

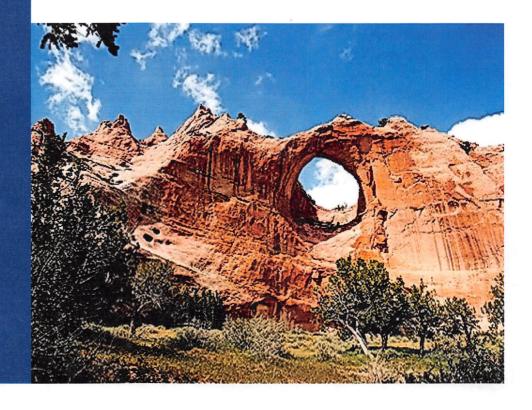
OFFICE OF THE AUDITOR GENERAL

The Navajo Nation

A Special Review of the Tonalea Chapter



Performed by: Stacy Manuelito, Auditor Myrtis Begay, Associate Auditor Karen Briscoe, Principal Auditor





January 25, 2016

Sarah Slim, Chapter President **TONALEA CHAPTER** PO Box 207 Tonalea, AZ 86044

Dear Ms. Slim,

The Office of the Auditor General herewith transmits Audit Report No. 17-17, A Special Review of the Tonalea Chapter. The Office of the Auditor General conducted the special review pursuant to the authority vested in the Office of the Auditor General by 12 N.N.C., Chapter 1, § 1 - 10. Listed below are the eight issues identified in the special review.

There is no segregation of duties within the cash receipt process. The Accounts Maintenance Specialist is responsible for each step of the process including collecting cash, recording cash received on the cash receipt tickets, and posting them in the accounting system. The Chapter Manager did not verify the Accounts Maintenance Specialist's work.

The Chapter does not have sufficient controls in place for the management of the open account with a local store. The Chapter Manager, who is the only individual charging purchases to the open account, did no put restrictions on the type of authorized purchases.

The Chapter awarded financial assistance to ineligible applicants. \$2,486 (or 38%) of the \$6,486 financial assistance awarded that were examined did not have documentation to support eligibility.

Complete information on the Chapter finances were not provided to the Chapter membership. In the absence of complete financial reports, the Chapter membership cannot make informed financial decisions.

The Chapter cannot account for its property and did not report fixed assets to the financial statements. 28 (or 80%) of 35 property items reviewed did not have property numbers affixed to the item and six property items could not be located on Chapter premises.

The Chapter cannot justify \$6,068 operating expenditures. It is possible that the Chapter paid more for goods and services than necessary and may not have received the goods and services that they paid for.

The Chapter filing system was in disarray. Records were sitting in piles on desks, shelves, and tables. The Chapter Manager and Accounts Maintenance Specialist had difficulty retrieving files because each staff thought the other had the files.

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The Chapter's accounting system is not safeguarded from loss. The Accounts Maintenance Specialist does not perform periodic back-ups of the accounting system and store the device at an alternate location away from the Chapter house for safety purposes.

In addition to the audit findings, the report provides recommendations to improve management of the Chapter finances and activities. If you have any questions about this report, please call our office at (928) 871-6303.

Sincerely,

Elizabeth Begay, CIA, CFE

Auditor General

xc: Marie B. Acothley, Vice President

Delores J. Claw, Secretary/Treasurer Tuchoney Slim, Jr., Council Delegate

Betty A. Tso, Community Service Coordinator

TONALEA CHAPTER

Johnny Johnson, Department Manager II

ADMINISTRATIVE SERVICE CENTER/DCD

Chrono

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INTRODUCTION AND BACKGROUND

The Office of the Auditor General has conducted a Special Review of the Tonalea Chapter pursuant to the authority vested in the Office of the Auditor General by 12 N.N.C., Chapter 1, § 1 - 10.

The Tonalea Chapter is a political subdivision of the Navajo Nation and is considered a general purpose local government for reporting purposes. Navajo Nation chapters are required to operate under Title 26 of the Navajo Nation Code, the Local Governance Act (LGA). In December 2014, Tonalea Chapter was LGA-certified by the Resources and Development Committee of the Navajo Nation via resolution no. RDCD-85-14. As LGA-certified, Tonalea Chapter is expected to uphold a higher standard over the management of Chapter finances.

The majority of the Chapter resources are provided through appropriations from the Navajo Nation central government. These appropriations are intended to fund direct and indirect services at the local chapter government level. The direct service funds are considered restricted funds with specific intended purposes. The Chapter also generated internal revenues from fees collected for providing miscellaneous services.

Table 1 shows the Chapter's total resources available for the 6-month audit period October 1, 2015 through March 31, 2016.

Table 1
Chapter resources for the 6-month audit period (October 1, 2015 - March 31, 2016).

Fund Name Fund Source		Amount	
Chapter Activities	Chapter	\$	19,911
Navajo Nation General Fund	Navajo Nation	\$	25,170
Land Claims Trust Fund	Navajo Nation	\$	57,385
Grazing Official Stipend Fund	Navajo Nation	\$	357
Student Youth Employment Program Fund	Navajo Nation	\$	12,461
Housing Discretionary Fund	Navajo Nation	\$	189,599
Local Governance Act Grant	Navajo Nation	\$	130,084
Chapter Stipend Fund	Navajo Nation	\$	38,513
Scholarship Fund	Navajo Nation	\$	116,326
Public Employment Program Fund	Navajo Nation	\$	99,691
Veterans Fund	Navajo Nation	\$	6,916
Emergency Fund	Navajo Nation	\$	55,857
Navajo Nation Sales Tax Fund	Navajo Nation	\$	186,205
Capital Outlay Fund	Navajo Nation	\$	458,478
Local Governance Trust Fund	Navajo Nation	\$	160,000
County Fund	External	\$	2,000
Salt River Project Funds	External	\$	559
TOTAL:		\$	1,559,512

Source: The Office of the Auditor General compilation of all appropriations and revenues

Objective, Scope, and Methodology

The following objectives were established for this audit:

- Determine if there is segregation of duties within the cash receipt process.
- Determine if the Chapter has sufficient controls in place in managing the open account with a local store.
- Determine if the Chapter awarded financial assistance to eligible applicants.
- Determine if complete information on the Chapter finances were provided to the Chapter membership.
- Determine if the Chapter accounts for its property and reports fixed assets to the financial statements.
- Determine if expenditures were paid with supporting documentation.
- Determine if the Chapter maintains an organized filing system.
- Determine if the Chapter's accounting system is safeguarded from loss.

The audit covers activities for the 6-month period of October 1, 2015 through March 31, 2016.

In meeting the audit objectives, we interviewed the Chapter administration and officials, observed Chapter operations, and examined available records. More specifically, we tested samples of expenditures for internal controls and compliance requirements by using a non-statistical, judgmental method. Chapter property was also examined to determine if they are safeguarded from loss.

Government Auditing Standards

We conducted this performance audit in accordance with generally accepted government auditing standards. Those standards require that we plan and perform the 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 a reasonable basis for our findings and conclusions based on our audit objectives.

The Office of the Auditor General expresses its appreciation to the Tonalea Chapter officials and administration for their cooperation and assistance throughout the audit.

REVIEW RESULTS

Finding 1: There is no segregation of duties within the cash receipt process.

Criteria:	The Tonalea Chapter's Fiscal Policies and Procedures, Section VII.A.1.e,		
	requires the handling of all cash receipts to be segregated to ensure that		
	no one employee is in a position to solely collect, deposit, safeguard		
	and reconcile all cash receipts.		
Condition:	The Accounts Maintenance Specialist was made responsible for		
	collecting, recording, reconciling and preparing receipts for deposits.		
	The extent of involvement by the Chapter Manager was to only verify		
	the cash against the deposit slip prepared by the Accounts Maintenance		
	Specialist.		
Effect:	The Chapter Manager did not detect unposted cash receipts totaling		
	\$1,111 (42% of total cash receipts). Although the unposted cash		
	receipts were deposited into the Chapter's bank account, the risk of		
	missing cash receipts remains given that one individual has total		
	control over the cash receipt process.		
Cause:	The Chapter Manager authorized the Accounts Maintenance Specialist		
	to solely manage the cash receipts process because the Chapter		
	Manager's office was located in Tuba City rather than Tonalea Chapter		
	when the audit was conducted.		
Recommendation:	1. The Chapter Manager and Accounts Maintenance Specialist should		
	ensure the cash receipts process has segregation of duties in place		
	so that no one individual is responsible for each step of the process.		
	2. The Chapter Manager should reconcile cash to the cash receipt		
	tickets and posted cash receipts prior to deposit.		
	3. The Chapter Manager and Accounts Maintenance Specialist should		
	have their offices in one location.		

Finding 2: The Chapter does not have sufficient controls in place for the management of the open account with a local store.

Criteria:	requires the Chapter to ensure all disbursement transactions are reconciled on a monthly basis to ensure funds are disbursed with proper approval, based on adequate documentation, and in compliance with funding guidelines and budget stipulations. Section VII.B.1.m	
Condition:	requires the Chapter to submit timely payments. During the 6-month audit period, the Chapter paid \$782 to a local store for an open store account in the name of the Tonalea Chapter. The Chapter does not have controls in place to manage the open store account. Currently, the Chapter Manager is the only individual charging purchases to the account. According to the Chapter Manager the account is solely for the purpose of purchasing gasoline for the chapter vehicle. The following are some control issues that were noted in regards to the	

	. (1		
	management of the store account.		
	There were no policies and procedures in place to identify the type of authorized purchases, authorized users, or restrictions on the account.		
	 Chapter Manager did not retain and submit store receipts to the Accounts Maintenance Specialist for reconciliation and filing purposes. 		
	3. Accounts Maintenance Specialist did not reconcile the store invoice to the Chapter Manager's receipt and fuel control card issued by the store prior to payment to verify the accuracy of the charges, purchases were for gasoline for the chapter vehicle only, and purchases were made by an authorized individual.		
	4. Chapter Manager did not place restrictions on the account with store management. According to a store representative, the Chapter can place restrictions on the store account through a written request.		
	5. The Chapter has a vehicle mileage log which requires the Chapter Manager to document the mileage when she refuels the vehicle. However, the Chapter Manager did not consistently complete the mileage log or use it as part of the store account reconciliation.		
	 Based on the payments made on the store account during the audit scope period, the Chapter is taking as long as three months to pay the store invoices. 		
Effect:	There is a risk that an unauthorized individual in possession of the charge card can make unauthorized charges to the Chapter's account. Without sufficient controls and monitoring increases the risk of misuse of the open account.		
Cause:	According to the Chapter Manager, the open account was in place prior to the current staff being hired and the current administration retained the account without consideration for establishing policies and procedure to manage the account. The Chapter assumed their verbal in-house practices were sufficient.		
Recommendation:	 The Chapter Manager and Chapter officials should develop policies and procedures for the store account and have it approved by the Chapter membership. The Chapter Manager should submit store receipts to the Accounts 		
	Maintenance Specialist. 3. The Accounts Maintenance Specialist should reconcile the Chapter Manager's purchase receipts and fuel control card to the store invoice prior to payment and address any discrepancies in a timely manner.		
	4. The Chapter Manager and officials should establish restrictions on the store account consistent with the approved policies and procedures.		
	5. The Chapter Manager should document the mileage in the mileage		

6.	log each time the vehicle is refueled. The Chapter Manager should ensure the store invoices are paid in a timely manner.
	timely manner.

Finding 3: The Chapter awarded financial assistance to ineligible applicants.

Criteria: Condition:	The Tonalea Chapter's Fiscal Policies and Procedures, Section K, requires the Chapter to ensure that financial assistance recipients are registered members of the Tonalea Chapter and have applicable support documentation for the type of assistance being requested in accordance with applicable policies and procedures (i.e. Student Assistance Policies and Procedures). For the 6-month audit period, 18 of 18 financial assistance disbursements totaling \$6,486 were reviewed and the following exceptions were noted to support eligibility.		
			Number of
	Type of Assistance	Exceptions	Exceptions
		Grade Point Average	
		is below the 2.5	
	Student Assistance	requirement	3 of 11 (27%)
		Missing Voter	
	Burial Assistance	Registration	2 of 3 (67%)
	Archaeology Survey	Missing invoices on	
	Assistance	Archaeology survey	3 of 4 (75%)
Effect:	Of the \$6,486 financial assistance files reviewed, the Chapter awarded		
	\$2,486 (or 38%) to ineligible recipients.		
Cause:	The Chapter staff explained that the records went missing due to the		
	staff having to relocate their office after the Chapter warehouse was		
	closed by Environmental Health.		
Recommendation:	1. The Chapter Manager and Accounts Maintenance Specialist should		
	ensure all financial assistance recipients have required		
	documentation to support eligibility in accordance with applicable		
	policies and procedures (i.e. Student Assistance Policies and		
	Procedures).		
	2. The Chapter Manager and Accounts Maintenance Specialist should		
	ensure all Chapter records are organized, maintained and secured		
	at the Chapter's temporary office at all times.		

Finding 4: Complete information on the Chapter finances were not provided to the Chapter membership.

Criteria:	Title 26 of the Local Governance Act, Section 1002.i, states that the	
	Chapter administration is responsible for preparing financial reports on	
	Chapter revenues and expenditures and the Secretary/Treasurer is to	
	present the financial reports to the Chapter membership at a duly	
	called Chapter meeting.	

Condition:	The Balance Sheet and Income Statement were not presented to the	
	Chapter membership during the 6-month audit scope.	
Effect:	In the absence of complete financial reports, the Chapter membership	
	cannot make informed financial decisions.	
Cause:	The Secretary/Treasurer claims the community only wants to hear the	
	fund balances and she was never told that she was required to report	
	all revenues and expenditures. In addition, the Chapter Manager never	
	provided the financial reports to the Secretary/Treasurer in	
	preparation for the Chapter meeting.	
Recommendation:	1. The Secretary/Treasurer should provide complete monthly	
	financial reports to the community including the budget to actual,	
	balance sheet, and income statement and document this action in	
	the meeting minutes with an attached copy of the financial reports.	
	2. The Chapter Manager should provide all financial statements to the	
	Secretary/Treasurer each month in preparation for the Chapter	
	meeting.	

Finding 5: The Chapter cannot account for its property and did not report fixed assets to the financial statements.

Issue: Chapter inventory was incomplete and missing property identification numbers.

Criteria:		
	Section VII.A, requires the Chapter to maintain a complete, detailed	
	and accurate identification of all chapter properties at all times and to	
	ensure all property is tagged with identification numbers. Section V	
	assigns the Chapter Manager the task of ensuring the inventory is	
	current and complete.	
Condition:	The Chapter's property inventory is missing pertinent information to	
	adequately identify the property including property number,	
	acquisition date, and acquisition costs. In addition, 28 of 35 (or 80%) of	
	property items reviewed did not have property numbers affixed to the	
	item and six property items could not be located on Chapter premises.	
Effect:	The Chapter cannot provide reasonable assurance that all property	
	owned and controlled by the Chapter is accounted for on Chapter	
	premises. In the event of missing or stolen property, the Chapter	
	cannot detect it for insurance purposes.	
Cause:		
	property and equipment were tagged because her office was located at	
	Tuba City. In addition, the Chapter Manager did not know of all the	
	required information that should be documented in the property	
	inventory.	
Recommendation:	1. The Chapter Manager should ensure the property inventory is	
	complete with required information.	
	2. The Chapter Manager should ensure all chapter property is tagged	
ţ	with identification numbers and located on Chapter premises.	

Issue: The value of fixed assets was not reported to the balance sheet.

Criteria:	The Tonalea Chapter's Fiscal Policy and Procedures, Section VII.F,		
	requires the Chapter to maintain accurate and reliable records on all		
	Capital Assets and their value shall be reported in the balance sheet.		
Condition:	The Chapter did not have documentation to support the value of the		
	Chapter tractor identified in the property inventory. The financial		
	statements for FY2016 (as of March 31, 2016) did not disclose the		
	Chapter fixed assets (such as buildings, heavy equipment, etc.) or their		
	values.		
Effect:	The value of Chapter assets were understated in the balance sheet.		
Cause:	The Chapter Manager did not develop a fixed asset inventory.		
Recommendation:	1. The Accounts Maintenance Specialist should maintain accurate and		
	reliable records to support the value of fixed assets.		
	2. The Chapter Manager should develop a fixed assets inventory.		
	3. The Chapter Manager should report the value of their fixed assets		
	to the balance sheet.		

Finding 6: The Chapter cannot justify \$6,068 operating expenditures.

Criteria: Condition:	V.A, of the Procurement Policies and Procedures requires the Accounts Maintenance Specialist to obtain three price quotations to ensure a fair price is being paid and to verify funds availability by reviewing the appropriate ledgers. The Accounts Maintenance Specialist must also obtain and receive merchandise along with the invoice and prepare a receiving report for goods and services received. The Chapter Manager is responsible to approve or disapprove purchases. For the 6-month audit period, 30 out of 43 operating expenditures		
	totaling \$10,970 were reviewed for justification and the following supporting documentation was missing. Type of Exception Number of Exception		
	Missing approval	4 of 30 (or 13%)	
	Missing verification of available funds	4 of 30 (or 13%)	
	Missing quotations	6 of 9 (or 67%)	
	Missing receiving reports	5 of 30 (or 17%)	
	Missing invoice/receipts 5 of 30 (or 17%)		
	In addition, the Chapter paid \$1,307.29 to a private insurance carrier for the Chapter truck which they can obtain from Navajo Nation Risk Management for \$231.42. The Chapter is currently over paying their insurance by \$1,075.87 (or 465%).		
Effect:	The Chapter cannot justify \$6,068 operating expenditures reviewed. It is possible that the Chapter paid more for goods and services than		

	necessary and may not have received the goods and service that they paid for.
Cause:	The Chapter Manager and Chapter officials did not review the voucher packets to verify all required documentation was attached before signing checks and did not ensure the lowest prices were obtained for goods and services.
Recommendation:	The Accounts Maintenance Specialist should ensure all required documents are attached to the voucher packet prior to submitting to the Chapter Manager and Chapter officials for approval of payment.
	2. The Chapter Manager and Chapter officials should review voucher packets to ensure all required documents are attached before signing checks and verify the lowest prices were obtained for goods and services.

Finding 7: The Chapter filing system was in disarray.

Criteria:	The Tonalea Chapter's Records Policies and Procedures, Section VI.A, requires the Chapter to maintain a complete and updated permanent filing system that will enable records to be easily accessed and retrieved. Section V.B requires the Chapter Manager to conduct an annual records inventory with the Accounts Maintenance Specialist to ensure proper storage, disposal, transfer or filing of all records. The Chapter's filing system was in disarray. The following are some of
Condition	 the deficiencies noted with the Chapter's filing system. No store receipts for gas purchases. No supporting documentation for financial assistance awarded. No fixed assets inventory. No supporting documentation for the purchase of goods and services. During field work, auditors noted that the Chapter Manager and Accounts Maintenance Specialist had difficulty retrieving files because each staff thought the other had the files. During field work, auditors noted that the warehouse and storage bins contained prior year Chapter records but they were not organized and filed, instead documents are sitting in piles on desks, shelves, and tables. No records inventory to document proper storage, disposal, transfer or filing of all records.
Effect:	
Cause:	The Chapter Manager explained that the staff had their offices in two different locations and with all the moving around the staff lost track of some of the files and the filing system became disorganized.
Recommendation:	1. The Chapter Manager and Accounts Maintenance Specialist should ensure all required documents to support the purchase of goods and services and financial assistance awarded are on file at the Chapter.

2.	The Chapter Manager and Accounts Maintenance Specialist should
	ensure the fixed assets inventory is on file at the Chapter.
3.	The Chapter Manager and Accounts Maintenance Specialist should
	organize and file all Chapter records including prior year files.
4.	The Chapter Manager should develop a records inventory to ensure
	proper storage, disposal, transfer or filing of all records.

Finding 8: The Chapter's accounting system is not safeguarded from loss.

Criteria:	The Tonalea Chapter's Records Management Policies and Procedures,
	Section X.A and D require all essential, useful, important records to be
	preserved by a backup document or on an electronic memory storage
	device in case of damage or accidental loss. It shall be the responsibility
	of the Administrative Assistant to perform back-up procedures on a bi-
	weekly basis and the Chapter Manager will authorize access to the
	back-up system if needed. Records stored on an electronic storage
	memory device shall be kept at a separate and secured location.
Condition:	1 1
	ups of the accounting system and store the device at an alternate
	location away from the Chapter house for safety purposes.
Effect:	
	the loss of the database, the Chapter will be unable to resume daily
	operations and pay obligations until the data is restored.
Cause:	The Accounts Maintenance Specialist assumed that the automatic back-
	up performed directly on her computer when she logs off at the end of
	the work day was sufficient to back-up the accounting system. The
	Chapter Manager did not verify that the back-up procedures were
	completed by the Accounts Maintenance Specialist.
Recommendation:	1 1 1
	back-ups of the accounting system and store it at a separate and
	secured location.
	2. The Chapter Manager should ensure the Accounts Maintenance
	Specialist completes the back-up procedures.

CONCLUSION

As an LGA certified chapter, the Tonalea Chapter is held to a higher standard regarding the five management system. The five management system is intended to provide reasonable assurance that Chapter financial reporting is reliable and accurate, chapter assets are safeguarded from loss or misuse, and chapter complies with applicable laws and regulations. In 2014, our review of the Tonalea Chapter's five management system concluded that the Chapter was meeting this higher governance standard. However, during this review, we conclude that the Tonalea Chapter's five management system is not operating effectively and does not meet its intended purpose. We found significant deficiencies that compromise the overall integrity of the five management system. In addition, after the Chapter received governance certification in December 2014 they delayed the transition of staff from Navajo Nation employees to Chapter employees. The Chapter did not initiate the process to transition until November 2016 approximately two years after the Chapter became certified.

There is no segregation of duties within the cash receipts process, therefore the Chapter Manager did not detect unposted cash receipts totaling \$1,111 or 42% of total cash receipts. In addition, the Chapter does not have sufficient controls in place for the management of the open account with a local store which increases the risk of unauthorized purchases. Also, the Chapter awarded financial assistance to ineligible applicants totaling \$2,486 or 38% of total recipients reviewed.

Furthermore, complete financial information on the Chapter finances were not provided to the Chapter membership which leaves the community membership unable to make informed financial decisions.

The Chapter inventory was incomplete and missing property identification numbers leaving the Chapter unable to account for all Chapter owned property. In addition, the total value of fixed assets was not reported to the balance sheet resulting in Chapter assets being understated.

Expenditures totaling \$6,068 were paid without supporting documentation resulting in expenditures that cannot be justified by the Chapter.

The Chapter filing system was in disarray which resulted in difficulty in accessing and retrieving documents.

The Chapter's accounting system is not safeguarded from loss because the Chapter is not completing periodic back-up procedures and storing it off-site which could leave the Chapter unable to resume daily operations and pay obligations in the event the accounting system is stolen or destroyed.

CLIENT RESPONSE

Council Delegate: Tauchoney Slim Jr.

Grazing Official: Bruce Daw

Secretary/Treasurer: NorasEcvyle

Phone: (928) 283.3342

President: Darryl Jim

Vice President: Colbert Davzie

Email: tonaleachapter@yahoo.com

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MEMORANDUM

TO

Elizabeth Begay, Auditor General

NAVAJO NATION OFICE OF AUDITOR GENERAL

Karen Briscoe, Senior Auditor

NAVAJO NATION OFICE OF AUDITOR GENERAL



FROM

Betty A. Tso, Chapter Manager

TONALEA CHAPTER

THUR

Darry Jim, President

TONALEA CHAPTER

DATE

January 06, 2017

SUBJECT

SPECIAL AUDIT REVIEW - TONALEA CHAPTER

WESTERN NAVAJO AGENCY

Please accept this Memorandum as an acknowledgement and in receipt of a final draft of the Special Audit Review. Tonalea Chapter will begin the process of a Corrective Action Plan with the recommendations made by the Office of Auditor General within thirty (30) days. As part of the Corrective Action Plan, Tonalea Chapter will provide orientations and trainings to the Chapter Officials and Administrative Staff on the Five Management System, Duties and Responsibilities and other applicable regulations, policies and procedures of Tonalea Chapter and Navajo Nation.

With the Special Audit Review, we recognize where our weakness are and need to improve and strengthen in those area. If you should have any questions, please do not hesitate to contact the Tonalea Chapter Administration at (928) 283-3430/331. Thank you.