WINONA STATE UNIVERSITY FINANCIAL AUDIT FOR THE TWO YEARS ENDED JUNE 30, 1989

AUGUST 1990

Financial Audit Division Office of the Legislative Auditor State of Minnesota

90-59

Veterans Service Building, Saint Paul, Minnesota 55155 • 612/296-4708

FINANCIAL AUDIT FOR THE TWO YEARS ENDED JUNE 30, 1989

Public Release Date: August 31, 1990

No. 90-59

OBJECTIVES:

- EVALUATE INTERNAL CONTROL STRUCTURE: Tuition and fee receipts, federal and gift receipts, general administrative disbursements, faculty and student payroll, imprest cash, contracts, local accounts, fixed assets, and federal financial aid (for fiscal year 1990).
- TEST COMPLIANCE WITH CERTAIN FINANCE-RELATED LEGAL PROVISIONS.

CONCLUSIONS:

We found six areas where the internal control structure needed improvement:

- The university does not properly assign and monitor security file clearance given to its staff.
- Faculty sick and personal leave controls require improvement.
- Compensatory and overtime reporting controls are inadequate.
- Authorized imprest cash levels have been exceeded.
- The bookstore's daily cashier tapes including voids, are not independently reconciled to daily deposits.
- The university does not adequately control equipment.

We found that the university had complied with finance-related legal provisions.

Contact the Financial Audit Division for additional information. (612) 296-1730



OFFICE OF THE LEGISLATIVE AUDITOR VETERANS SERVICE BUILDING, ST. PAUL, MN 55155 • 612/296-4708

JAMES R. NOBLES, LEGISLATIVE AUDITOR

Senator John E. Brandl, Chairman Legislative Audit Commission

STATE OF MINNESOTA

Members of the Legislative Audit Commission

Dr. Robert L. Carothers, Chancellor State University System

Members of the State University Board

Dr. Darrell Krueger, President Winona State University

Audit Scope

We have conducted a financial related audit of Winona State University as of and for the two fiscal years ending June 30. 1989. Our audit was limited to only that portion of the State of Minnesota financial activities attributable to the transactions of Winona State University, as discussed in the Introduction. We have also made a study and evaluation of the internal control structure of Winona State University in effect at March 31, 1990.

We conducted our audit in accordance with generally accepted government auditing standards. Those standards require that we plan and perform the audit to obtain reasonable assurance about whether the financial activities attributable to the transactions of Winona State University are free of material misstatements.

As part of our study and evaluation of the internal control structure, we performed tests of Winona State University's compliance with certain provisions of laws, regulations, contracts, and grants. However, our objective was not to provide an opinion on overall compliance with such provisions.

Winona State University is affiliated with a separate nonprofit foundation. The university and the foundation have entered into a written agreement specifying their relationship. Pursuant to the agreement, university personnel are responsible for providing various administrative services for the foundation. The foundation maintains an independent board of directors who oversee foundation activities and are responsible for policymaking decisions. The foundation is audited by a private CPA firm. We did not audit the foundation but performed limited testing of the administrative services provided by university personnel to the foundation. We satisfied ourselves that the foundation is sufficiently autonomous from the university and that the administrative services provided by the university are subject to adequate controls. Senator John E. Brandl, Chairman Members of the Legislative Audit Commission Dr. Robert L. Carothers, Chancellor Members of the State University Board Dr. Darrell Krueger, President Page 2

Scope Limitation

The Revenue Fund is audited each year by a private CPA firm for the limited purpose of expressing an opinion on the financial statements of the fund. We have not placed any reliance on the work done by other auditors on the Revenue Fund in connection with this audit.

Testing of Federal Financial Aid

Testing of Winona State University's federal financial aid programs is done in conjunction with our Statewide Audits of the State of Minnesota's annual financial statements and federal programs. We issued two separate management letters to the State University System concerning federal financial aid during the audit period. They were dated March 7, 1989 and April 1990 and covered fiscal years 1988 and 1989 respectively. The fiscal year 1988 management letter did not contain any findings related to Winona State University. The fiscal year 1989 management letter contained one finding related to Winona State University. This finding addressed late fees not being charged on Perkins repayments and is currently being worked on by the university.

Management Responsibilities

The management of Winona State University is responsible for establishing and maintaining an internal control structure. This responsibility includes compliance with applicable laws, regulations, contracts, and grants. In fulfilling this responsibility, estimates and judgments by management are required to assess the expected benefits and related costs of internal control structure policies and procedures. The objectives of an internal control structure are to provide management with reasonable, but not absolute, assurance that:

- assets are safeguarded against loss from unauthorized use or disposition;
- transactions are executed in accordance with applicable legal and regulatory provisions, as well as management's authorization; and
- transactions are recorded properly on the statewide accounting system in accordance with Department of Finance policies and procedures.

Because of inherent limitations in any internal control structure, errors or irregularities may nevertheless occur and not be detected. Also, projection of any evaluation of the structure to future periods is subject to the risk that procedures may become inadequate because of changes in conditions or that the effectiveness of the design and operation of policies and procedures may deteriorate. Senator John E. Brandl, Chairman Members of the Legislative Audit Commission Dr. Robert L. Carothers, Chancellor Members of the State University Board Dr. Darrell Krueger, President Page 3

Internal Control Structure

For purposes of this report, we have classified the significant internal control structure policies and procedures in the following categories:

- imprest cash,
- tuition and fee receipts,
- federal and gift receipts,
- general administrative disbursements,
- student payroll,
- payroll,
- local accounts,
- fixed asset inventory control, and
- federal financial aid (controls for fiscal year 1990).

For all of the internal control structure categories listed above, we obtained an understanding of the design of relevant policies and procedures and whether they have been placed in operation, and we assessed control risk.

Conclusions

Our study and evaluation disclosed the conditions discussed in findings 1 to 6 involving the internal control structure of Winona State University. We consider these conditions to be reportable conditions under standards established by the American Institute of Certified Public Accountants. Reportable conditions involve matters coming to our attention relating to significant deficiencies in the design or operation of the internal control structure that, in our judgment, could adversely affect the entity's ability to record, process, summarize, and report financial data.

A material weakness is a reportable condition in which the design or operation of the specific internal control structure elements does not reduce to a relatively low level the risk that errors or irregularities in amounts that would be material in relation to the financial activities being audited may occur and not be detected within a timely period by employees in the normal course of performing their assigned functions. We believe none of the reportable conditions described above is a material weakness.

We also noted other matters involving the internal control structure and its operation that we reported to the management of Winona State University in a meeting held on May 4, 1990. Senator John E. Brandl, Chairman Members of the Legislative Audit Commission Dr. Robert L. Carothers, Chancellor Members of the State University Board Dr. Darrell Krueger, President Page 4

The results of our tests indicate that, with respect to the items tested, Winona State University complied, in all material respects, with the provisions referred to in the audit scope paragraphs. With respect to items not tested, nothing came to our attention that caused us to believe that Winona State University had not complied, in all material respects, with those provisions.

This report is intended for the information of the Legislative Audit Commission and management of Winona State University. This restriction is not intended to limit the distribution of this report, which was released as a public document on August 31, 1990.

Jar R. Nobles slative Auditor

John Asmussen, CPA

John Asmussen, CPA Deputy Legislative Auditor

END OF FIELDWORK: May 4, 1990 REPORT SIGNED ON: August 23, 1990

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AUDIT PARTICIPATION

The following members of the Office of the Legislative Auditor prepared this report:

John Asmussen, CPA	Deputy Legislative Auditor
Tom Donahue, CPA	Audit Manager
Brad White, CPA	Auditor-in-Charge
Mike Anderson, CPA	Auditor
Ron Mavetz, CPA	Auditor
Ellen Merlin, CPA	Auditor

EXIT CONFERENCE

The findings and recommendations in this report were discussed with the following staff of Winona State University on May 4, 1990:

Dr. Darrell Krueger Dr. John Kane

Gary Janikowski Jerry Varner President Vice President, Administrative Affairs Human Resources Director Business Manager ,

I. INTRODUCTION

Winona State University is under the management and control of the State University Board and the immediate supervision of a president appointed by the Board. Dr. Darrel Krueger has served as president of the university since May 1989.

Operations of the university are financed mainly by student tuition and fees, and state appropriations from the General Fund. Instructional activities of the university are accounted for through the statewide accounting (SWA) system. However, other activities are accounted for only through the State University System accounting system. These include federal financial aid programs, the State University Revenue Fund (dormitories and student union), and University Activity Funds. Local bank accounts are maintained for these activities. These off-SWA activities are governed by policies established by the State University Board.

During fiscal years 1988-1989, Winona State University collected from tuition and spent for general operations the following:

Fiscal <u>Year</u>	Tuition	General <u>Operations</u>
1988 1989	\$8,125,408 \$9,343,674	\$24,666,209 \$28,715,002
Source: Statewide Accounting System Repo as of 9/03/88 and 9/02/89.		

The number of students enrolled during the school years covered by this audit, as recorded by the university, was as follows:

<u>Quarter</u>	Full-Time <u>1987-88</u>	Equivalent <u>1988-89</u>
Summer Session I	492	535
Summer Session II	367	353
Fall	5,433	6,072
Winter	5,211	5,796
Spring	4,929	5,553

Source: Director of Institutional Research, Winona State University.

II. CURRENT FINDINGS AND RECOMMENDATIONS

1. <u>The university does not properly assign and monitor security file</u> clearance given to its staff.

Winona State University does not monitor the required security clearance necessary to access the accounting and payroll systems. The Business Office staff enter all accounting and payroll transactions for the university. However, certain employees outside the Business Office also have the ability to access these systems and enter transactions. The Department of Finance controls access to the Statewide Accounting (SWA) and Payroll/Personnel (PPS) systems. In order to maintain system integrity, state agencies must update the finance security file for new operators and cancel employees who transfer or leave state service. Agencies must ensure the security file only authorizes an employee to access a system to the extent necessary to perform current job responsibilities.

Two Personnel Office staff of the university were noted to have security clearance beyond their job responsibilities. We identified two employees with clearance to process all types of payroll transactions, even though they only needed inquiry clearance to monitor positions. Only staff responsible for entering payroll transactions should have the clearance necessary to process these types of payroll transactions.

No one within the university has been assigned responsibility to monitor SWA and PPS security files. An authorized person should periodically obtain and review the Department of Finance security file record for each system. Transaction clearance should only be given to staff who need access to perform job responsibilities.

RECOMMENDATIONS

- The university should assign staff responsibility to monitor SWA and PPS security files. The Department of Finance security file record should be periodically obtained and reviewed.
- The university should cancel transaction authority for Personnel Office staff not responsible for processing or maintaining transactions.

2. Faculty sick and personal leave controls require improvement.

The faculty of Winona State University do not report sick and personal leave taken on a timely basis. This problem increases the potential for unreported leave. Faculty do not report hours worked on a positive time reporting basis, however prompt reporting of leave remains important. Also, personal leave is not controlled adequately.

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Several staff do not submit leave forms to the Human Resources Office on a timely basis. The delays noted ranged from several weeks to two months after leave is taken. The delay increases the potential that leave taken will not be recorded. The Payroll/Personnel System accounts for sick leave earned and taken and maintains, through the biweekly posting of payroll, a sick leave balance for each faculty. If faculty do not report sick leave taken each payperiod their sick leave balance is overstated. Human Resources staff indicate that leave reporting has always been slow for some departments within the university.

The university does not monitor personal leave days adequately. Full-time faculty earn three personal days each year which does not carryover to the next year. Personal leave taken is reported on the same form as sick leave. However, the Human Resources Office maintains no record showing personal leave taken for the year. They simply file and scrutinize the days reported on the leave forms. The lack of effective monitoring could result in excessive personal days taken if the leave form is lost or misplaced. If the entire file was lost, they would be unable to reconstruct remaining personal days for all faculty of the university.

RECOMMENDATIONS

- Winona State University faculty should promptly report sick and personal days taken upon return to work.
- The university should maintain a leave record showing personal days earned and taken by each faculty member.

3. <u>Compensatory and overtime reporting controls are inadequate</u>.

Actual compensatory time earned and overtime worked is not documented on overtime slips. University staff submit estimated hours on overtime slips in advance for approval. When actual hours worked exceeds estimated compensatory time or overtime, no indication is made on the overtime slips. Reported hours can be greater than the actual overtime hours worked causing overpayments to staff. Staff also do not submit overtime slips on a timely basis to the payroll office.

University employees and supervisors do not revise slips when actual compensatory or overtime hours differ from estimated. They also do not compare the overtime slips to the time sheets as required by Department of Finance Operating Policy and Procedure #07:04:22. Employees may be reporting overtime hours at one and a half hours for each hour actually worked. Since this calculation occurs automatically in the payroll system, excessive hours are reported. One sample item tested had three compensatory hours on the timesheet while the supporting overtime slip showed two hours. The payroll system posted four and one-half hours of compensatory hours earned. The actual overtime hours worked cannot be verified to any documentation. University staff cannot determine if the employee actually worked three compensatory hours or possibly converted hours by time and a half.

University staff do not promptly submit overtime slips with timesheets each pay period. The Business Office collects many overtime slips during the next pay period. Due to some of the differences noted, supervisors should compare overtime slips to the timesheet. Lack of a comparison increases potential for employees to report more compensatory or overtime hours than actually worked.

Improved controls over reporting compensatory and overtime hours are necessary. Without effective control the university is subject to unnecessary financial risk that errors and irregularities will not be detected timely.

RECOMMENDATIONS

- Reporting procedures for compensatory time earned and overtime worked should be revised to include actual time worked. Management should inform staff to report actual hours worked and not to convert any hours by time and a half.
- University staff should promptly submit overtime slips with timesheets at the end of the pay period. Supervisors should compare the overtime slips to the timesheet hours reported.

4. The university exceeds the temporary authorized level of imprest cash.

The temporary authorized level of imprest cash for the university is insufficient. A temporary level of \$40,000 is authorized to provide cash back to students who pay for tuition from Guaranteed Student Loan checks. The current level is insufficient during peak tuition periods resulting in the need for the cashier to withdraw additional cash. Since the funds are withdrawn from a local bank, withdrawal increases administrative effort and security risk from these daily cash runs.

Minnesota Statutes 15.191, Subdivision 2 requires the Department of Finance to authorize all imprest cash funds, including any temporary imprest cash levels. On December 12, 1988 the Department of Finance authorized \$35,000 for imprest cash with an additional level of \$40,000 for peak tuition periods. Winona State University periodically exceeded its authorized level. On one occasion the university withdrew \$60,000 for use as imprest cash. Holding larger imprest cash funds reduces interest earnings in the bank account and causes additional administrative strain on the cashier to perform this responsibility. The university should consider whether students could be paid by check, rather than cash, for a portion of the balance due to the student.

An increased security risk results from the frequent daily cash runs. Currently, the cashier or other business office staff transfer this cash to and from the bank. The university is vulnerable without security or other protection from theft or robbery. Possibly more funds could be held in the cashier's office which has a safe. Increasing the imprest cash level would require authorization from the Department of Finance and lessen the need for daily cash runs.

RECOMMENDATIONS

- Winona State University should improve security measures over cash runs to and from the local bank.
- The university should request an increase to the temporary imprest cash authorized level to allow holding more cash in the cashier's office. Alternatively, a policy should be considered to provide checks to students rather than cash.

5. <u>The university bookstore's daily cashier tapes</u>, including voided <u>transactions</u>, are not independently reconciled to daily deposits.

No independent comparison of the daily cash register tapes to deposits or investigation of voids are made for the university bookstore. The bookstore collected over \$1.4 million in fiscal year 1988 and \$1.8 in fiscal year 1989. Bookstore staff total the daily receipts from sales and prepare a cash reconcilement sheet. They transfer the daily receipts to the university cashier's office for deposit. The cashier's office counts the cash, compares the cash to the reconcilement sheet, and prepares the deposit. However, no staff beyond the original bookstore employee has responsibility to compare the deposit amount back to the cashier tape. Lack of independent comparison creates a serious internal control weakness since any difference between the cashier tape and actual deposit would not be detected. Voided transactions require special review due to their sensitivity and potential for irregularities.

Effective internal controls would include procedures for separate staff to compare the deposit back to the cash register tape and review voids. The bookstore's receipts tape includes a summary of actual daily cash transactions which should agree with the amount turned in for deposit. The bookstore manager approves the daily amount turned in for deposit but does not compare it to the cashier tape or investigate voided entries. The manager relies completely on the bookstore employee to record the days receipts accurately to the cash reconcilement sheet. Without any comparison there is no assurance that all cash receipts are deposited, or that errors are detected.

RECOMMENDATION

A comparison of the bookstore cashier tape to the deposit amount and investigation of voids should be performed by someone other than the bookstore cashier.

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6. The university does not adequately control equipment.

Winona State University does not take physical inventory of equipment. New equipment purchases exceeded \$1.2 million for fiscal years 1988 and 1989. The university is vulnerable to theft or missing equipment for several reasons. First, it owns several sensitive items such as cameras, televisions, and computers. Second, it cannot limit access to most of its equipment. Employees, students, and the public all have access to items owned by the university. Finally, equipment is located in several buildings throughout the campus making it difficult for one staff to control all fixed assets.

The university has not taken a physical inventory of equipment for over five years. The Department of Administration, Materials Management Division has developed guidelines to assure that state assets are effectively and uniformly managed. The guidelines require a complete physical inventory at least once every two years. If the accuracy level of an area falls below an acceptable level, the guidelines require a more frequent inventory. The frequent counting of inventory in problem areas can achieve an effective control in those high risk locations.

Winona State University should develop a formal plan to decentralize responsibility and control of equipment. Currently, the responsibility for fixed assets rests with a single employee who also has other duties at the university. Because of time constraints, the employee concentrates on recording equipment purchases, but takes no physical inventory counts. Delegating the primary responsibility for control of equipment to various department supervisors is an effective and efficient method to achieve the control desired. This delegation makes the equipment custodian also accountable for controlling them.

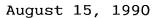
Confirming the existence and location of assets are essential to achieve effective internal control. It assures that all items on record are present and accounted for. Taking physical inventory allows the university to identify any missing or stolen equipment.

RECOMMENDATION

- Winona State University should improve internal control over equipment by:
 - -- delegating responsibility for control of equipment to various department supervisors; and
 - -- completing a physical inventory of equipment to assess accuracy and identify missing items.

Walona State University

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James R. Nobles Legislative Auditor Office of the Legislative Auditor Veterans Service Building St. Paul, MN 55155

RE: Audit Report

This memorandum is in response to the preliminary audit report dated July 31, 1990. With regard to the Current Findings and Recommendations section of their report, we have taken the following actions to address their findings:

1. The university does not properly assign and monitor security file clearance given to its staff. The required documents were processed on April 30, 1990 to cancel transaction authority. A copy of the cancellation document was submitted to the audit team at their exit conference on May 4, 1990. Jerry Varner has been appointed to monitor and control all security requests as well as use.

Responsible persons - Gary Janikowski, Jerry Varner

2. Faculty sick and personal leave controls require improvement. As is indicated in the audit report, prompt sick/personal leave reporting has been a problem in some faculty departments over the years. Some departments are simply more conscientious than others in ensuring that this paperwork is filed on a timely basis. Since the academic deans are the area line managers for the academic departments, we have forwarded to them the concern expressed by the auditors regarding this problem. Academic Deans will ensure that systems for prompt reporting are put in place in each department. The Administration will inform faculty the first week of the 1990-91 year the necessity for prompt sick/personal leave reporting.

With regard to maintenance of personal leave records for faculty, we have instituted a computer-generated listing of all faculty that summarizes the number/dates of personal leave taken during a given year. This data will be maintained by the secretary in this office, but will also be available to the deans' secretaries so that they will know how many personal days have been utilized by individual faculty within their college. The separate source document showing the approved leave will continue to be maintained in a ring binder. **Responsible persons** - Gary Janikowski, Douglas Sweetland

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James R. Nobles, Legislative Auditor Tom Donahue, Audit Manager St. Paul, MN

3. Compensatory and overtime reporting controls are inadequate. Recently, we have met with personnel from the Payroll Office to revise our timesheets, leave-and-overtime request forms. We will indicate to supervisors and employees on a new form that overtime hours should be reported as actual hours worked and not converted to time and a half. In addition, the overtime request will appear at the bottom of the new timesheet. The instructions will ask that the overtime request section be completed in advance of the overtime being worked, and on the timesheet, only the actual hours worked will be recorded. Responsible persons - Gary Janikowski, Jerry Varner

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- 4. The University exceeds the temporary authorized level of imprest cash. We have requested from the State of Minnesota Finance Department approval to increase our temporary imprest cash fund by an additional \$25,000 for peak periods. This was approved June 8, 1990. See attached documents. The Business Office has been instructed to make deposits at varied times, as well as different routes to the bank. Implemented August 14, 1990. Responsible persons - Roy Wilsey, JoAnne Lanik, Jerry Varner
- 5. The University Booksore's daily cashier tapes, including voided transactions, are not independently reconciled to daily deposits. A Bookstore employee other than the employee preparing the cash reconcilement sheet verifies the cash register tape totals. This is then delivered to the University's Cashiers Office for a final reconcilement and bank deposit. Voids are reviewed and signed off by two employees. Implemented April 12, 1990. Responsible persons - Dick Schaber, Jeanne Czaplewski, Jerry

6. The University does not adequately control equipment. A Winona State University employee (Wayne Purtzer) has been assigned to assist in the control of our equipment inventory. The physical inventory will start October 1, 1990 and is to be completed by June 30, 1991.

Varner

Responsible persons - Wayne Purtzer, Lyle Halliday, Jerry Varner

Dr. Darrell Kruégé President

attachs. jsr

cc: Dr. Robert Carothers Ed McMahon Thomas Donahue DEPARTMENT : of Finance

Office Memorandum

STATE OF MINNESOTA

DATE : June 8, 1990

TO : Roger Larson, Investment Manager/Financial Report Coordinator State University System

Geri Benting FROM : Assistant Commissioner

PHONE : 296-1699

SUBJECT : Increase to Imprest Cash

Under authority of Minnesota Statutes Section 15.191, your request to increase the Winona State University temporary imprest cash authority by \$25,000 to \$65,000 is approved.

cc: Tom Casey Jon McGee (EBO) Legislative Auditor File

OFFICIAL MEMORANDUM

TO: Roger Larson FROM: Jerry Varner Authorization to Femporarily RE: Cash Account DATE: May 11, 1990	S) UU	CC
DATE: May 11, 1990		

I am requesting approval to increase our Imprest Cash Fund of an additional \$25,000 during the beginning of each Academic quarter. We presently have approval to temporarily increase this fund by \$40,000.

The main reason for this increase is to provide cash back to students receiving Guaranteed Student Loan checks after they pay us from their loan check for school tuition, fees and residence hall costs.

By this increase we would now have a total of \$65,000 in cash at one time. As an example on the first day of processing financial aid to students we estimate our cash needs at about \$40,000 with the cash being paid out to students. We close at the end of the day with these checks, then deposited midmorning of the second day of financial aid processing. The problem now being we do not have cash to start the second day payment activity.

At the present time we are doing a separate deposit via special processing to ensure we do not exceed \$40,000.

Your consideration on this request is appreciated.

JV/ar

O.L.A. recommendation perfor Wilsey of W. S.U. for 1-2 days when most of these 4-5,000 students Cish the lon cleaks. Its not affinent for them to interstation checks for the different between textions + the low check so they give them cash back.



BEMIDJI MANKATO METROPOLITAN MOORHEAD ST. CLOUD SOUTHWEST WINONA

MEMORANDUM

Date: May 31, 1990

To: Gerri Benting Assistant Commissioner of Finance Room 400 Centennial Building

Roger Larson

Investment Manager/Financial Report Coordinator

Subject:

From:

: <u>REQUEST BY WINONA STATE UNIVERSITY TO INCREASE</u> ITS IMPREST CASH ACCOUNT BALANCE

Attached is a memorandum from Winona State University requesting that they be granted authorization to temporarily exceed their permanently authorized imprest cash account balance by up to \$65,000.

Currently, Winona State University has an authorized permanent balance of \$35,000 in their imprest cash account. If the request for the temporary increase is approved, Winona State's maximum authorized imprest cash account balance will increase to \$100,000.

I concur with the request by Winona State University and I am seeking your approval for the additional \$25,000 temporary increase.

If you should have any questions about this matter, please call me at 296-3936 or Mr. Jerry Varner at Winona State University (8-457-5061).

RL:jd

Attachment

cc: Mr. Jerry Varner Business Manager Winona State University

6/6/60

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