

**HONG KONG SPECIAL
ADMINISTRATIVE REGION**

Audit Commission

Annual Report 2015-16

**Audit Commission
Hong Kong
July 2016**

AUDIT COMMISSION

ANNUAL REPORT 2015-16

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Director's Message

I have pleasure in presenting to you the Annual Report of the Audit Commission for the financial year 2015-16. This was another fruitful year for the Commission. With the dedication and hard work of our staff, we have managed to deliver what we set out to achieve in our work plan and continued to uphold a high standard of professionalism in our audit work.

2. Our mission is to help the Government and public sector organisations enhance public sector performance and accountability. We achieve this mission by conducting regularity audits and value for money (VFM) audits.

3. Regularity audits are similar to financial audits in the private sector. In 2015-16, a total of 82 accounts were audited and certified, including all of the Government's accounts, the accounts of the Hong Kong Housing Authority, the Exchange Fund, five Trading Funds and more than 60 other funds. We also supplement our normal certification audit work with a programme of risk and compliance audits, which examines risks related to regularity, propriety and financial control. In April 2016, a dedicated branch was established under the Regularity Audit Division of the Commission to strengthen the conduct of such audits. VFM audits focus on providing independent information, advice and assurance about the economy, efficiency and effectiveness with which the auditees have discharged their functions. We will take into account various factors such as materiality, risk and value-added in selecting subjects for VFM audits and focus more on identifying systemic issues. One of the key considerations is to "follow the money" — those entities receiving larger amount of funding would have a higher chance and frequency of being selected. We aim to make value-added recommendations to help them achieve better VFM. In 2015-16, we issued a number of VFM audit reports which attracted considerable public attention.

4. To enrich our knowledge and experience about public sector auditing, we continued to attend conferences and various functions of professional bodies (e.g. our staff attended the “粵港財稅、審計部門交流座談會”, a Conference held in Guangzhou on 14 January 2016). We also received visitors from the Mainland and overseas, and shared with them our audit experience.

5. Our values on professionalism, probity and people underpin and drive our work. The professionalism and expertise of our staff are vital to the success of the Commission. We will strive to help our staff develop and grow as professionals. In this regard, we are committed to encourage and help our staff realise their full potential through training, learning and sharing.

6. The Commission will step into its 172nd anniversary in the year 2016. It has a long tradition of excellence and will seek to help the auditees add value through our independent, professional and quality audit services in the ensuing years.

7. I am grateful for the continuous support of the Public Accounts Committee of the Legislative Council to our work over the past year. I would also like to acknowledge with gratitude the full cooperation and assistance rendered by the auditees. Finally, I would like to express my heartfelt gratitude for the support I have received from all colleagues. Their commitment, dedication and professionalism have enabled the Commission to deliver quality audit services and earn the public's trust on our work.

David Sun, BBS, JP
Director of Audit
July 2016



Role and work of the Audit Commission

1. ***Independence.*** According to [Article 58 of the Basic Law of the Hong Kong Special Administrative Region](#), a Commission of Audit shall be established in the Hong Kong Special Administrative Region (HKSAR), which shall function independently and be accountable to the Chief Executive of the HKSAR.
2. ***Audit Ordinance.*** The [Audit Ordinance \(Cap. 122\)](#) provides for the duties and powers of the Director of Audit and for the auditing of and reporting on the public accounts. In the performance of his duties and the exercise of his powers under the Ordinance, the Director is not subject to the direction or control of any other person or authority. The audit work carried out in accordance with the Ordinance is generally known as regularity audit.
3. ***Reporting to the Legislative Council.*** According to the Audit Ordinance, the Director of Audit shall prepare and submit to the President of [Legislative Council](#) (LegCo) a report in respect of his examination and audit of the accounts of the Government. A copy of the report and certified statements shall be laid before LegCo. According to the [Value for Money Audit Guidelines](#), the Director of Audit shall report his findings on value for money (VFM) audits in LegCo twice a year.
4. ***Value for Money Audit Guidelines.*** VFM audit is carried out under a set of guidelines tabled in the Provisional Legislative Council by the Chairman of the [Public Accounts Committee](#) (PAC) in February 1998. The VFM Audit Guidelines were agreed between the PAC and the Director of Audit and accepted by the Government.
5. ***Public Accounts Committee.*** The PAC of LegCo considers the reports of the Director of Audit on the accounts of the Government, on such other accounts required to be laid before LegCo as the PAC may think fit, and on any matter incidental to the performance of the Director's duties or the exercise of his powers as the PAC may think fit. The PAC also considers VFM audit reports of the Director laid on the table of LegCo.

6. ***Follow-up actions of the Audit Commission.*** The Audit Commission (Audit) has put in place a mechanism to monitor the development of subjects included in the Director of Audit's Reports. For subjects selected for investigation by the PAC, Audit conducts an annual clearance exercise to inform the PAC of the latest developments of issues raised in the PAC's Reports. The PAC, in its reports, takes stock of the progress of the action taken by the Government on the PAC's recommendations, and offers the PAC's views on the action taken. The Government's response to the PAC's Report is contained in the Government Minute which is tabled in LegCo twice a year. For subjects not selected for investigation by the PAC, Audit calls for separate progress reports from the auditees concerned directly on a half-yearly basis, and reviews the latest developments. If the situation warrants, Audit may conduct follow-up audit reviews on issues raised in previous audits. The review results are published in the Director of Audit's Report.

7. ***Organisation of the Audit Commission.*** Audit is made up of six Divisions, namely one Regularity Audit Division, four VFM Audit Divisions, and one Corporate Services Division. As at 31 March 2016, Audit had an establishment of 192 posts. There were 65 posts (34%) in the Auditor grade, 89 posts (46%) in the Examiner grade and 38 posts (20%) in the general and common grades.

Regularity audit

8. The aim of regularity audits is to provide LegCo with an overall assurance that the Government's financial and accounting transactions and those of funds of a public or quasi-public nature are proper and that they conform to accepted accounting standards. Regularity audit is carried out mainly under the Audit Ordinance and in accordance with the Audit Commission auditing standards.

9. Regularity audit is conducted in accordance with a programme of work, which is determined annually by the Director of Audit. Audit adopts a risk-based approach to the planning and conduct of regularity audit. Compared with private-sector auditors, we put more emphasis on the regularity and probity aspects due to the responsibilities of the Director of Audit under section 8 of the Audit Ordinance. We supplement our normal certification audit work with a programme of risk and compliance audits, which examines risks related to regularity, propriety and financial control.

The year under review

10. On 29 October 2015, the Director of Audit submitted the Report of the Director of Audit on the Accounts of the Government of the HKSAR for the year ended 31 March 2015 to the President of LegCo.

11. In 2015-16, a total of 82 accounts were audited and certified, i.e. all of the Government's accounts, the accounts of the Hong Kong Housing Authority, the Exchange Fund, five Trading Funds and 65 other funds. Appendix A is a list of these 82 accounts.

12. Our regularity audit workload has been increasing because we have to cope with the additional workload arising from:

- (a) ***Strengthening our risk and compliance audit programme.*** In view of the increase in the number of government systems/programmes that involved significant spending and transactions, Audit needs to carry out more in-depth reviews or risk and compliance audits on the systems/programmes. Attention has also been given to ensuring that the systems/programmes are operating within the approved ambit and that the spending is incurred in accordance with laid-down policy objectives and conditions. To help ensure regularity, propriety and controls, our efforts have been directed towards auditing/assessing the effectiveness of the bureaux/departments' preventive and detective controls, and follow-up and rectification processes of detected errors and irregularities. In April 2016, a dedicated branch, namely the Risk and Compliance Audit Branch, was set up under the Regularity Audit Division to strengthen the conduct of such audits; and
- (b) ***New accounting and auditing standards.*** As part of the international standards convergence project, the Hong Kong Institute of Certified Public Accountants continues to issue new and revised accounting and auditing standards from time to time. These accounting and auditing standards may affect the financial statements of the auditees prepared under accrual basis of accounting. We have deployed resources to implement the new auditing requirements, and to ensure compliance with the new and revised accounting standards by the auditees in preparing their financial statements.

Value for money audit

13. The aim of VFM audits is to provide independent information, advice and assurance about the economy, efficiency and effectiveness with which the audited body (i.e. bureau/department of the Government, agency, other public body, public office or audited organisation) has discharged its functions.

14. VFM audits are carried out under the VFM Audit Guidelines. Like regularity audits, VFM audits are conducted in accordance with the Audit Commission auditing standards and a programme of work determined annually by the Director of Audit. Our VFM audits are generally planned and scheduled about one year in advance, after taking into account factors such as availability of resources, and the materiality, risk, auditability and value-added in selecting subjects for VFM audit. When we select a subject, we focus more on identifying systemic issues that are relevant to the auditee and applicable to other audited bodies. In conducting VFM audit under the VFM Audit Guidelines, the Director of Audit is entitled to exercise the powers given to him under the Audit Ordinance. However, he is not entitled to question the merits of the policy objectives, though he may question the economy, efficiency and effectiveness of the means used to achieve them.

The year under review

15. In 2015-16, two Director of Audit's Reports on the results of VFM audits were submitted to the President of LegCo in April (Report No. 64) and October 2015 (Report No. 65), covering a total of 18 audit subjects. The [Director of Audit's Report No. 64](#) has eight subjects while the [Director of Audit's Report No. 65](#) has ten subjects.

16. The PAC selected the following seven subjects for public hearing:

- (a) "Buildings Department's actions on unauthorised building works", "Operation of the Government Flying Service", and "Public cooked food markets managed by the Food and Environmental Hygiene Department" in Report No, 64; and
- (b) "Government's efforts in managing municipal solid waste", "Reduction and recycling of food waste", "Use and disposal of vacant school premises", and "Operation of the Hongkong Post" in Report No. 65.

The PAC examined at length a number of issues raised in the audit reports. The audit conclusions and recommendations were generally accepted by the PAC and the auditees. Like the VFM audit reports issued in past years, some audit subjects in these two reports hit the headlines of newspapers and were widely reported. In general, the comments from the media and the public were supportive of Audit's findings.

Corporate services

17. The Corporate Services Division of the Commission is responsible for the provision of corporate services, which include departmental administration, the Director of Audit's Report production work, translation services, technical audit, quality assurance, external and press relations, executive support, training, grade and personnel management, local area network administration, information technology (IT) support, and other support services.

The year under review

18. In 2015-16, our work on corporate services included:

- (a) ***Director of Audit's Report production work.*** The Director of Audit's Report Nos. 64 and 65 were submitted to the President of LegCo in April and October 2015 respectively. Together with Report No. 65, the Report of the Director of Audit on the Accounts of the Government of the HKSAR for the year ended 31 March 2015 was also submitted to the President of LegCo in October 2015. The Director of Audit's Reports are available on our website at http://www.aud.gov.hk/eng/pubpr_arpt/rpt.htm;
- (b) ***Support services.*** This work included:
 - (i) ***Strategic Framework.*** The Strategic Framework was issued in July 2013. It sets out the Audit Commission's Vision, Mission and Values (see Appendix B). It also outlines the Commission's strategic objectives, strategies and outcomes in five Key Result Areas. Appendix C shows the key targets and indicators of the Commission. The Strategic Framework is available on our website at http://www.aud.gov.hk/pdf_e/strategic_e.pdf;

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- (ii) ***Environmental Report.*** Starting from 2001, an annual Environmental Report has been issued to help promote environmental protection. The Environmental Report 2015 is available on our website at http://www.aud.gov.hk/eng/otherinfo/info_envrpt.htm;
 - (iii) ***Media research.*** We conducted media research on a daily basis (e.g. newspaper clippings) to keep in view possible audit issues reported in the media. We also collected useful feedback (e.g. media comments and views from the public) on our published VFM audit reports to identify areas of improvement; and
 - (iv) ***IT support.*** Our Departmental IT Plan for the two-year period 2014-15 to 2015-16 was prepared in 2014. It was used to monitor the development of IT projects in the Commission;
- (c) ***External and press relations.*** This work included:
- (i) ***Public relations work.*** The Director of Audit attended various functions of professional bodies to exchange experience and knowledge about public sector auditing in 2015-16;
 - (ii) ***Talks by the Director of Audit.*** In 2015-16, the Director delivered a number of talks on subjects related to our work to various organisations;
 - (iii) ***Participation in conferences.*** Staff members of the Commission attended the "Cross straits, Hong Kong and Macao Audit Theories and Practices Conference 2015" in Taiwan in August 2015, the "Guangdong-Hong Kong-Macao Audit Conference 2015 — Performance Audits" in Zhu Hai in September 2015 and the "粵港財稅、審計部門交流座談會" in Guangzhou in January 2016; and
 - (iv) ***Receiving visitors from the Mainland and overseas.*** In 2015-16, the Commission held nine seminars for visitors from the Mainland and overseas. Our staff gave presentations on our work; and
- (d) ***Training and development programmes.*** We have made use of the services provided by the Civil Service Training and Development Institute to meet the training needs of our staff. Staff are encouraged to apply for courses relevant to their work and personal needs. In-house

seminars/workshops are also organised mainly to address the operational needs of the Commission and the personal development of our staff.

Looking ahead

19. The year 2016 marked the Commission's 172nd anniversary. The Commission has a long history of excellence in providing independent, professional and quality audit services to help the Government and public sector organisations enhance public sector performance and accountability. We cherish the public's trust on our work. We will continue to uphold our values, maintain our independent role, provide quality audit services, maintain effective relation with our stakeholders, interact with our counterparts and develop the potential of our staff to achieve "excellence in public sector auditing".

The 82 accounts certified in 2015-16

Accounts of the Government

- (1) General Revenue Account
- (2) Bond Fund
- (3) Capital Investment Fund
- (4) Capital Works Reserve Fund
- (5) Civil Service Pension Reserve Fund
- (6) Disaster Relief Fund
- (7) Innovation and Technology Fund
- (8) Land Fund
- (9) Loan Fund
- (10) Lotteries Fund

Trading Funds

- (11) Companies Registry Trading Fund
- (12) Electrical and Mechanical Services Trading Fund
- (13) Land Registry Trading Fund
- (14) Office of the Communications Authority Trading Fund
- (15) Post Office Trading Fund

Other Funds

- (16) AIDS Trust Fund
- (17) Bankruptcy Estates Account
- (18) Brewin Trust Fund
- (19) Chinese Temples Fund
- (20) Companies Liquidation Account
- (21) Correctional Services Children's Education Trust
- (22) Correctional Services Department Welfare Fund
- (23) Customs and Excise Service Children's Education Trust Fund
- (24) Customs and Excise Service Welfare Fund
- (25) Director of Social Welfare Incorporated Accounts
- (26) District Court Suitors' Funds
- (27) Education Development Fund
- (28) Education Scholarships Fund
- (29) Emergency Relief Fund
- (30) Environment and Conservation Fund
- (31) Exchange Fund
- (32) Financial Reporting Council
- (33) Fire Services Department Welfare Fund
- (34) Fisheries Development Loan Fund

- (35) General Chinese Charities Fund
- (36) Government Flying Service Welfare Fund
- (37) Grant Schools Provident Fund
- (38) Grantham Scholarships Fund
- (39) High Court Suitors' Funds
- (40) HKSAR Government Scholarship Fund
- (41) Hong Kong Housing Authority
- (42) Hong Kong Rotary Club Students' Loan Fund
- (43) Immigration Service Welfare Fund
- (44) Independent Commission Against Corruption Welfare Fund
- (45) J. E. Joseph Trust Fund
- (46) Kadoorie Agricultural Aid Loan Fund
- (47) Labour Tribunal Suitors' Funds
- (48) Language Fund
- (49) Legal Aid Services Council
- (50) Li Po Chun Charitable Trust Fund
- (51) MacLehose Fund
- (52) Master in Lunacy Account
- (53) Minor Employment Claims Adjudication Board Suitors' Funds
- (54) Official Administrator's Account

- (55) Official Receiver in Bankruptcy Account
- (56) Official Receiver in Voluntary Arrangement Account
- (57) Official Solicitor's Accounts
- (58) Pneumoconiosis Ex Gratia Fund
- (59) Police Children's Education Trust
- (60) Police Education and Welfare Trust
- (61) Police Welfare Fund
- (62) Prisoners' Education Trust Fund
- (63) Prisoners' Welfare Fund
- (64) Qualifications Framework Fund
- (65) Quality Education Fund
- (66) Queen Elizabeth Foundation for the Mentally Handicapped
- (67) Research Endowment Fund
- (68) Samaritan Fund
- (69) Secretary for Home Affairs Incorporated Accounts
- (70) Self-financing Post-secondary Education Fund
- (71) Sing Tao Charitable Foundation Students' Loan Fund
- (72) Sir David Trench Fund for Recreation
- (73) Sir Edward Youde Memorial Fund
- (74) Sir Robert Black Trust Fund

- (75) Small Claims Tribunal Suitors' Funds
- (76) Social Work Training Fund
- (77) Statement of Deposits required pursuant to sections 35 and 35A of the Insurance Companies Ordinance
- (78) Subsidized Schools Provident Fund
- (79) Supplementary Legal Aid Fund
- (80) The Legislative Council Commission
- (81) Traffic Accident Victims Assistance Fund
- (82) World Refugee Year Loan Fund

Vision, Mission and Values

Vision

Excellence in public sector auditing

We strive for excellence in the provision of independent public sector audit services through commitment to professionalism and innovation.

Mission

To provide independent, professional and quality audit services in order to help the Government and public sector organisations enhance public sector performance and accountability in Hong Kong.

We achieve our Mission by:

- conducting regularity audits which provide the Legislative Council with an overall assurance that the Government's financial and accounting transactions and those of funds of a public or quasi-public nature are proper and that they conform to accepted accounting standards; and
- conducting value for money audits which provide the Legislative Council with independent information, advice and assurance about the economy, efficiency and effectiveness with which any bureau/department of the Government, agency, other public body, public office, or audited organisation has discharged its functions.

Values

We are committed to upholding a high standard of integrity and conduct in discharging our audit responsibilities. We share a set of core values including *Professionalism*, *Probity* and *People-oriented*, which underpin all facets of our work including *Our services*, *Our culture and Our people*. These core values and their related attributes, as illustrated below, define the way we conduct ourselves in all the work we do.



Professionalism

We seek to achieve excellence by conducting our work with professional competence and expertise, in accord with the highest standards of ethics and proficiency.

Independence

We strive to be, and be seen to be, independent, objective, unbiased and free from undue influences in the provision of audit services.

Innovation

We strive for innovative approaches and continuous improvements by accepting, promoting and sharing creative and innovative ideas.

Adding value

We are committed to adding value to public sector management by delivering quality audit services.

Probity

We act in an open, honest and ethical manner.

Fairness

We strive to be fair, just and impartial in conducting our work.

Courage

We support our people and work but are open to make changes and improvements.

Accountability

We are committed to enhancing our economy, efficiency and effectiveness, and reporting our work to our stakeholders.

People-oriented

We are committed to creating a work environment which values our staff and helps them realise their full potential.

Teamwork

We work as a team to bring out the best in our staff so that each person may contribute to the achievement of our Vision and Mission.

Continuous development

We are committed to developing our staff through mentoring, training, learning and sharing.

Responsiveness

We are vigilant and closely monitor the issues of concern to our stakeholders, and try our best to meet their needs and expectations.

Key Targets and Indicators

	Unit	Target	2014-15 (Actual)	2015-16 (Revised Estimate)	2016-17 (Plan)
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Regularity Audit

Targets

Number of Director of Audit's Reports submitted to LegCo	Report	1	1	1	1
Time required to certify the statements of accounts of the Government of the HKSAR after the end of each financial year	Month	7	7	7	7

Indicators

Number of accounts certified	Account	81	82	82
Number of man-hours spent	Man-hour	87 612	92 904	100 434
Provision for regularity audit as percentage of total government expenditure	%	0.012	0.012	0.011

Value for Money Audit

Targets

Number of Director of Audit's Reports submitted to LegCo	Report	2	2	2	2
Number of VFM audit reports issued to audited bodies	Report	18	18	18	18

Indicators

Number of man-hours spent	Man-hour	167 686	170 216	171 617
Provision for VFM audit as percentage of total government expenditure	%	0.026	0.025	0.022

Acronyms and abbreviations

Audit	Audit Commission
HKSAR	Hong Kong Special Administrative Region
IT	Information technology
LegCo	Legislative Council
PAC	Public Accounts Committee
VFM	Value for money