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UQK: 657.6:336.14 METHODOLOGY OF COMPREHENSIVE ASSESSMENT OF THE EFFICIENCY OF THE INTERNAL AUDIT SERVICE IN BUDGET ORGANIZATIONS

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Abstract. The article analyzes the issue of assessing the effectiveness of the internal audit service in budget organizations and reveals that in practice, effectiveness is often assessed one-sidedly by a single indicator (the amount of identified violations). To solve the problem, an integral assessment methodology based on three components — preventive (E_p), economic (E_i) and the effectiveness of recommendations (E_t) — is proposed. The integral indicator I_{int} is calculated according to the formula $I_{int} = w_1 \cdot E_p + w_2 \cdot E_i + w_3 \cdot E_t$ (weights 0.40; 0.30; 0.30). *The methodology allows for multidimensional assessment, comparison and stimulation of the activities of internal audit services.*

Key words: internal audit, efficiency, integrated assessment, preventive efficiency, economic efficiency, efficiency of recommendations, public sector, rating.

Аннотация. В статье проанализирована оценка эффективности деятельности службы внутреннего аудита в бюджетных организациях и установлено, что на практике эффективность часто оценивается односторонне — по одному показателю (сумма выявленных нарушений). Для решения проблемы предложена методика интегральной оценки на основе трёх компонентов: профилактической (E_p), экономической (E_i) и эффективности рекомендаций (E_t). Интегральный показатель рассчитывается по формуле $I_{int} = w_1 \cdot E_p + w_2 \cdot E_i + w_3 \cdot E_t$ (веса 0,40; 0,30; 0,30). Методика позволяет многомерно оценивать, сравнивать и стимулировать деятельность служб внутреннего аудита.

Ключевые слова: внутренний аудит, эффективность, интегральная оценка, профилактическая эффективность, экономическая эффективность, эффективность рекомендаций, государственный сектор, рейтинг.

INTRODUCTION

An objective assessment of the effectiveness of the internal audit service is one of the important conditions for improving the audit system in the public sector. Correct performance evaluation allows to identify the strengths and weaknesses of audit services, compare them, encourage and rationally allocate resources. In international practice, the effectiveness of internal audit is considered as a multidimensional concept — it is evaluated not only through detected violations, but also through prevention, implementation of recommendations, and value added to the organization's management [1; 7].

The concept of efficiency itself has a broad meaning in audit theory. It includes such aspects as economy (saving resources), effectiveness (obtaining a result with minimal resources), and efficiency (the degree of achievement of the goal). In the context of internal audit, efficiency is manifested in the real impact of audit activities on the organization - strengthening financial discipline, preventing violations, and improving the quality of management. Therefore, measuring audit efficiency by only one financial indicator simplifies its multifaceted nature and does not fully reflect the true value of audit activities. This is the main methodological problem addressed in this study.

However, in the practice of assessing the effectiveness of internal audit in budget organizations, there is a problem of one-sidedness. Efficiency is often assessed by a single indicator - the amount of financial

irregularities detected. This approach encourages the audit service to detect more irregularities, while neglecting preventive activities. As a result, a paradoxical situation arises: a service that prevents irregularities, and therefore “detects” few irregularities, may be considered ineffective, while a service that detects them where there are many irregularities may be considered effective. This contradicts the logic of the main goal of auditing - to prevent irregularities.

In addition, a one-sided assessment does not take into account other important aspects of the audit service - the effectiveness of recovering identified funds and implementing recommendations. The true value of audit activities is reflected precisely in these aspects: identifying a violation is only the first step, and its recovery and prevention of recurrence are the real results of the audit. Therefore, there is a need to assess the effectiveness of internal audit using an integrated indicator that covers several dimensions.

The purpose of this article is to develop and justify an integrated assessment methodology that comprehensively assesses the effectiveness of the internal audit service in budget organizations based on three components (preventive, economic and recommendation effectiveness). The methodology includes the procedure for calculating each component, their weights and a formula for combining them into a single integrated indicator. The article describes in detail the theoretical foundations, calculation procedure and practical application of the methodology using exemplary examples, tables and diagrams.

The relevance of the issue is also increasing from a regulatory and legal perspective. In a situation where an efficiency-oriented approach is being introduced in public administration in Uzbekistan, where the activities of each state body and service are evaluated based on performance indicators, the need to assess the activities of internal audit services using objective, multidimensional criteria is also increasing [10; 11]. However, in practice, there is no single, scientifically based methodology for such an assessment - efficiency is often measured using arbitrary or one-sided indicators. This makes it difficult to fairly compare and promote audit services. This need determines the relevance of this study.

The issue of assessing the effectiveness of internal audit is actively studied in international professional documents and scientific literature. The IIA's Global Internal Auditing Standards establish the need to assess the effectiveness of internal audit activities and measure their value added to the organization's objectives [1]. INTOSAI standards (ISSAI 300) cover the basics of performance auditing in the public sector - the criteria of economy, efficiency and effectiveness. These documents interpret efficiency as a multidimensional concept.

In the scientific literature, multi-criteria approaches to assessing performance have been widely developed. The concept of a balanced scorecard proposes the idea of assessing performance according to various measures and combining them into a single system. In the field of economic analysis, the formation of integral indicators - the generalization of several specific indicators using weights - is a widely used method [3; 15]. The work of A.D. Sheremet and other scientists studied the issue of selecting specific indicators and their generalization in assessing performance.

The Balanced Scorecard developed by R. Kaplan and D. Norton justified the need to assess the organization's activities not only by financial indicators, but also from several perspectives [2]. This concept can also be applied to assessing the effectiveness of internal audit: it is advisable to evaluate audit activities by various measures (prevention, economic result, impact of recommendations) and combine them into a single indicator. The proposed methodology adapts this approach to the field of internal audit and combines three important measures into an integral indicator. Such an approach provides balance in assessing effectiveness and eliminates the risk of excessive reliance on a single indicator.

The literature review shows that, although a general methodology for the integrated assessment of performance has been developed, an integrated methodology specifically adapted for public sector internal audit services, covering the specific results of audit activities (prevention, recovery, implementation of recommendations), has not been sufficiently developed. Existing approaches often rely on a single financial indicator or use general criteria that do not take into account the specifics of the audit. In addition, the issue of prioritizing preventive activities in assessing audit performance has received little attention. This article aims to fill these gaps.

The dangers of performance measurement based on a single indicator have also been widely studied in management theory. If performance is measured by a single indicator, employees or organizations may focus on improving that indicator and neglect other important aspects—a phenomenon known as the “indicator game.” In the context of internal auditing, if performance is measured solely by the sum of identified violations, audit services may focus on “detecting” more violations and may discourage preventive activities—that is, preventing violations—from occurring. Multidimensional integrated assessment eliminates this danger: by balancing the various components, it prevents one-sided distortions of performance and encourages true, holistic effectiveness. This is one of the theoretically important foundations of the proposed methodology.

Foreign studies have proposed various models for assessing internal audit activities. The classic works of L. Sawyer and other authors argue that the effectiveness of internal audit should be assessed not only by financial results, but also by its contribution to improving organizational governance [15]. The works of A. Neely and colleagues on measuring performance ("Performance Prism") show the advantages of multidimensional assessment [12]. These studies emphasize the dangers of reducing performance to a single indicator and the need for a multidimensional approach.

Looking at local practice, a single methodological framework for assessing the effectiveness of internal audit services in Uzbekistan has not yet been fully formed. The activities of internal audit services of ministries and departments are often assessed by individual indicators, such as the amount of violations detected during the year or the number of inspections conducted. Such an assessment does not fully reflect the qualitative aspects of audit activities - preventive impact, economic return and practical results of recommendations. Therefore, the development of a methodology for assessing effectiveness, adapted for the public sector, integrated into a multidimensional and risk-oriented audit system, is an urgent task.

The research used the methods of systemic analysis, multi-criteria assessment, and the formation of integral indicators. The main idea of the proposed methodology is to assess the effectiveness of internal audit through three independent, but complementary components and combine them into a single integral indicator. The methodology consists of four stages: (1) identifying the components of effectiveness; (2) calculating each component on a scale of 0–100; (3) determining the weight of the components; (4) calculating the integral indicator and interpreting the results.

Three components of effectiveness were identified (Figure 1). The first is preventive effectiveness (Ep): it assesses the activity of the audit service to prevent violations (the amount of violations prevented, preventive measures taken). The second is economic effectiveness (Ei): it assesses the funds identified and returned to the budget, as well as the economic return on audit costs. The third is the effectiveness of recommendations (Et): it assesses the level of implementation of the recommendations made.

The selection of these three components is based on the reflection of the full cycle of audit activities. Audit activities provide a three-stage result: prevention of violations (prevention), detection of violations and recovery of funds (economic result), and recommendations to eliminate systemic weaknesses and their implementation (recommendation result). These three components complement each other and do not duplicate each other: prevention measures the result before the violation occurs, economic result measures the result after it occurs, and recommendations measure the result aimed at preventing future violations. Thus, the three components comprehensively cover the past, present and future impact of audit activities, which allows for a complete and proportionate assessment of effectiveness.

Each component is normalized on a scale from 0 to 100, based on the relevant proprietary indicators. Then the integral efficiency indicator is calculated according to the following formula:

$$I_{int} = w_1 \cdot E_p + w_2 \cdot E_i + w_3 \cdot E_t, (1)$$

where I_{int} is the integral efficiency indicator (0–100); E_p , E_i , E_t are preventive, economic and recommendation efficiency, respectively; w_1 , w_2 , w_3 are the relative weights of the components (the sum of the weights is 1.00). The weights of the components were determined based on their importance for the audit objective: preventive efficiency was given the greatest weight ($w_1 = 0.40$), since the prevention of violations is the main, strategic objective of the audit; economic efficiency and recommendation efficiency were given equal weight ($w_2 = w_3 = 0.30$).

There is an important methodological basis for prioritizing preventive effectiveness. Traditional one-sided assessment encourages audits to detect violations and neglect prevention. By giving the greatest weight to the preventive component, the methodology directs the audit service to prevent violations—that is, the real purpose of the audit. This shifts the incentive mechanism in the right direction: the service is not interested in detecting more violations, but in preventing them.

Normalizing each component on a scale of 0–100 is an important methodological issue, since the components are expressed in different units of measurement (prevention - in soums, economic efficiency - in percent, recommendations - in percent). For normalization, each specific indicator is evaluated relative to its maximum possible value or the best result in the system. For example, the effectiveness of recommendations (E_t) is taken directly as a percentage of implementation (100 percent implementation = 100 points). Economic efficiency (E_i) is normalized based on the level of return and economic return. Preventive efficiency (E_p) is evaluated based on the volume of violations prevented and the scope of preventive measures. Such normalization brings indicators of different sizes onto a single, comparable scale and allows them to be combined into an integral indicator.

The procedure for calculating each component of the proposed methodology is based on specific indicators (Table 1). Preventive efficiency (E_p) is calculated by the amount of violations prevented and the

number of preventive measures, economic efficiency (Ei) is calculated by the ratio of returned funds to the determined amount and economic return on audit costs, and the efficiency of recommendations (Et) is calculated by the ratio of implemented recommendations to total recommendations (Table 1).

Table 1

Components of the integrated efficiency indicator and their calculation

Sign	Component	Weight	Computational logic (custom pointers)
Ep	Prophylactic efficiency	0.40	On a scale of 0–100, based on the sum of violations prevented, the number and scope of preventive measures taken
Hey	Economic efficiency	0.30	Based on the ratio of the amount recovered to the determined amount and the economic return on audit costs
Meat	Effectiveness of recommendations	0.30	Based on the ratio of implemented recommendations to total recommendations issued (level of implementation)

Source: developed by the author based on analysis of international standards and audit practice.

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Integral Indicator: Ei - Components and their Weigts

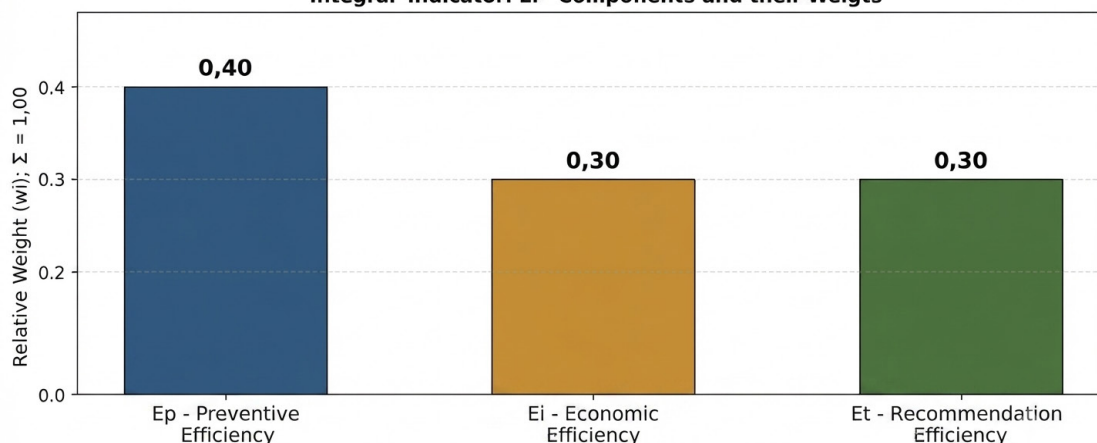


Figure 1. Components and Weights of the Internal Audit Efficiency Integral Indicator

The practical application of the methodology was shown in the example of a comparative assessment of two internal audit services (Table 2, Figure 2). The first service (Service 1) had a strong focus on preventive activities, ensuring consistent implementation of recommendations; and the second service (2nd service) is mainly focused on detection of violations, preventive activities are weak. Each component was evaluated on a scale of 0–100, and the integral index was calculated according to the formula (1) (Table 2).

Table 2

Integrated assessment of the effectiveness of two internal audit services (exemplary)

Index	Weight	Service 1	Service 2	Explanation
Ep is preventive efficiency	0.40	75	52	0–100 points
Ei is economic efficiency	0.30	71	50	0–100 points
Et is the effectiveness of recommendations	0.30	69	49	0–100 points
Int is an integral pointer	1.00	72.0	50.5	$\sum w_i \cdot \Theta_i$

Source: author's calculation (scores are sample, to demonstrate methodology).

The calculation results show an important advantage of the methodology: the integrated indicator allows for multidimensional comparison of services. The integrated indicator of service 1 (72.0) is significantly higher than that of service 2 (50.5), the main reason for which is its strong focus on preventive activities (Ep = 75). If efficiency was only measured by the sum of violations detected, Service 2 (which detected more violations)

could appear artificially more efficient. Integral methodology gives priority to prevention and correctly reflects the real efficiency.

Comparative analysis reveals another important feature of the integral indicator: it provides not only an overall assessment, but also a structural analysis of efficiency. Figure 2 shows that all components of service 2 are lower than service 1, but the greatest difference is observed in the preventive component (52 versus 75). This clearly shows the main weakness of service 2 - the lack of preventive activities, and allows us to identify targeted measures (strengthening the preventive system) in relation to it. Thus, the integral methodology serves not only as an assessment tool, but also as a means of substantiating management decisions - it identifies weak points and indicates areas for improvement.

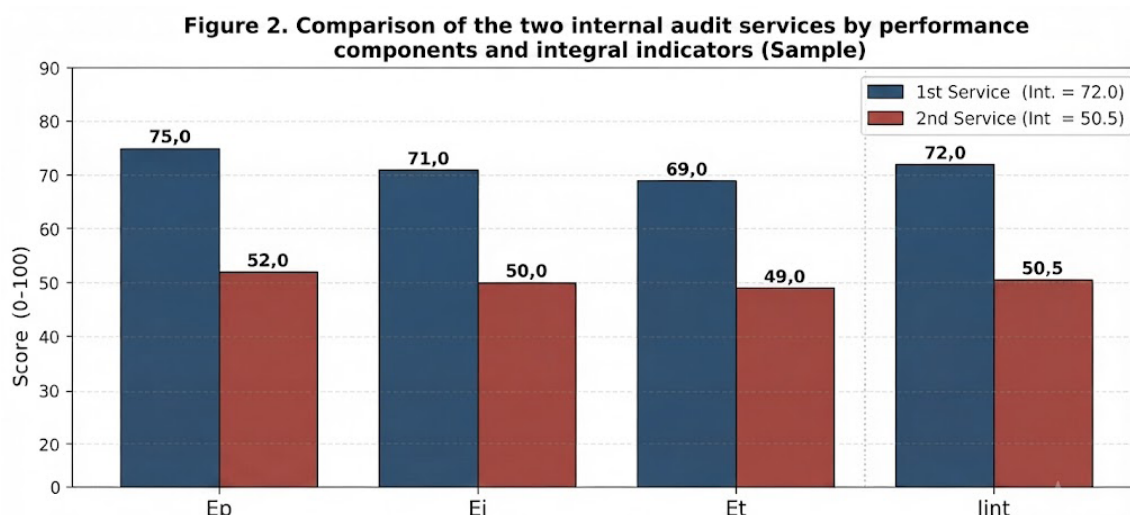


Figure 2. Comparison of the two internal audit services by performance components and integral indicators (Sample)

The practical significance of the methodology is also supported by real data. According to the 2024 report of the Ministry's Internal Audit Service, a total of 56.2 billion soums of violations were prevented (prevention) in the system, 65.1 billion soums of violations were detected, of which 9.0 billion soums were returned to the budget, and all recommendations (211) were fully — 100 percent — implemented [9]. These data provide the basis for a realistic calculation of the three components: the volume of prevention (56.2 billion) reflects the preventive potential of the audit, the level of return (13.8 percent) reflects the economic efficiency, and the implementation of recommendations (100 percent) reflects the effectiveness of the recommendations. In particular, the large volume of prevention (56.2 billion soums) confirms how important the preventive function of the audit is and the correctness of giving it priority.

The distribution of real report data for all three components is presented in Table 3. These data show that the methodology can be applied based on real values and that there is a clear statistical basis for each component (Table 3).

Table 3
Real data for integral assessment components (2024)

Sign	Component	Real indicator (2024)	Value
Ep	Prophylactic efficiency	Amount of violations prevented (231 preventive measures)	56.2 billion soums
Hey	Economic efficiency	Determined: 65.1 billion; returned: 9.0 billion (return rate)	13.8%
Meat	Effectiveness of recommendations	Recommendations made / recommendations given (211 / 211)	100%

Source: Author's calculations based on data from the 2024 annual report of the Ministry's Internal Audit Service (Appendix 2).

The advantages of the proposed methodology over current practice are as follows. First, multidimensionality: effectiveness is assessed not by one, but by three dimensions, covering various aspects of audit activities.

Second, correct motivation: giving priority to the preventive component directs the audit service to prevent violations. Third, comparability: the integral indicator allows comparing and rating different services on a single scale. Fourth, objectivity: the assessment is based on a clear formula and specific indicators, reducing subjectivity.

It should also be noted that the integrated assessment methodology serves to create a healthy competitive environment among audit services. When the efficiency rating of services is publicly announced, each service strives to improve its indicators, especially to strengthen preventive activities. This leads to a consistent increase in audit quality on a system-wide basis. In addition, the integrated indicator is also a valuable source of information for top management, which serves as a basis for monitoring the general state of the audit system, effectively distributing resources and making strategic decisions. Thus, the methodology can be used as a tool for managing not only a single service, but also the entire internal audit system.

The integrated indicator can be used as a practical tool in the management of audit services. It serves as a basis for rating services by their level of effectiveness, identifying and disseminating best practices, forming an incentive system, identifying weak components (for example, low preventive effectiveness) and determining targeted measures. Also, monitoring the dynamics of the integrated indicator — comparing it from year to year — allows you to assess the trend of improvement or deterioration in the performance of the audit service.

When implementing the methodology in practice, it is necessary to observe certain organizational conditions. First, the specific indicators necessary for calculating each component (prevented violations, recovered funds, implementation of recommendations) should be collected in a uniform manner, from reliable sources. Second, the component weights should be determined based on the strategic priorities of the system and periodically reviewed. Third, automating the calculation and monitoring of the integral indicator on the basis of information systems will make the assessment fast, objective and consistent. Fourth, it is important to clearly communicate the assessment results to the audit services and use them to determine measures to improve them. When these conditions are met, the methodology becomes an effective tool for assessing and improving audit effectiveness.

Another important aspect of the methodology is its connection with previous methodologies and its role in the holistic assessment of the audit system. While the risk assessment, materiality determination, and audit program formulation methodologies ensure the quality of audit planning and execution, the integrated effectiveness methodology assesses the audit outcome—the final impact of the activity. Thus, the methodology forms the final, evaluation loop of the risk-based audit system and closes the entire cycle of the system (planning—execution—evaluation).

To assess the stability of the methodology, sensitivity to changes in component weights was analyzed. When testing the weights within the normative limits (for example, w_1 from 0.35 to 0.45), the relative ranking of services by the integral indicator remained stable - services with strong preventive activities retained a higher position in all cases. The main conclusions of this methodology indicate that it is not very sensitive to the exact value of the weights and is reliable for practical application. At the same time, when the weight of the preventive component is reduced, the difference between services decreases somewhat, which once again confirms the role of prioritizing prevention in motivating services.

The weighting of the components was determined taking into account the opinions of experts and the priority of the audit objectives. The proposed weights (0.40; 0.30; 0.30) are exemplary, and each organization or system can adjust them based on its strategic priorities. For example, in areas where violations are often observed, the weight of the economic component can be temporarily increased at the initial stage, and as the prevention system develops, the weight of the preventive component can be prioritized again. This flexibility allows the methodology to be adapted to different conditions and stages, while its main logic - multidimensional assessment of effectiveness - remains unchanged.

CONCLUSIONS AND SUGGESTIONS

The results of the study lead to the following conclusions. First, the assessment of the effectiveness of internal audit in budgetary organizations is still often carried out one-sidedly - mainly by the sum of detected violations; this encourages the audit to detect violations and neglects preventive activities. Second, an integrated assessment methodology based on three components was proposed as a solution to the problem: the integral indicator $I_{int} = w_1 \cdot E_p + w_2 \cdot E_i + w_3 \cdot E_t$ is calculated according to the formula

Thirdly, the methodology gives a priority weight (0.40) to the preventive efficiency, directing the audit service to the prevention of violations - the original purpose of the audit; and the economic and efficiency of recommendations are given equal weight (0.30). A sample calculation showed that the method allows for multidimensional evaluation and comparison, and the analysis of real data showed its practical applicability. The following are proposed as practical recommendations: (1) inclusion of the integrated evaluation methodology

in the official procedure for evaluating the effectiveness of internal audit services; (2) to establish a system of collection of private indicators necessary for the calculation of components in a uniform manner; (3) forming a service rating and incentive system based on an integrated indicator; (4) monitoring of indicator dynamics and its automation based on information systems.

The scientific significance of the study is that it eliminates bias in assessing the effectiveness of internal audit and creates an integrated methodological tool that corrects the multidimensional, incentive orientation. The practical significance is manifested in the fact that the methodology allows for objective assessment, comparison and management of the activities of audit services. A promising direction of the study is to combine the integrated assessment methodology with the methods of risk assessment, materiality determination and audit program formation into a single risk-oriented audit system and test it on the basis of real data.

In conclusion, the methodology for the integrated assessment of internal audit effectiveness is an important tool for improving the audit system. It comprehensively covers various aspects of audit activities, accurately reflects real effectiveness and encourages audit services to prevent violations. Together with the previous risk assessment, materiality determination and program formation methodologies, this methodology completes the integrated methodological framework for a risk-oriented internal audit system in the public sector and serves to raise audit activities to a qualitatively new level.

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