



Quality Assurance Review Handbook, 2012



**Office of the Auditor General
Babarmahal, Kathmandu, Nepal
2012 December**

Foreword

The INTOSAI has announced International Standards of Supreme Audit Institutions (ISSAIs) underscoring the significance Quality Assurance (QA) activities for Supreme Audit Institutions. On the basis of decision of 40th Governing Board meeting held in Hanoi, Vietnam on 8th August 2010, in a cooperation agreement was signed by eleven heads of SAIs and IDI for IDI-ASOSAI program on "Quality Assurance in Performance Audit for developing hand book for quality review.

The Quality Assurance handbooks on financial and performance audit were drafted by IDI's instructor and expert. These drafts were delivered to the participants in the Quality Assurance Workshop in Mangolia and Indonesia for Quality Assurance in Financial Audit (QAFA) and Quality Assurance on Performance Audit (QAPA) in Malaysia and Thailand. Subsequently, these were piloted by the participants of the respective SAIs for testing the practical application of the draft Quality Assurance Handbook and presented in the review meeting of IDI-ASOSAI.

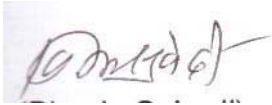
The objectives of this Handbook are to highlight the importance and benefit in carrying out both financial and performance audit of OAGN by generating high quality audit reports. This Handbook further aims to transform conceptual framework of QAR into practical application. For smooth transformation of this handbook necessary guidance, tools, templates, checklists and samples are provided in appendices for easy understanding and assistance to the users.

OAGN believes that quality of the audit products can be ensured only having a conceptual framework in QAR that ensures conformity with the good international practices and procedures at all the stages of audit and providing high quality reports for information to its stakeholders. The conceptual framework and consistent practice of QAR with Code of Ethics pronounced by INTOSAI and IFAC will be fruitful for ensuring the presentation of high quality audit reports and information.

OAGN issued the "Quality Assurance Handbook" in August 2009. The extensive review of handbook as carried out which culminated in bringing out the revised version of Quality Assurance Review Handbook, 2012 in a single set of book.

This Handbook is based on Quality Assurance Handbook in Financial Auditing and Handbook on Quality Assurance in Performance Auditing published by IDI-ASOSAI. This handbook will come into effect from 12th February 2013. I believe that this Handbook will facilitate and encourage users in its application and ensure presentation of high quality audit report and financial information for the use of the stakeholders with wide range of information.

I appreciate and express my gratitude to IDI-ASOSAI, team leader of QAFA and QAPA program, participants of SAIs and officials of OAGN for their support and valued contributions in bring out this revised Handbook, comments or suggestions from readers and users will be appreciated in weeding out the inconsistencies, if any left, for the future revision.

A handwritten signature in black ink, appearing to read 'Bimala Subedi', is written over a light blue rectangular background.

(Bimala Subedi)

Acting Auditor General

Date: 31th December 2012

Table of Contents

Subject	Page no.	
Foreword		
Table of Contents		
Abbreviations and Acronyms		
A: CHAPTERS		
Chapter 1: Introduction to Quality Assurance		
Purpose and Overview	1	
1. Quality, Quality Control and Quality Assurance	1	
1.1	Quality	1
1.2	Characteristics of Quality	2
1.3	Quality Control	3
1.4	Quality Assurance Review	3
1.5	Quality Assurance Review vs Quality Control	4
1.6	Benefits of the QAR	4
1.7	Quality Standards and Guidelines	5
1.7.1	Quality Standards and Guidelines of OAGN	5
1.7.2	International Standards of Supreme Audit Institutions (ISSAIs)	6
1.7.3	ASOSAI Guidelines	7
1.8	Ethical Values	8
1.8.1	Independence, objectivity and impartiality	8
1.8.2	Integrity	9
1.8.3	Conflict of interest	9
1.8.4	Professional secrecy	9
1.8.5	Competence	9
1.9	Types of Quality Assurance Review	9
1.9.1	Institutional level QAR	9
1.9.2	Individual audit level	10
1.9.3	Internal review	10
1.9.4	External review	10
1.9.5	Pre-issuance QAR	13

Subject		Page no.	
1.9.6	Post audit QAR	14	
1.10	Quality Assurance Review Process	15	
1.10.1	Planning Phase	15	
1.10.2	Conducting Phase	16	
1.10.3	Reporting Phase	17	
1.10.4	Follow-up	17	
1.11	Methodologies and Techniques for conducting QA Review	18	
Chapter 2: Quality Assurance Review Policy of OAGN			
2.1	Background	20	
2.2	Introduction	20	
2.3	Purpose and Objectives	21	
2.4	Policies on Quality Assurance Review	21	
	2.4.1	Generating awareness about the needs for QA	22
	2.4.2	Creating Awareness among Staff on QA	23
	2.4.3	Develop and Adapt the QA Handbook	23
	2.4.4	Establishing a Q A function	23
	2.4.5	Continuous Professional Staff Development	23
2.5	Institutional Arrangements	25	
	2.5.1	Formation of Quality Assurance Committee	25
	2.5.2	Quality Assurance Directorate	26
2.6	Roles and Responsibilities	27	
	2.6.1	Team Manager	27
	2.6.2	Team Leader	28
	2.6.3	Team Member	30
2.7	Skills and competencies of QA staffs	31	
	2.7.1	Team Manager	32
	2.7.2	Team Leader	33
	2.7.3	Team Member	33
2.8	Applicable Standards for QAR	33	
2.9	Managing the QAR function	34	
	2.9.1	Planning the QAR	34
	2.9.2	Conducting the QAR	35

Subject			Page no.
	2.9.3	Reporting the QAR findings	36
	2.9.4	Follow-up the QAR Reporting	37
	2.9.5	Measuring outcomes/Impacts of the QAR	40
	2.9.6	Working environment	41
2.10	Criteria for selecting audit files for QAR		42
2.11	Annual QAR Reporting		42
2.12	Monitoring and Supervision of QAR		43
2.13	Expected Output		45
2.14	Review of QA Policy		45
2.15	Repeal		45
Chapter 3: OAGN Level Quality Assurance Review			
Section 1: Introduction			
3.1	Purpose and Overview		46
3.2	Objectives of QAR of OAGN		46
3.3	Quality Control of OAGN		47
	3.3.1	Framework for OAGN Quality Control System	47
	3.3.2	SAI- QMS Framework suggested by IDI	66
	3.3.2.1	Overview	66
	3.3.2.2	Independence and Legal Framework	73
	3.3.2.3	Human Resources	74
	3.3.2.4	Audit Standards, Methodology and Audit Performance	78
	3.3.2.5	Leadership and Internal Governance	82
	3.3.2.6	Administrative Support	88
	3.3.2.7	External stakeholder relations	89
	3.3.2.8	Results	91
3.4	Factors to consider prior to the implementation of the SAI-QMS framework		92
Section 2 : QAR of OAGN Process			
3.5	Planning the QAR of OAGN		94
3.6	Conducting the QAR of OAGN		94
3.7	Gathering Evidence		95

Subject			Page no.
	3.7.1	Document Review	99
	3.7.2	Physical Observation	102
	3.7.3	Focus Group Discussion	102
	3.7.4	Interview	102
	3.7.5	Survey Questionnaire	102
	3.7.6	External Stakeholders	103
	3.7.7	Content Analysis	103
3.8	Reporting on the QAR OAGN		
	3.8.1	Report preparation	103
	3.8.2	Reviewing completeness of checklist	103
	3.8.3	Preparing a draft report outline	103
	3.8.4	Discussing findings with, and obtaining feedback from, OAGN senior management	104
	3.8.5	Preparing the Draft Report	105
	3.8.6	Discuss the summary of findings with the AG	106
	3.8.7	Finalising the Report	106
Chapter 4: QAR of Financial Audit			
4.1	Financial Audit process overview		107
	4.1.1	Pre- engagement phase	109
	4.1.2	Planning phase	110
	4.1.3	Execution phase	117
	4.1.4	Reporting phase	122
4.2	QAR process of Financial Audit		128
	4.2.1	Planning Phase	128
	4.2.2	Execution Phase	131
	4.2.3	Reporting Phase	139
Chapter 5: QAR of Performance Audit			
5.1	Purpose and Overview		144
5.2	Performance Audit Standards and Guidelines		
	5.2.1	International Standards of Supreme Audit Institutions	144
	5.2.2	ASOSAI Guidelines on Audit Quality Management System	145

Subject		Page no.	
	5.2.3	ASOSAI Performance Audit Guidelines	146
	5.2.4	Performance Auditing Guide	148
5.3	Selection of the appropriate audits for QAR		148
	5.3.1	Assessing Risk while selecting performance audit files for quality review	149
	5.3.2	Factors to be considered to ensure representativeness	149
	5.3.3	Other Considerations- Timing of the review	150
5.4	Objective of QAR of Performance Audit		150
5.5	Plan the QAR		151
5.6	Conduct the QAR		153
	5.6.1	Review of Performance audit files	153
	5.6.2	Gathering information	153
	5.6.3	Record and Analyze observations	153
	5.6.4	Discuss findings with audit team members	154
5.7	Report the Quality Assurance Review		154
	5.7.1	Prepare draft QAR Report	154
	5.7.2	Conduct exit meeting with senior management	156
	5.7.3	Finalise QAR Report	156
5.8	Follow-up of the QA Review Report		156
B: Diagram			
1. SAI-QMS framework with its elements			72
C: FIGURES			
1	Planning of QAR		15
2	Conducting of QAR		16
3	Reporting of QAR		17
4	Follow up of QAR		17
5	IDI's suggested SAI-QMS Framework		68
6	Independence and legal framework domain with its key elements		73
7	Human Resource domain with its key elements		75
8	Domain of Audit Standards, Methodology and Audit Performance		78
9	Audit Performance and its key components		80
10	Leadership and Internal Governance domain		83

Subject		Page no.
11	Domain of Administrative Support	88
12	Domain of External Stakeholder Relations	89
13	Results domain and its elements	91
D: TABLES		
1	Summary of International Standards of Supreme Audit Institutions	6
2	Main Guidelines issued by ASOSAI	7
3	Desired conditions and good international practices for the seven domain of the SAI-QMS	69
4	SAI's External Stakeholders Relationships	90
5	Element - wise suggested methods for collecting evidence	95
6	Reviewing method of guiding list of documents	99
7	Distinction between management letter and emphasis of matter	124
8	Sources and methods of gathering information	129
9	Summary of QA individual file review	132
10	Relevant paragraphs from the ASOSAI performance auditing guidelines	147
11	Assessing risk in individual performance audit review	149

E: APPENDICES		
1	Sample Terms of Reference (ToR) for the External QAR	158
2	Peer Review Checklist Appendix to ISSAI 5600	161
3	Summary Report of QAR findings with sample Report	182
4	Self Assessment & Audited entity Feedback	189
5	QAR plan of OAGN	191
6	Physical Observation checklist for work environment and facilities	192
7	Guidance on conducting Focus Group Discussion	198
8	Guidelines on conducting Interview	204
9	Questionnaire for QAR of OAGN	211
10	Getting Information from External Stakeholders	235
11	Guidance on Content Analysis of Qualitative Information	238
12	Template for recording QAR findings	240
13	Overview of findings Recording Form	241
14	QAR Report of OAGN with Sample	242

Subject		Page no.
15	Financial audit process	263
16	Financial audit methodology checklist	264
17	QA Questionnaire financial audit	271
18	Individual finding recording form	291
19	Quality Assurance Review Recording form	293
20	Financial Audit Review Report	299
21	QAR plan of Performance Audit	302
22	Performance Audit Methodology Check Questionnaire	307
23	QAR Recording Form	322
24	QAR Report on PA Level with Sample	326
F: References		335
G: Glossary of Terms		336

Abbreviations and Acronyms

AAG	Assistant Auditor General
ADB	Asian Development Bank
AG	Auditor General
AO	Audit Officer
AT	Audit Tool
ASOSAI	Asian Organization of Supreme Audit Institutions
AFROSAI-E	English-speaking part of African Organization of Supreme Audit Institutions
AQMS	Audit Quality Management System
CAATs	Computer Assisted Audit Techniques
CCU	Central Co-ordination Unit
CFS	Critical Factors for Success
DAG	Deputy Auditor General
DIR	Director
EDP	Electric Data Processing
FA	Financial Audit
GAAP	Generally Accepted Accounting Principle
ISQC	International Standards on Quality Control
IDI	INTOSAI Development Initiative
IFAC	International Federation of Accountants
INTOSAI	International Organization of Supreme Audit Institutions
ISA	International Standards of Auditing
ISSAI	International Standards of Supreme Audit Institution
IT	Information Technology
KPIs	Key Performance Indicators
MOPS	Matters of Potential Significance
MoU	Memorandum of Understanding
OAGN	Office of the Auditor General, Nepal
PAC	Public Accounts Committee
PA	Performance Audit
PAD	Performance Audit Division
PAG	Performance Auditing Guide
PAQRS	Post Audit Quality Review System
QA	Quality Assurance

QAC	Quality Assurance Committee
QAFA	Quality Assurance on Financial Audit
QAPA	Quality Assurance on Performance Audit
QAR	Quality Assurance Review
QARRF	Quality Assurance Review Recording Form
QC	Quality Control
QMS	Quality Management System
R&D	Research and Development
SAI	Supreme Audit Institution
TOR	Terms of Reference
WP	Working Paper
3Es	Economy, Efficiency and Effectiveness