, due to errors in calculating of gratuity allocation, it had over calculated by Rs. 2,135,660 and accounted for, and the deficit for the year had been overstated by that amount.

Accepted.
Adjustment will be made as per the relevant standard in the year 2020.

Should be complied with the Sri Lanka Public sector Accounting Standards.

1.5.3 Accounting deficiencies

The following observations are made.

Audit Observation

Management Comments

Recommendation

Even though out 06 acres 01 (a) Rood 13.2 perches land belonging to the Vocational Training Authority of Sri Lanka, 02 acres 03 rood 7.6 perches had been transferred the National Apprenticeship and Industrial Training Authority in the year 2015, the book value of it amounted Rs.202,278,158 had not been removed from the land value in the Financial Position Statement as at 31 December 2018. Also, the land extend of 02 acres, 03 roods, and 38.38 perches received by Vocational **Training** Authority of Sri Lanka had not valued and accounted for. Further, the value of 91 government lands which the Authority maintains centers had not been valued and shown in the financial statements for till the date of 31 December 2018.

Presently, only 22 lands have been legally acquired. Out of that, 09 lands have been valued and necessary action is being taken to value other 13 lands. Action will be taken to account the value after receive such assessment.

Non- current assets should be accurately identified and accounted when preparing financial statements.

(b) Due to non-calculation of depreciation expenditure for the year in respect of 4 types of revalued assets as at 31st December of the year under review, depreciation and differed income for the year under review was under stated by Rs.211,926,365 and the capital grant account was over stated by that amount. Also, due to the revaluation surplus of two categories of

Agreed. Action will be taken to correct in the year 2020.

Non- current assets should be accurately identified and accounted for.

assets was under stated by Rs. 157,565,717 and revaluation deficit of two categories of assets was over stated by Rs. 54,420,648, the deficit of the

year was over stated by Rs. 54,420,648.

(c) to Due errors in the calculation of cumulative depreciation allocations for buildings as at 31 December 2018, the balance in that account was over calculated by Rs.43,119,356 and the building depreciation expenditure for the year under review was under calculated by Rs. 2,733,488 and, therefore, the carrying amount of the Building under non-current assets was under stated by Rs. 40,385,868 and the deficit of the year under stated by Rs. 2,733,488 in the financial statements.

Agreed. Action will be taken to correct in the year 2020.

Depreciation for assets should be accurately calculated.

Due to non-consideration of (d) cost of living allowance in calculating the Employees Provident and **Employees** Trust Fund contribution from the year 2006 to May 2015, the outstanding contribution of Rs. 33,776,537 and the surcharge of Rs. 5,641,480 had been paid during the year under review and accounted for as an expense for the year under review instead of make adjustment to the previous year deficit.

Required provisions to pay the arrears were not received from the Treasury during the relevant year and was accounted for as an expense for the year in which fund was received.

Expenditure related to the year should be correctly identified and accounted for.

Assets total valued for Rs. 211,713,535, procured on credit basis during the year under review under the Skills Sector Development Project Thirteen Year and the Continuing Education Fund had omitted from the accounts and, therefore, noncurrent assets for the year under review was under stated by that amount and depreciation expenses for the year was under stated by Rs. 5,878,664 in the financial statements. Also, the balance the differed income account was under stated by Rs. 5,878,664 and the of differed balance the income grant account was under stated by Rs. 187,622,028 in the financial statements.

(e)

All expenses incurred under the Skills Sector Development Project and the Thirteen Year Continuing Education Fund will be made by the project. Even though the relevant expenditure was done in the year 2018, reported only in the year 2019.

Attention should be made to prepare financial statements accurately.

(f) 41 motor vehicles which had not been accounted under the motor vehicles as at 31 December of the year under review, had been revalued and the revaluation amount of Rs. 19,947,000 had been added to the motor vehicle account.

Action will be taken to check and correct.

All the vehicles belong to the Authority should be correctly accounted when preparing the financial statements.

1.5.4 Inappropriate Valuation or Estimation

Audit Observation

When removing the roof of the building without assessing the strength of the existing building during the renovation of the Matale Kaikawala District Training Centre, which was planned to renovate by repairing the roof of the building at a cost of

Management Comment

When the roof frame was removing, the walls and columns exploded and the separation took place due to the isolation of the wall and columns that were interconnected from that frame. Accordingly, the project was

Recommendation

Attention should be made to minimize additional works by preparing estimates accurately.

Rs. 17,445,822 in 2017 and due to the fact that the brick columns of the building were separated from the foundation a sum of Rs. 1,170,000 (VAT-free) had been approved under the extra work with the rates ranged from 43 percent to 150 percent which was higher than the BOQ rates, to renovation of the building with new concrete columns.

re-planned and carried out using the prices quoted by the contractor and in some ways modifying the plans to minimize the additional cost.

1.6 Accounts Receivable and Payable

1.6.1 Receivables

Audit Observation

Action had not been taken to recover a total sum of Rs. 3,819,000 due to the Authority by the Construction Contractor of the Mirijjawila National Vocational Training Center and also, action had not been taken to restart the construction activities even by 18 July 2019.

Management Comments

The project could not be completed even by the end of December 2014 due to the poor performance of the contractor, and hence, the project activities were suspended on 05.01.2015.

At this stage, the amount due from the contract company was Rs. 3,819,000.00 and this amount cannot be fully recovered at once, so the amount retained at the time of suspension of the project and the materials and equipment held by the project should be revalued to take appropriate action to recover.

Although the balance works of the project were included to the 2016-2017 Procurement Plan for completion, but balance works could not be continued due to the Treasury had cut the provisions.

Recommendation

Prompt action should be taken to recover the due to the Authority.

1.6.2 **Advances**

Even though a sum of Rs. 9,280,000 had been paid to the Land Reforms Commission On 20 April 2018 based on the agreement reached with the Land Reforms Commission in August 2013 for obtaining of 3 roods and 31 perches from Wanarajawatta land for the construction of Nuwara-Eliya District Training Centre, the land had not been legally acquired by the Authority and no action had

been taken to build the District Training Centre even by 31

Audit Observation

Management Comments _____

The land has been purchased the Land Reforms from Commission and a third party has filed a case in the Court of Appeal for the land in question. Accordingly, further action will be taken after receiving the verdict of the case.

Recommendation _____

The relevant land should be acquired expeditiously and action should taken to achieve the objectives of the institution.

1.7 Non-compliance to laws, rules, regulations and management decisions

The following observations are made.

Reference to	Non compliance	Management	Recommendation
laws, rules,		comment	
regulations			

(a) **Financial**

December 2019.

Regulations

of the

Democratic

Socialist

Republic of

Sri Lanka

Financial Regulation 1646

Running charts relevant to Letters were sent the year 2018 of 19 vehicles using by the head office of Authority and vehicles using in the district offices had not been submitted for audit even by September 2019 and a sum of Rs. 1,742,025 had been spent on fuel for those vehicles during the year under review.

to inform those who have not submitted the relevant running charts for the year 2018. Reminding letters were resent on 31.12.2019.

Running charts should be submitted to the audit regularly in the future.

(b) Public
Administration
circular No.
09/2009 (i)
dated 17 June
2019

Contrary to the circular, 19 employees of the Authority had not recorded the arrival and departure times of the fingerprint machine.

Relevant officials have been informed in this regard and instructions have been issued. Action had been taken to correct this situation in the future.

All the officials in the Authority should follow the circular instructions.

(c) Paragraph 3.1 of Public Administration Circular No. 30/2016 of 29 December 2016.

Even though fuel consumption of every vehicle should be checked in every 12 months or after running of 25,000 km, fuel consumption had not been checked with respect to the vehicles of the Vocational Training Authority from the year 2016 to September 2019

Fuel consumption report was prepared for all vehicles on 06.05.2020.

Vehicle fuel consumption should be regularly checked in the future.

(d) Paragraph
8.3.9 of the
Public
Enterprise
Circular No.
PED / 12 of 02
June 2003

Contrary to the reference circular, 02 vehicles each of the Authority had been released for the duties of the Minister and the Line Ministry and a sum of Rs. 712,870 had been spent for fuel by the Authority during the year under review.

These vehicles had been provided for urgent duties in the absence of vehicles of the Ministry.

Action should be taken to take over the relevant vehicles to the authority.

2. Financial Review

2.1 Financial Results

The operations in the year under review had resulted in a deficit of Rs. 128,946,438 as compared with the corresponding deficit of Rs. 132,115,206 for the preceding year, thus observing an improvement of Rs.3,168,768 in the financial result. The decrease in expenditure by a higher percentage than decrease in operating income had mainly attributed to this improvement.

2.2 Ratio analysis

The current ratio of the Tertiary and vocational Education Authority, which was remained at 1.49 in the year 2017 had declined to 1.09 by the year 2018, as such, the amount of current assets to meet current liabilities had decreased by 0.40 compared to the previous year.

In terms of the quick assets ratio, it had decreased from 1.30 in the year 2017 to 1.0 in the year 2018.

3. **Operational review**

(a)

3.1 **Management inefficiencies**

1117

The following observations are made.

6	
Audit observation	

training equipment

Most of this equipment has already been distributed. The balance is planned distribution in the near future.

Management comment

Recommendation

Action should be taken distribute the procured items expeditiously.

items valued for Rs. 8,362,833 procured from the year 2016 to July 2019 under Sectoral Skills Development Funds, Treasury Funds and World Labour Organization (ILO) Funds were retained in the of main stores the Authority without being distributed to the relevant training centers. The warranty periods given for this equipment had expired within the stores itself.

The Vehicle Maintenance (b) Unit of the Authority, which had been operation since 2011 with the objective of providing on-the-job training students of the vocational training courses and repair of vehicles owned by the Authority, closed was down from 31 December 2018 without obtaining formal approval, despite its effective contribution to the institution's performance.

The top management has decided to close this vehicle maintenance unit due to a shortage of machinery required for vehicle maintenance. At present, a vehicle painting course (NVQ 04) is being conducted more effectively with the participation of 20 students. Also the equipment available in the vehicle maintenance unit had been provided for other courses in the automotive sector.

Instead of closing an important sector in the vocational training, management should focus to continue by fulfilling the shortcomings. Also. attention should be paid to the proper utilization of available assets.

3,136 square feet building which was maintained by the Vehicle Maintenance Unit, at an estimated value of Rs. 4,312,000, and the part of the land have been used for a vehicle painting course since 2020.

3.2 **Operational inefficiencies**

Following observations are made.

Audit observation -----

_____ These surcharges had been

Management comment

Recommendation _____

(a) Due to the calculation of the Employees' Trust Fund contribution from the year 2006 to May 2015, regardless of the cost of living allowance of the Vocational **Training** Authority of Sri Lanka, a surcharge of Rs. 5,641,480 had been paid from the Treasury funds given for salaries and wages during the year under review and action had not been taken identified relevant

officers

and

responsible

recovered from them.

paid with the approval of the Board of Directors.

The money should be recovered from officials who worked negligently.

Even though a total sum of (b) Rs. 1,831,817 had been paid semi-government to institution in the year 2014 and year 2017 to obtain consultancy services for the modernization of construction works of 04 centers, renovation works of those centers had not been commenced even by 22 February 2020 and value of these works had been accounted under works in progress for long time.

Construction could not be commenced due to the funds were not available.

Construction works of those centers should be commenced soon.

(c) An extent of 02 roods and 33.50 perches land Welewatta in Henakaduwa in Hambantota District had been purchased at a cost of 5,823,000 Rs. 30 December 2010, but was remained idle without utilizing for any work even by the 24 February 2020.

This land has been purchased for the future development of the centre. At present, this land is being used effectively for the external activities and daily activities of the apprentices of the Henakaduwa Center.

Management should focus on achieving the objectives of the Authority
Establishment Act.

Even though the Authority (d) had removed the old building on the land where the Galle District Printing School was located and the construction of a new building had commenced in October 2016 with an engineering estimate of 36,347,620, the construction works was suspended on 28 August 2018. Also, the ownership of the land had not been taken over by the Authority even until December 2019. Further, the printing machine which was procured for training at a cost of Rs. 15 million in the year 2007 was placed idle since 03 April 2018 in the new building, which had been partially constructed. The printing course is being conducted in leased building from October 2017 due construction delays and a sum of Rs. 803,000 had been paid as rent from that month to July 2019.

The new construction company has completed about 95 percent of the building works and action is being taken to commence the conducting courses. Also, the acquisition of this land is being carried out by the Divisional Secretary of Kadawath Sathara.

Construction works should be completed soon and use for training of apprenticeship.

(e) It was revealed in the audit field visit conducted on 01 March 2019 that 08 unregistered cars which the authority doesn't have the registered ownership and one

A committee has confirmed that the repairs of 5 vehicles owned by the Authority are not effective and had been released for automotive courses.

Action should be taken to amend the registration books of vehicles released for training. motorcycle registered under the authority had been parked unsafely at the premises of National Vocational the Training Institute Narahenpita for a long period from 1 year to 4 years. It was observed that these vehicles were in a repairable and usable condition.

3.3 **Delays in Projects or Capital Work**

(a)

The following observations are made.

According to the detailed

Audit observation

action plan prepared from the year 2014 to year 2020, It was planned to modernize 90 training centers of the Vocational Training Authority of Sri Lanka by the end of 2016 and construct 20 new

Development Project Funds at a cost of Rs. 7,430 million. However, 65 training centers had not been modernized and the construction of 17 training centers had not been completed as at 31 December 2018.

training centers by the end of 2017 from the Skills Sector

(b) Even though a sum of Rs. 635,961 had been paid to a consultant during the year 2017 for the preparation of construction plan of a district vocational training centre which was not included in the action plan for 2017, necessary arrangements had not been made to start the project until December 2019.

Management comment

Agreed. The target could not be reached as the funds had not been provided by Sectoral Skills the Development Project.

Recommendation

Action should taken to allocate the funds of the project to the relevant objectives as a matter of priority.

The construction of this building has been delayed due to that provision had not been released yet by the Sectoral Skills Development Project for its construction.

Provisions should be obtained and construction should be commenced immediately.

(c) changes in to the preliminary plans and delays in the construction of the renovation works of the School Ahangama Hotel which was carried out under the Skills Sector Development Project, 04 courses could not be conducted for more than 03 Although renovation work was completed on 08 March 2018 at a cost of Rs. 121,809,064, the operations in the hotel had not been commenced until 30 September 2019. Further, training equipment costed for Rs. 28,158,840 and office equipment costed for 9,397,178 were procured from the year 2015 to year 2018, mentioning that required for the practical training of the courses.

Operations of the hotel commenced on 26.02.2020 and despite the difficulties in carrying out those activities due to the COVID-19 virus. the institute is in the process of implementing plans resume such activities. In line with this renovation project, the process purchasing equipment for a new hotel was also carried out and accepted that the building renovation process has been going on for many

years and the equipment

purchased has not been used

for some time.

Management should focus on achieving the objectives of establishing the Authority.

3.4 Procurement Management

Audit observation

Even though the National Procurement Agency should be notified immediately in accordance with paragraph 8.11 of the Procurement Guidelines regarding default contractors, the Authority had not done so on the contractor who had defaulted the construction of Mirijjawila even by 30 January 2019.

Management comment

Adequate extra time was also given for changes. In addition to that subject to the possibility of liquidity damages the opportunity and time was given to complete the project. However, the contract company was unable to complete the project and the project was suspended on 10.10.2018 due to its continued poor performance.

Recommendation

Procurement guidelines should be followed.

3.5 Defects in Contract Administration

Audit observation

Management comment

Recommendation

(a) During the physical inspection carried out on 19 July 2019 on the construction of Mirijiawila building which had constructed in a corner of 4 1/2 acres of land, it was revealed that the walls of the first floor had exploded, electricity supply works had not done safely, most of the cement block walls on the first floor have collapsed and been destroyed, columns were not set to the required standard and due to the damage of the concrete, iron bars were exposed to the outside and corroded and as it had been abandoned for more than four years the building was becoming unusable.

It is true that some of the walls on the first floor had exploded, some of the stones in the walls are loose, and of concrete columns also have honeycombs in some places. Due to these shortcomings, action was taken to suspend the contract.

Management should focus on ensuring the quality of construction by deploying an officer of the Authority to supervise the construction.

(b) Even though the contract for the construction of the Mirijiawila workshop building was terminated on 05 January 2015 on breach of contract due to not hand over by completing the construction works, 58 construction equipment owned by the contractor had not been released until 18 July 2019, by the date of audit, in violation of the terms of the contract agreement and It was observed that they were laying in the site unsafely.

Since there is no other way to recover the advance paid to the contractor, the 25% surcharge on liquidity damages, and the balance of the construction, the goods and equipment belonging to the contractor have been retained to settle the relevant charges.

Can be pointed out that acting contrary to the contract may result in a risk of paying compensation in the future.

4. Accountability and Good Governance

Audit observation

4.1 Annual Action Plan

Arrangements have not been made to conduct 64 training programs in 09 full time courses and 39 part time courses in the year 2018 which were planned to be conducted in 13 vocational training areas during the year under review.

Management comment

Out of the full time and part time courses planned for the year under review, the queried courses could not be started due to various reasons.

Recommendation

An action plan should be prepared taking into account the achievable goals.