

1994

Audits of voluntary health and welfare organizations with conforming changes as of May 1, 1994; Industry audit guide; Audit and accounting guide

American Institute of Certified Public Accountants. Not-for-Profit Organizations Committee

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American Institute of Certified Public Accountants. Not-for-Profit Organizations Committee, "Audits of voluntary health and welfare organizations with conforming changes as of May 1, 1994; Industry audit guide; Audit and accounting guide" (1994). *Industry Developments and Alerts*. 309.

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AICPA

**Industry
Audit
Guide**

**AUDITS of
VOLUNTARY
HEALTH and
WELFARE
ORGANIZATIONS**

With Conforming Changes as of May 1, 1994

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This edition of the industry audit guide *Audits of Voluntary Health and Welfare Organizations*, which was originally issued in 1974, has been modified by the AICPA staff to include certain changes necessary due to the issuance of authoritative pronouncements since the guide was originally issued. The changes made are identified in a schedule in Appendix D of the guide. The changes do *not* include all those that might be considered necessary if the guide were subjected to a comprehensive review and revision.

Published for the
American Institute of
Certified Public Accountants
by
CCH INCORPORATED
4025 W. Peterson Ave.
Chicago, Illinois 60646

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NEW YORK, NY 10036-8775

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Jersey City, NJ 07311-3881.

1234567890 AAG 9987654

Printed in the United States of America

NOTICE TO READERS

This industry audit guide presents recommendations of the AICPA Committee on Voluntary Health and Welfare Organizations on the application of generally accepted auditing standards to audits of financial statements of voluntary health and welfare organizations. This guide also presents the committee's recommendations on and descriptions of financial accounting and reporting principles and practices for voluntary health and welfare organizations. AICPA members should be prepared to justify departures from this guide.

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Gerard L. Yarnall
Director
Audit and Accounting Guides

Joel M. Tanenbaum
Technical Manager
Accounting Standards Division

Preface

This audit guide has been prepared to assist the independent public accountant in auditing and reporting on financial statements of voluntary health and welfare organizations. Voluntary health and welfare organizations take many forms and have been developed under many and varied auspices. Basically, they are organizations formed for the purpose of performing voluntary services for various segments of society. They are tax exempt (organized for the benefit of the public), supported by the public, and operated on a "not-for-profit" basis. Most voluntary health and welfare organizations concentrate their efforts and expend their resources in an attempt to solve health and welfare problems of our society and, in many cases, those of specific individuals. As a group, voluntary health and welfare organizations include those nonprofit organizations that derive their revenue primarily from voluntary contributions from the general public to be used for general or specific purposes connected with health, welfare, or community services. As used in this audit guide the term "not-for-profit" is not intended to imply that a voluntary health and welfare organization cannot obtain revenues in excess of its expenses in any particular period; rather, it implies that the organization is not operated for the financial benefit of any specific individual or group of individuals.

Prior to 1964, there existed no formal, industry-wide accounting or reporting practices for voluntary health and welfare organizations. Accounting and reporting for these organizations followed practices generally employed for trusts, foundations, hospitals, educational institutions, or other kinds of organizations to which some of them may have been indirectly related. In 1964, the National Health Council and its member agencies, and the National Social Welfare Assembly (presently the National Assembly for Social Policy and Development) and its affiliated organizations, published a guide for accounting and financial reporting by voluntary health and welfare organizations entitled *Standards of Accounting and Financial Reporting for Voluntary Health and Welfare Organizations*. That publication constituted the first definitive literature in the field and is widely accepted by voluntary health and welfare organizations throughout the United States and by many governmental and regulatory bodies.

Recognizing the need for parallel direction to the profession in its performance of services for this industry, in 1966 the American Institute of Certified Public Accountants published an audit guide entitled *Audits of Voluntary Health and Welfare Organizations*.

This revised audit guide has been prepared by the Committee on Voluntary Health and Welfare Organizations of the American Institute of Certified Public Accountants, in consultation with the Joint Liaison Committee formed by the National Health Council, the National Assembly for Social Policy and Development and the United Way of America, and supersedes the audit guide previously issued in 1966.

This revised audit guide describes generally accepted accounting principles applicable to financial reporting by health and welfare organizations. In most instances, these principles are compatible with those set forth in the *Standards of Accounting and Financial Reporting for Voluntary Health and Welfare Organizations*. The National Health Council and the National Assembly have advised the Committee that it is their intent to revise the *Standards*, as necessary, to achieve maximum possible uniformity with this guide.

Since financial statements of voluntary health and welfare organizations present financial position, results of operations, and changes in fund balances, the Committee on Voluntary Health and Welfare Organizations unanimously concludes that they should be prepared in accordance with generally accepted

accounting principles. Accordingly, Statements of Financial Accounting Standards, Accounting Principles Board Opinions, Accounting Research Bulletins, and other authoritative pronouncements of the profession should be applied in reporting on such financial statements unless they are inapplicable.

Accounting adjustments that may be required to conform with the accounting and reporting procedures set forth in this guide should be retroactively applied to prior period financial statements. The resulting effects of the prior period adjustments should be disclosed in notes to the financial statements for the year in which such adjustments are made.

In June 1993, the FASB issued Statements of Financial Accounting Standards No. 116, *Accounting for Contributions Received and Contributions Made*, and No. 117, *Financial Statements of Not-for-Profit Organizations*. FASB Statement No. 116 establishes accounting standards for contributions and applies to all entities that receive or make contributions. FASB Statement No. 116 is effective for financial statements issued for fiscal years beginning after December 15, 1994 and interim periods within those fiscal years, except for not-for-profit organizations with less than \$5 million in total assets and less than \$1 million in annual expenses. For those organizations, the Statement is effective for fiscal years beginning after December 15, 1995. Earlier application is encouraged. FASB Statement No. 117 establishes standards for general-purpose external financial statements provided by a not-for-profit organization. It is effective for annual financial statements issued for fiscal years beginning after December 15, 1994, except for organizations with less than \$5 million in total assets and less than \$1 million in annual expenses. For those organizations, the Statement is effective for fiscal years beginning after December 15, 1995. Earlier application is encouraged. Some of the guidance in those Statements is inconsistent with guidance in this guide. The AICPA Not-for-Profit Organizations Committee is currently developing a new Audit and Accounting Guide for not-for-profit organizations which is expected to supersede this guide and provide new guidance that is in conformity with the FASB Statements. Guidance in FASB Statements No. 116 and No. 117 that is inconsistent with guidance in this guide supersedes the guidance in this guide, as of the application date of those Statements.

This edition of the guide includes annotations that are intended to make readers aware of differences between the accounting principles prescribed by this guide and those in FASB Statements No. 116 and No. 117. Preparers and auditors of financial statements of organizations that adopt FASB Statements No. 116 and No. 117 may find the annotations useful, but should also read the Statements themselves. In addition, auditors should consider the implications of adopting the Statements on their auditing procedures. Organizations that have not yet adopted FASB Statements No. 116 and No. 117 may find the annotations useful to point out areas in which potential changes may be necessary when the Statements are adopted.

Effective Date

This guide is effective for reporting on financial statements for fiscal years beginning after June 30, 1974.

The Committee on Voluntary Health and Welfare Organizations wishes to express its appreciation to the members of the Joint Liaison Committee for their untiring assistance in completing this audit guide.

Committee on Voluntary Health and Welfare Organizations

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Chapter 1

Fund Accounting

General

1.01 The value of services provided by most voluntary health and welfare organizations cannot be quantitatively measured by monetary data contained in financial statements. The measurement of this value must be made in terms of human needs and public good. A fundamental purpose of the financial statements, therefore, should be to disclose how the entity's resources have been acquired and used to accomplish the objectives of the organization. Thus, the organization's financial statements should, to the extent possible, reflect the total resources available to carry out the various program services to which it is committed and the use made of those resources.

1.02 While in some cases the organization's total resources may be available to finance its program activities, in many cases restrictions have been placed on certain of the assets by the donor, by law, or by other external authority, which prohibit their use directly or currently for operating purposes. Where such conditions exist, separate systems of accounts are often used to give recognition to the restrictions. For this reason, most voluntary health and welfare organizations have adopted fund accounting. Under the fund accounting concept, separate accounting entities, or funds, are established as needed to achieve a proper segregation and fair presentation of those resources available for use at the discretion of the governing board (unrestricted funds) and of those resources over which the board has little, if any, discretion as to use because of externally imposed restrictions (restricted funds). The most commonly used funds are discussed in the paragraphs which follow. [FASB Statement No. 117 permits the use of fund accounting, but does not recognize it as a necessary part of financial reporting. See the Preface.]

Types of Funds

1.03 The *current unrestricted fund* accounts for all resources over which the governing board has discretionary control to use in carrying on the operations of the organization in accordance with the limitation of its charter and bylaws except for unrestricted amounts invested in land, buildings and equipment that may be accounted for in a separate fund.

1.04 The principal sources of unrestricted funds are contributions, bequests, program service fees, dues, investment income, and sales of goods and services. Decreases in unrestricted funds generally result from expenses incurred for program services and supporting services conducted by the organization.

1.05 The board may designate portions of the current unrestricted fund for specific purposes, projects, or investment as an aid in the planning of expenditures and the conservation of assets.¹ The organization may wish to maintain separate accounts for such designations within the current unrestricted fund and to segregate the designated and undesignated portions of the fund within the fund-balance section of the unrestricted fund-balance sheet.

1.06 It should be recognized that the board has the authority to change or reverse its own action. Accordingly, amounts designated by the board should

¹ Such designations have at times been referred to as appropriations or allocations.

not be included with donor-restricted funds and the term restricted should not be used in connection therewith.

1.07 *Current restricted funds* are often established to account for those resources currently available for use, but expendable only for operating purposes specified by the donor or grantor. Such resources may originate from gifts, grants, income from endowment funds, or other similar sources where the donor has specified the operating purpose for which the funds are to be used.

1.08 *Land, building and equipment fund* (often referred to as plant fund) is often used to accumulate the net investment in fixed assets and to account for the unexpended resources contributed specifically for the purpose of acquiring or replacing land, buildings, or equipment for use in the operations of the organization. Mortgages or other liabilities relating to these assets are also included in this fund. When additions to land, buildings, or equipment used in carrying out the organization's program and supporting services are acquired with unrestricted fund resources, the amount expended for such assets should be transferred from the unrestricted fund to the plant fund and should be accounted for as a direct addition to the plant fund balance. Gains or losses on the sale of fixed assets should be reflected as income items in the plant fund accounts. The proceeds from the sale of fixed assets that are not legally required to be reinvested in fixed assets should be transferred to the unrestricted fund; such transfers should be reflected as direct reductions and additions to the respective fund balances.

1.09 *Endowment funds* represent the principal amount of gifts and bequests accepted with the donor-stipulation that the principal be maintained intact in perpetuity, until the occurrence of a specified event, or for a specified period, and that only the income from investment thereof be expended either for general purposes or for purposes specified by the donor. Net gains or losses from the sale of the specific investments or other property donated to the organization should be accounted for in this fund. (See chapter 2 for additional discussion.) If endowment income is subject to donor-restriction as to use, it should be credited, as earned, to the appropriate restricted fund and thereafter treated accordingly. If endowment income is not subject to donor-imposed restrictions, it should be credited, as earned, to the appropriate revenue account of the unrestricted fund.

1.10 When restrictions on endowment fund principal lapse, the resources released should be transferred to the unrestricted fund or to a specific restricted fund, according to the terms of the original gift or bequest.

1.11 *Custodian funds* are established to account for assets received by an organization to be held or disbursed only on instructions of the person or organization from whom they were received.

1.12 Since custodian funds are not assets of the organization, the receipt of such funds or the income that might be generated from them should not be considered as a part of the organization's revenue or support.

1.13 *Loan and annuity funds* are usually not significant; where they are material, these funds should be shown separately.

Financial Statement Considerations

1.14 The balance sheet should show the unrestricted fund and the various types of restricted funds that have been established in response to donor or grantor restrictions. In addition to the balance sheet, the financial statements should contain a statement of support, revenue, and expenses and changes in fund balances to reflect the activity within each fund, and a statement of

functional expenses in support of the total program and supporting services expenses for the period. If the governing board has designated portions of the unrestricted fund for various specific purposes, it may wish to also include a supplemental schedule of changes in such designations. [FASB Statement No. 117 establishes standards for general-purpose external financial statements provided by a not-for-profit organization. It requires that all not-for-profit organizations provide a statement of financial position, a statement of activities, and a statement of cash flows. It also requires that voluntary health and welfare organizations provide a statement of functional expenses that reports expenses by both functional and natural classifications. It requires reporting amounts for the organization's total assets, liabilities, and net assets in a statement of financial position; reporting the change in an organization's net assets in a statement of activities; and reporting the change in its cash and cash equivalents in a statement of cash flows. FASB Statement No. 117 requires classification of an organization's net assets and its revenues, expenses, gains, and losses based on the existence or absence of donor-imposed restrictions. It requires that the amounts for each of three classes of net assets—permanently restricted, temporarily restricted, and unrestricted—be displayed in a statement of financial position and that the amounts of change in each of those classes of net assets be displayed in a statement of activities. It also requires disclosures about the nature and extent of restrictions. See the Preface.]

Auditing Considerations

1.15 The independent auditor should be concerned that the unrestricted resources of the organization were used in accordance with its bylaws and stated purposes and the actions of its governing board, that restricted gifts or grants have been properly segregated and used in accordance with the restrictions or designations imposed by the donor or grantor, and that all restricted funds are clearly reported as such.

1.16 An increasing number of governmental (principally federal) agencies that grant or advance funds to private organizations to carry out programs for which the agencies are responsible require periodic audits of financial reports of such organizations. Generally, the purpose of these audits is to obtain assurance that the private organizations are administering the funds in compliance with the provisions of the grants or advances and the rules and regulations promulgated by the agencies. Where an organization has received such grants or advances, the independent auditor should familiarize himself with their provisions and consider the granting agency's reporting requirements in establishing the scope of his audit.

Chapter 2

Investments

2.01 Voluntary health and welfare organizations may carry investment portfolios of the following types:

1. Investment of unrestricted funds to earn additional income until such time as the funds are to be used for program or other purposes.
2. Investment of endowment and other restricted funds.

2.02 Investments included in the portfolio may have been purchased by or donated to the organization. The donation of investments that have been restricted as to use should be included as contributions to the endowment or other restricted funds, whereas unrestricted donations of investments should be reported as contributions in the current unrestricted fund.

Bases of Valuation

2.03 Investments purchased by voluntary health and welfare organizations should be recorded at cost, which includes brokerage fees, taxes, and other charges directly applicable to the purchase. Securities donated to the organization should be recorded at their fair market value at the date of the gift. If the market value of the investment portfolio is below the recorded value, it may be necessary to reduce the carrying value of the portfolio to market, or to provide an "allowance for decline in market value." If it can be reasonably expected that the organization will suffer a loss on disposition of the investment, provision therefor should be made during the period in which the decline in value occurs.

2.04 Although presently the prevalent basis of valuation is cost, the carrying of investments at market value is also deemed acceptable.² If investments are carried at market, the unrealized appreciation (or depreciation) should be separately identified and included in revenues (or other expenses) of the appropriate fund in the statement of support, revenue, and expenses and changes in fund balance.

2.05 The basis of carrying investments should be the same in all funds and should be clearly disclosed in the financial statements. Where investments are carried at cost, the total market value of investments at the date of the statements should be shown parenthetically (for each fund), or set forth in the footnotes. Likewise, where investments are carried at market value, the cost of the investments should be disclosed parenthetically (for each fund), or set forth in the footnotes. In either event, the unrealized appreciation (or depreciation) in such investments at the beginning and end of the year should be disclosed in the footnotes.

2.06 Where assets held by one fund are transferred to another fund because of the lapse of restrictions, or where the assets transferred are to be sold by the recipient fund, such assets should be transferred at market value and gains or losses on such assets recorded by the fund making the transfer. The market value of the assets transferred becomes the basis for the fund receiving such assets.

² At the time this guide was originally issued in 1974, carrying investments at market value was deemed acceptable pending further study and the issuance of an authoritative pronouncement by the FASB. In May 1993, the FASB issued FASB Statement No. 115, *Accounting for Certain Investments in Debt and Equity Securities*. That statement does not apply to not-for-profit organizations.

Income and Realized (and Unrealized) Gains and Losses

2.07 The accounting for income on investments (e.g., dividends, interest) and for realized and unrealized gains and losses on disposal of investments depends upon the fund involved.

2.08 Investment income and realized gains and losses (and unrealized gains and losses, where investments are carried at market value) on investments of unrestricted funds should be reported in unrestricted revenue.

2.09 Income and net realized (and unrealized, where investments are carried at market value) gains on investments of restricted funds, other than endowment funds, should be included in the revenue of the restricted funds unless legally available for unrestricted purposes. In the latter case they should be included in the revenue of the current unrestricted fund. Realized (and unrealized, where investments are carried at market value) losses on investments of restricted funds in excess of gains should be reported as a loss in the statement of support, revenues, and expenses of the restricted fund unless legal restrictions require otherwise. For example, there may be cases where losses sustained on the temporary investment of a cash grant received for a research project cannot reduce the amount to be expended for the research; in such cases, it may be necessary that the loss be reflected in the statement of support, revenues, and expenses of (and be reimbursed by) the current unrestricted fund.

2.10 Investment income of endowment funds, unless restricted to a specific purpose by the donor of the endowment gift, is available for unrestricted purposes and should be included in the revenues of the current unrestricted fund. Where the donor has restricted the use of the income from the investment of the endowment gift, such income should be included in the revenue of the appropriate restricted fund.

2.11 Traditionally, realized gains and losses on investments of endowment funds have been considered as principal transactions and all restrictions that pertain to the original corpus of the fund have been deemed to apply to the net realized gains. Only when the endowment instrument has specifically stated that such gains and losses were not so restricted, have these amounts been considered as income. [FASB Statement No. 117 requires that gains and losses be classified as unrestricted unless their use is temporarily restricted by explicit donor stipulations or by law. See the Preface.]

2.12 The statutes of certain states now provide that certain not-for-profit organizations subject to their jurisdiction may, in certain circumstances, consider net realized (and, in some cases, unrealized) gains on investments of endowment funds to be available for unrestricted use. The law of one state, for example, provides that the amount of such funds to be made available for unrestricted use may include so much of the realized appreciation of principal as the governing board may deem prudent, provided that the amount of fair value of the remaining principal shall not be less than the fair value of the original assets at the time received. Under this approach a portion of the realized (and, in some cases, unrealized) capital appreciation in endowment funds is made available for operating purposes, and assets equal to this amount are transferred to the unrestricted fund. Where permitted by law, the designated amount of appreciation to be transferred to the unrestricted fund should be reflected as a transfer of fund balances. Amounts of realized (and, where applicable, unrealized) investment gains included in endowment funds that are available for transfer to the unrestricted fund at the discretion of the

governing board should be disclosed in the financial statements; the authority on which such funds may be transferred should also be disclosed.

Investment Pools

2.13 To obtain investment flexibility, voluntary health and welfare organizations frequently pool investments of various funds. Because the realized and unrealized gains (losses) and income are not identified with the specific funds participating in the pool, it is of paramount importance that realized and unrealized gains (losses) and income be allocated equitably. To accomplish an equitable allocation, investment pools should be operated on the market value method. Under this method, each fund is assigned a number of units based on the relationship of the market value of all investments at the time they are pooled. Periodically, the pooled assets are valued and new unit values assigned. The new unit value is used to determine the number of units to be allocated to new funds entering the pool, or to calculate the equity of funds withdrawing from the pool. Investment pool income should be allocated to participating funds based on the number of units held by each fund. In cases where the income of one or more of the participating funds has been restricted by the donor for specified purposes, it may be necessary to account for gains and losses (due to market price changes) separate from other investment pool income (i.e., interest and dividends) since gains and losses may revert to the corpus of the restricted fund.

2.14 An illustration of an investment pool may be found in Appendix A.

Auditing Considerations

2.15 The auditing procedures to be considered in the audit of investments held by voluntary health and welfare organizations are similar to those that would be employed in the audit of investments held by business organizations. The internal control structure considerations which are appropriate in other organizations are appropriate for a voluntary health and welfare organization. Good internal control requires that securities be adequately safeguarded and that responsible persons be assigned the custodial and accounting duties therefor. The custodial and accounting duties, however, should not be under the control of the same person.

2.16 The independent auditor should satisfy himself that securities owned by the organization are actually in existence. This can be accomplished by examining the certificates owned or, if the certificates are held by others in safekeeping, by obtaining written confirmation of this fact from the custodian. Sales and purchases of securities may be tested by examining brokers' advices, and income from investments and market values may be tested against other independent sources. The independent auditor may also examine internal documentation to satisfy himself that such transactions were properly authorized.

2.17 The independent auditor should be satisfied that investment income and gains (or losses) have been recorded in the appropriate fund. He should consider whether gains (or losses) that are available for unrestricted use are appropriately reported in the unrestricted fund. He should be familiar with the provisions of any donor restrictions and state laws that are significant and relevant to the organization's investments. With respect to investment pools, the independent auditor may make tests of the calculations involved in determining equity percentages of the various funds used in making additions to or distributions from the pool and in allocating income and realized gains and losses to the participating funds. In reviewing pooled investments, consideration should be given to any legal instruments that prescribe the nature of

the investment policy to be followed or that restrict or prevent the assets of certain funds from being pooled for investment purposes. In some cases, the independent auditor may wish to review these matters with the organization's legal counsel.

Chapter 3

Land, Buildings and Equipment and Depreciation

Background

3.01 The general practice of voluntary health and welfare organizations is to record transactions involving fixed assets used in connection with their program or supporting services in a separate land, buildings and equipment fund. Amounts contributed by donors specifically for the purchase of fixed assets are normally included in a subdivision of this fund.

3.02 Depreciation practices have varied among organizations. While some organizations have not followed the practice of recording depreciation on fixed assets, others have restricted the recognition of depreciation to those assets expected to be maintained or replaced from unrestricted fund revenues. Thus, in the case of the latter group, depreciation has generally not been recorded on assets expected to be replaced by special contributions from the public or from supporting groups. FASB Statement No. 93, *Recognition of Depreciation by Not-for-Profit Organizations*, as amended, requires not-for-profit organizations to recognize the cost of using up the future economic benefits or service potential of their long-lived tangible assets—depreciation and to disclose:

- a. Depreciation expense for the period
- b. Balances of major classes of depreciable assets, by nature or function, at the balance sheet date
- c. Accumulated depreciation, either by major classes of depreciable assets or in total, at the balance sheet date
- d. A general description of the method or methods used in computing depreciation for major classes of depreciable assets.

Basis of Fixed Assets

3.03 Generally accepted accounting principles require purchased fixed assets to be carried at cost and donated assets to be recorded at their fair value at the date of the gift.

3.04 The receipt of donated fixed assets that are to be held for use by the organization should be recorded as a contribution in the land, buildings and equipment fund. The value of donated fixed assets on which donor-imposed restrictions or conditions prevent their being immediately disposed of or currently used in carrying out the organization's normal program or supporting services should be recorded as contributions in a donor-restricted fund; at such time as the restrictions lapse or the specified conditions have been met, the assets should be transferred to the land, buildings and equipment fund if the assets are to be used in the organization's normal operations or to the unrestricted fund if they are to be held for resale or other use.

3.05 The receipt of donated fixed assets on which the donor has placed no restriction as to use or disposition and which will be held for conversion to cash or for the production of income should be recorded as support within, and as an asset on the balance sheet of, the unrestricted fund. [FASB Statement No. 116 permits organizations to choose between two alternatives for implying time restrictions on contributions of long-lived assets and cash or other assets for purchases of long-lived assets. See the Preface.]

3.06 In the absence of adequate cost records, appraisals of historical cost or fair value at date of a gift are generally acceptable for financial reporting purposes. The basis of such valuation should be clearly described in the financial statements. Where such appraisals are used, the independent auditor should satisfy himself as to their propriety.

Depreciation

3.07 In its Accounting Terminology Bulletin No. 1, the Committee on Terminology of the AICPA defined depreciation accounting as follows:

Depreciation accounting is a system of accounting which aims to distribute the cost or other basic value of tangible capital assets, less salvage (if any), over the estimated useful life of the unit (which may be a group of assets) in a systematic and rational manner. It is a process of allocation, not of valuation. Depreciation for the year is the portion of the total charge under such a system that is allocated to the year. Although the allocation may properly take into account occurrences during the year, it is not intended to be a measurement of the effect of all such occurrences.

3.08 The above definition properly identifies depreciation as a means of allocating the cost, or other carrying value, of tangible capital assets to expense over the useful life of such assets, rather than as a means of funding their replacement. Arguments against depreciation charges in not-for-profit organizations are largely based on the concept of replacement accounting. The means of replacing such assets and the degree to which replacement should be currently funded (i.e., by increasing or decreasing expenditures made in relation to the public support and revenues received and by setting aside cash or other liquid assets) are financing decisions to be made by the governing board and do not *directly* affect the *cost* of providing program or supporting services.

3.09 The definition is consistent with the concept of measuring the costs of the effort expended toward achieving the goals of voluntary health and welfare organizations (e.g., provision of various public services). Services performed for others generally involve a sacrifice or commitment of some type of resource which must be diverted from an alternative use. Although the achievement of such goals often may not be measurable in accounting terms, the public should have the opportunity to compare the results of such efforts, which are often intangible, to the costs involved in such efforts.

3.10 The relative effort being expended by one organization compared with other organizations and the allocation of such efforts to the various programs of the organization are indicated in part by cost determinations. Whenever it is relevant to measure and report the cost of rendering current services, depreciation of assets used in providing such services is relevant as an element of such measurement and reporting process. Although depreciation can be distinguished from most other elements of cost in that it requires no current equivalent cash outlay, it is not optional or discretionary. Assets used in providing services are both valuable and exhaustible. Accordingly, there is a cost expiration associated with the use of depreciable assets, whether they are owned or rented, whether acquired by gift or by purchase, and whether they are used by a profit-seeking or by a not-for-profit organization.

3.11 Where depreciation is omitted, the cost of performing the organization's services is understated. Depreciation expense, therefore, should be recognized as a cost of rendering current services and should be included as an element of expense in the statement of support, revenue, and expenses of the fund in which the assets are recorded and in the statement of functional expenditures.

3.12 In some cases, an organization may receive grants, allocations, or reimbursements from other organizations on the basis of the costs associated with its program and supporting services. The recording of depreciation as an element of cost does not dictate that it be included in the base upon which grants, allocations, or reimbursements will be determined. Whether the base upon which the amount of the grant or reimbursement is determined includes or excludes depreciation will depend upon the agreement or understanding that has been reached between the two organizations.

Auditing Considerations

3.13 The auditing procedures generally applied in the audit of land, buildings and equipment and depreciation expense are also applicable in the case of voluntary health and welfare organizations. In addition, the independent auditor should satisfy himself that donations of fixed assets are recorded in the manner described in this chapter.

Chapter 4

Cash Donations and Pledges

4.01 Cash donations and pledges from the public usually constitute the major source of support for voluntary health and welfare organizations. Whether received directly as an unrestricted gift, a restricted gift for operating purposes, a restricted gift for the acquisition of fixed assets, a restricted endowment (the income from which provides operating revenue), or indirectly through an agency which provides fund-raising services for participating organizations, such support and capital additions are essential to the continuity of the organization. If portions of the donations (including pledges) received during the period are specified by the donor for use in future periods, such portions should be recorded as a deferred credit in the balance sheet of the appropriate fund and recorded as support in the year in which they may be used. In the absence of clear evidence as to a specified program period, donations and pledges should be recorded as support when received. [FASB Statement No. 116 requires not-for-profit organizations to distinguish between contributions received that increase permanently restricted net assets, temporarily restricted net assets, and unrestricted net assets. FASB Statement No. 116 also requires that contributions received, including unconditional promises to give, be recognized as revenues in the period received at their fair values and that conditional promises to give be recognized when they become unconditional, that is, when conditions are substantially met. Under FASB Statement No. 116 deferring recognition of revenue for unconditional promises to give is no longer appropriate. See the Preface.]

Means of Obtaining Support

4.02 Some of the more common means of soliciting and obtaining support from the public, together with comments regarding the unusual accounting, recording, and auditing aspects of each, are itemized below.

1. *Direct Mail Campaigns.* Under this method the organization maintains or buys (or a combination of the two) mailing lists of contributors and potential contributors to whom solicitations are sent. Two employees should be assigned the function of jointly controlling incoming mail and preparing a record of amounts received. This record usually takes the form of multicopy prenumbered receipts, or a "day book" listing of amounts received, which is totaled and initialed by these employees. This record should be routinely compared with bank deposits, preferably by someone not having access to the donations.

4.03 It should be recognized that possible alternatives exist if dual control of incoming mail cannot be established. In some localities, banks provide a service whereby all mail directed to a participating agency is controlled by the bank, and authenticated deposit slips and a list of deposits are furnished the organization. Alternatively, test mailing of "contributions" made by protective agencies or others can be subsequently traced into the records.

4.04 The independent auditor may wish to select a sample from the mailing list as a means of testing the subsequent receipt of solicited contributions. Since the names on the mailing list represent the universe from which the independent auditor's sample will be drawn, control over the list should be established prior to the mailing of the solicitations. When the solicitation has been completed, the independent auditor should, for the sample selected, note

the contributions received and observe whether acknowledgments have been sent to the contributors. As a means of testing the organization's receipt and acknowledgment procedures, the independent auditor may wish to circularize the names included in his sample to obtain confirmation of whether contributions were made and, if so, the amount and date of such contributions.

2. *Door-to-Door Solicitation.* Under this method, the organization establishes a volunteer group with area chairmen, division and neighborhood captains, and door-to-door solicitors, each in turn reporting to and remitting funds collected to the next higher level. Control over the flow of promotional material, reports, and donations through the various organizational levels outlined below will generally result in providing reasonable assurance that all contributions received are recorded. Collections should be deposited at the earliest practical level of the organization.

4.05 Typically, a door-to-door solicitor has ten to twenty family units to contact. A neighborhood captain is responsible for about ten door-to-door solicitors, and a division captain is responsible for about ten neighborhood captains, etc. Each solicitor is provided a kit including some form of identification authorizing him to solicit contributions in the name of the organization, printed material to aid in soliciting donations, envelopes or receipt forms for contributions, and forms for reporting the response of each family unit assigned to him and the amount collected from each. These kits are distributed to the solicitors on the basis of organizational reports showing the number of volunteers required to cover the neighborhood. The organizational reports are usually checked against a detailed street map and city directory by the area chairman to ascertain that all sources are being covered.

4.06 The amount of currency collected by any one door-to-door solicitor will usually be small; larger donations are usually made by check and are often sent directly to the organization. The requirement that the solicitor report the response of each family unit assigned to him will usually provide reasonable assurance that there has been no material diversion of donations at this level.

4.07 The neighborhood captain should be given the responsibility of obtaining a signed report from each door-to-door solicitor, and of summarizing and submitting the individual and summary reports to the division captain. The division captain should be responsible for checking the neighborhood captain's report to the supporting detail and proving the amount of collections turned in. The division captain should also determine that reports have been received from all solicitors and should prepare a summary report of all amounts collected in his area.

4.08 Separation of the control over the donations received from control over the reports should be made as soon as practicable. The use of depository bank accounts in the field that are subject to withdrawal only by designated organization personnel enhances the control over donations and provides greater assurance that all contributions received will be properly accounted for. All donations received, or copies of the deposit slips for donations deposited in local depository bank accounts, should be forwarded to the organization's treasurer, with copies of the reports summarizing the donations received. The original reports and supporting detail should be turned over to the area chairman. The area chairman should ascertain that a report is received from each person to whom solicitation material was supplied. The original reports should be recapitulated and forwarded to the organization's controller. At that point the total contributions reflected in these reports should be compared to

the amounts reported as deposited by the treasurer and traced to the bank deposits.

3. *Radio and Television Solicitation.* Since, under this method, the universe from which contributions may be received cannot be defined, controls must be established over donations. It is essential that a record of all contributions and pledges received be established at the earliest practicable moment. Collection of pledges should be made promptly. The responsibility for collection and the custodianship of amounts collected should be separated at the earliest possible point.
4. *Street Sales and Solicitation.* Under this method, each person authorized to solicit funds will normally have access to a limited amount of cash. If procedures similar to those mentioned above for door-to-door solicitation are designed to assure that each solicitor makes a report, and if controls over the cash collected and the accounting therefor are separated at this point, reasonably good control over this type of solicitation can be established.
5. *Contributions From Uncontrolled Organizations.* Under this method, money is received from other organizations such as United Way or community-wide drives, or from federal and other governmental groups. Solicitation for such funds is generally performed by an unrelated agency which acts as a conduit for funds to the organization.

4.09 The independent auditor should satisfy himself by obtaining written confirmation, review of distribution formulae, etc., that the amounts due the organization and any liabilities to the fund-raising agency have been recorded and that any restrictions placed upon the use of the funds have been recognized.

6. *Special Events.* As the name implies, special events encompass a variety of activities to raise revenue and may include fund-raising dinners, dances, theatre parties, or other social events for which tickets are sold to donors. Persons handling collections should be required to account for all tickets, and gross receipts should be reconciled to the tickets sold.

4.10 Detailed records of the costs of each event should be kept since the organization has the responsibility of advising the donor of the income tax deductible portion of the ticket price (the excess of the ticket price over the per-ticket cost of the event).

4.11 In all cases, it is essential that the initial record of amounts received be subsequently verified against the amounts deposited in the depository of the organization.

Pledges

4.12 Since there are no basic accounting differences between the receipt of cash donations and the receipt of pledges, the amount of all pledges should be recorded when obtained. The principles to be followed in recording amounts pertaining to pledges should be identical with those used for cash donations. [FASB Statement No. 116 requires that contributions received, including unconditional promises to give, be recognized as revenues in the period received at their fair values. FASB Statement No. 116 also requires that conditional promises to give be recognized when they become unconditional,

that is, when conditions are substantially met. FASB Statement No. 116 also requires that, in the absence of donor stipulations to the contrary, organizations should imply a time restriction on unconditional promises to give with payments due in future periods. Such promises are recognized as restricted revenues rather than as deferred support. See the Preface.] Provisions should be made for uncollectible pledges based on the organization's collection policy and past experience; the length of time that the pledge has been outstanding, current economic conditions, and other matters should also be taken into consideration in arriving at the provision to be made. The allowance for uncollectible pledges and the net amount of pledges receivable should be disclosed in the financial statements of the organization.

4.13 For donations arising from United Way campaigns or collected by other agencies, any amounts allocated but not received at the balance-sheet date should be recorded in the same manner as pledges receivable.

Auditing Considerations

4.14 One of the independent auditor's objectives in his audit of the financial statements of a voluntary health and welfare organization is to obtain satisfaction that the amounts reported as contributions are properly stated. The voluntary nature of the sources of support and, in many cases, the geographic dispersion of the sources and means of solicitation of support create internal control, accounting and auditing problems not usually found in other kinds of organizations. There cannot be complete assurance that all such contributions are received by the organization; however, controls can usually be established to provide reasonable satisfaction that contributions are not materially misstated.

4.15 The independent auditor should consider whether the internal control structure policies and procedures relating to voluntary contributions are appropriate in the circumstances and are operating effectively. His objective should be to satisfy himself that the organization has taken all practicable steps to insure that all contributions intended for it have been received and recorded. If he can be satisfied in this regard he should be able, if other circumstances permit, to give an unqualified opinion on the financial statements taken as a whole. If he cannot be so satisfied, he should consider giving a qualified opinion or disclaiming an opinion on the financial statements (see SAS No. 58, *Reports on Audited Financial Statements*, paragraphs 40 through 44).

4.16 Procedures for auditing the balance of pledges receivable are similar to those employed in the examination of accounts receivable, although certain modifications are necessary because of the lack of invoicing and an absence of the normal debtor/creditor relationship. Procedures which may be considered include the following:

1. Test the extent and effectiveness of internal controls.
2. Review the aging and the estimated collectibility of pledges receivable, and determine the adequacy of the allowance for uncollectible pledges.
3. On a test basis, circularize pledges receivable to establish that they are bona fide and to obtain confirmation of certain information, such as possible restrictions and the period over which the pledges become due. The confirmations should be carefully worded to avoid any implication that the donor is being requested to pay the amount pledged.

Chapter 5

Donated Material and Services³

Donated Material

5.01 Donated materials of significant amounts should be recorded at their fair value when received, if their omission would cause the statement of support, revenue, and expenses to be misleading and if the organization has an objective, clearly measurable basis for the value, such as proceeds from resale by the organization, price lists, or market quotations (adjusted for deterioration and obsolescence), appraisals, etc. Such recording is necessary to properly account for all transactions of the organization, as well as to obtain stewardship control over all materials received. [FASB Statement No. 116 establishes standards of financial accounting and reporting for contributions of cash and other assets. The Statement does not require that the organization have a “clearly measurable and objective basis for determining the value” of donated materials. See the Preface.]

5.02 If the nature of the materials is such that valuations cannot be substantiated, it is doubtful that they should be recorded as contributions; used clothing received as contributions and subsequently given away might, for example, fall into this category. There is, of course, no valuation problem where donated materials are converted into cash soon after receipt, since the net cash received measures the contribution. [FASB Statement No. 116 does not provide this exception. See the Preface.]

5.03 When donated materials are used in rendering the service provided by the organization, the cost of such materials included in the service is based on the value previously recorded for the contribution. If donated materials pass through the organization to its charitable beneficiaries and the organization merely serves as an agent for the donors, the donation normally would not be recorded as a contribution.

5.04 If significant amounts are involved, the value of the materials recorded as contributions and expenditures should be clearly disclosed in the financial statements. Free use of facilities and other assets useful in fulfilling the organization’s purposes should also be recorded as contributions, based on criteria similar to those outlined above. The basis of valuation should also be disclosed.

Donated Services

5.05 The extent and nature of donated services received will vary among organizations and may range from a limited participation of many individuals in fund-raising activities, both in the business and residential communities, to an active participation in the organization’s program services. Because of the difficulty of placing a monetary value on donated services, and the absence of control over them, the value of these services often is not recorded as contributions and expense. Where significant, however, donated services should be recorded when the following circumstances exist:

1. The services performed are a normal part of the program or supporting services and would otherwise be performed by salaried personnel.

³ Donated securities and fixed assets are discussed in chapters 2 and 3.

2. The organization exercises control over the employment and duties of the donors of the services.
3. The organization has a clearly measurable basis for the amount.

[FASB Statement No. 116 states that contributions of services should be recognized only if the services received (a) create or enhance nonfinancial assets or (b) require specialized skills, are provided by individuals possessing those skills, and would typically need to be purchased if not provided by donation. See the Preface.]

5.06 Services which generally are not recorded as contributions, even though such services might constitute a significant factor in the operation of the organization, include the following:

1. Supplementary efforts of volunteer workers, which are provided directly to beneficiaries of the organization. Such activities may comprise auxiliary activities or other specific services which would not otherwise be provided by the organization as a part of its operating program.
2. Periodic services of volunteers needed for concentrated fund-raising drives. The activities of volunteer solicitors are not usually subject to a sufficient degree of operating supervision and control by the organization to enable it to have a proper basis for measuring and recording the value of the time devoted. However, if individuals perform administrative functions in positions which would otherwise be held by salaried personnel, consideration should be given to recording the value of these services.
3. Professional personnel engaged in research and training activities without pay or with a nominal allowance. This type of work, although usually performed in connection with grants made by the organization to other agencies, universities, or institutions for specific research projects, is not normally under the direct supervision and control of the granting organization. Accordingly, it is ordinarily considered not practicable to compute a value for these services.

5.07 The financial statements should disclose the methods followed by the organization in evaluating, recording, and reporting donated services and should clearly distinguish between those donated services for which values have been recorded and those for which they have not been recorded.

Auditing Considerations

5.08 The scope of the audit of donations of materials and services will depend, among other things, on the auditor's evaluation of the effectiveness of the organization's internal control structure. The auditing procedures outlined below are intended only as examples and are not all-inclusive nor will all procedures be applicable to every organization.

5.09 *Donated Material.* The audit of donated materials is similar to the audit of inventories for other types of organizations and, where a large volume of transactions is encountered, the internal control structure becomes particularly important.

5.10 Procedures which may be considered in the audit of donated materials include the following:

1. Test the extent and effectiveness of the accounting procedures and internal control.

2. Review the basis of valuation.
3. Compare contributions and expenditures of materials with the budget or with prior years.
4. If significant contributions are received from relatively few sources, it is ordinarily desirable to obtain confirmation of the amounts from the donors.

5.11 Donated materials recorded as contributions and on hand at the balance sheet date constitute assets which would be subject to audit procedures normally applicable to inventories.

5.12 *Donated Services*. Procedures which may be considered in the audit of donated services include the following:

1. Obtain a listing of recorded amounts, including name and position of person rendering the services, gross annual valuation of the services, amount paid in cash (if any), and net contribution recorded.
2. Review on a test basis the time records, scheduling sheets, or other evidence to substantiate the services rendered.
3. Review for reasonableness the listing of the gross annual valuation for each position in relation to the local labor market, and determine that the positions listed are applicable to the operating program and are appropriate to be recorded as contributions.
4. Compare the total of the listing to the amount recorded as contributions.
5. Inquire of appropriate organization officials as to other volunteer help which might be considered as taking the place of salaried personnel.

Chapter 6 *

Program and Supporting Services

Functional Classification of Expenses

6.01 A wide variety of persons and groups are interested in the reported expenses of voluntary health and welfare organizations. The first group to be considered is the organization's contributors, who have given money, services, or material. The second group represents the organization's trustees or directors, who have a fiduciary responsibility to conserve and expend its assets for the organization's stated objectives. The third interested group is the compensated executives of the organization, who have the responsibility of carrying out the stated policies of the organization's governing board. The fourth group is made up of those governmental jurisdictions that have authority to control charitable solicitation through legislation and the local, state, and federal governments which grant tax exemptions to charitable organizations.

6.02 Although each of these groups may be interested in information about particular types of expenses, the cost of providing various services or other activities is of greater importance and becomes apparent only when the expenditures are summarized on a "functional" basis. The functional classifications used by most organizations include specific "program services" which describe the organization's social service activities, and "supporting services" under which management (or administrative) and general expenses and fund-raising costs are shown as separate items.

6.03 Expenditures for program services should be segregated from fund-raising and management and general expenditures, and the amount of each should be clearly disclosed in the financial statements. [FASB Statement No. 117 requires that information about expenses be presented as decreases in unrestricted net assets. See the Preface.]

Program Services

6.04 The functional reporting classifications for program services will vary from one organization to another depending upon the type of services rendered. For some organizations, a single functional reporting classification may be adequate to portray the program service provided. In most cases, several separate identifiable services may be provided and in such cases expenditures for program services should be reported by type of service function, or group of functions. Grants to other service agencies and to affiliates for social services rendered by them should be included in the functional categories since these payments are program service expenditures from the standpoint of the organization making the grant.

6.05 The various functions should be adequately described to clearly portray their purpose, and each functional classification should include all of the costs that are applicable to the service described. For instance, where public education is part of the program for which funds are requested, the cost of year-round efforts to inform the community of dangers to the public health or welfare and the need for individual and group precautions should be

* [Note—This chapter has been amended by SOP 87-2, *Accounting for Joint Costs of Informational Materials and Activities of Not-For-Profit Organizations That Include a Fund Raising Appeal*, paragraphs 14 through 22. See Appendix B. The AICPA Not-for-Profit Organizations Committee has prepared and issued an exposure draft of a proposed Statement of Position that would revise SOP 87-2.]

charged to the program service function of public education. Some costs which normally fall under this function include the following:

1. Direct costs of symposia for the instruction of the public.
2. Salaries of employees while preparing, arranging for, and giving talks to groups.
3. Costs of pamphlets, letters, posters, films, and other materials that give technical information.
4. Costs of educational materials that deal with a particular health or welfare problem and are disseminated to groups selected on the basis of need (for example, distributions made to or through tax-supported agencies).

6.06 The costs of the organization that may have some relationship to the function but are primarily directed toward other purposes should not be charged or allocated to this function, except as permitted by SOP 87-2.

6.07 Salaries and other costs that are not normally charged to this function include those relating to:

1. Postage for mass mailing of materials in preparation for or in connection with fund-raising solicitations and the cost of maintaining contributor mailing lists and files.
2. Public meetings to "kick off" a fund-raising solicitation.
3. Purchasing or arranging television and radio announcements that request contributions.
4. Publicity and public relations activities, the primary purpose of which is to keep the organization's name before prospective contributors.
5. Costs of informational materials that are oriented to the organization, that contain only general information regarding the health and welfare problem, or that are distributed to those appearing on lists of potential contributors.

Management and General

6.08 Management and general costs include expenditures for the overall direction of the organization, general record keeping, business management, budgeting, general board activities, and related purposes. (Direct supervision of program services and of fund raising should be charged to those functions.) "Overall direction" will usually include the salaries and expenses of the chief officer of the organization and his staff. If they spend a portion of their time directly supervising fund-raising or program service activities, such salaries and expenses should be prorated among those functions.

6.09 Expenses incurred in keeping a charitable organization's name before the public that are not properly classified as program services or as fund-raising expenses should be classified as management and general expenses. The cost of disseminating information to inform the public of the organization's "stewardship" of contributed funds, the publication of appointments, the annual report, etc., should likewise be classified as management and general expenses.

Fund Raising

6.10 The fund-raising function encompasses more than the solicitation of contributions. Other expenditures that should normally be charged to this function include costs of transmitting appeals to the public (including postage,

addressing, and maintenance of mailing lists and other fund drive records) and the salaries of personnel connected with the campaign. An appropriate portion of the salaries of regular staff members who devote time to record keeping for fund raising, whether during the campaign period or not, should be allocated to fund-raising expenses. Fund-raising services and materials received from affiliates should also be charged to this function.

6.11 The cost of printed material used should be charged to program service, management and general, or fund raising on the basis of the use made of the material, determined from the content, the reasons for distribution, and the audience to whom it is addressed. SOP 87-2 recommends that:

- If it can be demonstrated that a bona fide program or management and general function has been conducted in conjunction with an appeal for funds, joint costs of informational materials or activities that include a fund-raising appeal should be allocated between fund-raising and the appropriate program or management and general function.
- All joint costs of informational materials or activities that include a fund-raising appeal should be reported as fund-raising expense if it cannot be demonstrated that a program or management and general function has been conducted in conjunction with the appeal for funds.

SOP 87-2 is included as appendix B in this guide. [The AICPA Not-for-Profit Organizations Committee has prepared and issued an exposure draft of a proposed statement of position that would revise SOP 87-2.]

6.12 Fund-raising costs should generally be charged to the current unrestricted fund. However, where fund-raising costs can be specifically identified with a special purpose fund drive, such as a building fund campaign, it may be appropriate to charge such costs to that fund.

6.13 Readers of the financial statements should be able to relate the total fund-raising cost to the total support received. The financial statements, therefore, should clearly disclose the total support received and the related fund-raising cost incurred for the period.

Allocation of Costs Which Pertain to Various Functions

6.14 In some of the larger organizations, individual functions are performed by separate departments, with expenses classified by types within each department. Many other organizations incur costs that apply to more than one functional purpose. In such cases, it may be necessary to allocate these costs among functions. Examples include salaries of those who perform more than one type of service, rental of a building used for various program services, management and general, and fund-raising activities.

6.15 Where employees perform duties that relate to more than one function, the salaries of such individuals, as well as all other expenses which pertain to more than one function, should be allocated to the separate functional categories based on procedures that determine, as accurately as possible, the portion of the cost related to each function. In some cases, and particularly where most of an individual's time is spent on one function, estimates of the time spent on each function may be appropriate. However, in many cases the maintenance of employee time reports will be practical and will result in a more accurate determination of the costs attributed to each function. In cases where the time of employees is spent on various functions and such functions do not vary significantly during each accounting period,

the preparation of time reports for selected test periods during the year might be sufficient to determine the allocation of such costs to the related functions.

6.16 A reasonable allocation of an organization's functional expenditures may be made on a variety of bases. The following allocation procedures are illustrative only, but use of these or similar procedures will ordinarily result in a reasonable allocation of an organization's multiple function expenditures:

1. A study of the organization's activities may be made at the start of each fiscal year to determine the best practicable allocation methods. This study should include an evaluation of the preceding year's time records or activity reports of key personnel, the use of space, the consumption of supplies and postage, etc. The results of this study should be reviewed periodically and revised where necessary to reflect significant changes in the nature or level of the organization's current activities.
2. Daily time and expense records may be kept by all employees who spend time on more than one function and may be used as a basis for allocating salaries and related costs. These records should indicate the nature of the activities in which the employee is involved.
3. Automobile and travel costs may be allocated on the basis of the expense or time reports of the employees involved.
4. Telephone expense may be allocated on the basis of use of the extensions, generally following the charge for the salary of the employee using the telephone, after making direct charges for toll calls or other service attributable to specific functions.
5. Stationery, supplies, and postage costs may be allocated based on a study of their use.
6. Occupancy costs may be allocated on the basis of a factor determined from a study of the function of the personnel using the space involved.
7. The depreciation and rental of equipment may be allocated based on asset usage.

Statement of Functional Expenses

6.17 The functional classification of expenses provides an analysis of the cost associated with each of the program services or other activities in which the organization is engaged. In order to show the type of cost involved in providing these services or in carrying out the other activities, the organization's financial statements should contain a statement which sets forth in reasonable detail the nature of the expenses and costs incurred in each functional category of program and supporting services. In many cases, the type of expenditures will be limited to a few line items, such as employee salaries and benefits, awards and grants, supplies, occupancy, etc. The detail to be shown will vary from one organization to another depending upon the activities in which the organization is engaged and the methods followed in carrying out those activities. The financial statements should, however, contain sufficient information to enable the reader to obtain a general understanding of the nature of the costs of carrying out the organization's activities. The level of detail shown in paragraph 8.02 of this guide would generally provide this understanding.

Payments to Affiliated Organizations

6.18 Payments, for unspecified purposes, by local organizations to state and national affiliates should be charged to appropriate accounts maintained for that purpose. Such payments will normally be used for national program service, management and general, and fund-raising expense, but it is generally impractical for an allocation to such specific expense captions to be made. There may be cases where it would be appropriate to report certain types of payments to state or national affiliates as a deduction from total support and revenue in the statement of support, revenue and expenses. The criteria for determining the appropriate method in any case includes the contractual arrangements with the state or national organization, the basis on which the funds were solicited and received from the public, and possibly the uses to be made of the funds transmitted.

Services Rendered by Affiliated Organizations

6.19 If employees of separately governed affiliated organizations regularly perform services other than in an advisory capacity under the direction of the organization being audited or if significant amounts of materials are received from related organizations, an appropriate accounting for such expenses should be made. Since the purpose of recording these transactions is the disclosure of the expense of the organization, the offsetting credit should be to income. A reasonable valuation of such services and materials may have to be determined by correspondence with the separately governed organization.

Auditing Considerations

6.20 Auditing procedures for expenditures in a voluntary health and welfare organization are similar to those used in the audit of business organizations. Such procedures include consideration of the internal control structure policies and procedures over the classification of expenditures and tests to determine that expenditures are classified according to stated policies. The following are illustrations of procedures which may be used by an organization to control the classification of expenditures:

1. Preparation of a detailed budget that is reviewed periodically by a committee of directors or trustees.
2. Preparation and maintenance of up-to-date job descriptions and organization charts.
3. Preparation of studies of the services performed by employees who serve more than one function, to determine the bases for allocating their salaries and expenses.
4. Use of employee time reports describing the work done and services performed.
5. Use of written instructions to employees on the preparation of time and expense reports covering the method to be followed in determining and indicating services being performed.

6.21 The auditing procedures which may be considered in connection with the allocation of functional expenditures include the following:

1. Determine that the functional classifications adopted will adequately disclose the use made of resources.
2. Review the method of allocating expenditures involving more than one function to determine that such methods are reasonable.

3. Examine expenditures to determine that the allocation methods were followed. For example, the review of salary and wage allocations might include an examination of program reports, job descriptions, and employee time, activity and expense reports.
4. Ascertain that the allocation and classification methods used were consistent with those used in the preceding year.
5. Compare actual expenditures with budgeted and/or prior year amounts and obtain explanations for significant variations.

6.22 The independent auditor should satisfy himself that any grants to other organizations have been authorized by the governing board and, where appropriate, that the organization has established procedures to ascertain that grants made have been expended for their intended purposes.

Chapter 7

Financial Statements and the Independent Auditor's Report

General

7.01 Financial statements of voluntary health and welfare organizations are generally prepared on one of the following bases:

1. *Accrual basis.* Under this method of accounting, revenues and expenses are identified with specific periods of time and are recorded as incurred, along with acquired assets, without regard to the date of receipt or payment of cash. Financial statements prepared on this basis conform to the practices of business organizations in general, with respect to such items as receivables, inventories, prepayments, and accrual of liabilities.
2. *Cash basis.* Under this method of accounting, revenues and expenses are recorded only when received and paid, respectively, without regard to the period to which they apply. Thus, financial statements prepared on this basis reflect cash receipts and disbursements only.

7.02 An additional basis of accounting, known as the *modified accrual basis*, has been in use by certain types of voluntary health and welfare organizations. Under this method such items as receivables, inventories, and payables may be accounted for on an accrual basis, while other items such as income from investments, insurance, rent, salaries, etc., may be accounted for on the cash basis.

7.03 The accrual basis of accounting is required by generally accepted accounting principles for a fair presentation of financial position and results of operations. Financial statements prepared on a cash basis, or a modified accrual basis, may be considered to present financial position and results of operations in conformity with generally accepted accounting principles only if they do not differ materially from financial statements prepared on an accrual basis; this should be carefully considered by the independent auditor in expressing an unqualified opinion on such financial statements.

7.04 If cash basis statements, or modified accrual basis statements, do not purport to present financial position or results of operations, they may be considered as special reports (see SAS No. 62, *Special Reports*). The basis on which such statements are prepared should be clearly disclosed.

Form of Financial Statements

[FASB Statement No. 117 establishes standards for general-purpose external financial statements provided by a not-for-profit organization. It requires that all not-for-profit organizations provide a statement of financial position, a statement of activities, and a statement of cash flows. It also requires that voluntary health and welfare organizations provide a statement of functional expenses that reports expenses by both functional and natural classifications. It requires reporting amounts for the organization's total assets, liabilities, and net assets in a statement of financial position; reporting the change in an organization's net assets in a statement of activities; and reporting the change in its cash and cash equivalents in a statement of cash flows. FASB Statement No. 117 requires classification of an organization's net assets and its revenues, expenses, gains, and losses based on the existence or absence of donor-imposed

restrictions. It requires that the amounts for each of three classes of net assets—permanently restricted, temporarily restricted, and unrestricted—be displayed in a statement of financial position and that the amounts of change in each of those classes of net assets be displayed in a statement of activities. See the Preface.]

7.05 Illustrative financial statements are presented as paragraphs 8.01 through 8.03 to this guide. Since the information that would normally be presented in a statement of changes in financial position as discussed in Accounting Principles Board Opinion 19* will, in most cases, be readily apparent from other financial statements, such a statement is generally not required. Modifications to the financial statements illustrated should be made to fit the facts and circumstances of each specific organization.

7.06 Because of the restrictions associated with certain funds, the financial statements should reflect unrestricted and restricted funds separately. All resources that are committed to or currently available for use in carrying out the organization's program and supporting services (except for unrestricted amounts invested in land, buildings and equipment which are accounted for in a separate fund) should be segregated from those that are restricted as to use by the donor, by law, or by other external authority. It is appropriate in such presentations to identify amounts of unrestricted funds that have been designated for specific purposes by the governing board, provided it is clear that they continue to be part of the unrestricted fund and can be made available by board action for general purposes.

Associated Organizations, Independently Governed

[The AICPA Not-for-Profit Organizations Committee has prepared and issued an exposure draft of a proposed statement of position that would amend the guidance concerning reporting related entities in this guide.]

7.07 A voluntary health and welfare organization may have other organizations associated with it. A national organization may have state and local chapters which have varying degrees of autonomy, and smaller, local organizations may have auxiliaries whose functions range from the rendering of charitable service to purely fund-raising activities. Sometimes these associated organizations are separate corporate entities; sometimes they are merely unincorporated "boards" or committees. The amounts of their revenues and assets may range from inconsequential to substantial.

7.08 When an independent auditor is engaged to audit the financial statements of an agency having associated organizations, he will have to decide whether to confine his audit to the agency itself or to extend his audit to the records of the associated organizations.

7.09 Essentially, the question of whether to audit the financial statements of associated organizations revolves around the functions performed by them and the extent to which their operations and finances are interlocked with those of the primary organization. If, for example, the client organization is a national health association with its own governing board and is federated with a group of state or local chapters, each independently controlled by its

* [Note—FASB Statement No. 95, *Statement of Cash Flows*, as amended, supersedes APB Opinion No. 19, *Reporting Changes in Financial Position*, and requires a statement of cash flows as part of a full set of financial statements for all business enterprises in place of a statement of changes in financial position. Not-for-profit organizations are excluded from the scope of FASB Statement No. 95. However, FASB Statement No. 117 amends FASB Statement No. 95 to extend its provisions to not-for-profit organizations and to expand its description of cash flows from financing activities to include certain donor-restricted cash that must be used for long-term purposes. See the Preface.]

own elected board, the independent auditor ordinarily can confine his audit to the financial statements of the national organization. The following are some indications of independence which might make an audit of the financial statements of other organizations unnecessary:

1. The organization is independently controlled by its own elected board.
2. It is identified as an independent organization on its letterhead and in all its fund-raising activities.
3. A clear disclosure is made of the method of operation in its solicitation material, e.g., that proceeds will be turned over to the client organization only after the affiliate's costs have been deducted.
4. There is no requirement for expenses to be approved by the client organization.
5. Expenses normally borne by the client organization are not arbitrarily paid by the other organization and excluded from the client's accounts.
6. The auxiliary organization, if any,
 - a. has significant purposes other than those of the primary organization.
 - b. does not join with the primary organization in the registration or annual filing with any regulatory body or the Internal Revenue Service.

Consolidated or Combined Affiliates

7.10 When reporting on consolidated or combined financial statements, the independent auditor of the parent organization will necessarily have to concern himself with the audit of the chapter financial statements. Where one or more of the affiliated entities are audited by other independent auditors, the standards and procedures applicable to reports on consolidated or combined financial statements, as discussed in SAS No. 1, section 543, *Part of Audit Performed by Other Independent Auditors*, are applicable.

7.11 The independent auditor should normally obtain a written representation from officers of the national organization that all transactions with its controlled affiliate organizations have been recorded or reported to the independent auditor. The auditing considerations applicable to an affiliate which has been determined to be controlled by the national organization will be generally the same as those for the national organization.

Illustrative Auditor's Report

7.12 The financial statements of a voluntary health and welfare organization that purport to present financial position and results of operations must be prepared in conformity with generally accepted accounting principles. The independent auditor should exercise his professional judgment in each instance, both as to the form of the financial statements appropriate under the circumstances and as to the opinion, or disclaimer of opinion, to be expressed on them.

7.13 The audit problems peculiar to these organizations, as discussed in this guide, should be considered by the independent auditor in setting the scope of his audit. Particular attention should be given to the comments in Chapter 4 of this guide regarding the degree of satisfaction that the indepen-

dent auditor should obtain as to voluntary contributions in order to give an unqualified opinion.

7.14 Unqualified Opinion. Where the independent auditor concludes that the financial statements present the financial position, results of operations, and changes in fund balance in conformity with generally accepted accounting principles, his report may read as follows:

Independent Auditor's Report

[Addressee]

We have audited the accompanying balance sheet of XYZ Health and Welfare Service as of December 31, 19XX, and the related statements of support, revenue, and expenses and changes in fund balances and of functional expenditures for the year then ended. These financial statements are the responsibility of the Service's management. Our responsibility is to express an opinion on these financial statements based on our audit.

We conducted our audit in accordance with generally accepted auditing standards. Those standards require that we plan and perform the audit to obtain reasonable assurance about whether the financial statements are free of material misstatement. An audit includes examining, on a test basis, evidence supporting the amounts and disclosures in the financial statements. An audit also includes assessing the accounting principles used and significant estimates made by management, as well as evaluating the overall financial statement presentation. We believe that our audit provides a reasonable basis for our opinion.

In our opinion, the financial statements referred to above present fairly, in all material respects, the financial position of XYZ Health and Welfare Service as of [at] December 31, 19XX, and the results of its operations and the changes in its fund balances for the year then ended in conformity with generally accepted accounting principles.

[Signature]

[Date]

7.15 Qualified Opinion. If the independent auditor believes the financial statements are at variance with generally accepted accounting principles, and the variance is not sufficiently material to require an adverse opinion on the financial statements taken as a whole, his report should be qualified. (See SAS No. 58, *Reports on Audited Financial Statements*, paragraphs 38 through 66.) An example of such a qualification is as follows:

Independent Auditor's Report

[Addressee]

[Same first and second paragraphs as the standard report]

XYZ Health and Welfare Service has excluded from land, buildings and equipment and support from the public in the accompanying financial statements, the value of fixed assets received as donations that, in our opinion, should be recorded in order to conform with generally accepted accounting principles. If these fixed assets were recorded, land, buildings and equipment and the fund balance of the land, building and equipment fund would be increased by \$_____ at December 31, 19XX and public support and the excess of public support and revenue over expenses of the land, building and equipment fund would be increased by \$_____ for the year then ended.

In our opinion, except for the effects of not recording the value of donated assets as discussed in the preceding paragraph, the financial statements referred to above present fairly, in all material respects, the financial position of XYZ Health and Welfare Service as of [at] December 31, 19XX, and the results of its operations and the changes in its fund balances for the year then ended in conformity with generally accepted accounting principles.

[Signature]

[Date]

7.16 If the financial statements do not disclose the functional classification of expenditures, such as fund-raising costs, the independent auditor's opinion should be qualified. An example of such a qualification is as follows:

Independent Auditor's Report

[Addressee]

[Same first and second paragraphs as the standard report]

During 19X2, the Service incurred costs of approximately \$_____ in connection with its fund-raising efforts. Such amount is not set forth separately in the accompanying financial statements as required by generally accepted accounting principles, but is included in the amount shown for management and general expenses.

In our opinion, except for the omission of the information mentioned above, the financial statements referred to above present fairly, in all material respects, the financial position of XYZ Health and Welfare Service as of [at] December 31, 19XX, and the results of its operations and the changes in its fund balances for the year then ended in conformity with generally accepted accounting principles.

[Signature]

[Date]

7.17 If the independent auditor has taken all steps that he believes practicable and yet cannot satisfy himself that contributions, if any, beyond those that have been recorded, are not material but has no reason to believe that any unrecorded amounts might be so great as to negate his opinion on the financial statements, he may express an opinion that is qualified as to the effects of any unrecorded contributions. His opinion in this case might be worded as follows:

Independent Auditor's Report

[Addressee]

[Same first paragraph as the standard report]

Except as discussed in the following paragraph, we conducted our audit in accordance with generally accepted auditing standards. Those standards require that we plan and perform the audit to obtain reasonable assurance about whether the financial statements are free of material misstatement. An audit includes examining, on a test basis, evidence supporting the amounts and disclosures in the financial statements. An audit also includes assessing the accounting principles used and significant estimates made by management, as well as evaluating the overall financial statement presentation. We believe that our audit provides a reasonable basis for our opinion.

No accounting controls are exercised over door-to-door cash collections prior to the initial entry of such contributions in the accounting records. Accordingly, it was impracticable to extend our audit of such receipts beyond the amounts recorded.

In our opinion, except for the effects of such adjustments, if any, as might have been determined to be necessary had the collections of cash contributions referred to above been susceptible to satisfactory audit tests, the financial statements referred to in the first paragraph above present fairly, in all material respects, the financial position of XYZ Health and Welfare Service as of [at] December 31, 19XX, and the results of its operations and the changes in its fund balances for the year then ended in conformity with generally accepted accounting principles.

[Signature]

[Date]

7.18 Where the independent auditor, after investigation, has reason to believe that the unrecorded amounts might be so great as to negate his opinion on the financial statements, he should disclaim an opinion.

7.19 *Disclaimer of Opinion.* If the independent auditor has not been able to satisfy himself with respect to the financial statements, a disclaimer of opinion may be required. This might occur, for example, if the independent auditor has been requested not to circularize pledges receivable (and the amounts involved are material), or if he has not been able to examine "sufficient competent evidential matter" with respect to other material amounts. In such case, the independent auditor's report might be worded as follows:

Independent Auditor's Report

[Addressee]

We were engaged to audit the accompanying balance sheet of XYZ Health and Welfare Service as of December 31, 19XX, and the related statements of support, revenue, and expenses and changes in fund balances and of functional expenditures for the year then ended. These financial statements are the responsibility of the Service's management.

[Second paragraph of the standard report should be omitted]

At the request of the Service's management, we did not request confirmation of pledges receivable by direct correspondence with donors.

Since we did not request confirmation of pledges receivable by direct correspondence with donors, the scope of our work was not sufficient to enable us to express, and we do not express, an opinion on these financial statements.

[Signature]

[Date]

7.20 *Adverse Opinion.* If the independent auditor believes that the organization's financial statements do not present fairly its financial position and results of operations, he should express an adverse opinion, which might read as follows:

Independent Auditor's Report

[Same first and second paragraphs as the standard report]

As discussed in Note X to the financial statements, the Service [brief description of practice at variance with generally accepted accounting principles]. Generally accepted accounting principles require that [brief description of applicable generally accepted accounting principle].

Because of the departure from generally accepted accounting principles identified above, (brief description of the effect of the practice).

In our opinion, because of the effects of the matters discussed in the preceding paragraphs, the financial statements referred to above do not present fairly, in conformity with generally accepted accounting principles, the financial position of XYZ Health and Welfare Service as of [at] December 31, 19XX, or the results of its operations and the changes in its fund balances for the year then ended.

[Signature]

[Date]

7.21 *Special Report Opinion.* If in the independent auditor's opinion, the financial statements do not purport to present financial position and results of operations, the requirements of SAS No. 62 apply. In reporting upon such statements, the independent auditor should ascertain that there is a clear representation of what they do present and of the basis on which they have been prepared. As an example, for statements prepared on a cash basis, which

may appear to, but do not, present financial position and results of operations, disclosure should be made in the statements or in notes thereto of (a) the fact that the statements have been prepared on a cash receipts and disbursements basis, and (b) the general nature and, where practicable, the net effect of any material items omitted from the statements. In these circumstances, the terms "balance sheet," "statement of operations," or similar titles should not be used.

7.22 The independent auditor's report on cash basis statements might be worded as follows:

Independent Auditor's Report

[Addressee]

We have audited the accompanying statements of assets, liabilities and fund balances arising from cash transactions for XYZ Health and Welfare Service as of December 31, 19XX, and the related statement of revenue collected and expenses paid for the year then ended. These financial statements are the responsibility of the Service's management. Our responsibility is to express an opinion on these financial statements based on our audit.

We conducted our audit in accordance with generally accepted auditing standards. Those standards require that we plan and perform the audit to obtain reasonable assurance about whether the financial statements are free of material misstatement. An audit includes examining, on a test basis, evidence supporting the amounts and disclosures in the financial statements. An audit also includes assessing the accounting principles used and significant estimates made by management, as well as evaluating the overall financial statement presentation. We believe that our audit provides a reasonable basis for our opinion.

As described in Note X, these financial statements were prepared on the basis of cash receipts and disbursements, which is a comprehensive basis of accounting other than generally accepted accounting principles.

In our opinion, the financial statements referred to above present fairly, in all material respects, the assets and liabilities arising from cash transactions of XYZ Health and Welfare Service as of [at] December 31, 19XX, and its revenue collected and expenses paid during the year then ended, on the basis of accounting described in Note X.

[Signature]

[Date]

Chapter 8

Illustrative Financial Statements

These illustrative financial statements are intended to illustrate disclosures that are unique to voluntary health and welfare organizations. They do not include all items that might be required to constitute a fair presentation in conformity with generally accepted accounting principles. In particular, they do not include certain disclosures required by AICPA and FASB pronouncements issued subsequent to the original issuance of this guide.

Readers should also note that FASB Statement No. 117 establishes new standards for general-purpose external financial statements provided by a not-for-profit organization.

FASB Statement No. 117 establishes standards for general-purpose external financial statements provided by a not-for-profit organization. It requires that all not-for-profit organizations provide a statement of financial position, a statement of activities, and a statement of cash flows. It also requires that voluntary health and welfare organizations provide a statement of functional expenses that reports expenses by both functional and natural classifications. It requires reporting amounts for the organization's total assets, liabilities, and net assets in a statement of financial position; reporting the change in an organization's net assets in a statement of activities; and reporting the change in its cash and cash equivalents in a statement of cash flows. FASB Statement No. 117 requires classification of an organization's net assets and its revenues, expenses, gains, and losses based on the existence or absence of donor-imposed restrictions. It requires that the amounts for each of three classes of net assets—permanently restricted, temporarily restricted, and unrestricted—be displayed in a statement of financial position and that the amounts of change in each of those classes of net assets be displayed in a statement of activities.

FASB Statement No. 117 is effective for annual financial statements issued for fiscal years beginning after December 15, 1994, except for organizations with less than \$5 million in total assets and less than \$1 million in annual expenses. For those organizations, the Statement is effective for fiscal years beginning after December 15, 1995. Earlier application is encouraged.

These illustrative financial statements do not conform to the requirements of FASB Statement No. 117.

VOLUNTARY HEALTH AND WELFARE SERVICE
Statement of Support, Revenue, and Expenses
and Changes in Fund Balances
Year Ended December 31, 19X2
with Comparative Totals for 19X1

	19X2				Total All Funds	
	Current Funds		Land, Building and Equipment Fund	Endowment Fund	19X2	19X1
	Unrestricted	Restricted				
Public support and revenue:						
Public support:						
Contributions (net of estimated uncollectible pledges of \$195,000 in 19X2 and \$150,000 in 19X1)	\$3,764,000	\$162,000	\$ —	\$ 2,000	\$3,928,000	\$3,976,000
Contributions to building fund	—	—	72,000	—	72,000	150,000
Special events (net of direct costs of \$181,000 in 19X2 and \$163,000 in 19X1)	104,000	—	—	—	104,000	92,000
Legacies and bequests	92,000	—	—	4,000	96,000	129,000
Received from federated and nonfederated campaigns (which incurred related fund-raising expenses of \$38,000 in 19X2 and \$29,000 in 19X1)	275,000	—	—	—	275,000	308,000
Total public support	<u>4,235,000</u>	<u>162,000</u>	<u>72,000</u>	<u>6,000</u>	<u>4,475,000</u>	<u>4,655,000</u>

Revenue:									
Memberships dues	17,000	—	—	—	—	17,000	—	—	12,000
Investment income	98,000	10,000	—	—	—	108,000	—	—	94,000
Realized gain on investment transactions	200,000	—	—	—	—	225,000	25,000	—	275,000
Miscellaneous	42,000	—	—	—	—	42,000	—	—	47,000
Total revenue	<u>357,000</u>	<u>10,000</u>	<u>—</u>	<u>—</u>	<u>—</u>	<u>392,000</u>	<u>25,000</u>	<u>—</u>	<u>428,000</u>
Total support and revenue	<u>4,592,000</u>	<u>172,000</u>	<u>—</u>	<u>—</u>	<u>—</u>	<u>\$4,867,000</u>	<u>31,000</u>	<u>—</u>	<u>\$5,083,000</u>
Expenses:									
Program services:									
Research	1,257,000	155,000	—	2,000	—	\$1,414,000	—	—	\$1,365,000
Public health education	539,000	—	—	5,000	—	544,000	—	—	485,000
Professional education and training	612,000	—	—	6,000	—	618,000	—	—	516,000
Community services	568,000	—	—	10,000	—	578,000	—	—	486,000
Total program services	<u>2,976,000</u>	<u>155,000</u>	<u>—</u>	<u>23,000</u>	<u>—</u>	<u>3,154,000</u>	<u>—</u>	<u>—</u>	<u>2,852,000</u>
Supporting services:									
Management and general	567,000	—	—	7,000	—	574,000	—	—	638,000
Fund raising	642,000	—	—	12,000	—	654,000	—	—	546,000
Total supporting services	<u>1,209,000</u>	<u>—</u>	<u>—</u>	<u>19,000</u>	<u>—</u>	<u>1,228,000</u>	<u>—</u>	<u>—</u>	<u>1,184,000</u>
Total expenses	<u>4,185,000</u>	<u>155,000</u>	<u>—</u>	<u>42,000</u>	<u>—</u>	<u>\$4,382,000</u>	<u>—</u>	<u>—</u>	<u>\$4,036,000</u>
Excess (deficiency) of public support and revenue over expenses	407,000	17,000	—	30,000	—	31,000	31,000	—	—
Other changes in fund balances:									
Property and equipment acquisitions from unrestricted funds	(17,000)	—	—	17,000	—	—	—	(100,000)	—
Transfer of realized endowment fund appreciation	100,000	(8,000)	—	—	—	—	—	—	—
Returned to donor	—	123,000	—	—	—	—	—	—	—
Fund balances, beginning of year	5,361,000	—	—	649,000	—	—	—	—	2,017,000
Fund balances, end of year	<u>\$5,851,000</u>	<u>\$132,000</u>	<u>—</u>	<u>\$696,000</u>	<u>—</u>	<u>\$696,000</u>	<u>—</u>	<u>—</u>	<u>\$1,948,000</u>

The accompanying notes are an integral part of the financial statements

VOLUNTARY HEALTH AND WELFARE SERVICE
Statement of Functional Expenses
Year Ended December 31, 19X2
with Comparative Totals for 19X1

19X2

	Program Services					Supporting Services			Total Expenses	
	Research	Public Health Education	Professional Education and Training	Community Services	Total	Management and General	Fund Raising	Total	19X2	19X1
Salaries	\$ 45,000	\$291,000	\$251,000	\$269,000	\$ 856,000	\$331,000	\$368,000	\$ 699,000	\$1,555,000	\$1,433,000
Employee health and retirement benefits	4,000	14,000	14,000	14,000	46,000	22,000	15,000	37,000	83,000	75,000
Payroll taxes, etc.	2,000	16,000	13,000	14,000	45,000	18,000	18,000	36,000	81,000	75,000
Total salaries and related expenses	51,000	321,000	278,000	297,000	947,000	371,000	401,000	772,000	1,719,000	1,583,000

Professional fees and contract service payments	1,000	10,000	3,000	8,000	22,000	26,000	8,000	34,000	56,000	53,000
Supplies	2,000	13,000	13,000	13,000	41,000	18,000	17,000	35,000	76,000	71,000
Telephone and telegraph	2,000	13,000	10,000	11,000	36,000	15,000	23,000	38,000	74,000	68,000
Postage and shipping	5,000	17,000	13,000	9,000	41,000	13,000	30,000	43,000	84,000	80,000
Occupancy	5,000	26,000	22,000	25,000	78,000	30,000	27,000	57,000	135,000	126,000
Rental of equipment	1,000	24,000	14,000	4,000	43,000	3,000	16,000	19,000	62,000	58,000
Local transportation	3,000	22,000	20,000	22,000	67,000	23,000	30,000	53,000	120,000	113,000
Conferences, conventions, meetings	8,000	19,000	71,000	20,000	118,000	38,000	13,000	51,000	169,000	156,000
Printing and publications	4,000	56,000	43,000	11,000	114,000	14,000	64,000	78,000	192,000	184,000
Awards and grants	1,332,000	14,000	119,000	144,000	1,609,000	1,609,000	21,000	37,000	1,609,000	1,448,000
Miscellaneous	1,000	4,000	6,000	4,000	15,000	16,000	21,000	37,000	52,000	64,000
Total expenses before depreciation	<u>1,412,000</u>	<u>539,000</u>	<u>612,000</u>	<u>568,000</u>	<u>3,131,000</u>	<u>567,000</u>	<u>650,000</u>	<u>1,217,000</u>	<u>4,348,000</u>	<u>4,004,000</u>
Depreciation of buildings and equipment	2,000	5,000	6,000	10,000	23,000	7,000	4,000	11,000	34,000	32,000
Total expenses	<u>\$1,414,000</u>	<u>\$544,000</u>	<u>\$618,000</u>	<u>\$578,000</u>	<u>\$3,154,000</u>	<u>\$574,000</u>	<u>\$654,000</u>	<u>\$1,228,000</u>	<u>\$4,382,000</u>	<u>\$4,036,000</u>

The accompanying notes are an integral part of the financial statements

VOLUNTARY HEALTH AND WELFARE SERVICE

Balance Sheets

December 31, 19X2 and 19X1

<u>Assets</u>	<u>19X2</u>	<u>19X1</u>	<u>CURRENT FUNDS</u>	<u>Liabilities and Fund Balances</u>	<u>19X2</u>	<u>19X1</u>
			<u>Unrestricted</u>			
Cash	\$2,207,000	\$2,530,000	Accounts payable		\$ 148,000	\$ 139,000
Investments (Note 2):			Research grants payable		596,000	616,000
For Long-term purposes	2,727,000	2,245,000	Contributions designated for future periods		245,000	219,000
Other	1,075,000	950,000	Total liabilities and deferred revenues		989,000	974,000
Pledges receivable less allowance for uncollectibles of \$105,000 and \$92,000	475,000	363,000	Fund balances:			
Inventories of educational materials, at cost	70,000	61,000	Designated by the governing board for:		2,800,000	2,300,000
Accrued interest, other receivables and prepaid expenses	286,000	186,000	Long-term investments		100,000	1,748,000
			Purchases of new equipment		1,152,000	
			Research purposes (Note 3)		1,799,000	1,313,000
			Undesignated, available for general activities (Note 4)		5,851,000	5,361,000
Total	<u>\$6,840,000</u>	<u>\$6,335,000</u>	Total fund balance		<u>\$6,840,000</u>	<u>\$6,335,000</u>
			Total		<u>\$6,840,000</u>	<u>\$6,335,000</u>

8.04

VOLUNTARY HEALTH AND WELFARE SERVICE**Notes to Financial Statements****December 31, 19X2**

- Summary of Significant Accounting Policies.* The financial statements include the accounts of the Service and its affiliated chapters. The Service follows the practice of capitalizing all expenditures for land, buildings, and equipment in excess of \$100; the fair value of donated fixed assets is similarly capitalized. Depreciation is provided over the estimated useful lives of the assets. Investments are stated at cost. All contributions are considered to be available for unrestricted use unless specifically restricted by the donor. Pledges for contributions are recorded as received and allowances are provided for amounts estimated to be uncollectible. Policies concerning donated material and services are described in Note 6.
- Investments.* Market values and unrealized appreciation (depreciation) at December 31, 19X2 and 19X1 are summarized as follows:

	(Thousands of Dollars)			
	<u>December 31, 19X2</u>		<u>December 31, 19X1</u>	
	<u>Quoted Market Value</u>	<u>Unrealized Appreciation</u>	<u>Quoted Market Value</u>	<u>Unrealized Appreciation (Depreciation)</u>
Current unrestricted fund:				
For long-term purposes	\$2,735	\$ 8	\$2,230	\$(15)
Other	1,100	25	941	(9)
Current restricted funds	73	2	73	1
Endowment funds	2,125	181	2,183	176
Land, building and equipment fund	184	7	153	8

Interfund transfers include \$100,000 for 19X2, which represents the portion of the realized appreciation (\$25,000 realized in the current year and \$75,000 realized in prior years) in endowment funds that, under the laws of (a state), were designated by the governing board for unrestricted operations. At December 31, 19X2, \$200,000 of realized appreciation was available in endowment funds, which the governing board may, if it deems prudent, also transfer to the unrestricted fund.

If the organization accounts for its investment on the market value basis, the first part of the above note might be worded as follows:

Cost and unrealized appreciation (depreciation) at December 31, 19X2 and 19X1 are summarized as follows:

(Thousands of Dollars)

	December 31, 19X2		December 31, 19X1	
	<u>Cost</u>	<u>Unrealized Appreciation</u>	<u>Cost</u>	<u>Unrealized Appreciation (Depreciation)</u>
Current unrestricted fund:				
For long-term purposes	\$2,727	\$ 8	\$2,245	\$ (15)
Other	1,075	25	950	(9)
Current restricted funds	71	2	72	1
Endowment funds	1,944	181	2,007	176
Land, building and equipment fund	177	7	45	8

3. *Research Grants.* The Service's awards for research grants-in-aid generally cover a period of one to three years, subject to annual renewals at the option of the governing board. At December 31, 19X2, \$1,748,000 had been designated by the board for research grants, of which \$596,000 had been awarded for research to be carried out within the next year.
4. *Proposed Research Center.* The XYZ Foundation has contributed \$50,000 to the Service with the stipulations that it be used for the construction of a research center and that construction of the facilities begin within four years. The Service is considering the construction of a research center, the cost of which would approximate \$2,000,000. If the governing board approves the construction of these facilities, it is contemplated that its cost would be financed by a special fund drive.
5. *Land, Buildings and Equipment and Depreciation.* Depreciation of buildings and equipment is provided on a straight-line basis over the estimated useful lives of the assets. At December 31, 19X2 and 19X1, the costs of such assets were as follows:

	<u>19X2</u>	<u>19X1</u>
Land	\$ 76,000	\$ 76,000
Buildings	324,000	324,000
Medical research equipment	336,000	312,000
Office furniture and equipment	43,000	33,000
Automobiles and trucks	33,000	30,000
Total cost	<u>812,000</u>	<u>775,000</u>
Less accumulated depreciation	296,000	262,000
Net	<u><u>\$516,000</u></u>	<u><u>\$513,000</u></u>

6. *Donated Materials and Services.* Donated materials and equipment are reflected as contributions in the accompanying statements at their estimated values at date of receipt. No amounts have been reflected in the statements for donated services inasmuch as no objective basis is available to measure the value of such services; however, a substantial number of volunteers have donated significant amounts of their time in the organization's program services and in its fund-raising campaigns.
7. *Pension Plans.* [Deleted—See FASB Statement No. 87, *Employers' Accounting for Pensions*, for current disclosure requirements.]
8. *Leased Facilities.* Most of the buildings used by the organization for its community services programs are leased on a year-to-year basis. At December 31, 19X2, fifteen such buildings were being leased for an annual cost of approximately \$12,000.

Paragraph 22 of SOP 87-2 illustrates a note that discloses the allocation of joint costs of informational materials and activities that include fund-raising appeals. See Appendix B.

Appendix A

Illustration of an Investment Pool

1. Three funds (named A, B, and C) combined their cash some years ago into an investment pool by simultaneous contributions (in the portions indicated below) totaling \$90,000, which was invested. On December 31, 19XX, the pooled investments on a cost basis were carried at \$100,000, which is the amount of the original contributions plus \$10,000, representing net realized gains retained by the investment pool.

2. The market value of the pooled assets was calculated to be \$150,000. On this basis, the unrealized net gains are \$50,000.

3. A new fund (Fund D) invested \$100,000 of cash in the investment pool at December 31, 19XX.

4. The following table presents the transactions set forth above and illustrates the calculation of the resulting equity percentages:

Fund	Cash Originally Contributed to Pool	Original Equity Percentage	Value of Pool on December 31, 19XX		Value After Entry of Fund D	New Equity Percentage
			Cost	Market		
A	\$40,000	44.44%	\$ 44,444	\$ 66,667	\$ 66,667	26.67%
B	35,000	38.89	38,889	58,333	58,333	23.33
C	15,000	16.67	16,667	25,000	25,000	10.00
D					100,000	40.00
	<u>\$90,000</u>	<u>100.00%</u>	<u>\$100,000</u>	<u>\$150,000</u>	<u>\$250,000</u>	<u>100.00%</u>

5. If fund A were to withdraw from the investment pool at this date, it would be entitled to \$66,667, rather than \$44,444. The equity percentages to be utilized for entries to and withdrawals from the pool are based on market values, even though the accounting records are kept on a cost basis.

Appendix B**Statement of
Position****87-2****Accounting for Joint
Costs of Informational
Materials and Activities
of Not-for-Profit
Organizations
That Include a
Fund-Raising Appeal****August 21, 1987**

**Amendment to
AICPA Industry Audit Guide
*Audits of Voluntary Health
and Welfare Organizations***

**Issued by
Accounting Standards Division**

**American Institute of
Certified Public Accountants**

AICPA**AUG-VHW APP B**

NOTICE TO READERS

Statements of Position of the Accounting Standards Division present the conclusions of at least a majority of the Accounting Standards Executive Committee, which is the senior technical body of the AICPA authorized to speak for the Institute in the areas of financial accounting and reporting. Statement on Auditing Standards No. 69, *The Meaning of Present Fairly in Conformity With Generally Accepted Accounting Principles in the Independent Auditor's Report*, identifies AICPA Statements of Position as sources of established accounting principles that an AICPA member should consider if the accounting treatment of a transaction or event is not specified by a pronouncement covered by Rule 203 of the AICPA Code of Professional Conduct. In such circumstances, the accounting treatment specified by this Statement of Position should be used or the member should be prepared to justify a conclusion that another treatment better presents the substance of the transaction in the circumstances. However, an entity need not change an accounting treatment followed as of March 15, 1992 to the accounting treatment specified in this Statement of Position.

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SUMMARY

This statement of position recommends the following: If it can be demonstrated that a bona fide program or management and general function has been conducted in conjunction with an appeal for funds, joint costs of informational materials or activities that include a fund-raising appeal should be allocated between fund-raising and the appropriate program or management and general function. All joint costs of informational materials or activities that include a fund-raising appeal should be reported as fund-raising expense if it cannot be demonstrated that a program or management and general function has been conducted in conjunction with the appeal for funds.

Accounting for Joint Costs of Informational Materials and Activities of Not-for-Profit Organizations That Include a Fund-Raising Appeal

Introduction

1. Many not-for-profit organizations solicit financial support from the public through a variety of fund-raising activities, including direct mail, door-to-door canvassing, telephone solicitation, telethons, and special events. Some of the costs incurred by such organizations are clearly identifiable with fund-raising, such as the cost of fund-raising consulting services. However, organizations often incur joint costs, such as postage and other communication costs, in distributing materials or performing activities that relate to several functions, including program activities, fund-raising, or other supporting services. It is often difficult to distinguish the amounts of joint costs that relate to each function.

2. This statement of position applies only to joint costs of informational materials and activities that include a fund-raising appeal. Allocations of other joint costs are permitted under existing authoritative literature. Also, this statement of position does not address the issue of how to allocate joint costs. A number of cost accounting techniques are available for that purpose.

3. The American Institute of Certified Public Accountants' Industry Audit Guide, *Audits of Voluntary Health and Welfare Organizations* (Audit Guide) and Statement of Position 78-10, *Accounting Principles and Reporting Practices for Certain Nonprofit Organizations* (SOP 78-10), now included in the AICPA Audit and Accounting Guide, *Audits of Certain Nonprofit Organizations*, and in *Standards of Accounting and Financial Reporting for Voluntary Health and Welfare Organizations* (industry's Standards)¹ provide some guidance on accounting for joint costs of informational materials and activities that include fund-raising appeals. Numerous requests have been received for further guidance.

Background

4. External users of financial statements, including contributors, creditors, accreditation agencies, and regulators, are concerned with the amounts not-for-profit organizations spend to solicit contributions, as well as with the amounts spent for their program purposes and management and general activities.

5. Not-for-profit organizations subject to the Audit Guide and organizations that follow the recommendations in SOP 78-10 and receive significant amounts of contributions from the public are required, in preparing their financial statements, to report separately the costs of program services, management and general activities, and fund-raising efforts.

6. Though some costs are wholly identifiable with one of those basic functions, others are allocated because they are incurred for more than one function. The allocation usually involves no special accounting problems

¹ National Health Council, Inc., National Assembly of National Voluntary Health and Social Welfare Organizations, Inc., and United Way of America, *Standards of Accounting and Financial Reporting for Voluntary Health and Welfare Organizations*, rev. ed. 1974.

because cost accounting techniques are available. However, special problems are encountered in allocating joint costs of informational materials and activities that include fund-raising appeals.

7. The industry's Standards provides guidance for voluntary health and welfare organizations. As part of its discussion of joint mailings and other "multiple part" information efforts, the industry's Standards requires a concept called *primary purpose*, in which all joint costs involving fund-raising are charged to fund-raising expense except for those incremental costs directly attributable to a separate educational or other informational material or activity. For example, only the incremental costs of joint mailings, such as the direct costs of an educational pamphlet, are charged to functions other than fund-raising; all other costs, such as postage, are charged to fund-raising expense.

8. The primary-purpose concept was originally adopted in 1964 by the voluntary health and welfare industry in the industry's Standards as a practical solution to a credibility problem that existed then. The industry responded to public criticism by not permitting the reported costs of fund-raising to be less than they would otherwise be solely because public education efforts were structured in a way that would absorb fund-raising costs. Many believe, however, that the primary-purpose concept may cause fund-raising expense to be misstated.

9. Although less specific than the industry's Standards, paragraph 6.05 and 6.06 of the Audit Guide indicates that costs of public education should not include costs "that may have some relationship to the function but are primarily directed toward other purposes." Specifically mentioned as a cost normally not charged to public education expense is postage for mass mailing in connection with fund-raising solicitations.

10. Some have interpreted the Audit Guide and SOP 78-10 to be less restrictive than the industry's Standards in the method of allocation of the costs of joint fund-raising and educational programs. The Audit Guide indicates, as part of a discussion of fund-raising costs in paragraph 6.11, that—

The cost of printed material used should be charged to program service, management and general, or fund-raising on the basis of the use made of the material, determined from the content, the reasons for distribution, and the audience to whom it is addressed.

Paragraph 97 of SOP 78-10 states—

If an organization combines the fund-raising function with a program function (for example, a piece of educational literature with a request for funds), the costs should be allocated to the program and fund-raising categories on the basis of the use made of the literature, as determined from its content, the reasons for its distribution, and the audience to whom it is addressed.

Present Practice

11. Present practice is diverse because of the diverse guidance. Some not-for-profit organizations (for example, organizations that follow the industry's Standards) do not allocate joint costs of informational materials and activities that include fund-raising appeals. They charge only the incremental cost of educational activities and publications to program expenses or management and general expenses and charge joint costs to fund-raising expense.

12. The activities of some not-for-profit organizations raise consciousness and stimulate action or are primarily educational. Many of them allocate joint costs primarily to expenses for educational programs based on intent as determined from the content of the materials distributed or the activities

conducted. They argue that primary programs of the organizations are to educate the public and that the actions by the recipients of such materials or activities are essential elements of the organization's program goals.

13. Other organizations allocate joint costs to program expenses, fund-raising expenses, or management and general expenses based on the intended purpose of the material or activity, determined from its content, the reason for its distribution, and the audience to whom it is addressed.

Division's Conclusions

14. The following paragraphs present the Accounting Standards Division's conclusions, which amend chapter 6 of the Audit Guide and paragraph 97 of SOP 78-10.

15. All joint costs of informational materials or activities that include a fund-raising appeal should be reported as fund-raising expense if it cannot be demonstrated that a program or management and general function has been conducted in conjunction with the appeal for funds. However, if it can be demonstrated that a bona fide program or management and general function has been conducted in conjunction with the appeal for funds, joint costs should be allocated between fund-raising and the appropriate program or management and general function.

16. Demonstrating that a bona fide program or management and general function has been conducted in conjunction with an appeal for funds requires verifiable indications of the reasons for conducting the activity. Such indications include the content of the non-fund-raising portion of the activity; the audience targeted; the action, if any, requested of the recipients; and other corroborating evidence, such as written instructions to parties outside the organization who produce the activity, or documentation in minutes of the organization's board of the organization's reasons for the activity.

17. Most fund-raising appeals include descriptions of the causes for which the entities exist and the planned uses of the funds, to inform prospective donors why funds are needed and how they will be used. Unless an appeal is designed to motivate its audience to action other than providing financial support to the organization, all costs of the appeal should be charged to fund-raising.

18. In order to accomplish their basic missions, some organizations educate the public and seek the involvement of the public in the attainment of their missions by telling people what they can or should do about particular issues. Those organizations should allocate joint costs to program activities if the informational materials or activities further those program goals.

19. Two examples of situations in which it may be appropriate to allocate such joint costs to program activities follow:

- a. A voluntary health and welfare organization describes the symptoms of a disease and the action an individual should take if those symptoms occur.
- b. An organization whose purpose is to raise public awareness alerts individuals to a social or community problem and urges their action in seeking changes.

20. The content of the message is an important factor, but content alone may not be a conclusive indication of the reason for the activity. For example, if an audience is selected principally because of the organization's perception of its need for or interest in the educational information and not for its capacity to support the organization financially, any accompanying fund-

raising appeal would appear to be incidental and the joint costs of the educational activity would not be required to be allocated. Conversely, if the audience is selected based on its presumed ability to provide financial support without consideration of its need for the educational information, the purpose would appear to be entirely fund-raising, and all joint costs should be considered fund-raising costs regardless of any accompanying educational message.

21. All circumstances surrounding informational materials and activities that include a fund-raising appeal should be examined, and the criteria in paragraphs 15 through 20 of this statement of position should be applied together rather than separately.

22. Not-for-profit organizations incurring joint costs of informational materials and activities that include fund-raising appeals should disclose in their financial statements that such costs have been allocated, the total amount allocated during the period, and the portion allocated to each functional expense category. The following illustrates such disclosure.

Note X. Allocation of Joint Costs

In 19XX, the organization incurred joint costs of _____ for informational materials and activities that included fund-raising appeals. Of those costs, _____ was allocated to fund-raising expense, _____ was allocated to Program A expense, _____ was allocated to Program B expense, and _____ was allocated to management and general expense.

Effective Date and Transition

23. The conclusions in this statement of position should be applied to financial statements for fiscal years beginning after December 31, 1987, with earlier application encouraged. The adoption of this statement of position is considered to be a change in the application of generally accepted accounting principles. In the year that this statement of position is first applied, the financial statements should disclose the fact of the change and the effect of the change on the financial statements. Financial statements of prior periods may be, but need not be, restated.

Appendix C**Statement of
Position****92-9****Audits of Not-for-Profit
Organizations Receiving
Federal Awards****December 28, 1992**

**Amendment to AICPA Audit and Accounting Guides
*Audits of Providers of Health Care Services,
Audits of Voluntary Health and Welfare Organizations,
Audits of Colleges and Universities,
and Audits of Certain Nonprofit Organizations***

**Prepared by the
Not-for-Profit Organizations Committee**

**American Institute of
Certified Public Accountants**

AICPA

NOTICE TO READERS

This Statement of Position presents the recommendations of the AICPA Not-for-Profit Organizations Committee regarding the performance of audits in accordance with generally accepted auditing standards, *Government Auditing Standards*, and OMB Circular A-133. Members of the AICPA Auditing Standards Board have found the recommendations in this Statement of Position to be consistent with existing standards covered by Rule 202 of the AICPA Code of Professional Conduct. AICPA members should be prepared to justify departures from the recommendations in this Statement of Position.

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Sample Not-for-Profit Organization Schedule of Federal Awards

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Appendix F—Sample Schedules of Findings and Questioned Costs**Appendix G—Illustrative Audit Engagement Letter****Glossary**

SUMMARY

This statement of position (SOP) provides guidance on the auditor's responsibilities when conducting an audit in accordance with Office of Management and Budget (OMB) Circular A-133, *Audits of Institutions of Higher Education and Other Nonprofit Institutions*. This SOP amends the following AICPA audit and accounting guides:

- *Audits of Providers of Health Care Services*
- *Audits of Voluntary Health and Welfare Organizations*
- *Audits of Colleges and Universities*
- *Audits of Certain Nonprofit Organizations*

In addition to providing an overview of the auditor's responsibilities in an audit of federal awards, this SOP—

- Describes the applicability of OMB Circular A-133.
- Summarizes the differences between Circular A-133 and OMB Circular A-128, *Audits of State and Local Governments*.
- Describes the auditor's responsibility for considering the internal control structure and performing tests of compliance with certain laws and regulations.
- Describes the auditor's responsibility for reporting and provides examples of the reports required by Circular A-133.

This SOP incorporates guidance on the following:

- Statement on Auditing Standards No. 68, *Compliance Auditing Applicable to Governmental Entities and Other Recipients of Governmental Financial Assistance*.
- AICPA Statement of Position 92-7, *Audits of State and Local Governmental Entities Receiving Federal Financial Assistance*.
- The OMB's October 1991 *Compliance Supplement for Audits of Institutions of Higher Learning and Other Non-Profit Institutions*.
- The President's Council on Integrity and Efficiency Standards Subcommittee's Position Statement No. 6 [A-133 Questions & Answers].

Chapter 1

INTRODUCTION AND OVERVIEW

Introduction

Purpose and Applicability

1.1. The purpose of this statement of position (SOP) is to provide auditors of not-for-profit organizations (NPOs) with a basic understanding of the work they should do and the reports they should issue for audits under—

- a. The 1988 revision of *Government Auditing Standards* (also referred to as GAS and the Yellow Book), issued by the Comptroller General of the United States.
- b. Office of Management and Budget (OMB) Circular A-133, *Audits of Institutions of Higher Education and Other Nonprofit Institutions*.¹

1.2. This SOP provides guidance about financial and compliance auditing requirements and requirements to consider the internal control structure promulgated by the American Institute of Certified Public Accountants (AICPA), the General Accounting Office (GAO), and the OMB; and the application of these requirements to NPOs. This SOP, instead of establishing new requirements, consolidates applicable audit requirements established by these organizations in order to facilitate efficient and effective compliance. In addition, this SOP provides guidance for implementing these requirements and includes illustrative audit reports.

1.3. This SOP is not a complete manual of procedures, nor should it supplant the auditor's judgment about the audit work required in particular situations. Because of the variety of federal, state, and local financial assistance programs and the complexity of the regulations that govern them, the procedures included in this SOP cannot cover all the circumstances or conditions that would be encountered in audits of every organization. The auditor should use professional judgment to tailor his or her procedures to meet the conditions of the particular engagement so that the audit objectives may be achieved.²

1.4. The provisions of this SOP are effective for audits in accordance with OMB Circular A-133 for periods ending on or after December 31, 1992. Early application of this SOP is encouraged.

Relationship of GAAS, Government Auditing Standards, and OMB Circular A-133

1.5. Exhibit 1 presents the relationship among the compliance testing requirements of GAAS, *Government Auditing Standards*, and OMB Circular A-133.³ (Chapter 2 of this SOP discusses the requirements of Circular A-133.)

¹ Some of the guidance in this statement of position may be helpful for (A) program-specific audits (see paragraph 2.28) and (B) compliance testing in audits of NPOs that are performed in accordance with generally accepted auditing standards (GAAS). Paragraphs 6 through 19 of AICPA Statement on Auditing Standards No. 68, *Compliance Auditing Applicable to Governmental Entities and Other Recipients of Governmental Financial Assistance*, describe the auditor's responsibility for testing compliance with laws and regulations in an audit conducted in accordance with GAAS. Appendix B of this SOP explains how to obtain these and other relevant publications.

² The auditor should refer to relevant AICPA audit and accounting guides, such as *Audits of Voluntary Health and Welfare Organizations*, *Audits of Colleges and Universities*, *Audits of Certain Nonprofit Organizations* and *Audits of Providers of Health Care Services*.

³ OMB Circular A-133 is reprinted in appendix A of this SOP.

SAS No. 68 defines the auditor's responsibility to understand and assess audit risk related to compliance, and to design audit procedures to provide reasonable assurance of detecting errors, irregularities, and illegal acts resulting from violations of laws and regulations that have a direct and material effect on financial statement amounts in an audit of financial statements under GAAS. It also discusses the auditor's responsibility when conducting audits under *Government Auditing Standards* and OMB Circular A-133.

Exhibit 1

Auditing Compliance With Laws and Regulations**ORGANIZATION-WIDE AUDITS⁴ IN ACCORDANCE WITH CIRCULAR A-133*****Procedures Performed***

General Requirements: Testing of compliance with general requirements applicable to federal awards

Specific Requirements:

Major programs: Audit of compliance with specific requirements applicable to major federal programs

Nonmajor programs: Testing of compliance with laws and regulations applicable to nonmajor program transactions selected in connection with the audit of the financial statements or the consideration of the internal control structure over federal awards

GOVERNMENT AUDITING STANDARDS***Procedures Performed***

Same testing of compliance with laws and regulations as required by GAAS. However, GAS requires a written report on compliance with laws and regulations.

GENERALLY ACCEPTED AUDITING STANDARDS***Procedures Performed***

Testing of compliance with laws and regulations in accordance with SAS No. 54, *Illegal Acts by Clients*, and SAS No. 53, *The Auditor's Responsibility to Detect and Report Errors and Irregularities*, as described in SAS No. 68

1.6. Exhibit 2 presents the relationship among the requirements to consider the internal control structure under GAAS, *Government Auditing Standards*, and OMB Circular A-133. SAS No. 68 distinguishes the requirements of reporting on the internal control structure under GAAS and *Government Auditing Standards*. Guidance on the additional internal control structure testing requirements of OMB Circular A-133 is in chapter 5 of this SOP.

⁴ Audits performed in accordance with Circular A-133 are often referred to as organization-wide audits.

Exhibit 2

Consideration of the Internal Control Structure**ORGANIZATION-WIDE AUDITS IN ACCORDANCE WITH CIRCULAR A-133*****Procedures Performed***

Testing of control policies and procedures in the internal control structure over federal awards

Reporting

Requires a report on the internal control structure used in administering federal awards

GOVERNMENT AUDITING STANDARDS***Procedures Performed***

The same procedures as required by GAAS

Reporting

Requires a written report on the auditor's understanding of the internal control structure over financial reporting and assessment of control risk under SAS No. 55, *Consideration of the Internal Control Structure in a Financial Statement Audit*. Also requires the identification of the internal control structure categories considered and separate identification of those reportable conditions that are significant enough to be material weaknesses.

GENERALLY ACCEPTED AUDITING STANDARDS***Procedures Performed***

Obtaining an understanding of the internal control structure over financial reporting sufficient to plan the audit and assess control risk in accordance with SAS No. 55

CONSIDERATION OF THE INTERNAL CONTROL STRUCTURE IN A FINANCIAL STATEMENT AUDIT***Reporting***

Requires an oral or written report when reportable conditions are noted in accordance with SAS No. 60, *Communication of Internal Control Structure Related Matters Noted in an Audit*

1.7. *Government Auditing Standards* should be followed when required by law, regulation, agreement or contract, or policy. In performing audits in accordance with *Government Auditing Standards*,⁵ the auditor assumes certain reporting responsibilities beyond those of audits performed in accordance with GAAS.⁶ Thus, *Government Auditing Standards* incorporates fieldwork and reporting under GAAS and expands upon certain reporting requirements of GAAS. The additional reporting responsibilities focus on compliance with laws and regulations and the internal control structure over financial reporting. In addition to requirements for written reports on compliance and the internal control structure over financial reporting in all audits, *Government Auditing Standards* includes quality-control, continuing professional education, specific working-paper, and audit follow-up requirements.

Nature and Purpose of an Organization-Wide Audit

1.8. America's hundreds of thousands of NPOs receive billions of dollars of financial assistance every year. The sources of this funding include both governmental and private entities. Much of this funding—even matching support for general program purposes—is given subject to an NPO's compliance with certain laws and regulations. In the past, each sponsor audited its individual program to determine whether the NPO had complied with the applicable laws and regulations. Such compliance audits proliferated, however, and grantees were often tied up for weeks with many sets of auditors. In the late 1970s, the federal government began to develop the single-audit concept. In accordance with this concept, one auditor, most often the independent auditor, would integrate the various sponsors' compliance auditing requirements and their requirements to consider the organization's internal control structure with an audit of the financial statements.

1.9. The single-audit concept became United States law for state and local governmental grantees with the enactment of the Single Audit Act of 1984. (For a more detailed history of key events in the history of auditing federal programs, see SOP 92-7, *Audits of State and Local Governmental Entities Receiving Federal Financial Assistance*.) Circular A-128 is the policy that implements the Single Audit Act. Circular A-133,⁷ which was patterned after Circular A-128, was issued in 1990. Both Circulars A-128 and A-133 provide

⁵ *Government Auditing Standards* includes standards for financial audits as well as for performance audits. The references to *Government Auditing Standards* in this SOP encompass only the standards for financial audits and not the performance audit standards. However, *Government Auditing Standards* states that the "report 'Contents' and 'Presentation' standards, which are included in the section describing performance audit reporting standards, also apply for financial audits."

⁶ Paragraphs 4 and 5 of SAS No. 68 describe the auditor's responsibility when he or she has been engaged to perform an audit in accordance with GAAS and becomes aware that the entity is subject to an audit requirement that may not be encompassed in the terms of the engagement. In such a situation, SAS No. 68 requires that the auditor communicate to management and the audit committee, or to others with equivalent authority or responsibility, that an audit in accordance with GAAS alone will not satisfy the relevant legal, regulatory, or contractual requirements. That communication may be oral or written. However, if the communication is oral, the auditor should document that in the audit workpapers. The auditor should consider how the client's actions in response to such communication relate to other aspects of the audit, including the potential effect on the financial statements and on the auditor's report on those financial statements. Specifically, the auditor should consider management's actions in relation to the guidance in SAS No. 54.

⁷ The audit requirements of Circular A-133 supersede those for certain entities described in attachment F, subparagraph 2h, of Circular A-110, *Uniform Administrative Requirements—Grants and Agreements with Institutions of Higher Education, Hospitals and Other Nonprofit Organizations*. Institutions subject to Circular A-110 should continue to follow the audit provisions of attachment F to Circular A-110 either until the institutions implement Circular A-133 or (in the case of organizations that are not subject to Circular A-133) as a matter of course. It should be noted that other requirements of A-110 discussed in paragraph 1.27 of this SOP remain in effect for all nonprofit grantees.

guidance on implementing the single-audit concept, although the Single Audit Act itself does not apply to NPOs. Rather, the single-audit concept is described in Circular A-133 as an “organization-wide audit.”

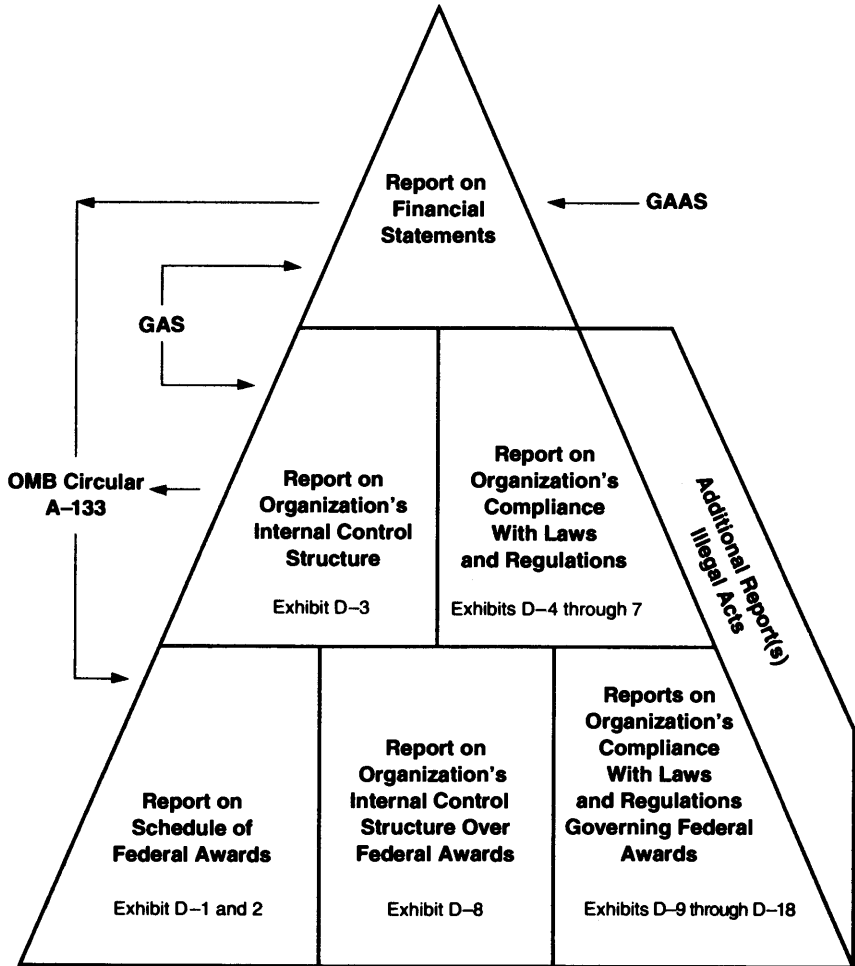
Components of an Organization-Wide Audit

1.10. With certain exceptions, NPOs that receive over \$25,000 per year in federal awards are subject to Circular A-133.⁸ NPOs receiving less than \$25,000 per year in federal awards are exempt from federal audit requirements, but records are to be available for review by appropriate officials of the granting entity or subgranting entity. An organization-wide audit under Circular A-133 has two main components—an audit of the financial statements (paragraph 1.11 of this SOP) and an audit of federal awards (paragraphs 1.12 and 1.13 of this SOP). Each component results in a variety of audit reports. An overview of the various reports issued in an organization-wide audit is presented in exhibit 3.

⁸ Organizations receiving awards of \$100,000 or more under only one program have the option of having a program-specific audit. Organizations receiving total awards of at least \$25,000 but not more than \$100,000 per year have the option of having an audit performed in accordance with Circular A-133 or having an audit made of each award. Paragraphs 2.28 through 2.35 of this SOP provide guidance on program-specific audits.

Exhibit 3

Levels of Reporting in Organization-Wide Audits



1.11. *Financial Statement Audit.* The financial statement audit required by Circular A-133 is performed in accordance with GAAS and GAS, and results in reports on the financial statements, compliance, and the internal control structure over financial reporting. The primary sources of guidance and standards regarding the auditing of the financial statements of NPOs are the AICPA Statements on Auditing Standards, particularly SAS No. 68; *Government Auditing Standards*; and the AICPA audit and accounting guides *Audits of Voluntary Health and Welfare Organizations*, *Audits of Colleges and Universities*, *Audits of Certain Nonprofit Organizations*, and *Audits of Providers of Health Care Services*.

1.12. *Audit of Federal Awards.* In performing an audit in accordance with Circular A-133, the auditor assumes certain testing and reporting responsibilities beyond those of an audit performed in accordance with GAAS and GAS. Thus, an audit in accordance with Circular A-133 incorporates GAAS and GAS and expands on certain of their testing and reporting requirements. The additional responsibilities focus on compliance with laws and regulations applicable to federal awards and on the internal control structure over federal awards. The terms *single audit*, *organization-wide audit*, and *entity-wide audit* are frequently used interchangeably by practitioners when they refer to the more extensive form of an audit of federal awards required by Circular A-133.

1.13. The audit of federal awards specified in Circular A-133 provides a basis for issuing additional reports on the internal control structure and on compliance. The remainder of this chapter introduces concepts that are important to establishing the scope of an audit of federal awards, summarizes the auditor's responsibilities in such an audit, and previews the other sections of this SOP.

Determining the Scope of an Audit of Federal Awards

1.14. Two factors, the relative size of federal award programs and the compliance requirements applicable to these programs, determine the scope of the auditor's work and the reports to be issued in an audit of federal awards under Circular A-133.

1.15. *Size—Major versus Nonmajor Programs.* Before an audit begins, the NPO should identify the programs under which it receives federal awards, to prepare the required schedule of federal awards (see chapter 4 of this SOP) and to identify which programs are "major" and which programs are "nonmajor" for audit purposes. For purposes of Circular A-133, a program is an award or group of awards for a similar purpose or general line of inquiry. Federal sponsors have classified awards into program categories in the *Catalog of Federal Domestic Assistance* (CFDA), published by the Government Printing Office. However, the CFDA may not include all programs. For example, contracts and foreign assistance programs may not be listed in the CFDA. In general, awards that are assigned the same CFDA number constitute a program. The President's Council on Integrity and Efficiency (PCIE) Standards Subcommittee's Position Statement No. 6, Question 24, states that "an exception to the statement that all awards under the same CFDA number constitute a program is when a State government combines different Federal awards into a combined program which is passed through to a not-for-profit recipient. In this case, the State government may require the subrecipient to treat the combined program as a single program for both major program determination and to determine whether a program-specific audit may be elected . . ." In addition, single-program treatment is appropriate under Circular A-133. However, Circular A-133 specifies that awards in two defined

categories—student financial assistance and research and development—be classified as separate programs.

1.16. PCIE Position Statement No. 6, Question 24, also states that “for awards not assigned a CFDA number, all awards made for the same purpose would be combined as one program similar to how grants under the same CFDA number from multiple funding years are combined as one program.” For example, if funds were expended during the audit period from both an original agreement and a separate award that renewed the original agreement, the two awards would be combined and considered as one program.

1.17. PCIE Position Statement No. 6, Question 40, states that, if the CFDA numbers are not available for awards, the NPO should include the awarding agency name and program name or some other identifier obtained from the award documents in the Schedule of Federal Awards.

1.18. The type of reports issued and, therefore, the audit work required in an audit performed in accordance with Circular A-133 depend on whether financial awards received by the NPO constitute major or nonmajor programs. Circular A-133 states that each of the following categories constitutes a major program if total federal expenditures are the larger of 3 percent of total federal funds expended or \$100,000:

- a. Research and development
- b. Student financial aid
- c. Individual programs not in the research-and-development or student financial-aid category

1.19. Any federal program without sufficient expenditures to be considered a major program is a nonmajor program. As will be discussed, the auditor’s responsibilities for major programs generally are greater than those for nonmajor programs.

1.20. *Compliance Requirements.* Paragraph 13(c)(1) of Circular A-133 requires that “[t]he auditor shall determine whether the recipient has complied with laws and regulations that may have a direct and material effect on any of its major federal programs.” The term *compliance requirements* refers to the laws, regulations, and other requirements that an auditor should consider in making this determination.

1.21. The principal compliance requirements and suggested audit procedures for the largest federal programs are included in the *Compliance Supplement for Audits of Institutions of Higher Learning and Other Non-Profit Institutions* (Circular A-133 Compliance Supplement), issued by the OMB and available from the Government Printing Office. For testing general requirements (see paragraph 1.26 of this SOP), the auditor should follow the guidance contained in the Circular A-133 Compliance Supplement. For testing specific requirements (see paragraph 1.24 of this SOP), the auditor should follow the guidance provided for that program, which may be included in either the Circular A-133 Compliance Supplement or the *Compliance Supplement for Single Audits of State and Local Governments*. For programs not listed in the compliance supplements, compliance requirements may be determined by researching the statutes, regulations, grant agreements governing individual programs or the *Catalog of Federal Domestic Assistance*. Additionally, some agencies have developed audit guides for programs not included in the Compliance Supplement. This guidance, where applicable, may be obtained from the Office of the Inspector General of the appropriate federal agency.

1.22. The auditor should be aware that compliance requirements may change over time. Thus, the auditor should also review grant agreements to

determine whether specific requirements reflected in the Compliance Supplements have changed. If there have been changes, the auditor should follow the provisions of the Compliance Supplement as modified by the changes.

1.23. Paragraphs 13(c)(4) and (5) of Circular A-133 list the compliance requirements on which the auditor should express an opinion. Some of these requirements (e.g., federal financial reports and allowability of expenses) are listed as “general” requirements in the OMB Compliance Supplements; others (e.g., matching and level of effort) are set forth as “specific” requirements of each of the various programs described in the Compliance Supplements.

1.24. *Specific Requirements.* These requirements include—

- *Types of services allowed or not allowed*, which specifies the types of goods or services that entities may purchase with financial assistance and the types of costs that may be claimed.
- *Eligibility*, which specifies the characteristics of individuals or groups to whom entities may give financial assistance.
- *Matching, level of effort, or earmarking*, which specifies amounts entities should contribute from their own resources toward projects for which financial assistance is provided.
- *Reporting*, which specifies reports that entities must file in addition to those required by the general requirements.
- *Special tests and provisions*, which identifies other provisions for which federal agencies have determined that noncompliance could materially affect the program. (For example, some programs specify limits on salaries paid under research grants; other programs prohibit the use of foreign carriers for overseas travel; still other programs set a deadline for the expenditure of federal awards.)

The auditor should note that the following are also considered to be specific requirements:

- Federal financial reports and claims for advances and reimbursements include information that is supported by books and records from which the basic financial statements have been prepared.
- Amounts claimed for reimbursement or used for matching were determined in accordance with the cost principles and matching or cost-sharing requirements set forth in (a) OMB Circular A-21, *Cost Principles for Educational Institutions*; (b) OMB Circular A-110, *Uniform Requirements for Grants and Agreements with Institutions of Higher Education, Hospitals and Other Non-Profit Organizations*; (c) OMB Circular A-122, *Cost Principles for Nonprofit Organizations*; (d) Federal Acquisition Requirements, subpart 31, cost principles; and (e) other applicable cost principles or regulations.

These two requirements—federal financial reports and allowable costs—are considered both general and specific by OMB. Thus, the same audit procedures can be used to test compliance with those requirements.

1.25. Although the auditor should test compliance with the requirements specified in the Compliance Supplements, performance of the suggested audit procedures is not mandatory. However, federal Inspectors General recommend their use. The auditor may refer to the statute or Code of Federal Regulations (CFR) identified in the appropriate Compliance Supplement to obtain a complete understanding of the compliance requirements. The auditor may also review award documents and procedure manuals to gain familiarity with the

federal compliance requirements. The auditor may also contact the appropriate Inspectors General office, grantor, or agency to determine the availability of agency-prepared supplements or audit guides for programs not included in the Compliance Supplements.

1.26. *General Requirements.* In addition to the specific requirements, the Circular A-133 Compliance Supplement also identifies eight general compliance requirements that apply to all federal award programs. These requirements are:

- Political activity (Hatch Act and Intergovernmental Personnel Act of 1970, as amended)
- Construction contracts (Davis-Bacon Act)
- Civil rights
- Cash management
- Federal financial reports
- Drug-free workplace⁹
- Allowable costs and cost principles
- Administrative requirements (Circular A-110)

1.27. Three administrative requirements set forth in Circular A-110—those regarding cash management, financial reporting, and cost principles—are explicitly included among the general requirements. Other administrative requirements included in the Compliance Supplement affect the following matters:

- Interest earned on advances
- Period of availability of funds
- Program income
- Real property
- Equipment
- Supplies
- Subawards to debarred and suspended parties
- Procurement
- Subawards
- Revolving fund repayments

The Circular A-133 Compliance Supplement sets forth audit procedures for testing compliance with three of these requirements: program income, property management, and procurement. The auditor should exercise professional judgment in determining appropriate audit procedures for testing compliance with the other requirements and whether there are other administrative requirements that are relevant in an organization-wide audit of federal awards of an NPO.

1.28. The auditor should perform tests of compliance for all of the general requirements applicable to federal awards. Thus, the auditor should test and report on compliance with general requirements regardless of whether or not the NPO being audited has major programs. SAS No. 68 states that it has become generally accepted that the nature of the procedures suggested in the compliance supplements is sufficient to satisfy the requirements of Circular

⁹ Per PCIE Position Statement No. 6, Question 68, the Drug-Free Workplace Act applies to recipients who receive grants directly from federal agencies. The Drug-Free Workplace Act does not apply to subrecipients. However, if a subrecipient is also a prime recipient, the auditor must test for compliance with the Drug-Free Workplace Act. Also, in some cases the prime recipient may by contract pass the Drug-Free Workplace requirements on to a subrecipient.

A-133 with respect to the general requirements. However, the Compliance Supplement does not specify the extent of such procedures. The auditor should exercise professional judgment in determining the extent of compliance testing of general requirements. Additionally, the auditor should evaluate his or her understanding and assessment of the internal control policies and procedures used in administering programs, and should exercise professional judgment in determining the extent of procedures for testing compliance with the general requirements. Typically, many of these procedures would be performed in conjunction with tests of controls over federal awards.

The Auditor's Responsibilities in Audits of Federal Awards—An Overview

1.29. The extent of the auditor's tests of internal control structure policies and procedures used in administering federal awards and the organization's compliance with laws and regulations is determined by the size of federal award programs and the compliance requirements applicable to them. The following sections briefly describe how program size and compliance requirements determine the scope of each component of the audit of federal awards.

The Internal Control Structure Used in Administering Federal Awards

1.30. In audits of federal awards conducted as part of an organization-wide audit in accordance with Circular A-133, the auditor is concerned with the design and operation of the internal control structure policies and procedures relevant to ensuring compliance with both specific and general requirements. The auditor's work in this area is in addition to the consideration of the internal control structure—specifically, obtaining an understanding of the structure and assessing control risk—that is a part of a financial statement audit.

1.31. For all major programs, the auditor should document this understanding and assessment, and he or she should test the operating effectiveness of the design and operation of the internal control structure policies and procedures ("test controls") relevant to ensuring compliance with both general and specific requirements. Evidence gained from tests of controls relevant to compliance with specific requirements would likely provide evidence that the auditor could use to determine the nature and extent of testing required to express an opinion on compliance with specific requirements applicable to major programs.

1.32. If the total amount of major program expenditures represents less than half of total federal expenditures, or if there are no major program expenditures, the auditor should gain an understanding, assess control risk, and perform a test of controls of the internal control structure for nonmajor programs, until such procedures (including those performed on major programs) encompass programs constituting 50 percent of total federal expenditures. The auditor may select nonmajor programs on a rotating basis so that the control structure over all programs is understood, assessed, and tested over a number of years. The PCIE suggests that these procedures be performed at least once every three years. An alternative to selecting nonmajor programs on a rotating basis (to reach 50 percent of total federal expenditures) is to test controls over the largest nonmajor programs, starting with the largest, until at least half of the total federal expenditures have been subjected to tests of controls.

1.33. With regard to the internal control structure of the remaining nonmajor programs, the auditor should understand the related internal control structure and determine that the controls are in place. The auditor may achieve this understanding and determination on a cyclical basis. In the first year, the auditor should gain an understanding of internal controls and assess risk for all but clearly insignificant nonmajor programs. This process may include inquiries, observations or walk-throughs. Thereafter, the auditor would obtain an understanding of internal controls and assess control risk for all but clearly insignificant nonmajor programs once every three years. Any new nonmajor programs, other than those that are clearly insignificant, should be reviewed the first year the program is active. If two-year (biennial) audits are performed, all programs should be covered by every second audit.

Compliance With Laws and Regulations

1.34. The interaction between the relative size of the federal awards program and the type of applicable compliance requirements results in three distinct levels of responsibility for testing and reporting on compliance with laws and regulations in an audit of federal awards. Chapter 6 of this SOP discusses these responsibilities. Chapters 6 and 7 discuss the schedule of findings and questioned costs.

1.35. *Failure to Follow Standards.* The auditor should be aware that AICPA Ethics Interpretation 501-3, *Failure to Follow Standards and/or Procedures or Other Requirements in Governmental Audits*, states that when an auditor undertakes an audit of government grants or recipients of government monies and agrees to follow specified government audit standards, guides, procedures, statutes, rules, and regulations, he or she is obligated to follow these standards or guidelines in addition to GAAS. Failure to do so is an act discreditable to the profession and a violation of rule 501 of the AICPA Code of Professional Conduct, unless it is disclosed in the auditor's report that these rules were not followed and the reasons are given.

1.36. *Overview of This SOP.* Chapter 2 of this SOP discusses the requirements of Circular A-133. Chapter 3 discusses planning the organization-wide audit. Chapter 4 describes the Schedule of Federal Awards. Chapter 5 describes the auditor's consideration of the internal control structure in audits performed in accordance with *Government Auditing Standards* and in those performed in accordance with Circular A-133. Chapter 6 discusses compliance auditing requirements. Chapter 7 discusses reporting considerations.

Chapter 2

REQUIREMENTS OF OMB CIRCULAR A-133

Applicability

2.1. The applicability of OMB Circular A-133 to an NPO depends on (a) the status of its adoption by individual federal and other sponsors, (b) the type of NPO, and (c) the amount of federal awards it receives.

Status of Adoption

2.2. Circular A-133 is directed to federal agencies with an effective date for fiscal years beginning on or after January 1, 1990. Federal agencies may implement Circular A-133 by regulation or contract. The effective date of implementation by the federal grantor agency will determine the effective date for the recipient.

2.3. As of the date of this SOP, most major federal agencies have taken steps to implement Circular A-133, either by incorporating it into the Code of Federal Regulations or by issuing internal policy directives and instructions to grantees.

2.4. Nine federal agencies (the departments of Commerce, Defense, Education, Energy, Health and Human Services, Housing and Urban Development, the Interior, Labor, and the Environmental Protection Agency) have issued final regulations to formally implement Circular A-133. The Department of Agriculture is actively working to finalize regulations to incorporate Circular A-133.

2.5. Other smaller federal agencies have chosen to implement Circular A-133 by issuing internal directives and amending grant administration handbooks and individual award agreements. Agencies using this approach include the Federal Emergency Management Agency, the National Science Foundation, the National Endowments for the Arts and Humanities, the Agency for International Development (AID), ACTION, and the Departments of Justice and Transportation.

2.6. In some cases, states or other recipients have implemented Circular A-133 for their subrecipients under federal awards or for programs funded by their own appropriations.

2.7. Question 2 of PCIE Position Statement No. 6 states that if a not-for-profit organization receives federal awards from two federal agencies, one that has implemented Circular A-133 in regulation and one that has not, the "not-for-profit should have an audit in accordance with [Circular] A-133 and include the federal awards from both agencies. An audit done in accordance with Circular A-133 will meet the requirements of A-110."

Type of NPO

2.8. Circular A-133 defines a not-for-profit institution as any corporation, trust, association, cooperative, or other organization that—

- a. Is operated in the public interest primarily for scientific, educational, service, charitable, or similar purposes.
- b. Is not organized primarily for profit.
- c. Uses its net proceeds to maintain, improve, or expand its operations.

2.9. Accordingly, the NPOs covered by Circular A-133 include colleges and universities (and their affiliated hospitals¹⁰ and community-based organizations such as voluntary health and welfare organizations). Circular A-133 does not apply to—

- Colleges and universities covered by Circular A-128. According to paragraph 6c of OMB Circular A-128, a state or local government can elect to include institutions of higher education in its Circular A-128 audit. State and local government institutions of higher education excluded from the government's Circular A-128 audit can be audited separately under Circular A-128 or Circular A-133.
- Hospitals not affiliated with a college or university.¹¹
- State and local governments and Indian tribes covered by Circular A-128.

2.10. Except for the public hospitals and universities cited above, Circular A-128 does not apply to NPOs. Before the promulgation of Circular A-133, however, it was not uncommon for state and local government recipients to contractually require Circular A-128 audits of their not-for-profit sub-recipients.¹² With the promulgation of Circular A-133, an organization will no longer need an audit in accordance with Circular A-128 and one in accordance with Circular A-133. The subrecipient should clarify the matter with the recipient requiring an A-128 audit. In most cases, the contract can be changed to specify a Circular A-133 audit. Not-for-profit organizations with new contracts should consider making reference to Circular A-133 audit requirements in such contracts.

¹⁰ According to 42 Code of Federal Regulations (CFR) Ch. IV (10-1-91 Edition), Part 409—Hospital Insurance Benefits, Section 409.3 (Definitions), a hospital is a facility that meets the following criteria:

- Is primarily engaged in providing by or under the supervision of doctors of medicine or osteopathy, inpatient services for the diagnosis, treatment, and care or rehabilitation of persons who are sick, injured, or disabled;
- Is *not* primarily engaged in providing skilled nursing care and related services for inpatients who require medical or nursing care;
- Provides 24-hour nursing service; and
- Is licensed or approved as meeting the standards for licensing by the State or local licensing agency as a hospital.

¹¹ Hospitals (e.g., community hospitals) not affiliated with a college or university that are subject to OMB Circular A-110's audit requirement, are subject to statutory audit requirements of Medicaid, Medicare, or other programs in which they participate. Circular A-133 applies to hospitals "affiliated" with an institution of higher education but not audited as part of a state or local government under Circular A-128. Since Circular A-133 does not define affiliated, the Department of Health and Human Services (HHS) has developed a definition to include hospitals with significant research and training funds. The HHS definition (HHS interim final rule, published *Federal Register*, Friday, March 1, 1991, starting at page 8712) of affiliated includes all situations where—

- Either a hospital or an institution of higher education has an ownership interest in the other entity, or some other party (other than a state or local unit of government) has an ownership interest in each of them
- An affiliation agreement exists
- Federal research or training awards to a hospital or institution of higher education are performed in whole or in part in the facilities of, or involve the staff of, the other entity.

¹² Paragraphs 3.20-3.41 of this SOP discuss the responsibilities of the recipient and sub-recipient and their auditors.

Amount of Federal Awards

2.11. OMB Circular A-133 applies to NPOs that directly or indirectly receive federal awards above a certain threshold, as discussed in paragraph 1.10. The term *federal awards* is defined broadly in Circular A-133 to include federal financial assistance and federal cost-type contracts used to buy services or goods for the use of the federal government. *Federal financial assistance* is defined as assistance provided by a federal agency to a recipient or subrecipient in the form of grants, contracts, loans, cooperative agreements, loan guarantees, property, interest subsidies, insurance, direct appropriations, and other noncash assistance. For purposes of determining the amount of federal awards, loans and guarantees are afforded a specific treatment.

2.12. The following guidelines should be used to calculate the value of assistance expended under loan or loan guarantee programs for determining major programs:

<i>Types of Noncash Assistance</i>	<i>Basis Used to Determine Major Programs</i>
Loans (including guaranteed student loans made by an institution of higher education and loan guarantees)	Value of new loans processed during the fiscal year, plus the balance of loans made in the prior years for which the federal government is at risk, plus any interest subsidy, cash, or administrative cost allowance received
Commodities	Value of the commodities issued during the year
Insurance	Value of the insurance contract
Guaranteed student loans that were not made by an institution of higher education	Value of the guaranteed loans made during the year
Food stamps	Value of food stamps distributed during the year

Note: Value as used in this table is to be determined by methods or prices prescribed by the federal departments making the award.

2.13. At institutions of higher education and other organizations having student financial assistance (SFA) programs, the value of guaranteed student loans processed during the year, if available, is considered as an expenditure for major program determination. Guaranteed student loans are then combined with other student financial assistance to form the category of SFA. The SFA category total is then compared to the larger of 3 percent of total federal funds expended or \$100,000 to determine whether SFA is a major program.

2.14. When determining major programs, the inclusion of noncash programs should not result in the exclusion of other programs from the definition of major programs. PCIE Position Statement No. 6, Question 26, provides guidance for inclusion of loan and loan guarantee programs in the determination of major programs as follows: "When including a loan program significantly affects the number or size of other major programs, the loan program should be considered a major program, and the value attributed to the loan program should be excluded in determining other major programs."

2.15. An organization may receive program assistance in various forms. The classification of cash-supported programs as major or nonmajor depends,

as shown in the following table, on whether or not the noncash programs (i.e., commodities and loans) are considered to be part of the entity's total federal awards when the 3 percent test is applied:

<i>Program/Federal Grantor</i>	<i>Federal Awards Received</i>
Cash Program A—Labor	\$ 1,335,000
Cash Program B—DHHS	3,000,000
Cash Program C-1—Education	175,000
Cash Program C-2—Education	280,000
Cash Program D-HUD (subaward from county)	310,000
Subtotal Cash Expenditures	5,100,000
Commodities Program E—U.S. Dept. of Agriculture (subaward from state)	2,000,000
Subtotal—expenditures—cash and commodities	7,100,000
Loan Program F—Perkins	3,500,000*
Loan Guarantee Program G—HUD	7,000,000*
Total Federal Awards Expenditures	\$17,600,000

DHHS = Department of Health and Human Services; HUD = Department of Housing and Urban Development; USDA = United States Department of Agriculture; FFA = Federal Financial Assistance.

* Total of new loans made during the year plus prior-year loans for which the federal government is at risk.

- Major programs are based on the larger of (a) 3 percent of \$7,100,000 or \$213,000 (total cash and noncash federal awards, except for loans and loan guarantees) or (b) \$100,000. Major programs are those in excess of the higher of these figures, or \$213,000.
- Therefore, according to Circular A-133, all programs above, except Program C-1, are major, *including* Programs F and G.
- Programs F and G do *not* count in the total for the test. If Programs F and G were included, major programs would be 3 percent of \$17,600,000 or \$528,000, making Programs C-1, C-2, and D *nonmajor*.

2.16. Once management has prepared the schedule of federal awards and identified each major program, the auditor should assess the reasonableness and completeness of the schedule, as well as management's determination of major programs.

2.17. Federal awards shown on the schedule should include pass-through assistance (subawards of federal assistance from nonfederal sponsors) but should not include direct federal cash assistance to individuals.¹³

¹³ Medicare funds paid to a not-for-profit provider for health care services to Medicare-eligible individuals are not considered to be federal financial awards subject to Circular A-133 audits.

Medicaid funds paid to a not-for-profit provider of health care services under a fixed-price arrangement generally are not subject to Circular A-133 audits.

However, under certain circumstances, Medicaid funds may be subject to Circular A-133 audits. The following are the most likely circumstances:

- Because state and local funds are also part of the Medicaid program, the state may require the NPO to have an audit in accordance with Circular A-133 (or any other requirements) and/or may require expanded coverage for a number of reasons.

Receipts

2.18. Question 7 of PCIE Position Statement No. 6 states that the definition of a receipt, which determines which entities are subject to Circular A-133, is based on how a recipient recognizes and reports its revenue. It states that "receipt of an award is *not* tied to when the contract or grant agreement is signed or awarded to the NPO." Generally, a recipient has received awards when it has obtained cash or noncash assistance, or when it has incurred expenditures that will be reimbursed under a federal program. Receipt of federal awards occurs when revenues are recorded in the financial statements.

2.19. For programs that involve the receipt of tangible assets (such as food stamps, food commodities, and donated surplus property), "receipts" should be based on the point at which the revenue is recognized according to generally accepted accounting principles. For programs that do not involve the transfer of tangible assets (such as guarantee and insurance programs), "re- ceives" should be based on the transaction or event that gives rise to the award.

2.20. Determining the year in which an award is received is particularly important when an NPO is not required to have an audit each year. For example, an NPO may meet the dollar threshold requiring an audit in one year, but not in the next. In this case, the fiscal year audited should match the fiscal year in which the related award activity (expenditures or noncash transactions) occurs.

2.21. The following table sets forth the requirements of Circular A-133 for the types of NPOs described in paragraphs 2.8 and 2.9 of this SOP, based on the amount of awards received.

<i>What Is the Total Amount of Federal Awards Received in a Year?</i>	<i>Is the Organization Required to Follow Circular A-133?</i>
\$100,000 or more	Yes. However, if the awards are under only one program, the organization has the option of following Circular A-133 or having an audit of the program based on the requirements governing the program in which the organization participates (see paragraph 2a(2) of the Attachment to A-133).
At least \$25,000, but less than \$100,000	The organization has the option of following Circular A-133 or having an audit of each award based on that program's requirements. The requirements for individual program audits are set forth in the respective regulations and audit guides (see appendix B of this SOP).
Less than \$25,000	No. However, records must be available for review by appropriate officials.

(Footnote Continued)

- When Medicaid funds are paid to an NPO to assist the state or local government in administering the Medicaid program, a Circular A-133 organization-wide or program-specific audit would be required. The following are examples:
 - The state contracts with a not-for-profit peer review organization to administer the Medicaid utilization review function.
 - The state contracts with an NPO to handle the claims-processing function.

2.22. PCIE Position Statement No. 6, Question 29, states that noncash assistance such as free rent, interest subsidy, food stamps, food commodities, Women/Infant/Children (WIC) program vouchers, or donated property should be valued at fair market value at the time of receipt to determine the amount of federal award. WIC program vouchers may be valued either at maximum allowed redemption value or average redeemed value.

2.23. PCIE Position Statement No. 6 states that receipt of *only* free rent would not be considered a federal award to carry out a program and therefore would not require an audit under Circular A-133. However, the not-for-profit may be subject to monitoring, audit, or other requirements imposed by the federal agency providing free rent.

2.24. In some cases, the free rent may be received as part of a federal award or other assistance to “carry out a program.” In these cases, the free rent would fall under the definition of “other noncash assistance” and would be included in the total amount awarded for the program, under Circular A-133, paragraph 1e(1).

2.25. PCIE Position Statement No. 6, Question 12, states that nonfederal matching is not considered a federal award when determining whether or not an audit is required. For example, a \$25,000 match to a \$75,000 Federal award would not be considered federal financial assistance; only the \$75,000 would be added to any other federal awards to determine whether an audit is required. Once it is determined that an audit is required, however, the auditor should consider whether it is necessary to apply any tests of compliance with requirements applicable to the matching funds.

Treatment of Loans

2.26. PCIE Position Statement No. 6, Question 7, states that, “since the federal government is at risk for loans and loan guarantees, (“Loans”) until the debt is repaid, the balance of prior year loans is considered current year financial assistance in each year they are outstanding.” PCIE Question 6 notes that if the only federal assistance is prior year loans, then the NPO may have an audit in accordance with the laws and regulations governing the Loans, according to paragraph 2a(1) of the Attachment to Circular A-133.

2.27. Further, PCIE Question 6 states: “however, the Loans may be one time financing with no continuing audit or other compliance requirements except to make repayment. In cases such as this, when the only Federal awards are Loans and the Federal agencies providing the loans do not require an audit, then Circular A-133 would not require an audit.”

Program-Specific Audits

2.28. There are instances where recipients may elect to have a program-specific audit rather than an audit based on the organization-wide requirements of Circular A-133 based on the option described in paragraph 2.21 of this SOP. A program-specific audit is an audit of one federal program in accordance with federal laws, regulations, or audit guides relative to that particular program and does not require a financial statement audit of the not-for-profit entity. By comparison, a Circular A-133 audit is an organization-wide audit that covers all federal awards and requires an audit of the financial statements of the not-for-profit entity. In general, in meeting program-specific requirements, the audit would follow GAS and any specific requirements set forth in the applicable regulations and related audit guides issued by the federal sponsor.

2.29. In many cases, a program-specific audit guide will be available to provide guidance on compliance testing, other audit procedures, and reporting. When engaged to conduct a program-specific audit, the auditor should obtain an understanding of the audit requirements for that particular program from the agreement with the grantor agency, from an audit guide published by the grantor agency, or through contact with the grantor agency. The PCIE Standards Subcommittee has prepared a *Program Audit Guide Survey* (October 1991), which is referred to in appendix B of this SOP. Paragraphs 7.51 through 7.54 of this SOP discuss program audit reporting.

2.30. PCIE Position Statement No. 6, Question 22 requires that program-specific audits for which no current federal agency guide is available should follow the standards for financial audits in GAS. The reporting should normally include an opinion on the financial statements of the program, a report on the internal controls over the program, and a report on program compliance with laws and regulations. A schedule of findings and questioned costs, a management letter, or a report on illegal acts may also be required when applicable.

2.31. PCIE Position Statement No. 6, Question 23, states that—

When a current program-specific audit guide is not available, the auditor should use the following guidance for general and specific compliance requirements:

General Requirements. The general requirements listed in the *Compliance Supplements* should be included as part of every audit that involves Federal financial assistance. The auditor should review the Circular A-133 *Compliance Supplement* general requirements and consider these in planning the audit. In particular, federal financial reporting, cash management, allowable costs/cost principles, and administrative requirements will usually apply to all programs.

Specific Requirements. The specific requirements may be obtained from the compliance supplements, program laws and regulations, or from the sponsoring agency. The auditor may also look to the *Compliance Supplements* or other sources for guidance on suggested audit procedures and the types of compliance requirements to be tested.

Program-Specific Audits—R&D

2.32. The sum of expenditures from awards for research and development (as defined in Circular A-133) received is considered a program and the sum of expenditures from SFA awards is considered a program. Under a Circular A-133 audit, expenditures for all R&D awards are tested as if they were a single program with possible different compliance requirements within the program. SFA is treated similarly.

2.33. A Circular A-133 organization-wide audit is required when there are multiple R&D awards totaling \$100,000 or more. A program-specific audit is not acceptable for multiple R&D awards because R&D can be received from many federal agencies and R&D often involves multiple offices or accounting systems within the NPO.

2.34. An exception is that a program-specific audit of R&D is permitted when *all* of the following conditions are met:

- a. There are only R&D awards and all awards are received from a single federal agency, or from a single prime recipient, in the case of a subrecipient.
- b. The federal agency, or prime recipient in the case of a subrecipient, approves a program audit in advance. The approval should be based upon a determination that the program audit will provide at least the same level of audit coverage over federal funds as the Circular A-133 single audit.
- c. The program audit is performed in accordance with *Government Auditing Standards* and guidance provided by the federal agency, or by the prime recipient in the case of a subrecipient.

Program-Specific Audits—SFA

2.35. The U.S. Department of Education (ED) and U.S. Department of Health and Human Services (HHS) have agreed to accept an SFA program audit when there are multiple awards but the awards are for SFA. The auditor may consider using the current ED audit guide, *Audits of Student Financial Assistance Programs*, which may be supplemented as necessary with the program requirements for SFA programs of other federal agencies. For purposes of an audit conducted in accordance with Circular A-133, all SFA programs are considered to be a single major program, while the ED audit guide requires that the auditor consider *each* SFA program to be a major program.

Associated Organizations

2.36. As noted in PCIE Position Statement No. 6, Question 13—

Not-for-profit organizations often create Associated Organizations to perform certain functions for the not-for-profit (e.g., a university athletic foundation, a university association to provide dormitory housing, a not-for-profit creating a separate not-for-profit organization to hold real estate, or a national not-for-profit organization that sponsors local chapters). Common reasons for forming these Associated Organizations are for exemption from restrictions on the NPO to raise funds or to further the purpose of the not-for-profit. In many cases, the same individuals may hold offices in both organizations or the NPO may otherwise exercise control over the Associated Organization.

2.37. PCIE Position Statement No. 6, Question 13, also states that the application of the audit requirements under Circular A-133 to such Associated Organizations will depend on the circumstances. The auditor should use the following guidelines:

- When an Associated Organization receives federal awards, either as a recipient or subrecipient, it would be subject to Circular A-133 audit requirements.
- When an Associated Organization is included in the NPO's indirect cost allocation plan, the auditor of the NPO may need to test transactions of the Associated Organization in procedures performed relative to indirect costs. The auditor should also consider whether any transactions between the NPO and Associated Organization that affect federal awards or otherwise need to be tested as part of the NPO's Circular A-133 audit. If the transactions with the Associated Organization are clearly immaterial, then additional procedures may not be necessary.

- An Associated Organization which meets *all* of the following conditions does not need to be audited under Circular A-133:
 - It receives no direct or indirect federal awards;
 - It is not included in the NPO's indirect cost allocation plan; *and*
 - Otherwise it does not receive payments or benefits from the NPO which are paid out of federal funds.

Basic Requirements of Circular A-133

2.38. Circular A-133 requires an audit of the NPO's basic financial statements, additional audit tests for compliance with applicable laws and regulations, and consideration of the NPO's internal control structure over federal awards.

2.39. The audit requirements of Circular A-133 are administered on behalf of the federal government by cognizant agency representatives who are designated or agree to represent the collective interests of the federal government.

2.40. Circular A-133 requires the auditor to determine whether—

- The financial statements of an NPO present fairly its financial position and the results of its operations in conformity with generally accepted accounting principles (GAAP).¹⁴
- The NPO has an internal control structure to (a) provide reasonable assurance that it is managing federal awards in compliance with applicable laws and regulations and (b) ensure compliance with laws and regulations that could have a material effect on the financial statements.
- The organization has complied with laws and regulations that may have a direct and material effect on its financial statement amounts or on each major federal program.

Differences Between Circulars A-110 and A-133

2.41. Attachment F, subparagraph 2(h), of Circular A-110 includes a broad requirement for an organization-wide financial audit, to be carried out at least biennially. Since the attachment to Circular A-110 included no specific reporting requirements, its application was diverse in practice. Circular A-133 sets forth the audit requirements described in chapter 1 and above.

2.42. In 1989, the Standards Subcommittee of the PCIE, which represents the federal Inspectors General, directed in its Statement No. 5 that accountants conducting audits of federal recipients under Circular A-110 should use the audit procedures and reports set forth in a 1989 audit guide promulgated by HHS. In summary, its reporting requirements include the internal control structure and compliance reports of GAS, but do not include the separate internal control structure and compliance reports required by Circular A-133. Circular A-133 supersedes Circular A-110 audit requirements and expands the audit and reporting guidance beyond those contained in the HHS guide. As stated in PCIE Position Statement No. 6, Question 3, "Because an audit conducted in accordance with the HHS Guide would not meet the requirements of Circular A-133, PCIE No. 5 does not apply to Circular A-133 audits. However, PCIE No. 5 remains in effect for Circular A-110 audits performed prior to implementation of Circular A-133."

¹⁴ Bases of accounting other than GAAP are acceptable. See paragraph 7.4 of this SOP.

Differences Between Circulars A-128 and A-133

2.43. Although Circular A-133 was patterned after Circular A-128, there are differences between the two. The following paragraphs highlight the major differences.

Defining Major Programs

2.44. Major programs are defined differently in Circular A-133 than in Circular A-128. For entities that have \$100 million or less in expenditures, Circular A-128 defines a major program as any program for which federal expenditures exceed the larger of \$300,000 or 3 percent of such total expenditures. For entities that spend more than \$100 million, Circular A-128 includes a chart that specifies the amounts used to define major programs. Paragraph 1.18 of this SOP discusses how Circular A-133 defines a major program.

2.45. Per Circulars A-128 and A-133, a program can also include several grants, but they should be grouped by their listing in the CFDA; for student financial aid and research and development programs, Circular A-133 allows broader groupings whereas Circular A-128 does not.

Disclosure of Immaterial Findings

2.46. Circular A-128 requires the auditor to include a description of all findings of noncompliance, including immaterial findings in the audit reports, but Circular A-133 does not. However, under Circular A-133, immaterial findings of noncompliance may be reported either in the report or in a separate written communication to the NPO. This separate communication is referred to in the Circular A-133 compliance reports.

Frequency of Audit

2.47. Circular A-128 requires an annual audit, unless the appropriate state or local government established a constitutional or statutory requirement for biennial audits prior to January 1, 1987.¹⁵ Circular A-133 permits audits to be conducted every two years, but only if the recipient does not have an annual financial statement audit, in which case the PCIE has interpreted OMB Circular A-133 to require annual audits as well. If circumstances permit a biennial audit, the entire two-year period must be audited, and the determination for major programs should be based on expenditures for the two-year period. An audit performed in accordance with OMB Circular A-133 should cover the reporting entity's transactions for its fiscal year, which is not necessarily the period of the program being funded.

2.48. According to the PCIE Position Statement No. 6, Question 71, the Circular A-133 audit must be annual when the not-for-profit organization has annual financial audits. Since some not-for-profit organizations and their auditors have interpreted Circular A-133 to allow a Circular A-133 audit every two years in all cases, the Inspectors General may use judgment in accepting two-year audits in the first cycle of audits under Circular A-133.

¹⁵ Circular A-133 Attachment, paragraph 7, states, "Audits shall usually be performed annually but not less frequently than every two years." However, if the statute for the program requires an annual audit, then an annual audit must be performed.

For example, Section 330 of the Public Health Act, which covers community health centers, requires an annual audit. Circular A-133 guidance should be followed in performing an annual audit.

Coordinated Audit

2.49. Circular A-128 does not contain a provision for a coordinated audit approach. In recognition of the potential economies gained through mutual reliance among auditors, Circular A-133 permits a coordinated audit approach. A coordinated audit is one in which the independent auditor and federal and other auditors consider each other's work in determining the nature, timing, and extent of auditing procedures.

2.50. In most cases, the objectives of GAAS and Circular A-133 can be achieved most effectively by a single auditor, whose work and reports meet the objectives and reporting requirements described in paragraphs 12(b) and 15 of Circular A-133. In other cases, however, internal, state, local, or federal auditors or other federal representatives may be involved as well. In these cases, the auditor should consult with the other auditors to determine whether the other auditors have any work planned, in process, or completed that may be used to satisfy some or all of the other auditor's needs in performing planned work, to avoid duplication of effort. Such work includes work performed by internal auditors, other independent accountants, or specialists such as program reviewers or contracting officers. Circular A-133 states that the coordinated audit approach is not intended to limit the scope of the audit work to preclude the independent auditor from meeting the objectives and reporting requirements described in paragraphs 12(b) and 15 of that Circular. For the coordinated audit to succeed, there should be a clear understanding with the recipient, as well as among all auditors involved, as to the specific audit and reporting responsibilities of each.

2.51. If the coordinated audit approach is used, the auditor should follow, as appropriate, SAS No. 65, *The Auditor's Consideration of the Internal Audit Function in an Audit of Financial Statements*; SAS No. 11, *Using the Work of a Specialist*;^{*} and SAS No. 1, section 543, *Part of Audit Performed by Other Independent Auditors*.¹⁶

2.52. A coordinated audit contemplates that different auditors will provide various reports required by paragraph 15 of Circular A-133. For example, a separate financial statement and compliance audit may be conducted by an auditor, other than the principal auditor, of one or more subsidiaries, divisions, branches, components, or investments included in the financial statements of the parent NPO. Typically, the auditor of the parent will not have performed the procedures necessary to issue the required Circular A-133 reports on compliance and internal control relative to the component unit. When another auditor is involved, the other participating auditors should indicate the division of responsibility in the scope paragraph of their reports on the financial statements, compliance, and the internal control structure, rather than disclaiming an opinion on the work of the other auditor. For professional guidance, the auditor may need to refer to SAS No. 1, section 543. An auditor participating in coordinated audits should carefully evaluate the interrelationships of the work performed by others and the nature of his or her reliance on them in meeting his or her reporting responsibilities.

* The AICPA's Auditing Standards Board has voted to issue a Statement on Auditing Standards that will supersede SAS No. 11. The new SAS is expected to be issued in July 1994 and to be effective for audits of financial statements for periods ending on or after December 15, 1994.

¹⁶ In some cases the work of a program reviewer would qualify as that of a "specialist" under SAS No. 11.^{*} If so, the auditor would be required to satisfy himself or herself concerning the reviewer's professional qualifications and understand the purpose and nature of work performed by the specialist. In most cases, a program reviewer cannot satisfy all the work required by and planned under Circular A-133, but it can be a substitute for some of it. The auditor is still required to gain a satisfactory understanding of the internal control structure, assess control risk, and perform some testing of the specific requirements.

2.53. In overseeing “coordinated” audits, federal agencies may, in certain cases, request special reports prepared in accordance with SAS No. 62, *Special Reports*, or reports on the internal control structure or compliance with certain laws and regulations, in addition to the reports required in accordance with paragraph 15 of Circular A-133. When participating in a coordinated audit, the auditor should understand his or her responsibilities for any additional reporting requirements, and consider documenting this understanding in an engagement letter signed by all parties, before beginning fieldwork.

Additional Audit Work

2.54. Circular A-73, *Audits of Federal Operations and Programs*, provides guidance to federal agencies responsible for processing and assessing the adequacy of audit reports prepared by nonfederal auditors who have been engaged in audits of federal programs. Circular A-73 states in part:

Federal agencies will rely on recipient audits, provided they are made in accordance with the audit standards issued by the Comptroller General and otherwise meet the requirements of the federal agencies. Federal agencies may perform additional audit work building on the audit work already performed.

2.55. The provisions of Circular A-73 do not limit the authority of a federal agency to conduct or contract for additional audits of recipient organizations. However, under Circulars A-73 and A-133, any additional audit work should not duplicate the work already performed. Further, Circular A-133 states that federal agencies contracting for additional audit work are responsible for the additional costs involved.

Contracting for Audits

2.56. Paragraph 10 of Circular A-133 refers to the procurement standards set forth in Circular A-110. These standards provide for cost or price analysis in connection with all of a recipient’s purchases, and require that this analysis be documented for procurement over a certain threshold. A responsible procurement is particularly important for audits. Among others, the Mid-America Intergovernmental Audit Forum (see appendix B) has produced sample procurement guidelines that may be useful to recipients and their auditors. Circular A-133 provides guidelines for recipients of federal awards to ensure that small audit firms and audit firms owned and controlled by socially and economically disadvantaged individuals will have the opportunity to participate in the performance of contracts awarded to fulfill the audit requirements of Circular A-133.

Working Papers

2.57. Circular A-133 requires auditors to retain working papers and audit reports for a minimum of three years from the date of the audit report, unless the auditor is notified in writing by the cognizant agency to extend the retention period. Working papers are required to be made available on request to the cognizant agency, its designee, or the GAO.

Other Literature on Organization-Wide Audits

2.58. Additional guidance on organization-wide audits has been provided by the Standards Subcommittee of the PCIE and by the AICPA. Appendix B of this SOP lists this guidance and explains how to obtain it. In the planning stage of the audit, auditors should become familiar with the applicable documents presented in appendix B, many of which are discussed in this SOP.

Chapter 3

PLANNING AND OTHER SPECIAL AUDIT CONSIDERATIONS OF OMB CIRCULAR A-133

Planning Considerations

3.1. In planning an audit in accordance with OMB Circular A-133, the auditor considers several matters in addition to those ordinarily connected with an audit of financial statements in accordance with generally accepted auditing standards and *Government Auditing Standards*. This chapter discusses overall planning considerations in an organization-wide audit in accordance with Circular A-133.

Overall Organization-Wide Audit—Planning Considerations

3.2. Matters that are relevant to planning both components of an organization-wide audit—the financial statement audit and the audit of federal financial assistance—include the following:

- Preliminary assessment of audit risk
- Materiality
- The cognizant agency
- *Government Auditing Standards*, including continuing education and quality-control requirements
- Foreign NPOs
- Subrecipients
- For-profit subrecipients
- Third-party contractors
- Additional responsibilities of the auditor
- Audit follow-up
- State award compliance
- Determination of the audit period
- Initial-year audit considerations
- Joint-audit considerations
- Quality-assessment programs
- The engagement letter
- Other audit services
- The exit conference

Preliminary Assessment of Audit Risk

3.3. SAS No. 68 requires that the auditor obtain an understanding of the possible effect of laws and regulations that are generally recognized by auditors to have a direct and material effect on the financial statements (under GAAS and GAS) and on federal financial assistance programs (under OMB Circular A-133). The auditor should consider risk factors related to these laws and regulations and to the related policies and procedures in the internal control structure.

Materiality

3.4. Materiality is a significant matter that should be considered in planning the organization-wide audit. SAS No. 47, *Audit Risk and Materiality*

in Conducting an Audit, provides guidance on the auditor's consideration of materiality when planning and performing an audit of financial statements in accordance with GAAS. (See paragraphs 6.30—6.35 of this SOP for a detailed discussion of materiality.)

3.5. *Compliance Requirements.* In planning the control structure and compliance aspects of the audit, the auditor should obtain from management the principal compliance requirements from the sponsor or the organization at the start of the audit. The entity and auditor may also ascertain the principal compliance requirements for the largest federal programs by referring to the OMB's *Compliance Supplement for Audits of Institutions of Higher Learning and Other Non-Profit Institutions*. For programs not listed, the auditor may refer to the OMB's *Compliance Supplement for Single Audits of State and Local Governments* or to the regulations and agreements governing individual programs.

3.6. Circular A-133 defines the cognizant agency as a federal agency assigned by the OMB to carry out the responsibilities with regard to an organization-wide audit as defined in paragraph 3 of the Attachment to the Circular. For some organizations subject to OMB Circular A-133, the OMB has assigned a cognizant agency. For other entities, there is an oversight agency with somewhat lesser responsibilities. Paragraph 4 of the Attachment to the Circular describes them.

Responsibilities of the Cognizant and Oversight Agencies

3.7. The OMB has designated cognizant agencies for larger not-for-profit organizations. Smaller NPOs not assigned a cognizant agency are under the general oversight of the federal agency that provides them with the most direct funding. (Where there is no direct funding, the prime recipient providing the most pass-through funding to the NPO will generally assume oversight responsibility.) For assistance in planning, conducting, and reporting on an audit conducted in accordance with Circular A-133, the recipient and auditor may wish to consider this oversight agency in the role played by the cognizant agency, described above.

3.8. Paragraph 3 of Circular A-133 states that a cognizant agency has the responsibility to—

- a. Ensure that audits are made and reports are received in a timely manner and in accordance with the requirements of Circular A-133.
- b. Provide technical advice and liaison to organizations and independent auditors.
- c. Obtain or make quality-control reviews of selected audits made by nonfederal audit organizations and provide the results, when appropriate, to other interested organizations.
- d. Promptly inform other affected federal agencies and appropriate federal, state, and local law enforcement officials of any reported illegal acts or irregularities.
- e. Advise the recipient of audits that have been found not to have met the requirements set forth in Circular A-133. In such instances, the recipients are expected to work with the auditor to take corrective action. If corrective action is not taken, the cognizant agency will notify the recipient and federal awarding agencies of the facts and make recommendations for follow-up action. Major inadequacies or repeated substandard performance of independent auditors will be referred to appropriate professional bodies for disciplinary action.

- f. Coordinate, to the extent practicable, audits made for federal agencies that are in addition to the audits made pursuant to Circular A-133, so that the additional audits build upon such audits.
- g. Oversee the resolution of audit findings that affect the programs of more than one agency.
- h. Coordinate audit work and reporting among all auditors in order to achieve the most cost-effective audit. Seek the views of other interested agencies before completing a coordinated audit.

3.9. Additional information on the responsibility of a cognizant agency is contained in the *Federal Cognizant Agency Audit Organization Guidelines*, issued by the PCIE. It provides guidance for promoting quality audits, processing audit reports, and providing notification of irregularities.

3.10. The OMB has stated that the responsibilities of an oversight agency are not as broad as those of a cognizant agency. An oversight agency's primary responsibility is to provide advice and counsel to recipients and their auditors when requested. An oversight agency may take on additional responsibilities if deemed necessary, such as ensuring that audits are conducted and transmitted to appropriate federal officials.

3.11. In addition, OMB has designated the Bureau of the Census to act as the overall clearinghouse for Circular A-133 reports.

3.12. *Communication With the Cognizant or Oversight Agency.* Although not required by Circular A-133, the auditor may, when professional judgment indicates it is appropriate, communicate with the cognizant agency. If a planning meeting is held with the cognizant agency and the recipient organization, matters such as the following may be discussed:

- The audit plan
- The scope of compliance testing of programs for specific requirements
- The intended use of the Circular A-133 Compliance Supplement
- The identification of federal awards, including those that are considered to be major programs
- The form and content of the supplemental schedule of federal awards
- Testing the monitoring of subrecipients
- The scope of consideration of internal control structure
- Testing of compliance requirements
- Status of prior-year findings and questioned costs

3.13. If the cognizant agency disagrees with significant elements of the audit plan, these matters should be resolved among the recipient, the cognizant or oversight agency (or major funder), and the auditor before fieldwork commences. Communication with and decisions rendered by the cognizant agency should be documented.

Government Auditing Standards

3.14. OMB Circular A-133 requires that the audit be performed by an independent auditor in accordance with *Government Auditing Standards*. The auditor should be aware of AICPA Ethics Interpretation 501-3, *Failure to Follow Standards and/or Procedures or Other Requirements in Governmental Audits*. Two of the general standards included in *Government Auditing Standards* relate to continuing professional education and quality control.

3.15. *Continuing Professional Education Requirements.* *Government Auditing Standards* requires auditors to participate in a program of continuing professional education (CPE) and training. Every two years, certain auditors performing audits in accordance with GAS should complete at least eighty credit hours of training that contribute directly to their professional proficiency. At least twenty of these hours should be completed in each year of the two-year period and at least twenty-four hours should be in topics directly related to the specific or unique environment in which the entity operates. For example, if the auditor performs audits of an entity that is a not-for-profit organization, the twenty-four hours should be in topics related to the not-for-profit accounting and auditing environment. These could include compliance and government-related courses or those broadly related to the sort of not-for-profit organization being audited.

3.16. This requirement applies to auditors responsible for planning, directing, and reporting on audits conducted in accordance with GAS and to those “conducting substantial portions¹⁷ of field work.” A detailed interpretation of the CPE standards, *Interpretation of Continuing Education and Training Requirements*, is available from the Government Printing Office (stock number 020-000-00250-6). During engagement planning, auditors and audit organizations should ensure that members of the audit team have met or will meet the appropriate CPE requirement.

3.17. *Quality Control.* *Government Auditing Standards* also states that the audit organization should have in place an internal quality-control system and participate in an external quality-review program (for example, peer review). An external quality review should be conducted at least once every three years.

Foreign NPOs

3.18. Auditors performing Circular A-133 audits of U.S. grantees and their subrecipients (U.S. and/or foreign based) are required to meet *Government Auditing Standards*. No specific exception is provided for foreign auditors. When a subrecipient is a foreign NPO, it may be necessary to use independent auditors who may not fully meet *Government Auditing Standards* such as the continuing education or quality control standards. In these cases, the auditor should disclose the applicable audit standards that were not met. PCIE Statement No. 6, Question 89, states that the Inspectors General, or recipients in the case of a subrecipient, are expected to use their judgment on whether to accept the reports.

3.19. A foreign NPO that is a sub-office of or otherwise included in the financial statements of a U.S.-based NPO, is generally included as part of the audit of the U.S.-based operation and not considered a subrecipient. A foreign NPO that is a subrecipient of a U.S.-based NPO would be subject to Circular A-133.¹⁸ A foreign not-for-profit organization receiving a federal award directly from the U.S. government would be subject to the audit requirements of the terms and conditions of the award. The auditor should be aware that certain federal agencies have issued guidelines for these types of audits. For example, the AID has issued *Guidelines for Audits of AID Assistance Contracted by Foreign Recipients*.

¹⁷ Per the GAO *Interpretation of Continuing Education and Training Requirements*, individuals are considered responsible for “conducting substantial portions of the field work” when, in a given CPE year, their time chargeable to audits conducted under GAS amounts to 20 percent or more of their total chargeable time.

¹⁸ General requirements may not apply to a foreign NPO. The auditor should refer to the terms of the award or discuss the matter with the granting agency.

Subrecipient Versus Vendor Responsibilities

3.20. Many NPOs and governmental units make subcontract or subaward awards and disburse their own funds as well as federal funds to subrecipients. In many instances, the amount of these payments or provisions of goods to subrecipients or vendors is material to the primary recipient's financial statements.

3.21. The difference between vendors and subrecipients is significant for purposes of the Circular A-133 audit. If an entity that receives pass-through federal funds is classified as a vendor, that vendor's responsibility is to meet the requirements of the procurement contract. If, however, the entity is classified as a subrecipient, then the primary recipient NPO must make certain that the pass-through funds are utilized in accordance with applicable laws and regulations. Examples of a typical recipient-subrecipient relationship include the following:

- A state university receives federal assistance that it disburses to other organizations throughout the state according to a formula or some other basis.
- A regional commission receives federal funds for the feeding of elderly and low-income individuals that are disbursed to not-for-profit organizations to support their feeding programs.
- A state department of social services receives federal funds that are disbursed to NPOs within the state.

3.22. The type of entity the subrecipient is determines which circular is applicable. Circular A-128 applies to state or local government subrecipients. Circular A-133 applies to institutions of higher education or other not-for-profit subrecipients.

3.23. *Subrecipient.* A subrecipient is defined in OMB Circular A-133 as "any person or government department, agency, establishment, or nonprofit organization that receives financial assistance to carry out a program through a primary recipient or other subrecipient but does not include an individual that is a beneficiary of such a program. A subrecipient may also be a direct recipient of Federal awards under other agreements." According to PCIE Position Statement No. 6, Question 46, "a subrecipient may have some or all of the following characteristics: responsibility for applicable program compliance requirements, performance measured against meeting the objectives of the program, responsibility for program decisions, and determining eligibility for assistance."

3.24. *Vendor.* A vendor is an entity generally responsible for providing required goods or services related to the administrative support of the federal award. These goods or services may be for the recipient or subrecipient's own use or for the use of beneficiaries of the program. The vendor's only responsibility is to satisfy the terms of this contract.

3.25. Per PCIE Position Statement No. 6, Question 57, "Compliance requirements normally do not pass through to vendors. However, some transactions may be structured such that the vendor should also be responsible for compliance or the vendor's records must be reviewed to determine compliance. In these cases, the NPO is responsible to ensure compliance for applicable transactions by vendors. Methods to ensure this compliance are pre-award audits, monitoring during the contract, and post-award audits. Audits may be done or procured by the NPO or the terms and conditions of the contract may require the vendor to procure the audit."

3.26. PCIE Position Statement No. 6, Question 58, states that “when the auditor cannot obtain compliance assurances from reviewing the not-for-profit’s records and monitoring procedures, the auditor will need to perform additional procedures to determine compliance. These procedures may include testing the vendor’s records or relying on work performed by the vendor’s independent auditor.” PCIE Position Statement No. 6, Question 46, notes that the distinguishing characteristics of a vendor include:

- Providing the goods or services within normal business operations
- Providing similar goods or services to many different purchasers
- Operating in a competitive environment
- Program compliance requirements that do not pertain to the goods or services provided

3.27. The following considerations may help the organization and its auditor decide whether the entity is a subrecipient or a vendor. In some cases, it may be difficult to determine whether the relationship with the NPO is that of a subrecipient or of a vendor. In those cases, the organization and the auditor should make a decision based on the preponderance of answers.

	<i>Yes</i>	<i>No</i>
1. Are the funds being disbursed directly or indirectly from a federal source?	Indicative of subrecipient	Cannot be subrecipient
2. Is the receiving entity a not-for-profit or a governmental entity?	No distinction made	Indicative of vendor
3. Does the entity that receives the funds have the authority for administrative and programmatic decision-making responsibility and/or eligibility determination?	Indicative of subrecipient	Indicative of vendor
4. Are the services provided by the entity ongoing as opposed to occasional?	Indicative of subrecipient	Indicative of vendor
5. Do contracts with the entity state that they are to comply with all applicable laws and regulations? Are there performance requirements that must be met and reported?	Indicative of subrecipient	Indicative of vendor

3.28. In making the determination of whether a subrecipient or vendor relationship exists, the substance of the relationship is more important than the form of the agreement. The federal cognizant, oversight, or sponsoring agency may be of help in making these determinations.

3.29. Federal awards normally are redistributed to subrecipients only on the basis of properly completed and approved awards. These written agreements require subrecipients to comply with the requirements of the federal agency and additional requirements established by the pass-through organization. Hence, the auditor may be required to test compliance, for example, with state as well as federal reporting requirements.

Subrecipient Audits

3.30. Under the requirements of Circular A-133, if in a single fiscal year a recipient of a federal award passes through \$25,000 or more of that federal award to a subrecipient, the primary recipient is responsible for determining

that the subrecipient expends that award in accordance with applicable laws and regulations.¹⁹ Further, Circular A-133 provides that in such instances, the primary recipient should—

- Determine whether not-for-profit subrecipients and, if applicable, governmental subrecipients covered by Circular A-128, have met the audit requirements of Circulars A-133 and A-128, respectively.²⁰
- Determine whether the subrecipient spent federal funds provided in accordance with applicable laws and regulations.
- Ensure that appropriate corrective action on reported instances of noncompliance with federal laws and regulations is taken within six months after receipt of the subrecipient audit report.
- Consider whether subrecipient audits necessitate adjustment of the recipient's own records.
- Require each subrecipient to permit independent auditors to have access to their records and financial statements as necessary to comply with Circular A-133.

3.31. Prime recipients are responsible for identifying federal awards to subrecipients. However, when the not-for-profit subrecipient is unable to identify the amount of the award which is federal, the full amount should be considered a federal award of the NPO. The full amount should also be reported on the schedule of federal awards with a footnote that the federal amount cannot be determined.

3.32. Although the threshold per Circular A-133 for monitoring subrecipients is \$25,000 provided to a subrecipient, Circular A-110 includes certain responsibilities for recipients to monitor subrecipients, regardless of the amount of the subaward.

3.33. Those responsibilities may be discharged by relying on the subrecipients' Circular A-133 audits, relying on appropriate procedures performed by the primary recipient's internal audit or program management personnel, expanding the scope of the independent financial and compliance audit of the primary recipient to encompass testing of subrecipients' charges, or a combination of these procedures.

3.34. The primary recipient is also responsible for reviewing audit and other reports submitted by subrecipients, identifying questioned costs and other findings pertaining to the federal awards passed through to the subrecipients, properly accounting for and pursuing resolution of questioned costs,

¹⁹ Per PCIE Position Statement No. 6, Question 54:

If the prime recipient does not inform the subrecipient that a Federal award is being passed through, and the subrecipient otherwise is not aware that the award is Federal or that an audit is required, then the prime recipient is responsible to make arrangements with the subrecipient for the proper audit. The prime recipient is ultimately responsible for Federal awards passed through to a subrecipient.

The determining factor for A-133 audit requirements is the dollar amount of Federal awards received, not whether the audit is requested. All not-for-profit subrecipients whose total Federal awards received meet the dollar thresholds are required to have an A-133 audit. However it is essential that the prime recipient identify Federal awards to the subrecipient.

If the prime recipient fails to advise the subrecipient that the award is Federal, this should be considered a weakness in the prime recipient's internal control system for monitoring subrecipients.

²⁰ In some cases, the award passing through the prime recipient to the subgrantee is the only such award the subrecipient receives. If the subrecipient qualifies for a program-specific audit under such circumstances (see paragraph 2.28), then it would be appropriate for either the prime recipient or the subrecipient to engage an auditor to perform the program-specific audit. When an organization-wide audit is required under Circular A-133, separate program-specific audits of this type will not meet the requirements of the Circular.

and ensuring that prompt and appropriate corrective action is taken in instances of material noncompliance with laws and regulations.

3.35. In establishing its control policies and procedures to monitor subrecipients, the primary recipient should design procedures sufficient to determine a subrecipient's noncompliance with applicable federal rules and regulations that could be material to the subaward. Financial operations of subrecipients related to the federal awards may be subjected to timely and periodic audits. If not, the primary recipient should develop alternative procedures for monitoring their subrecipients. The primary recipient may perform monitoring procedures such as the following:

- Review grant applications submitted by subrecipients to determine that—
 - Applications are approved by subgrantor management before any funds are awarded.
 - Applications are filed in a timely manner.
 - Each application contains the condition that the subrecipient comply with the federal requirements set by the initial federal grantor agency.
- Establish control policies and procedures to provide reasonable assurance that funds are disbursed to subrecipients only on an as-needed basis.
- Disburse funds to subrecipients only on the basis of approved, properly completed reports submitted on a timely basis.
- Bill and collect refunds due from subrecipients in a timely manner.
- Establish control policies and procedures to provide reasonable assurance that subrecipients and those using the funds meet eligibility requirements.
- Review financial and technical reports received from subrecipients on a timely basis and investigate all unusual items.
- Review submitted audit reports to evaluate for completeness and for compliance with applicable laws and regulations to determine whether the appropriate reporting standards were followed.
- Evaluate audit findings, issue appropriate management decisions, if necessary, and determine if an acceptable plan for corrective action has been prepared and implemented. If considered necessary, review the working papers of the auditors.
- Review evidence of previously detected deficiencies and determine that corrective action was taken.

3.36. The auditor of the primary recipient should develop an understanding of the design of the recipient's policies and procedures used to monitor subrecipients and determine whether they have been placed in operation. The auditor should also assess the level of control risk by evaluating the effectiveness of the primary recipient's control policies and procedures in preventing or detecting subrecipients' noncompliance with the applicable laws and regulations.

3.37. When awards to subrecipients are part of a major program (or a nonmajor program used to meet the 50-percent rule described in paragraph 1.32 of this SOP), the auditor should test the NPO's control policies and procedures used to monitor subrecipients. The tests of controls may include inquiry, observation and inspection of documentation, or a reperformance by

the auditor of some or all of the monitoring procedures identified above as the primary recipient's responsibilities. The nature and extent of the tests performed will vary depending on the auditor's assessment of inherent risk, understanding of the control structure policies and procedures, and professional judgment.

3.38. The instances of noncompliance reported in a subrecipient's audit report are not required to be included in the primary recipient's audit report. However, as noted above, the recipient has a responsibility to resolve subrecipients' audit findings directly related to the primary recipient's programs. Thus, the auditor should consider the effects on a major program (or a nonmajor program used to meet the 50-percent rule described in paragraph 1.32 of this SOP) of instances of noncompliance reported in subrecipient audit reports, or reportable conditions, including material weaknesses, in the primary recipient's control policies and procedures used for monitoring the subrecipient.

3.39. In many cases, the primary recipient will not have received all subrecipient audit reports in time to incorporate the results into its own audit. Circular A-133 does not require that the reports for prime and subrecipient be issued simultaneously, but that the primary recipient have control policies and procedures to determine that subrecipient audit reports have been received and that corrective action is taken within six months after receipt of the subrecipient's audit report. A subrecipient's audit report may cover a previous period; in choosing whether to use such a report to meet the requirements described previously, the auditor should consider the period covered by the report and its date of issuance. As long as the audit report of the subrecipient is current, it need not cover the same period as the prime recipient's audit. If the subawards are not material to the financial statements and the major programs of the primary recipient, the primary recipient and its auditor should be able to rely on the grantee's subrecipient audit cycle, even if it is not coterminous with the primary recipient's fiscal year.

3.40. If subrecipient audits have not been made and the grant awards are material to the financial statements or programs administered by the primary recipient, the scope of the primary recipient's audit can be expanded by management to include testing of the subrecipient records for compliance with the applicable provisions of the general and specific requirements. If the scope of the audit is not expanded, the auditor should consider disclosing the amount of the subaward as a questioned cost and modifying the auditor's report on compliance with laws and regulations. Additionally, the auditor should consider whether deficiencies in the primary recipient's control policies and procedures used to monitor subrecipients may exist.

3.41. Per PCIE Position Statement No. 6, Question 53, a prime recipient government's internal auditor who is independent and otherwise meets the qualifications and standards prescribed by Circular A-133 and *Government Auditing Standards* may perform the audit required by Circular A-133 for a subrecipient. However, nongovernmental internal auditors could not perform and report upon subrecipients' audits under Circular A-133 because they are not included in the Circular A-133 definition of independent auditor. A prime recipient's internal auditor, either governmental or nongovernmental, may be used, however, to monitor the subrecipient or assist the independent auditor.

For-Profit Subrecipients

3.42. Circular A-133 does not require audits of for-profit entities. However, an NPO is responsible for ensuring that expenditures from all federal awards are made in accordance with applicable laws and regulations. Methods

to ensure compliance for funds passed through to for-profit subrecipients are pre-award audits, monitoring during the contract, and post-award audits.

3.43. A prime recipient has the same responsibilities for funds passed through to for-profit subrecipients as it has for not-for-profit subrecipients *except* that Circular A-133 does not establish for-profit subrecipient audit requirements. Since audit requirements are not specified, the contract with the for-profit subrecipient should include applicable administrative, general, and specific compliance requirements.

3.44. PCIE Position Statement No. 6, Question 49, states that NPOs should consider establishing appropriate audit requirements and including them in contracts with for-profit subrecipients. Audit requirements a prime recipient may consider including in contracts with a for-profit subrecipient are—

- An audit in accordance with the requirements of Circular A-128 or Circular A-133.
- A program-specific audit.
- Audits and monitoring similar to circumstances involving vendors, as described in paragraphs 3.25 and 3.26 of this SOP.

3.45. When a for-profit subrecipient has not had an audit, the prime recipient's auditor is responsible for determining compliance with applicable program requirements. The auditor may meet this responsibility either by reviewing relevant records at the NPO and considering the NPO's control policies and procedures used to monitor the subrecipients, or by performing tests of compliance of the for-profit's records.

Additional Responsibilities of the Auditor

3.46. The auditor may also be engaged to test and report on compliance with state and local laws and regulations in addition to those set forth in *Government Auditing Standards* and OMB Circular A-133.

Audit Follow-Up

3.47. The section entitled "Audit Follow-Up" in chapter 3 of *Government Auditing Standards* states:

Due professional care also includes follow-up on known findings and recommendations from previous audits that could have an effect on the current audit objectives to determine whether prompt and appropriate corrective actions have been taken by entity officials or other appropriate organizations. . . . The auditor's report should disclose the status of known but uncorrected significant or material findings and recommendations. . . .

3.48. The auditor should review the status of action taken on findings reported in prior audits or program reviews, whether they were conducted by independent auditors or by the grantor agency's personnel. When corrective action has not been taken, the deficiency remains unresolved and could be significant or material in the current audit period, the auditor should briefly describe the prior finding and refer to the page on which it appears in the current report. If there were no prior findings and recommendations, a note stating that may be included in the audit report.

State and Local Award Requirements

3.49. In addition to the requirements imposed on recipients by OMB Circular A-133, there may be state award requirements imposed by states that make grants to their political subdivisions and NPOs. In connection with the financial statement audit, the auditor should obtain an understanding of

applicable state reporting and compliance requirements that have a direct and material effect on the financial statements being audited. If engaged to audit state grant activity, the auditor should consider performing the following procedures:

- Inquire of management about additional compliance auditing requirements applicable to the entity.
- Inquire of the office of the state or local auditor or other appropriate audit oversight organizations about audit requirements applicable to the entity.
- Review information about governmental audit requirements available from state societies of CPAs or associations of governments.

3.50. When the engagement includes auditing compliance with a state or local award, the auditor should consider performing the following steps:

- Read the grant agreements and any amendments.
- Obtain any applicable audit guidance from the state grantor agency (including any audit guides, amendments, administrative rulings, and the like) pertaining to the grant.
- When appropriate, discuss the scope of testing that is expected to be performed with the state grantor agency.

3.51. Nonfederal awards received by an NPO from a state or other organization should be distinguished from the federal pass-through funds received. These nonfederal pass-through funds are not considered part of the total federal awards received by an NPO and are not subject to audit in accordance with OMB Circular A-133. The recipient of federal awards that provides pass-through funds to a subrecipient has the responsibility of notifying the subrecipient of (a) the amount of federal awards included in the pass-through and (b) the federal program name and CFDA number from which such awards were derived.

3.52. To become familiar with any additional requirements of state and local grantors, the auditor of a not-for-profit organization should consider performing planning procedures such as the following:

- Inquire about sources of revenue received by the organization and about restrictions, limitations, terms, and conditions under which such revenue is received. Review any agreements directly related to revenue (for example, loans and grants) and inquire about the applicability of any overall regulations of governmental sponsors that apply to the revenue or accounting for the revenue.
- Inquire about compliance and reporting requirements. The audit divisions of sponsoring agencies usually can be helpful in identifying these requirements, which may be identified separately for each recipient or published in an audit guide.

Determination of the Audit Period

3.53. An audit performed in accordance with OMB Circular A-133 should cover the reporting entity's financial transactions for its fiscal year (or a two-year period, if there is no annual audit of the financial statements), which is not necessarily the same as the period of the program being funded. Thus, the audit might include only a part of the transactions of a federal award program because some transactions may not occur within the period covered by the audit.

Initial-Year Audit Considerations

3.54. An auditor accepting, or contemplating accepting, an engagement in which the federal awards of the preceding period were audited by another auditor is guided by SAS No. 7, *Communications Between Predecessor and Successor Auditors*. If the awards have not been previously audited, the auditor should discuss with the recipient and the cognizant agency the need to perform any additional audit work for the prior unaudited periods. If additional work is not required, testing for the prior unaudited period would be limited to balances as of the end of that unaudited period.

Joint Audits and Reliance on Other Auditors

3.55. In order to comply with Circular A-133's provisions with regard to small and minority firms, certain NPOs may engage small, minority, or socially or economically disadvantaged independent accounting firms on a joint-venture or subcontract basis. In these instances it will be necessary to refer to the work of other auditors.

3.56. Prior to entering into an agreement to perform an audit or to subcontract with another firm, the auditor should consider SAS No. 1, section 543, and, for audits of applicable foreign subrecipients, the AID audit guidelines.

3.57. At a minimum, the auditor should—

- Ensure his or her own independence of the oversight entity and of each component unit in reporting entity.
- Confirm the other auditor's independence under Ethics Interpretation 101-10.
- Obtain separate audited financial statements and schedule of federal awards of each component unit.
- Ascertain that an appropriate subsequent-event review was performed for the reporting entity, including all component units and federal programs. This review should include a review of correspondence the entity received after the audit date.
- Obtain representation that the other audit organization and its personnel have met the requirements of *Government Auditing Standards*, including CPE, internal quality control, and external triennial quality control review.

3.58. In some circumstances, each of the auditors participating in the organization-wide audit will have jointly signed an audit report. Signing a report is appropriate only if the auditor is in a position that would justify his or her being the only signatory of the report.

3.59. If part of the organization-wide audit is performed by governmental auditors,²¹ the auditors should be satisfied that the government auditors meet the independence standards in chapter 3 of *Government Auditing Standards* as well as the CPE and quality control. These standards require that government auditors be free from organizational, personal, and external impairments to independence and that they maintain an independent attitude and appearance.

²¹ See paragraphs 2.49 through 2.53 of this SOP, which describe the coordinated audit.

Quality Control Reviews

3.60. In addition to the quality control requirements set forth in *Government Auditing Standards*, cognizant agencies have implemented procedures for evaluating the quality of audits. These procedures include both desk reviews and on-site reviews. As a part of the cognizant agencies' evaluation of completed reports of such engagements and, as required by Circular A-133, the supporting audit working papers must be made available upon request of the representative of the inspector general. Audit working papers are typically reviewed at a location agreed upon by the cognizant agency and the independent auditor. SAS No. 41, *Working Papers*, discusses certain matters related to the ownership and custody of working papers. SAS No. 41 states that "[working papers are the property of the auditor, and some states have statutes that designate the auditor as the owner of the working papers.]" Circular A-133 states that workpapers and reports shall be retained for a minimum of three years from the date of the audit report, unless the auditor is notified in writing by the cognizant agency to extend the retention period. Audit workpapers shall be made available upon request to the cognizant agency, its designee, or the General Accounting Office at the completion of the audit.

3.61. Whenever a review of the audit report or the working papers discloses an inadequacy, the audit firm is contacted for corrective action. Where major inadequacies are identified and the representative of the local cognizant agency determines that the audit report and the working papers are substandard, cognizant agencies may take further steps. In those instances where the audit was performed by a certified public accountant and the work was determined to be substandard by the Office of Inspectors General, the matter may be submitted to state boards of public accountancy.

Engagement Letters

3.62. It is in the best interest of both the auditor and the organization to document the planning and scope of the audit in an engagement letter. This may minimize confusion and help ensure a proper understanding of the responsibilities of each party. Although not required, the auditor may wish to discuss the engagement letter with the cognizant agency. Appendix G of this SOP presents an example engagement letter. Auditors should consider describing items such as the following:

- The requirements of *Government Auditing Standards*
- The additional reports required by OMB Circular A-133
- The auditor's and organization's responsibility with respect to reporting illegal acts noted during the audit (see pages 5-4 to 5-6 of *Government Auditing Standards*)
- The period covered
- The financial statements and/or programs to be audited
- The reports to be prepared

Auditors should also consider ensuring—

- That representatives of the cognizant agency will have access to the workpapers.
- That these workpapers will be retained for at least three years after the date of the report, or longer if so requested by the cognizant agency.

Other Audit Services

3.63. Footnote 6 of this SOP notes that if auditors are engaged to perform an audit in accordance with GAAS and discover during the course of the audit that the entity should be obtaining an audit in accordance with *Government Auditing Standards* or Circular A-133, the auditor has an obligation to notify the entity of the requirement for a higher-level engagement (see paragraphs 4 and 5 of SAS No. 68). Circumstances that may indicate higher-level audit requirements include—

- A review of laws, contracts, policies, or grant agreements that contain audit requirements.
- The discovery that the NPO received over \$25,000 in federal awards in the year under audit.

Exit Conference

3.64. Upon completion of the fieldwork, the auditor may hold a closing or exit conference with senior officials of the organization. In the case of decentralized operations, as at a university, the federal government encourages preliminary meetings with deans, department heads, and other operating personnel who have direct responsibility for financial management systems and administration of sponsored projects.

3.65. The exit conference gives the auditor an opportunity to obtain management's comments on the accuracy and completeness of his or her facts and conclusions. This conference also serves to provide the organization with advance information so that it may initiate corrective action without waiting for a final audit report. Whenever possible, the concurrence or the reasons for nonconcurrence by the organization should be obtained and incorporated in the auditor's report. Information on any corrective measures taken or promised to be taken by the organization should also be included in appropriate sections of the report under a caption such as "Organization's Comments."

3.66. The auditor may consider documenting the auditors who conducted the exit conference, the names and positions of the organizational representatives with whom exit conferences were held, details of the discussions, and the comments of the organizational officials.

Chapter 4

SCHEDULE OF FEDERAL AWARDS

Types of Awards and Payment Methods

4.1. There are over 1,000 individual grant programs and several distinct types of federal awards payment methods. Many of these programs are described in the CFDA.

4.2. Programs in the CFDA are classified into fifteen types of assistance. Benefits and services are provided through seven financial and eight nonfinancial types of assistance. The following list describes the eight principal types of assistance that are available.

- *Formula grants.* Allocations of money to NPOs in accordance with a distribution formula prescribed by law or administrative regulation, for activities of a continuing nature not confined to a specific project. One example is the Department of Agriculture's award to land-grant universities for cooperative extension services.
- *Project grants.* The funding, for fixed or known periods, of specific projects, or the delivery of specific services or products without liability for damages resulting from a failure to perform. Project grants include fellowships, scholarships, research grants, training grants, traineeships, experimental and demonstration grants, evaluation grants, construction grants, and unsolicited contractual agreements.
- *Direct payments for specific use.* Financial assistance provided by the federal government directly to individuals, private firms, and other private institutions to encourage or subsidize a particular activity by conditioning the receipt of the assistance upon the recipient's performance. These do not include solicited contracts for the procurement of goods and services for the federal government.
- *Direct payments with unrestricted use.* Financial assistance provided by the federal government directly to beneficiaries who satisfy federal eligibility requirements with no restrictions imposed on how the money is spent. Included are payments under retirement, pension, and compensation programs.
- *Direct loans.* Financial assistance provided through the lending of federal monies for a specific period of time, with a reasonable expectation of repayment. Such loans may or may not require the payment of interest.
- *Guaranteed insured loans.* Programs in which the federal government makes an arrangement to indemnify a lender against part of any defaults by those responsible for repayment of loans.
- *Insurance.* Financial assistance provided to assure reimbursement for losses sustained under specified conditions. Coverage may be provided directly by the federal government or through a private carrier, and may or may not involve the payment of premiums.
- *Sale, exchange, or donation of property and goods.* Programs that provide for the sale, exchange, or donation of federal real property, personal property, commodities, and other goods including land,

buildings, equipment, food, and drugs. This does not include the loan of, use of, or access to federal facilities or property.

Payment Methods

4.3. Awards may be paid to NPOs directly or indirectly through reimbursement arrangements in which recipient organizations bill grantors for costs as incurred. Some programs provide for advance payments. Other programs permit organizations to draw against letters of credit as grant expenditures are incurred. Certain grants have matching requirements in which participating NPOs must contribute a proportionate share of the total program costs.

Noncash Awards

4.4. Most federal awards are in the form of cash awards. However, some federal programs do not involve cash transactions with NPOs. These programs usually involve commodities received, loan guarantees, loans, or insurance. The value of both cash and noncash awards should be reported as part of the schedule of federal awards or included in a footnote to the schedule. For example, the value of commodities distributed is generally included on the schedule of federal awards either as an expenditure or in a note. The existence and value of federal guarantee, loan, or insurance programs at the end of the fiscal year should be disclosed in a footnote to the schedule. Also, the value of commodities in inventory should be shown in the organization's financial statement or in a footnote to the financial statements. Any interest, subsidy, or administrative cost allowance received during the fiscal year under a loan or loan guarantee program should be included on the schedule.

4.5. The individual sources of financial assistance may not be separately identifiable, because of commingled assistance from different levels of government. If commingled assistance is identified, auditors should consider the requirements prescribed by each individual source. For example, a department of state government may receive financial assistance from the federal government and then pass the federal funding through to an NPO, supplemented with its own funds. If this occurs, the subrecipient NPO may be responsible for complying with both federal and state requirements governing that assistance. (See paragraphs 3.30 through 3.41 of this SOP for discussion of subrecipient considerations.) If management or the auditor believes that federal awards may represent combined assistance from various levels of government, management should review contracts or other documents to determine the source of the assistance. If the documentation indicates that awards received from various sources may have been commingled, the subrecipient should make inquiries of the granting agency to determine (a) whether the assistance provided includes assistance from other sources, (b) the sources and amounts of that additional assistance, if any, and (c) the program through which that assistance was provided. PCIE Position Statement No. 6, Question 55, states that, if the commingled portion cannot be separated to specifically identify the individual funding sources, the total amount should be included in the schedule with a footnote describing the commingled nature of the funds. The PCIE suggests that the auditor consider the total amount as federal funds in order to determine the nature and extent of tests.

Identification of Major Programs

4.6. Once all sources of federal awards have been identified, federally sponsored programs should be ranked as major and nonmajor according to the amount of expenditures. Noncash assistance should be valued to complete the

ranking process, which is described further in paragraphs 2.12 through 2.15 of this SOP.

General Presentation Guidance

4.7. Paragraph 15(c)(1) of the Attachment to Circular A-133 requires that the auditor report on a schedule of federal awards.

4.8. The information that should be presented on the schedule includes—

- An identification of each major program (except student financial-aid and research-and-development programs) as it is identified in the CFDA (normally by program or grant title, and by federal agency and CFDA number).
- An identification of totals for student financial aid and research and development.
- Other federal awards (those federal programs that have not been assigned a catalog number).
- Total expenditures for each federal award program by grantor, department, or agency.
- Total federal awards.

4.9. PCIE Position Statement No. 6, Question 29, discusses schedule presentation and includes the following guidance:

- The entity and period covered by the Schedule should be the same as those covered by the financial statements.
- The same program (i.e., same CFDA number) from different program years may be combined on one line, though where feasible, presenting program years separately may make the schedule more useful to federal sponsors.
- Major programs should be specifically identified as such.
- Funds passed through from other recipients should be identified as pass-through funds and include the name of the awarding organization, the program identifying number, and the CFDA number.
- The existence and value of federal loans, loan guarantees, or insurance programs at the end of the fiscal year should be disclosed in a note to the schedule.
- Noncash assistance should be shown either in the schedule or in footnotes and valued at fair market value at the time of receipt. Women/Infants/Children program vouchers may be valued either at maximum allowed redemption value or average redeemed value.
- Interest subsidies or administrative cost allowances received under a loan or loan guarantee program should be included in the schedule.
- While not required, it is recommended that where feasible, the NPO provide additional requested information that will make the schedule easier for federal agencies to use. Examples are identification of matching funds, funds passed through to a subrecipient, individual grant numbers or amounts, and grant revenue.

4.10. Circular A-133 describes three categories of awards: (a) research and development (R&D), (b) student financial aid (SFA), and (c) individual awards not in an R&D or SFA category (Individual Awards—Other). Paragraphs 4.12 through 4.15 of this SOP summarize guidance provided by Question 29 of PCIE Position Statement No. 6.

4.11. Although Circular A-133 permits the total of R&D or SFA categories to be listed as one line item on the schedule, more specific identification, such as the following, is generally expected by federal agencies.

R&D

4.12. Where practicable, each individual R&D award should be listed as a separate line in the schedule. However, in some cases, such as a large NPO with many R&D awards, it may not be practical to list each award. In this case, total expenditures may be listed by each federal agency and major subdivision within each federal agency. For example, in the Department of Health and Human Services, a major subdivision would be the National Institutes of Health.

SFA

4.13. Where practicable, each individual SFA program should be listed as a separate line in the schedule by CFDA number. In any case, programs supported by different federal agencies should be listed separately. The existence and value of SFA loans made during the audit period should be shown as a footnote. For institutions of higher education that are not lenders, the footnote amount would be new loans made during the fiscal year. For other not-for-profit organizations, the footnote amount would be the total of new loans made during the fiscal year plus the balance of loans for previous years for which the government is still at risk.

Individual Award—Other (Major)

4.14. Each Individual Award—Other, that is a major program should be listed as a separate line in the schedule by CFDA number.

Individual Awards—Other (Nonmajor)

4.15. Each individual nonmajor award should be listed as a separate line in the schedule by CFDA number under the caption "Other Federal Assistance." Where individual listing is not practicable, the awards should be grouped by awarding agency.

4.16. PCIE Position Statement No. 6, Question 36, notes that expenditures may exceed the amount of the award when additional nonfederal sources provide support for a program. The Schedule may present nonfederal expenditures but should separately identify federally funded expenditures.

4.17. Paragraph 13(c)(2) of Circular A-133 requires NPOs to "identify, in their accounts, all federal funds received and expended and the programs under which they were received." Therefore, when federally funded expenditures cannot be separately identified, the auditor should include a finding in the report on compliance recommending that the NPO separately identify federal funds in subsequent periods.

4.18. PCIE Position Statement No. 6, Question 36, states that, "when expenditures in excess of current awards represent additional amounts the NPO intends to bill a Federal program, the amount and circumstances concerning the excess should be disclosed in a footnote."

4.19. Depending on the circumstances of the engagement and the requirements of federal program managers, the schedule may also include other information for each program, such as the following:

- Matching contributions
- Amount of the program award
- Receipts or revenue recognized

- Beginning and ending balances, such as unexpended amounts or accrued (deferred) amounts

4.20. The financial information included in the schedule should be derived from the organization's books and records from which the basic financial statements were prepared. It should be prepared to the greatest extent practical on a basis consistent with other federal grant reports. However, the information included in the schedule may not fully agree with the grant reports because, among other reasons, the grant reports—

- May be prepared on a different fiscal period.
- May include cumulative (from prior years) rather than only current-year data.

4.21. Because the information should be presented in the schedule on a basis consistent with other federal grant reports, it may not agree with the basis of accounting used to prepare the NPO's financial statements. Although a reconciliation should be possible, it is not expected that the schedule's data will be directly traceable to the NPO's financial statements, because grant activity is usually not separately identifiable in the fund presentation used in the basic financial statements. The basis of accounting should be discussed in a footnote.

4.22. Subrecipients of federal awards should identify program funds that are received directly from the federal government and those that are received as pass-throughs from another NPO or governmental unit. For those funds received from another NPO, the program's identifying number(s) from the CFDA should be included.

4.23. PCIE Position Statement No. 6, Question 40, states that "the CFDA number should be available for most domestic Federal financial assistance. Federal agencies and prime recipients are required to provide the CFDA number to recipients and subrecipients when awarding assistance. Not-for-profit organizations are required to identify in their accounts the programs under which funds are received."

4.24. International programs and cost-type contracts will normally not have a CFDA number. When the CFDA number is not available, the not-for-profit organization should include in the schedule the program name or other identifier obtained from the award documents.

4.25. Because federal agencies are the primary users of the supplementary schedule, financial data for state and other nonfederal assistance are not usually presented in it. If such nonfederal data is presented, it should be segregated and clearly designated as nonfederal.

4.26. In assessing the completeness of the schedule of federal awards programs, the auditor should consider, among other things, evidence obtained from procedures performed in the audit of financial statements, such as evaluating the completeness and classification of recorded revenues and expenditures. This may include sending confirmations to granting federal agencies or prime recipients when conducting an audit of a subrecipient.

4.27. Appendix E of this SOP provides an illustration of a schedule of federal awards that incorporates the described levels of disclosures.

4.28. Other supplemental information may be provided by the NPO if it is considered necessary to meet requirements for full disclosure of grants or other agreements from federal funding sources. The supplemental information may consist of the reconciliation of financial status reports (FSRs) with the

schedule of federal award, or other information that the auditor believes is necessary for full disclosure of federal programs.

Chapter 5

CONSIDERATION OF THE INTERNAL CONTROL STRUCTURE

5.1. As noted in chapter 1, in an organization-wide audit, the auditor must consider the requirements of generally accepted auditing standards and *Government Auditing Standards*, as well as those of OMB Circular A-133. In most cases, these will be met as part of the single organization-wide effort.

Consideration of the Internal Control Structure in an Audit Conducted in Accordance With GAAS

5.2. SAS No. 55, *Consideration of the Internal Control Structure in a Financial Statement Audit*, requires the auditor to obtain an understanding of the internal control structure that is sufficient to plan the audit and to assess control risk for the assertions embodied in the financial statements. In all audits of financial statements, including those of an NPO, this understanding incorporates knowledge about the design of internal control structure policies and procedures relevant to compliance with laws and regulations that have a direct and material effect on the determination of financial statement amounts, and about whether those policies and procedures are in operation.

5.3. In planning the audit, such knowledge should be used to—

- a. Identify types of potential misstatements.
- b. Consider factors that affect the risk of material misstatements.
- c. Design substantive tests.

5.4. Policies and procedures for all three elements of the internal control structure (control environment, accounting system, and control procedures) may influence the auditor's assessment of control risk for assertions affected by compliance with laws and regulations. For example, the elements of a control environment that may influence the auditor's assessment of control risk include—

- Significant pass-through of funds to subrecipients.
- Requirement to include only allowable and allocable costs in amounts claimed for reimbursement.
- Management's awareness, or lack of awareness, of relevant laws and regulations.
- Organization policy regarding such matters as acceptable operating practices and codes of conduct.
- Assignment of responsibility and delegation of authority for dealing with such matters as organizational goals and objectives, operating functions, and regulatory requirements.
- A mixture of volunteers and employees participating in operations. Depending on the size and other features of an organization, day-to-day operations sometimes are conducted by volunteers instead of employees. The manner in which responsibility and authority are delegated varies among organizations, which may affect the control over financial transactions, particularly with respect to authorization.
- A limited number of staff personnel, which sometimes may be too small to provide for appropriate segregation of duties.

- A volunteer governing board, many of whose members serve for limited terms.
- A budget approved by the governing board. The budget may serve as authorization for management to carry out activities in order to achieve an organization's program objectives. Many NPOs prepare budgets for both operating and capital expenditures.

Procedures to Obtain the Required Understanding

5.5. Procedures to obtain an understanding of the organization's internal control structure include the following:

- Obtain background data on the nature of the organization's control environment, including its key staff members. Documents such as the organization's charter, bylaws, and organizational chart may prove helpful.
- Obtain an understanding of the system and control procedures through inquiry, narratives, flowcharts, and other means.
- Obtain a schedule of federal awards and understand what major and nonmajor programs exist and the related general and specific requirements.
- Obtain a copy of the most recent audited financial statements of the organization and review them to determine the nature and volume of sponsored activity (that is, activity for which the organization receives financial assistance) and for indications of problems that relate to sponsored programs.
- Obtain copies of the most recent audit reports on sponsored programs issued by the cognizant agency, other federal or state agencies, or independent auditors. Follow up on the most recent audit findings to determine whether the organization has taken corrective action. This follow-up should include any additional findings or recommendations presented by the cognizant agency in its letter transmitting the report to financial officers.
- Tour the organization and meet its key employees.
- Obtain management identification of applicable laws and regulations and assess it for completeness.
- Obtain an understanding of the internal control structure related to the federal awards.

5.6. The auditor should consider whether deficiencies in such internal control structure policies and procedures should be reported in accordance with SAS No. 60, *Communication of Internal Control Structure Related Matters Noted in an Audit*.

Consideration of the Internal Control Structure in an Audit Conducted in Accordance With *Government Auditing Standards*

5.7. Except for certain reporting requirements, *Government Auditing Standards* does not require the auditor to perform any additional work on the internal control structure beyond that required in an audit conducted in accordance with GAAS. Chapter 5 of *Government Auditing Standards* includes requirements beyond those set forth in SAS No. 60 concerning the communication of internal control structure deficiencies, which are described

in paragraph 7.6 of this SOP. *Government Auditing Standards* requires auditors to prepare a written report on their understanding of an entity's internal control structure, and whether the controls have been placed in operation, and on their assessment of control risk. A description of the report, which is based on the results of procedures performed as part of an audit of the financial statements in accordance with GAAS, is described in paragraph 7.5 of this SOP and paragraphs 40 through 42 of SAS No. 68. The report is illustrated in exhibit D-3 of appendix D to this SOP.

Consideration of the Internal Control Structure in an Audit Conducted in Accordance With Circular A-133

5.8. Circular A-133 establishes additional audit procedures and reporting relative to the auditor's consideration of the internal control structure beyond those of a financial-statement audit conducted in accordance with GAAS and *Government Auditing Standards*. These requirements are discussed in the following paragraphs.

The Internal Control Structure Used in Administering Federal Awards

5.9. Circular A-133 requires the auditor to obtain an understanding of, assess control risk for, and perform tests of controls on the policies and procedures designed to provide reasonable assurance that an organization is managing federal awards in compliance with applicable laws, regulations, and contract terms and that it safeguards federal funds. The auditor's internal control structure responsibility under Circular A-133 also includes testing a recipient's system for monitoring subrecipients and the controls in effect to ensure that direct and indirect costs are properly computed and billed. These internal controls will be referred to throughout the remainder of this SOP as the *internal control structure over federal awards*, to distinguish them from the larger internal control structure of which they are a part.

5.10. Circular A-133 defines the internal control structure used in administering federal awards as the policies and procedures established to provide reasonable assurance that—

- a. Use of resources is consistent with laws, regulations, and award terms.
- b. Resources are safeguarded against waste, loss, and misuse.
- c. Reliable data are obtained, maintained, and fairly disclosed in reports.

5.11. In addition to these basic control policies and procedures, Circular A-110 and other federal pronouncements (such as program handbooks and guides) specify uniform administrative requirements for grants and agreements with NPOs. Among the administrative requirements are those regarding cash depositories, bonding and insurance, record-retention procedures, program income, cost sharing, matching, financial reporting, monitoring and reporting of program performance, payment requirements, revisions of financial plans, closeout procedures, suspensions and terminations, applications for federal assistance, and standards for property management and procurement.

5.12. Although some of these control policies and procedures may have been considered by the auditor in the audit of the financial statements, particularly where federal awards are significant to the financial statements, others go beyond those an auditor may have considered in the audit of the financial statements, as they relate to distribution of salaries, invoice clear-

ance, account reporting, cost transfers, and other matters. In certain cases, deficiencies in administrative procedures (such as those regarding cash receipts, cost sharing, procurement, property management, and financial reporting) may not be significant to the financial statement audit, but may be significant to the operation of federally sponsored programs. Consequently, the OMB has considered these administrative requirements to be a general requirement in the Compliance Supplements.

5.13. Although Circular A-133 requires a *report* on the internal control structure, it does not require the auditor to express an *opinion* on the effectiveness of the internal control structure used in administering federal awards. Exhibit D-8 of appendix D of this SOP illustrates the report on program-related controls.

5.14. In addition to his or her responsibilities under SAS No. 55, the auditor should perform the following procedures regarding the internal control structure used in administering federal awards:

- Test the effectiveness of the design and operation of the internal control structure policies and procedures for preventing or detecting material noncompliance.
- Review the recipient's system for monitoring subrecipients and obtaining and acting on subrecipients' audit reports.
- Determine whether controls to ensure that direct and indirect costs were computed and billed in accordance with the general requirements are in place.
- Document procedures employed to assess and test the internal control structure.

5.15. A literal interpretation of Circular A-133 would require the auditor to perform tests of controls relevant to each federal program regardless of the dollar amount of the program expenditures. However, a somewhat different approach for considering the internal control structure, a description of which follows, has been developed in consultation with representatives of the OMB, the GAO, and the PCIE. The approach was originally developed for audits of state and local governmental units under Circular A-128, but it is considered acceptable under Circular A-133.

Major Programs

5.16. For each major program as defined in Circular A-133, the auditor should perform tests of controls to evaluate the effectiveness of the design and operation of internal control structure policies and procedures that he or she considers relevant to preventing or detecting material noncompliance with—

- a. Specific requirements that are applicable to those programs, addressing the types of services allowed or not allowed; eligibility; matching, level of effort, or earmarking; reporting; and special tests and provisions, as discussed in paragraphs 58 through 62 of SAS No. 68.
- b. General requirements addressing civil rights, political activity, cash management, the Davis-Bacon Act, federal financial reports, allowable costs and cost principles, the Drug-Free Workplace Act, and certain administrative requirements. Paragraphs 46 through 49 of SAS No. 68 discuss these eight general requirements.

- c. Requirements governing claims for advances and reimbursements, and amounts claimed for reimbursement or used for matching, as discussed in paragraph 59 of SAS No. 68.
- d. Cost allocation and subrecipient monitoring, specifically identified in section 13(b)(2) of the Circular A-133 Attachment.

5.17. The auditor should consider the results of these tests of controls when evaluating control risk and developing substantive tests to provide a basis for expressing an opinion on compliance with laws and regulations applicable to major programs.

5.18. Tests of controls should include the types of procedures described in paragraphs 34 and 35 of SAS No. 55. Tests of controls, which provide evidence of the design and operation of the controls and procedures, may include steps such as (a) inquiries of appropriate personnel, including grant and contract managers; (b) inspection of documents and reports; (c) observation of the application of the specific control policies and procedures; and (d) reperformance of the application of the policy or procedure by the auditor. The auditor should perform such procedures regardless of whether he or she would otherwise choose to obtain evidence to support an assessment of control risk below the maximum level.

5.19. Tests of controls may be omitted only in those areas where the internal control structure policies and procedures are likely to be ineffective in preventing or detecting noncompliance (in which case a reportable condition or material weakness should be reported) or in those areas that are not relevant to the compliance determinations discussed in paragraph 5.16.

5.20. For purposes of SAS No. 55, a reportable condition is a matter coming to the auditor's attention that, in his or her judgment, should be communicated to the audit committee (or its equivalent) because it represents a significant deficiency in the design or operation of the internal control structure that could adversely affect an organization's ability to record, process, summarize, and report financial data in a manner consistent with the assertions of management in the financial statements or to administer federal programs in accordance with applicable laws and regulations.

5.21. There may be separate control policies and procedures related to student financial assistance and research and development, which are treated as one program under a Circular A-133 audit. In this case, when evaluating whether an identified deficiency is a reportable condition, the auditor should consider the deficiency in relation to the program administered by the control policies and procedures being reviewed as well as the overall program. Some examples are as follows: (a) a significant deficiency in specific controls over a single SFA program with significant expenditures, time cards of college work study students, for example, would be considered a reportable condition when considered in relation to the college work study program; (b) significant deficiencies in controls over a single campus or department of a university where a significant amount of research was administered would be a reportable condition when considered in relation to total expenditures of R&D programs; (c) a deficiency in an SFA or R&D program that was clearly insignificant to SFA or R&D, respectively, as a whole would not necessarily be considered a reportable condition, and the auditor would report a finding in a separate letter.

5.22. A material weakness in the internal control structure is a reportable condition in which the design or operation of one or more elements of the internal control structure does not reduce, to a relatively low level, the risk that either errors or irregularities in amounts that would be material to the

financial statements being audited, or noncompliance with laws and regulations that would be material to a major federal program,²² may occur and not be detected within a timely period by employees in the normal course of performing their assigned functions.

Nonmajor Programs

5.23. The auditor may find that the total amount of major program expenditures is less than 50 percent of a recipient organization's total federal cash and noncash award expenditures. In such circumstances, the auditor should select nonmajor programs (to reach 50 percent of federal expenditures) on a rotating basis so that all but clearly insignificant programs are covered at least once every three years. As an alternative, the auditor may perform tests of controls over all the major programs and the largest nonmajor programs until at least 50 percent of federal program expenditures have been subjected to tests of controls performed in accordance with paragraph 1.32 of this SOP.

5.24. For all other nonmajor programs, the auditor should, at a minimum, obtain an understanding of each of the three elements of the organization's internal control structure—the control environment, the accounting system, and control procedures—that he or she considers relevant in preventing or detecting material noncompliance with the requirements listed in paragraph 1.26 of this SOP. That understanding should include the design of relevant policies, procedures, and records, and whether the organization has placed them in operation. In obtaining this understanding, the auditor is not required to obtain knowledge about operating effectiveness.

5.25. If the recipient organization has no major programs, the scope of the auditor's consideration of the internal control structure used in administering federal award programs should be comparable to the scope applicable to major programs, as described in paragraphs 5.16 through 5.22 of this SOP, for the selected nonmajor programs that, in the aggregate, are equal to or greater than 50 percent of total federal program expenditures. The auditor's consideration of the internal control structure relating to the remainder of the federal programs need not exceed that described in paragraph 5.24 of this SOP.

Documentation Requirements

5.26. The auditor should perform tests of controls to evaluate the effectiveness of the design and operation of internal control structure policies and procedures related to general and specific compliance requirements. The steps performed and conclusions reached should be clearly evidenced in the auditor's working papers. The working papers should clearly demonstrate the auditor's understanding and assessment of control risk related to the internal control policies and procedures established for federal awards. If the auditor has not performed tests of controls relevant to certain requirements or programs, as discussed in paragraph 5.19 of this SOP, then the rationale for omitting such tests should be documented.

Cyclical Approach

5.27. In some circumstances, such as when multiple operating components of an NPO administer a large number of nonmajor programs, the auditor may obtain the required understanding of internal control structure policies and procedures applicable to nonmajor programs on a cyclical basis over a number of years. For a cyclical approach to be acceptable, each nonmajor

²² For this purpose, a material weakness would include such a condition that related to a major program or a program tested under the 50-percent rule set forth in paragraph 1.32 of this SOP.

program for which the cyclical approach is used should be covered at least once every three years. In the first year of the review cycle, the auditor should obtain an understanding of the internal control structure policies and procedures for all programs, except those that are clearly insignificant, about which he or she has not obtained an understanding. Also, the auditor should obtain an understanding of policies and procedures for all new nonmajor programs, except those that are clearly insignificant in the first year that the programs are active. The decision to use the cyclical approach should be discussed with the cognizant agency. If a cyclical approach is used, the auditor's report on the internal control structure should be modified to clearly describe the coverage provided for nonmajor programs.

5.28. These steps provide the basis for the report on program-related controls, which is illustrated in exhibit D-8 of appendix D to this SOP.

Chapter 6

COMPLIANCE AUDITING

Compliance Auditing Environment

6.1. The auditor should be aware of the unique characteristics of the compliance auditing environment. NPOs differ from commercial enterprises in that they may be subject to the diverse charitable intentions of their donors, who often restrict the use of their funds. Further, federal, state, and local governments have established various laws and regulations that affect NPOs' operations.

6.2. Although it is management's responsibility to identify and comply with relevant laws and regulations, the auditor should obtain an understanding of various compliance requirements and adequately train audit personnel. Paragraph 11 of SAS No. 68 discusses how the auditor may obtain an understanding of the effects of laws and regulations. Depending on the environment, auditors should consider including a description of the type of engagement in any proposal, contract, or engagement letter. Such a description would include statements about whether the engagement is intended to meet a cognizant agency's requirements.

6.3. A wide spectrum of compliance requirements may apply to NPOs. The requirements vary from state to state and among the several forms of NPOs. Appendix C of this SOP describes various approaches followed by state governments in establishing compliance requirements. The auditor should consider compliance requirements by consulting audit guides or other guidance relevant to the particular engagement.

The Auditor's Responsibility for Compliance Auditing in Accordance With GAAS

6.4. When performing an audit of an NPO in accordance with GAAS, auditors should consider the federal, state, and local laws and regulations that are generally recognized to have a direct and material effect on the determination of financial statement amounts.

6.5. SAS No. 68 describes the auditor's responsibility for considering laws and regulations and their effect on a GAAS audit. Paragraphs 6 and 7 of SAS No. 68 reiterate the auditor's responsibility for detecting misstatements caused by illegal acts, errors, and irregularities. Paragraph 8 states:

Thus, the auditor should design the audit to provide reasonable assurance that the financial statements are free of material misstatements resulting from violations of laws and regulations that have a direct and material effect on the determination of financial statement amounts.

Paragraphs 11 through 15 of SAS No. 68 describe the auditor's responsibility to understand the effect of laws and regulations and to consider the related audit risk.

6.6. According to SAS No. 68, the independent auditor of an NPO should—

- Assess whether management has identified laws and regulations, noncompliance with which could have a direct and material effect on the determination of amounts in the financial statements.
- Become familiar with those laws and regulations that could have a direct and material effect on financial statement amounts.

- Understand the characteristics of those laws and regulations that could, if they were not followed, potentially lead to a misstatement on the financial statements.
- Assess the risk that a material misstatement has occurred because of such noncompliance.
- Design and conduct an audit to provide reasonable assurance of detecting such material noncompliance.

6.7. It is management's responsibility to identify the compliance requirements of the NPO. The auditor should discuss these requirements with the organization's operating personnel, chief financial officer, and, if necessary, legal staff. Those discussions should focus on compliance matters included in laws and regulations, including the bylaws, that could, if not complied with, have a direct and material effect on the financial statements. If necessary, the auditor should contact a state auditor or an appropriate oversight body to obtain information about key areas of compliance applicable to the NPO, including state statutes, regulations, and uniform reporting requirements. In addition, the following approaches may be helpful in identifying compliance requirements:

- Obtain publications pertaining to federal tax and other reporting requirements, such as those of the Department of the Treasury and the Internal Revenue Service pertaining to information returns and regulations concerning the calculation of arbitrage rebates and refunds.
- Review materials available from other professional organizations, such as state societies of CPAs.
- Identify sources of revenue received by an NPO and inquire about restrictions, limitations, terms, and conditions under which such revenue is received. Review any related agreements (for example, loans and grants) and inquire about the applicability of any overall regulations of governments that apply to the accounting for the revenue.
- Obtain copies of and review pertinent sections of the state constitution and state laws concerning the organization. The sections of these documents pertaining to debt, taxation, budget, and appropriation and procurement matters may be especially relevant.
- Consider contacting the audit, finance, or program divisions of senior levels of government from which grants are received. They usually can be helpful in identifying compliance requirements, which they may identify separately or publish in an audit guide.

6.8. In order to assess the risk of the possible nature of noncompliance with identified laws and regulations and the potential consequences, the auditor should obtain an understanding of the possible effects on financial statements of laws and regulations that are generally recognized by auditors to have a direct and material effect on the determination of amounts in an entity's financial statements. Considerations may include: the materiality of the effect on financial statement amounts, the level of management or employee involvement in the compliance assurance process, the opportunity for concealment of noncompliance, and any deficiencies in the internal control structure.

6.9. Based on this risk assessment, the auditor should design the audit to provide reasonable assurance of detecting instances of noncompliance with

identified laws and regulations that could have a direct and material effect on the financial statements. In all cases, the auditor should exercise due care and the proper degree of professional skepticism in planning, performing, and evaluating the results of audit procedures to provide reasonable assurance that the financial statements are free of material misstatements resulting from violations of laws and regulations that have a direct and material effect on the determination of financial statement amounts.

6.10. Since the auditor's opinion on the financial statements is based on the concept of reasonable assurance, the auditor is not an insurer and his or her audit report does not constitute a guarantee. Therefore, the subsequent discovery that a material misstatement exists in the financial statements is not, in and of itself, evidence of inadequate planning, performance, or judgment on the part of the auditor.

6.11. Paragraph 19 of SAS No. 68 notes that the auditor should consider obtaining, as part of the written representations from management required by SAS No. 19, *Client Representations*, representations from management acknowledging that—

- a. It is responsible for the entity's compliance with laws and regulations applicable to it.
- b. It has identified and disclosed to the auditor all laws and regulations that have a direct and material effect on the determination of financial statement amounts.

Illegal Acts—Indirect and Material

6.12. With respect to detecting and reporting illegal acts that do not directly relate to specific financial statement amounts, the auditor should be aware of the possibility that certain types of illegal acts may have occurred. If specific information comes to the auditor's attention that provides evidence concerning the existence of possible illegal acts that could have a material, indirect effect on the financial statements, the auditor should apply audit procedures specifically directed at ascertaining whether an illegal act has occurred.

6.13. Examples of such illegal acts may include violations of occupational safety and health, environmental, food and drug, and price-fixing laws and regulations. Generally, these laws and regulations relate more directly to the nonfinancial operations of an NPO and, accordingly, have only an indirect effect on the financial statements. An auditor ordinarily does not have a sufficient basis for recognizing possible violations of such laws and regulations. Due to the indirect nature of such violations, an audit made in accordance with GAAS provides no assurance that these violations will be detected or that any contingent liabilities that may result will be disclosed. Examples of laws and regulations that fall into this category may include informational tax-reporting requirements and investment policies that, for social reasons, prohibit investments in organizations doing business in certain countries.

Compliance Auditing Requirements of Government Auditing Standards

6.14. While incorporating GAAS as described in paragraph 1.5 of this SOP, paragraph 5 on page 5-2 of *Government Auditing Standards* also requires that the auditor issue a *written* report on compliance with applicable laws and regulations that may have a direct and material effect on financial statement amounts. Paragraphs 20 through 30 of SAS No. 68 provide guidance on reporting on compliance with applicable laws and regulations.

Compliance Auditing Requirements of OMB Circular A-133

6.15. In addition to the requirements of GAAS and *Government Auditing Standards*, Circular A-133 requires that the auditor determine whether “the institution has complied with laws and regulations that may have a direct and material effect on its financial statement amounts and on each major federal program” (paragraph 12[b]3).

Major Program Compliance

6.16. With regard to major programs, however, Circular A-133 requires that “the auditor obtain sufficient evidence to support an opinion on compliance” (paragraph 13[c]3). As set forth in Circular A-133 and in SAS No. 68, the opinion should cover types of services allowed or not allowed (including, as set forth in the general requirements, compliance with the cost principles), eligibility of program beneficiaries, matching, federal financial reports, and special tests and provisions. The auditor should gain an understanding of the laws and regulations related to these aspects of major programs that is sufficient to assess the risk of material misstatement of program financial results.

6.17. In order to determine which federal awards are to be tested for compliance, recipients should identify in their accounts all federal funds received and expended and the programs from which they were received. This includes funds received directly from federal agencies and those passed through from state and local governments or other recipients. The auditor should test the recipient’s identification of major programs.

6.18. In determining the nature, timing, and extent of testing of an organization’s compliance with such requirements, the auditor should consider audit risk and materiality related to each major program. That is, in addition to testing compliance with laws and regulations that have a direct and material effect on the financial statements, the auditor should test compliance with laws and regulations that have a direct and material effect on each major program. This typically results in a lower level of materiality, since materiality is evaluated at the program level rather than at the financial statement level. The testing for compliance provides the basis for the auditor’s opinion on compliance illustrated in exhibits D-4 through D-7 of appendix D to this SOP.

6.19. Once the NPO identifies major programs, the auditor designs an approach to testing the specific requirements that could have a direct and material effect on the results of each major program. The auditor generally tests the compliance requirements through the following:

- a. Inquiry, observation, and testing at the organizational level
- b. Procedures, including tests of transactions, directed at the major program level

6.20. The Compliance Supplements set forth compliance requirements regarded by federal agencies as having a potentially direct and material effect on major programs. The Compliance Supplements suggest audit procedures for testing federal programs for compliance with both the general and the specific requirements.

6.21. Audits under Circular A-133 include the selection and testing of an adequate number of representative transactions from each major federal program to provide sufficient evidence to support the auditor’s opinion on whether the organization has complied, in all material respects, with the specific requirements applicable to each major program. In determining the

number of items to select, the auditor should assess materiality in relation to the individual major program being tested rather than in relation to the major programs taken as a whole or in relation to the financial statements.

6.22. The extent of testing is based on the auditor's professional judgment regarding factors such as—

- The amount of expenditures for the program.
- The diversity or homogeneity of expenditures for the program.
- The length of time that the program has operated, or changes in its conditions.
- Prior experience with the program, particularly as revealed in audits and other evaluations (for example, inspections, program reviews, or system reviews required by the federal acquisition regulations).
- The extent to which the program is carried out through sub-recipients.
- The extent to which the program contracts for goods or services.
- The level to which the program is already subject to program reviews or other forms of independent oversight.
- The results of the tests of adequacy of the controls for ensuring compliance.
- The expectation of adherence or lack of adherence to the applicable laws and regulations.
- The potential impact of adverse findings.

Nonmajor Program Transactions

6.23. The auditor should also consider samples selected during tests of the internal control structure and during the audit of the financial statements to identify nonmajor program transactions that will require further compliance testing.

6.24. For the issuance of a report on compliance with the specific requirements applicable to nonmajor program transactions, Circular A-133 requires that transactions selected from nonmajor federal programs be tested for compliance with the federal laws and regulations that apply to such transactions. For example, selection of nonmajor program transactions may occur during an auditor's organization-wide test of payroll or disbursement transactions. If the auditor has selected nonmajor transactions, they should be tested for compliance with the specific requirements that apply to the individual transactions and be reported on in accordance with exhibit D-18 of appendix D to this SOP. If no tests are made of transactions from nonmajor programs, no report is required.

6.25. The specific requirements for which nonmajor program compliance should be tested customarily relate to the allowability of the program expenditure and the eligibility of the individuals or groups to whom the NPO provides federal awards. If the auditor selects a transaction from a nonmajor program in the financial statement or internal control work, it is not expected that the general requirements will be tested. For example—

- If, in the audit of the financial statements, the auditor examined a payroll transaction that was directly charged to a nonmajor program, he or she should determine that the position could reasonably be charged to that program and that the individual's salary was correctly charged to that program. (The auditor would not be

required to test the transactions for compliance with general requirements, for example, civil rights or cash management requirements.)

- If, during the audit of the organization's disbursements, the auditor examined a travel claim that was directly charged to a nonmajor program, he or she should examine evidence indicating whether the person who performed the travel worked on the program, whether the purpose of the travel was related to the program, whether administrative travel was an allowable charge to the program (for example, whether it complied with the Fly America Act), and whether the travel allowance was within administratively prescribed limits. (The auditor would not be required to test the transactions for compliance with general requirements, for example, civil rights or cash management requirements.)
- If the auditor examined a program-related payment made directly to an individual or organization, he or she should determine whether the payment was for the purpose intended by the program and for services allowed by the program and whether the individual or organization was eligible. (The auditor would not be required to test the transaction for compliance with general requirements, for example, civil rights or cash management requirements.)

Audit Sampling for Major Federal Programs

6.26. As noted above, Circular A-133 requires the auditor to select and test a sufficient number of transactions to support an opinion on compliance with specific requirements related to each major program. Although the term sampling is not mentioned, independent accountants often perform audit sampling to achieve this objective. SAS No. 39, *Audit Sampling*, discusses the factors to be considered in planning, designing, and evaluating audit samples. In addition, the AICPA Audit and Accounting Guide, *Audit Sampling*, provides detailed guidance to assist auditors in implementing SAS No. 39. Both documents discuss the use of audit sampling for tests of controls and for substantive tests of details of account balances or classes of transactions.²³

6.27. Although Circular A-133 does not require statistical sampling, it does require that a "representative number of transactions be selected from each major federal financial assistance program." Auditors should use professional judgment in determining sample selection methods and sample sizes for major programs sufficient to support an opinion on compliance with applicable laws and regulations relative to each major program.

6.28. The objectives of auditing procedures for federal awards are to provide sufficient, competent evidential matter to provide reasonable assurance of detecting material noncompliance with specific requirements applicable to major federal award programs and issue a report containing either an opinion on compliance with these requirements or a statement that such an opinion cannot be expressed. The testing to obtain those objectives is substantive. Based on the auditor's assessment of control risk, the auditor should select

²³ The U.S. Department of Education's *Audits of Student Financial Assistance Programs* (the Education Audit Guide) specifies testing procedures and sample sizes.

For a Circular A-133 audit, the Education Audit Guide procedures and sample sizes are not required, but the auditor may use them as guidance. However, if the entity elects to have a program audit because it has only one program or it received less than \$100,000 in federal awards, the auditor must follow the guidance on testing in the Education Audit Guide.

sample sizes that will provide sufficient evidence for a conclusion on the NPO's compliance with the specific requirements applicable to each major program. The auditor's professional judgment should be used when selecting sample sizes. However, when exercising that judgment, the auditor should be aware that samples of a few items with a low dollar value from a large population will probably not be sufficient to enable the auditor to express an opinion concerning compliance.

6.29. OMB Circular A-133 requires that an adequate number of transactions be selected from each major program, but it does not require that separate samples be used for each major program. Experience has shown, however, that it is generally preferable to select separate samples from each major program, since the separate sample clearly provides evidence of the tests performed, the results of those tests, and the conclusions reached. If the auditor chooses to select audit samples from the entire universe of major program transactions, the working papers should be presented in such a fashion that they clearly indicate (a) that a sample was selected from each major program and (b) that the results of tests of such samples, together with other audit evidence, are sufficient to support the opinion on *each* major program's compliance with the specific requirements.

Materiality Considerations

6.30. In auditing compliance with specific requirements governing major programs in accordance with OMB Circular A-133, the auditor's consideration of materiality differs from that in an audit of financial statements in accordance with GAAS. In an audit of an NPO's financial statements, materiality is considered in relation to the financial statements being audited. In an audit of an organization's compliance with specific requirements governing major programs in accordance with Circular A-133, however, materiality is considered in relation to *each* major program to which the transaction or finding relates. Although Circular A-133 and the Compliance Supplement require the auditor to test particular specific and general requirements, the auditor should apply the concept of materiality to each major program, taken as a whole, rather than to each individual requirement. If the tests of compliance reveal a material misstatement at the program level, the auditor should consider its effect on the financial statements.

6.31. For purposes of assessing compliance with laws and regulations governing federal awards in the performance of an organization-wide audit under Circular A-133, a material instance of noncompliance is defined as a failure to follow requirements, or a violation of prohibitions, established by statutes, regulations, contracts, or grants, that results in an aggregation of misstatements (that is, the auditor's best estimate of the total misstatement) that is material to the affected federal award program.

6.32. *Government Auditing Standards* (page 3-13) states that, in determining whether a compliance finding is material, the auditor should consider *both* quantitative (monetary value) and qualitative factors. Qualitative factors include, but are not limited to, the cumulative effect and impact of immaterial items, the objectives of the work undertaken, and the use of the reported information by the user or groups of users of the information. Decisions on these criteria are based on the auditor's professional judgment. In government audits, the materiality level and/or threshold of acceptable risk may be lower than in similar type audits in the private sector because of the public accountability of the entity, the various legal and regulatory requirements, and the visibility and sensitivity of government programs, activities, and functions.

6.33. Qualitative factors indicating an immaterial compliance finding are a low risk of public or political sensitivity, a single exception with a low risk of being pervasive, and the auditor's judgment and experience are that federal agencies or prime recipients would normally not need to resolve the finding or take follow-up action, or that the cost of recovery would exceed the amount of the finding.

6.34. Because the auditor expresses an opinion on *each* major program and not on all the major programs combined, reaching a conclusion about whether the instances of noncompliance (either individually or in the aggregate) are material to a major program requires consideration of the type and nature of the noncompliance as well as the actual and projected effect on each major program in which the noncompliance was noted. Instances of noncompliance that are material to one major program may not be material to a major program of a different size or nature. In addition, the level of materiality relative to a particular major program can change from one period to another. Finally, an error in one period may not be material to a two-year period being audited under the biennial option in Circular A-133.

6.35. The auditor should follow a process such as the following in deciding how to report instances of noncompliance for major programs and whether to include them in his or her report on compliance or in a separate communication to management:

- a. If the noncompliance is not significant (i.e., it does not meet the criteria for materiality discussed in paragraph 6.32 of this SOP in relation to the specific requirements), the auditor may report the finding in a separate communication to management.
- b. If the noncompliance is significant, the auditor should assess whether it is material to the major program being tested taken as a whole.
- c. If the noncompliance is material to the major program, the auditor should modify his or her report on compliance.
- d. If the auditor's assessment is that the noncompliance is material to the specific requirement, but not material to the major program being tested as a whole, the auditor should disclose the matter in his or her report as a finding or questioned cost and not in a separate communication to management.

Compliance Testing—Specific Requirements

6.36. The auditor is required to perform sufficient work to render an opinion on whether—

- a. The amounts reported as expenditures were for allowable services.
- b. The records show that those who received services or benefits were eligible to receive them.
- c. Matching requirements, levels-of-effort, and earmarking limitations were met.
- d. Federal financial reports *and* claims for (1) advances and (2) reimbursements contain information that is supported by the books and records from which the general-purpose or basic financial statements were prepared.
- e. Amounts (1) claimed for reimbursement or (2) used for matching were determined in accordance with the cost principles and matching or cost-sharing requirements set forth in (a) Circular A-21; (b)

Circular A-110; (c) Circular A-122; (d) Federal Acquisition Regulation (FAR), subpart 31, cost principles; and (e) other applicable cost principles or regulations. It also may be necessary to refer to HHS OASC-3, *Cost Principles for Hospitals*.

- f. Special tests and provisions where federal agencies have determined noncompliance could materially affect the program. (For example, some agencies set a deadline for the expenditure of federal financial assistance or require that all international travel be performed in accordance with the Fly America Act.) In addition, when auditing a major student financial aid program at an educational institution, an auditor would typically perform compliance testing of the laws and regulations of the Department of Education as specified in the Compliance Supplement relating to the eligibility of participants, the calculation of awards, and exercise of due diligence in the collection of loans.

Allowable Costs and Cost Principles

6.37. Transactions selected by the auditor from each major program should be tested to determine whether the costs meet the criteria of the cost principles that apply to each program. The auditor's working papers should document the applicable criteria reviewed, the results of the audit work performed, and the conclusion reached by the auditor.

6.38. The cost principles set forth in Circulars A-21 and A-122, FAR subpart 31, and HHS OASC-3 establish standards for determining costs applicable to grants, contracts, and other agreements. Costs are allowable for federal reimbursement only to the extent of benefits received by the federal programs. To be eligible for federal reimbursement, both direct and indirect costs should meet the criteria generally contained in the Basic Considerations section of the applicable cost principles. These criteria require that the cost be—

- Necessary and reasonable for the performance and administration of the federal program and allocable thereto under the provisions of the cost principles.
- Authorized or not prohibited under state or local laws or regulations and approved by the awarding agency, if appropriate. Certain costs require specific approval by the grantor agency, while some are not allowed as set forth in the section of the applicable cost principles dealing with Selected Items of Costs.
- In conformance with any limitations or exclusions set forth in the applicable cost principles, or with any limitations in the program agreement or specific requirements in the program regulations.
- Given consistent treatment with policies, regulations, and procedures applied uniformly to federal and nonfederal activities of the recipient organization.
- Given consistent accounting treatment within and between accounting periods and not allocable to, or included as a direct cost of, a federal program if the same or similar costs are allocated to the federal program as an indirect cost.
- Determined in accordance with generally accepted accounting principles or another comprehensive basis of accounting.

- Not included as a cost or used to meet cost-sharing requirements of another federally supported activity of the current or a prior period.
- Allocable to the federal awards. The charges should be allocable to a particular cost objective, such as a grant, project, or other activity, in accordance with the relative benefits received. A cost is allocable to a federal award if it (a) is incurred specifically to advance the work under the award; (b) benefits both an award and other work and can be distributed in an equitable manner in relation to benefits received; (c) is necessary to the overall operation of the organization; and (d) is otherwise allowable under the cost principles provided in HHS OASC-3, if applicable, and OMB Circulars A-21 and A-122. An allocable cost of an award or other cost objective may not be shifted to other federal awards to overcome funding deficiencies, or to avoid restrictions imposed by law or by the terms of an award.
- Net of all applicable credits, for example, volume or cash discounts, refunds, rental income, trade-ins, scrap sales, direct billings (in the case of indirect cost), etc.
- Supported by underlying documentation, for example, time and attendance payroll records, personnel activity reports or other time and effort records for employees charged to federal awards or to more than one activity, approved purchase orders, receiving reports, vendor invoices, canceled checks, etc., as appropriate, and correctly charged as to account, amount, and period.

6.39. There should be an advance understanding for special or unusual costs. The reasonableness and allocability of certain items of costs may be difficult to determine. Should such costs be disclosed during the audit, the auditor should determine whether the organization had an advance understanding about whether the costs would be considered allowable. The understanding should preferably be in writing and approved by the awarding or cognizant agency in advance of the expenditure; otherwise the costs may be disallowed.

6.40. If subject to prior approval in accordance with HHS OASC-3, OMB Circulars A-21 or A-122, or the terms of the award, the charges should be approved in advance. OMB Circulars A-21 and A-122 and HHS OASC-3 indicate that prior approval is required for specific types of expenditures, such as for the purchase of equipment and for foreign travel. In addition, an award agreement may require advance approval for other specific costs.

Indirect Costs

6.41. In addition to federal reimbursement for direct program costs, NPOs often receive reimbursement for indirect costs or for the costs of centralized services. To obtain reimbursement, NPOs generally should establish a basis for allocating such costs to federal programs by preparing a cost allocation plan or an indirect-cost rate proposal. Cost allocation plans and/or indirect-cost rate proposals can differ significantly between large and smaller not-for-profit organizations. For example, one of the most basic differences is that most large organizations have multiple missions, while the missions of smaller NPOs are more narrowly focused. These multiple missions of large organizations may benefit from indirect costs in a variety of ways. These costs are usually allocated on a multiple allocation-base method—a method in which the use of cost pools may obscure the details of what costs are actually included in the cost pools.

6.42. *Smaller Entities.* Small NPOs usually have missions that benefit equally from indirect costs. For these NPOs, the allocation of indirect costs may be accomplished by separating the entity's total costs as either direct or indirect costs and dividing the total allowable indirect cost by an equitable distribution base to arrive at an indirect-cost rate. By reviewing a schedule of the costs included in the direct and indirect areas it is usually possible to identify the major unallowable or inappropriate costs. To assess the allowability of such indirect costs, the auditor should refer to procedures set forth for indirect costs in the general requirements section of the Compliance Supplements. Auditors should note that, although an opinion specifically related to the allocation of indirect costs is not required, allowability of total costs is one of the specific requirements on which the auditor opines.

6.43. *Compliance Requirement (Indirect Costs Only).* The NPOs indirect-cost rate proposal provides the basis for allocating indirect costs to federal programs and for negotiating an indirect-cost rate. Circulars A-88 and A-122 provide for cognizance systems whereby one federal agency is designated as the cognizant agency to deal with a college, university, or nonprofit organization on behalf of the entire federal government and to negotiate indirect-cost and other rates, which are used by all other federal agencies in dealing with that recipient organization. In most cases, therefore, proposals are submitted to an appropriate cognizant agency.

6.44. Proposals are usually prepared on a prospective basis using actual financial data from a prior period or budgeted data for the current year. When the actual costs for the year are determined, the differences between the originally proposed costs and the actual costs for the year are either carried forward to a subsequent period's rate or adjusted with the granting federal agency on a retroactive basis. In cases where predetermined rates are determined and approved by the cognizant federal agency, subsequent adjustments are not made, with the exception of eliminating any unallowable costs. Audit procedures must be tailored according to the type of rate and size and type of organization being audited. If unallowable costs are found, cost recoveries and adjustments should be made in accordance with the provisions of the applicable cost principles.

6.45. *Universities.* Indirect costs are apportioned between research and the other major functions of a university, such as instruction, other sponsored activities, and other institutional activities, based on various allocation procedures prescribed in Circular A-21. That portion of indirect costs identified with research is then further distributed to individual research projects by an indirect-cost rate(s). Where necessary, an indirect-cost rate is also established for the instruction function and for Other Sponsored Programs.

6.46. Indirect costs at large educational institutions are normally classified in the following categories: (a) building and equipment depreciation/use allowances, (b) operation and maintenance expenses (including utility expenses), (c) general administration expenses, (d) departmental administration expenses, (e) sponsored projects administration expenses, (f) library expenses, and (g) student administrative services expenses.

6.47. Currently, most large universities use a predetermined indirect-cost rate. This rate is negotiated in advance for future years (normally a three-year period) based upon a proposal that uses costs from a prior year. An example would be a university that has a negotiated predetermined indirect-cost rate with no provision for carryover for the three fiscal years 1989, 1990, and 1991. Usually, the indirect-cost proposal would be prepared in fiscal year 1991 using fiscal year 1990 costs and would be the basis for the indirect-cost rates in fiscal years 1992, 1993, and 1994. The audit of the 1990 fiscal year would include

testing the indirect-cost proposal that was prepared using 1990 data. The next indirect-cost proposal required to be submitted by the institution would use fiscal year 1993 costs and be submitted within six months of the end of fiscal year 1993. In this example, there is no requirement that an indirect-cost proposal be submitted for fiscal years 1991, 1992, and 1994.

6.48. An auditor engaged to audit fiscal year 1991, 1992, or 1994 would not be required to audit the indirect-cost proposal, as none was required to be submitted. However, the auditor for the years when a proposal was not required to be submitted would be required to test the financial systems that will be used in preparing future indirect-cost proposals. Examples of such systems are those for equipment and fixed assets, and those used in classifying expenditures. An auditor would also be concerned that costs treated as indirect in the negotiating process were not being charged as direct costs. This would require an understanding of the previous proposal. If the auditor finds any unallowable costs that were included in a proposal (whether in the current proposal or in a previous proposal on which the 1991, 1992, or 1994 rate was based), these costs should be questioned.

6.49. If a predetermined indirect-cost rate with no provisions for carry-over has been negotiated for the year under audit, the opinion on whether costs claimed are allowable would be related to the application of the negotiated rate. The indirect-cost proposal that is the basis for claiming costs in future years would be tested as a general requirement. In cases where the negotiated rate is provisional or has a carry-forward provision, the indirect-cost proposal would affect the specific requirement related to the allowability of costs.

6.50. *Procedures for Indirect Costs.* The Circular A-133 Compliance Supplement sets forth the following procedures for audits of indirect costs. These procedures may be modified for smaller entities.

- a. Determine whether indirect costs are charged to federal awards. If not, the rest of this section does not apply. If such costs are charged, the following guidelines should be followed.
- b. Obtain and read the current negotiation agreement, as well as any agreements, conditions, or understandings related thereto, and determine the types of rates and procedures required.
- c. Select a sample of claims for reimbursement submitted to the federal agency and determine whether the amounts charged and rates used are in accordance with agreements, and whether rates are being properly applied to the appropriate base.
- d. Determine whether the rates used or amounts charged are final or predetermined, or whether they are still open to adjustment or revision, either immediately or as a carry-forward adjustment in a future period. If final, the results of the audit work should be reflected, if appropriate, in recommendations for future procedural improvements. However, if the final or predetermined rates include unallowable costs, they should be identified and reported along with the estimated federal share of the costs.
- e. Determine whether costs or types of costs, chargeable directly to federal awards or any other direct activity (including any costs required for matching or cost changing), have been eliminated from the pool of indirect-costs and included in the allocation or rate base.
- f. Determine whether the established procedures to identify and eliminate unallowable costs are comprehensive and applied in a consis-

tent manner. Verify that the results of these procedures are incorporated into the indirect cost proposal submitted to the cognizant agency.

- g. Test supporting documentation to determine whether—
- The indirect-cost pools contain only items that are consistent with the applicable cost principles and negotiated agreements. This testing should be aimed at determining whether the indirect-cost pools contain any unallowable costs, as defined by the cost principles (e.g., entertainment, lobbying, etc.).
 - The methods of allocating the costs are in accordance with the provisions of the appropriate cost principles, other applicable regulations, and negotiated agreements and produce an equitable distribution of costs.
 - Statistical data (e.g., square footage, population or full-time equivalents, salaries and wages) in the proposed allocation bases are current, reasonable, updated as necessary, and do not contain any material omissions.
 - Personnel activity reports, time and effort reports, or other methods used to allocate salary and wage costs are mathematically and statistically accurate, are implemented as approved, and are based on the actual effort devoted to the various functional and programmatic activities to which the salary and wage costs are charged.
 - Special costs analysis studies (such as library studies or energy studies) are mathematically and statistically accurate, are factually based to the extent possible, use reasonable and supportable assumptions, produce reasonable results, and, if appropriate, agree with any prior agreements with, or conditions placed by, the cognizant agency concerning such studies.
 - The data can be reconciled with the most recently issued financial statements. Investigate significant reconciling items.

Other Testing Considerations

6.51. As noted above, the Compliance Supplement contains suggested audit procedures that, if completed by the auditor, constitute a safe harbor, that is, such procedures are deemed to meet OMB and grantor agency audit expectations. PCIE Position Statement No. 6, Question 63, states that, “for programs contained in a Compliance Supplement which have not had subsequent changes, an audit of the requirements contained in the Compliance Supplement will meet the A-133 single audit requirements.” Although each requirement appearing in the Compliance Supplements is accompanied by suggested audit procedures that can be used to test for compliance with laws and regulations, the auditor is not restricted to the use of only these audit procedures. The auditor should use professional judgment in determining the appropriate audit procedures.

6.52. An auditor may also be engaged to test and report on compliance with state and local laws and regulations. Paragraphs 98 and 99 of SAS No. 68 provide guidance on the auditor's responsibilities in these circumstances. Although Circular A-133 does not specifically address auditing compliance requirements for state or local government grants, state or local assistance may be covered by a state's audit requirement. Such a requirement may

specify compliance tests, similar to those set forth in Circular A-133, to be performed at the option of the local government or in accordance with state law. When this is the case, auditors should consult state or local government officials or other sources concerning the nature and scope of required testing. However, state or local government funds provided to NPOs should be distinguished from state or local pass-throughs of federal funds. The latter pass-through funds are considered part of the federal awards received by the local recipient when conducting an audit in accordance with Circular A-133.

Compliance Testing—General Requirements

6.53. The Compliance Supplements identify general requirements for which the auditor should test compliance in all Circular A-133 audits. According to SAS No. 68, the auditor should test for compliance with general requirements whether or not the NPO has major programs. The auditor is not expected to express an opinion on an NPO's compliance with the general requirements. However, two general requirements (i.e., allowable costs and federal financial reports) are also included in the opinion on specific requirements as noted in Circular A-133. Rather, as illustrated in exhibit D-15 of appendix D to this SOP, the report provides positive and negative assurance and sets forth procedures and material findings. The general requirements are described in the following paragraphs.

6.54. *Political Activity.* The Hatch Act and the Intergovernmental Personnel Act of 1970, as amended, specify that federal funds cannot be used for political activity of any kind.

6.55. *Davis-Bacon Act.* When required by applicable legislation, construction programs are required to follow the provisions of the Davis-Bacon Act, which in general requires wages of laborers and mechanics employed by contractors of federally funded projects to be no lower than the prevailing regional wage rate as established by the Secretary of Labor.

6.56. *Civil Rights.* Federal programs provide that no person shall be excluded from participation or be subjected to discrimination in any program funded, in whole or in part, by federal funds because of race, color, national origin, sex, age, or physical impairment.

6.57. *Cash Management.* Many recipients receive funds through a letter-of-credit arrangement with the grantor agency. Cash should be withdrawn only in amounts necessary to meet immediate needs or to cover program disbursements already made.

6.58. *Federal Financial Reports.* Attachment H of Circular A-110 specifies that recipients of federal awards should file the financial reports for each federal award program. Paragraphs 6.62 through 6.65 below discuss the review of federal financial reports.

6.59. *Allowable Costs and Cost Principles.* These principles prescribe the direct and indirect costs allowable for federal reimbursement.

6.60. *Drug-Free Workplace.* This law prescribes that organizations certify that they provide a drug-free workplace (see paragraph 6.66).

6.61. *Administrative Requirements.* These prescribe administrative requirements that should be followed (see paragraph 6.67).

Review of Federal Financial Reports

6.62. In connection with tests of compliance with applicable laws and regulations, Circular A-133 states that the auditor should determine whether the "federal financial reports and claims for advances and reimbursements

contain information that is supported by the books and records from which the basic financial statements have been prepared. . . .” The Compliance Supplements require the auditor to determine if the federal financial reports are presented in accordance with Attachment H, “Financial Reporting Requirements,” of Circular A-110.

6.63. The auditor should compare the statement of expenditures incurred under federally sponsored programs, as shown on the Schedule of Federal Awards, with the books and records of the organization and, as a part of his or her testing of control policies and procedures used in administering federal awards, compare the books and records with periodic financial reports to the federal government for tested items. This requirement has generally been interpreted to mean that federal financial reports are traceable to the recipient’s financial records, that is, they are not based on estimates.

6.64. Attachment H describes the following reports that recipients should prepare, if applicable, and submit to the federal government:

- A financial status report
- A federal cash-transactions report
- A request for advance or reimbursement
- An outlay report and a request for reimbursement for construction programs

6.65. Individual federal award agreements may include the specific reporting requirements to be followed by the recipient. However, Attachment H establishes the standard financial-reporting requirements for all federal awards programs. When auditing a subaward or a state award or program, the auditor would also test financial reports submitted to the prime recipient or state.

Drug-Free Workplace

6.66. Direct recipients of grants and cooperative agreements from any federal agency are required to certify that they will provide a drug-free workplace as a precondition for receiving the grants. All grantees, except states, are required to make this certification for all grants. States, including state agencies, may elect to make an annual certification to each federal agency from which they obtain financial assistance. This requirement also applies to contractors that have contracts of \$25,000 or more with the federal government. PCIE Position Statement No. 6, Question 68, states that the requirement does not, however, extend to subrecipients, unless the subgrantor (primary recipient) requires compliance with Drug-Free Workplace Act requirements. The federal government does not make this requirement.

Administrative Requirements (OMB Circular A-110)

6.67. Circular A-110 includes various administrative requirements with which NPOs should comply.²⁴ The requirements of Circular A-110 apply to federal awards in the form of grants and cooperative agreements. Federal awards in the form of entitlements generally are granted to states and passed through to NPOs. Such awards would be subject to the terms of the subaward

²⁴ The OMB Compliance Supplement for Institutions of Higher Education and Other Non-Profit Institutions contains specific procedures for—

- | | |
|------------------------|------------------------|
| ● Financial reporting. | ● Program income. |
| ● Cost principles. | ● Procurement. |
| ● Cash management. | ● Property management. |

as well as Circular A-110. Contracts are covered by their own terms and conditions.²⁵

Other General Requirement Testing Considerations

6.68. The Compliance Supplements suggest procedures that can be performed to test an organization's compliance with the general requirements; however, the application of the Compliance Supplements' procedures is only recommended, not required. It has become generally accepted that the nature of these procedures is sufficient to satisfy the requirements of Circular A-133 with respect to the general requirements.

6.69. The auditor should issue a report on compliance with general requirements regardless of whether the NPO being audited has major programs. Determining the extent of any tests of compliance with general requirements is a matter of professional judgment. Among the matters the auditor considers are the extent of any tests of compliance with general requirements performed for major programs. If the NPO being audited has no major programs, the auditor should consider whether his or her tests of controls over compliance with general requirements provide evidence that would also support a report on compliance. If the tests of controls do not provide sufficient evidence to support a report on compliance, additional procedures to test compliance with the general requirements would need to be performed.

6.70. Many organizations receive federal awards from several federal agencies and, consequently, develop uniform controls and procedures over all federal programs. In relation to general requirements, however, many organizations may not formally document their administrative controls and procedures, since they are considered to be requirements that are unrelated to the determination of financial statement amounts. To identify the established controls and procedures for these general requirements, the auditor normally makes inquiries of key personnel of the organization, including grant managers. The auditor may also identify these controls and procedures by reviewing policy and procedure manuals, if any exist, and by observing the general workplace of the organization. The auditor's report on the general requirements is described in paragraph 7.25 and illustrated in exhibit D-15 of appendix D to this SOP.

Evaluation of Noncompliance

6.71. The auditor's tests of compliance with laws and regulations may disclose instances of noncompliance or questioned costs. Under Circular A-133, material instances of noncompliance and questioned costs should be reported in a schedule of findings and questioned costs and reported as discussed in paragraphs 7.30 through 7.32 of this SOP. The auditor may describe immaterial findings in a separate letter to the organization or include them with the report covering material instances of noncompliance. Paragraph 15 of the Attachment to Circular A-133 requires management to submit a copy of the letter covering immaterial instances of noncompliance to the federal grantor agencies or subgrantor sources. Although the auditor may issue as many as four different compliance reports in an organization-wide audit, findings and questioned costs may be presented in one schedule.

²⁵ PCIE Position Statement No. 6, Question 67, states that, "since program income will normally be included in Federal financial reports, the auditor should consider program income in determining whether Federal financial reports contain information that is supported by books and records from which the basic financial statements are prepared. The auditor's responsibility for program income, as it relates to internal controls and compliance testing, is the same as that for program expenditures."

6.72. When instances of noncompliance with general requirements are identified and can be quantified, materiality is generally assessed at the program (or programs) level to which the noncompliance relates, and a determination to modify the auditor's report should be made at that level. However, when the noncompliance is not quantifiable (for example, failure to adopt a drug-free workplace policy), materiality is generally assessed at the financial statement level, that is, the auditor should consider the effect of any contingent liability in accordance with Financial Accounting Standards Board (FASB) Statement of Financial Accounting Standards No. 5, *Accounting for Contingencies*.

6.73. The level at which materiality is assessed is critical in assessing whether a modification to the unqualified auditor's report is needed. In determining whether such a modification is needed, the auditor should—

- a. Assess the actual error noted against the materiality level established for the individual program.
- b. Assess the projected error against the materiality level established for the individual program.

6.74. If the auditor determines that the actual error is material to the individual program, depending on the circumstances, the auditor's report should be modified as illustrated in appendix D of this SOP. If the projected error is material to the individual program, the auditor should consider whether additional audit procedures should be applied.

6.75. Auditors also have the responsibility of assessing the impact of the actual and projected error noted in the testing on the financial awards programs against the materiality level established for the basic financial statements. SAS No. 47, *Audit Risk and Materiality in Conducting an Audit*, paragraph 31, states:

If the auditor concludes, based on his or her accumulation of sufficient evidential matter, that the aggregation of likely misstatements causes the financial statements to be materially misstated, he should request management to eliminate the material misstatement. If the material misstatement is not eliminated, he should issue a qualified or adverse opinion on the financial statements.

6.76. Guidance on qualified audit reports is provided in chapter 7 of this SOP. Circular A-133 does not require that the auditor's report on compliance include a projection of questioned costs to the universe of federal programs, nor does it require that the auditor expand the scope of an audit to determine with greater precision the effect of any questioned costs. However, there may be instances in which the circumstances of specific questioned costs could establish a basis for the auditor, the grantor, or both to question all costs charged to a federal program or programs. For example, if eligibility requirements or matching or cost-sharing conditions have not been met by the recipient, the entire amount expended in connection with affected programs may be questioned. If such questioned costs are subsequently disallowed by the federal agency, the entire amount may be required to be refunded by the recipient. The auditor should consider the effect of the liability or contingent liability on the basic financial statements. FASB Statement No. 5 provides guidance on accruing and disclosing contingent liabilities.

6.77. The auditor is required by Circular A-133 to identify the total amounts of questioned costs, if any, for each federal award as a result of noncompliance, and to recommend any necessary corrective action. The auditor's designation of a cost as questioned does not necessarily mean that a federal grantor agency will disallow the cost. In most instances, the auditor is

unable to determine whether a federal grantor agency will ultimately disallow a questioned cost, because the grantor has considerable discretion in these matters. The nature of the questioned costs, as well as the amounts involved, are considered by the grantor in deciding whether to disallow them. Most federal grantor agencies have established appeal and adjudication procedures for questioned costs.

6.78. The auditor should evaluate the effect of reportable conditions and noncompliance on all of the reports required by Circular A-133.

Reporting Illegal Acts

6.79. Circular A-133 requires the auditor to report any illegal acts as set forth in *Government Auditing Standards*.

6.80. *Government Auditing Standards* requires that any illegal acts or indications of illegal acts be reported in the compliance report or in a separate report (see paragraphs 31 and 32 of SAS No. 68). Pages 5-4 through 5-6 of *Government Auditing Standards*, particularly paragraphs 5-13 and 5-16, discuss the appropriate parties who should be informed of illegal acts. (Paragraphs 7.17 and 7.18 of this SOP discuss illegal acts.)

Findings and Questioned Costs

6.81. *Government Auditing Standards* defines a finding as the “result of information development—a logical pulling together of information about an organization, program, activity, function, condition, or other matter which was analyzed or evaluated.” It also states that factual data supporting all findings should be presented accurately and fairly in the auditor’s report and that these findings should be adequately supported by sufficient evidence in the working papers.

6.82. When performing an audit in accordance with GAAS, the auditor should consider the effect of any instance of noncompliance on the financial statement opinion. When auditing in accordance with *Government Auditing Standards*, the auditor is required to issue a report on the results of the auditor’s testing of compliance with laws and regulations at the general-purpose financial statement level. Also, the auditor is required by Circular A-133 to issue reports on compliance with requirements applicable to federal awards. Chapter 7 of this SOP describes these reporting requirements. Appendix D of this SOP includes illustrative compliance reports.

Criteria for Questioning Costs

6.83. The criteria established for questioning costs that are to be reported in the compliance report vary from one agency to another. Many of the criteria are imposed by Congress at the time the programs are authorized and funds are provided; other criteria are established through agency regulations. Generally, the criteria for reporting questioned costs relate to the following:

- *Unallowable costs.* Certain costs specifically unallowable under the general and special award conditions or agency instructions, including, but not limited to, pre-grant and postgrant costs and costs in excess of the approved grant budget, either by category or in total.
- *Undocumented costs.* Costs charged to the grant for which adequate detailed documentation does not exist (for example, documentation demonstrating their relationship to the grant or the amounts involved).

- *Unapproved costs.* Costs that are not provided for in the approved grant budget, or for which the grant or contract provisions or applicable cost principles, require the awarding agency's approval, but for which the auditor finds no evidence of approval.
- *Unreasonable costs.* Costs incurred that may not reflect actions that a prudent person would take in the circumstances, or costs resulting from in-kind contributions to which unreasonably high valuations have been assigned.

The auditor should review prior audit reports and other related correspondence to determine the nature of previous findings and questioned costs, as well as the status of unresolved issues. (See paragraphs 7.30 through 7.32 for further discussion of findings and questioned costs.)

Client Representations—Audits Performed Under OMB Circular A-133

6.84. Paragraph 91 of SAS No. 68 states that the auditor should obtain certain written representations from management as part of an audit conducted to express an opinion on compliance with requirements that have a material effect on a federal award program. Representations that should ordinarily be obtained in an organization-wide audit include the following:²⁶

- a. Management has identified in the schedule of federal awards all awards provided by federal agencies in the form of grants, contracts, loans, loan guarantees, property, cooperative agreements, interest subsidies, insurance, or direct appropriations.
- b. Management has identified the requirements governing political activity, the Davis-Bacon Act, civil rights, cash management, relocation assistance and real property management, federal financial reports, allowable costs/cost principles, drug-free workplace, and administrative requirements over federal awards.
- c. Management has identified the requirements governing the types of services allowed or not allowed: eligibility; matching, level of effort, or earmarking; special provisions; reporting; claims for advances and reimbursements; and amounts claimed or used for matching that are applicable to its major programs, which are identified in the schedule of federal awards.
- d. Management has complied, in all material respects, with the requirements in connection with federal awards except as disclosed to the auditor.
- e. Information presented in federal financial reports and claims for advances and reimbursements are supported by the books and records from which the basic financial statements have been prepared.
- f. Amounts claimed for reimbursement or used for matching were determined in accordance with OMB and agency requirements.
- g. Management has monitored subrecipients to determine that they have expended financial assistance in accordance with applicable

²⁶ These representations may be added to a representation letter obtained in connection with an audit of financial statements instead of obtaining a separate letter.

- laws and regulations and have met the requirements of Circular A-133 or other applicable federal audit requirements.
- h.* Management has taken appropriate corrective action on a timely basis after receipt of a subrecipient's auditor's report that identifies noncompliance with federal laws and regulations.
 - i.* Management has considered the results of the subrecipient's audits and made any necessary adjustments to the entity's own books and records.
 - j.* Management has identified and disclosed to the auditor all amounts questioned, any known noncompliance with requirements that could have a material effect on a major program, and any other known noncompliance with the specific and general requirements of federal awards.
 - k.* Management is responsible for complying with requirements in Circular A-133.
 - l.* Management has disclosed all contracts or other agreements with the NPO's service organization.
 - m.* Management has disclosed to the auditor all communications from the NPO's service organization relating to noncompliance at the NPO's service organization.
 - n.* Management has disclosed whether, subsequent to the date as of which compliance is audited, any changes in the internal control structure or other factors that might significantly affect the internal control structure, including any corrective action taken by management with regard to reportable conditions (including material weaknesses), have occurred.

6.85. Management's refusal to furnish written representation constitutes a limitation on the scope of the audit sufficient to require a qualified opinion or disclaimer of opinion on the institution's compliance with Circular A-133 requirements. Further, the auditor should consider the effects that management's refusal will have on his or her ability to rely on other management representations.

Chapter 7

REPORTING

Chapter Overview

7.1. *Government Auditing Standards* and OMB Circular A-133 broaden the auditor's responsibility to include reporting not only on an organization's financial statements but also on its internal control structure and its compliance with laws and regulations. This chapter presents the required compliance reports and the auditor's consideration of the internal control structure in audits performed in accordance with *Government Auditing Standards* and in those performed in accordance with Circular A-133. A pyramid depicting the reports required by GAAS, GAS, and Circular A-133 appears in exhibit 3 of chapter 1 of this SOP. Auditors need to understand the intended purpose of each report and should tailor the reports to their specific situations. The standard reports are illustrated in appendix D of this SOP. Modifications to the standard reports for circumstances such as uncertainty are also presented in appendix D. Other situations may arise that will require other modifications to these reports. It is not practicable to anticipate all situations that may be encountered by the auditor. Professional judgment should be exercised in any situation not specifically addressed in this SOP.

Reports Required by *Government Auditing Standards*

7.2. The following reports should be issued in an audit performed in accordance with *Government Auditing Standards*:

- A report on the organization's basic financial statements
- A report on internal control structure policies and procedures based solely on an understanding of the internal control structure and an assessment of control risk obtained as a part of the audit of the basic financial statements
- A report on compliance with laws and regulations that may have a direct and material effect on the basic financial statements

The Auditor's Report on the Basic Financial Statements

7.3. Financial reporting under *Government Auditing Standards* includes an organization's basic financial statements and the auditor's report on the basic financial statements as required by generally accepted auditing standards.

7.4. Circular A-133 requires the auditor to express an opinion about whether the basic financial statements of an NPO as a whole are presented fairly in conformity with GAAP.²⁷ The financial statements provide the appropriate funding agency with an understanding of an entity's accounting policies and procedures. When assessing whether the basic financial statements are presented fairly in conformity with GAAP, the auditor should consider whether noncompliance with any federal, state, or local laws would materially affect the statements. Although chapter 5, paragraph 3, of *Government Auditing Standards* states that, for NPO financial audits, a statement should be included in the auditor's report that the audit was made in

²⁷ If an organization prepares its basic financial statements in conformity with a comprehensive basis of accounting other than GAAP, the cognizant audit agency may be contacted to ascertain whether these financial statements will meet the Circular A-133 audit requirement. Reporting guidance for financial statements prepared in conformity with a comprehensive basis of accounting other than GAAP is presented in SAS No. 62.

accordance with generally accepted government auditing standards, and although the PCIE checklists include a question on whether the report includes such a statement, federal reviewers have accepted reports on the financial statements, but not other reports, that do not refer to *Government Auditing Standards*. The auditor is permitted to refer to both GAAS and *Government Auditing Standards* in the auditor's report in the situations illustrated in exhibit D-1 herein, as follows: "... we conducted our audit in accordance with generally accepted auditing standards and *Government Auditing Standards* issued by the Comptroller General of the United States. . . ."

The Auditor's Report on the Internal Control Structure

7.5. Both *Government Auditing Standards* and SAS No. 60 require the communication of reportable conditions noted in an audit. However, *Government Auditing Standards* differs from GAAS in that GAS requires a *written* report on the internal control structure in all audits, regardless of whether reportable conditions are noted. To issue this report on the internal control structure, the auditor should complete the level of audit work required by SAS No. 55. It should be noted that, beyond the issuance of an auditor's report on the internal control structure, GAS requires no more work on the internal control structure than does GAAS. An illustrative report on the internal control structure is presented in exhibit D-3 of appendix D to this SOP.

7.6. The following chart summarizes the differences between SAS No. 60 and GAS.

GAS Report on the Internal Control Structure— How It Differs From SAS No. 60		
	<u>GAS</u>	<u>SAS No. 60</u>
When is a report issued?	In every audit	When reportable conditions are noted
What is the form of the report?	Written	Oral or written
Should the auditor identify the internal control structure categories considered?	Yes	No
Should the auditor separately identify those reportable conditions that are significant enough to be material weaknesses?	Yes	Permitted but not required

Identification of Controls

7.7. Depending on the circumstances, classifications or categories of controls identified as part of an organization's internal control structure may include operating cycles, financial statement captions, accounting system applications, or other classifications. *Government Auditing Standards* includes the following categories according to which the internal control structure might be classified in the auditor's report:

- Cycles of the entity's activity
 - Treasury or financing
 - Revenue/receipts
 - Purchases/disbursements
 - External financial reporting

- Financial statement captions
 - Cash and cash equivalents
 - Receivables
 - Inventory
 - Property and equipment
 - Payables and accrued liabilities
 - Debt
 - Fund balance
- Accounting applications
 - Billings
 - Receivables
 - Cash receipts
 - Purchasing and receiving
 - Accounts payable
 - Cash disbursements
 - Payroll
 - Inventory control
 - Property and equipment
 - General ledger

7.8. Types of controls vary from entity to entity. Auditors may modify these examples or use other classifications, as appropriate, for the particular circumstances on which they are reporting. Only those controls that are relevant in the circumstances should be listed in the report.

7.9. The auditor's report on internal control structure required by *Government Auditing Standards* is based on the auditor's consideration of the internal control structure as required by SAS No. 55. The report does not express an opinion on the NPO's internal control structure, but rather describes the extent of work performed as required by SAS No. 55. The report includes the requirements of SAS No. 60 as well as the additional requirements of *Government Auditing Standards*. These additional requirements include the identification of significant internal control structure categories and a description of the scope of the auditor's work in obtaining an understanding of the internal control structure and in assessing control risk. Page 5-6 of *Government Auditing Standards* notes that these controls include the internal control structure policies and procedures established to ensure compliance with laws and regulations that could have a direct and material effect on the financial statements. When federal awards are material to the NPO's financial statements, the control categories identified include the controls over the general and specific compliance requirements relative to federal awards programs. *Government Auditing Standards* also states that the report should include a description of reportable conditions as well as separately identify those reportable conditions that are considered material weaknesses. An example of standard reporting language is presented in exhibit D-3 of appendix D of this SOP, and a modification when there are no material weaknesses and no reportable conditions is shown in note 3 to exhibit D-3 in appendix D of this SOP.

Identification of Reportable Conditions

7.10. Reportable conditions are defined in SAS No. 60 as "significant deficiencies in the design or operation of the internal control structure that could adversely affect the entity's ability to record, process, summarize, and report financial data in the financial statements." Although *Government*

Auditing Standards, like SAS No. 60, does not require the auditor to search for reportable conditions, the auditor should be aware, during the course of the audit, that such deficiencies may exist.

7.11. Paragraph 17 of SAS No. 60 prohibits the auditor from issuing a written report representing that no reportable conditions were noted during an audit. Note 3 to exhibit D-3 of appendix D to this SOP illustrates a report that an auditor may issue to satisfy the requirements of *Government Auditing Standards* if no reportable conditions are noted during an audit.

Nonreportable Conditions

7.12. If an auditor issues a separate written communication describing “nonreportable conditions,” as discussed in paragraphs 38 and 39 of SAS No. 68, the auditor’s report on the internal control structure should refer to that separate communication in order to comply with *Government Auditing Standards*. An example of such a reference is included in Note 3 to exhibit D-3 of appendix D to this SOP.

The Auditor’s Report on Compliance With Laws and Regulations

7.13. *Government Auditing Standards* requires auditors to report on compliance with laws and regulations that, if violated, could have a direct and material effect on an entity’s financial statements. The report encompasses federal, state, and local laws and regulations that, if violated, could materially affect the basic financial statements, and expresses positive assurance on items tested and found to be in compliance with applicable laws and regulations and negative assurance on items not tested. The auditor will have complied with the requirements of *Government Auditing Standards* by designing the audit to provide reasonable assurance of detecting errors, irregularities, and illegal acts resulting from violations of laws and regulations that have a direct effect on the determination of financial statement amounts that are material to the financial statements, as required by SAS No. 53 and SAS No. 54. An illustrative report on compliance with laws and regulations is presented in exhibit D-4 of appendix D to this SOP.

7.14. Positive assurance is expressed as a statement by the auditor that the tested items were in compliance with applicable laws and regulations. Negative assurance is expressed as a statement that nothing came to the auditor’s attention in the course of performing specified procedures that caused him or her to believe that the untested items were not in compliance with applicable laws and regulations.

7.15. The auditor may need to modify the statement of negative assurance based on the results of his or her tests of compliance. In the event that instances of noncompliance are reported as a result of tests performed, the auditor should consider the extent to which the pervasiveness of reported instances of noncompliance may affect the auditor’s ability to express negative assurance with respect to items not tested. For example, an auditor may find a systemic miscalculation of amounts due to suppliers who were selected for testing that the auditor believes is material to the financial statements. Because the exception is systemic and has probably affected other untested items, the auditor may not be able to provide negative assurance. If, based on the results of compliance tests performed, the auditor concludes that negative assurance cannot be provided, he or she should so state in the report and include the reason(s) that such assurance cannot be provided.

7.16. Paragraph 7 of page 5-3 of *Government Auditing Standards* requires that the auditor’s report on compliance include all material instances of noncompliance related to the organization’s financial statements or to the

program, award, claim, fund, or group of accounts being audited. Immaterial instances of noncompliance are not required to be included in the compliance report but should be reported to the organization in a separate letter. Paragraph 30 of SAS No. 68 states that if the auditor has issued a separate letter describing immaterial instances of noncompliance, the compliance report should include a reference to that letter.

Illegal Acts

7.17. Illegal acts are violations of laws or government regulations. They may include such matters as falsification of records or reports and misappropriation of funds or other assets. SAS No. 54 discusses the auditor's responsibilities with respect to illegal acts, and paragraphs 31 and 32 of SAS No. 68 and chapter 5 of *Government Auditing Standards* provide additional guidance on the reporting of illegal acts.

7.18. If the auditor is aware of the occurrence of illegal acts and he or she remains uncertain about whether they will materially affect the financial statements, his or her report on the financial statements should be qualified or a disclaimer of opinion should be issued. Both SAS Nos. 53 and 54 discuss situations in which the independent auditor may wish to consult with legal counsel about withdrawing from an engagement.

Reports Required by OMB Circular A-133

7.19. SAS No. 68 and Circular A-133 require the auditor to issue the following reports on an organization's federal awards:

- a. Reports required to be issued in an audit performed in accordance with *Government Auditing Standards*, as described in paragraphs 7.2 through 7.16 of this SOP
- b. A report on a supplementary schedule of the entity's federal awards
- c. A report on the internal control structure policies and procedures used in administering federal awards
- d. A report on compliance with specific laws and regulations that may have a direct and material effect on each major program
- e. A report on compliance with certain laws and regulations applicable to nonmajor programs
- f. A report on compliance with general requirements

The Auditor's Report on the Schedule of Federal Awards

7.20. The recipient or subrecipient of an award is responsible for preparing a schedule of federal awards. Chapter 4 of this SOP describes the presentation requirements governing the schedule. Illustrative reports on the schedule of federal awards are presented in exhibits D-1 and D-2 of appendix D to this SOP.

Additional Schedules

7.21. Circular A-133 does not require recipients to provide additional schedules such as a schedule of indirect costs. Although not required, the recipient may include any additional information that will make the reports more useful to the federal agencies. For example, a federal agency may need a schedule of indirect costs in lieu of performing a separate audit. In this case, it may be mutually beneficial for the NPO to include the schedule as part of the report.

The Auditor's Report on the Internal Control Structure Used in Administering Federal Awards

7.22. Circular A-133 expands on *Government Auditing Standards* and requires that the auditor determine and report whether an NPO has an internal control structure to provide reasonable assurance that it is managing its federal awards in compliance with applicable laws and regulations. The auditor's report should include—

- If applicable, a statement that the auditor has audited the financial statements and a reference to the auditor's report on the financial statements.
- A description of the scope of work performed to obtain an understanding of the internal control structure, to assess control risk, and to test the internal control structure policies and procedures.
- A description of the NPO's significant control policies and procedures established to provide reasonable assurance that it is managing its federal awards in compliance with applicable laws and regulations.
- Any reportable conditions noted, including the identification of material weaknesses.

It should be noted that these requirements exceed the minimum requirement of SAS No. 55 to understand the internal control structure and assess control risk in that they require the auditor to test the internal control structure policies and procedures related to federal awards. An illustrative report on the internal control structure used in administering federal awards is presented in exhibit D-8 of appendix D to this SOP.

7.23. Circular A-133 states that “tests of controls will not be required for those areas where internal control structure policies and procedures are likely to be ineffective in preventing or detecting noncompliance. . . .” Such a situation is a reportable condition. In addition, Circular A-133 states that if the auditor limits his or her consideration of the internal control structure for any reason, the circumstances should be disclosed in the auditor's report on the internal control structure.

The Auditor's Report on Compliance With Laws and Regulations Related to Major Programs

7.24. *Uncertainties and Scope Limitations.* Testing an entity's compliance with general and specific compliance requirements demands that auditors make a comply/noncomply decision about an entity's adherence to those laws and regulations. Circular A-133 requires the auditor to express an opinion about whether the NPO has complied with laws and regulations that may have a direct and material effect on each of its major programs. To comply with this requirement, the auditor should provide an opinion about whether each major program is in compliance, in all material respects, with the specific requirements identified in the report. The report makes reference to any immaterial instances of noncompliance with specific requirements that are included in the schedule of findings and questioned costs or in a separate communication to the management of the NPO. If there are no such immaterial instances of noncompliance, the auditor may so note in the report. If a comply/noncomply decision cannot be made because the auditor is prevented from performing sufficient procedures by the client or by other circumstances, a scope limitation, not an uncertainty, would exist. When an instance of noncompliance has occurred but the resolution of the noncompliance is not

known, an uncertainty would exist. The following situations could occur when the auditor is reporting on the results of compliance testing:

- If appropriate evidence cannot be examined to support the comply/noncomply decision, a scope limitation would exist and the audit report would need to be modified. (For illustrations of such reports, see exhibit D-10 in appendix D to this SOP.) However, if the auditor concludes that compliance with a requirement cannot be reasonably estimated or measured, the auditor would be precluded from issuing an opinion on compliance with a specific requirement (see exhibit D-14 in appendix D to this SOP). Further guidance on reporting on compliance with specific requirements for major programs is contained in paragraphs 80 through 86 of SAS No. 68.
- If the auditor examined sufficient evidence to support a noncompliance finding, a modification to the auditor's report on compliance should be considered in light of several factors, including the number and type of instances of noncompliance, determinability of questioned costs, and materiality of questioned costs. If, after considering these factors, the auditor—
 - Believes the instance of noncompliance has a material effect on a federal program, the auditor's report should be modified-qualified or adverse (see exhibits D-11 and D-12 in appendix D to this SOP).
 - Cannot determine whether the instance of noncompliance could have a material effect on the program, an uncertainty exists. Accordingly, the report on compliance should state that noncompliance occurred but that the effect on the federal award program cannot presently be determined. The auditor also should consider the effect of uncertainties associated with federal programs on the basic financial statements and modify that report if necessary. (See exhibit D-14 in appendix D to this SOP.)

Illustrative reports on compliance with laws and regulations related to major programs are presented in appendix D to this SOP as follows:

<i>Exhibit</i>	<i>Nature of Report</i>
D-9	Unqualified opinion
D-10	Qualified opinion—scope limitation
D-11	Qualified opinion—noncompliance
D-12	Adverse opinion
D-13	Disclaimer of opinion
D-14	Uncertainties

Reporting on Compliance With General Requirements

7.25. Circular A-133 requires the auditor to issue a report on compliance with general requirements regardless of whether the organization being audited has major programs. SAS No. 68 states that determining the extent of any tests of compliance with the general requirements is a matter of professional judgment. SAS No. 68 does not require the auditor to issue an opinion on compliance with the general requirements; rather, the auditor should issue a report on the results of procedures used to test compliance with the general requirements. SAS No. 68 specifies the basic elements of a report expressing positive and negative assurance on compliance with the general requirements.

As noted in paragraph 7.15, the auditor may need to modify the statement of negative assurance based on the results of his or her tests of compliance. An illustrative report on compliance with the general requirements is presented in exhibit D-15 of appendix D to this SOP.

Reporting Compliance With Specific Requirements Applicable to Nonmajor Program Transactions

7.26. Circular A-133 requires the auditor to issue a report on nonmajor programs that provides “a statement of positive assurance on those items that were tested for compliance and negative assurance on those items not tested.” The auditor may have selected transactions from nonmajor programs for testing in connection with the audit of the financial statements or the consideration of the internal control structure. As noted in chapter 6, if the auditor has selected such transactions, they should be tested for compliance with the specific requirements that apply to the individual transactions. The auditor need not test for compliance with the general requirements or the specific requirements that apply to the program as a whole, such as matching and reporting requirements. If the auditor has not selected any nonmajor program transactions, or if the entity has no nonmajor programs, no report is required. An illustrative report on compliance with nonmajor program requirements is presented in exhibit D-18 of appendix D to this SOP.

Dating of Reports

7.27. Since the report on the Schedule of Federal Awards indicates that the auditor is reporting “in relation to” the basic financial statements, it should carry the same date as the report on these statements. Furthermore, since the reports on compliance and internal control structure, as required by *Government Auditing Standards*, relate to the basic financial statements and are based on GAAS audit procedures performed, they should also be dated the same date as the report on the basic financial statements.

7.28. Ideally, the reports required by OMB Circular A-133 should also be dated the same as the other reports, but they often carry a later date because some of the audit work to satisfy the Circular A-133 audit requirements may be done subsequent to the work on the basic financial statements. In any case, when issuing the report on the basic financial statements, the auditor should consider the effect of any material contingent liabilities resulting from possible noncompliance in accordance with FASB Statement No. 5. If, after issuing the report on the basic financial statements, the auditor discovers instances of noncompliance that materially affect the statements, he or she should follow the guidance in SAS No. 1, sections 560 and 561.

Combined Reporting

7.29. The reports issued to comply with the reporting requirements of Circular A-133 involve varying levels of materiality and different forms of reporting. Although it may be feasible in some circumstances to combine certain of the reports, it is very difficult to combine them without making them very long and confusing. In addition, the PCIE Desk Review Checklist is designed to review each of the seven individual reports. Accordingly, auditors are strongly discouraged from issuing combined reports.

Schedule of Findings and Questioned Costs

7.30. Circular A-133 requires that the auditor’s report on compliance include a summary of material findings of noncompliance and an identification of total amounts questioned as a result of noncompliance, if any, for each

federal award and the corrective action recommended by the auditor. Immaterial findings may be included in a schedule of findings and questioned costs or in a separate communication to the management of the NPO.

7.31. According to Circular A-133 and *Government Auditing Standards*, in reporting material instances of noncompliance, auditors should “place their findings in proper perspective.” This perspective is both quantitative and qualitative. The extent of material noncompliance should be considered in relation to the number and dollar amount of transactions tested, the size of the population in terms of number of items and dollars, its likely impact on questioned costs, and the dollar amount questioned in order to give the reader a context within which to judge the extent of noncompliance. The auditor’s report on compliance should include a summary of all material instances (findings) of noncompliance and identify total amounts questioned, if any, for each federal award. A table may be an appropriate method of summarizing extensive findings.

7.32. In presenting the findings, the auditor should refer to the guidance on report contents and report presentation in paragraphs 9 through 69 of chapter 7 of *Government Auditing Standards*, although these relate specifically to performance rather than financial audits. That guidance suggests that well-developed findings are those that provide sufficient information to federal, state and local officials to permit timely and corrective action. Findings generally consist of statements of the conditions (what is), criteria (what should be), effect (the difference between what is and what should be), and cause (why it happened). PCIE Position Statement No. 6, Question 41, states that the following specific information should be included in findings:

- The award name, award number, grantor, CFDA number, and grant year;
- The condition found, including facts relied on that indicate that noncompliance occurred;
- Specific requirement for which noncompliance is found, including regulatory, statutory, or other citation;
- Identification of the questioned costs and how they were computed;
- The cause of the noncompliance;
- Recommendation for corrective action to prevent future occurrences of noncompliance;
- Pertinent views of responsible officials of the audited entity concerning the finding and what corrective action is planned; and
- Other information necessary to determine the cause and effect in order to take proper corrective action.

Views of Responsible Officials (Organization’s Comments)

7.33. The subsection entitled “Views of Responsible Officials” on page 7-10 of *Government Auditing Standards* states:

The report should include the pertinent views of responsible officials of the organization, program, activity, or function audited concerning the auditor’s findings, conclusions, and recommendations, and what corrective action is planned.

Normally, these views would be presented in the recipient’s comments on the auditor’s findings and recommendations in accordance with paragraph 15(g) of Circular A-133.

7.34. The comments should include a statement by responsible officials of the audited organization concerning their agreement with the findings, conclu-

sions, and recommendations reported. If the organization disagrees with the findings, conclusions, and recommendations and the auditor concludes that they are valid, a rebuttal to the organization's comments addressing the reasons why the auditor has not changed the findings, conclusions, and recommendations should be included in the schedule of findings and questioned costs. The presentation of views is separate from the organization's corrective action plan, which it submits directly to the sponsor or cognizant agency.

Audit Resolution

7.35. The first step in resolving audit findings is for the organization to respond to the auditor's findings and recommendations. The response will normally be in the form of a written corrective action plan and should include who will take what corrective action by what date. The organization should indicate and provide reasons when it does not agree with the auditor's findings or does not think corrective action is necessary. The corrective action plan should be submitted with the audit report, which is due within thirty days after completion of the audit.

7.36. As noted in PCIE Position Statement No. 6, Question 45, the federal agencies responsible for audit resolution will evaluate the auditor's findings and recommendations along with the NPO's corrective action plan. Each federal agency responsible for audit resolution is required to issue a management decision within six months of receipt of the audit report. The management decision is the federal agency's response to the auditor's findings and the NPO's corrective action plan. A management decision can include additional actions necessary to resolve the findings.

7.37. Resolution normally occurs when the federal agency responds with a management decision. Upon learning of the finding, the NPO should proceed with corrective action as rapidly as possible.

7.38. Resolution of findings that relate to the programs of a single federal agency is the responsibility of that agency. Resolution of findings affecting programs of more than one federal agency is coordinated by the cognizant agency. A prime recipient is required to ensure that appropriate corrective action is taken by a subrecipient.

7.39. Sanctions such as disallowed costs, or withholding or suspending awards, are available to federal agencies when proper corrective action on audit findings is not made in a timely manner.

7.40. Findings may also serve as a basis for a federal agency's conducting or contracting for additional audit work. Appendix F of this SOP includes illustrations of the reporting of noncompliance.

Audit Follow-Up (Status of Prior Audit Findings)

7.41. Section 2.i of Attachment F to Circular A-110 provides that an organization have a systematic method to assure timely and appropriate resolution of audit findings and recommendations. Paragraphs 3.47 and 3.48 of this SOP describe the requirement for audit follow-up in *Government Auditing Standards*.

7.42. Federal agencies are required to track the status of management's actions on significant or material findings and recommendations from prior audits.

7.43. The management of some NPOs advocate routine disclosure of the status of separate grantor audits of grant or entitlement programs. Such

disclosure is not necessary in the absence of uncertainties related to claims for refunds asserted in connection with such third-party audits. The auditor should consider the effect of aggregated identified noncompliance on the financial statements when preparing his or her report. FASB Statement No. 5 provides guidance in accounting for and reporting on such matters.

7.44. Some events of noncompliance do not have material financial implications on the financial statements, and disclosure of them, therefore, is not required. Nevertheless, special consideration should be given to those events for purposes of reporting to sponsors or donors and other purposes.

Submission of Reports

7.45. Circular A-133 requires that copies of the audit reports be submitted in accordance with *Government Auditing Standards*. GAS requires that the audit reports be submitted to the organization being audited and to the appropriate officials of the organizations requiring or arranging for the audits (including external funding organizations) thirty days after the completion of the audit, unless legal restrictions, ethical considerations, or other arrangements prevent such distribution. Subrecipients should submit copies of the audit reports to recipients that provided federal awards.

7.46. The reports are due within thirty days after the completion of the audit, but the audit should be completed and the report submitted no later than thirteen months after the end of the recipient's fiscal year, unless the cognizant or oversight agency agrees to a longer period.

7.47. The NPO is responsible for submitting *all* reports to each federal agency that provides direct federal funds. Also, subrecipients must distribute copies of reports to all recipients that provide them with federal funds. The report distribution requirements are met when the report is distributed by either the NPO or its auditor. PCIE Position Statement No. 6 includes a schedule of federal agency contact points for Circular A-133 audits.

7.48. The NPO should include with the report a plan for corrective action taken or planned and comments on the status of corrective action taken on prior findings.

7.49. Both recipients and subrecipients receiving federal awards over \$100,000 are required to send a copy of the report to the central clearinghouse designated by the Office of Management and Budget. The address is:

Federal Audit Clearinghouse
Bureau of the Census
1201 E. 10th Street
Jeffersonville, IN 47132

7.50. While the various auditor's reports may have different dates and may be received by the NPO at different times, they should be delivered together to the cognizant or other oversight agency.

Program Audit Reporting

7.51. As noted in PCIE Position Statement No. 6, Question 22, in many cases a program-specific audit guide will be available to provide specific guidance on compliance testing, audit procedures, and reporting. The auditor should determine the availability of agency-prepared supplements or audit guides. This can be done by reviewing the *Program Audit Guide Survey* (October 1991) prepared by the PCIE Standards Subcommittee. The survey (order number PCIE-06-064) may be obtained by written request to the

Treasury Office of Inspector General, Room 7210, ICC Building, 1201 Constitution Ave., N.W., Washington, DC 20220 or by FAX to (202) 927-5418.

7.52. The auditor may also contact the appropriate Inspector General's Office to determine whether subsequent audit guides have been issued or to obtain a copy of an audit guide. When a current program-specific audit guide is not available, the auditor may obtain guidance from the program laws and regulations, grant agreements, and the Compliance Supplements.

7.53. Program-specific audits for which no current federal agency audit guide is available must conform to the reporting required by *Government Auditing Standards*. The reporting should normally include an opinion on the financial statements of the program, a report on the program's internal controls, and a report on program compliance with laws and regulations. A schedule of findings and questioned costs, management letter, or report on illegal acts may also be required when applicable.

7.54. A program audit may usually be performed on either the NPO fiscal year or the award year. However, for first-time audits or changes to existing audit periods, the auditor should contact the grantor agency or review the program audit guide, laws, and regulations concerning the proper audit period.

Stub Periods

7.55. Stub periods may occur when converting from one type of audit to another or when changing audit periods. Arrangements should be made to meet audit requirements for federal expenditures during the stub period. This is usually done either as a separate audit of the stub period or by including federal expenditures during the stub period with the Circular A-133 audit. The cognizant, oversight, or grantor agency should be contacted for advice on audit procedures for stub periods.

Freedom of Information Act

7.56. In accordance with the principles of the Freedom of Information Act (Title 5 of U.S. Code Section 552), audit agency and nonfederal reports issued to grantees and contractors are available, if they are requested, to members of the press and the general public, to the extent that information contained in them is not subject to exemptions of the Act that the cognizant agency chooses to exercise. Accordingly, the auditor should not include names, social security numbers, other personal identification, or other potentially sensitive matters in either the body of the report or any attached schedules.

APPENDIX A**OMB Circular A-133****SUBJECT: Audits of Institutions of Higher Education and Other Nonprofit Organizations**

1. *Purpose.* Circular A-133 establishes audit requirements and defines Federal responsibilities for implementing and monitoring such requirements for institutions of higher education and other nonprofit institutions receiving Federal awards.

2. *Authority.* Circular A-133 is issued under the authority of the Budget and Accounting Act of 1921, as amended; the Budget and Accounting Procedures Act of 1950, as amended; Reorganization Plan No. 2 of 1970; and Executive Order No. 11541.

3. *Supersession.* Circular A-133 supersedes Attachment F, subparagraph 2h, of Circular A-110, "Uniform Administrative Requirements for Grants and other Agreements with Institutions of Higher Education, Hospitals, and other Nonprofit Organizations."

4. *Applicability.* The provisions of Circular A-133 apply to:

- a. Federal departments and agencies responsible for administering programs that involve grants, cost-type contracts and other agreements with institutions of higher education and other nonprofit recipients.
- b. Nonprofit institutions, whether they are recipients, receiving awards directly from Federal agencies, or are sub-recipients, receiving awards indirectly through other recipients.

These principles, to the extent permitted by law, constitute guidance to be applied by agencies consistent with and within the discretion, conferred by the statutes governing agency action.

5. *Requirements and Responsibilities.* The specific requirements and responsibilities of Federal departments and agencies and institutions of higher education and other nonprofit institutions are set forth in the attachment.

6. *Effective Date.* The provisions of Circular A-133 are effective upon publication and shall apply to audits of nonprofit institutions for fiscal years that begin on or after January 1, 1990. Earlier implementation is encouraged. However, until this Circular is implemented, the audit provisions of Attachment F to Circular A-110 shall continue to be observed.

7. *Policy Review (Sunset) Date.* Circular A-133 will have a policy review three years from the date of issuance.

8. *Inquiries.* Further information concerning Circular A-133 may be obtained by contacting the Financial Management Division, Office of Management and Budget, Washington, D.C. 20503, telephone (202) 395-3993.

Richard G. Darman
Director

ATTACHMENT

1. **Definitions.** For the purposes of this Circular, the following definitions apply:

- a. "Award" means financial assistance, and Federal cost-type contracts used to buy services or goods for the use of the Federal Government. It includes awards received directly from the Federal agencies or indirectly through recipients. It does not include procurement contracts to vendors under grants or contracts, used to buy goods or services. Audits of such vendors shall be covered by the terms and conditions of the contract.
- b. "Cognizant agency" means the Federal agency assigned by the Office of Management and Budget to carry out the responsibilities described in paragraph 3 of this Attachment.
- c. "Coordinated audit approach" means an audit wherein the independent auditor, and other Federal and non-federal auditors consider each other's work, in determining the nature, timing, and extent of his or her own auditing procedures. A coordinated audit must be conducted in accordance with *Government Auditing Standards* and meet the objectives and reporting requirements set forth in paragraph 12(b) and 15, respectively, of this Attachment. The objective of the coordinated audit approach is to minimize duplication of audit effort, but not to limit the scope of the audit work so as to preclude the independent auditor from meeting the objectives set forth in paragraph 12(b) or issuing the reports required in paragraph 15 in a timely manner.
- d. "Federal agency" has the same meaning as the term 'agency' in Section 551(1) of Title 5, United States Code.
- e. "Federal Financial Assistance."
 - (1) "Federal financial assistance" means assistance provided by a Federal agency to a recipient or subrecipient to carry out a program. Such assistance may be in the form of:
 - grants;
 - contracts;
 - cooperative agreements;
 - loans;
 - loan guarantees;
 - property;
 - interest subsidies;
 - insurance;
 - direct appropriations;
 - other non-cash assistance.
 - (2) Such assistance does not include direct Federal cash assistance to individuals.
 - (3) Such assistance includes awards received directly from Federal agencies, or indirectly when sub-recipients receive funds identified as Federal funds by recipients.
 - (4) The granting agency is responsible for identifying the source of funds awarded to recipients; the recipient is responsible for identifying the source of funds awarded to sub-recipients.

- f. "Generally accepted accounting principles" has the meaning specified in the *Government Auditing Standards*.
- g. "Independent auditor" means:
- (1) A Federal, State, or local government auditor who meets the standards specified in the *Government Auditing Standards*; or
 - (2) A public accountant who meets such standards.
- h. "Internal control structure" means the policies and procedures established to provide reasonable assurance that:
- (1) Resource use is consistent with laws, regulations, and award terms;
 - (2) Resources are safeguarded against waste, loss, and misuse; and
 - (3) Reliable data are obtained, maintained, and fairly disclosed in reports.
- i. "Major program" means an individual award or a number of awards in a category of Federal assistance or support for which total expenditures are the larger of three percent of total Federal funds expended or \$100,000, on which the auditor will be required to express an opinion as to whether the major program is being administered in compliance with laws and regulations.
- Each of the following categories of Federal awards shall constitute a major program where total expenditures are the larger of three percent of total Federal funds expended or \$100,000:
- Research and Development.
 - Student Financial Assistance.
 - Individual awards not in the student aid or research and development category.
- j. "Management decision" means the evaluation by the management of an establishment of the findings and recommendations included in an audit report and the issuance of a final decision by management concerning its response to such findings and recommendations, including actions concluded to be necessary.
- k. "Nonprofit institution" means any corporation, trust, association, cooperative or other organization which (1) is operated primarily for scientific, educational, service, charitable, or similar purposes in the public interest; (2) is not organized primarily for profit; and (3) uses its net proceeds to maintain, improve, and/or expand its operations. The term "nonprofit institutions" includes institutions of higher education, except those institutions that are audited as part of single audits in accordance with Circular A-128 "Audits of State and Local Governments." The term does not include hospitals which are not affiliated with an institution of higher education, or State and local governments and Indian tribes covered by Circular A-128 "Audits of State and Local Governments."
- l. "Oversight" agency means the Federal agency that provides the predominant amount of direct funding to a recipient not assigned a cognizant agency, unless no direct funding is received. Where there is no direct funding, the Federal agency with the predominant indirect funding will assume the general oversight responsibilities.

The duties of the oversight agency are described in paragraph 4 of this Attachment.

- m. "Recipient" means an organization receiving financial assistance to carry out a program directly from Federal agencies.
- n. "Research and development" includes all research activities, both basic and applied, and all development activities that are supported at universities, colleges, and other nonprofit institutions. "Research" is defined as a systematic study directed toward fuller scientific knowledge or understanding of the subject studied. "Development" is the systematic use of knowledge and understanding gained from research directed toward the production of useful materials, devices, systems, or methods, including design and development of prototypes and processes.
- o. "Student Financial Assistance" includes those programs of general student assistance in which institutions participate, such as those authorized by Title IV of the Higher Education Act of 1965 which is administered by the U.S. Department of Education and similar programs provided by other Federal agencies. It does not include programs which provide fellowships of similar awards to students on a competitive basis, or for specified studies or research.
- p. "Sub-recipient" means any person or government department, agency, establishment, or nonprofit organization that receives financial assistance to carry out a program through a primary recipient or other sub-recipient, but does not include an individual that is a beneficiary of such a program. A sub-recipient may also be a direct recipient of Federal awards under other agreements.
- q. "Vendor" means an organization providing a recipient or sub-recipient with generally required goods or services that are related to the administrative support of the Federal assistance program.

2. Audit of Nonprofit Institutions.

- a. *Requirements Based on Awards Received.*
 - (1) Nonprofit institutions that receive \$100,000 or more a year in Federal awards shall have an audit made in accordance with the provisions of this Circular. However, nonprofit institutions receiving \$100,000 or more but receiving awards under only one program have the option of having an audit of their institution prepared in accordance with the provisions of the Circular or having an audit made of the one program. For prior or subsequent years, when an institution has only loan guarantees or outstanding loans that were made previously, the institution may be required to conduct audits for those programs, in accordance with regulations of the Federal agencies providing those guarantees or loans.
 - (2) Nonprofit institutions that receive at least \$25,000 but less than \$100,000 a year in Federal awards shall have an audit made in accordance with this Circular or have an audit made of each Federal award, in accordance with Federal laws and regulations governing the programs in which they participate.

- (3) Nonprofit institutions receiving less than \$25,000 a year in Federal awards are exempt from Federal audit requirements, but records must be available for review by appropriate officials of the Federal grantor agency or subgranting entity.

b. Oversight by Federal Agencies.

- (1) To each of the larger nonprofit institutions the Office of Management and Budget (OMB) will assign a Federal agency as the cognizant agency for monitoring audits and ensuring the resolution of audit findings that affect the programs of more than one agency.
- (2) Smaller institutions not assigned a cognizant agency will be under the general oversight of the Federal agency that provides them with the most funds.
- (3) Assignments to Federal cognizant agencies for carrying out responsibilities in this section are set forth in a separate supplement to this Circular.
- (4) Federal Government-owned, contractor-operated facilities at institutions or laboratories operated primarily for the Government are not included in the cognizance assignments. These will remain the responsibility of the contracting agencies. The listed assignments cover all of the functions in this Circular unless otherwise indicated. The Office of Management and Budget will coordinate changes in agency assignments.

3. Cognizant Agency Responsibilities. A cognizant agency shall:

- a.* Ensure that audits are made and reports are received in a timely manner and in accordance with the requirements of this Circular.
- b.* Provide technical advice and liaison to institutions and independent auditors.
- c.* Obtain or make quality control reviews of selected audits made by non-Federal audit organizations, and provide the results, when appropriate, to other interested organizations.
- d.* Promptly inform other affected Federal agencies and appropriate Federal law enforcement officials of any reported illegal acts or irregularities. A cognizant agency should also inform State or local law enforcement and prosecuting authorities, if not advised by the recipient, of any violation of law within their jurisdiction.
- e.* Advise the recipient of audits that have been found not to have met the requirements set forth in this Circular. In such instances, the recipient will work with the auditor to take corrective action. If corrective action is not taken, the cognizant agency shall notify the recipient and Federal awarding agencies of the facts and make recommendations for follow-up action. Major inadequacies or repetitive substandard performance of independent auditors shall be referred to appropriate professional bodies for disciplinary action.
- f.* Coordinate, to the extent practicable, audits or reviews made for Federal agencies that are in addition to the audits made pursuant to this Circular, so that the additional audits or reviews build upon audits performed in accordance with the Circular.

- g.* Ensure the resolution of audit findings that affect the programs of more than one agency.
- h.* Seek the views of other interested agencies before completing a coordinated program.
- i.* Help coordinate the audit work and reporting responsibilities among independent public accountants, State auditors, and both resident and non-resident Federal auditors to achieve the most cost-effective audit.

4. ***Oversight Agency Responsibilities.*** An oversight agency shall provide technical advice and counsel to institutions and independent auditors when requested by the recipient. The oversight agency may assume all or some of the responsibilities normally performed by a cognizant agency.

5. ***Recipient Responsibilities.*** A recipient that receives a Federal award and provides \$25,000 or more of it during its fiscal year to a sub-recipient shall:

- a.* Ensure that the nonprofit institution sub-recipients that receive \$25,000 or more have met the audit requirements of this Circular, and that sub-recipients subject to OMB Circular A-128 have met the audit requirements of that Circular;
- b.* Ensure that appropriate corrective action is taken within six months after receipt of the sub-recipient audit report in instances of non-compliance with Federal laws and regulations;
- c.* Consider whether sub-recipient audits necessitate adjustment of the recipient's own records; and
- d.* Require each sub-recipient to permit independent auditors to have access to the records and financial statements as necessary for the recipient to comply with this Circular.

6. ***Relation to Other Audit Requirements.***

- a.* An audit made in accordance with this Circular shall be in lieu of any financial audit required under individual Federal awards. To the extent that an audit made in accordance with this Circular provides Federal agencies with the information and assurances they need to carry out their overall responsibilities, they shall rely upon and use such information. However, a Federal agency shall make any additional audits or reviews necessary to carry out responsibilities under Federal law and regulation. Any additional Federal audits or reviews shall be planned and carried out in such a way as to build upon work performed by the independent auditor.
- b.* Audit planning by Federal audit agencies should consider the extent to which reliance can be placed upon work performed by other auditors. Such auditors include State, local, Federal, and other independent auditors, and a recipient's internal auditors. Reliance placed upon the work of other auditors should be documented and in accordance with *Government Auditing Standards*.
- c.* The provisions of this Circular do not limit the authority of Federal agencies to make or contract for audits and evaluations of Federal awards, nor do they limit the authority of any Federal agency Inspector General or other Federal official.

- d. The provisions of this Circular do not authorize any institution or sub-recipient thereof to constrain Federal agencies, in any manner, from carrying out additional audits, evaluations or reviews.
- e. A Federal agency that makes or contracts for audits, in addition to the audits made by recipients pursuant to this Circular, shall, consistent with other applicable laws and regulations, arrange for funding the cost of such additional audits. Such additional audits or reviews include financial, performance audits and program evaluations.

7. **Frequency of Audit.** Audits shall usually be performed annually but not less frequently than every two years.

8. **Sanctions.** No audit costs may be charged to Federal awards when audits required by this Circular have not been made or have been made but not in accordance with this Circular. In cases of continued inability or unwillingness to have a proper audit in accordance with the Circular, Federal agencies must consider appropriate sanctions including:

- withholding a percentage of awards until the audit is completed satisfactorily;
- withholding or disallowing overhead costs; or
- suspending Federal awards until the audit is made.

9. **Audit Costs.** The cost of audits made in accordance with the provisions of this Circular are allowable charges to Federal awards. The charges may be considered a direct cost or an allocated indirect cost, determined in accordance with the provisions of Circular A-21, "Cost Principles for Universities" or Circular A-122, "Cost Principles for Nonprofit Organizations," FAR Subpart 31, or other applicable cost principles or regulations.

10. **Auditor Selection.** In arranging for audit services institutions shall follow the procurement standards prescribed by Circular A-110, "Uniform Requirements for Grants and Agreements with Institutions of Higher Education, Hospitals and other Nonprofit Organizations."

11. **Small and Minority Audit Firms.**

- a. Small audit firms and audit firms owned and controlled by socially and economically disadvantaged individuals shall have the maximum practicable opportunity to participate in contracts awarded to fulfill the requirements of this Circular.
- b. Recipients of Federal awards shall take the following steps to further this goal:
 - (1) Ensure that small audit firms and audit firms owned and controlled by socially and economically disadvantaged individuals are used to the fullest extent practicable;
 - (2) Make information on forthcoming opportunities available and arrange timeframes for the audit to encourage and facilitate participation by small audit firms and audit firms owned and controlled by socially and economically disadvantaged individuals;
 - (3) Consider in the contract process whether firms competing for larger audits intend to subcontract with small audit firms and audit firms owned and controlled by socially and economically disadvantaged individuals;

- (4) Encourage contracting with small audit firms or audit firms owned and controlled by socially and economically disadvantaged individuals which have traditionally audited government programs, and in cases where this is not possible, assure that these firms are given consideration for audit subcontracting opportunities;
- (5) Encourage contracting with consortiums of small audit firms as described in section (1), above, when a contract is too large for an individual small audit firm or audit firm owned and controlled by socially and economically disadvantaged individuals; and
- (6) Use the services and assistance, as appropriate, of such organizations as the Small Business Administration in the solicitation and utilization of small audit firms or audit firms owned and controlled by socially and economically disadvantaged individuals.

12. Scope of Audit and Audit Objectives.

- a. The audit shall be made by an independent auditor in accordance with *Government Auditing Standards* developed by the Comptroller General of the United States covering financial audits. An audit under this Circular should be an organization-wide audit of the institution. However, there may be instances where Federal auditors are performing audits or are planning to perform audits at nonprofit institutions. In these cases, to minimize duplication of audit work, a coordinated audit approach may be agreed upon between the independent auditor, the recipient and the cognizant agency or the oversight agency. Those auditors who assume responsibility for any or all of the reports called for by paragraph 15 should follow guidance set forth in *Government Auditing Standards* in using work performed by others.
- b. The auditor shall determine whether:
 - (1) The financial statements of the institution present fairly its financial position and the results of its operations in accordance with generally accepted accounting principles;
 - (2) The institution has an internal control structure to provide reasonable assurance that the institution is managing Federal awards in compliance with applicable laws and regulations, and controls that ensure compliance with the laws and regulations that could have a material impact on the financial statements; and
 - (3) The institution has complied with laws and regulations that may have a direct and material effect on its financial statement amounts and on each major Federal program.

13. Internal Controls Over Federal Awards; Compliance Reviews.

- a. *General.* The independent auditor shall determine and report on whether the recipient has an internal control structure to provide reasonable assurance that it is managing Federal awards in compliance with applicable laws, regulations, and contract terms, and that it safeguards Federal funds. In performing these reviews, indepen-

dent auditors should rely upon work performed by a recipient's internal auditors to the maximum extent possible. The extent of such reliance should be based upon the *Government Auditing Standards*.

b. *Internal Control Review.*

- (1) In order to provide this assurance on internal controls, the auditor must obtain an understanding of the internal control structure and assess levels of internal control risk. After obtaining an understanding of the controls, the assessment must be made whether or not the auditor intends to place reliance on the internal control structure.
- (2) As part of this review, the auditor shall:
 - (a) Perform tests of controls to evaluate the effectiveness of the design and operation of the policies and procedures in preventing or detecting material non-compliance. Tests of controls will not be required for those areas where the internal control structure policies and procedures are likely to be ineffective in preventing or detecting noncompliance, in which case a reportable condition or a material weakness should be reported in accordance with paragraph 15c(2) of this Circular.
 - (b) Review the recipient's system for monitoring sub-recipients and obtaining and acting on sub-recipient audit reports.
 - (c) Determine whether controls are in effect to ensure direct and indirect costs were computed and billed in accordance with the guidance provided in the general requirements section of the compliance supplement to this Circular.

c. *Compliance Review.*

- (1) The auditor shall determine whether the recipient has complied with laws and regulations that may have a direct and material effect on any of its major Federal programs. In addition, transactions selected for nonmajor programs shall be tested for compliance with Federal laws and regulations that apply to such transactions.
- (2) In order to determine which major programs are to be tested for compliance, recipients shall identify, in their accounts, all Federal funds received and expended and the programs under which they were received. This shall include funds received directly from Federal agencies, through other state and local governments or other recipients. To assist recipients in identifying Federal awards, Federal agencies and primary recipients shall provide the CFDA numbers to the recipients when making the awards.
- (3) The review must include the selection of an adequate number of transactions from each major Federal financial assistance program so that the auditor obtains sufficient evidence to support the opinion on compliance required by paragraph 15c(3) of this

Attachment. The selection and testing of transactions shall be based on the auditors' professional judgment considering such factors as the amount of expenditures for the program; the newness of the program or changes in its conditions; prior experience with the program particularly as revealed in audits and other evaluations (e.g., inspections, program reviews, or system reviews required by FAR); the extent to which the program is carried out through sub-recipients; the extent to which the program contracts for goods or services; the level to which the program is already subject to program reviews or other forms of independent oversight; the adequacy of the controls for ensuring compliance; the expectation of adherence or lack of adherence to the applicable laws and regulations; and the potential impact of adverse findings.

- (4) In making the test of transactions, the auditor shall determine whether:
 - the amounts reported as expenditures were for allowable services, and
 - the records show that those who received services or benefits were eligible to receive them.
- (5) In addition to transaction testing, the auditor shall determine whether:
 - matching requirements, levels of effort and earmarking limitations were met,
 - Federal financial reports and claims for advances and reimbursement contain information that is supported by books and records from which the basic financial statements have been prepared, and
 - amounts claimed or used for matching were determined in accordance with (1) OMB Circular A-21, "Cost Principles for Educational Institutions"; (2) matching or cost sharing requirements in Circular A-110, "Uniform Requirements for Grants and Agreements with Institutions of Higher Education, Hospitals and Other Nonprofit Organizations"; (3) Circular A-122, "Cost Principles for Nonprofit Organizations"; (4) FAR subpart 31 cost principles; and (5) other applicable cost principles or regulations.
- (6) The principal compliance requirements of the largest Federal programs may be ascertained by referring to the "*Compliance Supplement for Audits of Institutions of Higher Learning and Other Non-profit Institutions*," and the "*Compliance Supplement for Single Audits of State and Local Governments*," issued by OMB and available from the Government Printing Office. For those programs not covered in the Compliance Supplements, the auditor should ascertain compliance requirements by reviewing the statutes, regulations, and agreements governing individual programs.
- (7) Transactions related to other awards that are selected in connection with examinations of financial statements and evalua-

tions of internal controls shall be tested for compliance with Federal laws and regulations that apply to such transactions.

14. **Illegal Acts.** If, during or in connection with the audit of a nonprofit institution, the auditor becomes aware of illegal acts, such acts shall be reported in accordance with the provisions of the *Government Auditing Standards*.

15. **Audit Reports.**

- a. Audit reports must be prepared at the completion of the audit.
- b. The audit report shall state that the audit was made in accordance with the provisions of this Circular.
- c. The report shall be made up of at least the following three parts:
 - (1) The financial statements and a schedule of Federal awards and the auditor's report on the statements and the schedule. The schedule of Federal awards should identify major programs and show the total expenditures for each program. Individual major programs other than Research and Development and Student Aid should be listed by catalog number as identified in the *Catalog of Federal Domestic Assistance*. Expenditures for Federal programs other than major programs shall be shown under the caption "other Federal assistance." Also, the value of non-cash assistance such as loan guarantees, food commodities or donated surplus properties or the outstanding balance of loans should be disclosed in the schedule.
 - (2) A written report of the independent auditor's understanding of the internal control structure and the assessment of control risk. The auditor's report should include as a minimum: (1) the scope of the work in obtaining understanding of the internal control structure and in assessing the control risk, (2) the nonprofit institution's significant internal controls or control structure including the controls established to ensure compliance with laws and regulations that have a material impact on the financial statements and those that provide reasonable assurance that Federal awards are being managed in compliance with applicable laws and regulations, and (3) the reportable conditions, including the identification of material weaknesses, identified as a result of the auditor's work in understanding and assessing the control risk. If the auditor limits his/her consideration of the internal control structure for any reason, the circumstances should be disclosed in the report.
 - (3) The auditor's report on compliance containing:
 - An opinion as to whether each major Federal program was being administered in compliance with laws and regulations applicable to the matters described in paragraph 13(c)(3) of this Attachment, including compliance with laws and regulations pertaining to financial reports and claims for advances and reimbursements;
 - A statement of positive assurance on those items that were tested for compliance and negative assurance on those items not tested;

- Material findings of noncompliance presented in their proper perspective:
 - The size of the universe in number of items and dollars,
 - The number and dollar amount of transactions tested by the auditors,
 - The number and corresponding dollar amount of instances of noncompliance;
 - Where findings are specific to a particular Federal award, an identification of total amounts questioned, if any, for each Federal award, as a result of noncompliance and the auditor's recommendations for necessary corrective action.
- d. The three parts of the audit report may be bound into a single document, or presented at the same time as separate documents.
- e. Nonmaterial findings need not be disclosed with the compliance report but should be reported in writing to the recipient in a separate communication. The recipient, in turn, should forward the findings to the Federal grantor agencies or subgrantor sources.
- f. All fraud or illegal acts or indications of such acts, including all questioned costs found as the result of these acts that auditors become aware of, may be covered in a separate written report submitted in accordance with the *Government Auditing Standards*.
- g. The auditor's report should disclose the status of known but uncorrected significant material findings and recommendations from prior audits that affect the current audit objective as specified in the *Government Auditing Standards*.
- h. In addition to the audit report, the recipient shall provide a report of its comments on the findings and recommendations in the report, including a plan for corrective action taken or planned and comments on the status of corrective action taken on prior findings. If corrective action is not necessary, a statement describing the reason it is not should accompany the audit report.
- i. Copies of the audit report shall be submitted in accordance with the reporting standards for financial audits contained in the *Government Auditing Standards*. Sub-recipient auditors shall submit copies to recipients that provided Federal awards. The report shall be due within 30 days after the completion of the audit, but the audit should be completed and the report submitted not later than 13 months after the end of the recipient's fiscal year unless a longer period is agreed to with the cognizant or oversight agency.
- j. Recipients of more than \$100,000 in Federal awards shall submit one copy of the audit report within 30 days after issuance to a central clearinghouse to be designated by the Office of Management and Budget. The clearinghouse will keep completed audit reports on file.
- k. Recipients shall keep audit reports, including subrecipient reports, on file for three years from their issuance.

16. Audit Resolution.

- a. As provided in paragraph 3, the cognizant agency shall be responsible for ensuring the resolution of audit findings that affect the programs of more than one Federal agency. Resolution of findings that relate to the programs of a single Federal agency will be the responsibility of the recipient and the agency. Alternate arrangements may be made on case-by-case basis by agreement among the agencies concerned.
- b. A management decision shall be made within six months after receipt of the report by the Federal agencies responsible for audit resolution. Corrective action should proceed as rapidly as possible.

17. Audit Workpapers and Reports. Workpapers and reports shall be retained for a minimum of three years from the date of the audit report, unless the auditor is notified in writing by the cognizant agency to extend the retention period. Audit workpapers shall be made available upon request to the cognizant agency or its designee or the General Accounting Office, at the completion of the audit.

APPENDIX B**Reference Documents for Compliance Auditing of Not-for-Profit Organizations**

In the planning stage of the audit, independent auditors should become familiar with the applicable documents presented below. The documents are among the most important ones to be used for verification and reference purposes in auditing compliance for NPOs. Sources for these materials are identified below. The auditor should use the most current reference material that applies to the period under audit.

The AICPA publications listed below may be obtained from the American Institute of Certified Public Accountants, Harborside Financial Center, 201 Plaza III, Jersey City, NJ 07311-3881, or by calling 800-862-4272. Federal government publications may be obtained from the Superintendent of Documents, U.S. Government Printing Office, Washington, DC 20402 (order desk telephone: 202-783-3238). Standards of the President's Council on Integrity and Efficiency (except for PCIE Position Statement No. 6) can be obtained by writing or faxing the Treasury Office of Inspector General, Room 7210, ICC Building, 1201 Constitution Avenue, NW, Washington, DC 20220 (fax: 202-927-5418).

Cost Principles

- a. OMB Circular A-21, *Cost Principles for Colleges and Universities*
- b. OMB Circular A-122, *Cost Principles for Nonprofit Organizations*
- c. OASC-3 (45 CFR, Part 74), *Cost Principles for Hospitals*

Auditing Standards

- a. AICPA *Professional Standards*, volume 1, including SAS No. 68, *Compliance Auditing Applicable to Governmental Entities and Other Recipients of Governmental Financial Assistance*
- b. *Government Auditing Standards*, issued by the Comptroller General of the United States (1988 revision)
- c. *Guide for Review of Sensitive Payments*, published by the General Accounting Office (GAO)

AICPA Audit Guides and Statements of Position

- a. *Audits of Certain Nonprofit Organizations*, which includes SOP 78-10, *Accounting Principles and Reporting Practices for Certain Nonprofit Organizations*
- b. *Audits of Voluntary Health and Welfare Organizations*
- c. *Audits of Colleges and Universities*
- d. *Audits of Providers of Health Care Services*
- e. *Audit Sampling*
- f. *Consideration of the Internal Control Structure in a Financial Statement Audit*
- g. *Audits of State and Local Governmental Units*
- h. SOP 92-7, *Audits of State and Local Governmental Entities Receiving Federal Financial Assistance*

Office of Management and Budget (OMB) and Other Compliance Guidelines

- a. OMB Circular A-21, *Cost Principles for Educational Institutions*
- b. OMB Circular A-73, *Audits of Federal Operations and Programs*
- c. *Compliance Supplement for Audits of Institutions of Higher Learning and Other Non-Profit Institutions* (October 1991)
- d. *Guidelines for Audits of Federal Awards to Nonprofit Organizations*, issued by the Office of Inspector General of the United States Department of Health and Human Services
- e. *Compliance Supplement for Single Audits of State and Local Governments* (September 1990)
- f. *Catalog of Federal Domestic Assistance*
- g. OMB Circular A-88, *Indirect Cost Rates, Audit and Audit Follow-Up at Educational Institutions*, and successive publications (cognizant audit responsibilities)
- h. OMB Circular A-110, *Uniform Requirements for Grants and Agreements with Institutions of Higher Education, Hospitals and Other Nonprofit Organizations*
- i. OMB Circular A-122, *Cost Principles for Nonprofit Organizations*
- j. OMB Circular A-133, *Audits of Institutions of Higher Education and Other Nonprofit Institutions*

PCIE Statements and Guidance

- a. PCIE Statement No. 1 provides guidance on determining when a series of audits of individual federal departments, agencies, and establishments may be considered an audit for purposes of the Single Audit Act.
- b. PCIE Statement No. 2 provides guidance to cognizant agencies on determining whether an audit report that does not meet the 50 percent rule on internal control coverage prescribed in the AICPA *Audit and Accounting Guide Audits of State and Local Governmental Units* should be accepted.
- c. PCIE Statement No. 3 provides guidance on using a cyclical approach to internal control reviews of nonmajor programs.
- d. PCIE Statement No. 4 establishes uniform procedures for referrals of substandard audits to state boards of accountancy and the AICPA.
- e. PCIE Statement No. 5 provides guidance for certain not-for-profit entities other than institutions of higher education or hospitals not covered by OMB Circular A-110.
- f. PCIE Statement No. 6 (order number 041-001-00374-6) answers commonly asked questions about audits of federal programs under OMB Circular A-133. This can be obtained by contacting the Government Printing Office.
- g. *Program Audit Guide Survey* was issued by the PCIE Standards Subcommittee (October 1991). One copy can be obtained (order number PCIE-06-064) by writing to the PCIE at:

Department of the Treasury
 Office of Inspector General
 Room 7210, ICC Bldg.
 1201 Constitution Ave., N.W.
 Washington, DC 20220

Sponsors' Guidelines

- *Financial Aid Handbook*, issued by the Department of Education
- *PHS Grants Administration Manual and Grants Policy Statement*
- The National Science Foundation's *Grants for Scientific Research*
- AID Handbooks
- Federal Acquisition Regulations (FAR)
- Defense Department Supplement (DFARS)
- Standards of Accounting and Financial Reporting for Voluntary Health & Welfare Organizations, third edition (1988), issued by the National Health Council (commonly referred to as the "black book")
- 1988 Combined Federal Campaign Rule 5 CFR Part 950, *Solicitation of Federal Civilian and Uniformed Service Personnel for Contributions to Private Voluntary Organizations*, issued by the United States Office of Personnel Management.

Federal Agency Guidance

Federal Cognizant Agency Audit Organization Guidelines, issued by the President's Council on Integrity and Efficiency (includes desk and quality control review guides, revised May 1991)

Directory of Inspectors General—List of Federal Agency Contact Points for Single Audit Act Questions and Materials

Federal Agency Implementation of Single Audit Requirements

Department of the Interior
 Department of Transportation
 Department of Agriculture
 Department of Commerce
 Veterans Administration
 Department of Health and Human Services
 Department of Labor
 Federal Emergency Management Agency
 Department of Education
 Department of Housing and Urban Development
 Department of Energy
 Department of Transportation, Federal Highway Administration
 Environmental Protection Agency

Quality Standards for Federal Offices of Inspector General, issued by the President's Council on Integrity and Efficiency (Performance Evaluation Committee), January 1986

Common Rule for Uniform Administrative Requirements for Grants and Cooperative Agreements to State and Local Governments; Federal Agency Implementation of Common Rule

Guidelines for Audits of Federal Awards to Non-Profit Organizations, issued by the Office of Inspector General, U.S. Department of Health and Human Services

How to Choose an Auditor, issued by Mid-America Intergovernmental Audit Forum

A Guide for Roles and Responsibilities in Subrecipient Audits, issued by Mid-America Intergovernmental Audit Forum

Review Guide for Long-Form University Indirect Cost Proposals, issued by U.S. Department of Health and Human Services.

APPENDIX C

State and Local Audit and Grant Compliance Requirements

In general, there are three types of models under which state governments prescribe audit requirements:

- a. *Single Audit*—The state requires the performance of a single audit covering the grants.
- b. *Individual Grant Audits*—The state requires that every state grant be audited; individual agencies implement the audit requirements and specify applicable requirements.
- c. *Individual Agency Audits*—The state does not have an audit requirement; individual agencies are left to implement their own requirements. Thus, in some cases, audit requirements may not exist for certain grants.

Some cities and other very large municipal units also use similar types of models. In recent years, an increasing number of states and municipalities have adopted a single-audit model to increase audit efficiency.

In determining the most efficient audit approach, the auditor should—

- a. Determine the nature of the audit requirements in the state (e.g., ascertain whether the state uses a single-audit model, an individual grant audit model, or an individual agency audit model).
- b. Ascertain the relationship of applicable state requirements to any federal audit requirements.
- c. Ascertain the nature of funding for the audit costs of such requirements. Typically, the cost of any state requirements that go beyond federal requirements is not covered by federal sponsors.

If the state follows a multiple-agency model and the auditor is engaged to perform and report separately on an individual grant audit on behalf of a state or local agency, he or she should consider the following steps:

- Obtain any applicable audit guidance from the grantor agency.
- Confirm with the grantor agency that any audit guides expected to be used contain all administrative rulings and amendments pertaining to the grant.
- Discuss with the grantor agency the scope of testing that is expected to be performed. The auditor should consider documenting any agreements resulting from such discussions in a proposal, contract, or engagement letter.

APPENDIX D**Illustrative Audit Reports**

The following is a list of the reports illustrated in this appendix:

<u>Report</u>	<u>Exhibit</u>
Report on Schedule of Federal Awards	D-1
Report on Basic Financial Statements and Schedule of Federal Awards	D-2
<i>Reports Based on an Audit of Financial Statements Performed in Accordance With Government Auditing Standards (GAS):</i>	
Report on the Internal Control Structure Based on an Audit of Financial Statements Performed in Accordance With GAS	D-3
Report on Compliance With Laws, Regulations, Contracts, and Grants Based on an Audit of Financial Statements Performed in Accordance With GAS When the Auditor's Procedures Disclose No Material Instances of Noncompliance	D-4
Report on Compliance With Laws, Regulations, Contracts, and Grants Based on an Audit of Financial Statements Performed in Accordance With GAS When Material Instances of Noncompliance Exist	D-5
Report on Compliance With Laws, Regulations, Contracts, and Grants Based on an Audit of Financial Statements Performed in Accordance With GAS When Uncertainty About the Effects of Noncompliance Exists	D-6
Report on Compliance With Laws, Regulations, Contracts, and Grants Based on an Audit of Financial Statements Performed in Accordance With GAS When the Auditor Decides Not To Perform Any Tests of Compliance	D-7
<i>Reports In Accordance With OMB Circular A-133:</i>	
Report on the Internal Control Structure Used in Administering Federal Awards	D-8
Reports on Major Programs:	
Unqualified Opinion on Compliance With Specific Requirements Applicable to Major Programs	D-9
Qualified Opinion on Compliance With Specific Requirements Applicable to Major Programs—Scope Limitation	D-10
Qualified Opinion on Compliance With Specific Requirements Applicable to Major Programs—Noncompliance	D-11
Adverse Opinion on Compliance With Specific Requirements Applicable to Major Programs	D-12
Disclaimer of Opinion on Compliance With Specific Requirements Applicable to Major Programs	D-13
Qualified Opinion on Compliance With Specific Requirements Applicable to Major Programs—Uncertainties	D-14
Report on Compliance With General Requirements— No Material Noncompliance Identified	D-15
Report on Compliance With General Requirements When Material Noncompliance Is Identified	D-16

<u>Report</u>	<u>Exhibit</u>
Report on Compliance With General Requirements When a Scope Limitation Exists	D-17
Report on Compliance With Specific Requirements Applicable to Nonmajor Program Transactions	D-18

Exhibit D-1**Report on Schedule of Federal Awards¹**

[Addressee]

We have audited the financial statements of [name of organization] for the year ended June 30, 19XX, and have issued our report thereon dated August 15, 19XX.² These financial statements are the responsibility of [name of organization]'s management. Our responsibility is to express an opinion on these basic financial statements based on our audit.

We conducted our audit in accordance with generally accepted auditing standards and *Government Auditing Standards* issued by the Comptroller General of the United States. Those standards require that we plan and perform the audit to obtain reasonable assurance about whether the financial statements are free of material misstatement. An audit includes examining, on a test basis, evidence supporting the amounts and disclosures in the basic financial statements. An audit also includes assessing the accounting principles used and significant estimates made by management, as well as evaluating the overall financial statement presentation. We believe that our audit provides a reasonable basis for our opinion.

Our audit was made for the purpose of forming an opinion on the basic financial statements of [name of organization] taken as a whole. The accompanying Schedule of Federal Awards is stated for purposes of additional analysis and is not a required part of the basic financial statements. The information in that Schedule has been subjected to the auditing procedures applied in the audit of the basic financial statements and, in our opinion, is fairly presented in all material respects in relation to the basic financial statements taken as a whole.

[Signature]

[Date]

Notes:

1. This report is intended to be issued when the auditor's report on the basic financial statements is issued separately. However, the auditor may consider combining the report on the basic financial statements with this report (see exhibit D-2).
2. Describe any departure from the standard report.

Exhibit D-2**Report on Basic Financial Statements and Schedule of Federal Awards**

[Addressee]

We have audited the accompanying balance sheet of [name of organization] as of June 30, 19XX, and the related statements of changes in fund balances and [changes in financial position] [cash flows]¹ for the year then ended. These financial statements are the responsibility of [name of organization]'s management. Our responsibility is to express an opinion on these financial statements based on our audit.

We conducted our audit in accordance with generally accepted auditing standards and *Government Auditing Standards* issued by the Comptroller General of the United States. Those standards require that we plan and perform the audit to obtain reasonable assurance about whether the financial statements are free of material misstatement. An audit includes examining, on a test basis, evidence supporting the amounts and disclosures in the financial statements. An audit also includes assessing the accounting principles used and significant estimates made by management, as well as evaluating the overall financial statement presentation. We believe that our audit provides a reasonable basis for our opinion.

In our opinion, the financial statements referred to above present fairly, in all material respects, the financial position of [name of organization] as of June 30, 19XX, and the changes in its fund balances and its [financial position] [cash flows] for the year then ended, in conformity with generally accepted accounting principles.

Our audit was made for the purpose of forming an opinion on the basic financial statements of [name of organization] taken as a whole. The accompanying Schedule of Federal Awards for the year ended June 30, 19XX, is presented for purposes of additional analysis and is not a required part of the basic financial statements. The information in that schedule has been subjected to the procedures applied in the audit of the basic financial statements and, in our opinion, is fairly stated in all material respects in relation to the basic financial statements taken as a whole.

[Signature]

[Date]

Note:

1. Statement titles should be revised to conform with the statements presented by the organization.

Exhibit D-3**Report on the Internal Control Structure Based on an
Audit of Financial Statements Performed in
Accordance With GAS**

[Addressee]

We have audited the financial statements of [*name of organization*] as of and for the year ended June 30, 19XX, and have issued our report thereon dated August 15, 19XX.¹

We conducted our audit in accordance with generally accepted auditing standards and *Government Auditing Standards*, issued by the Comptroller General of the United States. Those standards require that we plan and perform the audit to obtain reasonable assurance about whether the financial statements are free of material misstatement.

In planning and performing our audit of the financial statements of [*name of organization*] for the year ended June 30, 19XX, we considered its internal control structure in order to determine our auditing procedures for the purpose of expressing our opinion on the financial statements and not to provide assurance on the internal control structure.

The management of [*name of organization*] is responsible for establishing and maintaining an internal control structure. In fulfilling this responsibility, estimates and judgments by management are required to assess the expected benefits and related costs of internal control structure policies and procedures. The objectives of an internal control structure are to provide management with reasonable, but not absolute, assurance that assets are safeguarded against loss from unauthorized use or disposition, and that transactions are executed in accordance with management's authorization and recorded properly to permit the preparation of financial statements in accordance with generally accepted accounting principles. Because of inherent limitations in any internal control structure, errors or irregularities may nevertheless occur and not be detected. Also, projection of any evaluation of the structure to future periods is subject to the risk that procedures may become inadequate because of changes in conditions or that the effectiveness of the design and operation of policies and procedures may deteriorate.

For the purpose of this report, we have classified the significant internal control structure policies and procedures in the following categories [*identify internal control structure categories*].² For all of the internal control structure categories listed above, we obtained an understanding of the design of relevant policies and procedures and whether they have been placed in operation, and we assessed control risk.

We noted certain matters involving the internal control structure and its operation that we consider to be reportable conditions under standards established by the American Institute of Certified Public Accountants. Reportable conditions involve matters coming to our attention relating to significant deficiencies in the design or operation of the internal control structure that, in our judgment, could adversely affect the organization's ability to record, process, summarize, and report financial data in a manner that is consistent with the assertions of management in the financial statements.³

[Include paragraphs to describe the reportable conditions noted.]

A material weakness is a reportable condition in which the design or operation of one or more of the internal control structure elements does not reduce to a relatively low level the risk that errors or irregularities in amounts that would be material in relation to the financial statements being audited may occur and not be detected within a timely period by employees in the normal course of performing their assigned functions.

Our consideration of the internal control structure would not necessarily disclose all matters in the internal control structure that might be reportable conditions and, accordingly, would not necessarily disclose all reportable conditions that are also considered to be material weaknesses as defined above. However, we believe none of the reportable conditions described above is a material weakness.

We also noted other matters involving the internal control structure and its operation that we have communicated to the management of *[name of organization]* in a separate letter dated August 15, 19XX.⁴

This report is intended for the information of the audit committee, management, and *[specify legislative or regulatory body]*. However, this report is a matter of public record and its distribution is not limited.⁵

[Signature]

[Date]

Notes:

1. Describe any departure from the standard report.
2. See paragraph 7.7 for a discussion of categories to be identified. Also, see paragraphs 6.36 and 6.53 through 6.61 for specific and general requirements, respectively.
3. Paragraph 17 of SAS No. 60, *Communication of Internal Control Structure Related Matters Noted in a Financial Statement Audit*, prohibits the auditor from issuing a written report representing that no reportable conditions were noted during an audit. When the auditor notes no reportable conditions during an audit, he or she may issue a report, such as the following, to satisfy the requirements of *Government Auditing Standards*.

[The first through the fifth paragraphs of the report are the same as those illustrated above.]

Our consideration of the internal control structure would not necessarily disclose all matters in the internal control structure that might be material weaknesses under standards established by the American Institute of Certified Public Accountants. A material weakness is a condition in which the design or operation of one or more of the internal control structure elements does not reduce to a relatively low level the risk that errors or irregularities in amounts that would be material in relation to the financial statements being audited may occur and not be detected within a timely period by employees in the normal course of performing their assigned functions. We noted no matters involving the internal control structure and its opera-

tion that we consider to be material weaknesses as defined above.

[The last two paragraphs of the report are the same as that illustrated above.]

4. If a separate letter has not been issued, this paragraph should be omitted.
5. If the report is not part of the public record, this sentence should not be included in the report.

Exhibit D-4

**Report on Compliance With Laws, Regulations,
Contracts, and Grants Based on an Audit of Financial
Statements Performed in Accordance With GAS When
the Auditor's Procedures Disclose No Material
Instances of Noncompliance**

[Addressee]

We have audited the financial statements of [*name of organization*] as of and for the year ended June 30, 19XX, and have issued our report thereon dated August 15, 19XX.¹

We conducted our audit in accordance with generally accepted auditing standards and *Government Auditing Standards*, issued by the Comptroller General of the United States. Those standards require that we plan and perform the audit to obtain reasonable assurance about whether the financial statements are free of material misstatement.

Compliance with laws, regulations, contracts, and grants applicable to [*name of organization*] is the responsibility of [*name of organization*]'s management. As part of obtaining reasonable assurance about whether the financial statements are free of material misstatement, we performed tests of [*name of organization*]'s compliance with certain provisions of laws, regulations, contracts, and grants. However, the objective of our audit of the financial statements was not to provide an opinion on overall compliance with such provisions. Accordingly, we do not express such an opinion.

The results of our tests indicate that, with respect to the items tested, [*name of organization*] complied, in all material respects, with the provisions referred to in the preceding paragraph. With respect to items not tested, nothing came to our attention that caused us to believe that [*name of organization*] had not complied, in all material respects, with those provisions.²

This report is intended for the information of the audit committee, management, and [*specify legislative or regulatory body*]. However, this report is a matter of public record and its distribution is not limited.³

[Signature]

[Date]

Notes:

1. Describe any departure from the standard report.
2. If the auditor determines noncompliance is pervasive and he or she is not able to provide negative assurance, the auditor's report should consist of the following:

[*First three paragraphs as illustrated above.*]

The results of our tests indicate that, with respect to the items tested, the [*name of organization*] complied with those laws and regulations referred to above, except as described in the attached schedule. However, the extent of noncompliance noted in our testing indicates that, with respect to items that were not tested by us, there is more than a relatively low risk that the [*name of organization*] may not have complied with the provi-

sions referred to in the preceding paragraph. These matters were considered by us in evaluating whether the basic financial statements are presented fairly in conformity with generally accepted accounting principles.

[Last paragraph as illustrated above.]

3. If the report is not part of the public record, this sentence should not be included in the report.

Exhibit D-5**Report on Compliance With Laws, Regulations,
Contracts, and Grants Based on an Audit of Financial
Statements Performed in Accordance With GAS When
Material Instances of Noncompliance Exist**

[Addressee]

We have audited the financial statements of [name of organization], as of and for the year ended June 30, 19XX, and have issued our report thereon dated August 15, 19XX.¹

We conducted our audit in accordance with generally accepted auditing standards and *Government Auditing Standards*, issued by the Comptroller General of the United States. Those standards require that we plan and perform the audit to obtain reasonable assurance about whether the financial statements are free of material misstatement.

Compliance with laws, regulations, contracts, and grants applicable to [name of organization] is the responsibility of [name of organization]'s management. As part of obtaining reasonable assurance about whether the financial statements are free of material misstatement, we performed tests of [name of organization]'s compliance with certain provisions of laws, regulations, contracts, and grants. However, the objective of our audit of the financial statements was not to provide an opinion on overall compliance with such provisions. Accordingly, we do not express such an opinion.

Material instances of noncompliance are failures to follow requirements, or violations of prohibitions, contained in laws, regulations, contracts, or grants that cause us to conclude that the aggregation of the misstatements resulting from those failures or violations is material to the financial statements. The results of our tests of compliance disclosed the following material instances of noncompliance, the effects of which have been corrected in [name of organization]'s 19XX financial statements.

[Include paragraphs describing the material instances of noncompliance noted.]

We considered these material instances of noncompliance in forming our opinion on whether [name of organization]'s 19XX financial statements are presented fairly, in all material respects, in conformity with generally accepted accounting principles, and this report does not affect our report dated August 15, 19XX, on those financial statements.

Except as described above, the results of our tests of compliance indicate that, with respect to the items tested, [name of organization] complied, in all material respects, with the provisions referred to in the third paragraph of this report; and, with respect to items not tested, nothing came to our attention that caused us to believe that [name of organization] had not complied, in all material respects, with those provisions.²

This report is intended for the information of the audit committee, management, and [specify legislative or regulatory body]. However, this report is a matter of public record and its distribution is not limited.³

[Signature]

[Date]

Notes:

1. Describe any departure from the standard report.
2. If there is pervasive noncompliance and negative assurance cannot be provided, the report should be modified as shown in exhibit D-4, note 2.
3. If the report is not part of the public record, this sentence should not be included in the report.

Exhibit D-6**Report on Compliance With Laws, Regulations,
Contracts, and Grants Based on an Audit of Financial
Statements Performed in Accordance With GAS When
Uncertainty About the Effects of Noncompliance Exists**

[Addressee]

We have audited the financial statements of [name of organization], as of and for the year ended June 30, 19XX, and have issued our report thereon dated August 15, 19XX.¹

We conducted our audit in accordance with generally accepted auditing standards and *Government Auditing Standards*, issued by the Comptroller General of the United States. Those standards require that we plan and perform the audit to obtain reasonable assurance about whether the financial statements are free of material misstatement.

Compliance with laws, regulations, contracts, and grants applicable to [name of organization] is the responsibility of [name of organization]'s management. As part of obtaining reasonable assurance about whether the financial statements are free of material misstatement, we performed tests of [name of organization]'s compliance with certain provisions of laws, regulations, contracts, and grants. However, the objective of our audit of the financial statements was not to provide an opinion on overall compliance with such provisions. Accordingly, we do not express such an opinion.

Material instances of noncompliance are failures to follow requirements, or violations of prohibitions, contained in laws, regulations, contracts, or grants that cause us to conclude that the aggregation of the misstatements resulting from those failures or violations is material to the financial statements. The results of our tests of compliance disclosed the following instances of noncompliance, the effects of which may be material to the financial statements but for which the ultimate resolution cannot presently be determined. Accordingly, no provision for any liability that may result has been recognized in [name of organization]'s 19XX financial statements.²

[Include paragraphs describing the instances of noncompliance noted.]

We considered these instances of noncompliance in forming our opinion on whether [name of organization]'s 19XX financial statements are presented fairly, in all material respects, in conformity with generally accepted accounting principles, and this report does not affect our report dated August 15, 19XX, on those financial statements.

Except as described above, the results of our tests of compliance indicate that, with respect to the items tested, [name of organization] complied, in all material respects, with the provisions referred to in the third paragraph of this report; and, with respect to items not tested, nothing came to our attention that caused us to believe that [name of organization] had not complied, in all material respects, with those provisions.

This report is intended for the information of the audit committee, management, and [specify legislative or regulatory body]. However, this report is a matter of public record and its distribution is not limited.³

[Signature]

[Date]

Notes:

1. Describe any departure from the standard report.
2. The effect of the instances of noncompliance is considered when reporting on the basic financial statements and, if material to the basic financial statements, an explanatory paragraph similar to the following should be inserted after the opinion paragraph in the auditor's report on the financial statements:

As discussed in note X, [name of organization] failed to comply with certain requirements applicable to the federal awards programs in which it participates. The financial statements do not include an adjustment for any liability that may result from the actions of the organization and federal agencies relative to these instances of noncompliance.

Auditors should be aware that instances of noncompliance may be material, either individually or in the aggregate, warranting an adverse opinion on the financial statements.

3. If the report is not part of the public record, this sentence should not be included in the report.

Exhibit D-7

**Report on Compliance With Laws, Regulations,
Contracts, and Grants Based on an Audit of Financial
Statements Performed in Accordance With GAS When
the Auditor Decides Not to Perform Any Tests of
Compliance¹**

[Addressee]

We have audited the financial statements of [name of organization], as of and for the year ended June 30, 19XX, and have issued our report thereon dated August 15, 19XX.²

We conducted our audit in accordance with generally accepted auditing standards and *Government Auditing Standards*, issued by the Comptroller General of the United States. Those standards require that we plan and perform the audit to obtain reasonable assurance about whether the financial statements are free of material misstatement.

Compliance with laws, regulations, contracts, and grants applicable to [name of organization] is the responsibility of [name of organization]'s management. As part of our audit, we assessed the risk that noncompliance with certain provisions of laws, regulations, contracts, and grants could cause the financial statements to be materially misstated. We concluded that the risk of such material misstatement was sufficiently low that it was not necessary to perform tests of [name of organization]'s compliance with such provisions of laws, regulations, contracts, and grants.

However, in connection with our audit, nothing came to our attention that caused us to believe that [name of organization] had not complied, in all material respects, with the laws, regulations, contracts, and grants referred to in the preceding paragraph.

This report is intended for the information of the audit committee, management, and [specify legislative or regulatory body]. However, this report is a matter of public record and its distribution is not limited.³

[Signature]

[Date]

Notes:

1. This report is only appropriate in rare circumstances, based on assessments of materiality and audit risk, where the auditor may decide not to perform any tests of compliance with provisions of laws, regulations, contracts, and grants. (See paragraph 7.27 of this SOP for discussion of dating of reports.)
2. Describe any departure from the standard report.
3. If the report is not part of the public record, this sentence should not be included in the report.

Exhibit D-8**Report on the Internal Control Structure Used in Administering Federal Awards**

[Addressee]

We have audited the financial statements of [name of organization] as of and for the year ended June 30, 19XX, and have issued our report thereon dated August 15, 19XX.¹ We have also audited [name of organization]'s compliance with requirements applicable to major federal programs, and have issued our report thereon dated August 15, 19XX.

We conducted our audits in accordance with generally accepted auditing standards; *Government Auditing Standards*, issued by the Comptroller General of the United States; and Office of Management and Budget (OMB) Circular A-133, *Audits of Institutions of Higher Education and Other Non-profit Institutions*. Those standards and OMB Circular A-133 require that we plan and perform the audit to obtain reasonable assurance about whether the financial statements are free of material misstatement and about whether [name of organization] complied with laws and regulations, noncompliance with which would be material to a major federal program.

In planning and performing our audits for the year ended June 30, 19XX, we considered [name of organization]'s internal control structure in order to determine our auditing procedures for the purpose of expressing our opinions on [name of organization]'s financial statements and on its compliance with requirements applicable to major programs and to report on the internal control structure in accordance with OMB Circular A-133. This report addresses our consideration of internal control structure policies and procedures relevant to compliance with requirements applicable to federal programs. We have addressed policies and procedures relevant to our audit of the financial statements in a separate report dated August 15, 19XX.

The management of [name of organization] is responsible for establishing and maintaining an internal control structure. In fulfilling this responsibility, estimates and judgments by management are required to assess the expected benefits and related costs of internal control structure policies and procedures. The objectives of an internal control structure are to provide management with reasonable, but not absolute, assurance that assets are safeguarded against loss from unauthorized use or disposition, that transactions are executed in accordance with management's authorization and recorded properly to permit the preparation of financial statements in accordance with generally accepted accounting principles, and that federal awards programs are managed in compliance with applicable laws and regulations. Because of inherent limitations in any internal control structure, errors, irregularities, or instances of noncompliance may nevertheless occur and not be detected. Also, projection of any evaluation of the structure to future periods is subject to the risk that procedures may become inadequate because of changes in conditions or that the effectiveness of the design and operation of policies and procedures may deteriorate.

For the purpose of this report, we have classified the significant internal control structure policies and procedures used in administering federal programs in the following categories: [identify internal control structure categories].² For all of the internal control structure categories listed above, we obtained an understanding of the design of relevant policies and procedures and whether they have been placed in operation, and we assessed control risk.³

During the year ended June 30, 19XX, [name of organization] expended X percent of its total federal awards under major programs.^{4,5}

We performed tests of controls,⁶ as required by OMB Circular A-133, to evaluate the effectiveness of the design and operation of internal control structure policies and procedures that we considered relevant to preventing or detecting material noncompliance with specific requirements; general requirements; and requirements governing claims for advances and reimbursements and amounts claimed or used for matching that are applicable to each of the organization's major programs, which are identified in the accompanying schedule of federal awards. Our procedures were less in scope than would be necessary to render an opinion on these internal control structure policies and procedures. Accordingly, we do not express such an opinion.

We noted certain matters⁷ involving the internal control structure and its operation that we consider to be reportable conditions under standards established by the American Institute of Certified Public Accountants. Reportable conditions involve matters coming to our attention relating to significant deficiencies in the design or operation of the internal control structure that, in our judgment, could adversely affect the organization's ability to administer federal awards programs in accordance with applicable laws and regulations.

[Include paragraphs describing the reportable conditions noted.]

A material weakness is a reportable condition in which the design or operation of one or more of the internal control structure elements does not reduce to a relatively low level the risk that noncompliance with laws and regulations that would be material to a federal program being audited may occur and not be detected within a timely period by employees in the normal course of performing their assigned functions.

Our consideration of the internal control structure would not necessarily disclose all matters in the internal control structure that might be reportable conditions and, accordingly, would not necessarily disclose all reportable conditions that are also considered to be material weaknesses as defined above. However, we believe that none of the reportable conditions described above is a material weakness.⁸

We also noted other matters involving the internal control structure and its operation that we have reported to the management of [name of organization] in a separate letter dated August 15, 19XX.

This report is intended for the information of the audit committee, management, and [specify legislative or regulatory body]. However, this report is a matter of public record and its distribution is not limited.⁹

[Signature]

[Date]

Notes:

1. Describe any departure from the standard report.
2. See paragraph 7.7 for a discussion of categories to be identified. Also, see paragraphs 6.36 and 6.53 through 6.61 for specific and general requirements, respectively.
3. If a cyclical approach is used, the last sentence of this paragraph should be modified and the following paragraph added:

Because of the large number of nonmajor programs and the decentralized administration of these programs, we performed procedures to obtain an understanding of the internal control structure policies and procedures relevant to nonmajor programs on a cyclical basis. Our procedures during the current year covered X percent of the nonmajor program expenditures administered by the organization as a whole. The nonmajor program expenditures not covered during the current year have been or are expected to be subject to such procedures at least once during the X-year cycle.

4. If the total amount expended under major programs is less than 50 percent of total federal awards expended during the year under audit, the auditor should follow the guidance in paragraph 5.23 of this SOP to satisfy the objectives of OMB Circular A-133. When such guidance is followed, the sixth and seventh paragraphs of this report should be modified as follows:

During the year ended June 30, 19XX, [name of organization] expended X percent of its total federal awards under major programs and the following nonmajor programs: [list appropriate nonmajor programs].

We performed tests of controls, as required by OMB Circular A-133, to evaluate the effectiveness of the design and operation of internal control structure policies and procedures that we considered relevant to preventing or detecting material non-compliance with specific requirements, general requirements, and requirements governing claims for advances and reimbursements and amounts claimed or used for matching that are applicable to each of the organization's major programs, which are identified in the accompanying schedule of federal awards, and the aforementioned nonmajor programs. Our procedures were less in scope than would be necessary to render an opinion on these internal control structure policies and procedures. Accordingly, we do not express such an opinion.

5. If the organization had no major programs during the year under audit, the auditor should follow the guidance in paragraph 5.25 of this SOP to satisfy the objectives of OMB Circular A-133. When such guidance is followed, the second sentence of the first paragraph of the report, which refers to an audit of compliance with requirements applicable to major programs, would be omitted and the phrase "and about whether [name of organization] complied with laws and regulations, noncompliance with which would be material to a major federal program" should be omitted. Also, the phrase "and on its compliance with requirements applicable to major programs" should be omitted from the third paragraph. The sixth and seventh paragraphs of this report should be modified as follows:

During the year ended June 30, 19XX, [name of organization] had no major programs and expended X percent of its total federal awards under the following nonmajor programs [list appropriate nonmajor programs]:

We performed tests of controls, as required by OMB Circular A-133, to evaluate the effectiveness of the design and operation of internal control structure policies and procedures that we considered relevant to preventing or detecting material non-compliance with specific requirements, general requirements, and requirements governing claims for advances and reimbursements and amounts claimed or used for matching that are applicable to the aforementioned nonmajor programs. Our procedures were less in scope than would be necessary to render an opinion on these internal control structure policies and procedures. Accordingly, we do not express such an opinion.

6. When no tests of controls are performed for certain compliance requirements, this paragraph and those that follow should be replaced with the following:

Except as discussed in the following paragraph, we performed tests of controls, as required by OMB Circular A-133, to evaluate the effectiveness of the design and operation of internal control structure policies and procedures that we considered relevant to preventing or detecting material noncompliance with specific requirements, general requirements, and requirements governing claims for advances and reimbursements and amounts claimed or used for matching that are applicable to each of the [*name of organization*]'s major federal programs, which are identified in the accompanying schedule of federal awards. Our procedures were less in scope than would be necessary to render an opinion on these internal control structure policies and procedures. Accordingly, we do not express such an opinion.

For [*identify relevant federal programs*], we performed no tests of controls to evaluate the effectiveness of the design and operation of internal control structure policies and procedures that could be relevant to preventing or detecting material noncompliance with [*identify relevant compliance requirements*]. We did not perform such tests because the results of procedures we performed to obtain an understanding of the design of internal control policies and procedures and whether they have been placed in operation indicated that [*describe the absence of relevant policies and procedures or the circumstances that cause the auditor to conclude that policies and procedures are unlikely to be effective*]. We consider this condition to be a reportable condition under standards established by the American Institute of Certified Public Accountants.

Reportable conditions involve matters coming to our attention concerning significant deficiencies in the design or operation of the internal control structure that, in our judgment, could adversely affect [*name of organization*]'s ability to administer federal programs in accordance with applicable laws and regulations. In addition to the reportable conditions identified in the preceding paragraph, we noted other matters involving the

internal control structure and its operation that we consider to be reportable conditions.

[Include paragraphs to describe the reportable conditions noted.]

A material weakness is a reportable condition in which the design or operation of one or more of the internal control structure elements does not reduce to a relatively low level of risk that noncompliance with laws and regulations that would be material to a federal program may occur and not be detected within a timely period by employees in the normal course of performing their assigned functions.

Our consideration of the internal control structure would not necessarily disclose all matters in the internal control structure that might be reportable conditions and, accordingly, would not necessarily disclose all reportable conditions that are also considered to be material weaknesses as defined above. However, we believe none of the reportable conditions described above is a material weakness.

We also noted other matters involving the internal control structure and its operation that we have reported to the management of *[name of organization]* in a separate letter dated August 15, 19XX.

This report is intended for the information of the audit committee, management, and *[specify legislative or regulatory body]*. However, this report is also a matter of public record and its distribution is not limited.

[Signature]

[Date]

7. When there are no material weaknesses and no reportable conditions noted, this paragraph and those that follow should be replaced with the following paragraphs:

Our consideration of the internal control structure policies and procedures used in administering federal awards would not necessarily disclose all matters in the internal control structure that might constitute material weaknesses under standards established by the American Institute of Certified Public Accountants. A material weakness is a condition in which the design or operation of one or more of the internal control structure elements does not reduce to a relatively low level of risk that noncompliance with laws and regulations that would be material to a federal awards program may occur and not be detected within a timely period by employees in the normal course of performing their assigned functions. We noted no matters involving the internal control structure and its operations that we consider to be material weaknesses as defined above.

However, we noted certain matters involving the internal control structure and its operation that we have reported to the management of *[name of organization]* in a separate letter dated August 15, 19XX.

This report is intended for the information of the audit committee, management, and [name of organization]. However, this report is also a matter of public record and its distribution is not limited.

[Signature]

[Date]

8. If conditions believed to be material weaknesses are disclosed, the report should describe the weaknesses that have come to the auditor's attention and may state that these weaknesses do not affect the report on the audit of compliance with requirements applicable to major programs. The last sentence of this paragraph of the report should be modified as follows:

However, we noted the following matters involving the internal control structure and its operation that we consider to be material weaknesses as defined above. These conditions were considered in determining the nature, timing, and extent of the procedures to be performed in our audit of [name of organization]'s compliance with requirements applicable to its major programs for the year ended June 30, 19XX, and this report does not affect our report thereon dated August 15, 19XX. [A description of the material weaknesses that have come to the auditor's attention would follow.]

9. If the report is not part of the public record, this sentence should not be included in the report.

Exhibit D-9**Unqualified Opinion on Compliance With Specific Requirements Applicable to Major Programs**

[Addressee]

We have audited the financial statements of [name of organization] as of and for the year ended June 30, 19XX, and have issued our report thereon dated August 15, 19XX.¹

We have also audited [name of organization]'s compliance with the requirements governing [list requirements tested]² that are applicable to each of its major federal programs, which are identified in the accompanying schedule of federal awards³ for the year ended June 30, 19XX. The management of [name of organization] is responsible for [name of organization]'s compliance with those requirements. Our responsibility is to express an opinion on compliance with those requirements based on our audit.

We conducted our audit of compliance with those requirements in accordance with generally accepted auditing standards; *Government Auditing Standards*, issued by the Comptroller General of the United States; and Office of Management and Budget (OMB) Circular A-133, *Audits of Institutions of Higher Education and Other Nonprofit Institutions*. Those standards and OMB Circular A-133 require that we plan and perform the audit to obtain reasonable assurance about whether material noncompliance with the requirements referred to above occurred. An audit includes examining, on a test basis, evidence about [name of organization]'s compliance with those requirements. We believe that our audit provides a reasonable basis for our opinion.

The results of our audit procedures disclosed immaterial instances of noncompliance with the requirements referred to above, which are described in the accompanying Schedule of Findings and Questioned Costs. We considered these instances of noncompliance in forming our opinion on compliance, which is expressed in the following paragraph.⁴

In our opinion, [name of organization] complied, in all material respects, with the requirements governing [list requirements tested]¹ that are applicable to each of its major federal programs for the year ended June 30, 19XX.

This report is intended for the information of the audit committee, management, and [specify legislative or regulatory body]. However, this report is a matter of public record and its distribution is not limited.⁵

[Signature]

[Date]

Notes:

1. Describe any departure from the standard report.
2. Specific requirements generally pertain to the following matters:
 - Types of services allowed or not allowed
 - Eligibility
 - Matching, level of effort, or earmarking
 - Reporting
 - Special tests and provisions
 - Financial reports and claims for advances and reimbursements

- Amounts claimed or used for matching
3. Major programs should be clearly identified in the schedule of federal awards.
 4. If there are no instances of noncompliance, this paragraph should be omitted. Immaterial instances of noncompliance may be communicated to the organization in a separate letter or in the report. If the auditor has issued a separate letter describing immaterial instances of noncompliance, the first sentence of this paragraph should be replaced with a sentence similar to the following: "The results of our audit procedures disclosed immaterial instances of noncompliance with the requirements referred to above that we have communicated to the management of [*name of organization*] in a separate letter dated August 15, 19XX."
 5. If the report is not part of the public record, this sentence should not be included in the report.

Exhibit D-10**Qualified Opinion on Compliance With Specific Requirements Applicable to Major Programs—Scope Limitation**

[Addressee]

[The first and second paragraphs are the same as those of the standard report on major program compliance illustrated in exhibit D-9.]

Except as discussed in the following paragraph, we conducted our audit of compliance with those requirements in accordance with generally accepted auditing standards; *Government Auditing Standards*, issued by the Comptroller General of the United States; and Office of Management and Budget (OMB) Circular A-133, *Audits of Institutions of Higher Education and Other Nonprofit Institutions*. Those standards and OMB Circular A-133 require that we plan and perform the audit to obtain reasonable assurance about whether material noncompliance with the requirements referred to above occurred. An audit includes examining, on a test basis, evidence about [name of organization]'s compliance with those requirements. We believe that our audit provides a reasonable basis for our opinion.

We were unable to obtain sufficient documentation supporting [name of organization]'s compliance with the requirements of [identify the major program] governing types of services allowed or unallowed; nor were we able to satisfy ourselves as to [name of organization]'s compliance with those requirements by performing other auditing procedures.

[The fifth paragraph is the same as the fourth paragraph of the standard report on major program compliance illustrated in exhibit D-9.]

In our opinion, except for the effects of such noncompliance, if any, as might have been determined had we been able to examine sufficient evidence regarding [name of organization]'s compliance with the requirements of [identify the major program] governing types of services allowed or unallowed, [name of organization] complied, in all material respects, with the requirements governing [list requirements tested] that are applicable to each of its major federal programs for the year ended June 30, 19XX.

This report is intended for the information of the audit committee, management, and [specify legislative or regulatory body]. However, this report is a matter of public record and its distribution is not limited.¹

[Signature]

[Date]

Note:

1. If the report is not part of the public record, this sentence should not be included in the report.

Exhibit D-11**Qualified Opinion on Compliance With Specific Requirements Applicable to Major Programs—
Noncompliance**

[Addressee]

[The first three paragraphs are the same as those in the standard report on major program compliance illustrated in exhibit D-9.]

The results of our audit procedures for [identify the major program] disclosed that [name of organization] did not comply with the requirement that [name of organization] match the funds received from [identify the major program]. In our opinion, [name of organization]'s matching of funds received from [identify the major program] is necessary for [name of organization] to comply with the requirements applicable to [identify the major program].

[The fifth paragraph is the same as the fourth paragraph of the standard report on major program compliance illustrated in exhibit D-9.]

In our opinion, except for those instances of noncompliance with the requirements applicable to [identify the major program] referred to in the fourth paragraph of this report and identified in the accompanying schedule of findings and questioned costs, [name of organization] complied, in all material respects, with the requirements governing [list requirements tested] that are applicable to each of its major programs for the year ended June 30, 19XX.

This report is intended for the information of the audit committee, management, and [specify legislative or regulatory body]. However, this report is a matter of public record and its distribution is not limited.¹

[Signature]

[Date]

Note:

1. If the report is not part of the public record, this sentence should not be included in the report.

Exhibit D-12**Adverse Opinion on Compliance With Specific Requirements Applicable to Major Programs**

[Addressee]

[The first three paragraphs of the report are the same as those in the standard report on major program compliance illustrated in exhibit D-9.]

[Add a paragraph describing the reasons for the adverse opinion.]

[The fifth paragraph is the same as the fourth paragraph of the standard report on major program compliance illustrated in exhibit D-9.]

In our opinion, because of the noncompliance referred to in the fourth paragraph, [name of organization] did not comply, in all material respects, with the requirements governing [list requirements tested] that are applicable to each of its major federal programs for the year ended June 30, 19XX.

This report is intended for the information of the audit committee, management, and [specify legislative or regulatory body]. However, this report is a matter of public record and its distribution is not limited.¹

[Signature]

[Date]

Note:

1. If the report is not part of the public record, this sentence should not be included in the report.

Exhibit D-13**Disclaimer of Opinion on Compliance With Specific Requirements Applicable to Major Programs**

[Addressee]

[The first paragraph of the report is the same as the first paragraph in the report illustrated in exhibit D-9.]

We were also engaged to audit [name of organization]'s compliance with the requirements governing [list requirements tested] that are applicable to each of its major federal programs, which are identified in the accompanying schedule of federal awards for the year ended June 30, 19XX. The management of [name of organization] is responsible for [name of organization]'s compliance with those requirements.

The management of [name of organization] has refused to provide us with written representations that generally accepted auditing standards require us to obtain.

Because of the matter described in the preceding paragraph, the scope of our audit work was not sufficient to enable us to express, and we do not express, an opinion on [name of organization]'s compliance with the requirements governing [list requirements tested] that are applicable to each of its major federal programs for the year ended June 30, 19XX.

This report is intended for the information of the audit committee, management, and [specify legislative or regulatory body]. However, this report is a matter of public record and its distribution is not limited.¹

[Signature]

[Date]

Note:

1. If the report is not part of the public record, this sentence should not be included in the report.

Exhibit D-14**Qualified Opinion on Compliance With Specific Requirements Applicable to Major Programs—Uncertainties**

[Addressee]

[The first three paragraphs are the same as those of the standard report on major program compliance illustrated in exhibit D-9.]

The results of our audit procedures for the [name] program disclosed that [name of organization] did not comply with the requirements that [identify the requirements]. In our opinion, [name of organization]'s compliance with this requirement is necessary for [name of organization] to comply with the requirements applicable to the [name] program.

In addition, the results of our audit procedures disclosed immaterial instances of noncompliance with the requirements referred to in the second paragraph of this report, which are described in the accompanying Schedule of Findings and Questioned Costs. We considered these instances of noncompliance in forming our opinion on compliance, which is expressed in the following paragraph.

In our opinion, except for those instances of noncompliance with requirements applicable to the [name] program referred to in the fourth paragraph of this report and identified in the accompanying Schedule of Findings and Questioned Costs, [name of organization] complied, in all material respects, with the requirements governing [list requirements tested] that are applicable to each of its major federal programs for the year ended June 30, 19XX.

Resolving instances of noncompliance identified in the fourth paragraph of this report is the responsibility of [name of organization] and federal officials. The determination of whether the identified instances of noncompliance will ultimately result in a disallowance of costs cannot be presently determined. Accordingly, no adjustment for any disallowances that may result has been made to the federal program amounts listed in the accompanying schedule of federal awards and no provision for any liability that may result has been recognized in [name of organization]'s 19XX financial statements.

This report is intended for the information of the audit committee, management, and [specify legislative or regulatory body]. However, this report is a matter of public record and its distribution is not limited.¹

[Signature]

[Date]

Note:

1. If the report is not part of the public record, this sentence should not be included in the report.

Exhibit D-15**Report on Compliance With General Requirements—
No Material Noncompliance Identified**

[Addressee]

We have audited the financial statements of [name of organization] as of and for the year ended June 30, 19XX, and have issued our report thereon dated August 15, 19XX.¹

We have applied procedures to test [name of organization]'s compliance with the following requirements applicable to its federal programs, which are identified in the accompanying schedule of federal awards for the year ended June 30, 19XX: [List the general requirements tested.²].

Our procedures were limited to the applicable procedures described in the Office of Management and Budget's *Compliance Supplement for Audits of Institutions of Higher Learning and Other Non-Profit Institutions* [or describe alternative procedures performed]. Our procedures were substantially less in scope than an audit, the objective of which is the expression of an opinion on [name of organization]'s compliance with the requirements listed in the preceding paragraph. Accordingly, we do not express such an opinion.

With respect to the items tested, the results of our procedures disclosed no material instances of noncompliance with the requirements listed in the second paragraph of this report. With respect to items not tested, nothing came to our attention that caused us to believe that [name of organization] has not complied, in all material respects, with those requirements. However, the results of our procedures disclosed immaterial instances of noncompliance with those requirements, which are described in the accompanying schedule of findings and questioned costs.³

This report is intended for the information of the audit committee, management, and [specify legislative or regulatory body]. However, this report is a matter of public record and its distribution is not limited.⁴

[Signature]

[Date]

Notes:

1. Describe any departure from the standard report.
2. General requirements involve the following matters:
 - Political activity
 - Davis-Bacon Act
 - Civil rights
 - Cash management
 - Federal financial reports
 - Allowable costs/cost principles
 - Drug-free workplace
 - Administrative requirements

The auditor should refer to the Compliance Supplement for additional information on the general requirements.

3. If there are no immaterial instances of noncompliance, this sentence should be omitted. Immaterial instances of noncompliance may be

communicated to the organization in a separate letter or in the report. If the auditor has issued a separate letter describing immaterial instances of noncompliance, the last sentence of this paragraph should be replaced with a sentence similar to the following: "The results of our procedures disclosed immaterial instances of noncompliance with the requirements referred to above that we have communicated to the management of [*name of organization*] in a separate letter dated August 15, 19XX."

4. If the report is not part of the public record, this sentence should not be included in the report.

Exhibit D-16**Report on Compliance With General Requirements
When Material Noncompliance Is Identified**

[Addressee]

[The first three paragraphs are the same as those of the report on compliance with general requirements illustrated in exhibit D-15.]

Material instances of noncompliance consist of failure to follow the general requirements that caused us to conclude that the misstatements resulting from those failures are material to [indicate program(s) or financial statements]. The results of our tests of compliance disclosed the material instances of noncompliance that are described in the accompanying Schedule of Findings and Questioned Costs.¹

We considered these material instances of noncompliance in forming our opinion on whether [name of organization]'s 19XX financial statements are presented fairly, in all material respects, in conformity with generally accepted accounting principles, and this report does not affect our report dated August 15, 19XX, on those financial statements.²

Except as described above, the results of our procedures to determine compliance indicate that, with respect to the items tested, [name of organization] complied, in all material respects, with the requirements listed in the second paragraph of this report. With respect to items not tested, nothing came to our attention that caused us to believe that [name of organization] had not complied, in all material respects, with those requirements. However, the results of our procedures also disclosed immaterial instances of noncompliance with those requirements, which are described in the accompanying Schedule of Findings and Questioned Costs.

This report is intended for the information of the audit committee, management, and [specify legislative or regulatory body]. However, this report is also a matter of public record and its distribution is not limited.³

[Signature]

[Date]

Notes:

1. If, individually or collectively, the instances of noncompliance are also material to the basic financial statements, the report on compliance required by *Government Auditing Standards* (exhibit D-4) is modified as follows:

[First three paragraphs are the same as in the report illustrated in exhibit D-4.]

Material instances of noncompliance are failure to follow requirements, or violations of prohibitions, contained in laws, regulations, contracts, or grants, that cause us to conclude that the aggregation of the misstatements resulting from those failures or violations is material to the financial statements. The results of our tests of compliance disclosed the following material instances of noncompliance, the effects of which have been

corrected in the 19X2 financial statements of [*name of organization*].

[Include paragraphs describing the material instances of non-compliance noted.]

We considered these material instances of noncompliance in forming our opinion on whether the 19X1 financial statements are presented fairly, in all material respects, in conformity with generally accepted accounting principles, and this report does not affect our report dated August 15, 19XX, on those financial statements.

Except as described above, the results of our tests of compliance indicate that, with respect to the items tested, [*name of organization*] complied, in all material respects, with the provisions referred to in the third paragraph of this report, and with respect to items not tested, nothing came to our attention that caused us to believe that [*name of organization*] had not complied, in all material respects, with those provisions.

This report is intended for the information of the audit committee, management, and [*specify legislative or regulatory body*]. However, this report is a matter of public record and its distribution is not limited.³

[Signature]

[Date]

2. The following is an illustration of the auditor's report when the auditor determines noncompliance is pervasive and the auditor is not able to provide negative assurance on general requirements.

[First three paragraphs and last paragraph are the same as in the report illustrated above.]

With respect to the items tested, [*name of organization*] complied with the requirements listed in the second paragraph, except as described in the attached schedule. However, the extent of noncompliance noted in our testing indicates that, with respect to items that were not tested by us, there is more than a relatively low risk that [*name of organization*] may not have complied with the requirements referred to in the second paragraph. These matters were considered by us in evaluating whether the financial statements are presented fairly in conformity with generally accepted accounting principles.

3. If the report is not part of public record, this sentence should not be included in the report.

Exhibit D-17**Report on Compliance With General Requirements
When a Scope Limitation Exists**

[Addressee]

[The first two paragraphs are the same as those of the standard report on compliance with general requirements illustrated in exhibit D-15.]

Except as described in the following paragraph, our procedures were limited to the applicable procedures described in the Office of Management and Budget's *Compliance Supplement for Audits of Institutions of Higher Learning and Other Non-Profit Institutions* [or describe alternative procedures performed]. Our procedures were substantially less in scope than an audit, the objective of which is the expression of an opinion on [name of organization]'s compliance with the requirements listed in the preceding paragraph. Accordingly, we do not express such an opinion.

We were unable to obtain sufficient documentation of [name of organization]'s compliance with [identify the requirement] of [name] program, nor were we able to satisfy ourselves by alternative procedures as to [name of organization]'s compliance with those requirements of [name] program.

With respect to the items tested, except for the effects of such noncompliance, if any, as might have been determined had we been able to examine sufficient evidence regarding [name of organization]'s compliance with the [identify the requirement] of [name] program, [name of organization] complied, in all material respects, with the requirements listed in the first paragraph of this report. With respect to items not tested, nothing came to our attention that caused us to believe that [name of organization] had not complied, in all material respects, with those requirements. The results of our procedures disclosed immaterial instances of noncompliance with those requirements, which are described in the accompanying Schedule of Findings and Questioned Costs.

This report is intended for the information of the audit committee, management, and [specify legislative or regulatory body]. However, this report is also a matter of public record and its distribution is not limited.¹

[Signature]

[Date]

Note:

1. If the report is not part of the public record, this sentence should not be included in the report.

Exhibit D-18**Report on Compliance With Specific Requirements
Applicable to Nonmajor Program Transactions**

[Addressee]

We have audited the financial statements of [name of organization] as of and for the year ended June 30, 19XX, and have issued our report thereon dated August 15, 19XX.¹

In connection with our audit of the financial statements of [name of organization] and with our consideration of [name of organization]'s internal control structure used to administer federal programs, as required by Office of Management and Budget (OMB) Circular A-133, *Audits of Institutions of Higher Education and Other Nonprofit Institutions*, we selected certain transactions applicable to certain nonmajor federal programs for the year ended June 30, 19XX. As required by OMB Circular A-133, we performed auditing procedures to test compliance with the requirements governing [list requirements tested] that are applicable to those transactions. Our procedures were substantially less in scope than an audit, the objective of which is the expression of an opinion on [name of organization]'s compliance with these requirements. Accordingly, we do not express such an opinion.

With respect to the items tested, the results of our procedures disclosed no material instances of noncompliance with the requirements listed in the preceding paragraph. With respect to items not tested, nothing came to our attention that caused us to believe that [name of organization] had not complied, in all material respects, with those requirements.³ However, the results of our procedures disclosed immaterial instances of noncompliance with those requirements, which are described in the accompanying schedule of findings and questioned costs.⁴

This report is intended for the information of the audit committee, management, and [specify legislative or regulatory body]. However, this report is a matter of public record and its distribution is not limited.⁵

[Signature]

[Date]

Notes:

1. Describe any departure from the standard report.
2. See note 2 to exhibit D-9.
3. The following is an illustration of the auditor's report when the auditor determines noncompliance for nonmajor program transactions is pervasive and the auditor is not able to provide assurance.

[First two paragraphs and last paragraph are the same as in the report illustrated above.]

The results of our tests indicate that, with respect to the items tested, [name of organization] complied with those requirements, except as described in the attached schedule. However, the extent of noncompliance noted in our testing indicates that, with respect to nonmajor program transactions not tested by us, there is more than a relatively low risk that [name of organization] may not have complied with the requirements referred to

in the preceding paragraph. These matters were considered by us in evaluating whether the financial statements are presented fairly in conformity with generally accepted accounting principles.

4. If there are no instances of noncompliance, this sentence should be omitted. Immaterial instances of noncompliance may be reported to the organization in a separate letter or in the report. If the auditor has issued a separate letter describing immaterial instances of noncompliance, the last sentence of this paragraph should be replaced with a sentence similar to the following: "However, we noted certain immaterial instances of noncompliance that we have communicated to the management of [*name of organization*] in a separate letter dated August 15, 19XX."
5. If the report is not part of the public record, this sentence should not be included in the report.

APPENDIX E**Sample Not-for-Profit Organization Schedule of Federal Awards**

**Community Action Agency
Schedule of Federal Awards
For the Year Ended June 30, 19XX**

<u>Federal Grantor/Pass-through Grantor/Program Title</u>	<u>Federal CFDA Number</u>	<u>Agency or Pass-through Number</u>	<u>Federal Expenditures</u>
U.S. Dept. of Health and Human Services Headstart (Note B)	93.600 93.600	05CH5560/07 05CH5560/08	\$ 237,861 200,000
Subtotal			437,861*
Pass-through From State Dept. of Human Services Community Services Block Grant Weatherization (Note A)	93.792 93.818	K1578 K4599	536,987*
Subtotal—U.S. Dept. of Health and Human Services			974,848
Other Federal Awards ACTION: Pass-through State Department on Aging Foster Grandparents	72.001	33924	80,987
Total			\$1,055,835

* Denotes a major program

Note A: This item is intended to show that a program can be open without monies being received or expended during the audit period. Such programs should be included in the schedule.

Note B: Although not required, this breakout by grant will facilitate review and make the report more meaningful to users.

Sample University Schedule of Federal Awards* †

Browning Version University Schedule of Federal Awards For the Year Ended June 30, 19XX

<u>Federal Grantor/Pass-through Grantor/Program Title</u>	<u>Federal CFDA Number‡</u>	<u>Agency or Pass-through Number</u>	<u>Federal Expenditures</u>
MAJOR PROGRAMS			
Research and Development:			
U.S. Dept. of Health and Human Services:			
Human Genome Research	93.172		\$ 400,528
General Clinical Research	93.333		863,561
Biomedical Research Support	93.337		450,218
Other National Institutes of Health	—		780,745
Health Resources and Services Administration	—		477,203
Subtotal			<u>2,972,255</u>
U.S. National Foundation on the Arts and Humanities, National Endowment for the Humanities	—		56,186
U.S. Agency for International Development	—		<u>80,037</u>
Total Research and Development			<u>3,108,478</u>
Student Financial Assistance			
U.S. Dept. of Health and Human Services Nursing Student Loan (Note A)	93.364		1,000

* Cost sharing, matching, and grant-related revenue could also be added as a separate column to this schedule.

† The Bureau of Census, Single Audit Clearinghouse, plans to use the Schedule to compile federal assistance by the CFDA number.

‡ CFDA numbers may not be available for all programs (for example, National Endowment for the Humanities and U.S. Agency for National Development).

(Continued)

<u>Federal Grantor/Pass-through Grantor/Program Title</u>	<u>Federal CFDA Number</u>	<u>Agency or Pass-through Number</u>	<u>Federal Expenditures</u>
U.S. Dept. of Education Guaranteed Student Loans (Note B)	84.032		0
Pell Grants	84.063		<u>3,006,655</u>
Total Student Financial Assistance			<u>3,007,655</u>
OTHER MAJOR PROGRAMS			
U.S. Dept. of Agriculture: Cooperative Extension Service	10.500		<u>3,835,136</u>
Total Major Programs			<u>9,951,269</u>
NONMAJOR PROGRAMS			
Other Federal Assistance			
U.S. National Foundation on the Arts and Humanities Institute of Museum Services	—		10,500
National Endowment for the Arts Irish Harp Festival	—		5,100
Art Festival	—		<u>11,900</u>
Subtotal			<u>27,500</u>
Pass-through State Dept. of Health			
U.S. Dept. of Agriculture Commodities (Note C)	10.550	587G3	<u>968</u>
Total Other Federal Assistance			<u>28,468</u>
Total Federal Assistance			<u><u>\$9,979,737</u></u>

Note A: The university administers the following federal loan program:

	<u>CFDA Number</u>	<u>Outstanding Balance at June 30, 1992</u>
Nursing Student Loan Program	93.364	\$218,629

Total loan expenditures and disbursements of the Department of Health and Human Services student financial assistance program for the fiscal year are identified below:

	<u>CFDA Number</u>	<u>Disbursements</u>
Nursing Student Loan Program	93.364	\$118,629

The above expenditures for the Nursing Student Loan Program include disbursements and expenditures such as loans to students and administrative expenditures. The Schedule only includes administrative costs of the loan program.

Note B: During the fiscal year ending June 30, 1992, the University processed the following amount of new loans under the Guaranteed Student Loan Program (which includes Stafford Loans, Parents' Loans for Undergraduate Students, and Supplemental Loans for Students):

	<u>CFDA Number</u>	<u>Amount Authorized</u>
Guaranteed Student Loans	84.032	\$40,036,285

Note C: Nonmonetary assistance is reported in the Schedule based on the amount disbursed or received. As of June 30, 1992, the University had the following nonmonetary inventory:

Food Commodities	\$20,000
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APPENDIX F**Sample Schedules of Findings and Questioned Costs****Example I:****Guaranteed Student Loan (GSL) Program****—CFDA #84.032****(Questioned Cost—\$10,000)**

<u>Loans</u>	<u>Population^A</u>		<u>Sample^A</u>		<u>Non-Compliance^A</u>	
	<u>Size</u>	<u>Value</u>	<u>Size</u>	<u>Value</u>	<u>Size</u>	<u>Value</u>
Stafford	821	\$2,328,565	25	\$69,600	2	\$5,500
SLS	388	\$ 970,653	25	\$65,000	1	\$2,500
PLUS	399	\$ 985,306	25	\$77,500	1	\$2,000

Condition

Four students' files failed to contain a copy of the financial aid transcript from the institution that the student previously attended.

Criteria

Until an institution receives a financial aid transcript from each eligible institution the student previously attended, the institution shall not release GSL or SLS proceeds to a student. [34 CFR 668.19(3)]

Effect

The institution disbursed GSL funds to the students in the amount of \$10,000, in violation of the provisions of the GSL program.

Cause

Shortly after the students transferred into the institution, there was a change in personnel in the Student Financial Aid Office, which resulted in this required action to obtain the financial aid transcript to be overlooked.

Recommendation

The University should contact the institution from which the students transferred to obtain the required financial aid transcripts. If the University fails to obtain the required transcripts, or if the transcripts show that any of the students exceeded annual or aggregate aid limits, the University should return all unallowable loan proceeds to the appropriate lender.

University's Comments

We have made contact with the other institutions from which the four students transferred, and have made arrangements for receiving the required financial aid transcripts.

Note A: Presentation of population, sample size, and noncompliance is optional for immaterial findings.

Example II:

Agency for International Development (AID)

(Note: AID has not been assigned a CFDA number)

Interest on Federal Advances and Timely Disbursement of Cash

During 19XX, AID revised its directive on cash management to require that all federal advances be deposited in interest-bearing accounts and that the interest be remitted to the sponsor. The organization maintains interest-bearing domestic accounts and non-interest-bearing foreign accounts. We noted the remittance to the sponsors of interest earned by the organization on domestic cash accounts. As shown in the table below, the organization manages the advances so that additional interest will not be significant, even if all funds are invested in interest-bearing accounts. Overseas, the organization does not always use interest-bearing accounts, because it is not practical in all countries.

In our testing for the timely disbursement of cash drawn on the Federal Reserve Letter of Credit, we noted compliance with reasonable guidelines (within three days for domestic accounts and within thirty days for foreign accounts), as follows:

	<u>Domestic Accounts</u>		<u>Foreign Accounts</u>	
	<u>19X1</u>	<u>19X0</u>	<u>19X1</u>	<u>19X0</u>
Drawdowns selected for testing	\$675,667	\$1,858,588	\$2,922,966	\$645,758
Drawdowns not fully expended within time guidelines	18%	21%	5%	3%

To be in full compliance with AID directives, the organization should place all funds held overseas in interest-bearing accounts.

Management Response

We believe that the corrective action taken regarding the timely disbursement of cash is sufficient to achieve substantial compliance with AID directives. The monitoring of this control function will be given greater emphasis to increase compliance.

At this time, three of the thirteen field offices maintain interest-bearing accounts. All other field locations have indicated that interest-bearing accounts carry restrictions that would impede their ability to meet operational requirements (that is, restrictions on the receipt of infusions of external funds, the number of withdrawals per month, and the availability of commercial interest-bearing accounts). We will continue our investigation concerning interest-bearing accounts with these offices to determine the appropriate action.

Example III:**Headstart—CFDA 93.600
(Questioned Cost—\$16,400)*****Finding***

The grant financial award stated that the award was for the specific purposes contained in the approved budget. The approved budget specified \$15,000 for a van and \$1,400 for an audiometer. Neither piece of equipment was purchased as evidenced by the inventory. The funds budgeted for equipment acquisition were used to pay for increased field trips approved by the Department without modification to the budget. This occurred because management did not have adequate procedures in place to monitor proposed expenditures against the budget. The grantee should return the \$16,400 expended.

Grantee Comment

The institution concurs with this comment. The \$16,400 will be returned to the granting agency and procedures will be established to prevent a recurrence of this situation.

Note: *Follow Up On Prior-Year Findings.* We have reviewed the findings reported in the audit of Browning Version University for the year ended June 30, 19XX. Prior-year findings that have not been corrected are restated in the report and identified as both a current and a prior-year finding. All other findings from prior years have been corrected.

APPENDIX G**Illustrative Audit Engagement Letter**

[Addressee]

This letter sets forth our understanding of the terms and objectives of our engagement, the nature and scope of the services we will provide, and the related fee arrangements.

We will audit the organization's financial statements as of and for the year ended [date], in accordance with generally accepted auditing standards, the standards for financial audits contained in *Government Auditing Standards*, issued by the Comptroller General of the United States and with the provisions of Office of Management and Budget Circular A-133, dated March 16, 1990. The objective of an audit carried out in accordance with such standards and regulations is (1) the expression of our opinion concerning whether the financial statements present fairly, in all material respects, the financial position, results of operations, and cash flows of the organization in conformity with generally accepted accounting principles; (2) a report on our determination that the internal control structure provides reasonable assurance of compliance with federal and other laws and regulations; and (3) the expression of an opinion on whether the organization complied with specific terms and conditions of its major federal award programs.

As part of our audit, we will consider the organization's internal control structure and assess control risk, as required by generally accepted auditing standards, for the purpose of establishing a basis for determining the nature, timing, and extent of auditing procedures necessary for expressing our opinion concerning the financial statements, and not to provide assurance on the internal control structure. The management of [name of organization] is responsible for establishing and maintaining an internal control structure. To fulfill this responsibility, estimates and judgments by management are required to assess the expected benefits and related costs for internal control structure policies and procedures. The objectives of an internal control structure are to provide management with reasonable, but not absolute, assurance that assets are safeguarded against loss from unauthorized use or disposition, and that transactions are executed in accordance with management's authorization and recorded properly to permit the preparation of financial statements in accordance with generally accepted accounting principles. Because of inherent limitations in any internal control structure, errors or irregularities may nevertheless occur and not be detected. Also, projection of any evaluation of the structure to future periods is subject to the risk that procedures may become inadequate because of changes in conditions, or that the effectiveness of the design and operation of policies and procedures may deteriorate.

We will prepare a separate written report on our understanding of the organization's internal control structure and the assessment of control risk made as part of the financial statement audit. Our report will include (1) the scope of our work in obtaining an understanding of the internal control structure and in assessing the control risk; (2) the organization's significant internal controls or control structure, including the controls established to ensure compliance with laws and regulations that have a material impact on the financial statements; and (3) the reportable conditions, including the identification of material weaknesses identified as a result of our work in understanding and assessing the control risk. As required by OMB Circular A-133, we will also prepare a written report on our understanding, assessment,

and testing of the internal control structure as it relates to major federal award programs.

Our audit will include procedures designed to provide reasonable assurance of detecting errors and irregularities that are material to the financial statements. As you are aware, however, there are inherent limitations in the auditing process. For example, audits are based on the concept of selective testing of the data being examined and are, therefore, subject to the limitation that such matters, if they exist, may not be detected. Also, because of the characteristics of irregularities, including attempts at concealment through collusion and forgery, a properly designed and executed audit may not detect a material irregularity.

Similarly, in performing our audit, we will be aware of the possibility that illegal acts may have occurred. However, it should be recognized that our audit provides no assurance that illegal acts generally will be detected, and only reasonable assurance that illegal acts having a direct and material effect on the determination of financial statements amounts will be detected.

Compliance with laws, regulations, contracts, and grants applicable to *[name of organization]* is the responsibility of *[name of organization]*'s management. As part of obtaining reasonable assurance about whether the financial statements are free of material misstatement, we will perform tests of *[name of organization]*'s compliance with certain provisions of laws, regulations, contracts, and grants. However, our objective is not to provide an opinion on overall compliance with such provisions.

As required by *Government Auditing Standards*, we will prepare a separate written report on our tests of compliance with applicable laws and regulations. This report will contain a statement of positive assurance on those items that were tested for compliance, negative assurance on those items not tested, and a description of all material instances of noncompliance.

Likewise, compliance with provisions of laws, regulations, contracts, and grants that govern federal programs is the responsibility of management. As required by OMB Circular A-133, we will determine and report on whether the organization complied in all material respects with the laws and regulations that apply to its major federal award programs. With regard to transactions selected from nonmajor programs, our report on compliance will obtain a statement of positive and negative assurance, as discussed above.

At the conclusion of the engagement, *[name of organization]*'s management will provide to us a representation letter that, among other things,¹ will confirm management's responsibility for the preparation of the financial statements in conformity with generally accepted accounting principles, the availability of financial records and related data, compliance with provisions of laws, regulations, contracts, and grants that govern federal programs, the completeness and availability of all minutes of board of directors (and committee) meetings, and the absence of irregularities involving management or those employees who have significant roles in the control structure.

We understand that our reports on the internal control structure as part of the financial audit and on compliance with laws and regulations are intended for the information of the audit committee, management, and other within *[name of organization]* and *[specify legislative or regulatory body]*.

Our fees for the audit will be *[describe fee arrangement]*. We anticipate completing the engagement by *[describe timetable]*, unless unexpected factors are encountered. This timetable has been discussed with and agreed to by your *[internal audit and]* accounting department[s], which will provide assistance to

us in the audit. Should circumstances prevent [*name of organization*] from providing this assistance, our timetable and fee are likely to be affected. [*On fixed-fee engagements, the auditor may include wording indicating that he or she may have to revise the fee estimate and timetable for unexpected factors of which he or she becomes aware after the engagement has begun.*]

We shall be pleased to discuss this letter with you.

[*Signature*]

[*Date*]

Note:

1. Other matters may be included. This sample letter should be modified as necessary.

Glossary

AICPA. American Institute of Certified Public Accountants.

AID. Agency for International Development.

Award. Defined in OMB Circular A-133 as federal financial assistance (see below) and federal cost-type contracts used to buy services or goods for the use of the federal government. It includes both awards received directly or indirectly through recipients (pass-through funds). It does not include procurement contracts to vendors under grants or subcontracts used to buy goods or services.

CFDA. Catalog of Federal Domestic Assistance.

CFR. Codified Federal Regulation.

Cognizant agency. A federal agency designated by the OMB to provide general oversight of an organization that receives federal funds. Cognizant agencies have certain specified responsibilities, including the coordination of audits of the organization; see the section entitled "Responsibilities of the Cognizant Agency" in chapter 3 of this SOP.

Compliance Supplements. Published by the OMB as a supplement to OMB Circular A-128, *Compliance Supplement for Single Audits of State and Local Governments* (revised in April 1990). It specifies the general and specific program compliance requirements and suggested audit procedures for sixty-two federal financial assistance programs. The OMB published a supplement to OMB Circular A-133, *Compliance Supplement for Audits of Institutions of Higher Learning and Other Nonprofit Institutions*.

Coordinated audit approach. An audit wherein the independent auditor, and other federal and nonfederal auditors, consider each other's work in determining the nature, timing, and extent of his or her own auditing procedures. A coordinated audit must be conducted in accordance with *Government Auditing Standards* and meet the objectives and reporting requirements set forth in paragraphs 12(b) and 15, respectively, of the Attachment to Circular A-133. The objective of the coordinated audit approach is to minimize duplication of audit effort, but not to limit the scope of the audit work so as to preclude the independent auditor from meeting the objectives set forth in paragraph 12(b) or issuing the reports required in paragraph 15 in a timely manner. (Also referred to as a joint audit, although this term more commonly refers to audits carried out by two or more independent CPA firms.)

CPE. Continuing Professional Education.

Cyclical approach. Method by which the auditor obtains an understanding of internal control structure policies and procedures applicable to nonmajor programs over a number of years when multiple operating components of an NPO administer a large number of nonmajor programs. Each nonmajor program for which the cyclical approach is used should be covered at least once every three years. In the first year of the review cycle, the auditor should obtain an understanding of the internal control structure policies and procedures for any program of which he or she has not obtained an understanding. Also, the auditor should obtain an understanding of policies and procedures for new nonmajor programs the first year that the program is active. If a cyclical approach is used, the

auditor's report on the internal control structure should be modified to clearly describe the coverage provided for nonmajor programs.

FAR. Federal Acquisition Regulations.

Federal financial assistance. Assistance provided to an organization by a federal agency in such forms as grants of cash and other assets, loans, loan guarantees, and interest-rate subsidies. The term includes pass-through assistance but does not include direct federal cash assistance to individuals.

Findings. *Government Auditing Standards* defines findings as the result of information development—a logical pulling together of information about an organization, program, activity, function, condition, or other matter that was analyzed or evaluated. It also states that factual data supporting all findings should be presented accurately and fairly in the auditor's report and that these findings should be adequately supported by sufficient evidence in the working papers.

FSR. Financial status report.

GAAP. Generally accepted accounting principles.

GAAS. Generally accepted auditing standards.

GAO. The United States General Accounting Office. Its main purposes are to (1) assist Congress in carrying out legislative and oversight responsibilities; (2) carry out legal, accounting, auditing, and claims-settlement functions with respect to federal government programs; and (3) make recommendations to provide for more efficient and effective government operations.

GAS. *Government Auditing Standards*.

General requirements. Described in the Compliance Supplements as “those requirements that involve significant national policy and of which failure to comply could have a material impact on an organization's financial statements.” Accordingly, tests for compliance with these requirements “should be included as a part of every audit of state, local, and tribal governments that involves federal financial assistance.”

HHS. U.S. Department of Health and Human Services.

Joint audit. An audit for which the recipient of federal funds, the cognizant (or largest funding) agency, and the auditors have agreed on their respective audit scope. (Also referred to as a coordinated audit.)

Major program. A program in which total expenditures are the larger of 3 percent of total federal funds expended or \$100,000. Each of the following categories of federal award constitutes a major program if over the threshold:

1. Research and development
2. Student financial assistance
3. Individual awards not in the student aid or research-and-development category

Nonmajor program. Defined by the Single Audit Act as any federal award program that does not meet the specified criteria of a major program.

NPO. Non-profit (or Not-for-profit) organization.

OASC. Office of Assistant Secretary, Comptroller.

OMB. The United States Office of Management and Budget.

OMB Circular A-21, *Cost Principles for Educational Institutions.* Issued to provide that federal assistance programs provided to educational institutions bear their fair share of costs by defining costs that are allowable and unallowable for that assistance.

OMB Circular A-110, *Uniform Requirements for Grants to Universities, Hospitals and Other Nonprofit Organizations.* Issued to establish standards (such as insurance requirements, record retention requirements, banking requirements, and so on) for maintaining consistency and uniformity among federal agencies in the administration of grants to and agreements with public and private institutions of higher education, public and private hospitals, and other quasi-public and private nonprofit organizations. It does not apply to grants, contracts, and other agreements between the federal government and units of state and local governments.

OMB Circular A-122, *Cost Principles for Nonprofit Organizations.* Issued to provide that federal assistance programs provided to nonprofit organizations bear their fair share of costs by defining costs that are allowable and unallowable for that assistance. This circular does not apply to—

1. Colleges and universities.
2. State, local, and Indian tribal governments.
3. Hospitals.

OMB Circular A-128, *Audits of State and Local Governments.* Issued to facilitate the implementation of the Single Audit Act of 1984. It establishes audit requirements and defines federal responsibilities for implementing and monitoring these requirements.

OMB Circular A-133, *Audits of Institutions of Higher Education and Other Nonprofit Institutions.* Establishes audit requirements and defined federal responsibilities for implementing and monitoring federal requirements.

Organization-wide audit. Under Circular A-133, it has two main components—an audit of the financial statements and an audit of federal awards. Each component results in a variety of audit reports. The single-audit concept is described in Circular A-133 as an organization-wide audit.

Oversight agency. The federal agency that provides the predominant amount of direct funding to a recipient not assigned a cognizant agency. For those entities that do not receive any direct funding, the federal agency with predominant indirect funding will assume the responsibilities of the oversight agency. The oversight agency may assume some or all of the responsibilities normally performed by a cognizant agency.

Pass-through funds. Funds received by subrecipients indirectly from the federal government through a primary recipient.

PCIE. President's Council on Integrity and Efficiency.

Provider. A person or entity that undertakes to provide health care services.

Questioned costs. Defined in the Inspector General Act Amendments of 1988 as (1) an alleged violation of a provision of a law, regulation, contract, grant, cooperative agreement, or other agreement or document governing the expenditure of funds; (2) a finding that, at the time of the audit, such cost is not supported by adequate documentation; or (3) a

finding that the expenditure of funds for the intended purpose is unnecessary or unreasonable.

R&D. Research and development.

SAS. Statement on auditing standards.

SFA. Student financial aid.

Single Audit Act of 1984. The United States statute (Public Law 98-502) that establishes uniform requirements for audits of federal financial assistance provided to state and local governments. These requirements focus on a single coordinated audit of the aggregate federal financial assistance programs. The requirements include—

1. An audit of the general-purpose financial statements.
2. Additional tests for compliance with applicable laws and regulations related to federal assistance programs received.
3. Reviews of the internal control system for federal financial assistance received.

SOP. Statement of position.

Specific requirements. Defined in the Compliance Supplement as those requirements that pertain to the following categories:

1. Types of services allowed or not allowed
2. Eligibility
3. Matching, level of effort, or earmarking
4. Reporting
5. Special tests and provisions

Subrecipient. An entity receiving government financial assistance when the assistance is initially received by another entity that distributes the assistance for the government program that created and provided the assistance.

Appendix D

Schedule of Changes Made to Audits of Voluntary Health and Welfare Organizations

<u>Reference</u>	<u>Change</u>	<u>Date</u>
General	The term "examination" has been changed to "audit" to conform to the terminology used in SAS No. 58.	October, 1990
Preface	Reference to Statements of Financial Accounting Standards added to sixth paragraph.	October, 1990
Preface	Revised to reflect the issuance of FASB Statement Nos. 116 and 117.	May, 1994
Paragraphs 1.02 and 1.14	References to FASB Statement No. 117 added.	May, 1994
Paragraph 2.04	Footnote revised to reflect the issuance of FASB Statement No. 115.	May, 1994
Paragraph 2.11	Reference to FASB Statement No. 117 added.	May, 1994
Paragraph 3.02	Reference to FASB Statement No. 93 added.	October, 1990
Paragraphs 3.05, 4.01, and 4.12	References to FASB Statement No. 116 added.	May, 1994
Paragraph 4.14	Reference to SAS No. 1, section 542 changed to SAS No. 58.	October, 1990
Paragraphs 5.01, 5.02, and 5.05	References to FASB Statement No. 116 added.	May, 1994
Paragraphs 5.08 and 5.09	Conformed to the terminology used in SAS No. 55.	April, 1992
Chapter 6	Footnote reference to SOP 87-2 modified.	May, 1994
Paragraph 6.03	Reference to FASB Statement No. 117 added.	May, 1994
Paragraph 6.05	Language contrary to SOP 87-2 deleted.	October, 1990
Paragraphs 6.06 and 6.11	Reference to SOP 87-2 added.	October, 1990
Paragraph 6.11	Reference to proposed SOP added.	May, 1994
Paragraph 6.20	Conformed to the terminology used in SAS No. 55.	April, 1992
Paragraph 7.04	Reference to SAS No. 1, section 620 changed to SAS No. 62.	October, 1990

<u>Reference</u>	<u>Change</u>	<u>Date</u>
Chapter 7 (Heading to paragraph 7.05)	Reference to FASB Statement No. 117 added.	May, 1994
Paragraph 7.05	Footnote referring to supersession of APB Opinion No. 19 by FASB Statement No. 95 modified.	May, 1994
Chapter 7 (Heading to paragraph 7.07)	Reference to proposed SOP added.	May, 1994
Chapter 7	Illustrative Auditor's Reports conformed to SAS Nos. 58 and 62.	October, 1990
Chapter 8	Introduction added to reflect the issuance of FASB Statement No. 117.	May, 1994
Chapter 8	Reference to SOP 87-2 added to Notes to Illustrative Financial Statements.	October, 1990
Paragraph 8.04	Note 7 (pension plans) deleted; reference added to FASB Statement No. 87.	May, 1992
Appendix C	SOP 92-9 added.	February, 1993

In addition to the above, notes have been added to highlight areas that will be updated in future editions. Those areas include:

Chapter 8, *Illustrative Financial Statements*, will be conformed to AICPA and FASB pronouncements issued subsequent to the original issuance of this guide.

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