

~~Draft~~ Audit and Review Guidelines:

Water Licences

~~May~~July 2014

Economic Regulation Authority

 WESTERN AUSTRALIA

This document is available from the Economic Regulation Authority's website at www.erawa.com.au. For further information, contact:

Economic Regulation Authority
Perth, Western Australia
Phone: (08) 6557 7900

© Economic Regulation Authority 2014

The copying of this document in whole or part for non-commercial purposes is permitted provided that appropriate acknowledgment is made of the Economic Regulation Authority and the State of Western Australia. Any other copying of this document is not permitted without the express written consent of the Authority.

Disclaimer

This document has been compiled in good faith by the Economic Regulation Authority (Authority). The document contains information supplied to the Authority from third parties. The Authority makes no representation or warranty, express or implied, as to the accuracy, completeness, reasonableness or reliability of the information supplied by those third parties.

This document is not a substitute for legal or technical advice. No person or organisation should act on the basis of any matter contained in this document without obtaining appropriate professional advice. The Authority and its staff members make no representation or warranty, expressed or implied, as to the accuracy, completeness, reasonableness or reliability of the information contained in this document, and accept no liability, jointly or severally, for any loss or expense of any nature whatsoever (including consequential loss) arising directly or indirectly from any making available of this document, or the inclusion in it or omission from it of any material, or anything done or not done in reliance on it, including in all cases, without limitation, loss due in whole or part to the negligence of the Authority and its employees.

This notice has effect subject to the Competition & Consumer Act 2010 (Cwlth), the Fair Trading Act 1987 (WA) and the Fair Trading Act 2010 (WA), if applicable, and to the fullest extent permitted by law.

Any summaries of the legislation, regulations or licence provisions in this document do not contain all material terms of those laws or obligations. No attempt has been made in the summaries, definitions or other material to exhaustively identify and describe the rights, obligations and liabilities of any person under those laws or licence provisions.

© Economic Regulation Authority 2014

This document is available from the Economic Regulation Authority's website at www.erawa.com.au. For further information, contact:

Economic Regulation Authority
Perth, Western Australia
Phone: (08) 6557 7900

Field Code Changed

Contents

1	Purpose of these Guidelines	1
2	Implementation of these Guidelines	2
3	Mandatory Auditing Requirements	2
4	The Licensing Framework for Water Licences	2
4.1	The Role of the Authority	2
4.2	Legislation Governing Water Licensing	3
4.3	Licence Conditions Related to Audits and Reviews	4
5	Australian Auditing Standards	4
6	Audit and Review Purpose, Scope, Risk and Frequency	4
6.1	Audit	5
6.2	Review	5
6.3	Risk Based Approach to Audits and Reviews	6
6.4	Frequency of Audits and Reviews	6
7	The Audit and Review process	7
7.1	Areas of Special Focus for Audits and Reviews	7
8	Auditor Selection	8
8.1	Competence and Capacity of an Auditor to Perform the Audit or Review	8
8.1.1	Audits	8
8.1.2	Reviews	8
8.2	Auditor Independence	9
8.2.1	Threats to Independence	10
8.3	Auditor Rotation	11
8.3.1	Consecutive Audits or Reviews Conducted by the Same Auditor	11
8.3.2	Application of the Auditor Rotation Policy to Audits and Reviews	11
8.4	Declaration of Independence	11
8.5	Summary of Required Documents from selected Auditor(s)	12
9	Audit and Review Plan Approval	13
9.1	Responsibility for Developing the Audit or Review Plan	13
9.2	General requirements for Audit/Review Plans	13
9.2.1	Audit or Review Objectives	13
9.2.2	Scope of Work	14
9.3	Risk based approach to Audits and Reviews	14
9.3.1	Audit Methodology	14
9.3.2	Proposed Audit and Review Procedures	14
9.3.3	Reporting	18
9.4	Specific Requirements for Audit Plans	18
9.4.1	Singular Audit Priority Assessment	18
9.4.2	Aggregated Audit Priority Assessment	18
9.4.3	Presentation of Audit Priority in the Audit Plan	19
9.5	Specific Requirements for Review Plans	20

9.5.1	Presentation of Audit Priority in the Review Plan	20
9.6	Assistance Provided by the Authority	21
10	Conducting the Audit/Review	21
10.1	Assistance Provided by the Licensee	21
10.2	Deviation from the Approved Audit Plan	21
10.3	Fieldwork	21
10.4	Audit Evidence	22
10.4.1	Specific Requirements for Procedures Output Compliance	22
10.5	Professional Scepticism	23
11	Audit and Review Reports	23
11.1	Executive Summary	23
11.1.1	Operational Audits	23
11.1.2	Asset Management System Reviews	24
11.2	Scope of Work	24
11.3	Licensee's Response to Previous Recommendations	24
11.4	Performance Summary	28
11.4.1	Operational Audit Compliance Summary	28
11.4.2	Asset Management Review Effectiveness Summary	30
11.5	Observations	32
11.6	Recommendations	33
11.7	Approval of the Report by the Auditor	36
11.8	Reporting to the Authority	36
11.9	Post-Audit and Post-Review Implementation Plans	36
11.10	Repeat Audit	37
12	Reporting by the Authority	37
13	Commercial Confidentiality	37
14	Amendments	38
Appendix 1	– Relevant Relationships for Assessing Auditor Independence	39
Appendix 2	– Risk Based Approach to Audits and Reviews	42
Appendix 3	– A Guide to the Asset Management System Effectiveness Framework	49
Appendix 4	– Overview of the Audit and Review Process	57
1	Purpose of these Guidelines	1
2	Implementation of these Guidelines	2
3	Mandatory Auditing Requirements	2
4	The Licensing Framework for Water Licences	2
4.1	The Role of the Authority	2
4.2	Legislation Governing Water Licensing	3
4.3	Licence Conditions Related to Audits and Reviews	4
5	Australian Auditing Standards	4
6	Audit and Review Purpose, Scope, Risk and Frequency	4
6.1	Audit	4

6.2—Review	5
6.3—Risk Based Approach to Audits and Reviews	6
6.4—Frequency of Audits and Reviews	6
7—The Audit and Review process	7
7.1—Areas of Special Focus for Audits and Reviews	7
8—Auditor Selection	7
8.1—Competence and Capacity of an Auditor to Perform the Audit or Review	8
8.1.1—Audits	8
8.1.2—Reviews	8
8.2—Auditor Independence	9
8.2.1—Threats to Independence	9
8.3—Auditor Rotation	10
8.3.1—Consecutive Audits or Reviews Conducted by the Same Auditor	10
8.3.2—Application of the Auditor Rotation Policy to Audits and Reviews	11
8.4—Declaration of Independence	11
8.5—Summary of Required Documents for Auditor Approval	11
9—Audit and Review Plan Approval	12
9.1—Responsibility for Developing the Audit or Review Plan	12
9.2—General requirements for Audit/Review Plans	12
9.2.1—Audit or Review Objectives	13
9.2.2—Scope of Work	13
9.3—Risk based approach to Audits and Reviews	13
9.3.1—Audit Methodology	13
9.3.2—Proposed Audit and Review Procedures	14
9.3.3—Reporting	16
9.4—Specific Requirements for Audit Plans	16
9.4.1—Singular Audit Priority Assessment	17
9.4.2—Aggregated Audit Priority Assessment	17
9.4.3—Presentation of Audit Priority in the Audit Plan	17
9.5—Specific Requirements for Review Plans	18
9.5.1—Presentation of Audit Priority in the Review Plan	19
9.6—Assistance Provided by the Authority	19
10—Conducting the Audit/Review	19
10.1—Assistance Provided by the Licensee	20
10.2—Deviation from the Approved Audit Plan	20
10.3—Fieldwork	20
10.4—Audit Evidence	21
10.4.1—Specific Requirements for Procedures Output Compliance	21
10.5—Professional Scepticism	21
11—Audit and Review Reports	21
11.1—Executive Summary	22
11.1.1—Performance Audits	22
11.1.2—Asset Management System Reviews	22

11.2—Scope of Work	23
11.3—Licensee’s Response to Previous Recommendations	23
11.4—Performance Summary	26
11.4.1—Performance Audit Compliance Summary	26
11.4.2—Asset Management Review Effectiveness Summary	28
11.5—Observations	30
11.6—Recommendations	30
11.7—Approval of the Report by the Auditor	34
11.8—Reporting to the Authority	34
11.9—Post-Audit and Post-Review Implementation Plans	34
11.10 Repeat Audit	35
12—Reporting by the Authority	35
13—Commercial Confidentiality	35
14—Amendments	36
Appendix 1—Relevant Relationships for Assessing Auditor Independence	37
Appendix 2—Risk-Based Approach to Audits and Reviews	40
Appendix 3—A Guide to the Asset Management System Effectiveness Framework	46
Appendix 5—Overview of the Audit and Review Process	54

Index of Tables

Table 1: Example of possible audit procedures for each audit priority	17
Table 2: Presenting audit priority ratings in operational audit plans	19
Table 3: Asset management system review plan	20
Table 4: Previous audit non compliances and recommendations	26
Table 5: Previous review ineffective components recommendations	27
Table 6: Audit compliance and controls rating scales	28
Table 7: Audit Obligation Ratings	29
Table 8: Asset management process and policy definition adequacy rating	30
Table 9: Asset management performance ratings	31
Table 10: An example of an asset management system effectiveness summary	31
Table 11: Current audit non-compliances and recommendations	34
Table 12: Table of Current Review Asset System Deficiencies/Recommendations	35
Table 13: Relevant relationships applicable to assessing auditor independence	39
Table 14: Types of compliance risk	43
Table 15: Consequence ratings	44
Table 16: Likelihood ratings	46
Table 17: Inherent risk rating	46
Table 18: Description of inherent risk ratings	46
Table 19: Preliminary Adequacy ratings for existing controls	47
Table 20: Assessment of audit priority	47
Table 21: Asset life cycle	49
Table 22: Asset management system key processes and effectiveness criteria	52
Table 1: Example of possible audit procedures for each audit priority	15
Table 2: Presenting audit priority ratings in performance audit plans	18
Table 3: Asset management system review plan	19
Table 4: Previous audit non-compliances and recommendations	24
Table 5: Previous review ineffective components recommendations	25
Table 6: Audit compliance and controls rating scales	26
Table 7: Audit Obligation Ratings	27
Table 8: Asset management process and policy definition adequacy rating	28
Table 9: Asset management performance ratings	29
Table 10: An example of an asset management system effectiveness summary	29
Table 11: Current audit non-compliances and recommendations	32
Table 12: Table of Current Review Asset System Deficiencies/Recommendations	33
Table 13: Relevant relationships applicable to assessing auditor independence	37
Table 14: Types of compliance risk	44

Formatted: Default Paragraph Font

Formatted: Default Paragraph Font

Formatted: Default Paragraph Font

Formatted: Default Paragraph Font

Formatted: Default Paragraph Font

Formatted: Default Paragraph Font

Formatted: Default Paragraph Font

Formatted: Default Paragraph Font

Formatted: Default Paragraph Font

Formatted: Default Paragraph Font

Formatted: Default Paragraph Font

Formatted: Default Paragraph Font

Formatted: Default Paragraph Font

Formatted: Default Paragraph Font

▲ Table 15: Consequence ratings	42
▲ Table 16: Likelihood ratings	43
▲ Table 17: Inherent risk rating	43
▲ Table 18: Description of inherent risk ratings	43
▲ Table 19: Preliminary Adequacy ratings for existing controls	44
▲ Table 20: Assessment of audit priority	44
▲ Table 21: Asset life cycle	46
▲ Table 22: Asset management system key processes and effectiveness criteria	49

Formatted: Default Paragraph Font

Formatted: Default Paragraph Font

Formatted: Default Paragraph Font

Formatted: Default Paragraph Font

Formatted: Default Paragraph Font

Formatted: Default Paragraph Font

Formatted: Default Paragraph Font

Formatted: Default Paragraph Font

This page has been left intentionally blank

1 Purpose of these Guidelines

The purpose of the Audit and Review Guidelines: Water Licences (**Guidelines**) is to inform water service providers licensed by the Economic Regulation Authority (**Authority**) and external auditors about the Authority's requirements regarding the conduct of performanceoperational audits (**audits**) and asset management system reviews (**reviews**) of licensees.

The Guidelines are designed to promote consistency of audits and reviews through:

- informing licensees and auditors about the legislative framework applicable to auditing licensee's compliance with licence conditions;
- informing licensees and auditors about the approach to examine the effectiveness of the reviews;
- describing a framework for the conduct of audits and reviews based on Australian Auditing and Assurance Standards;
- adopting a risk based approach to planning audits and reviews using the risk assessment process in standard AS/NZS 31000:2009;
- promoting consistency of reporting on audits by mandating a 4-point compliance rating scale and a 4-point adequacy of controls rating scale for higher risk obligations;
- promoting consistency of reporting on reviews by mandating separate adequacy and performance rating scales; and
- providing a framework for:
 - the criteria the Authority will consider when approving auditors;
 - the format and content of audit and review plans;
 - the conduct of audits and reviews with reference to the Australian Auditing and Assurance Standards; and
 - the format and content of the audit and review reports.

The use of common rating scales to measure compliance with licence conditions and effectiveness of asset management processes enables the Authority to benchmark individual licensees and groups of licensees over time. The Authority intends to reduce the frequency of audits and reviews for licensees that can demonstrate consistent and effective compliance with licence requirements. This approach will benefit the licensee through reducing the costs and resources needed for audit and review activities over time.

The Authority has published separate Guidelines for electricity and gas licenses (*Audit and Review Guidelines: Electricity and Gas Licences*) because of the different legislative framework relating to the audits and reviews of water licensees.¹

¹ The *Electricity Industry Act 2004* and the *Energy Coordination Act 1994* place the responsibility for the appointment of auditors that undertake audits and reviews of water licences on the licensee.

2 Implementation of these Guidelines

Licence audits and reviews that commence on or after the date that these Guidelines are published by the Authority are to be conducted in accordance with the requirements set out in these Guidelines.

3 Mandatory Auditing Requirements

In order to promote consistency of reporting on audits and reviews, the Authority has identified a number of mandatory requirements in respect of the:

- adoption of a risk based approach to auditing with a preference for the risk evaluation model set out in AS/NZS 31000:2009;
- compliance rating scales to be used to assess compliance with licence conditions;
- effectiveness rating scales to be used to assess effectiveness of asset management processes;
- terms and conditions of engagement for auditors employed to undertake audits and reviews of licences;
- format and content of an audit plan for audits and reviews;
- format and content of the auditor's audit and/or review report; and
- format and content of post-audit and post-review implementation plans.

The Authority has identified the mandatory requirements through the use of the words "must" and "requires" in the text of these Guidelines.

4 The Licensing Framework for Water Licences

4.1 The Role of the Authority

Under the provisions of the *Economic Regulation Authority Act 2003 (ERA Act)* section 25, it is a requirement that the Authority administers the licensing schemes for the provision of water services.

In performing its functions, the Authority, under section 26 of the ERA Act, must have regard to:

- promoting regulatory outcomes that are in the public interest;
- the long-term interests of consumers in relation to the price, quality and reliability of goods and services provided in the relevant markets;
- encouraging investment in relevant markets;
- the legitimate business interests of investors and service providers in relevant markets;
- promoting competitive and fair market conduct; and
- preventing abuse of monopoly or market power.

Licences are granted subject to conditions intended to promote the objectives of the legislation including supply quality (public health and safety issues), supply reliability (connections and supply), consumer protection (customer service levels and prices) and regulatory compliance (compliance with legislation and standards). These conditions are supported by various technical and industry codes and standards.

The Authority has the responsibility for granting licences with appropriate conditions, monitoring compliance, reviewing performance reports received from the licensees and enforcing compliance or revoking licences.

The Governing Body of the Authority is assisted by the Secretariat, which consists of a Chief Employee and public service officers appointed or made available under Part 3 of the *Public Sector Management Act 1994*. The Secretariat is the initial point of contact in the Authority's day-to-day dealings on matters relating to water, gas and electricity regulation. While the Secretariat may provide assistance on these matters, it is the Governing Body that has ultimate responsibility for regulatory functions and decisions.

4.2 Legislation Governing Water Licensing

The legislation that governs the licensing of water service providers is the *Water Services Act 2012 (Water Act)*. On 18 November 2013, the 2012 Act repealed and replaced the licensing provisions in the *Water Services Licensing Act 1995*.

Sections 24 and 25 of the Water Act place the following obligations on licensed service providers:

- provide the Authority with a report by an independent expert acceptable to the Authority as to the effectiveness of the asset management system not less than once in every 24 month period (or such longer period as the Authority allows) (section 24); and
- provide the Authority with an operational audit conducted by an independent expert acceptable to the Authority not less than once in every 24 month period (or such longer period as the Authority allows) (section 25).

Unlike the legislation for electricity and gas licence audits and reviews, which requires the licensee to appoint the auditor, the legislation for water licence audits and reviews requires the Authority to appoint the independent expert (auditor). The process that the Authority follows to appoint the auditor, and manage the conduct of an audit and review, is described in Appendix [54](#).

Regular audits of a licensee by an independent auditor provide the Authority with a level of assurance that the licensee is complying with its obligations with regard to supply quality, supply reliability, consumer protection and regulatory compliance.²

Regular reviews by an independent auditor provides the Authority with a level of assurance that the licensee is maintaining an effective asset management system.

The Authority requires both audits and reviews to be undertaken to a sufficient level of scrutiny that confidently assesses if the licensee has complied with its licence conditions, and/or has an effective asset management system.^{2a}

² The term 'operational audit' or its abbreviation 'audit' which are used in these Guidelines should not be confused with the term 'DoH audit' which is undertaken on the Memorandum of Understanding (MoU) between the licensee and DoH, as a condition of the licensee's potable water licence.

The required level of scrutiny corresponds to the Auditing standards definition of a reasonable assurance engagement.

Under the Water Act the Authority is required to provide a report on the audit and review to the Minister within two months of its receipt.⁵

4.3 Licence Conditions Related to Audits and Reviews

The Authority has developed licences for water services that are consistent with the corresponding legislation. The licences include conditions dealing with the conduct of audits and reviews, as applicable, and also require licensees and auditors to comply with the requirements of these Guidelines.

The reader is referred to the water licences that are published on the Authority's website (www.erawa.com.au) for more information on the relevant licence conditions.

5 Australian Auditing Standards

The following sections of these Guidelines refer to the principles outlined in the Australian Auditing Standards and Standards on Assurance Engagements (the Standards) issued by the Auditing and Assurance Standards Board.⁶ While the Standards have been developed by the accounting profession, the audit principles in the Standards apply equally well to audits and reviews.

Persons conducting audits and reviews are required to familiarise themselves with the standards that are identified in these Guidelines.

The Authority expects the audits and reviews of licensees to be conducted in accordance with the principles described in the standards that are referenced in these Guidelines. However, there is scope for the auditor to apply their professional judgement when they apply the principles to an audit or review.

6 Audit and Review Purpose, Scope, Risk and Frequency

The audits and reviews described in section 4.2 have a separate and distinct purpose and scope, which are described in more detail below.

³ Refer to Aus 7.4 of the Framework for Assurance Engagements (issued by Auditing and Assurance Standards Board (AUASB) in April 2010). The asset management system review as defined by the Industry Acts should not be confused with the definition in Aus 7.5 of the Framework for Assurance Engagements which defines a review as a limited assurance engagement.

⁴ Refer to Aus 7.4 of the Framework for Assurance Engagements (issued by Auditing and Assurance Standards Board (AUASB) in April 2010). The asset management system review pursuant to the Water Act should not be confused with the definition in Aus 7.5 of the Framework for Assurance Engagements which defines a review as a limited assurance engagement.

⁵ Regulation 7(2) of the *Water Services Regulations 2013* requires the Authority to give the Minister for Water, within two months of their receipt, a copy of the audit and review reports, as well as a report prepared by the Authority setting out its opinion of the findings in the audit and review reports, and the actions the Authority proposes to take in response to the audit and review findings.

⁶ Available on the ~~Auditing and Assurance Standards Board~~ (AUASB) website: www.auasb.gov.au

Formatted: Justified

Formatted: Font: Bold

6.1 Audit

The purpose of the audit is to assess the effectiveness of measures taken by the licensee to meet the conditions referred to in the licence including the legislative obligations called up by the licence.

The audit focuses on the systems and effectiveness of processes used to ensure compliance with the standards, outputs and outcomes required by the licence; the audit report should identify areas where improvement is required and recommend corrective action as necessary.

The scope of the audit must include the adequacy and effectiveness of performance against the requirements of the licence by considering:

- **process compliance** - the effectiveness of systems and procedures in place throughout the audit period, including the adequacy of internal controls;
- **outcome compliance** – the actual performance against standards prescribed in the licence throughout the audit period;
- **output compliance** – the existence of the output from systems and procedures throughout the audit period (that is, proper records exist to provide assurance that procedures are being consistently followed and controls are being maintained);
- **integrity of reporting** – the completeness and accuracy of the compliance and performance reports provided to the Authority; and
- **compliance with any individual licence conditions** – the requirements imposed on the specific licensee by the Authority or specific issues that are advised by the Authority.

Adjustment of the audit scope in the audit plan stage may be considered by the Authority on a case by case basis, in respect of individual licensee's or classes of licensee.⁷

6.2 Review

The purpose of the review is to assess the measures taken by the licensee for the proper management of assets used in the provision and operation of services and, where appropriate, the construction or alteration of relevant assets.

The review focuses on the asset management system, including asset management plans, which set out the measures that are to be taken by the licensee for the proper operation and maintenance of assets. The plans must convey the licensee's business strategies to ensure the effective management of assets over at least a five year period.

The scope of the review must include an assessment of the adequacy and effectiveness of the asset management system by evaluating the 12 key asset management processes mandated in Appendix 43:

- asset planning;
- asset creation/acquisition;
- asset disposal;
- environmental analysis;

⁷ This is discussed further in section 7.1 of these Guidelines.

- asset operations;
- asset maintenance;
- asset management information system;
- risk management;
- contingency planning;
- financial planning;
- capital expenditure planning; and
- review of the asset management system.

The effectiveness criteria that are to be used in the review are described in Table 22 of Appendix 43.

6.3 Risk Based Approach to Audits and Reviews

The primary purpose of an audit and review is to assess the effectiveness of measures taken by the licensee to ensure compliance with licence conditions or effective management of assets. These Guidelines incorporate a risk-based approach to assessing the appropriate risk factors in order to focus the audit and review on higher risk areas, with less intensive coverage of medium and lower risk areas. The Authority requires auditors to apply a risk based approach to planning and conducting an audit or review.

In order to obtain greater consistency of risk assessment across the different utility sectors and licensees, these Guidelines provide detailed guidance on the Authority's preferred risk evaluation model, which is based on *Australian/New Zealand Standard 31000:2009 (Risk Management – Principles and Guidelines)*, refer to Appendix 2. Applying this methodology in audits and reviews requires auditors to apply a greater focus and depth of procedures for higher risk areas compared to medium and lower risk areas.

6.4 Frequency of Audits and Reviews

The Water Act prescribe a minimum interval of time between audits and reviews of 24 months, commencing from the date that the licence is granted (see section 4.2). There is also provision for the Authority, at its discretion, to extend or reduce the interval between audits and reviews from the standard 24 month period.

Audits and reviews impose direct and indirect costs on the licensee and the Authority. The Authority's policy is to minimise the cost of regulation on licensees, subject to maintaining an appropriate level of oversight of the licensee's compliance with its regulatory obligations under the licence. For audits and reviews, the cost of regulation may be reduced if the interval between audits and reviews is increased. Hence, the Authority is prepared to, within reasonable bounds, extend the interval between audits and reviews for low risk licensees, i.e. those licensees who are demonstrating high levels of compliance with licence conditions, or asset management system effectiveness, as applicable.

Licensees who are assessed as:

- having a strong compliance framework that is achieving a high level of compliance with the conditions of the licence; or

- operating an effective asset management system that has strong controls to maintain a high level of effectiveness,

may be rewarded with an increased interval between audits and reviews.

Conversely, licensees who are assessed as:

- having a weak compliance framework that is achieving an inadequate level of compliance with the conditions of the licence; or
- operating an ineffective asset management system,

may have the interval between audits and reviews reduced. If the audit or review period is reduced the Authority may also serve a rectification notice on the licensee under section 31(1) (failure to comply with licence) of the Water Act.

7 The Audit and Review process

The audit framework contemplated by the Water Act places the onus on the licensee to demonstrate compliance with the conditions of their licence. The licensee's compliance with their licence is assessed by audits and reviews undertaken by independent auditors appointed by the Authority. The auditor provides a report on their findings to the Authority.

Please refer to Appendix 54 for an overview of the audit and review process.

7.1 Areas of Special Focus for Audits and Reviews

At the initiation of an audit or review, the Authority's Secretariat may inform the licensee that specific licence obligations, aspects of the asset management system, or the inspection of specific asset infrastructure is an area of special focus that must be given a high audit or review priority. The areas of special focus are usually selected in response to information that the Authority has obtained from a range of sources, including previous audits or reviews, annual compliance reports, media reports and referrals from other government agencies. The auditor may also be required to focus on the licensee's compliance with new or amended legislation that has been implemented since the previous audit was concluded.

The Secretariat will strive to provide the licensee with advance notice of areas of special focus. This may be by including the information in the Authority's letter notifying the licensee of the upcoming audit and/or review of its licence (normally sent ~~fourthre~~ months prior to the end of the audit/review period), or by communicating the information directly to the licensee at some earlier time.

The Secretariat may also wish to meet with the licensee and the auditor to discuss the handling of any areas of special focus in the audit or review plan before the auditor submits the plan to the Authority for approval.

The following sections discuss the three stages of the audit and review process – auditor selection, audit/review plan approval and audit/review report approval – in more detail.

8 Auditor Selection

Under the Water Act, the Authority must select an auditor to undertake the audit or review. The Authority must be satisfied that the auditor has the required expertise and experience to conduct the audit or review to an acceptable standard. The Authority will also give consideration to the independence of the auditor in relation to the licensee. The remainder of this section sets out the criteria that the Authority will consider when determining the suitability of an auditor to conduct an audit or review.

The Authority will undertake a selection process to identify an auditor that is able to conduct the audit or review to a satisfactory standard and in a cost effective manner by issuing a Request for Quotation (RFQ).⁸ The RFQ requires the auditors to address the criteria set out in the remainder of this section.

8.1 Competence and Capacity of an Auditor to Perform the Audit or Review

8.1.1 Audits

In determining the suitability of an auditor to conduct an audit, the Authority will give consideration to the following factors:

- The experience of the auditor in performance and compliance auditing. It is desirable for the auditor to demonstrate experience of undertaking regulatory audits or non-financial assurance audits of utilities or other regulated businesses within the previous 3 years; and
- The audit skills and experience of each member of the audit team. The Authority will give particular consideration to:
 - each audit team member's audit expertise and audit experience; and
 - the lead auditor's (e.g. partner, manager, senior engineer or similar) knowledge and experience of conducting regulatory audits or non-financial audits of utilities or other regulated businesses.

8.1.2 Reviews

In determining the suitability of an auditor to conduct an asset management system effectiveness review, the Authority will give consideration to the following factors:⁹

- The experience of the auditor in asset management practice. It is desirable for the auditor to demonstrate relevant asset management experience in utilities or other regulated businesses within the previous 3 years. Relevant experience might include asset management system development, asset valuations, asset performance reviews, asset project management or strategic asset planning; and
- The engineering and technical expertise of each member of the review team. The Authority will give particular consideration to:

⁸ The Authority will appoint the auditor on a fixed price contract, based on the scope of work in the Request for Quotation (RFQ) issued by the Authority. There may be a need to change the audit procedures during the audit/review, which may result in additional work. The RFQ will include fixed hourly rates for the audit personnel; these rates will apply for any additional work.

⁹ The Authority uses the term 'auditor', rather than the term 'reviewer' to denote the independent experts that undertakes reviews.

Formatted: Font: Bold

- each review team member's professional qualifications relevant to the licence that is the subject of the review;
- each review team member's knowledge and experience of asset management practice in the utility sector relevant to the licence; and
- the lead auditor's (e.g. partner, manager, senior engineer or similar) knowledge and experience of managing effectiveness reviews of asset management systems.

8.2 Auditor Independence

During the appointment process consideration will be given to the professional independence of the auditor in relation to the licensee and any related entity,¹⁰ particularly where the auditor undertakes other professional work for the licensee or a related entity.

Auditor independence requires that the auditor and the licensee take appropriate measures to avoid conflict of interest situations in respect of the audit or review. Section 324CD of the *Corporations Act 2001 (Cth)* (**Corporations Act**) states that:

A conflict of interest situation exists in relation to an audited body at a particular time if, because of circumstances that exist at that time:

- the auditor, or a professional member of the audit team, is not capable of exercising objective and impartial judgement in relation to the conduct of the audited body; or
- a reasonable person, with full knowledge of all relevant facts and circumstances, would conclude that the auditor, or a professional member of the audit team, is not capable of exercising objective and impartial judgement in relation to the conduct of the audit of the audited body.

Section 324CD of the Corporations Act includes a comprehensive framework for identifying circumstances that give rise to conflicts of interest. The Authority notes that the professional codes of conduct for audit and assurance practitioners are broadly consistent with the Corporations Act, but may be less prescriptive in their approach to resolving conflicts of interest. The Authority expects that auditors who are members of a professional accounting body will be governed by the code of ethics of that body when determining whether they meet the minimum standards for professional independence in relation to an audit or review of a licensee. However, the Authority also recognises that some audits and reviews are conducted by auditors who may not be members of a professional accounting body. The remainder of this section outlines the factors, drawn from the Corporations Act and APES 110,¹¹ that the Authority requires all auditors to take into account when assessing whether they meet the minimum standards for auditor independence.

All persons that will be engaged in performing an audit or review are required to provide to the Authority a declaration of independence at the time they submit their RFQ to the Authority, either individually or, where they are employed by the same entity, collectively (see section 8.4).

¹⁰ A related entity has the same meaning as in section 9 of the Corporations Act 2001 (Cth)

¹¹ Accounting and Professional Ethical Standards Board, Compiled APES 110 Code of Ethics for Professional Accountants (February 2008).

8.2.1 Threats to Independence

The letter from the Authority to the licensee notifying the licensee of the upcoming audit and/or review will identify the proposed list of auditors who will be invited to submit an RFQ for the audit and/or review. The licensee is required to notify the Authority if there are any issues that they are aware of that may present an independence threat. See Appendix 54 for more details.

Before submitting an RFQ to the Authority, the auditor should satisfy themselves that there are no conflicts of interest that might give rise to an independence threat. Of particular interest are independence threats due to:

- self-interest – occurs when:
 - an auditor or a member of the audit team could benefit from a financial or non-financial interest in a licensee or a related entity; or
 - the total fees from the licensee represents a large proportion of the fees of the auditor expressing the audit opinion.¹²
- self-review – occurs when:
 - the auditor or a member of the audit team has undertaken other non-audit work for the licensee that is being evaluated in relation to the audit/review; or
 - when a member of the audit team was previously an officer or director of the licensee; or
 - where a member of the audit team was previously an employee of the licensee who was in a position to exert direct influence over matters that will be subjected to examination during an audit or review.

Auditors are encouraged to assess the risk of a self-review threat based on work that:

- has been undertaken by the auditor, or a member of the audit/review team, for the licensee within the previous 24 months; or
 - the auditor is currently undertaking for the licensee; or
 - the auditor has submitted an offer, or intends to submit an offer, to undertake for the licensee within the next 6 months; and
- familiarity – occurs when, by virtue of a close family relationship with a licensee, its directors, officers or employees, an auditor or a member of the audit team is or is perceived to be too sympathetic to the licensee's interests.

These, and other, independence threats are discussed in more detail in sections AUST290.4 – 290.231 of APES 110.

Auditors are required to consider a number of relevant relationships when assessing whether circumstances exist that might create an independence threat. These relationships are considered in more detail in Appendix 1.

¹² The Australian Accounting Bodies Independence Guide discusses a scenario where the auditor assesses the self-interest threat to their independence when the client contributes 16%, or more, of the auditor's total fees.

8.3 Auditor Rotation

8.3.1 Consecutive Audits or Reviews Conducted by the Same Auditor

There is a self-review or familiarity threat to auditor independence where the same auditor conducts consecutive audits of the same business. To mitigate against this risk, auditor rotation is common practice for other types of statutory audit.¹³

The Authority's policy with respect to auditor rotation is to limit the number of consecutive audits or reviews that can be conducted by the same auditor to two (2). Where an auditor is unable to conduct an audit or review because of the rotation criterion, at least one audit or review must be conducted by another auditor before that auditor is eligible to conduct a subsequent audit or review.

8.3.2 Application of the Auditor Rotation Policy to Audits and Reviews

The auditor rotation policy in section 8.3.1 applies to persons who play a significant role in the audit or review. A person who plays a significant role in an audit or review includes:

- if the person is appointed as an individual auditor:
 - the person; and
 - a service company, or similar, through which the auditor provides the audit service; or
- if an audit company is appointed as the auditor:
 - the lead auditor, i.e. the person who is primarily responsible to the audit company for the conduct of the audit or review;¹⁴ and
 - the review auditor, i.e. the person who is primarily responsible to the audit company for reviewing the performance of an audit or review.

For example, where an audit is to be undertaken by the same audit company that completed the previous audit, and the audit company nominates different lead and review auditors, then the audit team would meet the requirements of the Authority's auditor rotation policy.

8.4 Declaration of Independence

Auditors are required to provide the Authority with a declaration of independence when they submit their quotation to perform the audit/review.

The declaration is to include a statement that the auditor, and each individual participating in the audit or review, is, and will remain, compliant with the independence criteria set out in these Guidelines throughout the audit or review. The Authority has left it to the discretion of the auditor to determine the format of the declaration. However, the Authority

¹³ The Corporations Act (section 324DA), and the professional codes of conduct for auditors and assurance practitioners set limits on the number of consecutive audits that can be undertaken by an auditor. The Corporations Act also prohibits an auditor from conducting financial audits of the same business for more than 5 out of 7 successive years.

¹⁴ The Authority will apply this test to persons, other than the person who approves the audit report, if it considers that this person will have a direct influence over the development of the opinion of the audit company in relation to an audit/review.

notes that some professional bodies have developed their own declaration templates. Should this be the case, the declaration should include specific reference to the requirements set out in these Guidelines.

8.5 Summary of Required Documents from selected Auditor(s) for Auditor Approval

The following documents and information must be submitted to the Authority ~~when seeking approval of by the proposed auditor: audit contractors that have been invited to provide a quotation to the Authority:~~

1. A completed Quotation Form, which will be supplied by the Authority;
2. Supporting documentation that addresses each of the criteria in Section 8.1.1 and 8.1.2 of the 2014 Guidelines, as applicable;¹⁵
3. A declaration of independence that complies with Section 8.4 of the 2014 Guidelines.
4. A statement confirming the Audit and Review will be conducted in compliance with the requirements set out in Sections 9, 10 and 11 of the 2014 Guidelines.
5. A high level work program demonstrating how the milestones and key deliverables specified in the RFQ will be achieved.

- ~~a formal request (i.e. letter or email) from the licensee requesting the Authority to approve the nominated auditor;~~
- ~~a copy of the Curriculum Vitae for each audit/review team member demonstrating their skills and experience relevant to the audit or review;¹⁶~~
- ~~for audit companies, a business profile, or similar, demonstrating their capability and capacity to undertake the audit or review;~~
- ~~a document containing an approximate timeline for the audit or review — the Authority requires a high level work program and confirmation that the audit or review report will be provided to the Authority by the due date;¹⁷ and~~
- ~~a declaration of independence prepared by the auditor.~~

¹⁵ ~~If at any time a new member is added to the audit/review team, the auditor is required to demonstrate to the Authority the suitability of the member as per the requirements of sections 8.1.1 and 8.1.2 of these Guidelines.~~

¹⁶ ~~If at any time a new member is added to the audit/review team, the auditor is required to provide a copy of the new member's Curriculum Vitae to the Authority.~~

¹⁷ ~~The Authority notes that the responsibility for the timely delivery of the audit or review jointly rests with the auditor and the licensee. For those licensees who have business operations over a number of facilities distributed across the State, the Authority recommends the auditor nomination acknowledge the need to visit more than one facility during the audit/review engagement.~~

Formatted: Numbered + Level: 1 + Numbering Style: 1, 2, 3, ... + Start at: 1 + Alignment: Left + Aligned at: 0.63 cm + Indent at: 1.27 cm

9 Audit and Review Plan Approval

9.1 Responsibility for Developing the Audit or Review Plan

Throughout this section, reference to an audit plan is to be read as a reference to the plan in relation to an audit or review, as applicable. The auditor is responsible for developing the audit plan and providing it to the Authority for its approval.

9.2 General requirements for Audit/Review Plans

The assurance engagement standard, ASAE 3000¹⁸ states that:

The assurance practitioner shall plan an assurance engagement so that it will be performed effectively.

[...]

Planning involves developing an overall strategy for the scope, emphasis, timing and conduct of the assurance engagement, and an assurance engagement plan, consisting of a detailed approach for the nature, timing and extent of evidence-gathering procedures to be performed and the reasons for selecting them.¹⁹

ASAE 3000 also provides a list of examples of the main matters to be considered in the engagement plan:

- the terms of the assurance engagement;
- the characteristics of the subject matter and the identified criteria;
- the assurance engagement process and possible sources of evidence;
- the assurance practitioner's understanding of the entity and its environment, including the risks that the subject matter information may be materially misstated;
- identification of intended users and their needs, and consideration of materiality and the components of assurance engagement risk; and
- personnel and expertise requirements, including the nature and extent of experts' involvement.

The remainder of this section outlines the Authority's requirements in respect of an audit plan.

9.2.1 Audit or Review Objectives

The audit plan must include a statement setting out the objectives and purpose of the audit or review. The inclusion of an audit, or review objectives statement enables the Authority to confirm that the audit or review is being performed in accordance with the regulatory framework prescribed in the Industry-Water Acts and complies with these Guidelines.

¹⁸ The assurance standard for engagements to audit other than historical financial information (ASAE 3000) was released by the Australian Government's Auditing and Assurance Standards Board in July 2007.

¹⁹ ASAE 3000, paragraph 26

9.2.2 Scope of Work

The audit plan should include the scope of work, which comprises a number of components:

- a review of the actions taken to address the issues and recommendations identified during the previous audit or review – the audit plan should include a copy of the issues and recommendations from the previous audit or review, updated to provide the status of the actions taken to address each recommendation;
- facilities that will be visited by the auditors during the audit or review – this enables the Authority to determine whether the audit or review will examine an appropriate proportion of the licensee's business operations, particularly where these operations are geographically distributed;
- for each facility, the persons who will be interviewed, and the documentation that will be examined;²⁰ and
- work schedule – details of the key activities that will be performed during the audit or review (including report preparation), the audit or review team members who will be undertaking the activities and the amount of time that has been allocated to each activity.

9.3 Risk based approach to Audits and Reviews

9.3.1 Audit Methodology

The audit plan must apply the Authority's mandatory methodology for assessing risk, which is based on Australian/New Zealand Standard 31000:2009 (Risk Management – Principles and Guidelines). The methodology is described in more detail in Appendix 2. The output of the risk assessment process is the determination of an audit priority for each licence compliance obligation or each asset management system component. The calculated audit priority determines the nature and extent of audit procedures for each compliance obligation or asset management component.

9.3.2 Proposed Audit and Review Procedures

9.3.2.1 Overview

The Authority's preferred risk based methodology (based on Australian/New Zealand Standard 31000:2009 (Risk Management – Principles and Guidelines)) is intended to ensure that the depth of procedures in an audit or review is commensurate with the risk. There should be more extensive audit procedures performed on higher risk areas of the licensee's operations.

The Authority expects the auditor will apply ASAE 3000, ASA 500 (Audit Evidence) and ASA 530 (Audit Sampling) when determining the level and type of audit procedures to be applied to each licence condition or asset system effectiveness process. Generally, it is left to the professional judgement of the auditor to determine the audit procedures performed for each level of audit or review priority rating. The Authority expects items with a priority rating of 1 or 2 to be subject to extensive examination involving process

²⁰ Should the Authority require further information regarding these documents it will contact the auditor directly.

reviews, interviews of relevant staff and, where applicable, sample procedures of process outputs. Items with a lower audit priority rating may be adequately examined through desktop reviews of procedures and confirmatory discussion with relevant staff.

It is acceptable for an auditor to use the recent work (i.e., within the last nine months of the audit or review period) of other independent experts when formulating the audit or review procedures to be performed. Where the auditor is relying on the work of other parties, this should be explicitly disclosed in the audit plan.

9.3.2.2 Sample Procedures

Paragraph A52 of ASA 500 states:

An effective test provides appropriate audit evidence to an extent that, taken with other audit evidence obtained or to be obtained, will be sufficient for the auditor's purposes. In selecting items for procedures, the auditor is required by paragraph 7 to determine the relevance and reliability of information to be used as audit evidence; the other aspect of effectiveness (sufficiency) is an important consideration in selecting items to test. The means available to the auditor for selecting items for procedures are:

- (a) Selecting all items (100% examination);
- (b) Selecting specific items; and
- (c) Audit sampling.

The Authority considers that audit sampling may be particularly appropriate for licence conditions that require an action to be completed within a specified timeframe, and where the strength of controls for that condition is rated as weak or moderate.

With regard to the selected sample size, ASA 530 (Audit Sampling) states:

The level of sampling risk that the auditor is willing to accept affects the sample size required. The lower the risk the auditor is willing to accept, the greater the sample size will need to be.²¹

[...]

The sample size can be determined by the application of a statistically-based formula or through the exercise of professional judgement.²²

While specific details of the sample procedures to be undertaken are not required to be provided in the audit plan, the auditor should collect "sufficient appropriate evidence" commensurate with the audit or review priority of the licence obligation, or asset management effectiveness criteria, as applicable.

9.3.2.3 Examination of Compliance Reports and Compliance Registers

The Authority expects licensees to maintain a compliance (or breach) register in respect of their licence conditions. Auditors are required to incorporate the items in the compliance register into the audit plan, that is, the audit priority ratings in the audit plan should take into consideration the contraventions in the compliance register that were present during the period of time covered by the audit.

Licensees are required to provide to the Authority an annual compliance report detailing contraventions of licence conditions for the each financial year. Auditors are required to

²¹ Paragraph A10 of ASA 530.

²² Paragraph A11 of ASA 530.

determine whether the compliance reports sent to the Authority during the audit period are consistent with the compliance register.

9.3.2.4 General discussion of Audit procedures

Auditors are required to provide a high level tabular summary of the type of audit procedures that may be applied for each audit or review priority level. An example is provided in Table 1.

Table 1: Example of possible audit procedures for each audit priority

Example of overview of audit procedures to be applied		
Audit priority (refer Appendix 2)	Example of possible audit procedures that may be applied	
1	High Priority	Interviews with supervisory and operational personnel; Inspection of relevant documents; Obtain evidence that policies, procedures and controls are in place and working effectively; ²³ Examine compliance reports and breach register; Obtain confirmations from third parties if applicable;
2		Examine reports and correspondence with other regulators (e.g., Dept. of Environmental Regulation); Close inspection of applicable asset infrastructure; Examination of asset management system effectiveness criteria; High level sampling may be applicable for output and timeliness procedures; and Recalculation of a sample of relevant performance indicators.
3	Moderate Priority	Interviews with supervisory and operational personnel; Inspection of relevant documents; Obtain evidence that policies, procedures and controls are in place and that controls are working effectively; ²⁴ Examine compliance reports and breach register;
4		Physical examination of applicable asset infrastructure; Examination of asset management system effectiveness criteria; Sampling may be applicable for output and timeliness procedures; and Walkthrough the process to calculate relevant performance indicators.
5	Lowest Priority	Interviews with supervisory or operational personnel; Desktop review of relevant documents; Desktop review of policies, procedures and controls in place; View compliance reports and breach register; Visit applicable asset infrastructure; Desktop review of asset management system effectiveness criteria; and Low level Sampling may be applicable for output and timeliness procedures.

Table 1 is provided for illustrative purposes only; auditors should apply their own policies in respect of audit and review procedures when they prepare the audit plan. The audit plan should provide sufficient information about these policies to enable the Authority to understand the scope of procedures that will be applied in respect of each audit priority rating.

²³ A controls assessment is mandatory for audit priority 1 and 2.

²⁴ This is mandatory for audit priority 3, and optional for audit priority 4.

9.3.3 Reporting

The audit plan should include a statement confirming that the audit or review report prepared by the auditor will comply with the format prescribed in section 11 of these Guidelines.

9.4 Specific Requirements for Audit Plans

The primary objective of an audit is to provide to the Authority an independent assessment of a licensee's compliance with all of the relevant obligations under the licence. Accordingly, the Authority requires the auditor to undertake a comprehensive review of the licensee's compliance with the licence, which requires an examination of each and every applicable compliance obligation relevant to the licence in the context of the licensee's business operations. The risk based audit approach described in section 9.3 and Appendix 2 should be applied when developing the audit plan.

It is assumed that the areas of special focus identified by the Authority will have audit procedures commensurate with the procedures applied for Audit priorities 1, 2 or 3, which includes assessing the effectiveness of controls. Similarly, the Authority requires auditors to assign a priority of 1, 2 or 3, as applicable, to obligations that were rated non-compliant in the previous audit that have not been rectified at the time that the audit plan is being prepared.

The remainder of this section details two possible approaches to determining the audit priority for the licensee's compliance obligations under the ~~relevant Industry~~Water Act:

- application of an audit priority to each compliance obligation: or
- aggregation of similar compliance obligations with similar audit priorities.

9.4.1 Singular Audit Priority Assessment

The singular approach is where the auditor uses the compliance obligation framework in the relevant compliance manual²⁵ published by the Authority to identify the licence obligations²⁶ applicable to a licence, and then calculates an audit priority for each obligation. This is the most granular approach to calculating audit priorities.

9.4.2 Aggregated Audit Priority Assessment

Auditors may elect to apply the audit priority assessment framework at a level that captures more than one compliance obligation. Common approaches to aggregation include calculating an audit priority for:

- each licence clause;
- a component part of a legislative instrument such as acts, regulations and codes;²⁷ or

²⁵ Water Compliance Reporting Manual.

²⁶ Each compliance obligation is given a unique number in the relevant compliance manual.

²⁷ For example, a single audit priority might be applied to whole or part of a code or a regulation, including sub-regulations.

- a group of compliance obligations that map onto the licensee’s business processes (e.g. a common manager or business function is responsible for complying with the obligations).

Where aggregation has been applied to determining audit priority, the Authority will assume that the stated audit priority applies to each and every applicable compliance obligation, as defined in the relevant compliance manual, unless otherwise stated. Also, where the auditor has selected the third option in the above list, the audit plan should explicitly detail the obligation numbers that are included in the aggregated group of compliance obligations.

9.4.3 Presentation of Audit Priority in the Audit Plan

The final draft of the audit plan must include for each compliance obligation, licence clause, legislative instrument, or group of compliance obligations, as applicable, a table that identifies the risk assessment and audit priority rating. Table 2 provides an example based on licence clauses.

When developing the audit plan, the auditor may identify that one or more licence clauses/obligations do not apply to the licensee’s business operations. Should this be the case, the auditor is required to identify the clauses/obligations in the audit plan and briefly explain why these obligations should not be tested by the audit.

Table 2: Presenting audit priority ratings in performanceoperational audit plans

Compliance Obligation Reference No. (Refer to Water Compliance Reporting Manual)	Compliance Obligation (Cl.=clause, Sch.=schedule)	Consequence (1=minor, 2=moderate, 3=major)	Likelihood (A=likely, B=probable, C=unlikely)	Inherent Risk (Low, Medium, High)	Adequacy of existing controls (S=strong, M=moderate, W=weak)	Audit Priority (Refer to Table 20 for audit priority ratings)					
						1	2	3	4	5	N/A
2	Water Services Act section 95(3)	3	C	Medium	Strong		✓				
160	Licence Cl. 12	2	C	Low	Strong					✓	
etc											

Formatted: Font: 8 pt, Bold, Font color: White, English (United States)

The auditor may wish to reduce the audit priority for some licence obligations (or group of obligations) from that calculated through the application of Appendix 2 if the licensee has demonstrated a high level of compliance over previous consecutive audits. If the auditor wishes to exercise this option then they must explain this approach in the audit plan. A request to reduce the audit priority would be considered by the Authority on a case by case basis. However, all licence obligations that are applicable to the licensee’s operations must be subject to some level of audit procedures.

Where the Authority has advised the auditor or the licensee that it is of the opinion that a specific licence condition or obligation is relevant to the licensee’s operations, and should be included in the scope of the audit, the auditor is required to amend the audit plan accordingly.

9.5 Specific Requirements for Review Plans

The primary objective of an asset management system effectiveness review is to provide to the Authority an independent assessment of the effectiveness of the licensee’s asset management system in respect of the assets that are delivering the services covered by the licence.

To assist licensees and auditors, the Authority has developed a mandatory framework comprising 12 key asset management processes to be used to assess asset management effectiveness – refer to Appendix 43 for a description of the framework. Each asset management process details the desired outcome(s) if the process is being performed effectively, along with a minimum set of effectiveness criteria.

The Authority requires auditors to base their assessment of the licensee’s asset management system on the framework described in Appendix 43. By applying the risk based audit approach described in section 9.3 and Appendix 2, auditors are able to determine the extent of examination and procedures that is to be applied to each asset management process. This ensures that high risk asset management processes are subjected to more detailed examination than lower risk processes.

9.5.1 Presentation of Audit Priority in the Review Plan

The final draft of the review plan should include a table containing the twelve asset management processes, the risk assessment and the review priority rating (see Table 3). Auditors may also wish to provide the review priority rating for each of the effectiveness criteria associated with each asset management system component.

Table 3: Asset management system review plan

Asset management system components	Consequence (1=minor, 2=moderate, 3=major)	Likelihood (A=unlikely, B=probable, C=unlikely)	Inherent Risk (Low, Medium, High)	Adequacy of existing controls (S=strong, M=moderate, W=weak)	Review Priority (Refer to Table 20 Table-20 for audit priority ratings)					
					1	2	3	4	5	N/A
Asset planning	1	C	Low	Strong					✓	
Asset creation and acquisition	2	C	Medium	Strong				✓		
etc.										

Formatted: Font: 8 pt, Bold, Font color: White, English (United States)

In developing the review plan, the auditor may identify that one or more asset management component/criterion does not apply to the licensee’s asset management system. Should this be the case, the auditor is required to identify the asset management components/criterion in the review plan and briefly explain why it is being excluded from the review.

There are circumstances where some elements of the asset management framework, in particular asset operations, asset maintenance and contingency planning, are performed by other entities on behalf of the licensee. This scenario frequently occurs where the licensee has outsourced the operation of the assets to a contractor. In this case, the

auditor is required to make the necessary enquiries of the contractor when preparing the audit plan.

9.6 Assistance Provided by the Authority

The licensee's previous audit or review report is available from the Authority's website (www.erawa.com.au). A copy of the licence will also be provided to prospective auditors as part of the RFQ pack.

The Authority may also meet with the auditor to discuss any specific issues related to the audit or review planning process.

10 Conducting the Audit/Review

This section outlines some general principles to be followed by the auditor and the licensee to ensure the audit or review is conducted in a thorough and timely manner.

10.1 Assistance Provided by the Licensee

The Authority requires licensees to facilitate the audit or review process by providing to the auditor, as needed and in a timely manner:

- access to the facilities and business premises identified in the audit or review plan;
- access to required materials and information sources that the auditor needs to conduct the audit or review, including data, performance reports, records and any other relevant information;
- access to the relevant person(s) in each of the licensee's business units that are being audited; and
- an introduction to persons, other than employees of the licensee, who are relevant to the audit or review.

10.2 Deviation from the Approved Audit Plan

When the audit plan has been approved by the Authority, the auditor will then conduct the audit or review in accordance with the audit plan. However, as the audit or review progresses there may be a need to revise the audit plan based on the findings of the audit or review. The Authority requires that revisions to an audit plan that result in a higher or lower audit priority being assigned to a compliance obligation or asset management component, as applicable, are identified in the audit or review report along with a brief explanation of the reason for increasing/decreasing the audit priority. If the audit priority is raised to either a 1, 2 or 3 then the auditor is required to rate the adequacy of controls.

10.3 Fieldwork

During the audit or review, the auditor is required to undertake one or more visits, as needed, to the licensee's organisation to access information, make enquiries and interview key personnel. The auditor should assess compliance with the requirements of the licence through the application of audit procedures:

- **the control environment** – licensee’s management philosophy and operating style, organisational structure, assignment of authority and responsibilities, the use of internal audit, the use of information technology and the skills and experience of the key staff members;
- **the information system** – the appropriateness of the licensee’s information systems to record the information needed to comply with the licence, accuracy of data, security of data and documentation describing the information system;
- **control procedures** – the presence of systems and procedures to monitor compliance with the licence or the effectiveness of the licensee’s asset management system and to detect or prevent instances of non-compliance or under-performance;
- **compliance attitude** - the action taken by the licensee in response to any previous audit/review recommendations, and an assessment of the licensee’s attitude towards compliance; and
- **outcome compliance** – the actual performance against standards prescribed in the licence throughout the audit period.

10.4 Audit Evidence

ASAE 3000 (paragraphs 56-63) provides guidance on the quantity and quality of audit evidence to be obtained when conducting an audit or review. The standard states an auditor:

shall obtain sufficient appropriate evidence on which to base the conclusion.

It is left to the auditor to use their professional judgement to determine what constitutes sufficient audit evidence for each audit or review they perform.²⁸ However, the Authority requires the auditor to develop a comprehensive set of working papers throughout the audit or review. The working papers need to be sufficiently detailed to provide a high standard of evidence to support the auditor’s opinions and recommendations that are included in the audit report. The auditor is required, upon request, to provide the Authority with access to the working papers.

10.4.1 Specific Requirements for Procedures Output Compliance

There are licence conditions and obligations arising under the legislation, regulations and codes that require licensees to develop processes to ensure that activities are completed within prescribed timeframes. Examples include responding to customer complaints, connecting and re-connecting customers on time and providing annual compliance and performance reports to the Authority. The Authority expects auditors to perform appropriate audit procedures to determine whether a licensee has complied with the obligation. The nature and extent of the procedures will be guided by the audit priority of the licence obligation. If a licensee has a strong control environment with high level of visibility of the required compliance outcomes, then it may be appropriate for the auditor to rely on the available data provided by the licensee to assess compliance. However, if the licensee is assessed as having a weak control environment, then the Authority expects the auditor to perform more detailed audit procedures, including audit sampling, to assess the level of compliance.

²⁸ Reference is also made to section 9.3.2 of these Guidelines with relation to audit procedures.

10.5 Professional Scepticism

The auditor is expected to adopt an attitude of professional scepticism throughout the audit/review. ASAE 3100 (paragraph 11(a)) states that having an attitude of professional scepticism:

means the assurance practitioner makes a critical assessment, with a questioning mind, of the validity of evidence obtained and is alert to evidence that contradicts or brings into question the reliability of documents and responses to enquiries and other information obtained from management and the responsible party.

11 Audit and Review Reports

The auditor is required to provide a comprehensive report to the Authority that clearly expresses the opinion of the auditor in respect of the findings of the audit or review. ASAE 3000 provides a useful reference framework of the structure and content of assurance reports.²⁹

The remainder of this section sets out the minimum set of information to be included in an audit or review report provided to the Authority for approval. This does not preclude the auditor from including in the report other information that they deem relevant to the audit or review outcomes.

11.1 Executive Summary

11.1.1 *Performance/Operational Audits*

The executive summary of the audit report must include:

- a statement that the audit has been conducted in order to assess the licensee's level of compliance with the conditions of its licence;
- a brief description of the type of licence held by the licensee, the business that is the subject of the licence, and any major changes to either since the previous audit;
- an summary assessment of the actions taken by the licensee in response to the recommendations in the previous audit report with reference to Table 4 (section 11.3);
- a summary of issues and recommendations arising from the current audit;
- the opinion of the auditor on the control environment operated by the licensee;
- an overall assessment of compliance with the licence, including the licence contraventions found by the audit and the integrity of the licensee's reporting to the Authority and other statutory organisations; and
- any other information the auditor considers relevant to include in the summary.³⁰

²⁹ Refer to paragraphs 78 – 80 of ASAE 3000.

³⁰ If the post-audit and/or post-review implementation plans are incorporated into the audit and/or review report, the auditor should specify that the post-audit and/or post-review implementation plans are prepared by the licensee and do not form part of the auditor's opinion.

11.1.2 Asset Management System Reviews

The executive summary of the review report must include:

- a statement that the review has been conducted in order to assess the effectiveness of the licensee's asset management system;
- a brief description of the assets that have been reviewed and any major changes to those assets since the previous review;³¹
- an assessment of the actions taken by the licensee in response to the recommendations in the previous review report, with reference to Table 5 in section 11.3;
- a summary of issues and recommendations arising from the current review in a tabular form (asset management system component, issue and recommendation);
- the opinion of the auditor on the control environment operated by the licensee;
- an overall assessment of the effectiveness of the licensee's asset management system; and
- any other information the auditor considers relevant to the review.

11.2 Scope of Work

The audit or review scope of work must include:

- a description of the audit or review objectives and the methodology used to conduct the audit or review;
- the interval of time covered by the audit or review and the previous audit or review, if applicable;
- the period over which the audit or review has been performed;
- details of the licensee's representatives participating in the audit or review;
- details of key documents and other information sources examined by the auditor during the course of the audit or review;
- details of the audit or review team members and hours utilised by each member; and
- any other information the auditor considers relevant to the audit or review scope of work.

11.3 Licensee's Response to Previous Recommendations

The audit or review report must provide details of:

- the recommendations from the previous audit using the format specified in Table 4 below;
- the recommendations from the previous review using the format specified in Table 5 below,

³¹ For small licensed sewerage schemes the auditor must disclose in the Executive Summary whether the scheme is a limited effluent or a septic tank effluent disposal (STEP) system.

Formatted: Font: Bold

as applicable.

Table 4 provides a breakdown of the recommendations from the previous audit into three groupings: recommendations resolved before the end of the previous audit period, recommendations resolved during the current audit period and recommendations outstanding at the end of the current audit period.

Table 5 provides a breakdown of the recommendations from the previous review into three groupings: recommendations resolved before the end of the previous review period, recommendations resolved during the current review period and recommendations outstanding at the end of the current review period.

Table 4: Previous audit non compliances and recommendations

Table of Previous Non Compliances and Audit Recommendations				
A. Resolved before end of previous audit period				
Reference (no./year)	(Compliance rating/ Legislative Obligation/ details of the issue)	Auditors' Recommendation or action taken	Date Resolved	Further action required (Yes/No/Not Applicable) & Details of further action required including current recommendation reference if applicable
01/2013	<i>Non-compliant - 2</i> <i>Water Services Code of Conduct (Customer Service Standards) 2013 Clause 18(2).</i> The Licensee does not have a written procedure for the review of a bill on the request of the customer.	The Licensee should develop a procedure for the review of a bill on request of the customer that meets the requirements specified in Clause 18 of the Code.	1/07/13	Yes - The procedure needs to be amended to clarify the customer's rights in relation to the items in Clause 18(4) of the Code.
etc.				
B. Resolved during current Audit period				
Reference (no./year)	(Compliance rating/ Legislative Obligation/ details of the issue)	Auditors' Recommendation	Date Resolved	Further action required (Yes/No/Not Applicable) & Details of further action required including current recommendation reference if applicable
02/2013	<i>Non-compliant - 2</i> <i>Water Services Regulations 2013 Regulations 65(1)</i> Audit identified instances of incomplete records for three lots for which water services are being charged.	The Licensee should update the records with the missing information.	20/3/14	No
etc.				
C. Unresolved at end of current Audit period				
Reference (no./year)	(Compliance rating/ Legislative Obligation/ details of the issue)	Auditors' Recommendation	Further action required (Yes/No/Not Applicable) & Details of further action required	
03/2013	<i>Non-compliant - 2</i> <i>Water Services Code of Conduct (Customer Service Standards) 2013 Clause 26(6).</i> The licensee must review its financial hardship policy at least once in every 5 year period and, as part of the review process, consult with relevant consumer organisations.	The Licensee needs to review its financial hardship policy, which was last reviewed six years ago.	Yes – complete the review of the policy that commenced in December 2013.	

Table 5: Previous review ineffective components recommendations

Table of Previous Review Ineffective Components Recommendations				
A. Resolved before end of previous review period				
Reference (no./year)	(Asset management effectiveness rating/ Asset Management System Component & Criteria / details of the issue)	Auditors' Recommendation or action taken	Date Resolved	Further action required (Yes/No/Not Applicable) & Details of further action required including current recommendation reference if applicable
01/2013	B3 Asset Planning – Likelihood and consequence of asset failure is predicted. Likelihood and consequence of asset failure has not been predicted. In the asset management plan.	Likelihood and consequence of asset failure should be predicted in the asset management plan for key infrastructure assets.	15/05/13	Yes – while key assets have been assessed, the asset management plan does not require regular updates to be undertaken. Amend the asset management plan to include a procedure for ongoing review of likelihood and consequence of failure of assets. (refer to recommendation 02/2015)
etc.				
B. Resolved during current Review period				
Reference (no./year)	(Asset management effectiveness rating/ Asset Management System Component & Criteria / details of the issue)	Auditors' Recommendation	Date Resolved	Further action required (Yes/No/Not Applicable) & Details of further action required including current recommendation reference if applicable
02/2013	A3 Asset Operations – assets are documented in the asset register. The condition assessment of sewerage assets is not undertaken on a regular basis.	Update the sewerage assets structural condition on a regular basis.	20/3/14	No
etc.				
C. Unresolved at end of current Review period				
Reference (no./year)	(Asset management effectiveness rating/ Asset Management System Component & Criteria / details of the issue)	Auditors' Recommendation		Further action required (Yes/No/Not Applicable) & Details of further action required
03/2013	A4 Contingency Planning – Plans are documented, understood and tested to confirm operability and cover higher risks. The contingency plan for loss of loss of power to the sewerage treatment plant had not been tested for three years.	Test the contingency plan for loss of loss of power to the sewerage treatment plant on a regular basis and at least every two years.		Yes – test the contingency plan.

11.4 Performance Summary

As discussed in section 6, the purpose and scope of performanceoperational audits is different to those of an asset management system review. The performance summary of the audit or review report must report according to the relevant rating framework described in the following sections.

11.4.1 PerformanceOperational Audit Compliance Summary

The performanceoperational audit report must provide a table that summarises the compliance rating for each licence condition using the two-dimensional rating scale described in Table 6.

Each obligation must be rated for both the adequacy of existing controls and the compliance with the relevant licence obligation.

The overall compliance rating applied to each licence condition or obligation is left to the judgement of the auditor. However, the auditor is required to tabulate the risk ratings and the overall compliance and adequacy of controls rating for each licence condition in a format consistent with Table 6. For guidance on the definition of minor, moderate and major impacts mentioned in Table 6 please refer to the consequence ratings in Table 15 of this Guideline.

Table 6: Audit compliance and controls rating scales

<u>PerformanceOperational</u> audit compliance and controls rating scales			
Adequacy of Controls Rating		Compliance Rating	
Rating	Description	Rating	Description
A	Adequate controls – no improvement needed	1	Compliant
B	Generally adequate controls – improvement needed	2	Non-compliant – minor impact on customers or third parties
C	Inadequate controls – significant improvement required	3	Non-compliant – moderate impact on customers or third parties
D	No controls evident	4	Non-compliant – major impact on customers or third parties

The overall compliance ratings applied to each licence condition or obligation is left to the judgement of the auditor. However, the auditor is required to tabulate the risk ratings and the overall compliance and adequacy of controls rating for each licence condition in a format consistent with Table 7.

The concept of materiality is important to the auditor's assessment of the compliance rating for each licence condition. ASAE 3000 states:

Materiality is considered in the context of quantitative and qualitative factors, such as relative magnitude, the nature and extent of the effect of these factors on the evaluation or measurement of the subject matter, and the interests of the intended users.

The primary objective of the audit is to provide the Authority with an independent assessment of a licensee's compliance with its licence conditions. The primary users of the audit report are the licensee and the Authority.³² The audit report must inform the licensee and the Authority of any contraventions of the licence during the audit period.

Consistent with the objective of the audit, any evidence that a licence condition has been contravened during the audit period should result in the auditor rating the licence condition as non-compliant. This includes the situation where the auditor needs to assess a large number of manual or electronic records to determine a licensee's compliance with a particular licence condition, and only a small number (including single occurrences) of contraventions are identified by the auditor.

There are also situations where a contravention of a licence condition results in consequential contraventions of related licence conditions. Auditors are advised to provide additional information to explain this to the reader.

Where the contravention of a licence condition was present for only a portion of the audit period, and the issue was resolved before the expiry of the audit period, the auditor should rate the licence condition as non-compliant. In this case, it is possible that the auditor will not provide a recommendation in the audit report if satisfied that the cause(s) of the contravention have been satisfactorily addressed. The audit report should disclose how the cause(s) of the contravention was resolved.

It is mandatory for the auditor to provide an adequacy of controls rating for licence obligations with audit priorities 1, 2 or 3. Auditors are also required to provide an adequacy of controls rating for all obligations that are rated non-compliant during the course of the audit (see Table 6).

Table 7: Audit Obligation Ratings

Compliance Obligation Reference No. (Water Compliance Reporting Manual)	Licence Reference	Audit Priority applied (rated 1 (Highest) to 5 (Lowest))	Adequacy of Controls Rating (Refer to the 4-point rating scale in Table 6 for details) (NP = Not Performed)					Compliance Rating (Refer to the 4-point rating scale in Table 6 for details)			
			A	B	C	D	NP	1	2	3	4
1	Licence Clause 23.3	2			✓						✓
2	Water Services Code of Conduct (Customer Service Standards) 2013 Clause 24	5					✓	✓			
etc.											

Formatted: Centered

Where it is not possible to provide a compliance rating because no activity has taken place to exercise the obligation during the audit period, the auditor is required to state that they have not rated the obligation for the reason provided. Obligations that have not been given a compliance rating are to be detailed in a separate part of the report.

³² The Minister for Energy is also an indirect user as the Authority must provide a report on the audit to the Minister within two months of receipt of the audit report.

Obligations that were determined to be “not applicable” during the audit planning stage should not be included in the audit report. However, any obligations identified as ‘not applicable’ during the course of the audit should be identified as such in the Audit report by the auditor.

The auditor is required to include additional information in the observations section of the audit report (see section 11.5) that supports the ratings in the summary table.

The Authority expects auditors who have rated a compliance obligation as C, D, 2, 3 or 4 to also make recommendations to address the issue(s) that have resulted in that rating. Auditors may, optionally, include recommendations to address opportunities for improvement (for items rated A, B or 1) in the audit report.

11.4.2 Asset Management Review Effectiveness Summary

The asset management review report must provide a table that summarises the auditor’s assessment of each of the 12 key asset management processes together with the effectiveness criteria for each key component (refer to Table 10), based on the rating scales in Table 8 (process and policy definition) and Table 9 (performance). It is left to the judgement of the auditor to determine the most appropriate rating for each asset management process and criteria.

The overall effectiveness rating for each asset management process is based on the combination of the process and policy adequacy rating and the performance rating.

Table 8: Asset management process and policy definition adequacy rating

Rating	Description	Criteria
A	Adequately defined	<ul style="list-style-type: none"> Processes and policies are documented. Processes and policies adequately document the required performance of the assets. Processes and policies are subject to regular reviews, and updated where necessary. The asset management information system(s) are adequate in relation to the assets that are being managed.
B	Requires some improvement	<ul style="list-style-type: none"> Process and policy documentation requires improvement. Processes and policies do not adequately document the required performance of the assets. Reviews of processes and policies are not conducted regularly enough. The asset management information system(s) require minor improvements (taking into consideration the assets that are being managed).
C	Requires significant improvement	<ul style="list-style-type: none"> Process and policy documentation is incomplete or requires significant improvement. Processes and policies do not document the required performance of the assets. Processes and policies are significantly out of date. The asset management information system(s) require significant improvements (taking into consideration the assets that are being managed).
D	Inadequate	<ul style="list-style-type: none"> Processes and policies are not documented. The asset management information system(s) is not fit for purpose (taking into consideration the assets that are being managed).

Table 9: Asset management performance ratings

Rating	Description	Criteria
1	Performing effectively	<ul style="list-style-type: none"> The performance of the process meets or exceeds the required levels of performance. Process effectiveness is regularly assessed, and corrective action taken where necessary.
2	Opportunity for improvement	<ul style="list-style-type: none"> The performance of the process requires some improvement to meet the required level. Process effectiveness reviews are not performed regularly enough. Process improvement opportunities are not actioned.
3	Corrective action required	<ul style="list-style-type: none"> The performance of the process requires significant improvement to meet the required level. Process effectiveness reviews are performed irregularly, or not at all. Process improvement opportunities are not actioned.
4	Serious action required	<ul style="list-style-type: none"> Process is not performed, or the performance is so poor that the process is considered to be ineffective.

Table 10 provides a template summary table that is to be used to report effectiveness in review reports. The auditor is required to replicate this table in order to facilitate comparison and benchmarking of review outcomes.

Table 10: An example of an asset management system effectiveness summary

ASSET MANAGEMENT SYSTEM COMPONENT & EFFECTIVENESS CRITERIA (Refer Table 22)	Asset management process and policy definition adequacy rating	Asset management performance rating
Asset planning	B	2
Asset management plan covers key requirements	B	1
Planning process and objectives reflect the needs of all stakeholders and is integrated with business planning	A	1
Service levels are defined Non-asset options (e.g. demand management) are considered	C	2
Lifecycle costs of owning and operating assets are assessed Funding options are evaluated	B	3
etc.	etc.	etc.

The auditor may include additional information in the observations section of the audit report (see section 11.5) that supports the review findings.

The Authority requires auditors who have rated:

- the adequacy of the process and policy definition process as C or D; or
- the asset management performance as 3 or 4,

to also make recommendations to address the issue(s) that have resulted in that rating.

Auditors may also include recommendations to address opportunities for process improvements (for items rated A, B, 1 or 2) in the review report.

For licensees providing sewerage and non-potable water services, the auditor may optionally provide separate Review ratings (i.e., asset system process adequacy rating and performance rating) for the five functional categories of sewerage collection, sewerage treatment, disposal of treated sewage, non-potable water treatment and non-potable water reticulation/re-use. These additional ratings should only be applied to the four asset management system components of asset operations, asset maintenance, risk management and contingency planning.

Formatted: Font: 11 pt

Formatted: Justified

Formatted: Font: 11 pt

Formatted: Font: 11 pt

11.5 Observations

The observations section of the audit or review report expands on the findings presented in the compliance summary (performance/operational audits) or effectiveness summary (asset management system reviews). The observations should be detailed enough to inform the Authority and the licensee about the basis for the auditor arriving at the findings and recommendations contained in the report including:

- key findings of the audit or review fieldwork;
- sources of information used to assess compliance or effectiveness, as appropriate;
- audit procedures performed (including, if applicable, details of sample procedures and the sample size used) to assess compliance or effectiveness;³³
- reviews of systems and/or procedures that were performed during the audit or review;
- interviews with relevant personnel, including licensee's staff or external experts; and
- the overall level of compliance or effectiveness demonstrated by the licensee during the time period covered by the audit or review.

For licensees providing sewerage and non-potable water services, the auditor must provide separate observations for the five functional categories of sewerage collection, sewerage treatment, disposal of treated sewage, non-potable water treatment and non-potable water reticulation/re-use. These separate observations will only be required for the four asset management system components of asset operations, asset maintenance, risk management and contingency planning.

Formatted: Font: 11 pt

Formatted: Justified

Formatted: Font: 11 pt

Licensees should be aware that, after its review of the draft audit or review report, the Authority retains the right to request the auditor to perform further audit procedures

³³ If sampling has been used to assess the compliance of licence conditions during the audit, the auditor must provide the sample size in the observations in the audit report. Where sample procedures have been performed, the size of the sample for each relevant licence condition should be disclosed in the audit report. Licensees should be aware that the Authority reserves the right to request the auditor to undertake further audit procedures (including an increased level of sampling) should it consider the audit procedures performed to be inadequate. This may occur when the Authority considers that the original audit procedures did not adequately examine the Licensee's compliance with a particular licence obligation(s), or the effectiveness of a particular component(s) of its asset management system to a level that is commensurate with the audit priority in the audit plan.

(including an increased level of sampling) should this be deemed necessary by the Authority. This situation may arise when the Authority considers that the audit procedures undertaken by the auditor have not adequately examined the licensee's compliance with a particular licence obligation(s) or the effectiveness of a particular component(s) of the licensee's asset management system commensurate with the audit or review priority in the audit or review plan.

To facilitate cross-referencing, the use of a tabular format to present the observations and recommendations, along with references to the summary findings is required.

11.6 Recommendations

The auditor is required to provide detailed recommendations on the actions to be taken by the licensee to address non-compliances or controls improvements (audits); or process deficiencies (reviews).

The audit and review recommendations are required to be 'stand-alone'; the reader should be able to understand the findings that led to the recommendation without having to refer to other parts of the audit or review report. Auditors should also avoid the repetition of recommendations where possible, if a recommendation relates to multiple obligations or licence conditions, then it should be stated once in the report and then referenced elsewhere in the report. Recommendations addressing non-compliances or asset management system process deficiencies should avoid terminology that makes implementing the recommendation optional.³⁴

The Authority requires recommendations to be presented in a tabular format consistent with Table 11 (audits) or Table 12 (reviews).

Tables 11 and 12 provide breakdowns of the non-compliances and asset system deficiencies identified by the current audit and review respectively. Each table provides a breakdown of non-compliances/deficiencies that were resolved before the end of the current audit and review period and non-compliances/deficiencies outstanding at the end of the current audit and review period. The auditor is requested to reference the recommendations using the numbering convention described in Tables 11 and 12. This will be helpful in tracking non-compliances and asset system deficiencies over multiple audits and reviews.

³⁴ For these recommendations the auditor should avoid phrases such as 'the licensee should investigate...' or 'the licensee may consider...'

Table 11: Current audit non-compliances and recommendations

Table of Current Audit Non Compliances/Recommendations			
A. Resolved during current Audit period			
Manual Ref.	Non Compliance/Controls improvement (Rating / Legislative Obligation / Details of Non Compliance or inadequacy of controls)	Date Resolved (& management action taken)	Auditors comments
123	C3 <i>Water Services Code of Conduct (Customer Service Standards) 2013 Clause 24</i> Audit identified instances where customer requests for bill redirection were not actioned.	20/3/14 – The Licensee has reviewed their billing processes and made amendments to capture and report against customer requests for bill redirection.	No further action required.
etc.			
B. Unresolved at end of current Audit period			
Reference (no./year)	Non Compliance/Controls improvement (Rating / Legislative Obligation / Details of Non Compliance or inadequacy of controls)	Auditors' Recommendation	Management action taken by end of Audit period
01/2015	B2 <i>Water Services Regulations 2013 Regulations 65(1)</i> Audit identified incomplete records in relation to two new lots. The documented process clearly identifies the information to be recorded in land records, but it appears the process was not followed when the records were created for the new lots.	Correct the records for the two lots identified by audit. Undertake an audit of land records, with priority given to new lot records created over the past five years.	The two lot records have been completed. Audit of land records created over the past 10 years is scheduled for the next internal records audit in early 2015.
02/2015	C1 <i>Water Services Code of Conduct (Customer Service Standards) 2013 Clause 35(2)</i> The complaints handbook is out of date as it states that unresolved complaints are referred to the Dept of Water rather than the Ombudsman.	Update the handbook refer to replace the Dept of Water with the Ombudsman as the entity that unresolved complaints are referred to. The licensee should implement a process to regularly review the handbook at least every two years.	The complaints handbook is undergoing a complete review, which will not be completed until 30 September 2014. The compliance register has been updated to require two yearly reviews of the complaints handbook.

Table 12: Table of Current Review Asset System Deficiencies/Recommendations

Table of Current Review Asset System Deficiencies/Recommendations			
A. Resolved during current Review period			
Ref.	Asset System Deficiency (Rating / Asset Management System Component & Effectiveness Criteria / Details of Asset System Deficiency)	Date Resolved (& management action taken)	Auditors comments
1	A3 Asset Management Information System – Logical Security access controls appear adequate, such as passwords. For 6 months during the review period, the password system for the Asset Management Information System could be easily by-passed by any staff member.	20/3/14 – The Licensee has implemented a system change ensuring the integrity of password security of the IT system. Only relevant staff with unique passwords can now access the Asset Management Information System.	No further action required.
etc.			
B. Unresolved at end of current Review period			
Reference (no./year)	Asset System Deficiency (Rating / Asset Management System Component & Effectiveness Criteria / Details of Asset System Deficiency)	Auditors' Recommendation	Management action taken by end of Audit period
01/2015	A3 Asset Maintenance – maintenance Plans are documented and completed on schedule Preventative maintenance tasks for some pump stations were not completed on schedule with some tasks being one year overdue.	Focus on completing the outstanding preventative maintenance plans. Review the maintenance planner to identify the reasons why the overdue maintenance tasks were not detected.	The outstanding maintenance tasks are due to be completed by 30 September 2014. An error in the programming of the maintenance planner has been identified. The error is preventing the planner from raising an error report when maintenance tasks are overdue. The supplier is currently trying to resolve the problem.
02/2015	C2 Asset Planning – Likelihood and consequence of asset failure is predicted. Likelihood and consequence of asset failure should be predicted in the asset management plan for key infrastructure assets. Despite a number of recent pump failures, the likelihood and consequence ratings for these assets has not been updated in the asset management plan.	Update the likelihood and consequence ratings for main water pumps in the asset management plans. Review the asset management system fault management processes to ensure recurrent failure of assets triggers a review of the time to fail and likelihood of failure estimates.	The recommendation has not been addressed. The Manager, Assets will lead a project to review the asset fault management processes, but due to other high priority projects, this will not commence until 1 October 2014.

11.7 Approval of the Report by the Auditor

The auditor is required to confirm their approval of the content of the audit or review report by:

- including a statement to the effect that the audit or review report is an accurate presentation of their findings and opinions;
- attaching the signature of a person authorised to make the above statement on behalf of the auditor;
- stating the date on which the above signature was attached to the report; and
- providing the address and contact details for the auditor.

Alternatively, the above information may be provided in a dated covering letter attached to the audit or review report.

11.8 Reporting to the Authority

The auditor is required to forward a draft audit or review report to the Authority for comment prior to submitting the final report for approval. The Authority will consult with the licensee before providing its comments on the draft report to the auditor.

The auditor is responsible for producing the audit or review report and providing the required copies of the report to the licensee. The final version of the report is to be submitted to the Authority for approval in electronic format in both Microsoft Word³⁵ and Adobe Acrobat format on a CD-ROM, or transmitted by email to records@erawa.com.au. The PDF version of the report must have the electronic signature of the auditor which will be redacted before publication by the Authority.

11.9 Post-Audit and Post-Review Implementation Plans

The Authority is responsible for ensuring the licensee provides a post-audit or post-review implementation plan that addresses the non-compliances disclosed in the audit report, or the deficiencies disclosed in the review report, respectively.

It is the responsibility of the licensee to develop the post-audit or post-review implementation plan. On request, the licensee must provide to the Authority a post-audit or post-review implementation plan, as appropriate.

The post-audit or post-review implementation plan must identify for each of the auditor's recommendations (refer to section 11.6):

- the action(s) the licensee proposes to take to address the auditor's recommendations;
- the position(s) or business function(s) in the licensee's organisation that will be responsible for undertaking the proposed action(s); and
- the date by which the proposed action(s) will be completed.

³⁵ The Word version of the document will be used solely for the purpose of extracting information for inclusion in documents prepared within the Authority and to prepare a version of the audit report in Adobe PDF format for publication on the Authority's website. The Word document will not be circulated outside the Authority.

It is mandatory that the post-audit or post-review implementation plan includes actions to address licence obligations that have been rated C, D, 2, 3 or 4 or asset management process deficiencies (rated C, D, 3 or 4). It is left to the discretion of the licensee to determine whether to also include in the post-audit or post-review implementation plan actions to address recommendations made by the auditor that represent opportunities to improve licence compliance (rated A, B or 1) or asset management effectiveness (rated A, B, 1 or 2).

The Authority will not commence the audit or review report approval process until both the audit or review report and the related post-audit or post-review implementation plans have been received. The post-audit or post-review implementation plan will be published on the Authority's website.

11.10 Repeat Audit

The Authority may require a repeat the audit or review using the same auditor, or an alternative auditor of the Authority's choosing, in the event that one or more of the following occur:

- the auditor has not conducted the audit or review in accordance with the approved audit plan, subject to reasonable variation as described in section 10.2;
- the audit team is changed during the course of the audit or review in a way that, in the view of the Authority, unacceptably compromises the conduct of the audit or review;
- the auditor has not observed its responsibility to the Authority by withholding relevant information in the audit or review report; or
- the audit or review report does not comply with the mandatory components of these Guidelines, or the report is deemed to be of an unacceptable quality by the Authority.

The Authority will give the auditor an opportunity to resolve any issues with the audit or review before requiring the audit or review to be repeated.

12 Reporting by the Authority

When the Authority has approved the audit or review report, it will:

- provide a copy of the report to the Minister for Water within 2 months of the receipt of the final report; and
- subsequent to the report being provided to the Minister, the Authority will publish a copy of the audit or review report, and the related post-audit or post-review implementation plan on its website: www.erawa.com.au

13 Commercial Confidentiality

In performing its licensing functions under the [IndustryWater Acts](#), the Authority has a obligation to promote transparent decision making and undertake public consultation. Consistent with these aims, the Authority will publish on its website each audit and review report received from a licensee.

Where, in the licensee's reasonable opinion, the audit or review report contains confidential or commercially sensitive information, the licensee should clearly identify the information that is claimed to be confidential or commercially sensitive. "Confidential or commercially sensitive information" is information of the type that would ordinarily be covered by the *Freedom of Information Act 1992* - Schedule 1, clause 4. That is, information such as trade secrets or sensitive commercial information that would cause detriment to the organisation if disclosed.

Licensees are encouraged to carefully review the basis on which they wish to claim information in the audit or review report is confidential or commercially sensitivity before submitting their claim to the Authority. A licensee must not make a blanket claim of confidentiality or commercial sensitivity in relation to an audit or review report, but clearly identify the exact information covered by the claim, along with information to substantiate the claim. Where, in the Authority's view, a claim is excessive or not substantiated, the Authority may request the licensee to amend their claim.

14 Amendments

The Authority may amend or revoke these Guidelines.

Any significant amendments will be made available to licensees and interested parties for comment prior to their release by the Authority.

Appendix 1 – Relevant Relationships for Assessing Auditor Independence

Section 324CH of the *Corporations Act 2001 (Cth)* (**Corporations Act**) describes a number of relevant relationships that need to be considered by auditors for the purposes of determining whether a conflict of interest situation may exist in respect of the proposed audit/review of the licensee. These relationships are reproduced in this Appendix to clarify the extent to which the Authority requires auditors to examine the potential for a conflict of interest situation in respect of the audit/review.

Table 13: Relevant relationships applicable to assessing auditor independence

Relevant Relationships
The following relationships apply to a person (or, if applicable, an audit company) at a particular time that the person (or audit company):
Is an officer of the licensee
Is an audit-critical employee of the licensee
Is a partner of: <ul style="list-style-type: none"> • an officer of the licensee; or • an audit-critical employee of the licensee.
Is an employer of: <ul style="list-style-type: none"> • an officer of the licensee; or • an audit-critical employee of the licensee.
is an employee of: <ul style="list-style-type: none"> • an officer of the licensee; or • an audit-critical employee of the licensee.
Is a partner or employee of an employee of: <ul style="list-style-type: none"> • an officer of the licensee; or • an audit-critical employee of the licensee.
Provides remuneration to: <ul style="list-style-type: none"> • an officer of the licensee; • an audit-critical employee of the licensee, for acting as a consultant to the person.
Was an officer of the licensee at any time during: <ul style="list-style-type: none"> • the period to which the audit/review relates; or • the 12 months immediately preceding the beginning of the period to which the audit/review relates; or • the period during which the audit/review is being conducted or the audit/review report is being prepared.
Was an audit-critical employee of the licensee at any time during: <ul style="list-style-type: none"> • the period to which the audit/review relates; or

Relevant Relationships
<ul style="list-style-type: none"> the 12 months immediately preceding the beginning of the period to which the audit/review relates; or the period during which the audit/review is being conducted or the audit/review report is being prepared.
Has an asset that is an investment in the licensee.
Has an asset that is a beneficial interest in an investment in the licensee and has control over that asset.
Has an asset that is a beneficial interest in an investment in the licensee that is a material interest.
Has an asset that is a material investment in an entity that has a controlling interest in the licensee.
Has an asset that is a material beneficial interest in an investment in an entity that has a controlling interest in the licensee.
<p>Owes an amount to:</p> <ul style="list-style-type: none"> the licensee; or a related entity; or an entity that the licensee controls.
<p>Is owed an amount by:</p> <ul style="list-style-type: none"> the licensee; or a related entity; or an entity that the licensee controls.
<p>Is liable under a guarantee of a loan made to:</p> <ul style="list-style-type: none"> the licensee; or a related entity; or an entity that the licensee controls.
<p>Is entitled to the benefit of a guarantee given by:</p> <ul style="list-style-type: none"> the licensee; or a related entity; or an entity that the licensee controls.

Notes to Table 13:

1. An officer is a person who is:

- a partner in a partnership; or
- an office holder in an unincorporated association; or
- a person who:
 - makes, or participates in making, decisions that affect the whole, or a substantial part, of the business of the entity; or
 - who has the capacity to affect significantly the licensee's financial standing.

2. An entity can be any of the following:

- a body corporate;
- a partnership;
- an unincorporated body;
- an individual;
- for a trust that has only 1 trustee--the trustee; or

- for a trust that has more than 1 trustee--the trustees together.

3. Audit company means:

- an individual auditor; or
- a service company or trust acting for, or on behalf of, an individual auditor, or another entity serving a similar function; or
- a body corporate; or
- a partnership; or
- an unincorporated body.

4. Where the person referred to in Table 13 is a member of the audit team then the personal relationship tests should be applied to that person and their immediate family members, which includes:

- the person's spouse, *de facto* or partner; or
- a person who is wholly or partially dependent on the person.

5. An audit-critical employee is a person who is in a position to exert influence over the matters being audited or the conduct of the audit.

6. Table 13 and the attached notes are a summary of the requirements of section 324CH of the *Corporations Act 2001* only. Auditors and licensees should refer to both the Corporations Act and relevant professional standards when assessing the independence of auditors.

Appendix 2 – Risk Based Approach to Audits and Reviews

Assessing Risk

The first stage of an audit or review is to conduct a preliminary assessment of the risks of non-compliance with the licence conditions or ineffective management of assets respectively in order to identify higher risk areas for procedures and focus the audit/review accordingly.

The preliminary risk assessment is to be documented in the audit plan, which is then presented to the Authority and the licensee for approval prior to the fieldwork commencing. The risk assessment should be reviewed during the fieldwork phase of the audit/review and may need to be updated in accordance with the audit/review findings.

The risk assessment approach to the conduct of audits and reviews is based on the Australian/New Zealand Standard AS/NZS 31000:2009 Risk Management as shown in Diagram 1.

Diagram 1 – Risk management approach



The main elements of the risk assessment process relevant to an audit/review are described below.

Establish the Context

The context is:

- the business objectives of the licensee;
- organisational culture, structure, roles and accountabilities;
- the relevant legal and regulatory environment that applies to the particular industry;
- industry codes;
- the licence conditions;
- the Authority's regulatory functions and objectives; and
- for reviews, effective asset management practices.

Identify Risks

For audits, examine the licence conditions and identify the risks that may affect compliance with these conditions. Consider where, when, why and how events could prevent, degrade or delay compliance with the licence obligations.

For reviews, examine the asset management processes and identify the risks that may adversely impact on the process and result in ineffective asset management processes.

The following steps in the risk evaluation process are common to audits and reviews. It is left to the auditor to apply the principles to the audit/review based on their knowledge of the licensee's business³⁶ and the relevant regulatory framework. For the purposes of illustration the remainder of this appendix focuses on audits, but the processes leading to the calculation of audit priorities can be equally applied to determining the audit priority for asset management processes in a review.

Licences are granted by the Authority subject to conditions intended to promote the objectives of the legislation governing the Authority. The conditions relevant to the licensing of service providers have been used to frame the types of risk as shown in Table 14.

Table 14: Types of compliance risk

Type of Risk	Examples
Supply quality and reliability	Delays in new connections, excessive supply interruptions, supply quality standards not met.
Consumer protection	Customer service levels not met, incorrect bills, disconnection and reconnection standards not met, customers unable to access financial hardship assistance.
Legislation/licence	Breach of <u>relevant</u> industry Acts ³⁷ , <u>subsidiary</u> regulations and codes, contravention of licence conditions.

Analyse Risks

One approach to analysing the compliance risks involves a two-stage process:

- 1) Identify the consequences and likelihood of the inherent risks to give an overall inherent risk rating.
- 2) Identify and assess the strength of the existing internal controls that mitigate the inherent risks.

These steps are explained in more detail below.

1. Identify the consequences and likelihood of the inherent risks to give an overall inherent risk rating

An "inherent risk" is the risk of an event assuming there are no effective controls. For example, the inherent risk of an drinking water service/irrigation service provider failing to notify customers that non-potable water is not suitable for drinking failing to take regular samples of water quality is higher than a water service provider that does not record its

³⁶ It is anticipated that the auditor will develop their knowledge of the licensee's business in consultation with the licensee.

³⁷ For water licensees this is the Water Services Act 2012.

Formatted: Font: Italic

complaints correctly due to the ~~potential potential direct impact on public health implications~~ if ~~non-potable water is accidentally consumed, contaminated water goes undetected.~~

The consequences of the risk occurring is assessed using the 3-point rating scale described in Table 15. The more significant the consequences, the higher the rating value allocated.

Table 15: Consequence ratings

Rating	Examples of non-compliance		
	Supply quality and reliability	Consumer protection	Breaches of legislation or other licence conditions
1 Minor	<p>Supplied water exceeds aesthetic quality thresholds, but no risk to health. Small number of potable water connections were not in accordance with the required standards for pressure and flow.</p> <p>Small number of irrigation customers receiving non-potable water, were not provided with an annual notification that the water supplied is not suitable for drinking.</p> <p>Sewer main overflows involving small volumes of escaped sewage.</p>	<p>Customer complaints procedures not followed in a few instances.</p> <p>Small Small percentage of customers were incorrectly disconnected or reconnections not completed on time.</p> <p>Small Small percentage of bills were not issued with incorrect information on time.</p>	<p>Legislative obligations or licence conditions not fully complied with, minor impact on customers or third parties</p> <p>Compliance framework generally fit for purpose and operating effectively.</p>
2 Moderate	<p>Water samples in the supply network contain levels of harmful pathogens that exceed recommended limits.</p> <p>Supply interruptions affecting significant proportion of customers on the network over 12 hours.</p> <p>Significant number of customers on a network experiencing excessive number of interruptions per annum.</p> <p>Significant percentage of new connections not provided on time/ some customers experiencing extended delays.</p> <p>Moderate number of potable water connections were not in accordance with the required standards for pressure and flow.</p> <p>Moderate number of irrigation customers, receiving non-potable water, were not provided</p>	<p>Significant percentage of complaints not being correctly handled.</p> <p>Customers not receiving correct advice regarding financial hardship.</p> <p>Significant percentage of bills not issued with errors on time.</p> <p>Ongoing instances of disconnections and reconnections not completed on time; remedial actions not being taken or proving ineffective. Significant instances numbers of wrongful disconnection of potable water supplies.</p>	<p>More widespread breaches of legislative obligations or licence conditions over time.</p> <p>Compliance framework requires improvement to meet minimum standards.</p>

Formatted: Justified

Formatted: Justified

		with an annual notification that the water supplied is not suitable for drinking.		
3	Major	<p>Supply interruptions affecting significant proportion of customers on the network for more than one day.</p> <p>Majority of new connections not completed on time/ large number of customers experiencing extended delays. Significant number of potable water connections were not in accordance with the required standards for pressure and flow.</p> <p>Significant number of irrigation customers receiving non-potable water, were not provided with an annual notification that the water supplied is not suitable for drinking.</p> <p>Irrigation water quality did not meet the required standard in the licence.</p>	<p>Significant failure of one or more customer protection processes leading to ongoing breaches of standards.</p> <p>Ongoing instances of wrongful disconnection of potable water supply.</p>	<p>Wilful breach of legislative obligation or licence condition.</p> <p>Widespread and/or ongoing breaches of legislative obligations or licence conditions.</p> <p>Compliance framework not fit for purpose, requires significant improvement.</p>

The next step towards assessing inherent risk is to determine the likelihood of the risk occurring. This likelihood is assessed using the 3-point rating scale described in Table 16.

Table 16: Likelihood ratings

	Level	Criteria
A	Likely	Non-compliance is expected to occur at least once or twice a year
B	Probable	Non-compliance is expected to occur once every three years
C	Unlikely	Non-compliance is expected to occur once every 10 years or longer

The combination of consequence rating and likelihood rating is used to arrive at an overall inherent risk rating using a 3-point rating scale, which is quantified in Table 17.

Table 17: Inherent risk rating

Likelihood	Consequence		
	1. Minor	2. Moderate	3. Major
A. Likely	Medium	High	High
B. Probable	Low	Medium	High
C. Unlikely	Low	Medium	High

The 3 inherent risk ratings, low, medium and high, are described in Table 18.

Table 18: Description of inherent risk ratings

Level	Description
High	Likely to cause major damage, disruption or breach of licence obligations
Medium	Unlikely to cause major damage but may threaten the efficiency and effectiveness of service
Low	Unlikely to occur and consequences are relatively minor

2. Identify and assess the strength of the existing internal controls that mitigate the inherent risks

Once the inherent risks have been identified and classified, it is important to assess the strength of the existing internal controls that mitigate each inherent risk. Licensees who have recognised risk events that carry a high inherent risk and implemented appropriate controls to mitigate these risks carry a lower risk of the event being realised than licensees that have not. There are a number of internal control components that need to be examined to assess the licensee's ability to manage its risks. Internal control,³⁸ as it applies to a licensee, consists of the following components:

- Control environment (corporate culture, corporate governance, organisation structure, assignment of authority and responsibility, documentation of policies and procedures, human resource practices, records management, etc.);
- Licensee's risk assessment process;
- Information systems, including management and regulatory reporting and the related business processes relevant to the licence conditions;

³⁸ Auditing and Assurance Standard ASA 315 June 2011, Auditing and Assurance Standards Board.

- Control activities (authorisation, segregation of duties, physical controls and security, IT controls etc.); and
- Monitoring of controls (management review, internal audit, other audits, veracity of management information etc.).

The adequacy of controls is assessed using the 3-point rating scale described in Table 19.

Table 19: Preliminary Adequacy ratings for existing controls

Level	Description
Strong	Controls that mitigate the identified risks to an appropriate level
Moderate	Controls that only cover significant risks; improvement required
Weak	Controls are weak or non-existent and have minimal impact on the risks

A preliminary assessment of controls is usually made during the planning stage of the audit. The risk assessment is revised during the audit as evidence is gathered on the effectiveness of the controls in place, with the updated assessment forming part of the final audit report.

Evaluate Risks

The next stage in the audit planning process is to determine audit priorities for each of the licence conditions based on the combined rating for inherent risk and control adequacy. Table 20 identifies a 5-level audit priority scale.

Table 20: Assessment of audit priority

		Preliminary Adequacy of existing controls		
		Weak	Moderate	Strong
Inherent Risk	High	Audit priority 1	Audit priority 2	
	Medium	Audit priority 3	Audit priority 4	
	Low	Audit priority 5		

The assessment of audit priority is used to determine the audit objectives, and the nature and extent of the audit procedures required.

It is left to the professional judgement of the auditor to determine the audit procedures required for each of the licence conditions. However, it is anticipated an audit Priority 1 is a 'high risk' area and would usually require extensive controls and/or substantive procedures to provide adequate assurance that no major breaches of the relevant licence obligation had occurred during the audit period. Conversely, an audit Priority 5 is a 'low risk' area and would only require confirmation by discussion and desktop review of documented procedures to confirm that adequate controls exist to ensure compliance with the licence obligation.

Treat Risks

The auditor's assessment of compliance with the licence obligations may identify risks which are not adequately mitigated by the internal control environment. The auditor is expected to include recommendations in the audit report to address each risk item that requires corrective action or improvement.

In extreme cases where significant risk issues are identified the Authority may seek a direct response from the management and/or Board of the licensee.

Appendix 3 – A Guide to the Asset Management System Effectiveness Framework

An asset management system comprises the processes and plans needed to ensure the physical assets continue to provide a specified level of service in a cost-effective manner throughout their useful life.

Assets should only exist to support service delivery objectives. When a service is in the planning stage it is necessary to identify the assets that are needed to meet a specified level of service. The extended life of assets involved in the delivery of water services requires the decisions involving asset acquisition to take account of the full operating costs over the asset's design life. It is therefore essential to consider the asset life-cycle.

Asset Life-Cycle

The fact that assets have a life-cycle distinguishes them from other program resource inputs. The six phases of the asset life-cycle, which are described in Table 21 below, provide a structure to incorporate the entity's asset requirements into its broader strategic and corporate planning documentation.³⁹

The life-cycle of an asset or group of assets has six distinct phases – planning, capital budgeting, acquisition, accounting, management and disposal.

Typically, those responsible for planning, capital budgeting and acquisition decisions in an organisation differ from those responsible for managing and accounting for the assets, or asset disposal. Problems may arise as a consequence of this fragmentation of management responsibilities for the assets over the asset life-cycle.

Table 21: Asset life cycle

Activity	Supporting documentation
Planning	An asset management strategy is an integral element of an entity's corporate planning and is based upon life-cycle methodologies. Assets usually exist only to support the entity's program delivery.
Capital Budgeting	A capital management plan consolidates the initiatives, objectives and strategies underlying the current and future management of an entity's asset base. It sets out a projected long-term outlook and details the asset budget funding strategies for asset acquisitions as well as projected financial impacts on the entity's financial reports.
Acquisition	As an element of an asset management strategy, the acquisition plan sets out a rationale for the acquisition or

³⁹ Source: Better Practice Guide on the Strategic and Operational Management of Assets by Public Sector Entities – September 2010 (Australian National Audit Office).

Activity	Supporting documentation
	replacement of assets and feeds into the capital management plan. ⁴⁰
Accounting	A comprehensive asset management policies and procedures guide is important in identifying requirements for compliance with relevant legislation and accounting standards. An effective risk-based internal control structure will ensure that assets are safeguarded against loss, damage or misappropriation.
Management	Asset management is integrated into the organisational planning and strategic outlook. Asset performance indicators are applied to the non-financial asset base to establish the condition of an asset and the necessary level and frequency of maintenance. Required standards reflect the quality levels required for optimum asset efficiency and management.
Disposal	A disposal plan establishes the rationale for, and timing of, asset disposals, and considers the optimal strategy for disposal.

Asset Management System Key Processes

The key processes in the asset management life-cycle are:

- 1) Asset planning (including development and maintenance of an asset management plan);
- 2) Asset creation and acquisition;
- 3) Asset disposal;
- 4) Environmental analysis (all external factors that affect the system);
- 5) Asset operations;
- 6) Asset maintenance;
- 7) Asset management information system;
- 8) Risk management;
- 9) Contingency planning;
- 10) Financial planning;
- 11) Capital expenditure planning; and

⁴⁰ The Authority considers this also applies to assets vested in or transferred to the licensee by a third party.

12) Review of AMS.

Table 22 examines each of these asset management processes in more detail and provides auditors and licensees with guidance on each process with regard to the desirable outcomes, effectiveness criteria and an approach to reviewing the effectiveness. The suggested review approach is intended to provide an example only and the auditor should, based on their professional judgement, adapt the approach to each review.

Table 22: Asset management system key processes and effectiveness criteria

Key process	Outcome	Effectiveness criteria	Example of review approach
<p>1. Asset planning</p> <p>Asset planning strategies are focused on meeting customer needs in the most effective and efficient manner (delivering the right service at the right price).</p>	<p>Integration of asset strategies into operational or business plans will establish a framework for existing and new assets to be effectively utilised and their service potential optimised.</p>	<ul style="list-style-type: none"> ▪ Asset management plan covers key requirements ▪ Planning process and objectives reflect the needs of all stakeholders and is integrated with business planning ▪ Service levels are defined ▪ Non-asset options (e.g. demand management) are considered ▪ Lifecycle costs of owning and operating assets are assessed ▪ Funding options are evaluated ▪ Costs are justified and cost drivers identified ▪ Likelihood and consequences of asset failure are predicted ▪ Plans are regularly reviewed and updated 	<ul style="list-style-type: none"> ▪ Assess the adequacy of the asset planning process ▪ Assess the adequacy of the asset management plan ▪ Assess whether the asset management plan is up-to-date and implemented in practice ▪ Assess whether the plan clearly assigns responsibilities and whether these have been applied in practice
<p>2. Asset creation and acquisition</p> <p>Asset creation/acquisition means the provision or improvement of an asset where the outlay can be expected to provide benefits beyond the year of outlay.</p>	<p>A more economic, efficient and cost-effective asset acquisition framework which will reduce demand for new assets, lower service costs and improve service delivery.</p>	<ul style="list-style-type: none"> ▪ Full project evaluations are undertaken for new assets, including comparative assessment of non-asset solutions ▪ Evaluations include all life-cycle costs ▪ Projects reflect sound engineering and business decisions ▪ Commissioning tests are documented and completed ▪ Ongoing legal/environmental/safety obligations of the asset owner are assigned and understood 	<ul style="list-style-type: none"> ▪ Assess the adequacy of policies and procedures covering the creation and acquisition of assets ▪ Select a sample of creations/ acquisitions over the review period and confirm that adequate procedures have been followed and actual costs are as predicted
<p>3. Asset disposal</p> <p>Effective asset disposal frameworks incorporate consideration of alternatives for the disposal of surplus, obsolete, under-performing or unserviceable assets. Alternatives are evaluated in cost-benefit terms.</p>	<p>Effective management of the disposal process will minimise holdings of surplus and under-performing assets and will lower service costs.</p>	<ul style="list-style-type: none"> ▪ Under-utilised and under-performing assets are identified as part of a regular systematic review process ▪ The reasons for under-utilisation or poor performance are critically examined and corrective action or disposal undertaken ▪ Disposal alternatives are evaluated ▪ There is a replacement strategy for assets 	<ul style="list-style-type: none"> ▪ Assess the adequacy of policies and procedures covering the identification of under-performing assets, disposal of assets and replacement strategy ▪ Determine whether a regular review of the usefulness of assets is performed ▪ Select a sample of disposals over the review period and confirm that adequate procedures have been followed

Key process	Outcome	Effectiveness criteria	Example of review approach
<p>4. Environmental analysis Environmental analysis examines the asset system environment and assesses all external factors affecting the asset system.</p>	<p>The asset management system regularly assesses external opportunities and threats and takes corrective action to maintain performance requirements.</p>	<ul style="list-style-type: none"> ▪ Opportunities and threats in the system environment are assessed ▪ Performance standards (availability of service, capacity, continuity, emergency response, etc.) are measured and achieved ▪ Compliance with statutory and regulatory requirements ▪ Achievement of customer service levels 	<ul style="list-style-type: none"> ▪ Review achievement of performance and service standards over the audit period ▪ Investigate any breaches and assess corrective action taken ▪ Review the adequacy of reporting and monitoring tools
<p>5. Asset operations Operations functions relate to the day-to-day running of assets and directly affect service levels and costs.</p>	<p>Operations plans adequately document the processes and knowledge of staff in the operation of assets so that service levels can be consistently achieved.</p>	<ul style="list-style-type: none"> ▪ Operational policies and procedures are documented and linked to service levels required ▪ Risk management is applied to prioritise operations tasks ▪ Assets are documented in an Asset Register including asset type, location, material, plans of components, an assessment of assets' physical/structural condition and accounting data ▪ Operational costs are measured and monitored ▪ Staff resources are adequate and staff receive training commensurate with their responsibilities 	<ul style="list-style-type: none"> ▪ Assess the adequacy of policies and procedures covering operations functions ▪ Assess the adequacy of staff resourcing and training ▪ Confirm the policies and procedures have been followed during the review period by procedures of asset register, observation of operational procedures, analysis of costs, etc. ▪ Assess the significance of exceptions identified and whether adequate corrective action has been taken
<p>6. Asset maintenance Maintenance functions relate to the upkeep of assets and directly affect service levels and costs.</p>	<p>Maintenance plans cover the scheduling and resourcing of the maintenance tasks so that work can be done on time and on cost.</p>	<ul style="list-style-type: none"> ▪ Maintenance policies and procedures are documented and linked to service levels required ▪ Regular inspections are undertaken of asset performance and condition ▪ Maintenance plans (emergency, corrective and preventative) are documented and completed on schedule ▪ Failures are analysed and operational/maintenance plans adjusted where necessary ▪ Risk management is applied to prioritise maintenance tasks ▪ Maintenance costs are measured and monitored 	<ul style="list-style-type: none"> ▪ Assess the adequacy of policies and procedures covering maintenance functions ▪ Confirm the policies and procedures have been followed during the review period by procedures of maintenance schedules, analysis of costs, etc. ▪ Assess the significance of exceptions identified and whether adequate corrective action has been taken

Key process	Outcome	Effectiveness criteria	Example of review approach
<p>7. Asset Management Information System (MIS) An asset management information system is a combination of processes, data and software that support the asset management functions.</p>	<p>The asset management information system provides authorised, complete and accurate information for the day-to-date running of the asset management system. The focus of the review is the accuracy of performance information used by the licensee to monitor and report on service standards.</p>	<ul style="list-style-type: none"> ▪ Adequate system documentation for users and IT operators ▪ Input controls include appropriate verification and validation of data entered into the system ▪ Logical security access controls appear adequate, such as passwords ▪ Physical security access controls appear adequate ▪ Data backup procedures appear adequate and backups are tested ▪ Key computations related to licensee performance reporting are materially accurate ▪ Management reports appear adequate for the licensee to monitor licence obligations 	<ul style="list-style-type: none"> ▪ Assess the adequacy of policies and procedures covering the general control and security of the computer systems used to provide management information on service standards/licence obligations ▪ Confirm that management reports on service standards/licence obligations are being reviewed and significant exceptions to service standards are promptly followed up and actioned
<p>8. Risk management Risk management involves the identification of risks and their management within an acceptable level of risk.</p>	<p>An effective risk management framework is applied to manage risks related to the maintenance of service standards</p>	<ul style="list-style-type: none"> ▪ Risk management policies and procedures exist and are being applied to minimise internal and external risks associated with the asset management system ▪ Risks are documented in a risk register and treatment plans are actioned and monitored ▪ The probability and consequences of asset failure are regularly assessed 	<ul style="list-style-type: none"> ▪ Assess whether significant risks have been identified ▪ Assess the adequacy of policies and procedures covering risk management and contingency planning ▪ Assess whether the risk management policies and procedures have been applied in practice ▪ Assess the adequacy of staff understanding and training on risk management
<p>9. Contingency planning Contingency plans document the steps to deal with the unexpected failure of an asset.</p>	<p>Contingency plans have been developed and tested to minimise any significant disruptions to service standards.</p>	<ul style="list-style-type: none"> ▪ Contingency plans are documented, understood and tested to confirm their operability and to cover higher risks 	<ul style="list-style-type: none"> ▪ Determine whether contingency plans have been developed and are current ▪ Determine whether contingency plans have been tested. If so, review the results to confirm that any improvements identified have been actioned.

Key process	Outcome	Effectiveness criteria	Example of review approach
<p>10. Financial planning</p> <p>The financial planning component of the asset management plan brings together the financial elements of the service delivery to ensure its financial viability over the long term.</p>	<p>A financial plan that is reliable and provides for the long-term financial viability of the services.</p>	<ul style="list-style-type: none"> ▪ The financial plan states the financial objectives and strategies and actions to achieve the objectives ▪ The financial plan identifies the source of funds for capital expenditure and recurrent costs ▪ The financial plan provides projections of operating statements (profit and loss) and statement of financial position (balance sheets) ▪ The financial plan provide firm predictions on income for the next five years and reasonable indicative predictions beyond this period ▪ The financial plan provides for the operations and maintenance, administration and capital expenditure requirements of the services ▪ Significant variances in actual/budget income and expenses are identified and corrective action taken where necessary 	<ul style="list-style-type: none"> ▪ Obtain an understanding of the financial planning, budgeting and reporting process and assess its effectiveness ▪ Obtain a copy of the current financial plan (including budget/actual) and assess whether the process is being followed
<p>11. Capital expenditure planning</p> <p>The capital expenditure plan provides a schedule of new works, rehabilitation and replacement works, together with estimated annual expenditure on each over the next five or more years.</p> <p>Since capital investments tend to be large and lumpy, projections would normally be expected to cover at least 10 years, preferably longer. Projections over the next five years would usually be based on firm estimates.</p>	<p>A capital expenditure plan that provides reliable forward estimates of capital expenditure and asset disposal income, supported by documentation of the reasons for the decisions and evaluation of alternatives and options.</p>	<ul style="list-style-type: none"> ▪ There is a capital expenditure plan that covers issues to be addressed, actions proposed, responsibilities and dates ▪ The plan provides reasons for capital expenditure and timing of expenditure ▪ The capital expenditure plan is consistent with the asset life and condition identified in the asset management plan ▪ There is an adequate process to ensure that the capital expenditure plan is regularly updated and actioned 	<ul style="list-style-type: none"> ▪ Obtain an understanding of the capital expenditure planning process and assess its effectiveness ▪ Obtain a copy of the capital expenditure plan for the current year and assess whether the process is being followed

Key process	Outcome	Effectiveness criteria	Example of review approach
<p>12. Review of AMS The asset management system is regularly reviewed and updated.</p>	<p>Review of the Asset Management System to ensure the effectiveness of the integration of its components and their currency.</p>	<ul style="list-style-type: none"> ▪ A review process is in place to ensure that the asset management plan and the asset management system described therein are kept current ▪ Independent reviews (e.g. internal audit) are performed of the asset management system 	<ul style="list-style-type: none"> ▪ Determine when the asset management plan was last updated and assess whether any significant changes have occurred ▪ Determine whether any independent reviews have been performed. If so, review results and action taken ▪ Consider the need to update the asset management plan based on the results of this review ▪ Determine when the AMS was last reviewed.

Appendix 54 – Overview of the Audit and Review Process

Please note the purpose of this ~~appendix template~~ is to summarise the audit and review processes that are required to be undertaken by the licensee, the auditor and the Authority's Secretariat. The following notes provide further details of the key stages of the audit and review process.

The process described in the flowchart below involves consultation between the Authority and the licensee at key stages of the audit and review – appointment of the auditor, approval of the audit plan and approval of the audit or review report. At each stage, the Authority will formally contact the licensee and provide all the relevant information pertinent to the matter under consideration. The licensee will be provided with adequate time to consider the information and provide their comments to the Authority.⁴¹ ~~Please note that where the Authority requests feedback from the licensee with relation to any step in the Audit and Review process, a written response by the licensee is mandatory.~~ In reaching its decision on the matter the Authority will give reasonable consideration to the licensee's views and comments. In the event that the views of the Authority differ from those of the licensee, the Authority will take reasonable steps to reach agreement with the licensee but, if this is not possible the Authority will make its own decision, having regard to all relevant considerations.

Appointment of Auditor

- 1) The Secretariat draws up a list of potential auditors from its Economic and Technical Panel and, if needed, the whole of government audit panel.
- 2) The letter to the licensee notifying them of the upcoming audit or review will include the list of potential auditors. The Secretariat will ~~invite~~**require** the licensee to ~~formally respond in writing comment on to the Authority with relation to~~ the auditors in the list, with a particular emphasis on identifying any issues that might compromise the auditor's ability to perform the audit or review. This might include any matters detailed in Appendix 1, as well as other conflicts of interest (such as consultancy services provided by the auditor), or any recent or pending disputes between the licensee and the auditor.
- 3) If the consultation between the Secretariat and the licensee reduces the available pool of auditors to an unacceptable level, the Secretariat will, if possible, add additional auditors to the pool and repeat the process in step 2.
- 4) When the Secretariat has a sufficient pool of potential auditor's it will issue Request for Quotation (**RFQ**) to the auditors. The RFQ requires the auditor to provide information responding to the requirements in Section 8.5 of these Guidelines, and the offered price to conduct the audit or review. The Authority's preferred approach is to let the contract on a fixed price basis, with a schedule of hourly rates for each member of the audit team should additional work outside the scope of the fixed price offer be required.⁴²

Formatted: Font: Bold

⁴¹ ~~The Authority's Secretariat will communicate the due date for any action that is to be undertaken by the licensee with relation to the Audit and Review process.~~

⁴² ~~For a list of the documents required to be provided to the Authority by the Audit contractor please refer to section 8.5.~~

- 5) The Secretariat will select a preferred auditor on the basis of value for money: price and the capacity to perform the audit or review to an acceptable standard. The licensee will be notified of the Authority's selection and be provided with a copy of the selected quotation and a completed checklist summarising the other, unsuccessful, quotations.
- 6) The licensee will have opportunity to provide comments to the Authority before the appointment of the auditor is finalised. For example, the licensee may wish to provide comments to the Authority on the proposed audit scope, auditor expertise, audit financial terms or impact on its operations. Should the licensee raise any issues, the Secretariat will strive to resolve them by consulting with the licensee and, if needed, the auditor. If the issues cannot be resolved then it may be necessary to select the second choice auditor and repeat step 5. Otherwise, the Authority will proceed to appoint the preferred auditor.
- 7) At the conclusion of step 6, the Secretariat will write to the preferred auditor confirming their appointment. The letter will request that the auditor contact the licensee to commence the preparation of the audit plan.⁴³

Approval of the Audit Plan

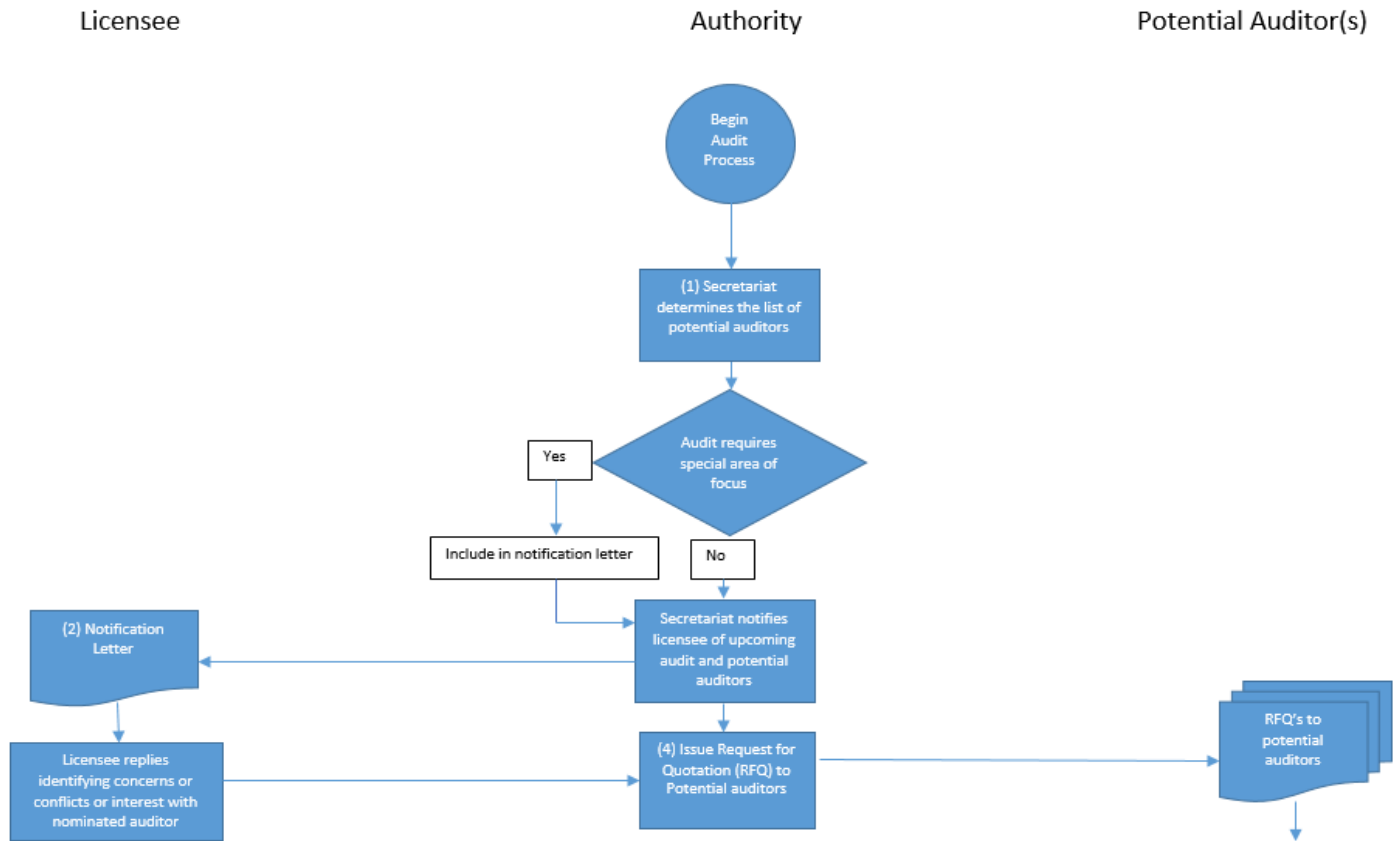
- 8) The Secretariat, auditor or the licensee may be of the opinion that an audit entry meeting is required. This will normally be identified at the end of the auditor approval process. However, it is possible that the Secretariat may identify the need for an entry meeting at the commencement of the audit or review, if, for example, there is a need to discuss any areas of focus for the audit/review identified by the Secretariat. The Secretariat is responsible for arranging the entry meeting, which may be a meeting in person or a teleconference, depending on the location and availability of the participants.
- 9) Before the draft audit plan can be prepared it is essential to agree the scope of the audit or review. By default the scope of the audit or review will be detailed in the RFQ, as amended by any feedback from the licensee or auditor during the latter stages of the auditor approval process. Similarly, if an audit entry meeting is held, the scope of the audit or review may be amended by the outcomes of the meeting. When the scope has been finalised, the auditor will commence drafting the audit plan. It is likely that the auditor will contact the licensee to obtain the information required to prepare the audit plan.
- 10) The auditor will submit the draft audit plan to the Secretariat for approval. The Secretariat will review the draft plan and formally provide a copy of the draft audit plan and the Secretariat's comments on the draft plan to the licensee for comment. The licensee will be asked for a formal response on the draft Audit plan by the due date determined by the Secretariat. For example, the licensee may provide comments to the Authority on the suitability, safety and timing of any proposed site visit(s), the timing of audit and review procedures and details of obligations that the licensee considers may not be applicable to the licensee's operations. The combined comments of the licensee and the Secretariat are forwarded to the auditor, who may issue a revised draft audit plan to the Secretariat. This process is repeated until the audit plan is finalised. Please note that while the Secretariat will strive to agree the scope and content of the Audit plan with the licensee, the Authority reserves the right to approve the Audit plan, without the full agreement of the licensee.

⁴³ Reference to an audit plan means the plan for an audit or review, as applicable.

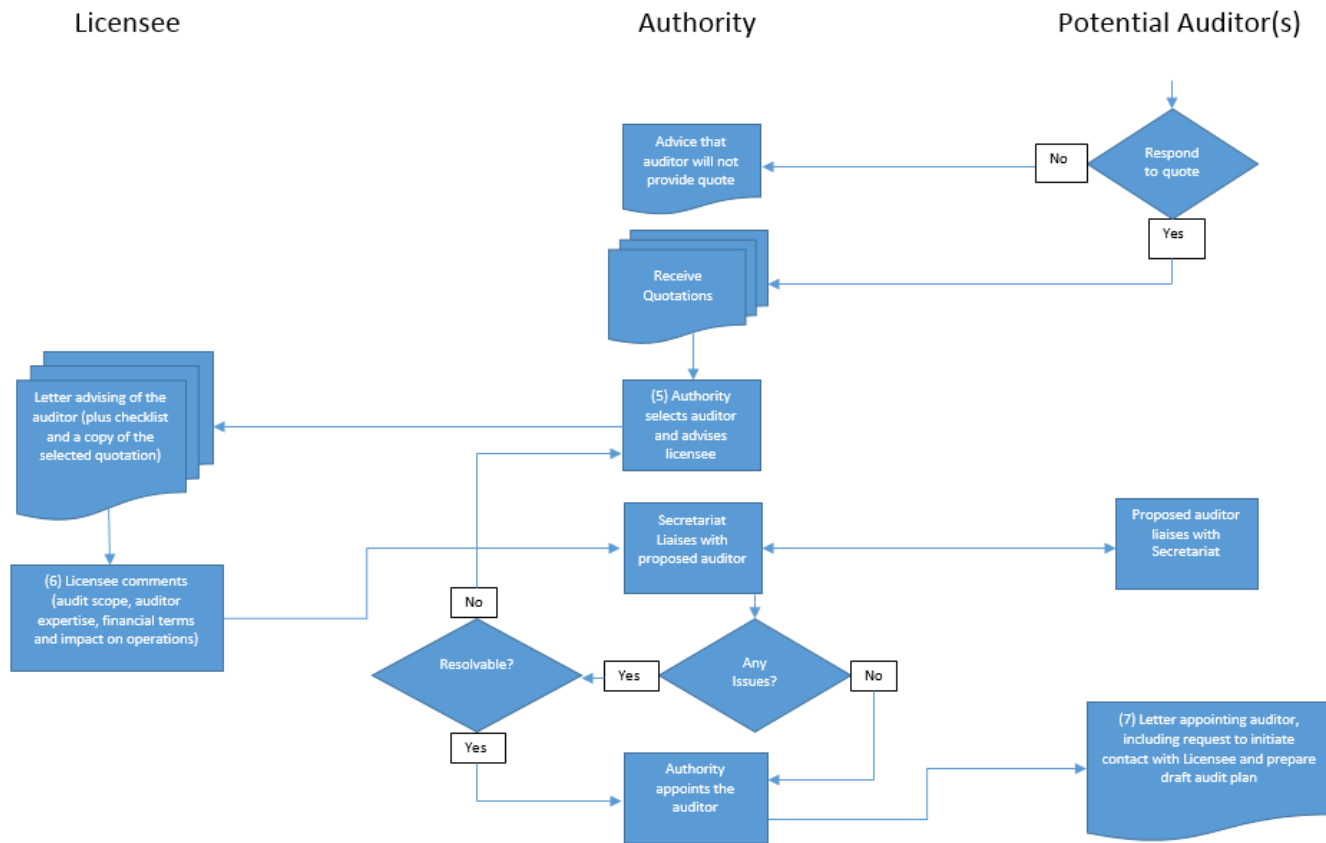
Approval of the Audit or Review Report

- 11) When the audit plan is finalised, the auditor will proceed to perform the audit or review fieldwork, culminating in the development of a draft report on the audit or review.
- 12) The auditor will submit the draft audit or review report to the Secretariat for approval. The Secretariat will review the draft report and provide a copy of the report and the Secretariat's comments on the draft report to the licensee for comment. The Secretariat will forward the combined comments of the licensee and the Secretariat to the auditor, who may issue a revised draft audit or review report to the Secretariat. This process is repeated until the audit or review report is finalised. Please note that while the Secretariat will strive to agree the scope and content of the Audit or Review report with the licensee, the Authority reserves the right to approve the report without the full agreement of the licensee.
- 13) When it has received the final audit or review report, the Secretariat will forward a copy of the report to the licensee with a request for the licensee to submit a post-audit or post-review implementation plan, as applicable, to the Secretariat for its approval. The Secretariat may request amendments to the draft post-audit or post-review implementation plan.
- 14) When the audit or review report and the accompanying post-audit or post-review implementation plan has been finalised, the Secretariat will forward the documents to the Authority's Governing Body for approval.

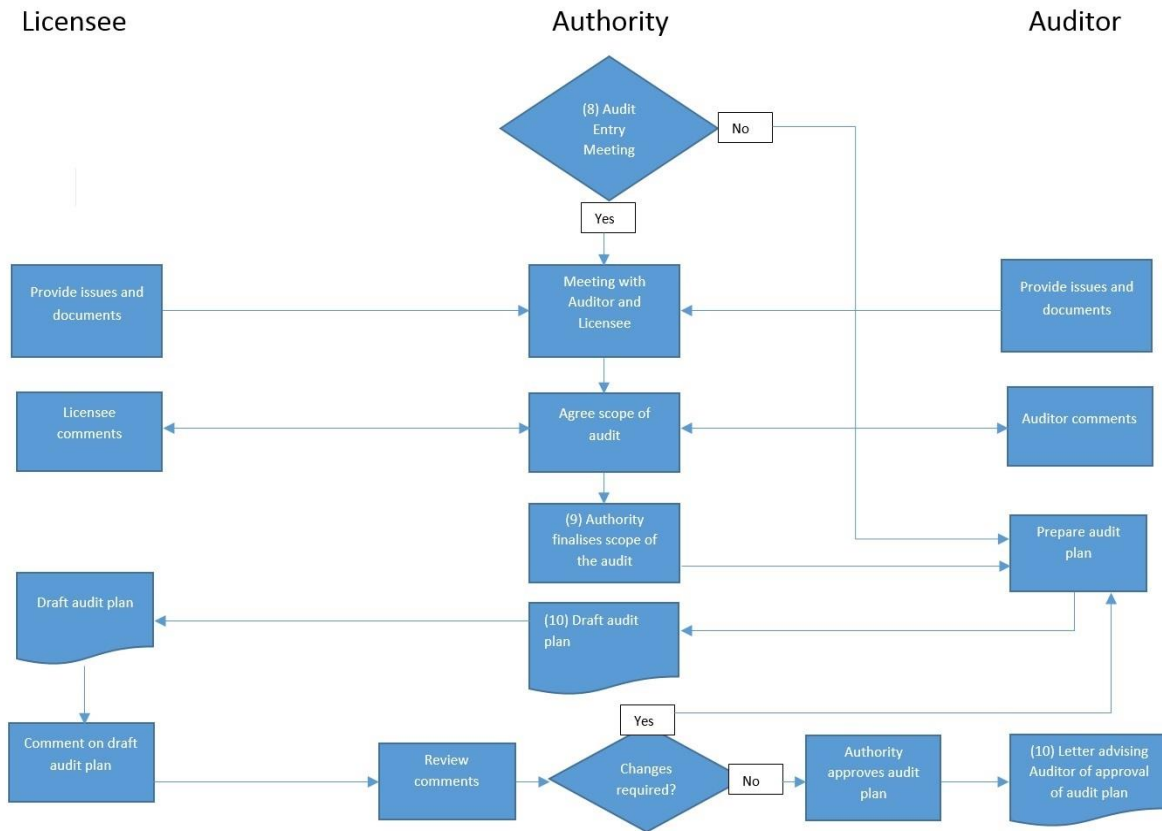
Auditor Approval



Auditor Approval (cond.)



Audit Plan



Audit Report

