



MINISTRY OF FINANCE, PLANNING AND ECONOMIC DEVELOPMENT  
ACCOUNTANT GENERAL'S OFFICE

# BOARD OF SURVEY GUIDELINES

| ISSUED MARCH - 2019 | REVISED MAY - 2023 |





## **GUIDELINES FOR CONDUCTING BOARD OF SURVEY ACTIVITIES**

**MINISTRY OF FINANCE, PLANNING AND ECONOMIC DEVELOPMENT (MOFPED)**

**ACCOUNTANT GENERAL'S OFFICE**

**REVISED MAY 2023**

## FOREWORD

The Public Finance Management Act 2015 S 34(8) mandate the AG to issue guidelines for accounting for Government assets and for recording and reporting Government assets.

Board of Survey activities involve physical inspection of assets, cash, bank balances and inventories of a vote, all of which require detailed guidance on the conduct of such activities. The votes referred to are GOU - Central and Local Governments and GOU Foreign Missions.

In line with AGO's mandate and cognizant of the continuous changes being undertaken in financial management systems, there was a review of the GOU COA in line with the NDPIII, the GFS and IPSAS. Relatedly it was important that the current Fixed Assets Module on IFMS be revised / redeveloped to align with the new COA and the Asset Management Framework and Guidelines (AMFG) 2020. Therefore, the office of the Accountant General has come up with comprehensive Board of survey Guidelines to enable a systematic and coordinated Board of Survey activity workflow, by equipping practitioners with detailed operational, administrative and procedural guidance while conducting Boards of Survey activities that shall apply to all Votes.

The Guidelines aimed at facilitating an effective and efficient work flow process, consistent with provisions of the Constitution of the Republic of Uganda, 1995 as amended, the Public Finance Management Act (PFMA), 2015 as amended, Public Finance Management Regulations (PFMR), 2016 PPDA Act 2003 and other relevant Public Financial Management (PFM) legislation.

These Guidelines are a revision of the ones issued in march 2019, and may be updated from time to time in respect of new developments and changes. For any inquiries or proposals that may necessitate amendments or additions to the guidelines, please contact this office on [AMD@fiance.go.ug](mailto:AMD@fiance.go.ug) or 0414707256.



L. Semakula  
**Accountant General**



## LIST OF ACRONYMS

AG	Accountant General
AGO	Accountant General's Office
AMD	Asset Management Department
AO	Accounting Officer
BoS	Board of Survey
CG	Central Government
COA	Chart of Accounts
F/Y	Financial Year
FAM	Fixed Assets Module
GFS	Government Finance Statistics
GOU	Government of Uganda
IFMS	Integrated Financial Management System
IPSAS	International Public Sector Accounting Standards
LGS	Local Government
MOFPED	Ministry of Finance Planning and Economic Development
MPS	Ministerial Policy Statement
NDPIII	Third National Development Plan
OAG	Office of the Auditor General
PFM	Public Finance Management
PFMA	Public Finance Management Act
PFMR	Public Finance Management Regulations
RAPEX	Rationalization of Agencies and Public Expenditure
TF	Treasury From
TIs	Treasury Instructions
TOR	Terms of Reference



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## GLOSSARY OF TERMS / DEFINITIONS

<b>Board of Survey</b>	A survey of the assets of the vote by undertaking a physical inspection of the assets, stores, cash, bank balances and books of accounts of the vote.
<b>Annual BOS the board of survey</b>	Undertaken on the last working day of each financial year, or before the start of business on the first day of a financial year
<b>Ad hoc BOS</b>	A Board of survey appointed at any other time in each financial year depending on the need of government.
<b>RAPEX Board of Survey</b>	Cabinet decision on merging and consolidating Government Agencies, Commissions, Authorities and Public Expenditure to facilitate efficient and effective service delivery.
<b>An Asset</b>	A resource (s) controlled by an entity as a result of past events and from which future economic benefit or service potential are expected to flow to the entity (AMFG 2020)
<b>Cash and Bank Balances</b>	Cash on hand, cash at bank, demand deposits and cash equivalents, where cash equivalents are short term, highly liquid investments readily convertible to known amounts of cash.
<b>Inventory/store</b>	Produced assets consisting of goods and services which came into existence in the current period or an earlier period that are held for sale or used in production or other use at a later date. (AMFG 2020)
<b>Investment</b>	Expenditure on the creation or acquisition of fixed assets, inventories, other valuable physical stocks or securities;
<b>Vote</b>	An entity for which an appropriation is made by an appropriation act or a supplementary Act
<b>Appropriation Act</b>	Act which authorises expenditure of public money for a financial year
<b>Disposal</b>	Divestiture of public assets, including intellectual and proprietary rights and goodwill, and any other rights of a procuring and disposing entity by any means, including sale, rental, lease, franchise, auction, or any combination however classified other than those regulated by the Public Enterprise Reform and Divestiture
<b>Divestiture</b>	Act of getting rid of assets
<b>Public resources</b>	Public money and the stores, property, assets and the loans and investments of Government



## 1.0 INTRODUCTION

A board of survey refers to a team of officials duly appointed to conduct a survey of the assets of a vote by undertaking a physical inspection of the non-current assets, investment registers, stores (inventories), cash, bank balances and books of accounts for a given vote. It can be undertaken annually or at an adhoc basis depending on the need of government.

**Section 34 of the PFMA** mandates the following Officers to appoint different Boards of Survey (BoS)

- I. The Secretary to the Treasury appoints a Board of Survey for the office of the Accountant General.
- II. The Accountant General appoints Boards of Survey for all the other Government votes.
- III. The Accounting Officer, may at his or her discretion, appoint a Board of Survey to conduct an Ad hoc survey of the assets and inventories of his/her vote.

### 1.1 Purpose of the Guidelines

The Board of Survey Guidelines are intended to facilitate an effective and efficient work flow process and business continuity by equipping practitioners with detailed operational, administrative and procedural guidance while conducting Boards of Survey activities. The guidelines shall apply to Central Governments, Local Governments and Missions abroad.

### 1.2 Types of BOS

There are broadly two types of BOS, namely;

- i. The Annual Board of Survey
- ii. Ad Hoc Board/Surprise Board of Survey



### 1.3 Basis for Boards of Survey

**a) Annual Board of Survey:** The AG is mandated by law to appoint a Board of Survey for each vote, with the general objective of surveying the assets, stores, cash, bank balances and books of accounts of the vote every financial year.

**b) Ad hoc board of survey:** This survey can be conducted for any reasons including but not limited to:

- i. Disposal or divestment
- ii. Valuation assets in the asset register in the previous BOS.
- iii. Verification of assets in the asset register in the previous BOS except where there is insufficient information on the assets.

### 1.4 Objectives

The Accountant General's Office sets specific objectives for board of survey and these include;

- a) To ascertain the assets portfolio of Government and hence plan for the future replacement (new acquisitions) or upgrading of existing assets through identifying unserviceable assets, surplus to requirements, underutilized or uneconomic to maintain assets and planning for disposal (boarding off).
- b) To ensure completeness, accountability and transparency in assets management and establish a proper linkage between planning, budgeting and budget execution cycle especially in the area of future replacement and maintenance budgets.
- c) Ensure bank statements and inventory closing stocks are reconciled with the cashbooks & stock ledgers respectively and, any reconciling items identified together with proper opening balances carried forward.



- d) Monitor through inspections and ensure compliance with previous year's implementation of recommendations and highlight any gaps in use of government property which may hinder efficient service delivery.
- e) To inform reporting by preparation of financial information to be included in financial statements
- f) In case of an Ad hoc Board of Survey specific terms of reference of that ad hoc BoS shall apply.

## **1.5 Composition of board of survey Teams**

### **1.5.1 Annual BOS**

A board of survey shall comprise of at least two public officers one of whom shall be designated as chairperson by the Appointing Authority. However no public officer so appointed shall have any responsibility for the balances or stocks which he or she is required to check.

### **1.5.2 The ad hoc / Surprise Board of Survey**

Ad hoc Boards of survey are usually constituted by AOs with representation from relevant Government departments for the required expertise in a specific field but must include representation by the Accountant General being the custodian of government resources (PFMA 46(c)) to ascertain the status and values of assets as per TORs.

## **1.6 Scope of BOS - Coverage**

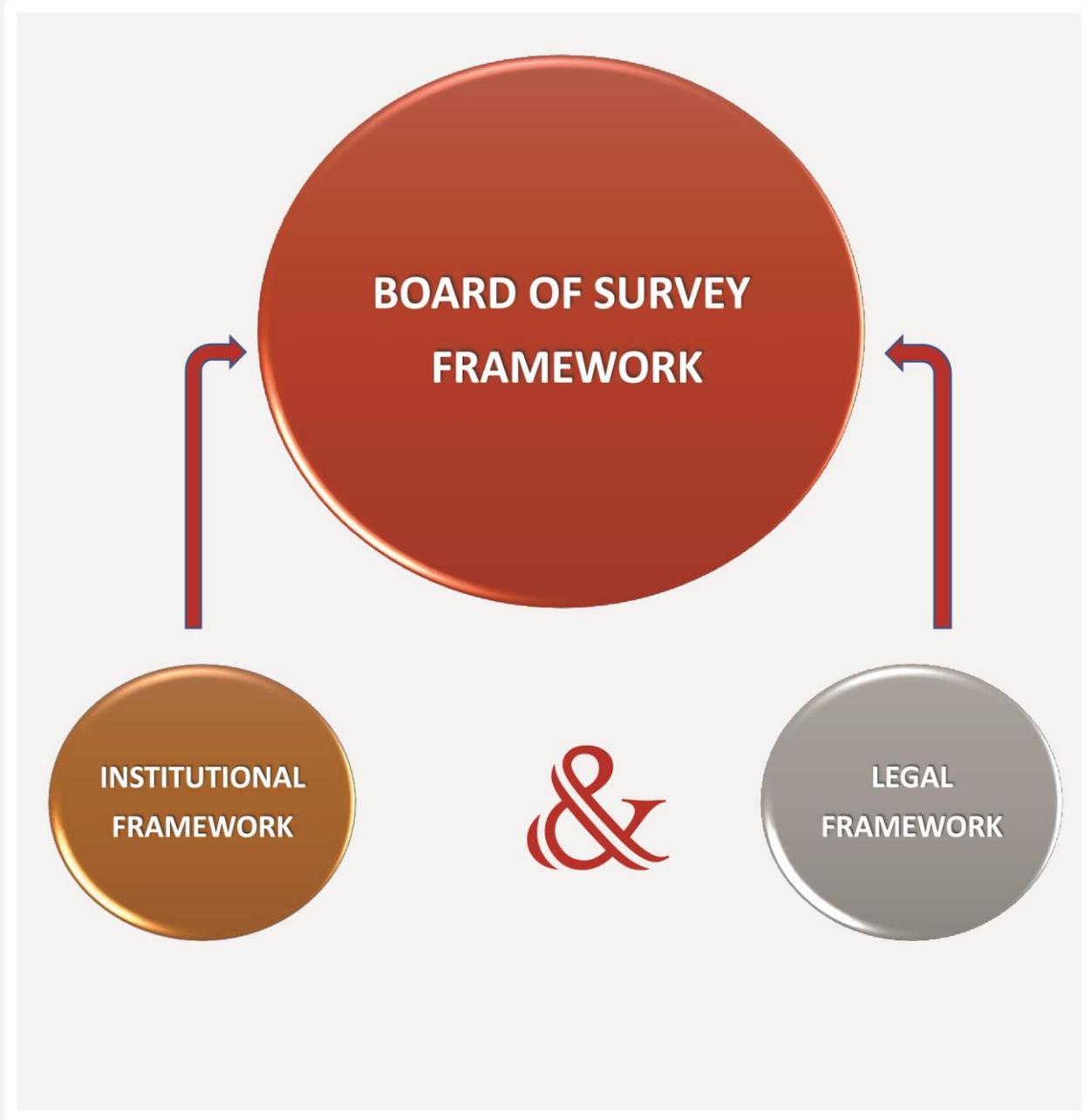
- a) The survey shall be undertaken in all Central Governments i.e. Ministries, agencies universities and hospitals (CGS), local governments i.e. Lower local governments, health centres and schools, parishes and sub counties



and GOU Missions. It is the responsibility of the AO to report on all assets including Projects, investments and subventions.

- b) The BoS shall be undertaken by physically inspecting the assets, stores, cash, bank balances and books of accounts of a vote at the close of the Financial Year.
- c) Government assets shall include physical and financial assets owned by the Central and Local governments, Missions and Government agencies.
- d) Asset categories: Roads and bridges, airports and airfields, railways and subways, oil pipelines reservoirs, water supply systems, power lines stations plants, ICT network lines, other structures, residential buildings, other dwellings, non-residential buildings, buildings other than dwellings, heavy vehicles, light vehicles, water vessels, aircrafts, train engines and wagons, cycles, other transport equipment, light ICT hardware, heavy ICT hardware, television radio transmitter, other ICT equipment, electrical machinery, med lab research appliances, precision optical instruments, furniture and fittings, musical instruments, sports equipment, classified assets, non-classified ,cultivated animals, cultivated plants, research and development, mineral exploration evaluation, computer software, computer databases, ENT lit artistic originals, copy right, patents utility modes, trade secrets, goodwill and marketing assets, other intellectual property PR, national treasures, minerals, oil and natural gas, energy resources, other mineral and energy resources, land, wild animals, plants, lakes, rivers and streams, swamps and wetlands, other, water resources, radio spectrum, aviation airspace, mountains and rocks, other natural resources, marketable operating leases, permits natural resources ,special permits, future entitlements, plant machinery, and road furniture.
- e) Scope work for ad hoc board of survey will be determined by the terms of reference as defined by the AO for that particular ad hoc exercise.





## 2.0 BOS INSTITUTIONAL AND LEGAL FRAMEWORK

### 2.1 Legal Framework

The legal and regulatory framework for BoS is embedded in the PFMA 2015, PFMR 2016 and Treasury Instructions 2017. The PFMA 2015 (S34 (4)) mandates Accountant General to appoint a Board of Survey for each vote, to survey the assets of the vote, for the preceding financial year. The same is re-echoed by the PFMR, 2016 (R37 (2)) and the Treasury instructions 2017 Section 19.6.11.

Section 34 (5) of the PFMA talks about the composition of the BOS while section 34 (3) of the PFMA 2015 instructs all Accounting Officers to cause the assets and the inventories of the votes they hold to be inspected regularly and for written reports on the general condition of the assets & inventories and the storage facilities for the inventories, to be made regularly

Regulation 37 (2) stipulates that a Board of Survey shall conduct the survey within two months after the close of a financial year and shall submit a report of the survey to the Accountant General. PFMR 37 (4) further stipulates that the Accountant General may, after due consideration of the report of the Board of Survey direct an Accounting Officer to implement the recommendations of the Board of the Survey report.

The legal and regulatory framework for BoS is further re-echoed by AMFG 2020 section 9 verification of Assets.

Finally, the Treasury Instructions Section 19.6.11 give full details of the composition, conduct and typical duties of the annual and surprise Boards of Surveys.



The Public Finance Management Act 2015 S 34(4) (as amended) mandates the Accountant General to, appoint an annual Board of Survey for each vote, after the close of business on the last working day of each financial year, or before the start of business on the first day of a financial year, to survey the assets, stores, cash, bank balances and books of accounts of the vote, for the preceding financial year.

Where the Accountant General isn't in a position to directly appoint a Board of Survey, Accountant General may delegate his powers to an Accounting Officer of a particular vote to constitute a Board of Survey for that vote to physically inspect the assets, stores, cash, bank balances and books of accounts of that vote. Such cases may include; Boards of Survey for local governments and, Boards of Survey for Missions abroad Treasury instructions 19.6.2

## **2.2 Institutional Framework**

### **2.2.0. Roles and Responsibilities of the key stakeholders**

The roles and responsibilities of the respective officers in relation to Board of Survey activities are as below;

#### **2.2.1 Roles of the Accountant General**

- a) Is responsible for appointing a Board of Survey after the close of business on the last business day of the financial year, or before the commencement of business of the following financial year, for each vote, to survey the assets cash, bank balances and books of accounts & inventory holdings of all public stores for the preceding financial year.
- b) Where the Accountant General isn't in a position to directly appoint a Board of Survey, Accountant General may delegate his powers to an Accounting Officer of a particular vote to constitute a Board of Survey for that vote and physically inspect the assets, stores, cash, bank balances and books of accounts of that vote.



- c) Constitutes a Board of survey comprising of at least two public officers, with none of them having any direct responsibility for the assets to be surveyed.
- d) Issues guidelines for accounting for Government assets and for recording and reporting on Government assets i.e. physical and financial assets.
- e) Is responsible for generating, periodically revising, and disseminating general instructions, guidelines and procedures detailing the administrative and control procedures in the management of public stores to all votes.
- f) May, after due consideration of the report of the Board of Survey direct an Accounting Officer, to implement the recommendations of the Board of Survey report.
- g) Consolidates the findings from all votes into a consolidated BoS report and disseminates it to various stakeholders.

### **2.2.2 Roles of the Accounting Officers**

- a) The Accounting Officer shall be responsible for the management of the assets and the inventories of the vote.
- b) Every Accounting Officer is expected to cause the assets and the inventories of a vote and the storage facilities for the inventories to be availed for inspection by the appointed board of survey team
- c) Every Accounting Officer shall, using the format prescribed by the Accountant General, avail a register of the assets and the inventories of the vote. The asset register shall meet minimum requirements to support



disclosure notes regarding acquisition, disposals and balances on non-current assets;

- d) The Accounting Officer shall cause written reports on the value, verification, general condition of the assets and inventories and the storage facilities for the inventories, to be made regularly.
- e) The Accounting Officer shall ensure proper identification of Government assets that he or she is responsible for ease of execution of the exercise.
- f) The Accounting Officer shall avail information on the control systems that exist for the proper management of assets and the preventative mechanisms in place to eliminate theft, losses, wastage, misuse etc.
- g) The Accounting Officer shall provide information on encumbrances on the land or any other asset of a Vote.
- h) Where assets were acquired by lease or hire purchase or acquired as used asset, the Accounting Officer shall, provide information including the authorization of the Permanent Secretary/Secretary to Treasury.

### **2.2.3 Roles of the Board of survey team (Chairperson & Member(s))**

1. Ensure that entry meetings are conducted at the commencement of the exercise with the responsible vote's AOs to:
  - a) Discuss the activity plan and arrangements needed for the exercise.
  - b) Set a collaborative tone for the activity and begin building positive rapport with the votes.



2. Ensure that board meetings (i.e. chairperson and members) are conducted throughout the exercise to prepare progress reports forwarded to Accountant General's Office on a weekly basis.
3. Ensure that exit meetings are conducted with the responsible vote's AOs to discuss:
  - a) The general findings of the exercise.
  - b) The general findings of the exercise.
  - c) Discrepancies / exceptions identified and these discussed with the Accounting Officer to give reasons for discrepancy.
  - d) Where the discrepancies cannot be resolved, make appropriate recommendations for the consideration of the Accountant General and further management
4. Ensure the exercise is conducted according to the board of survey guidelines
5. Write a report in a format recommended by the guidelines from the BOS exercise and submit to Accountant General's office before 31<sup>st</sup> August.
6. Ensure that the report is endorsed by the AO and chairperson, and submitted to Accountant General's Office by 31<sup>st</sup> August.

#### **2.2.4 Roles of the Appointing authority**

- a) To issue TORs guiding the activity
- b) Ensure that the duties assigned to the Board of Survey are effectively discharged, and appropriate action taken for any failure on the part of the Board to discharge its duties properly.





# EXECUTION OF THE BOARD OF SURVEY EXERCISE

- ❏ **ACTIVITIES**
- ❏ **PROCEDURE**
- ❏ **REPORTING**

## 3.0 EXECUTION OF BOARDS OF SURVEY (ANNUAL & ADHOC)

### 3.1 The Annual Board of survey Exercise

The Board shall conduct the survey based on the activity specific guidelines below;

#### **a) Addressing prior BOS activities and audit matters**

- i. Obtain a status report on the implementation of each of the prior year issues;
- ii. Confirm with evidence that previous BoS and audit (from both OIAG and OAG) matters have been addressed and if not, obtain written reasons.
- iii. Report on any ad hoc activities conducted within that period.

**b)** For losses reported in previous years' reports where recovery is expected, confirm recovery is done and ensure the recovered amounts are traced to the bank statements

#### **c) Confirm safe custody of accounting documents and financial records**

- i. Ensure a record of all accounting documents and financial records (manual or electronic) is maintained/prepared.
- ii. Confirm completeness i.e. all transactions that should have been recorded have been recorded, accuracy and existence i.e. Assets or liabilities of the vote exist at a given date, and recorded transactions have occurred during a given period of the records.

**d) Verification of non-current assets PFMA as amended 13(15i) and TIs 19.6.1;**

- i. Confirm that assets registers are maintained and up-to-date; as per the respective treasury forms. Ascertain that the asset register presented in the MPS is consistent with the BOS asset register.



- ii Carry out a physical verification of all the non-current assets of the entity and confirm with the assets register.
  - iii Ascertain current condition; and
  - iv Confirm ownership of the assets. Ownership documents include log books, title deeds, valuations reports, sale agreements, etc.
  - v Ascertain if there exists an assets acquisition disposal maintenance plan and budget.
  - vi Joint ownership: Asset to be recognized and recorded by entity with certificate of ownership.
  - vii Dual ownership/transfer of assets: where assets are recorded in more than one register, the transferring vote should treat this as a disposal, remove it from its register then the asset be recorded in the asset register of the receiving vote at the book value or disposing value determined by the transferring vote AMFG 2020 S5.5.4.Asets transferred must be accompanied by the surrender of the ownership documents to the receiving entity that will recognize and include assets received in there asset register
- e) Subvention assets:** Obtain a schedule for subventions under the line ministries to ensure that the subvention assets are not consolidated with the line ministry's asset register.
- i. Confirm that votes have annual assets management plan like acquisition, maintenance and disposal.
- f) It is expected that BOS will make recommendations towards the following;**
- i. Assets that may need to be valued/revalued under the following circumstances:



1. When assets are fully depreciated and still in use with the value continuing to derive economic benefits or service value;
  2. For assets acquired over the years and have no values;
  3. Donations/transfers acquired at nominal values or without supporting documents for their acquisition cost/ values
  4. Where there is adequate evidence that the carrying amount of the asset differs significantly from its fair value.
  5. Write down the values of the assets that are impaired.
  6. Write back the values of the assets when condition of impairment is reversed.
- ii. The reconciliation of balances on the financial statements with the asset register as per the asset accounting policies and guidelines.
  - iii. Condition of assets i.e. damaged, obsolete, needs repair or grounded.
  - iv. Utilisation of assets i.e. operating below or above capacity or not utilised at all.

**g) Work-in-progress/assets under construction.**

- i. Confirm the existence of construction works and status.
- ii. Check the current condition of the structure and note any exceptions;
- iii. Confirm adequate documentation supporting the information on the asset register.
- iv. For any abandoned works confirm whether management has undertaken appropriate action.

**h) Financial Investments**

- i. Obtain a copy of the investment register; and
- ii. Confirm completeness and accuracy of the register as per the respective treasury forms (form no) and ensure all relevant supporting documents are available (e.g. stock certificates or other securities held)



- iii. Where stock certificates or other securities are held, ensure that an adequate description of the nominal value of each is shown on or is attached to the BoS forms. (take to investment)

#### **i) Stores/Stock Management**

- i. Confirm stock/stores records are maintained and up-to-date as per the respective treasury forms (form no).
- ii. Do an independent verification/stock count of all the inventories/stores and confirm with the stock records.
- iii. Ascertain condition of storage space and stock items. Consider whether any of the stocks are unserviceable or obsolete and if there is separation of the new, part-torn, and unserviceable items.

#### **j) Cash and Bank balances**

##### **Cash balances**

- i. Where cash balances exist, ensure these are supported by a reconciliation statement reviewed (cash form and petty cash in the TI) and signed by the Head of Accounts/CFO. Confirm that the actual cash balances as evidenced by the certificate reconciles with the relevant cash records.
- ii. E-cash: All E-Cash should be swept off according to the E-Cash guidelines.

##### **Bank balances**

- i. Confirm all bank accounts operated by the entity are included in the financial statements;
- ii. Obtain bank reconciliation statements for all bank accounts together with the bank statements and confirm they are fully reconciled with the cash book records;
- iii. Obtain direct certificate of balances from banks for all the bank accounts;



- iv. Confirm bank reconciliation statements are duly certified by stamping and signing by the Accounting Officer.
- v. Unspent balances should be reconciled and verified accordingly.

## **k) Cash Equivalents**

### **Receivables**

- i. Obtain a schedule of the receivable balance and ensure it agrees with the balance reported in the financial statements.
- ii. Confirm all supporting documents (contracts, invoice, dividend declaration form, e.t.c) are in place;
- iii. Ascertain reasons and action being taken by the Accounting Officer to recover the amounts due;
- iv. Where any debt owed to the entity has been written off, a schedule of such debts should be prepared with justification provided for the write-off.
- v. Expected goods (donations, transfers, goods and assets from direct purchases) 2 forms to be generated i.e., assets & inventory.

## **l) Payables**

- i. Obtain a schedule of the payables balance that matches the inventory and assets and ensure it agrees with the balance reported in the financial statements.
- ii. Confirm all supporting documents (purchase orders or contracts, proof of delivery and receipt of goods/services, certificate of work done/completed, invoices, etc) are in place.

## **m) Disposal of assets.**

- i. Identify and recommend items that do not add value to the entity for disposal e.g obsolete, damaged and unserviceable asset items.

**n) Assess the adequacy of internal controls. Check that preventative mechanisms are in place to eliminate theft or fire, losses or damage, wastage and misuse.**



o) Prepare a report giving details of the findings.

### **3.2 The Ad hoc BOS**

The secretary to the treasury, the Accountant General or Accounting Officer as the case may be, may appoint Board of survey at any other time in each financial year to conduct a survey.

#### **3.2.1 The Ad hoc BoS Activities**

##### **RAPEX Board of Survey (Rationalization of Agencies and Public Expenditure)**

Cabinet meeting of 22<sup>nd</sup> February, 2020; took a decision on merging and consolidating Government Agencies, Commissions, Authorities and Public Expenditure to facilitate efficient and effective service delivery.

Accordingly, and in line with **section 5.6 of the financial management guidelines** that have been issued for the rationalization exercise, the document sets out the Terms of Reference (ToRs) of the Ad-hoc BoS that will carry out an independent verification of the assets and liabilities of the affected entities under the rationalization programme.

#### **Schedule of Activities**

##### **a) Safe custody of accounting documents and financial records**

- i. Ensure a record of all accounting documents and financial records (manual or electronic) is maintained/prepared; and
- ii. Confirm completeness, accuracy and existence of the records.

##### **b) Asset Management**

- i. Confirm assets register was maintained and up-to-date;
- ii. Carry out a physical verification of all the non-current assets of the entity and confirm with the assets register;
- iii. Ascertain current condition; and



- iv. Confirm ownership of the assets. Ownership documents include log books, title deeds, valuations reports, sale agreements, etc.

**c) Work-in-progress/assets under construction.**

- i. Confirm the existence of construction works and their specifications as per contract terms;
- ii. Inspect the quality of works done and document any deviations from the agreed standards or best practice;
- iii. Check the current condition of the structure and note any exceptions;
- iv. Confirm ownership of the structures under construction;
- v. Confirm adequate documentation exists to support the value of the work done; and
- vi. For any abandoned works confirm whether management has evaluated the work done against the payments made and any appropriate action taken.

**d) Financial Investments**

- i. Obtain a copy of the investment register; and
- ii. Confirm completeness and accuracy of the register and ensure all relevant supporting documents are available (e.g stock certificates or other securities held)

**e) Stores/Stock Management**

- i. Confirm stock/stores records were maintained and up-to-date; and
- ii. Do an independent verification/stock count of all the inventories/stores and confirm with the stock records.

**f) Cash balances**

- i. Where cash balances exist, ensure these are supported by a certificate reviewed and signed by the Accounting Officer and Head of Accounts/CFO; and
- ii. Confirm that the actual cash balances as evidenced by the certificate reconciles with the relevant cash records.



### **g) Bank Balances**

- i. Confirm all bank accounts operated by the entity are included in the financial statements;
- ii. Obtain bank reconciliation statements for all bank accounts together with the bank statements and confirm they are fully reconciled with the cash book records;
- iii. Obtain direct confirmations from banks for all the bank accounts;
- iv. Confirm bank reconciliation statements are duly certified by stamping and signing by the Accounting Officer; and
- v. Ensure all reconciling items are resolved.

### **h) Receivables**

- i. Obtain a schedule of the receivable balance and ensure it agrees with the balance reported in the financial statements;
- ii. Confirm all supporting documents (contracts, invoice) are in place;
- iii. Ascertain reasons and action being taken by the Accounting Officer to recover the amounts due;
- iv. Where any debt owed to the entity has been written off, a schedule of such debts should be prepared with justification provided for the write-off; and
- v. Seek direct confirmation of all the receivables balances.

### **i) Payables**

- i. Obtain a schedule of the payables balance and ensure it agrees with the balance reported in the financial statements;
- ii. Confirm all supporting documents (purchase orders or contracts, proof of delivery and receipt of goods/services, certificate of work done/completed, invoices, etc) are in place; and
- iii. Seek direct confirmation of all the payables balances.

### **j) Outstanding loans**

- i. In case of outstanding loans, obtain a schedule of the loans balance and ensure it agrees with the balance reported in the financial statements;



- ii. Confirm all supporting documents (loan agreements, payment schedules, etc) are in place; and
- iii. Seek direct confirmation of all the loan balances.

**k) Contingent liabilities**

Contingent liabilities include but not limited to: bank or any other guarantee issued, pending legal proceedings, court awards appealed by government, and contingent liabilities arising out of Public Private Partnerships (PPPs). The BoS shall carry out the following activities in respect of contingent liabilities:

- i. obtain a schedule of all contingent liabilities and ensure it is duly certified by signature or stamp by AO.
- ii. Confirm all the relevant supporting documents are in place.

**l) Disposal of assets**

- i. Identify and recommend items that do not add value to the entity for disposal e.g obsolete, damaged and unserviceable asset items; and
- ii. With the involvement of the Chief Government valuer/Chief Mechanical Engineer or any other field expert to establish the reserve prices for all assets earmarked for disposal.

**m) Addressing prior year BOS and audit matters**

- i. Obtain a status report on the implementation of each of the prior year issues;
- ii. Confirm that previous BoS and audit (from both OIAG and OAG) matters have been undertaken and if not, obtain reasons why (conclusion on status should not be based on merely management's statements); and
- iii. For fraudulent and other cases reported in previous years' reports where recovery of funds was expected, confirm recovery was done and ensure the recovered amounts are traced to the bank statements.

**n) Quality review of the pre-closure financial statements**

- i. Obtain a copy of the full set of pre-closure financial statements of the entity;



- ii. Ensure that the financial statements are prepared using financial reporting templates approved by the Accountant General;
- iii. Conduct quality review of the financial statements using quality review check list provided in **Appendix II**; and
- iv. Provide feedback and support to entities to address any quality assurance issues identified before submission of their financial statements.

**o) Handling of discrepancies and/or exceptions**

- i. For each of the above areas, note any discrepancies/exceptions identified and these should be discussed with the Accounting Officer to explain the root cause and also ensure they are resolved; and
- ii. Where the discrepancies cannot be resolved, make appropriate recommendations for the consideration of the Accountant General and further management.

## **4.0. DOCUMENTING FINDINGS/ REPORT WRITING**

### **4.1 Hard copy Reports**

At the end of the Board of survey exercise and depending on the type of BoS conducted, a report shall be written, providing details on how the exercise was conducted, why, and what the general findings and recommendations were. In that respect, Board of survey reports shall differ depending on whether the exercise was Ad hoc, Surprise or annual which is due by 31<sup>st</sup> August.

#### **4.1.1 Board of survey report format**

1. Introduction
2. Methodology
3. Scope of activities



#### 4. Findings

For ad hoc BoS the findings shall be as per the ToRs, whereas for annual Bos this section shall include;

4.1 Asset findings

4.2 Cash and bank balances

4.3 Stores

#### 5. General observations- challenges

#### 6. Recommendations

#### 7. Pictorial evidence of the exercise

#### 8. Appendices

The Ad hoc report shall have Appendices as per the ToR, whereas the annual BoS report shall append the Forms below, dully filled, populated and signed;

- i. Previous Recommendations TF 44
- ii. Extract of assets from the balance sheet
- iii. Form for capturing bank Account details TF 45
- iv. Bank Balances TF 40
- v. Report of BoS on Stores & Inventories TF 47
- vi. List of Inventories inspected by BoS
- vii. BoS Stores Checklist
- viii. List of unserviceable items recommended for disposal
- ix. Divestment Plan
- x. Register of losses for Assets & stores
- xi. Asset Register: The asset register shall be the printed off the system and in case there are assets not on the system, this should be clearly stated in the report.

4.12 The Chairperson shall prepare and submit in triplicate to Accountant General's Office, the Office of Auditor General and a copy shall be retained by the Accounting officer of the vote where the survey was conducted.



## 4.2 Softcopy Reports

In addition to the hard copy above, the chairperson shall submit a soft copy of the same report to Accountant General's Office at the following email address: [AMD@finance.go.ug](mailto:AMD@finance.go.ug) to facilitate consolidation.

## 5.0. CONSOLIDATING BOS REPORT

The Accountant General shall prepare a consolidated annual BoS report within reasonable time as follows;

- i. Receive submissions of the Board of survey reports. Confirm that the forms have been signed by the Accounting Officer and the board members.
- ii. Ensure that the submissions are as per the guideline.
- iii. Report on exceptions such as areas that require improvement. E.g. but not limited to expired items, items not engraved, stolen or damaged items per vote.
- iv. Make recommendations and report on prior year actions taken on recommendations.
- v. Circulate the report to all Accounting Officers.
- vi. Write to Accounting Officers to implement recommendations.



## 6.0. FOLLOWUP ON BOD RECOMMENDATIONS

The Accountant General will ensure annual Board of Survey monitoring;

- a) This should be done at least once a year preferably six months into the Financial Year and it will be done thru.
  - i. Obtaining a copy of the consolidated BoS report
  - ii. Studying and understanding the recommendations of the board.
  - iii. Following up with the vote for status of implementation and obtaining reasons for any delays and/or the plan for implementing the recommendations.
- b) Preparing a report based on the findings.



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# BOARD OF SURVEY FORMS

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## 7.0. APPENDICES



### THE REPUBLIC OF UGANDA Extract of assets in a balance sheet

Vote Name: .....Vote Code:.....

Category/ Description	Opening balance 1 July 2020 (UGX)	Additions during the year 30 June 2021 (UGX)	Disposals during the year 30 June 2021 (UGX)	Cumulative As at 30 June 2021 (UGX)
Land				
<b>Buildings &amp; Structures</b>				
Non-Residential buildings				
Residential buildings				
Roads and bridges				
Other structures				
<b>Transport Equipment</b>				
Light Vehicles				
Heavy Vehicles				
Water vessels				
Railway locomotives				
Aircrafts				
Cycles				
Other transport equipment				
<b>Machinery &amp; Equipment</b>				
Office equipment				
Medical equipment				
ICT Equipment				
Laboratory and research				
Other Machinery & equipment				
<b>Other Physical Assets</b>				
Furniture and fittings				
Classified Assets				
Cultivated Assets				
Others				
<b>Non-Physical Assets</b>				
Cultivated Assets				
Other Natura Occurring Assets				
Intangible-Non-Produced Asset				
<b>Other Assets</b>				
Classified Assets				
Cultivated Assets				
<b>Total Units</b>				

(Signature and date) .....Responsible Officer

(Signature and date) .....Accounting Officer





**FOLLOW UP ON PREVIOUS BOARD OF SURVEY RECOMMENDATIONS**

**VOTE NAME .....** **Vote Code.....**

<b>S/N</b>	<b>Previous Recommendation(s)</b>	<b>Action Taken &amp; Date</b>	<b>Remarks</b>
1			
2			
3			
4			

Note: Please provide supporting documentation for action taken

(Signature and date).....Responsible Officer  
 (Signature and date).....Accounting Officer  
 (Signature and date).....Member  
 (Signature and date)..... Chairperson



THE REPUBLIC OF UGANDA

**BOARD OF SURVEY CHECKLIST- STORES**

Vote Name:.....Vote Code:.....

The Members of the Board must sign this statement immediately below the last entry

Item / Issue	Name & Location:	
	Observation	Remarks
What percentage of the store have you inspected?	10%	
Do the store balances agree with the ledger balances?	Yes	
How often does the stores person carry out a check on the stores during the financial year?	Quarterly	
Basing on your observation is the storeroom adequate and well organized?	Yes	
How much of excessive or obsolete stock is held by the entity? If any please attach a list.	20%	
Other general observations		

(Signature and date) ..... Member

(Signature and date) ..... Chair person

(Signature and date) .....Responsible Officer  
(Signature and date) ..... Accounting Officer

**THE REPUBLIC OF UGANDA**

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**ORIGINAL  
DUPLICATE  
TRIPLICATE**

**REPORT OF BOARD OF SURVEY ON CASH, CASHBOOK &  
BANK BALANCES.**

(1) Delete inappropriate words

**NOTES**

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- A) In the case of an Annual Board, the Survey MUST be held after the close of business on the last business day of the year, or before the commencement of business on the first business day of the New Year.
- B) Reference is made to Treasury Instructions 2017.
- C) Reports shall be prepared in triplicate on Treasury Form 40. The Chairperson will forward one copy to the Accountant General and one to the Auditor-General, the third copy will remain with the Accounting Officer whose cash, etc, is surveyed, who, if any discrepancy is revealed, will forward his or her explanation to the Accountant General and the Auditor General. In case of

a survey of cash and bank balances held by the Accountant General, the Chairman will submit one copy to the Secretary to Treasury and one to the Auditor General, and the third copy will remain with the Accountant General.

To: \*The Secretary to Treasury/Accountant General

Report of the Board of Survey on the Cash, Cash book and Bank Balances etc held by \_\_\_\_\_ Vote Name: \_\_\_\_\_ assembled at the office of.....at the close of business on the date .....

NB: First day of the New Year should be a working day

**CASH**

2. The following cash was produced:-

	Shs.
Coins	.....
Notes	.....
Cheques	.....
	.....

<b>TOTAL</b>	<b>Shs</b>
	.....

**CASH BOOK**

3. The cash book, duly ruled off and balanced, and signed by us, reflected the following balance(s) as at the close of business on the Date.....

Shs.

Cashbook Balance (a)

**TOTAL**

\_\_\_\_\_ **Shs.** \_\_\_\_\_

**BANK**

4 (a) The Bank Certificate of Balance showed a sum of Shs ..... Standing to the credit of the account on the Date .....

(b) The difference between Bank balance and the Cashbook Balances (3-4) is accounted for as below;

Shs.

**Balance at Bank as per Bank Certificate**

.....

Less: Unpresented cheques/EFTs as at

.....

Date

Amount

Drawn

Cheque NO. /EFT Shs

If space is insufficient give .....

.....







**THE REPUBLIC OF UGANDA**  
**CASH BOARD OF SURVEY – BANK BALANCES FORM**

**VOTE NAME:** .....**VOTE CODE** .....

S/N	Bank Account Name	Bank Name	Account Number	Bank Balance At 30 June 2021	Cashbook Balance At 30 June 2021	CUR
1.						
2.						
3.						

**Confirmed By:** (Signature and date).....Responsible Officer  
(Signature and date).....Accounting Officer  
(Signed)..... Member  
(Signed)..... Chair person



**THE REPUBLIC OF UGANDA**  
**REGISTER OF ITEMS NOT CAPITALIZED**

**VOTE NAME:** .....**VOTE CODE**.....**FY**.....

S/N	Item	Date of purchase	Value	Reference No.	User Department	Condition
1						
2						
3						
4						

**Confirmed By:** (Signature and date).....Responsible Officer  
(Signature and date).....Accounting Officer  
(Signed)..... Member  
(Signed)..... Chair person

## LIST OF INVENTORIES INSPECTED BY A BOARD OF SURVEY

The Members of the Board must sign this statement immediately below the last entry

S/N	Item	Condition	Qty	Book Value (cost)	Reference No.	Recommendation of the Board

.....Chairperson

.....Member

## LIST OF UNSERVICEABLE ITEMS RECOMMENDED FOR DISPOSAL

The Members of the Board must sign this statement immediately below the last entry

S/N	Item	Unique identifier (Tag/Registration Number)	Book Value (UGX)	Comment

.....Chairperson

.....Member



THE REPUBLIC OF UGANDA

**STATEMENT OF LOSSES FOR ASSETS AND STORES**

The Members of the Board must sign this statement immediately below the last entry.

Vote Name:..... Vote Code:.....

Item	Nature of Loss	Reference No.	Date of loss	Value	User/Department	Action taken/Remarks

*Please attach relevant documents in accordance with regulation 34 as per PFMR 2016*

Date.....

.....Accounting Officer ( Signature)

.....Member (Name & Signature)

.....Chairperson (Name & Signature)

## Register for Asset

Transport Equipment Register such as – Cycles / Vehicles / Water vessels

Asset Number	Description	Registration Number	Initial Cost	Date of Purchase	User	Location	Condition

Machinery & Equipment such as - ICT Equipment / Furniture and Fitting / Medical Equipment / Sports Equipment /

Asset Number	Description	Engrave / Tag Number	Initial Cost	Date of Purchase	User	Location	Condition

Land Register

Asset Number	Description	Plot / Site Number	Initial Cost	Date of Purchase	Size in Hectares	Physical Location	Status

Buildings Register

Asset Number	Description	Plot / Site Number	Number of Floors	Number of Rooms	Initial Cost	Use / Purpose	Physical Location	Status

#### Roads Register

Asset Number	Description	Surface Type	Chainage Form	Chainage to	Initial Cost	Date of Purchase	Length (kms)	Location	Status

#### Register of Intangibles Assets (Software, Originals etc)

Asset Number	Description	Asset Category	Asset Class	Initial Cost	Date of Registration	Registration Number	Date of purchase

#### Register of Natural Assets (Lakes, Rivers, Mountains, Swamps etc)

Asset Number	Description	Asset Category	Asset Class	Initial Cost	Date of gazette	Registration Number	Date of purchase

#### Register of Natural Assets (Lakes, Rivers, Mountains, Swamps etc)

Asset Number	Description	Asset Category	Asset Class	Initial Cost	Date of gazette	Registration Number	Date of purchase

Register of Natural Assets (Lakes, Rivers, Mountains, Swamps etc)

Asset Number	Description	Asset Category	Asset Class	Initial Cost	Date of gazette	Registration Number	Date of purchase
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**THE REPUBLIC OF UGANDA  
A REGISTER OF SUBVENTIONS**

**VOTE NAME:** ..... **VOTE CODE** .....

S/N	Name of subvention	Start date	Nature of business	Contact details	Physical Location
1					
2					
3					

4					
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**Confirmed By:** (Signature and date).....Responsible Officer  
 (Signature and date).....Accounting Officer  
 (Signed)..... Member  
 (Signed)..... Chair person



**THE REPUBLIC OF UGANDA**

**SCHEDULE OF ASSETS RELATED PAYABLES**

**VOTE NAME:** .....

<b>S/ N</b>	<b>Payable Description</b>	<b>Date of accrual</b>	<b>Amount Payable</b>	<b>Asset Description</b>	<b>Asset Cost</b>
1					
2					
3					
4					

5					
---	--	--	--	--	--

**Confirmed By:** (Signature and date).....Responsible Officer

(Signature and date).....Accounting Officer

(Signed)..... Member

(Signed)..... Chair person



**THE REPUBLIC OF UGANDA  
SCHEDULE OF RECEIVABLES**

**VOTE NAME:** .....

<b>S/ N</b>	<b>Receivable Description</b>	<b>Date of accrual</b>	<b>Amount Receivable</b>	<b>Asset Description</b>	<b>Asset Cost</b>
1					
2					

3					
4					

**Confirmed By:** (Signature and date).....Responsible Officer

(Signature and date).....Accounting Officer

(Signed)..... Member

(Signed)..... Chair person

*(mini form)*



**THE REPUBLIC OF UGANDA**

**Divestment Plan**

Vote Name:.....Vote Code:.....

S/N	Asset Class	Asset-Subclass	Original asset value UGX	Method of disposal	Location of Asset	Quantity	Reserve price UGX	Date of approval by AO	Comments
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001	Transport equipment	Light vehicles (stati	250m	auction	MoFPED headquarters	1 unit	60m	30thAug 2019	Frequent breakdowns uneconomic al to repair

(Signature and date).....Responsible Officer

(Signature and date)..... Accounting Officer

## Asset Strategic Plan

S/N	Asset Description	Required (Units)	Available (Units)	To be acquired (Units)	To be disposed of (Units)	Date of Acquisition	Mode of acquisition	Cost Estimate UGX	Justification
1	Motor Vehicle	5	43	3	2	1-May-2020	Direct Procurement	250m	Pickup for field inspections

## Asset Management Plan

### Assets - Class

S/N	Asset Sub-class	Balance (Units) (1 July)	Acquisition (Units)	Disposals (Units)	Balance (Units) 30 June	O&M Costs (UGX)	Disposal Proceeds (UGX)	Cost Acquisition (UGX)	Comments
01	Tractor	7	2	1	8	2.6m	0.6m	130m	Fully depreciated and lack of spare parts

## Asset Loss Template

S/N	Asset Class	Asset-sub-class	Asset Description	Asset code	Serial Number	Date Loss Occurred	Value UGX	User Department/ Responsible Officer	Action Taken/ Remarks
001	Machinery & Equipment	Generator	Ministry power back up	001/01/0006/ LT 081	10161955XZe	20th Feb 2020	82m	Finance & Administration	Reported to Police case file CID/04/2020

## Asset Monitoring and Inspections Report

S/N	Asset class	Asset-subclass	Asset Description	Asset Code	Location	Date of Acquisition	Inspection Date	Condition	Next Inspection Date	Comments
008	Machinery & Equipment	Excavator	LG road-works	24111982	Kasese LG	April 2018	May 2020	Good	May 2021	Needs minor repairs



MINISTRY OF FINANCE, PLANNING AND ECONOMIC DEVELOPMENT

ACCOUNTANT GENERAL'S OFFICE

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