

A Report to the Montana Legislature

### FINANCIAL-COMPLIANCE AUDIT

## Department of Commerce

For the Two Fiscal Years Ended June 30, 2019

March 2020

Legislative Audit Division

19-16

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#### FINANCIAL-COMPLIANCE AUDITS

Financial-compliance audits are conducted by the Legislative Audit Division to determine if an agency's financial operations are properly conducted, the financial reports are presented fairly, and the agency has complied with applicable laws and regulations. In performing the audit work, the audit staff uses standards set forth by the American Institute of Certified Public Accountants and the United States Government Accountability Office. Financial-compliance audit staff members hold degrees with an emphasis in accounting. Most staff members hold Certified Public Accountant (CPA) certificates.

The Single Audit Act Amendments of 1996 and the Uniform Administrative Requirements, Cost Principles, and Audit Requirements for Federal Awards require the auditor to issue certain financial, internal control, and compliance reports in addition to those reports required by *Government Auditing Standards*. This individual agency audit report is not intended to comply with these reporting requirements and is therefore not intended for distribution to federal grantor agencies. The Legislative Audit Division issues a statewide biennial Single Audit Report which complies with the above reporting requirements. The Single Audit Report for the two fiscal years ended June 30, 2017, was issued March 23, 2018. The Single Audit Report for the two fiscal years ended June 30, 2019, will be issued by March 31, 2020.

#### AUDIT STAFF

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Reports can be found in electronic format at: https://leg.mt.gov/lad/audit-reports

#### LEGISLATIVE AUDIT DIVISION

Angus Maciver, Legislative Auditor Deborah F. Butler, Legal Counsel



Deputy Legislative Auditors: Cindy Jorgenson Joe Murray

March 2020

The Legislative Audit Committee of the Montana State Legislature:

This is our financial-compliance audit report on the Department of Commerce for the two fiscal years ended June 30, 2019. This report contains no recommendations to the department.

During the audit we focused our audit efforts primarily on the Section 8 Housing Choice Vouchers program, Section 8 Project Based program, and grants provided by the Lodging Faculty Use and Sales Taxes. The department issued grants from state sources totaling approximately \$22 million in fiscal year 2019 and \$11 million in fiscal year 2018. Other testing included, but was not limited to, Personal Services, Investments, and Local Assistance. Our audit work included understanding the department's internal control policies and procedures, performing analytical procedures, and reviewing accounting transactions. We also reviewed and tested compliance with selected state laws.

The department's written response to the audit is included in the audit report on page C-1. We thank the Director and her staff for their cooperation and assistance throughout the audit.

Respectfully submitted,

/s/ Angus Maciver

Angus Maciver Legislative Auditor

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#### **APPOINTED AND ADMINISTRATIVE OFFICIALS**

#### Department of Commerce

Tara Rice, Director

Marty Tuttle, Deputy Director

Jenny Pelej, Administrator, Montana Office of Tourism and Business Development

Jennifer Olson, Administrator, Community Development Division

Bruce Brensdal, Administrator, Housing Division

Dan Villa, Executive Director, Board of Investments

Adam Gill, Executive Director, Montana Facility Finance Authority

Elijah Allen, Operations Director, Montana Heritage Preservation and Development Commission

Tom Tucker, Executive Secretary, Board of Horse Racing

### Boards, Committees, and Councils

Board of Horse Racing Board of Housing Board of Investments Coal Board Hard Rock Mining Impact Board

Montana Heritage Commission Small Business Development Advisory Council State Tribal Economic Development Commission

Tourism Advisory Commission

For additional information concerning the Department of Commerce, contact:

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#### MONTANA LEGISLATIVE AUDIT DIVISION



## FINANCIAL-COMPLIANCE AUDIT Department of Commerce For the Fiscal Years Ended June 30, 2019

March 2020 19-16 Report Summary

The Department of Commerce (department) works with statewide and local partners, private industry and small businesses to enhance and sustain economic prosperity in Montana. The department's expenditures totaled approximately \$1.5 billion annually. Approximately \$1.37 billion in fiscal year 2019 and \$1.34 billion in fiscal year 2018 of those expenditures were related to local government participant activity in the Short-Term Investment Pool. Approximately \$72 million in 2019 and \$70 million in 2018 in federal grants are related to two federal programs, the Section 8 Housing Choice Vouchers Program and Section 8 Project Based Program.

#### Context

The department provides financing for businesses, homeownership, and rental assistance; promotes tourism, travel, and filmmaking in Montana; manages the state's investments activity; manages and preserves historical cultural properties and artifacts; and regulates the live and simulcast horse racing industry.

The department's financial schedules include activity that we audit as part of other engagements:

- The Board of Housing, audited in the 17-07B and 19-07A engagements, provides housing for low-income families and individuals by issuing tax exempt bonds to investors and using the proceeds to purchase mortgages.
- The Board of Investments, audited in the 18-04A and 18-04B engagements, manages local governments' investment activity. This activity, approximately \$1.528 billion and \$1.533 billion in fiscal years 2019 and 2018, respectively, is accounted for in the department's Investment Trust Fund.

• The Facility Finance Authority, audited in the 18-12 engagement, issues tax exempt bonds for facilities at interest rates below those that would be available at taxable bond rates.

We relied on these audits, to the extent necessary, to provide us assurance over the related information for fiscal years 2019 and 2018.

In addition to the above reliance, we tested expenditure transactions related to various grants awarded by the department, personal services, and funds transferred to the department from another state agency. We completed federal compliance testing over the Section 8 Housing Choice Vouchers program and Section 8 Project Based program. Our audit included obtaining an understanding over the department's internal control policies and procedures, completing analytical procedures, and reviewing accounting transactions. We also reviewed and tested compliance with selected state laws.

#### Results

During the current audit, we followed up on the prior audit's five recommendations and determined all five were implemented. This report contains no recommendations to the department. We issued an unmodified opinion on the department's financial schedules. This means the reader can rely on the information presented on the financial schedules.

Call toll-free 1-800-222-4446, or e-mail LADHotline@mt.gov.

### Chapter I – Introduction

#### Introduction

We performed a financial-compliance audit of the Department of Commerce (department) for the two fiscal years ended June 30, 2019. The accompanying financial schedules include activity that we audit as part of other engagements. These audits are Board of Housing (17-07B, 19-07A), Board of Investments (18-04A, 18-04B), and Montana Facility Finance Authority (18-12). The reports are available upon request. The objectives of this audit were to:

- 1. Obtain an understanding of the department's internal controls to the extent necessary to support our audit of the department's financial schedules and, if appropriate, make recommendations for improvements in internal and management controls of the department.
- 2. Determine whether the department's financial schedules for each of the two fiscal years ended June 30, 2019, fairly present the results of operations and changes in fund equity, in accordance with state accounting policy.
- 3. Determine whether the department complied with selected state laws and federal regulations.
- 4. Determine the implementation status of audit recommendations made in the prior audit.

We addressed these objectives by focusing our audit efforts primarily on the federal grants received for the Section 8 Housing Choice Program and the Section 8 Project Based Program. We also tested activity related to Personal Services and Grants from State Sources. This included reviewing the department's internal control policies and procedures, performing analytical procedures, and reviewing accounting transactions. In addition, we relied on work completed by our staff in the Board of Investments, Board of Housing, and Facility Finance Authority audits, to the extent necessary, to provide assurance over the activity managed by those divisions. This report contains no recommendations to the department.

As directed by \$17-8-101(6), MCA, we reviewed the reasonableness of the department's Investment Division and Director's Office Internal Service Fund fees, charges for services, and the fund equity for fiscal years 2019 and 2018. Based on our review, we determined the Internal Service Fund fees were commensurate with costs and fund equity was reasonable in fiscal years 2019 and 2018.

#### **Background**

The department is responsible for promoting and supporting economic and community development. The department consists of many divisions and several entities that are

administratively attached or allocated to the department for administrative purposes, including the Board of Housing, Montana Facility Finance Authority, Board of Investments, Coal Board, Hard Rock Mining Impact Board, State Tribal Economic Development Commission, Montana Heritage Preservation and Development Commission, and the Board of Horse Racing. The following is a description of the various divisions and entities comprising the department, including the number of full-time equivalent (FTE) positions for each.

**Director's Office** (19.5 FTE) provides overall leadership to the department and its divisions by providing executive, administrative, legal, and policy guidance. It also offers internal support functions such as budgeting, accounting, purchasing, contracting, personnel administration, payroll, and training to all department divisions. The Director's Office also provides analysis, development, maintenance, and supervision of department data processing systems and hardware.

Montana Office of Tourism and Business Development (63.85 FTE) is responsible for promoting a positive image of the state through advertising, publicity, and international and domestic group travel, as well as printing and distribution of publications and marketing to film production companies. The division also administers programs to enhance Montana's economic and business climate, to assist businesses and communities in achieving economic prosperity, and to build the economic base of Montana through business creation, expansion, retention efforts, energy development, and the Board of Research and Commercialization Technology.

Community Development Division (26.45 FTE) works with federal, state, and local governments, as well as the private sector, in areas of community development. The division provides financial and technical assistance through several state and federal programs. These include the Community Development Block Grant Program, Neighborhood Stabilization Program, Community Technical Assistance Program, Treasure State Endowment Program, and the Montana Home Investment Partnership Program. The Coal Board and the Hard Rock Mining Impact Board are independent citizen boards appointed by the governor that are allocated/attached to the division for administrative purposes.

**Montana Facility Finance Authority** (3.00 FTE) issues tax-exempt bonds for eligible facilities at interest rates below those that would be available at taxable bond rates. Eligible facilities include, but are not limited to, acute care hospitals, nursing homes, assisted living facilities, retirement facilities, outpatient centers, homes for persons with developmental or mental disabilities, chemical dependency centers, and pre-release centers.

**Board of Investments** (32.00 FTE) invests state funds in accordance with the Montana Constitution and statutory requirements. To manage these funds, the board has created investment pools that operate similar to mutual funds. The board's investment pools are the Short-Term Investments Pool, the Trust Fund Investment Pool, and Consolidated Asset Pension Pool. In addition to these pools, the board manages direct investments for approximately 20 state agencies. The board also administers several programs in the Enterprise Fund, which issue bonds to assist local governments, cities, and school districts, or to provide funds to improve the state's economy.

**Housing Division** (56.33 FTE) administers the federal Section 8 Housing programs, which provide rent subsidies to eligible low-income families and individuals. The Montana Board of Housing (MBOH) is also a part of the Housing Division and helps provide housing to lower income individuals and families. MBOH moneys are made available through issuance of revenue bonds.

**Montana Heritage Commission** (8.00 FTE) manages select state-owned historic properties located at Virginia City, Nevada City, and Reeder's Alley in Helena.

**Board of Horse Racing** (1.25 FTE) is responsible for the live and simulcast horse racing industry, licensing all racing personnel, establishing race dates for various communities, and establishing veterinary practices and standards in connection with horse racing meets.

#### **Prior Audit Recommendations**

The prior audit report for the two fiscal years ended June 30, 2017, contained five recommendations to the department. The department implemented all five recommendations.

## Independent Auditor's Report and Department Financial Schedules

#### LEGISLATIVE AUDIT DIVISION

Angus Maciver, Legislative Auditor Deborah F. Butler, Legal Counsel



Deputy Legislative Auditors: Cindy Jorgenson Joe Murray

#### Independent Auditor's Report

The Legislative Audit Committee of the Montana State Legislature:

#### Introduction

We have audited the accompanying Schedules of Changes in Fund Equity, Schedules of Total Revenues & Transfers-In, and Schedules of Total Expenditures & Transfers-Out of the Department of Commerce for each of the fiscal years ended June 30, 2019, and 2018, and the related notes to the financial schedules.

#### Management's Responsibility for the Financial Schedules

Management is responsible for the preparation and fair presentation of these financial schedules in accordance with the regulatory format prescribed by the Legislative Audit Committee, based on the transactions posted to the state's accounting system without adjustment; this responsibility includes recording transactions in accordance with state accounting policy; and designing, implementing, and maintaining internal controls relevant to the preparation and fair presentation of the financial schedules that are free from material misstatement, whether due to fraud or error.

#### Auditor's Responsibility

Our responsibility is to express opinions on these financial schedules based on our audit. We conducted our audit in accordance with auditing standards generally accepted in the United States of America and the standards applicable to financial audits contained in *Government Auditing Standards*, issued by the Comptroller General of the United States. Those standards require that we plan and perform the audit to obtain reasonable assurance about whether the financial schedules are free from material misstatement.

An audit involves performing procedures to obtain audit evidence about the amounts and disclosures in the financial schedules. The procedures selected depend on the auditor's judgment, including the assessment of the risks of material misstatement of the financial schedules, whether due to fraud or error. In making those risk assessments, the auditor considers internal controls relevant to the department's preparation and fair presentation of the financial schedules 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, and accordingly, we express no such opinion. An audit also includes evaluating the appropriateness of accounting policies used and the reasonableness of significant accounting estimates made by management, as well as the overall presentation of the financial schedules.

We believe that the audit evidence we have obtained is sufficient and appropriate to provide a basis for our audit opinions.

#### Basis for Adverse Opinions on U.S. Generally Accepted Accounting Principles

As described in Note 1, the financial schedules are prepared from the transactions posted to the state's primary accounting system without adjustment, in the regulatory format prescribed by the Legislative Audit Committee. This is a basis of accounting other than accounting principles generally accepted in the United States of America. The financial schedules are not intended to, and do not, report assets, deferred outflows of resources, liabilities, deferred inflows of resources, and cash flows.

The effects on the financial schedules of the variances between the regulatory basis of accounting described in Note 1 and accounting principles generally accepted in the United States of America, although not reasonably determinable, are presumed to be material.

#### Adverse Opinions on U.S. Generally Accepted Accounting Principles

In our opinion, because of the significance of the matter discussed in the "Basis for Adverse Opinions on U.S. Generally Accepted Accounting Principles" paragraph, the financial schedules referred to above do not present fairly, in accordance with accounting principles generally accepted in the United States of America, the financial position of the department as of June 30, 2019, and June 30, 2018, or changes in financial position or cash flows for the years then ended.

#### Unmodified Opinions on Regulatory Basis of Accounting

In our opinion, the Schedules of Changes in Fund Equity, Schedules of Total Revenues & Transfers-In, and Schedules of Total Expenditures & Transfers-Out, present fairly, in all material respects, the results of operations and changes in fund equity of the Department of Commerce for each of the fiscal years ended June 30, 2019, and 2018, in conformity with the basis of accounting described in Note 1.

#### Other Reporting Required by Government Auditing Standards

In accordance with *Government Auditing Standards*, we have also issued our report dated March 5, 2020, on our consideration of the Department of Commerce'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 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 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 department's internal control over financial reporting and compliance.

Respectfully submitted,

/s/ Cindy Jorgenson

Cindy Jorgenson, CPA Deputy Legislative Auditor Helena, MT

DEPARTMENT OF COMMERCE SCHEDULE OF CHANGES IN FUND EQUITY FOR THE FISCAL YEAR ENDED JUNE 30, 2019

FUND EQUITY: July 1, 2018	General Fund \$ (1,002,491) \$	State Special Revenue Fund 2,295,046 \$	Federal Special Revenue Fund (4,044,222) \$	Enterprise Fund \$ 173,982,875	Internal Service Fund (4,500,792) \$	Investment Trust Fund 7,233,355,275
ADDITIONS Budgeted Revenues & Transfers-In	2,100	21,838,680	8,426,292	51,189,878	8,640,597	2000
Nonbudgeted Kevenues & Transters-In Prior Year Revenues & Transfers-In Adjustments Direct Entries to Fund Equity	4,770,600	448 499,086 44,163,335	000,203 (668) 256,677	30,504,192 (895,771) (14,665)	76 (4) (53,150)	1,528,740,693 (87,333)
Total Additions	4,772,700	66,501,548	9,348,566	80,843,634	8,587,519	1,528,653,360
REDUCTIONS Budgeted Expenditures & Transfers-Out	4,756,471	58,612,067	16,765,618	73,488,817	8,309,686	
Nonbudgeted Expenditures & Transfers-Out Prior Year Expenditures & Transfers-Out Adjustments	(38,412)	13,444,420 408,460	(934,381) (2,011,376)	4,649,306 (1,257,925)	236,964 47,208	1,373,627,936
Total Reductions	4,718,059	72,464,947	13,819,861	76,880,198	8,593,859	1,373,627,936
FUND EQUITY: June 30, 2019	\$ (947,850) \$	(947,850) \$ (3,668,352) \$		(8,515,518) \$ 177,946,311 \$		(4,507,132) \$ 1,388,380,699

This schedule is prepared from the Statewide Accounting, Budgeting, and Human Resources System (SABHRS) without adjustment. Additional information is provided in the notes to the financial schedules beginning on page A-9.

DEPARTMENT OF COMMERCE
SCHEDULE OF CHANGES IN FUND EQUITY
FOR THE FISCAL YEAR ENDED JUNE 30, 2018

This schedule is prepared from the Statewide Accounting, Budgeting, and Human Resources System (SABHRS) without adjustment. Additional information is provided in the notes to the financial schedules beginning on page A-9.

## DEPARTMENT OF COMMERCE SCHEDULE OF TOTAL REVENUES & TRANSFERS-IN FOR THE FISCAL YEAR ENDED JUNE 30, 2019

	General Fund	State Special Revenue Fund	Federal Special Revenue Fund	Enterprise Fund	Internal Service Fund	Investment Trust Fund	Total
TOTAL REVENUES & TRANSFERS-IN BY CLASS							
Licenses and Permits	↔	21,320				\$	21,320
Taxes		€	406				406
Charges for Services		14,095,817	36	\$ 6,305,218 \$	\$ 8,325,974		28,727,046
Investment Earnings		374,314	208,859	26,332,741	0,	\$ 30,704,846	57,620,761
Fines and Forfeits		811					811
Sale of Documents, Merchandise and Property		142,199					142,199
Rentals, Leases and Royalties		234,410					234,410
Contributions and Premiums						1,497,948,514	1,497,948,514
Grants, Contracts, and Donations	\$ 2,100	220,439					222,539
Transfers-in		7,248,903	665,619	2,329,000			10,243,522
Intra-entity Revenue				69,367			69,367
Federal Indirect Cost Recoveries					314,695		314,695
Federal			8,216,969	45,821,973			54,038,942
Total Revenues & Transfers-In	2,100	22,338,214	9,091,889	80,858,299	8,640,669	1,528,653,360	1,649,584,531
Less: Nonbudgeted Revenues & Transfers-In		448	666,265	30,564,192	9/	1,528,740,693	1,559,971,673
Prior Year Revenues & Transfers-In Adjustments		499,086	(899)	(895,771)	(4)	(87,333)	(484,689)
Actual Budgeted Revenues & Transfers-In	2,100	21,838,680	8,426,292	51,189,878	8,640,597	0	90,097,547
Estimated Revenues & Transfers-In	2,100	18,020,013	8,096,650	49,223,326	8,243,400		83,585,489
Budgeted Revenues & Transfers-In Over (Under) Estimated	\$ 0 \$	3,818,667 \$	329,642	\$ 1,966,552	\$ 397,197	\$ 0 \$	6,512,058
BUDGETED REVENIJES & TRANSFERS-IN OVER (IJNDER) ESTIMATED BY CI ASS							
Licenses and Dermits	ч	95				¥	9
Charges for Services	•	93		\$ 214 349 9	355 202	•	578 569
Unactment Earnings		3,0,0	(181)	1 605 227			1 605 073
ilivesunein Eannings Fines and Forfeits				1,500,1			811
Sale of Documents. Merchandise and Property		27,999					27,999
Rentals, Leases and Royalties		18,610					18,610
Contributions and Premiums		(220)					(220)
Grants, Contracts, and Donations		28,425					28,425
Transfers-in		3,733,903					3,733,903
Intra-entity Revenue				6,867			6,867
Federal Indirect Cost Recoveries					41,995		41,995
Federal			329,822	140,109			469,931
Budgeted Revenues & Transfers-In Over (Under) Estimated	\$ 0	3,818,667 \$	329,642	\$ 1,966,552	\$ 397,197 \$	\$ 0	6,512,058

This schedule is prepared from the Statewide Accounting, Budgeting, and Human Resources System (SABHRS) without adjustment. Additional information is provided in the notes to the financial schedules beginning on page A-9.

## SCHEDULE OF TOTAL REVENUES & TRANSFERS-IN FOR THE FISCAL YEAR ENDED JUNE 30, 2018 DEPARTMENT OF COMMERCE

	State Special Revenue Fund	Federal Special Revenue Fund	Enterprise Fund	Internal Service Fund	Investment Trust Fund	Total
TOTAL REVENUES & TRANSFERS-IN BY CLASS						
Licenses and Permits	\$ 23,210				€	23,210
Taxes	97	\$ 390				390
Charges for Services	15,288,582		\$ 3,500,689	\$ 6,968,460		25,757,731
Investment Earnings	289,021	201,712	24,183,127	↔	17,430,154	42,104,014
Fines and Forfeits	400					400
Sale of Documents, Merchandise and Property	57,373					57,373
Rentals, Leases and Royalties	192,238					192,238
Contributions and Premiums					1,516,370,310	1,516,370,310
Grants, Contracts, and Donations	253,279		63,421	79,113		395,813
Transfers-in	6,886,703	296,293	200,000			7,682,996
Intra-entity Revenue			36,778			36,778
Federal Indirect Cost Recoveries				317,079		317,079
Federal		8,322,077	48,027,622			56,349,699
Total Revenues & Transfers-In	22,990,806	8,820,473	76,311,637	7,364,652	1,533,800,465	1,649,288,032
Less: Nonbudgeted Revenues & Transfers-In	387	296,851	25,837,240	79,149	1,533,970,933	1,560,184,559
Prior Year Revenues & Transfers-In Adjustments	23,010	(32,356)	(967,010)	4,721	(170,468)	(1,142,104)
Actual Budgeted Revenues & Transfers-In	22,967,410	8,555,978	51,441,407	7,280,782	0	90,245,577
Estimated Revenues & Transfers-In	19,083,485	8,490,135	53,187,148	7,282,000		88,042,768
Budgeted Revenues & Transfers-In Over (Under) Estimated	\$ 3,883,925	\$ 65,843	\$ (1,745,741) \$	\$ (1,218)	\$ 0	2,202,809
BUDGETED REVENUES & TRANSFERS-IN OVER (UNDER) ESTIMATED BY CLASS						
Licenses and Permits	\$ 3,520				€	3,520
Charges for Services	(35,788)		\$ (1,301) \$	(223)		(37,648)
Investment Earnings		\$ (664)	(1,669,050)			(1,671,375)
Fines and Forfeits	(100)					(100)
Sale of Documents, Merchandise and Property	(693)					(693)
Rentals, Leases and Royalties	(217)					(217)
Grants, Contracts, and Donations	(2,514)					(2,514)
Transfers-in	3,921,377	4,500				3,925,877
Intra-entity Revenue			(222)			(222)
Federal Indirect Cost Recoveries				(629)		(629)
Federal		62,007	(75,168)			(13,161)
Budgeted Revenues & Transfers-In Over (Under) Estimated	\$ 3,883,925 \$	\$ 65,843	\$ (1,745,741) \$	(1,218) \$	\$ 0	2,202,809

This schedule is prepared from the Statewide Accounting, Budgeting, and Human Resources System (SABHRS) without adjustment. Additional information is provided in the notes to the financial schedules beginning on page A-9.

#### DEPARTMENT OF COMMERCE SCHEDULE OF TOTAL EXPENDITURES & TRANSFERS-OUT FOR THE FISCAL YEAR ENDED JUNE 30, 2019

	Board of Horse Racing	Board of Investments	Community Development Division	Directors Office	Housing Division	Montana Heritage Commision	Montana Facility Finance Authourity	Montana Office of Tourism and Business Development	Total
PROGRAM (ORG) EXPENDITURES & TRANSFERS-OUT									
Personal Services Salaries	\$ 13,865 \$	3,245,962	\$ 1,290,290 \$	1,326,855 \$	2,822,157	\$ 372,701 \$	200,732	\$ 3,154,451 \$	12,427,012
Other Compensation		10,300	1,800		5,800		5,150	350	23,400
Employee Benefits Personal Services-Other	1,211	655,566 (29,454)	498,216	341,028 1,193	956,084 18,880	132,224	51,337 1,184	1,204,584	3,840,251 (8,197
Total	15,076	3,882,374	1,790,306	1,669,076	3,802,921	504,925	258,403	4,359,385	16,282,467
Operating Expenses									
Other Services	38,030	1,706,759	94,707	47,129	4,221,880	272,401	52,806	6,993,650	13,427,361
Supplies & Materials Communications	425 1,442	34,404 38,046	53,223 33,532	43,547 22,913	107,096 172,710	103,678 78,191	9,337 7,888	139,091 10,840,063	490,802 11,194,785
Travel	24,994	118,597	34,642	12,507	166,738	17,987	13,551	266,814	655,830
Rent		229,927	113,388	125,789	435,904	10,195	28,509	467,958	1,411,670
Utilities Repair & Maintenance		829	47,446	7,575	378,221	99,140 228,792	146	20,225	99,140 683,234
Other Expenses	226,226	669,666	295,865	31,066	1,993,099	137,993	57,496	1,956,118	5,367,529
Goods Purchased For Resale Total	291,117	2,798,228	672,804	290,527	7,475,647	115,914 1,064,290	169,734	20,683,918	115,914 33,446,264
Equipment & Intangible Assets		_							
Equipment						32,965			32,965
Capital leases - equipment Intangible Assets					(1,290,289) 1,290,289				(1,290,289 1,290,289
Total				- -	0	32,965			32,965
Capital Outlay									
Buildings						121,629			121,629
Other Improvements Total						532,522 654,151			532,522 654,151
Local Assistance								•	
Local Assistance From State Sources								8,024,072	8,024,072
Total								8,024,072	8,024,072
Grants									
From State Sources			16,652,035	450,000			141,982	7,106,087	23,900,104
From Federal Sources Total			<u>10,645,244</u> 27,297,280	450,002 450,002			141,982	7,106,087	11,095,246 34,995,350
Benefits & Claims									
To Individuals				50,000				15,000	65,000
From Federal Sources STIP Distrib to Local Govts		1,373,627,936			42,859,525				42,859,525 1,373,627,936
Total		1,373,627,936		50,000	42,859,525			15,000	1,416,552,462
Transfers-out									
Fund transfers		13,552,282	2,400,000		2,329,000			1,732,972	20,014,254
Intra-Entity Expense Total		13,552,282	2,400,000	-	2,329,000		69,367 69,367	200,000 1,932,972	269,367 20,283,620
	•	.,,		•	, , , , , , , , , , , , , , , , , , , ,				-,,-
Debt Service Bonds		2,254,682		_	16,556,675				18,811,356
Total		2,254,682		-	16,556,675				18,811,356
Post Employment Benefits Other Post Employment Benefits		0.742		F 044	6.705		4.500		22.402
Employer Pension Expense		8,713 445,822		5,014 176,371	6,785 284,893		1,592 92,963		22,103 1,000,050
Total		454,535		181,385	291,678		94,555		1,022,153
Total Expenditures & Transfers-Out	\$ 306,193 \$	1,396,570,036	\$ 32,160,390 \$	2,640,989 \$	73,315,447	\$ 2,256,331 \$	734,040	\$ 42,121,434 \$	1,550,104,860
EXPENDITURES & TRANSFERS-OUT BY FUND									
General Fund			\$ 823,042					\$ 3,895,017 \$	4 719 050
State Special Revenue Fund	\$ 306,193 \$	13,552,282	19,947,560			\$ 2,256,331		\$ 3,895,017 \$ 36,402,581	4,718,059 72,464,947
Federal Special Revenue Fund			11,389,788 \$	450,002 \$				1,823,836	13,819,861
Enterprise Fund Internal Service Fund		2,986,946 6,402,872		2,190,988	73,159,211	\$	734,040		76,880,198 8,593,859
Investment Trust Fund	- <u></u>	1,373,627,936							1,373,627,936
Total Expenditures & Transfers-Out Less: Nonbudgeted Expenditures & Transfers-Out	306,193	1,396,570,036 1,387,371,852	32,160,390	2,640,989 84,643	73,315,447 4,535,562	2,256,331	734,041 74,431	42,121,434 (1,042,243)	1,550,104,860 1,391,024,245
Prior Year Expenditures & Transfers-Out Adjustments	(761)	46,991	258,514	(128)	(1,270,144)	76,172	12,564	(1,975,254)	(2,852,045)
Actual Budgeted Expenditures & Transfers-Out Budget Authority	306,954 313,225	9,151,193 9,552,118	31,901,876 52,848,773	2,556,475 2,765,756	70,050,028 79,418,207	2,180,159 2,346,419	647,045 843,902	45,138,931 50,970,085	161,932,660 199,058,486
Unspent Budget Authority	\$ 6,271 \$	9,552,118 400,925	\$ 20,946,897 \$	2,765,756	9,368,179	\$ 166,261	843,902 196,857	\$ 5,831,155 \$	37,125,826
UNSPENT BUDGET AUTHORITY BY FUND	<del></del>		<u></u>			<u></u>			
			Φ					h (10.105) ÷	/10.05=
General Fund State Special Revenue Fund	\$ 6,271		\$ 128 8,921,131	\$	111,475	\$ 166,261		\$ (18,185) \$ 5,418,063	(18,057) 14,623,201
Federal Special Revenue Fund	,		12,025,638 \$		1,995,289			431,277	14,502,202
Enterprise Fund Internal Service Fund	\$	69,727 331,198		159,283	7,261,415	\$	196,857		7,527,999 490,481
Unspent Budget Authority	\$ 6,271 \$		\$ 20,946,897 \$	209,281 \$	9,368,179	\$ 166,261	196,857	\$ 5,831,155 \$	37,125,826

This schedule is prepared from the Statewide Accounting, Budgeting, and Human Resources System (SABHRS) without adjustment. Additional information is provided in the notes to the financial schedules beginning on page A-9.

#### DEPARTMENT OF COMMERCE SCHEDULE OF TOTAL EXPENDITURES & TRANSFERS-OUT FOR THE FISCAL YEAR ENDED JUNE 30, 2018

	Board Horse R		Board of Investments	Community development Division		Directors Office	Housing Division		Montana Heritage Commission	Montana Facility Finance Authority	Montana Office of Tourism and Business development	d	Total
PROGRAM (ORG) EXPENDITURES & TRANSFERS-OUT													
Personal Services Salaries	\$	10,333 \$	3,091,811	\$ 1,032,409	\$	1,318,663	\$ 2,86	),344	\$ 351,731	\$ 148,64	7 \$ 3,167,88	39 \$	11,981,828
Other Compensation Employee Benefits		845	10,750 599,986	1,600 356,890		301,655		5,550 5,465	117,062	6,750 43,22			25,100 3,344,771
Personal Services-Other Total		11,177	25,227 3,727,774	1,390,900		15,432 1,635,750	(1	1,770) 3,589	468,793	7,829 206,44	5		33,714 15,385,413
		11,177	0,121,114	1,090,900		1,000,700	3,03	<del>,,503</del>	400,733	200,444	4,247,30		13,303,413
Operating Expenses Other Services		43,466	1,897,720	106,884		44,984	4,01		304,221	40,32			14,542,802
Supplies & Materials Communications		531	63,230 63,711	94,667 34,999		42,772 25,399		1,199 ),750	252,658 74,347	17,20a 5,62a			807,066 6,117,965
Travel Rent		11,395 126	99,229 229,099	53,655 97,590		22,633 126,602		1,027 5,643	28,875 12,999	28,499 26,400			696,531 1,281,587
Utilities Repair & Maintenance			952	56,572		2,907		5,722	107,441 93,708	15			107,441 558,288
Other Expenses		177,308	642,213	341,472		31,236	2,14		119,455	54,30			5,622,944
Goods Purchased For Resale Total		232,826	2,996,153	785,837	_	296,532	7,35	7,012	32,129 1,025,832	172,52	1 16,900,03	39	32,129 29,766,752
Equipment & Intangible Assets													
Equipment Capital leases - equipment							1,29	),289	38,123				38,123 1,290,289
Intangible Assets Total							(1,29	0,289)	38,123			_	(1,290,289)
Capital Outlay									00,120			_	00,120
Other Improvements Total									746,792 746,792			_	746,792 746,792
Local Assistance												_	
From State Sources Total											7,482,59 7,482,59		7,482,594 7,482,594
Grants													1,102,001
From State Sources				3,799,434						45,000			11,851,246
From Federal Sources Total				2,949,753 6,749,187		437,718 437,718				45,00	36,00 0 8,042,81		3,423,472 15,274,718
Benefits & Claims													
From Federal Sources STIP Distrib to Local Govts			1,346,650,584				43,24	9,183					43,249,183 1,346,650,584
Total			1,346,650,584				43,24	9,183				_	1,389,899,767
Transfers-out Fund transfers			44.000.040	40			50				4.000.00	\ <b>r</b>	40 407 040
Intra-Entity Expense			14,690,912	42				0,000		36,773		00	16,487,940 236,778
Total			14,690,912	42			50	0,000		36,778	81,496,98	35	16,724,718
Debt Service Bonds			1,905,753				15,01	9,099					16,924,852
Total			1,905,753				15,01	9,099				_	16,924,852
Post Employment Benefits Other Post Employment Benefits			9,157			4,963		1,991					16,111
Employer Pension Expense			508,982			213,144	46	3,882		23,30		_	1,209,316
Total			518,139		-	218,107		5,873		23,30	<del>_</del>	_	1,225,427
Total Expenditures & Transfers-Out	\$	244,003 \$	1,370,489,315	\$8,925,966	\$	2,588,108	\$ 70,28	7,756	\$ 2,279,540	\$ 484,050	0 \$ 38,170,41	<u> </u>	1,493,469,155
EXPENDITURES & TRANSFERS-OUT BY FUND													
General Fund State Special Revenue Fund	\$	244,003 \$	5 14,690,912	\$ 727,316 4,634,425					\$ 2,279,540		\$ 3,550,04 33,205,76		4,277,359 55,054,643
Federal Special Revenue Fund	φ	244,003		3,564,225	\$	437,718		1,406	2,219,340	404.05	1,414,61		5,697,961
Enterprise Fund Internal Service Fund			2,647,659 6,500,160			2,150,389	70,00	5,350		\$ 484,050	U		73,138,059 8,650,549
Investment Trust Fund Total Expenditures & Transfers-Out		244,003	1,346,650,584 1,370,489,315	8,925,966		2,588,108	70,28	7,756	2,279,540	484,05	38,170,41	<del>-</del>	1,346,650,584 1,493,469,155
Less: Nonbudgeted Expenditures & Transfers-Out Prior Year Expenditures & Transfers-Out Adjustments		(16)	1,361,658,309 (34,842)	16,835 (983,385)		138,436 (93,354)	1,37		23,539	20,64 (44:	0 208,27	74	1,363,420,705 (2,643,867)
Actual Budgeted Expenditures & Transfers-Out Adjustments  Budget Authority		244,018 272,185	8,865,848 9,415,507	9,892,516 46,905,969		2,543,025 2,692,825	68,90 77,19	1,917	2,256,002 2,372,428	463,855 557,23	2 39,522,13	39	132,692,317 185,275,017
Unspent Budget Authority	\$	28,167	549,659	\$ 37,013,453	\$	149,800		0,054	\$ <u>2,372,428</u> \$ <u>116,426</u>	\$ 93,38			52,582,700
UNSPENT BUDGET AUTHORITY BY FUND													
General Fund	•	00.407	;				<u> </u>	- 000	A 110 100		\$ 66,16		67,737
State Special Revenue Fund Federal Special Revenue Fund	\$	28,167		21,701,927 15,309,951			2,00	1,799	\$ 116,426		4,771,93 1,502,97		26,693,455 18,817,730
Enterprise Fund Internal Service Fund	_	\$	133,300 416,359		\$	149,800	6,21	),938		\$ 93,383			6,437,620 566,159
Unspent Budget Authority	\$	28,167	549,659	\$ 37,013,453	\$	149,800	\$ 8,29	),737	\$ 116,426	\$ 93,38	2 \$ 6,341,07	76 \$	52,582,700

This schedule is prepared from the Statewide Accounting, Budgeting, and Human Resources System (SABHRS) without adjustment. Additional information is provided in the notes to the financial schedules beginning on page A-9.

#### Department of Commerce Notes to the Financial Schedules For the Two Fiscal Years Ended June 30, 2019

#### 1. Summary of Significant Accounting Policies

#### **Basis of Accounting**

The department uses the modified accrual basis of accounting, as defined by state accounting policy, for its Governmental fund category (General, State Special Revenue, Federal Special Revenue). In applying the modified accrual basis, the department records:

- Revenues when it receives cash or when receipts are realizable, measurable, earned, and available to pay current period liabilities.
- Expenditures for valid obligations when the department incurs the related liability and it is measurable, with the exception of the cost of employees' annual and sick leave. State accounting policy requires the department to record the cost of employees' annual and sick leave when used or paid.

The department uses accrual basis accounting for its Proprietary (Enterprise and Internal Service) and Fiduciary (Investment Trust) fund categories. Under the accrual basis, as defined by state accounting policy, the department records revenues in the accounting period when realizable, measurable, and earned, and records expenses in the period incurred when measurable.

Expenditures and expenses may include: entire budgeted service contracts even though the department receives the services in a subsequent fiscal year; goods ordered with a purchase order before fiscal year-end, but not received as of fiscal year-end; and equipment ordered with a purchase order before fiscal year-end.

#### **Basis of Presentation**

The financial schedule format was adopted by the Legislative Audit Committee. The financial schedules are prepared from the transactions posted to the state's accounting system without adjustment.

The department uses the following funds:

#### Governmental Fund Category

• **General Fund** – to account for all financial resources except those required to be accounted for in another fund. Our uses for general fund are to help with economic development, international trade, match for federal programs, community technical assistance, research and information and grants.

- State Special Revenue Fund to account for proceeds of specific revenue sources that are legally restricted to expenditures for specific state program purposes. Department State Special Revenue Funds include; Distressed Woods, Micro-business Loans, School Facilities and Tech Account, Treasure State Endowment Fund, Coal Board, and Montana Heritage Commission.
- Federal Special Revenue Fund to account for activities funded from federal revenue sources. Department Federal Special Revenue Funds include assistance programs such as Community Development Block Grants, Housing Tax Credit Exchange, Neighborhood Stabilization, and HOME grants.

#### **Proprietary Fund Category**

- Internal Service Fund to account for the financing of goods or services provided by one department or agency to other departments or agencies of state government or to other governmental entities on a cost-reimbursement basis. Department Internal Service Funds include the Investment Division and the Director's Office.
- Enterprise Fund to account for operations (a) financed and operated in a manner similar to private business enterprises, where the Legislature intends that the department finance or recover costs primarily through user charges; (b) where the Legislature has decided that periodic determination of revenues earned, expenses incurred or net income is appropriate; (c) where the activity is financed solely by a pledge of the net revenues from fees and charges of the activity; or (d) when laws or regulations require that the activities' cost of providing services, including capital costs, be recovered with fees and charges rather than with taxes or similar revenues. Department Enterprise Funds include; Facility Finance Authority, Board of Housing, Board of Investments Municipal Finance Programs (previously referred to as Economic Development Bond Fund in prior years), and Section 8 Housing Programs.

#### **Fiduciary Fund Category**

**Investment Trust Fund** – to account for the local government participant activity in the Short-Term Investment Pool (STIP) and Trust Funds Investment Pool (TFIP) managed by the Board the Investments in a fiduciary capacity. Both the STIP and TFIP are considered external investment pools. The local government participants are legally separate entities from the State of Montana. Under the financial schedule format adopted by the Legislative Audit Committee, the additions to the Investment Trust Fund represent purchases by the local government participants in the pools and their net investment earnings. The deductions represent sales from the local government participants in the pools and income distributions to those participants.

#### 2. Negative Fund Equity Balance

- **General Fund** the negative fund equity balance in the General Fund does not indicate overspent appropriation authority. The department has authority to pay obligations from the statewide General Fund within its appropriation limits. The department expends cash or other assets from the statewide fund when it pays General Fund obligations. The department's outstanding liabilities exceed the assets it has placed in the fund, resulting in negative ending General Fund equity balances for each of the fiscal years ended June 30, 2018 and June 30, 2019.
- State Special Revenue Fund the negative fund equity balance in the state special revenue fund does not indicate overspent appropriation authority. For each of the fiscal years ended June 30, 2018 and June 30, 2019, liabilities related to the valid grant obligations created the negative fund equity presented on the Schedule of Total Expenditures & Transfers-Out.
- Federal Special Revenue Fund the negative fund equity balance in the federal special revenue fund does not indicate overspent appropriation authority. For each of the fiscal years ended June 30, 2018 and June 30, 2019, liabilities related to the valid grant obligations created the negative fund equity presented on the Schedule of Total Expenditures & Transfers-Out.
- Internal Service Fund the negative fund equity balance in the Internal Service Fund does not indicate overspent appropriation authority. For each of the fiscal years ended June 30, 2018 and June 30, 2019, noncash liabilities related to the state pension liability and OPEB created the negative fund equity presented on the Schedule of Total Expenditures & Transfers-Out.

#### 3. Direct Entries to Fund Equity

Direct entries to fund equity in the General and State Special Revenue funds include entries generated by SABHRS to reflect the flow of resources within individual funds shared by separate agencies. The difference in direct entries between fiscal year 2018 and fiscal year 2019 is related to closing cash to administering business units.

Direct entries to fund equity in the General, State Special Revenue, Federal Special Revenue Fund, Internal Service, and Enterprise funds include: correction of an error from a previous period that occurred at least two fiscal years prior; to true up non-governmental fund pension Balance Sheet accounts for FY18 for Public Employee Retirement System, reduction of accrued grant awards; reclassification of prepaid expenses, reclassification of inventory

#### 4. <u>Unspent Budget Authority</u>

The difference in unspent budget authority is due to a continuing appropriation for the Treasure State Endowment Program. Because it is a continuing appropriation, any unspent authority is carried forward to the next year. Any valid obligations at the end of fiscal year 2019 were accrued.

#### 5. Cash Transfer

SB 4 of the 11/2017 Special Session required Board of Investments to transfer a 3% management fee to the Fire Suppression Fund. The transfer was \$14,690,9120 for FY18 and \$13,552,282 for FY19. HB 6 from the 11/2017 Special Session require the Quality Schools Fund to transfer \$3,400,000 in FY18. The Department of Administration completed several transfers that were required from the Regular and Special Sessions of 2017.

#### 6. Prior Period Adjustments

Prior period activity relates to adjustments made for Pension Deferred Outflows of Resources corrections for both FY17 and FY18 from the implementation of GASB 68. The differences are considered immaterial and affect Montana Facility Finance Authority, Montana Board of Investments, and Montana Board of Housing.

#### 7. Subsequent Events

On July 30, 2019, Single Family Mortgage Bonds, 2019 series B, were issued for \$30,000,0000 to be used for the purpose of acquiring additional mortgage loans in Montana. This event does not require adjustment to fiscal year 2019 financial statements.

On July 11, 2019, Montana Facility Finance Authority made a loan of \$335,870 to Central Montana Medical Center to finance equipment and renovation to create an interventional radiology suite.

On July 15, 2019, Montana Facility Finance Authority made a loan of \$498,531 to Northeast Montana Health Services to refinance debt incurred to replace its boiler system.

On July 18, 2019, Montana Facility Finance Authority made a loan of \$298,470 to Job Connection to refinance debt incurred to build an administrative building.

On August 8, 2019, Montana Facility Finance Authority issued bonds of \$4,000,000 for the for the Bighorn Valley Health Center to construct a new community health clinic in Hardin.

In June 2019, the Montana Board of Investments requested a 100% redemption in the amount of \$101 million from one manager, pertaining to investments within TFIP. Since the date of the request, the redemption has been received.

The Montana Board of Investments' (Board) Chief Investment Officer (CIO) resigned July 19, 2019. Per the Board's Governance Policy, the Executive Director was the acting CIO until the Board hired a replacement. A new CIO was hired on February 11, 2020.

In November 2017, the Governor called the Montana legislature into special session to address a significant budget shortfall in the State's general fund. Senate Bill 4 was passed into law and directed the Montana Board of Investments (Board) to apply a 3% charge against the average total investments of the State Fund exceeding \$1 billion providing certain conditions are met. The Board as statutorily directed transferred money from this charge to the State's Fire Suppression Fund. A lawsuit in District Court was filed by a group of Montana State Fund policyholders, to prevent the Board from charging the 3% management fee. In August 2019, the plaintiffs appealed the District Court Decision to the Montana Supreme Court.

Since June 30th, the Montana Board of Investments has received an additional \$13.0 million in loan reservations from Montana Lenders and committed \$25.0 million in loans from the Coal Severance Tax Permanent Fund's In-State Loan Programs. Refer to Note 8 – Coal Severance Tax Trust Fund Loan and Mortgage Commitments for further detail.

Since June 30th, the Montana Board of Investments made additional commitments to fund loans from the INTERCAP loan program in the amount of \$16.98 million.

During October 2019, a single state entity borrower pre-paid \$11.5 million in principle on outstanding INTERCAP loans.

## **Report on Internal Control and Compliance**

Angus Maciver, Legislative Auditor Deborah F. Butler, Legal Counsel



Deputy Legislative Auditors: Cindy Jorgenson Joe Murray

# Report on Internal Control Over Financial Reporting and on Compliance and Other Matters Based on an Audit of Financial Schedules Performed in Accordance With Government Auditing Standards

The Legislative Audit Committee of the Montana State Legislature:

We have audited, in accordance with the auditing standards generally accepted in the United States of America and the standards applicable to the financial audits contained in *Government Auditing Standards* issued by the Comptroller General of the United States, the Schedules of Changes in Fund Equity, Schedules of Total Revenues & Transfers-In, and Schedules of Total Expenditures & Transfers-Out of the Department of Commerce for each of the fiscal years ended June 30, 2019, and 2018, and the related notes to the financial schedules, and have issued our report thereon dated March 5, 2020.

#### Internal Control Over Financial Reporting

In planning and performing our audit of the financial schedules, we considered the department's internal control over financial reporting to determine the audit procedures that are appropriate in the circumstances for the purpose of expressing our opinions on the financial schedules, 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.

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 a combination of deficiencies, in internal control, such that there is a reasonable possibility that a material misstatement of the entity's financial schedules 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 controls 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. Given these limitations, during our audit we did not identify

any deficiencies in internal control that we consider to be material weaknesses. However, material weaknesses may exist that have not been identified.

#### Compliance and Other Matters

As part of obtaining reasonable assurance about whether the department's financial schedules are free from material misstatement, we performed tests of its compliance with certain provisions of laws, regulations, contracts, and grant agreements, noncompliance with which could have a direct and material effect on the determination on financial schedule amounts. However, providing an opinion on compliance with those provisions was not an objective of our audit, and accordingly, we do not express such an opinion. The results of our tests disclosed no instances of noncompliance or other matters that are required to be reported under *Government Auditing Standards*.

#### Purpose of this Report

The purpose of this report is solely to describe the scope of our testing of internal control and compliance and the results of that testing, and not to provide an opinion on the effectiveness of the department's internal control or on compliance. This report is an integral part of an audit performed in accordance with *Government Auditing Standards* in considering the department's internal control and compliance. Accordingly, this communication is not suitable for any other purpose.

Respectfully submitted,

/s/ Cindy Jorgenson

Cindy Jorgenson, CPA Deputy Legislative Auditor Helena, MT

March 5, 2020

DEPARTMENT OF COMMERCE

Department Response

TARA RICE DIRECTOR



STEVE BULLOCK GOVERNOR

March 25, 2020

Angus Maciver, Legislative Auditor Legislative Audit Division Room 160, State Capitol PO Box 201705 Helena, MT 59602-1705 RECEIVED
March 25, 2020
LEGISLATIVE AUDIT DIV.

Dear Mr. Maciver:

We have received and reviewed the financial-compliance audit for the Department of Commerce for the two fiscal years ending June 30, 2019. We have reviewed the financial-compliance audit report which contains no recommendations. We do not have any comments to the report.

I would like to take this opportunity to thank you and your staff for the professionalism and courtesy that was shown during the audit. We appreciate the service of your staff while reviewing our procedures, internal controls, and accounting practices.

We are available to answer any further questions you may have.

Sincerely,

Tara Rice, Director

Montana Department of Commerce