

MASTER AUDIT PROGRAM

Activity Code 17500		Progress Payment, Cost
Version 10.2, dated Dec 2025		
B-1	Planning Considerations	
Type of Service - Attestation Examination Engagement		
Audit Specific Independence Determination		
<p>Members of the audit team and internal specialists consulting on this audit must complete the Audit Specific Independence Determination (WP 34) prior to starting any work on this assignment.</p> <p><i>(Note: Because staff is sometimes added to on-going audits, supervisors should ensure that all individuals who are directing, performing audit procedures, or reporting on this audit as a member of the audit team who are performing as a consultant have signed this working paper. For example, an FAO may add additional auditors (e.g., technical specialists) to the audit assignment or may need to consult with an internal specialist (e.g., industrial engineers, and operations research specialists) as the audit progresses.)</i></p>		
<p>1. This program is intended to provide a logical sequence to the audit effort and to reflect a mutual understanding between the auditor and the supervisor as to the scope required to meet auditing standards and DCAA objectives for the current assignment. The audit steps in the program are intended as general guidance and should be modified as considered necessary to fit the current audit objectives. Portions of the audit which are covered in other assignments (e.g., accounting systems, Material Management and Accounting Systems) should be referenced at the appropriate place in this program.</p>		
<p>2. Progress payments are a form of Government financing for fixed-price contracts that are provided in recognition of the need for working capital, for long lead items, and work in-process expenditures. The basic authority for progress payments based on cost is included in FAR 32.503, which prescribes policies, procedures, forms, solicitation provisions, and contract clauses for providing contract financing through progress payments based on costs.</p>		
<p>3. The purpose of the progress payment audit is to verify the amounts claimed on SF 1443 (Contractor's Request for Progress Payment) to the contractor's accounting books and records and to evaluate the propriety of the progress payment request in accordance with the provisions of the contract.</p>		
<p>4. While the contracting officer is responsible for assessing the contractors financial condition, auditors should immediately alert the contracting officer if they become aware of information that may indicate unfavorable or adverse financial conditions that could impede a contractor's ability to perform on Government contracts (e.g., audit leads, significant events, current economic conditions, etc.) and adjust the audit scope and associated audit procedures accordingly.</p>		
<p>5. The scope of audit depends on how much reliance can be placed on the contractor's accounting billing system, internal controls, cost representations, and billing procedures. If the results of prior audits and the preliminary audit steps indicate low audit risk, a limited review of the progress payment should be made. This decision must reflect a mutual understanding between the auditor and the supervisory auditor as to the work required to meet</p>		

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auditing standards and DCAA objectives. As with any audit, the audit scope must also consider any specific concerns raised by the contracting officer.
6. This program does not replace individual auditor judgment and may be supplemented or revised to satisfy the needs of a particular assignment.
7. Arrange an entrance conference with the contractor personnel responsible for preparing the progress payment.
8. The objective of progress payments is to provide the contractor with interim financing for a percentage (stated in contract) of allowable costs incurred for undelivered and uninvoiced items. The amount of financing is also subject to other limitations specified in the progress payment contract clause. As contract items are delivered and accepted, progress payment amounts are reduced (liquidated) against payments due for completed items using the liquidation method stated in the contract.
9. The inherent risks to the Government of interim financing are (i) the time value of money if the contractor receives premature payments or is overpaid; and (ii) the loss of goods and services if the contractor does not deliver or does not meet contractual specifications. Auditors should monitor and minimize these risks by being alert for high risk situations such as poor financial conditions, low cash balances, losses on contract work, etc. During performance of risk assessments, auditors are reminded to contact the contracting officer to obtain the contractor's financial condition information for risk assessment purposes. Considerations for the instant progress payment request (SF 1443) that could impact the Government's risk of premature/overpayment include:
a. Overstating the contract price (Item 5).
b. Overstating total costs incurred to date (Items 12).
c. Understating the incurred costs to date and estimate to complete (Items 12.ba and 12.c).
d. Overstating subcontractor claims (Item 14.e).
e. Understating the costs attributable to items delivered and invoiced.
f. Using an inappropriate progress payment rate.
g. Using an inappropriate liquidation rate.
h. Misapplying the loss ratio factor for subcontracts.
Other Planning Considerations
Prior to commencing the audit, review Agency guidance that may impact the audit and adjust the scope and procedures appropriately.
References
1. "The Progress Payment clause in the contract. (See FAR 52.232-16, DoD Supplement 252.232-7003 through -7007)
2. FAR 32.5 and DoD Far Supplement 232.5
3. Price Revision Clauses, FAR 52.216-5, 216-6, 216-16 or 216-17.

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4. CAM 14-200 "Audit of Progress Payments"
5. CAM 6-1005 "Determination of Allowable Costs Under Cost-Reimbursement Vouchers"

B-1	Preliminary Steps	WP Reference
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1.	Review permanent files, audit leads in EPIC, and/or current audit assignments to ensure that related findings from earlier audits are considered in the scope of follow-up reviews. (Note: Such information may not be separately maintained in a permanent file, but may be contained in individual current audit assignments.)	
2.	<p>Review permanent file to determine if previous audits included findings and recommendations that impact the subject matter. If there were findings material to the subject matter, document this information in the risk assessment and perform the following procedures:</p> <ol style="list-style-type: none"> Ask contractor management if corrective actions were taken to address findings and recommendations reported in previous DCAA audits (e.g., questioned costs, business system deficiencies, CAS audits) that are relevant to the subject matter of audit. If yes, have contractor explain corrective actions taken and determine if additional audit procedures should be included in the fieldwork to test the corrective actions. (GAGAS 7.13) Document the results of the inquiry and the impact to the subject matter. 	
3.	<p>Review permanent file to determine if the contractor has previously provided other studies or audits (e.g., summary listing of internal audits or external audit reports) that directly relate to the subject matter. If there are no other studies or audits, document that information in the working papers and perform the procedures below.</p> <ol style="list-style-type: none"> Ask contractor management if internal audits were performed. If yes, request contractor provide a summary listing of the internal audits that would assist us in understanding and evaluating the efficacy of the internal controls relevant to the subject matter of the audit. If the review of the perm file or the contractor identifies relevant internal audits: <ul style="list-style-type: none"> Determine if access to these reports is necessary to complete the evaluation of the relevant internal controls to support the risk assessment or audit procedures related to the subject matter of the audit. There must be a nexus between the internal audit reports and the scope of this specific assignment. Document the results of the determination in writing. 	

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<ul style="list-style-type: none"> • If assignment is at a major contractor location, coordinate with the CAD or FAO point of contact (POC) for internal audit reports to request the contractor provide access to the reports. • If assignment is at a non-major contractor and the FAO does not have a designated POC, the auditor should request the contractor provide access to the internal audit reports. • The request should include information on how the internal audit report is relevant to the DCAA audit. Place a copy of the request in the assignment administrative working papers. <p>c. If the review of the perm file or the contractor identifies relevant other audits or studies:</p> <ul style="list-style-type: none"> • Obtain publicly available information for the relevant other Government agency audits (e.g., websites for DoD IG or other IGs, service audit agencies, etc.). • Make appropriate adjustments to your risk assessment and planned procedures based on the reported findings. <p>d. Document the results of the inquiries including the response received from the contractor for any request for access to internal audit reports. (If access was not granted this should include the contractor's rationale or justification for not granting access).</p> <p>e. Determine if additional audit procedures are needed to respond to identified risk.</p>	
<p>4. Obtain and document an understanding of contractor internal controls relevant to the audit. Auditors may obtain a significant portion of this understanding during the walkthrough.</p>	
<p>5. Review the contract for terms and conditions affecting progress payment requests and cost or performance reporting requirements.</p>	
<p>a. Determine the contract price (Item 5) is in accordance with FAR 32.501-3 and based on the most current modification. (i.e., under firm fixed price contracts, the contract price is the current amount fixed by the contract plus the not-to-exceed amount for any unpriced modifications.) Determine if portions of the contract are being reimbursed/financed by means other than progress payments. (See CAM 14-202.3 and 14-205a)</p>	
<p>b. Determine the contractual progress payment and liquidation rates. Ensure the progress payment and liquidation rates are in agreement with the progress payment clause in the contract. (FAR 52.232-16 or DFARS 252.232-7004)</p>	
<p>c. For contracts requiring first article approval before performance continuation, ensure that the progress payment request does not exceed</p>	

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the amount authorized by FAR clause 52.209-3g or alternate II, if applicable.	
<p>6. Review the contractor's progress payment request and determine whether:</p> <p>a. The SF 1443 is mathematically correct. Also, test the logical relationships inherent to the form, for example:</p> <p>(1) Total Costs Eligible for Progress Payments (Item 11) should not exceed Total Costs Incurred to Date (Item 12.a). If they do, determine why.</p> <p>(2) Total Dollar Amount (Item 15) cannot exceed Item 16.</p> <p>(3) Payment Requested (Item 26) cannot exceed the Cost Limitations (Item 20.e) or Price Limitation (Item 21.e).</p> <p>(4) The sum of Item 21.a and 21.b must agree with the Contract Price on Item 5.</p> <p><i>Note: If significant errors are found in the request, coordinate with the contracting officer and return the SF 1443 to the contractor and suspend further audit effort.</i></p>	
b. The contract is in a loss position, i.e. Item 12.a plus 12.b exceed the contract price. If so, include application of the loss ratio factor in the audit scope.	
c. The SF 1443 includes significant progress payments to subcontractors (Items 14.a through 14.e). If so, at the entrance conference, determine the prime contractor's procedures for reviewing subcontractor progress payment requests including application of the loss ratio. If the required analyses are not performed or are considered inadequate, consider if assist audits should be requested (see CAM 14-205g.).	
<p>7. Coordinate the audit with Government contract administration and program officials:</p> <p>a. Discuss the results of Preliminary Audit Steps and identify any areas of concern that can be addressed during the audit.</p> <p>b. Coordinate Government specialist assistance in evaluating the estimate to complete and estimate at completion (ETC/EAC), if appropriate (see CAM 14-205e and B-100).</p> <p>c. Determine whether the contract under audit is subject to earned value management system (EVMS) criteria. If so, obtain a copy of the EVMS estimate at completion (EAC) / estimate to complete (ETC) for this audit.</p> <p>d. Make arrangements to obtain data on prior specialist evaluations, delivery schedules, cost analyses, or other management reports when available, for example, Integrated Program Management Reports (IPMRs), milestone charts, Performance Evaluation Review Technique</p>	

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<p>(PERT) charts or similar systems which assess contractor performance on the contract.</p> <p>e. Determine if the Government evaluations of the ETC/EAC considered any cost or schedule problems identified in IPMRs, PERT charts, financial statements, tax reports, or similar data. If prior evaluations present a range of EACs, determine which is most likely. (See CAM 14-205)</p> <p>f. Contact the contracting officer to ascertain any known concerns that impact the subject matter and adjust the audit scope and procedures accordingly.</p>	
8. Notify the appropriate contracting officer of the commencement of the risk assessment and that the expected completion date will be provided in the formal acknowledgement once the risk assessment is complete. The acknowledgement process should be performed in accordance with CAM 4-104.	
<p>9. Arrange and conduct an entrance conference with the contractor's designated representative. If applicable, include a follow up with contractor management on:</p> <ul style="list-style-type: none"> • corrective actions that address previous DCAA audit findings and recommendations, • other studies or audits that impact the subject matter under audit. 	
10. Issue a notification letter to the contractor in accordance with CAM 4-302.3.	
<p>11. Management Inquiries</p> <p>During the entrance conference or other appropriate meeting make the GAGAS required inquiries of contractor management. Using the framework of WP B-05, document the contractor's response, and identify areas of risk and the impact to the audit scope.</p>	B-05
<p>12. Fraud Risk Indicators</p> <p>Using the framework in WP B-09, discuss the fraud risk indicators with the audit team.</p>	B-09

C-1	Contractors Claimed Costs	WP Reference
Version 10.2, dated Dec 2025		
1.	Review the contractor's claimed costs eligible for progress payments (SF 1443, Item 11) and trace the costs through the contractor's billing system (both manual and automated portions) to the contractor's accounting books and records.	

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a. Ensure that the costs have been incurred or paid in accordance with FAR 52.232-16 (CAM 14-202.4)	
b. Verify that all direct costs billed reconcile to the contractor's accounting books and records. Direct material costs should be evaluated to ensure that the Government has clear title in accordance with FAR 52.232-16. (CAM 14-205c(1))	
c. Verify indirect costs are based on approved billing rates or available forward pricing rates, or consider the need to audit the billing rates in conjunction with the progress payment audit. (CAM 14-205c(2)). Note: Indirect costs allocable to ineligible direct costs are also ineligible until the direct costs become eligible.	
d. Verify that the subcontractor and vendor costs included in progress payment requests are: (1) Paid prior to requesting payment from the Government, or (2) Obligations that will be paid in accordance with the terms and conditions of a subcontract or vendor invoice (ordinarily within 30 days of the submission of the contractor's progress payment request to the Government. (FAR 52.232-16(2)). (If the contractor requests payment for subcontract and vendor costs that are due but not yet paid at the time of the Progress Payment Request, determine whether the contractor is making timely payments to subcontractors and vendors by reviewing the accounts payable aging schedule, or similar records.)	
2. Determine and document the reliability of the information the audit team will use to reach their conclusions in this section.	

D-1	Estimate To Complete	WP Reference
Version 10.2, dated Dec 2025		
1. Review the contractor's support for the estimate to complete (ETC) on Item 12.b. Ensure that it is no more than six months old (see SF 1443 instructions for Item 12b). The scope of reviewing the ETC should depend on the auditor's knowledge of the contractor, the results of prior audits, and the nature and age of the contractor's estimate. (see CAM 14-205e). If the contractor's ETC is more than six months old coordinate with the contracting officer. <i>NOTE: A thorough evaluation of the ETC is critical, particularly on high risk contracts such as those for research and development effort or when the contractor has no experience producing the same or similar products. An evaluation by a specialist is normally required on such contracts. Do not duplicate analyses available from the CAO or Program Office.</i>		

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a. Evaluate the reasonableness of the contractor's ETC/EAC using the guidance in CAM 9-300.	
(1) Verify that the contractor was consistent in its estimating practices (supported by the accounting system and records) for preparing its ETC/EAC. If the contract is subject to the EVMS criteria, any discrepancies between the ETC/EAC used for EVMS reporting purposes and the ETC/EAC for progress payment purposes should be discussed with the program office and the contractor. (CAM 14-205e).	
(2) Verify that the contractor has used appropriate rates and factors.	
(3) Review the quantitative and qualitative aspects of the EAC for reasonableness utilizing Government specialist assistance and assist audits if considered necessary (see CAM B-100).	
b. Compare ETC/EAC projections for contract billing purposes with those used for financial reporting purposes (e.g. recent projections used to prepare financial statements and tax returns) for any material differences. (Contractors sometimes report different EACs because of different risk assumptions and profit expectations.). If any differences are identified, the contractor should reconcile the material differences. Also compare the EAC with other financial and management reports which may be available that show total estimated costs to complete the contract. (CAM 14-205e(2)(b)).	
c. Review any Integrated Program Management Reports (IPMRs), Cost/Schedule Status Reports (C/SSRs) - or similar reports or charts prepared by the contractor, and identify any cost, technical, or schedule problems which could affect the estimate at completion (EAC). Determine if the EAC considers these problems. Discrepancies between IPMR and C/SSR data and the EAC should be discussed with the program office and the contractor. (CAM 14-205e)	
d. When IPMRs or C/SSRs are available, determine if the EAC appears reasonable when compared to projections using the contractor's recent Cost Performance Indices (CPI)s. Consider using the procedures discussed below: (1) Graphically plot the cumulative to date Budgeted Cost of Work Scheduled (BCWS), Budgeted Cost of Work Performed (BCWP), and Actual Cost of Work Performed (ACWP), on a monthly basis. Identify unusual fluctuations (positive and negative) and trace to the cost account level to identify the underlying reasons. (2) Project the EAC using the contractor's recent Cost Performance Indices (CPI)s. NOTE: The CPI is an efficiency ratio computed from the data available on IPMRs or C/SSRs.	

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<div style="text-align: center;"> $\text{CPI} = \frac{\text{BCWP}}{\text{ACWP}}$ </div> <p>One method for forecasting EAC considers the contractor's cumulative ACWP; the Budgeted Cost of Work Remaining (BCWR) which is Budget at Completion minus BCWP; and CPI₃ which is the sum of BCWPs for the last three months divided by the sum of the ACWPs for the last three months.</p> <div style="text-align: center;"> $\text{CPI} = \frac{\text{BCWP}}{\text{ACWP}}$ </div> <div style="text-align: center;"> $\text{EAC} = \text{ACWP}_c + \frac{\text{BCWR}}{\text{CPI}_3}$ </div> <p>(3) Coordinate with the CAO to discuss significant differences between the EAC projected using the CPI and the contractor's "bottom-up" ETC/EAC with the contractor. Differences may indicate serious problems in the contractor's estimates and/or system and must be thoroughly investigated.</p> <p>(4) If significant differences are not explained to the satisfaction of the auditor, request an evaluation by a specialist on the items in question.</p>	
<p>e. Compare the EAC (the sum of Items 12a and 12b) with the contract price (Item 5) and note any variance from the negotiated profit rate. Assess the need to determine an alternate liquidation rate (see FAR 32.503-9(b) and 32.503-10)</p>	
<p>2. Determine and document the reliability of the information the audit team will use to reach their conclusions in this section.</p>	

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E-1 Loss Adjustment	WP Reference
Version 10.2, dated Dec 2025	
A loss at completion is indicated when the EAC exceeds the contract price. FAR 32.503-6(g)(1) requires that if the sum of the total costs incurred under a contract plus the estimated costs to complete the performance are likely to exceed the contract price, the contracting officer (or the auditor as the contracting officer's representative) shall compute a loss ratio factor and adjust future progress payments to exclude the element of loss. Follow the calculation procedures below to determine the required adjustment. (CAM 14-205.f).	

F-1	Other Areas	WP Reference
Version 10.2, dated Dec 2025		
1.	Determine if the progress payment request is based on currently posted accounting records -- subsidiary and general ledgers. If not, advise the contracting officer in writing to withhold a percentage of progress payments and, if applicable, disapprove the system. Coordinate with the ACO to determine if other audit services are needed when the accounting records become current.	
2.	Verify the price of delivered/invoiced items (Item 21a) to the contractor's DD Form 250 (DFARS 246.6), "Material Inspection and Receiving Report" and determine if the contractor reduces billed amounts on delivery invoices for previously received progress payments (Item 23). In case of multiple deliveries, the contractor should have records/schedules which the auditor should test verify to actual DD 250s. (If the contract has DFARS clauses 252.232-7003 and 252.246-7000 see the clauses for additional information on material inspection and receiving reports.)	
3.	When the cost of items delivered is based on projected unit costs (see SF 1443 instructions for Item 20a), compare it to the contract price of these items (Item 21a). This result should be consistent with the profit rate determined in WP section D, step 1e.	
4.	For FPI and incrementally funded contracts containing a limitation on payment clause (CAM 11-100), OR those subject to other DoD reporting requirements such as IPMR (see 14-205), reconcile the amounts on Items 12a, 12b, 20a and 21a with the amounts on the "limitation on payments statement" and/or other required reports. For reports with the same accounting cutoff date as the SF 1443, the amounts should be the same. <i>NOTE: The risk is that the contractor may use lower amounts for the ETC in preparation of the progress payment requests to avoid limitations and higher amounts on the quarterly statement to avoid refunds to the Government.</i>	

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5. Trace Item 23 (Total Amount Liquidated and to be liquidated) to contractor's accounting records (contra accounts or schedules). This amount represents the amount of previous progress payments liquidated as well as those to be liquidated from billings submitted but not yet paid. Determine if the contractor compares amounts billed to receipts for each invoice and coordinates with the paying office if amounts differ, especially if receipts exceed billings. (See CAM 14-205j)	
6. Ensure that progress payment requests on costs related to undefinitized contract actions are separately identified and are limited to 80% of eligible costs as determined by the contract terms (see FAR 32.102(e)(2)). In addition, for DoD contracts, the contractor should not bill more than 50% of the not-to-exceed price until the contractor submits a qualifying proposal to definitize the action. Limitations are covered by DFARS 217.7404-4 for undefinitized contract actions and DFARS 243.204-70-4 for undefinitized change orders. See CAM 14-202.3.e for guidance.	
7. Perform the "Fair Value" test. If the unliquidated progress payments exceed the fair value of the work accomplished on the undelivered portion of the contract, FAR 52.232-16(c)(5) provides for the Contracting Officer to reduce or suspend payments or adjust the liquidation rate.	
a. Calculate the fair value of undelivered work on the contract as the lesser of SF 1443, Item 20e or 21e (or the maximum unliquidated progress payments, SF 1443, Item 22).	
b. Take the fair value calculation above and compare it with the sum of Item 24 (Unliquidated Progress Payments) plus Item 26 (Amount of Current Invoice for Progress Payment).	
c. If the result is a fair value test failure, determine the cause of the failure. The two most common causes of a fair value test failure are a loss on a contract or a liquidation rate problem. Coordinate with the contracting officer to determine the need to apply the appropriate loss ratio or to adjust the liquidation rate.	
d. On a loss contract, application of the loss ratio constitutes the adjustment that ensures progress payments do not exceed the value of work performed (Fair Value Test). See FAR 32.503-6(f).	
8. Test the contractor's accounting system internal controls related to billings for reconciling amounts received on billings for this contract. If the test finds that the contractor has received overpayments, further test the contractor's controls for notifying the contracting officer and the paying office.	
9. If the liquidation rate is less than the progress payment rate, the auditor should:	
a. Coordinate with the ACO and determine the estimated profit used to establish the alternate liquidation rate.	

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<ul style="list-style-type: none"> b. Verify that the current profit being realized on the contract (contract price less the estimated cost at completion (EAC)) is at least equal to or exceeds the estimated profit used to establish the alternate liquidation rate. See detailed audit procedures for the evaluation of the contractors EAC. c. If the current profit is less than the profit used to establish the alternate liquidation rate, recommend to the ACO that the alternate liquidation rate be changed to reflect the current profit estimate. d. If a modification changing the alternate liquidation rate is subsequently issued by the ACO, the auditor should verify that the contractor determines the impact of the revised alternate liquidation rate on prior contract deliveries and makes timely refund of prior contract invoice billings, if applicable. e. Verify that the contractor annually certifies its alternate liquidation rate in accordance with FAR 32.503-9(a)(9). The certificate should be accompanied by adequate supporting information. 	
10. Add any additional audit steps considered necessary under the circumstances (see CAM 14-205).	
11. Determine and document the reliability of the information the audit team will use to reach their conclusions in this section.	

G-1 Subcontractors Progress Payments	WP Reference
Version 10.2, dated Dec 2025	
Verify the amounts claimed for subcontractor financing (progress payments, performance-based payments, or commercial item financing) (Items 14.a through 14.e) to the prime (higher-tier) contractor's accounting books and records. Determine if the prime (higher-tier) contractor's procedures for analyzing subcontractor progress payment requests and for liquidating progress payments on subcontractor deliveries protect the Governments interest (see CAM 14-205.g).	

A-1 Concluding Steps	WP Reference
Version 10.2, dated Dec 2025	
1. Discuss audit findings with supervisor and hold an exit conference (follow the guidance in CAM 4-304.4).	
2. Brief the contracting officer on significant questioned, unsupported, unresolved costs or other significant and/or complex findings/issues, and document the communication in the working papers.	

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A-1 Concluding Steps	WP Reference
3. Coordinate with the contracting officer to determine if inclusion of detailed explanatory notes in our report would serve a useful purpose when there are no findings.	
4. When a progress payment has already been paid and the audit identifies overpayments or premature progress payments, the auditor should consider the applicable interest. If interest is significant, or if the nature of overpayment/premature payment is considered systemic, the auditor should coordinate with the contracting officer to request a voluntary refund from the contractor for the interest. See CAM 14-207.	
5. Draft the audit report in accordance with CAM 14-206.	
6. When an assist audit and/or an evaluation by a specialist is necessary, and is not obtained, assess whether it is necessary to report a reservation about the engagement (See CAM 10-208.5 for general guidance on determining the type of opinion to report).	
7. Significant procedural or control deficiencies or CAS/FAR noncompliances should be cited in this report and also reported separately. If a material weakness or significant internal control deficiency is identified during performance of the audit effort for this engagement, open a Business System Deficiency (Activity Code 11090) assignment to report the deficiency and submit it to the contractor for comment.	
8. If the auditor has encountered information that constitutes evidence or raises suspicion that fraud or other illegal acts have occurred, refer such suspicion by completing a DCAA Form 2000 (see CAM 4-702.4).	