

CITY OF NEENAH

Neenah, Wisconsin

COMMUNICATION TO THOSE CHARGED
WITH GOVERNANCE AND MANAGEMENT

As of and for the Year Ended December 31, 2015

CITY OF NEENAH

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**REQUIRED COMMUNICATION OF INTERNAL CONTROL RELATED MATTERS
IDENTIFIED IN THE AUDIT TO THOSE CHARGED WITH GOVERNANCE**

Mayor Kaufert, President Stevenson,
and Members of the Common Council
and Management
City of Neenah
Neenah, Wisconsin

In planning and performing our audit of the financial statements of the City of Neenah as of and for the year ended December 31, 2015, in accordance with auditing standards generally accepted in the United States of America, we considered its internal control over financial reporting (internal control) as a basis for designing our auditing 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 its internal control. Accordingly, we do not express an opinion on the effectiveness of its internal control.

A separate Report on Internal Control was issued to the Utility Commission. The information contained in that report is not included with this report.

Our consideration of internal control was for the limited purpose described in the first paragraph 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 were not identified. However, as discussed below, we identified certain deficiencies in internal control that we consider to be significant deficiencies.

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 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. We did not identify any deficiencies in internal control that we consider to be material weaknesses:

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. We consider the following deficiencies in the city's internal control to be significant deficiencies:

- > Internal Control Over Financial Reporting
- > Joint Municipal Court – Segregation of Duties
- > Joint Municipal Court – Voids and Adjustments

This communication is intended solely for the information and use of management, the city council, and others within the organization and is not intended to be, and should not be, used by anyone other than these specified parties.

Baker Tilly Virchow Krause, LLP

Madison, Wisconsin
June 29, 2016

Auditing standards require that we perform procedures to obtain an understanding of your government and its internal control environment as part of the annual audit. This includes an analysis of significant transaction cycles and an analysis of the city's year-end financial reporting process and preparation of your financial statements.

INTERNAL CONTROL OVER FINANCIAL REPORTING

Properly designed systems of internal control provides your organization with the ability to process and record monthly and year-end transactions and annual financial reports.

Our audit includes a review and evaluation of the city's internal controls relating to financial reporting. Common attributes of a properly designed system of internal control for financial reporting are as follows:

- > There is adequate staffing to prepare financial reports throughout the year and at year-end.
- > Material misstatements are identified and corrected during the normal course of duties.
- > Complete and accurate financial statements, including footnotes, are prepared.
- > Financial reports are independently reviewed for completeness and accuracy.

Our evaluation of the internal controls over financial reporting has identified control deficiencies that are considered significant deficiencies surrounding the preparation of financial statements and footnotes, adjusting journal entries identified by the auditors, and an independent review of financial reports.

Management has not prepared financial statements that are in conformity with generally accepted accounting principles. In addition, misstatements in the general ledger were identified during the financial audit.

This level of internal control over financial reporting can be a difficult task for governments that operate with only enough staff to process monthly transactions and reports, and often rely on their auditors to prepare certain year-end audit entries and financial statements.

JOINT MUNICIPAL COURT

SEGREGATION OF DUTIES

Under ideal conditions, there are many procedures and controls designed to limit the access of any one individual to all phases of a transaction. It is not uncommon for a decentralized operation such as the Joint Municipal Court to have staff limitations making it difficult to adequately segregate the various financial procedures.

Under the current situation, the one Joint Municipal Court employee is responsible for posting citations into the court system, establishing payment plans with the offenders, collecting and receipting payments, and performing the necessary reconciliations between the City of Neenah's general ledger and the court system. In addition, the Joint Municipal Court maintains a cash drawer where the same court employee is responsible for closing out and depositing collections each day.

Because overlapping responsibilities do not exist, management should rely more heavily on your direct knowledge of the Joint Municipal Court's operations and day-to-day contact with the employee to control and safeguard assets. The purpose of this comment is to meet our professional responsibility of communicating possible significant deficiencies to you and make you aware of the importance of having good people and maintaining close contact with them and the operation of the Joint Municipal Court.

JOINT MUNICIPAL COURT (cont.)

VOIDS AND ADJUSTMENTS

The system being used by the Joint Municipal Court to track offenders and process financial information allows the user to void and/or adjust a transaction resulting in the deletion or modification of all financial history relative to the offender. Modifying financial information such as recent collections without supervisory approval or awareness presents certain risks to the collection process. Ideally, a supervisor would be involved in the approval process of voiding or changing transactions, or at a minimum, be able to review historical information to determine if the voids or changes were appropriate.

We recommend the Joint Municipal Court review options available from the software provider of the courts system being used, to determine if modifications are available to strengthen controls over these processes.

OTHER COMMUNICATIONS TO THOSE CHARGED WITH GOVERNANCE

TWO WAY COMMUNICATION REGARDING YOUR AUDIT

As part of our audit of your financial statements, we are providing communications to you throughout the audit process. Auditing requirements provide for two-way communication and are important in assisting the auditor and you with more information relevant to the audit.

As this past audit is concluded, we use what we have learned to begin the planning process for next year's audit. It is important that you understand the following points about the scope and timing of our next audit:

- a. We address the significant risks of material misstatement, whether due to fraud or error, through our detailed audit procedures.
- b. We will obtain an understanding of the five components of internal control sufficient to assess the risk of material misstatement of the financial statements whether due to error or fraud, and to design the nature, timing, and extent of further audit procedures. We will obtain a sufficient understanding by performing risk assessment procedures to evaluate the design of controls relevant to an audit of financial statements and to determine whether they have been implemented. We will use such knowledge to:
 - > Identify types of potential misstatements
 - > Consider factors that affect the risks of material misstatement
 - > Design tests of controls, when applicable, and substantive procedures

We will not express an opinion on the effectiveness of internal control over financial reporting or compliance with laws, regulations, and provisions of contracts or grant programs.

- c. The concept of materiality recognizes that some matters, either individually or in the aggregate, are important for fair presentation of financial statements in conformity with generally accepted accounting principles while other matters are not important. In performing the audit, we are concerned with matters that, either individually or in the aggregate, could be material to the financial statements. Our responsibility is to plan and perform the audit to obtain reasonable assurance that material misstatements, whether caused by errors or fraud, are detected.
- d. Your financial statements contain components, as defined by auditing standards generally accepted in the United States of America, which we also audit.

We are very interested in your views regarding certain matters. Those matters are listed here:

- a. We typically will communicate with your top level of management unless you tell us otherwise.
- b. We understand that the city council has the responsibility to oversee the strategic direction of your organization, as well as the overall accountability of the entity. Management has the responsibility for achieving the objectives of the entity.
- c. We need to know your views about your organization's objectives and strategies, and the related business risks that may result in material misstatements.
- d. Which matters do you consider warrant particular attention during the audit, and are there any areas where you request additional procedures to be undertaken?

TWO WAY COMMUNICATION REGARDING YOUR AUDIT (cont.)

- e. Have you had any significant communications with regulators or grantor agencies?
- f. Are there other matters that you believe are relevant to the audit of the financial statements?

Also, is there anything that we need to know about the attitudes, awareness, and actions of the city concerning:

- a. The city's internal control and its importance in the entity, including how those charged with governance oversee the effectiveness of internal control?
- b. The detection or the possibility of fraud?

We also need to know if you have taken actions in response to developments in financial reporting, laws, accounting standards, governance practices, or other related matters, or in response to previous communications with us.

With regard to the timing of our audit, here is some general information. We perform preliminary audit work during the months of November, December, and sometimes early January. Our final fieldwork is scheduled during the spring to best coincide with your readiness and report deadlines. After fieldwork, we wrap up our audit procedures at our office and issue drafts of our report for your review. Final copies of our report and other communications are issued after approval by your staff. This is typically 6-12 weeks after final fieldwork, but may vary depending on a number of factors.

Keep in mind that while this communication may assist us with planning the scope and timing of the audit, it does not change the auditor's sole responsibility to determine the overall audit strategy and the audit plan, including the nature, timing, and extent of procedures necessary to obtain sufficient appropriate audit evidence.

We realize that you may have questions on what this all means, or wish to provide other feedback. We welcome the opportunity to hear from you.

**COMMUNICATION OF OTHER CONTROL DEFICIENCIES, RECOMMENDATIONS,
AND INFORMATIONAL POINTS TO MANAGEMENT THAT ARE NOT
MATERIAL WEAKNESSES OR SIGNIFICANT DEFICIENCIES**

CURRENT YEAR RECOMMENDATION

DELINQUENT PERSONAL PROPERTY TAXES

The city is reporting approximately \$450,000 of delinquent personal property taxes within its General Fund at year-end. The individual balances are tracked by year and consist of amounts that have not been collected between 2014 and prior. It is very likely that many of these delinquents cannot be collected at this point in time. As part of the audit each year, the city estimates an allowance for amounts determined to be uncollectible.

We recommend the city analyze the delinquent personal property taxes to determine which items should be written off after being approved by council, or pursued by Finance Department staff or by legal counsel for collection. We also recommend that the city consider developing a policy regarding delinquent personal property taxes so that collection efforts can be pursued in a timely and efficient manner, and that outstanding balances represent amounts that the city believes are collectable.

PRIOR YEAR RECOMMENDATIONS

INTERNAL CONTROL ENVIRONMENT

A properly designed system of internal control includes adequate staffing as well as policies and procedures to properly segregate duties. This includes systems that are designed to limit the access or control of any one individual to your government's assets or accounting records, and to achieve a higher likelihood that errors or irregularities in the city's accounting processes would be discovered by your staff in a timely manner.

There are certain controls that have not been in place at the city in prior years, related to significant transaction cycles. These key controls are important in reducing the risk of errors or irregularities in the city's accounting processes. We evaluated these controls as part of this year's audit and noted the following:

Controls Over Purchasing

Department heads have the authority to order, receive, and approve goods and services in their respective departments. While a subsequent review of the purchase does occur in both the finance department as well as by the finance committee chair, risks are still present when department heads retain all of these duties. Purchasing duties within departments should be further segregated so that no one individual is able to complete all of these responsibilities.

Controls Over Information Technology

Access to financial systems should be reviewed once a year by management to ensure users do not have access beyond their job responsibilities. A report is now being generated that will allow for this review but that control has not yet begun.

The city should also regularly test system backups to ensure they are working properly.

PRIOR YEAR RECOMMENDATIONS (cont.)

MENASHA-NEENAH MUNICIPAL COURT DEFICIT

The City of Neenah and the City of Menasha established a joint venture creating the Menasha-Neenah Municipal Court. Each city's proportionate share in the annual operations is equal to the percentage share of citations issued by that city compared to the total citations issued by both cities. In the past, the City of Neenah has funded approximately 56% of the court operations and the City of Menasha 44%.

For the past twelve years, the court has operated at a deficit that increases every year. As of December 31, 2015, the court had a deficit of \$273,152. The allocation of this is as follows.

City of Menasha	\$ 113,769
City of Neenah	<u>159,383</u>
Total	<u>\$ 273,152</u>

As of the end of the year, the court has been advanced monies to cover a portion of this deficit. The balance of the deficit is being funded by the City of Neenah by borrowing from another city fund. We recommend that the participating communities determine how the court will repay these funds. If the court is unable to repay the funds, we recommend that Neenah and Menasha budget for this deficit and make the appropriate transfers. In addition, to avoid potential future shortfalls, the two communities should consider restructuring the fees charged to finance operations.

Status (12/31/15)

This recommendation still pertains.

INFORMATIONAL POINTS

TAX INCREMENT FINANCING DISTRICTS

For the last several years, we have communicated to you an informational point regarding economic conditions and your community. A focus of that communication has been the status of the city's tax incremental financing (TIF) districts and their continued reliance upon other funds of the city. While it is not unusual for active TIF districts to rely upon or borrow from other funds during their earlier years, it also requires careful monitoring through TIF projections. Performing TIF projections is not something that is within the scope of a financial audit. The distinction is that an audit looks back to determine the current status of a TIF, while a projection attempts to estimate the long-term viability of a TIF, including whether or not it will be able to meet its debt obligations during its life.

We recommend the city continue to update its TIF projections, including the amounts other funds have advanced or loaned to the TIFs.

INFORMATIONAL POINTS (cont.)

TAX INCREMENT FINANCING DISTRICTS (cont.)

As of year-end for the past three years, the following TIF Districts had an advance recorded from other funds:

	<u>2013</u>	<u>2014</u>	<u>2015</u>
TIF No. 5	\$ 951,000	\$ 891,000	\$ 891,000
TIF No. 6	737,000	1,794,000	2,045,000
TIF No. 8	<u>5,508,500</u>	<u>5,728,000</u>	<u>6,661,960</u>
Total	<u>\$ 7,196,500</u>	<u>\$ 8,413,000</u>	<u>\$ 9,597,960</u>

These monies were advanced by the following funds:

	<u>2013</u>	<u>2014</u>	<u>2015</u>
Capital Projects – Public Infrastructure	\$ 891,000	\$ 1,266,000	\$ 891,000
TIF No. 5	123,000	-	655,000
TIF No. 7	1,350,000	1,904,900	2,657,790
TIF No. 6	274,000	49,000	337,000
Internal Service – Benefit Accrual Fund	3,146,000	2,543,100	-
Debt service	1,412,500	2,620,000	3,600,000
TIF No. 8	-	30,000	340,000
TIF No. 10	<u>-</u>	<u>-</u>	<u>1,117,170</u>
Total	<u>\$ 7,196,500</u>	<u>\$ 8,413,000</u>	<u>\$ 9,597,960</u>

The city must formally evaluate on a regular basis whether these funds have the ability to repay these advances. If the monies are not available, the city will be required to determine the appropriate allowances. As part of the audit process, we have not been provided a detailed analysis of when these funds will have sufficient reserves to repay their obligations,

Your community's long-term success is important. As a governing body, your involvement and understanding of your community's financial activities will help you make informed decisions regarding the future of your community. Please feel free to contact us if you have questions – we are happy to discuss these topics in further detail.

DECENTRALIZED CASH COLLECTIONS

Many governments collect cash at numerous decentralized locations that are separate from the primary system of accounting procedures and controls. The opportunity for theft is often higher at those locations because one person is frequently involved in most, if not all, aspects of a transaction (i.e. lack of segregation of duties).

Examples in your government that fit this situation include: parks and recreation (pool), joint municipal court, police, and the library.

INFORMATIONAL POINTS (cont.)

DECENTRALIZED CASH COLLECTIONS (cont.)

Management is responsible for designing and implementing controls and procedures to detect and prevent fraud. As a result, we recommend that management review its decentralized cash collection procedures and controls on a periodic basis and make changes as necessary to strengthen the internal control environment. Reviewing the adequacy of the controls is a responsibility of the governing body.

Below are example procedures and controls to help mitigate the risk of loss at decentralized cash collection points:

- > Implement a centralized receipting process with adequate segregation of duties
- > For cash collections, ensure pre-numbered receipts are being used and all receipts in the sequence are being reviewed by someone other than the person receipting the cash and receipts tie to deposits
- > Perform surprise procedures at decentralized locations (cash counts, walkthrough of processes, etc.)
- > Require regular cash deposits to minimize collections on-hand
- > Limit the number of separate bank accounts
- > Segregate duties as much as possible – the person receipting cash should be separate from the person preparing deposits and the person reconciling bank accounts should be separate from the cash collection activity
- > Perform month-to-month or year-to-year comparisons to look for unusual changes in collections
- > If collecting from a drop box site, consider sending two people to collect the funds, especially during peak times

As always, the cost of controls and staffing must be weighed against the benefits of safeguarding your assets.

PROCUREMENT CARDS

The city has begun to use procurement cards on an expanding basis, similar to what we see while conducting audits of other municipalities. The use of procurement cards in governmental entities has several advantages including ease of purchasing, rebates that provide additional funds based upon levels of usage, and additional controls if procedures are well designed. However, they also come with associated risks that need to be considered.

The City of Neenah has adopted a procurement card policy that is required to be signed by all cardholders. We commend the city for creating such a policy. A well written policy allows organizations to: maintain consistency over the cards' use; provide guidance on how to establish, maintain, and cancel cards; and provide the desired standard against which practices can be compared. Items to consider when developing a comprehensive procurement card policy include the following:

- > Identify the employees that will be authorized to make purchases.
- > Identify what governing body or official will be responsible for approving new procurement cards.
- > Determine what purchases are allowable with the cards. Consideration should be given to whether the types of purchases are available through an existing centralized purchasing effort, therefore taking advantage of discounts. In general, the more guidance provided – the better.

INFORMATIONAL POINTS (cont.)

PROCUREMENT CARDS (cont.)

- > Set a dollar limit which procurement cards may not exceed. Placing limitations on the amount of available credit will assist in minimizing the city's exposure to theft, reduce the risk of creating an unexpected financial burden, and avoid any conflicts with other purchasing policies.
- > Prohibit the use of procurement cards for any personal purchases.
- > Explain the method(s) to be used to safeguard the cards. Are they to be maintained in one secure location when not being used, or should they be the responsibility of the holder?
- > Put in writing the procedures to be used for changing signers on the cards that may be necessitated due to staff changes at the government, as well as canceling cards when they are no longer needed.
- > Procedures to be followed if the card is lost or stolen.
- > Consider the procedures to be used and documentation required for the review and approval of payment of the procurement cards invoices.
- > Consider having employees that are provided a card sign an acknowledgement that they have received the card and that they have read and understand the policy and that they agree to its terms. Consequences of not following the policy could be outlined as well.

In considering the procedures to be used and the documentation to be required for payment of the procurement card claims, thought should be given to the lack of sufficient detail usually found within procurement card invoices. Supporting documentation, such as detailed receipts, should be required to be attached to the procurement card invoice.

We recommend the city evaluate its current policy and procedures to ensure that adequate controls exist over the use of procurement cards.

CYBER RISK ASSESSMENT

Cybersecurity is a growing challenge for many governments as threats and vulnerabilities constantly evolve. Information security is a significant issue for many organizations and is no longer considered to be strictly an Information Technology (IT) issue. The potential impacts of a security breach can be financial, operational, and reputational. Cyber risk should be a high priority and evaluated on a regular basis.

Security breaches can come in a number of forms, which are continually evolving with advances in and increased use of technology. It is important for governments to assess what types of information they have that are vulnerable to cyber-attack. Items to consider include processing, collecting, and/or storing personal information about employees, taxpayers, and/or customers. Social security numbers, bank accounts, addresses, medical information, birth dates, and credit cards are all common examples of information existing in systems of governmental entities. In addition, general ledger data and other supporting files can be compromised. Several instances of ransomware have been reported in governmental entities like yours during the last year. Ransomware restricts access to your files and demands a ransom to the malware operator in order to release the restriction. It is important to take inventory of all the information that flows through your systems in order to properly secure your data.

We recommend performing a cyber risk assessment to align the internal controls and processes with the organizational objectives, initiatives, resources, and risk appetites with regards to cyber risk. We have cybersecurity experts on staff that are available to assist with this assessment.

INFORMATIONAL POINTS (cont.)

GOVERNMENT FRAUD PREVENTION AND DETECTION: NOW IS THE TIME TO ACT

When it comes to preventing and detecting fraud in government, being proactive is critical. In fact, government is the second most likely industry to be impacted by fraud. According to the audit standards, the primary responsibility for the prevention and detection of fraud rests with both those charged with governance of the entity and management. To get started, your government should conduct a fraud risk assessment to identify where and how fraud might occur and what individuals may be in a position to commit fraud. Once you've identified your entity's fraud risk areas, the next step is to develop a fraud risk assessment and investigation policy.

As you begin your fraud risk assessment or develop tools to prevent and detect fraud, it is important to keep in mind the following information provided by the Association of Certified fraud Examiners:

- > Misappropriation of assets accounts for 80 percent of fraud
- > The primary internal control weaknesses observed are lack of internal controls, lack of management review, override of existing internal controls and poor tone at the top
- > A tip is the most effective tool to catch a fraudster followed by management review
- > The professional requirements and objectives of a financial audit are different than a forensic audit. Due to the nature of a financial audit, less than 10 percent of frauds have been discovered as a result of a financial audit conducted by an independent accounting firm.

If your government has not gone through a fraud risk assessment or does not have a plan to prevent and detect fraud, we recommend that this be done and then updated on a regular basis. We are available to assist you with this process.

NEW RESOURCES FOR STATE AND LOCAL GOVERNMENT BOARDS

In recent years, our clients have told us that the roles of their board members have become increasingly demanding. Expectations and accountability are at all-time high and the knowledge required to be an effective board member is substantial. For these reasons, we have compiled a number of resources dedicated to educating state and local government board members. Go to our website www.bakertilly.com and click on the State and Local Government page.

Included in the "insights" section at the bottom of the State and Local Government page are four quick-hitting, informative videos:

1. Government financial statements 101
2. Understanding your government's fraud risk
3. Financial ratios and benchmarks
4. Fund balance and other financial policies

Also included are links to other videos, case studies and news / events that you might find of interest.

We encourage you to subscribe to our complimentary newsletter "Government Connection" to stay abreast of the latest issues impacting state and local governments. You can do so by clicking on the "subscribe" button and indicating "State and Local Government" as an area of interest on the subscription form. Also, if you or your board members have suggested topics to feature on our Board Governance webpage or Government Connection newsletter, we invite you to submit your ideas in person or online.

INFORMATIONAL POINTS (cont.)

INTERPRETING YOUR FINANCIAL STATEMENTS POST-GASB No. 68

Now that your financial statements reflect the new pension requirements of GASB Statement No. 68, what has changed and how do you interpret this new information? In summary, GASB Statement No. 68 required governmental entities participating in the Wisconsin Retirement System (WRS) to report their proportionate share of the plan's activity and net pension asset.

As of the December 31, 2014 measurement date used for your 2015 financial statements, WRS reported total resources available to provide pension benefits of \$92.1 billion. They also reported a total liability for pensions of \$89.7 billion. This resulted in a net pension asset of \$2.4 billion. Your government's proportionate share of the asset is \$3,113,501 and is reported as a restricted asset. There are also pension-related deferred outflows or inflows due to timing of contributions and smoothing of activity.

Pension activity under GASB Statement No. 68 is report in the government-wide financial statements and proprietary fund financial statements, similar to long-term debt. The implementation of this new standard does not affect how you fund or pay for your pension contributions to the WRS.

The accounting and reporting of pensions has become more complex with the implementation of GASB Statement No. 68. We are available to answer any questions on how this new accounting standard affects your financial statements.

OTHER POST EMPLOYMENT BENEFIT (OPEB) REPORTING CHANGES ON THE HORIZON

GASB Statement No. 74, *Financial Reporting for Postemployment Benefit Plans Other Than Pension Plans*, addresses reporting by OPEB plans that administer benefits on behalf of governments. GASB Statement No. 75, *Accounting and Financial Reporting for Postemployment Benefits Other Than Pensions*, addresses reporting by governments that provide OPEB to their employees and for governments that finance OPEB for employees of other governments. The new OPEB standards parallel the pension standards GASB Nos. 67 and 68. Together, the pension and OPEB standards provide consistent and comprehensive guidance for all postemployment benefits.

OPEB plans will implement the new standards beginning with the year end December 31, 2017. Governments that provide OPEB benefits to their employees will need to implement these standards beginning with the year end December 31, 2018.

This standard has similarities to the previous OPEB standards, most notably the definition of an OPEB and the option of the alternative measurement method for small governments. However, the calculation and reporting of the OPEB liability and various required disclosures will change under the new standards, becoming similar to the pension standards.

To implement this standard, your government will need to plan ahead for obtaining a new actuarial study. The selection of a measurement date and timing for the study will be important to consider well in advance of implementation. We are available to further discuss this standard, the timing, and impact on your government.

INFORMATIONAL POINTS (cont.)

TAX INCREMENT FINANCING LAW CHANGES

In 2014, the Wisconsin Legislature appointed the Legislative Council Study Committee on the Review of Tax Increment Financing to study and review Wisconsin's Tax Incremental Financing (TIF) laws and to make recommendations for modifications and improvements. The Committee recommended eight bills, four of which were adopted by the Legislature and signed by the Governor in March 2016. Following is a summary of the new laws:

- > 2015 Wisconsin Act 254 permits a Tax Incremental District (TID) project plan to be amended, or its maximum lifespan to be extended by an additional three years, or both, if at any time during the life of the TID, the annual and total amount of tax increments to be generated are adversely impacted by Wisconsin Act 145. Act 145 increased state aid to technical college districts in order to reduce the total statewide levy of technical college districts.
- > 2015 Wisconsin Act 255 removes the restriction that vacant property may not comprise more than 25 percent of the area of a newly created TID and excludes all tax-exempt city-owned property from the calculation of a TID's initial tax incremental base value.
- > 2015 Wisconsin Act 256 makes several technical changes to the TIF law, deleting certain obsolete provisions and clarifying/modifying others, such as maintenance of industrial zoning, public hearing notice for TID amendments and Joint Review Board review period. It also specifies that the municipality's equalized value for the preceding year, as used in the calculation of the levy limit exception for the year that a TID terminates, excludes the value of any TID value increments (TID OUT Value).
- > 2015 Wisconsin Act 257 makes several changes to improve reporting and transparency regarding the performance of TIF districts, including requiring a community to submit an annual report by July 1 describing the status of each existing TID to each overlying taxing jurisdiction as well as to the Wisconsin Department of Revenue (DOR). There will be a \$100 per day fine imposed for reports that are past due. In addition, the joint review board must meet annually to review the annual report and status of each TID. Baker Tilly will be working with the DOR in upcoming months to fully understand the impact of the reporting changes. We anticipate that there will be additional information your government will need to provide as part of this new reporting process. We will communicate additional information as it is known.

Acts 254, 255, 256 and certain sections of Act 257 are effective immediately and apply to all TIDs that are created or amended after October 1, 2015. The effective date for the annual reporting requirements stated in Act 257 is October 1, 2016. Accordingly, this new reporting requirement will be effective for your 2016 annual report due by July 1, 2017. More information related to these new laws is available on the DOR and Wisconsin State Statute's websites.

REQUIRED COMMUNICATIONS BY THE AUDITOR TO THOSE CHARGED WITH GOVERNANCE

Mayor Kaufert, President Stevenson,
and Members of the Common Council
and Management
City of Neenah
Neenah, Wisconsin

Thank you for using Baker Tilly Virchow Krause, LLP as your auditor.

We have completed our audit of the financial statements of the City of Neenah for the year ended December 31, 2015 and have issued our report thereon dated June 29, 2016. This letter presents communications required by our professional standards.

***OUR RESPONSIBILITY UNDER AUDITING STANDARDS
GENERALLY ACCEPTED IN THE UNITED STATES OF AMERICA***

The objective of a financial statement audit is the expression of an opinion on the financial statements. We conducted the audit in accordance with auditing standards generally accepted in the United States of America. These standards require that we plan and perform our audit to obtain reasonable, rather than absolute, assurance about whether the financial statements prepared by management with your oversight are free of material misstatement, whether caused by error or fraud. Our audit included examining, on a test basis, evidence supporting the amounts and disclosures in the financial statements, assessing accounting principles used and significant estimates made by management, and evaluating the overall financial statement presentation. Our audit does not relieve management or those charged with governance of their responsibilities.

As part of the audit we obtained an understanding of the entity and its environment, including internal control, sufficient to assess the risks of material misstatement of the financial statements and to design the nature, timing and extent of further audit procedures. The audit was not designed to provide assurance on internal control or to identify deficiencies in internal control.

OTHER INFORMATION IN DOCUMENTS CONTAINING AUDITED FINANCIAL STATEMENTS

Our responsibility does not extend beyond the audited financial statements identified in this report. We do not have any obligation to and have not performed any procedures to corroborate other information contained in client prepared documents, such as official statements related to debt issues.

PLANNED SCOPE AND TIMING OF THE AUDIT

We performed the audit according to the planned scope and timing previously communicated to you in our letter about planning matters dated June 25, 2015 and our meeting with you on July 15, 2015.

Mayor Kaufert, President Stevenson,
and Members of the Common Council and Management
City of Neenah

QUALITATIVE ASPECTS OF THE ENTITY'S SIGNIFICANT ACCOUNTING PRACTICES

Accounting Policies

Management has the responsibility for selection and use of appropriate accounting policies. In accordance with the terms of our engagement letter, we will advise management about the appropriateness of accounting policies and their application. The significant accounting policies used by Neenah described in Note I to the financial statements. As described in Note I to the financial statements, the City of Neenah changed accounting policies related to financial reporting for pensions by adopting Statement of Governmental Accounting Standards (GASB) Statement No. 68, *Accounting and Financial Reporting for Pensions – an Amendment of GASB Statement No. 27* and GASB Statement No. 71, *Pension Transition for Contributions Made Subsequent to the Measurement Date – an Amendment of GASB Statement No. 68* in 2015. Accordingly, the accounting change has been retrospectively applied to prior periods presented as if the policy has always been used. We noted no transactions entered into by Neenah during the year that were both significant and unusual, and of which, under professional standards, we are required to inform you, or transactions for which there is a lack of authoritative guidance or consensus.

Accounting Estimates

Accounting estimates are an integral part of the financial statements prepared by management and are based on management's knowledge and experience about past and current events and assumptions about future events. Certain accounting estimates are particularly sensitive because of their significance to the financial statements and because of the possibility that future events affecting them may differ significantly from those expected. The most sensitive estimates affecting the financial statements were the estimate of the Other Postemployment Benefits (OPEBs) liability, which is based upon information provided to actuaries contracted with by the city, the estimate of the allowance for loans, which was based upon historical data from past loan history, the estimate of the incurred but not reported health claim liability which was based on total paid claims, claims lag history and average daily volume of claims, the estimate of the net pension asset and the deferred outflows related to pensions, which impact the reported pension expense, are based upon information provided by the Wisconsin Retirement System, and the estimates used to determine depreciation of capital assets which is based upon management's estimate of the useful lives of those same capital assets. We evaluated the key factors and assumptions used to develop these estimates in determining that they are reasonable in relation to the financial statements taken as a whole.

Financial Statement Disclosures

The disclosures in the notes to the financial statements are neutral, consistent, and clear.

DIFFICULTIES ENCOUNTERED IN PERFORMING THE AUDIT

We encountered no significant difficulties in dealing with management in performing our audit.

Mayor Kaufert, President Stevenson,
and Members of the Common Council and Management
City of Neenah

CORRECTED AND UNCORRECTED MISSTATEMENTS

Professional standards require us to accumulate all known and likely misstatement identified during the audit, other than those that are trivial, and communicate them to the appropriate level of management.

The following is a summary of uncorrected financial statement misstatements. Management has determined that their effects are immaterial, both individually and in the aggregate, to the financial statements as a whole.

- > An allowance of \$71,718 for uncollectible delinquent personal property taxes in the general fund. In the 2014 audit, this amount was \$50,436. The cumulative effect on the 2015 audit would have increased expenses by \$21,282 and decreased total fund balance by \$21,282.
- > During the 2014 audit, \$398,483 of additional liabilities for the incurred but not reported health claims in the internal service fund were not recorded. The cumulative effect on the 2015 audit would have decreased expenses by \$398,483 and increased total net position by the same amount.
- > The net effect on Governmental Activities from the 2014 and 2015 misstatements results in a decrease of expenses of \$448,919 and an increase in net position of \$448,919.

In addition, none of the misstatements detected as a result of audit procedures and corrected by management were material, either individually or in the aggregate, to the financial statements taken as a whole.

In addition, we prepared GASB No. 34 conversion entries which are summarized in the "Reconciliation of the Balance Sheet of Governmental Funds to the Statement of Net Position" and the "Reconciliation of the Statement of Revenues, Expenditures, and Changes in Fund Balances of Governmental Funds to the Statement of Activities" in the financial statements.

DISAGREEMENTS WITH MANAGEMENT

For purposes of this letter, professional standards define a disagreement with management as a matter, whether or not resolved to our satisfaction, concerning a financial accounting, reporting, or auditing matter that could be significant to the financial statements or the auditors' report. We are pleased to report that no such disagreements arose during the course of our audit.

CONSULTATIONS WITH OTHER INDEPENDENT ACCOUNTANTS

In some cases, management may decide to consult with other accountants about auditing and accounting matters. If a consultation involves application of an accounting principle to the governmental unit's financial statements or a determination of the type of auditors' opinion that may be expressed on those statements, our professional standards require the consulting accountant to check with us to determine that the consultant has all the relevant facts. To our knowledge, there were no such consultations with other accountants.

MANAGEMENT REPRESENTATIONS

We have requested certain representations from management that are included in the management representation letter. This letter follows this required communication.

Mayor Kaufert, President Stevenson,
and Members of the Common Council and Management
City of Neenah

INDEPENDENCE

We are not aware of any relationships between Baker Tilly Virchow Krause, LLP and the City of Neenah that, in our professional judgment, may reasonably be thought to bear on our independence.

Relating to our audit of the financial statements of the City of Neenah for the year ended December 31, 2015, Baker Tilly Virchow Krause, LLP hereby confirms that we are, in our professional judgment, independent with respect to the city in accordance with the Code of Professional Conduct issued by the American Institute of Certified Public Accountants. We provided no services to the city other than audit services provided in connection with the audit of the current year's financial statements and nonaudit services which in our judgment do not impair our independence.

- > Financial statement preparation
- > Adjusting journal entries and GASB 34 conversion entries
- > Civic Systems software (water utility)

None of these nonaudit services constitute an audit under generally accepted auditing standards, including *Government Auditing Standards*.

OTHER AUDIT FINDINGS OR ISSUES

We generally discuss a variety of matters, including the application of accounting principles and auditing standards, with management each year prior to retention as the City of Neenah's auditors. However, these discussions occurred in the normal course of our professional relationship and our responses were not a condition to our retention.

OTHER MATTERS

We applied certain limited procedures to the required supplementary information (RSI) that supplements the basic financial statements. Our procedures consisted of inquiries of management regarding the methods of preparing the information and comparing the information for consistency with management's responses to our inquiries, the basic financial statements, and other knowledge we obtained during our audit of the basic financial statements. We did not audit the RSI and do not express an opinion or provide any assurance on the RSI.

We were engaged to report on the supplementary information which accompanies the financial statements but is not RSI. With respect to the supplementary information, we made certain inquiries of management and evaluated the form, content, and methods of preparing the information to determine that the information complies with accounting principles generally accepted in the United States of America, the method preparing it has not changed from the prior period, and the information is appropriate and complete in relation to our audit of the financial statements. We compared and reconciled the supplementary information to the underlying accounting records used to prepare the financial statements or to the financial statements themselves.

We were not engaged to report on the other information, which accompanies the financial statements but are not RSI. We did not audit or perform other procedures on this other information and we do not express an opinion or provide any assurance on it.

Mayor Kaufert, President Stevenson,
and Members of the Common Council and Management
City of Neenah

RESTRICTION ON USE

This information is intended solely for the use of the city council and management and is not intended to be, and should not be, used by anyone other than these specified parties.

We will review the status of these comments during our next audit engagement. We have already discussed the previous comments and suggestions with various city personnel and we would be pleased to discuss them with you in further detail.

Baker Tilly Virchow Krause, LLP

Madison, Wisconsin
June 29, 2016

MANAGEMENT REPRESENTATIONS



Department of Finance

211 Walnut St., P.O. Box 426, Neenah, WI 54957-0426

Phone: 920-886-6140 Fax: 920-886-6150

website/e-mail: www.ci.neenah.wi.us

June 29, 2016

Baker Tilly Virchow Krause, LLP
Ten Terrace Court
P.O. Box 7398
Madison, WI 53707-7398

Dear Baker Tilly Virchow Krause, LLP:

We are providing this letter in connection with your audit of the financial statements of the City of Neenah as of December 31, 2015 and for the year then ended for the purpose of expressing opinions as to whether the financial statements present fairly, in all material respects, the respective financial position of the governmental activities, the business-type activities, the aggregate discretely presented component units, each major fund, and the aggregate remaining fund information of the City of Neenah and the respective changes in financial position and cash flows, where applicable, in conformity with accounting principles generally accepted in the United States of America. We confirm that we are responsible for the fair presentation of the previously mentioned financial statements in conformity with accounting principles generally accepted in the United States of America. We are also responsible for adopting sound accounting policies, establishing and maintaining internal control over financial reporting, and preventing and detecting fraud.

Certain representations in this letter are described as being limited to matters that are material. Items are considered material, regardless of size, if they involve an omission or misstatement of accounting information that, in the light of surrounding circumstances, makes it probable that the judgment of a reasonable person relying on the information would be changed or influenced by the omission or misstatement. An omission or misstatement that is monetarily small in amount could be considered material as a result of qualitative factors.

We confirm, to the best of our knowledge and belief, the following representations made to you during your audit.

Financial Statements

1. We have fulfilled our responsibilities, as set out in the terms of the audit engagement letter.
2. The financial statements referred to above are fairly presented in conformity with accounting principles generally accepted in the United States of America. We have engaged you to advise us in fulfilling that responsibility. The financial statements include all properly classified funds of the primary government and all component units required by accounting principles generally accepted in the United States of America to be included in the financial reporting entity.
3. We acknowledge our responsibility for the design, implementation, and maintenance of internal control relevant to the preparation and fair presentation of financial statements that are free from material misstatement, whether due to fraud or error.

4. We acknowledge our responsibility for the design, implementation, and maintenance of internal control to prevent and detect fraud.
5. Significant assumptions we used in making accounting estimates, if any, are reasonable.
6. All events subsequent to the date of the financial statements and for which accounting principles generally accepted in the United States of America require adjustment or disclosure have been adjusted or disclosed. No other events, including instances of noncompliance, have occurred subsequent to the balance sheet date and through the date of this letter that would require adjustment to or disclosure in the aforementioned financial statements.
7. All material transactions have been recorded in the accounting records and are reflected in the financial statements.
8. We believe the effects of the uncorrected financial statement misstatements listed here are immaterial, both individually and in the aggregate, to the basic financial statements as a whole. The general fund required an adjustment to its allowance of \$71,718 for uncollectible delinquent personal property taxes. In the 2014 audit, this amount was \$50,436. The cumulative effect on the 2015 audit would have increased expenses by \$21,282 and decreased total fund balance by \$21,282. During the 2014 audit, \$398,483 of additional liabilities for the incurred but not reported health claims in the internal service fund were not recorded. The cumulative effect on the 2015 audit would have decreased expenses by \$398,483 and increased total net position by the same amount. The net effect on Governmental Activities from the 2014 and 2015 misstatements results in a decrease of expenses of \$448,919 and an increase in net position of \$448,919. In addition, you have recommended adjusting journal entries, and we are in agreement with those adjustments.
9. There are no known or possible litigation, claims, and assessments whose effects should be considered when preparing the financial statements. There are no unasserted claims or assessments that our lawyer has advised us are probable of assertion and must be disclosed in accordance with accounting principles generally accepted in the United States of America.
10. Guarantees, whether written or oral, under which the City is contingently liable, if any, have been properly recorded or disclosed.

Information Provided

11. We have provided you with:
 - a. Access to all information, of which we are aware, that is relevant to the preparation and fair presentation of the financial statements, such as financial records and related data, documentation, and other matters.
 - b. Additional information that you have requested from us for the purpose of the audit.
 - c. Unrestricted access to persons within the entity from whom you determined it necessary to obtain audit evidence.
 - d. Minutes of the meetings of City Council or summaries of actions of recent meetings for which minutes have not yet been prepared.
12. We have not completed an assessment of the risk that the financial statements may be materially misstated as a result of fraud.
13. We have no knowledge of any fraud or suspected fraud that affects the entity and involves:
 - a. Management,
 - b. Employees who have significant roles in internal control, or
 - c. Others where the fraud could have a material effect on the financial statements.
14. We have no knowledge of any allegations of fraud or suspected fraud affecting the entity received in communications from employees, former employees, regulators, or others.

15. We have no knowledge of known instances of noncompliance or suspected noncompliance with provisions of laws, regulations, contracts, or grant agreements, or abuse, whose effects should be considered when preparing financial statements.

16. There are no known related parties or related party relationships and transactions of which we are aware.

Other

17. There have been no communications from regulatory agencies concerning noncompliance with, or deficiencies in, financial reporting practices.

18. We have a process to track the status of audit findings and recommendations.

19. We have identified to you any previous financial audits, attestation engagements, and other studies related to the audit objectives and whether related recommendations have been implemented.

20. The City has no plans or intentions that may materially affect the carrying value or classification of assets, liabilities, or equity.

21. We are responsible for compliance with federal, state, and local laws, regulations, and provisions of contracts and grant agreements applicable to us, including tax or debt limits, debt contracts, and IRS arbitrage regulations; and we have identified and disclosed to you all federal, state, and local laws, regulations and provisions of contracts and grant agreements that we believe have a direct and material effect on the determination of financial statement amounts or other financial data significant to the audit objectives, including legal and contractual provisions for reporting specific activities in separate funds.

22. There are no:

- a. Violations or possible violations of budget ordinances, federal, state, and local laws or regulations (including those pertaining to adopting, approving and amending budgets), provisions of contracts and grant agreements, tax or debt limits, and any related debt covenants whose effects should be considered for disclosure in the financial statements or as a basis for recording a loss contingency, or for reporting on noncompliance, except those already disclosed in the financial statement, if any.
- b. Other liabilities or gain or loss contingencies that are required to be accrued or disclosed by accounting principles generally accepted in the United States of America.
- c. Nonspendable, restricted, committed, or assigned fund balances that were not properly authorized and approved.
- d. Rates being charged to customers other than the rates as authorized by the applicable authoritative body.
- e. Violations of restrictions placed on revenues as a result of bond resolution covenants such as revenue distribution or debt service funding.

23. In regards to the nonattest services performed by you listed below, we have 1) accepted all management responsibility; 2) designated an individual with suitable skill, knowledge, or experience to oversee the services; 3) evaluated the adequacy and results of the services performed, and 4) accepted responsibility for the results of the services.

- a. Financial statement preparation
- b. Adjusting journal entries and GASB 34 conversion entries
- c. Civic Systems software (water utility)

None of these nonattest services constitute an audit under generally accepted auditing standards, including *Government Auditing Standards*.

24. The City of Neenah has satisfactory title to all owned assets, and there are no liens or encumbrances on such assets nor has any asset been pledged as collateral.
25. The City of Neenah has complied with all aspects of contractual agreements that would have a material effect on the financial statement in the event of noncompliance.
26. The financial statements include all component units and properly disclose all other joint ventures and other related organizations.
27. The financial statements properly classify all funds and activities.
28. All funds that meet the quantitative criteria in GASB Statement No. 34 and No. 37 for presentation as major are identified and presented as such and all other funds that are presented as major are particularly important to financial statement users.
29. Components of net position (net investment in capital assets; restricted; and unrestricted) and components of fund balance (nonspendable, restricted, committed, assigned and unassigned) are properly classified and, if applicable, approved.
30. The City of Neenah has no derivative financial instruments such as contracts that could be assigned to someone else or net settled, interest rate swaps, collars or caps.
31. Provisions for uncollectible receivables, if any, have been properly identified and recorded.
32. Expenses have been appropriately classified in or allocated to functions and programs in the statement of activities, and allocations have been made on a reasonable basis.
33. Revenues are appropriately classified in the statement of activities within program revenues and general revenues.
34. Interfund, internal, and intra-entity activity and balances have been appropriately classified and reported.
35. Deposits and investment securities are properly classified as to risk, and investments are properly valued. Collateralization agreements with financial institutions, if any, have been properly disclosed.
36. Capital assets, including infrastructure and intangible assets, are properly capitalized, reported, and, if applicable, depreciated/amortized. Any known impairments have been recorded and disclosed.
37. Tax-exempt bonds issued have retained their tax-exempt status.
38. We have appropriately disclosed the City of Neenah's policy regarding whether to first apply restricted or unrestricted resources when an expense is incurred for purposes for which both restricted and unrestricted net position are available and have determined that net position were properly recognized under the policy. We have also disclosed our policy regarding which resources (that is, restricted, committed, assigned or unassigned) are considered to be spent first for expenditures for which more than one resource classification is available.
39. We acknowledge our responsibility for the required supplementary information (RSI). The RSI is measured and presented within prescribed guidelines and the methods of measurement and presentation have not changed from those used in the prior period. We have disclosed to you any significant assumptions and interpretations underlying the measurement and presentation of the RSI.

40. With respect to the supplementary information, (SI):

a. We acknowledge our responsibility for presenting the SI in accordance with accounting principles generally accepted in the United States of America, and we believe the SI, including its form and content, is fairly presented in accordance with accounting principles generally accepted in the United States of America. The methods of measurement and presentation of the SI have not changed from those used in the prior period, and we have disclosed to you any significant assumptions or interpretations underlying the measurement and presentation of the supplementary information.

b. If the SI is not presented with the audited financial statements, we will make the audited financial statements readily available to the intended users of the supplementary information no later than the date we issue the supplementary information and the auditor's report thereon.

41. We assume responsibility for, and agree with, the findings of specialists in evaluating the Incurred But Not Reported (IBNR) liability as well as the Other Post Employment Benefits (OPEBs) and have adequately considered the qualifications of the specialists in determining the amounts and disclosures used in the financial statements and underlying accounting records. We did not give or cause any instructions to be given to specialists with respect to the values or amounts derived in an attempt to bias their work, and we are not otherwise aware of any matters that have had impact on the independence or objectivity of the specialists.

42. We agree with the restatement presented in the current year's financial statements.

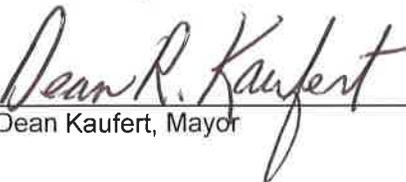
43. We assume responsibility for, and agree with, the information provided by the Wisconsin Retirement System as audited by the Legislative Audit Bureau relating to the net pension asset/liability and related deferred outflows and deferred inflows and have adequately considered the reasonableness of the amounts and disclosures used in the financial statements and underlying accounting records. We also assume responsibility for the census data that has been reported to the plan.

Sincerely,

City of Neenah

Signed: 
Michael K. Easker, CPA, Director of Finance

Signed: 
Nancy Handevidt, Deputy Director of Finance

Signed: 
Dean Kaufert, Mayor