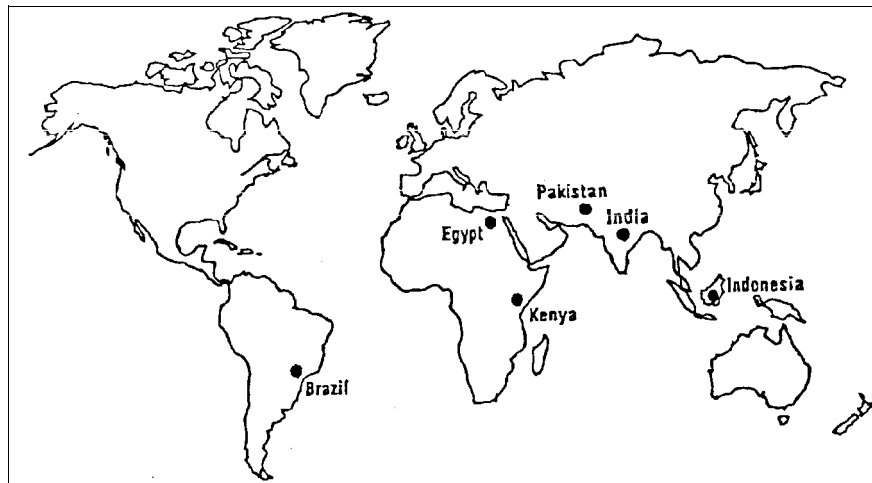


LIBRARY OF CONGRESS

COOPERATIVE ACQUISITIONS PROGRAM REVOLVING FUND

FINANCIAL STATEMENTS FOR FISCAL YEAR 2000



Washington, DC
March 2001

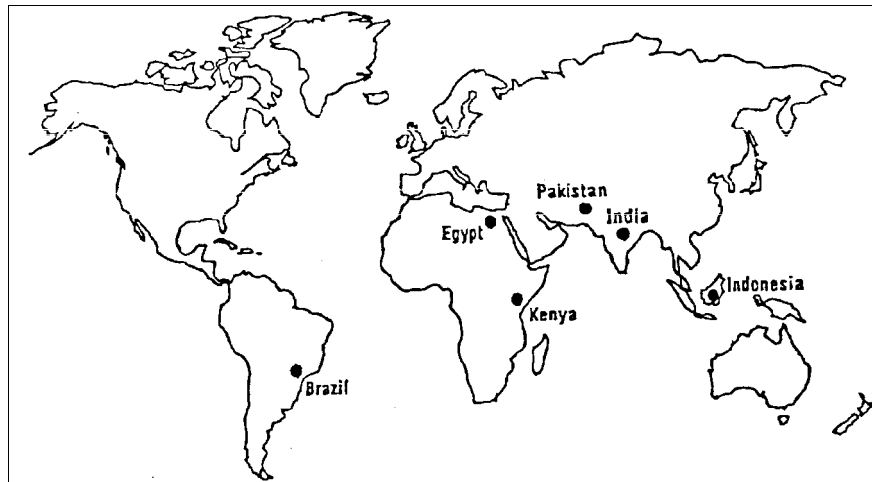
COOPERATIVE ACQUISITIONS PROGRAM REVOLVING FUND

FINANCIAL STATEMENTS FOR FISCAL YEAR 2000

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MANAGEMENT S DISCUSSION AND ANALYSIS



**COOPERATIVE ACQUISITIONS PROGRAM REVOLVING FUND
FINANCIAL STATEMENTS
Fiscal Year Ended September 30, 2000**

MANAGEMENT S DISCUSSION AND ANALYSIS

MISSION AND OVERVIEW

The mission of the Library of Congress Cooperative Acquisitions Program is to support advanced research and study about all aspects of the less-developed areas of the world, through the acquisition and distribution of primary research materials published in more than 40 developing nations. These materials are not otherwise reliably available in the United States. Because of nearly forty years of participation in this program, the research libraries of the nation's most prestigious universities have developed unequalled collections which support advanced research about the developing world. In fiscal year 2000, the Library supplied more than 400,000 individual publications to more than 90 U.S. institutions of higher learning and academic institutions abroad.

HISTORY

In 1958, Congress approved Public Law 83-480, Section 104n, which amended the Agricultural Trade Development and Assistance Act of 1954 (popularly known as Public Law 480) and authorized the Librarian of Congress to use foreign currencies that accrued to the government in connection with the sales of agricultural commodities to finance "the acquisition of books, periodicals, and other materials...of cultural or educational significance...and the deposit thereof in libraries and research centers in the United States specializing in the areas to which they relate."

This amendment led to the formation of the Library's overseas offices and Cooperative Acquisitions Programs. The overseas offices were created due to the ineffectiveness of conventional international commercial methods in acquiring books and other research materials from less-developed countries. Because of the lack of established publishing industries or international vendors, poor book distribution systems, and the political and economic instability of the nations of the developing world, a local presence is the only effective way to acquire the needed primary source materials.

In 1962, the Library opened the New Delhi Office, and by 1964 had opened offices in Karachi, Pakistan; Dacca, Pakistan (now Bangladesh); Cairo, Egypt; Tel Aviv, Israel; and Jakarta, Indonesia. In 1965, Congress expanded the Library's overseas offices through Public Law 89-329, the Higher Education Act of 1965, Title II-C, known as the National Program for Acquisitions and Cataloging (NPAC).

Between 1962 and 1986 twenty-three overseas offices were funded for operations; all but six were closed when no longer needed. Since 1987, the Library has operated six overseas offices—in New Delhi, India; Cairo, Egypt; Rio de Janeiro, Brazil; Jakarta, Indonesia; Nairobi, Kenya; and Islamabad, Pakistan.

These six overseas offices are responsible for acquiring materials for the Library of Congress collections and, on a cost recovery basis, for the participants in the Cooperative Acquisitions Program. The offices are under the administrative control of the Library’s African/Asian Acquisitions and Overseas Operations Division.

OVERVIEW OF FINANCIAL STATEMENTS

Fiscal year 2000 is the third year of operation for the Cooperative Acquisitions Program Revolving Fund (CAPRF). Section 207 of the Legislative Branch Appropriations for fiscal year 1998 (P.L. 105-55) established CAPRF from the existing balances in the gift fund program, and mandated that the Library submit an annual audited financial statement for the revolving fund. CAPRF is authorized to acquire foreign publications and research materials on behalf of participating institutions on a cost-recovery basis. In accordance with Federal accounting standards, the Library has prepared a Balance Sheet, Statement of Net Costs, Statement of Changes in Net Position, and a Statement of Budgetary Resources for CAPRF.

Balance Sheet

The purpose of the balance sheet is to provide financial statement users with information about CAPRF’s assets, liabilities, and net position as of September 30, 2000. CAPRF’s Net Position consists of the funds approved in Public Law 105-55 to initially capitalize the fund and the net results of operations through September 30, 2000.

Assets		Liabilities and Net Position	
Intragovernmental	\$ 2,621,932	Intragovernmental Liabilities	\$ 7,246
		Other Liabilities	2,044,912
Other	110,366	Net Position	680,140
Total Assets	\$ 2,732,298	Total Liabilities and Net Position	\$ 2,732,298

CAPRF's assets total just over \$2.7 million dollars, with the Fund Balance with the Department of the Treasury (\$2.5 million) as the major item. CAPRF's liabilities total \$2.1 million, which consists of accounts payable (\$0.1 million) and the advances received from the program participants (\$1.8 million that would be refunded to participants upon program termination and \$0.2 million that would not be refunded upon program termination).

Statement of Net Costs

The purpose of the Statement of Net Costs is to provide financial statement users with information about the program costs (\$2.1 million) and earned revenues (\$1.6 million) for CAPRF for the fiscal year ended September 30, 2000. In other words, the statement presents the net costs of the program -- \$0.5 million (i.e. \$2.1 million less \$1.6 million). As cited in Public Law 105-55, CAPRF recovers its full costs over a reasonable period of time. Net costs of \$0.5 million including \$0.1 million that was funded by an imputed financing source and \$0.1 million that was paid to the Department of Defense for postage expenses incurred prior to the CAPRF. This payment should have been made prior to the start of the CAPRF in fiscal year 1998 and should not have been in the start up capital of the fund. The remaining \$0.3 million is the result of timing differences in the calculations for the cost recovery model, which should be recovered in future periods.

Statement of Changes in Net Position

The purpose of the Statement of Changes in Net Position is to provide financial statement users with information about CAPRF's financing sources and the components of the changes in net position. The CAPRF net position declined by \$0.4 million during fiscal year 2000. CAPRF's financing sources totaled \$0.1 million for the year ended September 30, 2000. This amount was an imputed financing source, which represents overhead costs of the Library for the Cooperative Acquisitions Program that was not funded by CAPRF. This disparity is caused by the Library's usage of differing allocation methods for financial statements and cost recovery. CAPRF's net position is \$0.7 million as of September 30, 2000. This amount results from the financing sources (\$0.1 million) and beginning cumulative results of operations (\$1.1 million) being netted against the net costs of the program (\$0.5 million).

Statement of Budgetary Resources

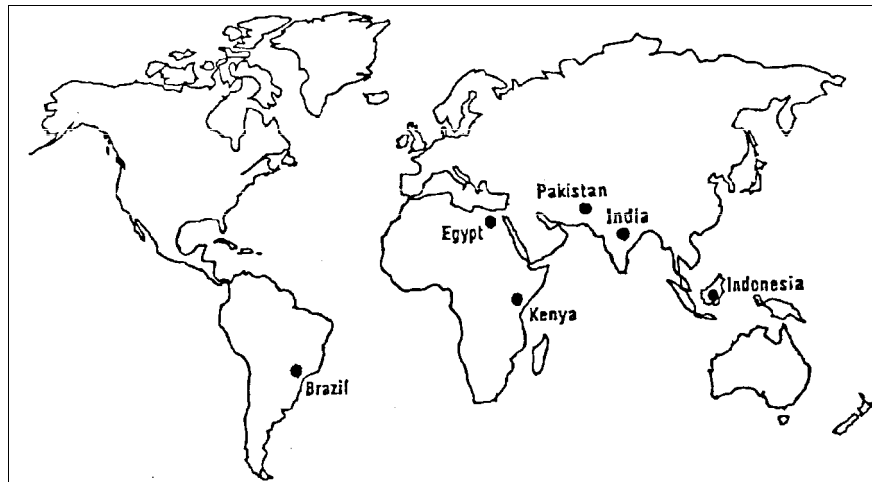
The Statement of Budgetary Resources and the related disclosures provide information about how budgetary resources were made available as well as their status at the end of the period. The Budgetary Resources section of the statement presents the total budgetary resources available to the Library. The Status of Budgetary Resources section of the statement presents information about the status of budgetary resources at the end of the period. Finally the Outlays section presents the total outlays of CAPRF and reconciles obligations incurred to total outlays.

CAPRF's budgetary resources were \$4.4 million, of which \$2.4 million was the unused balance from fiscal year 1999 and \$2.0 million was obtained from the participants in fiscal 2000. Total outlays of \$0.3 million was a result of the outlay of funds for the programs activities (\$2.3million) exceeding the incoming amount from participants (\$2.0 million).

LIMITATIONS OF THE FINANCIAL STATEMENTS

CAPRF's financial statements are the culmination of a systematic accounting process. The statements have been prepared to report the financial position and results of operations of the CAPRF, pursuant to the hierarchy of accounting principles and standards set forth in Note 1 to the Financial Statements. While the statements have been prepared from the books and records of the Library of Congress, the statements are in addition to the financial reports used to monitor and control budgetary resources which are prepared from the same books and records. The statements should be read with the realization that they are for a component of the U.S. Government, a sovereign entity. One implication of this is that obligations and subsequent liabilities cannot be incurred without legislation that provides authority to do so.

FINANCIAL STATEMENTS AND NOTES



COOPERATIVE ACQUISITIONS PROGRAM REVOLVING FUND

Balance Sheet

As of September 30, 2000

ASSETS

Entity Assets:

Intragovernmental Assets

Fund Balance with Treasury (Note 2)	\$ 2,532,454
Accounts Receivable, Net (Note 3)	89,478

Cash and Other Monetary Assets (Note 4)	71,633
---	--------

Inventory and Related Property (Note 5)	22,227
---	--------

Property and Equipment, Net (Note 6)	12,414
--------------------------------------	--------

Other Assets	<u>4,092</u>
--------------	--------------

Total Assets		\$ <u>2,732,298</u>
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LIABILITIES

Intragovernmental liabilities

Accounts Payable (Note 7)	\$ 7,246
---------------------------	----------

Advances from Others (Note 8)	1,818,366
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Accounts Payable (Note 7)	51,355
---------------------------	--------

Other Liabilities (Note 9)	<u>175,191</u>
----------------------------	----------------

Total Liabilities		\$ 2,052,158
-------------------	--	--------------

NET POSITION

Cumulative Results of Operations		<u>680,140</u>
----------------------------------	--	----------------

Total Liabilities and Net Position		\$ <u>2,732,298</u>
------------------------------------	--	---------------------

The accompanying notes are an integral part of these financial statements.

COOPERATIVE ACQUISITIONS PROGRAM REVOLVING FUND

Statement of Net Costs

For the Fiscal Year Ended September 30, 2000

Net Costs by Program Area:

Cooperative Acquisitions Program:

Program Costs	\$ 2,131,060
Less Earned Revenue	<u>(1,620,401)</u>
Net Costs of Operations	<u><u>\$ 510,659</u></u>

The accompanying notes are an integral part of these financial statements.

COOPERATIVE ACQUISITIONS PROGRAM REVOLVING FUND

Statement of Changes in Net Position

For the Fiscal Year Ended September 30, 2000

Net Costs of Operations	\$ (510,659)
Financing Sources (Other than Exchange Revenue)	
Imputed Financing (Note 12)	\$ <u>68,464</u>
Total Financing Sources	<u>68,464</u>
Change in Net Position	(442,195)
Net Position, Beginning	<u>1,122,335</u>
Net Position, Ending	<u>\$ 680,140</u>

The accompanying notes are an integral part of these financial statements.

COOPERATIVE ACQUISITIONS PROGRAM REVOLVING FUND

Statement of Budgetary Resources

For the Fiscal Year Ended September 30, 2000

Budgetary Resources

Unobligated Balance-Beginning of Period	\$ 2,373,799	
Spending Authority from Offsetting Collections	<u>2,031,825</u>	
 Total Budgetary Resources		<u><u>\$ 4,405,624</u></u>

Status of Budgetary Resources

Obligations Incurred, New	\$ 2,249,109	
Unobligated Balance - Available	2,084,882	
Unobligated Balance - Unavailable	71,633	
 Total, Status of Budgetary Resources		<u><u>\$ 4,405,624</u></u>

Outlays

Obligations Incurred, New	\$ 2,249,109	
Less: Spending Authority from Offsetting Collections	<u>(2,031,825)</u>	
Subtotal	217,284	
Obligated Balance, net- Beginning Balance	617,633	
Less: Obligated Balance, net- End of Period	<u>(489,710)</u>	
 Total Outlays		<u><u>\$ 345,207</u></u>

The accompanying notes are an integral part of these financial statements.

COOPERATIVE ACQUISITIONS PROGRAM REVOLVING FUND
Notes to the Financial Statements
For the Fiscal Year Ended September 30, 2000

Note 1. Summary of Significant Accounting Policies

A. Reporting Entity

The Cooperative Acquisitions Program Revolving Fund (CAPRF) was authorized by Public Law 105-55 on October 7, 1997. The Library of Congress (the Library) operates CAPRF on a cost-recovery basis to acquire foreign publications and research materials for participating institutions. The operations of CAPRF are managed by the African/Asian Acquisitions and Overseas Operations Division (AfA/OVOP). Fees charged to the participants are set and approved by the Library to recover the full direct and indirect costs of the program incurred by the Library over a reasonable period of time.

The institutions that participate in the program constitute more than 90 academic libraries. The program is managed by six overseas field offices: Jakarta (Indonesia), Nairobi (Kenya), Cairo (Egypt), Rio De Janeiro (Brazil), New Delhi (India), and Islamabad (Pakistan).

B. Basis of Presentation

The accompanying financial statements and schedules report the financial position, operations, changes in net position, and the budgetary resources of CAPRF for fiscal year 2000. These statements and schedules include amounts of all funds designated by law and managed for the purpose of CAPRF. The statements were prepared from the Library's financial management system in accordance with the form and content for entity financial statements specified by the Library's financial management regulations and directives and the accounting policies summarized in this note.

As a legislative branch agency, the Library is not required to follow the executive agency accounting principles established by the Comptroller General under 31 U.S.C. 3511 or the standards developed by the Federal Accounting Standards Advisory Board (FASAB). However, the Library maintains its fund balances with the Department of the Treasury and submits information required to incorporate its financial and budget data into the overall federal government structure. For purposes of financial management and reporting, the Library has issued a regulation (LCR 1510) which adopts the federal standards for financial reporting and internal controls in a manner consistent with a legislative agency.

C. Basis of Accounting

Transactions are recorded on the accrual basis and are within budgetary limitations established to facilitate compliance with legal constraints and controls over use of federal funds.

Under the accrual method, revenues are recognized when earned and expenses are recognized when a liability is incurred, without regard to receipt or payment of cash.

The General Accounting Office (GAO), Office of Management and Budget (OMB), and Department of the Treasury established the Federal Accounting Standards Advisory Board (FASAB) for the purpose of considering and recommending accounting principles, standards, and requirements to GAO, Treasury, and OMB. FASAB has issued, and the three sponsoring organizations have approved, a comprehensive set of accounting standards which cover most transactions. The accompanying financial statements are prepared in accordance with these standards. However, transactions that are not addressed by these standards may still be incurred and the following hierarchy shall be viewed as the source of providing generally accepted accounting principles:

- Individual FASAB standards agreed to by the Controller General, the Director of OMB, and the Secretary of the Treasury, and published by OMB and the General Accounting Office;
- Interpretations related to the FASAB standards issued by FASAB and Technical Releases issued by the FASAB's Accounting and Auditing Policy Committee;
- Requirements contained in OMB's Form and Content Bulletin in effect for the period covered by the financial statements;
- Library of Congress Regulations and Financial Services Directives; and
- Accounting principles published by authoritative standard setting bodies and other authoritative sources (1) in the absence of other guidance in the first four parts of this hierarchy and (2) if the use of such accounting standards improve meaningfulness of the financial statements.

D. Financing

CAPRF is credited with advances and amounts received as payment for purchases under the program and for services and supplies furnished to program participants. For accounting and reporting purposes, AfA/OVOP management has segmented the Cooperative Acquisitions Program into six field offices.

E. Use of Estimates in Preparing Financial Statements

The preparation of financial statements, in conformity with Federal accounting standards, requires management to make estimates and assumptions. These estimates affect the reported amounts of assets and liabilities and the disclosures of contingent assets and liabilities at the date of the financial statements, and the amounts of revenues and expense during the reporting period. Actual results may differ from these estimates.

Note 2. Fund Balance with Treasury

The amount shown as Fund Balance with Treasury represents CAPRF's obligated and unobligated balances which are as follows:

Obligated	\$ 478,449
Unobligated	<u>2,054,005</u>
Fund Balance with Treasury	<u>\$2,532,454</u>

Note 3. Accounts Receivable, Net

Intragovernmental accounts receivable represent amounts due from the appropriated fund for amounts originally charged against CAPRF. Net and gross amounts are equal because no bad debt expense is expected.

Note 4. Cash and Other Monetary Assets

Cash represents CAPRF cash on hand that was not deposited with the United States Treasury as of September 30, 2000.

Note 5. Inventory and Related Property

CAPRF inventories are primarily comprised of postage that will be consumed in future operations.

Note 6. Property and Equipment, Net

CAPRF capitalizes furniture and equipment if the initial acquisition cost is \$25,000 or more. Depreciation is computed on a straight-line basis using estimated useful lives of 3 to 10 years and salvage value of zero.

CAPRF currently has one asset (truck), which cost \$37,245 and had been depreciated \$24,831 through the end of fiscal year 2000. The net book value of the asset as of September 30, 2000 is \$12,414.

Note 7. Accounts Payable

The Intragovernmental accounts payable amount primarily represents accrued payments to the U.S. Postal Service for administrative support costs. The non-governmental accounts payable amount represents accrued operating expenses of the program, such as payments to vendors for materials and services.

Note 8. Advances from Others

This unearned revenue account represents current liabilities for funds collected in advance from the program participants. These collections are for direct expenses, such as the cost of materials acquired on the participants' behalf. These funds are available for obligation upon receipt of the advance. The advances are accompanied by an order profile from the participating institution. If a program participant cancels an order, these amounts are either applied to subsequent orders or are refunded.

Note 9. Other Liabilities

Other liabilities consist of funds collected in advance from the program participants and unearned for indirect expenses (overhead) associated with the administration of the program. The unearned funds are available for obligation upon receipt of the advance. The advances are accompanied by an order profile from the participating institution. If a program participant cancels an order, these amounts are immediately recognized as revenue and are not refunded.

Note 10. Intra-governmental Activities

The financial activities of CAPRF interact with and depend on the services of the U.S. Air Force (for military postal service postage) and the Department of State for administrative support. The Department of State's International Cooperative Administrative Support Services (ICASS) system is used to allocate costs to the Library's six overseas field offices.

Note 11. Earned Revenues

Revenues are recognized as earned based on (1) actual expenses incurred for materials, binding, and shipping; and (2) CAPRF overhead applied according to the overhead rate applicable for each field office. CAPRF overhead rates are updated each year according to an overhead model consistent with the concept of full cost described in SFFAS No. 4, "Managerial Cost Accounting Concepts and Standards for the Federal Government." The driver for CAPRF overhead rates is the direct cost of materials.

Note 12. Library Overhead Costs Included in Program Costs and Imputed Financing Sources

Certain Library overhead costs were included in the program costs for each field office. In compiling CAPRF's fiscal year 2000 financial statements, the Library allocated Library-wide overhead costs to the Revolving Fund Programs using the direct method of allocating service department costs. The two types of Library-wide overhead costs are costs associated with the Financial Services Directorate, and Integrated Support Services. These overhead costs were further allocated to the six field offices of CAPRF using a rational and systematic allocation base. The total amount of overhead allocated over the six field offices was \$175,613. Of this amount, \$107,149 was charged to the field offices through the Library's administrative working funds. A corresponding imputed financing source for \$68,464 was recognized for the unreimbursed portion of the allocated Library overhead.

Note 13. Budgetary Resources Obligated for Undelivered Orders at September 30, 2000

Budgetary resources obligated for undelivered orders at September 30, 2000, for each of the six field offices are as follows:

Jakarta, Indonesia	\$ 120,090
Nairobi, Kenya	36,140
Cairo, Egypt	36,075
Rio de Janeiro, Brazil	10,757
New Delhi, India	254,411
Islamabad, Pakistan	<u>20,976</u>
Total	<u>\$478,449</u>

Note 14. Total Cost and Earned Revenue by Budget Functional Classification

A. Total Cost by Functional Classification

<u>Function Classification</u>	<u>Amount</u>
Education, Training, Employment and Social Services	<u>\$2,131,060</u>

B. Total Earned Revenue by Budget Functional Classification

<u>Function Classification</u>	<u>Amount</u>
Education, Training, Employment and Social Services	<u>\$1,620,401</u>

Note 15. Total Cost By Program Activity

Cooperative Acquisitions Program:

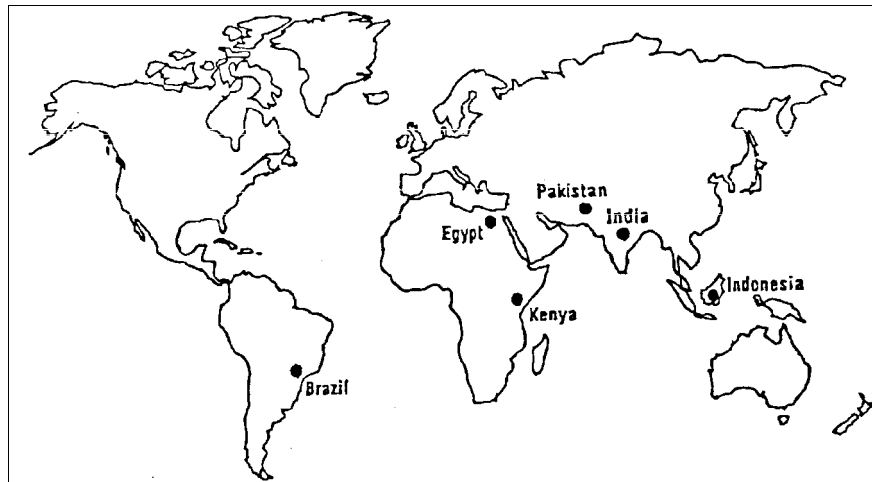
Intragovernmental Costs	\$500,603
Public:	
Costs incurred prior to CAPRF for Participant Program	118,500
Other Costs	<u>1,511,957</u>
Total Program Costs	<u>\$2,131,060</u>

Note 16. Schedule of Financing

Resources that Fund Net Cost Of Operations:	
Budgetary:	
Obligations incurred, new	\$2,249,109
Less: spending authority from receipts and adjustments	2,031,825
Net budgetary resources used to finance activities	217,284
Financing imputed for cost subsidies	68,464
Total Resources used to fund net cost of operations	\$285,748
Resources Used But Not part of Net Cost of Operations:	
Increase(Decr.) in budgetary resources obligated to order goods and services not yet received or benefits not yet provided	(\$ 75,255)
Decrease(Inc) in Unfilled customer orders, excluding change due to refunds of unearned revenue	298,687
Costs capitalized on the balance sheet	(10,524)
Distributions or refunds of non-exchange revenue, unearned revenue and custodial liability balances	(411)
Total resources used not part of the net cost of operations	212,497
Costs That Do Not Require Resources Depreciation and amortization	12,414
Net Cost of Operations	\$510,659

This information is an integral part of the accompanying financial statements.

SUPPLEMENTAL SCHEDULES



COOPERATIVE ACQUISITIONS PROGRAM REVOLVING FUND

Supplemental Schedule of Program Costs
For the Fiscal Year Ended September 30, 2000

Net Costs (Production Costs) by Program Area:	Program Segment Field Office Totals
Jakarta, Indonesia:	
Intragovernmental	\$ 114,975
Public	<u>260,535</u>
Subtotal Program Costs	375,510
Nairobi, Kenya:	
Intragovernmental	47,273
Public	<u>98,363</u>
Subtotal Program Costs	145,636
Cairo, Egypt:	
Intragovernmental	131,789
Public	<u>197,752</u>
Subtotal Program Costs	329,541
Rio de Janeiro, Brazil:	
Intragovernmental	62,781
Public	<u>103,333</u>
Subtotal Program Costs	166,114
New Delhi, India:	
Intragovernmental	85,757
Public	<u>854,895</u>
Subtotal Program Costs	940,652
Islamabad, Pakistan:	
Intragovernmental	58,028
Public	<u>115,579</u>
Subtotal Program Costs	173,607
Totals:	
Intragovernmental	500,603
Public	<u>1,630,457</u>
Total Program Costs	<u><u>\$ 2,131,060</u></u>

COOPERATIVE ACQUISITIONS PROGRAM REVOLVING FUND
Supplemental Schedule of Participants by State
For the Fiscal Year Ended September 30, 2000

Arizona

Arizona State University
University of Arizona

California

Hoover Institute
Stanford University
U.C., Berkeley
U.C., Los Angeles
U.C., San Diego
U.C., Santa Barbara
U.C., Santa Cruz
University of Southern California

Connecticut

Yale University

District of Columbia

Department of the Treasury
Inter-American Development Bank
Johns Hopkins University

Florida

University of Florida

Georgia

Emory University
University of Georgia

Hawaii

University of Hawaii

Illinois

Center for Research Libraries
Northern Illinois University
Northwestern University
University of Chicago
University of Illinois

Indiana

Earlham College
Indiana University
University of Notre Dame

Iowa

University of Iowa

Kansas

University of Kansas

Louisiana

Tulane University

Maryland

National Agricultural Library
National Library of Medicine
University of Maryland

Massachusetts

Boston Public Library
Boston University
College of the Holy Cross
Harvard University

Michigan

Detroit Public Library
Michigan State University
University of Michigan

Minnesota

University of Minnesota

Missouri

St. Louis University
Washington University

New Jersey

Princeton University

New Mexico

University of New Mexico

New York

Columbia University
Cornell University
Institute for Advanced Studies of World Religions
New York Public Library
New York University
Open Society Institute
SUNY, Binghamton
SUNY, Purchase
Syracuse University

North Carolina

Duke University
North Carolina State University
University of North Carolina

Ohio

Cleveland Public Library
Ohio State University
Ohio University

Oregon

Portland State University
University of Oregon

Pennsylvania

Pennsylvania State University
Temple University
University of Pennsylvania
University of Pittsburgh

Rhode Island

Brown University

Tennessee

University of Tennessee
Vanderbilt University

Texas

Rice University
University of Texas

Utah

Brigham Young University
Genealogical Society of Utah
University of Utah

Virginia

University of Virginia
School of Islamic and Social Sciences

Washington

University of Washington
Western Washington University

Wisconsin

University of Wisconsin

Non-U.S. Libraries**Canada**

McGill University (Québec)
University of British Columbia
University of Toronto (Ontario)

Other Foreign Libraries

American University, Cairo (Egypt)
Ibero-Amerikanisches Institut (Germany)
Institute for Southeast Asian Studies
(Singapore)
Institute of Commonwealth Studies
(U.K.)
International Labour Organization
(Switzerland)
King Abdul Aziz al-Saoud Foundation
(Morroco)
National Diet Library (Japan)
National Library of Australia
State Library of South Africa
United Arab Emirates University
(U.A.E.)
University of Essex (U.K.)
University of Glasgow (U.K.)



Independent Auditor's Report

To the Inspector General,
Library of Congress, and
Cooperative Acquisitions Program Revolving Fund

We have audited the accompanying balance sheet of the Cooperative Acquisitions Program Revolving Fund (CAPRF) as of September 30, 2000, and the related statements of net cost, changes in net position, and budgetary resources for the year then ended. These financial statements are the responsibility of CAPRF's management. Our responsibility is to express an opinion on these financial statements based on our audit.

We conducted our audit in accordance with U. S. generally accepted auditing standards; the standards applicable to financial audits contained in *Government Auditing Standards* issued by the Comptroller General of the United States; and Office of Management and Budget (OMB) Bulletin 01-02, "*Audit Requirements for Federal Financial Statements.*" Those standards require that we plan and perform the audit to obtain reasonable assurance about whether the financial statements are free of material misstatement. An audit includes examining, on a test basis, evidence supporting the amounts and disclosures in the financial statements. An audit also includes assessing the accounting principles used and significant estimates made by management, as well as evaluating the overall financial statement presentation. We believe that our audit provides a reasonable basis for our opinion.

In our opinion, the financial statements including the accompanying notes present fairly, in all material respects, the financial position of CAPRF as of September 30, 2000, and its net costs, changes in net position, and budgetary resources for the year then ended, in accordance with U. S. generally accepted accounting principles.

In accordance with *Government Auditing Standards* we have also issued reports dated March 16, 2001 on our consideration of CAPRF's internal control over financial reporting, and on our tests of its compliance with certain provisions of laws and regulations. Those reports are an integral part of an audit performed in accordance with *Government Auditing Standards* and should be read in conjunction with this report in considering the results of our audits.

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Our audit was made for the purpose of forming an opinion on the basic financial statements taken as a whole. The information contained in Management's Discussion and Analysis is not a required part of the basic financial statements but is supplemental information required by OMB Bulletin No. 97-01, *Form and Content of Agency Financial Statements*. The Supplemental Schedules are presented for the purposes of additional analysis and is not a required part of the financial statements. This information contains a wide range of data, some of which is not directly related to the financial statements. We have applied certain limited procedures, which consisted principally of comparing this information for consistency with the financial statements and discussing the methods of measurement and presentation with CAPRF officials. Such information has not been subjected to the auditing procedures applied in the audit of the basic financial statements, and, accordingly, we express no opinion on it.

Clifton Gundersen LLP

Calverton, Maryland
March 16, 2001



Independent Auditor's Report on Compliance with Laws and Regulations

To the Inspector General,
The Library of Congress, and
The Cooperative Acquisitions Program Revolving Fund

We have audited the financial statements of the Cooperative Acquisitions Program Revolving Fund (CAPRF) as of and for the year ended September 30, 2000, and have issued our report thereon dated March 16, 2001. We conducted our audit in accordance with U. S. generally accepted auditing standards; the standards applicable to financial audits contained in *Government Auditing Standards*, issued by the Comptroller General of the United States, and Office of Management and Budget (OMB) Bulletin No. 01-02, "*Audit Requirements for Federal Financial Statements*."

The management of CAPRF is responsible for complying with laws and regulations applicable to CAPRF. As part of obtaining reasonable assurance about whether CAPRF's financial statements are free of material misstatement, we performed tests of its compliance with certain provisions of laws and regulations, noncompliance with which could have a direct and material effect on the determination of financial statement amounts and certain other laws and regulations specified in OMB Bulletin 01-02. We limited our tests of compliance to these provisions and we did not test compliance with all laws and regulations applicable to CAPRF.

The results of our tests of compliance disclosed no instances of noncompliance with the laws and regulations described in the preceding paragraph that are required to be reported under *Government Auditing Standards* and OMB Bulletin 01-02.

Providing an opinion on compliance with certain provisions of laws and regulations was not an objective of our audit and, accordingly, we do not express such an opinion.

This report is intended solely for the information and use of the management of CAPRF, the Library of Congress Office of the Inspector General, the management of the Library of Congress, and Congress, and is not intended to be and should not be, used by anyone other than these specified parties. We caution that noncompliance may occur and not be detected by the tests performed and that such testing may not be sufficient for other purposes.

Clifton Gunderson LLP

Calverton, Maryland
March 16, 2001

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Independent Auditor's Report on Internal Control

To the Inspector General
Library of Congress, and
The Cooperative Acquisitions Program Revolving Fund

We have audited the financial statements of the Cooperative Acquisitions Program Revolving Fund (CAPRF) as of and for the year ended September 30, 2000, and have issued our report thereon dated March 16, 2001. We conducted our audit in accordance with U. S. generally accepted auditing standards, the standards applicable to financial audits contained in *Government Auditing Standards*, issued by the Comptroller General of the United States, and Office of Management and Budget (OMB) Bulletin No. 01-02, "*Audit Requirements for Federal Financial Statements*."

In planning and performing our audit, we considered CAPRF's internal control over financial reporting by obtaining an understanding of CAPRF's internal controls, determined whether these internal controls had been placed in operation, assessed control risk, and performed tests of controls in order to determine our auditing procedures for the purpose of expressing our opinion on the financial statements. We limited our internal control testing to those controls necessary to achieve the objectives in OMB 01-02. As the Library is not subject to the requirements of the Federal Managers' Financial Integrity Act (31 U.S.C. 3512) (FMFIA), we did not test internal controls relevant to operating objectives as broadly defined by FMFIA, such as those controls relevant to ensuring efficient operations. The objective of our audit was not to provide assurance on internal control. Consequently, we do not provide an opinion on internal control.

Our consideration of the internal control over financial reporting would not necessarily disclose all matters in the internal control over financial reporting that might be reportable conditions. Under standards issued by the American Institute of Certified Public Accountants, reportable conditions are matters coming to our attention relating to significant deficiencies in the design or operation of the internal control that, in our judgment, could adversely affect CAPRF's ability to record, process, summarize, and report financial data consistent with the assertions by management in the financial statements.

Material weaknesses are reportable conditions in which the design or operation of one or more of the internal control components does not reduce to a relatively low level the risk that misstatements in amounts that would be material in relation to the financial statements being

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audited may occur and not be detected within a timely period by employees in the normal course of performing their assigned functions. Because of inherent limitations in internal controls, misstatements, losses, or non-compliance may nevertheless occur and not be detected. However, we noted certain matters, discussed in the following paragraphs, involving the internal control and its operation that we consider to be reportable conditions. However, none of the reportable conditions are believed to be a material weakness.

REPORTABLE CONDITIONS

1. PARTICIPANT LIABILITY BALANCE RECONCILIATION AND RECORD KEEPING

Issues surrounding the participant balances which impacted management's ability to reconcile and report the liability due participants on a timely basis are as follows:

Completing Timely and Accurate Reconciliations at September 30, 2000 - Reconciliations of program participants' balances were not submitted and accurately reconciled within the time frames as required by Financial Statement Directive (FSD) 00-01. The final adjustments and reconciliations of ending participant balances were not completed until March 2001.

Financial Statement Directive (FSD) 00-01 "Guidelines for Financial System Reconciliations", was issued and effective in October 1999. This directive required that the reconciliation report be due by the 15th day of the third month following each accounting period (e.g., the September 30th report due on December 15th). Timely preparation of financial statements depends upon timely and accurate completion of the required reconciliations.

Issuance of a Status of Participant Account Balance - CAPRF did not provide its participants with a status of their balances on a timely basis. Sound internal controls dictate that participant balances be maintained, as well as distributed to the participants, in an effort to resolve any disagreements on ending balances or other activity during the year.

Recommendations:

We recommend the following:

- Develop procedures to insure timely performance of required quarterly reconciliations of program participants' accounts.

- Prepare and send a Status of Participant Account on a quarterly basis to each participant. The Status of Participant Account should include the beginning balance, payments processed, costs incurred, unliquidated obligations, and the ending balance for materials, binding, shipping and air mail.

2. REVIEW ADEQUACY OF COST RECOVERY MODEL AND RESERVE

CAPRF lacked a system to look at the results of the procedures over a period of time to determine their adequacy in recovering the full costs of the program.

CAPRF used several systems to set the fees, record revenue and analyze annual activity. The indirect and overhead cost recovery was based on a percentage of materials as determined by the African/Asian Acquisition and Overseas Operations Division (Af/A-OvOp) Participant Cost Recovery Model which was prepared annually. The indirect cost activity was compared to the indirect revenue fees annually, but this data was not incorporated into the Af/A-OvOp Participant Cost Recovery Model.

For the first year of operation, 1998, all funds collected for indirect costs in prior years of operation in the gift funds, in the amount of \$1,384,163, were considered start-up capital authorized in Public Law 105-55. As of September 30, 2000, there was a cumulative net loss of \$704,023. Included in this cumulative net loss are one-time charges pertaining to the start-up of CAPRF of \$248,228.

Recommendation:

- We recommend that Af/A-OvOp develop a methodology for incorporating the recoverable portion of the cumulative net losses of CAPRF, which amount to \$455,795 at September 30, 2000. In addition, Af/A-OvOp should also develop a methodology for analyzing the adequacy of the reserve.

3. SECURITY PRACTICES OVER INFORMATION TECHNOLOGY SYSTEMS NEED TO BE IMPROVED

The CAPRF's systems environment is threatened by weaknesses in several information protection control structures. The CAPRF had not implemented security policies and procedures to ensure that the CAPRF's resources were restricted to authorized individuals and that critical data was protected. The controls in place were inadequate to fully protect information systems' resources from unauthorized access, unauthorized use, or damage. The presence of these weaknesses increases the risk that the CAPRF's data and equipment are not properly safeguarded. The details of the matters are as follows:

- Entity-Wide Security Program needs to be documented. The CAPRF lacks a documented comprehensive security administrative structure to manage and protect its information systems. The management procedures and organizational framework need improvement for identifying and assessing risks, deciding what policies and controls are needed, periodically evaluating the effectiveness of these policies and controls, and acting to address any identified weaknesses. These are the fundamental activities that allow an organization to manage its information security risks cost effectively, rather than reacting to individual problems on an ad hoc basis, or after a violation has been detected or an audit finding has been reported.
- The contingency plan at the Cairo field office is not current. The existing contingency plan only addresses problems related to Y2K. The Plan is outdated and includes 2 systems no longer used by the office.
- Application software change controls were inadequate. The African/Asian Acquisitions and Overseas Operations Division (Af/A-OvOp) lacks a documented system life cycle methodology. Af/A-OvOp also lacks an administrative structure and management polices to manage the program change control process. The change controls process is informal and varies depending on the analyst in-charge of the program change. The Af/A-OvOp does not have a uniform System Development Life Cycle methodology (SDLC) or Configuration management polices. A comprehensive change control process may have prevented the events that led management decisions to withdraw the implementation of IFOS.

Recommendations:

We recommend the following:

- We recommend that the CAPRF document and implement security policies and procedures to ensure that resources are restricted to authorized individuals and that critical data is protected. We recommend that management establish a structure to implement the security program. The structure generally consists of a core of personnel who are designated as security managers. The security management function also serves as a focal point for others who play a role in evaluating the appropriateness and effectiveness of computer-related controls on a day-to-day basis for each of the field offices.
- Develop and test a disaster recovery plan for the field offices and provide formal emergency-response training to staff.

- Document a uniform SDLC methodology. Develop an administrative and management structure to control the program change and implementation processes.

We have reviewed our internal control matters with CAPRF's management and concluded that no change is needed to our findings or recommendations. We will continue to work closely with management to help them fully understand the key points of our recommendations.

In addition to the reportable conditions described above, we noted certain matters involving internal control and its operations that we reported to the management of CAPRF in a separate letter dated March 16, 2001.

This report is intended for the information and use of the management of CAPRF, the Library of Congress Office of the Inspector General, the management of the Library of Congress, and Congress, and is not intended to be and should not be, used by anyone other than these specified parties.

Clifton Gundersen LLP

Calverton, Maryland
March 16, 2001