

STATE OF CONNECTICUT



**AUDITORS' REPORT ON INTERNAL CONTROL OVER FINANCIAL
REPORTING AND ON COMPLIANCE AND OTHER MATTERS
FOR THE FISCAL YEAR ENDED JUNE 30, 2016
STATE OF CONNECTICUT
COMPREHENSIVE ANNUAL FINANCIAL REPORT**

AUDITORS OF PUBLIC ACCOUNTS

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STATE OF CONNECTICUT



AUDITORS OF PUBLIC ACCOUNTS

State Capitol
210 Capitol Avenue
Hartford, Connecticut 06106-1559

December 30, 2016

Governor Dannel P. Malloy
Members of the General Assembly

We have audited the financial statements and certain other information of the Comptroller of the State of Connecticut as they pertain to the central accounting of state financial operations, on a budgetary basis of accounting, for the fiscal year ended June 30, 2016. The auditors' report on the Comptroller's civil list financial statements, the audited civil list financial statements themselves, and the related auditors' report on compliance and internal control over civil list financial reporting are included in a separate report entitled *Annual Report of the State Comptroller – Statutory Basis*, for the fiscal year ended June 30, 2016, issued November 30, 2016.

We have also audited the financial statements and certain other information of the Comptroller of the State of Connecticut as they pertain to the State of Connecticut's financial position and results of operations on the basis of generally accepted accounting principles (GAAP). The auditors' report on the financial statements of the governmental activities, the business-type activities, the aggregate discretely presented component units, each major fund, the aggregate remaining fund information, the respective budgetary comparison for the General Fund and the Transportation Fund, the respective changes in financial position and cash flows, where applicable, and the related notes to the financial statements of the State of Connecticut, which collectively comprise the state's basic financial statements are included in a separate report entitled *Comprehensive Annual Financial Report - Fiscal Year Ended June 30, 2016*, known as the state's CAFR.

We have conducted 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. We consider internal control over financial reporting as well as compliance with laws, regulations and other requirements that could have a direct and material effect on the financial statement amounts, in accordance with these standards. We are issuing our Independent Auditors' 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*.

During our audit, we became aware of a matter that is considered an internal control weakness not deemed significant or material but is an opportunity to strengthen controls and improve operating efficiencies. The accompanying State Auditors' Findings and Recommendations details this finding and recommendation for corrective action.

We also wish to express our appreciation for the courtesies shown to our representatives during the course of our audit. The assistance and cooperation extended by the personnel of the Office of the State Comptroller in making their records readily available and in explaining transactions as required greatly facilitated the conduct of our examination.



Matthew Rugens
Administrative Auditor

Approved:



John C. Geragosian
Auditor of Public Accounts

December 30, 2016
State Capitol
Hartford, Connecticut

**INDEPENDENT AUDITORS' 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**

Governor Dannel P. Malloy
Members of the General Assembly

We have audited 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, the financial statements of the governmental activities, the business-type activities, the aggregate discretely presented component units, each major fund and the aggregate remaining fund information of the State of Connecticut as of and for the year ended June 30, 2016, and the related notes to the financial statements, which collectively comprise the state's basic financial statements and have issued our report thereon dated December 30, 2016. Our report includes a reference to other auditors. Other auditors audited the financial statements of certain funds and discretely presented component units of the state, as described in our report on the State of Connecticut's financial statements. This report does not include the results of the other auditors' testing of internal controls over financial reporting or compliance and other matters that are reported on separately by those auditors. The audits of the financial statements of the Bradley International Airport Parking Facility, Connecticut State University System, Connecticut Community Colleges, and the University of Connecticut Foundation and University of Connecticut Law School Foundation were not conducted in accordance with *Government Auditing Standards*.

Internal Control Over Financial Reporting:

In planning and performing our audit of the financial statements, we considered the State of Connecticut's internal control over financial reporting (internal control) as a basis for designing our auditing procedures that are appropriate in the circumstances for the purpose of expressing our opinion on the financial statements, but not for the purpose of expressing an opinion on the effectiveness of the State of Connecticut's internal control. Accordingly, we do not express an opinion on the effectiveness of the State of Connecticut's internal control.

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

Our consideration of internal control was for the limited purpose described in the first paragraph of this section and was not designed to identify all deficiencies in internal control that might be material weaknesses or significant deficiencies. Given these limitations, during our audit, we did not identify any deficiencies in internal control that we consider to be material weaknesses or significant deficiencies. However, material weaknesses or significant deficiencies may exist that have not been identified.

Compliance and Other Matters:

As part of obtaining reasonable assurance about whether the State of Connecticut'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 no instances of noncompliance that are required to be reported under *Government Auditing Standards*.

We noted certain other matters that we have reported to management in the following State Auditors' Findings and Recommendations. The state's management responses to findings identified in our audit were not subjected to the auditing procedures applied in the audit of the financial statements, and accordingly, we express no opinion on it. In addition, we have reported or will report to management findings in separately issued departmental audit reports covering the fiscal year ended June 30, 2016

Purpose of this Report

The purpose of this report is solely to describe the scope of our testing of internal control and compliance and the results of that testing, and not to provide an opinion on the effectiveness of the entity's internal control or on compliance. This report is an integral part of an audit performed in accordance with *Government Auditing Standards* in considering the entity's internal control and compliance. Accordingly, this report is intended solely for the information and use of the Governor, the State Comptroller, the Appropriations Committee of the General Assembly, the Legislative Committee on Program Review and Investigations, and federal awarding agencies and pass-through entities and is not intended to be and should not be used by anyone other than these specified parties. However, this report is a matter of public record and its distribution is not limited.



John C. Geragosian
Auditor of Public Accounts

December 30, 2016
State Capitol
Hartford, Connecticut

OTHER MATTERS

Implementation of GAAP-Based Budgeting

The *Annual Report of the State Comptroller – Statutory Basis* for the fiscal year ended June 30, 2016, reflects the third year of GAAP-based budgeting. The move to GAAP-based budgeting resulted from the passage of Public Act 11-48 and the passage of the 2013-2014 and 2014-2015 biennial budget plan in Public Act 13-184, as adjusted by Public Act 13-247 and Public Act 14-47; as well as the passage of the 2015-2016 and 2016-2017 biennial budget plan in Public Act 15-244. The intent of GAAP-based budgeting was to narrow the difference between the accounting for the state budget and the CAFR, which would allow for the CAFR to be the single accounting report for the State of Connecticut.

Passed as part of the *Plan for Conversion to GAAP-Based Budgeting Developed in Accordance With Governor Dannel P. Malloy’s Executive Order No. 1*, the details of Public Act 11-48 and the history of efforts leading to its passage from its start in 1993 were described in our *Auditors’ Report Office of the State Comptroller for the Fiscal Years Ended June 30, 2011*, and *Auditors’ Report Office of the State Comptroller for the Fiscal Years Ended June 30, 2012*. The results of the first year of GAAP-based budgeting and certain issues with its implementation are described in our *Auditors’ Report on Internal Control Over Financial Reporting and on Compliance and Other Matters For The Fiscal Year Ended June 30, 2014 - State of Connecticut Comprehensive Annual Financial Report*.

As described in the previous year’s report, the statutory basis of accounting adopted by the Office of the State Comptroller is not GAAP reporting as recognized by the Government Accounting Standards Board. It is not on a GAAP basis in that it does not carry forward accruals from one fiscal period to the next on the Core-CT accounting system. Instead, it continues to utilize the modified cash basis of accounting as a compromise to avoid significant operational changes in Core-CT processes. As a result, budgets are not being controlled on a GAAP basis, and monthly reporting on the Core-CT system is not on a GAAP basis. The prior report also noted that the University of Connecticut, University of Connecticut Health Center, Connecticut State University, Connecticut Community Colleges, Office of Legislative Management, and Judicial Department are allowed to operate as limited scope Core-CT agencies. These agencies process their transactions through their own accounting systems and then periodically enter the information into the Core-CT system. As a result, significant receivables and payables can accrue at month or year-end that is not promptly reported on the Core-CT system.

Because the state’s budget deficit is projected by monthly financial reports, it is unclear which number should be utilized to apply the statutory requirements related to the Governor’s submission of a deficit mitigation plan. To provide GAAP reporting for the CAFR that is compliant with the modified accrual basis of accounting required by the Government Accounting Standards Board, the manual entry of miscellaneous accounting information not available on the Core-CT system is still required. To properly monitor budgetary compliance on a modified accrual basis, the Core-CT accounting system would need to provide periodic information on accrued revenues and expenditures without a “close” of the system.

Reconciliation of Fund Balance - General Fund:

As described in our previous reports, the difference in accounting basis results in a deficit in the Unreserved Fund Balance of the General Fund when adjustments were made to reflect the modified accrual basis used under GAAP as required for the CAFR. A reconciliation of the net change in fund balances for the General Fund, as reported under the budgetary and GAAP basis of accounting, has been historically presented in Note 2 of the CAFR. A schedule illustrating the differences in adjustments for the past three fiscal years is presented below:

<u>Nearest Thousand Dollars</u>	<u>June 30, 2014</u>	<u>June 30, 2015</u>	<u>June 30, 2016</u>
Unreserved Fund Balance (Deficit) –			
Budgetary / Statutory Basis	\$ 0	\$ 0	\$ 116,100,000
Adjustments to GAAP Basis:			
Additional Assets:			
Reduction of Income Tax Accrual	(437,000,000)	(475,000,000)	(447,100,000)
Eliminate Corporation Tax Accrual	(7,800,000)	(19,300,000)	(18,500,000)
Additional Taxes Receivable	4,400,000	1,900,000	4,300,000
Net Accounts Receivable	326,800,000	398,100,000	388,000,000
Federal and Other Grants Receivable	37,500,000	185,600,000	46,200,000
Due From Other Funds	39,200,000	48,700,000	46,400,000
GAAP Conversion Bonds	<u>598,500,000</u>	<u>0</u>	<u>0</u>
Total Additional Assets	\$ 561,600,000	\$ 140,000,000	\$ 19,300,000
Additional Liabilities:			
Salaries and Fringe Benefits Payable	65,500,000	(74,200,000)	90,800,000
Accounts Payable – Dept. of Social Services	(1,900,000)	(31,200,000)	(42,900,000)
Accounts Payable – All Other	(538,500,000)	(432,300,000)	(728,600,000)
Payable to the Federal Government	(202,900,000)	(304,700,000)	(360,800,000)
Due to Other Funds	<u>(81,000,000)</u>	<u>(90,800,000)</u>	<u>(92,800,000)</u>
Total Additional Liabilities	\$ (758,800,000)	\$ (933,200,000)	\$(1,134,300,000)
Statutory Requirement –			
Change in Accounting Method	(529,900,000)		
Unreserved Fund Balance (Deficit) –			
GAAP Basis	<u>\$ (727,100,000)</u>	<u>\$ (793,200,000)</u>	<u>\$ (998,900,000)</u>

As shown above, the most significant adjustments that occur each year are reducing the income tax accrual, the recording of other receivables, and the recording of payables incurred prior to the fiscal year end. The \$116,100,000 Unreserved Fund Balance under the budgetary basis for the 2015-2016 fiscal year represents the \$47,580,846 in GAAP deficit amortization described below; net against the \$598,500,000 in GAAP Conversion Bonds and (\$529,979,151) fund balance due to a change in accounting method from the initial year of GAAP based budgeting. This fund balance is now reported on the *Annual Report of the State Comptroller – Statutory Basis* as “Fund Balance Related to Statutory GAAP Budgeting.”

In this third year of GAAP-based budgeting, we again observe that actual GAAP budgeting would have properly recognized the July tax accruals and salaries, fringe benefits and accounts payable at the end of the fiscal year. If a more comprehensive method of GAAP-based budgeting was employed, the year-end fund balances under the Statutory Basis (GAAP-based budgeting) would more closely resemble the GAAP basis fund balances.

Revision to the Amortized GAAP Deficit and to Section 2-35 and Section 4-72 of the General Statutes:

In order to implement GAAP-based budgeting, the General Assembly passed Public Act 11-48 to revise Section (b) of Section 2-35 and Section 4-72 of the General Statutes to require that the Governor propose, and General Assembly enact, a state budget that must exclude as revenues the estimated unappropriated prior year surplus, and include as expenditures, the amount necessary to extinguish any unreserved negative balance in any budgeted fund as reported by the prior year CAFR. Public Act 11-48 also revised Section 3-115 of the General Statutes and required the annual report of the State Comptroller to be prepared in accordance with generally accepted accounting principles.

The 2013-2014 fiscal year budget was the initial year of GAAP-based budgeting, and under Section 235 of Public Act 13-247, the GAAP deficit that accumulated over many years was to be addressed. By starting with the June 30, 2013 GAAP deficit of \$1,217,051,000 as reported in that year's CAFR and by applying the proceeds of \$598,500,000 of GAAP Conversion Bonds, an adjusted GAAP deficit for June 30, 2013 totaling \$618,551,000 resulted, which by Public Act 13-247 is to be amortized in equal amounts of \$47,580,846 during the 2016 through 2028 fiscal years. However, after the budget for the 2013-2014 fiscal year was adopted, and at the close of that fiscal year, it was found that the June 30, 2014 GAAP deficit as reported by that year's CAFR totaled \$727,209,000, which was a \$108,658,000 unforeseen increase in the GAAP deficit. The cause of this increase was partly due to the income tax accrual period for that fiscal year containing more payroll days, which increased the variance between the GAAP basis of accounting and the statutory (budgetary) basis. This added an additional \$64,000,000 to the GAAP deficit because more General Fund revenue was attributed to the statutory accrual period, which ends no later than five business days after the last day of July. The remaining \$44,700,000 variance was attributed to various closing adjustments made to accounts payable and receivable as part of preparing the CAFR. Some of these errors were caused by the transfer of the federal portion of the Medicaid program from the General Fund to the Restricted Grants and Accounts Fund in the 2013-2014 fiscal year.

To address this condition, the General Assembly revised the 2015-2016 and 2016-2017 biennial budget with the passage of Public Act 15-1 in the December 2015 Special Session. It amended Section 3-115b Subsection (c) of the General Statutes to require the additional GAAP deficit to be amortized in equal increments in each fiscal year of each biennial budget, during the 2017 through 2028 fiscal years. Following that, Public Act 16-3, passed in the May 2016 Special Session, changed the amortization of the additional GAAP deficit to equal increments of \$9,878,000 in each fiscal year of each biennial budget, during the 2018 through 2028 fiscal years.

Public Act 15-1 also revised Section (b) of Section 2-35 and Section 4-72 of the General Statutes to again require estimated revenues to cover the negative unassigned fund balance as reported by the *Annual Report of the State Comptroller* rather than the CAFR. We note that although it is required by Public Act 11-48, the annual report is not prepared in accordance with GAAP but instead reflects the state's budget act and reporting on a statutory basis of accounting.

Accumulated GAAP Deficit:

As reported in the *Comprehensive Annual Financial Report*, on a government-wide basis, which takes into account all non-fiduciary state assets and liabilities (for the primary government including all funds, in addition to the General Fund), the total net position of the state as of June 30, 2016 was a deficit of \$40,333,811,000. This is a \$5,007,700,000 increase in the deficit as compared to the amount reported as of June 30, 2015. The increase in the deficit was primarily caused by a \$5,058,297,000 increase in the non-current portion of the state's long term liabilities, the expenditure of \$170,418,432 from the accumulated balance in the Budget Reserve Fund, and a net decrease in the deferred inflows and deferred outflows of resources related to pensions. These increases in the deficit were partially offset by an increase in capital assets net of depreciation.

A schedule presenting the deficit on a government-wide basis, from the CAFR Statement of Net Position (Assets) – Total Net Position (Assets), since the CAFR has presented this information follows:

Fiscal Year Ended, June 30, 2002	\$ (816,926,000)
Fiscal Year Ended, June 30, 2003	\$ (1,471,912,000)
Fiscal Year Ended, June 30, 2004	\$ (1,780,341,000)
Fiscal Year Ended, June 30, 2005	\$ (1,392,024,000)
Fiscal Year Ended, June 30, 2006	\$ (784,864,000)
Fiscal Year Ended, June 30, 2007	\$ (242,540,000)
Fiscal Year Ended, June 30, 2008	\$ (2,203,449,000)
Fiscal Year Ended, June 30, 2009	\$ (5,065,237,000)
Fiscal Year Ended, June 30, 2010	\$ (9,388,402,000)
Fiscal Year Ended, June 30, 2011	\$ (9,856,474,000)
Fiscal Year Ended, June 30, 2012	\$(10,555,813,000)
Fiscal Year Ended, June 30, 2013	\$(10,457,941,000)
Fiscal Year Ended, June 30, 2014	\$(12,589,951,000)
Fiscal Year Ended, June 30, 2015	\$(35,326,113,000)
Fiscal Year Ended, June 30, 2016	\$(40,333,811,000)

The significant increases in the deficit starting with the fiscal year ended June 30, 2008 and in the succeeding years resulted from increases in total bonded debt and poor economic conditions that lead to budget deficits, the exhaustion of the Budget Reserve Fund, and declines in the valuation of state pension investments. The most recent significant increase, occurring in the fiscal year ended June 30, 2015, was the result of the implementation of Government Accounting Standards Board Statement No.68, which required employers to post to their CAFR Statement of Net Position their net pension liability. The net pension liability is defined as actuarial accrued liability calculated on the entry age normal actuarial funding method less the market value of assets available to fund that liability. In the fiscal year ended June 30, 2018, the state will be required to adopt Government Accounting Standards Board Statement No.75, which requires the same reporting by employers of the net liability for other post-employment benefits (retiree health care costs) as for pensions.

STATE AUDITORS' FINDINGS AND RECOMMENDATIONS

Our review of statewide financial reporting identified internal control weaknesses as defined by auditing standards generally accepted in the United States of America. Although they are not deemed significant deficiencies or material weaknesses per those standards, they are areas that require corrective action. These areas are detailed in the following pages:

Inadequate Financial Reporting Process – Agency Prepared GAAP Adjustment Forms:

Criteria: The Office of the State Comptroller has a long established procedure of requiring state agencies to prepare and submit adjustment forms to report various account balances, accruals, liabilities, contingencies and other information required to report the state's financial position on a GAAP basis to the State Comptroller. These forms are required to be submitted with accurate information by certain deadlines.

Condition: Prior audits have revealed that various state agencies did not submit accurate GAAP adjustment forms. The review of agency prepared forms by our field audit staff for the 2016 fiscal year again revealed significant errors and omissions in the amounts reported. The material errors found and corrected were as follows:

- The Office of the State Comptroller understated the liability of the SEBAC vs. Rowland settlement by \$13,219,000.
- The Department of Banking failed to include \$5,599,996 in receivables that were written off after the close of the 2016 fiscal year.
- The Department of Housing overstated insured balances in interest-bearing accounts by \$17,002,496.
- The Department of Public Health failed to properly report \$3,932,766 in receivables it expected to collect.
- The Department of Administrative Services – Bureau of Construction Services overstated its contractual retainages by \$17,720,388 and understated its ending balance of construction in progress by \$62,816,679. It also failed to report \$7,744,357 in payables at the end of the fiscal year.
- The Teachers' Retirement Board improperly reported contributions made in previous and subsequent fiscal years in 2016 fiscal year revenues and included health insurance premium fund payments in its report for the retirement fund, overstating

the retirement fund contributions by \$48,341,211. It also failed to report year-to-date unrealized investment losses in accordance with GASB 31, overstating investment income by \$213,328,881.

- The Department of Transportation understated depreciation of infrastructure assets by \$233,867,026, and overstated construction in progress by \$80,403,318.

Effect: The audit and correction of these errors results in the delay of the preparation and issuance of the state's CAFR and adds to the risk for error.

Cause: For some of the conditions noted above, our previous audit revealed almost identical types of errors. Although improvement has been shown, there still is a need for the Office of the State Comptroller to follow up on agencies that make repeated errors.

Recommendation: The Budget and Financial Analysis Division of the Office of the State Comptroller should provide specific additional training and monitoring in the preparation and submission of accurate GAAP adjustments. (See Recommendation 1.)

Agency Response: "We agree with this audit finding. The division intends to continue working with state agencies to improve the quality and accuracy of their financial reporting. We will continue this effort, as we have in past years, through additional clarification and examples in written instructions, on-site visits, trainings and telephone access for specific questions. Also for Fiscal Year 2016 reporting, we added an on-line Power Point presentation to assist agencies in the proper submission of accounting information. These efforts in the past have lessened errors in specific reporting areas such as contractual obligations. We also note that the ongoing effort to reduce the size of the state workforce has resulted in considerable transfer of reporting responsibilities at many agencies. As a result agency staff that were trained and reporting correctly have been replaced. Turnover, especially when it is accelerating, is always a complication in training activities. We trust that our addition of on-line training materials will assist new report preparers.

We continue to be grateful to the State Auditors for helping to identify agencies and financial issues that require additional explanation and intervention by the division. In one such case that you have cited, the Teachers' Retirement Board, the division assigned an accounting manager to spend one morning a week over a two month period to assist the board to balance its major retirement

and health accounts. The Office of Policy and Management and the Treasurer's Office also provide assistance to the board in this matter. It is especially frustrating when training and high level support activity is provided and the same or similar reporting errors persist.”

SUMMARY OF RECOMMENDATIONS

Status of Prior Audit Recommendations:

One recommendation was presented in our *Auditors' Report on Internal Control Over Financial Reporting and on Compliance And Other Matters for the Fiscal Year Ended June 30, 2015 State of Connecticut Comprehensive Annual Financial Report*. This recommendation is being repeated for the fiscal year ended June 30, 2016. The previous recommendation and its resolution are as follows:

1. The Budget and Financial Analysis Division of the Office of the State Comptroller should continue additional training and monitoring in the preparation and submission of accurate GAAP adjustments – Through our current review, we found conditions had generally improved in the reporting of contractual obligations. However, for certain agencies, errors were made in other adjustments in the same way as in the previous year. Therefore, we are repeating the Recommendation.

Current Audit Recommendations:

- 1. The Budget and Financial Analysis Division of the Office of the State Comptroller should provide specific additional training and monitoring in the preparation and submission of accurate GAAP adjustments.**

Comment:

Our examination revealed that the State Comptroller had continuing problems accumulating accurate GAAP adjustment data from certain state agencies.