
1.1 Disclaimer of Opinion

The audit of the financial statements of the Peliyagoda Central Fish Market Complex Management Trust for the year ended 31 December 2018 comprising the statement of financial position as at 31 December 2018 and the statement of profit and loss 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(3) 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.My comments and observations which I consider should be report to Parliament appear in this report.

I do not express an opinion on the accompanying financial statements of the Trust. Because of the significance of the matters discussed in the Basis for Disclaimer of Opinion section of my report, I have not been able to obtain sufficient appropriate audit evidence to provide a basis for an audit opinion on these financial statements.

1.2 Basis for Disclaimer of Opinion

My opinion is disclaimed based on the matters described in Paragraph 1.5 of this report.

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 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 Trust'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 Trust or to cease operations, or has no realistic alternative but to do so.

Those charged with governance are responsible for overseeing the Trust's financial reporting process.

As per Sub-section 16(1) of the National Audit Act No. 19 of 2018, the Trust 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 Trust.

1.4 Auditor's Responsibility for Auditing the Financial Statements

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 Trust'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 Trust'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 Trust 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 Trust, and whether such systems, procedures, books, records and other documents are in effective operation;

- Whether the Trusthas complied with applicable written law, or other general or special directions issued by the governing body of the Trust,
- Whether the Trusthas performed according to its powers, functions and duties; and
- Whether the resources of the Trust had been procured and utilized economically, efficiently and effectively within the time frames and in compliance with the applicable laws.

1.5 **Financial Statements**

(a)

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 reference to

the Relevant Standard Management A cash flow statement had not Details on the receipts and The flow cash been prepared as required by payments of the financial statement should be Paragraph 18 of the Standard 02. year are submitted herewith. prepared in terms of

Comments

(b) Contrary to the Paragraph 57 of the Standard 07, the machines and the buildings of the of the Purification Plant costing Rs.38,598,438 had been depreciated at 5 per cent without being identified them separately.

It is found difficult to separately identify the machines and the buildings of the water purification plant of the Peliyagoda identified and made Market Complex. There is no person who is expertise on the above matter.

of

In terms of the Standard, buildings and machines should separately provisions for depreciations accordingly.

the Recommendation

the Standard.

(c) As the useful life of non-current assets had not been reviewed annually in terms of Paragraph 65 of the Standard 07, three fixed assets costing Rs.2,412,124 were further in use despite being fully depreciated. Nevertheless, action had not been taken to revalue and account for the above assets.

Assets have been revalued in the year 2017. Those assets were revalued by the competent persons on the subject. Depreciation ratio has been determined according to the relevant life span. In terms of the Standard, the useful life of non-current assets should be annually reviewed, revalued and accounted for properly.

1.5.3 Accounting Deficiencies

The following observations are made. Audit Observation

Man

Comments of the Recommendation Management

(a) A sum of Rs.125,958 had been overstated in the financial statements as the Withholding Tax payable relating to fixed deposit interests of Rs.19,435,713 pertaining to the year under review.

The fixed deposit interest income for the year 2018 amounted to Rs.21,949,879 and the Withholding Tax had been calculated at 5 per cent of that amount.

should Action taken to correctly identify the fixed deposit interests pertaining to the year review under and account for the Withholding Tax accordingly.

(b) Without being settled rental Rs.80,000 income of and Rs.617,038 respectively relating to two stalls that had been deposited in the years 2015 and 2016, but not credited to the bank account, it had been included in the bank reconciliation statement of the year under review.

Action will be taken to make the relevant correction in the future. Action should be taken to recognize the money deposited in the Bank and credit to the account without delay.

(c) Action had not been taken to account for and recover the outstanding of Rs.2,467,500 due from the lessee of the cold stores and the Ice Factory for breaching the relevant agreements.

A letter has been referred to the Commissioner of Registrar of Companies in new order to obtain information on that institute and the officers concerned have been instructed to recover the outstanding after of relevant the receipt information.

Action should be taken to recover the outstanding money and account for as a receivable tax income.

Lease rent income of the year Not presented. (d) under review and the receivable lease rent of Rs.66,000 had been understated in the financial statements.

Annual lease rent income should be computed and brought to account in accordance with the agreements.

1.5.4 **Un-reconciled Control Account**

	The following	observations are	e made.				
Item		Value as per the financial statements	Value as per the correspondi ng reports	Difference	Comments of the Management	Recommendation	
(a)	Ledger Account 8	Rs. 1,337,146,04 7	Rs. 1,376,336,69 5	Rs. 39,190,648	The balance stated in the Ledger maintained by the Trust is incorrect, but the trial balance has been correctly prepared.	Ledger accounts should be correctly prepared and accordingly, trial balance should be prepared.	
(b)	Ledger Account 12	382,326,642	344,736,524	37,590,118	The balance stated in the Ledger maintained by the Trust is incorrect, but the trial balance has been correctly prepared.	Ledger accounts should be correctly prepared and accordingly, trial balance should be prepared.	
(c)	Ledger Account 8	0	155,034,055	155,034,055		should be correctly prepared and accordingly, trial balance should be	

1.5.5 Lack of Documentary Evidence for Audit

The fo	ollowing observat	ions are made.			
	Item	Amount Rs.	Evidence not furnished	Comments of the Management	Recommendation
(a)	Building	1,288,187,59 8	Details relating to identify the buildings separately	Details have been furnished to Audit.	Details should be maintained so as to separately identify the fixed assets.
(b)	Temporarily suspended refundable deposit balance	5,550,000	Balance confirmations	Details have been presented in a ledger account.	Balance confirmation letters should be furnished.
(c)	Expenditure	1,455,790	Four payment vouchers.	Payment vouchers worth Rs.540,540 have not been presented. Albeit, all the documents to be so presented have been included in the procurement file relating to this contract.	In terms of Financial Regulation 272 (3), all payment vouchers should be presented to the Auditor General.
(d)	Creditors Balance	972,951	Balance confirmation	Details have been presented in a ledger account.	Documents in support of the accuracy of the creditors balances should be furnished.
(e)	Petty cash payments.	996,418	Bills	All the relevant details are available in the procurement file.	Bills relating to the payments from the petty cash should be submitted together with the voucher.

1.6 Non-compliance with Laws, Rules, Regulations and Management Decisions etc.

Instances of non-compliance with the provisions in laws, rules, and regulations are given below.

Reference to Laws, Rules and Regulations		Non-compliance	Comments of the Management	Recommendation
~	ns of the ic Socialist of Sri			
	a R g R	Action had not been taken according to the Financial Regulations in respect of 04 generator batteries totalling Rs.121,470, the value of which could not be dentified.	misplacement of 04 batteries of the generator was	In terms of Financial Regulation 103 (i), an inquiry should be initiated to determine the persons responsible for the relevant misplacement.
ii. Financial	fo h h so 2 h P tt 2 b	A walkie-Talkie used by the former Manager of the Trust had not been handed over on his resignation from the hervice at the end of the year 2018. Although a complaint had been lodged at the Peliyagoda Police Station in that respect on 13 August 2019, an inquiry had not been conducted according to the Financial Regulations.	lodged at the Peliyagoda Police Station in this respect and Investigation Officers have been instructed to carry out investigations	Preliminary inquiries should be conducted in terms of Financial Regulations.
iii. Financial	-	A record had not been maintained to include	The officers in charge of the subjects have	A record of losses and damages should be

particulars on the losses.

been

loses

Government properties.

instructed

maintain a record on

to

to

the

maintained in terms of

Financial Regulations.

iv. Financial Regulation 2,287,739 264.

The receipts and all the relevant details on purchase each available in the procurement files. Details on the payment of allowances are in the possession of the Finance Division.

A receipt should be submitted together with the voucher in order to confirm the receipt of money by the payee.

(b) Treasury No.842

Circular A Register of Fixed Assets Presented for audit. had not been prepared.

A register should be maintained so as to identify the fixed assets separately.

dated 19 December 1978.

(c) Section 6 (a)(1) of the agreement entered into in the Management Trust on 10

Without prior agreement of the Secretary in accordance with to the Ministry in charge of the decisions of the the Subject and the Treasury Management Trust. to invest the excess funds of the Trust other way, a sum of Rs.200.6 million had been invested in the fixed deposits by 31 December 2018.

written Steps have been taken

Steps should be taken according to Section 6 (a)(1) of the agreement entered into in the establishment of Management Trust.

2. **Financial Review**

establishment

August 2010.

2.1 **Financial Results**

The operations of the Trust for the year under review had resulted in a loss of Rs.21,507,832 as compared with the corresponding loss of Rs.18,620,437 for the preceding year, thus observing a deterioration of Rs.2,887,395 in the financial results. This deterioration was mainly attributed to the increase in the security expenses, water consumption and cleaning and maintenance expenditure of the Trust.

2.2 Tendency Analysis of the Main Income and Expenditure Items

Income Tendency		2018 2017 Rs. Rs.		Percentage	Observation			
Vehicle	Parking	2,772,482	-	100	Income	from	parking	vehicles
income					received	by	the	Fisheries
					Corporat	ion is o	btained by	the Trust
					from the	year un	der reviev	v.

Expenditure Tendency 8,940,945 6,813,539 Procurement process had not been

followed.

Expenditure on water 50 7,629,040 5,076,189

Use of water to remove the nonrecycled parts of the fish.

3. **Operating Review**

3.1 **Management Inefficiencies**

The following observations are made.

Audit Observation

Comments of the Management

Recommendation

(a) If the lessee does not further maintain the stalls vested in the wholesale traders during the lease period or at the end of the lease period, the Trust should take steps to look into that matter and having taken over them to the Trust, those should be leased out by calling for quotations in with accordance the procurement procedure. Nevertheless, without being taken action accordingly, 6 wholesale trade stalls had been vested in external parties in the year 2018 and obtained a sum of Rs.3,000,000 for that purpose. The number of stalls so handed over from the year 2016 to 2018 was 20 and any amount had not been recovered by the Trust from 26 trade stalls that had been vested before the year 2016.

Although the Procurement Guidelines are followed, it has reported that some intermediate parties involved in the matters relating to the monthly lease amount, repayments and transfers of a wholesale trade stall. In order to limit such transfers, a decision had been reached that a sum of Rs.500,000 should be paid to the Trust in respect of such transfer from the year 2018.

Action should he taken to lease out stalls again by calling auotations accordance with the procurement procedure and to duly recover the lease rents.

The land 3.1776 hectares in extent in (b) which the Market Complex is established is a land acquired by the Sri Lanka State Engineering Corporation under the Land Acquisition Act. Action had not been taken to take over that land by the Trust as per the Cabinet decision during the year under review and only the tenure of the land was in the possession of the Trust.

As the General Treasury does not approve funds to take over the ownership of the land by paying money to the Engineering Corporation and there is no possibility to bear amount bv the Management Trust, only the tenure of the land was received by the Trust.

According the Cabinet decision, the land in which the Market Complex is situated should taken over by Trust.

(c) In order to collect income of the vehicle yard of the Market Complex, the Ceylon Fisheries Corporation had entered into an agreement with a private company for a period of 10 years from 07 March 2011. According to Section 3.4 of the agreement, 40 per cent of the monthly net profit should be received by the Ceylon Fisheries Corporation, whereas action had not been taken to receive those income to the Trust up to May 2018. Further, at the Management Trust meeting held on 17 May 2016, a decision had been reached that 50 per cent of the net income should be received by the Trust from the Vehicle Division. Nevertheless, steps had not been taken to revise the agreement even by August 2019.

The Management Trust has instructed to eliminate the discrepancy and include an amendment in the contract agreement so as to equally divide the income. Further, the Management Trust had consulted the Attorney General Department on the possibility of terminating the existing agreement contract and according to the conditions of the contract agreement it has found difficult to terminate the relevant agreement.

The agreement should be amended so as to receive income generated from the assets of the Trust to the Trust.

(d) Although Ceylon Fisheries Corporation had provided ice blocks from the year 2017, action had not been taken to obtain any charge from that income to the Trust. Similarly, 06 wholesale stalls, a fish cutting stall, one retail stall and a section of a stall at No.1 building were being used by the Ceylon Fisheries Corporation by September 2018, whereas no charge whatsoever had been recovered thereon. As such the Trust had been deprived of monthly income of about Rs.80,000. Further, the sum of Rs.17,402,781 due from the Ceylon Fisheries Corporation as at 01 January 2018 had not been recovered even during the year under review.

Even though action had been taken to make aware the of Chairman the Ceylon Fisheries Corporation on this matter at the Management Trust meetings, due to the financial crisis arisen in the Ceylon **Fisheries** Corporation present, it has found difficult to make the relevant payment at this juncture

The funds due from the Ceylon Fisheries Corporation should be recovered.

(e) Although lease rent of Rs.18,232,333 as at 31 December 2017 that remained outstanding from 64 wholesale stalls at the retail complex for over a 05 years had not been recovered even in the year 2018, nine of the above stalls had been leased out again and as such, the outstanding lease rent as at 31 December 2018 had increased by another Rs.950,000.

Business activities of 64 trade stalls at the retail complex remained dysfunctional from the year 2011. Although the trade stalls had been given to the new owners, business activities of the retail complex are not at a successful level up to date.

Action should be taken to recover the outstanding money.

3.2 Idle or Underutilized Property, Plant and Equipment

The following observations are made.

Audit Observation

Comments of the Management _____

Recommendation

(a) A number of 154 wholesale stalls and 128 retail stalls had been constructed within the Market Complex which64 retail stalls had converted in to wholesale stalls by spending Rs.9,625,540. Nevertheless, it was observed that 3 stalls of the retail complex and 33 wholesale stalls of the retail complex had remained idle without being used for business activities by 17 September 2019.

As the retailing of fish of the Fish Market Complex remains at a poor level, not lessees do present themselves to obtain stalls on lease in this section and even the lessees who had already obtained the stalls do maintain not business activities at the above trade stalls.

Measures should be taken to improve the retail of fish.

though (b) Even 05 walkie-talkies remained unutilized for one year, batteries had been purchased by spending Rs.52,900 for such walkietalkies during the year under review.

The Manager of the Trust Expenditure had instructed the work supervisors to repair and utilize the walkie-talkies that remained dysfunctional.

should not further be incurred the on unused equipment.

3.3 **Procurement Management**

The following observations are made.

Audit Observation

Comments Management

the Recommendation

Without being complied with the (a) Guidelines 2.4.1,2.11.1,3.4, 6.3.3, 7.7 and 8.9.1 of the Government Procurement Guidelines. the worth Rs.2,450,000 contract relating to the repair of ceiling of the Building No.01 of the Fish Market Complex, the contract worth Rs.2,366,000 for the repair of floor of the wholesale complex, the contract for renting cold stores and the ice factory at monthly rent of Rs.525,000 and the contract for the purchase of 44 fish cutting boards at Rs.1,320,000 had been awarded to the private sector.

* Apart from publishing a the Divisional notice at Secretariat, Mahara, this matter has been referred to contractual institutions registered with the Ministry of Fisheries and Aquatic Development Resources relating to the year under review.

of

* According to the Technical Evaluation Committee report, the Procurement Committee of the Ministry has decided that the award of the contract is suitable.

Guidelines 2.4.1,2.11.1,3.4, 6.3.3, 7.7 and 8.9.1 of the Government Procurement Guidelines should be complied with.

- * Since there were a number of technical defects in the Bill of Quantity used at the first calling for quotation due to not mentioning a large number of activities to be done, the bidders had quoted a least price for a square foot. Subsequently, a higher price had been quoted.
- (b) In terms of Guideline 2.2 of the Government Procurement Guidelines, the responsibility of the necessary procurement process of the Trust should be taken over by the Chief Accounting Officer of the Ministry. Nevertheless, action had not been taken accordingly.

The officers concerned have been instructed to implement the relevant matters of the Audit Report.

In terms of Guideline 2.2 of the Government Procurement Guidelines, the responsibility of the necessary procurement process of the Trust should be taken over by the Ministry.

3.4 Human Resource Management

The following observations are made.

Audit Observation

radit observation

It had been decided at the Cabinet (a) meeting held on 26 May 2010 that the identified officers and employees of the Ceylon Fisheries Corporation and the Department of Fisheries and Aquatic Resources should be attached to the posts of the Trust to carry out operating and maintenance activities of the Market Complex. Nevertheless, two external persons had been recruited for the post of Manager (Operating)and sums totalling Rs.1,193,370 had been paid as salaries during the year 2018.

(b) As formal recruitments had not been made for the posts of Manager, Accountant and the Internal Auditor of the Trust, it had been failed to properly collect income, prepare the financial statements and furnish them to audit on

Comments of the Management

According to the institutional requirements, the above two posts have been created with the approval of the Department of Management Services and the Trust and recruitments have been made with the approval of the Trust.

Although the scheme of recruitment pertaining to the posts of the Trust was prepared and forwarded to the Department of Management Services, it

Recommendation

Recruitments should be made to the posts of the Trust as per the decision and the approval of the Cabinet of Ministers.

Necessary
recruitments should
be made to the vacant
posts in order to
ensure the smooth
functioning of the

due dates and it had been continuously failed to express an audit opinion on the financial statements.

was not approved. In making new recruitments to the posts of Manager and the Accountant, approximately Rupees three hundred thousand has to be spent monthly for the payment of their salaries. Only Rupees fifty thousand is spent in respect of the two officers who cover up the duties of those posts.

4. **Accountability and Good Governance**

4.1 **Presentation of Financial Statements**

The following observation is made.

Audit Observation

Although the financial statements and Not replied. the draft annual report should be furnished to the Auditor General within 60 days from the close of the financial year, financial statements without the

draft annual report for the year 2018 had been furnished to the Auditor General on 25 September 2019.

Comments of the Management -----

Recommendation

In terms of the Circular, financial statements should be furnished together with the draft annual report.

4.2 **Corporate Plan**

The following observation is made.

Audit Observation

Since potentialities as well as weaknesses exist for the achievement of objectives of the establishment of Trust had not been properly evaluated while recognizing the development activities and commercial activities separately and steps had not been taken to develop the business environment and properly evaluate the obstacles standing thereon, appropriate strategies had not been recognized for the achievement of the

Comments of the Management _____

Not commented.

Recommendation

A Corporate Plan should be prepared so as to continued for the ensuing years and approved by the Board of Management.

objectives of the Trust. Further, a Corporate Plan had not been prepared and approved by the Board of Directors so as to be continued for the ensuing years whilst making necessary updates to those plans.

4.3 Annual Action Plan

The following observation is made.

Audit Observation

An Action Plan had not been prepared in terms of State Finance Circular No. 01/2014 dated 17 February 2014.

Comments of the Management

A large amount of capital An expenditure is not incurred shown by the Management Trust term for the presentation of an Action Plan.

Recommendation

An Action Plan should be prepared in terms of the Circular.

4.4 Internal Audit

The following observation is made.

Audit Observation

In terms of Financial Regulation 128, the Accounting Officer had not taken necessary steps to establish Internal Audit Units in the Management Trust and thereby strengthen the systems and controls even by the end of the year under review.

Comments of the Management

Not replied.

Recommendation

Action should be taken to establish Internal Audit Units in the Management Trust and thereby strengthen the systems and controls in terms of the Financial Statements.

4.5 **Budgetary Control**

The following observation is made.

Audit Observation

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The budget to be prepared in terms of Section 4.1 of the Public Finance Circular No.PF/423 dated 22 June 2006 had not been prepared and furnished to Audit.

Comments of the Management

Having prepared a Budget for the year 2018 and forwarded to the Management Trust, approval has been obtained therefor.

Recommendation

An annual budget should be prepared in terms of the Circular.

4.6 **Environmental Issues**

the date of audit.

The following observations are made.

Audit Observation

(a) was observed that the management of non-fish solid waste was not properly carried out in a manner preventing environmental damages even by

Comments of the Management _____

The relevant institution had already made new technical arrangements to recycle the non-fish solid waste in a manner not causing environmental damages.

Recommendation

In the process of solid waste management, methodologies should be adopted to prevent from causing environmental damages.

With regard to the environmental (b) issues cropped up pertaining to the Peliyagoda Central Fish Market Complex, though the application for obtaining environmental protection licence had been referred to the Central Environmental Authority on 18 March 2014, the environmental protection licence had not been issued despite the lapse of 05 years.

Steps are being taken to obtain the environmental protection licence at present.

The environmental protection licence should be obtained.

4.7 Sustainable Development Goals

The following observation is made.

Audit Observation	Comments of the		
	Management		

Not replied

Even though the United Nations Organization had introduced the Sustainable Development Agenda based on ensuring economic development, social development and the security of all the countries belonging to the Organization by 2030, expected goals, targets and indicators had not been suitably recognized and methodologies too had not been identified to secure correct data and manage physical resources.

Action should taken to identify expected goals, targets and indicators suit to to the Sustainable Development Agenda and to recognize methodologies obtain correct data and manage physical

resources.

Recommendation
