STATE OF RHODE ISLAND

GUIDELINES FOR TIER II FIRE DISTRICTS

AGREED-UPON PROCEDURES ENGAGEMENT



OFFICE OF THE AUDITOR GENERAL General Assembly

July 2024

Includes:

- Section I Overview
- Section II Agreed-Upon Procedures
- Form FD 9 Notification & Request for Approval of CPA to Perform Agreed-Upon Procedures
- Form FD 4 Annual Self-Reporting Financial Template (Excel template fillable form available)
- Glossary of Terms

SECTION I – OVERVIEW – APPLICABILITY AND TIER II REQUIREMENTS

Rhode Island General Laws 45-10-4 and 44-5-69 require that the Auditor General prescribe requirements for audits of fire districts. The Auditor General may waive or modify form and content of financial statements and scope of audit based on the size of the fire districts. Further, Rhode Island General Law 44-5.2-2 requires all fire districts located within the Town of Coventry to have an independent annual audit.

The Auditor General has classified the fire districts into three tiers for purposes of annual financial reporting requirements:

- <u>Tier I</u> An annual audit of the financial statements is required. Tier I fire districts should refer to the *Guidelines* for Tier I Fire Districts Audit Bids and Specifications instead of these guidelines.
- <u>Tier II</u> The *Annual Self-Reporting Financial Template* (Form FD-4) must be completed and a CPA is engaged to perform certain Agreed-Upon Procedures (see Section II).
- <u>Tier III</u> The *Annual Self-Reporting Financial Template* (Form FD-4) must be completed (unaudited).

These guidelines are applicable only for fire districts classified as <u>Tier II</u> for financial reporting purposes. A Tier II fire district (unless opting to have an audit performed as required for Tier I fire districts) is defined as:

- A fire district that is not located in Coventry, does not have a local or external requirement for an audit, and annual expenditures for all funds (exclusive of capital outlay) is either:
 - between \$650,000 and \$1,850,000 or
 - less than \$650,000 but with outstanding debt greater than three times the annual expenditures.

Tier II fire districts must complete the *Annual Self-Reporting Financial Template* (Form FD-4) and engage a Certified Public Accountant (CPA) to perform Agreed-Upon Procedures (see Section II). The fire district shall file the agreed-upon-procedures report, along with the fire district's *Annual Self-Reporting Financial Template* (Form FD-4), to the Office of the Auditor General and the Division of Municipal Finance not later than six months after fiscal year-end.

Annual Self-Reporting Financial Template (Form FD-4):

Tier II fire districts are responsible for completing the *Annual Self-Reporting Financial Template* (Form FD-4). The form is an Excel file and available on our website: http://www.oag.ri.gov/firedistricts.html#annual4.

A CPA shall be engaged to perform agreed-upon procedures to test the reliability of certain balances reported on Form FD-4. If the CPA has identified errors on Form FD-4 as a result of performing the agreed-upon procedures, the fire district shall correct the errors accordingly, prior to submitting Form FD-4. The corrected Form FD-4, along with the CPA's agreed-upon procedures report, shall be submitted to the Auditor General and the Division of Municipal Finance within six months after the fiscal year ended.

Engaging a Certified Public Accountant (CPA) to Perform Agreed-Upon Procedures:

Fire district officials should consult with their legal counsel to ensure compliance with state and local laws regarding procurement of services and the issuance of bid specifications for CPA services. The selected CPA shall provide written representation to the fire district that:

- The CPA holds valid individual and firm licenses in the State of Rhode Island or from another state having equal professional standards.
- The CPA is independent from the fire district.
- The engagement will be performed in accordance with AICPA Statements on Standards for Attestation Engagements.

Prior to engaging a CPA, the fire district must submit a *Notification and Request for Approval of CPA to Perform Agreed-Upon Procedures* (Form FD-9) to the Auditor General. The fire district will have the option of engaging a CPA for up to three years.

By approving the fire district's selection of a CPA, the Auditor General is not ensuring that the CPA will (1) meet all contractual terms including the deadline for completion of the agreed-upon procedures engagement or (2) comply with professional standards in the conduct of the engagement. Approval of a CPA to perform the agreed-upon procedures does not limit the Auditor General's authority to review, make further inquiries, and/or reject the agreed-upon procedures report.

The above requests for approval and related documents may be submitted electronically to ag.fire@rioag.gov

Please submit the signed FD forms as a PDF. Requests and related documents may also be mailed to: Office of the Auditor General, 33 Broad Street – Suite 201, Providence, RI 02903

Please contact Lori Gelfuso (<u>lori.gelfuso@rioag.gov</u>) or Gail Wilcox (<u>gail.wilcox@rioag.gov</u>) at the email address listed or at 401-222-2435 with any questions.

Testing Requirements:

The CPA shall follow the guidance in AICPA Attestation Standards and Recodification, as amended; specifically, ATC Section 105, Concepts Common to All Attestation Engagements and AT-C Section 215, Agreed-Upon Procedures Engagements.

Agreed-upon procedures have been developed to confirm that information reported on the *Annual Self-Reporting Financial Template*, Form FD-4, is reliable and that adequate procedures are in place for recording financial transactions.

For the specific agreed-upon procedures, please refer to Section II. These agreed-upon procedures represent the minimum required procedures for testing and reporting by the CPA. The fire district may require additional procedures.

Reporting Requirements:

The CPA shall follow the guidance in AICPA Attestation Standards and Recodification, as amended; specifically, ATC Section 105, Concepts Common to All Attestation Engagements and AT-C Section 215, Agreed-Upon Procedures Engagements.

The CPA shall provide a written report in accordance with the applicable sections of the AICPA's Clarified Statements on Standards for Attestation Engagements as highlighted above.

In connection with the application of agreed-upon procedures, if matters come to the practitioner's attention by other means that significantly contradict the subject matter (or written assertion related thereto) referred to in the practitioner's report, the CPA should include this matter in his or her report. For example, if, during the course of applying agreed-upon procedures regarding an entity's internal control, the practitioner becomes aware of a material weakness by means other than performance of the agreed-upon procedure, the practitioner should include this matter in his or her report (AT-C Section 215.40 and 215.A72-73).

If the CPA makes any observations, comments, or recommendations to management, these shall be included in the reporting package, along with management's responses/planned corrective actions.

SECTION II – AGREED UPON PROCEDURES

(Also available as a Word document on http://www.oag.ri.gov/firedistricts.html#annual4)

The following procedures should be performed for Fire Districts in <u>Tier II</u> that are required to complete the *Annual Self-Reporting Financial Template (Form FD-4)* and engage a CPA to perform an agreed-upon procedures engagement.

The Office of the Auditor General and the Division of Municipal Finance take responsibility for the sufficiency of the below agreed-upon procedures for our purposes. The fire district may require additional procedures for which they would take responsibility regarding the sufficiency of such agreed-upon procedures for its purpose.

General

1. We determined whether the district has adequate segregation of duties in place for recording receipts, authorizing disbursements, and performing the bank reconciliations. We determined if the district's procedures for authorizing cash disbursements required two signatures for disbursements over a certain dollar amount. If the organization has insufficient personnel to segregate duties, we determined if compensating controls are in place, such as review and signoff of the bank reconciliation by a member of the governing board.

Cash and Investments

- 2. We traced total cash receipts (or revenue), total cash disbursements (or expenditures), ending cash balance (or fund balance), and investments reported on the *Annual Self-Reporting Financial Template (Form FD-4)* to the entity's accounting records (general ledger or other equivalent documentation).
- 3. We independently confirmed all deposits with banks (e.g., checking accounts, savings accounts, certificates of deposit) and investments reported on the general ledger as of [enter the fiscal year end date] with financial institutions. We traced the confirmed balances to the amounts reported on the Annual Self-Reporting Financial Template (Form FD-4).
- 4. We reviewed bank account reconciliations for the fiscal year to determine that they are being performed monthly and in a timely manner (and reviewed and signed off on by a governing board member, if applicable) and that all bank and investment statements for the fiscal year are complete and on-hand. We selected two bank reconciliations (the month of the fiscal year close and one other month randomly selected). We recalculated the reconciliation for mathematical accuracy and traced the cash balances and reconciling items between the accounting records and bank statements.

Disbursements, Expenditures and Expenses

5. We randomly selected a sample of 10 cash disbursement transactions made during the fiscal year and agreed the payment details (i.e., amount, payee, date, and description) to supporting documentation, such as, vendor's invoice, purchase order, contract, and canceled check, as appropriate. We also confirmed whether the payment was duly authorized by a second signature when appropriate.

Property Taxes

6. We confirmed the assessed value of taxable property located within the fire district with the Town Assessor's Office.

7. We traced the information reported under Part IV of the Annual Self-Reporting Financial Template (Form FD-4), to the district's supporting documentation and accounting records.

Capital Assets

- 8. We obtained capital asset records maintained for land, buildings, and equipment owned by the [enter fire district name] and performed the following procedures:
 - We inquired about the completeness of the fire district's capital asset records and the frequency of periodic physical inventories.
 - We compared prior year ending balances to beginning year balances for capital assets.
 - We traced the assets acquired during the fiscal year to what was reported on the Annual Self-Reporting Financial Template (Form FD-4) and we verified that assets disposed of during the fiscal year were not reported on Form FD-4.

Debt

- 9. We inquired and determined if the [enter fire district name] had outstanding debt (e.g. bonds, loans, lease obligations, lines of credit), and we agreed the balances to the amounts reported on the Annual Self-Reporting Financial Template (Form FD-4).
- 10. We obtained third party confirmations of all outstanding debt balances and we traced all required debt service payments during the fiscal year to both bank statements and accounting records to confirm payments were made when due.

Accounts Payable

11. Material accounts and other payables, at the close of the reporting period, are included in the *Annual Self-Reporting Financial Template (Form FD-4)*.

Payroll and Payroll Taxes Paid

12. In districts with compensated employees, we reviewed and determined if salary withholdings, payroll-related taxes, and contributions to pension plans were made when due to state and federal governments and other entities.

Contracts for Services with Other Fire Districts

13. We obtained confirmations from other fire districts on the amount of fees paid for fire protection services purchased from [enter name of fire district client].

NOTIFICATION & REQUEST FOR APPROVAL OF CERTIFIED PUBLIC ACCOUNTANT (CPA) TO PERFORM AGREED-UPON PROCEDURES

Tier II requesting fire district:	:	
2. Period of Agreed-Upon Proc	edures:	
	two or three fiscal years. Each year must be tre . Continuation beyond the initial fiscal year of the	
3. Professional Fee:		
Fiscal Year: Fiscal Year: Fiscal Year:	Professional Fee: Professional Fee: Professional Fee:	
4. Name of CPA or professiona	I CPA firm proposed to perform Agree	d-Upon Procedures:
Requested by:		
Signature	Title	Date
	For Auditor General Use Only	
	Action on Request	
Approved		
Disapproved		
Comments:		
Auditor General		 Date
Forms may be submitted electronically a	s a PDF or mailed:	
ag.fire@rioag.gov		

ag.fire@rioag.gov
Office of the Auditor General
33 Broad Street, Suite 201
Providence, RI 02903

Pursuant to Rhode Island General Law Sections 45-10-4 and 44-5-69 For Fire Districts Not Subject to the Annual Audit Requirement

Form FD-4 Applicability

Who must complete and file form FD-4, Annual Self-Reporting Financial Template?

The Fire District's Annual operating expenditures (exclusive of capital outlay) are less than \$1,850,000 annually [unless the Fire District is located in Coventry - audit required pursuant to Rhode Island General Law 44-5.2-2]

When is an Agreed-Upon Procedures engagement required?

- The Fire District's annual operating expenditures (exclusive of capital outlay) are more than \$650,000 but less than \$1,850,000
- The Fire District's annual operating expenditures (exclusive of capital outlay) are less than \$650,000 but outstanding debt is 3X annual operating expenditures

Do you require an Agreed-Upon Procedures Report? □ Yes (attached) □ No

When are the reports due?

- Self-Reporting Financial Template only = sixty (60) days after fiscal year end
- Self-Reporting Financial Template with Agreed-upon Procedures Report = six (6) months after fiscal year end

General Instructions

Please do not leave any pages blank. If a schedule is not applicable, please indicate as such or enter zeros or none. If further explanation is necessary, please add a note.

Forms may be submitted electronically as a PDF or mailed:

ag.fire@rioag.gov
Office of the Auditor General
33 Broad Street, Suite 201
Providence, RI 02903

Please send to your designated DMF representative:

Staff Directory | RI Division of Municipal Finance

Division of Municipal Finance

One Capitol Hill, 1st Floor

Providence, RI 02908

Contact the Office of the Auditor General, Lori Gelfuso or Gail Wilcox, at 401-222-2435 with any questions.

This report should be presented to the Fire District Governing Board and a copy of this report must be kept and available for public review. Rhode Island General Law 44-5-69 requires that a copy also be filed with the Town Clerk for the Town in which the district is located.

Part I: Certification					
Name:					
Fiscal Year Ended (FYE):					
I certify that the following schedules are accu	urate to the best of my knowledge and belief.				
Governing Board Chairperson Signature	Finance Officer Signature				
Date	Date				
Email Address	Email Address				
Phone Number	Phone Number				

Part II: Annual Operating Statement				
Name:				
FYE:				
Beginning Cash or Fund Balance ¹	□ Cash	□ Fund Balance		
Cash Receipts or Revenue Local Property Taxes Federal Funds Miscellaneous Fees Payments from other Fire Districts Rescue Services Interest Earnings (checking, savings, & investores Other (specify):	stments)			
Total Cash Receipts or Revenue			\$	-
Cash Disbursements or Expenditures Operating Disbursements or Expenditures Capital Outlay ³ Debt service Payment Principal Interest Payments to other Fire Districts Other (specify):				
Total Cash Disbursements or Expenditures			\$	
Ending Cash or Fund Balance			\$	
¹ The term fund balance for the purpose of this scho	edule is intended to be in	nclusive of net position, equity, e	etc.	
² Please attach copy of district's year-end summ	ary report.			
³ Please describe how the capital outlay expenditure	es were financed during	the year (i.e. borrowing, lease, I	reserves, operations, or combi	nation, etc.):

Name: FYE: Detail of Cash Balances - per financial institution at fiscal year end: Checking Savings Other (specify): S Investment Type Amount Cost or Market Value

Part IV: Tax Collector's Annual Report Name: Fiscal Year Ended: Tax Levy Date: **Assessment Date:** Amount to be **Current Year** Abatements & **Beginning Balance** Ending Balance Year **Additions** Collected Collections Levy Adjustments 2024 2023 2022 2021 2020 2019 and prior \$

Allowance for Uncollectible Accounts:

Net Property Tax Receivable:

Part V: Schedule of Capital Assets					
Name:					
FYE:					
				□ Original Cost□ Depreciated Value	
Assets	Lease / Own	Lease Terms	Year Acquired	Amount	
Land (in aggregate)					
Buildings (in aggregate)					
Fire Safety Vehicles (list each or attach a separate listing):					
Other Vehicles (list each or attach a separate listing):					
Equipment Fire Safety Equipment (in aggregate) Water Equipment (in aggregate) Other Equipment (in aggregate)					
Other (specify):					
Total				\$ -	
Define Capitalization Threshold for Capital Items (e.g. \$5,000)					

Part VI: Statement of Current or Short-Term Liab	ilities
Name:	
FYE:	
Lines of Credit - balance to be repaid	
Other Cash Flow Borrowing (list):	
Accounts Payable Vendor Payments Amounts Owed Related to Employee Payroll & Benefits Other (specify):	
Total Accounts Payable	\$ -
Total Current or Short-term Liabilities	\$ -
Access to Lines of Credit - please describe the terms, availability, and amount:	

Part VII: Statement of Long-Term Liabilities					
Name:					
Fiscal Year Ended (FYE):					
Debt limit per charter or by-laws:					
If there are any Federal Loan Guarantees	s - please describe	e and provide th	e amount:		
	Interest Rate	Issue Date	Balance Outstanding	Final Maturity Date	
Notes/Bonds Payable (list):					
Obligations under Capital Leases (list): 1					
Other (specify):					
Total Long-term Liabilities			\$ -		

¹ For Capital Leases - balance outstanding is the sum of remaining payments under the lease.

Part VIII: Statement of Debt Service

Name:

Fiscal Year Ended (FYE):

Debt service requirements in future fiscal years:

Fiscal Year	Principal	Interest	Total Debt Service	
2025			\$	-
2026				-
2027				-
2028				-
2029				-
2030 - 2034				-
2035 - 2039				-
2040 - thereafter				-
	\$ -	\$ -	\$	-

Part IX: Pension & Other Post-employment Benefits (OPEB)

Name:					
Fiscal	Year Ended (FYE):				
Do you	offer Pension Benefits?	No		Yes, please describe	
	Administ	ered by the State of RI Mur	nicipal Employees Retire	ement System (MERS)	
	Defined I	penefit plan administered lo	ocally, please describe:		Actuarial valuation report attached
	Other (e.	g. defined contribution) des	scribe:		
Do you	offer Other Post-employn	nent Benefits (OPEB), su	ch as, retiree health ca	re, etc.?	
	No	Yes	s, please describe:		
	Was an actuarial valuation	performed for the OPEB b	enefits?		
	No	Yes	s, a copy of the report is	attached.	

Part X: Other
Name:
FYE:
Describe any contingencies, litigation affecting the Fire District:
2000 rise any contingenoise, magazien ancetting the Fire Sicures.
Describe any material subsequent events (events occurring after fiscal year-end) affecting the Fire District:
Describe the extent to which exhauts a great and a great firm a great to the Fire Biothick
Describe the extent to which volunteer personnel are providing services to the Fire District:
% volunteer fire personnel compared to all fire personnel
Number of volunteer fire personnel
% volunteer administrative personnel compared to all administrative personnel
Number of volunteer administrative personnel

Glossary of Terms - Rhode Island Fire District Reporting Requirements Pursuant to Rhode Island General Law Sections 45-10-4 and 44-5-69

<u>Actuarial Valuation</u> – a report prepared by an actuary to estimate the total cost of a defined benefit pension or OPEB plan based on a set of assumptions to determine how much an employer needs to contribute each period to ensure that there will be adequate resources to provide the promised benefits.

<u>Agreed-Upon Procedures Engagement</u> – a certified public accountant is engaged by a client to issue a report of findings based on specific procedures performed on a subject matter.

Allowance for Uncollectible accounts – portion of delinquent taxes receivable estimated not to be collectible.

<u>Annual Expenditures</u> – expenditures resulting from providing services to taxpayers – for fire districts it includes all amounts related to fire and other services including administrative costs. For purposes of determining whether the fire district is in Tier I, II, or III, all expenditures for all funds, other than capital outlay, are considered annual operating expenditures.

<u>Actuarially Determined Contribution (ADC) –</u> represents the amount needed for the reporting period to fund pension benefits of a defined benefit pension plan for over time. It is determined by an actuary in accordance with actuarial standards and based on the plan funding assumptions and methods adopted by the government entity.

<u>Audit</u> – an audit provides financial statement users with an opinion by an auditor on whether the financial statements are presented fairly, in all material respects, financial position and results of operations in accordance with an applicable financial reporting framework. An audit is performed by an independent, licensed certified public accountant.

<u>Cash Balance</u> – includes demand deposit (checking) accounts and other bank deposit accounts with a financial institution.

Cash Basis – a basis of accounting that recognizes transactions or events when cash amounts are received or disbursed.

<u>Capital Assets</u> – includes land, improvements to land, easements, buildings, building improvements, vehicles, machinery, equipment, and all other tangible and intangible assets that are used in operations and that have initial useful lives extending beyond a single reporting period.

- Buildings Permanent structures purchased or otherwise acquired by the fire district, including improvements.
- **Equipment** Tangible property of a less permanent nature such as machinery and tools, etc.
- Land Land purchased or otherwise acquired by the fire district, including costs to prepare the land for use.

<u>Capital Lease</u> – a financing mechanism where the leasee acquires title or ownership of the asset at the end of the lease term.

<u>Capital Outlay</u> – expenditures used for the acquisition or construction of facilities and other capital assets. Typically, a dollar threshold is adopted (e.g., amounts greater than \$10,000) to distinguish capital items from routine operating/repair expenses.

Debt Limit – the maximum aggregate outstanding principal indebtedness allowed by the Fire District charter or by-laws.

Debt Service or Debt Service Payment – interest and principal payments on long-term debt.

<u>Defined Benefit Plan</u> – pension plans having terms that specify the amount of pension benefits to be provided at a future date or after a certain period of time; the amount specified usually is a function of one or more factors such as age, years of service, and compensation.

<u>Defined Contribution Plan</u> – pension plans providing an individual account for each plan member and specifying how contributions to an active plan members' account are to be determined, rather than income or other benefits to be received after separation from employment.

Glossary of Terms - Rhode Island Fire District Reporting Requirements Pursuant to Rhode Island General Law Sections 45-10-4 and 44-5-69

<u>Fiscal Year or Fiscal Year Ended</u> – The fiscal year end date of the fire district (i.e. if the year of the fire district runs 7/1/2013 to 6/30/2014, the fiscal year ended is 6/30/2014)

<u>Fund</u> – a self-balancing group of accounts used to segregate and maintain limitations on the use of resources.

<u>Fund Balance or Net Position</u> – the "surplus" or "equity" position of a fund – amounts available for future spending may be less than the total because of external restrictions, or commitments and assignments by the governing body.

<u>Governmental Accounting Standards Board (GASB)</u> – the Governmental Accounting Standards Board (GASB) is the independent organization that establishes and improves standards of accounting and financial reporting for U.S. state and local governments. GASB is the official source of generally accepted accounting principles (GAAP) for state and local governments.

<u>Generally Accepted Accounting Principles (GAAP)</u> – Generally Accepted Accounting Principles (GAAP) represents nationally recognized standards that govern external financial reporting.

<u>Generally Accepted Auditing Standards (GAAS)</u> – the professional standards followed by a CPA in performing audits. Generally Accepted Auditing Standards (GAAS) govern the independent auditor's overall responsibilities when conducting an audit of financial statements

<u>Generally Accepted Government Auditing Standards (GAGAS)</u> – Generally Accepted Government Auditing Standards (GAGAS), also known as the Yellow Book, provides a framework for conducting audits government entities, entities that receive government awards, and other audit organizations performing Yellow Book audits.

<u>Investments</u> – investments include income producing financial instruments other than a demand checking account, such as certificates of deposit, money market fund, mutual fund, bonds, or equity securities.

<u>Material subsequent event</u> – an event occurring after year-end of such significance as to make it probable that the judgment of a reasonable person relying on the information would be changed or influenced.

Net Property Tax Receivable – portion of the uncollected taxes levied minus the allowance for uncollectible accounts.

<u>Operating Disbursements or Expenditures</u> – expenditures resulting from providing services to taxpayers – for fire districts it includes all amounts related to fire and other services including administrative costs. For purposes of completing the financial reporting template, it includes expenditures in all funds, but excludes amounts considered capital outlay, debt service, or contract payments to another fire district, which are listed separately.

<u>Other Post-Employment Benefits (OPEB)</u> – postemployment benefits other than pension benefits (generally retiree healthcare).

Outstanding Debt – total debt of the fire district, at the fiscal year end, remaining to repaid.

<u>Pension benefits</u> – retirement income and all benefits other than healthcare (disability, death benefits, life insurance) provided through a plan to plan members and beneficiaries after termination of employment or during retirement.

Purchased Fire Services – the amount paid for fire services to be provided by another district.

<u>Tier I</u> – fire districts must have an annual audit of the district's financial statements. Tier I includes fire districts located in Coventry, fire districts with annual operating expenditures for all funds (exclusive of capital outlay) equal to or greater than \$1,850,000, fire districts with a charter, by-law, or other external requirement to have an audit, and fire districts which routinely have had an annual audit.

<u>Tier II</u> – fire districts must complete the annual self-reporting financial template and engage a certified public accountant (CPA) to perform Agreed-Upon Procedures. Tier II fire districts include fire districts with annual operating expenditures for

Glossary of Terms - Rhode Island Fire District Reporting Requirements Pursuant to Rhode Island General Law Sections 45-10-4 and 44-5-69

all funds (exclusive of capital outlay) more than \$650,000 but less than \$1,850,000 annually and fire district's with annual operating expenditures for all fund (exclusive of capital outlay) less than \$650,00 annually but outstanding debt is greater than 3X annual operating expenditures.

<u>Tier III</u> – fire districts must complete the annual self-reporting financial template. Tier III fire districts have annual operating expenditures for all funds (exclusive of capital outlay) less than \$650,000, and have outstanding debt less than 3X times the annual operating expenditures.