COMMONWEALTH OF MASSACHUSETTS
JOINT ACCOUNTS OF THE LEGISLATURE

STATEMENT OF AVAILABLE RESOURCES AND EXPENDITURES – STATUTORY BASIS AND SUPPLEMENTARY INFORMATION

FOR THE FISCAL YEAR ENDED JUNE 30, 2025



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AND SUPPLEMENTARY INFORMATION
FOR THE FISCAL YEAR ENDED JUNE 30, 2025
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INDEPENDENT AUDITORS' REPORT

Honorable Speaker of the House of Representatives
and the Honorable President of the Senate
Commonwealth of Massachusetts

Report on the Audit of the Financial Statement

Opinion

We have audited the statement of available resources and expenditures – statutory basis (financial statement) of the Commonwealth of Massachusetts' Joint Accounts of the Legislature for the fiscal year ended June 30, 2025, and the related notes to the financial statement, as listed in the table of contents.

In our opinion, the accompanying financial statement referred to above presents fairly, in all material respects, the available resources and expenditures of the Joint Accounts of the Legislature for the fiscal year ended June 30, 2025, in accordance with the Commonwealth of Massachusetts' statutory basis of accounting described in Note 1.

Basis for Opinion

We conducted our audit in accordance with auditing standards generally accepted in the United States of America (GAAS) and the standards applicable to financial audits contained in *Government Auditing Standards*, issued by the Comptroller General of the United States. Our responsibilities under those standards are further described in the *Auditors' Responsibilities for the Audit of the Financial Statement* section of our report. We are required to be independent of the Joint Accounts of the Legislature, 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.

Emphasis of Matter – Basis of Accounting

We draw attention to Note 1 to the financial statement, which describes the basis of accounting. The financial statement was prepared on the Commonwealth of Massachusetts' statutory basis of accounting, which is a basis of accounting other than accounting principles generally accepted in the United States of America. As a result, the financial statement may not be suitable for another purpose. Our opinion is not modified with respect to this matter.

Responsibilities of Management for the Financial Statement

Management is responsible for the preparation and fair presentation of the financial statement in accordance with the Commonwealth of Massachusetts' statutory basis of accounting, as described in Note 1. Management is also responsible for the design, implementation, and maintenance of internal control relevant to the preparation and fair presentation of the financial statement that is free from material misstatement, whether due to fraud or error.

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Auditors' Responsibilities for the Audit of the Financial Statement

Our objectives are to obtain reasonable assurance about whether the financial statement as a whole is free from material misstatement, whether due to fraud or error, and to issue an auditors' 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 statement.

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 statement, 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 statement.
- 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 Joint Accounts of the Legislature'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 statement.

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.

Supplementary Information

Our audit was conducted for the purpose of forming an opinion on the financial statement of the Joint Accounts of the Legislature. The detailed schedule of available resources and expenditures – statutory basis is presented for purposes of additional analysis and is not a required part of the financial statement. Such information is the responsibility of management and was derived from and relates directly to the underlying accounting and other records used to prepare the financial statement. The information has been subjected to the auditing procedures applied in the audit of the financial statement and certain additional procedures, including comparing and reconciling such information directly to the underlying accounting and other records used to prepare the financial statement or to the financial statement itself, and other additional procedures in accordance with GAAS. In our opinion, the detailed schedule of available resources and expenditures – statutory basis is fairly stated, in all material respects, in relation to the financial statement as a whole on the basis of accounting described in Note 1.

Honorable Speaker of the House of Representatives
and the Honorable President of the Senate
Commonwealth of Massachusetts

Other Reporting Required by *Government Auditing Standards*

In accordance with *Government Auditing Standards*, we have also issued our report dated October 21, 2026, on our consideration of the Joint Accounts of the Legislature's internal control over financial reporting and on our tests of its compliance with certain provisions of laws, regulations, contracts, and grant agreements and other matters. The purpose of that report 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 Joint Accounts of the Legislature's internal control over financial reporting or on compliance. That report is an integral part of an audit performed in accordance with *Government Auditing Standards* in considering the Joint Accounts of the Legislature's internal control over financial reporting and compliance.

Restriction on Use

This report is intended solely for the information and use of management, the House, the Senate and the Commonwealth of Massachusetts and is not intended to be and should not be used by anyone other than these specified parties.

CliftonLarsonAllen LLP

CliftonLarsonAllen LLP

Boston, Massachusetts
October 21, 2026

COMMONWEALTH OF MASSACHUSETTS
JOINT ACCOUNTS OF THE LEGISLATURE
STATEMENT OF AVAILABLE RESOURCES AND EXPENDITURES – STATUTORY BASIS
FOR THE FISCAL YEAR ENDED JUNE 30, 2025

AVAILABLE RESOURCES	
Appropriations	$ 30,401,239
EXPENDITURES	
Expenditures	8,525,876
Balance Forward to Fiscal Year 2026	$ 21,875,363

See accompanying Notes to Financial Statement.

COMMONWEALTH OF MASSACHUSETTS
JOINT ACCOUNTS OF THE LEGISLATURE
NOTES TO FINANCIAL STATEMENT
FOR THE FISCAL YEAR ENDED JUNE 30, 2025

NOTE 1 SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES

Organization

The Commonwealth of Massachusetts has a dual chamber legislature known as the General Court. The upper body of the General Court is the Senate, composed of 40 members and the lower body, the House of Representatives (House), consists of 160 members. Joint Committees of the General Court are determined by both branches and are composed of Senate and House members. The Senate President assigns senators to committees and the Speaker of the House assigns representatives to committees. Joint rules govern the progress of bills that are referred to a topic-appropriate committee by the Senate Clerk and the House Clerk, subject to the presiding officer in each branch.

Each chamber has its own procedural rules to govern activity within the chamber, as well as joint rules to govern the progress of bills. Bills enacted by the General Court become Acts or Resolves. Acts are considered to have a general effect and usually amend the state's code of law, the Massachusetts General Laws. Bills that have a limited impact are known as resolves. The laws passed by each legislative session in Massachusetts are published as the Acts and Resolves.

Basis of Presentation and Accounting

The accompanying financial statement presents the total resources available and the total expenditures of the operating accounts of the Joint Accounts of the Legislature.

In accordance with Section 8 of Chapter 7A of the Massachusetts General Laws, the financial operations for all funds of the Joint Accounts of the Legislature are reported to the Comptroller of the Commonwealth on the Commonwealth's Statewide Accounting System, the Massachusetts Management Accounting and Reporting System (MMARS). The Comptroller maintains the accounting records for the Joint Accounts of the Legislature and those of most other state departments and agencies. The accounting system utilized is a statutory/budgetary system that differs from accounting principles generally accepted in the United States of America (GAAP). Set forth below is the principal accounting policy of the Commonwealth of Massachusetts that relates to the preparation of the accompanying financial statement, which is not in accordance with GAAP.

Available resources consist of the current year general appropriation and the unexpended balances of available funds brought forward from the prior fiscal year. Each year, the Senate and the House appropriate resources for the various bureaus, commissions, departments, boards and institutions of state government, including the general appropriations for the Joint Accounts of the Legislature. As part of the budgetary process and as provided for in the Massachusetts General Laws, the unexpended balances of available resources are evaluated on the basis of planned programs or commitments that have not yet been completed and are either brought forward to be available for such programs and commitments or revert back to the general fund of the Commonwealth of Massachusetts.

NOTE 1 SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES (CONTINUED)

Basis of Presentation and Accounting (Continued)

Expenditures represent payments for the purchase of goods and services, including payroll, operating expenses, equipment and certain fixtures of the Joint Accounts of the Legislature. In addition, total expenditures include encumbrances outstanding at year-end for goods or services received on or before June 30 but were paid subsequent to that date and before September 1. This differs from GAAP, whereby expenditures are recorded when the obligation for goods and services is incurred.

Income Tax Status

The Joint Accounts of the Legislature are a governmental function of the Commonwealth and are exempt from Federal income tax under Section 115 of the Internal Revenue Code.

COMMONWEALTH OF MASSACHUSETTS
JOINT ACCOUNTS OF THE LEGISLATURE
DETAILED SCHEDULE OF AVAILABLE RESOURCES AND EXPENDITURES – STATUTORY BASIS
FOR THE FISCAL YEAR ENDED JUNE 30, 2025

Budgetary Accounts - Joint Accounts of the Legislature:

	APPROPRIATION
	9700-0000
Funds Appropriated for Fiscal Year 2025 Budget	$ 10,724,567
Balance Forward from Fiscal Year 2024	19,676,672
Total Available Resources	30,401,239
Expenditures	8,525,876
Balance Forward to Fiscal Year 2026	$ 21,875,363



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