Federal government contractors industry developments - 1990; Audit risk alerts

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Federal Government Contractors Industry Developments—1990

Update to AICPA Audit and Accounting Guide
Audits of Federal Government Contractors

Includes Audit Risk Alert—1990

Issued by the Auditing Standards Division

AICPA
American Institute of Certified Public Accountants
NOTICE TO READERS

This document, which contains *Federal Government Contractors Industry Developments—1990* and *Audit Risk Alert—1990*, is intended to provide auditors of financial statements of federal government contractors with an overview of recent economic, industry, regulatory, and professional developments that may affect the audits they perform. This document has been prepared by the AICPA staff. It has not been approved, disapproved, or otherwise acted upon by a senior technical committee of the AICPA.

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Table of Contents

Federal Government Contractors Industry
Developments—1990 ................................................................. 5
  Industry and Economic Developments ............................... 5
  Regulatory Developments .................................................... 6
  Audit and Accounting Developments ............................... 9
  References for Additional Guidance .................................. 11

Appendix—Audit Risk Alert—1990 .......................................... 13
  Introduction ........................................................................ 13
  Economic Developments ................................................... 13
  Regulatory and Legislative Developments ......................... 15
  New Auditing Pronouncements ............................................. 16
  Audit Reporting and Communication Issues ........................ 18
  Recurring Audit Problems ................................................ 19
  Pitfalls for Auditors ............................................................ 22
  Accounting Developments ............................................... 22
  Audit Risk Alerts .............................................................. 24
  AICPA Services ............................................................... 25
Federal Government Contractors
Industry Developments—1990

Industry and Economic Developments

Effects of Federal Government Spending Policies and Priorities

Worldwide and domestic events and conditions have caused the federal government to reassess many of its spending programs, including national defense, environmental clean-up, housing, agriculture, transportation, energy, space exploration, and health care. Federal government spending priorities in these and other programs may affect the federal government contracting industry. Many contractors are likely to be adversely affected by significant reductions in federal spending and the elimination, curtailment, or delay of major programs. Auditors should understand the environment in which federal government contractors do business and should be aware of the effect of federal government contract regulations and requirements.

Specific Conditions or Risk Factors

Contract Receivables for Claims, Adjustments, and Terminations. Many federal government programs may be eliminated, curtailed, or delayed as a result of changes in federal spending priorities stemming from global and domestic events and conditions, as well as from political and economic pressure to reduce the federal budget deficit. These and other conditions provided in contracts may lead federal government purchasing agencies and contractors to pursue a negotiated settlement of contract adjustments, terminations, and claims in accordance with contract clauses. Amounts recorded in the financial statements by contractors for contract receivables related to settlements on negotiated contracts may be heavily dependent on the recovery of allocated indirect costs, in addition to direct costs, which may be questioned and ultimately disallowed by government contract auditors. Accounting for recognition of claim revenues is discussed in paragraphs 65–67 of AICPA Statement of Position (SOP) 81-1, Accounting for Performance of Contractor-Type and Certain Production-Type Contracts. Some of the audit procedures likely to be performed by the independent auditor in testing contract receivables are discussed in paragraphs 369–392 of the AICPA Audit and Accounting Guide Audits of Federal Government Contractors.
As a result of an increased need for urgent military support, defense procurement officials may award letter contracts for selected goods and services that require contractors to perform at a price subject to future negotiation up to a ceiling price. In addition, scheduled contract deliveries may be accelerated, contract quantities increased, and contracts modified to meet these needs. These conditions will likely require contract price adjustments. Documentation of incurred costs is particularly important and, historically, a troublesome area in terms of contract settlement. For many federal government contractors, these requirements will be new and unfamiliar.


Auditors consider laws and regulations that are generally recognized to have a direct and material effect on the determination of financial statement amounts (for example, laws and regulations regarding cost allowability and cost accounting standards). Other laws and regulations may give rise to matters that have material indirect effects on the financial statements. Auditors should be aware of the possibility that violations of such laws and regulations may have occurred.

Auditors of federal government contractors should consider the audit significance of—

- Costs charged that are specifically disallowed under the Federal Acquisition Regulations (FAR).
- Costs for parts that do not meet contract requirements or specifications.
- Costs incurred prior to the effective date of a contract or advance agreement.
- Unsupported or unreasonable costs.
- Defective pricing.
- Cost overruns due to contractor or subcontractor inefficiencies or delays.
- Costs of unabsorbed overhead for loss of a business base.

Regulatory Developments

Streamlined DOD Acquisition Process

The Department of Defense (DOD), through the Defense Acquisition Regulations (DAR) Council, has proposed to streamline the acquisition
process for contracts with DOD by deleting or revising major portions of the DAR, contract clauses, and directives. Public comments have been requested on the changes, which are expected to be completed by early 1991.

**Allowability and Allocability of Costs**

The concept of allowability of costs is derived primarily from the procurement regulations. For most federal government agencies, the criteria for determining allowability are contained in FAR part 31. For a cost to be considered allowable, it must be reasonable and allocable and not prohibited by the provisions of FAR or by contractual terms and conditions. New regulations issued during 1990 limit the allowable costs associated with business combinations that are accounted for using the purchase method of accounting, disallow certain professional and consultant service costs, and require contractors to remit to the U.S. government an amount equivalent to the federal income tax savings from claiming foreign income tax credits for taxes that are reimbursed by a foreign government.

For many contractors, the standards promulgated by the Cost Accounting Standards Board ("CAS Board" or the "Board") contained in FAR part 30 provide the guidance for determining the allocability of costs to federal government contracts. FAR part 31 also contains some basic guidance relating to allocability. Once the cost is determined to be allocable, the contract cost principles (FAR part 31) provide the guidance for identifying which of these costs are eligible for reimbursement. Generally accepted accounting principles apply when FAR or the Cost Accounting Standards (CAS or the "Standards") fail to address a specific element of cost.

In addition, the Armed Services Board of Contract Appeals, the General Services Administration Board of Contract Appeals, and various other department contract appeal apparatuses have held proceedings and issued decisions on the allowability and allocability of costs under disputed contracts.

**Contractor Self-Governance**

Government oversight agencies continue to urge federal government contractors to take a more proactive role in assuring compliance with federal laws and regulations and contractual clauses. Voluntary programs such as the Voluntary Disclosure Program, Defense Industry Initiatives (DII), and the Contractor Risk Assessment Guide (CRAG) are indicative of this trend. Recently, the Defense Contract Audit Agency (DCAA), in an effort to improve audit planning and coordination with contractors and reduce oversight, has ordered its field auditors to meet with senior contractor personnel to discuss specific actions the
contractors can take to reduce government oversight and audit. For example, these actions may include improving contractor estimating systems and internal control structure policies and procedures. A contractor may decide to involve the independent auditor in certain aspects of a self-governance program.

**Coordinated Audits**

The DCAA, in an effort to improve planning and coordination with contractors and reduce audit oversight, is encouraging contractors to coordinate the work performed by their internal audit departments and their independent auditors with the DCAA’s audit efforts. The DCAA has instructed resident auditors and branch managers to meet with contractor representatives to outline DCAA’s specific risk considerations for all areas of CRAG and for other areas of concern.

**New CAS Board**

In November 1988 Congress reestablished the CAS Board as part of reauthorization of the Office of Federal Procurement Policy (OFPP). The five-member Board is chaired by the Administrator of OFPP and consists of members from DOD, the General Services Administration (GSA), industry, and the accounting profession.

The CAS Board was established to develop cost accounting standards that would achieve uniformity and consistency in the cost accounting principles used by federal government contractors and subcontractors. The standards promulgated by the new Board will apply to all negotiated prime contract and subcontract procurements within the United States that are in excess of $500,000.

The first two meetings of the Board were generally limited to discussions of administrative and organizational matters. At its first meeting, held in July 1990, the new Board agreed to adopt the accounting standards set by its predecessor as its own regulatory baseline.

The CAS Board has approved a plan to replace the two existing versions of CAS with a single regulation. The Board-approved plan would rescind the Standards as currently codified in FAR part 30, as well as 4 CFR, and repromulgate them in a new chapter of the FAR system (tentatively, 48 CFR, chapter 99). A CAS incorporation statement will be included in FAR part 30 in lieu of the existing full text of the Standards.

The CAS Board is in the process of soliciting agenda items from the public. Areas that have been suggested for the Board to address include—

- Conflicts between CAS and FAR on allocability issues.
- Use of the cash basis of accounting versus the accrual basis of accounting.
Audit and Accounting Developments

New AICPA Audit and Accounting Guide

In August 1990 the AICPA issued the Audit and Accounting Guide *Audits of Federal Government Contractors*, which supersedes the 1975 AICPA Industry Audit Guide *Audits of Government Contractors*. The new guide provides an overview of the contract procurement process, federal acquisition legislation and regulation, financial reporting considerations, and audit considerations. Copies of the audit and accounting guide and other AICPA publications may be obtained by calling the AICPA Order Department at (800) 334–6961 or (800) 248–0445 (New York State only).

Chapter 3 of *Audits of Federal Government Contractors* provides guidance on accounting and reporting issues with respect to the financial statements of federal government contractors and subcontractors. Areas in which guidance has been expanded include—

- Disclosures in notes to financial statements.
- Presentation of federal government contract receivables (including unbilled amounts and progress and advance payments) in the balance sheet.
- Inappropriate program accounting for federal government programs.
- Changes in estimates of contract revenues, costs, and progress to completion being accounted for under the "cumulative catch-up" method.
- Accounting recognition of contract options, change orders, claims, and contract provisions for penalties and incentive payments (including award fees and performance incentives).
- Allocation of general and administrative costs to inventory and contract costs.
- Accounting for costs associated with fixed-price, best-efforts, research-and-development cost-sharing arrangements.
- Accounting for performance incentive adjustments.

The guide also includes SOP 81–1, *Accounting for Performance of Construction-Type and Certain Production-Type Contracts*, which includes relevant guidance on such topics as—

- *Segmenting and combining contracts*. SOP 81–1 lists criteria that must be met for a contractor to segment or combine contracts. Auditors
should consider whether the criteria are met and should examine documentation supporting management's representations that the criteria are met.

- Revenue recognition relating to claims against owners (or the government). SOP 81-1 states that recognition of revenue relating to contractors' claims against owners (or the government) for amounts in excess of agreed contract prices is appropriate only if it is probable that the claims will result in additional contract revenue and the amount can be reliably estimated. Auditors should assess the likelihood that the claims will result in additional contract revenue by considering factors such as whether there is a legal opinion stating that under the circumstances there is a reasonable basis to support the claims and whether the evidence supporting the claims is objective and verifiable.

The accounting and financial reporting provisions of the new audit and accounting guide apply to all contracts entered into after December 31, 1990, with earlier application encouraged. The auditing provisions are effective for audits of financial statements for periods beginning on or after December 15, 1990, with earlier application encouraged.

Federal government contractors that have a change in accounting and financial reporting to comply with the guide must determine if the change will be applied to all contracts as of January 1, 1991, or make the change prospectively for new contracts entered into after December 31, 1990. Likewise, a federal government contractor that elects early adoption may choose to adopt for all contracts or make the change prospectively for new contracts. If changes in accounting are expected to be material, federal government contractors subject to public reporting should consider the need to disclose that fact in the notes to the financial statements as of December 31, 1990, as well as the alternative accounting practice followed in 1990.

**Audit Issues**

*New Guidance on Application of Auditing Standards.* Chapter 4 of *Audits of Federal Government Contractors* discusses many of the auditing standards as they apply to audits of federal government contractors. Guidance is provided on (1) the auditor's consideration of the internal control structure; (2) auditing accounting estimates; (3) the auditor's consideration of an entity's ability to continue as a going concern; (4) the auditor's responsibility to detect and report errors, irregularities, and illegal acts; (5) communications with audit committees; (6) the review of federal government audit reports; (7) the existence of classified contracts; and (8) other areas the auditor should consider when auditing a federal government contractor.
Accounting Issues

Postretirement Benefits Other Than Pensions. The Financial Accounting Standards Board (FASB) is developing a standard on accounting and reporting for postretirement benefits other than pensions that is likely to be incompatible with relevant cost accounting standards in several respects. Contractors providing postretirement benefits will likely have to calculate the costs of such benefits separately for cost accounting and financial accounting purposes. This is similar to the practice for pension costs due to the incompatibility of FASB Statement No. 87, Employers' Accounting for Pensions, with CAS 412 and 413. The statement will be effective for calendar-year 1993 financial statements. An additional two-year delay would be provided for non-U.S. plans and certain small employers.

References for Additional Guidance

The AICPA Audit and Accounting Guide Audits of Federal Government Contractors contains a bibliography that lists selected works and reference materials that auditors may find useful in gaining a basic understanding of federal government contracting, keeping abreast of current developments and regulations in the area, and researching problems confronted by federal government contractors and their auditors. In addition, the DCAA has prepared a pamphlet entitled Guidance for New Contractors, to help new defense contractors understand applicable requirements. Requests for copies of this pamphlet should be sent to the Defense Contract Audit Agency, Cameron Station, Alexandria, VA 22304-6178.

* * * *

Copies of AICPA authoritative guidance may be obtained by calling the AICPA Order Department at (800) 334-6961 (USA) or (800) 248-0445 (NY). Copies of FASB authoritative guidance may be obtained directly from the FASB by calling the FASB Order Department at (203) 847-0700, ext. 10.
Audit Risk Alert—1990*

General Update on Economic, Industry, Regulatory, and Accounting and Auditing Matters

Introduction

This alert is intended to help auditors in finalizing their planning for 1990 year-end audits. Successful audits are a result of a number of factors, including acceptance of clients with integrity, adequate partner involvement in planning and performing audits, an appropriate level of professional skepticism, and the allocation of sufficient audit resources to high-risk areas. Addressing these factors in each audit engagement requires substantial professional judgment based, in part, on a knowledge of professional standards and current developments in business and government.

It is important to make sure that written audit programs are adequately tailored to reflect each client's circumstances, including areas of greater audit risk. This alert identifies areas that, based on current information and trends, may be relevant to many 1990 year-end audits. Although it does not provide a complete list of risk factors to be considered, and the items discussed do not affect risk in every audit, this alert can be used as a planning tool for considering matters that may be especially significant for 1990 audits.

Economic Developments

The Current Economic Downturn

Dramatic events in the Persian Gulf and around the world have raised many questions and concerns for American companies. Rising oil prices, lower consumer demand, and reduced availability of capital are just some of the factors affecting companies in all industries. Auditors should take these economic factors into consideration and be aware of the ways in which clients have been affected by them as well as of the potential, if any, of a going-concern problem.

*This Audit Risk Alert was published in the December 1990 issue of the AICPA's CPA Letter.
Business Failures on the Rise

The current illiquidity in the junk-bond market, coupled with the continuing tightening of credit by lenders throughout the country, have made it substantially more difficult for prospective borrowers to obtain financing, particularly for highly leveraged companies. A recent article in the Wall Street Journal called attention to increases in bankruptcy filings, particularly in the real estate, apparel, retailing, and construction industries, due in large part to the weakening cash flow of many businesses as well as the more cautious credit environment. Some industries are becoming very risky undertakings. For example, in 1990, the number of restaurant closings exceeded the number of openings; increased competition has made it nearly impossible to raise menu prices, while costs have continued to increase, especially those for energy, insurance, and wages.

The effects of the economic slowdown will vary across geographic regions and industries, and among companies even within the same industry. Therefore, auditors need to focus specifically on the environment of each client and address each client's particular issues accordingly. Nevertheless, many companies will be unable to pass on increased costs (particularly increased oil prices and medical expenses) due, in part, to increasing competition and softening demand for their products. This could make it difficult for companies to report favorable operating results for the year. With this in mind, auditors should be even more sensitive this year to ongoing issues that affect operating results, such as the collectibility of receivables and the potential obsolescence and realizability of inventories.

Highly leveraged companies are particularly vulnerable to a downturn in business activity and the other factors discussed above. Auditors should consider these circumstances when evaluating the ability of highly leveraged clients to continue as going concerns.

Economic Considerations Relating to Debt

Adverse developments in the economy in general, or in a particular financial institution, may cause an institution to refuse to renew loans, to exercise demand clauses (such as the due-on-demand clause), or to decline to waive covenant violations. In addition, these developments may make it more difficult for companies to obtain alternate sources of financing than in the past. In these cases, the auditor should consider the borrower's classification of the liability, potential going-concern issues, management's plans (such as those for alternate financing or asset disposition), and the adequacy of disclosures in the borrower's financial statements. Securities and Exchange Commission (SEC) rules
contain specific disclosure requirements in Management’s Discussion and Analysis (MD & A) about liquidity and material uncertainties.

**Regulatory and Legislative Developments**

**Environmental Liabilities**

The Environmental Protection Agency is empowered by law (through the Superfund legislation) to seek recovery from anyone who ever owned or operated a particular contaminated site, or anyone who ever generated or transported hazardous materials to a site (these parties are commonly referred to as potentially responsible parties, or PRPs). Potentially, the liability can extend to subsequent owners or to the parent company of a PRP.

In connection with audit planning, the auditor should consider making inquiries of management about whether a client (or any of its subsidiaries) has been designated as a PRP or otherwise has a high risk of exposure to environmental liabilities. If a client has been designated as a PRP, the auditor should consider whether any amount should be accrued for cleanup costs and assess the need for disclosure and, possibly, for the inclusion of an explanatory fourth paragraph in the audit report citing the uncertainty, if management is unable to make reasonable estimates of the costs. In addition, for public entities, disclosure should be made in MD&A of estimates of cleanup costs or the reasons why the matter will not have a material effect.

Financial Accounting Standards Board (FASB) Statement No. 5, *Accounting for Contingencies*, and Interpretation No. 14, *Reasonable Estimation of the Amount of a Loss*, provide guidance for the accounting and disclosure of loss contingencies, including those related to environmental issues. The FASB's Emerging Issues Task Force (EITF) reached a consensus in Issue 90-8, *Capitalization of Costs to Treat Environmental Contamination*, that, generally, the costs incurred to treat environmental contamination should be expensed and may be capitalized only if specific criteria are met.

**Notification of Termination of Auditor-Client Relationship**

The SEC staff has observed instances in which CPA firms have not notified the SEC's Chief Accountant when an auditor-client relationship ends. Under a rule effective May 1, 1989, member firms of the SEC Practice Section of the AICPA Division for Firms must notify the SEC directly by letter within five business days after the auditor resigns, declines to stand for reelection, or is dismissed.
New Auditing Pronouncements

Implementing SAS No. 55 on Internal Control

AICPA Statement on Auditing Standards (SAS) No. 55, Consideration of the Internal Control Structure in a Financial Statement Audit, is effective for audit periods beginning on or after January 1, 1990. Auditors who did not apply its provisions early are faced with implementation for December 31, 1990, year-end audits.

To help auditors with questions that may arise, the Auditing Standards Board (ASB) issued the Audit Guide Consideration of the Internal Control Structure in a Financial Statement Audit. The guide presents two preliminary audit strategies for assessing control risk and uses three hypothetical companies ranging from a small, owner-managed business to a large public company to illustrate how the strategies affect the nature, timing, and extent of procedures. Particularly helpful is a series of exhibits that includes sample workpapers documenting the hypothetical companies' compliance with SAS No. 55. A copy of the guide (product number 012450) may be obtained by calling the AICPA Order Department at (800) 334-6961 (USA) or at (800) 248-0445 (NY).

New Financial Institutions Confirmation Form

The AICPA will replace the existing 1966 Standard Bank Confirmation Inquiry. The new form will provide only confirmation of deposit and loan balances. To confirm other transactions and arrangements, auditors will have to send a separate letter, signed by the client, to a financial institution official responsible for the financial institution's relationship with the client or knowledgeable about the transactions or arrangements. Anyone ordering the new standard form from the AICPA Order Department will receive a copy of a notice to practitioners, which describes the revisions to the process of confirming information with financial institutions, and illustrative letters for confirming some of these types of transactions or arrangements. The new form should be used for confirmations mailed on or after March 31, 1991. Practitioners should neither use the new form before March 31, 1991, nor use the old form on or after that date.

New SAS on Internal Auditing

In January 1991, the ASB will issue a new SAS, The Auditor's Consideration of the Internal Audit Function in an Audit of Financial Statements, that will provide practitioners with expanded guidance when considering the work of internal auditors. Many internal audit activities are relevant to an audit of financial statements because they provide evidence about
the design and effectiveness of internal control structure policies and procedures or provide direct evidence about misstatements of financial data contained in financial statements. The SAS is effective for audits of financial statements for periods beginning on or after January 1, 1991, and will include guidance to assist auditors in obtaining an understanding of the internal audit function, assessing the competence and objectivity of internal auditors, and determining the extent to which they may consider work performed by internal auditors. The SAS supersedes SAS No. 9, *The Effect of an Internal Audit Function on the Scope of the Independent Audit*, and incorporates the terminology and concepts of more recent SASs, particularly SAS No. 55.

**Forthcoming Guidance on Circular A-133**

On March 8, 1990, the Office of Management and Budget (OMB) issued Circular A-133, *Audits of Institutions of Higher Education and Other Nonprofit Institutions*. The purpose of Circular A-133 is to establish audit requirements and to define federal responsibilities for implementing and monitoring audit requirements for institutions of higher education and other nonprofit institutions receiving federal awards. Institutions covered by Circular A-133 generally include colleges and universities (and their affiliated hospitals) and other not-for-profit organizations, such as voluntary health and welfare organizations and other civic organizations.

The circular applies to nonprofit institutions that receive $100,000 or more in federal awards. (Circular A-133’s definition of financial awards is broader than the term financial assistance used in SAS No. 63, *Compliance Auditing Applicable to Governmental Entities and Other Recipients of Governmental Financial Assistance*.) Nonprofit institutions that receive at least $25,000 but less than $100,000 in federal financial assistance have the option of applying either the requirements of Circular A-133 or separate program audit requirements. For institutions receiving less than $25,000, records must be kept and made available for review, if requested, but the provisions of the circular do not apply.

In the first quarter of 1991, the AICPA's Auditing Standards Division plans to expose a statement of position, prepared by a subcommittee of the AICPA Not-for-Profit Organizations Committee, that will provide guidance about compliance-auditing requirements in Circular A-133. Circular A-133 is effective for audits of fiscal years beginning on or after January 1, 1990. Since the circular permits biennial audits, some institutions may not be required to follow its requirements until the audit of their financial statements for the fiscal year ending June 30, 1992.
Audit Reporting and Communication Issues

Reporting on Uncertainties

Some auditors have issued an unqualified report with an additional paragraph about the existence of an uncertainty in situations when a qualified or adverse opinion should have been issued.

SAS No. 58, Reports on Audited Financial Statements, requires an auditor to add an explanatory paragraph (after the opinion paragraph) to the standard report when a matter is expected to be resolved at some future date, at which time sufficient evidence about its outcome is likely to be available. Examples of such uncertainties include lawsuits against the entity and tax claims by tax authorities when precedents are not clear. Because its resolution is prospective, sometimes management cannot estimate the effect of the uncertainty on the entity’s financial statements. However, those uncertainties have, in some cases, been confused with other situations in which management asserts that it is unable to estimate certain financial statement elements, accounts, or items.

Generally, matters whose outcomes depend on the actions of management and relate to typical business operations are susceptible to reasonable estimation and, therefore, are estimates inherent in the accounting process, not uncertainties. Management’s inability to estimate in these situations should raise concerns about the possible use of inappropriate accounting principles or scope limitations. If the auditor believes that financial statements are materially misstated because of the use of inappropriate accounting principles, a qualified or adverse opinion is required due to the GAAP departure. A scope limitation should result in a qualified opinion or a disclaimer of opinion.

Going-Concern Matters

When an auditor concludes that there is substantial doubt about an entity’s ability to continue as a going concern, SAS No. 59, The Auditor’s Consideration of an Entity’s Ability to Continue as a Going Concern, requires the auditor to include an explanatory paragraph (following the opinion paragraph) in the report to reflect that conclusion. Auditors have issued reports in which it is unclear whether they are expressing a conclusion that there is substantial doubt about an entity’s ability to continue as a going concern.

For situations in which the auditor expresses such a conclusion, the ASB recently amended SAS No. 59 to require the use of the phrase “substantial doubt about the entity’s ability to continue as a going concern” (or similar wording that includes the terms substantial doubt and going concern) in the required explanatory paragraph.
Required Communications to Audit Committees and Others Having Oversight Responsibility

Instances have been noted in which auditors have overlooked the communication requirements of SAS No. 61, Communication With Audit Committees. This statement requires auditors to ensure that certain matters are communicated to audit committees or other groups with responsibility for oversight of the financial reporting process. SAS No. 61 applies to—

- Entities that have an audit committee or a formally designated group having oversight responsibility for financial reporting (for example, a finance or budget committee).
- All SEC engagements as defined in note 1 of the statement.

In considering the communications required by SAS No. 61, the auditor should also not overlook the communications required by the following:

- SAS No. 53, The Auditor’s Responsibility to Detect and Report Errors and Irregularities
- SAS No. 54, Illegal Acts by Clients (see discussion below)
- SAS No. 60, Communications of Internal Control Structure Related Matters Noted in an Audit

Illegal Acts

SAS No. 54 provides guidance for communications with clients of possible illegal acts. The auditor has a responsibility to detect and report misstatements resulting from illegal acts having a direct and material effect on financial statement line-item amounts. Auditors may also become aware of other illegal acts that have, or are likely to have, occurred and that may not have a direct and material effect on financial statement amounts.

Auditors should assure themselves that all illegal acts that have come to their attention, unless clearly inconsequential, have been communicated to the audit committee or its equivalent (the board of trustees or an owner-manager) in accordance with SAS No. 54.

Recurring Audit Problems

Questionable Accounting Practices

Managements of companies—public or private—might feel pressure to report favorable results—for example, to maintain a trend of growth in earnings, support or improve the price of the company's stock,
obtain or maintain essential financing, or comply with debt covenants. This pressure is most likely to affect public companies, but auditors should not underestimate the pressures on nonpublic companies to "stretch" earnings or report a favorable financial condition—particularly in light of the current credit crunch. In most cases, the actions taken are well-intentioned and believed to be appropriate by the company. However, in certain cases, the result is an inappropriate accounting practice.

The downturn in the economy may have an effect on the way a client conducts its business and carries out its revenue recognition policies. Auditors should be alert to facts and circumstances relating to revenue recognition policies that may not be appropriate, such as—

- Changes in standard sales contracts permitting, for example, continuation of cancellation privileges.
- Situations in which the seller has significant continuing involvement or the buyer has not made a sufficient financial commitment to demonstrate an intent or ability to pay.
- Certain sales with a "bill and hold" agreement.

Revenue should not be recorded until it is realized or clearly realizable, the earnings process is complete, and its collection is reasonably assured.

The following are some other accounting practices that distort operating results or financial position:

- Improperly deferring typical period costs and expenses (for example, personnel, training, and moving costs) or costs for which a specific quantifiable future benefit has not been determined
- Adjusting reserves without adequate support
- Non accrual of losses (for example, environmental liabilities) or inadequate disclosure in accordance with FASB Statement No. 5, Accounting for Contingencies
- Inadequate recognition of uninsured losses (for example, increased deductibles for workers' compensation or medical care)
- Using improper LIFO accounting practices, including inappropriate pools and intercompany transactions

Competent and sufficient audit evidence continues to be the foundation for the auditor's opinion. Insufficient professional skepticism, illustrated by "auditing by conversation," or failing to obtain solid evidence to back up management's representations, can lead to audit problems. In the final analysis, auditors need to step back and ask one of auditing's most fundamental questions: Does it make sense?

Problems also can occur due to errors in recording relatively straight-
forward transactions, particularly in those situations where cost-reduction and restructuring programs have reduced the number and quality of accounting personnel. The importance of principal audit procedures (for example, sales and inventory cut-off tests, searches for unrecorded liabilities, and follow-up on errors noted during tests) cannot be overemphasized. These types of procedures are fundamental and critical to the audit process.

Although clients may impose fee pressures or tight deadlines on auditors, these pressures do not change the professional responsibility to understand and audit the facts and situations carefully and to make professional, knowledgeable decisions.

**Communications Between Predecessor and Successor Auditors**

SAS No. 7, *Communications Between Predecessor and Successor Auditors*, establishes requirements for communications between predecessor and successor auditors when a change of auditors has taken place or is in process. It has been observed that the guidance provided by SAS No. 7 is sometimes not followed. It is essential that both predecessor and successor auditors are aware of, and adhere to, the requirements of SAS No. 7. For example, the predecessor auditor should respond promptly and fully to the successor's reasonable inquiries unless he or she indicates that the response is limited.

**Part of Audit Performed by Other Independent Auditors**

In accordance with SAS No. 1 (AICPA, *Professional Standards*, vol. 1, AU sec. 543), in no circumstances should an auditor state or imply that an audit report making reference to another auditor is inferior in professional standing to a report without such a reference. When a principal auditor decides not to make reference to the work of another auditor, the extent of additional procedures to be performed by the principal auditor may be affected by the other auditor's quality-control policies and procedures (see auditing interpretation "Part of Audit Performed by Other Auditors: Auditing Interpretations of AU Section 543" [AICPA, *Professional Standards*, vol. 1, AU sec. 9543.18]).

**Attorney's Responses**

A letter of audit inquiry to the client's lawyer is the auditor's primary means of corroborating information furnished by management concerning litigation, claims, and assessments. Auditors should carefully read all letters from attorneys and ensure that all matters discussed are understood. Ambiguous and incomplete responses should be appropriately resolved with client management and attorneys, and
conclusions should be properly documented. An auditing interpretation of SAS No. 12, Inquiry of a Client's Lawyer Concerning Litigation, Claims, and Assessments, presented in the AICPA's Professional Standards, vol. 1, AU sec. 9337.18, discusses what constitutes an acceptable reply. Additional inquiries may be needed if replies are not dated sufficiently close to the date of the audit report.

Pitfalls for Auditors

Each year-end seems to abound with pitfalls for auditors. The following reminders are intended to alert auditors to some of these pitfalls.

- Watch out for large, unusual, one-time transactions, especially at or near year-end, that may be designed to ease short-term profit and cash flow pressures. Scrutinize each transaction to ensure validity of business purpose, timing of revenue or profit recognition, and adequacy of disclosure.

- In performing analytical procedures (for example, analyzing accounts, changes from period to period, and differences from expectations), maintain an attitude of objectivity and professional skepticism. Do not assume that the accounts or client explanations are right. Rather, question, challenge, and compare new information with what is already known about the client and of business in general.

- Make sure that receivables that are supported by real estate as collateral reflect the softening of the market. Increases in the allowance for uncollectibles may be needed. Recognize that assets acquired through foreclosure may be overvalued and difficult to sell.

- Pay special attention to the collectibility of significant receivables from debtors that have recently gone through a leveraged buyout (LBO). A company is not the same entity that it was before an LBO.

Accounting Developments

Financial Instruments Disclosure

In March 1990, the FASB issued Statement No. 105, Disclosure of Information About Financial Instruments with Off-Balance-Sheet Risk and Financial Instruments with Concentrations of Credit Risk, effective for fiscal years ending after June 25, 1990. It applies to all entities, including small businesses (due to its requirement to disclose significant concentrations of credit risk arising from all financial instruments, including trade accounts receivable).
The statement applies to all financial instruments with off-balance-sheet risk of accounting loss and all financial instruments with concentrations of credit risk, with some exceptions that are detailed in paragraphs 14 and 15 of the statement. It requires all entities with financial instruments that have off-balance-sheet risk to disclose the face, contract, or underlying principal involved; the nature and terms of the financial instrument; the accounting loss that could occur; and the entity's policy regarding collateral or other security and a description of the collateral.

**Postretirement Benefits Other Than Pensions**

The FASB is expected to issue the final statement on postretirement benefits other than pensions in December 1990. The proposed statement would significantly change the prevalent current practice of accounting for postretirement benefits on the "pay as you go" (cash) basis by requiring accrual, during the years that employees render services, of the expected cost of providing those benefits to employees and their beneficiaries and covered dependents. This statement would be effective for calendar-year 1993 financial statements. An additional two-year delay would be provided for plans of non-U.S. companies and certain small employers.

In the SEC Staff Accounting Bulletin (SAB) No. 74, *Disclosure of the Impact That Recently Issued Accounting Standards Will Have on the Financial Statements of the Registrant When Adopted in a Future Period*, the SEC staff expressed its belief that disclosure of impending accounting changes is necessary to inform readers about expected effects on financial information to be reported in the future and should be made in accordance with existing MD&A requirements. The SEC staff provided supplemental guidance regarding SAB No. 74 in the November 1990 EITF minutes.

**Reporting When in Bankruptcy**

Statement of Position (SOP) 90-7, *Financial Reporting by Entities in Reorganization Under the Bankruptcy Code*, provides guidance for entities that have filed petitions with the Bankruptcy Court and expect to reorganize as going concerns under Chapter 11.

The SOP recommends that all such entities report the same way while reorganizing under Chapter 11, with the objective of reflecting their financial evolution. To do that, their financial statements should distinguish transactions and events that are directly associated with the reorganization from the operations of the ongoing business as it evolves.
The SOP generally becomes effective for financial statements of enterprises that have filed petitions under the Bankruptcy Code after December 31, 1990.

Audit Risk Alerts

The Auditing Standards Division is issuing Audit Risk Alerts to advise auditors of current economic, industry, regulatory, and professional developments that they should be aware of as they perform year-end audits. The following industries are covered:

- Airlines (022071)
- Agricultural producers and agricultural cooperatives (022073)
- Banking (022063)
- Casinos (022070)
- Construction contractors (022066)
- Credit unions (022061)
- Employee benefit plans (022055)
- Federal government contractors (022068)
- Finance companies (022060)
- Investment companies (022059)
- Life and health insurance companies (022058)
- Nonprofit organizations, including colleges and universities and voluntary health and welfare organizations (expected to be available in March 1991) (022074)
- Oil and gas producers (022069)
- Property and liability insurance companies (022072)
- Providers of health care services (022067)
- Savings and loan institutions (022076)
- Securities (022062)
- State and local governmental units (022056)

Copies of these industry updates may be purchased from the AICPA Order Department. They will also be included in the new loose-leaf service for audit and accounting guides.

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