



**United States
Department of
Agriculture**

July 23, 2010

Food and
Nutrition
Service

Subject: Reporting Expenditures of Supplemental Nutrition Assistance Program (SNAP)
Funding in Connection With A-133 Single Audits

To: Regional Administrators
All Regions

3101 Park Center Dr.
Alexandria, VA
22301-1500

Our October 23, 2009 subject memorandum provided guidance on reporting expenditures of SNAP benefits funds in order to comply with reporting requirements of Office of Management and Budget (OMB) Circular A-133 and OMB guidance implementing the American Recovery and Reinvestment Act of 2009 (ARRA). Since then, it has come to our attention that State agencies, auditors, and other stakeholders continue to experience confusion regarding the ARRA's effect on SNAP reporting. We are issuing this memorandum in order to resolve that confusion.

I. Guidance for States.

A. SNAP Benefits (CFDA No. 10.551).

A State shall report its total expenditures for SNAP benefits in the body of the Schedule of Expenditures of Federal Awards (SEFA) and in Part III, Item 9 (Federal Awards Expended During the Fiscal Year) of the Single Audit Data Collection Form (SF-SAC). In addition, the State shall include the following statement as a Note to the SEFA:

“The reported expenditures for benefits under the Supplemental Nutrition Assistance Program (SNAP) (CFDA No. 10.551) are supported by both regularly appropriated funds and incremental funding made available under section 101 of the American Recovery and Reinvestment Act of 2009. The portion of total expenditures for SNAP benefits that is supported by Recovery Act funds varies according to fluctuations in the cost of the Thrifty Food Plan, and to changes in participating households' income, deductions, and assets. This condition prevents USDA from obtaining the regular and Recovery Act components of SNAP benefits expenditures through normal program reporting processes. As an alternative, USDA has computed a weighted average percentage to be applied to the national aggregate SNAP benefits provided to households in order to allocate an appropriate portion thereof to Recovery Act funds. This methodology generates valid results at the national aggregate level but not at the individual State level. Therefore, we cannot validly disaggregate the regular and Recovery Act components of our reported expenditures for SNAP benefits. At the national aggregate level, however, Recovery Act funds account for approximately 15 percent of USDA's total expenditures for SNAP benefits in the Federal fiscal year ended September 30, 2009.”

The language of this note differs somewhat from that given in the October 23, 2009 memorandum. We have modified it in order to further explain why the regular and ARRA components of each State's SNAP benefits expenditures are not available. Since this modification does not affect the substance of the Note, auditors are NOT required to re-issue completed audit reports in order to substitute this text for the original one.

This note will require updating when the weighted average percentage is calculated for Fiscal Year (FY) 2010. We will furnish the updated national aggregate ARRA percentage in time for States to use it in their FY 2010 SEFAs.

B. SNAP Administrative Funds (CFDA No. 10.561).

A State's SEFA and SF-SAC must SEPARATELY PRESENT the regular and ARRA components of its expenditures for SNAP administrative costs, as follows:

"10.561	Supplemental Nutrition Assistance Program (Administrative Costs)
"10.561	ARRA – Supplemental Nutrition Assistance Program (Administrative Costs)"

II. Guidance for Counties.

A. SNAP Benefits.

A county must NOT report expenditures for SNAP benefits in its SEFA or its SF-SAC.

This is because SNAP benefits are provided exclusively by EBT. In an EBT environment, there is no pass-through of Federal funds for SNAP benefits. Rather, benefits are processed and expenditures determined by State-level EBT systems. With respect to counties, therefore, SNAP benefits do not meet the definitions of "Federal award" and "Federal financial assistance" at 7 CFR section 3052.105.

B. SNAP Administrative Funds.

1. A county in a State where the SNAP is State-administered MUST NOT REPORT expenditures for SNAP administrative costs in its SEFA or SF-SAC. This is because program offices in such States are staffed with State employees, who perform all program functions. No SNAP administrative funds are passed through to counties.
2. A county in a State where the SNAP is State-supervised but county-administered MUST REPORT its expenditures for SNAP administrative costs in the same manner as the State (per item I.B., above). Such States pass Federal SNAP administrative funds through to the counties for program functions performed by county agencies. This creates Federal assistance relationships that cast the counties in the role of SNAP sub-grantees.

III. Conclusion.

Additional information and authoritative sources supporting the conclusions stated herein are given in the original October 23, 2009 memorandum (attached).

Please ensure that this memorandum is shared with your SNAP and Financial Management staffs, SNAP State partners, their auditors, your OIG contacts, and any other interested parties. Recent OIG research suggests that the original memorandum did not reach all affected stakeholders.

Please direct inquiries on this matter to Lael Lubing, Director, Grants and Fiscal Policy Division, at (703) 305-2161 or lael.lubing@fns.usda.gov.

/S/

E. Steven Butler
Chief Financial Officer

/S/

Jessica Shahin
Associate Administrator
Supplemental Nutrition Assistance Program

Attachment



**United States
Department of
Agriculture**

Food and
Nutrition
Service

3101 Park Center Dr.
Alexandria, VA
22301-1500

October 23, 2009

Subject: State Reporting of Supplemental Nutrition Assistance Program (SNAP) Benefits Funding in Connection With A-133 Single Audits

To: Regional Administrators
All Regions

This memorandum provides guidance on reporting expenditures of SNAP benefits funds in order to comply with reporting requirements of Office of Management and Budget (OMB) Circular A-133 and OMB guidance implementing the American Recovery and Reinvestment Act of 2009 (ARRA).

Background

1. Unlike other FNS programs receiving ARRA funding, SNAP benefits generally do not pass through the hands of State administering agencies. They are normally handled by the State's electronic benefits transfer (EBT) processor. Nevertheless, these funds must be viewed as Federal assistance awards to States because:
 - a. A State agency administering SNAP is responsible to FNS for the performance of its EBT processor, regardless of whether SNAP benefits funds actually pass through the State treasury; and
 - b. Authoritative sources require it. Specifically:
 - (i) The Federal cost principles require that a cost be determined in accordance with Generally Accepted Accounting Principles (GAAP) in order to be allowed as a charge to a Federal program. (2 CFR Part 225 (OMB Circular A-87), Appendix A, section C.1.g.)
 - (ii) GAAP calls for a State to recognize expenditures of Federal SNAP benefits funds in its financial statements when participating households use the benefits. (Governmental Accounting Standards Board (GASB) Statement 24 (*Accounting and Financial Reporting for Certain Grants and Other Financial Assistance*), June 1994, paragraph 6)

As a Federal assistance award, the expenditure of SNAP benefits funding must be reported in a State's Schedule of Expenditures of Federal Awards (SEFA) and in Item 9 of Part III on its Data Collection Form for Single Audits (SF-SAC). This reporting is required by OMB Circular A-133, codified by USDA at 7 CFR Part 3052. The specific requirements are cited at 7 CFR sections 3052.310(b) and 3052.320(b), respectively.

2. OMB implementing guidance at 2 CFR section 176.210(a) requires all recipients of ARRA funds to separately identify these funds throughout the grant cycle in order to "maximize the transparency and accountability of funds authorized under the [ARRA]." For recipients of incremental ARRA funds for

existing programs, this entails maintaining separate accountability for the programs' regular and ARRA components from receipt of the award through expenditure and final reporting.

3. Section 176.210(b) of the OMB guidance requires recipients subject to the Single Audit Act Amendments of 1996 and OMB Circular A-133 to “separately identify the expenditures for Federal awards under the Recovery Act on the Schedule of Expenditures of Federal Awards (SEFA) and the Data Collection Form (SF-SAC) required by OMB Circular A-133.... This shall be accomplished by identifying expenditures for Federal awards made under the Recovery Act separately on the SEFA, and as separate rows under Item 9 of Part III on the SF-SAC by CFDA number, and inclusion of the prefix ‘ARRA-’ in identifying the name of the Federal program on the SEFA and as the first characters in Item 9 of Part III on the SF-SAC.”
4. It has come to our attention that the FNS mechanism for disbursing SNAP benefits funding to States poses a systemic obstacle to States complying with these reporting requirements. FNS uses an algorithm to determine national aggregate Federal expenditures of regular and ARRA funds for SNAP benefits. Because this methodology would not generate valid results at the individual State level, however, SNAP benefits funding is made available to a State in a single lump sum. The State has no idea of the lump sum's regular and ARRA components.

Guidance

A State shall report its total (lump sum) expenditures for SNAP benefits in the body of the SEFA and in Part III, Item 9 (Federal Awards Expended During the Fiscal Year) of the SF-SAC; and shall include the following statement as a Note to the SEFA:

“The reported expenditures for benefits under the Supplemental Nutrition Assistance Program (SNAP)(CFDA No. 10.551) are supported by both regularly appropriated funds and incremental funding made available under section 101 of the American Recovery and Reinvestment Act of 2009. The mechanism used by USDA to make these funds available to States does not enable a State to validly disaggregate the regular and Recovery Act components of this figure. At the national aggregate level, however, Recovery Act funds account for approximately 15 percent of USDA's total expenditures for SNAP benefits in the Federal fiscal year ended September 30, 2009.”

This note will require updating when the algorithm is run for Fiscal Year (FY) 2010. We will furnish the updated national aggregate ARRA percentage in time for States to use it in their FY 2010 SEFAs.

Please ensure that this memorandum is shared with your SNAP and Financial Management staffs, SNAP State partners, their auditors, your OIG contacts, and any other interested parties.

Please direct inquiries on this matter to Lael Lubing, Director, Grants and Fiscal Policy Division, at (703) 305-2161 or lael.lubing@fns.usda.gov.

/S/

E. Enrique Gomez
Associate Administrator

/S/

Jessica Shahin
Associate Administrator

