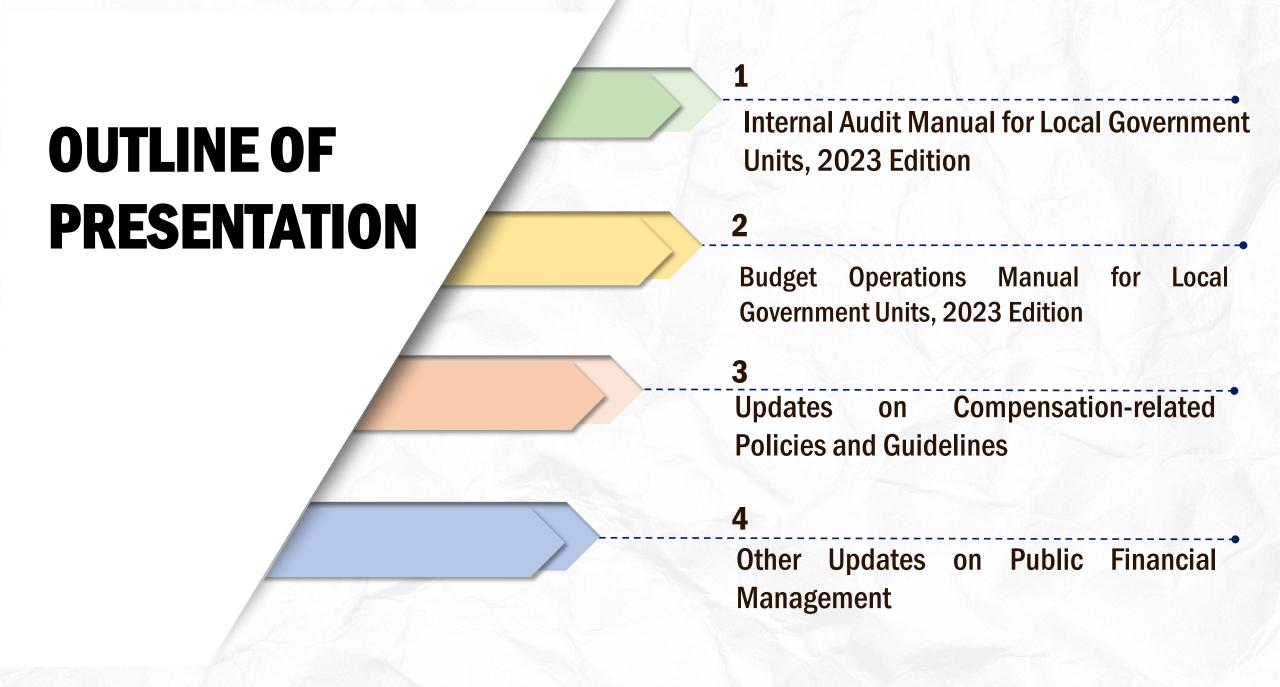


## DBM Updates for Local Government Units

DIRECTOR JOHN ARIES S. MACASPAC

DBM-Systems and Productivity Improvement Bureau

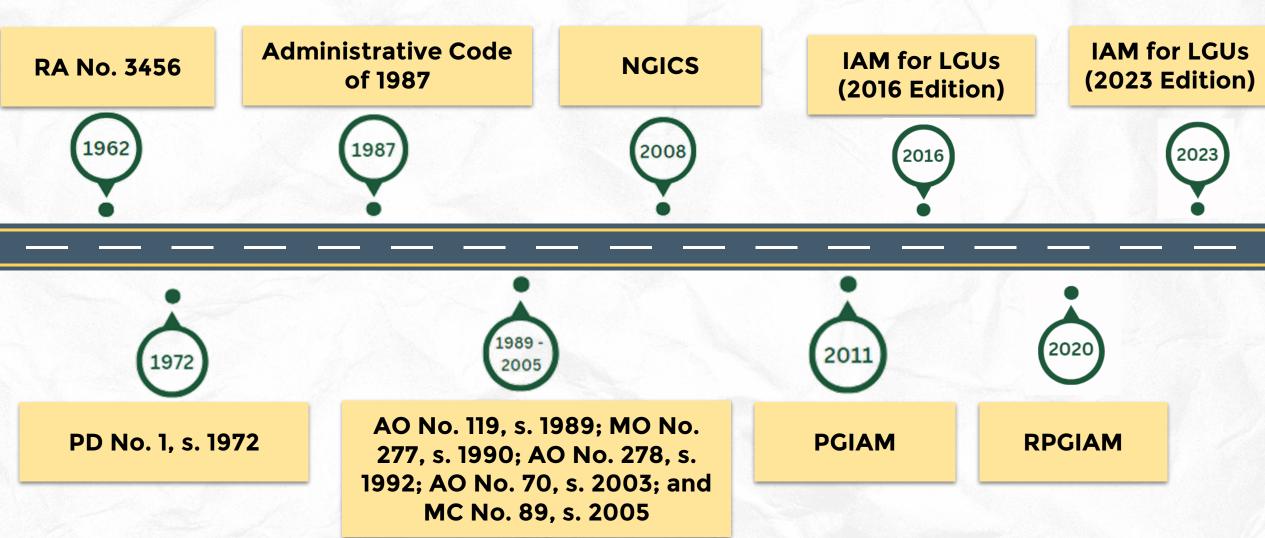


# INTERNAL AUDIT MANUAL FOR LOCAL GOVERNMENT UNITS, 2023 EDITION

#### 01

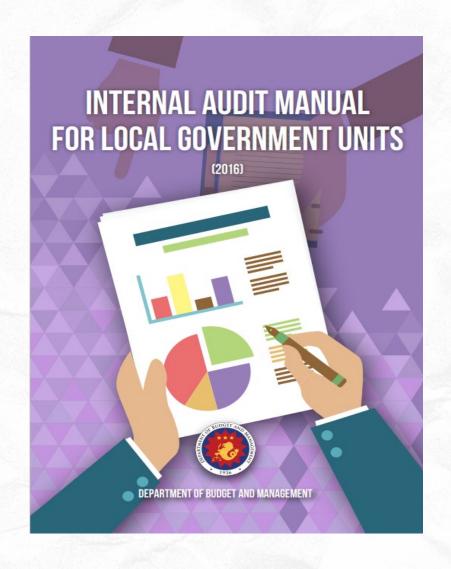
## LEGAL BASES ON THE DBM AS AN OVERSIGHT AGENCY ON INTERNAL AUDIT

#### Legal Bases and History of Internal Audit



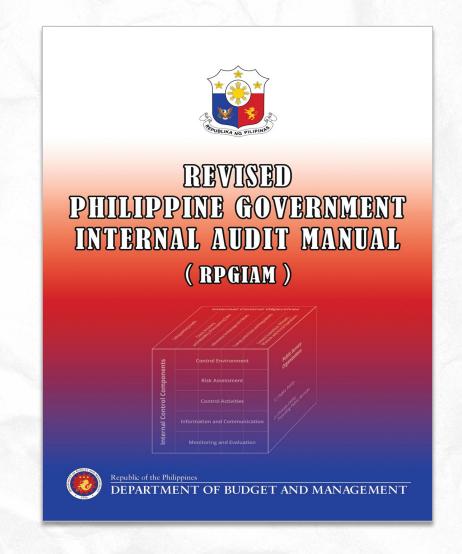
#### 02

## OVERVIEW AND SALIENT FEATURES OF DBM INTERNAL AUDIT MANUALS

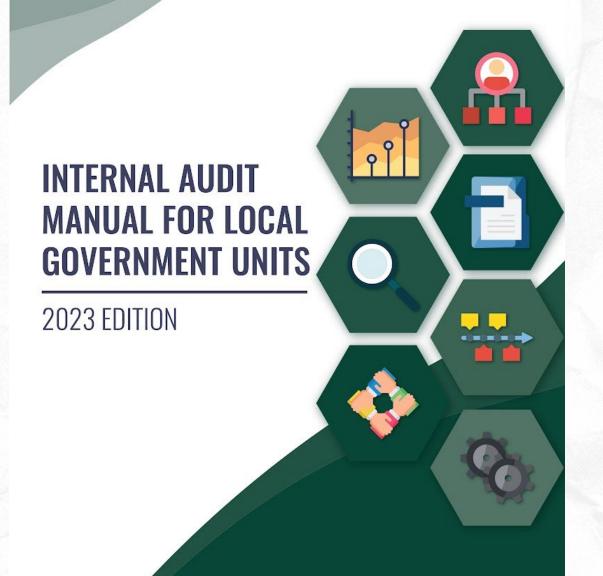


- Issued under Local Budget Circular No. 110 dated 10 June 2016
- Aims to guide the cities, municipalities, and provinces in establishing, maintaining, and operating an Internal Audit Service/Unit.

- Issued under DBM Circular Letter No. 2020-8 dated 26 May 2020
- Aims to assist government agencies concerned in establishing and thereafter strengthening their internal audit function to promote efficient, effective, economical, and ethical operations







- Issued under Local Budget Circular No. 153 dated 31 August 2023
- Aims to prescribe the institutionalization of the IAM for LGUs, 2023 Edition as a reference for LGUs in establishing and thereafter strengthening their internal audit function

#### 03

### SALIENT FEATURES OF THE IAM FOR LGUS, 2023 EDITION

Part 1: Concepts and Principles of Internal Audit

Part 2: Concepts and Principles of Internal Control

**Part 3:** Organizing the IAU

**Part 4:** Strategic and Annual Planning

**Part 5:** Audit Process

Part 6: Internal Audit
Performance
Monitoring and
Evaluation



Clearer guidelines
prescribing
establishment of an
IAU, including its
organization,
staffing, and
reporting line



Stronger
justification on the
delineation of role of
the local
accountant in
relation to internal
audit



Delineation of roles and responsibilities of various key players in the LGU



Concrete examples of the various types of audits



More comprehensive and detailed internal audit processes, and general templates



Actual examples of non-audit functions



Distinction between internal audit and internal quality audit

#### 04

### PRINCIPLES AND STANDARDS OF INTERNAL AUDIT

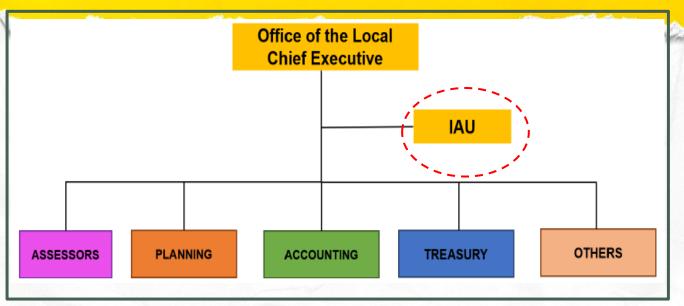
#### **Nature of Internal Audit**

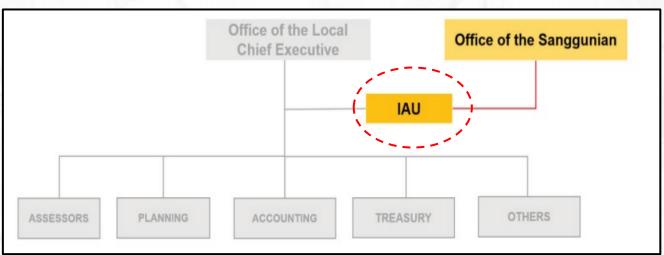
#### **Internal Audit**

- Refers to the <u>evaluation</u> of management controls and operations performance, and the determination of the degree of compliance of internal controls with laws, regulations, managerial policies, accountability measures, ethical standards and contractual obligations.
- Involves the appraisal of the <u>plan of organization</u> and all the coordinated methods and measures in order to recommend courses of action on matters relating to operations audit and management control



### Organizational Placement of the Internal Audit Unit in the LGU





Figures 8.1 and 8.2. Organizational Placement of the IAU in LGUs, 3.2 Reporting Line. 3. Organizing the Internal Audit Unit, IAM for LGUs, 2023 Edition, p. 43

### Organizational Placement of the Internal Audit Unit in the LGU

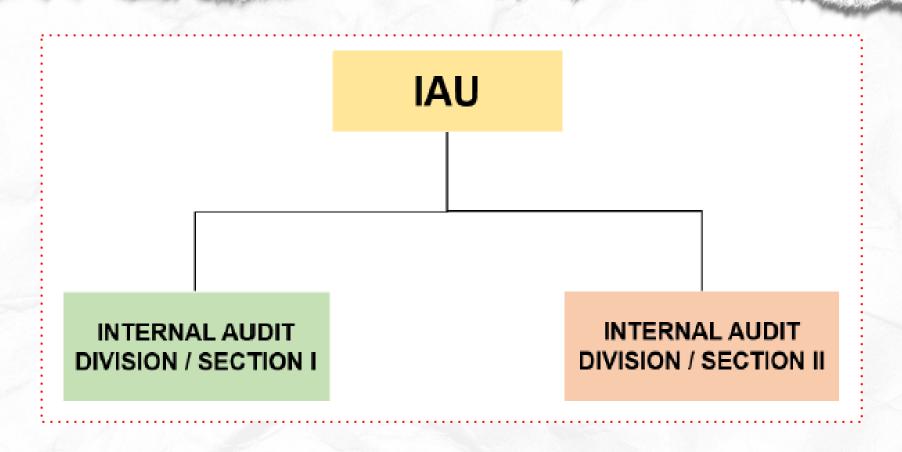


Figure 9. Organizational Chart of the IAU, 3.4 Organizational Structure. 3. Organizing the Internal Audit Unit, IAM for LGUs, 2023 Edition, p. 44

### Nomenclature and Head of the IAU in LGUs

- Provincial Government Internal Audit Department; Provincial Government Department Head/SG-26
- Special City Internal Audit Department; City Government Department Head III/SG-27
- Highly Urbanized City Internal Audit Department; City Government Department Head II/SG-26
- Component City Internal Audit Department; City Government Department Head I/SG-25
- Municipality w/in Metro Manila Internal Audit Department;
   Municipal Government Department Head II/SG-25
- Municipality outside Metro Manila Internal Audit Department;
   Municipal Government Department Head I/SG-24

### Internal Audit Unit Personnel Qualification Standards

Position	Suggested Field/Area		
Internal Auditor I, II, III, IV, and V	<b>Education:</b> Accounting, Public Administration, Information Technology/Computer Science, Criminology, and other disciplines related to the abovementioned, preferably Bachelor's degree in Law		
	<b>Experience:</b> Internal Auditing, Administrative or Criminal Investigation and/or Forensics (e.g., Accounting, Information Technology, and other related disciplines); Management and Supervisory experience		
	<b>Training:</b> Internal Auditing, Administrative or Criminal Investigation, and/or Forensics (e.g., Accounting, Information Technology, and other related disciplines); Management and Supervision Career Service (Professional)		

Source: 3.5.2 Internal Audit Unit Head and Staff Functions and Qualifications. 3.5 Staffing the Internal Audit Unit 3. Organizing the Internal Audit Unit, IAM for LGUs, 2023 Edition, pp. 51-52

#### **Internal Audit Functions**

- Advise the LCE or Presiding Officer of the Sanggunian on all matters relating to management control and operations audit of the Executive or Legislative Branches, respectively
- Conduct management and operations audit, and determine the degree of compliance with their mandate, policies, government regulations, established objectives, systems and procedures/ processes, and contractual obligations

#### **Internal Audit Functions**

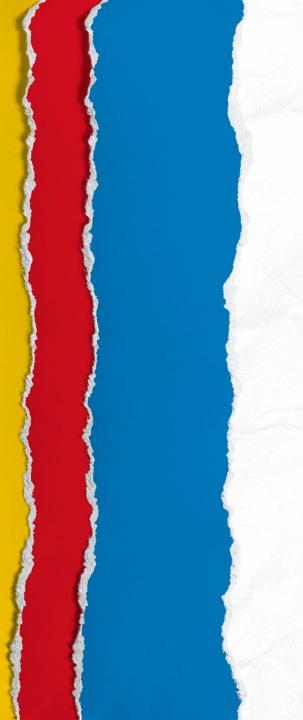
- Review and appraise systems and procedures/processes, organizational structure, assets management practices, financial and management records, reports and performance standards of the agencies/units covered
- Analyze and evaluate control deficiencies and assist top management to solve the problems by recommending realistic courses of action
- Perform such other related duties and responsibilities as may be assigned or delegated by the LCE, or as may be required by

#### **Non-Internal Audit Functions**

- 1. Conduct of internal quality audit as part of the ongoing implementation of the QMS
- 2. Participation in procurement procedures, including membership in the Bids and Awards Committee, its secretariat or technical working group
- 3. Preparation or review of draft policies, guidelines, standards or operating procedures of other offices
- 4. Review and certification of financial reports before approval by the agency head
- 5. Pre-audit of vouchers and counter-signature of checks
- 6. Inspection of deliveries and conduct of physical inventories

#### **Non-Internal Audit Functions**

- 7. Preparation of treasury and bank reconciliation statements
- 8. Development and installation of systems and procedures
- 9. Maintenance of property records
- 10. Consolidation and submission of reports containing agency action plans to provide the status of implementation of external audit findings and recommendations
- 11. Membership in regular management committees and special designations not in line with internal audit functions
- 12. All other activities related to operations and non-internal audit functions.



#### **Appendix B: Suggested Templates**

The templates provided are meant to serve as a guide. These are generic and may be modified or customized by the IAU of any LGU based on its current needs and conditions.

#### Template 1 – Official Communication to the LCE as the IAU Principal on the Conduct of Non-Internal Audit Tasks

[Official LGU Letterhead]

[Date]

#### MEMORANDUM

For : [LCE]

From : [Head of Internal Audit]

Subject : CONDUCT OF NON-INTERNAL AUDIT TASKS

Pursuant to item 1.5, Chapter 1, of the Internal Audit Manual for Local Government Units, 2023 Edition which was issued by the Department of Budget and Management (DBM) through Local Budget Circular No. 2023-\_\_\_, an internal audit unit of a local government should refrain from participating in the operations and processes of another unit as this is in conflict with the post-audit function of the internal audit. Further, the internal audit unit is not responsible for or required to participate in activities that are essentially part of the regular operating functions or the primary responsibility of another unit in the local government.

May we highlight that among the non-internal audit tasks being referred to is/are the [cite here the non-internal audit task(s) being instructed to be undertaken].

Relative thereto and in compliance with said DBM issuance, we are constrained from undertaking the foregoing task(s) being assigned to our office.

The undersigned is ready to further discuss the matter should the local chief executive has further questions or items for clarification on the same.

For consideration and/or further instruction. Thank you.

Head of Internal Audit

Appendix B: Suggested Templates, IAM for LGUs, 2023 Edition, p. 138

### Clarification on the Role of the Accountant in Relation to Internal Audit

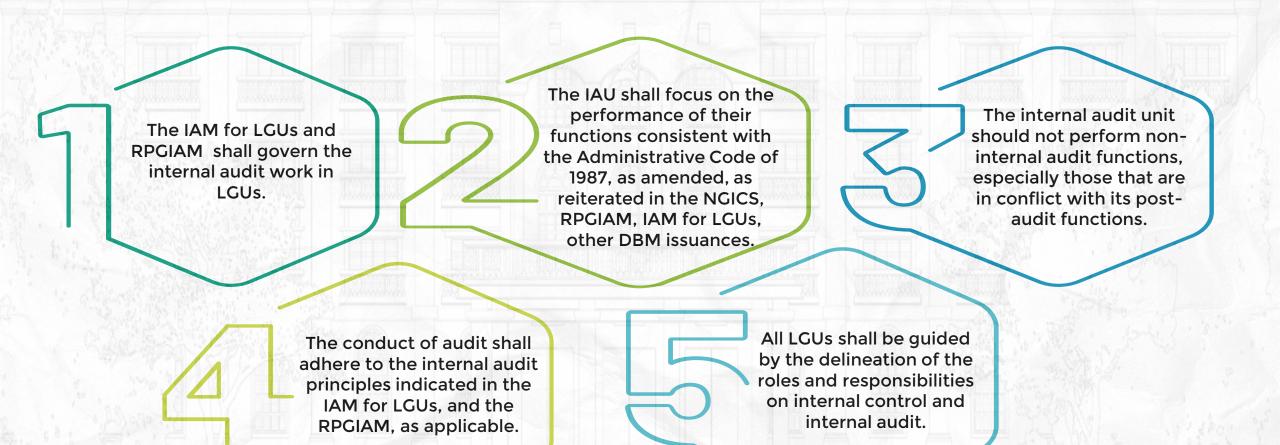
- Section 474(b)(1) of the Local Government Code of 1991 (RA No. 7160), provides that the accountant shall take charge of both the accounting and internal audit services of the LGU concerned, and shall maintain and install an internal audit system in the LGU.
- However, given the post-audit nature of internal audit, this is separate, distinct, and detached from the regular functions of other units within the LGU. Internal audit is separate from, and not under the purview of the Office of the Accountant.

#### **Internal Auditing Principles**

- 1. Hierarchy of applicable internal auditing standards and practice
- 2. Objectivity and impartiality, and avoidance of conflict of interest
- 3. Professional competence
- 4. Authority and confidentiality
- 5. Evidence-based approach
- 6. Code of conduct and ethics

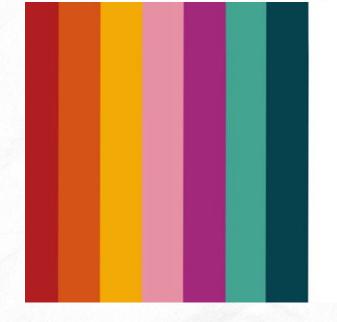


### Guidelines on the Conduct of Internal Audit in LGUs



#### 05

### CHALLENGES IN ESTABLISHING AN INTERNAL AUDIT UNIT



#### **ENHANCED PUBLIC** FINANCIAL MANAGEMENT **ASSESSMENT TOOL FOR** LOCAL GOVERNMENT UNITS

(ePFMAT for LGUs)



#### PFM Pillar No. 1

Policy - based **Budgeting** 



#### PFM Pillar No. 2

Comprehensiveness and Transparency



#### PFM Pillar No. 3

Credibility of the Budget



Predictability & Control in Budget

Execution



#### PFM Pillar No. 5

Accounting, Recording, and Reporting



#### PFM Pillar No. 6

Internal and **External Audit** 



#### PFM Pillar No. 7

Citizens' Participation in the Budget Process

#### ePFMAT Score for LGUs in FY 2022\*

PILLAR	ASSESSMENT SCORE				
	MUNICIPALITY	CITY	PROVINCE	Average	
PFM Pillar No. 1	2.030	2.419	2.617	2.355	
PFM Pillar No. 2	2.925	3.194	3.810	3.310	
PFM Pillar No. 3	2.589	2.678	3.123	2.797	
PFM Pillar No. 4	1.971	2.336	2.629	2.312	
PFM Pillar No. 5	2.570	2.690	3.435	2.898	
PFM Pillar No. 6	1.219	1.697	1.757	1.558	
PFM Pillar No. 7	2.918	3.123	3.715	3.252	

<sup>\*</sup>The results presented cover only the LGUs that have used and administered the tool, considering that the ePFMAT is only optional for LGUs.

#### **CHALLENGES IN ESTABLISHING AN**



#### INTERNAL AUDIT UNIT



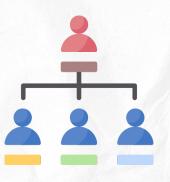
**PS Limitation** 







Lack of support from local officials



Lim ited manpower



Technical knowledge



Lack of information on, and unclear guidelines



Orientation and training

#### 06

### VALUE OF HAVING AN OPERATIONAL INTERNAL AUDIT FUNCTION

#### VALUE OF HAVING AN OPERATIONAL INTERNAL AUDIT



#### **FUNCTION IN THE GOVERNMENT**



Stronger internal control system

2



Bolstering mechanisms for accountability

3



Instills public confidence

4



Provide valuable insights for process improvement and performance enhancement

5



Third line of defense in the agency



As a component of the internal control system, internal audit ensures that good governance is at the heart or center of all agencies in the bureaucracy.



#### AMENAH F. PANGANDAMAN DBM Secretary

# ENHANCEMENTS AND NEW FEATURES OF THE BOM for LGUs, 2023 EDITION

# FUNDAMENTAL PRINCIPLES GOVERNING LOCAL TAXATION AND FISCAL MATTERS

- Legal bases
   Sections 130, 132, 133, and 305 of the Local Government Code of 1991 (RA No. 7160)
- Serves as the foundation of the budgetary framework and whole Manual
- Included for guidance and easy reference

# INTRODUCTION OF CASH BUDGETING SYSTEM

- To better address the slow pace of implementation of development projects, LGUs may consider adopting Cash Budgeting System (CBS) to expedite the implementation of programs or projects.
- Presents the fundamental principles of CBS, comparison between obligation-based budgeting and CBS, and the benefits of adopting CBS

#### CASH BUDGETING SYSTEM

- As a general rule, unexpended balances of appropriations shall lapse at the end of the fiscal year pursuant to Sections 322 and 328 of the LGC.
- For CO appropriations, the same shall remain valid in the ensuing fiscal years until fully spent, reverted or the project is completed.
- The LCE and/or local sanggunian may provide for the adoption of the CBS in the General Provision of the AO authorizing the annual budget.

#### BENEFITS OF ADOPTING CBS

- Include only implementation-ready projects in their local budgets.
- LGUs will only need to focus on implementing the current year's budget.
- Immediate provision of intended public services.
- Transactions with contractors and suppliers will be smoother, more transparent, and faster.
- LGUs' administrative load and accounting for the use of funds will substantially decrease and be simplified.
- Non-compliance by contractors and suppliers are likely lessened.

## ENHANCEMENT OF DISCUSSION ON THE BUDGET PREPARATION PHASE

- Detailed discussion on the preparation of the Local Expenditure
   Program
- Removal of submission of the supporting documents for the Annual Investment Program
- Transfer of discussion on the changes in the annual budget through supplemental budgets
- Updating of Local Budget Preparation Form Nos. 1 and 2

# ENHANCEMENT OF DISCUSSION ON THE BUDGET AUTHORIZATION PHASE

- Updating of various Supreme Court Rulings relative to the voting requirement to enact an Appropriation Ordinance
  - ✓ Municipality of Corella vs. Philkonstrak, G.R. No. 218663
  - ✓ Verceles, Jr. vs. Commission on Audit, G.R. No. 211553
- Updating of Local Budget Authorization Form Nos. 1A and 1B

# ENHANCEMENT OF LOCAL BUDGET REVIEW FORM NO. 2

- The expanded form of the Summary of Findings and Recommended Review Actions (LBR Form No. 2) includes budgetary requirements, general limitations, budget requirements by attribution, compliance with other applicable laws, rules, and regulations, and review of Annual Operating Budget of LEE/s.
- To have a uniform format that the reviewing authority may use in the budget review

# ENHANCEMENT OF DISCUSSION ON THE BUDGET EXECUTION PHASE

- Discussion on the use of savings and augmentation, including the difference between the use of savings through supplemental budget (Section 321 of the LGC) and use of savings and augmentation (Section 336 of the LGC)
- Transfer of the discussion on the Reenacted Budget (Preparation and Limitations)
- Updating of Local Budget Execution Forms



# UPDATES ON COMPENSATION-RELATED POLICIES AND GUIDELINES

#### UNIFORM/CLOTHING ALLOWANCE

Section 58 of the General Provisions of the FY 2024 General Appropriations Act

# Php 7,000.00

for the payment of uniform or clothing allowance to each qualified government employee, subject to BC No. 2024-1 dated April 4, 2024.

#### UNIFORM/CLOTHING ALLOWANCE

Section 58 of the General Provisions of the FY 2024 General Appropriations Act

BC No. 2024-1 – Updated Rules and Regulations on the Grant of U/CA:

- a. Indicate new rate of allowance
- b. Updated policies on the grant of U/CA, particularly on the service requirement for entitlement to U/CA; and
- c. Provide illustrative examples.

# REPRESENTATION AND TRANSPORTATION ALLOWANCE

Section 64 of the General Provisions of the FY 2024 General Appropriations Act and Local Budget Circular No. 157 dated May 3, 2024

Officials/Employees	Monthly RA or TA (in Pesos)	
Officials/Employees	FROM	ТО
Department Secretaries and those of equivalent ranks	P14,000	P15,500
Department Undersecretaries and those of equivalent ranks	P11,000	P12,500
Department Assistant Secretaries and those of equivalent ranks	P10,000	P11,500
Bureau Directors, Department Regional Directors, and those of equivalent ranks	P9,000	P10,000
Assistant Bureau Directors, Department Assistant Regional Directors, Bureau Regional Directors, Department Service Directors, and those of equivalent ranks	P8,500	P9,500
Assistant Bureau Regional Directors and those of equivalent ranks	P7,500	P8,500
Chief of Division identified as such in the Personal Services Itemization and Plantilla of Personnel and those of equivalent ranks	P5,000	P6,000

# COMPENSATION ADJUSTMENT OF GOVERNMENT PERSONNEL



A new round of compensation and benefits survey is currently being commissioned to serve as basis for any compensation adjustments for the government sector beginning FY 2024.

# COMPENSATION ADJUSTMENT OF GOVERNMENT PERSONNEL



The DBM and GCG are currently collaborating to engage a consulting firm to conduct a Compensation and Benefits Study in the Public Sector.

# COMPENSATION ADJUSTMENT OF GOVERNMENT PERSONNEL

The following compensation policies shall continue to be the governing principles for the study:

- a. All government personnel shall be paid just and equitable compensation;
- b. Differences in pay shall be based upon substantive differences in duties and responsibilities and the qualification requirements of positions;
- c. The compensation for all civilian government personnel shall generally be comparable with those of the private sector doing comparable work;
- d. A performance-based incentive scheme shall be established; and
- e. The compensation scheme shall consider the financial capability of the government.



# OTHER UPDATES ON PUBLIC FINANCIAL MANAGEMENT POLICIES FOR LOCAL GOVERNMENT UNITS

## PROGRAM ALLOCATION FOR NTA (FYs 2019-2024)



FY	Total NTA
2019	575,520,580,000.00
2020	648,921,246,000.00
2021	695,492,749,000.00
2022	959,041,250,000.00
2023	820,268,928,000.00
2024	871,375,199,000.00
2025	1,034,604,869,000.00

- Reduction in level of NTA shares of LGUs for FY 2023 by 14.47% or Php 138.77 billion compared to the FY 2022 level due to lower tax collections in 2020 as a result of the COVID-19 pandemic. However, the NTA shares for FY 2024 picks up by 6.23%, equivalent to Php 51.11 billion, from the previous year.
- ❖ For FY 2025, the NTA shares of LGUs will be Php 1.034 trillion, which is Php163.23 or 18.73% higher than the FY 2024 level.

Source: DBM

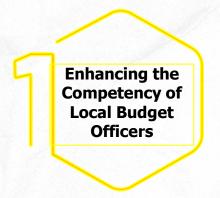


## Strategies in the Enhancement of the Competency of LBOs

Development of the Competency Framework for LBOs

Development of the Competency Assessment Tool for LBOs

Providing Capacity Development for LBOs by Capacitating the Regional Focal Persons





## Development of the Competency Framework for LBOs

**Competency Characteristics** 

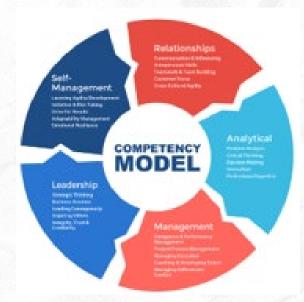
Competency Clusters

Competency Dictionary

- Knowledge
- Skills
- Attitudes
- Behaviors

- Core
  - Competency
- Technical Competency

- Definition
- Proficiency
  - Levels and Descriptors
- Assessment Criteria



Components of the Competency Framework for LBOs



## Development of the Competency Assessment Tool for LBOs

☐ Pilot-tested to three (3) LGUs☐ Rolled out to 91 LGUs nationwide☐ Preparation of the narrative report





#### Electronic Competency Assessment Tool for LBOs



### SELF-ASSESSMENT SURVEY INSTRUMENT FOR LOCAL BUDGET OFFICE

Thank you for participating in this survey.

This is a short survey that generally aims to know the actual competency level of Local Budget Officers. Please answer as honestly as possible.

Rest assured that your information will only be processed by the Department of Budget and Management (DBM) and the Asian Development Bank (ADB), and that all answers will be kept confidential in accordance with the Data Privacy Act of 2012 [Republic Act (RA) No. 10173].

\* Required

- a self-assessment instrument covering the Core Competencies and the Technical or Functional Competencies
- used in identifying the areas for capacity building for the LBOs



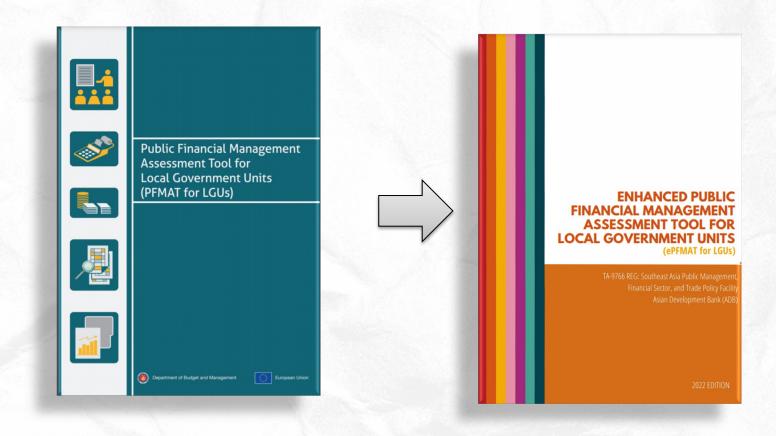
### Providing Capacity Development for LBOs by Capacitating the Regional Focal Persons

- □ Training of Trainers on the Preparation of Training Modules
- □ Conduct of CapDev Trainings for LBOs
- □ Seminar-Workshop on the Preparation of Case Studies
- □ Seminar-Workshop on Using the Case Method of Teaching
- Preparation of a Case Book in Local Government Budgeting





## ENHANCEMENT OF PUBLIC FINANCIAL MANAGEMENT ASSESSMENT TOOL (PFMAT)



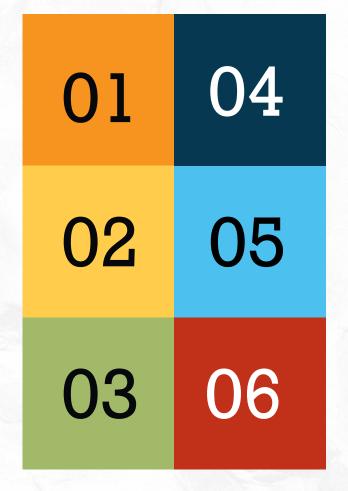


## MAJOR CHANGES IN THE ENHANCED PFMAT FOR LGUs

Focused on the seven (7) pillars and orderly PFM system

Used the immediately preceding year's data

Synchronization of indicators and sub-indicators



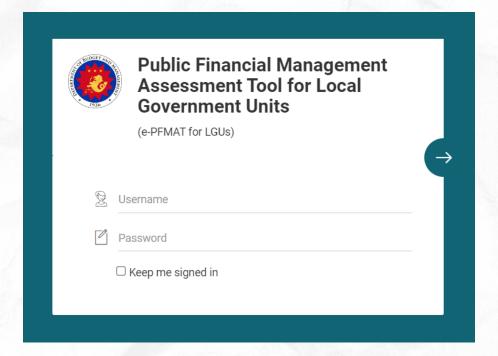
Used 18 indicators and 27 sub-indicators to measure the performance of each pillar of PFM

Scoring matrix and data tables were modified

Inclusion of guide for interpretation and analysis of scores



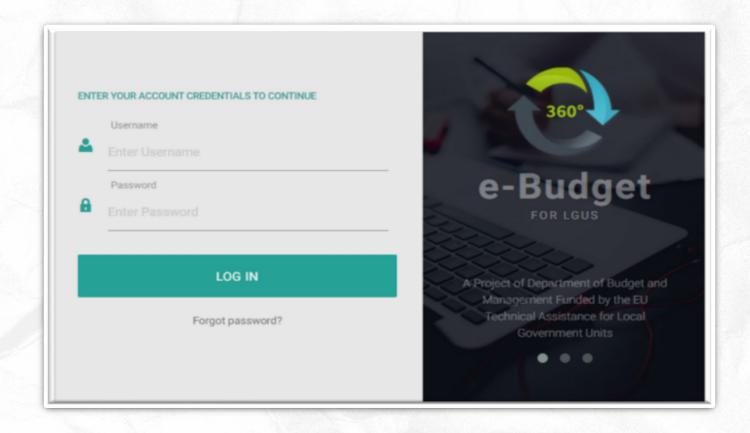
#### **ELECTRONIC PFMAT (ePFMAT) FOR LGUs**



Fully web-based electronic self-assessment instrument designed to automate the assessment of LGUs' PFM system following the procedures outlined in the enhanced PFMAT Manual.

## UPGRADING THE eBUDGET SYSTEM FOR LGUs





## Guidelines on PS Limitation and Waived PS Items Pursuant to Section 95 of the General Provisions of the FY 2024 GAA, RA No. 11975

#### **LEGAL BASES**

Section 325 (a) and 331 (b) of the Local Government Code of 1991 (RA No. 7160) Section 95 of the General Provisions of the FY 2024 GAA, RA No. 11975

#### **WAIVED PERSONAL SERVICES ITEMS**

Absorb the cost of hospital services transferred from provinces to newly-created cities

Pay the Collective Negotiation Agreement incentives of their employees

Pay the Retirement and Terminal Leave Benefits, including the monetization of Leave Credits of their employees

Pay the minimum Year-End Bonus of the Punong Barangay and other mandatory barangay officials, and their Cash Gifts Pay the salaries and benefits of health/medical personnel that may be hired to perform functions related to emergency situations

Pay the special benefits that may be authorized to be granted to LGU personnel during emergency situations

Pay the salary differentials of LGU-hired Public Health Workers to fully implement the provisions of RA No. 7305

Pay the salaries and other benefits of additional personnel that may be hired by the LGUs to implement the devolved basic services and functions





#### THANK YOU!

For questions and/or concerns, you may email the

Systems and Productivity Improvement Bureau

at <a href="mailto:dbm-spib@dbm.gov.ph">dbm-spib@dbm.gov.ph</a>

(02) 8657-3300 loc. 1220

Department of Budget and Management

General Solano Street, San Miguel, Malacañang, Manila