

Report on Federal and State Awards

December 31, 2021

Table of Contents December 31, 2021

Page

Report on Internal Control Over Financial Reporting and on Compliance and Other Matters Based on an Audit of Financial Statements Performed in Accordance With <i>Government Auditing Standards</i>	1
Report on Compliance for Each Major Federal and Major State Program; Report on Internal Control Over Compliance; and Report on the Schedule of Expenditures of Federal and State Awards Required by the Uniform Guidance and the <i>State Single Audit Guidelines</i>	3
Schedule of Expenditures of Federal and State Awards	6
Notes to Schedule of Expenditures of Federal and State Awards	10
Schedule of Findings and Questioned Costs	11
Summary Schedule of Prior Audit Findings	14



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

Independent Auditors' Report

To the City Council of City of Janesville

We have audited, in accordance with the 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, the financial statements of the governmental activities, the business-type activities, the discretely presented component unit, each major fund, and the aggregate remaining fund information of the City of Janesville, Wisconsin (the City), as of and for the year ended December 31, 2021, and the related notes to the financial statements, which collectively comprise the City's basic financial statements, and have issued our report thereon dated June 15, 2022.

Report on Internal Control Over Financial Reporting

In planning and performing our audit of the financial statements, we considered the City's internal control over financial reporting (internal control) as a basis for designing audit procedures that are appropriate in the circumstances for the purpose of expressing our opinions on the financial statements, but not for the purpose of expressing an opinion on the effectiveness of the City's internal control. Accordingly, we do not express an opinion on the effectiveness of the City'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 statements will not be prevented, or detected and corrected, on a timely basis. A *significant deficiency* is a deficiency, or a combination of deficiencies, in internal control that is less severe than a material weakness, yet important enough to merit attention by those charged with governance.

Our consideration of internal control was for the limited purpose described in the first paragraph of this section and was not designed to identify all deficiencies in internal control that might be material weaknesses or significant deficiencies and therefore, material weaknesses or significant deficiencies may exist that have not been identified. We identified a certain deficiency in internal control, described in the accompanying schedule of findings and questioned costs as item 2021-001, that we consider to be a material weakness.

Report on Compliance and Other Matters

As part of obtaining reasonable assurance about whether the City's financial statements 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 statements. 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*.

The City's Response to Finding

Government Auditing Standards requires the auditor to perform limited procedures on the City's response to the finding identified in our audit and described in the accompanying schedule of findings and questioned costs. The City's response was not subjected to the other auditing procedures applied in the audit of the financial statements 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 entity'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 entity's internal control and compliance. Accordingly, this communication is not suitable for any other purpose.

Baker Tilly US, LLP

Madison, Wisconsin June 15, 2022



Report on Compliance for Each Major Federal and Major State Program; Report on Internal Control Over Compliance; and Report on the Schedule of Expenditures of Federal and State Awards Required by the Uniform Guidance and the State Single Audit Guidelines

Independent Auditors' Report

To the City Council of City of Janesville

Report on Compliance for Each Major Federal and Major State Program

Opinion on Each Major Federal and Major State Program

We have audited the City of Janesville's (the City) compliance with the types of compliance requirements identified as subject to audit in the OMB *Compliance Supplement* and the *State Single Audit Guidelines* (the *Guidelines*) that could have a direct and material effect on each of the City's major federal and major state programs for the year ended December 31, 2021. The City's major federal and major state programs are identified in the summary of auditors' results section of the accompanying schedule of findings and questioned costs.

In our opinion, the City complied, in all material respects, with the compliance requirements referred to above that could have a direct and material effect on each of its major federal and major state programs for the year ended December 31, 2021.

Basis for Opinion on Each Major Federal and Major State Program

We conducted our audit of compliance in accordance with auditing standards generally accepted in the United States of America (GAAS); the standards applicable to financial audits contained in *Government Auditing Standards* issued by the Comptroller General of the United States (*Government Auditing Standards*); the audit requirements of Title 2 U.S. *Code of Federal Regulations* Part 200, *Uniform Administrative Requirements, Cost Principles, and Audit Requirements for Federal Awards* (Uniform Guidance); and the *Guidelines*. Our responsibilities under those standards, the Uniform Guidance, and the *Guidelines* are further described in the Auditors' Responsibilities for the Audit of Compliance section of our report.

We are required to be independent of the City and to meet our other ethical responsibilities, in accordance with relevant ethical requirements relating to our audit. We believe that the audit evidence we have obtained is sufficient and appropriate to provide a basis for our opinion on compliance for each major federal and major state program. Our audit does not provide a legal determination of the City's compliance with the compliance requirements referred to above.

Responsibilities of Management for Compliance

Management is responsible for compliance with the requirements referred to above and for the design, implementation and maintenance of effective internal controls over compliance with the requirements of laws, statutes, regulations, rules and provisions of contracts or grant agreements applicable to the City's federal and state programs.

Auditors' Responsibilities for the Audit of Compliance

Our objectives are to obtain reasonable assurance about whether material noncompliance with the compliance requirements referred to above occurred, whether due to fraud or error, and express an opinion on the City's compliance based on our audit. Reasonable assurance is a high level of assurance but is not absolute assurance and therefore is not a guarantee that an audit conducted in accordance with GAAS, *Government Auditing Standards*, the Uniform Guidance, and the *Guidelines* will always detect material noncompliance when it exists. The risk of not detecting material noncompliance resulting from fraud is higher than for that resulting from error, as fraud may involve collusion, forgery, intentional omissions, misrepresentations or the override of internal control. Noncompliance with the compliance requirements referred to above is considered material, if there is a substantial likelihood that, individually or in the aggregate, it would influence the judgment made by a reasonable user of the report on compliance about the City's compliance with the requirements of each major federal and major state program as a whole.

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

- Exercise professional judgment and maintain professional skepticism throughout the audit.
- Identify and assess the risks of material noncompliance, whether due to fraud or error, and design
 and perform audit procedures responsive to those risks. Such procedures include examining, on a
 test basis, evidence regarding the City's compliance with the compliance requirements referred to
 above and performing such other procedures as we considered necessary in the circumstances.
- Obtain an understanding of the City's internal control over compliance relevant to the audit in order to design audit procedures that are appropriate in the circumstances and to test and report on internal control over compliance in accordance with the Uniform Guidance and the *Guidelines*, but not for the purpose of expressing an opinion on the effectiveness of the City's internal control over compliance. Accordingly, no such opinion is expressed.

We are required to communicate with those charged with governance regarding, among other matters, the planned scope and timing of the audit and any significant deficiencies and material weaknesses in internal control over compliance that we identified during the audit.

Report on Internal Control Over Compliance

A *deficiency in internal control over compliance* exists when the design or operation of a control over compliance does not allow management or employees, in the normal course of performing their assigned functions, to prevent, or detect and correct, noncompliance with a type of compliance requirement of a federal or state program on a timely basis. A *material weakness in internal control over compliance* is a deficiency, or a combination of deficiencies, in internal control over compliance such that there is a reasonable possibility that material noncompliance with a type of compliance requirement of a federal or state program will not be prevented, or detected and corrected, on a timely basis. A *significant deficiency in internal control over compliance* is a deficiency, or a combination of deficiencies, in internal control other compliance is a not state program will not be prevented and corrected or state program that is less severe than a material weakness in internal control over compliance with a type of compliance requirement of a federal or state program.

Our consideration of internal control over compliance was for the limited purpose described in the Auditors' Responsibilities for the Audit of Compliance section above and was not designed to identify all deficiencies in internal control over compliance that might be material weaknesses or significant deficiencies in internal control over compliance. Given these limitations, during our audit we did not identify any deficiencies in internal control over compliance that we consider to be material weaknesses, as described above. However, material weaknesses or significant deficiencies in internal control over compliance that we ficiencies in internal control over compliance that we consider to be material weaknesses, as described above. However, material weaknesses or significant deficiencies in internal control over compliance may exist that were not identified.

Our audit was not designed for the purpose of expressing an opinion on the effectiveness of internal control over compliance. Accordingly, no such opinion is expressed.

The purpose of this report on internal control over compliance is solely to describe the scope of our testing of internal control over compliance and the results of that testing based on the requirements of the Uniform Guidance and the *Guidelines*. Accordingly, this report is not suitable for any other purpose.

Report on Schedule of Expenditures of Federal and State Awards Required by the Uniform Guidance and the Guidelines

We have audited the financial statements of the governmental activities, the business-type activities, the discretely presented component unit, each major fund, and the aggregate remaining fund information of the City as of and for the year ended December 31, 2021, and the related notes to the financial statements, which collectively comprise the City's basic financial statements. We issued our report thereon dated June 15, 2022, which contained unmodified opinions on those financial statements. Our audit was conducted for the purpose of forming opinions on the financial statements that collectively comprise the basic financial statements. The accompanying schedule of expenditures of federal and state awards is presented for purposes of additional analysis as required by the Uniform Guidance and the Guidelines and is not a required part of the basic financial statements. Such information is the responsibility of management and was derived from and relates directly to the underlying accounting and other records used to prepare the basic financial statements. The information has been subjected to the auditing procedures applied in the audit of the financial statements and certain additional procedures, including comparing and reconciling such information directly to the underlying accounting and other records used to prepare the basic financial statements or to the basic financial statements themselves, and other additional procedures in accordance with auditing standards generally accepted in the United States of America. In our opinion, the schedule of expenditures of federal and state awards is fairly stated in all material respects in relation to the basic financial statements as a whole.

Baker Tilly US, LLP

Madison, Wisconsin September 29, 2022

Schedule of Expenditures of Federal and State Awards Year Ended December 31, 2021

Grantor Agency/ Program Title	Federal Assistance Listing Number	Pass-Through Entity	Pass-Through Entity Grant ID	Expenditures	Payments to Subrecipients
Federal Programs					
U.S. Department of Housing and Urban Development CDBG - Entitlement Grants Cluster: Community Development Block Grants / Entitlement Grants Community Development Block Grants / Ent. Grants Community Development Block Grants / Ent. Grants - Program income COVID-19 - Community Development Block Grants / CARES CV Grants COVID-19 - Community Development Block Grants / CARES CV3 Grants	14.218	Direct Direct Direct Direct	N/A N/A N/A N/A	\$ 668,309 135,581 89,593 224,512	210,000
Total CDBG - Entitlement Grants Cluster Home Investment Partnership Program Home Investment Partnerships Program/ Rock Co. Consortium Home Investment Partnerships Program - Program Income	14.239	Direct Direct	N/A N/A	<u>1,117,995</u> 160,380 <u>123,172</u>	299,596
Total Home Investment Partnerships Program Housing Voucher Cluster: Section 8 Housing Choice Vouchers Total Housing Voucher Cluster	14.871	Direct	N/A	283,552 3,097,246 3,097,246	
Total U.S. Department of Housing and Urban Development				4,498,793	299,596
U.S. Department of Justice Bulletproof Vest Partnership	16.607	Direct	N/A	9,730	-
Edward Byrne Memorial Justice Assistance Grant Program Grant (JAG) Program / Grants to States and Territories	16.738	Rock County	2018-DJ-BX-0478	23,426	
Total U.S. Department of Justice				33,156	<u> </u>

See notes to schedule of expenditures of federal and state awards

Schedule of Expenditures of Federal and State Awards Year Ended December 31, 2021

Grantor Agency/ Program Title	Federal Assistance Listing Number	Pass-Through Entity	Pass-Through Entity Grant ID	Expenditures	Payments to Subrecipients
U.S. Department of Transportation Highway Planning and Construction Cluster	20.205				
Highway Planning and Construction		WI DOT	371-10-004 & 371-14-012 & 5990-01-23	<u>\$ 169,502</u>	<u>\$ -</u>
Total Highway Planning and Construction Cluster				169,502	
Federal Transit Cluster Federal Transit Formula Grants	20.507				
Federal Transit Formula Grants (operating 2021) WI-2022-006 COVID-19 - Federal Transit Formula Grants Federal Transit Capital Grant		Direct Direct Direct	N/A N/A N/A	1,135,979 400,900 212,267	- -
Total Federal Transit Cluster				1,749,146	<u> </u>
Highway Safety Cluster:					
State and Community Highway Safety	20.600	WI DOT	FG-2020-janesvil-05333	47,138	<u> </u>
Total Highway Safety Cluster				47,138	
Total U.S. Department of Transportation				1,965,786	<u> </u>
U.S. Department of Treasury					
COVID-19 - Coronavirus State and Local Fiscal Recovery Funds - Lost revenue	21.027	Direct	N/A	283,618	-
COVID-19 - Coronavirus State and Local Fiscal Recovery Funds - Investments in Water, Sewer & Broadband	21.027	Direct	N/A	157,175	
Total U.S. Department of Justice				440,793	<u> </u>

See notes to schedule of expenditures of federal and state awards

Schedule of Expenditures of Federal and State Awards Year Ended December 31, 2021

Grantor Agency/ Program Title	Federal Assistance Listing Number	Pass-Through Entity	Pass-Through Entity Grant ID	Expenditures	Payments to <u>Subrecipients</u>
U.S. Department of Health and Human Services					
Drug Free Communities Support Programs	93.276	Direct	N/A	\$ 107,326	\$ -
COVID-19 - Claims Reimbursement to Health Care Providers and Facilities for Testing, Treatment, and					
Vaccine Administration for the Uninsured	93.461	Direct	N/A	11,651	-
COVID-19 - Provider Relief Funds	93.498	Direct	2020	176,301	<u> </u>
Total U.S. Department of Health and Human Services				295,278	
Total federal programs				\$ 7,233,806	\$ 299,596

Schedule of Expenditures of Federal and State Awards Year Ended December 31, 2021

Grantor Agency/ Program Title	State ID Number	Grant ID Number	Ехр	enditures	Payments to Subrecipients
State Programs					
Wisconsin Department of Natural Resources					
Stewardship Grant - Land Acquisition	370.TA1	SADLP3201350	\$	124,500	\$-
Recycling Grants to Responsible Units	370.670	RU 53241		210,358	-
Recycling Consolidation Grant	370.673	RU 53241		16,303	-
Total Wisconsin Department of Natural Resources				351,161	
Wisconsin Department of Transportation					
Transit Operating Aids:	395.175				
2021 Operating Aids		2021		808,772	-
Paratransit Aids Through 85.205		2015		40,018	<u>-</u> _
Total Transit Operating Aids				848,790	
Transportation Economic Assistance (TEA) Grant	395.260	84.185		196,314	
Total Wisconsin Department of Transportation				1,045,104	<u> </u>
Wisconsin Department of Health Services					
Emergency Medical Service Cost Reimbursement	435.162	N/A		10,331	-
State Lead Hazard Reduction Program	435.140	1905WI5CHIP		212,527	
Total Wisconsin Department of Health Services				222,858	
Total state programs			\$	1,619,123	<u>\$</u>

See notes to schedule of expenditures of federal and state awards

Notes to Schedule of Expenditures of Federal and State Awards Year Ended December 31, 2021

1. Basis of Presentation

The accompanying schedule of expenditures of federal and state awards (the Schedule) includes the federal and state award activity of the City of Janesville (the City) under programs of the federal and state government for the year ended December 31, 2021. The information in this Schedule is presented in accordance with the requirements of Title 2 U.S. Code of Federal Regulations Part 200, Uniform Administrative Requirements, Cost Principles, and Audit Requirements for Federal Awards (Uniform Guidance) and the *State Single Audit Guidelines*. Because the Schedule presents only a selected portion of the operations of the City of Janesville, it is not intended to and does not present the financial position, changes in net position or cash flows of the City.

2. Summary of Significant Accounting Policies

Expenditures reported on the Schedule are reported on the accrual or modified accrual basis of accounting. Such expenditures are recognized following the cost principles contained in the Uniform Guidance, wherein certain types of expenditures are not allowable or are limited as to reimbursement. Negative amounts shown on the Schedule represent adjustments or credits made in the normal course of business to amounts reported as expenditures in prior years. Pass-through entity identifying numbers are presented where available.

The underlying accounting records for some grant programs are maintained on the modified accrual basis of accounting. Under the modified accrual basis, revenues are recorded when susceptible to accrual, i.e., both measurable and available. Available means collectible within the current period or soon enough thereafter to be used to pay liabilities of the current period. Expenditures are recorded when the liability is incurred. The accounting records for other grant programs are maintained on the accrual basis, i.e., when the revenue has been earned and the liability is incurred. Program income is reported as expenditures in the year it is received.

3. Pass-Through Grantors

Federal funds have been passed through the following grantors:

WI DOT – Wisconsin Department of Transportation Rock County – Rock County, Wisconsin

4. Indirect Cost Rate

The City has not elected to use the 10-percent de minimis indirect cost rate of the Uniform Guidance.

Schedule of Findings and Questioned Costs Year Ended December 31, 2021

Section I – Summary of Auditors' Results

Financial Statements

Type of report the auditor issued on whether the financial statements audited were prepared i accordance with GAAP:		
Internal control over financial reporting: Material weakness(es) identified? Significant deficiency(ies) identified?	X yes yes	no X none reported
Noncompliance material to financial statement	s noted? yes	X no
Federal and State Awards		
Internal control over major programs:	Federal Programs	State Programs
Material weakness(es) identified?	yes <u>X</u> no	yes <u>X</u> no
Significant deficiencies identified that are not considered to be material weakness(es)?	none yes <u>X</u> reported	none yes <u>X</u> reported
Type of auditor's report issued on compliance for major programs	Unmodified	Unmodified
Any audit findings disclosed that are required to be reported in accordance with section 2 CFR 200.516(a) of the Uniform Guidance or the <i>State Single Audit Guidelines</i> ?	yes <u>X</u> no	yes <u>X</u> no
Auditee qualified as low-risk auditee?	yes <u>X</u> no	yes <u>X</u> no
Dollar threshold used to distinguish between type A and type B programs:	\$750,000	\$250,000

Identification of major federal programs:

Assistance Listing Numbers	Name of Federal Program or Cluster
14.871	Housing Voucher Cluster – Section 8 Housing Choice Vouchers
20.507	Federal Transit Cluster – Federal Transit Formula Grants; COVID-19 Federal Transit Formula Grants
21.027	COVID-19 Coronavirus State and Local Fiscal Recovery Funds

Identification of major state programs:

State Numbers	Name of State Program
395.175	Transit Operating Aids
435.140	State Lead Hazard Reduction Program

Schedule of Findings and Questioned Costs Year Ended December 31, 2021

Section II – Financial Statement Findings Required to be Reported in Accordance With *Government Auditing Standards*

FINDING 2021-001: MATERIAL WEAKNESS – INTERNAL CONTROL OVER FINANCIAL REPORTING

Repeat of Finding 2020-001

Criteria: Auditing Standards AU-C 265 requires auditors to communicate circumstances that were evaluated to be significant deficiencies or material weaknesses in the City's structure of internal control.

Condition: During the financial audit, audit procedures and inquiries were performed to evaluate the effectiveness of controls over various transaction cycles. As a result of these procedures, we noted there was no independent review of year-end financial statements and year-end conversion journal entries. In addition, material adjusting entries were identified as part of the audit.

Cause: Due to staffing and financial limitations, the City is not able to perform an independent review of the year-end financial statements and conversion entries.

Effect: No independent review of the year-end financial statements and conversion entries may lead to material misstatements.

Recommendation: The auditors recommend that year-end financial statements and year-end conversion journal entries be reviewed by a second individual to ensure appropriateness and accuracy.

Management Response: The City prepares high quality financial statements, conversion entries and footnote disclosures for the auditors to review. However, because of the City's size, management does not believe it is cost effective to hire the additional staff needed with the expertise to review all aspects of financial reporting.

Throughout the year, the Finance Office prepares Year-to-Date Budget to Actual reports that are reviewed by both Finance Director as well as Department, Division and Office Heads for accuracy and completeness. The Accounting Manager, Senior Accountant and Accountant prepare timely reconciliations of all balance sheet accounts to identify errors or potential internal control weaknesses. Procedures are in place for Departments, Divisions and Offices to report errors to the Finance Director so the Accounting Manager, Senior Accountant and Accountant can review and make adjustments to procedures and controls to reduce or eliminate repeating issues.

The Finance Director and Accounting Manager proactively consults with Baker Tilly on financial reporting issues throughout the year to prevent misstatements and to ensure compliance with Generally Accepted Accounting Principles (GAAP).

Our year-end close-out process includes deadlines that are communicated to our Department, Division and Office Heads so they are aware of cutoffs for both expenditure and revenue transactions and can ensure timely review of preliminary year-end reports that are provided to them.

The Finance Office follows year end checklists that have been developed internally to ensure all entries are completed and recorded prior to providing the unaudited trial balance and schedule of expenditures of federal and state awards to the audit firm.

The Finance Office prepares its own financial statements and its Annual Comprehensive Finance Report (ACFR) and has received the Government Finance Officers Association (GFOA) Certificate of Achievement for Excellence in Financial Reporting every year starting with fiscal year ending in December 31, 1992.

Schedule of Findings and Questioned Costs Year Ended December 31, 2021

We anticipate that the material weakness in financial reporting review will continue to be reported in future years.

Section III – Federal and State Awards Findings and Questioned Costs

No findings were reported.

Section IV – Other Issues

- 1. Does the auditor's report or the notes to the financial statements include disclosure with regard to substantial doubt as to the auditee's ability to continue as a going concern? ____ yes X no 2. Does the audit report show audit issues (i.e., material noncompliance, nonmaterial noncompliance, questioned costs, material weakness, significant deficiency, management letter comment, excess revenue or excess reserve) related to grants/contracts with funding agencies that require audits to be in accordance with the State Single Audit Guidelines: Department of Transportation _ yes yes Department of Health Services no Department of Natural Resources yes no 3. Was a Management Letter or other document
- conveying audit comments issued as a result of this audit?
- 4. Name and signature of partner
- Andrea Jansen, CPA, CFE, Partner

no

5. Date of report

September 29, 2022

Summary Schedule of Prior Audit Findings Year Ended December 31, 2021

FINDING 2020-001: MATERIAL WEAKNESS – INTERNAL CONTROL OVER FINANCIAL REPORTING

Repeat of Finding 2019-001

Criteria: Auditing Standards AU-C 265 requires auditors to communicate circumstances that were evaluated to be significant deficiencies or material weaknesses in the City's structure of internal control.

Condition: During the financial audit, audit procedures and inquiries were performed to evaluate the effectiveness of controls over various transaction cycles. As a result of these procedures, we noted there was no independent second party review of year-end financial statements and year-end conversion journal entries. In addition, we identified adjustments required to be made to the financial statements prepared by the City.

Cause: Due to staffing and financial limitations, the City is not able to perform an independent review of the year-end financial statements and conversion entries.

Effect: Year-end financial statements prepared by the City contained material misstatements.

Recommendation: We recommend that year-end financial statements and year-end conversion journal entries be reviewed by a second individual to ensure appropriateness and accuracy.

Status: The City prepares high quality financial statements, conversion entries, and footnote disclosures for the auditors to review. However, because of the City's size, management does not believe it is cost effective to hire the additional staff needed with the expertise to review all aspects of financial reporting and relies on the auditor for some year-end financial statement and conversion entry review. Therefore, we anticipate that the material weakness in financial reporting review will continue to be reported in future year.