



The Department of State Humanitarian Assistance Response To Support Ukraine

INTRODUCTION

Russia's war of aggression against Ukraine is the largest armed conflict in Europe since World War II and has had deep and wide-ranging consequences. The intense military escalation has resulted in loss of life, injuries, and mass movement of civilian populations. People have fled their homes in search of safety, and many have been displaced multiple times by the ongoing fighting. As a result, 17.7 million people were in urgent need of humanitarian assistance as of December 2022.¹ As of March 2023, more than 5.3 million people have been internally displaced within Ukraine.² In addition, more than 8.1 million have fled the war and Ukraine as refugees.³

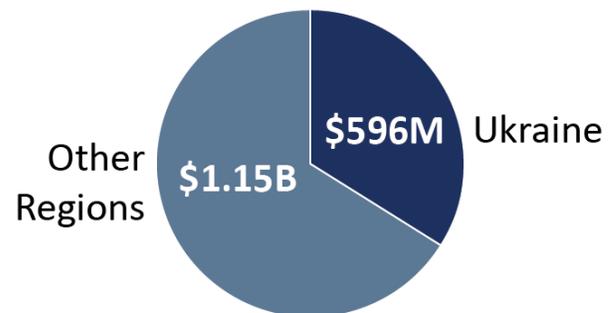
The scale and scope of the U.S. government's response has been sizable. In four supplemental appropriations in March, May, September, and December 2022, Congress provided more than \$113 billion in funding for Ukraine response efforts across 14 federal departments and agencies.⁴ Of this funding, the Department of State (Department) received \$3.3 billion for its humanitarian assistance response.⁵

As part of an Office of Inspector General (OIG) audit that is presently underway, this information brief provides details regarding the Department's humanitarian assistance response to Russia's February 2022 full-scale invasion of Ukraine.

FUNDING ALLOCATED FOR UKRAINE AND OTHER REFUGEE CRISES

Of the \$3.3 billion Congress appropriated for humanitarian assistance, the Department allocated \$596 million (18 percent) for the Ukrainian crisis and \$1.15 billion (35 percent) for other refugee crises.⁶ According to a Bureau of Population, Refugees, and Migration (PRM) official, the remaining \$1.54 billion (47 percent), which was appropriated in December 2022, had not been allocated for specific response efforts as of February 2023.⁷

FIGURE 1: FUNDING ALLOCATED FOR UKRAINE CRISIS AND OTHER REFUGEE CRISES



Source: Generated by OIG based on data provided by PRM regarding allocated Ukraine Supplemental funds as of February 2023.

Of the \$596 million PRM allocated to the Ukrainian crisis, \$493.7 million⁸ (83 percent) was obligated to the following nine implementing partners.

PRM'S UKRAINE CRISIS IMPLEMENTING PARTNERS MISSIONS

United Nations High Commissioner for Refugees (UNHCR). In Ukraine, UNHCR is advancing area-based and participatory approaches to sustaining refugee returnees in their communities of origin and promote economic recovery and reconstruction. In neighboring refugee-hosting countries, UNHCR is supporting the inclusion of refugees in national systems, with a focus on support to the most vulnerable, and working with local host communities to expand access to needed services. (\$313,800,000)

United Nations Children's Fund (UNICEF). UNICEF is providing multisector, life-saving support for children and their families in refugee-hosting countries outside Ukraine. This support includes advocating for better protection, meeting basic needs, and expanding opportunities for vulnerable children and their families. UNICEF supports Ukrainians' access to information, engages affected communities in

response design and delivery, facilitates social cohesion between refugee and host communities, and ensures accountability mechanisms for a dignified, people-centered response. UNICEF reinforces inclusion and the prevention of discrimination, including for children with disabilities, Roma, and third-country nationals. (\$81,200,000)

International Organization for Migration (IOM). IOM seeks to meet the needs and promote the rights, dignity, and well-being of crisis-affected people in Ukraine’s neighboring countries—Hungary, Moldova, Poland, Romania, and Slovakia—as well as other states providing refuge to Ukrainians and third-country nationals through principled humanitarian action. (\$36,700,000)

World Health Organization (WHO). WHO is working through its offices in countries hosting refugees from Ukraine to respond to the health emergency triggered by Russia’s invasion of Ukraine. WHO is delivering specialized medical supplies, coordinating the deployment of medical teams, and working with health authorities to minimize disruptions to the delivery of critical healthcare services in countries hosting refugees. (\$16,900,000)

International Federation of Red Cross and Red Crescent Societies (IFRC). IFRC seeks to reach the most vulnerable communities in countries impacted by Russia’s war against Ukraine (including displaced, host communities, and those otherwise impacted) to ensure they can cover their basic needs through the provision of multipurpose cash for basic needs and conditional cash-voucher assistance for shelter (e.g., rental support or host family arrangements). (\$10,000,000)

Catholic Relief Services (CRS). CRS supports refugees from Ukraine staying in and arriving at collective centers in Moldova to meet their essential needs during initial displacement. This includes the provision of core-relief items,

hygiene vouchers, and cash assistance for refugees and host families. (\$8,322,792)

United Nations Population Fund (UNFPA). UNFPA’s Ukraine response focuses on sexual and reproductive health, including maternal and newborn health, and protection from sexual and gender-based violence in refugee-hosting countries, predominately for women, girls, and the most vulnerable. UNFPA is repurposing its existing health and protection programs to provide emergency response services to meet the urgent needs of refugees from Ukraine. (\$4,900,000)

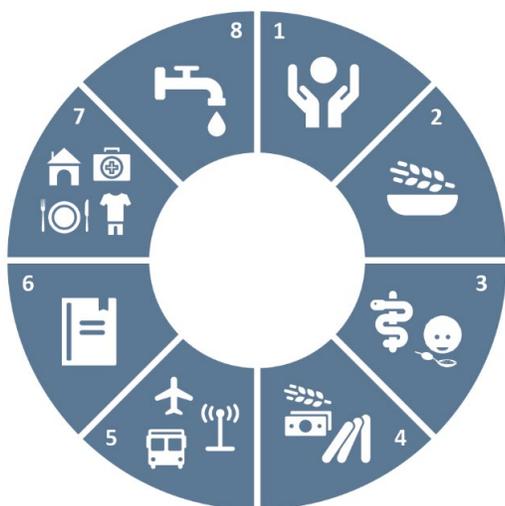
United Nations Women (UN Women). UN Women promotes gender equality and the empowerment of refugee women from Ukraine by ensuring that women’s and girls’ voices and needs are met and prioritized within the Regional Refugee Response. It does this by advancing gender-responsive programming, financing, and coordination with and of UN agencies, regional inter-governmental bodies, and refugee response structures. UN Women addresses the gender-specific impacts of the humanitarian and refugee crisis, while simultaneously ensuring that vulnerable refugee women, including survivors of gender-based violence and those at risk, have strengthened access to protection services, capacities, and resources that reflect multisector coordination and are gender-responsive and survivor-centered. (\$1,900,182)

Undisclosed Implementing Partner. This undisclosed implementing partner is a group that secures and provides assistance to people who are in distress.⁹ (\$20,000,000)

AREAS OF ASSISTANCE

The Biden Administration describes humanitarian assistance as critical resources to provide lifesaving aid to people displaced by Putin’s war against Ukraine.¹⁰ This aid includes protection, including mental health and psychosocial support, child protection, and the prevention and mitigation of gender-based violence; emergency health care and the provision of medical supplies, high thermal blankets, bedding, and other core-relief items such as hygiene kits; safe drinking water; cash and voucher assistance; livelihoods and legal assistance; shelter materials; and other accommodation support. PRM leads the Department’s response to humanitarian crises and its efforts to provide protection to refugees. PRM also determines the level of contributions the United States provides to public international organizations¹¹ (PIO) for humanitarian assistance and protection for refugees who cross the border from one country to another and other victims of conflict.

Figure 2: AREAS OF ASSISTANCE



Source: Generated by OIG from the Regional Refugee Response Plan for the Ukraine Situation, *Ukraine Situation Regional Refugee Response Plan, March to December 2022*, page 3. PRM’s implementing partners are working across eight areas of assistance: (1) protection; (2) food security; (3) health and nutrition; (4) livelihood and resilience; (5) logistics, telecommunication, and operational support; (6) education; (7) basic needs; and (8) water, sanitation, and hygiene.

Protection



All nine implementing partners are providing protection assistance, which includes child protection, gender-based violence and human trafficking prevention, risk mitigation and response, and mental health and psychosocial support. For example, UNHCR and UNICEF have established Blue Dots, which are one-stop-shops and safe spaces providing children, families, and people with specific needs with a rest stop where they can access critical services. The services include specialist advice, legal aid, psychological first aid from mental health staff, and group activities and parenting support for mothers from social workers, as well as family friendly spaces for nursing and play. Blue Dots are set up in key locations like border crossing points and train stations in Poland, Moldova, Romania, Hungary, and Slovakia, among others.

Food Security



To meet the food security needs of refugees arriving from Ukraine, IOM, and an undisclosed implementing partner are working to support food security services to refugees, primarily through multipurpose cash assistance. PRM’s undisclosed partner provides food packages within Ukraine. In Poland, PRM implementing partners provide immediate, in-kind food assistance to highly vulnerable refugees from Ukraine at border areas, urban areas, and while in transit.

Health and Nutrition



UNHCR, UNICEF, IOM, WHO, IFRC, UNFPA, and an undisclosed implementing partner are providing health care to refugees. For example, as of November 2022, IOM reported that it reached 27,423 individuals for health-related issues and provided 27,710 services for mental health and psychosocial support in countries neighboring Ukraine. In Poland, five Psychosocial Mobile Teams are working in eight long-term stay centers in Warsaw to provide direct assistance to residents. IOM also reported that it has also provided psychological first aid, individual psychosocial counseling, group sessions, social counseling, and community engagement activities to refugees in Poland. From February through November 2022, UNICEF supported 179,101 women and children

by providing access to primary healthcare in neighboring countries.

Livelihood and Resilience



UNHCR, UNICEF, IOM, UN Women, and an undisclosed implementing partner are providing livelihood and resilience activities.

For example, IOM is addressing livelihood and inclusion concerns as the need increases for mid- to long-term solutions for refugees in host countries. In Romania, IOM supports refugees through seven Migrant Integration Centers in major cities across the country. Migrant Integration Centers provide information on employment pathways, health and education registration, language courses, counseling, and other tailored assistance. As of August 2022, over 750 Ukrainians were registered with the centers, and approximately 100 persons regularly attend language courses there. In Poland, IOM provides regular language courses, interview practice sessions, and support for persons living with disabilities throughout their job search. For example, in July 2022, IOM held a presentation on labor rights and employment pathways in Poland.

Logistics, Telecommunication, and Operational Support



UNHCR, UNICEF, IOM, and an undisclosed implementing partner are working to support logistics, telecoms, and operational support.

For example, in Hungary, UNHCR's Budapest-based Supply Management and Logistic Service is responsible for global supply chain management and operational support, as well as planning and reporting on the use of resources. A sound network of global stockpiles and suppliers, to include a regional network of 20 warehouses, has supported the Supply Management Service team in responding to the emergency in Ukraine and neighboring countries. UNHCR has also deployed supply staff, including experts in procurement and logistics, to Poland and deployed a Senior Supply Coordinator to manage UNHCR Supply Emergency Response for the whole crisis.

In Moldova, the UNHCR reported that the Refugee Emergency Telecommunications Sector is the coordinating body for IT and communications assessment and service delivery in refugee

emergencies. Refugee Emergency Telecommunications Sector seeks to reinforce multi-sector coordination by streamlining IT and communications into operational preparedness and response strategies for the delivery of assistance to refugees. In Moldova, with the increasing number of humanitarian partners providing services to persons of concern, Refugee Emergency Telecommunications Sector is prioritizing the establishment of internet connectivity in reception centers and other key operational sites and delivering internet connectivity in Blue Dot hubs across the country.

Education



Over 5.7 million school-aged children have been negatively impacted by the war, including 3.6 million affected by the closure of

educational institutions. Acute and ongoing exposure to conflict-related trauma and the resulting psychological stress is also affecting education. Parents and children affected by the crisis consistently cite education as a top priority. UNHCR, UNICEF, IOM, and UNFPA are providing education access to refugees in neighboring countries. For example, UNICEF and UNFPA are working in Moldova to support refugee children and their families by ensuring access to quality, inclusive, and safe education services for pre-school and school-aged children.

Basic Needs



All nine implementing partners are providing basic needs such as accommodation, shelter, core relief items, transportation, and cash

assistance. For example, in Moldova, CRS report that it provides safe, dignified homes for refugees. CRS provides beds and hot meals in emergency accommodations centers when refugees arrive in Moldova. For longer-term stays, CRS supports Moldovan families willing to host refugees through cash assistance to those families to pay for utilities and other expenses. CRS also assists refugees seeking to live independently with financial support for rent and utilities.

In Poland, UNHCR reported that it has delivered 1,073,289 essential and core relief items such as face masks, mattresses, bed linen, blankets, hygiene kits, and towels, which have been dispatched and delivered mostly to regional and local authorities.

In Moldova, IOM reported that teams continue to assist with the transportation of medically vulnerable persons to European countries. In addition, IOM reported that it has assisted 3,436 refugees, third country nationals, and host families with cash vouchers to cover basic needs, with similar operations in Belarus.

In Poland and Moldova, UNHCR provides cash assistance quickly and safely to refugees, which is one of the most efficient and effective ways to support people forced to flee, especially in fast-changing emergencies, according to the implementing partner.

Water, Sanitation, and Hygiene



Water, sanitation, and hygiene services are essential, especially at border checkpoints. UNHCR, IOM, UNICEF, UNFPA, CRS, and an undisclosed implementing partner are providing access to clean water, distributing critical hygiene and dignity products, in particular for women and children, and supporting infection prevention and hygiene promotion. For example, in Poland, IOM and UNICEF reported that they are working to ensure that refugees have access to quality water, sanitation, and hygiene services to enhance dignity and prevent waterborne diseases and associated morbidity and mortality.

COUNTRIES RECEIVING HUMANITARIAN ASSISTANCE

Of the \$493.7 million obligated for humanitarian assistance in response to the Ukrainian crisis, \$415.2 million (84 percent) had been expended as of February 2023 in nine countries: Ukraine, Poland, Moldova, Romania, Slovak Republic, Hungary, Czech Republic, Bulgaria, and Belarus. Figure 3 shows the amount of funds obligated by country.

FIGURE 3: FUNDING OBLIGATED BY COUNTRY



Source: Generated by OIG based on data provided by PRM regarding the Ukraine Supplemental funds obligated to the Ukrainian crisis as of February 2023.

FUNDING MECHANISMS

To assist Ukraine, PRM has obligated funding through two mechanisms: voluntary contributions and cooperative agreements. Specifically, PRM has issued nine voluntary contributions valued at \$485.4 million to eight PIOs and one cooperative agreement valued at \$8.3 million to a non-governmental organization.¹² The total funding for each implementing partner is shown in Figure 4, along with the countries where the awards are implemented.

FIGURE 4: IMPLEMENTING PARTNERS FUNDING

Implementing Partner	Funding	Countries
UNHCR	\$313,800,000	Ukraine, Moldova, Slovakia, Poland, Romania, Hungary, Czech Republic, Belarus, Bulgaria, Regional
UNICEF	\$81,200,000	Hungary, Moldova, Poland, Romania, Slovakia, Belarus, Bulgaria, Czech Republic, Regional
IOM	\$36,700,000	Romania, Hungary, Slovakia, Poland, Moldova, Czech Republic, Belarus, Bulgaria, Regional
Undisclosed Partner	\$20,000,000	Ukraine
WHO	\$16,900,000	Poland, Moldova, Hungary, Slovakia, Romania, Czech Republic, Belarus, Bulgaria
IFRC	\$10,000,000	Romania, Slovakia, Poland, Regional
CRS	\$8,322,792	Moldova
UNFPA	\$4,900,000	Moldova, Hungary, Poland, Romania, Slovakia, Regional
UN Women	\$1,900,182	Moldova, Regional

Source: Generated by OIG based on data provided by PRM regarding Ukraine Supplemental funds obligated to the Ukrainian crisis as of February 2023.

The use of voluntary contributions requires specific statutory authorization, also known as contribution authority, from Congress.¹³ Department bureaus allocate funds at their discretion in response to a call for funding, typically referred to as an appeal, from a PIO. The central purpose of this type of award is to enable the organization to carry out its activities.

VOLUNTARY CONTRIBUTIONS

Voluntary contributions are discretionary financial assistance provided “to directly support the activities of the organization or sustain the general budget and operations of the organization.”

Source: Federal Assistance Directive, Chapter 3, “Federal Award Requirements,” K. Assistance to Foreign Public Entities including Public International Organizations (PIOs), K.2. Voluntary Contributions, October 2021, page 117.

The Department requires written risk assessments and monitoring plans, but the extent of monitoring depends on the assessment of risks, a process that varies by the Department bureau responsible for awarding the voluntary contribution.¹⁴ Although Department officials are required to confirm that funds are used in a manner consistent with the purpose for which they are appropriated and awarded, it is at the discretion of the bureau to require performance and financial reporting from voluntary contribution recipients.

COOPERATIVE AGREEMENTS

Cooperative agreements are assistance awards that provide funding to organizations to implement a specific project or support an existing program or activity.

Cooperative agreements differ from voluntary contributions because they require “substantial involvement” from the Department.¹⁵ Cooperative agreements must include award provisions that communicate “specific program goals, objectives, indicators, or expected outcomes with an expected timeline for accomplishment; as well as the requirements to report on progress based on these stated goals, objectives, indicators, and outcomes.”¹⁶

The Department has different requirements for cooperative agreements provided to PIOs than those provided to non-governmental organizations. In general, PIOs are not expected to subject their books and records to inspection by the officials of each country providing contributions to the entity. As outlined in Department guidance, contributing member states “respect the independence of the organization and the integrity of its operations within the framework of its charter.”¹⁷ Under Department guidance, a cooperative agreement is the appropriate mechanism to provide federal assistance to a PIO when the purpose is “to implement a specific project and/or to support an existing program or activity.”¹⁸ Generally, cooperative agreements are not used to fund the general operating budget of a PIO.

For federal assistance awards to foreign public entities, which include PIOs, the Department has developed terms and conditions that address matters including programmatic and financial reporting, authorized budget activity, and allowable costs. Although many of the terms and conditions do not specifically apply to voluntary contributions, Department guidance strongly recommends that they be incorporated into the award documents when applicable and appropriate.¹⁹ For example, PRM’s voluntary contributions terms and conditions for the Ukrainian crisis referenced risk assessment, monitoring, and reporting requirements.

CONCLUSION

Russia’s full-scale invasion of Ukraine created the largest refugee crisis in Europe since World War II. As the war continues, the humanitarian needs of those impacted by the situation in Ukraine will increase, and the Department’s humanitarian assistance response will likely increase to meet those needs. As the Department’s humanitarian assistance grows, so too will the need to ensure that the funds are used as intended and that the assistance reaches those in need. Therefore, it is incumbent on the Department to regularly review the mechanisms through which such assistance is delivered and ensure appropriate oversight of the funding. In an audit that is presently underway, the OIG is reviewing the Department’s humanitarian assistance response to the Ukraine crisis to determine whether assistance has been implemented in accordance with Department policies, guidance, and

award terms and conditions and whether humanitarian assistance funds achieved their intended purpose.



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APPENDIX

SCOPE AND METHODOLOGY

The Office of Inspector General (OIG) issued this information brief to describe the Department of State's (Department) humanitarian assistance response for those impacted by the Ukraine crisis. OIG conducted its work for this information brief as part of an audit that is presently underway and is being conducted in accordance with generally accepted government auditing standards. The objective of the audit is to determine (1) whether the Department implemented humanitarian assistance in response to the Ukraine crisis in accordance with Department policies, guidance, and award terms and conditions and (2) whether humanitarian assistance funds achieved their intended purpose.

The information presented in this brief is drawn from documentation provided by Bureau of Population, Migration, and Refugee (PRM) officials and from publicly available information from humanitarian implementing partners involved in the response. OIG interviewed PRM officials, reviewed documentation provided by PRM on the funding allocated to the Ukraine crisis, and reviewed implementing partners' websites, appeals for assistance, and reports. Data received from PRM for this report was current as of February 2023.

ABBREVIATIONS

CRS	Catholic Relief Services
IFRC	International Federation of Red Cross and Red Crescent Societies
IOM	International Organization for Migration
OIG	Office of Inspector General
PIO	public international organization
PRM	Bureau of Population, Refugees, and Migration
UNFPA	United Nations Population Fund
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
WHO	World Health Organization

ACKNOWLEDGEMENTS

OIG appreciates the Department's continuing commitment to cooperation with our office and ongoing engagement with and support of our Ukraine response oversight efforts.

This information brief was prepared in accordance with the Council of Inspector General for Integrity and Efficiency's Quality Standards for Federal Offices of Inspector General which account for adherence to professional standards of independence, due professional care, and quality assurance, including procedures to ensure the accuracy of the information presented. Tinh Nguyen (Division Director), Aja Charity (Audit Manager), Matthew Tomlin (Management Analyst), Malea Martin (Management Analyst), Jasmine Saintéelus (Auditor), and Bonnie Stephens (Visual Informational Specialist) were key contributors to this report.

Visit OIG's Ukraine Response Oversight website, <https://www.stateoig.gov/ongoing-work-ukraine-response-oversight>, to follow our work or contact us at publicaffairs@stateoig.gov for additional information.

END NOTES

¹ UN Office for the Coordination of Humanitarian Affairs, *Ukraine Situation Report*, December 19, 2022, page 1.

² IOM Displacement Tracking Matrix, “Ukraine,” <https://dtm.iom.int/ukraine>.

³ UNHCR Operational Data Portal, “Ukraine Refugee Situation,” <https://data.unhcr.org/en/situations/ukraine>.

⁴ Consolidated Appropriations Act, 2022, Public Law 117-103, Division N – Ukraine Supplemental Appropriations Act, 2022, March 15, 2022; Additional Ukraine Supplemental Appropriations Act, 2022, Public Law 117-128, May 21, 2022; Continuing Appropriations and Ukraine Supplemental Appropriations Act, 2023, Public Law 117-180, Division B – Ukraine Supplemental Appropriations Act, 2023, September 30, 2022; and Consolidated Appropriations Act, 2023, Public Law 117-328, Division M – Additional Ukraine Supplemental Appropriations Act, 2023, December 29, 2022.

⁵ The U.S. government supports global efforts to assist people affected by conflict and natural disasters through appropriations to humanitarian accounts. The Department manages the Migration and Refugee Assistance account.

⁶ The Ukraine Supplemental Appropriations Act, 2022—the first supplemental appropriation—allocated funding “to assist refugees from Ukraine and for additional support for other vulnerable populations and communities.” According to a PRM official, \$1.15 billion was allocated, and later obligated, to other refugee crises, in consultation with Congress. The PRM official further stated that “the flexible language [in the supplemental appropriations] allowing global use of the funds indicated that there was the intention for the supplemental funds to be used broadly to address other situations as well as Ukraine.”

⁷ Congress provided a total of \$1.75 billion in two supplemental appropriations for Migration and Refugee Assistance funding for Ukraine and other refugee crises. According to PRM, it allocated \$596 million (34 percent) for the Ukraine crisis response and more than \$1.15 billion (66 percent) for other crises around the world. As of March 2023, PRM has obligated all of the \$1.15 billion allocated for other crises and \$493.7 million of the amount allocated for the Ukraine crisis response; PRM carried forward the remaining \$102 million for use in FY 2023. In December 2022, Congress provided \$1.54 billion in FY 2023 supplemental appropriations for Migration and Refugee Assistance, “of which not less than \$620,000,000 shall be made available to address humanitarian needs in, and to assist refugees from, Ukraine, and for additional support for other vulnerable populations and communities.”

⁸ As of February 2023.

⁹ According to PRM, the undisclosed implementing partner would like to remain anonymous in an effort to preserve its operational space. Therefore, the Department has agreed not to disclose its name.

¹⁰ The White House, *FACT SHEET: White House Calls on Congress to Provide Additional Support for Ukraine*, April 28, 2022.

¹¹ 22 United States Code (U.S.C.) § 288, defines PIO as “a public international organization in which the United States participates pursuant to any treaty or under the authority of any Act of Congress authorizing such participation or making an appropriation for such participation...”

¹² A non-governmental organization is an institution that operates independently of any government, typically one whose purpose is to address a social or political issue.

¹³ Bureaus provide voluntary contributions to IOs under different legislative authorities. PRM provides voluntary contributions to relevant PIOs under the statutory authority of the Migration and Refugee Assistance Act of 1962, codified at 22 U.S.C. § 2601, which authorizes funds to be appropriated for “contributions” for assistance to refugees.

¹⁴ Federal Assistance Directive, Chapter 3, “Federal Award Requirements,” K.2., Voluntary Contributions, Version 6.2, October 2021, page 119.

¹⁵ Federal Assistance Directive, Chapter 2, “Pre-Federal Award Requirements,” A. Select the Appropriate Instrument, Version 6.2, October 2021, page 23. Examples of substantial involvement include: (1) active collaboration with the recipient in the implementation of the award; (2) review and approval of one stage of work before another can begin; (3) joint preparation or presentation of results with the recipient; (4) involvement in the selection of participants or program venues; (5) specific programmatic oversight in the award, beyond normal monitoring.

¹⁶ Federal Assistance Directive, Chapter 3 “Federal Award Requirements,” G. Grants and Cooperative Agreements to Organizations (that are not Foreign Public Entities), Version 6.2, October 2021, page 89.

¹⁷ Federal Assistance Directive, Chapter 3, “Federal Award Requirements,” K. Assistance to Foreign Public Entities including Public International Organizations (PIOs), Version 6.2, October 2021, page 112.

¹⁸ Federal Assistance Directive, Chapter 3, “Federal Award Requirements” K.1. Grants, Cooperative Agreements, and Letter Grants under Domestic Law, Version 6.2, October 2021, page 113.

¹⁹ Federal Assistance Directive, Chapter 3, “Federal Award Requirements,” K.2., Voluntary Contributions, Version 6.2, October 2021, page 118.