

# STATE OF CONNECTICUT



*AUDITORS' REPORT  
STATE TREASURER – DEPARTMENTAL OPERATIONS  
FOR THE FISCAL YEARS ENDED JUNE 30, 2013 AND 2014*

**AUDITORS OF PUBLIC ACCOUNTS**  
JOHN C. GERAGOSIAN ❖ ROBERT M. WARD

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# STATE OF CONNECTICUT



## AUDITORS OF PUBLIC ACCOUNTS

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December 17, 2015

### **AUDITORS' REPORT STATE TREASURER - DEPARTMENTAL OPERATIONS FOR THE FISCAL YEARS ENDED JUNE 30, 2013 AND 2014**

We have audited certain operations of the Office of the State Treasurer (Treasury) in fulfillment of our duties under Section 2-90 of the Connecticut General Statutes. The scope of our audit included, but was not necessarily limited to, the fiscal years ended June 30, 2013 and 2014. The objectives of our audit were to:

1. Evaluate the office's internal controls over significant management and financial functions;
2. Evaluate the office's compliance with policies and procedures internal to the office or promulgated by other state agencies, as well as certain legal provisions; and
3. Evaluate the economy and efficiency of certain management practices and operations, including certain financial transactions.

Our methodology included reviewing written policies and procedures, financial records, minutes of meetings, and other pertinent documents; interviewing various personnel of the department, and testing selected transactions. We obtained an understanding of internal controls that we deemed significant within the context of the audit objectives and assessed whether such controls have been properly designed and placed in operation. We tested certain of those controls to obtain evidence regarding the effectiveness of their design and operation. We also obtained an understanding of legal provisions that are significant within the context of the audit objectives, and we assessed the risk that illegal acts, including fraud, and violations of contracts, grant agreements, or other legal provisions could occur. Based on that risk assessment, we designed and performed procedures to provide reasonable assurance of detecting instances of noncompliance significant to those provisions.

We conducted our audit in accordance with the standards applicable to performance audits contained in *Government Auditing Standards*, issued by the Comptroller General of the United

States. Those standards require that we plan and perform our audit to obtain sufficient, appropriate evidence to provide a reasonable basis for our findings and conclusions based on our audit objectives. We believe that the evidence obtained provides such a basis.

The accompanying Résumé of Operations is presented for informational purposes. This information was obtained from the office's management and was not subjected to the procedures applied in our audit of the office. For the areas audited, we identified:

1. Deficiencies in internal controls;
2. Apparent noncompliance with legal provisions;
3. Need for improvement in management practices and procedures that we deemed to be reportable.

The State Auditors' Findings and Recommendations in the accompanying report presents any findings arising from our audit of the Office of the State Treasurer.

## **COMMENTS**

### **FOREWORD**

The State Treasurer operates primarily under the provisions of Article Fourth of the State Constitution and Title 3, Chapter 32 of the General Statutes. The Treasury is organized into several divisions and performs a number of functions. This report is concerned with the departmental operations of the Treasury and primarily includes our review of the Business Office, Personnel, Informational Services, and the Unclaimed Property Division. Our review of financial operations of the Treasury that have statewide impact has been issued under separate cover to include the Pension Funds Management Division, the Debt Management Division, the Cash Management Division, the Connecticut Higher Education Trust, and the Second Injury Fund. A listing of officers and officials and a description of the major functions of the divisions covered in this report follows.

### **Officers and Officials**

The officers and officials of the State Treasury as of June 30, 2014, were as follows:

Denise L. Nappier, State Treasurer  
Christine Shaw, Deputy Treasurer  
Maria M. Greenslade, Asst. Deputy Treasurer, Second Injury and Unclaimed Property  
Lee Ann Palladino, Chief Investment Officer  
Lawrence Wilson, Assistant Treasurer, Cash Management  
Laura Jordan, Assistant Treasurer, Policy  
Sarah Sanders, Assistant Treasurer, Debt Management

**New Legislation**

Public Act 13-239 authorized the Treasurer to issue bonds, notes or other obligations of not more than seven hundred fifty million dollars, for the reduction of the accumulated General Fund state budget deficit reported in the audited financial statements for the fiscal year ending June 30, 2013, as determined using generally accepted accounting principles.

**RÉSUMÉ OF OPERATIONS**

**Department Revenues**

Departmental revenues were mainly from the Second Injury and Compensation Assurance Fund (SIF), Workers' Compensation Administration Fund (WCAF), Grants and Restricted Accounts Fund and the General Fund. The Second Injury Fund's revenues consisted mainly of assessments levied against self-insured employers and companies writing workers' compensation or employers' liability insurance that totaled \$38,306,783 and \$41,193,876, for the fiscal years ended June 30, 2013 and 2014, respectively. WCAF assessment receipts totaled \$16,156,408 and \$23,558,078, for the fiscal years ended June 30, 2013 and 2014, respectively. Revenues consisted of restricted account and special revenue fund transfer receipts to cover charges from the Combined Investment Fund, Second Injury Fund and Unclaimed Property Division. Unclaimed property receipts increased during the fiscal year ended June 30, 2013, and then decreased for the year ended June 30, 2014. These amounts will fluctuate from year to year based on the type of escheats received as well as the value of the stock that is escheated. The changes in the Other Restricted Account represents deposit of funds associated with the operating expenses of the Pension Funds Management Division, Second Injury Fund, Unclaimed Property Division, Short-Term Investment Fund and the Debt Management Division. These amounts will fluctuate from year to year based on activity.

	<b><u>Fiscal Year Ended June 30,</u></b>		
	<b><u>2012</u></b>	<b><u>2013</u></b>	<b><u>2014</u></b>
Other Restricted Account	\$ 220,456,596	\$ 219,900,050	\$ 235,051,080
General Fund - All other Receipts	32,186,171	32,941,758	30,176,005
General Fund – Unclaimed Property	80,919,662	99,487,723	87,050,009
Total Revenues	<b><u>\$ 333,562,429</u></b>	<b><u>\$ 352,329,531</u></b>	<b><u>\$ 352,277,094</u></b>

Section 96 of Public Act 07-01 of the June 2007 Special Session of the General Assembly, effective June 26, 2007, amended Section 3-69a, subsection (a)(2) of the General Statutes, allocated \$17,300,000 of escheat revenues for the fiscal year ended June 30, 2008 to the Citizens' Election Fund instead of having the amount determined by the change in the consumer price index. Thereafter, transfer amounts were adjusted using the amount allocated in the prior year adjusted by the changes in the consumer price index. The transfers to the Citizens' Election Fund totaled \$10,600,000 and \$10,907,400 for the fiscal years ended June 30, 2012 and 2013, respectively. Public Act 11-6, Section 120 set the amount to be deposited into the election fund

for the fiscal year ending June 30, 2014, at \$11,081,918. Since its inception, transfers to the Citizens' Election Fund have totaled \$137,393,853. The State Elections Enforcement Commission administers this fund, which grants public financing to the campaigns of participating candidates for state office. Prior to the Citizens' Election Fund, all unclaimed property funds were deposited into the General Fund. The amounts for the Citizens' Election Fund as well as administrative expenses for the Unclaimed Property Program were deducted from the General Fund – Unclaimed Property amounts noted above. Although amounts are distributed to various funds, the full value of escheated property is always available to be claimed by the rightful owner. The Treasury also receives non-cash (unclaimed) property, including shares of stocks and mutual funds. The noncash property is not reflected in the General Fund cash receipts until it is sold. As of June 30, 2013 and 2014, the Treasury estimated the market value of unclaimed securities to be \$967,998 and \$665,152, respectively.

**Department Expenditures**

The operations of the Treasury for the fiscal years ended June 30, 2012, 2013 and 2014, are summarized below:

	<b><u>Fiscal Year Ended June 30,</u></b>		
	<b><u>2012</u></b>	<b><u>2013</u></b>	<b><u>2014</u></b>
Special Revenue Fund	\$ 2,052,273,299	\$ 2,023,690,685	\$ 1,840,347,286
General Fund - Non-Functional	83,545,564	66,859,510	63,776,421
General Fund - Budgeted	3,345,318	3,132,182	3,293,535
Net Expenditures	<b><u>\$ 2,139,164,181</u></b>	<b><u>\$ 2,093,682,377</u></b>	<b><u>\$ 1,907,417,242</u></b>

The Special Revenue Fund was the major funding source for the Treasurer's Pension Funds Management Division, Second Injury Fund, Bond Issue Costs, and a Bank Compensation Account. Operating expenditures of the Unclaimed Property Division and a Special Assessment account are also paid from the Special Revenue Fund. General Fund – Non-Functional expenditures were for reimbursements of unclaimed property. A comparison of departmental expenditures categorized by account code is as follows:

	<b><u>Fiscal Year Ended June 30,</u></b>		
	<b><u>2012</u></b>	<b><u>2013</u></b>	<b><u>2014</u></b>
Debt Service	\$ 1,934,313,796	\$ 1,906,842,656	\$ 1,722,667,722
Purchased & Contractual Services	88,315,140	83,217,452	93,474,151
Unclaimed Property Returned to Owners	83,545,564	66,859,510	63,776,421
Personal Services & Employee Benefits	18,797,853	18,391,549	19,913,141
Workers' Compensation Awards	13,825,841	12,714,366	13,545,901
Information Technology	85,158	94,982	293,606
Premises & Property Expenses	86,007	53,101	65,173
Employee Expenses, Allowances & Fees	42,613	42,440	39,650
Purchased Commodities	84,150	81,061	64,926
Motor Vehicle Costs	42,916	37,926	43,852
Capital Outlays - Equipment	25,144	12,776	11,805
Net Expenditures	<b><u>\$ 2,139,164,182</u></b>	<b><u>\$ 2,088,347,819</u></b>	<b><u>\$ 1,913,896,348</u></b>

Contractual and personal services are the major expenditures of the Treasury other than debt service costs. The most significant item included in contractual services is the payments of the investment advisor fees by the Pension Funds Management Division. Payment processing procedures made pursuant to these contracts were reviewed as part of the financial statement audit. Returns of unclaimed property decreased from fiscal year ended June 30, 2012 to fiscal year ended June 30, 2013. The primary reason for the significant decrease was due to exceptionally larger individual returns that occurred in fiscal year 2012. Personal services expenditures were paid from the following sources:

	<u>Fiscal Year Ended June 30,</u>		
General Fund:	<u>2012</u>	<u>2013</u>	<u>2014</u>
Budgeted Accounts	\$ 3,194,412	\$ 2,961,675	\$ 3,133,301
Grants and Restricted Accounts Funds			
Second Injury Fund	5,882,880	5,553,895	6,083,205
Pension Funds Management Division	5,810,955	5,879,544	6,421,638
Unclaimed Property	2,953,003	2,888,458	2,977,698
Short-Term Investment Fund	956,603	1,107,978	1,297,299
Totals	<u>\$ 18,797,853</u>	<u>\$ 18,391,550</u>	<u>\$ 19,913,141</u>

Total personal services expenditures decreased 2.2 percent and increased by 8.4 percent in the fiscal years ended June 30, 2013 and 2014, respectively. Wages remained somewhat constant and positions filled during the period were steady. The overall increase in the fiscal year ended June 30, 2014 was mainly caused by a large increase in the retirement fringe benefit rate from 46.01% to 54.71%.

### **Unclaimed Property Division**

The administration and disposition of property held by banking and other organizations for the benefit of owners who cannot be located is provided for in Sections 3-56a to 3-74a of the General Statutes. The statutes provide for all escheat cash receipts to be deposited into the General Fund with the exception of periodic transfers to the Citizens' Election Fund and a restricted unclaimed property account within the General Fund. The restricted account funds are used to pay the Unclaimed Property Division's administrative costs. These administrative costs totaled \$5,203,809 and \$5,403,562 for the fiscal years ended June 30, 2013 and 2014, respectively.

Unclaimed property includes unclaimed bank accounts and insurance policies as well as unclaimed stock, customer overpayments held by businesses, and various court deposits. A comparison of unclaimed property receipts as presented in the Treasurer's Annual Report for the fiscal years ended June 30, 2012, 2013 and 2014, is as follows:

	<b><u>Fiscal Year Ended June 30,</u></b>		
	<b><u>2012</u></b>	<b><u>2013</u></b>	<b><u>2014</u></b>
Corporations	\$ 31,576,954	\$ 36,459,594	\$ 31,395,616
Financial Institutions	23,432,956	40,397,459	19,418,814
Insurance Companies	13,363,515	17,674,659	24,900,486
Governmental and Public Agencies	2,893,710	3,309,523	2,856,444
Dividends on Securites Held	61,650	49,669	35,991
Reciprocal Exchange with Other States	1,411,061	819,712	3,185,516
Miscellaneous	116,789	15,094	131,343
Securities Tendered	82,316	2,679	27,367
Securities Liquidated	23,047,163	16,714,382	21,227,122
Totals	<b><u>\$ 95,986,114</u></b>	<b><u>\$ 115,442,771</u></b>	<b><u>\$ 103,178,699</u></b>

According to the State Treasurer’s Annual Report, the estimated market values of the securities held at the end of each fiscal year were as follows:

	<b><u>As of June 30,</u></b>		
	<b><u>2012</u></b>	<b><u>2013</u></b>	<b><u>2014</u></b>
Securities Inventory	\$ 1,110,823	\$ 967,998	\$ 665,152

The Unclaimed Property Division’s claim payments made in cash, transfers to the Citizens’ Election Fund to support the State Elections Enforcement Commission, and administrative expenses as reported in the State Treasurer’s Annual Report are as follows:

	<b><u>Fiscal Year Ended June 30,</u></b>		
	<b><u>2012</u></b>	<b><u>2013</u></b>	<b><u>2014</u></b>
Claim Payments	\$ 83,544,465	\$ 66,859,408	\$ 63,772,440
Transfers to Citizens Election Fund	10,600,000	10,907,400	11,081,918
Salaries and Fringe Benefits	3,601,391	3,432,053	3,542,003
Data Processing and Hardware	1,488,672	1,688,192	1,522,819
All Other	376,488	83,564	338,740
Totals	<b><u>\$ 99,611,016</u></b>	<b><u>\$ 82,970,617</u></b>	<b><u>\$ 80,257,920</u></b>

Claims paid decreased from fiscal year ended June 30, 2012 to fiscal year ended June 30, 2013 due primarily to a significant claim that totaled \$32.8 million that was paid during the fiscal year ended June 30, 2012. Transfers to Citizens’ Election Fund remained relatively consistent from the fiscal year ended June 30, 2012 to June 30, 2014.

## **Second Injury and Compensation Assurance Fund**

The operations of this fund are provided for by various statutes of the Workers’ Compensation Act, codified in Chapter 568, of the General Statutes (notably Sections 31-310 and 31-349 through 31-355b). This act provides protection for employees suffering occupational

injuries or diseases and establishes criteria determining whether benefits due employees are to be paid by the employers (or their insurance carriers) or out of the Second Injury Fund (SIF). The State Treasurer is the custodian of the SIF. In accordance with the provisions of Section 31-349e of the General Statutes, there is an advisory board to advise the SIF custodian on matters concerning administration, operation, claim handling and finances of the fund. Comments regarding the financial operations of this fund are included under separate cover in our reports on the State Treasurer – State Financial Operations for the fiscal years ended June 30, 2013 and June 30, 2014.

## STATE AUDITORS' FINDINGS AND RECOMMENDATIONS

The following recommendations resulted from our current review of the Office of the State Treasurer's departmental operations:

### **Contract Management**

*Criteria:* Good business practices include a periodic rebidding of contracts. Section 4-216(a) of the General Statutes indicates that each personal service agreement in excess of \$50,000 shall be based on a competitive negotiation, requiring approval from the Office of Policy and Management (OPM). Section 4-252 of the General Statutes requires a contract with a total cost of more than \$500,000 to be subject to certain gift affidavit and ethics certification requirements.

Management is responsible for implementing and maintaining effective internal controls over processing transactions, whether the processing is performed at the department or outsourced to a service organization. Service organizations may engage independent auditors to issue Service Organizational Control Reports on the services they provide, which assist users of these services in assessing and addressing risks associated with the outside service.

Contractors should not be authorized to begin work prior to execution of a contract. Signed formal written agreements establishing rights and responsibilities are a safeguard for all parties involved.

*Condition:* During our last three audits, we reported that banking service contracts have not been rebid since their inception, between 20 and 25 years ago. Certain requirements, such as OPM approval, gift affidavits, Service Organization Control Reports and ethics certifications were not available, as the contract dates preceded those requirements.

Our review of consultant contracts disclosed that contractual agreements totaling \$8,600,000 were not executed before the commencement date. In addition, contractors began work prior to the execution date. Expenses for that period were \$31,371.

*Effect:* The banking needs of the Cash Management Division may not be met in an efficient and effective manner under these service contracts and current contractual requirements are not in place.

Also, it is difficult to assess whether the service organizations' internal controls are functioning in a proper manner.

Unforeseen liabilities may be incurred if work is started on a project before all of the key terms have been agreed to and the contract has been signed.

*Cause:* The agency did not rebid its contracts and the existing contracts do not require service organizations to provide the Service Organization Control Reports.

Employees responsible for processing contractual agreements failed to execute the contracts before the commencement date.

*Recommendation:* The Office of the State Treasurer should rebid its banking service contracts and it should not authorize contractors to begin work before contracts are executed. (See Recommendation 1.)

*Agency Response:* "We concur with the Auditors' view that written agreements are a safeguard for all parties. The negotiation of more favorable financial and business terms for the State is laudable but is not an acceptable reason to allow costs to be incurred prior to the execution of a contract. Treasury personnel have been instructed accordingly.

The Cash Management Division will be rebidding general depository account services and several disbursement accounts by the end of the calendar year. Cash Management will also be conducting a competitive bidding process for lockbox services for the Department of Revenue Services."

## **Property Control**

*Criteria:* Section 4-36 of the General Statutes requires each state agency to keep property inventory records in the manner prescribed by the State Comptroller. The State Property Control Manual provides further guidance, establishing agency responsibilities for accounting and reporting of state assets, including maintaining a software control system.

*Condition:* The software inventory does not contain the minimum data prescribed by the Comptroller.

Two of 10 software items tested should not have been included on the software inventory, one is no longer in use, and the other is actually a subscription and not licensed software.

- Effect:* Deficiencies in the controls over software inventory reduce the office's ability to safeguard and accurately report state assets.
- Cause:* Requirements established by the State Property Control Manual are not being followed.
- Recommendation:* The Office of the Treasurer should accurately report property amounts and be sure its property control records conform to the requirements set forth by the State Comptroller. (See Recommendation 2.)
- Agency Responses:* "Following discussions with the Auditors', it was agreed to delete the two items in question from the software inventory. One item served as backup software for servers. The software has been replaced by a different product. The other item is actually an annual subscription used by the Second Injury Fund. The IT staff will begin performing an annual inventory of all items on the software technology list and update as necessary."

### **Internal Controls over Reporting Pension Plans and Trust Funds**

- Criteria:* The State Accounting Manual promulgated by the Office of the State Comptroller, requires that "agencies maintain their financial records in a manner which will enable them to provide the required adjustments to the legal balances and other information necessary for the Comptroller to prepare a GAAP annual report." Strong internal controls and good business practice require periodic reconciliations of accounts.
- Condition:* Our review of the pension plans and trust funds, disclosed that the Office of the Treasurer did not reconcile the pension plan and trust fund investments at cost in Core-CT to the Pension Fund Management Division records. At the time of our review, there was a variance of \$627,232,446 between Core-CT and Pension Fund Management records for June 30, 2014.
- Effect:* When realized gains were not posted to Core-CT by the Office of the State Comptroller, the Office of the State Treasurer did not identify the variances in a timely manner. The cost balance recorded on Core-CT does not accurately reflect the actual balance of the pension plans and trust funds.
- Cause:* There was a lack of assignment of reconciling responsibility within the Office of the State Treasurer.
- Recommendation:* The Office of the Treasurer should implement procedures to improve internal controls over reconciling Core-CT records with

Pension Fund Management Division records. (See Recommendation 3.)

*Agency Responses:* “We concur with the Auditors’ recommendation. Upon learning of the discrepancy between Core-CT and the records of the custodian bank for the pension plans and trust funds, caused by the unexpected cessation of the Comptroller’s posting of investment gains and losses to Core CT, the Treasurer’s Cash Management Division assumed responsibility for posting said investment income and losses. In addition, in early 2015, the Treasury implemented procedures for monthly reconciliation of Core-CT balances with the records of the custodian bank.”

### **Outdated Regulations**

*Criteria:* The Regulations of State Agencies serve to clarify the General Statutes and should reflect current information.

*Condition:* The Regulations of State Agencies related to certain divisions within the State Treasury do not reflect current information.

*Effect:* The Regulations for the Treasury do not serve to clarify information in the General Statutes.

*Cause:* The Treasury produced updated draft regulations during the prior audit and has been working further on updating its regulations during the current audit period; however, nothing has been submitted to the General Assembly’s Regulation Review Committee.

*Recommendation:* The Office of the Treasurer should update regulations related to certain divisions within the State Treasury in the Regulations of State Agencies. (See Recommendation 4.)

*Agency Response:* “The Treasury agrees with this recommendation. The responsibility for updating the agency regulations has been assumed by a newly appointed Chief Compliance Officer who has developed a schedule that will bring this office into compliance with this recommendation by May 1, 2016.”

## RECOMMENDATIONS

### *Status of Prior Audit Recommendations:*

Our prior audit examination resulted in three recommendations, of which two are being repeated in our current audit report. The following is a summary of those recommendations and the action taken by the Office of the State Treasurer.

- The Cash Management Division should rebid its banking service contracts periodically. There has been limited action taken on this matter and this recommendation will be repeated. (See Recommendation 1.)
- The Office of the Treasurer should accurately report property amounts and be sure its property control records conform to the requirements set forth by the State Comptroller. This recommendation will be repeated. (See Recommendation 2.)
- The Office of the Treasurer should seek to meet prescribed timeframes for financial reporting detailed in its bond indentures. This recommendation will not be repeated.

### *Current Audit Recommendations:*

The following recommendations resulted from our current review.

- 1. The Cash Management Division should rebid its banking service contracts periodically and should not authorize contractors to begin work before contracts are executed.**

Comments:

Banking service contracts are outdated and contractors began working before contracts were fully executed.

- 2. The Office of the Treasurer should accurately report property amounts and be sure its property control records conform to the requirements set forth by the State Comptroller.**

Comments:

Software inventory records did not comply with State Comptroller requirements which contributed to inaccurate reporting of property amounts.

- 3. The Office of the Treasurer should implement procedures to improve internal controls over reconciling Core-CT records with Pension Fund Management Division records.**

Comments:

Treasury did not reconcile the pension plan and trust fund investments at cost in Core-CT to Pension Fund Management Division records. At the time of our review, there was a variance of \$627,232,446 between Core-CT and Pension Fund Management records for June 30, 2014.

**4. The Office of the Treasurer should update regulations related to certain divisions within the State Treasury in the Regulations of State Agencies.**

Comments:

The Regulations of State Agencies related to certain divisions within the State Treasury do not reflect current information.

**CONCLUSION**

In conclusion, we wish to express our appreciation for the cooperation and courtesies extended to our representatives by the personnel of the Office of the State Treasurer during the course of our examination.



David Tarallo  
Principal Auditor

Approved:



John C. Geragosian  
Auditor of Public Accounts



Robert M. Ward  
Auditor of Public Accounts