

Activity Code 17310		Audit of Contract Overpayments
Version 2.6, November 2010		
B-1	Planning Considerations	
Purpose And Scope		
<p>1. Purpose. This audit is intended to verify that contractors’ billing system procedures and internal controls are in place to accomplish the following objectives:</p>		
<ul style="list-style-type: none"> • Compare billings with cash receipts to identify contract overpayments and ensure amounts due the Government are refunded or offset in a timely manner; 		
<ul style="list-style-type: none"> • Identify and resolve overpayments due to liquidation differences in a timely manner; 		
<ul style="list-style-type: none"> • Reconcile recorded to billed costs to ensure costs are not over billed; 		
<ul style="list-style-type: none"> • Identify contract administration adjustments to determine if adjustments are needed to billings and, if so, that they are computed correctly and appropriate refunds or offsets are processed timely; 		
<ul style="list-style-type: none"> • Ensure timely and documented responses are prepared in response to demand letters; 		
<ul style="list-style-type: none"> • Review contractors’ processes for monitoring subcontractor billings and identifying/resolving any overpayments timely; 		
<ul style="list-style-type: none"> • Ensure offsets are properly authorized, adequately documented, and applied against billings for previously identified overpayments; 		
<ul style="list-style-type: none"> • Ensure refunds are processed in a timely manner; and 		
<ul style="list-style-type: none"> • Timely notification to the cognizant paying office and contracting officer timely of significant overpayments. 		
<p>This program is limited to the audit of the billing system procedures and internal controls outlined in Section E of the audit program. During the preliminary audit steps, the auditor should identify any billing system procedures and internal control reviews performed by the contractor relating to this audit area. In those cases where internal reviews have been performed that relate to specific audit steps included in this audit program, the auditor should follow the guidance contained in CAM 4-1000, Reliance on the Work of Others.</p>		
<p>The audit should be conducted in accordance with the generally accepted government auditing standards to the extent applicable under the circumstances. The steps in the program are intended as general guidance and should be modified as necessary to fit the current evaluation.</p>		

<p>2. Scope. The audit steps selected for completion, or added as necessary, represent a determination of requirements based on auditor judgment and a clear understanding of the purpose of the audit.</p>
<p>Definitions</p>
<p>1. Contract Overpayments. Overpayments are payments that the contractor receives that are in excess of billed amounts. Overpayments may also result from differences between recorded and billed costs. Major causes of overpayments include: (i) weaknesses in contractor internal controls; (ii) contract administration adjustments; (iii) and paying office errors.</p>
<p>2. Accounting for Progress Payment Liquidations. The Government liquidates (recoups) progress payment amounts previously provided to contractors by deducting these amounts from the payment requested on the appropriate contractor delivery invoice. Consequently, the contractor should have procedures to reduce delivery invoice amounts by any prior progress payment requested amounts related to the delivery invoice. This net delivery invoice amount should be recorded in the contractor’s accounts receivable records for comparison purposes to amounts received to identify and resolve any differences.</p>
<p>3. Contract Administration Adjustments. Contract administration adjustments include payments the contractor received in accordance with contract provisions, which need to be reduced because of subsequent events or actions. Contract administration adjustments may result from contract administration related actions, such as:</p>
<ul style="list-style-type: none"> • progress payment adjustments due to a contract loss position;
<ul style="list-style-type: none"> • changes in contract billing prices, liquidation rates, and foreign exchange rates;
<ul style="list-style-type: none"> • quarterly limitation of payment adjustments;
<ul style="list-style-type: none"> • Government withholds as a result of contract performance problems; and
<ul style="list-style-type: none"> • settlement of final indirect rates, cost accounting standard noncompliances, or postaward audits.
<p>4. Demand Letters. Letters issued by the paying office or contracting officer demanding payment of specified amounts by the contractor. The demand letter notifies the contractor that amounts not paid within 30 days of the demand letter shall bear interest.</p>
<p>5. Offsets. An offset is a reduction applied to an invoice submitted to the paying office as a means of resolving payment issues such as overpayments, contract administration adjustments, and paying office/contractor errors.</p>
<p>6. Refunds. Checks submitted to the Government during a specific time period.</p>

References
1. Billing System Audit Program.
2. CAM 5-1100, Section 11 – Audit of Billing System Internal Controls
3. CAM 6-203 – Credits and Refunds on Cost-Type Contracts
4. CAM 6-705 – Interim Cost-Reimbursement Billings
5. CAM 6-900, Section 9 – Notice of Cost Suspensions and Disapprovals Under Cost Reimbursement Contracts
6. CAM 6-1000, Section 10 – Responsibilities for Processing and Approval of Interim and Completion Cost-Reimbursement Vouchers
7. CAM 14-200, Section 2 – Audit of Progress Payments

B-1	Preliminary Steps	
	Version 2.6, November 2010	WP Reference
	1. Conduct an entrance conference as outlined in CAM 4-302, with particular emphasis on the following areas:	
	a. Purpose of Audit. Explain to the contractor that this audit is intended to verify that the contractor’s billing system procedures and internal controls are in place to assure timely identification and resolution of contract overpayments including comparison of billed and paid amounts, liquidation differences, recorded to billed costs; contract administration adjustments, demand letters, and subcontractor overpayments.	
	b. <u>Comparison of Billed and Paid Amounts.</u> Request the contractor to provide a copy of such a comparison and explain:	
	(1) its procedures for comparing amounts billed to amounts received at the invoice level, its accounting procedures for applying progress payment liquidations on delivery invoices and recording the net delivery invoice amount in the accounts receivable records for comparison to amounts received, and the process for resolving payment variances (including notifying the Government or prime contractor when overpayments are identified and returning the overpayments),	

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<p>(2) a listing of all current outstanding payment variances on prime contracts and subcontracts (including variances due to liquidation differences), and</p>	
<p>(3) the current accounts receivable and accounts payable aging reports.</p>	
<p>c. <u>Reconciliation of Recorded to Billed Costs.</u> Request the contractor to provide a copy of such a reconciliation and explain:</p>	
<p>(1) its procedures for performing the periodic reconciliation of recorded to billed costs,</p>	
<p>(2) a schedule of the reconciliation of recorded and billed costs for all significant contracts and subcontracts (including physically complete contracts awaiting closeout with no recent billing activity), and</p>	
<p>(3) a list of all physically complete contracts awaiting closeout.</p>	
<p>d. <u>Contract Administration Adjustments.</u> Request a listing of contract administration adjustments processed over the last 12 months. Request the contractor to explain its procedures for processing contract administration adjustments impacting billings.</p>	
<p>e. <u>Demand Letters.</u> Request the contractor to provide a listing of demand letters processed over the last 12 months. Request the contractor to explain its procedures for processing Government demand letters for payments.</p>	
<p>f. <u>Subcontractor Billings.</u> Request the contractor to explain its procedures for monitoring subcontractor billings and to provide a list of the top 3-5 subcontracts, including subcontract values. Based on the contractor’s explanation and a review of the subcontractor listing, determine if assist audits are required. See StepG-1, 2.</p>	
<p>g. <u>Offsets.</u> Request a listing of all offsets processed over the last 12 months. Request the contractor to explain its procedures for processing offsets.</p>	
<p>h. <u>Refunds.</u> Request the contractor to provide a listing of all refunds processed over the last 12 months. Request the contractor to explain its procedures for processing refunds to the Government.</p>	
<p>2. Evaluate permanent files (including previous assessments of the accounting and billing internal control systems and control risk summarized on the ICAPS sheets and audit leads) and</p>	

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<p>prior audits to determine what relevant audit effort has been performed relating to the detailed audit steps described in Section E below.</p>	
<p>3. Consider the extent and results of the contractor’s self-governance activities, internal and external audits, coordinated audits, etc., relating to this area. Follow the guidance contained in CAM 4-1000, Reliance on the Work of Others. Document your evaluation.</p>	
<p>4. FAOs that have cognizance of contractors with significant classified contracts should coordinate with the Field Detachment to determine the DCAA office with responsibility for identifying and reviewing overpayments on classified contracts. This coordination should be documented in the working papers. FAOs should also coordinate with the Field Detachment on any significant overpayments found on classified contracts during FY 2003.</p>	
<p>5. Close coordination is required at FAOs cognizant of a shared services location and the FAOs cognizant of the segments serviced by the shared services. Document the objectives and procedures to be performed at the shared services location and the segment level.</p>	
<p>6. At contractors with significant reimbursable (non-DoD) contracts, coordinate with the regional Task Force member to determine if the reimbursable contracts should be included in the audit.</p>	

C-1	Comparison of Billed and Paid Amounts	WP Reference
Version 2.6, November 2010		
1.	Review the contractor’s written policy and procedures and assess their adequacy for identifying and resolving contract overpayments in a timely manner. The contractor should:	
	a. perform comparisons of amounts received to amounts billed at the invoice level (e.g., for each public voucher, progress payment request, performance based payment, and delivery invoice) to readily identify contract overpayments (Note: Overpayments and underpayments should not be netted.),	
	b. document timely notification of overpayments to the contracting officer and paying office,	
	c. document compliance with contracting officer and paying office instructions to resolve overpayments,	

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d. resolve overpayments within 30 days after the overpayment was made and document significant activities during the resolution process (e.g., e-mails, conversations, meeting, etc.), and	
e. ensure that on contracts with progress payments, that the appropriate progress payment liquidation is applied against the delivery invoice when the delivery invoice is submitted. The contractor should have procedures to:	
(1) brief the contract to identify the appropriate liquidation rate,	
(2) apply the appropriate liquidation rate against the delivery invoices and record the net amount in the accounts receivable records (for comparison to amounts received),	
(3) identify payment variances as a result of differences in application of liquidations between the paying office and the contractor,	
(4) research payment variances to determine if overpayments exist,	
(5) immediately refund overpayments due to liquidation errors and coordinate with paying office and resolve within 30-60 days (refund or offset on next billing) if overpayments are due to timing differences.	
2. Review the accuracy and completeness of the contractor's listing of outstanding overpayments.	
a. Selectively review the contractor's comparisons of amounts received to amounts billed and other contractor documentation to determine if the list of payment variances is accurate and complete.	
b. Review outstanding amounts on the aged accounts receivable and accounts payable listings to ensure these amounts are appropriately included on the list of outstanding overpayments.	
c. Determine if the contractor's listing of overpayments includes all payment variances as a result of delivery invoice liquidation differences between the contractor and paying office. Review the contractor's accounting procedures for progress payment liquidations (See 1.e. above) to verify that all outstanding variances have been identified. If liquidation differences are not identified, develop audit steps to identify the differences.	
d. Make any adjustments to the contractor's listing as a result of steps 2.a., b., and c. above.	
3. Select a sample of significant outstanding overpayments to:	
a. obtain information on the overpayment; e.g., a copy of the	

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invoice, copies of payment records showing invoice amount and date, payment amount and date,	
b. document the reason for the overpayment, and	
c. obtain the contractor’s rationale for not returning the overpayment, and its documented significant activities to resolve differences.	
4. Immediately notify the paying office via memorandum if a significant contractor overpayment (\$50 thousand or more individually or \$50 thousand on a single contract) is disclosed during the audit and (1) the contractor has not notified the Government, or (2) the overpayment is over 30 days old and has not been returned. Use the pro forma memorandum (17310 – Proforma Notification to Payment Office) to make this notification.	

D-1	Reconciliation of Recorded to Billed Costs	WP Reference
Version 2.6, November 2010		
1.	Review the contractor’s written policy and procedures and assess their adequacy for reconciling recorded to billed costs and submitting timely credit billings and refunds where billed cost exceeds incurred cost due to subsequent cost reductions to the contract. Ensure that the contractor:	
	a. reconciles recorded and billed costs on a periodic basis on both in-process and physically complete (but not closed) contracts, and	
	b. submits credit billings and refunds timely when billed costs exceed recorded costs.	
2.	Review the contractor’s reconciliation of recorded to billed costs to verify it includes all significant contracts (including all open physically completed contracts with no recent billing activity). Compare the contracts included in the contractor’s reconciliation schedule to a verified listing of in-process and physically complete contracts. Determine that the calculation of recorded costs (for this comparison purpose) is based on acceptable indirect rates (See CAM 6-705.1.d).	
3.	For any contract where billed costs exceed recorded costs, request the contractor to process credit billings and refunds. If the contractor does not make adjustments to billings to reflect allowable recorded costs, the FAO should consider issuing a DCAA Form 1 on cost-type contracts. For other	

<p>than cost-type contracts (or in those instances where it is not feasible to issue a DCAA Form 1), the FAO should notify the contracting officer and paying office of the overpayment using the attached proforma memorandum (17310 – Proforma Notification to Payment Office).</p>	
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E-1	Contract Administration Adjustments	WP Reference
Version 2.6, November 2010		
1.	Review the contractor’s written policy and procedures and interview personnel in the contracts and billing departments to assess the adequacy of the contractor’s procedures for processing timely contract administration adjustments. Ensure that the contractor:	
a.	maintains a schedule of contract administration adjustments,	
b.	Computes adjustments accurately, and	
c.	reflects the impact of contract administration adjustments in billings or refunds within 30 days of the date of the administration adjustment.	
2.	Verify that the schedule of contract administration adjustments is complete. This verification may be performed by:	
a.	selectively reviewing contract briefings on major contracts to identify required contract administration adjustments such as quarterly limitation of payments,	
b.	reviewing contract modifications on major contracts for the last 12 months to identify any contract administration adjustments and verify that they were included on the list, and	
c.	obtaining the contracting officer’s comments on the completeness and accuracy of the schedule.	
3.	Select and review a sample of significant contract administration adjustments to determine:	
a.	the reason(s) for the contract administration adjustment,	
b.	if the adjustment was computed accurately, and	
c.	that a refund or offset was processed within 30 days of the date of the administration adjustment.	
4.	Immediately notify the paying office, with a copy to the contracting officer, of any outstanding contract administration adjustment over 30 days old where a refund or offset has not	

been processed. Use the proforma memorandum (17310 – Proforma Notification to Payment Office) to make this notification.	
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F-1	Demand Letters	WP Reference
Version 2.6, November 2010		
1.	Review the contractor’s written policy and procedures and assess their adequacy for processing Government demand letters for payment. Ensure that the contractor’s procedures:	
	a. appropriately identify demand letters,	
	b. call for refunds or offsets to be submitted within 30 days of the date of the demand letter, and	
	c. require submission of documentation to the paying office within 30 days after the date of the demand letter if the amount in the demand letter is disputed.	
2.	To test the completeness of the contractor’s list of demand letters, coordinate with the regional Task Force member to obtain a listing of demand letters for the contractor from the paying office (request should include contractor CAGE code). Also, verify the completeness of the listing with the contracting officer.	
3.	Select and review a sample of significant demand letters issued during the last 12 months to determine	
	a. the reason(s) for the demand letter,	
	b. that the contractor processed a refund or offset or disputed the debt in a timely manner (i.e., within 30-60 days), and	
	c. that the contractor maintains adequate documentation for its position on any disputed debt	
4.	Immediately notify the paying office, with a copy to the contracting officer, of any demand letter that is over 30 days and has not been properly refunded, offset, or disputed. Also, notify the paying office, with a copy to the contracting officer, of any disputed debt not supported by the contractor or where documentation has not been submitted to the paying office. Use the proforma memorandum (17310 – Proforma Notification to Payment Office) to make this notification.	

G-1	Subcontractor Billings	WP Reference
Version 2.6, November 2010		
1.	Review the contractor’s written policy and procedures and assess their adequacy for monitoring the adequacy of subcontractor accounting and billing systems and identifying	

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and resolving subcontractor overpayments, contract administration adjustments, offsets, and refunds. Ensure that the contractor's procedures:	
a. provide for obtaining documentation on the adequacy of subcontractors' accounting and billing systems, including obtaining documentation that the subcontractor provides timely notification to the prime contractor of any overpayments,	
b. provide for obtaining, on a periodic basis, the subcontractor's reconciliation of billed and paid amounts on the subcontract,	
c. require the contractor to immediately notify the subcontractor of any contract administration adjustment impacting the subcontractor's billings and that refunds or offsets are processed within 30 days, and	
d. require the prime contractor to timely adjust its billings or submit refunds to the Government for identified subcontractor overpayments that have been included in billings to the Government, contract administration adjustments, offsets, and refunds.	
2. Select the top 3-5 subcontracts to verify that the above procedures are being accomplished. If the prime contractor's procedures are not adequately addressing step 1. above, request assist audits from the cognizant FAO.	
a. Assist audits are generally required on subcontracts where the prime contractor does not have visibility over payment variances in the subcontractor accounting records.	
b. The assist audit request should identify the subcontractor name and provide information on the subcontracts to be included in the request, e.g., subcontract number, period of performance, subcontract price, and subcontract type. Use the pro forma memorandum (17310 – Proforma Request for Assist Audit) to request the assist audit.	
c. After receipt of the assist audit, FAOs cognizant of the subcontractor should include the subcontracts in the special purpose audit at the subcontractor location.	
d. At subcontractor locations where a special purpose audit is not otherwise planned for FY 2003, FAOs cognizant of the subcontractor should coordinate the assist audit request with the regional Task Force member before doing any work on the request.	
3. Immediately notify the paying office, with a copy to the contracting officer, of any subcontractor overpayment,	

contract administration adjustment, offset, or refund that the contractor has not reflected in billings or refunds to the paying office. Use the pro forma memorandum (17310 – Proforma Notification to Payment Office) to make this notification.	
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H-1	Offsets	WP Reference
Version 2.6, November 2010		
1.	Review the contractor’s written policy and procedures and assess their adequacy for processing timely offsets. Ensure that the contractor’s procedures:	
	a. allow making significant offsets of overpayments and contract administration adjustments only after notification to, and instruction from, the contracting officer and paying office (and the contractor maintains adequate documentation of this coordination),	
	b. call for making approved offsets on a timely basis, usually within 30 days of identification of the overpayment or contract administration adjustment	
	c. call for processing offsets only on the same contract where the overpayment or contract administration adjustment occurred,	
	d. allow processing offsets only on valid invoices submitted to the paying office,	
	e. do not allow the contract remain in an overpaid status after the offset is processed, and	
	f. require that adequate accounting records are maintained to show all offsets at the invoice level and the overpayment/underpayment status for all in-process and physically completed contracts.	
2.	Review a sample of significant offsets to determine if they meet the criteria for allowable offsets discussed in 1. above.	
3.	The offsets should have already been identified during the review of billed and paid amounts, reconciliation of recorded and billed costs, contract administration adjustments, demand letters, and subcontract billings. If additional items are found during the review of offsets, request the contractor to explain why the items were not included on the schedules provided under Preliminary Audit Steps (B-1) 1.b through 1.f for each of the areas and perform additional audit work, if necessary.	

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<p>4. Immediately notify the paying office, with a copy to the contracting officer, of any offsets that do not meet the 6 criteria above, using the pro forma memorandum (17310 – Proforma Notification to Payment Office) to make this notification</p>	
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I-1	Refunds	WP Reference
Version 2.6, November 2010		
1.	Verify the completeness of the list of refunds (obtained in Preliminary Audit Step (B-1)1.h.) to the Government for the last 12 months by selectively comparing the list to checks issued to the Government.	
2.	Select a sample of significant refunds to:	
a.	determine the reason(s) for the refund(s) and the adequacy of the documentation related to the refund,	
b.	determine whether the refunds were processed in a timely manner, i.e., 30-60 days after the overpayment occurred.	
3.	The refunds should have already been identified during the review of billed and paid amounts, reconciliation of recorded and billed costs, contract administration adjustments, demand letters, and subcontract billings. If additional items are found during the review of refunds, request the contractor to explain why the items were not included on the schedules provided for the applicable area and perform additional audit work, if necessary, to verify that the schedules discussed in steps B-1, 1.b. through B-1, 1.f. above are complete.	

A-1	Concluding Steps	WP Reference
Version 2.6, November 2010		
1.	Discuss the results of audit with the supervisory auditor and perform any other audit effort required.	
2.	Prepare a memorandum for the record to document the audit results, the key audit procedures applied, and the significant data reviewed. A pro forma memorandum for record (MFR) is included as 17310- Proforma Memorandum for Record. If significant deficiencies or suggestions for improvement are found, note them in the MFR and issue a flash internal control deficiency report or memorandum to the contractor and contracting officer to facilitate immediate corrective action of the deficiencies and implementation of the suggestions. Consider the impact of the deficiencies on the contractor's	

direct billing status.	
3. Provide copies of the draft MFR, flash internal control deficiency report, and memoranda to, and discuss the results of audit with, the regional Task Force member prior to the exit conference.	
4. Conduct an exit conference with the contractor in accordance with CAM 4-304, including providing the contractor with a copy of the draft MFR, and obtain contractor comments on factual matters such as data accuracy, internal control deficiencies, and suggestions for improvement.	
5. After obtaining the contractor's comments, incorporate them into the MFR, flash billing system report, and memoranda. Copies of the final MFR, billing system report, and memoranda should be provided to the regional Task Force member.	
6. Ensure that the paying office and contracting officer have been notified of any unresolved overpayments, contract administration adjustments, demand letters, and subcontract billings that are over 30 days old; and of any improper offsets. The pro forma memorandum is included as 17310 – Proforma Notification to Payment Office. The memorandum should be e-mailed to the paying office (CCO-DCAA-Reconciliation@dfas.mil) with a copy to the DCAA DFAS Financial Liaison Advisor (DCAA-FLA-DFAS-CPS@dcaa.mil). A copy should also be provided to the ACO and the regional Task Force.	
7. Update the permanent file in accordance with CAM 4-405.1b.	