

A Report to the Montana Legislature

FINANCIAL COMPLIANCE AUDIT

Department of Agriculture

For the Two Fiscal Years Ended June 30, 2021

September 2022

Legislative Audit Division

21-21

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\$5-13-202(2), MCA

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 and many 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, 2021, was issued June 21, 2022. The Single Audit Report for the two fiscal years ended June 30, 2023, will be issued by March 31, 2024.

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LEGISLATIVE AUDIT DIVISION

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



Deputy Legislative Auditors: Cindy Jorgenson William Soller

September 2022

The Legislative Audit Committee of the Montana State Legislature:

This is our financial compliance audit report on the Department of Agriculture for the two fiscal years ended June 30, 2021. We issued an unmodified opinion on the financial schedules which means that the reader can rely on the information presented. This report contains three recommendations to the department related to controls and compliance over grant accruals; compliance with certain state laws and accounting policies; and license, permit, and registration refunds.

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 Agriculture

Christy Clark, Director (Effective January 2022) Acting Director (May 2021–January 2022)

Deputy Director and Administrator, Agricultural Development

Division (March 2020–May 2021)

Mike Foster, Director (January 2021–May 2021)

Ben Thomas, Director (January 2017–January 2021)

Zach Coccoli, Deputy Director and Administrator, Agricultural

Development Division (Effective March 2022)

Acting Administrator, Agricultural Development Division

(June 2021–March 2022)

Ian Foley, Administrator, Agricultural Sciences Division (Effective April 2020)

Cindy Trimp, Administrator, Central Services Division (March 2018–December 2021)

Cody Pearce, Chief Financial Officer (Effective January 2022)

Councils, Committees and Board

Councils, Committees, Board of Hail Insurance

Montana Agricultural Development Council

Montana Alfalfa Seed Committee Montana Hemp Advisory Committee

Montana Noxious Weed Management Advisory Council

Montana Organic Commodity Advisory Council

Montana Potato Advisory Committee Montana Pulse Crops Advisory Committee Montana Wheat and Barley Committee

For additional information concerning the Department of Agriculture, contact:

Christy Clark, Director 302 North Roberts P.O. Box 200201

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#21-21 September 2022 S-1



MONTANA LEGISLATIVE AUDIT DIVISION

FINANCIAL COMPLIANCE AUDIT

Department of Agriculture
FOR THE TWO FISCAL YEARS ENDED JUNE 30, 2021

A report to the Montana Legislature

BACKGROUND

The Montana Department of Agriculture operates more than 30 programs, many of which are funded entirely through user fees. These include programs that protect producers, consumers, and the environment, as well as development and marketing programs to foster growth in Montana agriculture.

The Agricultural Development Division is responsible for administering programs that promote and enhance Montana agriculture.

The Agricultural Sciences Division provides agricultural, public, and environmental services and protection.

The Central Services Division provides accounting, budgeting, computer programming, fiscal management, human resources, payroll and benefits, purchasing, property control, records management, systems analysis, training, website administration, and legal support.

The Department of Agriculture expended \$12.1 million for Meat Processing Infrastructure Grants from Coronavirus Aid, Relief, and Economic Security (CARES) Act funding during the audit period. The department also expended an additional \$3 million for Agriculture Innovation and Adaptability Grants through CARES Act funding. Our report contains three recommendations related to accruals, customer refunds, internal controls, and compliance with state law and accounting policy. We found the department did not accurately reverse accruals before fiscal yearend in the Wheat and Barley Account, leading to a misstatement in the department's financial schedules in both fiscal years 2020 and 2021. Our work also found issues related to refunds on overpayments on license, permit, and registration applications.

AUDITOR'S OPINION (page A-1): UNMODIFIED

Unmodified opinions mean the reader can rely on the information presented in the financial statements.

For the full context of the department's financial activity, see the financial schedules and notes beginning on page A-3.

RECOMMENDATIONS:

In this report, we issued the following recommendations: To the department: 3
To the legislature: 0

The prior audit report contained no recommendations.

For the full report or more information, contact the Legislative Audit Division.

leg.mt.gov/lad

Room 160, State Capitol PO Box 201705 Helena, MT 59620-1705 (406) 444-3122

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RECOMMENDATION #1 (page 6):

Internal Control and Compliance with State Accounting Policy
We recommend that the Department of Agriculture enhance internal controls related to its Wheat and Barley Account grants to ensure accruals are correctly recorded before fiscal year-end as required by state accounting policy.

Department response: Concur

RECOMMENDATION #2 (page 7):

Internal Control and Compliance with State Accounting Policy We recommend that the Department of Agriculture:

- A. Establish and maintain documented internal controls to ensure that customers are refunded when a credit balance is noted.
- B. Educate staff on the program's internal control policies and procedures to ensure continuity in program operations.
- C. Notify customers of any credit balances, giving them the option of a refund or applying the credit balance to future applications or renewals.

Department response: Concur

RECOMMENDATION #3 (page 8):

State Compliance

We recommend that the Department of Agriculture comply with state law and notify both the attorney general and legislative auditor in writing upon discovery of any theft, actual or suspected, involving state money or property.

Department response: Concur

REPORT ON INTERNAL CONTROL AND COMPLIANCE (page B-1):

In this report, we identified the following: Material Weaknesses in Internal Control: 0 Significant Deficiencies in Internal Control: 1 Material Non-Compliance: 0 Other Matters: 0

For the full context of this information, including the distinction between the types of items reported, see the report beginning on page B-1.

Chapter I – Introduction and Background

What We Did

We performed a financial-compliance audit of the Department of Agriculture (department) for the two fiscal years ended June 30, 2021. The objectives of the 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 controls of the department.
- 2. Determine whether the department's financial schedules present fairly the results of its operations and changes in fund equity in accordance with state accounting policy for each of the two fiscal years ended June 30, 2021.
- 3. Determine whether the department complied with selected state laws and regulations.

Scope

Our audit work included analyzing the financial schedules and note disclosures. We performed analytical procedures and reviewed the underlying activity which includes Charges for Services, Licenses and Permits, Investments, and Taxes. We also reviewed Wheat and Barley grant accruals and grants awarded from Coronavirus Aid, Relief, and Economic Security (CARES) Act funding received through the Governor's Office for Meat Processing Infrastructure Grants.

The department utilizes a custom-built licensing and product registration system, MT Plants, in which licenses, permits, and registrations are recorded and obtained. Our review of the MT Plants system included meeting with program staff who use the system daily to process and record applications and renewals.

This report contains three recommendations related to State Special Revenue grant accruals in the Wheat and Barley Research and Marketing fund; license, permit, and registration refunds; internal controls; and compliance with state laws and accounting policy.

The prior audit report contained no recommendations.

Background

The department is one of only two state agencies required under the Montana Constitution, Article XII, Section 1. The Constitution mandates the legislature to provide for a Department of Agriculture, enact laws, and to provide appropriations to protect, enhance, and develop all agriculture. The department's statutory functions and responsibilities include:

- Encouraging and promoting the interests of Montana agriculture.
- Collecting and publishing agricultural statistics.
- Assisting, encouraging, and promoting the organization of farmers' institutes, agricultural societies, fairs, and other exhibitions of agriculture.
- Adopting standards for grade and other classifications of farm products.

- Assisting in the development of economical and efficient marketing distribution systems.
- Gathering and distributing marketing information concerning supply, demand, price, and movement of farm products.
- Regulating and protecting Montana's agricultural activities through the administration of statutes related to agriculture.

The department operates more than 30 programs, many which are funded through user fees. These programs include regulatory programs that protect producers, consumers, and the environment, as well as development and marketing programs to foster growth in Montana's agriculture. Additionally, the department oversees both state and federal grants that are distributed to subrecipients around the state of Montana. These grants are distributed under different programs to support various agriculture-based initiatives.

The department's Agricultural Development Council administers the Montana Farmer Loan Repayment Assistance Program, commonly referred to as the Montana Agriculture Student Loan Assistance Program, as established in \$90-9-501, MCA. This program was developed to encourage Montana's college-educated youth to pursue a primary career in farming or ranching, reduce financial stress on Montana's farm and ranch operators, and promote succession planning to preserve interest in Montana's agricultural future.

The department is organized into three divisions:

Agricultural Development Division (31 FTE) assists Montana's agricultural industry by providing services including market and agribusiness development, Growth Through Agriculture grants and loans, wheat and barley research and marketing, beginning farmer/rancher loans, hail insurance, grain grading and inspection, agriculture education and outreach, agriculture literacy, and administration of agricultural commodity research and market development programs.

Agricultural Sciences Division (61 FTE) administers agricultural programs relating to the production, manufacturing, certification, and marketing of commodities exported from or distributed in the state. The division administers the Montana Pesticides Act, Crop Insect Detection Act, Vertebrate Pest Management Act, Agricultural Chemical Groundwater Protection Act, Noxious Weed Management Trust Fund Act, Commercial Feed and Fertilizer laws, Organic Certification program, Industrial Hemp program, and the department's Chemical Analytical Laboratory.

Central Services Division (17 FTE) includes the director's office and assists management and staff in meeting the department's mission by providing efficient, knowledgeable, and cost-effective customer service. The division provides support to all the programs in the department by performing accounting, fiscal management, payroll, purchasing, property control, data processing, and legal support functions.

Coronavirus Aid, Relief, and Economic Security (CARES) Act

During the audit period, the department received funding through the federal CARES Act to administer new federal grant programs established in response to the COVID-19 pandemic.

Meat Processing Infrastructure Grants

The department expended \$12.1 million as of June 30, 2021 for Meat Processing Infrastructure Grants (MMPIG). This program was designed to aid small and medium-sized meat processor businesses in responding to the COVID-19 crisis through the adaptation and diversification of meat processing infrastructure and capacity in Montana. These direct grants offered immediate relief to businesses adapting to COVID-19 by increasing community resilience and bolstering food security.

Agriculture Innovation and Adaptability Grants

The department expended \$3 million as of June 30, 2021 for Agriculture Innovation and Adaptability Grants. This program was designed to aid small and medium-sized food and agriculture businesses in responding to the COVID-19 crisis through business adaptation and diversification. These direct grants offered immediate relief to businesses adapting to COVID-19 by increasing community resilience and bolstering food security.

Chapter II – Findings & Recommendations

Internal Control

State accounting policy requires all state agencies to implement internal controls to help facilitate statewide compliance with Generally Accepted Accounting Principles (GAAP) and requires that internal controls check accuracy and reliability of financial data to ensure compliance with applicable laws and regulations. During the audit, we identified two instances where internal controls can be enhanced.

Wheat and Barley Account Grant Accruals

The department did not reverse accruals in the Wheat and Barley Account in the correct fiscal year.

The Department of Agriculture (department) processed accruals for grants in fiscal years 2020 and 2021 in the Wheat and Barley Account. The department accrues grants when awarded and reverses the accrual when funds are distributed to the subrecipients.

State accounting policy establishes valid obligation criteria for accruing expenditures and outlines how to establish and reverse accruals. Valid obligations are those incurred but unpaid as of fiscal year-end. This includes goods ordered but not received and services of legally binding contracts that are not performed as of fiscal year-end. The department's practice recognizes expenditures when accruals are established and again when funds are distributed, necessitating the reversal of a portion of the accruals to properly reflect actual expenditures during the year.

In both 2020 and 2021, we found that the department's internal controls did not detect, in a timely manner, accruals that should have been reversed. In fiscal year 2020, accruals were not reversed in 8 out of 16 active grants, totaling \$874,010. In fiscal year 2021, accruals were not reversed in 4 out of 49 active grants, totaling \$241,980. The department did make correcting entries to reverse the accruals of the grant awards; however, they were not performed until the fiscal year following the actual award payment. This resulted in the department's financial schedules being misstated in both fiscal years. Table 1 shows the net effect of the misstatements in the State Special Revenue Fund.

Table 1

<u>Effect of Misstatements on State Special Revenue Fund</u>
Fiscal Years 2020 and 2021

	2020 Over(Under) statement	2021 Over(Under) statement
Fund Equity July 1		(\$874,010)
Budgeted Expenditures & Transfers-Out	\$874,010	\$241,980
Prior Year Expenditures & Transfers-Out Adjustment		(\$874,010)
Fund Equity June 30	(\$874,010)	(\$241,980)

Source: Compiled by the Legislative Audit Division from the Statewide Accounting, Budgeting, and Human Resources System (SABHRS).

Department management stated the errors most likely occurred due to the unique nature of the Wheat and Barley grants in which accruals are reversed as payments are made which is different than how the department's other grants are treated. While the accrual process for the Wheat and Barley grants is an acceptable method of accruing expenditures per state accounting policy, it is more complex and involves a greater risk of error. The department maintains they do have effective internal controls as the errors were identified and corrected by department staff before the audit. However, the department acknowledges their controls need to be completed in conjunction with the fiscal year-end close date for the accounting records to be accurate. They stated their existing controls will be added to their fiscal year-end process going forward to avoid the timing oversight in the future. The department is responsible for ensuring that all necessary financial transactions are recorded on the state's accounting system before fiscal year-end. As such, we determined that a significant deficiency exists in the department's internal controls related to financial reporting in the Wheat and Barley Account, as reflected in our 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* on page B-1.

RECOMMENDATION #1

We recommend that the Department of Agriculture enhance internal controls related to its Wheat and Barley Account grants to ensure accruals are correctly recorded before fiscal year-end as required by state accounting policy.

Licenses, Permits, and Registration Refunds

The department only refunds overpayments on license, permit, and registration applications when a written request is submitted by the customer.

The department's Agricultural Sciences Division provides licensing and registration services for pesticides, pesticide applicators and dealers, and special pesticide registrations which are obtained through the department's custom-built licensing and product registration system, MT Plants. Customers are able to establish online access to view their account in MT Plants if they choose to do so. During our review of the department's system and processes, we found overpayments on applications or renewals mailed to the department were not consistently being refunded. When applications and renewals are received, the department deposits the payment and determines if the license, permit, or registration is needed. When not needed, program staff record an overpayment in the notes section on the customer's account within MT Plants. Program staff indicated that they do not refund customers unless the customer submits a written request for a refund. For example, in fiscal year 2020 a customer paid for three experimental use permits that program personnel determined they did not need. The program did not issue these permits and the customer was not refunded. The program did note a credit balance of \$414 in the notes on the customer's account in MT Plants. In fiscal year 2021, the same customer once again paid for three experimental use permits that they did not need, and the program once again did not issue the permits, made no refund, and noted a credit balance of \$414 in the notes on the customer's account in MT Plants.

MT Plants is an older system with limited capabilities. It can track balances due to the department but cannot track balances due to the customer. Due to the system's limitations, we do not know how many customer accounts have a credit balance and the total of those credit balances. Program personnel indicated the only way to know if a customer has a credit balance is to access each customer's account and view the notes on the check information screen. Program management stated that the unwritten program policy is to issue a refund if there is a written refund request from the customer or if staff catch an overpayment. However, this is not being done consistently. Management stated staff turnover has led to confusion regarding internal refund policies and overpayments not refunded but noted on the customer's account and applied to future or other necessary fees.

Policies and controls documented in writing are beneficial to ensuring all staff are educated on, and aware of, the program's policies and procedures and that these policies and procedures will be applied consistently. Documented policies and procedures will also help ensure continuity in program operations when there is staff turnover.

RECOMMENDATION #2

We recommend that the Department of Agriculture:

- A. Establish and maintain documented internal controls to ensure that customers are refunded when a credit balance is noted.
- B. Educate staff on the program's internal control policies and procedures to ensure continuity in program operations.
- C. Notify customers of any credit balances, giving them the option of a refund or applying the credit balance to future applications or renewals.

Reporting Actual or Suspected Theft

The Department of Agriculture did not immediately notify both the attorney general and legislative auditor regarding known or suspected theft as required by state law.

During the audit, the department disclosed two thefts of state resources that occurred during the audit period:

- In October 2020, a third party obtained \$344,271 from the department by impersonating a grant recipient in an e-mail phishing attack. The department notified its chief attorney, the Governor's Office, the Department of Administration's Risk Management and Tort Defense, and State Financial Services Division. The hacker attempted to receive two grant payments from the department. The department was able to stop the first payment, but not the second. The Department of Administration modified state policy in response to this situation.
- In April 2020, an employee purchased \$1,000 in gift cards in response to an e-mail phishing attack. After purchasing the cards, the employee became suspicious and notified their supervisor. The gift cards were returned for full credit.

State law requires the head of each agency to immediately notify both the attorney general and the legislative auditor, in writing, upon the discovery of any theft, actual or suspected, involving state money or property under that agency's control or for which the agency is responsible.

The legislative auditor was not notified of these thefts. The Department of Administration did notify the attorney general of the grant recipient impersonation theft and Department of Agriculture personnel represent that they contacted the attorney general's office as well. Department personnel indicated notification was not considered necessary for the April 2020 theft because it was not successful. However, state law requires the notification whenever theft is suspected.

RECOMMENDATION #3

We recommend the Department of Agriculture comply with state law by notifying the attorney general and legislative auditor in writing upon the discovery of any theft, actual or suspected, involving state money or property.

Independent Auditor's Report and Department Financial Schedules

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



Deputy Legislative Auditors: Cindy Jorgenson William Soller

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 Agriculture for each of the fiscal years ended June 30, 2021, and 2020, 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, 2021, and June 30, 2020, 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 for each of the fiscal years ended June 30, 2021, and 2020, in conformity with the basis of accounting described in Note 1.

Emphasis of Matter

As discussed in Note 1 – Basis of Presentation, the financial schedule format was adopted by the Legislative Audit Committee. On June 16, 2020, the Committee approved a change in format to remove the presentation of revenue estimates from the Schedule of Total Revenues & Transfers-In. Our opinion is not modified with respect to this matter.

Other Reporting Required by Government Auditing Standards

In accordance with *Government Auditing Standards*, we have also issued our report dated May 19, 2022, on our consideration of the Department of Agriculture'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

MONTANA DEPARTMENT OF AGRICULTURE SCHEDULE OF CHANGES IN FUND EQUITY FOR THE FISCAL YEAR ENDED JUNE 30, 2021

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.

MONTANA DEPARTMENT OF AGRICULTURE SCHEDULE OF CHANGES IN FUND EQUITY FOR THE FISCAL YEAR ENDED JUNE 30, 2020

		General Fund	State Special Revenue Fund	Federal Special Revenue Fund	Enterprise Fund	Private Purpose Trust Fund	Permanent Fund
FUND EQUITY: July 1, 2019	ۍ ا	\$ (577,307)	13,594,120	\$ (260,596)	1,577,046	\$ 714,308	\$ 11,134,152
ADDITIONS Budgeted Revenues & Transfers-In		21	17,350,131	3,904,113	1,215,215		
Nonbudgeted Revenues & Transfers-In		7,568	335,146		395	200	857,216
Prior Year Revenues & Transfers-In Adjustments			(3,515)	(1,133)	(334)		(23)
Direct Entries to Fund Equity		1,931,313	424,479	12,510	26,155		
Total Additions		1,938,902	18,106,241	3,915,489	1,241,431	200	857,193
REDUCTIONS							
Budgeted Expenditures & Transfers-Out		2,402,744	15,606,926	3,608,409	1,165,183		
Nonbudgeted Expenditures & Transfers-Out		6,823	984,622	(739)	(14,012)	19,080	349,265
Prior Year Expenditures & Transfers-Out Adjustments		(201)	50,638	(7,123)	2,577		
Total Reductions		2,409,366	16,642,186	3,600,546	1,153,747	19,080	349,265
FUND EQUITY: June 30, 2020	<u>~</u>	\$ (1,047,771) \$	15,058,175	54,347 \$	1,664,730	\$ 695,728	\$ 11,642,080

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.

MONTANA DEPARTMENT OF AGRICULTURE SCHEDULE OF TOTAL REVENUES & TRANSFERS-IN FOR THE FISCAL YEAR ENDED JUNE 30, 2021

	General Fund	State Special Revenue Fund	Federal Special Revenue Fund	Enterprise Fund	Permanent Fund	Total
TOTAL REVENUES & TRANSFERS-IN BY CLASS						
Licenses and Permits		\$ 5,469,126			01	5,469,126
Taxes		8,613,987				8,613,987
Charges for Services		2,380,482	⋄	1,150,715		3,531,197
Investment Earnings		157,825		4,288 \$	178,985	341,098
Fines and Forfeits		41,928		1,027		42,955
Sale of Documents, Merchandise and Property		9,833				9,833
Grants, Contracts, and Donations		100				100
Transfers-in		2,227,885 \$	15,334,518			17,562,403
Capital Asset Sale Proceeds		7,547				7,547
Inception of Lease/Installment Contract	(624)	8,652				8,028
Federal Indirect Cost Recoveries			207,167			207,167
Miscellaneous	2,101	250				2,351
Federal			3,148,398			3,148,398
Total Revenues & Transfers-In	1,478	18,917,614	18,690,082	1,156,030	178,985	38,944,189
Less: Nonbudgeted Revenues & Transfers-In	3,842	214,791		196	179,126	397,955
Prior Year Revenues & Transfers-In Adjustments	(4,466)	1,031,145	3,418	(86)	(141)	1,029,860
Actual Budgeted Revenues & Transfers-In	2,101	\$ 17,671,677 \$	18,686,664 \$	1,155,932 \$	0	37,516,374

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.

MONTANA DEPARTMENT OF AGRICULTURE SCHEDULE OF TOTAL REVENUES & TRANSFERS-IN FOR THE FISCAL YEAR ENDED JUNE 30, 2020

	Genera Fund	General Fund	State Special Revenue Fund	ecial Fund	Federal Special Revenue Fund		Enterprise Fund	Private Purpose Trust Fund		Permanent Fund	Total	
TOTAL REVENUES & TRANSFERS-IN BY CLASS												
Licenses and Permits		-\$-	ı.	5,262,871						❖	5,262,871	71
Taxes			7	7,454,446							7,454,446	46
Charges for Services			2	2,334,818		\$	1,179,581				3,514,399	66
Investment Earnings				382,156			33,353		φ.	857,193	1,272,702	05
Fines and Forfeits				34,648			2,045				36,693	93
Sale of Documents, Merchandise and Property				24,818							24,818	18
Grants, Contracts, and Donations				6,750			❖	200			7,250	20
Transfers-in			2	2,140,799 \$	763,781						2,904,580	80
Capital Asset Sale Proceeds				20,861							20,861	61
Inception of Lease/Installment Contract	\$	7,568		10,587							18,155	25
Federal Indirect Cost Recoveries					191,393						191,393	93
Miscellaneous		21		6,007	1		298				9,326	56
Federal					2,947,805						2,947,805	05
Total Revenues & Transfers-In		7,589	17	17,681,762	3,902,979		1,215,276	200		857,193	23,665,300	00
Less: Nonbudgeted Revenues & Transfers-In		7,568		335,146			395	200		857,216	1,200,826	56
Prior Year Revenues & Transfers-In Adjustments				(3,515)	(1,133)		(334)			(23)	(5,005)	02)
Actual Budgeted Revenues & Transfers-In	\$	21 \$	17	17,350,131 \$	3,904,113	ş	1,215,215 \$	0	<u>ئ</u>	\$ 0	22,469,479	79

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.

MONTANA DEPARTMENT OF AGRICULTURE SCHEDULE OF TOTAL EXPENDITURES & TRANSFERS-OUT FOR THE FISCAL YEAR ENDED JUNE 30, 2021

		Agricultural Development Division		Agricultural Sciences Division		Central Management Division		Total
PROGRAM (ORG) EXPENDITURES & TRANSFERS-OUT			•		_		_	
Personal Services								
Salaries Other Compensation	\$	1,578,827	\$		\$	1,329,555	\$	6,476,560
Other Compensation Employee Benefits		2,475 599,128		1,100 1,350,366		457,080		3,575 2,406,574
Personal Services-Other		1,024		2,550,500		137,000		1,024
Total		2,181,454		4,919,645	-	1,786,635	_	8,887,733
Operating Expenses								
Other Services		274,026		394,922		143,733		812,681
Supplies & Materials		130,283		336,409		36,420		503,112
Communications		96,434		151,476		37,860		285,770
Travel Rent		29,199 87,069		62,459 215,740		258 69,940		91,916 372,750
Utilities		12,891		38,412		03,3 .0		51,303
Repair & Maintenance		23,080		188,236		720		212,036
Other Expenses		1,034,905		128,930		30,130		1,193,965
Goods Purchased For Resale Total		1,687,888		986 1,517,570	-	319,060	_	986 3,524,519
		-//			-	3-2,000	_	0,02.,020
Equipment & Intangible Assets Equipment				162,524				162,524
Total				162,524			_	162,524
Country				-				_
Grants From State Sources		4,306,796		1,853,604				6,160,400
From Federal Sources		16,978,732		373,648				17,352,381
Total	_	21,285,528		2,227,253				23,512,781
Benefits & Claims								
From State Sources		528,208						528,208
From Other Sources	_	500.000		15,500			_	15,500
Total		528,208		15,500			_	543,708
Transfers-out								
Fund transfers		26,728		469,086				495,815
Intra-Entity Expense Total		26,728		870,598 1,339,684			_	870,598 1,366,412
	_	==,:==					_	
Debt Service		005		2.000		4.020		6.744
Capital Leases Total	_	<u>895</u> 895		3,886	-	1,930 1,930	_	6,711 6,711
					-	·	_	
Post Employment Benefits Other Post Employment Benefits		(102,088)						(102,088)
Employer Pension Expense		9,705						9,705
Total	_	(92,382)						(92,382)
Total Expenditures & Transfers-Out	\$	25,618,319	\$	10,186,062	\$_	2,107,625	\$	37,912,005
EXPENDITURES & TRANSFERS-OUT BY FUND								
General Fund	\$	1,864,765	\$	214,596	\$	262,218	\$	2,341,578
State Special Revenue Fund		5,923,480		8,322,052		1,437,126		15,682,659
Federal Special Revenue Fund		17,172,137		1,291,105		269,933		18,733,175
Enterprise Fund Private Purpose Trust Fund		657,937		15 500		138,349		796,285
Permanent Fund				15,500 342,808				15,500 342,808
Total Expenditures & Transfers-Out	_	25,618,319	•	10,186,062	-	2,107,625	_	37,912,005
Less: Nonbudgeted Expenditures & Transfers-Out		64,469		1,248,933		16,560		1,329,962
Prior Year Expenditures & Transfers-Out Adjustments	_	(1,256,658)		(1,990)	-	68	_	(1,258,580)
Actual Budgeted Expenditures & Transfers-Out Budget Authority		26,810,508 34,226,732		8,939,119 9,926,253		2,090,997 2,125,806		37,840,623 46,278,791
Unspent Budget Authority	\$	7,416,224	\$		\$		\$	8,438,168
UNSPENT BUDGET AUTHORITY BY FUND					-			<u></u>
General Fund	\$	8,989	\$	1,376	\$	7,280	\$	17,645
State Special Revenue Fund	ب	2,467,994	ڔ	742,846	ڔ	26,494	Ļ	3,237,334
Federal Special Revenue Fund		3,476,176		242,913		1,005		3,720,094
Enterprise Fund		1,463,065				29	_	1,463,094
Unspent Budget Authority	\$	7,416,224	\$	987,135	\$	34,808	\$_	8,438,168

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.

MONTANA DEPARTMENT OF AGRICULTURE SCHEDULE OF TOTAL EXPENDITURES & TRANSFERS-OUT FOR THE FISCAL YEAR ENDED JUNE 30, 2020

	Agricultural Development	Agricultural Sciences	Central Management	
	Division	Division	Division	Total
PROGRAM (ORG) EXPENDITURES & TRANSFERS-OUT				
Personal Services				
Salaries		\$ 3,332,751	\$ 1,128,751	
Hourly Wages	14,595	2,770		17,365
Other Compensation Employee Benefits	9,300 572,810	3,200 1,277,379	394,867	12,500 2,245,056
Personal Services-Other	(5,815)	1,277,373	(25,448)	(31,263)
Total	2,110,296	4,616,100	1,498,170	8,224,566
Operating Expenses Other Services	428,178	478,769	93,585	1,000,532
Supplies & Materials	116,983	360,562	36,282	513,827
Communications	99,644	137,722	23,164	260,530
Travel	222,223	187,194	21,733	431,151
Rent	94,039	201,318	67,775	363,132
Utilities	11,707	35,441	044	47,148
Repair & Maintenance	21,217 1,455,645	130,505 124,882	914 25,579	152,635 1,606,106
Other Expenses Total	2,449,635	1,656,394	269,031	4,375,061
				.,
Equipment & Intangible Assets				
Equipment		60,191		60,191
Total		60,191		60,191
Capital Outlay				
Buildings			(20,475)	(20,475)
Total			(20,475)	(20,475)
Constr				
Grants From State Sources	5,116,558	2,009,759		7,126,317
From Federal Sources	2,023,106	342,544		2,365,650
Total	7,139,664	2,352,304		9,491,968
Benefits & Claims				
From State Sources From Other Sources	779,502	19,080		779,502 19,080
Total	779,502	19,080		798,582
1000	773,302	13,000		730,302
Transfers-out				
Fund transfers	81,510	387,926		469,436
Intra-Entity Expense	04.540	753,726		753,726
Total	81,510	1,141,652		1,223,162
Debt Service				
Capital Leases	1,141	3,215	793	5,149
Total	1,141	3,215	793	5,149
Post Employment Benefits				
Other Post Employment Benefits	498			498
Employer Pension Expense	15,489			15,489
Total	15,987			15,987
Total Expenditures & Transfers-Out	\$ 12,577,736	\$ 9,848,935	\$ 1,747,519	\$ 24,174,191
EXPENDITURES & TRANSFERS-OUT BY FUND				
General Fund	\$ 1,955,863	\$ 206,940	\$ 246,563	\$ 2,409,366
State Special Revenue Fund	7,327,859	8,055,669	1,258,659	16,642,186
Federal Special Revenue Fund	2,227,421	1,217,982	155,143	3,600,546
Enterprise Fund	1,066,594	10.090	87,154	1,153,747
Private Purpose Trust Fund Permanent Fund		19,080 349,265		19,080 349,265
Total Expenditures & Transfers-Out	12,577,736	9,848,935	1,747,519	24,174,191
Less: Nonbudgeted Expenditures & Transfers-Out	193,053	1,167,482	(15,496)	1,345,039
Prior Year Expenditures & Transfers-Out Adjustments	66,983	(12,612)	(8,481)	45,890
Actual Budgeted Expenditures & Transfers-Out	12,317,700	8,694,065	1,771,496	22,783,262
Budget Authority Unspent Budget Authority	\$ 20,672,420 \$ 8,354,719	\$ 10,116,765 \$ 1,422,700	\$ 1,874,067 \$ 102,571	\$ 32,663,252 \$ 9,879,990
UNSPENT BUDGET AUTHORITY BY FUND	0,554,/19	1,422,700	¥102,5/1	7 3,073,330
CHAST EAT BODGET ACTITION IT BY FOND				
General Fund		\$ 7,570	\$ 7,359	\$ 15,544
State Special Revenue Fund	2,349,636	968,696	85,082	3,403,415
Federal Special Revenue Fund	2,226,454	446,433	9,445	2,682,332
Enterprise Fund Unspent Budget Authority	\$ 3,778,015 \$ 8,354,719	\$ 1,422,700	\$ 102,571	\$ 3,778,699 \$ 9,879,990
	-,,,13			

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 Agriculture Notes to the Financial Schedules For the Two Fiscal Years Ended June 30, 2021

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, and Permanent). 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 Fiduciary (Private-Purpose 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. The department's use of the General Fund primarily helps support statewide agricultural development and research.
- State Special Revenue Fund to account for proceeds of specific revenue sources (other than private-purpose trusts) that are legally restricted to expenditures for specific state program purposes. Department state special revenue funds include accounts for research and market development of agricultural commodities such as wheat, barley, and pulse crops; registration of products or licensure of dealers, applicators, or manufacturers and associated inspection or enforcement related to pesticides, commercial fertilizer, animal feed, produce, nurseries, organic operations, industrial hemp, and seed; noxious weed management; grain testing and inspection; and economic development assistance, grants, and loans.

- Federal Special Revenue Fund to account for activities funded from federal revenue sources. Department federal special revenue funds include pass-through weed grants, pest surveys, feed inspections, review of private farm applicator restricted use pesticide application records, marketing, specialty crop block grants, meat processing in response to the COVID-19 pandemic, and negotiated indirect costs.
- Permanent Fund to account for financial resources that are permanently restricted to
 the extent that only earnings, and not principal, may be used for purposes that support
 the department's programs. The department uses this fund to account for Noxious Weed
 Management Trust activity.

Proprietary Fund Category

• 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 the Hail Insurance and Beginning Farm Loan Programs.

Fiduciary Fund Category

• **Private-Purpose Trust Fund** – to account for activity of any trust arrangement not properly reported in a pension fund or an investment trust fund where the principal and income benefit individuals, private organizations, or other governments. The department uses the private-purpose trust fund to record commercial pesticide applicator certificates of deposit.

2. General Fund Equity Balance

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, 2020, and June 30, 2021.

3. Direct Entries to Fund Equity

Direct entries to fund equity in the General, Special Revenue, and Federal Special Revenue funds include entries generated by SABHRS to reflect the flow of resources within individual funds shared by separate agencies.

4. Hail Insurance

In order to reduce exposure to large losses the hail insurance program participates in a quota-share reinsurance agreement. As a result of this agreement, both Charges for Services and Benefits & Claims from State Sources reflect a percentage of the premiums received and the total losses paid in relation to

the percentage of premiums and risk ceded to the reinsurer. In calendar year 2020 and 2021, insureds paid \$3.8 million and \$2.3 million, respectively, in hail insurance premiums and the department ceded \$2.9 million and \$1.6 million, respectively, of those premiums. Total losses were \$1.9 million and \$2.2 million and the department ceded \$1.4 million and \$1.6 million of those losses in calendar year 2020 and 2021, respectively.

5. Unspent Budget Authority

The agency had \$9.9 million and \$8.4 million in unspent budget authority on June 30, 2020, and June 30, 2021, respectively. The majority of which, \$8.4 million and \$7.4 million for fiscal years 2020 and 2021, respectfully, is attributed to the Agriculture Development Division and further broken down as follows:

- Pulse Crop Research and Marketing grants, reported as state special revenue fund, amounts are limited by respective assessment collections, which are unknown and difficult to project in advance.
- Specialty Crop Block Grant, reported as federal special revenue fund, can have three years, or more, of active awards in a single fiscal year. All the authority is requested when the award is approved, though it will be used over the multi-year award period. Due to the nature and timing of these awards, unspent authority is expected for the first couple years of each award.
- The Hail Insurance program, reported as an enterprise fund, has a statutory appropriation for claims; the remaining authority on June 30, 2020, and June 30, 2021, was \$3.7 million and \$1.4 million respectively. Additional authority is requested based on the expected claims. However, due to the inherent volatility of hail damage, the amount of actual claims may be less than anticipated or may be paid later in the Hail Season in the following fiscal year.

6. Coronavirus Aid, Relief, and Economic Security Act (CARES)

During fiscal years 2020 and 2021, the Department of Treasury, through the State of Montana's Governor's Office, awarded \$12.2 million for Meat Processing Infrastructure Grants, of which \$12.1 million had been expended as of June 30, 2021. Additionally, another \$3.0 million was awarded for Agriculture Innovation and Adaptability Grants, all of which had been expended as of June 30, 2021. Total awarded amounts were initially transferred into department's federal special revenue funds from the Governor's Office, and then granted to recipients from these department federal special revenue funds.

7. Subsequent Events

During fiscal year 2022, the department expended the remaining balance of the Meat Processing Infrastructure Grants CARES Act award monies.

During fiscal year 2022, the Department of Treasury, through the State of Montana's Governor's Office, awarded over \$7.8 million in American Rescue Plan Act of 2021 (ARPA) Agriculture Infrastructure Grants to state businesses. An additional \$2.0 million was appropriated by the Governor's Office for the creation of port authority grants under Section 12 of House Bill 632.

Report on Internal Control and Compliance

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



Deputy Legislative Auditors: Cindy Jorgenson William Soller

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 Agriculture for each of the fiscal years ended June 30, 2021, and 2020, and the related notes to the financial schedules, and have issued our report thereon dated May 19, 2022.

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 as a basis for designing 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 and 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. We did identify certain deficiencies in internal control, described below, that we consider to be a significant deficiency.

As discussed in finding #1 on page 5, the department's controls over financial reporting were not sufficient to detect and correct misstatements related to accrual reversals in relation to its Wheat and Barley grants before the books closing at fiscal year-end, resulting in misstatements to the accounting records in fiscal years 2020 and 2021.

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 financial schedules. 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*.

Department of Agriculture's Response to Findings

The department's response to the findings identified in our audit are described on page C-1 of this report. The department's response was not subjected to the auditing procedures applied in the audit of the financial schedules 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 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

May 19, 2022

DEPARTMENT OF AGRICULTURE

Department Response

MONTANA DEPARTMENT OF AGRICULTURE



(406) 444-3144 | agr@mt.gov | agr.mt.gov 302 N Roberts St, Helena, MT 59601

August 29, 2022

Angus Maciver Legislative Auditor Legislative Audit Division PO Box 201705 Helena, MT 59620-1705

RECEIVED
August 29, 2022
LEGISLATIVE AUDIT DIV.

Mr. Maciver:

Thank you for the opportunity to respond to the Department of Agriculture's financial-compliance audit for the two fiscal years ending June 30, 2021. We have reviewed the financial-compliance audit report and *concur* with the three recommendations made by your office.

Prior to this calendar year-end, we intend to put revised department policies and enhanced internal controls into place to ensure these oversights are not repeated in the future. The Department of Agriculture is committed to complying with state laws and accounting policies, as well as strengthening our internal controls.

We also want to thank you and your staff for the professionalism shown during the audit. We appreciate the insight of your staff in relation to our procedures, internal controls, and accounting practices. My staff and I will be available to discuss the audit and recommendations with the Legislative Audit Committee at its convenience.

Sincerely.

Christy Clar

Director

Department of Agriculture