STATE OF ILLINOIS OFFICE OF THE COMPTROLLER FISCAL OFFICER RESPONSIBILITIES COMPLIANCE EXAMINATION

For the Year Ended June 30, 2018

Performed As Special Assistant Auditors for the Auditor General, State of Illinois



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AGENCY OFFICIALS

Comptroller Assistant Comptroller - Operations and Information Technology Marvin Becker Assistant Comptroller - Fiscal Policy and Budget Kevin Schoeben Chief Legal Counsel John Gay **Director of Internal Audit** Gary Shadid

Agency offices are located at:

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Capitol Building South Second Street - Room 201 Springfield, IL 62706

Land of Lincoln Building 325 West Adams Street Springfield, IL 62704

Susana A. Mendoza



OFFICE OF THE COMPTROLLER STATE OF ILLINOIS

Susana A. Mendoza COMPTROLLER

MANAGEMENT ASSERTION LETTER

CliftonLarsonAllen LLP 301 S.W. Adams, Suite 1000 Peoria, IL 61602 December 14, 2018

Ladies and Gentlemen:

We are responsible for the identification of, and compliance with, all aspects of laws, regulations, contracts, or grant agreements that could have a material effect on the operations of the State of Illinois Office of the Comptroller - Fiscal Officer Responsibilities. We are responsible for and we have established and maintained an effective system of internal controls over compliance requirements. We have performed an evaluation of the State of Illinois Office of the Comptroller - Fiscal Officer Responsibilities' compliance with the following assertions during the year ended June 30, 2018. Based on this evaluation, we assert that during the year ended June 30, 2018, the State of Illinois Office of the Comptroller - Fiscal Officer Responsibilities has materially complied with the assertions below.

- A. The State of Illinois Office of the Comptroller Fiscal Officer Responsibilities has obligated, expended, received, and used public funds of the State in accordance with the purpose for which such funds have been appropriated or otherwise authorized by law.
- B. The State of Illinois Office of the Comptroller Fiscal Officer Responsibilities has obligated, expended, received, and used public funds of the State in accordance with any limitations, restrictions, conditions, or mandatory directions imposed by law upon such obligation, expenditure, receipt, or use.
- C. The State of Illinois Office of the Comptroller Fiscal Officer Responsibilities has complied, in all material respects, with applicable laws and regulations, including the State uniform accounting system, in its financial and fiscal operations.
- D. State revenues and receipts collected by the State of Illinois Office of the Comptroller Fiscal Officer Responsibilities are in accordance with applicable laws and regulations and the accounting and recordkeeping of such revenues and receipts is fair, accurate, and in accordance with law.
- E. Money or negotiable securities or similar assets handled by the State of Illinois Office of the Comptroller - Fiscal Officer Responsibilities on behalf of the State or held in trust by the State of Illinois Office of the Comptroller - Fiscal Officer Responsibilities have been properly and legally administered, and the accounting and recordkeeping relating thereto is proper, accurate, and in accordance with law.

Yours truly,

State of Illinois Office of the Comptroller - Fiscal Officer Responsibilities

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SIGNED ORIGINAL ON FILE

Susana wendoza, comptroller

SIGNED ORIGINAL ON FILE

Marvin Becker, Assistant Comptroller, Operation's and Information Technology

SIGNED ORIGINAL ON FILE

John Gay, Chief Legal Counsel

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COMPLIANCE REPORT

<u>SUMMARY</u>

The compliance testing performed during this examination was conducted in accordance with *Government Auditing Standards* and the Illinois State Auditing Act.

ACCOUNTANT'S REPORT

The Independent Accountant's Report on State Compliance, on Internal Control Over Compliance, and on Supplementary Information for State Compliance Purposes does not contain scope limitations or disclaimers, but does contain a modified opinion on compliance.

SUMMARY OF FINDINGS

	Current	Prior
	<u>Report</u>	<u>Report</u>
Number of		
Findings	1	1
Repeated findings	1	1
Prior recommendations implemented		
or not repeated	0	0

SCHEDULE OF FINDINGS

Item No.	<u>Page</u>	Description	Finding Type
	FIN	DINGS (GOVERNMENT AUDITING STANDARDS)	
2018-001	9	Late Payment of Statutorily Mandated Transfers	Material Noncompliance
		FINDINGS (STATE COMPLIANCE)	

In addition, the following finding which is reported as a current finding relating to *Government Auditing Standards* also meets the reporting requirements for State Compliance.

2018-001	9	Late Payment of Statutorily Mandated Transfers	Material
			Noncompliance

EXIT CONFERENCE

The Office waived an exit conference in correspondence from Gary Shadid, Director of Internal Audit, on December 4, 2018. The responses to the recommendations were provided by Gary Shadid, Director of Internal Audit, in correspondence dated December 14, 2018.



INDEPENDENT ACCOUNTANT'S REPORT ON STATE COMPLIANCE, ON INTERNAL CONTROL OVER COMPLIANCE, AND ON SUPPLEMENTARY INFORMATION FOR STATE COMPLIANCE PURPOSES

Honorable Frank J. Mautino Auditor General State of Illinois

Compliance

As Special Assistant Auditors for the Auditor General, we have examined the State of Illinois, Office of the Comptroller – Fiscal Officer Responsibilities' compliance with the requirements listed below, as more fully described in the Audit Guide for Financial Audits and Compliance Attestation Engagements of Illinois State Agencies (Audit Guide) as adopted by the Auditor General, during the year ended June 30, 2018. The management of the State of Illinois, Office of the Comptroller – Fiscal Officer Responsibilities is responsible for compliance with these requirements. Our responsibility is to express an opinion on the State of Illinois, Office of the Comptroller – Fiscal Officer Compliance based on our examination.

- A. The State of Illinois, Office of the Comptroller Fiscal Officer Responsibilities has obligated, expended, received, and used public funds of the State in accordance with the purpose for which such funds have been appropriated or otherwise authorized by law.
- B. The State of Illinois, Office of the Comptroller Fiscal Officer Responsibilities has obligated, expended, received, and used public funds of the State in accordance with any limitations, restrictions, conditions or mandatory directions imposed by law upon such obligation, expenditure, receipt or use.
- C. The State of Illinois, Office of the Comptroller Fiscal Officer Responsibilities has complied, in all material respects, with applicable laws and regulations, including the State uniform accounting system, in its financial and fiscal operations.
- D. State revenues and receipts collected by the State of Illinois, Office of the Comptroller Fiscal Officer Responsibilities are in accordance with applicable laws and regulations and the accounting and recordkeeping of such revenues and receipts is fair, accurate and in accordance with law.
- E. Money or negotiable securities or similar assets handled by the State of Illinois, Office of the Comptroller – Fiscal Officer Responsibilities on behalf of the State or held in trust by the State of Illinois, Office of the Comptroller – Fiscal Officer Responsibilities have been properly and legally administered and the accounting and recordkeeping relating thereto is proper, accurate, and in accordance with law.



Our examination was conducted in accordance with attestation standards established by the American Institute of Certified Public Accountants; the standards applicable to attestation engagements contained in *Government Auditing Standards* issued by the Comptroller General of the United States; the Illinois State Auditing Act (Act); and the Audit Guide as adopted by the Auditor General pursuant to the Act (the Audit Guide). Those standards, the Act, and the Audit Guide require that we plan and perform the examination to obtain reasonable assurance about whether the State of Illinois, Office of the Comptroller – Fiscal Officer Responsibilities complied, in all material respects, with the specified requirements listed above. An examination involves performing procedures to obtain evidence about whether the State of Illinois, Office of the Comptroller – Fiscal Officer Responsibilities complied – Fiscal Officer Responsibilities complied on our judgements listed above. The nature, timing, and extent of the procedures selected depend on our judgement, including an assessment of the risks of material noncompliance, whether due to fraud or error.

We believe that the evidence we obtained is sufficient and appropriate to provide a reasonable basis for our opinion. Our examination does not provide a legal determination on the State of Illinois, Office of the Comptroller – Fiscal Officer Responsibilities' compliance with specified requirements.

As described in item 2018-001 in the accompanying schedule of findings, the State of Illinois, Office of the Comptroller – Fiscal Officer Responsibilities did not comply with requirements regarding statutory mandated transfer of funds. Compliance with such requirements is necessary, in our opinion, for the State of Illinois, Office of the Comptroller – Fiscal Officer Responsibilities to comply with the requirements listed in the first paragraph of this report.

In our opinion, except for the noncompliance described in the preceding paragraph, the State of Illinois, Office of the Comptroller – Fiscal Officer Responsibilities complied, in all material respects, with the compliance requirements listed in the first paragraph of this report during the year ended June 30, 2018.

The State of Illinois, Office of the Comptroller – Fiscal Officer Responsibilities' response to the finding identified in our examination is described in the accompanying schedule of findings. The State of Illinois, Office of the Comptroller – Fiscal Officer Responsibilities' response was not subjected to the procedures applied in the compliance examination and, accordingly, we express no opinion on the response.

The purpose of this report on compliance is solely to describe the scope of our testing and the results of that testing in accordance with the requirements of the Audit Guide issued by the Illinois Office of the Auditor General. Accordingly, this report is not suitable for any other purpose.

Internal Control

Management of the State of Illinois, Office of the Comptroller – Fiscal Officer Responsibilities is responsible for establishing and maintaining effective internal control over compliance with the requirements listed in the first paragraph of this report. In planning and performing our examination, we considered the State of Illinois, Office of the Comptroller – Fiscal Officer Responsibilities' internal control over compliance with the requirements listed in the first paragraph of this report to determine the examination procedures that are appropriate in the circumstances for the purpose of expressing our opinion on compliance and to test and report on internal control over compliance in accordance with the Audit Guide, issued by the Illinois Office of the Auditor General, but not for the purpose of expressing an opinion on the effectiveness of the State of Illinois, Office of Illinois, Office of the Comptroller – Fiscal Office of the Comptroller – Fiscal Compliance in accordance with the Audit Guide, issued by the Illinois Office of the Auditor General, but not for the purpose of expressing an opinion on the effectiveness of the State of Illinois, Office of the Comptroller – Fiscal Office

Responsibilities' internal control over compliance. Accordingly, we do not express an opinion on the effectiveness of the State of Illinois, Office of the Comptroller – Fiscal Officer Responsibilities' 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 the requirements listed in the first paragraph of this report on a timely basis. A *material weakness in internal control over compliance* is a deficiency, or combination of deficiencies, in internal control over compliance, such that there is a reasonable possibility that material noncompliance with a requirement listed in the first paragraph of this report 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 over compliance, yet important enough to merit attention by those charged with governance.

Our consideration of internal control over compliance was for the limited purpose described in the first paragraph of this section and was not designed to identify all deficiencies in internal control over compliance that might be material weaknesses or significant deficiencies. We did not identify any deficiencies in internal control over compliance that we consider to be material weaknesses. However, material weaknesses may exist that have not been identified.

There were no immaterial findings that have been excluded from this report.

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 Audit Guide, issued by the Illinois Office of the Auditor General. Accordingly, this report is not suitable for any other purpose.

Supplementary Information for State Compliance Purposes

Our examination was conducted for the purpose of forming an opinion on compliance with the requirements listed in the first paragraph of this report. The accompanying Analysis of Operations Section is presented for purposes of additional analysis. We have not applied procedures to the accompanying supplementary information in the Analysis of Operations Section, and accordingly, we do not express an opinion or provide any assurance on it.

CliftonLarsonAllen LLP

Peoria, Illinois December 14, 2018

STATE OF ILLINOIS OFFICE OF THE COMPTROLLER FISCAL OFFICER RESPONSIBILITIES SCHEDULE OF FINDINGS – GOVERNMENT AUDITING STANDARDS Year Ended June 30, 2018

FINDING 2018-001 - Late Payment of Statutorily Mandated Transfers

The Illinois Office of the Comptroller (Office) did not make all statutorily mandated transfers between State funds within established timeframes, as required.

The Office had a system in place to identify and record inter-fund transfers it was required to make. During the fiscal year ended June 30, 2018, the Office timely recorded, within the Statewide Accounting Management System (SAMS), the receivables and related payables for transfers of money in the State Treasury to be made between State of Illinois' funds. However, not all transfers were made timely. During fiscal year 2018, we noted 339 transfers between State funds that were made greater than 30 days after the statutorily mandated transfer date. Transfers that were made between one and 30 days after the statutorily mandated transfer date were excluded from the information provided in the following table. The following summary concerning late payment of statutorily mandated transfers highlights the delays of making such transfers in fiscal year 2018 compared to fiscal year 2017 and fiscal year 2016:

	Fiscal Year 2018	Fiscal Year 2017	Fiscal Year 2016
Number of late transfers	339 transfers (231 from GRF)	472 transfers (360 from GRF)	468 transfers (360 from GRF)
Range of days transfers were late	31 to 447 days *	31 to 479 days *	31 to 449 days*
Total volume of late transfers, in dollars	\$1.36 billion (\$790 million from GRF)	\$3.31 billion (\$2.58 billion from GRF)	\$3.37 billion (\$2.64 billion from GRF)
 Late transfers outstanding and paid after June 30 	\$1.14 billion (\$583 million from GRF)	\$2.14 billion (\$1.42 billion from GRF)	\$1.51 billion (\$808 million from GRF)

Analysis prepared as of October 23 for fiscal year 2018, as of October 23, 2017 for fiscal year 2017 and as of October 31, 2016 for fiscal year 2016. Some transfers were completed after those dates.

Also, during fiscal year 2018, we noted 193 late transfers, totaling \$2.48 billion, between State funds that were made between one and 30 days after the statutorily mandated transfer date.

STATE OF ILLINOIS OFFICE OF THE COMPTROLLER FISCAL OFFICER RESPONSIBILITIES SCHEDULE OF FINDINGS – GOVERNMENT AUDITING STANDARDS Year Ended June 30, 2018

Further, the following table contains the number and amount of late transfers still outstanding as of November 13, 2018, relating to fiscal year 2017 and fiscal year 2016.

	Fiscal Year 2017	Fiscal Year 2016
Number of late transfers		
outstanding as of 11/13/2018	282	50
Amount of late transfers		
outstanding as of 11/13/2018	\$1.306 billion	\$446 million

The transfers noted above are mandated by various State statutes that contain the required funds, amounts, and timeline.

Office management stated, as they did during the prior examinations, that the late payment of transfers occurred due to cash management decisions and prioritization that was required due to the lack of available cash in the State Treasury. Further, some statutory provisions relating to transfers contain language such as "as soon as practicable" or "as soon as possible" which management feels should give them more time to complete the transfers.

Failure to make inter-fund transfers within applicable timeframes represents noncompliance with State law, and untimely transfers of monies may have delayed the receiving fund's use of appropriated funds. (Finding Code No. 2018-001, 2017-001, 2016-001, 2015-001, 2014-001, 2013-001, 12-1, 11-1, 10-1, 09-1).

RECOMMENDATION

We recommend the Office make transfers within timeframes established by applicable statute. While we realize that lack of available funds in the State Treasury requires prioritization and cash management decisions, we recommend the Office continue in its efforts to make transfers in as timely a manner as possible.

OFFICE RESPONSE

The Office accepts the recommendation. The Office will continue in its effort to make the required transfers to the extent possible given all the competing payments from limited resources in the state treasury. Unfortunately, due to continued fiscal circumstances that are outside of the control of the Comptroller's Office, this repeated finding is outgrowth from the fact that the state did not have a complete budget for two years and is still facing a significant backlog of bills in the billions. In order to manage under this dire fiscal situation, the Office must continue to engage in cash management strategies that can maximize the use of limited state funds while also attempting to minimize the consequences of not having enough resources to address various pending vouchers and transfers held at the Office. Until the backlog is adequately addressed, it will linger for several months and years to come.

SUPPLEMENTARY INFORMATION FOR STATE COMPLIANCE PURPOSES

SUMMARY

Supplementary Information for State Compliance Purposes presented in this section of the report includes the following:

Analysis of Operations (Not Examined): Agency Functions and Planning Program (Not Examined) Schedule of Interest Paid on Late Vendor Payments (Not Examined)

The accountant's report that covers the Supplementary Information for State Compliance Purposes presented in the Compliance Report Section states the accountants have not applied procedures to the supplementary information in the Analysis of Operations Section, and accordingly, they do not express an opinion or provide any assurance on it.

STATE OF ILLINOIS OFFICE OF THE COMPTROLLER FISCAL OFFICER RESPONSIBILITIES AGENCY FUNCTIONS AND PLANNING PROGRAM (NOT EXAMINED) SYSTEM NARRATIVE FISCAL YEAR 2018

Office Functions

The Office's "Fiscal Officer Functions," as set forth in the Illinois Compiled Statutes (ILCS), are as follows:

- 1. Development and maintenance of a uniform accounting system for the use of all State agencies (15 ILCS 405/7).
- 2. Preaudit of invoice-vouchers to verify that adequate documentation and sufficient unexpended appropriations exist before a state warrant is drawn (15 ILCS 405/9).
- 3. Authorization of payment into and out of funds held by the State Treasurer and establishment and dissolution of all State "Imprest" and/or "Petty Cash" funds (various references).
- 4. Storage and retrieval of State financial records including invoice-vouchers and supporting documents, payrolls, contracts, leases, and canceled warrants (various references).
- 5. Accumulation and reporting of State agencies' financial information regarding funds held by the State Treasurer, receipts and expenditures of locally held funds, fixed assets, accounts receivable, and bonded indebtedness (various references).
- 6. Dissemination of Statewide fiscal information to constitutional officers and the general public through the preparation of periodic financial reports (various references).

Budgeting

Planning and budgeting of the Office begins at the senior staff level. To begin the process, each year in late September the Director of Budget and Payroll solicits budget information from the Assistant Comptrollers. The Assistant Comptrollers will obtain from Departmental Directors information on operational needs, initiatives, and resource levels needed. Typically, the Departmental Director begins with the current cost to maintain current levels of services. He/she will then adjust this amount to arrive at the current year's budget proposal. Decreases from current costs may be made when inefficient or duplicative functions are identified. Increases are first made for required additions to services or cost increases. Further additions are prioritized and built upon the required increases in step fashion as in zero-based budgeting. In determining the current year's budget, the Departmental Director will request input from his/her staff managers and supervisors. Other considerations when determining increases and decreases include determining adequacy of the present staffing, possible salary increases, and any new departmental changes in procedures which may require both financial and human resources. Once departmental budgets are completed, they are returned to the Director of Budget and Payroll.

STATE OF ILLINOIS OFFICE OF THE COMPTROLLER FISCAL OFFICER RESPONSIBILITIES AGENCY FUNCTIONS AND PLANNING PROGRAM (NOT EXAMINED) SYSTEM NARRATIVE FISCAL YEAR 2018

The Director of Budget and Payroll in conjunction with the Assistant Comptroller for Fiscal Policy, reviews each department's needs and prepares a recommendation report for amendments to various budget line items. The recommendations are sent to the Comptroller. After a preliminary meeting with appropriate staff to discuss the recommendations, the Director of Budget and Payroll and the Assistant Comptrollers meet with the Comptroller for a final review of the budget. Once the Comptroller has approved the Office's budget, it is presented to the Governor's Office of Management and Budget, which will include it in the State Budget Book.

The Comptroller will present the Office's budget to the General Assembly. The final budget as approved by the General Assembly and signed into law by the Governor is returned to the Comptroller where the Director of Budget and Payroll allocates the money actually appropriated to the Office for the year. This process is normally concluded in June.

The Directors are responsible for reporting potential budget issues to the Assistant Comptroller and/or the Director of Budget and Payroll. The budget staff reviews all Office expenditures on an ongoing basis to ensure adherence to the strategic budget plan.

Strategic Long Range Plan

Management conducts strategic planning by continually monitoring and evaluating adherence of Office activities to overall short and long-term objectives. The overall objectives are based on the following general goals:

- 1. To increase the effectiveness of manual processes which cannot be eliminated and enhance the usefulness and timeliness of work results as well as reduce associated costs.
- 2. To increase the effectiveness of automated processes by enhancing the usefulness and timeliness of information as well as reduce the associated costs.
- 3. To increase the efficiency of the Office's various facilities in order to enhance the effectiveness of overall activities.
- 4. To maintain a quality work force through the recruitment, selection and training process.

These goals are consistent with the Office's main mission i.e., to provide fiscal information for the purpose of promoting the integrity of public policy decisions, and to efficiently manage and report on the State's accounts.

STATE OF ILLINOIS OFFICE OF THE COMPTROLLER FISCAL OFFICER RESPONSIBILITIES AGENCY FUNCTIONS AND PLANNING PROGRAM (NOT EXAMINED) SYSTEM NARRATIVE FISCAL YEAR 2018

The Office's key programmatic priorities and strategic objectives are as follows.

- 1. Funds management and processing of state payrolls, vendor payments, and fund transfers.
- 2. Statewide accounting system management and financial reporting, including preparation of the Comprehensive Annual Financial Report (CAFR) and begin transforming the office toward innovative Technological Financial Management Solutions.
- 3. State agency collaboration on financial reporting, payroll, and administrative issues.
- 4. Management of the Cemetery Care and Burial Trust Division, Local Government Reporting, and the Local Government Debt Recovery Program.
- 5. Public accountability reporting of the Service Efforts and Accomplishments (SEA).

As a mechanism for evaluating Office activities in relation to strategic objectives, the Office has developed a project management infrastructure for Statewide Accounting Management System (SAMS) and an Internal Service Efforts and Accomplishments (S.E.A.) Public Accountability Program. These mechanisms include formal guidelines for the review, coordination, and approval of activities and include participation by upper administration personnel.

STATE OF ILLINOIS OFFICE OF THE COMPTROLLER FISCAL OFFICER RESPONSIBILITIES SCHEDULE OF INTEREST VOUCHERED ON LATE VENDOR PAYMENTS (NOT EXAMINED)

For the Year Ended June 30, 2018

STATE OF ILLINOIS OFFICE OF THE COMPTROLLER FISCAL OFFICER RESPONSIBILITIES SCHEDULE OF INTEREST VOUCHERED ON LATE VENDOR PAYMENTS (NOT EXAMINED) – CONTINUED

For the Year Ended June 30, 2018

Commission on Government Forecasting and Accountability \$	5 10,117
Board of Higher Education	9,839
Department of Labor	6,210
Office of the State's Attorneys Appellate Prosecutor	5,755
Prisoner Review Board	5,673
Legislative Research Unit	5,378
Office of the Lieutenant Governor	3,450
Judicial Inquiry Board	3,156
Procurement Policy Board	1,901
Department of Financial and Professional Regulation	1,704
Emergency Management Agency	1,656
Deaf and Hard of Hearing Commission	1,107
Illinois Criminal Justice Information Authority	1,067
Department of Insurance	885
Governor's Office of Management and Budget	828
Legislative Audit Commission	765
Labor Relations Board	661
Human Rights Commission	556
Joint Committee on Administrative Rules	344
Office of the Attorney General	97
Illinois Math and Science Academy	52
Guardianship and Advocacy Commission	36
Office of the Governor	11
Total Interest Vouchered on Late Vendor Payments	<u>\$980,603,505 **</u>

The State Prompt Payment Act (30 ILCS 540/3-2) requires State agencies to pay interest on proper vendor bills which are paid late, as defined in the Act.

- * Includes late interest penalties pursuant to the timely pay provisions of the Group Health Insurance Code (215 ILCS 5/368a).
- ** This listing reflects late interest vouchered in Fiscal Year 2018 and does not include a complete accounting of what may have been accrued.