Head 289 – Department of Export Agriculture

1. Financial Statements

1.1 Qualified Opinion

The audit of the financial statements of the Department of Export Agriculture for the year ended 31 December 2018 comprising the statement of financial position as at 31 December 2018 and the statement of financial performance and cash flow statement for the year then ended, 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. The summary report including my comments and observations on the financial statements of the Department of Export Agriculture was issued to the Accounting officer on 31 May 2019 in terms of Section 11 (1) of the National Audit Act No. 19 of 2018. As per Section 11 (2) of the Audit Act, the Detailed Annual Management Audit Report related to the Department for Registration of Persons was issued to the Accounting Officer on 28 May 2019. This report will be tabled in Parliament in pursuance of Provisions in Article 154 (6) of the Constitution of the Democratic Socialist Republic of Sri Lanka to be read in conjunction with Section 10 of the National Audit Act, No. 19 of 2018.

In my opinion, except for the effects of the matters described in paragraph 1.6 of this report, the accompanying financial statements give a true and fair view of the financial position of the Department of Export Agriculture as at 31 December 2018, and of its financial performance and its cash flows for the year then ended in accordance with Generally Accepted Accounting Principles.

1.2 Basis for Qualified Opinion

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 qualified opinion.

1.3 Responsibilities of Chief Accounting Officer and Accounting Officer for the Financial Statements

Accounting Officer is responsible for the preparation of financial statements that give a true and fair view in accordance with Generally Accepted Accounting Principles and provisions in Section 38 of the National Audit Act, No.19 of 2018 and for such internal control as Accounting Officer determines is necessary to enable the preparation of financial statements that are free from material misstatement, whether due to fraud or error.

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

As per Section 38 (1) (c) of the National Audit Act, the Accounting Officer shall ensure that effective internal control system for the financial control of the Department exists and carry out periodic reviews to monitor the effectiveness of such systems and accordingly make any altercations as required for such systems to be effectively carried out.

1.4 Auditor's Responsibility for the Audit of 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 the summary report of the Auditor General 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 Department's internal control.
- Evaluate the appropriateness of accounting policies used and the reasonableness of accounting estimates and related disclosures made by the management.
- 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. I communicate with the Accounting Officer regarding, among other matters, significant audit findings, including any significant deficiencies in internal control that I identify during my audit.

1.5. Report on Other Legal Requirements

I express the following matters in accordance with Section 6 (d) and Section 38 of National Audit Act, No. 19 of 2018.

Since there was no requirement for the Department of Export Agriculture to prepare financial statements for the preceding year, recommendations on the financial statements had not been made.

1.6 Comments on the Financial Statements

1.6.1 Noncompliance of Financial Statements to Provisions of Circulars

Audi	t Observation	Recommendation	Comments of the Accounting Officer
Circu impre accur 104,7	ms of Paragraph 7 (vi) of the State Accourt lar No. 267/2018 of 21 November 2018, a est adjustment account had not be rately prepared for the balance of R 219,508 as per statement of financi rmance.	an taken to prepare a en imprest accour Rs. accurately.	n had been prepared in terms of
1.6.2	Accounting Deficiencies (a) Statement of Financial Position		
Audi	t Observation	Recommendation	Comments of the Accounting Officer
(i)	Even though fixed assets amounting to Rs. 281,472,925 had been started in the statement of financial Position, a fixed assets report had not been presented to audit.	A fixed assets report should be submitted to the audit at the end of the year.	The Department of State Accounts had deleted data due to defects occurred in the execution of the CIGAS Programme in the year 2018 and action is being taken to submit that register to audit in the

 (ii) The balance as at 01 January 2018 was Rs.37,360,122 as per printed copies of the General Treasury and the balance in the statement of non-financial assets had been Rs. 2,596,211,542 and a difference of Rs. 222,261,420 was observed.

(iii) Even though the value of purchases in the statement of non-financial assets during the year under review had been Rs.21,851,383, a balance of Rs. 14,165,029 had been stated as purchases as per the printed copies of the general treasury.

Accounts should be accurately prepared after reconciling with printed copies of the Treasury.

-Do-

future.

Since Report on assets (BOS Report) brought to accounts as opening balances had been cancelled due to not balancing, the reports have also been included in the computer programme.

A total of Rs. 21,851,483 had been stated as purchases of the year comprised of Rs.13,248,754, which is the expenditure incurred by the Department and Rs. 8,602,729 as the expenditure of the other Departments.

(b) Statement of Financial Performance The following observations are made.

Audit Observation Recommendation **Comments** the of **Accounting Officer** _____ _____ ------Even though the value of The total value of The amount received in (i) receipts from deposits was Rs. deposits received cash under deposit account was Rs. 36,899,162 and 36,899,162 as per statement of from cash and financial performance, from cross entries receipts from cross entries the balance was Rs. 37,725,353 as should be included was Rs. 826,191. The total per printed copies of the in the statements of those two values is general treasury. Therefore, a of financial indicated as the total difference of Rs. 826,191 was performance. indicated in the printed observed. copies of the General Treasury. (ii) Even though advance receipts The total value of Receipts in cash had been had been indicated as Rs. deposits received stated in the statement of 587,455 in the statements of financial performance. The from cash and performance, from cross entries total of cross entry receipts financial the balance according to should be included receipts in cash the and printed copy of the General in the statements amounting to Rs. Treasury was Rs. 31,555,342 of financial 31.555.343 had been and as a result, a difference of performance. credited to the advance Rs. 30,967,887 was observed. account.

- (iii) Even though other receipts had -Dobeen indicated as Rs.79,643,440 in the statements of financial performance, the net income according to the printed copy of the General Treasury was Rs. 113,074,077 and as a result, a difference of Rs. 33,430,637 was observed.
- (iv) A difference of Rs. 31,599 had prevailed between the opening balance of the financial statement report for the year under review and the opening balance of the deposit registers.

The difference of Rs. 31,599 had been settled and particulars regarding that should be presented to audit. The arrangement of total receipts of Rs. 1,086,631,057 related to imptresst account in the statement of financial performance had been stated separately. Please consider that there is no difference in accordance with monthly account summaries.

A net difference of Rs.11,601 had been identified between deposit documents and action had been taken to settle it.

1.6.3 Reconciliation Statement on Public Officers' Advance Account The following observations are made.

Audi	t Observation	Recommendation	Comments of the Accounting Officer
(a)	Action had not been taken to settle the loan amounting to Rs. 429,818 to be recovered from the year 2013 from 11 officers deceased, retired and vacated post even by May 2019.	Necessary action should be taken to settle the loan balances.	Action had been taken to settle loan balances of 04 officers retired amounting to Rs. 597,519 by May 2019. Arrangements are being taken to recover the remaining loan balance of Rs. 245,330 in the future.
	The property loan balance of Rs.232,965 to be charged from an officer vacated the post in the year 2001 had not been settled as the Divisional Secretary had informed that it was not possible to implement a writ of execution on the instructions of the Attorney General.	Action should be taken to recover the loan balances of Rs. 232,965 in the future.	The Divisional Secretary had informed that the writ of execution cannot be implemented according to the instructions of the Attorney General and action is being taken in relation to writing off loan amounts in terms of FR 109.

1.6.4 Non- maintenance of Registers and Books

It was observed at the audit test checks that the Department of Export Agriculture had not maintained certain documents mentioned below and certain registers had not been maintained in systematic and updated manner.

Audit Observation		Recommendation	Comments of the Accounting Officer	
(a)	Security Register			
	In terms of FR 891 (1), a security register containing information of all officers and employees required to give security had not been updated and maintained.	A security register containing information of all officers and employees required to give security should be maintained in terms of FR 891 (1).	It had been stated that security register is being prepared.	
(b)	Inventory of Electrical apparatus			
	An inventory on electrical apparatus had not been maintained in terms of FR 454 (2).	An inventory on all the electrical appliances and electrical equipment in government buildings should be maintained in terms of FR 454 (2).	Comments were not made.	
(c)	Register for Listing of Vehicles			
	The register for listing of vehicle had not been updated and maintained.	A register for listing of vehicle should be maintained in terms of FR 1647 (e).	A register for listing of vehicle has been prepared.	
(d)	Attendance Register of the Procurement Committee and the Technical Evaluation Committee			
	In terms of Guideline 2.11.2 of the Government Procurement Guidelines, The Secretary of the Committee had not maintained an attendance register.	The Secretary of the Committee should maintain an attendance register.	It has been informed that action is being taken to maintain an attendance register of the Technical Evaluation Committee from	

1.6.5 Responsibilities of Accounting Officer

Even though the Accounting Officer is responsible for the following matters as per Provisions stipulated in Section 38 of the National Audit Act, No. 19 of 2018, action had not been taken accordingly.

Audit Observation	Recommendation	Comments of the Accounting Officer
Even though the Accounting Officer should ensure that an effective internal control system for the financial control exists in each such entity and carry out periodic reviews to monitor the effectiveness of such systems and accordingly make any alterations as required for such systems to be effectively carried out and the review to be carried out by a Chief Accounting Officer shall be in writing and copies of the same shall be made available to the Auditor-General, declarations that such reviews had been done were not	Action should be taken in terms of Section 38 of the Audit Act, No. 19 of 2018.	Comments were not made.

1.6.6 Non-compliance to Laws, Rules and Regulations

presented to audit.

Instances of non-compliance to laws, rules and regulations observed at the audit test checks are mentioned below.

Observa Referenc Rules ar		Value	Non-Compliance	Recommendation	Comments of the Accounting Officer
Co De So of (i)	ne Establishments ode of the emocratic ocialist Republic Sri Lanka 	-	e		Action has been taken to obtain the approval

		been taken as the basis in relation to 33 official quarters, the approval of the Secretary of the Ministry had not been obtained for that.	approval of the Secretary of the Ministry.	of the Secretary of the Ministry.
(b)	 (ii) Sub Section - 6.1.1 of Chapter xix FR 570 of the Financial Regulations of the Democratic Socialist Republic of Sri Lanka 	Even though the period of rent for all the government houses is 05 years, it was observed that officers in 08 official quarters of the Department have been staying in those houses for 06 years to 18 years.		Since there are officers with specialized knowledge in each field, the officers have been residing close to the relevant research centres and Extension Officers have been residing close to the relevant Divisions, official quarters have been provided to them. Some officers have been residing in the same quarters for a longer period of time as there are vacancies in certain posts.
		Lists of all deposits which have lapsed as indicated in F.R. 570 had not been prepared at the close of each half year.	Action should be taken to prepare lists.	Action is being taken to present a reconciliation statement expeditiously after the reconciliation of the balances of the deposit account.

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

The fuel burning in relation to 44 vehicles out of 95 vehicles owned by the Department had not been tested.

should be tested as vehicles per the Circular.

The fuel burning The fuel burning of 51 should be tested.

2. **Financial Review**

2.1 **Management of Imprest** -----

The following observations are made.

Audit Observation

Recommendation

provisions for Imprest expenditure of the other Departments had been revised in non-realistic manner as 361 per cent.

Even though imprest limits are revised in quarterly basis, action should not be taken to revise imprest limits in non-realistic manner.

Comments of Accounting Officer

Provisions have to be released for construction activities that should be accomplished from the other Departments during the year. Therefore, imprest limits have to be

revised in quarterly basis.

2.2 **Management of Expenditure**

Audit Observation

An amount of Rs. 6,757,050 or 5 per cent to 76 per cent out of the net provisions totalling to Rs.536,390,000 allocated for 14 Objects had been saved without utilizing.

Recommendation

Action should be taken to obtain imprest by carrying out procurement activities at the beginning of the year.

Comments of Accounting Officer

These Provisions had been saved due to non-receiving of imprest in the final half of the year as planting materials for crops in the Maha Season are issued at the final half of the year.

2.3 Incurring of Liabilities and Commitments

	Audit Observation	Recommendation	Comments of Accounting Officer
	The Department had incurred liabilities by exceeding Provisions totalling Rs. 24,216,161 pertaining to 05 capital Objects in contrary to Provisions specified in FR 94 (2)	Action should be taken not to incur liabilities by exceeding provisions and action should be taken as much as possible to	It had to incur liabilities by exceeding provisions as the Department had to undertake only urgent renovations and the Department had to settle payments amounting to Rs. 113 million due to the limitation of receiving imprest at the final half of the year 2017.
2.4	Utilization of Provisions Provid 	ed by the other Ministries an Recommendation	-

Even though Provisions amounting to Rs. 15,670,339 had been provided for various projects, a sum of Rs. 2,479,498 had been returned without accomplishing functions duly.

Plans have to be prepared for the maximum utilization of provisions that are allocated.

These Provisions granted by the Ministry of Primary Industries were saved due to nonaccomplishment of the relevant functions.

2.5 Issuance and Settlement of Advances

Aud	it Observation	Recommendation	Comments of the Accounting Officer
(a)	Even though sub imprest should be settled within 10 days after the completion of the relevant function, 121 advance balances totalling to Rs. 3,724,059 had been settled subsequent to a delay of 10 days to 313 days.	Action should be taken to immediately settle sub imprests obtained.	These programmes are field programmes and advances had been provided for the relevant programmes on the non-availability of cash payment books in offices and

these programmes were implemented within a wide range of time.

Advance had been issued to

purchase seeds and advances

had not been utilized as

much time has to be spent for

selecting seeds, cancellation

of programmes and inability

Estimates could not be made

accurately as it was an urgent

requirement.

to obtain planting materials.

advances

to

prior

relevant

estimates

- (b) The advance totalling to Rs. 381,695 Action should be taken provided in 15 occasions had been issue to resettled fully after the advance subsequent amount for a period of 16 days to 133 conducting days without utilizing it for any evaluations in relation function. the to purchases. Action should be taken
- (c) An amount of Rs. 671,747 or an amount of advance in the range of 40 per cent to 95 per cent out of the total advance of Rs. 1,163,430 provided to officers in 35 occasions had been resettled.

2.6 **Management Inefficiencies** -----

Audit Observation	Recommendation	Comments of Accounting Officer
Even though every vehicle has to travel a minimum mileage of 3000 km per month in terms of Paragraph 03 of the Agreement for leasehold vehicles of 22 March 2017, 04 vehicles had not cover the distance of 3000 km in any month.	Action should be taken to obtain an economy in the cost incurred by travelling the specified mileage by the vehicle in terms of the Agreement.	Three (03) vehicles obtained on hiring basis were attached to 03 Divisions in which vehicles have to run a more distance and action is being taken to review the distance travelled by the vehicles in every 06 months in the future.

to prepare

accurately.

2.7 **Deposit Balances**

Audit Observation

(a)

Recommendation

adjustments should

be made to Widows

and Orphans pension

employees had been

in

confirmed

service.

required

contract

the

The

as

Comments of the Accounting Officer

Adjustment should be done to the Widows and Orphans pension on the date of recruiting the employees to service on contract basis and time has to be spent for that purpose and until that date deposits cannot be settled.

the amount of Rs.389,480 sent to the Department from the Public Service Provident Fund as contract employees had been confirmed in the service and the amount had been retained in the deposit register.

Necessary adjustments had not been

done for the Pension of Orphans from

3. **Operational Review**

3.1 Planning

The observations revealed in relation to planning the performance in terms of Public Finance Circular No.2014/01 of 17 February 2014 are mentioned below.

	Audit Observation	Recommendation	Comments of Accounting Officer
(a)	Even though the Action Plan related to the year under review had to be revised timely, it had been revised on the basis of the progress as at 26 December 2018.	-	Targets have been revised by taking in to consideration the progress up to 21 December 2108.
(b)	Provisions amounting to Rs. 18,080,000 out of the provisions, Rs.500,000,000 allocated as capital expenditure, had been allocated for administrative expenditure and a sum of Rs. 19,680,000 out of the Provision had been incurred for non-capital operational expenditure during the year	taken to incur operational expenditure	Direct expenses which are not in the nature of capital expenditure incurred for the implementation of it has to be incurred even under the Capital Objects.

under review.

3.2 Non-Accomplishment of the Expected Level of Outcome

The following observations are made.

Audit Observation		Recommendation	Comments of Accounting Officer
(a)	The physical progress of two activities of the Communication Media Project prevailed in the range of 33 per cent and 58 per cent had been in the zero level as at 31 December 2018.	Plans should be designed to utilize Provisions provided from the Budget up to its maximum level.	It is informed that action would be taken for early initiation of the prior procurement activities required for publicizing the television programmes in the future as scheduled.
	Even though the Department had 10 central plant nurseries, the issue of plants was in such a low level of 8.41 per cent out of the total requirement of plants.	Action should be taken to use the central nurseries of the Department in maximum and efficient level.	Comments were not given.
3 P 	roject Work Commenced after Delay	ys 	

Delays in the range of 04 months to 10 months were occurred between the date scheduled and the date of actual commencement of 09 works.

Audit Observation

3.3

Action should be taken to award contracts in compliance with the time range mentioned in the Procurement Guidelines.

Recommendation

It is accepted that delays were taken place for 01 work to 05 works and action has been taken to prepare the procurement plan for the year 2019 by avoiding the shortcoming of not

preparing a specified schedule for works

06 to 09.

Comments of Accounting Officer

3.4 Procurements

The following observations are made.

	Audit Observation	Recommendation	Comments of Accounting Officer
Gov	ernment Procurement Guidelines		
(a)	Even though the procurement time schedules have to be reviewed for awarding the contract as planned in terms of Guidelines 2.5.1 (b), action had not been taken accordingly.	Action should be taken to review the procurement time schedule.	Action is being taken to review the procurement time schedule.
(b)	In terms of the Procurement Guideline 4.2, a main procurement plan had not been prepared including the anticipated procurement activities in detail for a minimum of three years.	Action should be taken as per the Government Procurement Guidelines	A main procurement plan had not been prepared and action has been taken to prepare a plan in the future.
(c)	Even though the procurement time schedule has to be prepared in I and 2 stages in order to chronologically describe each procurement activity in terms of the Procurement Guideline 4.2.2 (a), the period of 01 February 2018 to 12 December 2018 had been stated for all the activities.	Action should be taken to prepare the procurement time schedule as stages 1 and 2.	A detailed procurement time schedule has been prepared by avoiding these shortcomings in the year 2019.

(d) Details on contracts amounting to Rs.70,000,000 awarded had not been published in the Website.

should Action be publish taken to details of the contractor to whom the contract was awarded by the Department in the web-site of the Department.

Action is being taken to publish the information on the contract in the web-site in the future.

3.5 Management of Assets

The following observations are made.

	Audit Observation	Recommendation	Comments of Accounting Officer			
(a)	Polythene bags valued at Rs. 528,589 provided to Middeniya Central plant nursery without making a request had been kept in stores for a period of 01 year to 04 years without using the polythene bags.	Action should be taken to purchase after the identification of the requirement.	Required instructions have been issued to the relevant officers to make arrangements to purchase polythene in the future after considering the balance of polythene.			
(b)	07 Official quarters of the Department had been closed for 07 months to 04 years.	Assets of the Government should be fully utilized.	All were instructed not to keep the official quarters underutilized in the future.			
(c)	Thirty seven (37) land parcels in extent of 203.29 hectares owned by the Government and the private sector have been utilizing and action has not been taken to transfer the possession of the lands.	Action should be taken to expedite the process of transfer.	Action is being taken in coordination with each institution to systematically transfer 37 land parcels used by the Department.			
(d)	Action had not been taken to transfer the ownership of 34 vehicles of various public institutions, in favour of the Department.	Action should be taken to transfer the possession of the vehicles in favour of the Department	It has been informed that action would be taken to transfer the possession of the vehicles in the future.			
3.6	Giving Security by Public Officers					
	Audit Recommendation Observation	Comm	ents of Accounting Officer			
(a)	Sixty one (61) Action should be ta		ary action should be made to			

officers,	who	securities from officers who		
should	give	should give securities in terms of		
security had not		Public		
given securities.		Officers' Security Ordinance and		
		Financial Regulations.		

refer Form General 235 to the Ministry for getting the relevant approval related to giving securities by the officers subsequent to identifying the officers who have not yet given securities.

4. Accomplishment of Sustainable Developmental Goals

Audit Observation	Recommendation	Comments of Accounting Officer
The Department had not taken action tridentify sustainable developmentar goals, targets and milestones traccomplish those targets and indexes transition the accomplishment of the targets related to its functions as the Department had not been informed of the Agenda 2030 on the sustainable development adopted by The Unite Nations.	ll taken to identify the o sustainable o development and e targets. e f e	year 2019 had been prepared as per the targets for
 5. Good Governance 5.1 Internal audit Audit Observation 	Recommendation	Comments of Accounting Officer
Attention had not been focused on research activities and procurement activities in the preparation of the audit plan and 440 man days or 44 per cent of the overall scheduled time had been allocated for the routine functions and 108 man days or 11 per cent had been allocated for the capital projects. The audit plan had been revised at the end of	Audit should be planned to cover all the fields.	The attention had been paid to the matter that participation in audit committees and accepting letters and documents pertaining to audit is related to audit activities and the audit Division functions in 17 district offices and 03 research centres as routine work. It has been planned to conduct internal audit activities during the year 2019 by

the year based on the functions carried out within the year.

6. **Human Resources Management**

The following observations are made.

A

focusing attention on the performance of the year 2018.

Audit Observation		Recommendation	Comments Accounting Officer	of
(a)	Though a systematic evaluation has to be conducted on the process required for the accomplishment of the planned targets, objectives, mission and vision and the staff required for conducting the process optimally has to be identified, such an identification had not been made.	Action had not been taken in compliance with Paragraph 05 of the Management Services Circular of the Secretary of the General Treasury bearing No. 01/2017 of 11 January 2017.	Comments were made.	not

- (b) Action had not been taken even by May 2019 to recover the penalty of Rs. 2,651,500 to be recovered from Research and Development a Assistant Officer who had vacated the post after obtaining salaried study overseas leave without completing the compulsory period of service.
- Any training had been provided to (c) 480 officers related to 13 posts during the year under review.
- (d) Fifty (50) vacancies existed as at 31 December 2018 for 06 Posts in 11

The Director General had been inquired again to opportunity grant to recover the penalty in instalment system even by increasing the instalment amount.

- Attention should be focused to develop the capacity.
- Action should be fill taken to

It has been mentioned to provide training opportunities to train the officers in the year 2019.

Interviews have already been conducted to recruit plant nurseries.

vacancies.

for 19 Posts and action is being taken to fill the other vacancies.