PROJECT FACILITATION FUND AUDIT MANUAL

Niger State Government PPP Support

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Acronyms / Abbreviations

CA	Contracting Authority
CFM	Common Funding Mechanisms
FMM	Financial Management Manual
GAAP	Generally Acceptable Accounting Principles
GOP	Governance and Operations Manual
IAASB	International Auditing and Assurance Standards Board
IAS	International Accounting Standards
IASB	International Accounting Standards Board
IASC	International Accounting Standards Committee
IES	Income and Expenditure Statement
IFRS	International Financial Reporting Standards
IPSAS	International Public Sector Accounting Standards
ISA	International Standards on Auditing
ISSAI	International Standards of Supreme Audit Institutions
ITGC	Information Technology General Controls
ISSAI	International Standards of Supreme Audit Institutions
NSG	Niger State Government
NSMOF	Niger State Ministry of Finance
FRCN	Financial Reporting Council of Nigeria
OAF	Officer Administering the Fund
OAG	Office of the Auditor General
PAM	PFF Audit Manual
PFF	Project Facilitation Fund
PPP	Public Private Partnership
PPP&PC	Public Private Partnership & Privatization Committee
SAI	Supreme Audit Institutions
VFM	Value for Money

Glossary

Auditing	Auditing is a systematic and scientific examination of the books of accounts and records of business to enable the auditor to satisfy himself that the profit and loss account and the balance sheet are properly drawn up so as to exhibit a true and fair view of the financial state of affairs of the business and profit or loss for the financial period.
Contracting Authority	Means a State department, agency, state corporation or county government which intends to have a function undertaken by it performed by a Private Partner.

IFRS	International Financial Reporting Standards (IFRS) issued by the International Accounting Standards Board (IASB). This Board sets accounting standards globally for the private sector and upon its creation in 2001, it adopted all International Accounting Standards (IASs) which had been previously issued by its predecessor body, the International Accounting Standards Committee (IASC).
Internal Audit	Internal auditing is an independent, objective assurance and consulting activity designed to add value and improve an organization's operations. It helps an organization accomplish its objectives by bringing a systematic, disciplined approach to evaluate and improve the effectiveness of risk management, control, and governance processes.
Internal Controls	Internal Controls include policies and procedures, geared towards managing key operational risks, financial and non-financial, associated with various Project Facilitation Fund financing funded activities at Public Private Partnership Unit and Contracting Authority and Private Partner levels.
IPPF	International Professional Practices Framework is applicable to Internal Auditing. They are the standards issued by the Global Institute of Internal Auditors.
IPSAS	International Public Sector Accounting Standards (IPSAS) are those applicable to public sector/government entities. They are issued by the International Public Sector Accounting Standards Board of IFAC (the International Federation of Accountants).
ISAs	International Standards on Auditing (ISAs) are developed by the International Auditing and Assurance Standards Board (IAASB) and contain basic principles and essential procedures together with related guidance in the form of explanatory and other material.
ISSAI	The International Standards of Supreme Audit Institutions (ISSAI) are the professional standards and best practice guidelines for public sector auditors.
Management Letter	A document prepared by the auditor for the management of an audited entity highlighting all key findings as a direct consequence of the audit work performed to form an opinion on the financial statements. It also sets out findings (such as weaknesses in internal controls), implications and recommendations and solicits the response of the audited entity's management to the audit findings and recommendations.
Private Partner	Means a partner that enters into a project agreement with a Contracting Authority (CA) and is responsible for undertaking a project on behalf of the CA.
Project	Means the design, construction, development or operation of a new infrastructure, asset or facility or the rehabilitation, modernisation, expansion, operation or management of an existing infrastructure, asset or facility.

1 Introduction

1.1 Background

Audit involves a systematic and independent review and investigation on certain subject matter including financial statements, management accounts, management reports, accounting records, operational reports, revenues reports, and expenses reports, etc. Audits are primarily intended to provide the Project Facilitation Fund (PFF or the 'Fund') with assurance that disbursed funds were used for the intended purposes in accordance with the relevant funding agreement, including the approved budget and the performance framework, and that the financial statements fairly represent the financial transactions and balances of the financing. The result of reviewing and investigation will be reported to internal stakeholders and other key external stakeholders of the entity for their decision making or others purpose as they needed. The implementation of these guidelines is mandatory.

a) PFF is established by Niger State Government (NSG), as an incentive and facilitation mechanism for promoting private investment in development projects.

b) PFF's support, as defined in the PFF Guidelines, will be in the form of loan, grant, equity or any other financial instrument.

c) Payback period in the PFF Guidelines and Manuals refers to the repayment period for loans obtained from the PFF and other financial institutions to finance a Project.

d) Touchpoint elements are components of Projects that can provide direct benefits to the public. Examples of touchpoint elements are public utilities, roads, bridges and other benefits accruing from projects that provide value to the public.

e) Components of a Project that can be considered are basic infrastructure with public touch-point elements. Examples include road works, general infrastructure, or utilities.

A core component of PFF's risk and assurance framework is the audit. Revenues and expenditures of PFF are to be audited annually in accordance with this PFF Audit Manual (PAM). The PAM should be read in conjunction with the PFF Governance and Operations Manual (GOP), which details the overall PFF structure and implementation, and the PFF Financial Management Manual (FMM) which instructs the financial management of the PFF.

1.2 Purpose

The purpose of the guidelines provided in the PAM is to outline requirements for audit arrangements of the PFF:

1. Different types of audits for financing arrangements and their corresponding terms of reference;
2. Scope of work of the respective audits
3. Selection and accreditation requirements for external auditors;
4. Content of audit reports; and
5. Roles and responsibilities of the relevant parties to the audit process.

Guidelines will be updated based on best practices on an on-going basis.

Niger State Ministry of Finance (NSMOF) will act when audit arrangements and reports do not follow the requirements as outlined on this document. Actions involve withholding disbursements, terminating funding arrangements or taking other relevant measures.

1.3 Key Principles

Guidelines shall follow these key principles:

- **Flexibility:** Adapt audit type based on the financial risk profile of the financing and the project categorization. The guidelines introduce other assurance engagements including performance audit, system audit, asset safeguard engagement, and fraud-related engagements. They also define the conditions under which each audit type can be used.
- **Risk-based scope:** Audit scope will be based on the risk level of the financing arrangements. The financial risk level will be directly taken from the PFF Risk Assessment Matrix for consistency purposes.
- **Reliance on Government Audit Mechanisms:** NSIPA and CAs' statutory auditors (including Auditor General and Internal Auditor) are the preferred option for auditing purposes. This is in line with the relevant legal and regulatory framework. Alternatively a financing arrangement specific auditor may be contracted, who will provide an opinion on the financial statements[1].
- **Reliance on Private Partner's Audit Mechanisms:** A Private Partner's auditor (including internal auditor, registered and approved audit firms) is an alternative option for auditing purposes, if deemed efficient and effective. This is in line with the PFF's strategic objective to build resilient and sustainable systems and more specifically, facilitate the use of Private Partners' financial management systems. Otherwise, a financing arrangement specific auditor should be contracted, who will provide an opinion on the financial statements.
- **Consistency:** In the case of financial and systems audits, these guidelines establish minimum requirements of format and scope of financial statements and audit report to drive consistency in reporting.

[1] In some instances, Development Partners may prefer an international accounting firm to undertake such an audit.

2 Classification, Types and Scope of Audits and Assurance Engagements for PFF Financings

2.1 Introduction

Audits might be categorized according to different types and levels of assurance depending on the objectives, scope, purposes, and procedures of how an audit is performed.

- **External Audit** - refers to the audit of PFF's financial statements and any implementing private partner that will be carried out by the Office of the Auditor General (OAG) or another external auditor appointed by the NSIPA Board through the Public Private Partnership & Privatization Committee[2] (PPP&PC) with written approval of the Auditor General. The financial statements of PFF or the Private Partner will be submitted to the Auditor General within a period of three months after the end of each financial year. The Auditor General or the appointed external auditor will report on the examination and audit of the accounts to the PPP&PC and to NSMOF within a period of six months after the end of the financial year.

The roles of Auditor General includes:

i) To give assurance on the effectiveness of internal controls, risk management and overall governance in NSG.

ii) To satisfy himself or herself that all public money has been used and applied to the purposes intended and that the expenditure conforms to the authority for such expenditure;

iii) To confirm that:

a) all reasonable precautions have been taken to safeguard the collection of revenue and the acquisition, receipt, issuance and proper use of assets and liabilities; and

b) collection of revenue and acquisition, receipt, issuance and proper use of assets and liabilities conforms to the guidelines;

iv) To provide any other reports as may be necessary.

- **Internal Audit** - Internal auditing is an independent consulting service that is designed to add value to the business and improve the entity's operation. It provides a systematic and disciplined approach to evaluating and assessing the entity's risk management, internal control, and corporate governance.

[2] Refer Section 1.3.1 of PFF GOM.

Scope of internal audit is generally determined by OAG at NSMOF and the Audit and Risk Subcommittee.

i) Internal audit activities shall cover reviewing internal controls, operations, compliance as well as fraud investigation and other special tasks determined by the OAG and Audit and Risk Sub-Committee.

ii) Internal auditors shall comply with the International Professional Practices Framework as issued by the Institute of Internal Auditors from time to time and shall conduct audits in accordance with policies and guidelines issued by the Financial Reporting Council of Nigeria (FRCN) to ensure uniformity and consistency.

iii) Internal audit planning shall be carried out on the basis of risk assessment and shall be set out in a three-year plan, on the basis of which an annual audit unit plan shall be developed.

iv) Internal auditors shall:

a) Review and evaluate budgetary performance, financial management, transparency and accountability mechanisms and processes of PFF;

b) Have a duty to give reasonable assurance through audit to the Audit and Risk SubCommittee on the state of risk management, control, and governance; and

c) Review the effectiveness of the financial and non-financial performance management systems.

There are different types of audits for financings to ensure that there is a link between the financial risks that financings are exposed to with the assurance needs. These range from a standard financial audit to targeted assurance engagements following a recognized standard.

Officer Administering the Fund (OAF) shall implement the recommendations of the OAG and the Audit and Risk Sub-Committee, on the type, scope and level of audit to be performed.

2.2 Financial Audit

Financial Audit refers to the audit of financial statements by the Auditor General or an independent auditor.

Financial audit is the standard and main type of audit performed in PFF for financing arrangements and is chosen by default. Based on risk considerations, the financial audit could have several variants including the audit of PFF financial statements, a Project audit and PFF Secretariat or CA statutory audit.

- **External Audits** - The purpose of external audits for government entities is to:

1) Give assurance on the effectiveness of internal controls, risk management and overall governance at the government entity;

2) Review and confirm whether or not public money has been applied lawfully and in an effective way;

3) Determine that all public money has been used and applied to the purposes intended;

4) Confirm that all reasonable precautions have been taken to safeguard the collection of revenue and the acquisition, receipt, issuance and proper use of assets and liabilities;

5) Issue an audit report on a government entity's use of funds and compliance with the applicable laws.

- **Internal Audits** - The role of internal audits can be summarized under the following areas:

1) Governance - provision of independent objective assessments of the design and the operating effectiveness of an entity's governance processes;

2) Risk management - evaluation of the effectiveness and contribution to the improvement of risk management processes;

3) Internal controls – assessment of the effectiveness of internal controls established;

4) Fraud management – ensuring the prevention and deterrence of fraud by taking effective fraud prevention measures, promoting fraud awareness, and proactively auditing to search for misappropriation of assets and other possible wrongdoings.

Other types of audit include performance audit, systems audit, fraud related engagements and assets safeguard audit.

2.2.1 PFF Secretariat, CA or Private Partner's Costs Audit[3]

The objective of the Costs Audit is to enable the auditor to express an independent professional opinion on each of the following:

a) PFF Secretariat's compliance with having used financing funds in conformity with the provisions of the relevant and applicable laws and regulations.

b) CAs' financial statements.

c) CAs' compliance with having used funds in conformity with the provisions of the relevant and applicable laws and regulations.

d) Private Parties' compliance with having used funds in conformity with the provisions of the contract agreement.

The auditor shall also comment on adequacy of PFF Secretariat's, or CA's internal control framework, and report on the weaknesses identified. This review will also include, if applicable:

a) Internal controls including Information Technology General Controls (ITGCs);

b) Controls related to CA including review of the terms and conditions of their engagement and adherence thereof.

c) Controls related to Private Partner including review of the terms and conditions of their engagement and adherence thereof.

d) CAs' procurement processes.

e) Integrity risk management consists of assessing risks of fraud, corruption, waste and abuse for better decision-making.

2.2.2 Project Audit

A project audit is a formal review of a project, often intended to assess the extent to which project management standards are being upheld. Audits enable senior management to evaluate

projects and programmes against pre-agreed criteria. They indicate the level of compliance with procedures and processes and identify areas for improvement or where lessons need to be learned. In some circumstances, a wider project (or entity) audit, such as a project report or the annual report of the CA or other legal entity (private partner), may be acceptable as an annual financial report, provided that:

a) it clearly distinguishes PFF's income, expenditure and balances;
b) the auditor expresses an opinion on PFF-related income and expenditure separately;
c) the auditor expresses an opinion on compliance of expenditures against the provisions of the relevant Funding Agreement and applicable laws and regulations;
d) the auditor comments separately on other aspects of the terms of reference for a financial audit annexed to these auditing guidelines; and
e) the report is submitted to PPP&PC within three months from the end of the reporting period.

For such cases, the terms of reference for the project audit should be reviewed by the Internal Auditor to confirm that they meet PFF Guidelines.

2.2.3 Contracting Authority Statutory Financial Audit

Statutory audit refers to an audit of financial statements for the entities required by law or regulations. It may be different from audit of financial statements auditing as the financial audit refers to the audit of all types of entity's financial statements including both those that meet or do not meet the government's requirement. Statutory audit will be performed by either the Auditor-General or by external audit firms[3].

In some instances, PFF will rely on the CA's annual statutory audit, without separating PFF financing - financial statements, based on the CA's risk rating and on whether the minimum requirements for the external auditor eligibility have been fulfilled.

In this case, no audit cost would be expected to be covered by the respective PFF financing unless:

i) PPP&PC shall require the auditor to look at specific internal control related matters; or

ii) the audit of the respective PFF financings was not included in the scope of the statutory audit.

In the case where the PFF uses the annual statutory audit of the CA, PFF financial statement audit will be performed once during the implementation period to cover the entire implementation period of the respective financing.

2.3 Performance Audit

Performance (Value for Money - VFM) Audit[5] refers to audit activities performed in assessing and evaluating economy, efficiency, and effectiveness. VFM audit is important since it helps the entity not only to improve resource efficiency usage but also making sure that the entity obtains good quality material at the low costs.

Its purpose is to provide an objective analysis to assist the PFF Secretariat, CAs' management, the and PPP&PC to use the information to improve project performance and operations, reduce costs, and facilitate decision making by parties with responsibility to oversee or initiate corrective action. It aims to provide a linkage between financial and project performance with an enhanced focus on the cost incurred in relation with the results achieved.

Performance audit includes three main approaches:

i) **Result-oriented approach**, when the auditor verifies that the initial objectives have been achieved as intended. In this case, the auditor will be requested to use the verified project results and assess whether they have been reached with due consideration of economy, efficiency and effectiveness;

ii) **Problem-oriented approach**, in which the auditor analyses the root causes of a problem. This could include examining the shortcomings in project implementation design or processes that prevented the achievement of objectives. It could also relate to a process or a particular activity; and/or

iii) **System-oriented approach**, which examines the adequate functioning of management systems.

Performance audit would be particularly beneficial for grants presenting performance challenges at project or activity level, or when the PFF would like to have a deeper understanding of systems functioning and/or grant implementation. Performance audit will be undertaken by both an internal and external auditor.

2.4 Systems/Operational Audit

System/operational audit[6] is the type of audit service that the review mainly focuses on the key processes, procedures, system, as well as internal control with the main objective to improve productivity, as well as efficiency and effectiveness of the operation.

Operational audit targets key control and processes that cause waste of resources and recommends for improvement. It is the part of the internal audit and its main aim is to add value to the business.

Systems audit focuses on the design and/or operating effectiveness of the PFF Secretariat, a CA's internal control system or the Private Partner. The objective of the systems audit is to enable the auditor to express an opinion on whether:

i) the internal control system set up by the PFF Secretariat, a CA or Private Partner was suitably designed, whether automated or not, to ensure that risks to achieving project objectives are adequately managed;

ii) whether processes are properly documented, and key controls formalized; and

iii) the system operates effectively during the reporting period, when the audit is extended to its operating effectiveness.

The auditor should test the existence of internal controls during the reporting period and whether the control system is operating effectively as designed.

Systems audits will be performed when the PFF Secretariat's, a CA's or Private Partner's assurance providers have identified weaknesses in an entity's control environment or to reassure the PFF Secretariat, a CA or Private Partner that the systems that they were using

were the appropriate ones to effectively manage financing funds to support achievement of financing objectives.
A systems audit will be performed at the PFF Secretariat, CA or Private Partner on the basis of the financial risk level of the financing as well as the materiality of financing funds involved. It will be undertaken by either an internal or external auditor.

2.5 Limited Review

Limited review of financial statements is a type of negative engagement where auditors are engaged to review the financial statements of the entity. At the end of the review, the auditor shall not express whether financial statements are true and fair and free from material misstatement, but the auditor will issue the opinion to say that nothing came to their attention that financial statements are not prepared in a true and fair view and free from material misstatement.

Based on the financial risk level of the financing, a limited review may also be performed. The objective of a limited review is to enable the auditor to issue an opinion on the (1) Income and Expenditure Statement (IES) showing PFF funds received, any other financing received and all financing expenditures and (2) a statement of cash balance. To do so, the auditor will comply with the International Standard on Review Engagement 2400/2410 (ISRE 2400 or 2410) and perform inquiries and analytical procedures to obtain sufficient evidence to form a conclusion on the above-mentioned financial statements. It will be undertaken by either an internal or external auditor.

2.6 Asset Safeguard Engagement

Safeguarding of assets is defined as those policies and procedures that provide reasonable assurance regarding prevention or timely detection of unauthorized acquisition, use or disposition of a company's assets that could have a material effect on the financial statements.

Objective of the asset safeguard engagement is to enable the auditor to perform audit procedures to provide reasonable assurance regarding prevention, timely detection of unauthorized acquisition, disposal, misuse, loss or theft of project assets that could have a material effect on the financial statements or the project’s outcome.

An asset safeguard engagement will be recommended on financings with material assets (whether inherited from previous financings or acquired with ongoing financings) and/or where red flags on asset management or asset diversions have been identified by the assurance providers (e.g. external auditors, internal auditors, or others). It will, preferably, be undertaken by an internal auditor, though an external auditor can also undertake the audit.

2.7 Fraud-related Engagements

Forensic Audit/Forensic Accounting is the type of engagement undertaking the financial investigation in response to a particular subject matter, where the findings of the investigation are used as evidence in court or conflict resolution among the shareholders. The investigation covers numbers of areas including fraud investigation, crime investigation, insurance claims as well as a dispute among stakeholders. A forensic audit is also needed to have a proper plan, procedure, and report like other audit engagements.

The term fraud means the wilful misrepresentation made with an intention of deceiving others. It is a deliberate mistake committed in the accounts with a view to get personal gain. In accounting, fraud means two things.

a) Defalcation involving misappropriation of either cash or goods; and

b) Fraudulent manipulation of accounts not involving defalcation. Following are the methods of defalcation involving misappropriation of cash or goods:

i) By misappropriating the receipt by not recording the same in the cashbook.

ii) By destroying the carbon copy or counter foil of the receipt and misappropriating the cash received.

iii) By entering lesser amount on the counterfoil and misappropriating the difference between money actually received and the amount entered on the counterfoil of the receipt book.

iv) By not recording the receipt of sale of a casual nature for example sale of scrap, sale of old newspapers, etc.

v) By omitting to record cash donations received by non-profit making charitable institutions.

vi) By misappropriating the cash received on discounting the bills receivable and showing them as bills outstanding on hand.

vii) By misappropriating cash received from debtors and concealing the same by giving artificial credit to the debtors in the form of bad debts, discount or sales return, etc.

viii) By adopting the method of "teeming and lading" or "lapping process". Under this method cash received from one debtor is misappropriated and deficiency in that debtors account is made good when another payment is received from second debtor by crediting the second debtors account less by that amount. This process is carried out round the year.

ix) By suppressing the cash sales by not recording them or by treating the cash sales as credit sales.

x) By misappropriating the sale proceeds of VPP sales or sales of goods on approval basis by treating the transaction as goods received or not approved.

xi) By under casting receipt side total of the cashbook, xii) By recording fictitious or bogus payments.

xiii) By recording more payments than actual amounts paid by altering the figures on the vouchers. xiv) By showing the same payment twice. xv) By showing credit purchases as cash purchases and misappropriating the amount. xvi) Recording personal expenses as business expenses.

xvii) By not recording discounts and allowances given by the creditors and misappropriating the amounts. xviii) By overcasting the payment side total of the cashbook.

xix) Recording fictitious and inflated purchases and misappropriating that amount. xx) By suppressing the credit notes for returns and showing the full payment to creditors.

xxi) By including the names of dummy workers or the workers in the wage sheets and misappropriating the amount.

xxii) By over casting the total of wages sheets and drawing that amount for misappropriation.

xxiii) By misappropriating the undisbursed wages.

Fraud-related engagements will be conducted periodically and will be based on prevention and detection controls around fraud. Forensic audits may be conducted in cases of suspected fraud, to substantiate indications of suspected fraud and gather evidence that would be presented in a court of law. It must be undertaken by a certified fraud auditor, specialized forensic auditor or investigator.

Fraud-related engagements would be recommended in instances where:

a) PFF Secretariat and/ or CAs would not have been assessed on fraud management for more than three years;

b) Activities susceptible to fraud and fraud-related red-flag activities constitute a significant amount of the budget;

c) Minor instances of fraud or inadequate controls on fraud management have been detected by an internal auditor as an assurance provider;

d) PPP&PC and/or management of the PFF Secretariat and CA requires assurance of the anti-fraud and corruption control environment; and/or

e) Suspected fraud has been reported to the PPP&PC.

2.8 Other Specific Situations

2.8.1 Financing Closure

When a Project reaches the end of its implementation period or ends following a decision by the CA, PFF Secretariat and/or NSMOF, the financing needs to be closed. Closure period lasts for six months after the implementation period ends and closure activities should be completed during this time. This is specifically relevant to PFF Secretariat who will not continue in this role for PFF financings. Generally, the external audit for the closure period is not required except under certain specific circumstances. Unless waived by the relevant authority in writing, an audit is required when one of the following conditions is met:

a) Financial risk level as documented and validated by the OAF if the risk profile is high or very high;

b) Closure budget is more than 10% of the budget or more than NGN [_] million whichever is lower; and/or

c) Previous audit report (the audit of the year before the last year of the implementation period) has a qualified, adverse or disclaimer audit opinion.

If an audit is not required, Internal Auditor should be used to provide assurance on the financial closure report over the financing closure period.

2.8.2 Audit of Financings involving Common Funding Mechanisms (CFM)

When PFF jointly finances a project along with other contributors and/or partners which involves the common pooling of funds and/or a common budget, a single financial statement and audit report covering all receipts and expenditures is acceptable as long as the PFF disbursements to the project are clearly indicated in the notes to the financial statements.

Common distinguishing feature of the CFM is that expenditures cannot always be directly attributable to PFF. However, provided that PFF disbursements can be reconciled with the overall CFM expenditures, PFF will accept a single financial statement and audit report which meets the requirements of both the project authorities and DPs. PFF will determine if the report meets its quality standards. When the audit arrangements deviate materially from PFF requirements (such as a delayed submission of audit reports), PFF may finance an independent audit to seek compliance with its requirement for timely assurance.

2.8.3 Audit of Financings Involving Expenditures Generated by Headquarters[4]

Expenditures of PFF Secretariat or CAs generated in their headquarters do not change the scope of the audit and the relevant offices are responsible to provide the auditors with sufficient and appropriate evidence of such expenditures. This is generally the case for conditional grants to CAs.

PFF could agree to have a special arrangement to audit expenditures generated by headquarters centrally. In this case, PFF will advise the project auditor (in writing) to restrict their scope and audit plan to local expenditures only.

2.8.4 Exceptional Cases of Public Sector Organizations

PFF may enter into Funding Agreements that may include a Framework Agreement with state or federal entities. These Framework Agreements may include provisions that provide guidance in relation to audits. Where such entities are appointed as CAs, their policies on accounting, preparing financial statements, and auditing will apply, as governed by the provisions of the relevant Funding Agreement signed with these entities.

2.8.5 Audit of Financings Using Different Fund-channeling Models (Innovative Financing)

For effectiveness and sustainability purposes, PFF may be involved in different models of channelling funds into projects, also known as innovative financing mechanisms.

The audit and assurance approach for such innovative finance mechanisms might be differentiated taking into account the peculiarities of the arrangement. This could include one or more of the following:

a) Reliance on statutory audit of the beneficiary;

[4] The requirement and applicability of this is subject to discussion with NSG stakeholders.

b) Financing-specific financial audit;

c) Any other audit type included in these guidelines.

Whichever the case, the audit approach is to be agreed with the Fund Manager.

2.8.6 Special Audit Principle

Special Audit is a type of audit assignment normally done by the Internal Auditor or another auditor. This happens when a problem/case occurred in the organization like fraud, business case or other special cases, raised to the Audit and Risk Sub-Committee or there is the request from OAF to have a special audit on these areas. The special audit is different from the forensic audit as a special audit is performed by the internal staff of the entity. Once the audit is completed, the report is prepared by the audit team and then submitted to Audit and Risk SubCommittee.

In order to gain efficiencies in the audit process and improve the quality of audit deliverables, OAF shall initiate an audit approach with certain CAs regarding the engagement of auditors of the relevant CA, or a selected audit firm. These organizations would perform a single audit of all financings implemented by the CA on behalf of PFF. Upon completion of the audit, the auditor should issue financing-specific audit reports and opinions, including the financing-specific management letters as required by the terms of the agreement with PFF.

3 Audit Scope and Risk-based Differentiated Approach

3.1 Financing Consolidated Audit, or Financing-specific Audit at CA level

As a general standard, PFF requires a consolidated financing-specific audit. This implies obtaining one overall audit opinion combining the balances and transactions of the PFF Secretariat and CAs supported by PFF as well as all other service providers stated under the funding agreement. Differentiated fiscal periods for PFF Secretariat and CA and Private Partner should not prevent the consolidation of financial statements. If the accounting framework (policies) used by the Private Partner differs from the one used by the CA, the Private Partner should report using the CA's accounting framework to enable the financing level consolidation and reporting of financing expenditures to PFF by the CA. PFF Secretariat should coordinate with the CAs to receive the necessary financial reports to enable the timely consolidation of the financial statements.

3.2 Risk Level Determination for internal audit

A three-year audit plan covering the PFF Secretariat and the Private Partners shall be developed, high-risk areas to be audited every year, medium-risk areas that can be audited after every other year and low-risk areas that can be audited after every three years.

The three-year audit plan should be revisited each year during the update phase of the risk assessment process and adjustments should be made based on new or changed risk factors and to allow the Internal Auditor flexibility in a changing risk environment.

The Annual Work Plan shall highlight the activities planned for the year in terms of: a) Operations and activities to be audited and the scope of audit work for each visit; b) Timing of the audit visits; and c) Estimated resources required for performing the planned reviews, i.e. number and level of staff and other resources.

PPP&PC-approved internal audit risk management framework contemplates risk differentiation, permitting the use of different assurance models based on the levels of risk. A risk-based approach shall be developed to inform the decision on the type of internal audit to be undertaken:

a) PFF Project classification (e.g. High Impact, Core and Focused) aligned to the PFF differentiation process;

b) PFF financial risk rating which determines the financial risk level of the financing, where risks are mapped into nine risk categories (Project Quality, Strategic Data Quality and Availability, Human Rights & Gender Inequality, Financing-Related Fraud & Fiduciary, Accounting and Financial Reporting by Contracting Authority, and Private Parties, Quality of Public Private Partnership Project Products, Procurement, In-Project Supply Chain and Project Governance and Financing Oversight); and

c) Total amount of funds expended during the implementation period.

Upon determination of the financing profile based on the criteria described previously, the corresponding type of audit engagement plan will be determined and approved by OAF for the Audit and Risk Sub-committee.

3.3 Audit Terms of Reference (ToRs)

PFF Secretariat must apply a standard ToR for all types of audits. Any ToR will be reviewed by PPP&PC (or Auditor General) to confirm that it conforms to the guidelines outlined in the PAM.

In addition to standard audit ToRs, PFF may require additional procedures to be planned and carried out by the auditors. The nature, timing and extent of these procedures and the form of reporting will be agreed between the PFF Secretariat and the auditors prior to the commencement of the assignment and the additional costs, if any, will be covered by the financing to the PFF Secretariat.

In the case of focused portfolios, PPP&PC will review and approve the relevant ToR once during an implementation period. However, the relevant ToR may be reassessed in certain exceptional situations, such as:

- Material changes in implementation arrangements;
- Heightened risks flagged as part of the capacity assessment and/or the annual risk review of the CA and Private Partner. It can also be emerging risks trends from routine oversight and monitoring of key deliverables by an assurance provider during implementation; and
- Changes in the scope of the audit as required by audit guidelines.

4 Auditor Selection and Accreditation

4.1 Type of Auditor for PFF Financings

4.1.1 Government Supreme Audit Institutions (SAIs)-The Auditor General

For PFF, the Auditor General is the mandatory auditor.

The Auditor General is also required to audit PFF financings being implemented by CAs.

PFF Secretariat may either seek independent advice from the Auditor General to confirm if the OAG has the capacity to undertake the required audit.

If the Auditor General determines that it does not meet the required standards or have the capacity to perform an audit of PFF, it shall propose sub-contracting the audit work to an independent firm under its responsibility. However, if such an arrangement would infringe the legislative requirements, NSMOF may decide the most appropriate audit arrangements in consultation with the Auditor General.

When the audit field work and/or preparation of the audit report is contracted to another party by the Auditor General the same list of minimum requirements applies as in the section 4.2.1.

4.1.2 Common Audit Approach

The common audit approach consists of using one auditor for several financings across different Projects in one or more CAs. Having one auditor across different Projects is expected to enhance the consistency of the audit process and the quality of the deliverables.

Relevant project teams can opt to include their financings as part of the common audit. In this case the PFF Secretariat will select the common auditor. The audit costs will be charged to the relevant financing(s).

4.2 Auditor Selection and Accreditation

4.2.1 Minimum Requirements for Financing's Auditors

The following are the minimum requirements for an auditor of a PFF financing. The auditor must:

1) In the case of SAIs, the auditor shall be the Auditor General;

2) An independent firm or person, free from conflicts of interest with the PFF Secretariat, CA, Private Partner and other assurance providers for the financing, and the respective Project contractors;

3) Professionally competent and have experience in planning and conducting audits of this nature;

4) Eligible to practice as an external auditor or internal auditor and express audit opinions pursuant to the laws, rules and other requirements of the project where the financing is implemented;

5) Included on an accredited list of auditors of a recognized professional services firm with operations in Nigeria.

PFF reserves the right to provide its own prequalified shortlist of acceptable audit firms as advised and approved by the Auditor General.

4.2.2 Approval Procedures

The selected auditor, including existing auditors, must be approved by the PFF Secretariat. With the exception of the Auditor General and internal auditors, the auditor must be selected based on a competitive process. The following summarizes the process to follow:

i) PFF Secretariat must seek approval from the Auditor General, where necessary.

ii) PFF Secretariat and CA administer the tender for the audit. The PPP&PC must approve the final selection of the auditor. When a list of approved or pre-qualified auditors exists, the PFF Secretariat and CA will only provide a tender for the auditors on this list, exclusively;

iii) PFF Secretariat and CA submit the tender file to NSMOF, together with all documents related to the audit tender for approval. PFF Secretariat and CA make a report of its recommendations to NSMOF in a timely manner so that the audit and other deliverables are not delayed.

iv) Internal Auditor in the PFF Secretariat will, in some cases, request the CA to review the recommendations and supporting documentation to confirm that the CA's procedures and the tender process were followed.

v) The auditor must confirm in writing any conflicts of interest prior to engagement. Conflicts can only be waived in agreement with the Auditor General.

vi) In exceptional circumstances, PFF Secretariat may decide to procure the external audit on behalf of the CA. This will be communicated by including this aspect in the financing confirmation or through an official letter. PFF Secretariat will administer the tender and the selection process and the fees will be paid through the financing. Auditor selection will be approved by PPP&PC. This practice will occur when there are, for example: capacity issues at CA level, historic delayed procurement at CA level, poor performance by previous external auditors, high risk environments, delayed submission of external audit reports, and others.

PFF Secretariat may approve the use of an existing or incumbent auditor provided they meet the standards required in Section s4.2.1. For financing-specific financial audits, PFF reserves the right to require a retendering when auditor has already been appointed.

In the case of focused portfolios, the will conduct the review of the auditor selection process and the selected auditor will be retained by PFF Unit and CA for the entire implementation period, subject to meeting the requirements in Section 4.2.1.

4.3 Appointment of the Auditor

Audit arrangements should be agreed between NSMOF and PFF Secretariat and CA prior to signing the Funding Agreement, specifically during financing. This includes such issues as the overall approach to selection and approval of the auditor. The main features of the auditor's proposal, including staffing and coverage, described during the tender process will be compared to the final contract with the auditor.

The auditor should be selected within three months from signing the Funding Agreement and the engagement will run for no longer than the end of the implementation period of the on-going financing or three years in total.

5 Accounting Framework and Financial Statements

5.1 Accounting Framework and Supporting Preparation of Financial Statements

5.1.1 Accounting Principles, Policies and Basis

Accounting policies are the specific principles, bases, conventions, rules and practices applied by an organization when preparing and presenting financial statements. PFF Secretariat encourages CAs to follow applicable accounting standards and applicable laws and regulations for selecting the basis of accounting (such as cash, accrual, modified cash or modified accrual basis). The selected accounting basis should be clearly defined and described in the accounting and financial manual and applied consistently.

The CA must identify and follow the applicable accounting standards, which may include:

- International Financial Reporting Standards (IFRS);
- International Public Sector Accounting Standards (IPSAS);
- accounting standards, as issued by the Public Sector Accounting Standards Board and NSMOF; and
- Any other Generally Acceptable Accounting Principles (GAAP).

Selected accounting policies must be applied consistently.

5.1.2 Preparation of the Contracting Authority's Financial Statements

There are two types of financial statements that can be accepted for the financial audit: CA's own financial statements or financing-specific ones. In both cases, the responsibility for the preparation of consolidated financing financial statements lies with the CA.

When PFF Secretariat accepts to rely on the CA's own financial statements, the CA must follow its own accounting framework. The CA will indicate whether their financial statements have been prepared following the national accounting framework or any internationally recognized accounting framework.

The financial statements should be directly derived from the accounting or reporting systems of PFF Secretariat and CA or CA Private Partner. If a local reporting framework is used, it should be in line with an internationally accepted standard. Any material deviations should be brought to PFF Secretariat's attention before the audit and in the notes to the financial statements. The auditor will be requested to draw the reader's attention to any deviation from the accounting standard used by the CA.

Changes (if any) in the accounting basis should be dealt with according to the applicable accounting standard. Impact of changes in accounting policy, management judgements and estimates should be clearly identified and reported in the financial statements of the reporting entity.

5.1.3 PFF Secretariat Financial Statements

The support to the PFF Secretariat shall be presented in relevant financial statements in the following order:

i) In the currency of the funding agreement, an Income and Expenditure Report showing PFF funds received, any other financing related income received, and all financing expenditures for both current and cumulative periods. Financing expenditures and variances should be reported against the budget as defined in the Funding Agreement for the respective period; ii) Any other notes or footnotes applicable; iii) Supplemental statements of advances and fixed assets, including:

1) A statement showing Private Partner advances and reconciliation of the total amount of financing funds advanced by the PFF Secretariat and CA to a Private Partner and total financing cash balance with Private Partner recorded expenditure and PFF Secretariat and CA/Private Partner cash balances at the end of the reporting period;

2) Summary statement of assets showing project assets purchased with PFF funds. This summary statement should show the assets brought forward from previous periods (opening balances) as well as the additions, disposals, write-offs of the period being audited and the closing balance; and

3) The notes to the supplemental statements. These notes include information that would enhance a user's understanding of the supplemental statements (significant assumptions, accounting estimates and related disclosures) as well as the necessary tax information Annexes A, B and C include templates for various components of the financial statements.

5.1.4 Specific Case of Direct Payment to Private Parties

At its own discretion, PFF Secretariat may decide to contract a Private Partner directly. This relates to fiscal agents, fiduciary agents, or auditors. Similarly, the PFF Secretariat and CA may opt to use the Pooled Procurement Mechanism in which the procurement team at the PFF Secretariat would procure commodities for PFF Secretariat.

In these cases, PFF Secretariat will make direct payments to these organizations. In the case of the support to PFF Secretariat, PFF management requires PFF Secretariat to include the disbursement made and the related expenditure in the financial statements. Actual expenses should be booked based on the final invoices.

The auditor should contact OAF to confirm amounts and status of delivery of goods of services.

6 Auditing and Assurance Engagement Standards

6.1 Guiding standards

Audits described in these guidelines should be conducted in accordance with the International Standard on Auditing (ISA) or, for government auditors, the International Standards of Supreme Audit Institutions (ISSAI), and the International Professional Practices Framework (IPPF) for internal auditors.

More specifically,

- The Financial Audit should be conducted in accordance with International Standards on Auditing (ISAs), specifically, in accordance with ISA 800 Audits of financial statements prepared in accordance with special purpose frameworks and the relevant standard for government auditees or International Standards of Supreme Audit Institutions (ISSAI). It is also recommended that auditors should follow local standards that were issued to compliment ISA 800. Reporting on contributor funding engagements should also be observed.
- Systems Audit and Performance Audit will be conducted in accordance with the International Standard on Assurance Engagement (ISAE 3000 for Assurance Engagements other than Audits or Reviews of Historical Financial Information), or the International Standards of Supreme Audit Institutions (ISSAI), or any other relevant international standards.

7 Audit Report and Opinions

7.1 Financing Specific Financial Audit

The format and content of financing specific audit reports will closely follow the International Standard on Auditing 700 (Revised) as shown in the illustrative comprehensive auditor's report in Annex 3A of these guidelines (for external auditors), or follow the International Professional Practices Framework and the Public Finance Regulation 171(3)(d) & (e) (for internal auditors.

The external auditor should provide:

1) A table of contents and a summary;

2) Auditor's report on financial statements;

3) Auditor's report on compliance with the Funding Agreement; and 4) The Management Letter.

The internal auditor should provide:

1) A table of contents and a summary;

2) Clear objectives

3) Findings;

4) Conclusions;

5) Recommendation for potential improvements, suggestions of corrective actions and acknowledgement of satisfactory performance;

6) Management comments; and

7) An evaluation of management comments.

For both reports, the accounting officers of the concerned entity shall develop response and action plan which he or she shall submit to the Chairperson of the Audit and Risk Sub-Committee within fourteen days.

The Management Letter shall make specific reference to any findings on internal controls weaknesses on the following key functional areas:

1) Financial management;

2) Private Partner management;

3) Project management;

4) Stock management;

5) Procurement management;

6) Compliance with funding agreement and applicable law; and

7) Follow-up on previous audit report.

The auditor will categorize each finding into one of the following six sub-categories and provide a summary table showing the findings per sub-risk category and grading.

1) Inadequate Flow of Funds Arrangements;

2) Inadequate Internal Controls;

3) Financial Fraud, Corruption and theft;

4) Inadequate Accounting and Financial Reporting;

5) Limited VFM; and

6) Inadequate Auditing Arrangements.

The auditor is also required to populate the schedule of non-compliant expenditures per the template included in the terms of reference for internal and external financial audit of PFF supported projects.

7.2 Systems Audit

The auditor should confirm the existence of internal controls and provide an opinion on the design of the controls as a first step. Should this opinion be qualified or adverse, the necessity to test the control for operating effectiveness must be discussed and agreed with the relevant PFF project team.

7.3 Performance Audit

Unlike the previous type of reports, the format and content of the Performance Audit report is specific to each assignment. The content of the terms of reference must be determined by the PPP&PC.

8 Submission and Review of the Audit Report

8.1 Audit Reporting Cycles

The period to be audited should be aligned to the reporting cycle shown in the summary budget and Performance Framework included in the Funding Agreement. Any deviations should be agreed in advance in written form with the PFF Secretariat. When the first period to be audited is less than six months from the financing start date, that period may be extended to cover the period from the financing start date until the end of the second year of the implementation period provided that the maximum length of audit period is not more than eighteen months.

When the implementation period is extended, the last financial statements period and audit report cycle should be aligned to the cycle in the updated summary budget reflecting that extension. In this case, the audit period will most likely overlap two financing periods. Financial statements prepared by PFF Secretariat and CA must distinguish revenues and expenditures for each financing period.

An audit period should not overlap two implementation periods. This could only be the case when relying on statutory audit as presented for the tailored audit package.

When the tailored audit package is selected, the financing specific financial audit at the end of the financing should cover the entire financing period. In those cases, PFF Secretariat can request the auditors to produce an interim audit report focusing on the controls prior to the end of the financing.

8.2 Due Date

The audit report and the Management Letter (where applicable), should be submitted to the PFF Secretariat within three months after the end of the audited period, and within fourteen days after the exit meeting, for a non-financial statement audit.

The reports would be considered as received only when both documents, duly signed by the auditors, are provided to the PFF Secretariat t, CA or to the Private Partner. Successful reception of the audit report and Management Letter also implies that all reiterations between the PFF Secretariat, CA, Private Partner and the auditors must be completed and finalized before the three-month submission deadline. PFF Secretariat and CA should ensure the auditor sends an electronic copy of the reports directly to the PFF Secretariat.

8.3 Format of Submission

All submitted audited financial statements and all audit reports submitted must be in a format that cannot be altered or changed (such as PDF). PFF Secretariat or CA will not accept audited financial statements and any other audit report that are incomplete, unsigned or have been altered.

8.4 Review and Approval of Audited Financial Statements

The Internal Auditor reviews the submitted report(s) and Management Letter(s) and may request the CA to review them. The Internal Auditor and/or the CA shall follow up on specific aspects such as compliance with the terms of reference and progress towards implementation of past recommendations.

The review will flag critical issues that must be addressed. These will be communicated to the CA. The implementation status of previous audit findings will also be reviewed. PFF Secretariat reserves the right to request the CA to attend the audit clearance meeting with the auditor.

8.5 Refunds

Under the terms of the relevant funding agreement, PPP&PC may require or recommend for a refund from the PFF Secretariat and CA in instances when the audit has identified ineligible or unsupported expenditures financed by PFF funds.

9 Roles and Responsibilities

9.1 Office of the Auditor General (OAG)

PFF's financial statements will be subjected to an audit carried out by the OAG or another external auditor appointed by the PPP&PC with written approval of the Auditor General. Financial statements will be submitted to the Auditor General within a period of three months after the end of each financial year.

Auditor General or the appointed external auditor will report on the examination and audit of the accounts to the PPP&PC and to NSMOF within a period of six months after the end of the financial year.

9.2 Audit and Risk Sub-Committee

Audit and Risk Sub-Committee shall provide oversight and advice with regard to their responsibilities for issues of risk, control and governance and associated assurance but the responsibility over the management of risk, control and governance processes remains with the management of the concerned entity. Audit and Risk Sub-Committee shall also oversee the internal audit and approval of the annual work plans, and the follow up on the implementation of the recommendations of the internal and external auditors.

9.3 PFF Secretariat

PFF Secretariat, in accordance with the terms of the relevant Funding Agreement, must ensure that all books and records are available to auditors and all accounting entries and adjustments are made, and all other necessary steps are taken to enable the auditors to complete their work.

PFF Secretariat and CA shall maintain proper accounting books, records, documents and other evidence, adequate to show, without limitation, all balances, cash flows, costs incurred, and revenues earned/received by the PFF Secretariat, CA and Private Parties for the Project included in the Funding Agreement and the overall progress toward completion of the Project. The financing's financial records must be kept in the possession of the PFF Secretariat, CA and Private Partner for the period stipulated in the relevant Funding Agreement, generally ten years from the date of last disbursement of the financing or for any additional period as may be required under the Project's legislation.

An auditor must be engaged based on the minimum requirements set out in the PAM to facilitate the conduct of the audit, and submission of the audit report to the PFF Secretariat. PFF Secretariat and CA must ensure compliance of the audit reports with the term of reference as part of the review of the draft report. PFF Secretariat, CA and Private Partner must respond to and implement audit recommendations, as necessary.

9.4 Contracting Authority

CA, as another control function used by the PFF for assurance purposes, may be requested by the PPP&PC to attend the audit planning and debrief meetings. In these meetings, the role of the CA is to understand and provide feedback to the auditor where gaps are identified. The CA should inform the PFF whenever they note an important gap or technical issues.

As part of the auditor risk assessment and understanding of the PFF Secretariat and CA risk profile, the auditor should contact the CA. This should be done in coordination with the PFF

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team. PFF expects full cooperation of the CA whenever they receive such request from the PPP&PC or the auditor.

9.5 Niger State Ministry of Finance

The auditor must be acceptable to NSMOF, who is responsible for approving the audit arrangements using the advice of the PFF Secretariat, the CA or other partner(s) as applicable.

PFF will approve the short list of possible auditors and the audit tender documents prior to publication, and the final selection of the auditor of the CA. In exceptional cases, PFF Secretariat will manage the entire selection and contracting process. When separate standalone Private Partner audits are being conducted, the same rules shall apply to these CAs.

PFF Secretariat, through the relevant project team, monitors the receipt of audit reports, reviews and accepts the reports and seeks an understanding of the actions to be taken. PPP&PC closely monitors the implementation of audit recommendations and assesses performance of the PFF Secretariat and CA in acting on and clearing recommendations. PFF Secretariat may decide to take certain actions regarding delayed or problematic audit reports, such as revision of disbursed amounts, setting deadlines for completion of certain tasks, change of implementation arrangements, or termination of auditor's contract.

PFF Secretariat requires a high standard in the quality of an audit. In situations when PFF Secretariat does not accept the report, the auditor and PFF Secretariat and CA should complete the necessary actions in order to submit an acceptable version. The final payment of the audit will be made upon acceptance of the audit report by PFF Secretariat. During this period, the audit fees should be reported by PFF Secretariat and CA as accrued expense or committed funds as appropriate under their respective accounting policy. **9-2**

Appendix A Annual Expenditure Report by Window

Financial Monitoring Report (FMR)				
Uses of Funds by Windows/Delivery Areas				
For the Year Ended [____]				
		Budgeted Amount	**Actual Amount**	**Budget Variance Analysis**
Component	**Component Name**			
Window 1	Project Preparation Support			
Window 2	Support to the PFF Secretariat			
Window 3	Viability Gap Funding			
Window 4	Contingent Liability Funding			
Total				

Appendix B Quarterly Expenditure Report by Window

		Q1			Q2			Q3			Q4		
		Budgeted Amount	**Actual Amount**	**Variance Amount**	**Budgeted Amount**	**Actual Amount**	**Variance Amount**	**Budgeted Amount**	**Actual Amount**	**Variance Amount**	**Budgeted Amount**	**Actual Amount**	**Variance Amount**
Component	**Component Name**	**NGN**	**NGN**	**NGN**	**NGN**	**NGN**	**NGN**	**NGN**	**NGN**	**NGN**	**NGN**	**NGN**	**NGN**
Window 1	Project Preparation Support												
Window 2	Support to the PFF Secretariat												
Window 3	Viability Gap Funding												
Window 4	Contingent Liability												
Total													

Appendix C Fund Accountability Statement for the FY

Description	Amount	Amount
Income		
Grants and Donations		
Receipts from Exchequer		
Levies and Tariffs		
Success Fees		
Investments Income		
Miscellaneous		
Total Income		
Funding Support		
Project Preparation		
Support to the PFF Secretariat		
Viability Gap Funding		
Contingent Liability		
Total funding support		
Miscellaneous Expenditure – Other		
Total Miscellaneous expenditure		
Total Expense		
Fund Surplus		
Represented by:		
Cash and Bank Balances		
Debtors and recoverable advances		
Liabilities – Current, fiscal and contingent		
Investments		
Fund Balance		