

INTOSAI-DONOR COOPERATION

FINAL REPORT PHASE 2 (2013-15)

PERFORMANCE AND FINANCIAL REPORT 2015



INTOSAI-DONOR SECRETARIAT

10 August 2016

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ACRONYMS

ADA	Austrian Development Agency
CBC	Capacity Building Committee
Cooperation	INTOSAI-Donor Cooperation
Database	SAI Capacity Development database
DFID	Department for International Development (UK)
EITI	Extractive Industries Transparency Initiative
GCP	Global Call for Proposals
GNI	Gross National Income
IDI	INTOSAI Development Initiative
ISSAIs	International Standards of Supreme Audit Institutions
INTOSAI	International Organization of Supreme Audit Institutions
LDC	Least Developed Countries
LI	Low Income Countries
LMI	Lower Middle Income Countries
MFA	Ministère des Affaires Etrangères et du Développement International (France)
MoU	INTOSAI-Donor Memorandum of Understanding
NORAD	Norwegian Agency for Development Cooperation
OAGN	Office of the Auditor General of Norway
OLI	Other Low Income Countries
PD	Program Document
PEFA	Public Expenditure and Financial Accountability
PMF	Performance Measurement Framework
ToRs	Terms of Reference
SAI	Supreme Audit Institution
SAI CDF	SAI Capacity Development Fund
SC	INTOSAI-Donor Steering Committee
SECO	State Secretariat for Economic Affairs (Switzerland)
Secretariat	INTOSAI-Donor Secretariat
UMI	Upper Middle Income Countries
WB	The World Bank
WGVBS	Working Group on the Value and Benefits of SAIs

Executive Summary

Phase 2 of the INTOSAI-Donor Cooperation (the Cooperation) ran from 2013 to 2015. This report summarises the performance and financial position of the INTOSAI-Donor Cooperation against the Program Document 2013-15, logframe and 2015 work plan, to meet the contractual requirements of the funding donors.

SAI Performance in Developing Countries Has Improved

The purpose of the Cooperation is to improve the performance of SAIs in developing countries. Data shows SAI performance is improving, on most indicators and in most income groups. Global SAI performance data shows significant improvements in external audit systems from 2010 to 2014 (using PEFA PI-26 scores for repeat assessments) on all three PEFA dimensions and in all income groups.

Comparing the 2014 global survey to the 2010 INTOSAI stock taking shows upper-middle income countries increasingly issuing their annual audit reports within legal timeframes, but a decline in low income countries. And data from published PEFA assessments (PEFA PI-10 criteria iv) shows increases in the timely publication of annual audit reports in low and lower-middle income countries, though no change in upper-middle income countries, where the figure is already high.

External Evaluation of the INTOSAI-Donor Cooperation

As planned in the Program Document, an external evaluation of the Cooperation was completed in 2015 and discussed at the 8th SC meeting in October 2015. As the period since the start of the Cooperation was less than five years at the time of the evaluation, the focus of the evaluation was on learning.

The evaluation concluded that the Cooperation remains relevant, as SAIs in developing countries have an important role to play and their capacities need further enhancement. While it is still too early for firm conclusions regarding the overall effectiveness of the Cooperation, there is evidence of positive changes in behavior both among SAIs and donors; there is more demand-driven support based on strategic plans, better coordination among donors, and better use of peer-to-peer support. However, there is also room for improvement: donors can better coordinate their support and policy dialogue and improve their internal communications, and SAIs can pay more attention to complementarity of support and better linking of various types of support. Furthermore, the evaluation found that while some of the Cooperation's activities, like the SAI PMF, were effective and successful, others, like the Global Call for Proposals and the SAI Capacity Development Database, faced certain implementation challenges.

The SC welcomed the evaluation report as a strategic input into the future direction and strengthening of the Cooperation and broadly supported the report's conclusions and recommendations. It confirmed the importance of the pillars of the 2013-2015 Cooperation Program Document and the major activities supported by the Cooperation: the SAI Performance Measurement Framework (PMF), the Global Call for Proposals, the SAI Capacity Development Fund, and the SAI Capacity Development Database.

Scaled-up and More Effective Support for SAI Capacity Development

The Cooperation seeks to improve SAI performance through scaling-up and increasing the effectiveness of support to SAIs. The average annual value¹ of support for SAI capacity development increased from US \$54 million in 2012 to \$68 million in 2015, and the SAI Capacity Development Fund has been established, with grant awards in the size of \$2.6 million made. One Global Call for Proposals has been run in the program period, with around 50 % of the proposals being matched with donor funding.

The Cooperation has prioritised development of SAI-led strategies and development action plans since 2010, and now almost all SAIs have these in place: in low income countries, the percentage of SAIs with strategic plans improved from 63% to 90%. The 2014 Global Survey reports that in over 90% of countries, all support is aligned with the SAI's strategic plan. However, coordination of support remains a challenge, as evidenced through the Global Survey and the evaluation. The Global Call exercise, combined with workshops for SAIs, have also contributed to SAIs increasingly playing an active role in articulating their own needs and priorities on the basis of their strategic plans.

Furthermore, the Cooperation has provided crucial support to the SAI Performance Measurement Framework (SAI PMF) through its financing of the Secretariat (being the coordinator of the SAI PMF Task Team), and through the support for assessments globally. Since its inception in 2011, the SAI PMF is now increasingly being recognized as the single performance measurement framework for SAIs. Over 800 people in all INTOSAI regions have been trained on the use of the framework, and over 30 SAIs have completed assessments to at least draft report stage. SAI PMF is likely to be endorsed at INCOSAI in 2016.

The Cooperation has also contributed to capturing and sharing of knowledge on SAI capacity development, most notably through the Global Survey on SAI performance, capacities and needs from 2014, and the learning event for development agency staff 'Working with SAIs'.

Delivery of the 2015 Work Program

The 2015 work program gave high priority to the following tasks, which were delivered by the Secretariat and others. Theme 1: Cooperation management, including hosting the 8th SC meeting, bi-monthly SC leadership teleconferences, and communication activities. The program document for phase 3 of the Cooperation, and the securing of funding for that period was completed with a certain delay. Theme 2: funding mechanisms and project identification, under which the SAI Capacity Development Fund made grant awards, and the matching of proposals from the 2013 Global Call for Proposals continued, with around 50% of the proposals being matched by the end of 2015. It was decided by the SC to postpone the 2015 Global Call until an SC working group had developed the concept further. Theme 3: SAI PMF, in which the pilot phase was completed, global consultations were run, and revision of the pilot version progressed. The target of 20 pilot assessments was reached, supported by a global network of SAI PMF assessors passing 800 members. Theme 4: the Secretariat continued to ensure the SAI Capacity

¹ Three year moving average, based on analysis from the SAI Capacity Development Database

Development Database was kept up to date to make it an effective tool for better coordination. And theme 7: the evaluation of the INTOSAI-Donor Cooperation was completed.

1. Introduction

1.1 Report Purpose

Phase two of the INTOSAI-Donor Cooperation ran from 2013 to 2015. Austria, France, Ireland, Norway, Switzerland and the UK have provided core funding to support phase two, through grants to the INTOSAI-Donor Secretariat within the IDI. In addition, Australia, Switzerland and the World Bank have provided earmarked funds for certain activities under the Cooperation, and the SAIs of Norway and Brazil have provided staff as in-kind support.

The purpose of this report is to fulfil the reporting requirements set down in the Program Contract², through reporting on performance, results, and the use of funds in the whole program period, as well as for 2015.

1.2 INTOSAI-Donor Cooperation Background

Recognizing the importance of well functioning, multidisciplinary and independent SAIs, and that support to SAIs from both the INTOSAI and Donor communities could be more effective, the International Organization of Supreme Audit Institutions (INTOSAI) and 15 Donors signed a landmark Memorandum of Understanding (MOU) to augment and strengthen support to SAIs in developing countries in 2009. Since then, a further eight donor organizations have signed the MoU. Phase one of the Cooperation ran from June 2010 to December 2012. At the fifth INTOSAI-Donor Steering Committee meeting in London in October 2012, the SC agreed a Program Document (PD) for phase 2 (2013-15), which set the strategic direction, governance arrangements and overall work program for the Cooperation in that period. The PD identified the following seven broad themes for the work of the Cooperation in phase two:

- Theme 1:** INTOSAI-Donor Cooperation Management
- Theme 2:** Funding Mechanisms and Project Identification
- Theme 3:** SAI Performance Measurement Framework (SAI PMF)
- Theme 4:** Knowledge Centre on Support to SAIs
- Theme 5:** Strengthening the Supply of Support to SAIs
- Theme 6:** Research and Evidence on SAIs
- Theme 7:** Monitoring, Evaluation and Lesson Learning

1.3 Results Framework and Logframe for Reporting

The PD includes a results framework for the Cooperation, to enable specification of measurable indicators at appropriate levels of the results chain. I.e. indicators of the performance of SAIs, being the ultimate target group for the Cooperation, as well as measures of performance relevant to the Cooperation's efforts to scale up and enhance the effectiveness of support to SAIs. This is designed to

² And other relevant grant agreements – see section 1.4

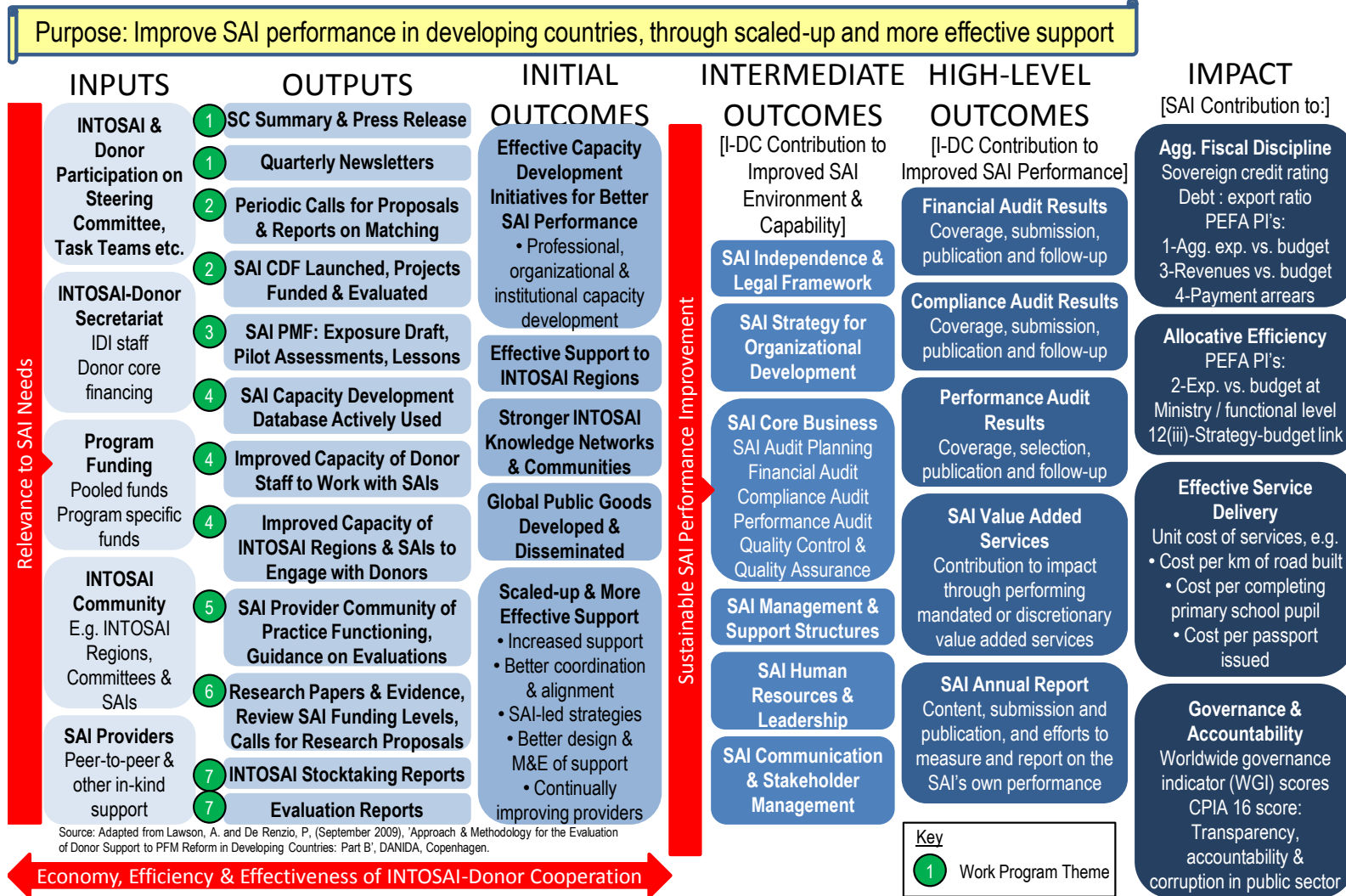
facilitate more meaningful progress monitoring, as well as future evaluations and lesson learning. The diagram below shows the results framework for the Cooperation for the period 2013-2015. It defines the results chain as: **inputs-activities-outputs-initial outcomes-intermediate outcomes-final outcomes**, and SAI contribution towards impact. It recognizes the wider environment in which the Cooperation operates.

It is important to explicitly recognize the difference between initial outcomes on the one hand and intermediate and final outcomes on the other hand. Initial outcomes are closely attributable to the activities of the Cooperation (e.g. scaling up support for SAI capacity development) and are useful for evaluating program economy, efficiency and effectiveness. Intermediate and final outcomes are influenced by many factors beyond the activities of the program (e.g. level of audit coverage, and timeliness of submission and publication of audit reports) and are useful for monitoring and evaluating performance improvement at the level of the SAI. One should also recognize that development of global public goods (e.g. new manuals, guidance and training) as well as strengthening global and regional support mechanisms, are an efficient way of contributing to strengthening the performance of SAIs around the world, but are not an end to themselves.

To enable monitoring and evaluation of the Cooperation, including its relevance and contribution to sustainable performance improvements in SAIs, an INTOSAI-Donor Cooperation logframe was included as part of the PD for 2013-2015. This defines indicators, baselines, milestones and targets at the following levels of the results framework: high level outcomes, initial outcomes, and outputs. This logframe is included as Annex A, updated to show actual achievement against milestones as at 31 December 2015³. Baselines are drawn from relevant sources, including the 2010 Stocktaking report, relevant PEFA data, and reports from phase 1 of the Cooperation.

³ Milestone dates for outputs are annual, the first milestone date being 31 December 2013. Milestone dates for initial outcomes and high-level outcomes are every second year, the first being 31 December 2014, and the second being 31 December 2016.

INTOSAI-Donor Cooperation Results Framework



Note: 'Work Program Theme' relates to the seven themes agreed in the 2013-15 program document.

1.4 Financial and Other Support for the INTOSAI-Donor Cooperation (Phase 2)

IDI, as host of the Secretariat, entered into a Program Contract regarding funding for the INTOSAI-Donor Cooperation 2013-15, with the Austrian Development Agency (ADA) and Ministry of Foreign Affairs and Trade, Ireland, in December 2012. During 2013, the Norwegian Agency for Development Cooperation (NORAD) and the State Secretariat for Economic Affairs (SECO) (Switzerland) each signed an Addendum to the Program Contract. The Program Contract contains, as Annex 1, an agreed program summary consistent with the PD. In November 2013, the Department for International Development (DFID) (UK) expanded an existing accountable grant arrangement⁴ to include a component to support the Cooperation, to which the PD is an annex⁵. In November 2014, the French Ministère des Affaires Étrangères et du Développement International (MFA France) signed a subvention granting the INTOSAI-Donor Cooperation €100 000 core support for 2015. From 1st January 2015, the funding from Norway switched from NORAD funding to direct Parliamentary funding. This is provided as a core grant to IDI, with no earmarking between the INTOSAI-Donor Cooperation and other IDI activities.

In addition to the core funding provided to the Secretariat, partners have also provided funding for certain activities under separate, additional contracts. The World Bank has provided support to theme 3 (SAI PMF) as part of its ISSAI Implementation Initiative grant, which was covered by separate reporting arrangements. A further grant was provided in 2014 to cover reimbursable costs of a SAI PMF training course delivered at the country level in Haiti. SECO provided funding for a SAI PMF assessment in Burkina Faso⁶, and the Department for Foreign Affairs and Trade Australia provided funding for SAI PMF assessments in the PASAI region. USAID funded the delivery of the course “Working with SAIs” on a cost-recovery basis.

The Office of the Auditor General of Norway (OAGN) provides a rolling secondee under an informal arrangement, which from 2016 changed from 12 months to 18 months. Since 2014 SAI Brazil (TCU) has provided one staff member on a half-time basis under a memorandum of understanding between IDI and the TCU. There are no formal reporting requirements under these arrangements.

Other in-kind support (e.g. translations, hosting workshops, providing facilitators, participating in task teams) was received during 2013-2015 from the SAIs of: Benin, Bhutan, Brazil, Canada, Cameroon, Chad, Chile, Cook Islands, Costa Rica, Cyprus, Dominican Republic, El Salvador, Fiji, France, Germany, Ghana, India, Iraq, Mexico, Morocco, Nepal, the Netherlands, Norway, Palestine, Paraguay, Peru, Poland,

⁴ Accountable Grant Arrangement for International Capacity Building for Supreme Audit Institutions, which also provided support to the INTOSAI Capacity Building Committee through the IDI

⁵ The contractual agreements between IDI and DFID were therefore determined by the existing grant agreement which may differ from the Program Contract signed with the other donors. To resolve this, a new Annex 6 was added to the PD, to include extracts from the Program Contract, in order to align Planning, Budgeting, Reporting and Evaluation requirements.

⁶ SECO has also provided funding to the SAI Capacity Development Fund, which was established after an initiative of the Cooperation, but is administered by the World Bank.

Portugal, Russia, Saudi Arabia, Slovak Republic, South Africa, Sweden, Tanzania, Tunisia, Turkey, UK and USA; from the INTOSAI regional bodies AFROSAI-E, ARABOSAI, CREFIAF, EUROSAI, PASAI and OLACEFS; and from USAID, the Inter-American Development Bank, the World Bank and the Canadian Comprehensive Audit Foundation.

The Program Contract stipulates that there will be an Annual Donor Meeting in order to discuss the progress of the program and the cooperation between the funding Donors. Wherever possible, the Annual Donor Meeting should be organized together with the regular SC Meetings. The 2015 Annual meeting was held on 7th October 2015, in connection with the 8th SC meeting in Brasilia, and attended by France, IDI, Irish Aid, SECO and DFID⁷.

Section 6 of the Program Contract outlines the reporting requirements, consisting of an annual narrative report, accompanied by IDI's audited financial statements, IDI's ordinary annual financial audit report and any management letters provided by the auditor. These documents are to be submitted to the Donors by 31 May each year.

Paragraph 6.3.2 states that the narrative report shall include the following:

- An assessment of the progress of the implementation of the programme, including achieved results (output and outcome), compared to the Agreed Programme Summary,
- an explanation of major deviations from the plan (if applicable),
- an assessment of the management of internal or external risks to the Project that may affect the success of the Project,
- an assessment of the need for adjustments to agreed plans, including actions for risk mitigation,
- a brief summary of the use of funds compared to budget.

Paragraph 6.5 states that the final report for the entire support period shall include the following:

- A description of achieved results (outputs and outcome, impact if possible), and an assessment of the extent to which the objectives have been achieved,
- An assessment of the management of internal and or external risks to the Project that may have affected the success of the Project,
- An explanation of major deviations from the plan (if applicable),
- An assessment of the sustainability of the Project,
- A summary of main "lessons learned",
- A brief summary of the use of funds compared to budget.

The following constitutes the final report for the entire support period, as well as the performance and financial report for 2015. There are five annexes to the report, namely: Annex A: INTOSAI-Donor Cooperation Logframe, as at 31 December, 2015; Annex B: Financial Statements IDI 2015 (signed by IDI Board); Annex C: Financial Statements – Notes 2015 (English Translation); Annex D: Auditor's Report

⁷ ADA (Austria) sent their apologies.

2015 (English Translation & Signed Norwegian Original); and Annex E: INTOSAI-Donor Cooperation Work Plan 2015.

1.5 INTOSAI-Donor Cooperation Governance Arrangements and Secretariat Staffing

The MoU establishes the governance structure of the Cooperation, consisting of the SC as the decision making body, assisted by the Secretariat that provides administrative support. The inaugural SC Meeting in 2010 decided to locate the Secretariat as an integral part of the INTOSAI Development Initiative (IDI) in Oslo, Norway. The full governance arrangements for the INTOSAI-Donor Cooperation are articulated in the PD. The following summarises the functioning of the main governance bodies during 2015.

Steering Committee

The SC held its 8th meeting on 6-7th October 2015 in Brasilia, hosted by the Brazilian SAI. The meeting reviewed progress against the 2015 work program, discussed the findings of the external evaluation of the INTOSAI-Donor Cooperation, and established a number of working groups under the SC to take forward the further development of key activities during 2016. The key summary points from the meeting are available at <http://www.idi.no/Artikkel.aspx?AId=1276&back=1&MIId1=44>.

Steering Committee Leadership

The SC leadership comprises the INTOSAI and Donor chairs and vice chairs of the SC, supported by the Secretariat. It provides strategic direction and interim decision making on behalf of the SC between SC meetings. During 2015 it met by teleconference six times, approximately every second month except when there was a full SC meeting (February, April, June, September, November and December). Summaries of the SC leadership teleconferences were shared with the IDI Board and donors to the Secretariat, as per the agreed governance arrangements. Following a decision by the SC leadership, the chair and vice chair of the INTOSAI Capacity Building Committee started participating as observers to the teleconferences from 2016.

INTOSAI-Donor Secretariat

The Secretariat is a department within IDI, whose financial activities are separately identifiable within IDI's financial statements, in order to meet donor requirements in the Program Contract. During 2015 the Secretariat was staffed as follows:

Position	No. Months	No. FTE	Title	Comments
1	12	1	Deputy Director General & Head of the INTOSAI-Donor Secretariat	Salary costs covered by the INTOSAI-Donor Secretariat budget.

Position	No. Months	No. FTE	Title	Comments
1	2 ⁸	0.17	Advisor (International)	Salary costs covered by the INTOSAI-Donor Secretariat budget.
1	10 (March-Dec)	0.83	Deputy Head of the INTOSAI-Donor Secretariat (Norwegian)	Salary costs covered by the INTOSAI-Donor Secretariat budget.
1	12	1	Advisor (Norwegian)	Salary costs covered by the INTOSAI-Donor Secretariat budget.
1	12	1	Program Coordinator	Salary costs covered by the INTOSAI-Donor Secretariat budget.
1	12	1	Advisor (OAGN secondee)	Salary costs covered by the Office of the Auditor General of Norway.
TOTAL		5		

Over the year, the average staffing level was 4 technical staff and one program coordinator, against a plan of 4.8 technical staff and one coordinator. Of this, all positions were financed from the Secretariat's budget except one, which was funded by the Office of the Auditor General of Norway, on a rolling one year secondment (from 2016 onwards, this has changed to an 18 month rolling secondment). A regional employee in OLACEFS (based in Brazil) was added to the staff for one year from August 2015, to meet the demand for support to SAI PMF activities in that region and provide additional staff following the medical leave and resignation of on staff member. The costs of this are shown directly against SAI PMF. In addition, under an MoU, TCU Brazil continued to provide a pool of staff for support to SAI PMF, mainly but not exclusively in OLACEFS, equivalent to 0.5 FTE. This is excluded from the above analysis. Furthermore, the Secretariat benefits from the support services provided by IDI's administration department, and pays a fair share of the costs of IDI's administration and overheads⁹.

Overall, the staffing situation was stronger and more stable during 2015 than it was in the two previous years. The Head of the Secretariat, two of the technical staff and the programme coordinator remained in their positions throughout the year, and one technical staff returned from a secondment with the World Bank. There was however also medical absence, and one staff member left during the year, partly replaced by a new regional employee. To prepare for periods of parental leave of the Head of the Secretariat during 2016, a new position as Deputy Head of the Secretariat was created, and it was filled by one of the existing advisors through a competitive process.

Over the whole program period, the staffing levels have been as follows (including technical and administrative staff):

⁸ Estimate: graduated medical leave around 50% during April-July

⁹ During 2015, 19% of IDI's support staff costs and IT costs were charged to the Secretariat, reflecting the ratio of Secretariat staff to IDI program staff. Also, 23% of IDI's pension costs, Oslo rent and Oslo operating costs were charged to the Secretariat, reflecting the ratio of Oslo based Secretariat staff to Oslo based IDI program staff.

Year	No. FTE (planned)	No. FTE (actual)	Comments
2013	4.5	4.5	3.5 FTEs covered by the Secretariat's budget, 1 FTE covered by OAG Norway.
2014	5	4.5	4 FTEs covered by the Secretariat's budget, 1 FTE covered by OAG Norway. Lower staffing levels than planned due to parental leave and medical absence.
2015	5.8	5	4 FTEs covered by the Secretariat's budget, 1 FTE covered by OAG Norway. Lower staffing levels than planned due to medical absence and a resignation.
TOTAL	15.3	14	

In all of the years, OAG Norway provided and covered the costs of one secondee, and TCU Brazil provided and covered the costs for a pool of staff equivalent to 0.5 FTEs.

2. INTOSAI-Donor Cooperation Performance Report, 2013-2015

2.1 Levels of Results Reporting

The INTOSAI-Donor Cooperation exists to achieve the objectives of the MoU between the INTOSAI and the donor communities, namely to improve the performance of SAIs in developing countries, through scaled-up and more effective support provided by the INTOSAI and donor communities. Carrying out this work will help towards the goal of making the lives of citizens better in all developing countries through improving Public Financial Management, strengthening fiscal accountability and transparency, contributing to better public sector governance, and tackling corruption.

It is the responsibility of SAIs in developing countries to continuously improve their performance. The Cooperation contributes to and facilitates these efforts. Even though SAI performance may not be solely and directly attributable to the work of the Cooperation, it is essential to measure and monitor against the program purpose.

The expected results attributable to the Cooperation are at the initial outcome level, grouped under the following areas.

- i. Effective capacity development initiatives for better SAI performance
- ii. Effective support to INTOSAI regions
- iii. Stronger INTOSAI knowledge networks and communities
- iv. Global public goods developed and disseminated
- v. Scaled-up and more effective support

These are longer term results, with the first target milestone for the Cooperation being at the end of 2014. The main monitoring of performance of the Cooperation is structured according to the seven themes of the PD, utilising indicators from the Cooperation Logframe, and progress against the annual work plan.

Therefore the INTOSAI-Donor Cooperation performance reporting is at three levels:

- (i). **Reporting against the program purpose** (high-level outcomes in the results framework): has performance of SAIs in developing countries improved?
- (ii). **Reporting against expected results attributable to the Cooperation** (initial outcomes in the results framework): has the INTOSAI-Donor Cooperation improved the effectiveness and increased the volume of capacity development support to SAIs in developing countries?
- (iii). **Reporting progress against the work program themes** (outputs in the results framework and progress against the annual work plans): were the planned outputs and activities of the INTOSAI-Donor Cooperation achieved in each of the years?

The following sections report on the results of the whole program period as well as the report on the 2015 work plan (outputs). Section 2.2 presents the main findings of the independent Evaluation of the

Cooperation which was completed in 2015. Section 2.3 presents data on the program purpose/high level outcomes, which looks at to what degree SAI performance has improved. Section 2.4 reports on the expected results attributable to the Cooperation over the whole program period. Section 2.5 reports on the achievement of the 2015 work plan. The Logframe in Annex A provides the full details of results at all three levels for the whole program period.

2.2 Independent Evaluation of the Cooperation

The SC commissioned an independent evaluation of the Cooperation to serve as an evidence base to inform and improve the future design of the Cooperation and the decision-making processes related to it. As the period since the start of the Cooperation was less than five years at the time of the Evaluation, the focus of the Evaluation was on learning. Following a tendering process, the Dutch consultancy ECORYS was selected to carry out the Evaluation. The report was finalised in August 2015, and its findings and recommendations were discussed at the 8th INTOSAI-Donor Steering Committee meeting in October 2015.¹⁰

There were six main evaluation questions; relevance, governance arrangements, change of behaviour of donors and INTOSAI, effectiveness and efficiency. Key findings under each question included:

- **Relevance:** The design and set-up of the Cooperation remains relevant in light of the evolving context. There is still an important need to better coordinate capacity development support to SAIs in partner developing countries, despite progress made. SAIs play an important role as independent professional bodies that support accountability to the public. Their capacity and capability vary considerably and need further enhancement. Some Cooperation activities were however found to be less aligned to the MoU principles.
- **Governance arrangements:** The governance arrangements of the Cooperation continue to be appropriate and adequate in view of the evolving context. The Cooperation is based on the utilization of existing structures, rather than establishing new ones. However, the collaboration between INTOSAI bodies and the donor community could be further enhanced.
- **Behaviour change:** On the part of both donors and SAIs there is evidence of positive changes in behavior, but also opportunities for improvement. Donors increasingly provide demand-driven support, which is based on the strategic plans of SAIs. There is more use of peer-peer support. However, there is room for improvement in terms of better coordination of support and policy dialogue, as well as internal communications. SAIs have improved their strategic plans, more clearly articulate their capacity development needs and increasingly take the lead in coordination of donor support. Nevertheless, SAIs do not always strive for full complementarity of projects and programs.

¹⁰ The published Evaluation report is available at <http://www.idi.no/artikkel.aspx?Mid1=145&Aid=1068>

- **Effectiveness:** There was relatively limited evidence to assess the effectiveness of the Cooperation, although there is increasingly reliable information available on SAI performance through the piloting of the SAI PMF. It is probably too early for firm conclusions regarding the overall effectiveness of the Cooperation in terms of improved donor coordination support to SAIs and more effective capacity development initiatives, although there is some scattered evidence on improvements, as described above. There was limited awareness of the Cooperation at country level, and some key activities, like the Global Call for Proposals and the SAI Capacity Development Database, faced implementation challenges.
- **Efficiency:** The assessment of the efficiency of the Cooperation was also challenging given limited evidence on outputs and outcomes. The implementation challenges of some activities negatively affected the efficiency, for example the Global Call for Proposals. The Secretariat was appreciated for its commitment and hard work, but faced staff shortages and temporary funding gaps when donor money came in late.

In its response to the Evaluation, the SC welcomed the evaluation report as a strategic input into the future direction and strengthening of the Cooperation and broadly supported the report's conclusions and recommendations.¹¹ It confirmed the importance of the pillars of the 2013-2015 Cooperation Program Document and the major activities supported by the Cooperation: the SAI Performance Measurement Framework (PMF), the Global Call for Proposals, the SAI Capacity Development Fund, and the SAI Capacity Development Database. To achieve better alignment between the Cooperation's MoU and the Program Document and to better prioritize activities to help increase the effectiveness and efficiency of the Cooperation, the SC established working groups to review and make recommendations on the continuing relevance of each of the pillars and ways to enhance and strengthen the impact of Cooperation activities. The outcomes of the working groups' deliberations will be considered by the SC during 2016.

2.3 Reporting Against Program Purpose: Improved SAI Performance in Developing Countries

The following summarises performance against the three high level indicators in the Logframe, as well as additional data collected in 2014 relating to global SAI performance. A more detailed analysis of global SAI performance is available in the report 'SAI Performance – 2014 Stocktaking'¹². In accordance with the performance measurement system, data for these indicators was collected at the end of 2014.

Comparing available PEFA data from 2010 to 2014 demonstrates that there has been an increase in the level of performance amongst SAIs in developing countries. Specifically, it shows an increase in the proportion of countries scoring a C or higher on their latest PEFA PI-26 indicator, from 38% to 47%, meaning all the following conditions are in place in relation to the external audit system:

¹¹ The SC's full response to the Evaluation is available at <http://www.idi.no/Filnedlasting.aspx?MId1=145&FilId=1213>

¹² Available at: <http://www.idi.no/Artikkel.aspx?AId=1157&back=1&MId1=44>

- Central government entities representing at least 50% of total expenditure are audited annually
- Audits identify significant issues
- There is some disclosure regarding the nature of the audit standards used
- Audit reports are submitted to the legislature within 12 months of the end of the period covered (and for financial audits, within 12 months from the receipt of financial statements by the SAI)
- A formal response is made (by the executive) to audit reports (though it may be delayed or not very thorough)

High-Level Outcome Indicator: H1	Baseline 2010	Milestone 1 2014	Milestone 2 2016	Target 2018	Progress
Percentage of SAIs in developing countries (for which a PEFA assessment is available) scoring a C or higher on PEFA PI-26 'Scope, Nature and Follow-up of External Audit'	LDC & LI = 26% LMI = 33% UMI = 60%	LDC & LI = 30% LMI = 40% UMI = 70%	LDC & LI = 40% LMI = 50% UMI = 80%	LDC & LI = 50% LMI = 60% UMI = 90%	2014 milestones reached in low income and lower-middle income countries, but small decline in UMI due to changing population.
	Achieved:	LDC & LI = 38% LMI = 47% UMI = 56%			
	Source: INTOSAI-Donor Secretariat review of latest indicator scores on the full PEFA database (including unpublished assessments)				

The PEFA data show that a performance increase is observed in all developing countries as a whole. It also shows a link between income level and SAI performance, with the wealthier country groups more likely to score a C or higher. Looking at results by income classification, above, there appears to be a decline in the percentage of upper-middle income countries scoring C or higher. Closer examination of the data shows that this is due to changes in population for which a PEFA assessment was available, rather than a decrease in performance of countries that were included in the 2010 dataset. Of the 14 new countries, 10 received a total score of D or D+ on PI-26. Three of the countries that were included in the 2010 dataset have increased their score by a whole grade or more in their repeat assessments, while only one has decreased.

The data also shows a performance increase from 2010 to 2014 for low income and lower-middle income countries. Closer examination of the underlying data demonstrates that the performance increase amongst lower middle income countries is attributable to both increased population size with a majority of the new countries having a score C or higher, and increased performance amongst some of the countries that were included in the 2010 dataset. The performance increase amongst low income countries is attributable to performance improvements in repeat assessments amongst countries that were included in the 2010 data.

These broad trends on PEFA-PI 26 are followed when examining the three dimensions that make up PI-26, as shown below. Further analysis by income classification shows the same trends: improvements on

all dimensions and in all income groups, except dimensions (ii) and (iii) in upper-middle income countries, which is a result of changing populations.

Dimension	Year	Population	% A	% B	% C	% D
(i) Scope/nature of audit performed (including adherence to auditing standards)	2010	81	7	31	26	36
	2014	119	10	30	38	22
(ii) Timeliness of submission of audit reports to legislature	2010	80	14	25	20	41
	2014	118	28	27	13	32
(iii) Evidence of follow up on audit recommendations	2010	81	11	27	27	35
	2014	123	15	28	30	27

Finally, Using the full PEFA data set (including unpublished results), containing assessment results from 2005-14, there are now 70 countries for which there has been a repeat PEFA assessment in which PI-26 has been scored. Analysing the changes in the scores between the latest assessment and the previous assessment gives the following aggregate results.¹³ This shows an overwhelming global improvement in SAI performance on all dimensions of PEFA PI-26.

PI-26 Scope, nature and follow-up of external audit	Number of repeat assessments (n)	Number of scores increasing	Number of scores decreasing	Net number of scores increasing	% Scores increasing	% Scores decreasing	% Net scores increasing
Overall score	70	33	7	26	47 %	10 %	37 %
(i) Scope/nature of audit performed (incl. adherence to auditing standards)	66	25	7	18	38 %	11 %	27 %
(ii) Timeliness of submission of audit reports to legislature	67	25	8	17	37 %	12 %	25 %
(iii) Evidence of follow up on audit recommendations	67	18	9	9	27 %	13 %	13 %

Timely Issuance of Annual Audit Reports

The figures below examine SAI's issuance of their annual audit reports within the established legal time frame, based on the results response to the IDI Global Survey 2014 and IDI Stocktaking 2010 (excluding those answering "other"). A smaller number of SAIs responded to this question in 2014 than in 2010 – the population decreased from 105 to 88. While the population has changed, 79 SAIs responded to this question in both years.

¹³ Note that the assessment points for individual countries are determined by when the PEFA assessment were performed in that country. Therefore these results show only the overall direction of change during 2005-14. Some changes will therefore relate entirely to the period 2005-10 prior to establishment of the Cooperation. Some changes relate to periods overlapping with the set up of the Cooperation (e.g. 2008-2010), and others may relate to periods since the Cooperation was set up (e.g. 2010-14).

High-Level Outcome Indicator: H2	Baseline 2010 ¹⁴	Milestone 1 2014	Milestone 2 2016	Target 2018	Progress
Percentage of SAIs in developing countries that issue their annual audit reports within the established legal time frame	LDC & LI = 70% LMI = 77% UMI = 80%	LDC & LI = 70% LMI = 80% UMI = 80%	LDC & LI = 75% LMI = 85% UMI = 85%	LDC & LI = 80% LMI = 90% UMI = 90%	2014 milestones reached in LMIs & UMIs, but poor performance and significant decline in low income countries.
	Achieved:	LDC & LI = 57% LMI = 83% UMI = 84%			
	Source: IDI Global Survey				

The results indicate a performance decrease in low income countries, and a performance increase in lower-middle income countries and upper middle income countries. Deeper analysis reveals the performance decrease in low income countries is attributable to reported performance decrease amongst respondents to the survey, rather than to changes in the population. Four SAIs in this group reported that they no longer issued their report on time, while only one SAI reported it had started doing so. Further, that almost half of SAIs in low income countries report that they do not issue their annual reports within the established legal time frame is a matter of concern. Considerable effort is required, at a country level, to understand the reasons for this, and support appropriate action by all stakeholders.

The performance increase in the group of SAIs in lower middle income countries is attributable to changes in the population that have responded to the question in 2010 and 2014. Once population change is accounted for, there is no net change in performance among this group. Amongst upper-middle income countries, the increase in performance reflects positive developments in two countries.

Publication of External Audit Reports

PEFA Indicator 10, criterion (iv) measures if a SAI’s external audit reports on central government consolidated operations are made available to the public through appropriate means within six months of completed audit. The data is based on publicly available PEFA assessments.¹⁵

High-Level Outcome Indicator: H3	Baseline 2012	Milestone 1 2014	Milestone 2 2016	Target 2018	Progress
Percentage of SAIs in developing countries (for which a PEFA assessment is publicly available) in which all external audit reports on central government consolidated	LDC & LI = 35% LMI = 62% UMI = 78%	LDC & LI = 40% LMI = 70% UMI = 80%	LDC & LI = 50% LMI = 75% UMI = 85%	LDC & LI = 60% LMI = 80% UMI = 90%	On, or marginally below, the 2014 milestone in low and lower-
	Achieved:	LDC & LI = 39% LMI = 70% UMI = 77%			

¹⁴ Note that these baseline figures have been updated, as analysis of the 2014 Global Survey data and comparison to 2010 revealed that the original 2010 baseline figures were calculated by including those SAIs that answered ‘other’ in the denominator. As ‘other’ is ambiguous – and could indicate that no legal time frame exists – it is thought better to exclude ‘other’ from the calculation.

¹⁵ Data has been extracted from the PEFA Portal <http://www.pefa.org/en/dashboard>

operations are made available to the public through appropriate means within six months of completed audit.	Source: INTOSAI-Donor Secretariat review of latest published PEFA reports (PEFA PI-10, criteria (iv))	middle income. No increase in UMI.
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Overall performance on this indicator has increased from 53% to 57%, with increases in line with milestones in low and lower-middle income countries, but no change in upper middle-income countries. Closer examination shows that the performance increases are attributable to both increased performance by a few countries and population changes. Since 2012, four countries have begun publishing their audit reports within six months of completed audit: Afghanistan, Liberia, Pakistan and Palestine. The data shows an overall decline of one percentage point amongst upper-middle income. However, closer examination of the data shows that this is due to an overall population increase, and there is no net change once the population is held constant.

It is notable that less than half of low income countries publish their principal external audit report in a timely manner. Non-publication of audit reports is usually (though not always) a result of inadequate legal framework which empowers and requires the SAI to publish its reports, and/or interference from external agents which prevents or dissuades the SAI from publishing. Clearly further work is needed in low income countries to create appropriate environments in which the SAI report can be published.

2.4 Reporting Against Expected Results: Scaled-up and More Effective Support

The following summarises results (at initial outcome level) and progress on efforts to scale-up and improve effectiveness of support to SAIs, according to the five initial outcomes in the results framework.¹⁶

2.4.1 Overall Observations 2013-2015

Over the program period, the Cooperation has made important contributions to scaled-up support for SAIs. One Global Call for Proposals has been run, with around 50 % of the proposals being matched with donor funding. Furthermore, the SAI Capacity Development Fund was established and is operational. By the end of 2015 it had funded 7 projects with a total amount of USD 2.6 million. The total global value of capacity development support for SAIs, as measured through the SAI Capacity Development Database, has increased from US \$54 million in 2012 to \$68 million in 2015. The Global Call exercise, combined with workshops for SAIs, have also contributed to SAIs increasingly playing an active role in articulating their own needs and priorities on the basis of their strategic plans.

¹⁶ In accordance with the performance measurement system, most of the data for these indicators was collected at the end of 2014. However, some data was collected during 2015, and details on some of the issues can be found in section 2.5, where achievement of the 2015 work plan is discussed.

Furthermore, the Cooperation has provided crucial support to the SAI Performance Measurement Framework (SAI PMF) through its financing of the Secretariat (being the coordinator of the SAI PMF Task Team), and through the support for assessments globally. Since its inception in 2011, the SAI PMF is now increasingly being recognized as the single performance measurement framework for SAIs. Over 800 people in all INTOSAI regions have been trained on the use of the framework, and over 30 SAIs have completed assessments to at least draft report stage. SAI PMF is likely to be endorsed at INCOSAI in 2016.

The Cooperation has provided support to INTOSAI regional and sub-regional bodies by training them on SAI PMF and on developing proposals for capacity development support. Strengthened support to SAIs has been sought achieved also through training on SAIs for staff of development agencies. The course has been run five times, in four different regions, and participants have expressed appreciation for the training and for the network and access to the INTOSAI community it provides.

Through its support to the 2014 Global Survey on SAI Performance, Capacities and Needs, the Cooperation has contributed to expanded knowledge about SAI capacity development. The response rate of the 2014 Global Survey remained high, 84 % among SAIs (177 SAIs). The SAI Capacity Development Database has more than 400 projects registered and can be used for coordination purposes, an area which still requires considerable attention.

Despite the above successes, there are also areas of improvement. Even though the Global Call for Proposals and the SAI Capacity Development Database were found by the Evaluation to be relevant activities, they face some implementation challenges which are being explored by SC working groups during 2016. The SAI Capacity Development Fund has only found one contributing donor to date. During the program period, activities related to the SAI supply side and research did not find traction, and were not given much priority by the SC. Finally, as pointed out by the Evaluation, substantial and continuous communication efforts are required to make relevant stakeholders aware of the activities of the Cooperation and the MoU principles. Several of these issues are sought addressed in phase 3 of the Cooperation (2016-2018).

Further details on each of the activity areas of the Cooperation are provided in the following sections.

2.4.2 Effective Capacity Development Initiatives for Better SAI Performance

Regarding initiatives taken forward under the Cooperation, specifically projects from the initial round of matching in 2010 and the 2011 Global Call, data was collected through a short survey in early 2015¹⁷. Of around thirty projects taken forward, responses were received from only 13 projects, of which seven

¹⁷ Even this survey date was very early to see evaluation results of many of the projects, as most GCP projects are still ongoing.

were completed or near completion. Of these seven, only four had been subject to an evaluation. However, all four evaluations concluded that the project had fully or substantially met its overall purpose.

2.4.3 Effective Support to INTOSAI Regions

The Cooperation has seen successes in supporting and strengthening the INTOSAI regional and sub-regional bodies. The initial matching of proposals in 2010 and the 2011 Global Call for Proposals both led to significant support for the INTOSAI regions, so that all the regions except CAROSAI and EUROSAI currently have external support for their core functions to enable delivery of capacity development initiatives. EUROSAI operates rather as a network for sharing information and has not sought external support.

The Cooperation has specifically sought to strengthen the skills of the regions in two areas: SAI PMF and developing needs based funding applications. All eight regions/sub-regions now have at least two SAI PMF trained trainers, five regions have staff who have already delivered SAI PMF training, and all eight regions have at least twenty SAI PMF assessors. Training on developing needs based funding applications was offered to all regions in 2013 as part of the launch of the Global Call, and based on demand, delivered in ARABOSAI, CREFIAF and OLACEFS. It was planned to offer similar training, again on demand, with the planned launch of the 2015 Global Call for Proposals. However, as it was decided by the SC not to launch a GCP in 2015, this was put on hold.

2.4.4 Stronger INTOSAI Knowledge Networks and Communities

The PD identified three main knowledge networks to be established under the Cooperation: SAI PMF, developing needs based funding applications, and the Supply Side Community of Practice. By the end of 2015 the SAI PMF network had over 830 members including 53 who had also delivered the training. A SAI PMF community portal was launched in December 2014 to better enable this community to interact and share experiences. This is now available in English and Spanish. The network on developing needs based funding applications had over 70 participants by the end of 2013, many of whom have been further developing their skills through drafting concept notes under the Global Call for Proposals. It was not expanded during 2015 due to the decision by the SC not to carry out a Global Call in 2015.

The supply side community of practice was not established, following decision at the 6th SC meeting.

The training “Working with Supreme Audit Institutions - a learning event for international development agency staff” was organised twice in 2015. As at the end of 2015, close to 90 staff from development agencies have participated in courses in Washington, Abu Dhabi, Cairo, Bangkok and Pretoria. This is the beginning of a network of development agency staff with a greater understanding of the role of SAIs, and approaches to supporting SAI capacity development.

2.4.5 Global Public Goods Developed and Disseminated

The Secretariat’s main work in this area has been development and dissemination of the SAI PMF, with the pilot version being approved and published in July 2013. Dissemination activities continued through 2015, with twelve courses across the world, as well as numerous shorter awareness raising activities. During 2015, the SAI PMF Task Team, coordinated by the Secretariat, worked on revising the pilot version on the basis of the experiences from pilots and input received through global consultations on the framework. This entailed two Task Team meetings. The endorsement version of SAI PMF will be finalized in 2016 and put forward for endorsement at INCOSAI in December 2016. By early 2016, the number of SAIs that had decided to carry out a SAI PMF assessment (or progressed further with the assessment) amounted to 47.

The Secretariat prepared a guidance document on better evaluations of SAI capacity development projects, partly on the basis of the previous report ‘Synthesis of Evaluations of SAI Capacity Development Programs’ from 2014. The guidance on better evaluations was presented to the SC at the 8th meeting in Brasilia in 2015. Furthermore, during 2015 members of the Cooperation supported a survey on SAIs and citizen engagement practices under the Effective Institutions Platform.

2.4.6 Scaled-up and more effective support

Volumes of Support

Outcome Indicator IS.1	Baseline 2012	Milestone 1 2014	Milestone 2 2016	Target 2018	Progress
Moving three year average annual financial support for the benefit of SAIs in ODA eligible countries	US \$54 million	US \$55 million	US \$70 million	US \$80 million	2014 milestone exceeded. Note: 2012 baseline revised due to updated information from Database
	Achieved:	US \$62 million	2015: US \$68 million		
	Source: Secretariat calculations extracted from SAI Capacity Development Database				

The Cooperation is intended to lead to scaling-up support for SAI capacity development. To ensure this is happening, rather than the same funds being channelled differently, the Secretariat makes use of the SAI Capacity Development Database to monitor the total global value of capacity development support for SAIs. This has increased from US \$54 million in 2012 to \$68 million in 2015. The Evaluation of the Cooperation pointed to implementation challenges and inaccuracies in the SAI Capacity Development Database. While the accuracy of the data in part is dependent on the information provided by SC members, the Secretariat in late 2015 and early 2016 made extra efforts to improve the completeness and accuracy of the database, including by browsing public databases of providers of support to include relevant projects.

The SAI Capacity Development Fund (SAI CDF) is also intended to contribute to this scaling-up. In April 2014, it was launched with a contribution from SECO of 5 million Swiss Francs (around US \$5.6 million) and initial disbursement of 1 million Swiss Franc. It is administered by the World Bank. By the end of 2015, 7 projects with a total value of US\$ 2.6 million had been approved by the SAI CDF Funding Board. It remains a challenge to attract further donors to the fund.

SAI-led Strategies and Coordination and Alignment of Support

Outcome Indicator I5.4	Baseline 2010	Milestone 1 2014	Milestone 2 2016	Target 2018	Progress
Percentage of SAIs with a strategic plan and development action / operational plan currently in place	Strategic Plan: LDC & LI = 63% LMI = 84% UMI = 71% Development Action Plan: LDC & LI = 38% LMI = 62% UMI = 53%	Strategic Plan: LDC & LI = 70% LMI = 90% UMI = 80% Development Action Plan: LDC & LI = 45% LMI = 65% UMI = 60%	Strategic Plan: LDC & LI = 80% LMI = 90% UMI = 80% Development Action Plan: LDC & LI = 60% LMI = 75% UMI = 75%	Strategic Plan: LDC & LI = 90% LMI = 90% UMI = 90% Development Action Plan: LDC & LI = 75% LMI = 90% UMI = 90%	2018 targets already achieved for strategic plans and development action plans in all income groups.
	Achieved:	Strategic Plan: LDC & LI = 98% LMI = 89% UMI = 95% Development Action Plan: LDC & LI = 88% LMI = 100% UMI = 98%			
	Source: IDI Global Survey				

SAI-led strategic plans and development action plans are essential for effective capacity development, and a key principle of the Cooperation. This has been a priority of the Cooperation since signing of the MoU, and the subject of a number of IDI programs, including those prioritised from the first round of matching in 2010. This indicator is approaching 100% in some areas, with just a few countries in CREFIAF and some new SAIs, such as Tajikistan, not yet having strategic plans in place.

The Cooperation also seeks to ensure support for SAI capacity development is aligned behind country-led plans, and coordinated among donors. The SAI Capacity Development Database was established to make such coordination easier through better sharing of information, and these principles are firmly embedded in the Global Call for Proposals. Responses from the 2014 Global Survey suggested that (for responding SAIs) in over 90% of countries, all support is aligned with the SAI’s strategic plan. This picture was confirmed by the independent evaluation of the Cooperation, which found that in general, donors increasingly provide demand-driven support based on the strategic plans of SAIs.

The Global Survey raised a concern regarding coordination among donors. 65% of the SAIs who responded to the Survey’s question on this topic, and who confirmed they were in receipt of capacity development support, reported that there was no overall donor coordination group in which all those providing support participated. The figures below show the vast differences in responses between INTOSAI regions.

TOTAL	AFROSAI-E	ARABOSAI	ASOSAI	CAROSAI	CREFIAF	EUROSAI	OLACEFS	PASAI
35%	67%	100%	0%	8%	0%	33%	50%	44%

Respondents to the 2014 Global Survey reporting that there is a Donor Coordination Group in place, per INTOSAI region.

This is a concern because it is a core principle of the INTOSAI-Donor MoU. Further, the Survey found a positive link between the existence of a coordination group and the likelihood of capacity development initiatives being successful.

The Evaluation of the Cooperation looked into the issue of coordination of support, both from the angle of the donors and the SAIs. It found that¹⁸:

- The in-depth country case studies revealed that in broad terms, donors have made steps towards better coordination and harmonization of their support to SAIs. However, in some cases coordination can still be challenging, and overlaps could not always be avoided. One particular area of concern for donors is training, where other capacity development providers (peer SAIs, INTOSAI bodies) are also involved. In the in-depth case studies, donors interviewed usually did not have a full overview of the training received by the SAI additional to what was funded in their project, and this resulted in gaps as well as in duplications.
- Furthermore, in several instances, donors’ own interests and priorities led to capacity development provision that was not necessarily in line with the SAI’s needs, immediate priorities, or capacities.
- The in-depth country studies also provided evidence that SAIs might not always be interested in full complementarity. While all four SAIs of the case studies had a coordination or planning unit in charge of external support provision, there were signs that full disclosure of information on support received by donors was not always explicitly aimed at. Insufficient coordination of support by the SAI itself was particularly evident in the area of training, where the majority of instances of duplication was observed.

Better Design, Monitoring and Evaluation of Support

The training for donors on working with SAIs is intended to contribute to better design of SAI capacity development projects. This was delivered two times in 2015.¹⁹

¹⁸ Information taken from sections 4.2.2 and 4.3.2 of the evaluation report.

¹⁹ Please see section 2.5.4 for further details.

Regarding initiatives taken forward under the Cooperation, specifically projects from the initial round of matching in 2010 and the 2011 Global Call, data was collected through a short survey in early 2015. Survey response rates were quite poor, with only 13 responses compared to over 30 projects, and five of the thirteen responses came from IDI. But results were encouraging: 69% of projects had results frameworks with indicators, baselines and targets, while 75% of large projects (over \$500,000) which had been completed or were near to completion, had a formal evaluation covering whether the project achieved its purpose. It was also encouraging to note that all the evaluations, the majority of which were external evaluations, concluded that the project had fully or substantially achieved its purpose.

Continually Improving Providers of Support

Scaling-up support, improving ownership, alignment and harmonisation, and improving the design of support will only be effective in enhancing SAI performance if the quality of support provided is satisfactory. The PD proposes efforts to enhance the provision of support to SAIs, noting common deficiencies in the current provision of support. In accordance with the decision at the 6th SC meeting, no activities were taken forward in this area during 2013-2015.

2.5 Reporting Progress against the Work Program Themes in 2015

The following section reports on the 2015 work plan (output indicators). The INTOSAI-Donor Cooperation Logframe is included as Annex A, updated to show actual achievement against milestones as at 31 December 2015. Selected extracts from the Logframe are shown under each theme below, but for comprehensive monitoring against all expected results, please refer to the Logframe. Details on the achievement of the 2013 and 2014 work plans are not presented here, as they were provided in the performance reports on those years.

The 2015 work plan was discussed at the 7th INTOSAI-Donor Steering Committee Meeting, Paris, September 2014, and approved thereafter. It shows planned activities by theme. Progress against the work plan activities by the end of 2015 is shown under each theme below.

2.5.1 Theme 1: INTOSAI-Donor Cooperation Management

Output Indicator O1.2	Baseline 2012	Milestone 1 2013	Milestone 2 2014	Target 2015	Progress
No. of quarterly news letters issued per year	4	4	4	4	Target achieved.
	Achieved:	4	4	4	
	Source: Quarterly newsletters				

No.	Theme and Task	Priority for 2015	Responsibility	Progress
1	INTOSAI-Donor Cooperation Management			
1.1	Facilitate SC meeting and SC leadership teleconferences	High	Secretariat	Completed

No.	Theme and Task	Priority for 2015	Responsibility	Progress
1.2	Communication and outreach on INTOSAI-Donor Cooperation (including newsletters)	High	Secretariat	Completed
1.3	Develop phase 3 program document, based on evaluation findings	High	Secretariat	Completed
1.4	Agree financial and in-kind support for phase 3	High	Donors and SAIs	Ongoing

The Secretariat facilitated the 8th Steering Committee meeting in Brasilia, 6-7th October, attended by around 50 participants, as well as six teleconferences of the SC leadership throughout the year.

In addition to issuing four quarterly newsletters on the INTOSAI-Donor Cooperation during 2015, Secretariat staff presented at the following global & regional conferences: CreCER (Ecuador, May), International Budget Partnership meeting on revision of the Open Budget Index (Washington DC, December). The Chair of the INTOSAI Capacity Building Committee represented the INTOSAI-Donor Cooperation in a side-event under the Third International Conference on Financing for Development (Ethiopia, July), as well as in an international conference on European Development Aid after 2015 in Luxembourg. The Secretariat also provides regular contributions on the Cooperation in the INTOSAI Journal.

Following a decision by the SC leadership, the development of the program document for phase 3 of the Cooperation was postponed until after the SC meeting in October, and a SC working group was established to take the work forward. The program document was approved by the SC in mid-February 2016. As funding donors to the Secretariat required the program document to enter into funding agreements, the work on agreeing financial support for phase 3 could only commence in February 2016. By April 2016, three donors have agreed to provide core funding to the Cooperation in phase 3; Austria (2016-2018), Ireland (2016-2018), and Switzerland (2016-2017). Work continues to secure additional support (financial and in-kind) for specific activities on the Cooperation's 2016 work program.

2.5.2 Theme 2: Funding Mechanisms and Project Identification

Output Indicator O2.2	Baseline 2012	Milestone 1 2013	Milestone 2 2014	Target 2015	Progress
Percentage of requests for proposal reviews from applicants met by the Secretariat	100%	N/A	90%	N/A	Milestone achieved.
	Achieved:	N/A	100%	N/A	
	Source: Progress reports on the global call for proposals				

No.	Theme and Task	Priority for 2015	Responsibility	Progress
2	Funding Mechanisms and Project Identification			
2.1	Dialogue between providers of support & applicants	High	Providers and applicants	Work completed as planned

No.	Theme and Task	Priority for 2015	Responsibility	Progress
2.2	Assistance in Coordination of support as required	High	Secretariat	Work completed as planned
2.3	Reporting on progress under GCP2013	High	Secretariat	Completed
2.4	Launch of GCP 2015	High	Secretariat	Put on hold
2.5	Training on developing concept notes, as requested	High	Secretariat	Put on hold
2.6	Secure pledges for and establish SAI CDF	High	Donors, World Bank	SAI CDF is operational, work to secure additional pledges continues

The 2013 Global Call was launched at INTOSAI Congress in October 2013, and 47 draft applications were received by the first deadline of 31 January 2015. By the year end, 36 expressions of interest from providers of support had been received, covering 25 of the 47 proposals (53%). The Secretariat encouraged providers and applicants to work together to turn these into concrete support initiatives, provided coordination support where there were multiple expressions of interest, and has offered further assistance upon request. The number of requests for support in coordination between SAIs and development partners was limited.

Progress in matching proposals with funding and launching new initiatives was monitored through 2015 using the Database, as well as two surveys to applicants and potential providers of support. According to the available information, funding had been secured for 53 % of the proposed initiatives (25 out of 47) by September 2015.²⁰ A report on the progress was presented at the October SC meeting in Brasilia. 2 years after the launch, the proportion of proposals that had been approved for funding was slightly higher for the 2013 GCP than it had been for the 2011 GCP (53 % vs. 45 %).

The planned launch of the Global Call in 2015 was postponed following a decision by the SC. The Global Call, including how it can be linked even closer to the principles of the INTOSAI-Donor Cooperation MoU, was discussed at the SC meeting in Brasilia, and different options for improvement of the mechanism were presented. After discussion at the meeting, a working group consisting of SC members and the Secretariat was established to develop the concept further and present a proposal to the SC during 2016. The working group started its work in March 2016, following the approval of the phase 3 program document.

The SAI CDF was officially launched in April 2015, with funding of five million Swiss francs committed by SECO, and 1 million Swiss francs disbursed initially. Funding for five projects was approved in 2015 (ASEANSAI, Bhutan, Mongolia, Mozambique and the Philippines). There were indications of additional donors planning to join during 2015, but these have not yet materialized.

²⁰ This includes: proposals fully funded, proposals partly funded through a new initiative, and proposals incorporated into an amended scope of an existing initiative.

2.5.3 Theme 3: SAI Performance Measurement Framework

Outcome Indicator I2.1	Baseline 2012	Milestone 1 2014	Milestone 2 2016	Target 2018	Progress
Number of INTOSAI regional / sub-regional bodies with access to the following number of staff / experts trained on SAI PMF: <ul style="list-style-type: none"> At least three trained SAI PMF assessors At least one trained SAI PMF trainer (IDI SP goals 1.2 and 3.2)	Regions with assessors: 0 Regions with trainers: 0	Regions with assessors: 6 Regions with trainers: 6	Regions with assessors: 8 Regions with trainers: 8	Regions with assessors: 8 Regions with trainers: 8	Milestone achieved.
	Achieved	Regions with assessors: 8 Regions with trainers: 8			
	Source: Secretariat lists of trained SAI PMF trainers and assessors				
Outcome Indicator I3.1	Baseline 2012	Milestone 1 2014	Milestone 2 2016	Target 2018	Progress
No. of people trained on the SAI PMF as assessors and trainers: <ul style="list-style-type: none"> a) INTOSAI assessors b) INTOSAI trainers c) Donor assessors d) Donor trainers e) Consultant assessors f) Consultant trainers (IDI SP goals 1.2 and 3.2)	Male & Female a) 0 & 0 b) 0 & 0 c) 0 & 0 d) 0 & 0 e) 0 & 0 f) 0 & 0	Male & Female a) 50 & 50 b) 2 & 2 c) 10 & 10 d) 2 & 2 e) 5 & 5 f) 2 & 2	Male & Female a) 75 & 75 b) 5 & 5 c) 20 & 20 d) 5 & 5 e) 10 & 10 f) 5 & 5	Male & Female a) 100 & 100 b) 5 & 5 c) 30 & 30 d) 5 & 5 e) 10 & 10 f) 5 & 5	2014 milestone over achieved in total, and every disaggregated figure achieved except number of consultant assessors (female).
	Achieved:	Male & Female a) 291 & 142 b) 16 & 11 c) 53 & 39 d) 2 & 3 e) 13 & 4 f) 3 & 2			
	Source: Secretariat lists of trained SAI PMF trainers and assessors				
Outcome Indicator I4.1	Baseline 2012	Milestone 1 2014	Milestone 2 2016	Target 2018	Progress
Development, dissemination and usage of versions of the SAI Performance Measurement Framework: <ul style="list-style-type: none"> Status of development and dissemination of SAI PMF Number of countries in which the current version of SAI PMF has been piloted/applied (IDI SP goals 1.2 and 2.1)	Version 2 published Pilots in 3 countries	Exposure draft published 20 pilots in total	Final SAI PMF approved by INTOSAI 30 pilots in total	Final SAI PMF applied in further 20 countries	Milestone achieved. By the end of 2015, 26 pilot assessments were at least at draft report stage, and development of the SAI PMF endorsement version for submission to INTOSAI Congress 2016 was in progress.
	Achieved:	Pilot version published. 22 new pilots approved. 14 pilots at least at draft report stage (all pilots)			
	Source: Secretariat records of SAI PMF pilots				
Output Indicator O3.2	Baseline 2012	Milestone 1 2013	Milestone 2 2014	Target 2015	Progress

No. of regional training courses run for trainers and assessors	Not started	Training for assessors run in 8 regions One course run to train trainers	Training for assessors run in 4 regions	Training for assessors run in 4 regions	Target achieved. 23 regional training courses in total, targeted to all regions. In addition, a number of courses for one SAI have been held (4 in 2015).
	Achieved:	8 combined training courses for assessors & trainers run in 6 regions	7 combined training courses and 2 for assessors only, run in 7 regions	8 combined training courses were run in 4 regions	
	Source: Secretariat annual progress reports				
Output Indicator O3.3	Baseline 2012	Milestone 1 2013	Milestone 2 2014	Target 2015	Progress
Support provided to SAI PMF pilot assessments from the Secretariat: <ul style="list-style-type: none"> Percentage of ToRs reviewed Percentage of draft reports reviewed (IDI SP goal 2.1) 	ToRs: N/A Reports: N/A	ToRs: 50% Reports: 80%	ToRs: 70% Reports: 85%	ToRs: 80% Reports: 90%	Off-target. Secretariat and growing pool of reviewers review all ToRs and reports received, but many are not shared.
	Achieved:	ToRs: 86% Reports: 80%	ToRs: 53% Reports: 36%	ToRs: 43 % Reports: 39 %	
	Source: Secretariat annual progress reports				

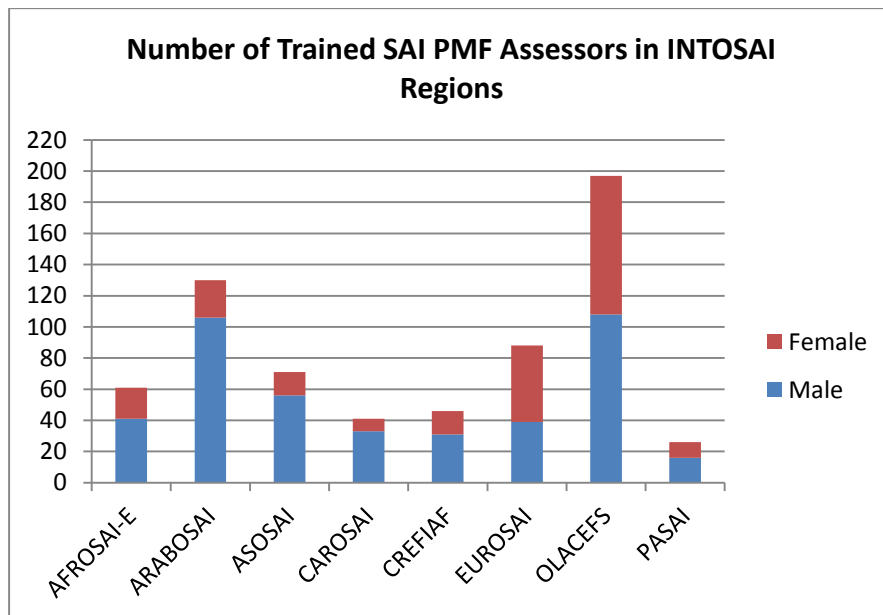
No.	Theme and Task	Priority for 2015	Responsibility	Progress
3	SAI Performance Measurement Framework			
3.1	Regional training courses for assessors provided on demand	High	Secretariat & SAI PMF facilitators	Work completed as planned – 8 courses delivered during 2015.
3.2	Expand network of SAI PMF assessment team leaders and quality assurance reviewers, & facilitate sharing of experiences: advanced SAI PMF workshops	High	Secretariat & SAI PMF facilitators	Work completed as planned – 3 workshops delivered during 2015.
3.3	Support and monitor progress of phase 2 pilots	High	Secretariat	Carried out as planned
3.4	Closure of Pilot and Consultation Periods, subject to sufficient number of pilots	High	Secretariat	Completed
3.5	Publication of comments received and feedback from pilots	High	Secretariat & Task Team	Completed
3.6	Publication of response to comments and pilots	High	Secretariat & Task Team	Completed
3.7	SAI PMF Version 3.1 developed	High	SAI PMF task team	Completed January 2016

The SAI PMF pilot version was approved by the Working Group on the Value and Benefits of SAIs (WGVBS) and published in July 2013. The pilot phase ran until May 2015. Feedback on the framework was received from most of the SAIs who had carried out assessments, including in the SAI PMF Knowledge Sharing and Quality Assurance workshops that were held in 2014 and 2015. Furthermore, a global consultation phase on the SAI PMF was held from December 2014 to March 2015, where input from 27 organizations and individuals was received. Following completion of the pilot phase and the

consultations, the SAI PMF Task Team, coordinated by the Secretariat, started the work on revising the framework to address the comments received. The broad direction of revisions were endorsed by the WGVBS at its meeting in September 2015. This was in line with the Working Group’s timetable for development and approval of the SAI PMF. The Task Team held two meetings in 2015 and carried out the detailed revision work, and version 3.1. was finalized in January 2016 and tested in two SAIs. The Endorsement Version was sent to the Working Group for approval in May 2016, and will be put forward for endorsement at the INTOSAI Congress in December 2016.

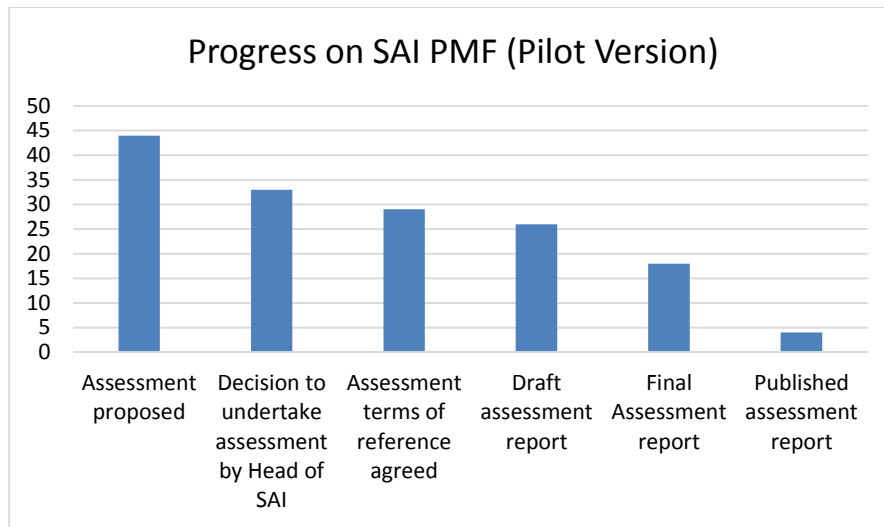
In parallel with the revision work, activities were carried out to further expand the pool of SAI PMF experts. During 2015, eight regional basic training courses for assessors and trainers were held – in Chad, the Netherlands, Mozambique, Paraguay, Peru, South Africa, Thailand and Turkey: delivered in English, Spanish, Arabic, French and Portuguese. These were held in 8 regions, and for the first time in AFROSAI-E (South Africa) and CREFIAF (Chad). By December 2015, there were 840 people trained on SAI PMF, and 53 of these had delivered the training.

In addition to the basic training courses, three more advanced SAI PMF Knowledge Sharing and Quality Assurance workshops for assessors and potential future QA reviewers were held. Such events were held in OLACEFS, ASOSAI and EUROSAI, being the three regions with the most SAI PMF assessments. The workshops focussed on sharing experiences from assessments, on carrying out the qualitative analysis in SAI PMF, and on methodology for independent reviews of ToRs for assessments and draft assessment reports.



Regarding pilot assessments, as shown below, assessments (using the Pilot version) had been proposed by 44 SAIs by the end of 2015. Of these, 26 had reached at least draft report stage. This represents a significant increase compared to the end of 2014, when 9 assessments had reached at least draft report stage. In addition, seven other assessments have reached draft report stage using other versions of the

SAI PMF, making 33 draft reports in total. To date, four SAIs have made the SAI PMF reports public (Bhutan, Costa Rica, El Salvador and Nepal).



The list of SAIs, as at 31 December 2015, where, according to the information of the Secretariat, the Head of the SAI has taken a decision to undertake a SAI PMF assessment, using the Pilot version²¹, along with the status of that assessment, is shown below.

SAI	Region	Decision by Head of SAI (34)	ToRs agreed (29)	Draft report (26)
Afghanistan	ASOSAI	X	X	
Argentina	OLACEFS	X	X	X
Bangladesh	ASOSAI	X	X	X
Barbados	CAROSAI	X	X	X
Bhutan	ASOSAI	X	X	X
Brazil	OLACEFS	X	X	X
Burkina Faso	CREFIAP	X	X	X
Colombia	OLACEFS	X	X	X
Costa Rica	OLACEFS	X	X	X
Cuba	OLACEFS	X	X	X
Cyprus	EUROSAI	X		
Czech Republic	EUROSAI	X	X	X
Dominican Republic	OLACEFS	X	X	X
Ecuador	OLACEFS	X	X	X

²¹ Djibouti, Guatemala, Latvia, Sierra Leone and Slovak Republic carried out assessments using earlier versions. As per May 2016, assessments using the new version 3.1 from 2016 are in progress in Cook Islands and Sierra Leone, and assessments using version 3.1 or Endorsement Version are planned in Honduras, Samoa, Solomon Islands, Tonga and Tuvalu.

El Salvador	OLACEFS	X	X	X
Guam	PASAI	X	X	X
Guatemala	OLACEFS	X	X	X
Ireland	EUROSAI	X	X	X
Mexico	OLACEFS	X	X	X
Mozambique	AFROSAI-E	X	X	X
Nepal	ASOSAI	X	X	X
Netherlands	EUROSAI	X		
Nicaragua	OLACEFS	X	X	X
Oman	ARABOSAI	X	X	X
Palestine	ARABOSAI	X	X	X
Paraguay	OLACEFS	X	X	
Peru	OLACEFS	X	X	X
Puerto Rico	OLACEFS	X	X	
Saudi Arabia	ARABOSAI	X	X	X
Somalia	AFROSAI-E	X		
Swaziland	AFROSAI-E	X	X	X
Trinidad & Tobago	CAROSAI	X	X	X
Vietnam	ASOSAI	X		
Zambia	AFROSAI-E	X		

The Secretariat, coordinating a growing pool of QA reviewers, offers a review service for SAI PMF, at terms of reference, draft and final report stage, to enhance the quality of assessments. There is still a need for awareness raising with SAIs on the benefits and importance of independent quality reviews. Initiatives were taken during 2015 to inform SAIs of this, most notably at the SAI PMF training courses and Knowledge Sharing and QA workshops. In 2014, the Secretariat developed and published a QA guide, as well as a checklist for review of SAI PMF terms of reference. Some of the QA reviews during 2015 were carried out by trained experts external to the Secretariat (but on the request of the Secretariat on behalf of the SAI). Still, a number of assessments have taken place without the Secretariat being asked to organise the review of either the ToRs. According to the data available to the Secretariat, 17 assessment reports were completed (to draft stage) in 2015. The Secretariat was asked to organise, and completed, QA review of 8 of these. This represents 47 % of the draft reports. For ToRs, the QA review was carried out of 6 of the 15 agreed by the Head of SAI in 2015 (40 %). Cumulatively since 2012, the Secretariat has ensured review of 36 % of ToRs and 39 % of draft reports. These figures are considerably below target. The biggest challenge in this regard is that the Secretariat is not yet asked to ensure QA reviews of all assessments. There may be legitimate reasons for, such as self assessment reports only being available in a local language, and the time and cost of translation being prohibitive. However, this remains an area of concern for the Steering Committee and the Secretariat, and efforts will continue to mitigate this risk, including the above QA and Knowledge Sharing workshops. It has also been identified as a risk in the risk register in section 5, below.

The SAI PMF Virtual Community, launched in December 2014, connects up over 800 SAI PMF trained assessors and others interested in SAI PMF, and allows this community to further exchange knowledge and experiences on SAI PMF. It is active in English and Spanish.

A more detailed SAI PMF progress report was presented at the SC meeting in October 2015.

SAI PMF Post-2016 Strategy

Following decisions by the INTOSAI-Donor SC and INTOSAI bodies, the role of the Cooperation regarding SAI PMF will change after 2016. SAI PMF will be mainstreamed into INTOSAI systems and will no longer be funded through the Cooperation, or supported by the Secretariat. However, members of the Cooperation will retain an interest and influence through an advisory function, and INTOSAI will ensure significant continued engagement from the donor community, to ensure SAI PMF remains a credible, single tool for assessing the performance of SAIs. While the work to develop a SAI PMF Strategy is now being taken forward under the INTOSAI Capacity Building Committee, the SAI PMF SC working group is being consulted on the purpose and set-up of the SAI PMF advisory function.

2.5.4 Theme 4: Knowledge Centre on Support to SAIs

Output Indicator O4.2	Baseline 2012	Milestone 1 2013	Milestone 2 2014	Target 2015	Progress
Development and delivery of training for donor staff on working with SAIs (IDI SP goal 3.2)	Not started	Course developed & piloted once	Course refined and repeated once	Course delivered once	Target achieved.
	Achieved:	Course developed, pilot in Egypt delayed	Course delivered 3 times and refined based on feedback	Course delivered 2 times	
	Source: Secretariat annual progress reports				

No.	Theme and Task	Priority for 2015	Responsibility	Progress
4	Knowledge Centre on Support to SAIs			
4.1	Maintenance of SAI capacity development database	High	Secretariat	2 requests for updates of the database in 2015, and additional efforts in late 2015 to improve completeness and accuracy of the data
4.2	Disseminate public goods, support donor engagement with SAIs	Medium	Secretariat	Continuous
4.3	Represent INTOSAI in development fora	Medium	CBC Chair and Secretariat	<ul style="list-style-type: none"> Attendance the 3rd Financing for Development Conference in Addis Ababa (CBC Chair)

No.	Theme and Task	Priority for 2015	Responsibility	Progress
				<ul style="list-style-type: none"> Attendance at the international conference on European Development Aid after 2015 in Luxembourg (CBC Chair) Attendance at CReCER in Ecuador (Secretariat)
4.4	Training for donors on working with SAIs <ul style="list-style-type: none"> Course delivered on cost-recovery basis Proposal to SC leadership on e-learning First pilot of e-learning course 	Medium	Secretariat, facilitators and mentors	<ul style="list-style-type: none"> Completed Completed In progress

The Secretariat continues to maintain the SAI capacity development database, and oversaw two updates of the database in 2015, where those who have entered information were requested to update the data. In addition, the Secretariat made additional efforts in late 2015 to increase the accuracy of the data, by reviewing and updating entries, and by searching online databases of donors to look for further relevant projects to include. As of December 2015, around 400 projects were registered in the Database (including planned and proposed projects), a steady increase from the 260 projects registered in 2012.²² The database currently has 300 registered users from SAIs, donors and INTOSAI regions. Statistics show that since the relaunch in 2012, 5405 visitors have accessed the database through 9250 web sessions. The Database is used by SAIs and donors to improve the coordination of support to SAIs, and as a tool to facilitate the Global Calls for Proposals. It is also used to generate global data on levels and distribution of SAI Capacity Development support. The latest estimate found that the moving three year average annual financial support for the benefit of SAIs in ODA eligible countries has increased from US \$62 million in 2014 to US \$68 million in 2015. While there is some uncertainty attached to these figures, they give a strong indication that the support provided to SAIs globally is increasing. The Evaluation of the INTOSAI-Donor Cooperation undertaken in 2015 documented that the Database remains as a highly relevant activity to the objectives of the MoU, but that it is facing certain implementation challenges. The Secretariat prepared an options paper for the Database for the 8th SC meeting in Brasilia. An SC working group established at the meeting is during 2016 exploring these options further.

Based on a decision by the INTOSAI Governing Board, the Secretariat, together with the Chair of the CBC, continues to serve as the focal point for INTOSAI’s engagement with the broader development community. The Secretariat also attended and presented at the CReCER event in Ecuador. The CBC Chair represented INTOSAI at the 3rd Financing for Development Conference in Addis Ababa and at the international conference on *European Development Aid After 2015 – What is at Stake?* in Luxembourg.

²² The number of registered projects was 417 in March 2016.

The Secretariat also continued its engagement in relation to the update of the PEFA framework (advising on indicators related to SAI performance).

The learning event for international development agency staff ‘Working with Supreme Audit Institutions’ was delivered twice in 2015, both hosted by USAID (in Thailand and South Africa). Participant evaluations were mainly positive and indicated that the training is relevant for representatives from donor organisations working with SAIs. Participants emphasized that the interactive way of learning adds value to the topic. A plan for the development of a blended training (e-learning and face-to-face workshop) was presented at the SC meeting in Brasilia, and the design of the e-learning commenced in 2015 using IDI’s e-learning portal.

2.5.5 Theme 5: Strengthening the Supply of Support to SAIs

Output Indicator O5.3	Baseline 2012	Milestone 1 2013	Milestone 2 2014	Target 2015	Progress
Development and dissemination of guidance on evaluations of SAI capacity development initiatives (IDI SP goal 1.2)	Not started	ToRs approved and work started	Guidance published	N/A	Target partly achieved.
	Achieved:	ToRs approved and work started	ToRs approved and work started	Guidance presented at 8 th SC meeting	
	Source: Secretariat annual progress reports				

No.	Theme and Task	Priority for 2015	Responsibility	Progress
5	Strengthening the Supply of Support to SAIs			
5.1	SAI supply side <ul style="list-style-type: none"> Agreement on way forward with CBC Present challenges in SAI supply side to SC 	Low	Secretariat, CBC & others	<ul style="list-style-type: none"> Not prioritised Not prioritised
5.2	Guidance on better evaluations of SAI capacity development projects ready for piloting	Medium	Secretariat	Guidance presented at 8 th SC meeting.

The dialogue with the CBC continued and deepened during 2015. Following the 8th SC meeting, the CBC leadership became permanent observers to the regular SC leadership teleconferences. It was also decided that the 9th SC meeting in 2016 will be held back-to-back with the annual CBC meeting. The planned activities related to SAI supply side, being a low priority activity, were put on hold during 2015.

Regarding the guidance on better evaluations of SAI capacity development projects, the Secretariat developed a draft paper for the 8th SC meeting in Brasilia on the basis of the previously completed Synthesis of Evaluations of SAI Capacity Development projects. The SC took note of the document, but the SC decided that further work on it should not be prioritized.

2.5.6 Theme 6: SAI Research Agenda

Output Indicator O6.2	Baseline 2012	Milestone 1 2013	Milestone 2 2014	Target 2015	Progress
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Benchmarking report on SAI Funding Levels	Not started	Decision on approach and start work	Draft report submitted to SC	N/A	Work not prioritized
	Achieved:	Included in Global Survey	Draft report submitted to SC	N/A	
	Source: Secretariat annual progress reports				

No.	Theme and Task	Priority for 2015	Responsibility	Progress
6	SAI Research Agenda			
6.1	Citizen engagement and SAIs: phase 2	Low	OECD, SAI Brazil, SAI Chile, SAI South Africa	Work completed as planned
6.2	Benchmarking of SAI funding levels, on a smaller, pilot basis such as within a region	Low	TBC	Work not prioritized
6.3	Suggest research proposals for others to take forward	Low	SC members	Partly completed

Phase 2 of the Effective Institutions Platform project on SAIs and citizen engagement commenced in 2015. A global survey to SAIs was rolled out by OECD between June and October, and the draft report of the EIP flagship publication “Engagement practices across accountability institutions and actors: mechanisms, risks and benefits” was shared for peer review in March 2016.

In line with decisions of the SC leadership, work on benchmarking SAI funding levels was not prioritized in 2015. With regard to suggestions for research proposals for others to take forward, the Secretariat presented to the SC leadership a proposed Call for Research Topics, in line with decisions at the 7th Steering Committee meeting. The leadership found that this was not a priority given more pressing matters on the agenda for the 8th SC meeting. At the 8th SC meeting the SC decided that research should not be a prioritized activity.

2.5.7 Theme 7: Monitoring and Evaluation

Output Indicator O7.1	Baseline 2012	Milestone 1 2013	Milestone 2 2014	Target 2015	Progress
Update of 2010 INTOSAI Stocktaking report (IDI SP goal 3.2)	N/A	2013 INTOSAI stocktaking report published	N/A	N/A	Considerable challenges resulting in delay. Report published Q2 2015.
	Achieved:	Global survey in progress. Publish in 2014	Report being finalised, publish early 2015	Report published in 2015	
	Source: Secretariat annual progress reports				
Output Indicator O7.3	Baseline 2012	Milestone 1 2013	Milestone 2 2014	Target 2015	Progress
Impact assessment of the INTOSAI-Donor Cooperation	N/A	N/A	ToRs approved and evaluation commenced	Evaluation published	Target achieved.

	Achieved:	N/A	Completed	Completed	
Source: Secretariat annual progress reports					

No.	Theme and Task	Priority for 2015	Responsibility	Progress
7	Monitoring and Evaluation			
7.1	Secretariat annual progress report to funders	High	Secretariat	Completed
7.2	Evaluation of the INTOSAI-Donor Cooperation <ul style="list-style-type: none"> Draft report to SC leadership Final report to SC 	High	Evaluator, Secretariat & Leadership	<ul style="list-style-type: none"> Completed Completed

The 2014 Global Survey was finalized and published in 2015, after challenges related to methodology and staff shortages had led to considerable delays. The final report²³ presents results on SAI performance, capacities and needs by providing a global perspective on the performance of SAIs, identifying changes in SAI performance and needs as compared to the 2010 Stocktaking report, presenting the capacity development needs as communicated by SAIs and indicating possible areas for further research. The survey saw a high response rate of 84 % among SAIs (177 SAIs).

The planned external evaluation of the INTOSAI-Donor Cooperation was completed in 2015. ECORYS, a consulting company based in Rotterdam, The Netherlands, was responsible for the implementation. Given the relatively short duration of the Cooperation (5 years), the evaluation had a strong focus on learning. The methodological approach of the evaluation consisted of desk study, in-country research in four countries, and interviews and a survey with stakeholders. The final evaluation report²⁴ was presented as an input for discussion and decision-making at the 8th SC meeting in Brasilia, and published in Q4 2015. A response from the SC leadership to the evaluation was also published.

At the 8th SC meeting, the SC concluded that the evaluation report provided valuable input to the further development of the Cooperation, including on how to improve key activities and become more results-oriented. It was also agreed that the evaluation spurred important discussions on how the partners can work together in a more effective way. In line with the evaluation findings, the SC confirmed the relevance and importance of the three key activities (the SAI PMF, the Global Call for Proposals, and the SAI Capacity Development Database) of the Cooperation for the next program period. It found that further work was needed to develop an overall program document, annual work program for 2016, strategies for each of the key activities and results indicators for the Cooperation and key activities. The strategies will be finalized during 2016 to be formally endorsed at the 9th SC meeting in 2016.

²³ "Performance, Capacities and Needs of SAIs. Global SAI Stocktaking Report 2014", IDI: <http://www.idi.no/artikkel.aspx?MId1=44&MId2=44&MId3=44&AId=1157&Back=1>

²⁴ <http://www.idi.no/Filnedlasting.aspx?MId1=145&FilId=1212>

2.6 Cross-Cutting Observations on Sustainability and Gender

<p>Assessment of sustainability</p>	<ul style="list-style-type: none"> • The evaluation of the Cooperation found evidence that donor and INTOSAI behaviour has improved in accordance with the MoU principles, although it was challenging to determine to what degree this can be attributed to the Cooperation as such. Support provided is increasingly aligned behind SAI strategic plans, and coordination of support has improved although challenges remain. • Cooperation activities were done in response to demand from SAIs, communicated directly and through INTOSAI bodies at the global and regional level. • In particular, the Global Call for Proposals was designed to ensure and strengthen SAI ownership of future capacity development initiatives, by placing them in the position to articulate their own needs to donors. • Participation of individual SAIs in the Cooperation’s activities was based on the demand of the SAI. Senior management of the SAIs were engaged in the various programs, e.g. Head of the SAI decides whether to conduct a SAI PMF, or apply for support under the Global Call. • The SAI PMF is designed as a tool to measure and contribute to sustainable performance changes within an SAI. • SAI-focused activities seek to strengthen the core systems used within SAIs, so that improvements resulting from the program continue to have an impact after the activities. • Many of the activities seek to develop global public goods, develop networks of experts within the SAI community, and strengthen INTOSAI regional bodies in order to make performance changes within SAIs more sustainable. 																				
<p>Program gender participation</p>	<p>With the exception of EUROSAI, all regions show a male gender bias in the selection of participants for SAI PMF training, which is most significant in ARABOSAI. It should be noted that participants at SAI PMF training courses tend to be people with senior positions in the SAI, and/or roles in strategic planning, performance measurement and reporting departments. These figures may reflect that senior positions in many SAIs continue to be male dominated.</p> <p>% female participants on SAI PMF training courses, by region</p> <table border="1" data-bbox="391 1310 1464 1409"> <thead> <tr> <th></th> <th>AFROSAI-E</th> <th>ARABOSAI</th> <th>ASOSAI</th> <th>CAROSAI</th> <th>CREFIAF</th> <th>EUROSAI</th> <th>OLACEFS</th> <th>PASAI</th> <th>Total</th> </tr> </thead> <tbody> <tr> <td>Female %</td> <td>33</td> <td>18</td> <td>21</td> <td>20</td> <td>33</td> <td>56</td> <td>45</td> <td>38</td> <td>35</td> </tr> </tbody> </table> <p>Given this gender bias, the INTOSAI-Donor Secretariat has monitored and reported on the gender balance on SAI PMF courses. The course invitation letters encourage SAIs to consider the gender balance when nominating course participants. However, the Secretariat does not interfere in the selection of course participants, and has not refused any registrations from SAIs. In ARABOSAI, the Secretariat took specific measures to facilitate greater female participation, including using female instructors and supporting the attendance of a male relative for female participants that were, for religious and cultural reasons, unable to travel overseas unaccompanied. Among the 305 participants in SAI PMF trainings in 2015, 136 were women (45%). Among the 17 resource persons used, 6 were women (35%). For the whole program period, the corresponding figures were 36% and 38%.</p>		AFROSAI-E	ARABOSAI	ASOSAI	CAROSAI	CREFIAF	EUROSAI	OLACEFS	PASAI	Total	Female %	33	18	21	20	33	56	45	38	35
	AFROSAI-E	ARABOSAI	ASOSAI	CAROSAI	CREFIAF	EUROSAI	OLACEFS	PASAI	Total												
Female %	33	18	21	20	33	56	45	38	35												

3. INTOSAI-Donor Cooperation: Financial Report 2013-2015

3.1 Approved Financing Schedule and Budget, 2013-15

The 2013-15 PD for the Cooperation was approved in 2012 with a 31% financing gap. This was filled during 2013. As part of the 2014 Performance and Financial Report, the Secretariat prepared a revised financing schedule, based on financing received and commitments made, and a revised budget for 2015. These were approved by the donors during 2015. The revised financing schedule and the actuals for 2013-2015, as well as the revised budget and actuals for the same period are shown below.

Revised Financing Schedule	2013	2014	2015	2013-15
Brought Forward	2 966	1 040 721	3 509 986	2 966
Add: Funding and Interest Received/Receivable	8 444 983	9 789 991	9 516 462	27 751 436
Less: Actual Expenditure/Budget	-7 407 228	-7 320 725	-12 087 286	-26 815 239
Carried Forward (expected)	1 040 721	3 509 986	939 162	939 163
Underspend 2015 (actual)			1 029 194	1 029 194
Carried Forward (actual)			1 968 356	1 968 356

All figures in Norwegian Kroner

2 966 NOK were brought forward from phase 1 of the Cooperation into phase 2. 1.968 mill. NOK is suggested carried forward into phase 3. During 2015, the IDI Board decided to allocate more from the Norwegian Parliamentary funding to the Secretariat than originally budgeted. There were also gains due to exchange rate fluctuations. These and other changes that occurred during 2015 as compared to the revised financing schedule that was approved as part of the 2014 Performance and Financial report are shown in red in the table below.

Financing Received and Expected	2013	2014	2015	Total
B/f from phase 1 (Irish Aid)	2 966	-	-	2 966
Austrian Development Agency (€100 000 per year)	731 010	810 870	836 000	2 377 880
Austrian Development Agency: Exchange rate fluctuation			95 300	95 300
Department for International Development (UK)	2 092 929	1 548 586	2 244 004	5 885 519
Irish Aid (€250 000 per year)	1 818 250	2 034 000	2 090 000	5 942 250
Irish Aid: Exchange rate fluctuation			237 800	237 800
Ministry of Foreign Affairs, France (€100 000 for 2015)		843 100		843 100
Norwegian Agency for International Development Cooperation (2m NOK per year)	2 000 000	2 000 000		4 000 000
Norwegian Parliamentary Funding (through OAG Norway)			341 480	341 480
Additional Norwegian Parliamentary Funding			348 039	348 039
SECO (Switzerland) (Sfr 200 000 per year)	1 375 420	1 331 600	1 386 000	4 093 020
SECO (Switzerland): Exchange rate fluctuation			355 400	355 400
World Bank (Theme 3, \$70 000 in 2013 & \$170 000 2014)	387 800	1 038 969	-	1 426 769
World Bank (Theme 3, Haiti, \$23,700 in 2014)	-	140 470	-	140 470
SECO (Switzerland) (Theme 3, Burkina Faso)			550 574	550 574
Department of Foreign Affairs and Trade, Australia (Theme 3, PASAI)			776 750	776 750
USAID (Theme 4, Bangkok)			125 347	125 347
USAID (Theme 4, Pretoria)			71 963	71 963
Accrued Interest:				
Austrian Development Agency	7 482	3 686	4 344	15 512
Department for International Development (UK)		10 553	8 298	18 851
Irish Aid	9 858	9 183	13 686	32 727
Norwegian Agency for International Development Cooperation	22 234	10 084	10 717	43 035
SECO (Switzerland)		6 935	9 923	16 858
Ministry of Foreign Affairs, France			4 518	4 518
World Bank		1 955	6 319	8 274
Total Financing (Cash)	8 447 949	9 789 991	9 516 462	27 754 402
Seconded, OAG Norway (1 FTE)	578 070	592 522	607 335	1 777 927
Seconded, TCU Brazil (0.5 FTE)	382 207	470 114	481 867	1 334 188
Total Financing (inc. in-kind support)	9 408 226	10 852 627	10 605 664	30 866 516

Financial schedule as per 2014 performance report in black. 2015 changes shown in red.

All figures in Norwegian Kroner

Revised Budget	2013 (Actual)	2014 (Actual)	2015 (Budget)	Total
A. Staff Costs (Excluding in-kind Support)	4 574 645	4 325 472	5 709 017	14 609 134
B. Overheads and Other Indirect Costs	829 260	924 224	1 076 440	2 829 924
C. Contingency (Including Exchange Rate Provision)	-	-	-	-
Total Admin (Cash)	5 403 905	5 249 696	6 785 457	17 439 058
Theme 1: INTOSAI-Donor Cooperation Management	104 531	144 012	167 823	416 366
Theme 2: Funding Mechanism & Project Identification	79 830	202 489	60 000	342 319
Theme 3: SAI Performance Measurement Framework	1 352 971	1 181 394	3 004 084	5 538 449
Theme 4: Knowledge Centre on Support to SAIs	448 910	185 575	1 040 922	1 675 407
Theme 5: Strengthening the Supply of Support to SAIs	525	-	-	525
Theme 6: SAI Research Agenda	16 556	-	-	16 556
Theme 7: Monitoring and Evaluation	-	357 559	1 029 000	1 386 559
Total Program (Cash)	2 003 323	2 071 029	5 301 829	9 376 181
Total (Cash)	7 407 228	7 320 725	12 087 286	26 815 239
Seconded, OAG Norway (1 FTE) *	578 070	592 522	607 335	1 777 927
Seconded, TCU Brazil (0.5 FTE) *	382 207	470 114	481 867	1 334 188
Total (inc. in-kind support)	8 367 505	8 383 361	13 176 488	29 927 354

* Not included in IDI financial statements, so accounted for below the line

All figures in Norwegian Kroner

3.2 Budget Execution, 2015

The following table shows actual expenditure against the revised budget for 2015.

Budget Execution 2015	Budget	Actual	(Under) / Over Spend	(Under) / Over Spend %
A. Staff Costs (Excluding in-kind Support)	5 709 017	4 782 224	-926 793	-16 %
B. Overheads and Other Indirect Costs	1 076 440	954 509	-121 931	-11 %
C. Contingency (Including Exchange Rate Provision)	-	-	-	N/A
Total Admin (Cash)	6 785 457	5 736 733	-1 048 724	-15 %
Theme 1: INTOSAI-Donor Cooperation Management	167 823	330 461	162 638	97 %
Theme 2: Funding Mechanism & Project Identification	60 000	17 936	-42 064	-70 %
Theme 3 (general): SAI Performance Measurement Framework	2 116 759	2 755 196	638 437	30 %
Theme 3 cost recovery: SAI PMF Burkina Faso (SECO)	582 825	550 574	-32 251	-6 %
Theme 3 cost recovery: SAI PMF in PASAI (DFAT Australia)	304 500	134 192	-170 308	-56 %
Theme 4 (general): Knowledge Centre on Support to SAIs	915 575	171 946	-743 629	-81 %
Theme 4 cost recovery: Donor Training, Bangkok (USAID)	125 347	125 347	-	0 %
Theme 4 cost recovery: Donor Training, Pretoria (USAID)	-	71 963	71 963	N/A
Theme 5: Strengthening the Supply of Support to SAIs	-	10 603	10 603	N/A
Theme 6: SAI Research Agenda	-	-	-	N/A
Theme 7: Monitoring and Evaluation	1 029 000	1 153 141	124 141	12 %
Total Program (Cash)	5 301 829	5 321 359	19 530	0 %
Total (Cash)	12 087 286	11 058 092	-1 029 194	-9 %
Secondee, OAG Norway (1 FTE) *	607 335	607 335	-	0 %
Secondee, TCU Brazil (0.5 FTE) *	481 867	481 867	-	0 %
Total (inc. in-kind support)	13 176 488	12 147 294	-1 029 194	-8 %

* Not included in IDI financial statements, so accounted for below the line

All figures in Norwegian Kroner

In addition to the costs financed through the core funding provided to the Secretariat, the above also includes activities carried out on a cost recovery basis under separate, additional contracts (including delivery of the training course 'Working with SAIs' for development agency staff and SAI PMF activities in Burkina Faso and PASAI).

Explanation for major variances:

- A. The underspend on staff costs was caused by savings of around 600,000 NOK due to medical leave and resignation of one staff member, as well as an underspend of around 300,000 NOK due to staff travel time originally being budgeted under staff costs, but actually recorded against the activity to which it relates (this is partly reflected in the overspend on theme 1 and theme 3).
- B. Overheads and other indirect costs are 11% under budget, reflecting savings on IT costs and lower than expected indirect costs for IDI corporate travel.
- Theme 1. Overspend of 162 600 NOK, due to higher than planned travel costs related to the SC meeting in Brazil (larger delegation given the meeting's importance). Furthermore, staff travel time to international meetings was allocated here, but budgeted for under staff costs.
- Theme 2. Under budget by 42 000 NOK, reflecting that it was decided by the SC not to run a Global Call for Proposals during 2015, consequently there were no related translation costs.

- Theme 3. Expenditure on SAI PMF was 436 000 NOK higher than budgeted. This was mainly due to a higher number of SAI PMF training courses than originally planned, reflecting high demand (in particular in Africa). Furthermore, staff travel time to SAI PMF standard training courses and knowledge sharing & QA workshops were recorded under theme 3 but budgeted for under Staff Costs.
- Theme 4. Underspend of 672 000 NOK. This was due to the decision not to carry out a Global Call for Proposals in 2015, which led to the planned trainings for SAIs on writing proposals for capacity development projects not being carried out.
- Theme 7. Expenses for the external evaluation of the IDC were higher than budgeted because of exchange rate fluctuations (the contract was for a lump sum in euros).

3.3 Income and Expenditure per Donor, 2015

The following table summarises the funds received and spent, by source, for 2015. In addition to the planned carry forward of 939 162 NOK (as per section 3.1 above), there was an underspend of 1.029 million NOK in 2015 (as per section 3.2 above). This entails a carry forward of 1.968 million NOK.

2015 Statement by Donor	Brought Forward	Funding Received	Accrued Interest	Expenditure	Carried Forward
Norwegian Parliamentary Funding (through OAG Norway)		689 519		689 519	
Austrian Development Agency		931 300	4 344	935 644	
Irish Aid	1 892 594	2 327 800	13 686	3 571 181	662 899
World Bank (Theme 3)			6 319	6 319	
SECO (Switzerland)		1 741 400	9 923	1 088 424	662 899
SECO (Switzerland) (Theme 3, Burkina Faso)		550 574		550 574	
Department for International Development (UK)	774 293	2 244 004	8 298	3 026 595	
Norwegian Agency for International Development Cooperation			10 717	10 717	
Department of Foreign Affairs and Trade, Australia (Theme 3, PASAI)		776 750		134 192	642 558
USAID (Theme 4, Bangkok)		125 347		125 347	
USAID (Theme 4, Pretoria)		71 963		71 963	
Ministry of Foreign Affairs, France (€100 000 for 2015)	843 100		4 518	847 618	
Total	3 509 987	9 458 657	57 805	11 058 093	1 968 356

All figures in Norwegian Kroner

IDI's financial statements have been audited and an unqualified audit opinion was given. This confirms the Secretariat's actual expenditure as 11.058 million NOK as per section 3.2 above, as well as the income and expenditure per donor, as shown in the table above.

The approved financial statements of IDI, with particular notes related to the Secretariat, is included as Annex B and Annex C. The contributions to and expenditures of the Secretariat were audited as part of the overall audit of the IDI. The original and signed audit report in Norwegian, and translation in English, is included as Annex D.

3.4 Budget Execution, 2013-2015

The following table shows expenditure for the whole program period.

Budget Execution	2013	2014	2015	Total
A. Staff Costs (Excluding in-kind Support)	4 574 645	4 325 472	4 782 224	13 682 341
B. Overheads and Other Indirect Costs	829 260	924 224	954 509	2 707 993
C. Contingency (Including Exchange Rate Provision)	-	-	-	-
Total Admin (Cash)	5 403 905	5 249 696	5 736 733	16 390 334
Theme 1: INTOSAI-Donor Cooperation Management	104 531	144 012	330 461	579 004
Theme 2: Funding Mechanism & Project Identification	79 830	202 489	17 936	300 255
Theme 3 (general): SAI Performance Measurement Framework	1 352 971	1 181 394	2 755 196	5 289 561
Theme 3 cost recovery: SAI PMF Burkina Faso (SECO)			550 574	550 574
Theme 3 cost recovery: SAI PMF in PASAI (DFAT Australia)			134 192	134 192
Theme 4 (general): Knowledge Centre on Support to SAIs	448 910	185 575	171 946	806 431
Theme 4 cost recovery: Donor Training, Bangkok (USAID)			125 347	125 347
Theme 4 cost recovery: Donor Training, Pretoria (USAID)			71 963	71 963
Theme 5: Strengthening the Supply of Support to SAIs	525	-	10 603	11 128
Theme 6: SAI Research Agenda	16 556	-	-	16 556
Theme 7: Monitoring and Evaluation	-	357 559	1 153 141	1 510 700
Total Program (Cash)	2 003 323	2 071 029	5 321 359	9 395 711
Total (Cash)	7 407 228	7 320 725	11 058 092	25 786 045
Secondee, OAG Norway (1 FTE) *	578 070	592 522	607 335	1 777 927
Secondee, TCU Brazil (0.5 FTE) *	382 207	470 114	481 867	1 334 188
Total (inc. in-kind support)	8 367 505	8 383 361	12 147 294	28 898 159

* Not included in IDI financial statements, so accounted for below the line

All figures in Norwegian Kroner

3.5 Budget for Phase 3, 2016-2018

The budget for the next program period (phase 3, 2016-2018) was approved in February 2016 as part of the Program Document for phase 3 of the Cooperation. There will be a new contract for phase 3, where the Austrian Development Agency, Irish Aid and SECO will continue to provide core funding. The budget in the Program Document did not include carry forward from 2015 because the financial statements were not yet available at the time it was prepared. Consequently, it is hereby requested to carry forward the savings from 2015 (1 968 356 NOK, see section 3.3 above) to the next program period. The funds from DFAT Australia are ring-fenced funding for the SAI PMF PASAI project.

4. Explanation of Major Deviations

The majority of the activities on the annual work plans in 2013-2015 were carried out as planned. The key deviations from the 2013-15 work program relate to Theme 5 (Strengthening the Supply of Support to SAIs) and Theme 6 (SAI Research Agenda), where the SC decided not to give the themes much priority. Several of the suggested activities under those themes were therefore not carried out as originally planned. In addition, the work on the program document for 2016-2018 and agreeing funding for phase 3 of the Cooperation was postponed until after the 8th SC meeting in 2015 as per decision of the SC leadership. Furthermore, the following minor deviations are noted:

- Only one round of the Global Call for Proposals carried out in the program period, given the time it takes for proposals to be matched, and the decision by the SC to further develop the approach before launching a new round.
- Pilot of e-learning course of the training for donors on working with SAIs was delayed during 2015 due to competing priorities of the Secretariat staff (the activity had medium priority on the 2015 work plan).

5. Management of Internal And External Risks

The following presents the INTOSAI-Donor Cooperation Risk Register (i.e. internal risks) contained in the 2013-2015 PD, showing the mitigating measures carried out and the perceived residual risks at the end of the program period. Assumptions and risks are considered in relation to the program purpose of improving SAI performance in developing countries, as a means of contributing to stronger PFM, good governance, transparency, accountability and tackling corruption. Assumptions (i.e. external risks) are considered to be outside the control of the Cooperation (though it can act in a manner to exert influence upon these assumptions). Risks are considered within the control of members of the Cooperation. In addition to the risks identified in the PD, two risks were added during the program period. A new risk register has been developed for phase 3 of the Cooperation.

Key Risks to Programme Success & Sustainability	Risk Response	Residual Risk	Risk Owner
Resourcing			
Secretariat has insufficient staff and financial resources to implement activities of the Cooperation	(Treat) Focus on high priority activities and cost cutting. Bid for further donor funding. Seek more in-kind support from SAIs.	Funding gap was closed in 2013.	INTOSAI-Donor Secretariat
Theme 2			

Key Risks to Programme Success & Sustainability		Risk Response	Residual Risk	Risk Owner
Donors can not agree on common rules and structure for managing pooled funds		(Treat) Establish parallel single donor trust funds instead of a multi-donor trust fund	SAI CDF was established in 2014, but so far only one donor has contributed to the fund.	SAI CDF admin agent (World Bank)
Theme 3				
Task team unable to develop a SAI PMF tool which meets the needs of all types of SAIs, or INTOSAI and donors develop competing tools, or tool not endorsed by INTOSAI and donor communities		(Treat) Representative composition of SAI PMF task team and effective communication of SAI PMF objectives and outputs across INTOSAI and donor communities	Number of pilot assessments reached the target. Evaluation of the Cooperation found SAI PMF successful. INTOSAI endorsement at Congress in 2016 is expected.	SAI PMF task team (coordinated by Secretariat)
New Risk (2013)	Donors and SAI providers impose SAI PMF assessments on developing country SAIs, reducing ownership of the SAI PMF and leading it to be regarded as a donor tool, reducing its eventual use.	(Treat) Continually raise the issue on SAI PMF training, at SC meetings and with donors and SAI providers in other fora.	The majority of the SAI PMF assessments to date have been self-assessments, and approval of SAI PMF at 2016 INCOSAI is expected. There should however be continued focus on this issue.	INTOSAI-Donor Secretariat and SC members
New Risk (2014)	SAIs are unwilling to share their SAI PMF assessments, for both quality assurance (QA) purposes (reducing quality of assessments) and improvement purposes (reducing quality of the final SAI PMF)	(Treat) A series of SAI PMF Knowledge Sharing and QA Workshops were arranged in early 2015, to promote sharing of SAI PMF assessments and raise importance of QA. QA guidance was developed, and the importance of quality arrangements was emphasized in dialogue with SAIs and donors involved in assessments.	Some SAIs have SAI PMF assessments that have not been subject to independent QA, and some opportunities to strengthen the final SAI PMF are missed.	INTOSAI-Donor Secretariat and SC members
Theme 4				
SC donors and SAI providers of support design and implement SAI capacity development projects which do not reflect the MoU principles and INTOSAI priorities.		(Treat) Communication and advocacy on the MoU principles, training and awareness raising for donors and SAI providers, support to strengthening capacity of SAIs to engage with donors and providers. Evaluation of INTOSAI-Donor Cooperation also looked at whether INTOSAI and Donor	Trainings for donors have been organized. While the independent evaluation pointed to indications of changes in behaviour of providers of support, entrenched behaviour takes time to change.	INTOSAI-Donor Secretariat and SC members

Key Risks to Programme Success & Sustainability	Risk Response	Residual Risk	Risk Owner
	communities are following MoU principles.		
Theme 5			
No consensus within the SC on the need to scale up and strengthen providers of support to SAIs. Discussions at 6 th SC meeting demonstrated lack of consensus in this area.	(Tolerate) Issue has been raised at SC meetings. Guidance note on evaluation of SAI support projects was drafted. SC and SC leadership did however confirm that activities under this theme should not be given priority during 2015.	Continuing weaknesses in the supply of support undermines its effectiveness.	INTOSAI-Donor Secretariat and CBC
Theme 6			
No support within the INTOSAI and donor communities for a study into SAI funding levels.	(Tolerate) Concept developed and discussed at 7 th SC meeting in 2014. SC decided that this should not be a priority going forward.	N/A	
INTOSAI and donor communities do not cooperate with independent researchers to enable completion of evidence based research and development of policy recommendations.	(Tolerate) SC decided that research should not be a priority going forward.	N/A	
Theme 7			
Poor volume and quality of responses to 2013 stock taking survey.	(Treat) Intensive follow-up to stock taking by Secretariat, through regional bodies, and guarantees of confidentiality of individual SAI responses.	Response rate was high, although challenges in the analysis led to delays in completing the report.	INTOSAI-Donor Secretariat and SC members
Donors and SAIs do not provide access to SAI project evaluation reports, or help facilitate country level studies for an impact assessment of the Cooperation.	(Treat) Advocate on the importance of evaluations for lesson learning, and guarantee anonymity of country level findings if required.	Evaluation report noted some challenges related to availability of data on behaviour change, but was overall able to provide findings and conclusions on most of the evaluation questions.	INTOSAI-Donor Secretariat and SC members

The critical assumptions for the INTOSAI-Donor Cooperation (i.e. external risks) identified in section 8.1 of the PD remained relevant throughout the period. In summary, these critical assumptions imply that

for the INTOSAI-Donor Cooperation to deliver the intended impact, the INTOSAI and Donor communities must also:

- Support other initiatives promoting accountability and transparency in public finances, implementation of SAI recommendations, and effective legislative bodies.
- Ensure all initiatives follow the principles of country ownership and relevance to the needs of SAIs.
- Ensure effective communication, dissemination and outreach of the Cooperation's activities to all SAIs and all stakeholders engaged in supporting SAIs in developing countries.

The risk management of the Secretariat in the program period has entailed:

- Developing and maintaining a risk register recording critical risks to implementation of the program purpose
- Adopting a risk response (tolerate, treat, transfer or terminate) to each critical risk identified
- Identifying, and where necessary propose to the SC, mitigating measures to reduce the likelihood and/or impact of residual risks
- Appointing, and where necessary propose to the SC, a risk owner to undertake the mitigating measures for each residual risk
- Reviewing and updating the risk register as part of the annual reporting procedures
- Bringing new critical risks and risks that are being realised to the attention of the SC leadership, IDI board, funding donors and SC as appropriate

6. Lessons Learned

The independent evaluation of the Cooperation was welcomed by the SC as useful strategic input into the future direction and strengthening of the Cooperation, even though a full impact evaluation was not carried out due to the relatively short duration of the Cooperation (five years). Instead, the evaluation had a strong focus on learning. The evaluation spurred the establishment of a number of working groups under the SC that are looking into the findings and areas of improvement in more detail and make suggestions for the future work plans.

To ensure that the transition from one phase of the program to the next is effective, it is important that the work on the Program Document commences well in advance of the end of the previous period. For the period 2016-2018, the Program Document was approved by the Steering Committee in February 2016, while the funding for the INTOSAI-Donor Secretariat came to an end in December 2015. Going forward, Program Documents for a new program period should be approved by the SC at least two months before the beginning of the new period.