Guam Police Department Records and Identification Section's Revenue Collections

Evaluation October 1, 2006 through July 31, 2008

> OPA Report No. 08-08 October 2008

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### OFFICE OF THE PUBLIC AUDITOR EXECUTIVE SUMMARY Guam Police Department's Records and Identification Section Revenue Collections Report No. 08-08, October 2008

The Office of the Public Auditor (OPA) has completed its evaluation of funds collected by the Guam Police Department's (GPD) Records and Identification (ID) Section from October 1, 2006 through July 31, 2008. This evaluation was conducted in response to a request from the Chief of Police after a concern was raised regarding the cash collection at the Records and ID Section. The OPA agreed to provide non-audit services in the form of reconciling the cash receipts of all transactions to deposits made to the Treasurer of Guam (TOG), to assist the GPD in determining the extent to which funds may have not been deposited.

In April 2008 GPD's Criminal Investigations Section conducted an internal investigation of the Records & ID Section after torn cash receipts were discovered in an employee's trash bin. The investigation found that approximately \$1,913 in collections for May 2008 were missing. The suspected employee was arrested in August 2008 for theft of property held in trust, tampering with records, and official misconduct. The employee was subsequently terminated in September 2008.

### **Evidence of Misappropriation of Funds**

Based on the records available for our review, we determined that, from October 1, 2007 through July 31, 2008, \$29,747 of documented receipts was not reported to TOG and deposited. We were not able to ascertain the full extent of receipted funds not deposited to the TOG because records for the entire fiscal year 2007 (October 1, 2006 through September 30, 2007) could not be located by GPD. We also found that over 6,100 sequentially numbered transaction receipts were missing; they were either torn or cut from register tapes and not included with the daily deposit records.

There is a risk in which money could have been misappropriated by employees receiving cash and not entering the transactions in the cash register and/or issuing a receipt. However, our review was not designed to identify such instances and was limited to determine the amounts recorded in receipts, but not deposited.

The Records and ID Section's cash register has a built-in, non-resettable control feature that prints out activity summary reports, grand total and net grand total amounts, for transactions made since the machine's inception. For example, on October 1, 2007, the cash register listed a net grand total of \$270,864. We subtracted the previous work day's net grand total of \$268,074 and the October 1, 2007 net sales total<sup>1</sup> of \$490 and the expected the day's deposit to be \$2,300. However, only \$1,997 was actually reported to TOG and deposited, or a variance of \$303. See table for illustration.

<sup>&</sup>lt;sup>1</sup> The cash register is closed twice a day. At close-out, the register prints out a net sales report, then erases the data (but not the running net grand total). The afternoon transactions are then re-entered, thus overstating the running grand total. The net sales total for the afternoon close-out was subtracted in order to remove the duplication/overstatement.

Transaction	Amount
Monday, 10/01/07 PM Net Grand Total	\$270,864
Less Friday, 09/28/07 PM Net Grand Total	268,074
Difference	\$2,790
Less 10/01/07 PM Net Sales	490
What should be deposited on 10/01/07	\$2,300
Less Actual Deposit per 10/01/07 Depositor's Report	1,997
Variance	\$ 303

We identified five employees who prepared the daily depositor's report, and found notable discrepancies only on the reports prepared by the terminated employee. Deposit variances ranged from \$1 to \$1,761. It appears that the former employee may have deposited amounts in an attempt to match the cash register tapes, which accompany the daily deposit records.

### **Internal Control Deficiencies**

We found that the Administration Division Chief and the Administration Operations Chief did not provide sufficient review, oversight, and monitoring of the Records and ID Section. With no oversight, the terminated employee overrode the collection, reconciliation, deposit, and record keeping functions, and even arbitrarily removed GPD from the Department of Administration's Point-of-Sale (POS) system in 2006. The lack of internal controls created an opportunity for the theft of government funds. The potential for theft at the Records and ID Section was further exacerbated by the practice of utilizing a stand alone cash register which all employees, including temporarily-assigned police cadets, had access to make transactions.

Our recommendation to the Police Chief to reconnect GPD to DOA's POS system was carried out and GPD was back online by September 24, 2008. We applaud GPD for expeditiously implementing the recommendation.

We recommend that the Chief of Police direct the Administration Division Chief and Operations Chief to provide review, oversight, and monitoring of the Records and ID Section on a regular basis. We also recommend that the Police Chief direct the Administration Division Chief and Operations Chief to review the internal control procedures and checklist to update and modify the existing GPD Records and ID Section's standard operating procedures. OPA is willing to assist GPD by providing an overview of the importance of internal controls.

In addition, we recommend the Treasurer of Guam determine the total number of registers assigned to the POS system and verify if each are submitting deposits on a regular basis.

We will refer this report to the Office of the Attorney General for their disposition.

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Doris Flores Brooks, CPA, CGFM Public Auditor



# Introduction

This report presents the results of our evaluation of the Guam Police Department's (GPD) Records and Identification (ID) Section revenue collections.

In April 2008, an employee of the Records and ID Section discovered torn cash receipts in another employee's trash bin and reported the discovery. GPD's Criminal Investigation Section launched an internal investigation, reviewed cash collections for May 2008, and concluded that approximately \$1,913 was missing for that month. In August 2008, the investigation led to the arrest of an employee for theft of property held in trust, tampering with records, and official misconduct. The employee was terminated in September 2008. The Chief of Police subsequently requested the Office of the Pubic Auditor's (OPA) assistance with its investigation. The OPA agreed to provide non-audit services by reconciling cash receipts to deposits made to the Treasurer of Guam (TOG), to assist GPD in determining the extent to which funds may have not been deposited.

Our objective was to reconcile the Records and ID Section's cash receipts and deposits from October 1, 2006 through July 31, 2008 to determine the full extent of the alleged theft. Refer to Appendix 2 for the scope and methodology.

### Background

According to its standard operating procedures, the Records and ID Section shall "house records created and/or received by the department." These records include gun dealer/shooting gallery licenses, firearm certified trainers' licenses, concealed firearms IDs, firearm registrations, Guam IDs, firearm IDs, traffic/police reports, police clearances, and blotters. See Appendix 3 for the various fees collected by GPD's Records and ID Section.

Between fiscal years 2003 and 2007 the Records and ID Section collected and deposited an annual average of \$400,000 in various fees. The unaudited deposits for FY 2008 totaled \$528,626, an increase of more than \$100,000 over the average deposits for the last five years. See Table 1 below.

Table 1: Records an	d ID Section Revenues <sup>2</sup>
<b>Fiscal Year</b>	Revenues
2008	\$ 528,626 <sup>3</sup>
2007	\$ 466,900
2006	\$ 396,474
2005	\$ 393,452
2004	\$ 377,681
2003	\$ 369,585

<sup>2</sup> Information obtained from FY 2003 through 2007 Audited Government of Guam Basic Financial Statements.

<sup>&</sup>lt;sup>3</sup> Unaudited figure obtained from DOA's AS400.

# **Results of Evaluation**

We reviewed the Records and ID Section's daily deposit records and cash register summary reports for most of FY 2008 and determined that \$29,747 in recorded cash transactions were not deposited to the Treasurer of Guam (TOG) from October 1, 2007 through July 31, 2008. We were unable to ascertain whether similar cash discrepancies occurred in FY 2007 because GPD could not locate the daily deposit records for the entire fiscal year from October 1, 2006 through September 30, 2007.

Our review also confirmed an employee's observation regarding torn receipts as we did not locate over 6,100 sequentially numbered transactions. The discovery of torn receipts in a waste basket suggests the receipts were destroyed. Although we could not identify the detailed transactions of the torn receipts, the Records and ID Section's cash register has a built-in control feature that prints out a non-resettable summary report, grand total and net grand total amounts, for transactions made since the machine's inception.

Overall, the Records and ID Section lacks accountability for the funds collected. Its stand-alone cash register is accessible to all employees, including temporarily-assigned police cadets. We also learned that, in 2006, the terminated employee arbitrarily disconnected Records and ID Section from the Department of Administration's (DOA) Point-of-Sale (POS) system. The POS system provides an independent check on GPD's deposits and improves the accuracy, recording, and monitoring of all funds collected. The disconnection, purportedly for technical problems, did not alarm TOG and no steps were taken to put GPD back online.

These conditions occurred because GPD's Administration Division Chief and Administration Operations Chief abdicated their responsibility to provide an environment conducive for checks and balances, and failed to provide adequate review, oversight, and monitoring of the Records and ID Section. As a result, evidence indicates that the terminated employee was free to override the collection, reconciliation, deposit, and record keeping of cash receipts.

### **Evidence of Misappropriation of Funds**

We reviewed 208 daily deposit records from October 1, 2007 through July 31, 2008, which consisted of daily deposits slips, cash register tapes to support the daily collections, invoices with breakdowns of daily collections, and depository agent receipts. Of the 208 daily deposit records, 146, or 70%, were prepared by the former employee. The remaining 62, or 30%, were prepared by four other employees. Evidence indicated that the former employee was the only employee with notable variances between deposits and recorded transactions.

There is a risk in which money could have been misappropriated by employees receiving cash and not entering the transactions in the cash register and/or issuing a receipt. However, our review was not designed to identify such instances and was limited to determine the amounts recorded in receipts, but not deposited. GPD Records and ID Section's cash register has a built-in control feature that prints out a nonresettable summary report, grand total and net grand total amounts, for transactions made since the machine's inception. By taking the July 31, 2008 net grand total amount of \$842,798 and subtracting the October 1, 2007 net grand total amount of \$270,864, one would expect that a total of \$571,934 should have been deposited in the 10 months of FY 2008. However, interviews with Records and ID personnel indicated that staff were instructed to key-in a summary of the afternoon sales after the register was closed at the end of the day (around 3 p.m.), which overstated the cash collections in the morning. Therefore, the net sales total for the subtracted afternoon cash register close-outs were in order to remove the duplication/overstatement.

On October 1, 2007, the cash register had a net grand total of \$270,864, in which we subtracted the previous work day's net grand total of \$268,074 and the October 1, 2007 net sales total of \$490 to determine the expected deposit amount for the day, or \$2,300. We then compared the expected day's deposit of \$2,300 to the \$1,997 that was actually deposited at TOG per the daily depositor's report, and found a variance of \$303. See Table 2 for illustration.

•	Amount
Monday, 10/01/07 PM Net Grand Total	\$270,864
Less Friday, 09/28/07 PM Net Grand Total	268,074
Difference	\$2,790
Less 10/01/07 PM Net Sales	490
What should be deposited on 10/01/07	\$2,300
Less Actual Deposit per 10/01/07 Depositor's Report	1,997
Variance	\$ 303

### **Table 2: Summary of OPA Procedures Example**

Using the net grand total amounts and taking into consideration the sales amounts that overstated the cash register totals, we calculated the expected deposits for the 10-month period to be \$440,625. The actual amount deposited to TOG totaled \$410,880, a difference of \$29,747.<sup>4</sup> The monthly variances in October, November, December, and May were over \$5,000. See Table 3 below for monthly summary.

Table 5: Deposit v	ariance Summary	
Cumulative Totals <sup>5</sup>	Actual Deposits <sup>6</sup>	Variance
\$ 48,644	\$ 42,431	\$ (6,213)
52,155	44,679	(7,476)
33,029	25,216	(7,813)
28,061	27,168	(893)
30,877	30,651	(226)
36,967	36,645	(322)
47,198	46,201	(997)
46,848	41,086	(5,762)
57,068	57,043	(25)
	<u>Cumulative Totals</u> \$ 48,644 52,155 33,029 28,061 30,877 36,967 47,198 46,848	\$ 48,644       \$ 42,431         52,155       44,679         33,029       25,216         28,061       27,168         30,877       30,651         36,967       36,645         47,198       46,201         46,848       41,086

### Table 3. Danasit Variance Summary

<sup>&</sup>lt;sup>4</sup> According to the AS400, TOG recorded \$412,701 as GPD deposits through July 31, 2008, or a difference of \$1,821. However, we did not reconcile the variance.

<sup>&</sup>lt;sup>5</sup> These amounts are based on available summary reports filed with the daily deposit records.

<sup>&</sup>lt;sup>6</sup> These amounts are based on available deposit slips reviewed for the ten months ending July 31, 2008.

<u>Month</u>	<u>Cumulative Totals<sup>5</sup></u>	Actual Deposits <sup>6</sup>	<b>Variance</b>
Jul- 08	59,778	59,758	$(20)^{7}$
Total	\$ 440,625	\$ 410,879	\$ (29,747)

We found that the daily variances between expected and actual deposits ranged from \$1 to \$1,761. See Table 4 for the monthly deposit variances.

		• -		
			Daily Vari	ance Range
Month	# of Variance	# of Work Days	Low	High
October 2007	15	23	\$302	\$587 <sup>8</sup>
November 2007	18	19	300	558
December 2007	16	18	270	1,114
January 2008	11	22	1	300
February 2008	3	20	6	20
March 2008	9	21	1	194
April 2008	7	22	1	535
May 2008	11	22	1	1,761
June 2008	1	20	25	25
July 2008	1	21	20	20
Total	92	208		

#### **Table 4: Monthly Deposit Variances**

Some examples include:

- \$2,747 was collected on May 27, 2008, but only \$2,027 was deposited and verified in DOA's AS400 system, leaving a shortage of \$720.
- From October 15, 2007 through December 31, 2007, we found variances between collections and actual deposits ranging from \$270 to \$1,114 in the deposits prepared by the terminated employee.
- On November 13, 2007, the cash register tape indicated a net grand total of \$358,511. We subtracted the previous work day's net grand total of \$354,475 and the November 9, 2007 net sales total of \$959 to determine the expected deposit amount for the day, or \$3,077. Actual deposit to TOG was \$2,555, a negative variance of \$522.
- On November 26, 2007, the register tape's net grand total was \$389,691; the previous day's net grand total was \$385,679 and the November 26 net sales total was \$918. The expected deposit was \$3,094, but the actual deposit was only \$2,536, a negative variance of \$558.

It appears that the former employee who deposited the daily collections may have deposited amounts in an attempt to match the remaining physical register tapes not torn off and included with the daily deposit records. See Appendix 4 for more examples.

<sup>&</sup>lt;sup>7</sup> This variance was with another depositor, but the amount was considered immaterial.

<sup>&</sup>lt;sup>8</sup> Although we identified a negative deposit variance of \$587 on October 5, 2007, we could not determine the depositor as the daily deposit report was missing.

Another built-in control feature of GPD's cash register sequentially numbers every transaction and activity (i.e., sale, void, open register drawer, close-out, etc.). The register's master tape is supposed to be kept intact and serve as a back-up for determining the total collections for a specified period. However, we found that more than 6,100 sequentially-numbered transactions could not be accounted for. The register tapes were either torn-off or cut-off just one or two hours before the register was closed. We also found that the summary reports for the lunchtime register closeouts were seldom included with the daily deposit records.

On a typical day, the last transaction found on the register tape would be recorded around 10:00 a.m., although the cash register is not usually closed until just before noon. Thus, the transactions and summary reports for at least one or two hours would not be included with the deposit documents. For example:

- ➤ 36 sequentially numbered transactions between 10:57 a.m. to 12:19 p.m., on October 2, 2007, were missing. Also missing was the summary report for the lunchtime closeout.
- 274 sequentially numbered transactions occurring between 11:04 a.m. on Thursday, October 4, 2007 and 1:49 p.m., Friday, October 5, 2007, a span of more than 24 hours.
- 58 went missing in an hour and a half, between 10:49 a.m. and 12:28 p.m., on March 13, 2008.
- 81 transactions occurring between 9:10 a.m. and 11:43 a.m. on May 21, 2008, a span of two hours and 33 minutes, were missing.

### **Internal Control Deficiencies**

Management is responsible for establishing and maintaining a positive and supportive attitude towards internal control and conscientious performance throughout the organization. Management's philosophy and operating style, and the manner in which authority and responsibility are delegated, affect the control environment.

During our evaluation, several internal controls issues came to light. Central to the situation was management's failure to understand the importance of internal controls. We found that there was no adequate review, oversight, and monitoring of the Records and ID Section; key duties were not separated; the cash register was accessible to all staff; and personnel lacked proper training. In addition, GPD was not utilizing DOA's POS system. As a result, an employee had free reign to manipulate the situation at the expense of the department and Guam's taxpayers.

### Inadequate Review, Oversight, and Monitoring

The single most important step that can be taken to prevent fraud is for management to establish and maintain an effective internal control structure. However, management at GPD did not have a clear understanding of the importance of internal controls. This was evident as GPD's Administration Division Chief and Operations Chief did not provide adequate review, oversight, and monitoring over the work of the Records and ID Section. For the past five years, GPD has experienced high turnover in the positions of Administration Division Chief and Administration Operations Chief. As a result, the former employee was allowed to override the collection, reconciliation, deposit, and record keeping of cash receipts at the Records and ID Section. To prevent misappropriation of funds, we recommend that Chief of Police direct the Administration Division Chief and Administration Operations Chief to provide adequate review, oversight, and monitoring of the Records and ID Section on a regular basis.

### Point-of-Sale System Non-Operational

In an effort to improve controls and accountability, GPD implemented the POS system in collaboration with TOG in 2004. However, in October 2006, without the approval of GPD's Administration Division Chief and Administration Operations Chief, the terminated employee took the POS system offline. TOG was not informed of this action and took no steps to investigate what the alleged problem was. Because GPD was not connected to POS system, TOG personnel were required to input GPD's daily deposits into TOG's POS system in order to capture the deposits.

The POS system provides an independent check on GPD's deposits and improves the accuracy, recording, and monitoring of all funds collected. We recommend that the Chief of Police direct the Administration Division Chief and Operations Chief work with the TOG in reinstalling the POS system as soon as possible and obtain POS training from TOG. We also recommend that TOG determine the total number of registers assigned to the POS system and verify if each are submitting deposits on a regular basis.

As of September 24, 2008, the Records and ID Section began utilizing the POS system once again, and the employees also received POS training from TOG. We applaud GPD for their efforts in getting the POS functional.

### Key Duties Not Separated

Key duties and responsibilities need to be divided or segregated among different people so that no one person controls a transaction from beginning to end. Ideally, authorizing transactions, processing and recording them, reviewing the transactions, and handling assets should be performed by different people. This was not the case at the Records and ID Section. The terminated employee had sole authority to perform the entire process -- from closing out the cash register, counting the cash, and preparing the daily deposits -- without anyone else witnessing the activity or a higher ranking official overseeing the work of Records and ID personnel.

### Lack of Training

According to GPD's current staffing pattern, the Records and ID Section consists of civilian clerk typists, who collect fees in cash and other payment instruments and operate the cash register. There is no cashier position. We observed the Records and ID Section's cash register

close-out procedures and concluded that staff needed additional training. For example, a clerk inadvertently accepted an off-island check then removed cash from the cash register to cover the check, while the clerk attempted to contact the check payer. We informed the clerk that switching the check for cash to correct a mistake was inappropriate because the transaction had already been recorded. The supervisor concurred and the matter was resolved by having TOG deposit the check for collection.

Human resources are an organization's greatest asset and management has a responsibility to foster excellent performance. Only when personnel are appropriately trained and given the right tools, structure, incentives, and responsibilities can an operation be successful.

### Poor Physical Control Over Cash

Because of the susceptibility to theft, cash, checks, and receipts must be kept in secure locations. Such cash and related documents should be kept in a locked cash box with the key placed under custody of an employee, and stored in an area that is not visible to unauthorized personnel. The cash box should not be left unattended during the working day. To the extent possible, all cash should be deposited daily or stored securely until deposited. While GPD utilizes a hand-carried cash box to store the collections overnight, several Records and ID Section personnel have access to this cash box. GPD has since improved this condition by arranging for the depository agent to pick-up the funds collected at 3:45 PM each day. We performed a surprise cash count in September 2008 and found no discrepancy between the transactions recorded on the cash register and the cash and check payments collected.

### Lack of Access Restrictions to and Accountability for Records

Access to records should be limited to authorized individuals, and accountability for their custody and use should be assigned and maintained. All Records and ID Section personnel, including temporarily-assigned police cadets, have access to the cash register. In addition, Records and ID personnel do not utilize cashier identification codes, a feature that the cash register can accommodate. Cashier identification codes identify the person intending to use it. They are an effective accountability mechanism. We recommend that Records and ID Section personnel are assigned cashier ID numbers while operating the cash register to ensure accountability of transactions and errors.

### Polices and Procedures not Utilized

Written policies and procedures guide and direct the work process for employees, but they are as good as not having policies at all if ignored. The Records and ID Section has written standard operating procedures, but we were informed that they were last updated in September 1997 and the staff do not use them.

A copy of internal control procedures and an internal controls checklist was provided to the Police Chief to aid in developing procedures for improving the GPD Records and ID Section. See Appendix 5 and 6 for the procedures and checklist.

We recommend that the Administration Division Chief and Operations Chief update and modify the existing standard operating procedures, to include but not limited to:

- Management providing review, oversight, and monitoring of the Records and ID Section on a regular basis;
- Separation of key duties; and
- Assigning cashier identification numbers to Records and ID Section personnel who operate the cash register.

OPA is willing to assist GPD by providing an overview of the importance of internal controls.

### Missing FY 2007 Files

The audited financial statements for FY 2007 showed that the Records and ID Section deposited a total of \$466,900 was deposited to TOG. We were unable to determine whether collections matched actual deposits for FY 2007 because GPD could not locate the daily deposit records. GPD was able to locate the files for FY 2005 and 2006, but we did not review these files.

# Conclusion

Our review provided evidence that \$29,747 of receipted monies at the GPD was not deposited to TOG from October 1, 2007 through July 31, 2008. We were not able to ascertain the full extent of deficient deposits to TOG because GPD could not located receipt records for the entire fiscal year 2007 (October 1, 2006 through September 30, 2007). Based on the records we could review, we found that more than 6,100 sequentially-numbered transaction receipts were missing from the daily deposit records.

We identified five Records and ID employees who prepared daily deposit reports and the terminated employee was the only one with deposit variances. It appears that the former employee may have deposited amounts in an effort to match the physical register tapes included with the daily deposit records.

We found that the lack of review, oversight, and monitoring by the Administration Division Chief and the Administration Operations Chief, created the opportunity for the theft of government funds. The terminated employee simply overrode the Records and ID Section's lax collection, reconciliation, deposit, and record keeping procedures, even to the extent of arbitrarily disconnecting GPD from DOA's POS system. The Records and ID Section's use of a stand-alone cash register that was disconnected from the POS system and accessible to every employee, including temporarily-assigned police cadets, left no room for accountability.

OPA will refer this report to the Office of the Attorney General (OAG) for their disposition.

# Recommendations

### To the Guam Police Department's Chief of Police:

- 1. Direct the Administration Division Chief and Operations Chief work with TOG to implement the POS system as soon as possible.
- 2. Direct Records and ID Section personnel to obtain training of the POS system from TOG.
- 3. Direct the Administration Division Chief and Operations Chief to update and modify the existing GPD Records and ID Section standard operating procedures, to include but not limited to:
  - a. Management providing review, oversight, and monitoring of the Records and ID Section on a regular basis;
  - b. Separation of key duties; and
  - c. Assigning cashier identification numbers to Records and ID Section personnel who operate the cash register.

### To the Treasurer of Guam:

4. Determine the total number of registers assigned to the POS system and verify if each are submitting deposits on a regular basis.

Refer to Appendix 8 for the status of these recommendations.

# Management Response and OPA Reply

A preliminary draft report was transmitted to the GPD Chief of Police and DOA Director in October 2008. We also met with the GPD Chief of Police and the OAG Chief Prosecutor to discuss the preliminary draft report.

The Police Chief and DOA Director generally concurred with the findings and recommendations of this report. See Appendices 9 and 10 for the respective management responses.

The legislation creating OPA requires agencies to prepare a corrective action plan to implement audit recommendations, to document the progress of the implementation of the recommendations, and to endeavor to have implementation completed no later than the beginning of the next fiscal year. Accordingly, our office will be contacting GPD to establish target dates and titles of officials responsible for implementing the recommendations.

We appreciate the cooperation and assistance shown by the Chief of Police, Criminal Investigation Section, Administration Operations Chief, GPD Records and ID Section personnel, Treasurer of Guam, and OAG Chief Prosecutor during this evaluation.

OFFICE OF THE PUBLIC AUDITOR

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Doris Flores Brooks, CPA, CGFM Public Auditor

# Appendix 1: Classification of Monetary Amounts

	<b>Questioned</b> Costs
Evidence of Misappropriation of Funds	\$ 29,747
Internal Control Deficiencies	-
Total	\$ 29,747

# Appendix 2: Scope and Methodology

The scope of this engagement is the 22-month period from October 1, 2006 through July 31, 2008.

However, the OPA engagement team was only able to review available documentation for the ten-month period from October 1, 2007 through July 31, 2008. All documentation for the entire FY 2007 (October 1, 2006 through September 30, 2007) was not available for our review, as the receipt documents could not be located by GPD personnel.

We performed this engagement through providing non-audit services to the GPD to assist them in an internal investigation. The methodology included conducting interviews of key personnel and obtaining documents as part of the evaluation to better understand the functions and operations of GPD's Records and ID Section cash collection process. We reviewed source documents (cash register receipts, treasury depositor's report, GPD invoices, etc.) retrieved from GPD's Records and ID Section, as well as financial data from the DOA's AS400 Financial Management System. The work was performed at GPD in Tiyan, Guam. In order to determine the amount of funds receipted but not deposited to the TOG, we performed the following procedures:

- 1. We reviewed the Records and ID Section's non-resettable cash register summary report tapes for a recap of each day's transactions. Due to the intentional removal of the sequentially-numbered transaction receipts, several daily deposit documents lacked a summary report. However, we did keep track of the net grand total amounts, a cardinal function of the cash register.
- 2. To take the missing net grand total amounts into account, we subtracted the prior day's net grand total with the current day's net grand total to obtain a variance.
- 3. To determine the prior days expected sales deposit amount, the Net Sales for the day were subtracted from that variance.
- 4. The prior day's actual deposit was then subtracted from the prior day's expected deposit to obtain the variance. A negative variance meant that the actual deposit was less than the expected deposit amount, which indicated that not all the monies collected were deposited. A positive variance meant that the actual deposit was more than the expected deposit amount.
- 5. Steps 1-4 were repeated for each daily deposit available for our review.
- 6. Pivot tables were then developed to summarize the monthly deposits and variances.

## Appendix 3: GPD Fees Schedule

GPD's Records and ID Section set the following fee schedules effective June 1, 2007.

<b>Description</b>	Amount
Gun Dealer / Shooting Gallery License	\$ 600.00
Firearm Certified Trainers	500.00
Private Security Recording	75.00
Concealed Firearm ID	60.00
Special Highway Permits	50.00
Firearm Registration	40.00
Guam ID	25.00
Firearm ID	25.00
Finger Printing	20.00
Traffic/ Police Report	15.00
Police Clearance	7.00
Police Clearance- Addt'l. Copies	1.00
Blotter- 1 <sup>st</sup> Page	1.00
Blotter- Subsequent Copies	0.10

## Appendix 4: Variance in Daily Collections and Deposits

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Deposit Date	Cumulative Totals <sup>9</sup>	Total Deposits	Variance
10/1/2007	\$ 2,300.00	\$ 1,997.00	\$ (303.00)
10/4/2007	4 751 00	1,538.00	(587.00)
10/5/2007	- 4,751.00 -	2,626.00	(587.00)
10/9/2007	2,596.00	2,294.00	(302.00)
10/15/2007	2,198.00	1,756.00	(442.00)
10/16/2007	1,932.00	1,528.00	(404.00)
10/17/2007	2,109.00	1,672.00	(437.00)
10/18/2007	2,491.00	2,086.00	(405.00)
10/19/2007	2,204.00	1,779.00	(425.00)
10/22/2007	2,309.00	1,877.00	(432.00)
10/23/2007	2,142.00	1,738.00	(404.00)
10/24/2007	1,874.00	1,473.00	(401.00)
10/25/2007	2,241.00	1,802.00	(439.00)
10/26/2007	2,170.00	1,771.00	(399.00)
10/29/2007	3,129.00	2,694.00	(435.00)
10/30/2007	2,231.00	1,833.00	(398.00)
10/31/2007	2,068.00	1,668.00	(400.00)
11/1/2007	2,201.00	1,797.00	(404.00)
11/5/2007	3,405.00	2,980.00	(425.00)
11/6/2007	2,375.00	1,940.00	(435.00)
11/7/2007	2,696.00	2,288.00	(408.00)
11/8/2007	2,457.00	2,022.00	(435.00)
11/9/2007	2,675.00	2,360.00	(315.00)
11/13/2007	3,077.00	2,555.00	(522.00)
11/14/2007	2,506.00	2,088.00	(418.00)
11/15/2007	2,020.10	1,705.10	(315.00)
11/16/2007	6,950.40	6,441.40	(509.00)
11/19/2007	2,462.00	2,048.00	(414.00)
11/20/2007	2,587.60	2,177.70	(409.90)
11/21/2007	1,773.70	1,473.70	(300.00)
11/26/2007	3,094.00	2,536.00	(558.00)
11/27/2007	2,454.00	2,048.00	(406.00)
11/28/2007	2,397.00	1,995.00	(402.00)
11/29/2007	2,126.00	1,726.00	(400.00)
11/30/2007	2,598.00	2,198.00	(400.00)
12/3/2007		2,136.00	· · · ·
12/4/2007	- 4,478.00 -	1,228.00	(1,114.00)
12/5/2007	2,164.00	1,764.00	(400.00)
12/6/2007	1,963.00	1,563.00	(400.00)
12/10/2007	2,428.00	2,031.00	(397.00)

<sup>&</sup>lt;sup>9</sup> There were some instances in which the non-resettable net grand totals were unavailable for our review. The cumulative total for the following work day was larger and required two days worth of deposits to be combined.

## Appendix 4: Variance in Daily Collections and Deposits

Page 2 of 3

Deposit Date	<b>Cumulative Totals</b> <sup>10</sup>	Total Deposits	Variance
12/11/2007	1,630.00	1,230.00	(400.00)
12/12/2007	1,478.00	1,178.00	(300.00)
12/13/2007	2,510,20	1,521.20	(1007.00)
12/14/2007	- 3,518.20	990.00	(1007.00)
12/17/2007	1,756.00	1,257.00	(499.00)
12/18/2007	1,147.00	828.00	(319.00)
12/19/2007	1,726.00	1,326.00	(400.00)
12/20/2007	1,593.00	1,201.00	(392.00)
12/21/2007	1,274.00	1,004.00	(270.00)
12/26/2007	1,655.00	1,155.00	(500.00)
12/27/2007	1,831.00	1,316.00	(515.00)
12/28/2007	1,790.00	1,290.00	(500.00)
12/31/2007	1,154.00	854.00	(300.00)
1/2/2008	1,318.00	1,018.00	(300.00)
1/3/2008	1,264.00	1,262.00	(2.00)
1/4/2008	1,072.00	1,077.00	5.00
1/7/2008	1,280.00	1,254.00	(26.00)
1/10/2008	1,233.00	1,263.00	30.00
1/11/2008	1,325.00	1,323.00	(2.00)
1/18/2008	1,473.00	1,373.00	(100.00)
1/22/2008	1,230.00	1,231.00	1.00
1/28/2008	1,722.00	1,527.00	(195.00)
1/30/2008	1,499.00	1,495.00	(4.00)
2/4/2008	1,809.00	1,803.00	(6.00)
2/7/2008	2,027.00	2,007.00	(20.00)
2/21/2008	1,193.00	993.00	(200.00)
3/6/2008	786.00	787.00	1.00
3/12/2008	1,102.00	1,103.00	1.00
3/13/2008	1,872.00	1,733.00	(139.00)
3/14/2008	2,346.00	2,152.00	(194.00)
3/21/2008	2,533.00	2,541.00	8.00
3/24/2008	2,230.00	2,239.00	9.00
3/26/2008	2,434.00	2,439.00	5.00
3/27/2008	1,960.00	1,946.00	(14.00)
3/28/2008	1,950.00	1,951.00	1.00
3/31/2008	- 4,175.00 -	2,089.00	(110.00)
4/1/2008		1,976.00	
4/4/2008	2,817.00	2,818.00	1.00
4/8/2008	2,463.00	2,464.00	1.00
4/10/2008	1,891.00	1,896.00	5.00
4/11/2008	2,328.00	2,329.00	1.00
4/28/2008	2,399.00	1,864.00	(535.00)

<sup>10</sup> There were some instances in which the non-resettable net grand totals were unavailable for our review. The cumulative total for the following work day was larger and required two days worth of deposits to be combined.

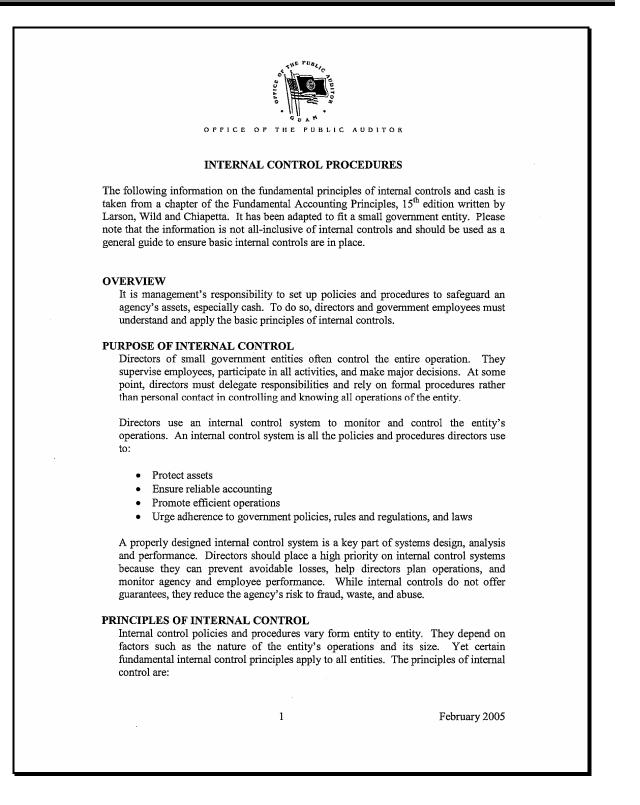
18

## Appendix 4: Variance in Daily Collections and Deposits

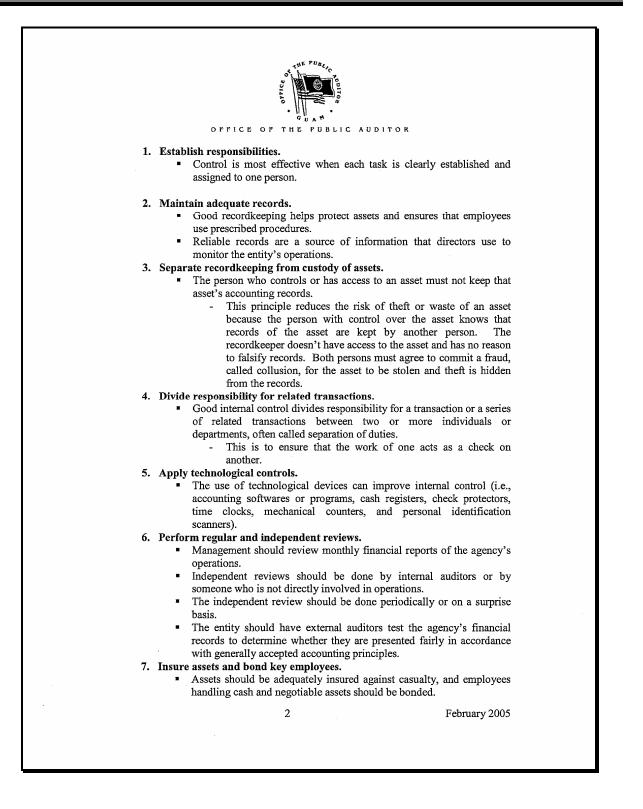
Deposit Date	<b>Cumulative Totals</b> <sup>11</sup>	<b>Total Deposits</b>	Variance
4/29/2008	2,048.00	1,688.00	(360.00)
5/1/2008	1,892.00	1,472.00	(420.00)
5/2/2008	2,541.00	2,008.00	(533.00)
5/13/2008		1,858.00	
5/14/2008	6,046.00	1,207.00	(1,761.00)
5/15/2008		1,220.00	
5/16/2008	2,195.00	1,695.00	(500.00)
5/19/2008	2,199.00	1,849.00	(350.00)
5/22/2008	2,554.00	1,868.00	(686.00)
5/23/2008	1,919.00	1,920.00	1.00
5/27/2008	2,747.00	2,027.00	(720.00)
5/28/2008	2,713.00	2,213.00	(500.00)
5/29/2008	2,313.00	2,013.00	(300.00)
5/30/2008	2,452.00	2,459.00	7.00
6/2/2008	3,206.00	3,181.00	(25.00)
7/1/2008	4,496.00	4,476.00	(20.00)
Total	\$ 211,237.00	\$ 181,490.10	\$ (29,746.90)

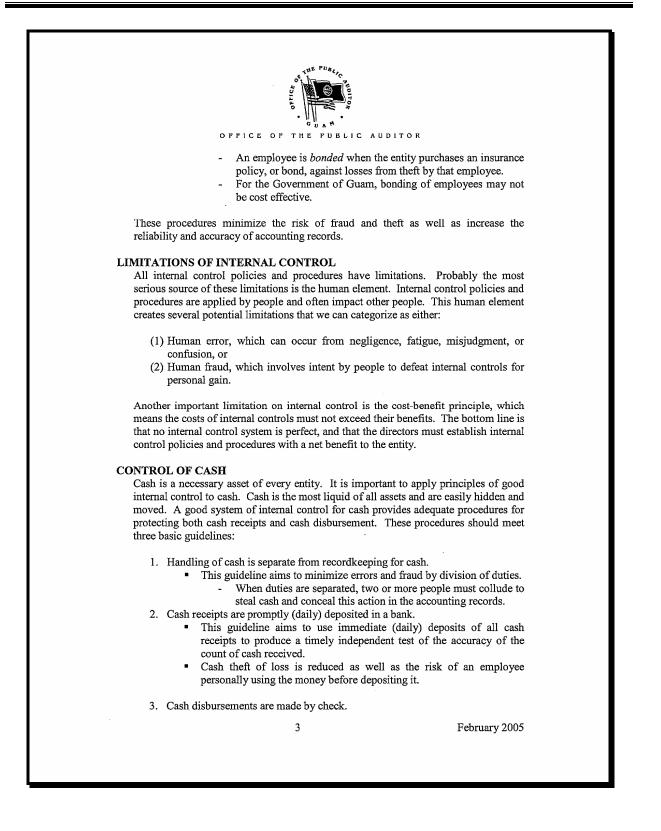
Page 3 of 3

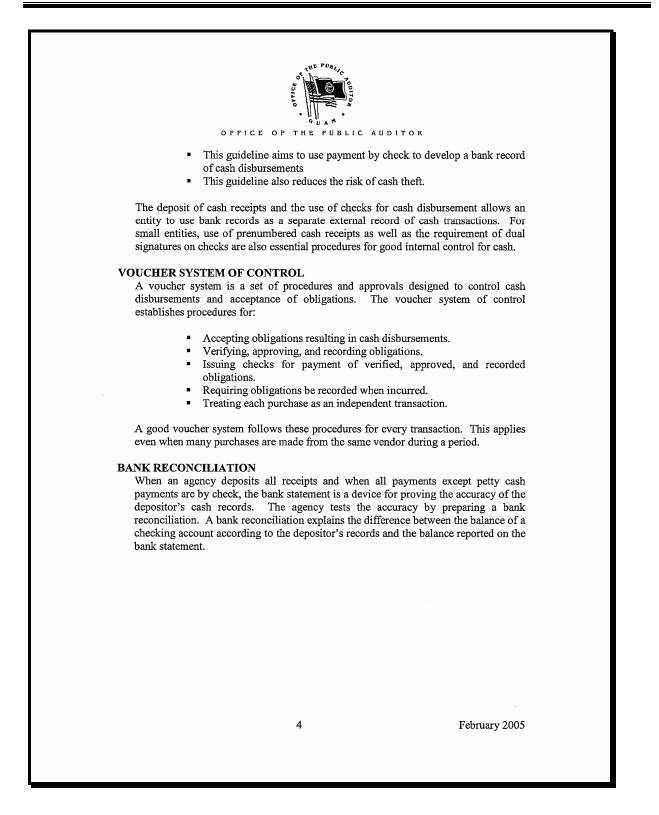
<sup>&</sup>lt;sup>11</sup> There were some instances in which the non-resettable net grand totals were unavailable for our review. The cumulative total for the following work day was larger and required two days worth of deposits to be combined.



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# Appendix 6: OPA's Internal Control Checklist

OFFICE OF THE PUBLIC AUDITOR					
	INTERNAL CONTROL	CHE	CKL	IST	
This internal control checklist is designed to help Directors assess their agency's internal controls and to provide guidance in implementing controls where weaknesses are presented. This is not an all-inclusive list of internal controls and should be used as a general guide to ensure that basic internal controls are in place. Please note that answering "yes" indicates that a desired control is in place; answering "no" indicates that a control weakness may be present, and corrective action may be necessary. Keep in mind that some questions may not be applicable to all operations.					
		Yes	No	N/A	Comments
•	eneral Controls Does the entity have an accounting system such as QuickBooks, Peachtree, MAS 90, etc.?				
•	Does the entity have adequate written statements and explanations of its accounting policies and procedures?				
•	Are accounting policies and procedure manuals updated as necessary?				
Are manuals distributed to appropriate personnel?					
•	Is there a periodic review of accounting procedures with all staff?	_			
Ca	ash Receipts				
	Are responsibilities for collecting, depositing, and recording cash receipts performed by different individuals? Are cash receipts recorded on pre-numbered duplicate receipt forms with the original copy given to the payer?				
•	Are deposits compared on a daily basis to pre-numbered receipt forms by someone other than employee initially receiving cash?				
0	Is "For Deposit Only" stamped on incoming checks as soon as received?		0		<del></del>
	Are all checks received made payable to the entity? Are adequate physical facilities provided for safeguarding cash until it can be deposited (locked away)?			1	
•	Does adequate accountability exist to identify who is responsible for cash at any given time (Is responsibility for cash receipts fixed from the time they are received until sent to the bank)?	,		int <del>er s</del> id	
9	Are cash receipts deposited on a daily basis?	5			

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## Appendix 6: OPA's Internal Control Checklist

• Are Deposit/Receipt Forms and supporting documentation reviewed by an employee not involved with the cash collection process?		 		
collection process?				
~				
Are cash overages or shortages reported?		 		
• Are employees prohibited from using cash receipts to make				
cash disbursements?		 		
• Is a comparison of daily reported receipts conducted on a				
test basis to bank statements to verify timeliness of deposits?		 		
Cash Disbursements				
<ul> <li>Are responsibilities for disbursement preparation and</li> </ul>				
disbursement approval functions segregated from those				
recording or entering cash disbursements information?				
• Are all cash disbursements made by check?		 		
• Are pre-numbered triplicate checks used where the original		 		
check is given to Payee, the duplicate filed in the vendor file				
and triplicate saved as the check register copy?				
• Are dual signatures required on all checks?		 · · ·		
• Are disbursements made only when approved by authorized	_	 		
persons?				
• Are all bills or disbursement vouchers presented together		 		
with the checks for signature?				
<ul> <li>Are all supporting documents properly marked "Paid" at</li> </ul>		 		
time of signature to prevent duplicate payment?		 		
• Are all bills or disbursement vouchers approved by someone other than the check signer?				
<ul> <li>Are voided checks preserved and filed after appropriate</li> </ul>		 		
mutilation?				
• Is there a written prohibition against drawing checks payable		 — ·		
to cash?		 		
Financial Records				
<ul> <li>Is a monthly review and reconciliation of all bank statements</li> </ul>				
and correspondence performed (preferably within 15 days				
after the statement date)?				
• Is a monthly review and reconciliation of all bank statements		 <u> </u>		
and correspondence performed by someone unrelated to the				
cash receipts or disbursement functions?		 		
• Does a responsible official, other than the preparer, review		 		
completed bank reconciliations?		 		
• Is the completed bank reconciliation initialed and dated by				
both the preparer and the reviewer?		 		
			February 2005	
2			, conducty 2000	

## Appendix 6: OPA's Internal Control Checklist

		Yes	No	N/A	Comments
٩	Does the entity's accounting system allow management to record financial transactions, view the data by category, and create timely reports to maintain accountability for the government's assets?				
•	Is computerized data backed up daily and source documents retained?				
٩	Are all financial recording documents sequentially pre- numbered, retained, and accounted for, including spoiled or voided forms?				
٩	Are records properly guarded from fire, theft and manipulation?				
٥	Are monthly financial statements (e.g. Trial Balance, Balance Sheet, Income Statement, etc.) prepared?				
•	Are monthly financial statements reviewed and approved by the director?	_			

February 2005

## Appendix 7: Cash Register Close-Out Process

One of the most important functions of a modern cash register is to record its usage by user, type of activity, method of payment, and by date and time. The register's "Z" function generates a printout of all the activity performed, then erases the data from the cash register memory.

GPD's Records and ID Section closes its cash register twice daily, once before lunch and again at the close of the business day. Based on our observation, the following is the cash register close-out process at the GPD Records and ID Section.

- 1. The summary reports are printed from the cash register and the cash register drawer automatically opens. The "Z" report function prints the sales on the cash register tape while erasing the data from the cash register memory. Every time the register is "Z'd out" (report taken), that total is erased from the daily sales files.
- 2. Change fund of \$100 is counted and set aside. The rest of the cash and any check collections are removed from the register.
- 3. The collections are then counted and reconciled against the summary reports.
- 4. An employee prepares the deposit reports (i.e., treasury depositor's report, GPD "invoice", contracted depository agent receipt, etc.), as follows:
  - a. The GPD "invoice" is prepared by reviewing the two summary reports side by side and adding up the number of transactions and total amount received per transaction code. The breakdown by transaction code is listed on the GPD invoice.
  - b. The depositor's report identifies:
    - i. The quantity of cash and checks received for each transaction code;
    - ii. A designated account number assigned by the TOG;
    - iii. A report number starting with number one at the beginning of each fiscal year (e.g., October 1, 2007 was report number 08-001); and
    - iv. The money bag number money bag containing all cash and checks, the pink colored field receipt and original Treasury Depositor's Report.
  - c. The receipt for the contracted depository agent indicated the total amount of cash and checks to be delivered to TOG.
- 5. The employee also updates the "Daily Cash Accountability" notebook with the information found in the GPD invoice. The accountability notebook is used to assist Records and ID employees in reporting the monthly cash collections to upper management.
- 6. When documentation is complete, all the cash and check collections and the documentation, with the exception of the depository agency receipt, are placed in a zippered money bag and secured with the key. The contracted depository agency receipt was the only one that was not included inside the bag. The money bag and the contracted depository agency receipt was then given to another employee for safekeeping.
- 7. A contracted depository agent picks up the money bag for delivery to TOG for recording in DOA's AS400 and to a financial institution for deposit.
- 8. Once the deposits are recorded in the AS400 system, TOG prints a receipt from their POS system and provides this to GPD for its records.

## Appendix 8: Status of Recommendations

### To the GPD Chief of Police:

	Recommendation	Status	Action Required
1	Direct the Administration Division Chief and Operations Chief work with TOG to implement the POS system as soon as possible.	Implemented.	No further action required.
2	Direct Records and ID Section personnel to obtain training of the POS system from TOG.	Implemented.	No further action required.
3	<ul> <li>Direct the Administration Division Chief and Operations Chief to update and modify the existing GPD Records and ID Section standard operating procedures, to include but not limited to: <ul> <li>a. Management providing review, oversight, and monitoring of the Records and ID Section on a regular basis;</li> <li>b. Separation of key duties; and</li> <li>c. Assigning cashier identification numbers to Records and ID Section personnel who operate the cash register.</li> </ul> </li> </ul>	Management concurs; additional documentation required.	Provide a copy of GPD Records and ID Section's standard operating procedures once modified and approved.

### To the Treasurer of Guam:

	Recommendation	Status	<b>Action Required</b>
1	Determine the total number of registers assigned to the POS system and verify if each are submitting deposits on a regular basis.	additional	Once inventory is conducted, provide a listing of registers assigned to the POS system and the results of verification.

# Appendix 9: GPD's Management Response

	10-28-08;03:09	PM;GUAM POLICE DEPT.	; # 1/ 1			
e" * *	G ULAM	GOVERNMENT OF GUAM HAGATNA, GUAM 96932				
	Canal Change	October 27, 2008				
	MEMORANI	MUG	RECEIVED			
	To:	Operations Chief Administrative Division	DOCT 27 2008			
	From:	Acting Officer in Charge Records and ID Section	Guam Police Department			
	Subj:	Records & ID Section RE: Cash Handling Procedures	6			
	the Office of Section. The	our request this memorandum is regarding issues the Public Auditor (OPA) and the handling of cas following have been implemented and/or are beivere cited by the OPA:	h at the Records and ID			
	1. <u>The Point of Sale system</u> was re-instituted as of September. 24, 2008. Ms. Maria Uson from Department of Administration's, Treasurer of Guam, provided training for the staff at the Records and ID section. The Records & ID Section currently utilizes the Point of Sale (POS) system for all transactions. This system requires for each user to have an assigned Username and Password. This will ensure that the assigned cashier begins and ends their shift with accountability for the funds.					
	II. On July 15, 2008, a revised listing of authorized Treasurer Agents was submitted to the Department of Administration, Treasurer of Guam. The Records & ID Section are now required to close their shift on the POS system, with a minimum of two (2) identified treasurer agents present for the close out procedure. Each agent will verify all documents and cash prior to being placed in the depositor's bag and acknowledge all documents and cash. Records and ID Section have identified the need for dedicated cashiers to handle transactions with the Guam Police Department. Until dedicated cashiers are hired, Treasurer Agents will be responsible for the monetary transactions of services provided by the Records & ID Section.					
	being	Standard Operating Procedures for the Records & revamped. This operating procedure will include ot, processing and submission of funds between G n.	a detail process for the			
	Submitted as		REODE			
	RECE OFFICE OF THE P DATE: 10/28	UBLIC AUDITOR UBLIC AUDITOR HELIEN TOVES	RECEIVED			
	тіме: <u>4: о</u> [	) pm	Guam Police Department Office of the Chief			
	BY: Ran	,				

## Appendix 10: DOA's Management Response

**Department of Administration** (DIPATTAMENTON ATEMENSTRASION) DIRECTOR'S OFFICE (UFISINAN DIREKTOT) Post Office Box 884 Hagatña, Guam 96932 Felix P. Camacho Lourdes M. Tel: (671) 475-1101/1250 Fax: (671) 477-6788 Director Governor Michael W. Cruz, M.D. Joseph C. Manibusan Deputy Director Lieutenant Governor OCT 2 7 2008 Ms. Doris Flores Brooks **Public Auditor** Office of the Public Auditor 238 Archbishop Flores Street Suite 401 Pacific News Building Hagatna, Guam 96932 Preliminary Draft Report - Evaluation of Guam Police Department Re: **Records and Identification Section's Revenue Collections** . Dear Ms. Brooks: Hafa Adai! We have reviewed the OPA Preliminary Draft Report on the Evaluation of Guam Police Department Records and Identification Section's Revenue Collections and we concur with your recommendations. We will conduct an inventory of the number of registers and determine whether or not they are operating with the Point-of-Sale (POS) System. We will also issue a circular to the line agencies explaining the standard operating procedures in the event the POS system is inoperable and what steps are to be taken. Should you have any questions relating to this matter, please contact my office at 475-1101. Sincerely, onces There RECEIVED URDES M. PEREZ OFFICE OF THE PUBLIC AUDITOR **Director of Administration** DATE TIME: BY:

