

INDEPENDENT AUDITOR'S REPORT
AUD-FM-26-05

To the Secretary of the U.S. Department of State and the Senior Official Performing the Duties of the Inspector General:

Report on the Audit of the Financial Statements***Opinion***

We have audited the financial statements of the U.S. Department of State (Department), which comprise the consolidated balance sheet as of September 30, 2025; the related consolidated statements of net cost and changes in net position and the combined statement of budgetary resources for the year then ended; and the related notes to the financial statements.

In our opinion, the accompanying financial statements present fairly, in all material respects, the financial position of the Department as of September 30, 2025, and its net cost of operations, changes in net position, and budgetary resources for the year then ended, in accordance with accounting principles generally accepted in the United States of America.

Basis for Opinion

We conducted our audit in accordance with auditing standards generally accepted in the United States of America (GAAS); 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. 24-02, "Audit Requirements for Federal Financial Statements." Our responsibilities under those standards are further described in the Auditor's Responsibilities for the Audit of the Financial Statements section of our report. We are required to be independent of the Department and to meet our other ethical responsibilities in accordance with the relevant ethical requirements relating to our audit. We believe that the audit evidence we have obtained is sufficient and appropriate to provide a basis for our audit opinion.

Responsibilities of Management for the Financial Statements

Management is responsible for the preparation and fair presentation of the financial statements in accordance with accounting principles generally accepted in the United States of America, and for the design, implementation, and maintenance of internal control relevant to the preparation and fair presentation of financial statements that are free from material misstatement, whether due to fraud or error.

In preparing the financial statements, management is required to evaluate whether there are conditions or events, considered in the aggregate, that raise substantial doubt about the Department's ability to continue as a going concern for a reasonable period of time.

Auditor's Responsibilities for the Audit of the Financial Statements

Our objectives are to obtain reasonable assurance about whether the financial statements, as a whole, are free from material misstatement, whether due to fraud or error, and to issue an auditor's report that includes our opinion. Reasonable assurance is a high level of assurance but is not absolute assurance and, therefore, is not a guarantee that an audit conducted in accordance with GAAS and *Government Auditing Standards* will always detect a material misstatement when it exists. The risk of not detecting a material misstatement resulting from fraud is higher than for one resulting from error, as fraud may involve collusion, forgery, intentional omissions, misrepresentations, or the override of internal control. Misstatements are considered material if there is a substantial likelihood that, individually or in the aggregate, they would influence the judgment made by a reasonable user based on the financial statements.

In performing an audit in accordance with GAAS and *Government Auditing Standards*, we:

- Exercise professional judgment and maintain professional skepticism throughout the audit.
- Identify and assess the risks of material misstatement of the financial statements, whether due to fraud or error, and design and perform audit procedures responsive to those risks. Such procedures include examining, on a test basis, evidence regarding the amounts and disclosures in the financial statements.
- Obtain an understanding of internal control relevant to the audit in order to design audit procedures that are appropriate in the circumstances, but not for the purpose of expressing an opinion on the effectiveness of the Department's internal control. Accordingly, no such opinion is expressed.
- Evaluate the appropriateness of accounting policies used and the reasonableness of significant accounting estimates made by management, as well as evaluate the overall presentation of the financial statements.
- Conclude whether, in our judgment, there are conditions or events, considered in the aggregate, that raise substantial doubt about the Department's ability to continue as a going concern for a reasonable period of time.

We are required to communicate with those charged with governance regarding, among other matters, the planned scope and timing of the audit, significant audit findings, and certain internal control-related matters that we identified during the audit.

Required Supplementary Information

Accounting principles generally accepted in the United States of America require that the Management's Discussion and Analysis, Combining Statement of Budgetary Resources, Deferred Maintenance and Repairs, and Land be presented to supplement the financial statements. Such information is the responsibility of management and, although not a part of the financial statements, is required by OMB Circular A-136, "Financial Reporting Requirements," and the Federal Accounting Standards Advisory Board, which consider the information to be an essential part of financial reporting for placing the financial statements in an appropriate operational, economic, or historical context. We have applied certain limited procedures to the

required supplementary information in accordance with GAAS, which consisted of making inquiries of management about the methods of preparing the information and comparing the information for consistency with management’s responses to our inquiries, the financial statements, and other knowledge we obtained during our audit of the financial statements. We do not express an opinion or provide any assurance on the information because the limited procedures do not provide us with sufficient evidence to express an opinion or provide any assurance.

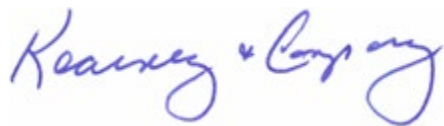
Other Information

Management is responsible for the other information included in the Agency Financial Report. The other information comprises the Introduction, Message from the Secretary, Message from the Comptroller, Section III: Other Information, and Appendices as listed in the Table of Contents of the Department’s Agency Financial Report, but does not include the financial statements and our auditor’s report thereon. Our opinion on the financial statements does not cover the other information, and we do not express an opinion or any form of assurance thereon.

In connection with our audit of the financial statements, our responsibility is to read the other information and consider whether a material inconsistency exists between the other information and the financial statements, or the other information otherwise appears to be materially misstated. If, based on the work performed, we conclude that an uncorrected material misstatement of the other information exists, we are required to describe it in our report.

Other Reporting Required by Government Auditing Standards

In accordance with *Government Auditing Standards* and OMB Bulletin No. 24-02, we have also issued reports, dated December 18, 2025, on our consideration of the Department’s internal control over financial reporting and on our tests of the Department’s compliance with certain provisions of laws, regulations, contracts, and grant agreements. The purpose of those reports is solely to describe the scope of our testing of internal control over financial reporting and compliance and the results of that testing and not to provide an opinion on the effectiveness of the Department’s internal control over financial reporting or on compliance. Those reports are an integral part of an audit performed in accordance with *Government Auditing Standards* and OMB Bulletin No. 24-02 in considering the Department’s internal control over financial reporting and compliance.



Alexandria, Virginia
December 18, 2025

INDEPENDENT AUDITOR’S REPORT ON INTERNAL CONTROL OVER FINANCIAL REPORTING

To the Secretary of the U.S. Department of State and the Senior Official Performing the Duties of the Inspector General:

We have audited, in accordance with auditing standards generally accepted in the United States of America; 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. 24-02, “Audit Requirements for Federal Financial Statements,” the financial statements and the related notes to the financial statements of the U.S. Department of State (Department) as of and for the year ended September 30, 2025, which collectively comprise the Department’s financial statements, and we have issued our report thereon dated December 18, 2025.

Report on Internal Control Over Financial Reporting

In planning and performing our audit of the financial statements, we considered the Department’s internal control over financial reporting (internal control) as a basis for designing audit procedures that are appropriate in the circumstances for the purpose of expressing our opinion on the financial statements, but not for the purpose of expressing an opinion on the effectiveness of the Department’s internal control. Accordingly, we do not express an opinion on the effectiveness of the Department’s internal control. We limited our internal control testing to those controls necessary to achieve the objectives described in OMB Bulletin No. 24-02. We did not test all internal controls relevant to operating objectives as broadly defined by the Federal Managers’ Financial Integrity Act of 1982,¹ such as those controls relevant to ensuring efficient operations.

A deficiency in internal control exists when the design or operation of a control does not allow management or employees, in the normal course of performing their assigned functions, to prevent, or detect and correct, misstatements on a timely basis. A material weakness is a deficiency, or combination of deficiencies, in internal control such that there is a reasonable possibility that a material misstatement of the entity’s financial statements will not be prevented, or detected and corrected, on a timely basis. A significant deficiency is a deficiency, or a combination of deficiencies, in internal control that is less severe than a material weakness, yet important enough to merit attention by those charged with governance.

Our consideration of internal control was for the limited purpose described in the first paragraph of this section and was not designed to identify all deficiencies in internal control that might be material weaknesses or significant deficiencies; therefore, material weaknesses or significant deficiencies may exist that have not been identified. Given these limitations, during our audit, we did not identify any deficiencies in internal control that we consider to be material weaknesses.

¹ Federal Managers’ Financial Integrity Act of 1982, Public Law 97-255 (September 8, 1982).

We identified certain deficiencies in internal control, described below, that we consider to be significant deficiencies.

Significant Deficiencies

I. Property and Equipment

The Department reported more than \$34 billion in net property and equipment on its FY 2025 consolidated balance sheet. Real property consisted primarily of residential and functional facilities and capital improvements to these facilities. Personal property consisted of several asset categories, including aircraft, vehicles, security equipment, communication equipment, and software. Weaknesses in property and equipment were initially reported during the audit of the Department's FY 2005 financial statements. In FY 2025, the Department's internal control structure continued to exhibit several deficiencies that negatively affected the Department's ability to account for property in a complete, accurate, and timely manner. We concluded that the combination of property-related control deficiencies was a significant deficiency. The individual deficiencies we identified are summarized as follows:

- Overseas Real Property – The Department operates at more than 270 embassies, consulates, and other posts in more than 180 countries and is primarily responsible for the acquisition, management, and disposal of real property in foreign countries on behalf of civilian U.S. Government agencies. We identified instances in which the Department did not record overseas real property disposals in a timely manner. The exceptions identified related to assets that had been disposed of through transactions other than sales (e.g., demolition). Although the Department implemented a quarterly data call to identify real property disposals, the process did not ensure that all real property disposals were recorded in the proper fiscal year. Additionally, post officials did not always update the Department's property system with information related to real property disposals in a timely manner. Without internal control enhancements, unrecorded real property transactions will continue to impact the Department's financial statements.
- Personal Property – The Department uses several nonintegrated systems to track, manage, and record personal property transactions. Information in the property systems is periodically merged or reconciled with the financial management system to centrally account for the acquisition, disposal, and transfer of personal property. We identified a significant number of personal property transactions that the Department did not record in the correct fiscal year. In addition, we found that the acquisition value recorded for numerous selected items could not be supported or was incorrect. Furthermore, we found that the gain or loss recorded for some personal property disposals was not properly recorded. The errors resulted in misstatements to the Department's financial statements. Furthermore, the lack of effective controls may result in the loss of accountability for asset custodianship, which could lead to undetected theft or waste.
- Software – Federal agencies use various types of software applications, called internal use software (IUS), to conduct business. Applications in the development phase are considered software in development (SID). Agencies are required to report software as

property in their financial statements. We identified instances in which the data recorded for SID were unsupported. We also identified instances in which completed projects were not transferred from SID to IUS in a timely manner. Although the Department performed a quarterly data call to obtain information on SID status from project owners or managers, this process relied on the responsiveness and understanding of individual project owners or managers, not all of whom fully understood the accounting requirements for reporting software data. Additionally, the Department did not have an effective process to confirm that information provided by project managers was complete, accurate, and supported. Furthermore, the Department lacked an effective process to ensure that software initiatives that met the Department's criteria for capitalization were properly classified at the start of the project. Until the Department improves its internal control over accounting for software, it may continue to erroneously record some software-related transactions.

- Heritage Assets – Heritage assets are assets that are unique because of historical or natural significance; are of cultural, educational, or artistic importance; or have significant architectural characteristics. The Department maintains nine separate collections of heritage assets. One of the collections is the Secretary of State's Register of Culturally Significant Property.² Items in this collection are classified as "multi-use" because of their use in general government operations. Agencies are annually required to report information related to heritage assets in a financial statement note. We identified 185 assets that were categorized as multi-use heritage assets in the Department's real property system of record that the Department did not report in its heritage asset note disclosure. The Department did not have an effective process to ensure that it reported all real property identified as a heritage asset. Specifically, for real property, the Department only reported items that were included on the Secretary of State's Register of Culturally Significant Property as heritage assets. Until the Department improves its internal control over accounting for heritage assets, it may continue to erroneously report the total number of heritage assets.
- Leases – The Department manages more than 17,000 real property leases throughout the world, including office and functional properties and residential units. In FY 2024, the Department implemented the Federal Accounting Standards Advisory Board's Statement of Federal Financial Accounting Standards (SFFAS) 54, "Leases," which significantly changed the requirements for reporting federal agencies' lease inventories. During the FY 2025 audit, we tested a sample of leases to assess the accuracy of the recorded lease data and identified exceptions, including information that was not supported and unrecorded key data elements. Although the Department continued to take steps to improve the quality and completeness of its lease inventory data, the Department's processes were not always effective. Lease information is entered into the lease tracking system by staff at more than 200 overseas locations. These employees had varying levels of understanding regarding when and how to record the lease data. The errors resulted in

² The Secretary of State's Register of Culturally Significant Property consists of buildings of historic, cultural, or architectural significance. The Department reported having 45 assets related to this collection as of September 30, 2024.

misstatements in the Department's financial statements. Additionally, the tool the Department used to assist with SFFAS 54 reporting lacked the functionality to automatically calculate the required lease-related accounting transactions.

II. Validity and Accuracy of Unliquidated Obligations

Unliquidated obligations (ULO) represent the cumulative amount of orders, contracts, and other binding agreements for which the goods and services that were ordered have not been received or the goods and services have been received but payment has not yet been made. The Department requires allotment holders to review obligations at least quarterly to ensure that they are valid. In addition, the Department performs a higher level quarterly review of certain overseas ULOs and an annual review of certain domestic ULOs. Weaknesses in controls over ULOs were initially reported during the audit of the Department's FY 1997 financial statements. We continued to identify invalid ULOs based on expired periods of performance, inactivity, lack of supporting documentation, and the inability to support bona fide need.

During its annual, higher level review of domestic ULOs, the Department only assesses ULOs that meet certain categories that it identified as being at higher risk for invalidity. As a result, invalid ULOs in other categories may not be identified during the annual review. Furthermore, not all allotment holders were performing periodic reviews of ULO balances as required. The Department adjusted its FY 2025 financial statements to address the invalid ULOs that we identified during the audit. However, funds that could have been used for other purposes may have remained open as invalid ULOs, increasing the risk of duplicate or fraudulent payments.

III. Financial Reporting

Weaknesses in controls over financial reporting were initially reported during the audit of the Department's FY 2019 financial statements. During FY 2025, we continued to identify control limitations and concluded that financial reporting remained a significant deficiency. In some cases, appropriated funds are required to be transferred to other agencies for programmatic execution (referred to as "child funds"). Despite transferring these funds to another agency, the Department is required to report on the use and status of child funds in its financial statements.

During FY 2025, the Department made child fund transfers to three agencies. Audit testing of child funds at two of the agencies identified a substantial number of invalid ULOs. The Department adjusted its FY 2025 financial statements to address significant invalid ULOs identified during the audit. Regarding the third agency, during our FY 2021 financial statement audit, we requested that the Department obtain detailed financial information from that agency. However, the data provided by that agency were not complete or accurate and did not reconcile to that agency's trial balance data. During our FY 2025 financial statement audit, Department officials stated that this agency continued to be unable to provide transaction-level data. One reason for the issues identified was that the Department did not have an effective, routine process to ensure that amounts reported by agencies receiving child funds were accurate. In addition, the Department did not have a routine process to ensure that transaction-level details were readily

available from the other agencies and were auditable. Without an effective process to monitor child funds, there is a risk of errors in the Department's future financial statements.

IV. Information Technology

The Department's information systems and electronic data depend on the confidentiality, integrity, and availability of the Department's comprehensive and interconnected IT infrastructure using various technologies around the globe. Therefore, it is critical that the Department manage information security risks effectively throughout the organization. The Department uses several financial management systems to compile information for financial reporting purposes. The Department's general support system, a component of its information security program, is the gateway for all the Department's systems, including its financial management systems. Generally, control deficiencies noted in the information security program are inherited by the systems that reside in it.

On behalf of the Office of Inspector General, we performed an audit of the Department's FY 2025 information security program, in accordance with the Federal Information Security Modernization Act of 2014 (FISMA).³ During that audit,⁴ we concluded that the Department did not have an effective organization-wide information security program. Specifically, we determined that 9 of 10 domains included in the "FY 2025 Inspector General Federal Information Security Modernization Act of 2014 (FISMA) Reporting Metrics v2.0" were operating below an effective level. Some of the deficiencies identified that we determined had an impact on internal controls related to financial reporting were the lack of an effective process to authorize and reauthorize the Department's information systems to operate in a timely manner,⁵ as well as the use of outdated guidance for the selection and implementation of required security and privacy controls during the authorization and reauthorization processes.⁶ In addition, the Department's processes to track and remediate identified vulnerabilities across the organization were ineffective.

Without an effective information security program, the Department remains vulnerable to IT-centered attacks and threats to its critical mission-related functions. Information security

³ Public Law 113-283 (December 18, 2014), codified at Title 44 United States Code Chapter 35, Subchapter II, "Information Security."

⁴ Office of Inspector General, *Audit of the Department of State FY 2025 Information Security Program* (AUD-IT-25-35, September 2025).

⁵ According to the National Institute of Standards and Technology (NIST), Special Publication (SP) 800-37, rev. 2, "Risk Management Framework for Information Systems and Organizations, A System Life Cycle Approach for Security and Privacy," December 2018, page 91, an authorization to operate is "the official management decision given by a senior [f]ederal official or officials to authorize operation of an information system and to explicitly accept the risk to agency operations (including mission, functions, image, or reputation), agency assets, individuals, other organizations, and the Nation based on the implementation of an agreed-upon set of security and privacy controls."

⁶ OMB Circular A-130, "Managing Information as a Strategic Resource," July 28, 2016, page Appendix I – 16, states that agencies are required to meet and comply with NIST standards and guidance within 1 year after publication. NIST SP 800-53, rev. 5, "Security and Privacy Controls for Information Systems and Organizations," was published in September 2020. In addition, NIST SP 800-53A, rev. 5, "Assessing Security and Privacy Controls in Information Systems and Organizations," which provides guidance and establishes procedures for conducting assessments of security and privacy controls, was published in January 2022.

program weaknesses can affect the integrity of financial applications, which increases the risk that sensitive financial information could be accessed by unauthorized individuals or that financial transactions could be altered, either accidentally or intentionally. Information security program weaknesses and deficiencies increase the risk that the Department will be unable to report financial data accurately.

We considered the weaknesses and deficiencies identified during the FISMA audit to be a significant deficiency within the scope of the FY 2025 financial statements audit. We have reported weaknesses and deficiencies in IT security controls as a significant deficiency annually since our audit of the Department's FY 2009 financial statements.

During the audit, we noted certain additional matters involving internal control over financial reporting that we will report to Department management in a separate letter.

Department's Response to Findings

Government Auditing Standards require the auditor to perform limited procedures on the Department's response to the findings identified in our audit and previously described. The Department provided its response to our findings in a separate letter included in this report as Appendix A. We did not audit management's response, and accordingly, we express no opinion on it.

Purpose of This Report

The purpose of this report is solely to describe the scope of our testing of internal control over financial reporting and the results of that testing, and not to provide an opinion on the effectiveness of the Department's internal control. This report is an integral part of an audit performed in accordance with *Government Auditing Standards* and OMB Bulletin No. 24-02 in considering the Department's internal control over financial reporting. Accordingly, this report is not suitable for any other purpose.



Alexandria, Virginia
December 18, 2025

**INDEPENDENT AUDITOR’S REPORT ON COMPLIANCE WITH LAWS,
REGULATIONS, CONTRACTS, AND GRANT AGREEMENTS**

To the Secretary of the U.S. Department of State and the Senior Official Performing the Duties of the Inspector General:

We have audited, in accordance with auditing standards generally accepted in the United States of America; 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. 24-02, “Audit Requirements for Federal Financial Statements,” the financial statements and the related notes to the financial statements of the U.S. Department of State (Department) as of and for the year ended September 30, 2025, which collectively comprise the Department’s financial statements, and we have issued our report thereon dated December 18, 2025.

Report on Compliance

As part of obtaining reasonable assurance about whether the Department’s financial statements are free from material misstatement, we performed tests of the Department’s compliance with provisions of applicable laws, regulations, contracts, and grant agreements, noncompliance with which could have a direct and material effect on the determination of the financial statement amounts and disclosures, including the provisions referred to in Section 803(a) of the Federal Financial Management Improvement Act of 1996 (FFMIA).¹ We limited our tests of compliance to these provisions and did not test compliance with all laws, regulations, contracts, and grant agreements applicable to the Department. However, providing an opinion on compliance with those provisions was not an objective of our audit; accordingly, we do not express such an opinion.

The results of our tests, exclusive of those related to FFMIA, disclosed an instance of noncompliance that we are required to report in accordance with *Government Auditing Standards* and OMB Bulletin No. 24-02. Specifically, we noted noncompliance with the Prompt Payment Act.² This Act requires federal agencies to make payments in a timely manner, pay interest penalties when payments are late, and take discounts only when payments are made within the discount period. We determined that the Department did not consistently calculate or pay interest penalties for overdue payments to overseas vendors or international organizations. The Department was unable to provide legal justification exempting the Department from paying interest penalties for payments to these types of entities. Conditions impacting the Department’s compliance with the Prompt Payment Act have been reported annually since our FY 2009 audit.

The results of our tests of compliance with FFMIA disclosed no instances in which the Department’s financial management systems did not comply substantially with Section 803(a) requirements related to federal financial management system requirements, applicable federal

¹ Federal Financial Management Improvement Act of 1996, Public Law 104-208 (September 30, 1996).

² 31 United States Code Chapter 39, “Prompt Payment.”



accounting standards, or application of the United States Standard General Ledger at the transactional level.

Purpose of This Report

The purpose of this report is solely to describe the scope of our testing of compliance with provisions of applicable laws, regulations, contracts, and grant agreements and the results of that testing, and not to provide an opinion on compliance. This report is an integral part of an audit performed in accordance with *Government Auditing Standards* and OMB Bulletin No. 24-02 in considering the Department's compliance. Accordingly, this report is not suitable for any other purpose.

A handwritten signature in blue ink that reads "Kearney & Company". The signature is written in a cursive, flowing style.

Alexandria, Virginia
December 18, 2025



United States Department of State

Comptroller

Washington, DC 20520

December 18, 2025

UNCLASSIFIED
MEMORANDUM

TO: OIG – Arne B. Baker, Acting Inspector General

FROM: CGFS – Douglas A Pitkin, Acting Comptroller *Doug Pitkin*

SUBJECT: Draft Report on the Department of State's Fiscal Year 2025 Financial Statements

This memo responds to your request for comments on the draft Independent Auditor's Report on Internal Control Over Financial Reporting, and Independent Auditor's Report on Compliance with Applicable Provisions of Laws, Regulations, Contracts, and Grant Agreements. We are pleased to learn the Independent Auditor's Report concludes the Department has received an unmodified ("clean") audit opinion on its FY 2025 principal financial statements. Moreover, the audit reflects no material weaknesses.

As you are aware the scope of the Department's global mission and corresponding financial activities is immense. The Department operates in more than 270 embassies and consulates around the world. We conduct diplomacy on a 24/7 basis in over 135 currencies; manage over \$79 billion in budgetary resources and \$129 billion in assets. We remain focused on advancing financial transparency, strengthening internal controls, and modernizing our financial systems. In 2025, we enhanced our ability to provide timely, accurate, and actionable information to Department leadership and stakeholders through numerous initiatives. As part of the Department's reorganization, additional financial management functions have been consolidated within CGFS to provide partner-driven full life-cycle financial management support services.

We value accountability in all we do. The discipline of the annual external audit process and the issuance of the Department's audited financial statements represent our commitment to this accountability to the American people. The collaboration, issues resolution, and pursuit to strengthen our financial management across all parties is outstanding. Producing the audit and the Agency Financial Report relies on this coordination across the Department's financial management community. We extend our sincere thanks for the commitment by all parties, including the OIG and Keamey & Company, to work together constructively and within a concentrated timeframe to complete the comprehensive audit process.

There always will be new challenges and concerns given our global operating environment and scope of compliance requirements. The overall results of the audit reflect the continuing diligence and strong performance we strive to achieve in the Bureau of Comptroller and Global Financial Services (CGFS) and across the Department.

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We remain committed to strong corporate governance and internal controls as demonstrated by our robust system of internal controls. This framework is overseen by our Senior Assessment Team (SAT) and Management Control Steering Committee (MCSC), with senior leadership providing validation. We appreciate the OIG's participation in both the SAT and MCSC discussions. For FY 2025, no material weaknesses in internal controls were identified by senior leadership. As a result, the Secretary was able to provide an unmodified Statement of Assurance for the Department in accordance with the Federal Managers' Financial Integrity Act and the Federal Financial Management Improvement Act.

We recognize there is more to be done, and the items identified in the Draft Report will demand additional action to achieve further improvement. We look forward to working with you, Kearney & Company, and other stakeholders to address these issues in the coming year.