ATTESTATION ENGAGEMENT

Clerk of the Court of Common Pleas/Prothonotary/ Clerk of Orphans' Court/Probation Office Bedford County, Pennsylvania

For the Period January 1, 2011 to December 31, 2013

January 2016



Commonwealth of Pennsylvania Department of the Auditor General

Eugene A. DePasquale • Auditor General



Commonwealth of Pennsylvania
Department of the Auditor General
Harrisburg, PA 17120-0018
Facebook: Pennsylvania Auditor General
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www.PaAuditor.gov

EUGENE A. DEPASQUALE AUDITOR GENERAL

Independent Auditor's Report

The Honorable Eileen H. McNulty Secretary Pennsylvania Department of Revenue Harrisburg, PA 17128

We have examined the accompanying statements of receipts and disbursements (Statements) of the Clerk of the Court of Common Pleas/Prothonotary/Clerk of Orphans' Court/Probation Office, Bedford County, Pennsylvania (County Officers), for the period January 1, 2011 to December 31, 2013, pursuant to the requirements of Sections 401(b) and 401(d) of *The Fiscal Code*, 72 P.S. § 401(b) and § 401(d). The County Office's management is responsible for these Statements. Our responsibility is to express an opinion on these Statements based on our examination.

Our examination was conducted in accordance with attestation standards established by the American Institute of Certified Public Accountants and the standards applicable to attestation engagements contained in *Government Auditing Standards* issued by the Comptroller General of the United States and, accordingly, included examining, on a test basis, evidence supporting the Statements and performing such other procedures as we considered necessary in the circumstances. We believe that our examination provides a reasonable basis for our opinion.

We are mandated by Sections 401(b) and 401(d) of *The Fiscal Code* to audit the accounts of each county officer to determine whether all moneys collected on behalf of the Commonwealth have been correctly assessed, reported and promptly remitted. *Government Auditing Standards* issued by the Comptroller General of the United States include attestation engagements as a separate type of audit. An attestation engagement performed pursuant to *Government Auditing Standards* involves additional standards that exceed the standards provided by the American Institute of Certified Public Accountants. Accordingly, this attestation engagement complies with both *Government Auditing Standards* and Sections 401(b) and 401(d) of *The Fiscal Code*.

In our opinion, the Statements referred to above present, in all material respects, the operations of the County Officers as it pertains to receipts made on behalf of the Commonwealth for the period January 1, 2011 to December 31, 2013, in conformity with the criteria set forth in Note 1.

<u>Independent Auditor's Report (Continued)</u>

This report is a revised report previously dated June 24, 2015, and is revised because information reported in the second finding required restatement in order to more clearly represent the results of our examination and also due to the previous report's omission of the officeholder's response to our findings.

In accordance with *Government Auditing Standards*, we are required to report all deficiencies that are considered to be significant deficiencies or material weaknesses in internal control; fraud and noncompliance with provisions of laws or regulations that have a material effect on the Statements; and any other instances that warrant the attention of those charged with governance; noncompliance with provisions of contracts or grant agreements, and abuse that has a material effect on the Statements. We are also required to obtain and report the views of responsible officials concerning the findings, conclusions, and recommendations, as well as any planned corrective actions. We performed our examination to express an opinion on whether the Statements are presented in accordance with the criteria described above and not for the purpose of expressing an opinion on internal control over reporting on the Statements or on compliance and other matters; accordingly, we express no such opinions.

Our consideration of internal control over reporting on the Statements was for the limited purpose of expressing an opinion on whether the Statements are presented in accordance with the criteria described above and was not designed to identify all deficiencies in internal control over reporting on the Statements that might be material weaknesses or significant deficiencies and therefore, material weaknesses or significant deficiencies may exist that were not identified. However, as described below, 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 Statements will not be prevented, or detected and corrected on a timely basis. We consider the deficiencies listed below to be material weaknesses.

- · Inadequate Outstanding Check Procedures Probation Office Recurring.
- · Inadequate Internal Controls Over Manual Receipts Probation Office.

As part of obtaining reasonable assurance about whether the Statements are free from material misstatement, we performed tests of the County Offices' 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 Statement amounts. However, providing an opinion on compliance with those provisions was not an objective of our engagement, and accordingly, we do not express such an opinion. The results of our tests disclosed no other instances of noncompliance or other matters that are required to be reported under *Government Auditing Standards*.

Independent Auditor's Report (Continued)

We are concerned that the Probation Office failed to correct the previously reported finding regarding inadequate outstanding check procedures. This weakness increases the possibility that funds could be lost or misappropriated. It is imperative that the County Officer implement the recommendations and corrective actions noted in the report.

This report is intended solely for the information and use of the Pennsylvania Department of Revenue, the Administrative Office of Pennsylvania Courts, and the County Officers and is not intended to be and should not be used by anyone other than these specified parties.

We appreciate the courtesy extended by the Clerk of the Court of Common Pleas/Prothonotary/Clerk of Orphans' Court/Probation, Bedford County, to us during the course of our examination. If you have any questions, please feel free to contact Michael B. Kashishian, CPA, CGAP, CFE, Director, Bureau of County Audits, at 717-787-1363.

November 24, 2015

Eugene A. DePasquale Auditor General

Eugent: O-Pasper

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CLERK OF THE COURT OF COMMON PLEAS/PROBATION OFFICE BEDFORD COUNTY

STATEMENT OF RECEIPTS AND DISBURSEMENTS FOR THE PERIOD

JANUARY 1, 2011 TO DECEMBER 31, 2013

Receipts:

Department of Transportation	
Title 75 Fines	\$ 156,717
Overweight Fines	1,650
Department of Revenue Court Costs	23,414
Crime Victims' Compensation Costs	46,884
Crime Commission Costs/Victim Witness Services Costs	30,115
Domestic Violence Costs	5,535
Emergency Medical Services Fines	5,108
DUI - ARD/EMS Fees	5,075
CAT/MCARE Fund Surcharges	30,365
Judicial Computer System/Access to Justice Fees	33,379
Offender Supervision Fees	254,196
Constable Service Surcharges	182
Criminal Laboratory Users' Fees	52,307
Probation and Parole Officers' Firearm Education Costs	4,909
Substance Abuse Education Costs	36,428
Office of Victims' Services Costs	10,711
Miscellaneous State Fines and Costs	 114,504
Total receipts (Note 2)	811,479
Disbursements to Commonwealth (Note 4)	 (811,479)
Balance due Commonwealth (County) per settled reports (Note 5)	-
Examination adjustments	 -
Adjusted balance due Commonwealth (County) for the period January 1, 2011 to December 31, 2013	\$ -

Notes to the Statements of Receipts and Disbursements are an integral part of this report.

PROTHONOTARY BEDFORD COUNTY STATEMENT OF RECEIPTS AND DISBURSEMENTS FOR THE PERIOD

JANUARY 1, 2011 TO DECEMBER 31, 2013

Receipts:

Writ Taxes	\$ 1,813
Divorce Complaint Surcharges	4,630
Judicial Computer System/Access To Justice Fees	62,500
Protection From Abuse Surcharges and Contempt Fines	1,375
Criminal Charge Information System Fees	 2,508
Total Receipts (Note 2)	72,826
Commissions (Note 3)	(54)
Net Receipts	72,772
Disbursements to Commonwealth (Note 4)	(72,772)
Balance due Commonwealth (County) per settled reports (Note 5)	-
Examination adjustments	
Adjusted balance due Commonwealth (County) for the period January 1, 2011 to December 31, 2013	\$ _

Notes to the Statements of Receipts and Disbursements are an integral part of this report.

CLERK OF ORPHANS' COURT BEDFORD COUNTY STATEMENT OF RECEIPTS AND DISBURSEMENTS FOR THE PERIOD JANUARY 1, 2011 TO DECEMBER 31, 2013

Receipts:

Marriage License Taxes	\$ 432
Marriage License Application Surcharges	8,630
Marriage License Declaration Fees	8,630
Judicial Computer System/Access To Justice Fees	9,047
Total Receipts (Note 2)	26,739
Disbursements to Commonwealth (Note 4)	 (26,739)
Balance due Commonwealth (County) per settled reports (Note 5)	-
Examination adjustments	
Adjusted balance due Commonwealth (County) for the period January 1, 2011 to December 31, 2013	\$

Notes to the Statements of Receipts and Disbursements are an integral part of this report.

NOTES TO THE STATEMENTS OF RECEIPTS AND DISBURSEMENTS FOR THE PERIOD

JANUARY 1, 2011 TO DECEMBER 31, 2013

1. <u>Criteria</u>

The Statements of Receipts and Disbursements provide a summary of receipts and disbursements by category. The categories and the amounts of fines, costs, fees, taxes, and surcharges assessed are based on Pennsylvania laws and regulations.

The Statements were prepared in accordance with reporting requirements prescribed by the Pennsylvania Department of Revenue. Under this method, only the Commonwealth portion of cash receipts and disbursements are presented, revenues are recognized when received, and expenditures are recognized when paid.

2. Receipts

Clerk Of The Court Of Common Pleas

Receipts are comprised of fines, costs, fees, and surcharges collected on behalf of the Commonwealth. These fines, costs, fees, and surcharges represent collections made on summary and criminal cases filed with the Clerk of the Court of Common Pleas' Office.

Prothonotary

Receipts are comprised of taxes, surcharges, fees and fines collected on behalf of the Department of Revenue and the Administrative Office of Pennsylvania Courts. These include monies collected for the following taxes, surcharges, fees, and fines:

- Writ Taxes represent a \$.50 or \$.25 tax imposed on taxable instruments filed with the Prothonotary.
- Divorce Complaint Surcharges represent a \$10 surcharge imposed on all divorce decrees.
- Judicial Computer System/Access To Justice Fees represent a \$10 fee imposed for the filing of any legal paper to initiate a civil action or proceeding. These fees were increased to \$23.50 for the period December 8, 2009 to December 31, 2014.

NOTES TO THE STATEMENTS OF RECEIPTS AND DISBURSEMENTS FOR THE PERIOD

JANUARY 1, 2011 TO DECEMBER 31, 2013

2. <u>Receipts (Continued)</u>

Prothonotary (Continued)

- Protection From Abuse Surcharges represent a \$25 surcharge imposed against defendants when a protection order is granted as a result of a hearing. Effective May 9, 2006, the surcharge was increased to \$100. Protection From Abuse Contempt Fines represent fines of not less than \$100 nor more than \$1,000 imposed against a defendant who is found to be in violation of a protection from abuse order. Effective May 9, 2006, the fine was increased to a minimum of \$300 and maximum of \$1,000.
- Criminal Charge Information System Fees represent a fee imposed on all custody cases. Of the fee imposed, 80% is payable to the Administrative Office of Pennsylvania Courts (AOPC) and 20% is payable to the County in which the action took place. The fee was \$7.50 for the period January 1, 2011 to December 31, 2013. The statement of receipts and disbursements only reflects the portion collected on behalf of the AOPC.

Clerk Of Orphans' Court

Receipts consist of monies collected on behalf of the Commonwealth. These include monies collected for the following taxes, surcharges, and fees:

- The Marriage License Tax is a \$.50 tax on all marriage licenses filed with the Clerk of Orphans' Court.
- The Marriage License Application Surcharge is a \$10 surcharge imposed on all marriage license applications.
- The Marriage License Declaration Fees is a \$13 fee imposed for the issuance of a marriage license or declaration and for returns thereof to the Department of Health, \$2.50 of which shall be for the use of the county where the license is issued, and \$.50 for the use of the Commonwealth (Marriage License Tax), plus \$10 (Marriage License/Declaration Fees). The statement of receipts and disbursements only reflects the portion collected on behalf of the Commonwealth.

NOTES TO THE STATEMENTS OF RECEIPTS AND DISBURSEMENTS FOR THE PERIOD

JANUARY 1, 2011 TO DECEMBER 31, 2013

2. Receipts (Continued)

Clerk Of Orphans' Court (Continued)

Judicial Computer System/Access To Justice Fees represent a \$10 fee imposed on all petitions for grant of letters, and first filings in petitions concerning adoptions, incompetents' estates, minors' estates, and inter vivos trusts. These fees were increased to \$23.50 for the period December 8, 2009 to December 31, 2014.

3. <u>Commissions - Prothonotary</u>

Acting in the capacity of an agent for the Commonwealth, the Prothonotary is authorized to collect a commission of 3 percent on the Commonwealth portion of writ taxes. Accordingly, commissions owed the county are not included in the balance due the Commonwealth.

4. <u>Disbursements</u>

Clerk Of The Court Of Common Pleas

Total disbursements are comprised as follows:

Clerk of the Court checks issued to:

Department of Revenue	\$ 810,445
State Police	176
Turnnpike Commission	28
Labor and Industry	829
Attorney General	1_
Total	\$ 811,479

NOTES TO THE STATEMENTS OF RECEIPTS AND DISBURSEMENTS FOR THE PERIOD

JANUARY 1, 2011 TO DECEMBER 31, 2013

4. <u>Disbursements (Continued)</u>

Prothonotary

Total disbursements are comprised as follows:

Prothonotary checks issued to:

Department of Revenue Adminstrative Office of Pennsylvania Courts	\$ 70,264 2,508
Total	\$ 72,772

Clerk Of Orphans' Court

Total disbursements are comprised as follows:

Clerk of Orphans' Court checks issued to:

Department of Revenue

\$ 26,739

5. <u>Balance Due Commonwealth (County) For The Period January 1, 2011 To December 31, 2013</u>

Clerk Of The Court Of Common Pleas/Prothonotary

This balance reflects a summary of monthly transmittal reports as settled by the Department of Revenue. The balance also reflects a summary of any receipts disbursed directly to other state agencies. It does not reflect adjustments disclosed by our examination.

Clerk Of Orphans' Court

This balance reflects a summary of monthly transmittal reports as settled by the Department of Revenue.

NOTES TO THE STATEMENTS OF RECEIPTS AND DISBURSEMENTS FOR THE PERIOD

JANUARY 1, 2011 TO DECEMBER 31, 2013

6. <u>County Officers Serving During Examination Period</u>

Cathy J. Fetter served as the Clerk of the Court of Common Pleas/Prothonotary/Clerk of Orphans' Court for the period January 1, 2011 to December 31, 2013.

M. Keith Bowser served as the Director of Probation/Parole services in the Probation Office for the period January 1, 2011 to December 31, 2013.

Finding No. 1 - Inadequate Outstanding Check Procedures - Probation Office - Recurring

We cited the Probation office's inadequate outstanding check procedures in our two prior examination reports, with the most recent for the period January 1, 2008 to December 31, 2010. Our current examination found that the office did not correct this issue. Our examination of the office checking account disclosed that the Probation office was carrying 100 outstanding checks totaling \$12,795.92, dated from February 2009 to December 2012, that were still outstanding as of December 31, 2013.

This condition existed because the office ignored our two prior examination recommendations and failed to establish adequate internal controls over its outstanding check procedures.

Good internal accounting controls require that the office follow-up on all outstanding checks. If a check is outstanding for a period over 90 days, efforts should be made to locate the payee. If efforts to locate the payee are unsuccessful, the amount of the check should be removed from the outstanding checklist, added back to the checkbook balance, and subsequently held in escrow for unclaimed escheatable funds.

The failure to follow these procedures results in a weakening of internal controls over the cash account and inefficiency caused by the needless record-keeping of outstanding checks.

Recommendation

We again recommend that the office establish and implement a procedure whereby outstanding checks are reviewed monthly to determine if there are any long outstanding checks. If checks remain outstanding and attempts to contact payees after 90 days are unsuccessful, the office should reinstate the amount of outstanding checks to the checking account and subsequently hold these monies in escrow for unclaimed escheatable funds.

<u>Finding No. 1 - Inadequate Outstanding Check Procedures - Probation Office - Recurring</u> (Continued)

Management's Response

The Director of Probation responded as follows:

This office did not ignore the previous recommendation as written. The outstanding checks that were brought to our attention were escheated and forwarded to the Department of Treasury, Unclaimed Property. This office has not failed to establish adequate internal control over outstanding checks. All of our checks whether outstanding or reconciled have adequate control. Yes, your office and my office have a difference of opinion on how this should and does occur but my office can track and we do have documentation for each and every check issued by this office.

Unfortunately, some of the recipients that we deal with are not timely at presenting their restitution and/or refund checks at financial institutions. I can document where drafts have not been presented for six to eight months or longer. If I return an outstanding check to escrow after ninety days and place a stop payment on that check who is going to pay the bank fee? Certainly Bedford County should not be held accountable for that and I know that I cannot invoice your office for any and all stop payment fees. Since I am the individual responsible for reconciling the account each and every month, as long as I am willing to work with those outstanding checks for a period longer than your office recommends, this should be a moot issue.

The stale monies are escheated and forwarded to the Department of Treasury in a timely manner as required.

Yes, this office will take your recommendation under advisement.

Auditor's Conclusion

We recognized that outstanding checks identified in the prior report were escheated and forwarded to the Department of Treasury. However, during the current examination we again noted that there were long outstanding checks, some of which were up to two years from issue date. It is important that internal controls are established and implemented so these checks are followed up on after a certain period of time. We recommended that this should be done every ninety days. However, it is the decision of your office to establish and implement the controls. There are other offices that follow up on outstanding checks on a six month basis as a policy.

CLERK OF THE COURT OF COMMON PLEAS/ PROTHONOTARY/CLERK OF ORPHANS' COURT/PROBATION OFFICE BEDFORD COUNTY FINDINGS AND RECOMMENDATIONS

FOR THE PERIOD JANUARY 1, 2011 TO DECEMBER 31, 2013

Finding No. 2 - Inadequate Internal Controls Over Manual Receipts - Probation Office

Manual receipts are available to be issued in the event of a temporary power loss to the office's computer system. When the computer system is operating again, the manual receipt is replaced by an official computer-generated receipt and included in the daily receipts. Our examination disclosed the following deficiencies in the internal controls over manual receipts:

Of 20 receipts tested, we noted the following:

- The Probation office did not use manual receipts provided by the CPCMS System.
- The payment source was not recorded on any of the 20 manual receipts.
- There was no manual receipts log sheets used by the office to track and account for manual receipts issued.
- There were 4 instances in which the manual receipt number was not entered into the computer system when the corresponding computer receipt was generated.

Good internal accounting controls ensure that:

- Only official Common Pleas Case Management System (CPCMS) manual receipts and log, that are available through the computer system, are used.
- The payment source is recorded on all manual receipts.
- A manual receipts log is prepared and maintained to document information that is recorded on the manual receipt, including date issued, date filed, case number, signature of the person receiving the payment, remitter name, payment source, and payment method. This will provide an audit trail on the issuance of the manual receipt.
- Manual receipt numbers are entered in the manual receipt number field on the computer when the corresponding computer receipts are generated.

<u>Finding No. 2 - Inadequate Internal Controls Over Manual Receipts - Probation</u> Office (Continued)

Without a good system of internal controls over funds received by the office, the possibility of funds being lost or misappropriated increases significantly.

Adherence to good internal accounting controls would have ensured that there were adequate internal controls over receipts.

These conditions existed because the Probation Office failed to establish and implement an adequate system of internal controls over manual receipts.

Recommendation

We recommend that the Probation Office establish and implement an adequate system of internal controls over manual receipts as noted above.

Management's Response

The Director of Probation responded as follows:

Bullet Number 1 and 3:

Yes, it is correct that this office did not use manual receipts for the CPCMS system. At no time was this office informed that we were "mandated" to use the CPCMS manual receipts. During the most recent audit, your auditors even stated that they are not about to tell any office what receipting should be used. That should be an office business decision. I have used the same manual receipts through previous audit periods and it was not a problem during those timeframes.

The issue that was discussed with my office was that we did not use a manual receipt log in addition to our numeric sequencing of our manual receipts. I find that quite redundant. However, it was told to your auditors that this office would use CPCMS manual receipts and begin using a manual log. As a matter of fact, this office lamented and made the change prior to the exit conference.

<u>Finding No. 2 - Inadequate Internal Controls Over Manual Receipts - Probation</u> Office (Continued)

Management's Response (continued)

Bullet number 2:

Payment source (mail/window) is being written on the manual receipts at this time. This office sees no reason why we need to be concerned whether a payment is received via mail or in person. What we believe should be of higher priority is that the offenders make regular consistent payments on their financial obligations not necessarily how payments arrive at the office.

Bullet number 4:

When entering a manual receipt into CPCMS, if the person doing the data entry missed entering the manual receipt number CPCMS would not previously allow an edit in order to go back into a receipt and add the missed information. This office knew that there were manual receipt numbers missed on a few occasions but when that was realized internally we could not correct the issue.

More recently, AOPC has made an adjustment in CPCMS to permit editing with the addition of an "Update Manual Information" button which will allow for such corrections.

In conclusion, I appreciate the recommendations as a suggestion by your department however, it appears that these are not true recommendations but mandates as to how your office wants to see this office operate. I believe that we simply have different avenues to get to the same endpoint. That endpoint is what should be of utmost importance here and it is being overlooked; there are no monies being misappropriated or missing. All monies are accounted for and disbursed accordingly. That's what should be at the pinnacle of this review and there is not nor has there ever been, any missing monies under the direction of this writer.

<u>Finding No. 2 - Inadequate Internal Controls Over Manual Receipts - Probation</u> Office (Continued)

Auditor's Conclusion

We recognize that you did not utilize the Case Management Case Management System (CPCMS) downtime manual receipts in the past. However, the CPCMS does provide downtime manual receipts that are to be utilized when the system is down and there are specific guidelines to follow that would ensure adequate internal controls over downtime manual receipts. In the current examination, we noted some discrepancies that were not noted in our prior examination. Therefore, we recommended that you utilize the CPCMS regarding downtime manual receipts in order to assist you in establishing adequate internal controls. We appreciate that you converted over to the CPCMS subsequent to our exit conference. We recognize that there are differences of opinion regarding how the findings in the report should be corrected. Our examination report is a tool that should be utilized to correct the deficiencies noted. The choice of the specific policies and procedures to be implemented to correct the deficiencies is determined by your office.

Regarding your comment about the utmost importance of monies not being misappropriated is being overlooked, Government Auditing Standards requires us to evaluate internal controls and include any significant deficiencies and material weaknesses in internal control in our examination reports. This requirement exists whether or not any misappropriation of money occurred, and this requirement exists because adequate internal controls should be in place to reduce the risk of misappropriation of money in the future.

Summary of Prior Examination Recommendation

During our prior examination, we recommended:

• That the office establish and implement a procedure whereby outstanding checks are reviewed monthly to determine if there are any long outstanding checks. If checks remain outstanding and attempts to contact payees after 90 days are unsuccessful, the office should reinstate the amount of outstanding checks to the checking account and subsequently hold these monies in escrow for unclaimed escheatable funds.

During our current examination we noted that the office did not comply with our recommendation. Please see the current year Finding No. 1 for additional information.

This report was initially distributed to:

The Honorable Eileen H. McNulty

Secretary
Pennsylvania Department of Revenue

The Honorable Thomas B. Darr

Court Administrator of Pennsylvania Supreme Court of Pennsylvania Administrative Office of Pennsylvania Courts

Mr. Thomas J. Dougherty

Director
Division of Grants and Standards
Pennsylvania Board of Probation and Parole

The Honorable Cathy J. Fetter Clerk of the Court of Common Pleas/

Prothonotary/Clerk of Orphans' Court

The Honorable Timothy A. Reese Pennsylvania State Treasurer

The Honorable Thomas S. Ling President Judge

Mr. M. Keith Bowser Director of Probation/ Parole Services, Probation Office

The Honorable Kirt Morris Chairperson of the Board of Commissioners

This report is a matter of public record and is available online at www.PaAuditor.gov. Media questions about the report can be directed to the Pennsylvania Department of the Auditor General, Office of Communications, 229 Finance Building, Harrisburg, PA 17120; via email to: news@PaAuditor.gov.