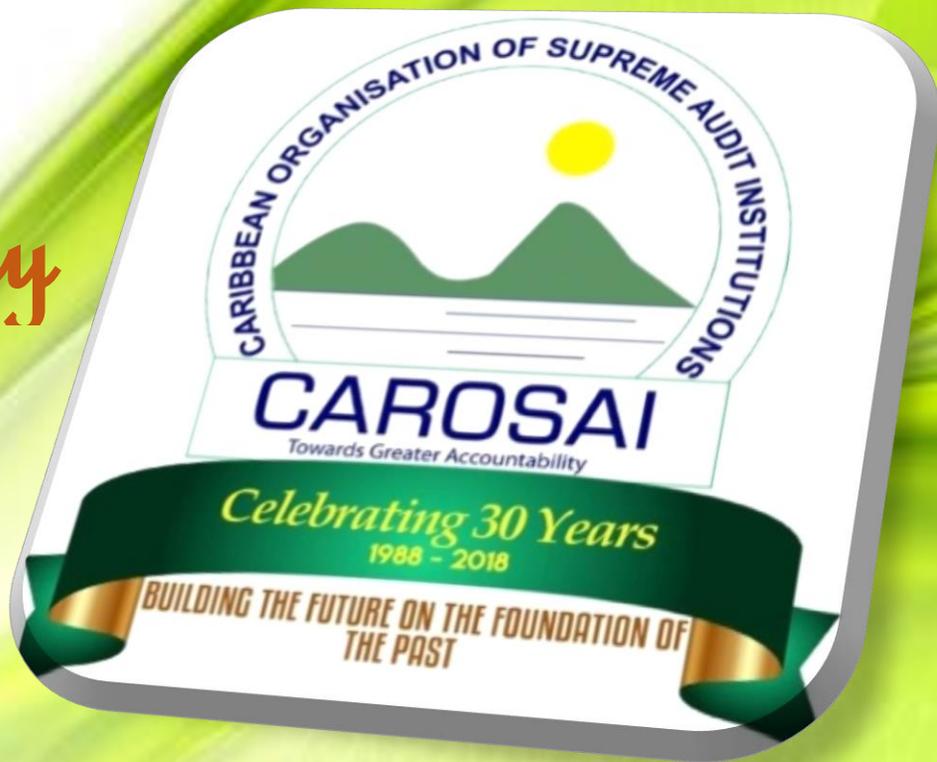


EST. 1988

# CAROSAI

Caribbean Organisation of Supreme Audit  
Institutions

30<sup>th</sup>  
Anniversary



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**Strong CAROSAI for Stronger SAIs  
in the Caribbean**

MESSAGE FROM THE CHAIRPERSON

**Mrs. Charmain Felter**  
Auditor General of Suriname



Strong CAROSAI for Stronger SAIs  
in the Caribbean

MESSAGE FROM THE SECRETARY GENERAL

**Mrs. Pamela Monroe-Ellis**  
Auditor General of Jamaica



Strong CAROSAI for Stronger SAIs  
in the Caribbean

## Mandate

*The organisation as defined by its Charter aims to:*

- *Increase the exchange of knowledge and experiences between member SAIs*
- *Expand training and continuing education possibilities between SAIs*
- *Increase the importance of internal audit function in public sector*
  - *Render technical assistance and support to member SAIs*
  - *Strengthen cooperation between member SAI*

## Vision

*“Strong CAROSAI for Stronger SAIs in the Caribbean”*

## Mission

*“CAROSAI contributes to its members becoming professional SAIs by supporting and promoting the strategic management, performance measurement and reporting in SAIs; implementation of ISSAI’s for high quality audits and enhanced SAI-Stakeholder engagement for greater audit impact”*

## Core Values

*Professionalism*

*Inclusiveness*

*Partnerships*

*Credibility*

*Accountability*



**Strong CAROSAI for Stronger SAIs  
in the Caribbean**

## CHARTER OF THE CARIBBEAN ORGANISATION OF SUPREME AUDIT INSTITUTIONS (CAROSAI)

CAROSAI is the epitome of diversity, and this can be seen in the three languages spoken across member SAIs, namely: English, Dutch and French.

There has been growing awareness of the need to fortify and strengthen Supreme Audit Institutions (SAIs) within the Caribbean region through the exchange of audit techniques and programmes, training and continuing education and standards and criteria for public sector accounting.

There are twenty three (23) members of CAROSAI (1988-2018) as listed below:

- |                           |                                  |
|---------------------------|----------------------------------|
| 1) Anguilla               | 13) Guyana                       |
| 2) Antigua & Barbuda      | 14) Haiti                        |
| 3) Aruba                  | 15) Jamaica                      |
| 4) Bahamas                | 16) Montserrat                   |
| 5) Barbados               | 17) Saint Lucia                  |
| 6) Belize                 | 18) Sint Maarten                 |
| 7) Bermuda                | 19) St. Kitts & Nevis            |
| 8) British Virgin Islands | 20) St. Vincent & The Grenadines |
| 9) Cayman Islands         | 21) Suriname                     |
| 10) Curacao               | 22) Trinidad & Tobago            |
| 11) Dominica              | 23) Turks & Caicos Islands       |
| 12) Grenada               |                                  |

### ***Mandate***

The Charter to establish a Caribbean Organisation of Supreme Audit Institutions (CAROSAI) was adopted and signed on Sunday 7th August, 1988 in Port of Spain, Trinidad by delegates from the National Audit Offices of seven (7) independent Caribbean Countries. Signatories to the Charter were:

- Antigua and Barbuda
- Bahamas
- Barbados
- Saint Lucia
- St. Kitts and Nevis
- St. Vincent and the Grenadines
- Trinidad and Tobago

### ***Inauguration***

The Caribbean Organisation of Supreme Audit Institutions CAROSAI was inaugurated in Trinidad and Tobago on 07 August, 1988. The Inaugural Congress was held in Port of Spain, Trinidad during the period 08 to 10 August, 1988.



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## ***Incorporation***

CAROSAI is a regional body and was incorporated in 1993, as a legal entity in Trinidad and Tobago by Act No.15 of 1993.

WHEREAS it is recognized that there is need for a regional organisation of Supreme Audit Institutions which would promote understanding and co-operation among Supreme Audit Institutions in the region;

WHEREAS there is a growing awareness of the need to fortify and strengthen the respective Supreme Audit Institutions within the Caribbean region through training and continuing education; the exchange of audit techniques and audit programmes, standards and criteria for Public Sector Accounting;

WHEREAS it is recognised that the role of the public sector auditor is to enhance public accountability, and

WHEREAS the above aspirations can be effectively realized by the establishment of a regional organisation of Supreme Audit Institutions;

NOW THEREFORE, be it accepted that there shall be established a regional organisation of Supreme Audit Institutions, hereinafter called the Caribbean Organisation of Supreme Audit Institutions (CAROSAI)

## ***The Accounts of CAROSAI***

The accounts of the organisation are audited triennially by an auditor selected by the Plenary at each Congress. The Auditor is selected from Supreme Audit Institutions which are not members of the Executive Council. Since 1988 the Auditors of CAROSAI have been:

- **St. Vincent and the Grenadines 1988 - 1991**
- **Jamaica 1991 – 1994**
- **Jamaica 1994 – 1997**
- **Jamaica 1997 – 1999**

## ***Membership***

The membership of CAROSAI is opened to all Supreme Audit Institutions in the Caribbean Region. Membership consists of Charter Members, Ordinary Members and Associate Members.

Charter members are the Supreme Audit Institutions of independent countries which signed the Charter within three (3) months of its coming into effect.

Ordinary members are the Supreme Audit Institutions of Independent Caribbean Countries which affiliate with CAROSAI after the adoption of the Charter approved by the Plenary.

Associate members are the Supreme Audit Institutions of dependent territories of the Caribbean region which affiliate with CAROSAI.



## ***LINK WITH INTOSAI***

The Caribbean Organisation of Supreme Audit Institutions (CAROSAI) is one of the seven regional groupings of the International Organisation of Supreme Audit Institutions (INTOSAI), which operates as an umbrella organisation for the external government audit community. For more than 50 years it has provided an institutionalized framework for supreme audit institutions to promote development and transfer of knowledge, improve government auditing worldwide and enhance professional capacities, standing and influence of member SAIs in their respective countries.

In keeping with INTOSAI's motto, "experientia mutua omnibus prodest", the exchange of experience among INTOSAI members and the findings and insights which result, are a guarantee that government auditing continuously progresses with new developments.

INTOSAI was founded in 1953 at the initiative of Emilio Fernandez Camus, the president of the SAI of Cuba. At the time 34 SAIs met for the 1<sup>st</sup> INTOSAI congress in Cuba. At present INTOSAI have 194 full Members, 5 Associate Members and 1 Affiliate Member.

INTOSAI is sub-divided into seven (7) regional groups, each served by a Secretariat attached to the office of a member SAI.

### **INTOSAI Regional Groups**

#### ➤ ***AFROSAI: African Organisation of Supreme Audit Institutions***

Chief objective of the African Organisation of Supreme Audit Institutions (AFROSAI) is to promote and develop the exchange of ideas and experience among the SAIs of the African states in the field of the audit of public finances by

- Implementing systematic studies concerning the audit of public finances,
- Organizing training courses for personnel charged with carrying out auditing tasks, and
- Collaborating with INTOSAI, its regional working groups, and other Organisations and institutions specialized in the audit of public finances.

AFROSAI was created in November 1976.

#### ➤ ***ARABOSAI: Arab Organisation of Supreme Audit Institutions***

Objectives of the Arab Organisation of Supreme Audit Institutions (ARABOSAI) include

- Encouraging exchanges of ideas, viewpoints, experiences, studies, and research among the member institutions in the field of auditing and work to promote auditing in both scientific and practical terms;
- Working toward raising awareness within the Arab nations of the importance of auditing in order to strengthen the role of SAIs in carrying out their missions; and
- Organizing and strengthening cooperation between ARABOSAI and the institutions and specialized Organisations of the League of Arab States, INTOSAI, and other Organisations-both international and regional-whose activities relate to auditing.

ARABOSAI was established in 1976.



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in the Caribbean**

➤ **ASOSAI: *Asian Organisation of Supreme Audit Institutions***

ASOSAI (Asian Organisation of Supreme Audit Institutions) is one of the Regional Groups of the International Organisation of Supreme Audit Institutions (INTOSAI).

ASOSAI was established in 1979 with 11 members. The Membership of the ASOSAI consists of Charter Members, Members and Associate Members. Now, membership has grown to 46 SAIs.

The objectives of ASOSAI are:

- To promote understanding and cooperation among member institutions through exchange of ideas and experiences in the field of Public Audit.
- To provide facilities for training and continuing education for government auditors, with a view to improving quality and performance.
- To serve as a center of information and as a regional link with institutions in other parts of the world in the field of Public Audit.
- To promote closer collaboration and brotherhood among auditors in the service of the Governments of the respective member institutions and among regional groups.

The functions of ASOSAI are:

- To encourage and to promote research and to undertake publication of research papers and professional articles in auditing and related fields.
- To organize conferences and seminars for the exchange of ideas and experiences in the field of Public Audit.
- To perform such other functions as may be necessary in keeping with its objectives.

➤ **CAROSAI: *Caribbean Organisation of Supreme Audit Institutions***

CAROSAI has established a Regional Institutional Strengthening Committee (RISC), which is charged with providing effective and sustainable training and other capacity-building activities to regional SAIs.

CAROSAI was founded in 1988.

➤ **EUROSAI: *European Organisation of Supreme Audit Institutions***

Major objectives of the European Organisation of Supreme Audit Institutions (EUROSAI) include:

- Promote professional co-operation among SAI members;
- Encourage the exchange of information and documentation;
- Advance the study of public sector audit;
- Stimulate the creation of University Professorships in the subject; and
- Work towards the harmonisation of terminology in the field of audit.

From its very beginning EUROSAI has been active in organizing a fruitful and mutually beneficial cooperation in the field of public audit among all the countries of the previously divided Europe, prioritizing support for the establishment of independent public audit bodies in Central and Eastern European transition countries.

EUROSAI was established in 1990.



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➤ **OLACEFS: Latin American and Caribbean Organisation of Supreme Audit Institutions**

The Organisation of Latin American and Caribbean Supreme Audit Institutions (OLACEFS) is an international, autonomous, independent, apolitical and permanent Organisation. Its objectives are as follows:

- Conduct scientific investigation;
- Develop study, training and specialization;
- Provide technical advice, assistance and coordination for the SAIs of Latin America and the Caribbean.

The conceptual vision of OLACEFS focuses on promoting the participation of different SAIs in their own development and improvement.

OLACEFS has a long tradition dating back to 1963 (proposal for the establishment of a Latin American Institute of Auditing Sciences (ILACIF), which was implemented in 1965).

Under its current title OLACEFS has existed since 1990

➤ **PASAI: Pacific Association of Supreme Audit Institutions**

The main goal of the Pacific Association of Supreme Audit Institutions (PASAI) is to successfully implement its Regional Institutional Strengthening Plan.

The plan has five goals:

- ✓ Helping SAIs meet their training and related needs;
- ✓ Providing a means for sharing training information, methodologies, and technology in the region;
- ✓ Ensuring the ongoing relevance of training and related activities;
- ✓ Securing the necessary resources for plan implementation; and
- ✓ Promoting best practices and methodology and strengthening SAIs" organisational structures.

The Plan's specific goals are implemented by a Regional Institutional Strengthening Committee (RISC).

As a result of the plan, a number of training workshops have been held. The workshops have covered areas such as financial auditing, performance (value-for-money) auditing, instructional techniques, and course design and development. First working contacts between the SAIs in the Pacific region date back to 1973. PASAI was formally accepted as a Regional Working Group of INTOSAI in 1987.



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## Congresses

Former heads of Supreme Audit Institutions of Guyana, Saint Lucia and Trinidad and Tobago, Mr. Reginald Farnum, Mr. David R. Aitchison and Mr. Alton Campbell were the Caribbean Auditors who attended the 29th Meeting of the Governing Board held in Sydney, Australia, in 1986 during the XIIth Congress of the International Organisation of Supreme Audit Institutions (INCOSAI). While in Sydney, they, together with the assistance of Mr. Kenneth Dye, Auditor General of Canada conceptualised the formation of the Caribbean Organisation of Supreme Audit Institutions (CAROSAI).

On his return to Trinidad, Mr. Alton Campbell implemented the procedures necessary to establish CAROSAI and obtained the permission of the Government of Trinidad and Tobago to host the Inaugural Congress in August, 1988.

Since its inception in 1988, CAROSAI has held ten (10) congresses. The congress is the supreme organ of CAROSAI, and its meetings are held once every three (3) years.

The Plenary being the supreme forum of CAROSAI, meets once every three (3) years. The head of SAI hosting the plenary shall be the chairman. Article six (6), section two (2) of the Charter outlines the powers and duties entrusted to The Plenary or Congress of CAROSAI.

Ten Congresses of CAROSAI have been held since 1988:

<u>CONGRESS</u>	<u>YEAR</u>	<u>VENUE</u>
I	1988	Port of Spain, Trinidad and Tobago
II	1991	Barbados
III	1994	Grand Cayman, Cayman
IV	1997	Georgetown, Guyana
V	2000	Basseterre, St. Kitts and Nevis
VI	2003	Bermuda
VII	2006	Nassau, Bahamas
VIII	2010	Belize City, Belize
IX	2013	Port of Spain, Trinidad and Tobago
X	2016	Paramaribo, Suriname





**I Congress of CAROSAI  
Trinidad and Tobago, 1988**

*Chair: Trinidad & Tobago*

*Secretary General:*

*Deputy Chair: Barbados*

At the Inaugural Congress of CAROSAI held in 1988, the head of the SAI of Trinidad and Tobago was elected to be the Secretary General of CAROSAI. In addition, the Secretariat has been housed in the offices of the Auditor General of Trinidad and Tobago from its inception with the proviso that it can be located in any other member country. In 1993, CAROSAI obtained legal status in Trinidad and Tobago by an act of Parliament. However, its regional status has been preserved. In 2003, the SAI of Trinidad and Tobago informed the CAROSAI Congress that it plans to hand over the Secretariat to another SAI. The SAI of Saint Lucia initiated steps with its government to take over the Secretariat after a transitional period from 2003-2006.

**II Congress of CAROSAI  
Barbados, 1991**

*Chair: Barbados*

*Secretary General: Trinidad & Tobago*

*Deputy Chair: Cayman Island*



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**III Congress of CAROSAI  
Cayman Island, 1994**

*Chair: Cayman Islands*

*Secretary General: Trinidad & Tobago*

*Deputy Chair: Guyana*



**IV Congress of CAROSAI  
Guyana, 1997**

*Chair: Guyana*

*Secretary General: Trinidad & Tobago*

*Deputy Chair: St. Kitts and Nevis*



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## V Congress of CAROSAI St. Kitts and Nevis, 2000

*Chair: St. Kitts and Nevis*

*Secretary General: Trinidad & Tobago*

*Deputy Chair: Bermuda*

"Towards Greater Accountability, Good Governance and the Use of Information Technology in the 21st Century" was the theme of the 5th Triennial Congress of the Caribbean Organization of Supreme Audit Institutions (CAROSAI) which convened in the country of St. Kitts and Nevis, from November 19-25, 2000. The Congress drew representatives from the following countries: Anguilla, Antigua & Barbuda, Bahamas, Barbados, Bermuda, Cayman Islands, Dominica, Guyana, Haiti, Jamaica, Montserrat, St. Kitts & Nevis, St. Lucia, St. Vincent & the Grenadines, Trinidad & Tobago, and the Turks & Caicos Islands. A number of observers and official representatives were also present, representing INTOSAI the INTOSAI Development Initiative (IDI), the United Kingdom National Audit Office, the Organization of American States (OAS), the Association of Certified Chartered Accountants (ACCA), and the International Journal of Government Auditing (IJGA). Congress host, Mr. Albert Edwards, Auditor General of St. Kitts & Nevis, took note of the presence of the many international organizations attending the Congress, and stated that their presence "signaled not only the truly international dimension of the CAROSAI Congress, but the commitment to foster and build sustainable relationships with CAROSAI."

### Opening Ceremony

The opening ceremony was held at the Eastern Caribbean Central Bank (ECCB) Auditorium at Bird Rock.

The ceremonies included a cultural showcase of music and dance, and remarks by Ms. Jocelyn Thompson, CAROSAI Secretary-General, Mr. Albert Edwards, and Mr. K. Dwight Venner, Governor of the ECCB, who gave the keynote address.

In his address and declaration, Prime Minister Dr. Denzil L. Douglas took note of the Congress theme and stated that "there really isn't any viable alternative for Caribbean countries than to ensure that our public sectors become modernized, responsive, accountable, and that each individual in the public sector, from clerks to ministers of Government, understand that quality service is of vital importance in the performance of duties, and that the people come first." CAROSAI was organized in 1988, and the 5th Triennial Congress of CAROSAI celebrated its 12th anniversary.

Approximately 22 nations throughout the Caribbean are represented in CAROSAI. According to Secretary-General, Jocelyn Thompson, twelve years has been "time enough for all Governments to know about CAROSAI and to take a positive supportive stand for us." Over the years there have been several activities of support, such as the Inter-American Development Bank's (IDB) funding of training programs and workshops from 1995-1998. However, as Ms. Thompson pointed out, "more support is needed, especially from the governments."

### Congress Program and Theme Discussions

The week long program included three technical sessions and several presentations by experts on various subjects. The topics presented and discussed during the technical sessions were:

#### *Theme I — Information Technology and the Audit Process*

The lead paper was prepared by the SAI of Trinidad & Tobago, with country papers filed by Bermuda, Cayman Islands, Jamaica, St. Lucia, and Turks & Caicos Islands. There were six sub-themes related to Theme I:

- Automating the Audit Process
- Methods of Auditing Computer Systems
- Applications of Computer Assisted Audit Techniques (CAATS)
- Experiences in the use of Internet Sites related to Auditing
- Developments in IT Auditing
- Reporting on Year 2000 (Y2K) Compliance and Readiness issues



During the discussions of Theme I, several factors were mentioned for consideration as they relate to improving the state of technology in the audit offices. These factors included, the efforts of the audit offices to keep up with the ever-changing world of technology, as well as the cost and benefits associated with technology. Along these lines, the attendees discussed the cost of computer hardware, and pre-start up costs. In addition, there was much discussion about the costs to train the audit staff to be competent in today's technological environment.

In addition to costs, several benefits were also highlighted. These included the ability to provide in-depth analysis and process data faster. Congress participants commented that SAIs need persons skilled at working with computers as well as with a sound knowledge of accounting principals. Often the SAIs have problems when their governments make changes to their accounting systems, and the SAIs are not informed of the changes. This presents a problem for the SAIs because they cannot conduct the necessary audit when they are not knowledgeable of the government's computerized accounting system. SAIs must learn to work with computers, and not work around computers.

## **2. Theme II — Institutional Strengthening of the Supreme Audit Institution**

The lead paper was prepared by the SAI of Guyana with country papers by Antigua & Barbuda, Barbados, Bermuda, Cayman Islands, Grenada, Jamaica, St. Lucia, and Turks & Caicos Islands. There were nine sub-themes related to Theme II:

- The Legislative Framework
- Audit Mandate and Staffing
- Staff Development through Training
- Funding, Management and Administration of the Audit Office, including fee for service
- Auditing Standards
- Use of Analytical Procedures in Auditing
- Computerization as an Audit Tool
- Securing action on Audit Report Recommendations
- Exchange of Information and Resources among SAIs

Of the nine sub-themes mentioned above, three of these dominated the spirited discussion. These were the legislative framework, the audit mandate and staffing and securing action on audit report recommendations. It was generally agreed that SAIs already have in place constitutional or other legislative provisions which seek to give some measure of autonomy to the heads of SAIs.

These provisions included the tenure of office, the level of salary, and the ability of SAIs to not be subject to the direction or control of any authority in the exercise of their functions. The areas that were seen as undermining the independence of the SAIs were the inability to appoint and remunerate staff, the lack of access to adequate financial resources, and deficiencies in the legislative mandates which restrict the areas in which the SAIs can investigate.

## **3. Theme III — The Accrual Basis of Accounting**

The lead paper was prepared by Turks & Caicos Islands, with country papers by Bermuda, Cayman Islands, and Trinidad & Tobago. There were three sub-themes related to Theme III:

- Cash-Based vs. Accrual based accounting systems
- Implementation plan for the Public Service
- Transition Procedures and Associated Costs

During this afternoon discussion, four models for cash and accrual accounting were presented: cash, modified cash, modified accrual, and accrual basis. Several options were presented for and against the cash versus accrual bases of accounting. The cash basis is simple to apply and easy to understand. It also is objective in its nature and very useful for assessing compliance with cash budgets and monitoring cash resources. However, the cash basis fails to show a complete picture of performance and is often manipulated. On the other hand, the accrual basis offers an opportunity to improve management of assets and liabilities and is helpful when focusing on management by results and resources. However, the accrual basis is more complex to understand and requires a greater level of expertise to implement its principles. In adopting its Accords, the Congress approved the following recommendations:

- SAIs must have a legal mandate to submit the Auditor General's Annual report directly to Parliament.
- SAIs should encourage clients to appoint specific persons within their agencies to be responsible for ensuring that recommendations made by the SAI are acted upon.
- SAIs, where possible, should garner media support in bringing to public attention audit findings, conclusions and recommendations for the purposes of increasing public awareness and interest as well as improving public accountability other related matters.



- SAIs should take their own steps to be seen to be independent of the Executive, and take steps to have an independent budget and autonomy and flexibility with respect to staff recruitment, remuneration, and
- SAIs should ensure that their decision to undertake an audit assignment falls within their legal mandate and does not compromise their independence of professional ethics.
- SAIs should take steps to automate their offices and the audit process to ensure that their offices are operating efficiently, and be able to audit computerized accounts of the government.
- SAIs are advised to ensure that proper security arrangements are in place to protect the integrity of their systems and confidential data.
- SAIs should endeavor to develop in-house Information Technology (IT) expertise, but may consider outsourcing for more complex IT matters.
- CAROSAI should take immediate steps to establish a website so that society is informed of the work of the SAIs.
- SAIs should encourage the Public Accounts Committee to hold its meetings in public.
- SATs should encourage their Governments to migrate from the cash based system of accounting to the accrual basis of accounting to remain abreast of global activities.
- CAROSAI would actively pursue the objectives of agreements of cooperation sign with the Organization of American States (OAS) and foster more relationships with other international organizations and audit offices.

### *Presentations by Observers*

Other discussions included presentations by representatives from the INTOSAI Development Initiative (IDI), the United Kingdom National Audit Office (NAO), the Organization of American States (OAS), the Association of Certified Chartered Accountants (ACCA), and the US General Accounting Office (GAO). Ms. Michaela Ott-Spracklin offered greetings from the Secretary-General of INTOSAI. In her remarks, she stated that "INTOSAI has devoted much attention in recent years to good governance. Already the Lima Declaration of Guidelines on Auditing Precepts adopted by the 9<sup>th</sup> INTOSAI Congress in 1977 contains those very principals, which should enable SAIs to make their contribution to the good governance principle. Most prominently, this contribution includes the call for independent government auditing.

It is stated in the Lima Declaration that SAIs can accomplish their tasks objectively and effectively only if they are independent of the audited entity and are protected against outside influence."

### **Signing of OAS Agreement**

One of the special activities that occurred during the CAROSAI Congress was a presentation by Ms. Linda Fealing, Inspector General of the Organization of American States (OAS), which was followed by the signing of the Agreement between CAROSAI and the OAS. In her comments, Ms Fealing stated that auditors and auditing agencies "must not underestimate our role to the governments we serve. We are expected to be objective and report in accordance with our professional standards even though our findings may not always be pleasant to the auditees."

### **Technical Assistance and Training Programs**

The need for training and technical assistance for CAROSAI was a prominent topic of discussion among all the participants. Three presentation of interest were made by representatives of INTOSAI Development Initiative (IDI) and the US General Accounting Office (GAO). Mr. Richard Gagne, IDI-Canada, gave an update on the IDI Long-term Regional Training Program (LTRTP) for SAIs of the Caribbean Region. In his overview and up-date of the program, Mr. Gagne stated that since the inception of the program, 83 workshops have been conducted, with over 2900 participants representing 155 countries. The need for more training, as well as the need for more people to be trained, was a predominant subject during these discussions. As a result, the idea of satellite or regional programs was presented as an effort to expand training programs to SAIs. The notion of this idea would be that SAIs would have their governments help fund this initiative, with workshops being sponsored by several SAIs in the same region.



Following Mr. Gagne's presentation, Ms. Kirsten Astrup, Director General in the Office of the Auditor General of Norway and IDI-Norway addressed the Congress. Ms. Astrup stated that the main objective of IDI is to help developing nations to improve their audit capacity by effectively addressing emerging audit issues through training, information sharing, and the provision of technical assistance to the regions of INTOSAI. She informed the Congress that IDI will move from Canada to Norway beginning in January 2001, and that a smooth transition is currently underway. She stated that members of IDI-Norway have already been visiting various regions to introduce themselves and establish contacts, and that they are in the process of exploring several funding sources to finance programs and activities in cooperation with the regions. Ms. Astrup stated that the Strategic Plan for the period 2001-2006 was approved by the IDI Governing Board and cited the following 5 goals of the plan: secure and strengthen the training capacity in INTOSAI regions, establish and/or strengthen the network of training specialists, cooperate with INTOSAI Standing Committees and Working Groups, expand IDI's Information Program, and, explore the potential of Distance Learning Programs.

Benjamin Ross of the U S General Accounting Office (GAO) addressed the Congress by offering an overview of GAO and the activities of the International Auditor Fellowship Program. Mr. Ross described the 4<sup>1/2</sup>-month Fellowship Program, and indicated that to date, over 300 persons had graduated from the program representing over 80 countries.

### **CAROSAI Business**

During the 5<sup>th</sup> Triennial Congress, several CAROSAI business activities were conducted. CAROSAI welcomed the SAI of Antigua & Barbuda as a new member of the Executive Council, and elected the SAI of the Bahamas as CAROSAI's auditor. By a unanimous vote, and with obvious admiration for Ms. Jocelyn Thompson and her staff, the delegates agreed that the General Secretariat should remain in Trinidad & Tobago. The host of the next Triennial Congress is the SAI of Bermuda.

Mr. Anand Goolsarran, Auditor General of Guyana, is the outgoing chairman of CAROSAI. In his remarks, he reflected on the Congress's theme, by saying, "I believe the theme chosen is very relevant to our situation in the Caribbean. Not only does it reflect our motto, Towards Greater Accountability, which as SAIs we strive to achieve on a continuous basis, but it also speaks for good governance. The latter can only be achieved through openness, transparency and greater public accountability. However, the advances in information technology are such that, if advantage is not taken of them, then our efforts to improve accountability and good governance are unlikely to achieve the desired results."

For more information, contact the CAROSAI General Secretariat at the Office of the Auditor General, Eric Williams Financial Complex, Independence Square, P. O. Box —340, Port-of-Spain, Trinidad and Tobago, Telephone No: 868-627-9675; 625-4255 (DL), Fax No: 868-625-5354; or the CAROSAI Chairman at the Office of the Auditor General of St. Kitts and Nevis, R O. Box— 19, Basseterre, St. Kitts and Nevis, Telephone No: 869-465-2521 Ext.1051, Fax No: 869-466-8510, [E-mail: audioffskn@caribsurf.com](mailto:audioffskn@caribsurf.com).





**VI Congress of CAROSAI  
Bermuda, 2003**

*Chair: Bermuda*

*Secretary General: Trinidad & Tobago*

*Deputy Chair: Bahamas*



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**VII Congress of CAROSAI  
Bahamas, 2006**

*Chair: Bahamas*

*Secretary General: St. Lucia*

*Deputy Chair: Belize*



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**VIII Congress of CAROSAI  
Belize, 2010**

*Chair: Belize*

*Secretary General: St. Lucia*

*Deputy Chair: Trinidad and Tobago*

The VIII CAROSAI Congress was held in Belize City, Belize, February 15-19, 2010. The congress theme was promoting effective auditing through an audit quality assurance management framework, and participants included auditors general and directors of audit from across the Caribbean region and observers from other SATs, external organizations, and this *Journal*.

The outgoing Chair of CAROSAI, Terrance Bastian, Auditor General of the Bahamas, opened the first general plenary meeting. At that meeting, Dan Duguay, then Auditor General of the Cayman Islands and the Chairman of CAROSAI's Regional Institutional Strengthening Committee (RISC), presented a report noting that the RISC program was coming to an end. He submitted a resolution to dissolve the RISC that was approved by the participants.

Else Karin Kristensen, Deputy Director General of the INTOSAI Development Initiative (IDI), made a presentation on IDI's role in CAROSAI and activities since the previous congress. She reported that the emphasis had been on the transfer of learning for on-the-job use and that a handbook on quality assurance for financial audits had just been issued. She also noted that risk-based audit had been identified as a future priority for the region

Terrance Bastian and Lordly Pujadas, IDI Institutional Strengthening Manager, discussed CAROSAI's operational plan for 2009. They reported that several proposed 2009 activities linked to the projects funded by the World Bank had not been undertaken since the process of procuring a World Bank project consultant is ongoing.

It was decided that a subcommittee of the VIII Congress would develop a resolution that would allow CAROSAI to raise its concerns about the non-functional nature of certain Public Accounts Committees at the next meeting of CARICOM (the Caribbean Common Market), scheduled to be held in Trinidad and Tobago.

Florence Lee, Auditor General of Montserrat, presented a paper on the role of SATs in the fiscal management strategies of government in times of global crisis. Pamela Monroe Ellis, Auditor General of Jamaica, presented a paper on promoting effective auditing through a quality assurance framework.

In the areas of knowledge sharing and capacity building, Ms. Pujadas also reviewed the risk-based approach to financial audit programs, providing the heads of SAIs with detailed information on how this approach will be used on the next joint cooperation program that CAROSAI will undertake. The SAIs of Jamaica, Barbados, and St. Lucia confirmed their participation in the program. The SAI of Guyana also asked to be part of the program. The SAIs of St. Lucia and Barbados agreed to host a development workshop and review meeting, respectively.

Several external participants also made presentations at the congress. Gillian Fawcett, head of public sector policy for the Association of Chartered Certified Accountants, led a public sector round table discussion. Robert Reeve, a senior analyst and value-for-money specialist at the United Kingdom's National Audit Office, discussed enhancing SAI value-for-money capability. Rolf Elm Larsen, a director with the SAI of Denmark and representative of the Professional Standards Committee, discussed the role of standards and, specifically, the International Standards of Supreme Audit Institutions (ISSAI). John Noseworthy, Auditor General of the Province of Newfoundland and Labrador, Canada, reviewed a recent audit his office conducted regarding the allowances spent by members of the provincial parliament.

Representatives of the OLACEFS Chair (the Colombian SAI), the Organization of American States, and the Inter-American Development Bank (IDB) also made brief presentations on topics including the initiatives of the Colombian SAI to fight corruption and the changing role of the IDB.



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in the Caribbean**

At the second general plenary session, delegates discussed the strengthening and sustainability of CAROSAI as a regional body. In this regard, a four-committee structure for implementing the goals of the CAROSAI strategic plan for 2011 was ratified. The General Secretary noted that a manager and an administrative assistant at the CAROSAI Secretariat may be needed to facilitate administrative and program activities resulting from a World Bank grant.

It was also noted that IDI would facilitate a study tour for the Chairman and Secretary General of CAROSAI to the office of the AFROSAI-E (English-speaking AFROSAI) Secretariat based in Pretoria, South Africa, in March. The purpose of the tour is to observe the organizational structure and sustainability models at the AFROSAI-E Secretariat with a view to enhancing CAROSAI's institutional capacity.

In other business, a new Executive Council was established with the SAI of Belize as Chair; the SAI of St. Lucia as Secretary General; and the SAIs of Montserrat, Antigua and Barbuda, and Trinidad and Tobago as members. The SAI of Jamaica was appointed auditor, and the SAI of the Bahamas was named as CAROSAI's representative to the INTOSAI Governing Board.

At the end of Congress, Edmund Zuniga, Auditor General of Belize and the incoming CAROSAI Chair, noted that it was time for CAROSAI to begin drafting a new strategic plan.

The SAI of Trinidad and Tobago agreed to host the IX CAROSAI Congress in 2013. For additional information, contact the SAI of Belize:

E-mail: [AuditorGeneralBelize@auditgov.bz](mailto:AuditorGeneralBelize@auditgov.bz)

Web site: [www.auditgov.bz](http://www.auditgov.bz)



Strengthen parliamentary budget oversight in the Caribbean  
Antigua and Barbuda, 2012



Participants in the CAROSAI Strategic planning meeting for  
(2012-2015), Jamaica, 2012



21<sup>st</sup> UN/INTOSAI SYMPOSIUM, 13 to 15 July, 2011, Vienna



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in the Caribbean



**IX Congress of CAROSAI  
Trinidad and Tobago, 2013**

In particular, the IX Congress of CAROSAI revolved around the development of CAROSAI since its foundation 25 years ago in 1988. The 25<sup>th</sup> anniversary was also perceived as an occasion to further discuss opportunities with regard to stepping up cooperation in the audit area and to address current and planned capacity building programmes. It also provided the framework for presenting the new strategic plan of CAROSAI.

As part of INTOSAI, Mr. Josef Moser, Secretary General of INTOSAI, and Mr. Terence Nombembe, Chairman of INTOSAI, participated in this Congress.

In his presentation, Mr Moser informed about current developments in INTOSAI, encompassing the progress made in the wake of the adoption of the UN General Assembly Resolution on strengthening SAI independence and the current activities in the areas of all 4 strategic goals of INTOSAI. Furthermore, the Secretary General presented the results of the 22nd UN/INTOSAI Symposium held in Vienna in March 2013 and entitled "Audit and Advisory by SAIs: Risks and Opportunities, as well as Possibilities for Engaging Citizens".

*Chair: Trinidad & Tobago  
Secretary General: St. Lucia  
Deputy Chair: Suriname*

The IX Congress of the Caribbean Organization of Supreme Audit Institutions (CAROSAI) was held under the motto "Collaboration to Promote Best Practices" in Port of Spain, Trinidad and Tobago, from 18 to 21 March 2013. About 20 heads of Caribbean Supreme Audit Institutions participated in this 4-day congress. On this occasion, the chair of CAROSAI passed from Belize to Trinidad and Tobago.



**Strengthen parliamentary budget oversight in the Caribbean phase 2  
Trinidad and Tobago, 2014**



**Strong CAROSAI for Stronger SAIs  
in the Caribbean**



**X Congress of CAROSAI  
Suriname, 2016**

*Chair: Suriname*

*Secretary General: Jamaica*

*Deputy Chair: Guyana*



**CAROSAI, IDB, WB and IDI Procurement Audit Workshop  
Guyana, 2017**



**Strong CAROSAI for Stronger SAIs  
in the Caribbean**

## THE EXECUTIVE COUNCIL (2016-2019)

As is stated in Article seven (7) of the CAROSAI charter, the Executive council is the executive arm of the Organisation and is made up of five (5) members, whose constituents has changed since X Congress, 2016. The members exercise supreme executive power and are as follows:



**Mrs. Charmain Felter**  
Chair CAROSAI,  
Auditor General of Suriname



**Mr. Deodat Sharma**  
Deputy Chair of CAROSAI,  
Auditor General of Guyana



**Mrs. Pamela Monroe-Ellis**  
Secretary General of CAROSAI,  
Auditor General of Jamaica



**Mr. Majeed Ali**  
Auditor General of Trinidad and  
Tobago



**Mrs. Susan Winspear**  
Auditor General of the Cayman  
Islands



**Mr. Terrance Bastian**  
Ex- Officio Member  
Auditor General of Bahamas



## ORGANISATIONAL STRUCTURE

The organisational structure of CAROSAI is as follows:

### The Plenary

The Plenary consists of all member institutions represented by the Heads of the Supreme Audit Institutions or by representatives duly authorised by them. The Plenary is the supreme authority of the Organisation and shall have the following powers and duties:-

- a) To formulate such policies as may be deemed necessary to attain the objectives of the Organisation;
- b) To amend the Charter of the Organisation in accordance with the procedures stipulated at Article 11;
- c) To elect from among themselves members of the Executive Council as required under Article 7.1;
- d) To entrust the Executive Council with the tasks it deems necessary;
- e) To consider matters referred to it by the Executive Council and to take decisions and make recommendations as deemed necessary;
- f) To study and approve the working programme for the following session as proposed by the Executive Council and to consider follow-up reports submitted by the Executive Council;
- g) To determine the annual financial contribution of the member institutions;
- h) To approve the triennial financial programme of the Organisation provided that it shall be distributed into annual budgets;
- i) To determine the place and date of the next Plenary session, such session to be held at least once every three years;
- j) To make rules and regulations for the conduct of the Organisation's affairs.

A simple majority of the membership of CAROSAI shall constitute a quorum. Each member institution shall have the right to one vote. Decisions of the Plenary shall be made by a simple majority of the members present and voting. In the event of an equality of votes, the Chairman shall have the casting vote.

The Chairman of the Plenary shall be the Head of the Supreme Audit Institution of the country in which the Plenary is being held and shall preside over all its meetings and hold office until his successor is duly elected



## The Executive Council

The Executive Council is the executive arm of the Organisation and consists of five (5) members as follows:

- a) The Chairman of the Executive Council who shall be the chief executive, shall be the representative of the Supreme Audit Institution where the last regular Plenary was held; provided however, that during its first year's existence he shall be elected from among the members present at its first meeting;
- b) The Head of the Supreme Audit Institution of the country where the next regular meeting of the Plenary will be held;
- c) The Secretary General selected in accordance with Article 8;
- d) Two other members who shall be elected by the Plenary;
- e) Provided that where one Head satisfies two or more conditions the number may be made up by election by the Plenary.
- e) To review and ratify if necessary the acts and decisions made by the Chairman during the recess of the Executive Council;
- f) To render a report of its activities at every meeting of the Plenary;
- g) To prepare a five (5) year action and research plan to be submitted to the Plenary.

As stated in Section 3 of Article 7, of the Charter:

- (a) The Executive Council shall meet not more than once a year at the time and place agreed upon by a majority of the Council, provided also that discussions may take place by telephone and decisions be ratified by the "Round Robin" method.
- (b) Extraordinary meetings of the Council shall be held on a request made to the Chairman by the Secretary General or by at least two members of the Council, at a time and place determined by the Chairman or through "Round Robin" discussions as the Chairman sees fit.
- (c) Three members present shall form a quorum.
- (d) Decision on all matters requires agreement of at least three members.
- (e) The Chairman of the Executive Council shall hold office until such time as the new Chairman assumes office

*The functions of the Executive Council are:-*

- a) To execute and implement the policies of the Organisation in accordance with the rules and regulations approved by the Plenary;
- b) To appoint committees for specific purposes and projects, and lay down the rules of procedure for each such committee;
- c) To approve the annual financial plan and the budget of the Organisation and its execution; to approve the triennial budget for submission to the Plenary;
- d) To consider reports on the audited accounts of the Organisation;



*The procedure of the Executive Council will be governed by Rules of Procedure laid down by the Plenary. The Chairman will be responsible for the following functions:*

- a) To execute the decisions of the Executive Council and the Plenary;
- b) To direct and co-ordinate the activities of the Organisation during the recess of the Executive Council and to make a report to the Council;
- c) To organise representation for the Organisation in its dealings with national and international organisations, subject to approval by Council;
- d) To ensure that the provisions of the Charter are complied with and that the integrity and

Permanence of the Organisation is maintained in accordance with its principles and purposes;

- e) To co-ordinate with international, regional or national organisations which carry out audit activities or are interested in public sector audit;
- f) To submit a report to the Plenary of the general operations of the Organisation at every meeting of the Plenary;
- g) To perform any other functions consistent with his position and the CAROSAI Charter.

### *The Secretariat*

The Secretariat is housed within the offices of the Supreme Audit Institution of a member country and is headed by a Secretary General who is the Head of the Supreme Audit Institution. At present the Secretariat is located in the Republic of Trinidad and Tobago and is responsible for the administrative and financial functions of the organisation. The functions of the Secretary General are:

- a) To assist the Executive Council in the fulfillment of its tasks;
- b) To prepare the plans and programmes of activities for submission to the Chairman;
- c) To prepare the annual and triennial financial plans and budgets for submission to the Executive Council in accordance with Article 9.2 of the C;
- d) To plan, organise, direct, co-ordinate and control the activities of the CAROSAI according to the policy laid down by the Executive Council or the Chairman;
- e) To organise seminars and other activities in conformity with the objectives and policies of the Organisation;
- f) To keep the Chairman informed on important matters which should be brought to his attention;

- g) To obtain all reports and other documents from member institutions; to study them and propose to the Chairman, measures to be taken in accordance with recommendations made;
- h) To disseminate necessary information by providing continuing contact among member Supreme Audit Institutions;
- i) To sign, jointly with the Chairman, Certifications awarded by the CAROSAI;
- j) To serve as Secretary of the Executive Council and to maintain the official minutes of its meetings;
- k) To execute the Budget and be responsible for all accounts, records and files of the CAROSAI;
- l) To prepare and submit for audit the financial statements not later than three (3) months after the close of each financial year except that the first financial statements shall be submitted not later than 31st March, 1990;
- m) To perform any other functions assigned to him by the Executive Council;
- n) To maintain a library, or alternatively, a library listing of books and periodicals etc., for use by members.



## Strategic plan 2017-2022

### STRATEGIC PRIORITY AREAS

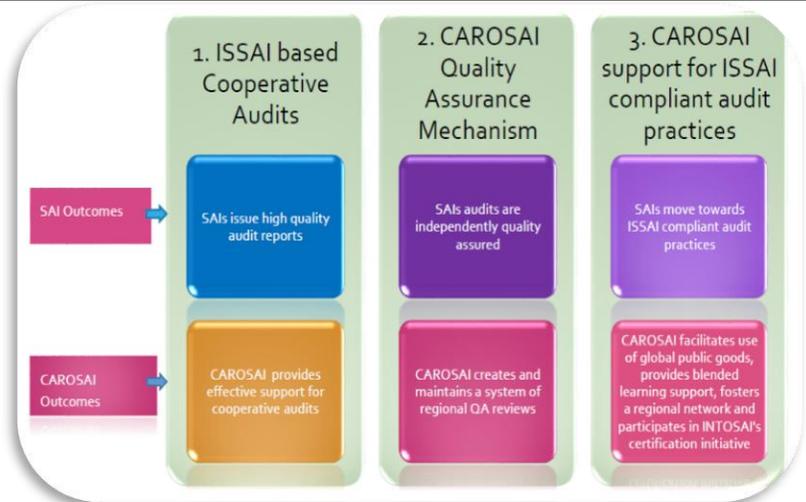
To achieve its key outcome “professional SAIs delivering value and benefits by contributing to Sustainable Development Goals (SDGs) and demonstrating relevance to the region,” CAROSAI has identified three priority areas of focus:



Each defined outcome supports greater accountability and increasing adherence to corporate governance.

### STRATEGIC PRIORITY: HIGH QUALITY AUDITS CREATING REGIONAL IMPACT

The core business of an SAI is to deliver value and benefits for its citizens by conducting high quality audits in areas of national and regional relevance, that contribute to accountability, transparency and integrity of those charged with governance. With the adoption of International Standards of Supreme Audit Institutions (ISSAI’s) at the 2010 INCOSAI, INTOSAI has defined standards and criteria for audit quality. During this strategic plan period CAROSAI plans to support its member SAIs in conducting high quality audits as per ISSAIs. It is also CAROSAI’s endeavour that such audit work will raise the profile of SAIs at the regional level and advocate the cause of SAIs by creating regional impact. It is important that SAIs not only conduct audits as per standards but that they focus on key areas of relevance in their nations and at the regional level. The CAROSAI strategy for achieving this strategic priority will be based on achieving CAROSAI outcomes – which the CAROSAI is responsible for and SAI Outcomes – which the supported member SAIs are responsible for. These will be the outcomes that CAROSAI will contribute to through the support that it provides. CAROSAI envisages the following outcomes under this strategic priority



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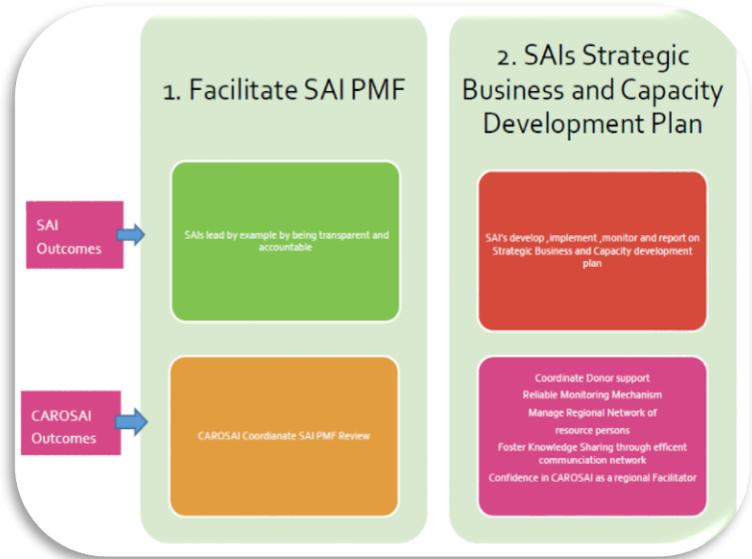
1. **ISSAI based Cooperative Audits** - CAROSAI plans to support cooperative audits in all three audit streams financial audits, compliance audits and performance audits. In case of performance and compliance audits the audit topics will be chosen by the participating SAIs based on relevance. CAROSAI will endeavour to link topics not only at the national and regional level but also at the global level. CAROSAI will seek alignment with INTOSAI. For example, Auditing Sustainable Development Goals, Agenda 2030 and the preparedness of small island nations to implement the agenda in their countries could be a topic of national, regional and global significance. The cooperative audits facilitated by CAROSAI will be based on the guidance provided by INTOSAI and the cooperative audit support model of the IDI. The support provided would include blended learning inputs for SAI teams on both the audit topic and the audit methodology. Mentoring and guidance for audit planning, conducting an audit and reporting on the audit as per ISSAIs. CAROSAI will also organize an independent quality assurance review of the audits conducted under the programme. Participating SAIs will be required to issue the results of such audits in accordance with their national legislations. CAROSAI as a region will also publish a regional audit report on such audits and distribute this report widely to all stakeholders. To begin with CAROSAI will conduct cooperative audit programmes in cooperation with the IDI. In the second round CAROSAI will endeavour to conduct such programmes on its own.
2. **CAROSAI Quality Assurance Mechanism (QA)** – Any successful implementation of standards requires a robust quality assurance mechanism to provide independent assurance as to whether the audits conducted meet quality requirements, in this case ISSAIs. While some member SAIs in CAROSAI have the resources to set up in-house QA mechanisms, most SAIs in CAROSAI have limited resources that may not make it possible for them to set up such mechanisms at the SAI level. CAROSAI plans to set up a regional mechanism of conducting quality assurance reviews. Such a mechanism will provide an opportunity to leverage resources available within the region to address critical need of member SAIs. Using available global public goods, cooperating with partners to build a pool of quality assurance reviewers at the regional level, using certified ISSAI facilitators, agreeing on a regional mechanism with member SAIs may be some of the strategies used by CAROSAI in the implementation of this component.
3. **CAROSAI support for ISSAI compliant audit practice** – Besides supporting cooperative audits and setting up a regional QA mechanism, SAIs in CAROSAI will also require support in enhancing professional staff capacity and Organisational systems capacity for implementing ISSAIs. CAROSAI will partner with other INTOSAI bodies to adapt available guidance and tools on ISSAI implementation to suit its members' needs. Based on needs CAROSAI would also consider providing blended learning support by using face to face and online interventions. CAROSAI currently has a pool of PSC-IDI certified ISSAI facilitators for financial, performance and compliance audit. CAROSAI plans to build on this pool to foster a network of regional resource persons to support ISSAI implementation efforts of member SAIs. As an INTOSAI region, CAROSAI will also align its efforts in this regard with INTOSAI efforts and participate actively in INTOSAI's current discussions on auditor certification.



STRATEGIC PRIORITY 2: STRATEGIC PERFORMANCE MEASUREMENT AND REPORTING FOR EFFECTIVENESS

The SAI Performance Measurement Framework (SAI PMF) is an international framework for self, peer, or external assessment of a SAI's performance against the ISSAIs and other established international good practices, thereby enabling the SAI to confidently engage internally and externally regarding its future. It has been developed under the auspices of the INTOSAI Working Group on the Value and Benefits of SAIs (WGVBS), with valuable support from the INTOSAI-Donor Cooperation. It is expected to be endorsed as an INTOSAI framework at INCOSAI in December 2016. It is critical for SAIs to implement self-evaluating mechanisms to ensure that its practices epitomize leading by example and that the SAIs delivery of service conforms with ISAAs and are relevant to the needs of the citizens. CAROSAI members have identified SAI PMF as important priority area for immediate action.

Though some members of CAROSAI have benefitted from SAI PMF review through the assistance of International Donor Partners, more intervention is needed to have Caribbean-wide impact on the growth and institutional capacity of SAIs and by extension strengthen the robustness of governance arrangements and public financial management at both the national and regional level. CAROSAI aims to facilitate SAI PMF assessments for all its members and use this information to inform capacity building initiatives geared towards institutional strengthening and professionalization of SAIs in Caribbean region.



**1. Facilitate SAI PMF** – CAROSAI intends to promote and coordinate the completion of a SAI PMF for each of its members allowing for the following results at the SAI level:

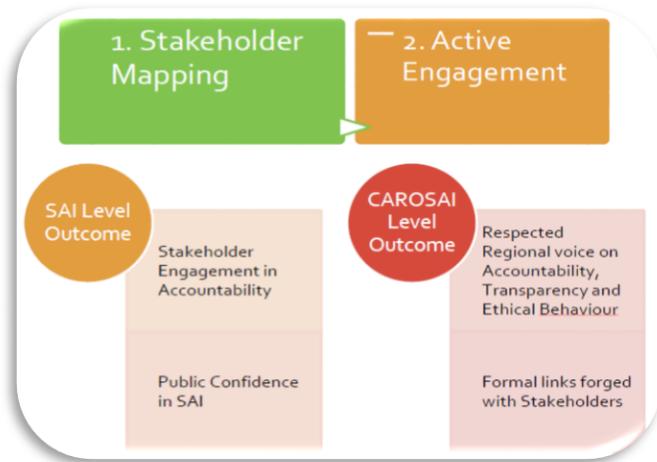
- The identification of the SAIs strengths and weaknesses
- The strengthening of internal performance management and accountability allowing for external (Annual) reporting to stakeholders
- The demonstration of progress in performance
- To demonstrate the value and benefits of the SAI to its citizens
- To support ISSAI implementation/improve audit standards and quality
- To allow for greater opportunities of external support for capacity development initiatives

To achieve this CAROSAI intends to, establish a pool of resource persons who will be identified from participants in the structured training programmes. The pool of resource persons will be utilised to undertake SAI PMF review in the region. This approach again is dependent on the cooperation of SAIs to facilitate SAI PMF in an environment of limited resource. Additional support mechanisms to be utilized are: adopting existing guidance documents and tools, coordination of donor support, and the development and customization of blended learning materials and programs.

**2. SAIs Strategic Business and Capacity Development Plan** – SAIs will be expected to prepare a strategic business plan arising from SAI PMF review. The SAIs Strategic Business Plans, it is anticipated, will be centered on addressing the needs of both internal and external stakeholders and ensuring SAIs effectiveness in meeting their mandate.

STRATEGIC PRIORITY 2: EFFECTIVE STAKEHOLDER ENGAGEMENT TO MAINTAIN

SAIs have a critical role in holding governments to account and enabling legislative oversight. SAIs are a critical part of the national accountability architecture. Given their mandates to “watch” over government accounts, operations and performance, they should be natural partners of citizens in exercising public scrutiny. The scope of SAI’s work is to increase transparency for the benefit of citizens through external auditing. Effectiveness of SAIs’ operations can be greatly enhanced through sustained interaction with the various stakeholders which include the executive, legislature, media, civil society Organisations and the citizens. During INCOSAI 2010, INTOSAI recognized that, “The effectiveness with which SAIs fulfill their role of holding government to account for the use of public money not only depends on the quality of their work, but also on how effectively they are working in partnership with the accountability functions of the legislature as well as the executive arm of government in making use of audit findings and enacting change.” Besides external stakeholders, the communication and engagement of internal stakeholders within the SAI significantly impacts the quality of SAI work and results. While



many SAIs face challenges in their engagement with stakeholders, there are excellent examples of good practices in stakeholder engagement. SAI’s engagement with stakeholders is impacted by both, the SAIs own capacity to engage and the readiness and capacity of stakeholders to engage meaningfully with the SAI. Enhanced SAI stakeholder engagement can lead to greater audit impact and enable the SAI in delivering envisaged value and benefits.

In this regard, CAROSAI has identified stakeholder engagement as its third strategic priority. CAROSAI views stakeholder engagement as a must seize opportunity to bring regional awareness to our efforts and activities as well as raise the profile of SAIs in the Caribbean region and build stakeholder confidence. It is our view that the challenges/deficiencies experienced by member SAIs would be suitably addressed at the CARICOM level. However, having our voice heard at the level of the highest regional body will require a structured and determined approach which must be accompanied with a fair level of respect for CAROSAI as a regional body. Equally, CAROSAI must established formal relationships with donor and bi-lateral partners such as IDI. CAROSAI will therefore embark on a stakeholder mapping exercise and coordinate stakeholder mapping at the SAI level.

1. **Stakeholder Mapping** - As a first step CAROSAI and its members must determine who are its key stakeholders, their needs and the means of communication with each. This will be facilitated by a stakeholder identification workshop, which can be undertaken by utilising resource persons within the region. This programme is intended to strengthen both CAROSAI and its member SAIs capacity to better engage effectively with key stakeholders in an effort to foster stakeholders greater participation in the accountability process; promote a better understanding of the value and benefit of SAIs in the Caribbean region and advocate for SAI independence. The strategies to be implemented by CAROSAI is intended to result in improved effective public communication of audit results, collaboration with key stakeholders to encourage follow-up on recommendations by SAIs
2. **Active Engagement:** Once the needs of each stakeholder has been defined and the means of managing the stakeholder determined; a stakeholder management plan will be developed and monitored to ensure that effective communication is maintained with all identified stakeholders of CAROSAI. This will also be completed at the SAI level to promote increased transparency and accountability of all members SAIs to their stakeholders. It is also intended to support the advocacy of activities of individual SAIs within the region.

CORE VALUES

PROFESSIONALISM

INCLUSIVENESS

PARTNERSHIPS

CREDIBILITY

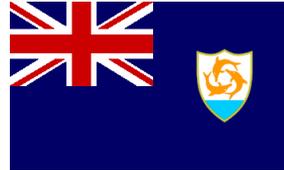
ACCOUNTABILITY



# Anguilla



Mr. Andrew Gumbs  
Office of the Permanent Secretary of Finance



*Date Established:*

*Governing Legislation:*

*Mission Statement:*

*Vision Statement:*

*Mandate:*

*Former Director of Audit:*



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in the Caribbean

# Antigua and Barbuda



Mr. Dean Evanson  
Director of Audit  
Audit Department



Mr Dean Evanson was appointed Director of Audit in October 2009 after spending the previous five (5) years as the Deputy Financial Secretary, Ministry of Finance and the Economy. Mr Evanson early years was spend in various position at the Eastern Caribbean Central Bank (ECCB). At the ECCB he was part of the teams that formulate and established the Eastern Caribbean Securities Exchange (ECSE).

Mr Evanson was a member on the Executive Council of the Caribbean Organisation of Supreme Audit Institutions (CAROSAI) and was Antigua and Barbuda’s representative on the CARICOM Secretariat Audit Committee.

**Date Established**

**Governing Legislation:**

- The Constitution of Antigua and Barbuda, 1981
- Finance Administration Act, 2009
- Finance Administration Regulations, 2011
- Office of the Director of Audit Act, 2014

**Mandate:** The Office of the Director of Audit is an independent, constitutionally established office that exists to serve Parliament. Independence from Government is vital if the audit office is to make impartial judgments and perform its work effectively. Through the Constitution and the Office of the Director of Audit Act, Parliament has

**Vision Statement:** An independent, professional, and respected audit office serving Parliament and widely recognized for advancing efficient and accountable government

**Types of Audit:**

- Financial Statement
- Performance Audits
- Special Investigation
- Compliance Audits

**Former Director of Audit:**

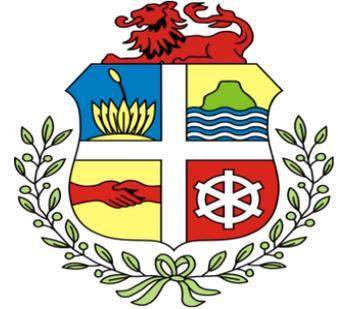
- Mr. Ronald Michael 1985 -1988
- Mr. Stachel Edwards 1988 - 1996
- Mrs Arah Armstrong 1996 - 2006
- Mrs Veronica Browne 2007- 2009

legislated the independence of the Director of Audit and confirmed the position as answerable and subservient only to Parliament. The Office of the Director of Audit Act stipulates that the Director of Audit shall not be subject to the direction or control of any other person or authority in the exercise of his function

**Mission Statement:** The Office of the Director of Audit exists to assist Parliament in holding the Government to account for its management of the country’s finances and operations. We do this by providing independent, reliable, and timely information on the Government’s financial performance and on the economy, efficiency, and effectiveness with which its programs and services are delivered.



Mr. Frederick Nuboer  
Acting President  
Court of Audit Aruba



**Date Established:** The Court of Audit of Aruba was established on the 13th of April 1987.

**Governing Legislation:**

- The Aruban (Constitution) Order in Council (Act), July 23, 1962
- The National ordinance regarding the Court of Audit
- The National Accountability Ordinance

**Vision Statement:** The Court of Audit delivers authoritative products as an independent and professional Organisation. These products lead to a better functioning public administration, so that the citizen receives more value with regard to the taxes paid.

**Mandate:** The Court of Audit is responsible for the research into the efficiency and legality of the government revenues and expenditures. This task has been further elaborated in the National ordinance regarding the Court of Audit. According to this ordinance it is determined that the control, in the broadest term, of the financial and material management of public resources, is done by the Court of Audit

**Mission Statement:** The Aruban Court of Audit conducts high-quality research regarding the lawful and efficient operation of the Country, its ministries and departments, according to international standards. It also investigates the subsidized institutions and other Organisations that manage public funds. The Court of Audit wants to contribute to the better functioning of the public administration by reporting the results of the investigations to Parliament, the ministers and other stakeholders.



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in the Caribbean

***Former Directors of Audit:***

- Mr. Robert Henriquez, president 1987-1990
- Mr. Norman E. Henriquez, member 1987-1994
- Mr. Pablo A. Croes, member 1987-1994
- Mr. Hubert Th. Lopez, president 1990-1994
- Mr. Hubert O. Toppenberg, substitute member 1993-1995; president 1995-2007
- Mr. Richard F.R. Harms, substitute member 1993-1995; member 1995-2008
- Mr. Casper Boekhoudt, member 1995-2009
- Mr. Juan B. Thijzen, substitute member 1995-2007; member 2007-2008
- Mr. Gabriel Werleman, president 2008-2015
- Mr. Frederick Nuboer, member 2008-present
- Mr. Rick C. Samuels, member 2017-present
- Mrs. Lay Hing de Kort-Yee, member 2017-present

***Types of Audit:***

- Compliance audits.
- Value for Money (performance) audit



# Bahamas



Mr. Terrance Bastian  
Auditor General  
Office of the Auditor General



**Date Established:** The office of the Auditor General was established in May 1925

**Governing Legislation:**

- Financial Administration and Audit Act 1975
- Financial Administration and Audit Act Amendment 1990
- Financial Administration and Audit Act 2010
- Financial Administration and Audit Act 2013

**Mission Statement:** Our mission is to serve the people of the Commonwealth of the Bahamas, to protect the public’s trust and promote Government accountability by conducting independent audits and examinations

**Types of Audit:**

- Financial Audits,
- Revenue/ Expenditure Audits,
- Compliance Audits,
- Special Audits
- Performance Audit
- Environmental Audits

**Auditors of Public Accounts:**

- Nigel Brice Burnside 1904-1922
- George Knight KirkwardBrace 1922-1925
- Willis Howard Bethel 1925-1936
- Edwin Allan Stoodley 1936-1946
- James LeCarto Lightbourne 1946-1950
- Edwin Howard Stuart 1950-1956

**Auditor Generals:**

- Kenneth Harrison Albury 1956-1979
- Shirley J. Wright (Actg.) 1977-1980
- Richard C. Demeritte 1980-1996
- Franklyn Kemp (Actg.) 1984-1988
- Roger I. Forbes (Actg.) 1996-2000
- Terrance Bastian 2000 to date



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**Mandate:** Article 136. There shall be an Auditor-General whose office shall be a public office.

- The Auditor-General shall be appointed by the Governor-General by instrument under the Public Seal, acting on the recommendation of the Public Service Commission made after the Commission has consulted the Prime Minister.
- The accounts of the Supreme Court, the Senate, the House of Assembly, all departments and offices of the Government (but excluding the Department of the Auditor General), the Public Service Commission, the Judicial and Legal Service Commission, the Police Service Commission and all Magistrates' Courts shall, at least once in every year, be audited and reported on by the Auditor-General who, with his subordinate staff, shall at all times be entitled to have access to all books, records, returns and reports relating to such accounts.
- The Auditor-General shall submit his reports made under paragraph (3) of this Article without undue delay to the speaker (or, if the office of Speaker is vacant or the Speaker is for any reason unable to perform the functions of his office, to the Deputy Speaker) who shall cause them to be laid before the House of Assembly without undue delay.
- In the exercise of his functions under the provisions of paragraphs (3) and (4) of this Article, the Auditor-General shall not be subject to the direction or control of any other person or authority.
- The accounts of the department of the Auditor General shall be audited and reported on by the Minister of Finance and the provisions of paragraphs (3) and (4) of this Article shall apply in relation to the exercise by that Minister of those functions as they apply in relation to audits and reports made by the Auditor-General.
- Nothing in this Article shall prevent the performance by the Auditor General of –
  - ✓ Such other functions in relation to the accounts of the Government and the accounts of other public funds in The Bahamas as may be prescribed by or under any law for the time being in force in The Bahamas; or
  - ✓ Such other functions in relation to the supervision and control of expenditure from public funds in The Bahamas as may be so prescribed.



# Barbados



Mr. Leigh Trotman  
Auditor General  
Auditor General Office



Mr. Leigh Trotman was appointed Auditor General of Barbados in 2006, prior to this appointment he served as Deputy Auditor General from 1988-2006. Mr. Trotman also serves as Chief Accountant in the Ministry of Finance. Mr. Trotman is a Chartered Professional Accountant (CPA) with a BSc in Public Administration and is currently a member of the Executive Council of CAROSAI.

**Date Established:** The Barbados Audit Office was established in 1855.

**Governing Legislation:** Constitution & Financial Management & Audit Act

**Mission Statement:** "To contribute to public accountability by providing assurance and information to Parliament and the people of Barbados about the effectiveness of public sector financial management and use of resources".

**Former Auditor Generals:**

- Lincoln Thomas 1972-1992
- David Griffith 1992-1998
- Hallam Phillips 1998-2006
- Leigh Trotman 2006-to present

**Vision Statement:** "To be recognized as a model public sector institution known for its independence, professionalism and credibility".

**Mandate:** The mandate of the Auditor General is to examine and provide independent reporting to the Parliament on government's management of, and accountability practices for, the public resources entrusted to it.

**Types of Audit:**

- Compliance audits
- Financial audits
- Value for Money audits



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# Belize



Mrs. Dorothy Bradley  
Auditor General  
Office of the Auditor General



**Date Established:** 1887

**Mission Statement:** The Office of the Auditor General of Belize is mandated by the Constitution to foster, through independent assurance, parliamentary control over the public funds and all other public property for the benefit of all Belizeans

**Mandate:** Main role is to ensure transparency and accountability over the use of public funds and assets. In discharging its mandate SAIB as well must ensure that its professionals are held to the same high levels of professionalism and ethical standards. The Value Statement captures the corporate philosophy and values that will characterize and guide the way in which the team at SAIB functions. The SAIB is responsible to examine the facts and report such findings as required by law and do so devoid of any type of considerations that lies outside the remit of the law. It also must ensure the following:

- The national accounts presented to it are complete and accurate and give a true view of the financial affairs of the country.
- Establish that the accounts are arithmetically correct and that receipts and payments are posted correctly to the appropriate accounts.

That all transactions, which ought to have been recorded, have been recorded.

That no misleading information is included.

That all relevant facts are brought to attention and that assets stated do in fact exist.

**Governing Legislation:**

**Vision Statement:** An Independent, Respected and Expert Institution serving the National Assembly by providing a variety of assurance services aimed at improving the accountability of the Belizean Public Sector.

**Types of Audit:**

**Former Auditor Generals:**

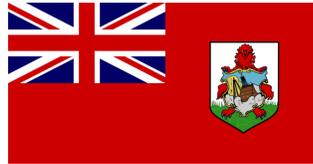


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# Bermuda



Ms. Heather Thomas  
Auditor General (AuG)  
The Office of the Auditor General



Heather Thomas became the third Auditor General of Bermuda, after having previously served as the Director of Internal Audit for the Government of Bermuda.

Ms. Thomas has extensive governance, risk management audit and accounting experience. She has also held a variety of senior roles in both the public and private sectors locally as well as overseas.

A Certified Public Accountant (CPA), Ms. Thomas holds a Bachelor of Business Administration degree from St. Francis Xavier University, Antigonish, NS. She also holds the Certified Fraud Examiner (CFE) and Chartered Global Management Accountant (CGMA) professional designations.

**Date Established:** The Office of the Auditor General was established in 1943

**Mission Statement:** The mission of the Office of the Auditor General, derived from its legislative mandate, is to add credibility to the Government's financial reporting and to promote improvement in the financial administration of all Government Ministries, Departments and all other entities for which the Government is accountable to Parliament.

**Governing Legislation:**

- The Bermuda Constitution Order 1968
- The Audit Act 1990

**Colonial Auditors:**

- Harold Gilbert Lutyens Trimmingham 1943–1952
- G.L. Young, O.B.E 1952–1957
- C.W. Kempe 1957–1964
- I.V.E. Mackay 1966–1968

**Government Auditors**

- D.H. Owen 1970–1973
- Susan Lines Gunther, C.A. 1973–1978

**Auditor Generals:**

- Larry T. Dennis, C.A. 1978–2009
- Heather A. Jacobs Matthews 2009–2016

**Vision Statement:** The vision of the Office of the Auditor General is to be an agent of change in enhancing public sector efficiency, transparency and accountability

**Mandate:** The Bermuda Constitution Order 1968 and the Audit Act 1990 provide the legislative mandate for the Office of the Auditor General. Financial statement audits address the first part of our mission - to add credibility to the Government's financial reporting. That credibility is provided by audit reports attached to each set of financial statements tabled in the House of Assembly. The remainder of the Office's mandate promoting improvements in financial administration is addressed mainly by performance audits, the results of which are reported on periodically under section 13 of the Audit Act. However, financial statement audits can also generate recommendations to improve financial reporting and control.

**Types of Audit:**

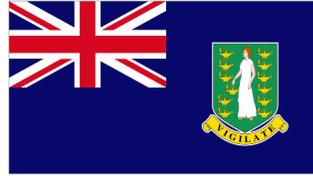
- Performance auditing
- Financial/
- compliance audits
- Special Investigations



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Ms. Amoret Davies  
Auditor General (Acting)  
Office of the Chief Auditor



*Date Established:*

*Governing Legislation:*

*Mission Statement:*

*Vision Statement:*

*Mandate:*

*Types of Audit:*

*Former Auditor Generals:*

*Website:*



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# Cayman Islands



Ms. Sue Winspear  
Auditor General  
Office of the Auditor General

Sue Winspear joined as Auditor General in July 2016. Prior to that Sue, who was hitherto professionally known as “Higgins”, was Executive Leader Local Services with the UK’s National Audit Office from January 2014. Sue was a NAO executive board member and part of the senior leadership team and held specific responsibility for the NAO’s work on local government, education and health as well as communications and external relations.

Between 2009 and 2014, Sue was a Senior Civil Servant being Director General Finance & Corporate Services latterly in the Department for Communities and Local Government and before that in the Department for Education / Department for Children, Schools and Families.

Prior to that, Sue had a long career in Local Government and held Board level roles at the London Borough of Sutton and Slough Borough Council where she held the statutory CFO responsibilities amongst other responsibilities. Sue is a CIPFA qualified accountant and was serving as an elected member of CIPFA Council prior to leaving the UK for the Cayman Islands. Sue has held numerous honorary finance and audit roles over the years notably being elected the first female President of the Society of Municipal Treasurers in 2005/06.

**Date Established:** The Office of the Audit General was established in 1983.

**Governing Legislation:**

- S114 of the Cayman Islands Constitution (2009)
- S58-69 of the Public Management & Finance Law

**Mission Statement:** “To help the public service spend wisely.”

**Mandate:** It’s a broad mandate given in the PFML covering statutory FA of entities and the whole of the public sector and other audits including value for money, compliance and investigations

**Types of Audit:**

- Financial Audits
- Performance Audits.
- Compliance Audit
- Investigations and publish public interest reports

**Vision Statement:** “Our independent work promotes good governance, transparency and accountability in the use of public funds.

**Former Auditor Generals:**

- Roy Kelly 1982-1988
- Nicholas Treen 1988-1992
- Nigel Esdaile 1992-2003
- Dan Duguay 2003-2010
- Alistair Swarbrick 2010-2015
- Sue Winspear 2016 to Date

Curacao



Ms. Miroslava Wedervoort  
Chairman  
Supreme Audit Institution of Curacao

***Date Established:***

***Governing Legislation:***

***Mission Statement:***

***Vision Statement:***

***Mandate:***

***Former Chairman:***



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## Dominica



Mrs. Maylina Jno Ville  
Director of Audit (Acting)  
Audit Office



***Date Established:***

***Governing Legislation:***

***Mission Statement:*** To audit, review and advice on the management and accountability of Public Resources

***Vision Statement:*** Keeping watchful eyes to ensure the proper and optimum management of government resources

***Mandate:***

***Types of Audits:***

- Compliance Audit
- Financial Audits
- Value-For-Money Audits
- Performance
- Comprehensive

***Former Directors of Audit:***



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# Grenada



Mr. Philber Charles  
Acting Director of Audit  
Audit Department



**Date Established:**

**Governing Legislation:**

**Mission Statement:** Our Mission is to bring about good government through the promotion of greater accountability and transparency

**Objective and Purpose:** To develop a cadre of highly motivated and a professional staff providing the best quality of audit service to the State.

**Types of Audit:**

**Former Director of Audit**

**Mandate:** The functions and responsibilities of the Director of Audit are enshrined in Section 82 of the Constitution and the Finance and Audit Act of Grenada.

One of the main functions of the Audit Office is to promote proper accountability and transparency in government departments and other entities, and to act as agents of change. Other functions include the following:

- To examine and report on the Consolidated Fund; revenue accounts; annual
- Public sector departmental accounts and any other accounts relating to government funds.
- To check that expenditure is applied only to purposes for which it was approved and that it conforms to the authority, which governs it.
- To determine whether value for money is obtained in the use of resources; the examination to embrace economy, efficiency and effectiveness.
- To determine the extent to which due regard has been given to proposals made by a Public Accounts Committee or similar body.



# Guyana



Mr. Deodat Sharma  
Auditor General  
Audit Office of Guyana



Mr. Deodat Yogeshwaa Pershaud Sharma, Auditor General of the Co-operative Republic of Guyana, South America, was appointed the Substantive Auditor General on 31 October 2012, having acted from 1 January 2005 to that date. He graduated in 1995 with a Degree in Accountancy from the University of Guyana. He was first employed at the Audit Office of Guyana (formerly Office of the Auditor General) as a Trainee Auditor in April 1980 and worked his way up to the position he holds today. He is presently pursuing his studies online on Forensic Accounting and Fraud Investigations.

Mr. Sharma participated in the Canadian Comprehensive Auditing Foundation (CCAF~FCVI) International Fellowship Program in Canada during the period October 1999 to June 2000. Participation at this Fellowship Programme enabled him to gain knowledge and invaluable experience in areas such as, Accountability and Governance, Management and Leadership Skills, Better Writing for Professionals, Project Management and Performance/Value for Money, Information Technology, Forensic and Environment Auditing. Mr. Sharma also participated in several training programmes conducted by the United Nations Development Programme (UNDP) and the Inter-American Development Bank (IDB). In the year 2000, he was also trained by the USDA Graduate School in Environmental Performance, and fraud and Forensic Auditing, and Writing Audit Reports by Objective. Mr. Sharma served on the Audit Committee for CARICOM for the years 2011 to 2015.

He is currently seeking to create a “paperless” auditing environment and is in the process of implementing the use of an Audit Management Software (TeamMate).

**Date Established:** 2<sup>nd</sup> August 1884

**Governing Legislation:**

- Fiscal Management and Accountability Act of 2003
- The Audit Act of 2004

**Types of Audit:**

- Financial and Compliance Audits
- Performance or Value for Money Audit
- Forensic Audits

**Former Auditor Generals:**

- Mr. Reginald P. Farnum, 1969
- Mr. S. A. Goolsarran, 1990-2005
- Mr. Deodat Y. P. Sharma, 2005-Present



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**Mission Statement:** As the Supreme Audit Institution of the State we are committed to the promotion of good governance including openness, transparency and improved public accountability through:

- the execution of high quality audits of the public accounts, entities and projects assigned by the Audit Act;
- timely reporting of the results to the legislature and ultimately the public;
- ensuring that the independence, integrity and objectivity of the Audit Office is recognised;
- the provision of cost effective service by the implementation of the most up-to-date Audit Practices;
- the recruitment and retention of the best qualified personnel to achieve set targets, on a sustained basis; and
- developing professional relationships with our clients, and producing reports which facilitate improvements in their operations

**Mandate:** The Auditor General’s role and functions are enshrined in the Constitution of Guyana (section 223). His Office is a public Office and he is responsible to Parliament.

Under the Audit Act of 2004, Section 4(1), the “Auditor General shall be the external Auditor of the public accounts of Guyana and, in the discharge of his functions, shall have complete discretion in examining and reporting on the receipt, disbursement, and control of public moneys and on the economy, efficiency and effectiveness in the use of such moneys.” Section 5 of the said Act states “the Auditor General shall, in accordance with article 223(4) of the Constitution, act independently in the discharge of his functions.”

The Audit Act of 2004 gives the Auditor General wide powers and authority for the establishment and administration of an independent Audit Office, and to regulate such other matters connected with or incidental to the independent auditing of the finances of the State.

The provisions of the Audit Act also strengthen parliamentary oversight over the work of the Auditor General in the discharge of those functions



# Haiti



Mr. Georges Henry  
President de la  
Superior Court of

Pascal  
CSCCA  
Audits and Administrative Disputes (CSCCA)

*Date Established:*

*Governing Legislation:*

*Mission Statement:*

*Vision Statement:*

*Mandate:*

*Types of Audit:*

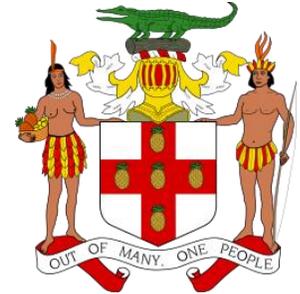
*Former President de la CSCCA:*

*Website:*



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# Jamaica



Mrs. Pamela Monroe Ellis  
Auditor General  
The Auditor General Department

Mrs. Pamela Monroe Ellis was appointed Auditor General in 2008 having spent the early part of her career at PricewaterhouseCoopers. She is a Fellow of the Institute of Chartered Accountants of Jamaica (ICAJ), and the Association of Chartered Certified Accountants (ACCA, UK). She is also a member (as Auditor General) of the Caribbean Organisation of Supreme Audit Institutions (CAROSAI), and was appointed Secretary General in June 2016. Mrs. Monroe Ellis is also a member of the International Association of Supreme Audit Institutions (INTOSAI) Working Group on the Value and Benefit of Supreme Audit Institutions and Board Member of the International Federation of Accountants (IFAC). She was recently appointed to serve as Jamaica's representative on the CARICOM Secretariat Audit Committee. She also chairs the Institute of Chartered Accountants of Jamaica Investigations Committee.

**Year Established:** The Department was first established in 1829 as a part time office. It was not until 1851 under section 2 Cap 53 of Law, that the independent office of Auditor General was established.

**Mission Statement:** To conduct and make public, high quality audit and produce recommendations that are relevant to our auditees, Parliament and the citizens.

**Mandate:** The responsibilities and authority of the Auditor General are detailed in the Constitution and the Financial Administration and Audit Act. The Auditor General and the employees of the Auditor General's Department are tasked with conducting independent audits in accordance with acceptable, professional and ethical standards and issue appropriate reports on the use of public resources.

**Types of Audit:**

- Financial Statement
- Compliance audits
- Performance Audits
- Information Systems Audit
- Special Investigation

**Governing Legislation:**

- The Jamaican (Constitution) Order in Council (Act), July 23, 1962
- Public Bodies Management and Accountability Act, 2001
- Financial Administration Audit Fiscal Responsibility Framework Amendment Regulations 2015
- Financial Administration and Audit Act, 2011

**Former Auditor Generals:**

- Adrian P. Strachan, OJ, CD, FCCA, FAC, JP, 1978-2008
- Rudolph Victor Irvine, 1966-1979
- Harold George Nosworthy, 1957-1966
- Ernest Alexander Gadishaw, 1952-1956
- Colonel F. D. McPhail, 1941-1951
- John Leonard Worlledge, 1932-1935
- Eric Colquhoun Aitken, 1932-1935
- Charles Grey Davis, 1920-1931
- Louis John Bertram, C.-M.G., 1897-1920
- John Wardle, 1867-1896
- Alexander Bravo, 1861-1867



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# Montserrat



Ms. Florence Lee  
Auditor General  
Office of the Auditor General



***Date Established:***

***Governing Legislation:***

***Mission Statement:***

***Vision Statement:***

***Mandate:***

***Types of Audit:***

***Former Auditor General:***

***Website:***



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## Saint Lucia



**Date Established:** The office of the Director of Audit was established in the St. Lucia Constitution Order No.12 of 1978 and the Audit Act No. 26 of 1988

**Governing Legislation:**

- St. Lucia Constitution
- Audit Act

**Principal Auditor:**

- T.D Towers 1949-1957
- N.B. Stalker 1954-1958

**Auditor**

- J.F. Stratfull (BSC) 1959-1960

**Ag. Senior Auditor**

- W. Newton (MBE) 1960-1963

**Director of Audit**

- G.A Noon (BA) 1964-1974
- J.M Daniel 1974-1984

**Ag. Director of Audit**

- M.D. Polius (BSC) Oct 1984-July 1985

**Director of Audit**

- D.R. Aitchison C.A. A.C.M.A., C.M.A 1985-1987
- E. Hippolyte (CGA) 1987-1993
- A. Hyacinth (CGA) 1993-2008

**Ag. Director of Audit**

- M. Griffith BSC, LLB 2008

**Director of Audit**

- A.J. Bonnete MBA, CIA 2008- Current

**Mission Statement:** To promote greater accountability in the public service through a professional approach to monitoring and reporting on whether monies appropriated by parliament were applied as appropriated; whether expenditure conforms to the authority that governs it on the efficiency, economy and effectiveness of government spending.

**Mandate:** The Audit Office is the institution through which the Director of Audit carries out his/her responsibilities as required by the Saint Lucia Constitution and the Saint Lucia Audit Act.

Section 9(a) of the Audit Act directs the Director of Audit to report annually to the House of Assembly, through the Minister of Finance, on the result of his/her inquiries, and to have the report ready within a period of six months after the close of each Financial year. It is up to the Director of Audit to decide what is to be drawn to the attention of Parliament. Accuracy and fairness are imperative.

An important part of the Director of Audit's responsibilities is the examination of the Public Accounts of St. Lucia. The Public Accounts are the Government's Financial Statements which give a picture of its financial affairs and account for the monies it has collected and spent.

**Types of Audit:**



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## Sint Maarten



Mr. Ronald C. Halman  
Chairman  
General Audit Chamber/Algemene Rekenkamer

**Date Established:** 10 October, 2010

**Governing Legislation:**

- Constitution of Sint Maarten
- National Ordinance General Audit Chamber

**Mission Statement:** The General Audit Chamber of Sint Maarten has as its primary task to audit government and in so doing contribute to the effectiveness, transparency and improvement of government.

**Mandate:** Constitution of Sint Maarten article

**Types of Audit:**

- Legal/regulatory Compliance audits
- Financial compliance audits
- Performance audits
- Integrity audits

**The Objective:** The objective of the General Audit Chamber is derived from its mission, i.e. to contribute to effectiveness and the improvement as well as the transparency of government; good governance.

**Former Chairmen:**

- Mr. Roland S. Tuitt, CPA 2010-2012
- Mr. Ronald C. Halman, MBA 2012- Present
- Mrs. Joane Dovale-Meit, MA Secretary-General 2010-present



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## St. Kitts and the Nevis



Mrs. Cara V. Pkie  
Acting Director of Audit  
SK&N National Audit Office

**Date Established:** The National Audit Office was established in the early 1990's with the approval of the Cabinet to change the name from Audit Department to the National Audit Office.

**Governing Legislation:**

- The Audit Act 1990
- The Finance Administration Act 2007

**Mission Statement:** To promote good governance, accountability and transparency by conducting independent audits and examinations

**Vision Statement:** To be an effective and efficient Supreme Audit Institution.

**Types of Audit:**

- Compliance audits
- Financial audits
- Value For Money audits
- Special Investigations

**Mandate:** The Director of Audit is mandated by Section 76 (2) of the Constitution to:

- satisfy himself that all moneys that have been appropriated by Parliament and disbursed, have been applied to the purposes to which they were so appropriated and that the expenditure conforms to the authority that governs it; and
- at least once each year audit and report on the public accounts of the Government, the accounts of all officers and authorities of the Government and the accounts of the Clerk of the National Assembly.

**Former Directors of Audit:**

- Mr. Wendell Lawrence 1984 – 1989
- Mr. James McCarter 1989 – 1990
- Mr. Albert Edwards 1990 – 2008
- Mr. Wesley Galloway 2008 – 2016
- Mrs. Carla Pike 2017 – Present



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# St. Vincent and the Grenadines



Ms. Dahalia Sealey  
Director of Audit  
Audit Office



**Date Established:** 27th October 1969

**Governing Legislation:**

**Mission Statement:** To promote accountability, transparency and improvement of all Government Departments and entities and to ascertain that the funds appropriated by Parliament are applied to the purposes intended.

**Types of Audit:**

- Audits of Information Systems
- Technical Audits
- Salaries Audit
- Pension and Retiring Benefits
- Special Audits
- Auditing of the Accounting Division Certified Financial Statements
- Overseas Audit
- Out District Surveys/Audits

**Vision Statement:** An independent, professional, and respected supreme audit institution conducting innovative and efficient audits to advance transparency and accountability in government operations.

**Mandate:** The Audit Department is required by the Constitution to examine the accounts of the Central Government, Local Government and Statutory Undertakings to ensure that funds provided by the Parliament are used for the purposes intended giving due regard to economy, efficiency and effectiveness. It is intended that the Director of audit reports on the Accounts annually, which report forms the basis for the function of the Public Accounts Committee

**Former Directors of Audit:**

- Hugh hamlet 1969-1971
- Saville Cummings 1971-1975
- Beryl Baptisre 1975-1981
- Fredrick Providence 1981-1998
- Cecily Saunders 1998-2004
- Michael Da Sliva 2004-2008
- Leon Snagg 2008-2010



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Suriname



Mrs. Charmain O'Tilde Cornelly Felter  
President  
Supreme Audit Institution of Suriname



Mrs. Charmain Felter has served as the President of the Supreme Audit Institution of Suriname, the Rekenkamer van Suriname, since 2011, when she was nominated by Parliament and appointed by The President of the Republic of Suriname. This followed almost a decade of service at the Rekenkamer. Mrs. Felter holds a Bachelor's degree in Economics and a Master degree in Business Administration, with a specialisation in Management and Accounting

**Date Established:** The Supreme Audit Institution of Suriname was established in the Audit Act of 12 March 1953 (G.B. 1953 no. 26) but the first Board meeting was held on the 3rd of March 1954. This date can therefore be accepted as the official day on which SAI Suriname began its work.

**Governing Legislation:** The Supreme Audit Institution of Suriname performs its duties in accordance with articles 149 to 152 and 156 of the Constitution of Suriname (S.B. 1987 no. 116, modified by S.B. 1992 No. 38) and the Audit Act of 12 March 1953 (G.B. 1953 no. 26).

**Mandate:** The mandate of SAI Suriname is based on the Constitution of the Republic of Suriname of 1987 (S.B. 1987 no. 116, modified by S.B. 1992 No. 38) and the Audit Act of 1953. (G.B. 1953 no. 26). Article 149 of the Constitution gives SAI Suriname the authority to supervise the legality as the efficiency of spending and management of state funds in the broadest sense. The Audit Act specifies this mandate in more

**Mission Statement:** We contribute to improving the legitimacy and efficiency of financial management in the public sector by providing the Surinamese government and the National Assembly with clear and relevant reports drawn up on the basis of international audit standards. Above all, we ensure that our conclusions and recommendations are based on sufficient factual substantiation.

**Vision Statement:** SAI Suriname is an independent institute, which will transparently scrutinize the legitimacy, management and use of financial resources as well effectiveness and efficiency of government spending, in the medium-long term, in accordance with International Standards for Supreme Audit Institution (ISSAIs) in a transparent manner.

**Former Presidents:**

- Mr. Hans Prade 1988-1993
- Mr. Hans Prade 1993-1998
- Mr. Ulrich E. Arron 1998-2003
- Mr. Ulrich E. Arron 2003-2008
- Mrs. Charmain Felter 2011-2016
- Mrs. Charmain Felter 2016-2021

**Types of Audit:**

- Compliance audits
- Financial audit
- Value for Money



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# Trinidad and Tobago



Mr. Majeed Ali  
Auditor General  
Auditor General's Department

Mr. Majeed Ali was appointed Auditor General on April 07, 2015 and took over the Chairmanship of CAROSAI on the retirement of Mrs. Sharman Ottley. He is the holder of a Bachelor of Commerce Degree (Hons) with a major in Accounting from the University of Manitoba, Canada. He pursued further studies at the Algonquin College in Ottawa where he obtained a Certificate in Financial Management. In July 1988, Mr. Ali completed his Professional Accountancy Examination from the Society of Management Accountants of Ontario, Canada.

**Date Established:** The Auditor General's Department of Trinidad and Tobago came into existence with the appointment of a Director of Audit in the year 1862.

**Governing Legislation:**

- Constitution of Trinidad and Tobago

**Types of Audit:**

- Financial Audit
- Compliance Audit
- Value for Money Audit

**Former Director of Audit:**

- Mr. Mathieu V Lee Sing 1963 - 1967
- Mr. Errol Gregoire 1967 - 1986
- Mr. Alton A Campbell 1986 - 1990
- Mrs. Jocelyn Thompson 1990 - 2006
- Mrs. Sharman Ottley 2006 - 2015

**Mission Statement:** To independently audit and report on the use of public resources for the benefit of the country and its people, and to lead by example.

**Vision Statement:** To be an Independent Supreme Audit Institution that effectively promotes Accountability, Transparency and Integrity in the use of Public Resources

**Mandate:**

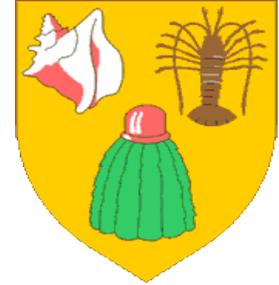
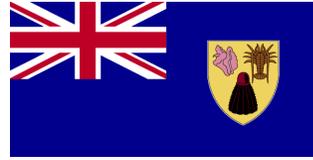
The mandate of the Auditor General is outlined in:

- The Constitution of the Republic of Trinidad and Tobago; and
- The Exchequer and Audit Act, Chapter 69:01



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## Turks and caicos



Mr. Anand Heeram  
Auditor General  
Audit Office

*Date Established:*

*Governing Legislation:*

*Mission Statement:*

*Vision Statement:*

*Mandate:*

*Types of Audit:*

*Former Director of Audit:*

*Website:*



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# Articles

## PRESENTATION TO THE 2017 CRECER CONFERENCE MEXICO CITY

### “Fostering Trust for Sustainable Growth”

#### SUPREME AUDIT INSTITUTIONS - PERFORMANCE MEASUREMENT FRAMEWORK (SAI PMF)

Experiences, Use of Results and Impact

ALTHEA SAUNDERS-DALEY, PRINCIPAL/SENIOR  
DIRECTOR – QUALITY ASSURANCE  
AUDITOR GENERAL’S DEPARTMENT OF JAMAICA  
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### Introduction

Good afternoon Colleagues. It is a pleasure to be here in Mexico City on the 10th anniversary of your CRECER 1 Conference under the theme “Fostering Trust for Sustainable Growth”.

Firstly, I must apologize for the unavoidable absence of Mrs. Pamela Monroe Ellis the Auditor General of Jamaica, who I am representing.

Today I will be sharing with you my experiences with SAI PMF in my role as the Assessment Owner from within the SAI; that is, coordinating the activities required for enabling the performance of such an assessment through to its completion and the issuance of the final draft report.

As the Senior Director of Quality Assurance at the Auditor General’s Department of Jamaica (AuGD / Department), I was afforded the privilege along with two other colleagues to be part of a team of consultants to conduct the SAI PMF assessment for the Republic of Trinidad and Tobago, using the SAI PMF Pilot Version 2 in November 2015.

However, the focus of this presentation will be to share my experiences during the many phases of the SAI PMF assessment performed on our SAI and how the results of the assessment will be used by our audit office. The proposal for the SAI PMF evaluation for SAI Jamaica was conceived by our Auditor General and was made possible by the generous

support of the Inter-American Development Bank (IDB). The planning phase of the assessment took place during the period August 28 to September 2, 2016. The actual assessment was scheduled for October 2016, however due to the threat of Hurricane Matthew (a category 4 system) the assessment had to be rescheduled to January 2017. Had it not been for the hurricane our assessment would have been the shortest planned and executed SAI PMF in the Caribbean. The new Endorsement Version3, which was adopted by the INTOSAI Congress at the XXII INCOSAI meeting held in Abu Dhabi, in December 2016 was used for the assessment.



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What is A SAI PMF?

It is a performance measurement framework developed for SAIs intended to give a holistic, high - level assessment of SAI performance against established INTOSAI best practice, usually based on

- The International Standards for Supreme Audit Institutions (ISSAI) framework;
- The Framework on the Value and Benefits of SAIs to its citizens (ISSAI 12);
- Other INTOSAI guidance material.

It combines objective measurement and qualitative assessment, to provide:

1. Measurable Indicators (ISSAIs) or objective measurement to inform on the qualitative assessment and track progress over time,
2. A Qualitative Assessment (Performance Report) of a SAI in the country context and its environment, including factors not covered by the indicators, and which contributes to identifying the value and benefits of SAIs to its citizens.

Planning for a SAI PMF Assessment - (Mid July 2016)

Objectives of the SAI PMF:

One of the primary purposes for the SAI PMF for the AuGD evaluation was to inform the Department on our level of compliance with international standards and on those areas within the Department that were in need of improvement. Secondly the outcome of the findings would also be used to guide the finalization of the Department’s Strategic Business Plan (SBP) for 2018 – 2020 and provide for the revision of its technical audit manuals. These deliverables were included in the Terms of Reference (TORs) signed off on in the contract for the Lead Consultant.

**Preliminary Steps:**

The external assessment was made possible in the form of technical support from the IDB, and although no funds would pass through the treasury of the Government of Jamaica (GOJ), the project required the approval of the Ministry of Finance & the Public Service (MOFPS). Continuous communication

between the IDB and the Ministry, and other preliminary planning steps were set En Train to assist in the transition from the planning stage right through to the actual assessment.

This included:

- The sensitization of the staff, ensuring ownership of the process.
- The assignment of staff to various teams and scheduling of meetings for the consultants
- The preparation and compilation of files, records and other data requested by the consultants.

It was during the delay period for the assessment that I participated in a SAI PMF Capacity Building Workshop in Panama City (Panama), sponsored by the IDB. The knowledge gained from the presenters and the sharing of experiences among the different participants mainly from the OLACEFS, provided an even greater cementing of the practical experience to which I had already been exposed.



## The SAI-PMF Assessment

Because of the change in date for the actual assessment, a completely new team of consultants was contracted by the IDB to conduct the assessment in January 2017. The new assessment team comprised two external consultants and one staff member from a peer SAI (External Evaluation using a hybrid approach).

### *The Scope of the Assessment:*

The quality assurance review of the Terms of Reference undertaken prior to the approval and commencement of the external assessment, covered the audit/operational and support services of the AuGD, but excluded the Economic Assessment

➤ All six domains (A-F), and all but three of the twenty-five Indicators of the newly adopted SAI PMF Endorsement version were used as the basis of the assessment. Jurisdictional Controls (SAI 18, 19 & 20) were omitted, as they were not relevant to our SAI, which is based on the Westminster model and does not have such a judicial mandate.

➤ The assessment period related primarily to the last completed financial year 2015/16 but included evidence from audits and other support material related to FY 2016/17.

➤ Audit evidence was facilitated via the interrogation of the software application TeamMate by the consultants; this in addition to documentation previously compiled, and other data provided to the consultants when requested.

➤ Facilitation of meetings with stakeholders - the Public Accounts Committee (PAC) at the Houses of Parliament<sup>6</sup> (Gordon House). The Committee Chairman<sup>7</sup> held meetings with the consultants and provided an insight into the role played by the Committee, and the function and value added by the Department in our role as independent auditors for the systems of Government; also in our oversight role for the governance practices, accountability and transparency within the public service.

➤ Facilitation of an online meeting via Skype with the Director of the Internal Audit Directorate of the Ministry of Finance, regarding the role of the internal audit department of the AuGD.

### *Post Evaluation and Presentation of the SAI PMF Draft Report*

The Consultants completed their fieldwork and the Lead consultant prepared the SAI PMF draft report, which was forwarded to the relevant parties for their independent review in keeping with the project guidelines. A quality assurance (QA) review was carried out by a senior independent and qualified staff member of the Department, who met the criteria required for such a review.



Our QA reviewer provided the consultant with feedback so that required adjustments could be made to the SAI PMF draft report. The IDI quality assurance reviewer is currently undertaking an assessment of the application of the SAI PMF methodology and will share any comments with the Department before the finalization of the report. On completion of the IDI QA review, a final declaration for the Quality Assurance Statement will be included in the report, to give the assurance that the SAI PMF methodology was complied with in the conduct of the external assessment. The final report when completed will then be submitted to the Auditor General.

Although the decision has been made not to publish the final SAI PMF report, I will now share with you some details of the major results from the Draft Report<sup>8</sup> and how these results will be used to benefit the Department.

**Summary of Important Strengths and Weaknesses:**

**Positives**

- A relatively strong mandate exists in the Constitution.
- Organisational control environment is robust and key reforms have been implemented.

**Benefits of the SAI PMF:**

The results of the assessment will be specifically used for the following purposes:

- To measure where the AuGD is currently in terms of progress and performance, against which future progress and /or assessments may be measured.
- Using the outcomes of the assessment to amend the content of the AGD’s Strategic Business Plan and technical audit manuals.
- Providing evidence to development partners, (such as the IDB), that the AuGD is capable of delivering a professional and reliable audit service.

- Leadership and Internal Communication is operating effectively via the support of various committees.
- Financial and Compliance audit reports were well drafted and reflected good practice; and Performance Audit (PA) was largely positively assessed for coverage, standards, and actual practice and reporting.
- Financial Management, Assets and Support Services operates in a strong, well-defined support structure; and Human Resources and Training has a strong developed HR function meeting most SAI PMF criteria
- Constructive relationship and communication with the PAC is maintained

**Negatives**

- There is no full independence as the legislative framework treats the AuGD in the same way as other Ministries, Departments and Agencies (MDAs)
- There is room for improvement in the formulation, communication and use of key performance indicators in

- preparing the strategic business plan
- Overall audit planning process and content is deficient and requires a top down approach, and detailed resource planning and application of a risk based approach in order to prioritize audits
- There are no Consolidated Financial Statements (due to delays or non-submission of draft accounts by many MDAs), no reporting of non-submitted Financial Statements and
- Appropriation Accounts in the Annual Report, and neither the Financial Statements and Compliance Audits are published in the Annual Report
- The audit procedure manual needs improvement as it is geared towards financial audits and not tailored to the specific objectives of Compliance Audits
- An external communication strategy is required as little communication with the media and civil society exists.



*The Department has already taken the following steps:*

1. Arranged training for both performance and compliance auditing through the National Audit Office (NAO) of the United Kingdom during the coming year, and revision of performance and compliance audits manuals to ensure proper audit coverage.
  2. Updating of the audit procedures manual by the SAI PMF consultant to reflect changes based on the newly acquired software application CaseWare for financial statement audits.
  3. Adoption of the Thematic Approach in the development of the Department's annual audit plan and rolling three-year plans (FY 2017-2020).
  4. The use of standard templates to ensure consistency across all audit types - to facilitate the development of a more detailed Audit Universe and in-depth assessment of risks for all planned audits. Also in allowing for the inclusion of non-audit (internal activities/projects) hours in audit plans, indicating where there are shortfalls between available and required hours, and signalling the possible outsourcing needs for the Department.
- Where the SAI PMF Consultant recommends changes to the strategic business planning process, the relevant changes will be incorporated into the rolling three-year plans for the respective financial years.

*Impact on the Country Systems and Public Sector Accountability*

The understanding gained through exposure, training and improvements in audit methodology implemented through updated manuals, should translate into higher quality audits / reports by our Department, and further demonstrate to our external stakeholders the values and benefits of SAIs.

This can be achieved through:

- Strengthening SAIs in their capacity to conduct high quality audits
- Improving internal controls and governance in the public sector
- (through the implementation of quality audit recommendations)
- Indirectly boosting public sector transparency, accountability and integrity
- Curbing fraud and corruption and obtaining value for money
- Building trust and allowing for the creation of long term values in the achievement of Sustainable Development Goals (SDGs)



### *Conclusion - The Way Forward*

One of the main benefits for performing a SAI PMF is to allow for the assessment of a SAI's own performance and having the opportunity of becoming a model for other entities to emulate. More importantly is the impact that it can have on strengthening public financial management accountability, by promoting transparency and accountability through credible public reporting on its own performance.

Each of us here today must build on the lessons shared and learnt during this CReCER session. In essence, every one of us must become the change agents for our country as we all have a responsibility in maintaining our own integrity and character. It is no longer acceptable to follow the crowd by taking off our cloaks of armour and mingling with the crowd.

Not only will professionalism and integrity improve our own self-image but it will also improve the image of our country and lead to a decrease in corruption. This will exponentially improve the economic growth of our respective countries, as investors and other stakeholders will be able to rely on the country systems, which have been transformed into one of transparency and accountability in the use of public resources.

I leave you with the quotation from Max DePree (Writer and Businessman) whose statement has become a profound reminder to us all:

“We cannot become what we want by remaining what we are”.



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## CAROSAI project "Strengthening Country Systems for Better Investment Results"



15-10-28

t Department



Mr. Scott Milne, a consultant has been hired under the CAROSAI project "**Strengthening Country Systems for Better Investment Results**" to develop a manual and audit programme for the audit of capital projects.

Mr. Milne is a Canadian chartered accountant with 42 years of auditing, accounting and financial management experience, first in the private sector in Canada (12 years at Price Waterhouse); then in the public sector in Canada (15 years at the Office of the Auditor General); and then primarily in the public sector in developing countries (15 years). This latter work has included numerous projects designed to build the capacity of public sector external and internal audit institutions and other government Organisations in Bangladesh, Bhutan, Brunei, Ethiopia, Indonesia, Jamaica, Pakistan, Solomon Islands and Vietnam.

The consultant will commence work on the consultancy from Monday October 26, 2015. Mr. Milne will be required to carry out the following activities in three beneficiary countries (**Saint Lucia, Guyana and Grenada**):

(i) Develop a harmonized audit procedural manual and audit programme focused on the audit of capital projects, including a section focused on presentation of observed findings and recommendations to PAC's.

(ii) Deliver On-the-job training focused on the implementation of the manual to at least 50 auditors.

(iii) Conduct a pilot audit using the manual and audit programme and present the findings of audit to the PAC in the three beneficiary countries.

(iv) Deliver a regional conference on strengthening PAC oversight of the implementation of capital projects; involving participation of PAC members and SAI staff focused on the coordination between these two functions, distribution of roles and responsibilities, and transfer of information according to the recommendations of the guide developed.

Mr. Milne will be conducting meetings with management and other support staff from the beneficiary countries to gather information for his inception report. CAROSAI welcomes Mr. Milne and pledges support during the consultancy.



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## Accountability and Audit

by Mrs. Jocelyn Thompson, Auditor General of Trinidad and Tobago

Editor's note: The following article has been adapted from a paper presented by the Auditor General of Trinidad and Tobago at a Regional Public Expenditure Management Conference held in Port of Spain, Trinidad, in February 2003

Accountability has been defined as an obligation to answer for a responsibility that has been conferred. It is often linked with the obligation of leaders, governments, and corporate managers to answer for their actions to those who selected, elected or appointed them.

In 1993, Trinidad and Tobago's then Minister of Finance addressed this issue at an Integrity Symposium:

"Public confidence in Government's integrity and accountability in public affairs is of paramount importance in

a democracy. Legitimate government in the eyes of the public is Government that displays expertise, entrepreneurship and stewardship... If there is accountability in public affairs, the public's expectation that Government will operate with due regard for economy, efficiency and effectiveness can be realized. While integrity in public affairs is distinct from accountability, it can be said that if Government operates in an environment which demands accountability, there will be little room for integrity standards to slip."

This article will outline the cycle of accountability in Trinidad and Tobago, the contribution of the internal and external audit functions to this process, and the role of the Public Accounts Committee.

### *The Accountability Cycle in Trinidad and Tobago*

In Trinidad and Tobago, the accountability cycle begins with the laying of the Annual Estimates of Revenue and Expenditure in Parliament. The Estimates detail the expected revenues and expenditures for all governmental activities.

Following this, the Minister of Finance presents the "Budget Speech" outlining the government's general financial plans for the following fiscal year— recurrent expenditures, development programs, etc. This is followed by the Budget Debate and the passing of the Appropriation Act, the Provisional Collection of Taxes Order, and the Finance Act. The Minister of Finance releases funds to Accounting Officers after the Auditor General grants credits on the Exchequer Account. These funds are to be spent, as voted by Parliament, for the "service" of Trinidad and Tobago. Accounting Officers must be guided by the Exchequer and Audit Act, the Financial Regulations, and periodic directives issued by the Treasury (Minister of Finance).

The Exchequer and Audit Act require a number of accounts and statements to be submitted within 4 months after the end of each financial year (currently, January 31st). The Treasury must submit Treasury Statements, each Accounting Officer must submit an Appropriation Account, each Receiver of Revenue must submit a Statement of Receipts and Disbursements, and each Administering Officer must submit Statements of the Funds administered. The Auditor General is then required to examine these accounts and statements and report to Parliament on its examination within 7 months of the end of the financial year (currently, on or before April 30).

After being laid in Parliament, the Report of the Auditor General and the attached Financial Statements are referred to the Public Accounts Committee for scrutiny and the examination of the stewardship of the Treasury, Accounting Officers, Receivers of Revenue, and Administering Officers. The Public Accounts Committee reports to Parliament on its examinations and recommendations. The resulting Treasury Minutes direct Accounting Officers of corrective action to be taken.



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***The Internal Audit Function***

A system of internal control which includes an internal audit function plays a significant monitoring role in the accountability process. The Institute of Internal Auditors defines internal auditing as

"an independent appraisal function established within an Organisation to examine and evaluate its activities as a service to the Organisation. The objective of internal auditing is to assist members of the Organisation in the effective discharge of their responsibilities."

Top management is responsible for ensuring that as far as possible, the internal audit function, while carried out by the Organisation's employees, is free from restrictions that could limit its scope. It is mandatory, therefore, that

the internal auditor be responsible only to senior management to preserve the independence of the internal auditor from influences by the personnel subject to internal audit.

Furthermore, internal auditing must not be confined to financial transactions. In the final analysis, it assists the Organisation through its fact-finding, judgmental evaluation followed by recommendations, and follow-up action. The internal auditor can also assist line management by ensuring that adequate financial and management controls have been implemented and are operating effectively or by identifying weaknesses in the system and recommended remedial actions, where necessary.

In Trinidad and Tobago, the Financial Regulations of the Exchequer and Audit

Act provide for the internal audit function within each accounting unit of the public service. In its annual examination of the Public Accounts, the Auditor General of Trinidad and Tobago has found that the internal audit function in the public service has been misunderstood, misused, abused or simply ignored over the years. Serious weaknesses have been reported since the 1980s. To date, however, the internal audit function has not shown improvement as a significant management tool to any appreciable extent. Currently, the Ministry of Finance is undertaking reform of the Financial Management System of the Public Service in Trinidad and Tobago. It is hoped that this effort will help establish the internal audit function in its correct place and provide adequate resources, including suitably trained and qualified staff

***External Audit***

The external auditor helps an entity achieve its objectives by bringing an independent and objective view. The external auditor contributes directly through its audits whether compliance, financial statement, value-for-money, comprehensive or performance audits—and indirectly by providing useful information to management, the board of directors, and shareholders/stakeholders. In Trinidad and Tobago, the appointed auditor of the public accounts is the

Auditor General, whose office was created in accordance with section 116(1) of the Constitution. The Auditor General is required to examine and report in accordance with the Constitution and the Exchequer and Audit Act. In addition, the enabling acts of certain statutory bodies may make provision for audits by the Auditor General. Further, the Exchequer and Audit Act provides for the Auditor General to audit statutory bodies if Parliament so directs.

It is a fundamental requirement that the Auditor General should be, and be seen to be, independent. The Constitution of Trinidad and Tobago states, "In the exercise of his functions under this Constitution the Auditor General shall not be subject to the direction or control of any other person or authority." Without such independence, the authority of the Auditor General's opinion and its value to those who seek to rely upon it would be eroded.

***The Public Accounts Committee***

Historically, the Public Accounts Committee of the Parliament has been one of the main links in the chain of public accountability (the others being Parliament itself, the Treasury, and the Office of Auditor General). In Trinidad and Tobago, the need for a Public Accounts Committee was recognized by the Secretary of State for the Colonies in 1957 when commenting on financial devolution in the West Indies. He stated that "such a Committee has a vital part to play in safeguarding the interests of the legislature in the proper expenditure of public funds." In 1960, the Speaker of the Legislative Council of Trinidad and Tobago appointed the first Public Accounts Committee. The present Constitution of Trinidad and Tobago makes provision for a Public Accounts Committee and a Public Accounts (Enterprises) Committee. Accounting officers and other responsible parties must explain their stewardship and actions on issues raised in the Auditor General's reports before these Committees.

In accordance with the Constitution of the Republic of Trinidad and Tobago, the Auditor General reports to the Speaker of the House of Representatives, the President of the Senate, and the Minister of Finance. The Speaker is required to lay the Report in the



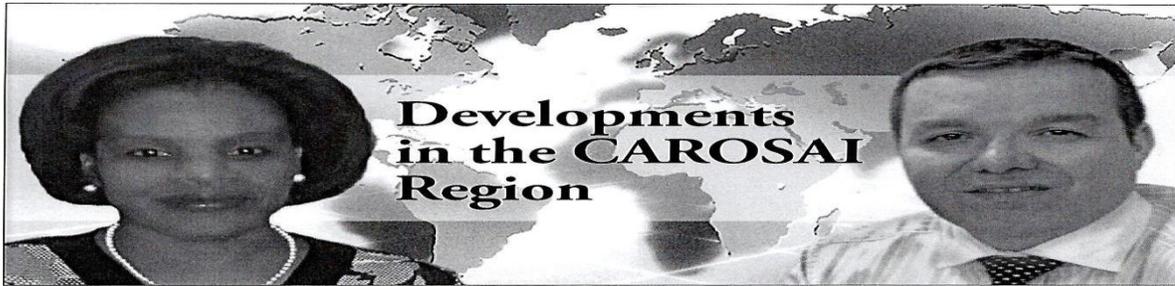
House of Representatives and the President of the Senate is required to lay the Report in the Senate, thus making the documents public

**Conclusion**

In conclusion, let me emphasize that accountability is key to good governance. If leaders in public life operate in an environment which demands accountability, there will be little room for integrity standards to slip. Checks and balances provided by legislation, systems, procedures, and methodologies will ensure accountability and allow governments to operate with due regard to economy, efficiency, and effectiveness. What is vital and at times lacking is the standard of conduct in public life that will allow individuals at all levels to operate within established parameters of accountability.

An obligation to answer for a responsibility conferred means in common parlance that "Accountability is Answerability."





Averil James-Bonnette, Secretary General of CAROSAI, and Alaistair Swarbrick, Auditor General of the Cayman Islands and Chair of the CAROSAI Institutional Strengthening Committee

The 21 members of the Caribbean Organisation of Supreme Audit Institutions (CAROSAI) carry out their mandates against the background of rapidly changing environments and emerging accountability issues. Many face tremendous challenges in the areas of legislation and mandates, operations, budgets, methodologies, inactive Public Accounts Committees (PAC), and the failure to be recognized as fully independent Organisations within the governance modality. Additional challenges arise in the CAROSAI region from the small size of the countries and their limited human and institutional capacities.

A brief look at the Cayman Islands, one of the CAROSAI members, will illustrate the broader issues facing governments and SAIs in the region. A British overseas territory with an area of only 151 square kilometers and a population of 55,700 in 2009, the Cayman Islands is one of the wealthier countries in the Caribbean. It has the world's largest offshore banking sector and reported real GDP per capita of \$42,605 in 2010.

However, the Cayman Islands' government operations—and related governance, transparency, and accountability issues—have not kept pace with its wealth, GDP per capita, and status as a developed nation. The Office of the Auditor General (OAG) of the Cayman Islands experiences the same challenges as its counterparts in the less developed nations of the Caribbean. These challenges include the following.

- **Operational and financial independence:** While the Auditor General of the Cayman Islands has constitutional independence, in reality the government controls the financial resources and the appointment of staff. The Ministry of Finance sets the OAG's budget. The Auditor General must seek approval for contract renewals, pay rates, and any new staff from the head of the civil service. Thus, the OAG is technically part of core government.

- **Publication of reports:** Although the Cayman Islands (unlike most territories in the region) now has a functioning PAC, there have been and continue to be efforts to restrict when the Auditor General's reports become public documents. For example, some important stakeholders believe the PAC's role is to challenge the veracity of the Auditor General's findings rather than consider whether there are things that government should do more efficiently, effectively, and economically. As a result, they would like to see the publication of Auditor General reports delayed until after the PAC considers them and issues its own reports. This could lead to a situation similar to the one that occurred not so long ago when the PAC had to review all reports before they were issued—and because the PAC was inactive at that time, reports were not published for years.

- **Technical Capacity:** While the OAG has fortunately had a high level of qualified staff, its biggest challenges are keeping up to date on developments in auditing and accounting standards, updating the audit methodology, obtaining appropriate technical advice on difficult technical issues, and meeting the quality control requirements of auditing standards. This is exacerbated by the small size of the OAG staff (only 19 members) and the challenges of dedicating resources to such important areas

Other fundamental issues related to institutional capacities plague almost all SAIs in the region. The INTOSAI Development Initiative (IDI), one of the major supporters of CAROSAI capacity-development initiatives, sponsored the Quality Assurance Review (QAR) program in 2010 and the Risk-Based Approach to Financial Auditing (RBAFA) program in November 2011 to help strengthen regional institutional capacity in those areas. The RBAFA and QAR programs were valuable initiatives, but the ability of individual SATs to effectively implement these methodologies may be limited. Regional SAIs are in different phases of development and have varying audit approaches. Capacity, capability, and ultimately institutional strength are key issues that may impede implementation.



Another issue is the need for effective technical support for standards for financial auditing and accounting (as well as for performance and information technology auditing). In the CAROSAI region, it is difficult to get effective technical support and advice for small audit offices. The auditing and accounting standards have changed tremendously in recent years, and maintaining and acquiring knowledge on them is a challenge.

**Development of a Regional Strategic Plan**

To address some of these issues that have been plaguing the region for some time, CAROSAI developed a regional strategic plan.

CAROSAI's strategic plan for 2008-2011 has four goal areas.

**Goal 1:** Raise the profile of SAIs.

**Goal 2:** Assist member SAIs in strengthening their institutional capacity.

**Goal 3:** Help member SAIs develop their professional capacity.

**Goal 4:** Establish an effective information-sharing process

Given the many challenges facing SAIs in the region, goal 1 of the strategic plan seeks to

- encourage the adoption of legislation that establishes strong independent SAIs,
- promote improvements in the relationship between SAIs and PACs in order to increase the utilization and impact of audit findings, and
- Strengthen relationships with key regional bodies.

To promote the achievement of this goal, CAROSAI received an institutional development grant from the World Bank in 2009 to strengthen fiduciary oversight in the Caribbean. The United Kingdom's National Audit Office (NAO) was given the contract in 2010 to be the consultant for this project. The NAO delivered an initial report in June 2011 that outlined the delivery and approach for the project. The following are the main components of the project:

- helping to build members' institutional capacity,
- strengthening the legislative framework of CAROSAI members,
- strengthening Parliamentary/SAI relationships,
- preparing an institutional needs assessment, and
- designing a peer review mechanism and mentoring CAROSAI members in its use.
- CAROSAI is currently implementing the grant at the regional level with a view toward applying the knowledge gained at the national level. It is also seeking to update its strategic plan for 2012-2015 to further strengthen the capacity of SAIs to promote and enhance public sector accountability in the region by creating a well resourced Secretariat.



## Auditing cash-basis IPSAS financial statements

by Frans van Schaik, University of Amsterdam, Deloitte Accountants, former IPSAS Board member

A growing number of countries around the world apply the cash-basis IPSAS (International Public Sector Accounting Standards) when preparing government financial statements. For supreme audit institutions (SAIs) the adoption of the cash-basis IPSAS is a welcome development, as the International Standards of Supreme Audit Institutions (ISSAI 1210, § A8) list IPSAS as an acceptable general purpose financial reporting framework. This article deals with some of the challenges faced by SAIs when auditing cash-basis IPSAS financial statements.

Compliance with the requirements as well as the encouragement of the cash-basis IPSAS (IPSAS— Financial Reporting under the Cash Basis of Accounting, [htv://www.ifiw.org/sites/default/files/publications/files/financial-reporting-under-tpdf](http://www.ifiw.org/sites/default/files/publications/files/financial-reporting-under-tpdf)) enhances comprehensive and transparent financial reporting of the cash receipts, cash payments, and cash balances of the government. Compliance will also enhance comparability of the government's financial statements with the financial statements of other governments applying the cash-basis IPSAS.

Governments in developing countries usually adopt the cash-basis IPSAS as a stepping-stone towards the adoption of the accrual-basis IPSAS standards. The primary statement under the cash-basis IPSAS is the statement of cash receipts and payments. Many governments prepare financial statements on an accounting basis somewhere in between cash accounting and accrual accounting. Information regarding a modified cash basis or a modified accrual basis can be maintained under the cash-basis IPSAS, if relegated to the notes of the financial statements. By adopting the cash-basis IPSAS, and following the International Public Sector Accounting Standards Board's (IPSASB) encouragement to prepare the statement of cash receipts and payments in the format of a cash flow statement, the government effectively complies with IPSAS 2 Cash Flow Statements, a standard from the accrual suite of IPSAS standards (<http://www.ifac.org/sites/default-files/publications/files/ipsas-2-cash-flow-statement.pelf>).

### Adoption of the cash-basis IPSAS

The cash-basis IPSAS is equally suitable for central governments and local governments. Examples of central governments applying the cash-basis IPSAS are Burkina Faso, Fiji, Liberia, Mauritius, Nigeria, Seychelles, Sierra Leone, Solomon Islands, and Timor-Leste. An example of a local government applying the cash-basis IPSAS is the provincial government of Punjab in Pakistan. Not all of these governments fully comply with the cash-basis IPSAS, as yet. A list of governments adopting IPSAS is available on the website of the IPSASB, at [ht://www.ifiw.org/public-sector](http://www.ifiw.org/public-sector).

### Cash-basis IPSAS standard

IPSASs are promulgated by the IPSASB under the auspices of the International Federation of Accountants (IFAC). IPSASB prepares accounting standards for both accrual-basis and cash-basis accounting. Cash-basis accounting means a basis of accounting that recognizes transactions and other events only when cash is received or paid. The cash-basis IPSAS prescribes the manner in which the general purpose financial statements are to be presented under the cash-basis of accounting. IPSAS has dealt with the cash-basis through the development of a single standard.

The cash-basis IPSAS comprises two parts. The first part, which is mandatory, sets out the requirements that must be complied with by entities which claim to be reporting in accordance with the cash-basis IPSAS. The optional second part of the standard identifies additional accounting policies and disclosures that an entity is encouraged to adopt in order to enhance its financial accountability and the transparency of its financial statements. This second part also includes explanations of alternative methods of presenting certain information.



According to the cash-basis IPSAS, an entity should prepare and present general purpose financial statements which include the following components:

- Statement of cash receipts and payments, which recognizes all cash receipts, cash payments, and cash balances controlled by the entity and separately identifies payments made by third parties on behalf of the entity;
- Accounting policies and explanatory notes; and
- Comparison of the government's publicly available budget and actual amounts (budget execution statement), and explanations of differences between budget and actual (similar to IPSAS 24 Budget Information in the Financial Statements, [http://www.ifac.org/sites/default/files/publications/files/A33%20IPSAS 24 0.pdf](http://www.ifac.org/sites/default/files/publications/files/A33%20IPSAS%2024%200.pdf)).

The cash-basis IPSAS requires all accrual accounting information to be moved to the disclosures—the statement of assets and liabilities prepared by many governments in developing countries should not be presented as one of the primary financial statements, but as a note disclosure. Because of the hybrid nature (partly cash, partly accrual) of this statement, it is not in accordance with the cash-basis, a basis of accounting that recognizes transactions and other events only when cash is received or paid.

If an entity intends to migrate to the accrual basis of accounting, IPSAS encourages presenting a statement of cash receipts and payments in the same format as that required by IPSAS 2 Cash Flow Statements (see <https://www.ifac.org/sites/default/files/publications/files/ipsas-2-cash-flow-statement.pdf>). The cash-basis IPSAS encourages entities to present a cash flow statement that reports cash flows classified by operating activities, investing activities, and financing activities.

#### **Challenges faced by supreme audit institutions**

The main challenges faced by supreme audit institutions when auditing cash-basis IPSAS financial statements are threefold. First, there is the requirement for the government to consolidate all government-controlled entities; this significantly widens the scope of the audit. Second, there is the IPSAS-requirement to report third party-payments (payments from a donor directly to a supplier), making supreme audit



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VALUES

PROFESSIONALISM

INCLUSIVENESS

PARTNERSHIPS

CREDIBILITY

ACCOUNTABILITY



Strong CAROSAI for Stronger SAIs  
in the Caribbean