### **COUNTY AUDIT**

## PAYNE COUNTY

For the fiscal year ended June 30, 2010





Oklahoma State Auditor & Inspector Gary A. Jones, CPA, CFE PAYNE COUNTY, OKLAHOMA FINANCIAL STATEMENT AND INDEPENDENT AUDITOR'S REPORT FOR THE FISCAL YEAR ENDED JUNE 30, 2010

This publication, issued by the Oklahoma State Auditor and Inspector's Office as authorized by 19 O.S. § 171, has not been printed, but is available on the agency's website (<a href="www.sai.ok.gov">www.sai.ok.gov</a>) and in the Oklahoma Department of Libraries Publications Clearinghouse Digital Collection, pursuant to 74 O.S. § 3105.B.

# Oklahoma State Auditor & Inspector

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September 13, 2011

### TO THE CITIZENS OF PAYNE COUNTY, OKLAHOMA

Transmitted herewith is the audit of Payne County, Oklahoma for the fiscal year ended June 30, 2010. A report of this type is critical in nature; however, we do not intend to imply that our audit failed to disclose commendable features in the present accounting and operating procedures of the County.

The goal of the State Auditor and Inspector is to promote accountability and fiscal integrity in state and local government. Maintaining our independence as we provide this service to the taxpayers of Oklahoma is of utmost importance.

We wish to take this opportunity to express our appreciation for the assistance and cooperation extended to our office during our engagement.

Sincerely,

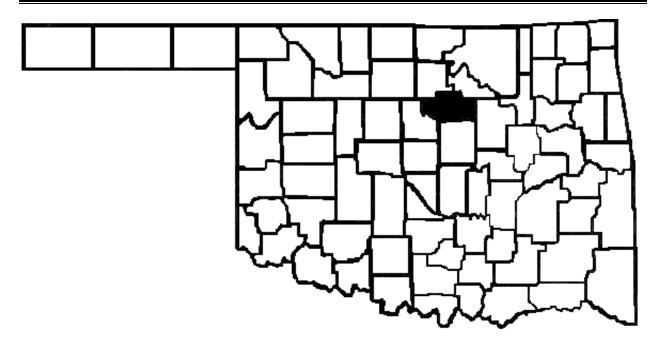
GARY A. JONES, CPA, CFE

OKLAHOMA STATE AUDITOR & INSPECTOR

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Payne County was among the first counties settled during the land run of April 22, 1889.

For more than half a century, agriculture was the basis of the county's economy, with cotton, corn, and later oats, wheat and alfalfa the major crops.

Since World War II, the economic base has changed. Industry has replaced agriculture as the leading source of employment. Major industrial plants along North Perkins Road in Stillwater employ more than 2,500 workers, many of whom commute from Yale, Ripley, Glencoe, Perkins, and Cushing. Oklahoma State University, which opened in 1891, is still the county's largest employer with more than 7,500 employees.

From 1913 to 1930, oil was a major economic factor in this county, but this, too, has declined except for massive facilities at Cushing, enhancing its status as "Pipeline Crossroads of the World."

County Seat – Stillwater

Area – 697.13 Square Miles

County Population – 79,931 (2007 est.)

Farms -1,567

Land in Farms – 356,765 Acres

Primary Source: Oklahoma Almanac 2009-2010

See independent auditor's report.

### COUNTY ASSESSOR Jacquie Rose

The County Assessor has the responsibility to appraise and assess the real and personal property within the county for the purpose of ad valorem taxation. Also, the County Assessor is required to compute the ad valorem taxes due on all taxable property. The County Assessor appraises all the taxable real and personal property according to its fair cash value for which the property is actually being used as of January 1 of the taxable year at the percentages provided for in Article 10, § 8 of the Oklahoma Constitution.

The County Assessor is required to build and maintain permanent records of the taxable real property and tax exempt real property within the county. Information entered on each record includes the property's legal description, owner's name and address, and the homestead exemption status of the owner.

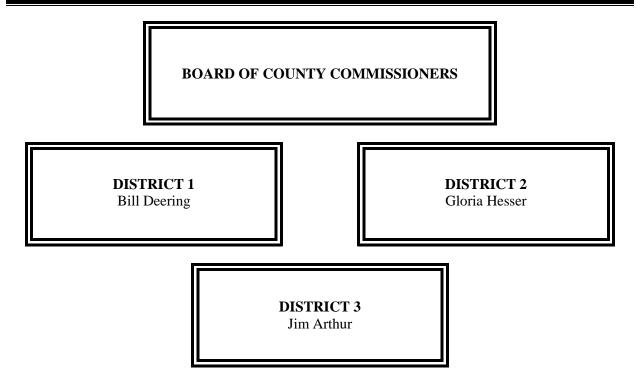
### COUNTY CLERK Linda Hatfield

The County Clerk serves as the register of deeds and custodian of records for the county. The County Clerk also serves as the secretary to several boards, including the Board of County Commissioners, the County Excise Board, the County Board of Equalization, and the Board of Tax Roll Corrections.

The County Clerk reviews all the claims for payment of goods and services purchased or contracted by the county, and prepares the proper warrants for payment of those goods and services and the county payroll. The County Clerk, or his or her designated deputy, serves as the purchasing agent for the county. This system is a means to ensure the public that tax dollars are being spent appropriately.

Various records within the different county offices are classified as "open records." As such, they can be reviewed and mechanically copied by the public.

See independent auditor's report.



The Board of County Commissioners is the chief administrative body for the county. County Commissioners are also responsible for maintaining and constructing the county roads and bridges.

The Commissioners must act as a Board when entering into contracts or other agreements affecting the county's welfare. Thus, actions taken by the Board are voted on and approved by a majority of the Commissioners. The Board of County Commissioners' business meetings are open to the public.

As the county's chief administrative body, the three County Commissioners must make major financial decisions and transactions. The Board has the official duty to ensure the fiscal responsibility of the other county officers who handle county funds. The review and approval procedures empowered to the Board of County Commissioners are a means to provide the public with a fiscally efficient system of county government.

#### COUNTY SHERIFF R.B. Hauf

The County Sheriff is responsible for preserving the peace and protecting life and property within the county's jurisdiction. As the county's chief law enforcement officer, the Sheriff has the power and authority to suppress all unlawful disturbances, to apprehend and secure persons charged with felony or breach of peace, and to operate the county jail.

The County Sheriff has the responsibility of serving warrants and processing papers ordered by the District Court.

### COUNTY TREASURER Bonita Stadler

All collections by county government from ad valorem taxes and other sources are deposited with the County Treasurer. The County Treasurer collects ad valorem taxes for the county and its political subdivisions. The County Treasurer is authorized to issue delinquent personal property tax warrants and to impose tax liens on real property for delinquent taxes.

To account for county collections and disbursements, the County Treasurer is required to maintain an accurate record of all the monies received and disbursed.

### COURT CLERK Lisa Lambert

The Court Clerk has the primary responsibility to record, file, and maintain as permanent records the proceedings of the District Court.

Court proceedings are recorded in the appropriate journal or record docket. All the court proceedings are public information except those related to juvenile, guardianship, adoption, and mental health cases.

The Court Clerk issues marriage licenses, passports, notary certificates, beer and pool hall licenses, and private process server licenses.

Monies from the court fund are identified for distribution by the Court Clerk to the appropriate units of county and state government.

#### DISTRICT ATTORNEY Robert L. Hudson

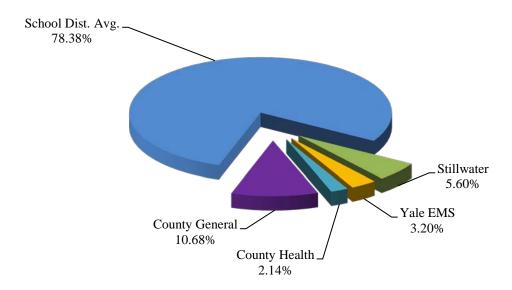
As the chief attorney for county government, the District Attorney acts as the legal advisor to the county officers on matters related to their duties. The District Attorney represents the county in civil litigation. County officials may call upon the District Attorney to clarify a law or request an official interpretation from the Attorney General.

### ELECTION BOARD SECRETARY Glenna Craig

The Election Board Secretary is appointed by the State Election Board and is the chief administrative officer of the County Election Board. The County Election Board has direct responsibility for all the ballots used in all elections within the county. The Board also conducts all elections held within the county.

To finance the operation of the County Election Board, the County Excise Board must appropriate sufficient funds annually. The state and counties split the election costs, but counties must pay for any county elections not held concurrently with state elections.

Property taxes are calculated by applying a millage rate to the assessed valuation of property. Millage rates are established by the Oklahoma Constitution. One mill equals one-thousandth of a dollar. For example, if the assessed value of a property is \$1,000.00 and the millage rate is 1.00, then the tax on that property is \$1.00. This chart shows the different entities of the County and their share of the various millages as authorized by the Constitution.



County-Wide Millag	School District Millages								
				Career					
County General	10.00		_	Gen.	Bldg.	Skg.	Tech	Common	Total
County Health	2.00	Ripley	I-3	35.00	5.00	18.48	13.00	4.00	75.48
		Logan	I-3	35.00	5.00	11.67	15.00	4.00	70.67
		Noble-Joint	I-6	35.00	5.00	20.53	15.00	4.00	79.53
Others		Logan	I-14	35.00	5.00	10.86	-	4.00	54.86
		Stillwater	I-16	35.00	5.00	23.20	15.00	4.00	82.20
Yale EMS	3.00	Creek	I-20	35.00	5.00	24.30	13.00	4.00	81.30
Stillwater	5.24	Creek	I-39	35.00	5.00	35.18	13.00	4.00	92.18
		Perkins	I-56	35.00	5.00	20.88	15.00	4.00	79.88
		Cushing	I-67	35.00	5.00	9.97	13.00	4.00	66.97
		Glencoe	I-101	35.00	5.00	20.11	15.00	4.00	79.11
		Yale	I-103	35.00	5.00	-	13.00	4.00	57.00
		Oakgrove	D-104	35.00	5.00	4.45	13.00	4.00	61.45

See independent auditor's report.

#### PAYNE COUNTY, OKLAHOMA COMPUTATION OF LEGAL DEBT MARGIN FOR THE FISCAL YEAR ENDED JUNE 30, 2010 (UNAUDITED)

Total net assessed value as of		Φ.	101.025.1.11
January 1, 2009		\$	481,935,141
Debt limit - 5% of total assessed value			24,096,757
Total bonds outstanding	-		
Total judgments outstanding	-		
Less cash in sinking fund			
Legal debt margin		\$	24,096,757

#### PAYNE COUNTY, OKLAHOMA RATIO OF NET GENERAL BONDED DEBT TO ASSESSED VALUE AND NET BONDED DEBT PER CAPITA FOR THE FISCAL YEAR ENDED JUNE 30, 2010 (UNAUDITED)

	2010
Estimated population	79,931
Net assessed value as of January 1, 2009	\$ 481,935,141
Gross bonded debt	-
Less available sinking fund cash balance	
Net bonded debt	\$ -
Ratio of net bonded debt to assessed value	0.00%
Net bonded debt per capita	\$ -

#### PAYNE COUNTY, OKLAHOMA ASSESSED VALUE OF PROPERTY FOR THE FISCAL YEAR ENDED JUNE 30, 2010 (UNAUDITED)

Valuation		Public	Real	Homestead		Estimated Fair Market
Date	Personal	Service	Estate	Exemption	Net Value	Value
Date	1 CISOHai	Scrvice	Lstate	Exemption	Net value	v aluc
1/1/2009	\$98,277,559	\$39,303,945	\$356,967,250	\$12,613,613	\$481,935,141	\$4,227,501,237



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#### **Independent Auditor's Report**

TO THE OFFICERS OF PAYNE COUNTY, OKLAHOMA

We were engaged to audit the financial statements of Payne County, Oklahoma, as of and for the year ended June 30, 2010. The financial statements are the responsibility of Payne County's management.

The County did not prepare financial statements in accordance with accounting principles generally accepted in the United States of America and in accordance with state law.

Since Payne County did not prepare financial statements in accordance with accounting principles generally accepted in the United States of America and in accordance with state law, the scope of our work was not sufficient to enable us to express, and we do not express, an opinion on the financial statements.

In accordance with *Government Auditing Standards*, we have also issued our report dated August 30, 2011, on our consideration of Payne County's internal control over financial reporting and on our tests of its compliance with certain provisions of laws, regulations, contracts, and grant agreements and other matters. The purpose of that report is 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. That report is an integral part of an audit performed in accordance with *Government Auditing Standards* and should be considered in assessing the results of our audit.

The information listed in the table of contents under Introductory Section has not been audited by us, and accordingly, we express no opinion on it.

GARY A. JONES, CPA, CFE

OKLAHOMA STATE AUDITOR & INSPECTOR

August 30, 2011



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#### Report on Internal Control Over Financial Reporting and on Compliance and Other Matters Based on an Audit of Financial Statements Performed in Accordance with Government Auditing Standards

TO THE OFFICERS OF PAYNE COUNTY, OKLAHOMA

We were engaged to audit the financial statements of Payne County, Oklahoma, as of and for the year ended June 30, 2010, and have issued our report thereon dated August 30, 2011. We did not express an opinion on the financial statements because the County did not prepare financial statements in accordance with accounting principles generally accepted in the United States of America. We were engaged to conduct our audit 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.

#### Internal Control Over Financial Reporting

In planning and performing our audit, we considered Payne County's internal control over financial reporting as a basis for designing our auditing procedures 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 County's internal control over financial reporting. Accordingly, we do not express an opinion on the effectiveness of Payne County's internal control over financial reporting.

Our consideration of internal control over financial reporting was for the limited purpose described in the preceding paragraph and was not designed to identify all deficiencies in internal control over financial reporting that might be significant deficiencies or material weaknesses, and therefore, there can be no assurance that all deficiencies, significant deficiencies, or material weaknesses have been identified. However, as described in the accompanying schedule of findings and responses, we identified a certain deficiency in internal control over financial reporting that we consider to be a material weakness and a deficiency that we consider to be a significant deficiency.

A deficiency in internal control exists when the design or operation of a control does not allow management or employees, in the normal course of performing their assigned functions, to prevent, or detect and correct misstatements on a timely basis. A material weakness is a deficiency, or combination of deficiencies, in internal control such that there is a reasonable possibility that a material misstatement of the entity's financial statements will not be prevented, or detected and corrected on a timely basis. We consider the deficiency in internal control described in the accompanying schedule of findings and responses to be a material weakness in internal control over financial reporting. 2010-1

A significant deficiency is a deficiency, or combination of deficiencies, in internal control that is less severe than a material weakness, yet important enough to merit attention by those charged with governance. We consider the deficiency in internal control described in the accompanying schedule of findings and responses to be a significant deficiency in internal control over financial reporting. 2010-2

#### Compliance and Other Matters

As part of obtaining reasonable assurance about whether Payne County's financial statements are 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* which is described in the accompanying schedule of findings and responses as item 2010-1.

We noted certain matters that we reported to the management of the County, which are included in Section 2 of the schedule of findings and responses contained in this report.

Payne County's responses to the findings identified in our audit are described in the accompanying schedule of findings and responses. We did not audit Payne County's responses and, accordingly, we express no opinion on the responses.

This report is intended solely for the information and use of the management of Payne County and should not be used for any other purpose. This report is also a public document pursuant to the Oklahoma Open Records Act (51 O.S. § 24A.1 et seq.), and shall be open to any person for inspection and copying.

GARY A. JONES, CPA, CFE

OKLAHOMA STATE AUDITOR & INSPECTOR

August 30, 2011

SECTION 1—Findings related to the Report on Internal Control Over Financial Reporting and on Compliance and Other Matters Based on an Audit of Financial Statements Performed in Accordance With Government Auditing Standards

#### Finding 2010-1—Financial Statements (Repeat Finding)

Criteria: For counties who have adopted the County Budget Act per 19 O.S. § 1403 and 19 O.S. § 1405 which states in part:

The accounting records of each county shall be established and maintained and financial statements prepared therefrom in conformity with generally accepted accounting principles promulgated from time to time by authoritative bodies in the United States...

Condition: The County has voluntarily adopted the County Budget Act and established uniform and sound fiscal procedures for the preparation, adoption, execution, and control of the County budget by cooperation of all elected officials. However, the County does not prepare financial statements. Furthermore, the County does not have internal controls to ensure financial statements are prepared in conformity with generally accepted accounting principles as provided by the County Budget Act.

Effect: This condition results in the County not having financial statements and records prepared in conformity with generally accepted accounting principles as required by counties who have adopted the County Budget Act.

Recommendation: OSAI recommends the County prepare financial statements in conformity with generally accepted accounting principles.

Views of responsible officials and planned corrective actions: Management did not respond.

#### Finding 2010-2 – Federal Receipts and Expenditures (Repeat Finding)

Criteria: Accountability and stewardship are overall goals of management in the accounting of funds. To help ensure a proper accounting of funds, an accurate record of federal receipts and expenditures should be maintained.

*OMB A-133, Subpart C*, §\_\_\_\_.300 reads as follows:

Subpart C—Auditees

§ .300 Auditee responsibilities.

The auditee shall:

(b) Maintain internal control over Federal programs that provides reasonable assurance that the auditee is managing Federal awards in compliance with laws,

regulations, and the provisions of contracts or grant agreements that could have a material effect on each of its Federal programs.

(d) Prepare appropriate financial statements, including the schedule of expenditures of Federal awards in accordance with §\_\_\_.310.

Additionally, FEMA Public Assistance Guide; Chapter 5, page 137, Project Management, Record Keeping states in part:

It is critical that the applicant establish and maintain accurate records of events and expenditures related to disaster recovery work...This information should include the completed PW; completed Special Considerations Questions form; estimated and actual costs; force account labor; force account equipment, materials, and purchases; photographs of damage, work underway, and work completed; insurance information; environmental and/or historic alternatives and hazard mitigation opportunities considered; environmental review documents; receipt and disbursement documents; and records of donated goods and services, if any.

Condition: The County has not designed and implemented formal internal controls for the reporting of its federal programs as required by OMB Circular A-133. Also, the County has not designed an accounting system or year-end process to accumulate and report its "in-kind" labor and equipment charges reported on the schedule of expenditures of federal awards.

The following errors were noted in the reporting of federal expenditures on the County's Schedule of Federal Assistance:

- CFDA #97.063 Disaster #1712 overstated by \$28,571.37
- CFDA #97.063 Disaster #1876 overstated by \$106,550.01

The Schedule of Expenditures of Federal Awards as initially prepared by Payne County was overstated by \$135,121.38.

When asked for federal revenues received during the fiscal year, the following errors were noted:

- CFDA #97.063 Disaster #1712 overstated by \$155,232.30
- CFDA #97.063 Disaster #1876 overstated by \$35,321.05
- CFDA #97.063 Disaster #3289 understated by \$1,557.21

Federal revenue as reported by the County was overstated by \$188,996.14.

Effect: Coordination of Federal Awards did not occur to ensure proper reporting, adequate internal controls, and compliance with federal requirements. The County was unable to identify the amount of federal revenue received during the fiscal year.

Recommendation: OSAI recommends Payne County have a policy for handling all federal grants awarded to the County. These policies could incorporate by reference applicable federal regulations to be followed, as well as the appropriate policy for the application, receipt, and expenditure of federal funds. OSAI also recommends that amounts reported on the Schedule of Expenditures of Federal Awards be reconciled to accounting records.

Views of responsible officials and planned corrective actions: Management did not respond.

SECTION 2—This section contains certain matters not required to be reported in accordance with *Government Auditing Standards*. However, we believe these matters are significant enough to bring to management's attention. We recommend that management consider these matters and take appropriate corrective action

#### Finding 2010-3 - Segregation of Duties – Sheriff's Office (Repeat Finding)

Criteria: Accountability and stewardship are overall goals of management in the accounting of funds. To help ensure a proper accounting of funds, key duties and responsibilities should be segregated among different individuals to reduce the risk of error or fraud. No one individual should have the ability to authorize transactions, have physical custody of assets, and record transactions.

Condition: A lack in the segregation of duties exists in regard to the official depository account. One person is responsible for opening mail, receiving money, writing receipts, preparing deposit slips, taking deposits to the Treasurer, and reconciling the account. In addition, this same employee is responsible for calculating, preparing, and signing vouchers.

Additionally, a lack of segregation of duties was noted within the inmate trust account. One employee is responsible for receiving money, balancing the cash drawer, preparing deposit slips, reconciling account balances, and posting payments to inmate records.

Effect: A single person having responsibility for more than one area of recording, authorization, custody of assets, and execution of transactions could result in unrecorded transactions, misstated financial reports, clerical errors, or misappropriation of funds not being detected in a timely manner.

Recommendation: OSAI recommends management be aware of these conditions and realize that concentration of duties and responsibilities in a limited number of individuals is not desired from a control point of view. The most effective controls lie in management's overseeing of office operations and a periodic review of operations. In the event that segregation of duties is not possible due to limited personnel, OSAI recommends implementing compensating controls to mitigate the risks involved with a concentration of duties. Compensating controls would include separating key processes and/or critical functions of the office, and having management review and approval of accounting functions.

Views of responsible officials and planned corrective actions: Management did not respond.

#### Finding 2010-4 – Sheriff's Official Depository Receipts (Repeat Finding)

Criteria: Accountability and stewardship are overall goals of management in the accounting of funds. To help ensure a proper accounting of funds, all monies collected for the day should be reconciled to the receipts issued and all reconciliations should be reviewed and approved by someone other than the preparer.

Condition: Collections for the Sheriff's Official Depository Account were not balanced to the daily receipts issued.

Effect: This condition could increase the risk of errors going undetected and misappropriation of funds.

Recommendation: OSAI recommends management take steps to ensure collections are reconciled to receipts on a daily basis and all reconciliations are performed and approved/reviewed by someone other than the preparer.

Views of responsible officials and planned corrective actions: Management did not respond.

### Finding 2010-5 – Inmate Trust Account Receipts, Disbursements and Reconciliations (Repeat Finding)

Criteria: Accountability and stewardship are overall goals of management in the accounting of funds. To help ensure a proper accounting of funds, receipts should be deposited daily. Reconciliations should be performed on the inmate trust account and should be reviewed and approved by someone other than the preparer. Also, disbursements of inmate funds should have two authorizing signatures.

Condition: An examination of the inmate trust account revealed the following exceptions:

- Deposits were not made daily.
- Reconciliations were not reviewed and approved by someone other than the preparer.
- Two checks written for the disbursements of inmate funds had only one authorizing signature.

Effect: These conditions could result in undetected errors, unrecorded transactions, or misappropriation of funds.

Recommendation: OSAI recommends that deposits be made daily, reconciliations be reviewed and approved by someone other than the preparer, and disbursements have two authorizing signatures.

Views of responsible officials and planned corrective actions: Management did not respond.

#### Finding 2010-6 – Annual Report and Commissary Fund (Repeat Finding)

Criteria: Title 19 O.S. § 180.43.D states:

Each county sheriff may operate, or contract the operation of, a commissary for the benefit of persons lawfully confined in the county jail under the custody of the county sheriff. Any funds received pursuant to said operations shall be the funds of the county where the persons are incarcerated and shall be deposited in the Sheriff's Commissary Account. The sheriff shall be permitted to expend the funds to improve or provide jail services. The sheriff shall be permitted to expend any surplus in the Sheriff's Commissary Account for administering expenses for training equipment, travel or for capital expenditures. The claims for expenses shall be filed with and allowed by the board of county commissioners in the same manner as other claims. The sheriff shall receive no compensation for the operation of said commissary. The sheriff shall file an annual report on any said commissary under his or her operation no later than January 15 of each year. The State Auditor and Inspector shall conduct an audit of the report in the same manner as other public records of the county. Nothing in this subsection shall circumvent the provisions of Section 73 of Title 7 of the Oklahoma Statutes.

Condition: The County Sheriff has not filed an annual report of the commissary with the Board of County Commissioners. Also, one purchase order (#4928) for the commissary fund was not supported by adequate documentation.

Effect: This could result in misappropriation of funds.

Recommendation: OSAI recommends an annual report of commissary operations be submitted to the Board of County Commissioners no later than January 15 of each year. OSAI also recommends that purchases from the commissary fund be supported by adequate documentation.

Views of responsible officials and planned corrective actions: Management did not respond.

#### Finding 2010-7 – Cash Bond Receipts (Repeat Finding)

Criteria: Accountability and stewardship are overall goals of management in the accounting of funds. To help ensure a proper accounting of funds, receipts should be pre-numbered in duplicate identifying the payee, amount, and mode of payment.

Condition: The Sheriff is not issuing pre-numbered, duplicate receipts for cash bond monies received.

Effect: This condition could result in a possible misappropriation of funds.

#### PAYNE COUNTY, OKLAHOMA SCHEDULE OF FINDINGS AND RESPONSES FOR THE FISCAL YEAR ENDED JUNE 30, 2010

Recommendation: OSAI recommends the Sheriff's office issue pre-numbered, duplicate receipts that denote type of payment received for all cash bond payments received. Additionally, OSAI recommends all monies received be deposited on a daily basis and daily deposits be reconciled to receipts issued for that day.

Views of responsible officials and planned corrective actions: Management did not respond.



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