

**REPORT OF THE AUDIT OF THE  
TODD COUNTY  
SHERIFF**

**For The Year Ended  
December 31, 2017**



**MIKE HARMON  
AUDITOR OF PUBLIC ACCOUNTS  
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CONTENTS

PAGE

INDEPENDENT AUDITOR’S REPORT ..... 1

STATEMENT OF RECEIPTS, DISBURSEMENTS, AND EXCESS FEES - REGULATORY BASIS ..... 3

NOTES TO FINANCIAL STATEMENT ..... 6

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* ..... 11

SCHEDULE OF FINDINGS AND RESPONSES ..... 15

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**MIKE HARMON**  
**AUDITOR OF PUBLIC ACCOUNTS**

The Honorable Todd Mansfield, Todd County Judge/Executive  
The Honorable Tracy White, Todd County Sheriff  
Members of the Todd 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 Sheriff of Todd County, Kentucky, for the year ended December 31, 2017, 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**

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.

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The Honorable Todd Mansfield, Todd County Judge/Executive  
The Honorable Tracy White, Todd County Sheriff  
Members of the Todd 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 Todd 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 each fund of the Todd County Sheriff, as of December 31, 2017, 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 Todd County Sheriff for the year ended December 31, 2017, 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 December 10, 2018, on our consideration of the Todd 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 Todd 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 comments:

- 2017-001 The Todd County Sheriff's Office Lacks Adequate Segregation Of Duties
- 2017-002 The Sheriff's Ledgers And Quarterly Reports Were Inaccurate And Did Not Reconcile Properly

Respectfully submitted,



Mike Harmon  
Auditor of Public Accounts

December 10, 2018

TODD COUNTY  
TRACY WHITE, SHERIFF  
STATEMENT OF RECEIPTS, DISBURSEMENTS, AND EXCESS FEES - REGULATORY BASIS

For The Year Ended December 31, 2017

Receipts

|   |    |        |         |
|---|----|--------|---------|
| Federal Grants  |    | \$     | 45,257  |
| State - Kentucky Law Enforcement Foundation Program Fund (KLEFPF) |    |        | 21,602  |
| State Fees For Services:  |    |        |         |
| Sheriff Security Service  |    |        | 62,398  |
| Circuit Court Clerk:  |    |        |         |
| Fines and Fees Collected  | \$ | 11,812 |         |
| Court Ordered Payments  |    | 285    | 12,097  |
| Fiscal Court  |    |        | 135,036 |
| County Clerk - Delinquent Taxes                                   |    |        | 19,062  |
| Commission On Taxes Collected                                     |    |        | 158,798 |
| Fees Collected For Services:                                      |    |        |         |
| Auto Inspections  |    | 6,189  |         |
| Accident and Police Reports                                       |    | 800    |         |
| Juvenile Transports   |    | 89     |         |
| Serving Papers  |    | 15,923 |         |
| Carry Concealed Deadly Weapon Permits                             |    | 5,825  | 28,826  |
| Other:  |    |        |         |
| Add-On Fees   |    | 10,387 |         |
| School Resource Officer School Reimbursement                      |    | 12,073 |         |
| Miscellaneous   |    | 333    | 22,793  |
| Interest Earned   |    |        | 15      |
| Borrowed Money:   |    |        |         |
| State Advancement   |    |        | 40,000  |
| Total Receipts  |    |        | 545,884 |

The accompanying notes are an integral part of this financial statement.

TODD COUNTY  
 TRACY WHITE, SHERIFF  
 STATEMENT OF RECEIPTS, DISBURSEMENTS, AND EXCESS FEES - REGULATORY BASIS  
 For The Year Ended December 31, 2017  
 (Continued)

Disbursements

Operating Disbursements and Capital Outlay:

Personnel Services-

|                         |    |        |  |
|-------------------------|----|--------|--|
| Deputies' Salaries      | \$ | 65,203 |  |
| Part-Time Salaries      |    | 34,096 |  |
| Other Salaries          |    | 63,658 |  |
| Overtime                |    | 12,083 |  |
| KLEFPF                  |    | 20,482 |  |
| School Resource Officer |    | 31,340 |  |

Employee Benefits-

|                                  |  |        |  |
|----------------------------------|--|--------|--|
| Employer's Share Social Security |  | 23,434 |  |
| Employer's Share Retirement      |  | 47,115 |  |
| Employer Paid Health Insurance   |  | 22,342 |  |

Contracted Services-

|                   |  |        |  |
|-------------------|--|--------|--|
| Contract Employee |  | 12,600 |  |
|-------------------|--|--------|--|

Materials and Supplies-

|          |  |       |  |
|----------|--|-------|--|
| Uniforms |  | 4,057 |  |
|----------|--|-------|--|

Auto Expense-

|                         |  |        |  |
|-------------------------|--|--------|--|
| Gasoline                |  | 19,081 |  |
| Maintenance and Repairs |  | 6,676  |  |

Other Charges-

|                  |  |       |  |
|------------------|--|-------|--|
| Training         |  | 3,234 |  |
| Dues             |  | 300   |  |
| Postage          |  | 245   |  |
| Internet for MDT |  | 1,825 |  |
| Miscellaneous    |  | 143   |  |

Capital Outlay-

|                  |  |              |            |
|------------------|--|--------------|------------|
| Office Equipment |  | 5,684        |            |
| Vehicles         |  | 7,500        |            |
|                  |  | <u>7,500</u> | \$ 381,098 |

Debt Service:

|                   |  |  |               |
|-------------------|--|--|---------------|
| State Advancement |  |  | <u>40,000</u> |
|-------------------|--|--|---------------|

Total Disbursements

\$ 421,098

The accompanying notes are an integral part of this financial statement.



TODD COUNTY  
TRACY WHITE, SHERIFF  
STATEMENT OF RECEIPTS, DISBURSEMENTS, AND EXCESS FEES - REGULATORY BASIS  
For The Year Ended December 31, 2017  
(Continued)

|   |               |
|---|---------------|
| Net Receipts                                    | \$ 124,786    |
| Less: Statutory Maximum                         | <u>83,059</u> |
| Excess Fees                                     | 41,727        |
| Less: Training Incentive Benefit                | <u>3,271</u>  |
| Excess Fees Due County for 2017                 | 38,456        |
| Payment to Fiscal Court - March 5, 2018         | <u>38,456</u> |
| Balance Due Fiscal Court at Completion of Audit | <u>\$ 0</u>   |

The accompanying notes are an integral part of this financial statement.

TODD COUNTY  
NOTES TO FINANCIAL STATEMENT

December 31, 2017

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 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 2017 services
- Reimbursements for 2017 activities
- Tax commissions due from December tax collections
- Payments due other governmental entities for payroll
- Payments due vendors for goods or services provided in 2017

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 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 county official and employees have 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.

TODD COUNTY  
 NOTES TO FINANCIAL STATEMENT  
 December 31, 2017  
 (Continued)

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

The sheriff's contribution for calendar year 2016 was \$21,659 and calendar year 2017 was \$47,115.

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 members contribute five percent of their annual creditable compensation and 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 Board 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 18.68 percent for the first six months and 19.18 percent for the last six months.

Health Insurance Coverage

CERS also 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:

| <b>Years of Service</b> | <b>% Paid by Insurance Fund</b> | <b>% Paid by Member through Payroll Deduction</b> |
|-------------------------|---------------------------------|---|
| 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.

TODD COUNTY  
 NOTES TO FINANCIAL STATEMENT  
 December 31, 2017  
 (Continued)

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

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.

Note 3. Deposits

The Todd 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 sheriff's deposits may not be returned. The Todd 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 December 31, 2017, all deposits were covered by FDIC insurance or a properly executed collateral security agreement. However, as of October 31, 2017, public funds were exposed to custodial credit risk because the bank did not adequately collateralize the sheriff's deposits in accordance with the security agreement.

- Uncollateralized and Uninsured      \$1,929,849

Note 4. Federal Grant

The Todd County Sheriff's office received a three year school resource officer grant from the Department of Justice Office of Community Oriented Policing Services (COPS) in the amount of \$113,604 that reimburses the sheriff for 75 percent of a school resource officer's salary and benefits. Funds totaling \$45,257 were received from the COPS Grant in 2017 as reimbursement for the school resource officer's salary and benefits.

Note 5. Drug Enforcement Fund

The sheriff's office established a drug enforcement fund to account for monies received from court ordered forfeitures in connection with drug related cases. The beginning balance of this fund on January 1, 2017, was \$6,402. During 2017, receipts totaled \$1,449 and disbursements totaled \$3,880. The fund balance as of December 31, 2017, was \$3,971.

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*

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**MIKE HARMON**  
**AUDITOR OF PUBLIC ACCOUNTS**

The Honorable Todd Mansfield, Todd County Judge/Executive  
The Honorable Tracy White, Todd County Sheriff  
Members of the Todd 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 Todd County Sheriff for the year ended December 31, 2017, and the related notes to the financial statement and have issued our report thereon dated December 10, 2018. The Todd 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 Todd 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 Todd County Sheriff's internal control. Accordingly, we do not express an opinion on the effectiveness of the Todd County Sheriff's internal control.

Our consideration of internal control was for the limited purpose described in the preceding 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 described in the accompanying Schedule of Findings and Responses, we identified certain deficiencies in internal control that we consider to be material weaknesses.

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. We consider the deficiencies described in the accompanying Schedule of Findings and Responses as items 2017-001 and 2017-002 to be material weaknesses.

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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 Todd 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 an instance of noncompliance or other matters that is required to be reported under *Government Auditing Standards*, and which is described in the accompanying Schedule of Findings and Responses as item 2017-002.

**Views of Responsible Official and Planned Corrective Action**

The Todd County Sheriff's views and planned corrective action for the findings identified in our audit are described in the accompanying Schedule of Findings and Responses. The Todd County Sheriff's responses were not subjected to the auditing procedures applied in the audit of the financial statement and, accordingly, we express no opinion on them.

**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

December 10, 2018



## SCHEDULE OF FINDINGS AND RESPONSES

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TODD COUNTY  
TRACY WHITE, SHERIFF  
SCHEDULE OF FINDINGS AND RESPONSES

For The Year Ended December 31, 2017

FINANCIAL STATEMENT FINDINGS:

2017-001 The Todd County Sheriff's Office Lacks Adequate Segregation Of Duties

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The Todd County Sheriff has not implemented a proper segregation of duties over the account processes for his fee account. The bookkeeper collects receipts, prepares daily checkout sheets, prepares ledgers, and signs checks. Per the sheriff, the lack of segregation of duties exists over the processes at the sheriff's office because a limited number of employees are available to properly segregate these job duties.

A lack of segregation of duties could result in undetected misappropriation of assets and inaccurate financial reporting to external agencies such as the Department for Local Government. Segregation of duties or the implementation of compensating controls, when needed because of the number of staff is limited, is essential for providing protection to employees in the normal course of performing their duties and can also help prevent inaccurate financial reporting and misappropriation of assets.

We recommend the sheriff segregate the duties in order to adequately protect employees in the normal course of performing their duties and to help prevent misappropriation of assets and inaccurate financial reporting. If these duties cannot be segregated, compensating controls should be implemented in order to reduce the risks created by the lack of segregation of duties.

*Sheriff's Response: Compensating controls are in place to assist with this issue.*

2017-002 The Sheriff's Ledgers And Quarterly Reports Were Inaccurate And Did Not Reconcile Properly

---

This issue was reported in the prior year audit report as finding 2016-001. The sheriff's receipts and disbursements ledgers did not agree to his fourth quarterly report. There were various issues with the ledgers including items classified in the wrong account and negative items included on the receipts and disbursements ledgers. There were also overstatements on the Fourth Quarter Report on both the receipts and disbursements line items due to items being accidentally included twice. Per the sheriff, this was caused by a lack of training for the accounting software for office personnel.

By not classifying receipts and disbursements correctly on the ledgers, there is no way to properly reconcile the actual amounts received to the ledgers and quarterly reports. This could cause the sheriff's financial statements to be misstated and present false information for budgeting purposes for both his office and the fiscal court. Also, a higher than actual number included in receipts and disbursements on the quarterly report could create additional problems when preparing and reconciling budgets. KRS 68.210 gives the state local finance officer the authority to prescribe a uniform system of accounts. Part of this guidance requires that accurate ledgers be maintained for daily receipts and disbursements in order to present quarterly reports and an annual settlement each year. Accurate ledgers are also needed in order to properly reconcile financial statements to bank accounts. The sheriff is also required to reconcile his quarterly report to the ledgers to ensure that all items have been accounted for correctly.

We recommend the sheriff ensure that accurate ledgers are maintained and that these ledgers are used to create the required quarterly reports. These ledgers should agree to actual amounts that are brought in and spent by his office. The quarterly reports should also be compiled directly from the receipts and disbursements ledgers in order to ensure that the quarterly reports and ledgers reconcile.

*Sheriff's Response: Since Quick Books was being utilized this did not allow this process to be completed. Now Excel is being used to address this issue.*