

SAI PMF

Progress Report

SAI PMF unit, IDI, 31. August 2017

Contents

Executive Summary

1	Introduction	3
2	The SAI PMF strategy 2017-19	4
3	Establishment of the SAI PMF unit within IDI	4
4	Establishment of the SAI PMF Independent Advisory Group	5
5	Global monitoring	5
5.1	SAI PMF assessments	5
5.1.1	Progress of SAI PMF assessments globally	6
5.1.2	Characteristics of assessments	8
5.1.3	SAI PMF as a basis for strategic planning and capacity development	9
6	Support to ensure quality of SAI PMF assessments	11
6.1	Development of guidance and training materials	11
6.2	Development of pool of experts	12
6.3	Delivery of training courses and workshops	13
6.3.1	Totality of people trained in SAI PMF since 2013	13
6.4	Quality assurance / Independent review	14
6.5	General Support	15
7	SAI PMF regional implementation plans	15
8	Programs to facilitate conduct of SAI PMF assessments and use of results	16
9	Challenges and risks – way forward	16
	Annex 1 SAI PMF Pool of Experts - Certification system	18

Executive Summary

The purpose of this progress report is to provide the Capacity Building Committee (CBC), the INTOSAI Development Initiative (IDI) board and other stakeholders with information about progress towards achievement of the SAI PMF strategy 2017-19 and 2017 SAI PMF annual plan.

SAI PMF was officially endorsed at INCOSAI on the 8th of December 2016. The tool is firmly anchored in the INTOSAI Strategic Plan 2017-22, under Goal 2 “Capacity Development”. The CBC has assumed responsibility as a strategic lead on SAI PMF and is monitoring the execution of the SAI PMF Implementation Strategy 2017-19. The IDI is tasked with the operational responsibility for the further roll out of SAI PMF, and has established a dedicated SAI PMF unit within its programme department. The CBC and the SAI PMF unit within IDI are supported by an Independent Advisory Group (IAG), consisting of SAIs and development partners.

Progress towards fulfilment of the various activities foreseen in the SAI PMF Implementation Strategy under the outlined core functions has been significant, despite understaffing of the SAI PMF unit in the establishment phase.

On the operational side, the SAI PMF unit has been heavily involved in various support and coordination activities. A new training program structure with five modules has been developed, to ensure adequate basic training and continued development of SAI PMF expertise. Most of the training and guidance materials have been updated and brought in line with the SAI PMF endorsement version, and additional work papers have been developed to support assessors. The unit has so far in 2017 provided three basic training courses on the SAI PMF, one of these as part of a PASAI facilitation program. At the regional level, the unit has commenced its work to develop regional implementation plans in cooperation with INTOSAI regional Secretariats and other relevant committees.

The SAI PMF unit monitors progression of SAI PMF assessments globally, and maintain a record of key information on the individual assessments. The data shows that there has been a steady growth in assessments since 2014, which indicate a steady growth in the interest and understanding of the usefulness of the tool. Since the piloting phase started in September 2012, 74 SAI PMF assessment have formally been decided to be conducted by the Head of the SAI. 34 of these have so far been finalized.

One of the key responsibilities of the SAI PMF unit is to maintain the independent review (quality assurance) function for SAI PMF assessments. This includes arranging independent review of SAI PMF assessments’ adherence to SAI PMF methodology. The review can either be done by the SAI PMF unit, or by one of IDI’s certified external reviewers. The number of requests the IDI receives for arranging reviews is rising fast - so far in 2017 the SAI PMF unit has arranged independent review of quality for the same number of assessments as the previous two years in total. The rising trend is expected to continue.

1 Introduction

On the 8th of December 2016 in Abu Dhabi, the INTOSAI Congress of Supreme Audit Institutions (INCOSAI)¹, unanimously adopted the SAI Performance Measurement Framework (SAI PMF) as an official INTOSAI document.

The SAI PMF is a holistic and evidence-based framework for voluntary assessments of SAI performance against the Principles, Standards and Guidance in the IFPP, in addition to other established international good practices for external public auditing. SAI PMF can be applied in all types of SAIs, regardless of governance structure, mandate, national context and development level. The SAI PMF consists of a set of measurable indicators and a qualitative performance report, and can be applied using different approaches, namely self-assessment, peer review, external assessment or a hybrid. A number of SAIs around the world have piloted the SAI PMF and utilize the tool to support needs assessments, strategic planning and performance management.

The SAI PMF assessment framework underwent a rigorous development and fine-tuning process prior to its endorsement, in total lasting for five and a half years. The SAI PMF was developed under the auspices of the Working Group on Value and Benefits of SAIs (WGVBS), and through the coordination of the INTOSAI-Donor Secretariat.

While the SAI PMF is voluntary in nature, and it is up to SAI heads to decide whether and how to apply it, the importance of the framework is firmly anchored in the new INTOSAI Strategic Plan 2017-2022. The SAI PMF is a cornerstone of INTOSAI Strategic Goal 2 “Capacity Development”, and is identified as a strong basis for assessing needs to inform SAI strategic plans and capacity development efforts. In addition, it is also seen as relevant for the realization of Goal 3 “Knowledge Sharing”.

A SAI PMF implementation strategy, developed to guide the global roll-out of SAI PMF after endorsement at INCOSAI 2016, was presented and subsequently approved jointly with the Endorsement Version of the SAI PMF².

The strategy establishes the Capacity Building Committee (CBC) as the strategic lead for SAI PMF. This entails monitoring the SAI PMF strategy, decisions connected to eventual future revision of SAI PMF, ensuring engagement by both INTOSAI and donor communities, and establishing a platform for communication on strategic matters. The INTOSAI Development Initiative (IDI) was given the responsibilities of being the operational lead on SAI PMF, with the establishment of a dedicated SAI PMF unit within IDI, acting as a global coordinator, provider of support and facilitation. To provide strategic support to the CBC and the IDI SAI PMF unit, the strategy provides for the establishment of an Independent Advisory Group (IAG).

The purpose of this report is to provide the CBC, IDI Board and other stakeholders with information about progress towards achievement of the SAI PMF strategy 2017-19 and 2017 SAI PMF annual plan. Chapter 3-8 includes a description of progress as per August 2017 on important

¹ 194 countries

² The first draft of the strategy was developed by a working group comprised of the CBC (SAI South Africa and SAI Sweden), the INTOSAI-Donor Secretariat, the INTOSAI Development Initiative and the Chair of the WGVBS (SAI Mexico). The strategy was based on a recommendation paper from the INTOSAI-Donor Steering Committee.

themes in connection to the global roll out, including results of achievement in relation to relevant 2017 target indicators as stipulated in the strategy.

2 The SAI PMF strategy 2017-19

The SAI PMF strategy is built on the premise that a single, globally recognized and broadly used needs assessment and performance measurement tool will enhance the value and contribution of SAIs across the world. It will also enable monitoring of SAI performance progress globally and regionally over time, thereby providing input to regional and global capacity development programs.

The Strategy sets out two strategic outcomes, namely:

- Strategic Outcome 1: To establish the SAI PMF as a widely recognized tool within INTOSAI for holistic, evidence-based SAI performance measurement, and recognized as such by in-country stakeholders and the donor community

Outcome 1 relates to SAI PMF's credibility as a performance measurement framework among all key stakeholders. This includes SAIs, but also donors, which often have a need to carry out assessments of their partner SAIs. The donors have endorsed the strategy and the tool through the INTOSAI-Donor Steering Committee.

Different tools for assessing SAIs exist, each relevant for its purpose. But SAI PMF is the only tool that examines holistically both the SAI's audit and non-audit functions in relation to its legal foundation and environment, identifying interdependencies between different aspects and root causes of SAI performance. It therefore provides a solid basis for strategic planning and capacity development.

- Strategic Outcome 2: Through an effective roll-out of the SAI PMF, with proper guidance and support activities, ensuring that all assessments are considered to be of high quality, credible and relevant by all users

Outcome 2 underlines that high quality SAI PMF reports based on correct facts are fundamental if the SAI PMF reports shall add value. Low quality assessments limit the usefulness of the report for the SAI in question, but can also damage the reputation of SAI PMF as a credible measurement framework. It is therefore crucial to ensure the quality of assessments through adequate support and facilitation mechanisms.

3 Establishment of the SAI PMF unit within IDI

1 January 2017 the IDI took over the responsibilities for SAI PMF. The SAI PMF unit was established in one of IDI's program departments, and Cecilie-Thue Hansen was appointed Head of the unit. She has previously worked in the INTOSAI-Donor Secretariat, and has been closely involved in both the conceptual development and practical implementation of the SAI PMF. The unit is currently staffed with 3,1 FTEs³ – one program manager with several years of audit experience on secondment until November 2017 from the Office of the Auditor General of Norway (0,5 FTEs), one program manager that resumed work as of August 2017 (1 FTE) with several years of experience from a consultancy company, and a program coordinator (0,6 FTEs) with long experience from working in IDI, in addition

³ FTEs – Full Time Equivalent.

to the Head (1 FTEs). From November, it will be 2,6 FTEs. With the SAI PMF unit placed within the IDI program department, there will be an opening for drawing synergies between the unit and other IDI programs – also in connection to use of resource persons.

As the SAI PMF unit is a part of IDI, and the IDI is established as a legal entity under Norwegian Foundation Law, this requires that responsibility for its activities and the right to decide its activities, rests with the IDI Board. This means that the SAI PMF unit's activities and operations are included in the annual operational plan and budget for the IDI, to be approved by the IDI board.

4 Establishment of the SAI PMF Independent Advisory Group

Invitations for SAIs and donors to participate in the IAG were sent out by the CBC leadership in February 2017, and a number of organizations expressed an interest for being a member of the Group. The IAG currently comprises 9 members, namely the SAIs of Brazil (chair), Suriname, Norway, France, Nepal and Tunisia; as well as IDB, SECO and NORAD on the donor side. It has to be noted that there was less interest by development partners than by SAIs to participate in the IAG, which is reflected in the composition of the group. Given that one of the objectives of the IAG is to ensure continuous donor engagement in the SAI PMF, stronger donor representation in the IAG in the future would be important. A first meeting of the IAG took place in June 2017 by teleconference.

5 Global monitoring

The SAI PMF unit within IDI is the global coordinator for SAI PMF, and regularly gathers and assesses information on the following aspects:

- *Progress and details of SAI PMF assessments*: purpose of the assessment, assessment approach, how the assessment is financed, what the assessment results have been used for etc.
- *People with SAI PMF experience*: collects and assesses information on participants at respective training courses and workshops; members of assessment teams and team leaders; facilitators of training courses and workshops. The overview of SAI PMF experienced people is important in connection to developing a global pool of SAI PMF experts, see chapter 6.2.

5.1 SAI PMF assessments

To establish the SAI PMF as a holistic and widely recognized and used performance assessment tool is one of the outcomes of the SAI PMF Implementation Strategy 2017-19. The decision whether or not to carry out a SAI PMF assessment lies with the SAI Head. However, the SAI PMF unit has a key responsibility in supporting and providing guidance to SAIs and assessment teams.

The SAI PMF unit maintains a monitoring sheet to track progress in implementation of SAI PMF assessments around the world. To collect recent information on the status quo of implementation of SAI PMF, a special survey was launched in July 2017. A total of 46 responses were received, concerning 34 individual SAIs. As the SAI PMF is a global public good, and its use is voluntary, there may be assessments of which the unit is not fully informed. The progress of assessments for the period 2014-17⁴ using the SAI PMF, according to the information of the SAI PMF unit, is described below.

⁴ As of August 2017

5.1.1 Progress of SAI PMF assessments globally

Roll out of SAI PMF assessments has been impressive. Since the piloting phase started in September 2012, there have been 86 SAIs where an assessment has been proposed, including 4 SAIs with a repeat assessment, thus resulting into a total number of 90 assessments. Of those, in 74 SAIs the Head of the SAI has made a decision to conduct a SAI PMF assessment. The terms of reference for the assessment have been agreed in 69 instances, of which 51 have resulted in producing at least a draft report. Cumulative figures on the progress of SAI PMF assessments in the period 2014-2017 are presented in Figure 5.1. The figure shows that there has been a steady growth in assessments since 2014, which indicate a steady growth in the interest and understanding of the usefulness of the tool.

Figure 5.1 Progress of SAI PMF assessments, cumulative numbers

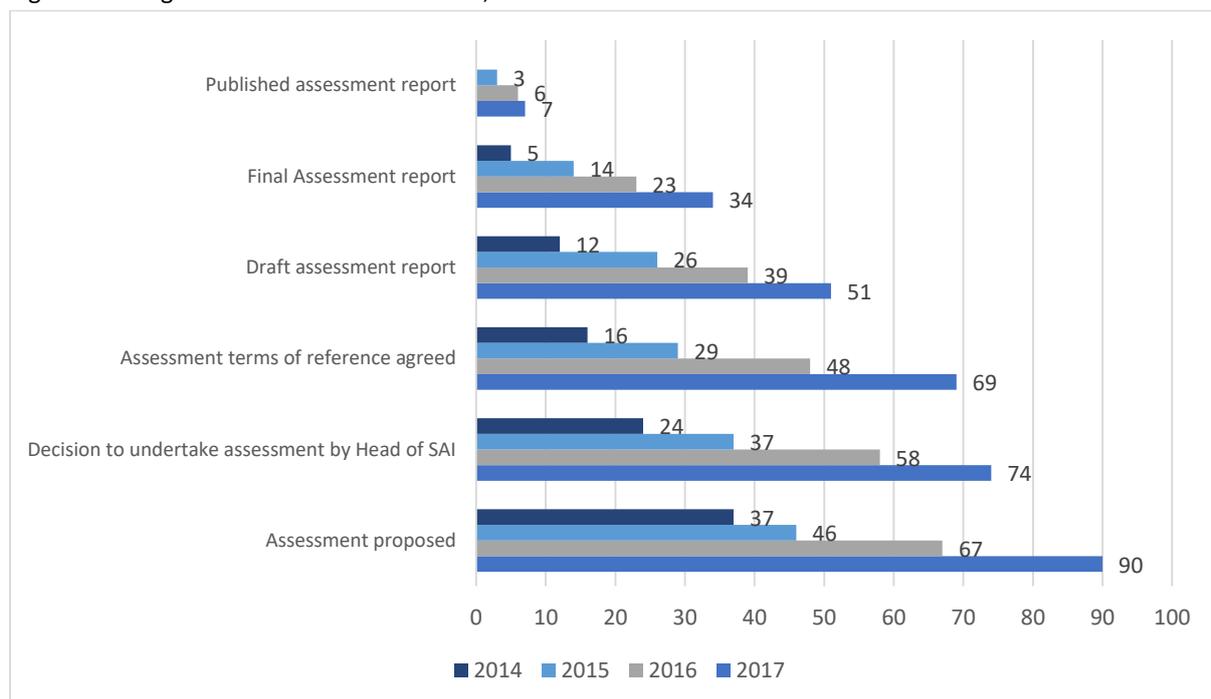
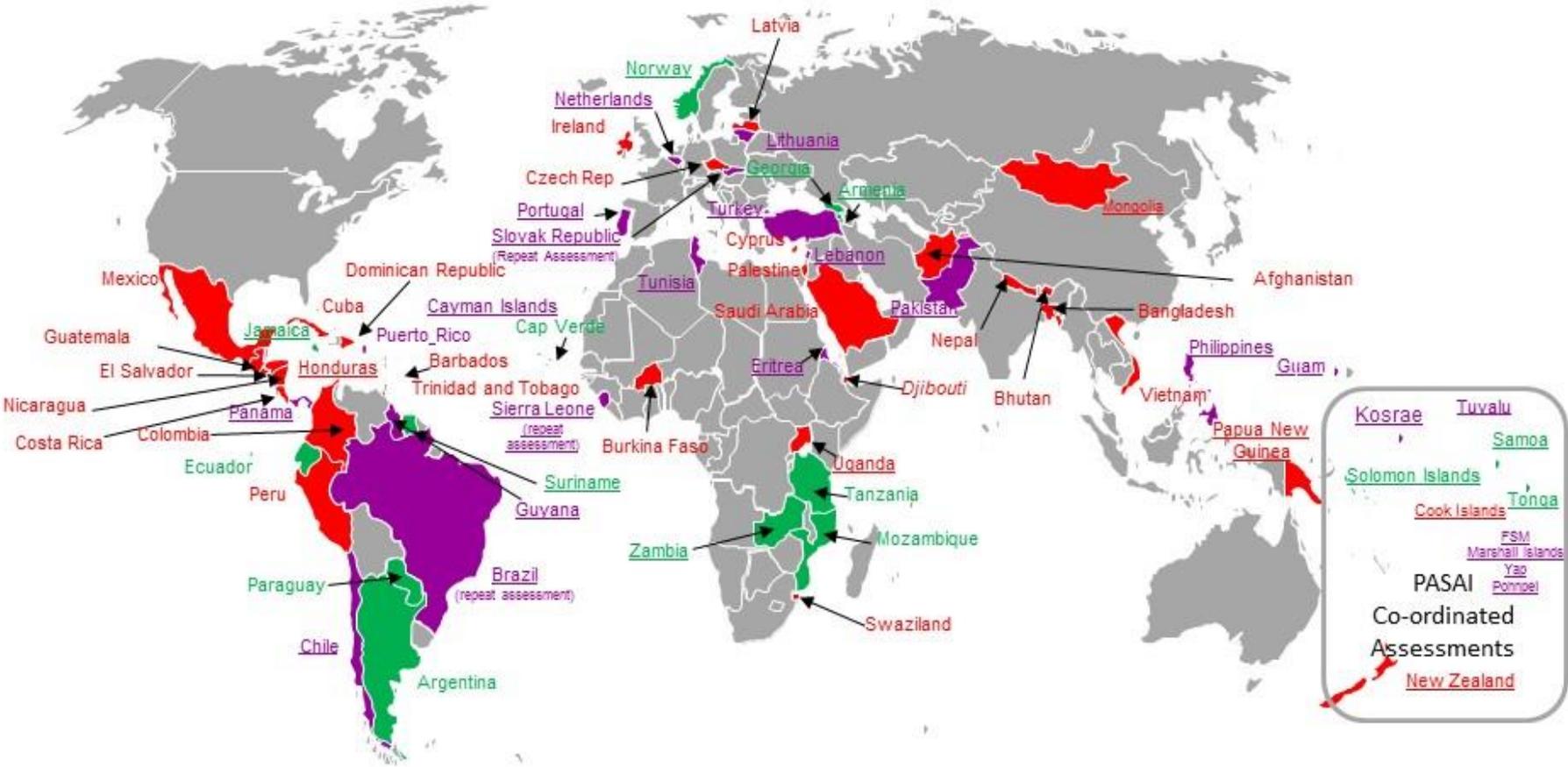


Figure 5.2 on the next page displays a map of SAI PMF assessments where data is available, indicating key stages in the process and version used for all countries.

Figure 5.2 Map of SAI PMF assessments per key progress stage

SAI PMF Assessments as of August 2017



Italics: based on earlier versions of SAI PMF
 Normal: based on SAI PMF Pilot Version
 Underlined: based on later versions of SAI PMF (v. 3.1, 3.2 and Endorsment Version)

Final report

Draft report

Assessment decided by head of SAI

The cumulative data implies that the SAI PMF is well on its way to becoming a globally recognized tool for assessing SAI performance. Also, the figures confirm that the 2017 target for the first outcome indicator measuring the cumulative number of SAIs with a SAI PMF performance report is well within reach, given that next to 34 finalized assessments, there are 6 additional reports currently undergoing independent review of quality of the draft report arranged by the SAI PMF unit. These reports are expected to be finalized by the end of 2017.

SAI PMF Strategy Outcome Indicator 1: Cumulative number of SAIs with a SAI performance report based on the SAI PMF framework a) First time assessment b) Repeat assessment

Milestone 2017: 40

Realization August 2017: 34

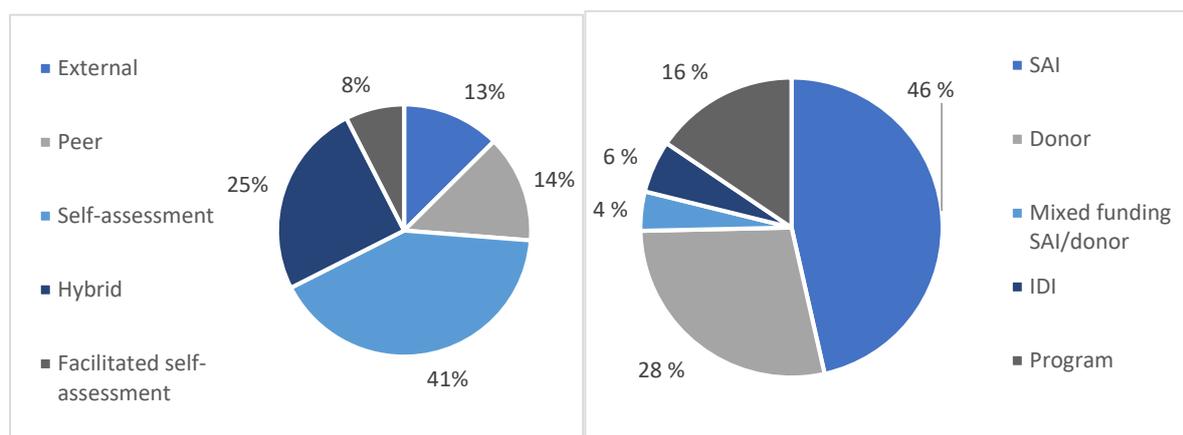
The significant take up in SAI PMF assessments is forecasted to increase even further. The 2017 INTOSAI Global Survey asked SAIs whether they intend to apply the SAI PMF framework in the future. 124 out of the responding 145 SAIs, or 85,5% responded positively. This includes 40 SAIs that have already completed or are undergoing a SAI PMF assessment currently, which would like to do a repeat assessment. The SAIs in Brazil, Slovakia and Sierra Leone have already started the process of conducting a repeat assessment.

5.1.2 Characteristics of assessments

The SAI PMF unit continuously refines the data it collects on the characteristics of SAI PMF assessments. This includes information on basic features, such as approach of the assessment, duration, stage of progress and funding, as well as more advanced information on objectives and actual use of assessments, composition of teams, and alternative arrangements for independent review, should the SAI PMF unit not be involved itself. Of course, provision of information is up to the SAIs, and therefore the data gathered is not exhaustive.

Information about the approach of the assessment (self, peer, external or hybrid assessment) is available for 80 SAIs for which a SAI PMF assessment has been proposed. Of those, 41% have chosen the approach of a self-assessment; 25% a hybrid approach containing a combination of self-, peer- or external assessment; 13% to have the assessment conducted by a fully external team of consultants and/or donor staff; while 14% preferred the SAI PMF assessment to be done by peers from other SAIs or INTOSAI bodies. In 8% of the assessments, the chosen approach was a facilitated self-assessment, in which an internal SAI team was supported by an external facilitator. As for the funding source, 46% of the 71 SAIs where data is available have mobilized only internal resources to realize the assessment. 28% of the assessments are depending on external funding from a donor, while in 4% the SAI PMF is funded jointly by the SAI and a donor, with the latter typically engaging some external experts to take part in the assessment team (Figure 5.3 and 5.4). 16% were funded through a dedicated SAI PMF regional program (PASAI region).

Figure 5.3 and 5.4 SAI PMF, approach of assessment and funding sources



It is important to note that SAI PMF has been applied successfully in countries at all stages of development, ranging from high-income countries, to least developed ones. Among the 34 finalized SAI PMF assessment reports, 9 concern SAIs in least development countries according to the OECD DAC list, while 8 and 7 are of lower- and upper-middle income countries respectively. 9 SAIs of high-income countries have finalized a SAI PMF assessment.

These results underscore the versatility and applicability of the tool in varying circumstances. They demonstrate that SAIs at all development stages may find the assessment useful, and that they appreciate the choice between the various assessment approaches. Also, the relatively equal share of internally and donor-funded assessments confirms that both groups of stakeholders see the value of the SAI PMF tool.

There are in total 7 SAIs that have decided to publish their SAI PMF assessments (Bhutan, Burkina Faso, Costa Rica, El Salvador, Nepal, Palestine, New Zealand), according to the SAI PMF units' records.

Among the 34 finalized SAI PMF assessments, exact data on start and end dates is available on 17 of them. There is significant variation between assessments, with some taking up to 18 months, while for others, the assessment took 3-4 months. Explanatory factors for such variations differ, internal factors being the most common reason for prolonging the duration of the assessment.

One interesting aspect that is apparent when seeing the information on training courses together with information about SAI PMF assessments conducted globally, is that the number of assessments conducted is correlated to the number of training courses in SAI PMF held in the region. The exceptions are PASAI and ARABOSAI. ARABOSAI has a much lower number of assessments compared to number of training courses held than other regions, while PASAI has a higher number of assessments. The positive situation in PASAI is most likely a reflection of many PASAI SAIs are part of the SAI PMF PASAI facilitation program, in which SAIs are committed to implement SAI PMF.

5.1.3 SAI PMF as a basis for strategic planning and capacity development

The SAI PMF unit collects data on the intended and actual use of SAI PMF results. Data on intended use of SAI PMF results is available for 68 out of the 90 SAI PMF assessments in the monitoring system, including those that have only been proposed. In 63, or almost all assessments, SAIs have indicated that they plan to use the assessment findings either as an input for strategic planning

and/or as a basis for capacity development. This corresponds to 70% of all planned and implemented assessments.

Data on actual use of results is available for 17 out of 25 finalized in the last three years - of which 15 indicate that the results of the SAI PMF have been used for developing or revising the SAI strategic plan and/or for planning of capacity development. Comparing the intended purpose before the assessment starts with the actual use of the results show that more SAI PMF reports have been used as basis for strategic and capacity development planning than anticipated at the planning stage of the assessment.

SAI PMF Strategy Outcome indicator 3: Percentage of conducted assessments finalized the last three years that are reported as having been used as basis for SAI strategic planning and/or capacity building projects.

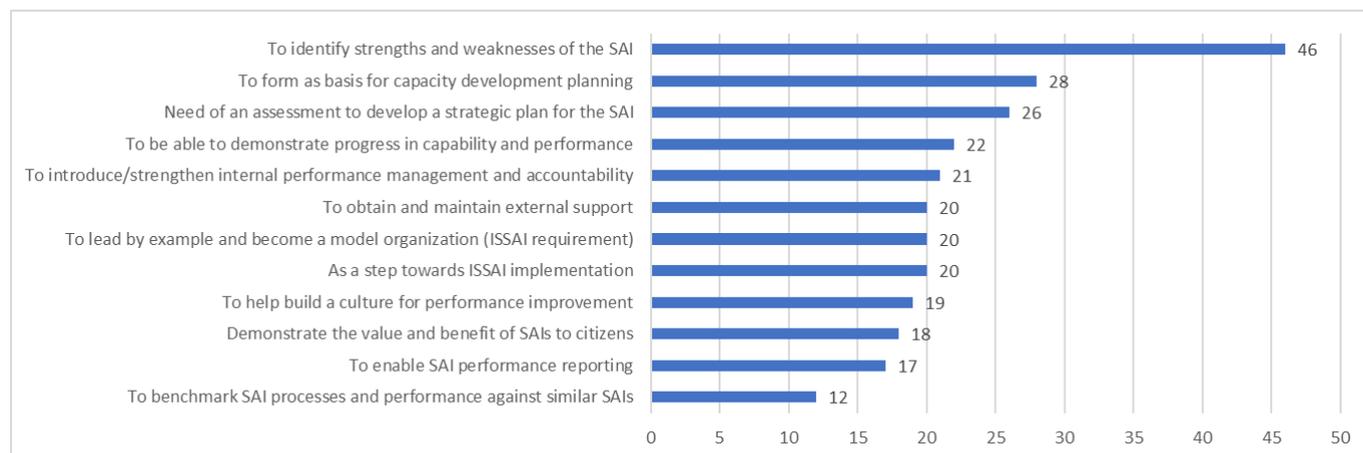
No targets for 2017/18

Target for 2019: **LDC & LI = 80%; LMI = 75%; UMI = 65%; HI =50%**

15 out of 17 (88%) SAI PMF assessments finalized in the last three years for which data on use of results is available indicate that the results have been used either for strategic planning and/or capacity building projects

It should be noted that the results of SAI PMF assessments may serve broader purposes than strategic planning and/or capacity building. With that in mind, respondents of the SAI PMF survey carried out in 2017 were asked to indicate all the various objectives that the SAI PMF findings were sought to address, or have addressed (Figure 5.5).

Figure 5.5 SAI PMF assessment purposes



As evident from Figure 5.5, while objectives related to strategic planning and capacity development are the top reasons why SAls decide to carry out a SAI PMF assessment, there is an array of other assessment purposes that justify the application of the tool. On the one hand, those refer to the motivation to lead by example by demonstrating progress, being a model organization, and demonstrate the value and benefits of SAls to citizens. On the other hand, SAls also use assessment results as direct input towards achievement of organizational, performance and technical objectives, such as performance reporting and benchmarking, or ISSAI implementation.

6 Support to ensure quality of SAI PMF assessments

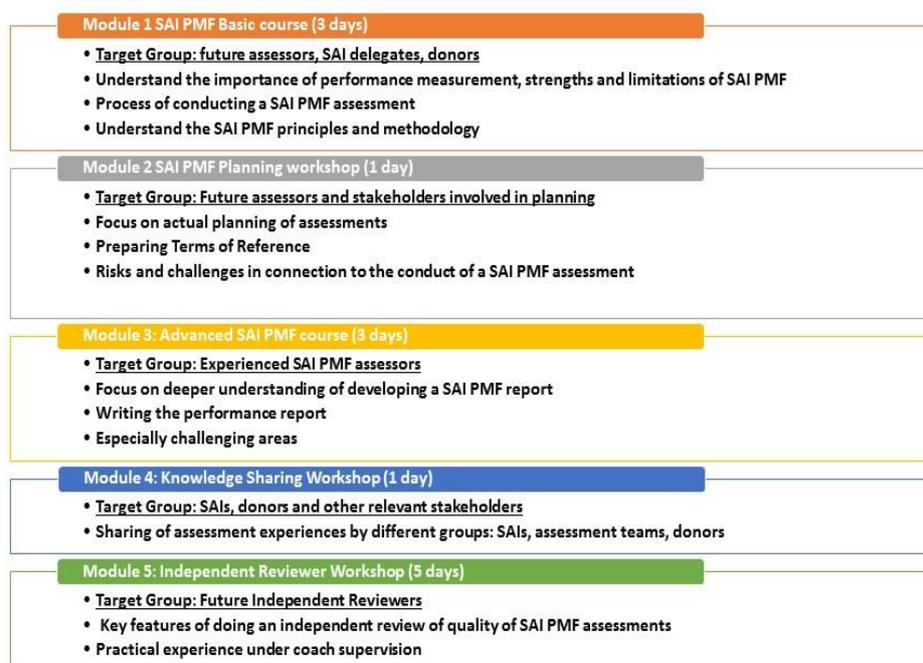
Support to ensure quality of assessments is one of the key responsibilities of the SAI PMF unit within IDI. It relates to being the global training body, support function and knowledge center for SAI PMF. This includes development of guidance and training materials, delivery of training courses and workshops, providing ad-hoc support to SAIs and assessors, and development of a pool of experts to support SAI PMF roll-out in different languages.

High quality SAI PMF reports based on correct facts are fundamental if the SAI PMF reports shall form a solid basis for strategic planning, further capacity development, monitoring performance over time, and identifying the results of capacity development initiatives. Low quality assessment reports that are based on facts that are embellished and/or more or less deliberate interpretation of the framework that evaluates the SAI's performance to be better (or worse) than it really is does not only limit the usefulness of the report for the SAI in question. It will also damage the reputation of the SAI PMF as a credible measurement framework.

6.1 Development of guidance and training materials

One key task following the endorsement of the SAI PMF tool has been to update the existing training program structure, to ensure adequate basic training and continued development of SAI PMF expertise. Figure 6.1 provides an overview of the training course modules in the current training program structure.

Figure 6.1 SAI PMF training course modules, target groups and main aims



A SAI PMF Training Material Development Workshop was held in Oslo in April 2017, with participants from the SAIs of Bhutan, Canada, Nepal, Norway, Palestine, Tunisia and Zambia, as well as a consultant. Update of modules 1 and 2 was subsequently finalised early May 2017. The new modules were pilot tested at two separate training events, namely in Pretoria (May 2017) and in Lisbon (June 2017). The SAI PMF unit did some final adjustments to the training materials based on experiences from the training courses.

The training material for module 1 and 2 will be translated into INTOSAI official languages in 2017. The training material for module 3 and 4 is scheduled to be finalized later in 2017, the material for module 5 in 2018.

Another key task following endorsement has been to revise and improve the guidance material on SAI PMF. The SAI PMF unit has in 2017 revised and developed the following material to support assessors during the assessments:

- SAI PMF Guidance for Assessors
- Frequently Asked Questions document – including questions asked by assessors in the developing phase of SAI PMF, and responses to these.
- Work papers to support assessors: e.g.: Worksheets for initial evaluation and scoring of indicators, Template for the narrative indicator report, Guidance list of documents to review for each indicator
- Template for the Terms of Reference for the assessment

In addition to the above, the unit is currently developing an overview tracking changes between different versions of SAI PMF for use in repeat assessments. This overview will be complemented with a guide on how to measure and report on performance changes when performance was last evaluated with a previous version of the SAI PMF. The guidance documents for repeat assessments is scheduled to be finalized in 2017.

All guidance documents will be translated to French, Arabic and Spanish.

6.2 Development of pool of experts

Work on developing and expanding the pool of SAI PMF experts is continuously ongoing. There are different levels of SAI PMF experts, which require different types of training and support. The starting point for becoming a SAI PMF expert is to participate in the basic course (Modules 1 and 2). The next step would be to become an experienced SAI PMF assessor, by taking part in a SAI PMF assessment. Some may also share their experience by becoming a SAI PMF trainer, while others may undergo more training to become independent reviewers of quality of SAI PMF assessments.

In order to establish clear criteria attached to each role, the SAI PMF unit has created a certification system (see Annex 1). There are six progression levels A to F, as well as two training facilitation levels. The SAI PMF unit maintains an overview of SAI PMF experts and their respective certification level. The list is updated after every training course provided, as well as whenever information is received on an expert's involvement in an assessment or an independent review. This allows for easy identification of potential experts whenever there is a need to fulfill a certain role.

6.3 Delivery of training courses and workshops

Delivery of courses and workshops is one of the key activities of the SAI PMF unit with the objective of raising awareness and supporting the quality of SAI PMF assessments. Table 6.1 summarizes the realised and planned training and workshop events for 2017.

Table 6.2 SAI PMF training events in 2017

Type	Location	Date	Region
Modules 1&2: SAI PMF Basic course	South Africa, Pretoria	May 2017	AFROSAI-E
Modules 1&2: SAI PMF Basic course	Portugal, Lisbon	June 2017	EUROSAI
Modules 1&2: SAI PMF Basic course	Philippines, Manilla	October 2017	ASOSAI
Modules 1: SAI PMF Basic course x 2	Morocco	December 2017	ARABOSAI

In addition to the delivered and before-standing SAI PMF training courses, the SAI PMF unit also conducted:

- 4 orientation meetings with individual SAIs, including an introductory presentation of SAI PMF, namely in Lebanon, Philippines, Serbia and Portugal. In addition, one IDI staff on secondment to AFROSAI conducted an awareness training for SAI Cameroon.
- One tailored workshop with an introductory training in SAI PMF as part of the PASAI facilitation program phase II, held in February 2017 in Guam. A second workshop, focusing on the writing of the performance report will be held in October 2017, in the Marshall Islands.

6.3.1 Totality of people trained in SAI PMF since 2013

In total, 32 SAI PMF basic training courses have been held since March 2013: eight in 2013, nine in 2014, twelve in 2015 and three in 2017. The majority of courses have been offered on a regional basis in response to demand and willingness of SAIs and donors to host the courses. In total 19 courses have been run in English, three in French, four in Spanish, three in Arabic and three in Portuguese. Training courses have been held in all INTOSAI regions, but the highest number of times in EUROSAI, OLACEFS and ARABOSAI.

Since 2013, a total of 895 people have been trained as SAI PMF assessors in SAI PMF basic courses. About 37% of the participants are female. 81% of the participants are delegates from SAIs or other INTOSAI bodies, while 15% have been representatives from donor organisations. The remaining 4% consist mostly of consultants, but also representatives from other governmental organisations.

The share of women over the years has remained relatively stable, even though there are some pronounced differences across regions. In EUROSAI, OLACEFS and PASAI the female/male ratio is significantly more equal than in the rest of the INTOSAI regions. As in previous years, it is important

to note that the gender bias in some regions may be explained by the fact that participants at SAI PMF training courses tend to be people with senior positions in the SAI. While the SAI PMF unit actively encourages the nomination of female participants in the training courses it delivers, the decision lies with the SAI itself. The statistics therefore may reflect that senior positions in many SAIs continue to be male dominated.

A total of 117 people have attended the previous SAI PMF knowledge sharing and quality assurance workshop, a more advance workshop held on five occasions in 2014-16 for people with some experience in using SAI PMF. Two of the workshops were held in OLACEFS, one in CAROSAI, one in EUROSAI and one in ASOSAI. The aim of these workshops was firstly to provide SAI PMF assessors involved in actual assessments with the opportunity to discuss lessons learned from the assessment process with peer assessors. Second, to provide guidance on how to do the qualitative analysis of the assessment and identify root causes of performance. Thirdly, provide an in-depth understanding of the independent review process.

6.4 Quality assurance / Independent review

One of the key responsibilities of the SAI PMF unit is to maintain the independent review (quality assurance) function for SAI PMF assessments. First it entails promoting the importance of adequate independent review processes to ensure the production of credible, high quality SAI PMF reports. Second it covers the conduct of independent reviews of assessments adherence to SAI PMF methodology, either by ourselves or by arranging other SAI PMF experts to conduct independent reviews of reports. Third it entails responsibility for the development of independent reviewers, through the development of guidance materials for independent reviews, and the provision of specific training in this regard.

In 2017, the template for the independent review report was revised to reflect the SAI PMF Endorsement Version. The guidance material for independent review is scheduled to be updated later in 2017.

A first stage of the independent review process covers a check of the draft terms of reference for a before-standing SAI PMF assessment. This check is vital as it may not only prevent shortcomings in the proposed approach, but it may help the assessors arrive at a better-defined scope, approach and methodology. So far, independent reviews of terms of reference have been done for 30 out of 66 (45%) assessments where terms of references have been agreed. This share is not particularly high, and poses an actual concern, as it may impact the quality of the assessment. Reasons why SAIs do not share the assessment terms of reference may include confidentiality issues, desire to have a speedy take off of the assessment, or lack of knowledge of the possibility to have the terms of reference reviewed. The SAI PMF unit will therefore emphasize the overall importance of having a solid terms of reference in place to guide the assessment, and will reiterate its role for the provision of those checks, next to its functions for independent review of draft reports.

Of the 23 SAI PMF reports that have been finalized in 2015-2017, 19 have undergone some form of independent review of quality. Of these, 14 had independent review arranged by the SAI PMF unit resulting in issuance of independent review statement (or INTOSAI Donor Secretariat prior to SAI PMF unit taking over the responsibility in December 2016). This shows that the 2017 target on the SAI PMF Implementation Strategy Outcome Indicator 2 has been met:

SAI PMF Strategy Outcome Indicator 2: Percentage of conducted assessments finalized the last three years that includes a QA statement demonstrating independent verification of facts, as well as proper application of the SAI PMF methodology

Milestone 2017: **53%**

Achievement August 2017: **61%**

This achievement must be seen against the background of a challenging staffing situation in the SAI PMF Unit throughout most of 2017. While the resulting workload from requests for independent review has naturally resulted in some delays. In 2017, the SAI PMF unit has arranged, overlooked and provided guidance to the review of eight assessments, - in addition to conducting one review in whole internally. Five of these reviews have been finalized with the issuance of a statement of quality ensured by independent review. The remaining four assessments are in the process of revising the report to address recommendations from the independent reviewer. In the last months of 2017, the SAI PMF unit is expecting to receive approximately five draft reports for review.

The numbers explained above show that the number of reports sent in for independent review by IDI has been highly rising the last year. With a view on the period 2018-19, the increased take up of SAI PMF assessments imply an increased number of requests for review. Given the limited capacity of the SAI PMF unit, the importance of building up a network of highly experienced SAI PMF experts who can take on the task of independent review, is growing. With that in mind, the SAI PMF unit intends to continue its focus on developing future certified independent reviewers.

6.5 General Support

The SAI PMF unit answers ad-hoc queries and requests for guidance from SAIs and assessment teams, these are normally sent through email. The questions often relate to planning and the practical organization of assessments (template for ToRs, reports, working papers), as well as interpretation and scoring of indicators within the specific context of the assessment.

On the SAI PMF page on the IDI website, all the SAI PMF guidelines and work papers have been made available for the public to use.

The SAI PMF Virtual Community (VC) was launched in November 2014 as an online discussion forum for trained SAI PMF assessors. It was created to enhance communication and sharing of experiences among assessors who run SAI PMF assessments, and is available in English, French and Spanish. On the Virtual Community there are discussion fora under different headings related to the SAI PMF; including the different domains of the framework (e.g. Domain D Audit Standards and Methodology, Domain B on Independence and Legal Framework) and the process of undertaking a SAI PMF assessment. The VC has not been very active the last years, but the SAI PMF unit will in the future attempt to stimulate discussion on a regular basis to keep it more alive.

7 SAI PMF regional implementation plans

The SAI PMF Implementation Strategy emphasizes the need for regionally tailored SAI PMF implementation plans based on needs and resources. Those implementation plans shall lay down agreements for delivery of regional training courses and events, knowledge-sharing activities, and other needs-based support.

To support regional roll out of SAI PMF, regional implementation plans or programs are sought to be developed in cooperation between IDI and INTOSAI regions and other relevant committees for all regions that request this. Due to limited resources during the establishment phase of the SAI PMF unit, there will be a gradual roll-out of development of regional plans and implementation of these. The work to develop regional implementation plans or programs have so far commenced in 3 regions: OLACEFS, ARABOSAI and ASOSAI. An implementation plan for PASAI 2018 has already been developed as part of the SAI PMF PASAI facilitation program. Development of regional implementation plans will be discussed with all INTOSAI-regions at the IDI workshop for INTOSAI regional Secretariats in September 2017.

8 Programs to facilitate conduct of SAI PMF assessments and use of results

The IDI has received a number of requests from INTOSAI regions, individual SAIs and donors for programs that facilitate the conduct of SAI PMF assessments and use of its results. The IDI is currently in discussion with some regions regarding this, discussion with remaining regions will be initiated at the IDI workshop with INTOSAI regional Secretariats in September 2017.

A program to facilitate conduct of SAI PMF assessments would be a coordinated regional approach to undertaking SAI PMF, where the assessment teams will be given appropriate training through a series of sequenced modules, in addition to support and guidance from resource persons and peers during the assessment. The aim would be for the participating SAIs to complete all modules and their SAI PFM report within a period of about one year. A pilot program is currently being implemented in PASAI, in good cooperation with the PASAI secretariat. In 2016, the first phase of the program was rolled out encompassing the southern pacific states. In 2017, the program has entered its second phase, encompassing the Northern Pacific states.

Next to facilitation programs targeting specific regions, the SAI PMF unit is also involved in activities to enhance the use of SAI PMF results. In that respect, it collaborates closely with other IDI programs, such as the Strategy, Performance Measurement and Reporting program. The latter was launched in 2015, with the objective of promoting “strategically managed SAIs and INTOSAI regions leading to higher performance”. The SAI PMF will be an integrated part of this program, as one key feature of the program will be to recommend the use of SAI PMF at various stages of the strategic management process, including: assessing the current situation (developing a baseline); developing performance indicators, monitoring and evaluation of performance (end of strategic period).

9 Challenges and risks – way forward

One of the biggest challenges in connection to implementation of the annual plans for SAI PMF 2017-18 is the high turnover of staff working with SAI PMF since last year. As of August 2017, the SAI PMF unit has one staff with the highest certification level, compared to that the INTOSAI-Donor Secretariat had four staff with highest certification level (although not working full time on SAI PMF). To address this challenge, the IDI will have high focus on developing new staff into SAI PMF experts at the needed level as fast as possible. In the phase of developing new staff, the SAI PMF unit will use external SAI PMF experts to a higher degree than before as facilitators of training courses and independent reviewers of quality of assessments.

Another big challenge is that implementation of the SAI PMF strategy 2017-19 require substantial financing for the various support functions to be provided by the IDI, e.g. costs in connection to delivery of facilitation programs and individual training courses and holding the function of independent review of quality of SAI PMF assessments. Typical costs items will include: staff costs; development of and translation of training material and guidance documents; the roll-out of training courses, workshops and awareness raisings; and funding of independent reviews done by consultants. The main source will be donor funding, although in kind support will be used when this is an option.

Another challenge in 2017-18 is to establish and maintain the cooperation needed with INTOSAI-regions and relevant committees to develop and implement regional plans for SAI PMF. This is also related to the staffing situation described above. To strengthen IDI's work on this, the IDI regional managers will support the SAI PMF unit in development of the plans.

An additional challenge is connected to monitoring SAI PMF assessments globally. The SAI PMF unit is reliant on that SAIs and other stakeholders provide information about assessments, to be able to keep the tracking up to date. To address this challenge, the SAI PMF unit will communicate more about the need for receiving this information, in addition to seeking support from INTOSAI regional secretariats.

Annex 1 SAI PMF Pool of Experts - Certification system

Certification Level	Competences Demonstrated	Source of Competence	Pre-requisites
A. Trained as SAI PMF Assessor	<ul style="list-style-type: none"> • Understanding of SAI PMF rationale and purpose • Understanding of planning a SAI PMF assessment • Understanding of scoring SAI PMF indicators • Awareness of the approach to drafting the SAI Performance Report • Awareness of SAI PMF Independent Review principles • Understanding of key debates surrounding SAI PMF 	Attended SAI PMF Basic Training Course (module 1) (and 2 – not necessity)	Knowledge of SAIs
B. Trained as advanced SAI PMF Assessor	<ul style="list-style-type: none"> • Deeper understanding of developing the SAI Performance Report, especially regarding developing the Qualitative Assessment 	Attended SAI PMF Advanced Training Course (module 3) (and 4 – not necessity)	<ul style="list-style-type: none"> • Certification level A
C. Experienced SAI PMF Assessor	<ul style="list-style-type: none"> • Prepare ToRs for a SAI PMF assessment • Collect evidence to apply SAI PMF indicators • Identify the root causes of SAI performance • Draft the SAI performance report • Finalise the SAI performance report (through an independent review process) 	Participated (team leader or team member) in SAI PMF assessment that was subject to independent review	<ul style="list-style-type: none"> • Certification level A (rec. B) • Experience of conducting evidence based SAI PMF assessments
D. Trained SAI PMF Independent Reviewer	<ul style="list-style-type: none"> • Apply the SAI PMF Independent Review principles to the review of individual indicators and qualitative assessment 	Attended SAI PMF QA/IR workshop (module 5)	<ul style="list-style-type: none"> • Certification level C

E. Experienced SAI PMF Independent Reviewer	<ul style="list-style-type: none"> Apply the SAI PMF Independent Review principles to a complete SAI PMF assessment 	Conducted SAI PMF Independent Review (including review of ToRs and issuance of Independent Review statement on final report)	<ul style="list-style-type: none"> Certification level D
F. SAI PMF Specialist	<ul style="list-style-type: none"> Facilitate advanced learning on SAI PMF, sharing of knowledge and experiences on SAI PMF Develop the capability of others to apply the SAI PMF Independent Review principles 	Facilitated (lead facilitator or co-facilitator) SAI PMF Advanced and IR/QA training courses	<ul style="list-style-type: none"> Certification level A, C, D, E
1. Experienced SAI PMF Basic Training Facilitator	<ul style="list-style-type: none"> Complete understanding of SAI PMF rationale and purpose Understanding of how to conduct a SAI PMF Assessment 	Facilitated (lead facilitator or co-facilitator) SAI PMF basic training course	<ul style="list-style-type: none"> Certification level A Some experience from SAI PMF Assessment
1. Experienced SAI PMF Advanced Training Facilitator	<ul style="list-style-type: none"> Particular strong understanding of developing the SAI Performance Report, especially understanding of developing the Qualitative Assessment 	Facilitated (lead facilitator or co-facilitator) SAI PMF advanced training course	<ul style="list-style-type: none"> Certification level C