# REPORT OF THE AUDIT OF THE FORMER RUSSELL COUNTY SHERIFF

For The Period January 1, 2018 Through November 30, 2018



#### MIKE HARMON AUDITOR OF PUBLIC ACCOUNTS

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### MIKE HARMON AUDITOR OF PUBLIC ACCOUNTS

The Honorable Gary D. Robertson, Russell County Judge/Executive The Honorable Clete McAninch, Former Russell County Sheriff The Honorable Derek Polston, Russell County Sheriff Members of the Russell County Fiscal Court

Independent Auditor's Report

#### **Report on the Financial Statement**

We have audited the accompanying Statement of Receipts, Disbursements, and Excess Fees - Regulatory Basis of the former Sheriff of Russell County, Kentucky, for the period January 1, 2018 through November 30, 2018, and the related notes to the financial statement.

#### Management's Responsibility for the Financial Statement

Management is responsible for the preparation and fair presentation of this financial statement in accordance with accounting practices prescribed or permitted by the laws of Kentucky to demonstrate compliance with the Commonwealth of Kentucky's regulatory basis of accounting and budget laws. Management is also responsible for the design, implementation, and maintenance of internal control relevant to the preparation and fair presentation of a financial statement that is free from material misstatement, whether due to fraud or error.

#### **Auditor's Responsibility**

209 ST. CLAIR STREET

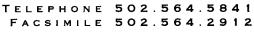
FRANKFORT, KY 40601-1817

Our responsibility is to express an opinion on the financial statement based on our audit. We conducted our audit in accordance with auditing standards generally accepted in the United States of America, the standards applicable to financial audits contained in *Government Auditing Standards* issued by the Comptroller General of the United States, and the *Audit Guide for County Fee Officials* issued by the Auditor of Public Accounts, Commonwealth of Kentucky. Those standards require that we plan and perform the audit to obtain reasonable assurance about whether the financial statement is free from material misstatement.

An audit involves performing procedures to obtain audit evidence about the amounts and disclosures in the financial statement. The procedures selected depend on the auditor's judgment, including the assessment of the risks of material misstatement of the financial statement, whether due to fraud or error. In making those risk assessments, the auditor considers internal control relevant to the entity's preparation and fair presentation of the financial statement in order to design audit procedures that are appropriate in the circumstances, but not for the purpose of expressing an opinion on the effectiveness of the entity's internal control. Accordingly, we express no such opinion. An audit also includes evaluating the appropriateness of accounting policies used and the reasonableness of significant accounting estimates made by management, as well as evaluating the overall presentation of the financial statement.

We believe that the audit evidence we have obtained is sufficient and appropriate to provide a basis for our audit opinion.





The Honorable Gary D. Robertson, Russell County Judge/Executive The Honorable Clete McAninch, Former Russell County Sheriff The Honorable Derek Polston, Russell County Sheriff Members of the Russell County Fiscal Court

#### Basis for Adverse Opinion on U.S. Generally Accepted Accounting Principles

As described in Note 1 of the financial statement, the financial statement is prepared by the former Russell County Sheriff on the basis of the accounting practices prescribed or permitted by the laws of Kentucky to demonstrate compliance with the Commonwealth of Kentucky's regulatory basis of accounting, which is a basis of accounting other than accounting principles generally accepted in the United States of America.

The effects on the financial statement of the variances between the regulatory basis of accounting described in Note 1 and accounting principles generally accepted in the United States of America, although not reasonably determinable, are presumed to be material.

#### Adverse Opinion on U.S. Generally Accepted Accounting Principles

In our opinion, because of the significance of the matter discussed in the Basis for Adverse Opinion on U.S. Generally Accepted Accounting Principles paragraph, the financial statement referred to above does not present fairly, in accordance with accounting principles generally accepted in the United States of America, the financial position of the former Russell County Sheriff, for the period January 1, 2018 through November 30, 2018, or changes in financial position or cash flows thereof for the year then ended.

#### **Opinion on Regulatory Basis of Accounting**

In our opinion, the financial statement referred to above presents fairly, in all material respects, the receipts, disbursements, and excess fees of the former Russell County Sheriff for the period January 1, 2018 through November 30, 2018, in accordance with the basis of accounting practices prescribed or permitted by the Commonwealth of Kentucky as described in Note 1.

#### Other Reporting Required by Government Auditing Standards

In accordance with *Government Auditing Standards*, we have also issued our report dated October 4, 2019, on our consideration of the former Russell County Sheriff's internal control over financial reporting and on our tests of its compliance with certain provisions of laws, regulations, contracts, grant agreements, and other matters. The purpose of that report is solely to describe the scope of our testing of internal control over financial reporting and compliance and the results of that testing, and not to provide an opinion on the internal control over financial reporting or on compliance. This report is an integral part of an audit performed in accordance with *Government Auditing Standards* in considering the former Russell County Sheriff's internal control over financial reporting and compliance.

Based on the results of our audit, we have presented the accompanying Schedule of Findings and Responses, included herein, which discusses the following report comment:

2018-001 The Former Sheriff's Office Lacked Adequate Segregation Of Duties

Respectfully submitted,

Mike Harmon

**Auditor of Public Accounts** 

# RUSSELL COUNTY CLETE MCANINCH, FORMER SHERIFF STATEMENT OF RECEIPTS, DISBURSEMENTS, AND EXCESS FEES - REGULATORY BASIS

For The Period January 1, 2018 Through November 30, 2018

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Federal:				
Fees For Services			\$	5,591
State - Kentucky Law Enforcement Foundation Program Fund (KLEF	PF)			27,865
State Fees For Services: Finance and Administration Cabinet Sheriff Security Service	\$	95,428 6,707		102,135
Circuit Court Clerk: Court Ordered Payments				5,649
Fiscal Court				96,643
County Clerk - Delinquent Taxes				13,865
Commission On Taxes Collected				383,431
Fees Collected For Services:				
Auto Inspections		5,045		
Accident and Police Reports		145		
Serving Papers		25,827		
Carry Concealed Deadly Weapon Permits		11,235		
Mental Transports		19,826		62,078
Other:				
Add-On Fees		37,984		
Miscellaneous		2,544		40,528
Interest Earned				641
Borrowed Money:				
State Advancement				300,000
Total Receipts			1	1,038,426

#### RUSSELL COUNTY

#### CLETE MCANINCH, FORMER SHERIFF

STATEMENT OF RECEIPTS, DISBURSEMENTS, AND EXCESS FEES - REGULATORY BASIS

For The Period January 1, 2018 Through November 30, 2018

(Continued)

#### **Disbursements**

Operating Disbursements and Capital Outlay:			
Personnel Services-			
Deputies' Salaries	\$ 505,596		
Employee Benefits-			
KLEFPF Retirement	3,756		
Employer Paid Health Insurance	37,374		
Contracted Services-			
Vehicle Maintenance and Repairs	28,852		
Materials and Supplies-			
Office Materials and Supplies	7,980		
Uniforms	4,698		
Auto Expense-			
Gasoline	40,122		
Other Charges-			
Dues	604		
Postage	1,819		
Miscellaneous	16,336		
Reimbursements	1,062		
Capital Outlay-			
Vehicles	5,317	\$ 653,516	
Debt Service:			
State Advancement		 300,000	
Total Disbursements			\$ 953,516
Net Receipts			84,910
Less: Statutory Maximum			79,640
·			
Excess Fees			5,270
Less: Training Incentive Benefit			4,137
Excess Fees Due County for 2018			1,133
Payment to Fiscal Court - November 30, 2018			 800
Balance Due Fiscal Court at Completion of Audit			\$ 333

#### RUSSELL COUNTY NOTES TO FINANCIAL STATEMENT

November 30, 2018

#### Note 1. Summary of Significant Accounting Policies

#### A. Fund Accounting

A fee official uses a fund to report on the results of operations. A fund is a separate accounting entity with a self-balancing set of accounts. Fund accounting is designed to demonstrate legal compliance and to aid financial management by segregating transactions related to certain government functions or activities.

A fee official uses a fund for fees to account for activities for which the government desires periodic determination of the excess of receipts over disbursements to facilitate management control, accountability, and compliance with laws.

#### B. Basis of Accounting

KRS 64.820 directs the fiscal court to collect any amount, including excess fees, due from the sheriff as determined by the audit. KRS 134.192 requires the sheriff to settle excess fees with the fiscal court at the time he files his annual settlement with the fiscal court on or before September 1 of each year. KRS 64.830 requires an outgoing sheriff to settle excess fees with the fiscal court of his county by March 15 immediately following the expiration of his term of office.

The financial statement has been prepared on a regulatory basis of accounting, which is a comprehensive basis of accounting other than accounting principles generally accepted in the United States of America. This basis demonstrates compliance with the laws of Kentucky and is a special purpose framework. Under this regulatory basis of accounting, receipts and disbursements are generally recognized when cash is received or disbursed, with the exception of accrual of the following items (not all-inclusive) at December 31 that may be included in the excess fees calculation:

- Interest receivable
- Collection on accounts due from others for 2018 services
- Reimbursements for 2018 activities
- Tax commissions due from December tax collections
- Payments due other governmental entities for payroll
- Payments due vendors for goods or services provided in 2018

The measurement focus of a fee official is upon excess fees. Remittance of excess fees is due to the county treasurer in the subsequent year.

#### C. Cash and Investments

KRS 66.480 authorizes the former sheriff's office to invest in obligations of the United States and of its agencies and instrumentalities, obligations and contracts for future delivery or purchase of obligations backed by the full faith and credit of the United States, obligations of any corporation of the United States government, bonds or certificates of indebtedness of this state, and certificates of deposit issued by or other interest-bearing accounts of any bank or savings and loan institution which are insured by the Federal Deposit Insurance Corporation (FDIC) or which are collateralized, to the extent uninsured, by any obligation permitted by KRS 41.240(4).

#### Note 2. Employee Retirement System and Other Post-Employment Benefits

The sheriff's office has elected to participate, pursuant to KRS 78.530, in the County Employees Retirement System (CERS), which is administered by the Board of Trustees of the Kentucky Retirement Systems (KRS). This is a cost-sharing, multiple-employer, defined benefit pension plan, which covers all eligible full-time employees and provides for retirement, disability, and death benefits to plan members. Benefit contributions and provisions are established by statute.

The former sheriff's contribution for Kentucky Law Enforcement Foundation Program Fund (KLEFPF) portion of retirement for calendar year 2016 was \$3,294, calendar year 2017 was \$4,341, and calendar year 2018 was \$3,756.

#### Nonhazardous

Nonhazardous covered employees are required to contribute five percent of their salary to the plan. Nonhazardous covered employees who begin participation on or after September 1, 2008, are required to contribute six percent of their salary to be allocated as follows: five percent will go to the member's account and one percent will go to the KRS insurance fund.

In accordance with Senate Bill 2, signed by the Governor on April 4, 2013, plan members who began participating on or after January 1, 2014, were required to contribute to the Cash Balance Plan. The Cash Balance Plan is known as a hybrid plan because it has characteristics of both a defined benefit plan and a defined contribution plan. Members in the plan contribute a set percentage of their salary each month to their own accounts. Nonhazardous covered employees contribute five percent of their annual creditable compensation. Nonhazardous members also contribute one percent to the health insurance fund which is not credited to the member's account and is not refundable. The employer contribution rate is set annually by the KRS Board of Directors based on an actuarial valuation. The employer contributes a set percentage of the member's salary. Each month, when employer contributions are received, an employer pay credit is deposited to the member's account. A member's account is credited with a four percent employer pay credit. The employer pay credit represents a portion of the employer contribution.

Benefits fully vest on reaching five years of service for nonhazardous employees. Aspects of benefits for nonhazardous employees include retirement after 27 years of service or age 65. Nonhazardous employees who begin participation on or after September 1, 2008, must meet the rule of 87 (member's age plus years of service credit must equal 87, and the member must be a minimum of 57 years of age) or the member is age 65, with a minimum of 60 months service credit.

The county's contribution rate for nonhazardous employees was 19.18 percent for the first half of the year and 21.48 percent for the period July 1, 2018 through November 30, 2018.

Note 2. Employee Retirement System and Other Post-Employment Benefits (Continued)

#### Other Post-Employment Benefits (OPEB)

#### A. Health Insurance Coverage - Tier 1

CERS provides post-retirement health care coverage as follows:

For members participating prior to July 1, 2003, years of service and respective percentages of the maximum contribution are as follows:

Years of Service	% Paid by Insurance Fund	% Paid by Member through Payroll Deduction
20 or more	100%	0%
15-19	75%	25%
10-14	50%	50%
4-9	25%	75%
Less than 4	0%	100%

As a result of House Bill 290 (2004 General Assembly), medical insurance benefits are calculated differently for members who began participation on or after July 1, 2003. Once members reach a minimum vesting period of ten years, non-hazardous employees whose participation began on or after July 1, 2003, earn ten dollars per month for insurance benefits at retirement for every year of earned service without regard to a maximum dollar amount. This dollar amount is subject to adjustment annually based on the retiree cost of living adjustment, which is updated annually due to changes in the Consumer Price Index.

Benefits are covered under KRS 161.714 with exception of COLA and retiree health benefits after July 2003.

#### B. Health Insurance Coverage - Tier 2 and Tier 3 - Nonhazardous

Once members reach a minimum vesting period of 15 years, earn ten dollars per month for insurance benefits at retirement for every year of earned service without regard to a maximum dollar amount. This dollar amount is subject to adjustment annually by 1.5 percent. This was established for Tier 2 members during the 2008 Special Legislative Session by House Bill 1. During the 2013 Legislative Session, Senate Bill 2 was enacted, creating Tier 3 benefits for members.

The monthly insurance benefit has been increased annually as a 1.5 percent cost of living adjustment (COLA) since July 2003 when the law changed. The annual increase is cumulative and continues to accrue after the member's retirement.

Tier 2 member benefits are covered by KRS 161.714 with exception of COLA and retiree health benefits after July 2003. Tier 3 members are not covered by the same provisions.

#### C. Cost of Living Adjustments - Tier 1

The 1996 General Assembly enacted an automatic cost of living adjustment (COLA) provision for all recipients of KRS benefits. During the 2008 Special Session, the General Assembly determined that each July beginning in 2009, retirees who have been receiving a retirement allowance for at least 12 months will receive an automatic COLA of 1.5 percent. The COLA is not a guaranteed benefit. If a retiree has been receiving a benefit for less than 12 months, and a COLA is provided, it will be prorated based on the number of months the recipient has been receiving a benefit.

Note 2. Employee Retirement System and Other Post-Employment Benefits (Continued)

Other Post-Employment Benefits (OPEB) (Continued)

#### D. Cost of Living Adjustments - Tier 2 and Tier 3

No COLA is given unless authorized by the legislature with specific criteria. To this point, no COLA has been authorized by the legislature for Tier 2 or Tier 3 members.

#### E. Death Benefit

If a retired member is receiving a monthly benefit based on at least 48 months of service credit, KRS will pay a \$5,000 death benefit payment to the beneficiary designated by the member specifically for this benefit. Members with multiple accounts are entitled to only one death benefit.

#### KRS Annual Financial Report and Proportionate Share Audit Report

KRS issues a publicly available annual financial report that includes financial statements and required supplementary information on CERS. This report may be obtained by writing the Kentucky Retirement Systems, 1260 Louisville Road, Frankfort, KY 40601-6124, or by telephone at (502) 564-4646.

KRS also issues proportionate share audit reports for both total pension liability and other post-employment benefits for CERS determined by actuarial valuation as well as each participating county's proportionate share. Both the Schedules of Employer Allocations and Pension Amounts by Employer and the Schedules of Employer Allocations and OPEB Amounts by Employer reports and the related actuarial tables are available online at <a href="https://kyret.ky.gov">https://kyret.ky.gov</a>. The complete actuarial valuation report, including all actuarial assumptions and methods, is also available on the website or can be obtained as described in the paragraph above.

#### Note 3. Deposits

The former Russell County Sheriff maintained deposits of public funds with depository institutions insured by the Federal Deposit Insurance Corporation (FDIC) as required by KRS 66.480(1)(d). According to KRS 41.240, the depository institution should pledge or provide sufficient collateral which, together with FDIC insurance, equals or exceeds the amount of public funds on deposit at all times. In order to be valid against the FDIC in the event of failure or insolvency of the depository institution, this pledge or provision of collateral should be evidenced by an agreement between the sheriff and the depository institution, signed by both parties, that is (a) in writing, (b) approved by the board of directors of the depository institution or its loan committee, which approval must be reflected in the minutes of the board or committee, and (c) an official record of the depository institution.

#### Custodial Credit Risk - Deposits

Custodial credit risk is the risk that in the event of a depository institution failure, the former sheriff's deposits may not be returned. The former Russell County Sheriff does not have a deposit policy for custodial credit risk but rather follows the requirements of KRS 66.480(1)(d) and KRS 41.240. As of November 30, 2018, all deposits were covered by FDIC insurance or a properly executed collateral security agreement.

#### Note 4. Miscellaneous Drug Account

The former Russell County Sheriff maintained a miscellaneous drug account. Under the terms mandated by the Commonwealth of Kentucky, the sheriff receives proceeds from the confiscation, surrender, or sale of real property involved in drug related convictions. These funds are used exclusively for operating expenditures incurred for law enforcement activities against drug related activities and are not included in excess fees. As of January 1, 2018, the account had a balance of \$5,788, and received \$1,043 during 2018. Funds totaling \$6,260 were expended during the period of January 1, 2018 through November 30, 2018. The unexpended balance was \$571 as of November 30, 2018.

#### Note 5. Donation Accounts

- A. The former sheriff maintained a K-9 account with funds donated in a previous year by a private citizen of Russell County for the purchase of a new K-9. As of January 1, 2018, the account had a balance of \$239, and received \$20 during the period of January 1, 2018 through November 30, 2018. Funds totaling \$0 were expended during the period. The unexpended balance was \$259 as of November 30, 2018.
- B. The former sheriff maintained a donation account for law enforcement donated by private citizens of Russell County. As of January 1, 2018, the account had a balance of \$26,294. The former sheriff received \$5,000 and expended \$25,000. The unexpended balance was \$6,294 as of November 30, 2018.

#### Note 6. Forfeiture Account

The former sheriff maintained a forfeiture account with forfeited funds to the Russell County Sheriff's office. As of January 1, 2018, the account had a balance of \$10,197, and received \$27,106 during the period of January 1, 2018 through November 30, 2018. Funds totaling \$27,233 were expended during the period. The unexpended balance was \$10,070 as of November 30, 2018.

#### Note 7. U.S. Army Corp of Engineers Agreement

The former Russell County Sheriff's office entered into an agreement with the U.S. Army Corp of Engineers to provide patrol services at Kendall Campground, Kendall Forest Campground, Wolf Creek Powerhouse and Dam area, and Halcomb's Landing on Lake Cumberland for the period May 8, 2018 through May 7, 2019. The cost of the patrols for this period was \$5,591.



REPORT ON INTERNAL CONTROL OVER FINANCIAL REPORTING AND ON COMPLIANCE AND OTHER MATTERS BASED ON AN AUDIT OF THE FINANCIAL STATEMENT PERFORMED IN ACCORDANCE WITH GOVERNMENT AUDITING STANDARDS





## MIKE HARMON AUDITOR OF PUBLIC ACCOUNTS

The Honorable Gary D. Robertson, Russell County Judge/Executive The Honorable Clete McAninch, Former Russell County Sheriff The Honorable Derek Polston, Russell County Sheriff Members of the Russell County Fiscal Court

> Report On Internal Control Over Financial Reporting And On Compliance And Other Matters Based On An Audit Of The Financial Statement Performed In Accordance With *Government Auditing Standards*

#### Independent Auditor's Report

We have audited, in accordance with auditing standards generally accepted in the United States of America and the standards applicable to financial audits contained in *Government Auditing Standards* issued by the Comptroller General of the United States, the Statement of Receipts, Disbursements, and Excess Fees - Regulatory Basis of the former Russell County Sheriff for the period January 1, 2018 through November 30, 2018, and the related notes to the financial statement and have issued our report thereon dated October 4, 2019. The former Russell County Sheriff's financial statement is prepared on a regulatory basis of accounting, which demonstrates compliance with the Commonwealth of Kentucky's regulatory basis of accounting and budget laws, which is a basis of accounting other than accounting principles generally accepted in the United States of America.

#### **Internal Control over Financial Reporting**

In planning and performing our audit of the financial statement, we considered the former Russell County Sheriff's internal control over financial reporting (internal control) to determine the audit procedures that are appropriate in the circumstances for the purpose of expressing our opinion on the financial statement, but not for the purpose of expressing an opinion on the effectiveness of the former Russell County Sheriff's internal control. Accordingly, we do not express an opinion on the effectiveness of the former Russell County Sheriff's internal control.

A *deficiency in internal control* exists when the design or operation of a control does not allow management or employees in the normal course of performing their assigned functions, to prevent, or detect and correct misstatements on a timely basis. A *material weakness* is a deficiency, or a combination of deficiencies, in internal control, such that there is a reasonable possibility that a material misstatement of the entity's financial statement will not be prevented, or detected and corrected on a timely basis. A *significant deficiency* is a deficiency, or a combination of deficiencies, in internal control that is less severe than a material weakness, yet important enough to merit attention by those charged with governance.

Our consideration of internal control was for the limited purpose described in the first paragraph of this section and was not designed to identify all deficiencies in internal control that might be material weaknesses or significant deficiencies and therefore, material weaknesses or significant deficiencies may exist that were not identified. Given these limitations, during our audit we did not identify any deficiencies in internal control that we consider to be material weaknesses. However, material weaknesses may exist that have not been identified. We identified a certain deficiency in internal control, which is described in the accompanying Schedule of Findings and Responses as item 2018-001 that we consider to be a significant deficiency.



Report On Internal Control Over Financial Reporting And On Compliance And Other Matters Based On An Audit Of The Financial Statement Performed In Accordance With *Government Auditing Standards* (Continued)

#### **Compliance and Other Matters**

As part of obtaining reasonable assurance about whether the former Russell County Sheriff's financial statement is free of material misstatement, we performed tests of its compliance with certain provisions of laws, regulations, contracts, and grant agreements, noncompliance with which could have a direct and material effect on the determination of financial statement amounts. However, providing an opinion on compliance with those provisions was not an objective of our audit and, accordingly, we do not express such an opinion. The results of our tests disclosed no instances of noncompliance or other matters that are required to be reported under *Government Auditing Standards*.

#### **Purpose of this Report**

The purpose of this report is solely to describe the scope of our testing of internal control and compliance and the results of that testing, and not to provide an opinion on the effectiveness of the entity's internal control or on compliance. This report is an integral part of an audit performed in accordance with *Government Auditing Standards* in considering the entity's internal control and compliance. Accordingly, this communication is not suitable for any other purpose.

Respectfully submitted,

Mike Harmon

**Auditor of Public Accounts** 

October 4, 2019





#### RUSSELL COUNTY CLETE MCANINCH, FORMER SHERIFF SCHEDULE OF FINDINGS AND RESPONSES

For The Period January 1, 2018 Through November 30, 2018

#### INTERNAL CONTROL - SIGNIFICANT DEFICIENCY:

#### 2018-001 The Former Sheriff's Office Lacked Adequate Segregation Of Duties

The former sheriff's office lacked adequate segregation of duties. The sheriff's bookkeeper collected payments from customers, prepared deposits, wrote checks, posted transactions to the receipts ledger, posted checks to the disbursements ledger, and prepared monthly and quarterly reports. The former sheriff or another employee implemented some compensating controls for a majority of the year. However they did not document oversight of any of these activities for the last two months of the former sheriff's term.

The former sheriff indicated the condition was a result of a limited budget, which restricted the number of employees the sheriff could hire or delegate duties to.

A lack of oversight could have resulted in undetected misappropriation of assets and inaccurate financial reporting to external agencies such as the Department for Local Government.

The segregation of duties over various accounting functions such as opening mail, preparing deposits, recording receipts and disbursements, and preparing monthly reports, or the implementation of compensating controls is essential for providing protection from asset misappropriation and inaccurate financial reporting. Additionally, proper segregation of duties protects employees in the normal course of performing their daily responsibilities.

The former sheriff should have separated the duties involved in receiving cash, preparing deposits, writing checks, posting to ledgers, preparing monthly bank reconciliations, and comparing financial reports to ledgers. If due to a limited budget, that was not feasible, cross checking procedures should have been implemented and documented by the individual performing the procedure. We recommend the sheriff's office segregate incompatible duties.

Former Sheriff's Response: The official did not provide a response.