



Promoting Accountability of Public Resources

## AUDITOR GENERAL'S REPORT



**On the Audit of the Monrovia  
Consolidated school System  
(MCSS)**

**For the period July 1, 2014 to  
June 30, 2015**

**September, 2017**

**Yusador S. Gaye, CPA, CGMA  
Auditor General, R.L.**

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**Acronyms/Abbreviations/Symbols**

<b>Acronym</b>	<b>Meaning</b>
AG	Auditor General
CBL	Central Bank of Liberia
CGMA	Chartered Global Management Accountant
CMC	Cash Management Committee
CPA	Certified Public Accountant
GAC	General Auditing Commissions
GL	General Ledger
GoL	Government of Liberia
IA	Internal Audit
IB	International Bank
INTOSAI	International Organization of Supreme Audit Institutions
IPSAS	International Public Sector Accounting Standards
ISSAIs	International Standards of Supreme Audit Institutions
Ecobank	Ecobank Transnational Inc.
L\$	Liberian Dollar
MCSS	Monrovia Consolidated School System
PFM Act	Public Financial Management Act
PPC Act	Public Procurement and Concessions Act
PPCC	Public Procurement and Concessions Commission
PVs	Payment Vouchers
RL	Republic of Liberia
TB	Trial Balance
TOR	Term of Reference
US\$	United States Dollar

## **AUDITOR GENERAL'S REPORT**

September 21, 2017

Hon. Adolphus Benjamin Jacobs  
**Superintendent**  
Monrovia Consolidated School System  
Monrovia, Liberia

Dear Hon. Jacobs:

### **Compliance Report on the Monrovia Consolidated School System Period July 1, 2014 to June 30, 2015**

We have audited the activities and financial transactions of the Monrovia Consolidated School System in compliance with relevant laws and regulations for the periods ended June 30, 2015 consistent with the Auditor General's mandate as provided for in Section 2.1.3 of the General Auditing Commission (GAC) Act of 2014 as well as the Audit Engagement Terms of Reference (ToR).

#### **Management's Responsibility**

This audit was conducted on the basis or understanding that the Management of the Monrovia Consolidated School System (MCSS) has the responsibility to establish and maintain internal controls necessary to:

Enable it undertake its contract awards, goods delivery, projects execution, evaluation and reporting in an effective and efficient manner as well as the preparation of documentation on the procurement/projects that are free from material misstatements whether due to fraud or error and in compliance with authorities that govern them;

Provide reasonable assurance that adopted policies and prescribed procedures are adhered to and errors and irregularities, including fraud and illegal acts are prevented or detected; and to provide us with access to the following:

- All information of which the Monrovia Consolidated School System(MCSS) is aware of that is relevant to its contract awards, goods delivery, project execution, evaluation and reporting as well as their related documentation;
- Any additional information that we may request from Management for the purposes of the review; and
- Unrestricted access to persons within the Institution from whom we determine it necessary to obtain review evidence.

### **Auditor's Responsibility**

Our responsibility is to independently express a conclusion on the financial records of the Monrovia Consolidated School System (MCSS) based on our audit. Our audit was conducted in accordance with the International Organization of Supreme Audit Institutions (INTOSAI) Fundamental Auditing Principles and Guidelines for Compliance Audit. Those principles require that we comply with ethical requirements and plan and perform the audit so as to obtain reasonable assurance as to whether the use of the Monrovia Consolidated School System (MCSS) Funds are in compliance, in all material respects, with stated laws and regulations.

An audit involves performing procedures to obtain sufficient appropriate evidence to support our conclusion. The procedures performed depend on the auditor's professional judgment, including assessing the risk of material non-compliance, whether due to fraud or error. The audit procedures performed are those we believe are appropriate in the circumstances. We believe that the audit evidence gathered is sufficient and appropriate to provide the basis for our conclusion.

### **Basis for Disclaimer Conclusion**

The Monrovia Consolidated School System Management prepared the financial statements without supporting documents such as Cashbooks, Trial balance, General Ledgers; as such, we could not authenticate the amount of **US\$3,159,410.00** reported in the financial statements.

The Monrovia Consolidated School System Management did not perform bank reconciliations for the period under audit. Due to the lack of bank reconciliation statements, we could not confirm that the cash and bank balances that should have been recorded were actually recorded and disclosed.

The MCSS' Management did not disclose in its financial statements internally generated funds such as schools fees and other related fees for the period under audit. We could not verify for what purpose the collected amounts of *US\$6,319.00 and LD\$6,367,530.65* were utilized.

The MCSS' Management received US\$5,310.00 and LD\$128,845.00 fees from rental of school facilities, but did not deposit the amounts in designated bank accounts nor disclosed it in expenditure shown on the financial statement for the period under audit. .

The MCSS' Management maintained twenty-two (22) employees who were dismissed, died (after the statutory period of three months after death) and resigned on the payroll, thereby resulting in a loss to Government of LD\$3,132,034.00.

The MCSS' Management did not maintain a detailed Fixed Assets Register/listing that provides information about the cost of asset, date of purchase and coding. Due to the absence of a fixed assets Register/listing that meets the requirement of the Public Financial Management Act, resulting in inability to obtain reasonable assurance as to the accuracy and completeness of the assets owned by MCSS.

**Disclaimer Conclusion**

Based on the audit work performed, because of the significance of the matters noted in the Basis for Disclaimer paragraphs above, we are unable to, and therefore do not express a conclusion on the Monrovia Consolidated School System Management's compliance with stated laws and regulations.

  
**Yusador S. Gaye CPA, CGMA  
Auditor General, R.L.**

**Monrovia, Liberia  
September, 2017**

## **BACKGROUND**

### **Background of the Monrovia Consolidated School System**

The audit of the Monrovia Consolidated School System was commissioned by the Auditor General for period July 1, 2014 to June 30, 2015.

The Monrovia Consolidated School System was created by an Act of the National Legislature on December 24, 1964. The purpose of this program is to establish additional schools, combine present schools or discontinue schools for the development and improvement of the system.

It also ensures the proper and efficient conduct of the school system in a manner consonant with the general policies and regulations of the Ministry of Education.

The MCSS was also established to provide an environment for teaching, research and entrepreneurship training in science and technology for the industrial and socio-economic development of Liberia. MCSS also offers services to communities, and is open to all Liberians and entrepreneurs from around Africa and other international communities.

### **Key Personnel of MCSS**

<b>No</b>	<b>Name</b>	<b>Rank</b>	<b>Telephone number</b>
1	Adolphus Benjamin Jacob	Superintendent	2013 to present
2	Roseline N. Sherman	Asst. Superintendent	2014 to Present
3	Felecia P. Wollor	Acting Comptroller	2013 to Present
4	G. Samuel Lavela	Director/Personnel-Human Resource	1996 to Present
7	Edwin Beyan	Director/procurement	1984 to Present

### **Audit Objectives**

The main objective of the audit is to gather sufficient appropriate audit evidence to conclude whether the activities and financial information of the Monrovia Consolidated School System for the period July 1, 2013 to June 30, 2014 are in compliance, in all material respects with policies, procedures, applicable laws, regulations, and are free of material errors.

### **Audit Methodology**

The audit was conducted in accordance with the International Standards of Supreme Audit Institutions (ISSAIs). Those standards require that we plan and perform the audit to obtain reasonable assurance that the financial information provided by the Management of the Monrovia Consolidated School System is in compliance, in all material respects with policies, procedures, applicable laws, regulations, and are free of material errors. In furtherance of this, we undertook audit procedures as would enable us to attain the above objective.

Our audit also took cognizance of the requirements under the Auditor General's mandate as provided for under Section 2.1.3 of the GAC Act of 2014 as well as the Audit Engagement Terms of Reference (TOR). Our audit approach included observation, inquiries, inspections, re-performance,

confirmation, and analytical procedures on areas we considered as high risk.

While the audit was not directed at reporting the following, we have reported on the below issues which came to our attention during the course of the audit:

- Non-effective performance of the program - relates to Management's responsibility to undertake activities in a non-effective and non-efficient manner.
- Non-delivery of goods and services – relates to Management's non-exercise of responsibility to ensure that all goods and services procured are delivered.
- Instances of non-compliance with applicable laws and regulations - relates to Management's non-exercise of responsibility to use resources, and fulfill accountability requirements, in accordance with applicable agreements, laws and regulations governing contracts award, goods and service delivery, projects execution, evaluation and reporting.
- Waste – relates to Management's non-exercise of responsibility to obtain and apply resources in an economical manner, without any public money being wasted.
- Instances of abuse - relates to Management's non-exercise of responsibility to meet the expectations of the National Legislature and the public as they relate to appropriate standards of behavior.

### **Limitation of Responsibility**

We reviewed the systems and management controls operated by the Monrovia Consolidated School System only to the extent we considered necessary for the effective conduct of this audit. As a result, our review may not have detected all weaknesses that existed or all improvements that could be made.

## 1 DETAILS FINDINGS AND RECOMMENDATIONS

### 1.1 Financial Issues

#### 1.1.1 Financial statements

##### Observation

1.1.1.1 Regulations A.3 (1) of the PFM Act of 2009 states that "Any public officer concerned with the conduct of financial matters of the Government of Liberia, or the receipt, custody and disbursement of public and trust moneys, or for the custody, care and use of government stores and inventories shall keep books of accounts and proper records of all transactions and shall produce the books of accounts and records of the transactions for inspection when called upon to do so by the Auditor-General, the Comptroller General, the relevant internal auditor and any officers.

1.1.1.2 It was observed during the audit that MCSS' Management prepared the financial statements for the period 2014/2015 with no supporting documents such as Cashbooks, Trial balance, and General Ledgers to authenticate the GOL amount of **US\$3,159,410.00** reported in the financial statement for the period under audit.

##### Risk

1.1.1.3 Management's failure to provide financial records to support the basis of the expenditure for the period under audit undermines the authenticity, completeness and accuracy of its transactions.

##### Recommendation

1.1.1.4 The Management of MCSS should provide the necessary documents to support and verify the basis for accuracy and completeness of the financial statements.

1.1.1.5 The Management of MCSS should ensure that its expenditures are backed up with adequate supporting documentation.

##### Management's Response

1.1.1.6 *The GOL through the Ministry of Finance and Development Planning (MFDP) made direct payments to vendors and service providers including consultants for all goods and services supplied and rendered to the MCSS. Prior to the start of each fiscal year, the MFDP issued reporting templates to the MCSS for compliance proposes among others.*

1.1.1.7 *The MCSS' vouchers raised are coded and codes are recorded in a designated ledger to keep track of payments, balances and arrears where applicable. The MFDP does not make payments on vouchers raised by the MCSS without supporting documentations*

*attached such as business registration, tax clearance, delivery notes, auditors' verification, etc.*

### **Auditor General's Position**

1.1.1.8 The MCSS Management's assertion did not address the issue raised. Cashbook, trail balance and general ledger are internal financial documents that should be prepared by the MCSS' Management to support the financial statements whether the payments were made internally or by the MFDP. Therefore, the Management of MCSS is in breach of Regulation A.20 in line with the PFM Act of 2009.

### **1.1.2 Undisclosed/Non-Tax Revenue**

1.1.2.1 Regulation B.9. (1) of the PFM Act of 2009 states that "A head of government agency shall fully disclose all non-tax revenues collected, Lodged or retained as part of the monthly revenue collection and quarterly Government Agency account or financial report to the Minister and the Auditor General."

1.1.2.2 It was observed during the conduct of the audit that the MCSS' Management did not disclose in its financial statements internally generated funds such as schools fees and other related fees for the period under audit. Furthermore, analysis of the bank statements revealed that the Management of MCSS collected a total of **US\$6,319.00** and **LD\$6,367,530.65**, respectively. **See Table 2 below.**

**Table 2 - UNDISCLOSED/NON-TAX REVENUE**

Item	Bank's Name	Account Title	Account Number	US \$ Amount	LR\$ Amount
1	IB	Offshores	02.2010-03382-01	-	6,319.00
2	IB	Maintenance	01.2000-03242-02	4,257,185.55	-
3	IB	Feeding A	01.2000-03242-01	1,076,200.00	-
4	Eco-bank	Feeding B	000147009901	1,034,145.00	-
<b>Total</b>				<b>6,367,530.55</b>	<b>6,319.00</b>

### **Risk**

1.1.2.3 Undisclosed financial transactions undermine the accuracy and completeness of the financial information.

### **Recommendation**

1.1.2.4 The Management of MCSS should provide substantive justification for not reporting funds received from school fees and other related fees.

1.1.2.5 Going forward, the Management should ensure full compliance with the IPSAS Cash Basis of Accounting as adopted by the Republic of Liberia in 2009.

#### 1.1.2.6 Management's Response

*We don't understand how the auditors arrived at these figures from "internally generated fees" if there are not records from the MCSS Finance Department to show or reflect such fees. Obviously, these are disclosures that are contained in the MCSS quarter and annual performance and expenditure reports presented to the MCSS Council, the MFDP and the National Legislature. These include WAEC fees and senior high school students' tuitions."*

#### Auditor General's Position

- 1.1.2.7 The MCSS Management's assertion did not address the issue raised. Management did not disclose the internally generated revenue in its financial statements. The GAC obtained the amounts above from the bank statements. Hence, Management is in breach of Regulation A.20 in line with the PFM Act of 2009.

### 1.1.3 Unsupported financial transactions/Documentation

#### Observation

- 1.1.3.1 Regulations A.(1) of the PFM Act of 2009 states that "Any public officer concerned with the conduct of financial matters of the Government of Liberia, or the receipt, custody and disbursement of public and trust moneys, or for the custody, care and use of government stores and inventories shall keep books of accounts and proper records of all transactions and shall produce the books of accounts and records of the transactions for inspection when called upon to do so by the Auditor-General, the Comptroller General , the relevant internal auditor and any officers"
- 1.1.3.2 Regulations A.3 (2) of PFM Act of 2009 further states that "A public officer who fails to keep or produce any records under this regulation is in a breach of financial discipline as define in regulation A.20."
- 1.1.3.3 It was observed that the MCSS' Management did not keep proper books and records, namely, cash receipt journal, cash disbursement journal general ledger and the underline cash vouchers to support the expenditure presented for audit. **(See comparison of the financial statements with MCSS records in Table 2 below in Table 2 below):**

**TABLE 1 - Financial Statement Comparison**

Line Item Code Per Budget	Line Item Description	Amount per Financial Statement A (USD)	Actual Amount per Budget B (USD)	Variance A - B (USD)	Total Vouchers Held by MFDP C (USD)	Variance A-C (USD)
2211	Travel Expense	2,225.00	2,255.00	(30.00)	2,225.00	0.00
2212	Utilities	2,249.70	4,335.00	(2,085.30)	1093.43	1,156.27
2213	RENT	7,499.52	7,500.00	(0.48)	7,500.00	-0.48
2214	Fuel and Lubricant for vehicles and Generator	19,109.68	19,110.00	(0.32)	17,725.94	1,383.74
2215	Repair and maintenance	18,145.00	19,014.00	(869.00)	10,950.00	7,195.00
2216	Office materials, consumable services	41,930.60	53,617.00	(11,686.40)	41,947.00	(16.40)
2217	Consulting Advisory Service Audit	2,499.92	5,000.00	(2,500.08)	2,500.00	(0.08)
2218	Laboratory and consumable	10,000	10,000.00	-	10,000.00	0.00
221901	Education and training related	1,125.00	2,250	(1,125.00)	1,125.00	0.00
<b>TOTAL</b>		<b>104,784.42</b>	<b>123,081.00</b>	<b>(15,796.50)</b>	<b>95,066.37</b>	<b>9,718.05</b>

**Risk**

1.1.3.4 Accuracy and completeness of expenditures cannot be assured.

**Recommendation**

1.1.3.5 The Management of MCSS should provide justification for the variances observed in the comparative analysis.

1.1.3.6 Management should maintain supporting document that form a basis of compliance audit.

### Management's Response

1.1.3.7 *The auditors received and signed for such documents. (See attached list of documents received and signed for by auditors). It was from the MCSS records and documents turned over to the auditors that the auditors designed a table that reflects such "financial statement comparison". As always, funds allotted to the MCSS through the budgetary process are not deposited into MCSS accounts. In other words, the MCSS does not receive cash from the GOL budgetary allocation. Salaries, goods and services are paid directly to vendors and services providers by the MFDP. Therefore, all funds including variations identified from the audits remain within the GOL coffers.*

### Auditor General's Position

1.1.3.8 The MCSS Management's assertion did not address the issue raised. Management should maintain book of accounts such as cash receipt journal, cash disbursement journal, general ledger to support the figures in the financial statements. The vouchers provided by Management were not adequate to support expenditure made during the audit period. This led to the variances noted in our finding. Therefore, the MCSS' Management is in breach of Regulation A.20 in line with the PFM Act of 2009.

### 1.1.4 Rental and Leases

#### Observation

1.1.4.1 Regulation B.8, (1) PFM Act of 2009 states All public moneys collected and retained by the government agency, shall be paid in gross into the designated bank accounts (accounts established with the approval of the MOF) and no use shall be made by any public officer of monies collected in any manner between the time of its receipts and payment into the bank except as provided by an enactment."

1.1.4.2 During the conduct of the audit, it was observed that MCSS' Management received US\$5,310.00 and LD\$128,845.00 in fees from the rental of school facilities, but there was no evidence that the amounts received were deposited in designated bank accounts nor disclosed in expenditure shown on the financial statement presented for the period under audit.. Instead, it was said to have been used for petty cash purposes for the period under audit. **(See Table 3 below and Annexure 1 for detail)**

**TABLE 3 – SCHOOL FACILITIES RENTAL AND LEASES**

No of Locations	Locations	Amount in US\$	Amount in LR\$
18	Various	5,310.00	128,845.00

### **Risk**

- 1.1.4.3 Failure to deposit internally generated funds into an approved designated bank account undermines public sector transparency and accountability that could lead to discretionary spending and possible fraud.

### **Recommendation**

- 1.1.4.4 The Management of MCSS should justify why internal amounts collected were not deposited in compliance with the PFM Regulations.

- 1.1.4.5 The Management of MCSS should ensure that every fund collected is deposited in the designated Bank account prior to use.

### **Management's Response**

- 1.1.4.6 *Upon assumption of office, the current Superintendent established a Special Project Unit within the MCSS charged with the responsibility to oversee and regulate the use of school facilities and properties by community dwellers. A policy was drafted and approved. Churches and other groups were blocked from using the school buildings and facilities as churches and other institutions. This facility use policy has minimized the wear and tear on school properties including furniture. Fees paid for facility use after the policy became effective are used for facility readiness, maintenance, toiletries and compensation for janitors working overtime to keep school facilities clean and safe.*

- 1.1.4.7 *This effort is not a money making venture, it is intended minimize use of facilities, to hold users accountable for damage caused, to avoid misuse of school properties and to ensure our schools are not used to inflict harm or cause disturbances in our communities. Users filled out application forms with full disclosure of legal existence and pay an assessed fee depending on the type of facility and the space involved as contained in the facility use policy. Receipts are issues for all payments received, and a permit for use is issued to the user to present to security to gain access to the school facility. For instance, to use a class room for a meeting at Tubman High School is US\$25.00 or its equivalence in LD\$; to use the gym or cafeteria for a wedding reception is US\$150.00 or its equivalence in LD\$.*

### **Auditor General's Position**

- 1.1.4.8 The MCSS Management's assertion did not address the issue raised. Management failed to deposit the fees collected in rentals in the designated accounts as required by the PFM Act. Therefore, Management is in breach of Regulation A.20 in line with the PFM Act of 2009.

### 1.1.5 Untimely Removal of Employees from Entity's Payroll

#### Observation

1.1.5.1 Regulation T.8 of the PFM Act of 2009 stipulates that "Unless the effective date is otherwise specified under any other enactment, the effective date shall be in the case of:

- (a) A deceased public officer, the three months following the date of death;
- (e) Resignation and retirement, the effective date for stoppage shall be the earlier of:
  - i. date of absence; or
  - ii. date specified on a relevant document.

1.1.5.2 During the period under audit, 2014/2015, we observed that employees, who were dismissed, died or resigned were kept on the payroll for twenty-two (22) months after the statutory period specified by the PFM Act of 2009. **See Table 4 below and Annexure 2 for details.**

**TABLE 4 – UNTIMELY REMOVAL FROM PAYROLL**

No of Employees	Reasons	Calculated Possible Loss
22	Death/Dismissal /Resignation	3,132,034.00

#### Risk

1.1.5.3 Failure to timely reconcile payroll could lead to ghost names on the payroll, overpayment of payroll, and waste of public resources.

#### Recommendation

1.1.5.4 The MCSS' Management should provide justification for continuous payment to former employees who have either die, resigned or dismissed from the employ of MCSS.

#### Management's Response

1.1.5.5 *Former employees who resigned or are dismissed are replaced immediately, salaries form resignations and dismissals are used for new employees. Former dead employees are also removed from payroll almost immediately after a valid death certificate is obtained. The removal form payroll as a result of deaths, resignations and dismissals is the function of the Civil Service Agency. The MCSS responsibility is to communicate to the CSA for such action to be taken. It is always in the best interest of the MCSS to ensure that such deletions form their payrolls are affected without delay.*

#### Auditor General's Position

1.1.5.6 The MCSS Management's assertion that it is the responsibility of the CSA to remove separated employees from payroll is not materially supported. The communication

Management sent to the CSA was dated August 8, 2015, eighteen months after the death of the staff. The MCSS' Management should make concerted effort to ensure that separated employees are removed from the payroll immediately to prevent financial loss to the government. The MCSS' Management should reconcile its payroll and submit a copy of the reconciled payroll to the office of the Auditor General 30 days after the issuance of this report. As it stands, Management is in breach of Regulation A.20 in line with the PFM Act of 2009. See Annexure 2-2

## 1.2 Internal Control Issues

### 1.2.1 Fixed Asset

#### Observation

1.2.1.1 Regulation V.1 (2a & b) of the PFM Act of 2009 states that "The Head of Government Agency must take full responsibility of assets assigned to him by the General Services Agency and ensure that proper control systems exist for assets and that: (a) preventive mechanisms are in place to eliminate theft, losses, wastage and misuse" and (b) inventory level are at an optimum and economical level".

1.2.1.2 It was observed during the conduct of the audit that the Management of MCSS did not maintain a Fixed Assets Registry with a list of coded assets, date of purchase, cost, location and current condition. As a result, we could not verify fixed assets to establish the ownership of assets acquired for the period under audit.

#### Risk

1.2.1.3 In the absence of fixed assets registry and/or asset listing, assets could be susceptible to personal abuse and/or theft.

#### Recommendation

1.2.1.4 The Management of the MCSS should provide justification for not providing fixed assets registers for assets acquired and should provide a listing of assets from prior years plus any addition for the period under audit.

1.2.1.5 Going forward, The Management should provide fixed assets listings for all assets acquired and disposed of during an audit period. Additionally, proper fixed assets, and internal control policies and procedures that align with PFM regulations should be adopted and implemented for the maintenance of fixed assets.

#### Management's Response

1.2.1.6 *Upon the assumption of taking office, the current Superintendent requested the internal Auditors to take inventory of all MCSS assets. That assets inventory was completed and is now used to keep track of MCSS properties. While it is true that MCSS assets are not*

*coded at the moment due to the fact that MCSS does not have the capacity to so, the MCSS has a policy that protects its assets. The process to establish and maintain a Fixed Assets Registry is ongoing.*

### **Auditor General's Position**

- 1.2.1.7 The MCSS' Management assertion is not backed by documentary evidence; therefore, the MCSS Management should ensure that the entity's assets are coded to avoid the risk of theft and conversion to personal use. The MCSS Management should prepare a fixed assets register/listing that meets the requirement of the PFM Act of 2009 and submit a copy of the register/listing to the Office of the Auditor General 30 days after the issuance of this report to the National Legislature.

### **1.2.2 Performance Appraisal**

#### **Observation**

- 1.2.2.1 In terms of the COSO framework on Control Environment, management of an entity should implement a documented Performance Appraisal Process. Performance Appraisal is a systematic evaluation of an individual with respect to performance on the job and the individual's potential for development. This should be used for staff placement to identify staff weaknesses, and guide appropriate corrective actions.

- 1.2.2.2 During the audit, there was no evidence that the Management of MCSS had implemented and documented Performance Appraisal Process.

#### **Risk**

- 1.2.2.3 The lack of a documented Performance Appraisal Process could lead to demotivation of staff as placement and remuneration would not be based on systematic set of performance standards.

#### **Recommendation**

- 1.2.2.4 Management should provide justification for the absence of a performance appraisal system.
- 1.2.2.5 The MCSS' Management should undertake performance appraisal. This could lead to the identification of performance deficiencies of staff, help with appropriate staff placement and serve as a rubric for promotion.

#### **Management's Response**

- 1.2.2.6 *All employees of the MCSS are apprised through an established regulatory process that leads to transfer, suspension and sometimes dismissals. Additionally, all our employees are civil servants who are apprised quarterly by CSA established guidelines. The MCSS has been praised by the CSA of effective appraisal of its employe*

### **Auditor General's Response**

- 1.2.2.7 The MCSS' Management provided no documentary evidence to support its assertion. Therefore, we maintain our recommendation.

### **1.2.3 Internal Audit**

#### **Observation**

- 1.2.3.1 Regulation J.3 (1-2), of the PFM Act of 2009, requires each government agency or organization to establish an Internal Audit Unit to constitute a part of the institution.
- 1.2.3.2 Internal audit should be vested with the responsibility to assess and review the internal control system, quality control procedures and risk management procedures in an organization. It should help the institution to identify and evaluate significant exposure to risk and improve the risk management and control systems.
- 1.2.3.3 The assessment of MCSS' Internal Audit Department revealed the following:
- There was no evidence that the IA is sufficiently independent. The IA reports to the head of entity and not an audit committee, and its functions are not entirely separated from the entity.
  - There was no evidence that IA has an approved Audit Charter which granted unrestricted access to documents, files and personnel.
  - There was no evidence of written TORs for staff in IA
  - There was no evidence of an approved annual audit plan for the period under audit.
  - There was no evidence that IA submitted progress reports on a regular basis to the head of the institution, to show progress against plans.

#### **Risk**

- 1.2.3.4 Failure to strengthen the institution's internal audit function could limit the scope of the unit's activities; increase the risk of management interference in the work of internal audit, thereby compromising the reliability and integrity of financial and operational information.

#### **Recommendation**

- 1.2.3.5 The Management of MCSS should provide justification for not having a functional Internal Audit unit.

1.2.3.6 The Management should ensure the operational independence of the Internal Audit Department by the establishment of an Audit committee within MCSS.

1.2.3.7 The Management should ensure that IA has approved Audit Charter/manual contains code of ethics and TORs.

#### **Management's Response**

1.2.3.8 *The Internal Auditors are sufficiently independent. Three of the five internal auditors are form the Internal Audit Agency (IAA). The other two auditors are in the employ of the MCSS. They were here many years in the employ of the MCSS before the establishment of the IAA. In keeping with the Act that created the IAA, our IAs report to the IAA. There are TORs for all personnel including IAs within the employ of the MCSS. IAs do attend Senior Management Team meetings twice a month where they make report. They do submit annual work plans that are always approved and implemented. Such was the cleaning of the MCSS payroll through a headcount process saving the GL about Seven Hundred Thousand United States Dollars; making the MCSS the only government entity that cleaned up its payroll eliminated its supplementary payroll.*

#### **Auditor General's Position**

1.2.3.9 The MCSS' management did not adequately address the issues raised. The Management should establish an audit committee to which the Internal Audit Unit will report directly in line with the PFM Act of 2009. We maintain our recommendation.

### **1.2.4 Audit Committee**

#### **Observation**

1.2.4.1 Regulation K.10 of the PFM Act of 2009 states, "the Head of government agency or government organization shall in consultation with the Internal Audit Governance Board establish and maintain an audit committee for the government agency or organization for which he/she is responsible."

1.2.4.2 During the audit, there was no evidence that the Monrovia Consolidated School System had established an Audit Committee for the period under audit.

#### **Risk**

1.2.4.3 In the absence of an Audit Committee Management may not implement internal and external audit recommendations on a timely basis.

#### **Recommendation**

1.2.4.4 The Management of MCSS should provide justification for not establishing an Audit committee.

- 1.2.4.5 The Management of the Monrovia Consolidated School System should establish an audit committee to ensure that policies, directives, guidelines and standards for internal auditing are complied with and approved audit recommendations of both internal and external audit, as well as, recommendations of expenditure tracking surveys are implemented.

**Management's Response**

- 1.2.4.6 *Management did not respond to this observation*

**Auditor General's Position**

- 1.2.4.7 In the absence of a response by Management, we maintain our recommendation.

**1.2.5 Strategic and Operational Plans**

**Observation**

- 1.2.5.1 In terms of Committee of Sponsoring Organization (COSO) framework, Government entities or organizations should develop strategic or operational plans in order to ensure that their operations are ethical, orderly, economical, efficient and effective. A strategic plan is a document that outlines an entity's objectives in the long term, while an operational plan is a document that outlines an entity's objectives in the short term. These documents establish the basis for allocating resources for the achievement of organizational objectives.

- 1.2.5.2 It was observed during the conduct of the audit that there is no evidence that the Management of MCSS has developed strategic and operational plans.

**Risk**

- 1.2.5.3 Failure to produce strategic and operational plans could lead to MCSS misdirecting its resources and not deploying resources to areas that may best achieve the entity's objectives.

**Recommendation**

- 1.2.5.4 The Management of MCSS should provide justification for the lack of strategic and operational plans.

- 1.2.5.5 The Council members of MCSS should ensure the preparation of strategic and operational plans for the MCSS.

**Management's Response**

- 1.2.5.6 *Each department and unit within the MCSS Central Administration presents annual work plan to the office of the Director of Planning, Research and Development. These annual*

*plans include individual school plan that are submitted through the Department of Instruction. These plans are compiled, filtered and submitted to the office of the Superintendent from where the Strategic Operational Plan of the MCSS is formulated along with the Budget Committee of the MCSS. The MCSS Strategic Operational Plan, once developed, is submitted to the MCSS' Council for approval, before implementation by the Senior Management Team. The MCSS continues to make significant gains by improving learning outcomes and maximizing student' achievement as evidenced by students' performance data indicator. This is as a result of strategic planning and implementation.*

#### **Auditor General's Position**

- 1.2.5.7 The MCSS' Management provided no documentary evidence to support its assertion. Therefore, we maintain our recommendation.

#### **1.2.6 Policies and Procedures**

##### **Observation**

- 1.2.6.1 The committee of Supporting Organization of the Treadway Commission (COSO) control framework on control activities stipulates that, "Institutions deploy control activities through policies that establish what is expected and procedures that put policies into action" policies and procedure are established and implemented to help ensure that risk responses are effectively carried out within an entity.
- 1.2.6.2 It was observed during the conduct of the audit that there was no evidence the MCSS' Management developed policies and procedures to regulate the Institution's activities. For Example, there were no established policies and procedures for the following activities: human resource, fleet Management, gasoline, scratch cards, daily substance allowances etc.

##### **Risk**

- 1.2.6.3 The lack of policies and procedures to regulate the institution's activities may lead to discretionary decisions and abuse of public funds.

##### **Recommendation**

- 1.2.6.4 The MCSS' Management should provide material justification for failing to develop policies and procedure to guide the activities of the institution.
- 1.2.6.5 Going forward, Management should development and implement policies and procedures to serve as control and prevent discretionary distribution, waste and abuse.

### **Management's Response**

1.2.6.6 *The MCSS does have a Standard Operation Procedural Manual from where it operates. This recent manual was developed and approved in 2014 as a result of a recommendation from the GAC Audit Report on the MCSS in 2014. Before this time, there were established operational procedures upon which the MCSS' Management operated. The GAC auditors approved the use of the MCSS 2014 Standard Operational Manual. A copy of which was made available to the GAC Auditors who in fact still have the manual in their possession. Additionally, the MCSS has since developed and approved Human Resource Manual for all employees including school based personnel. The MCSS is being successful largely due to its policies implementation and strategic planning.*

### **Auditor General's position**

1.2.6.7 The MCSS' Management did not address the issue raised. We indicated that there was no human resource, fleet management, gasoline, and scratch card policies in place at the MCSS. During the conduct of the audit, MCSS did not provide documentary evidence that it had these policies in place. Therefore, we main our recommendation.

1.2.6.8 The MCSS's assertion that "The GAC auditors approved the use of the MCSS 2014 Standard Operational Manual" is incorrect. The GAC does not approve the operating manuals of auditees. Approval of operating manual is a management function and not an audit function.

## **1.2.7 Disaster Recovery Plan**

### **Observation**

1.2.7.1 According to COSO Internal Control Framework on Control Environment, the Management of an entity should develop a documented Disaster Recovery Plan to provide procedures to be followed in the event of a disaster. The plan would mitigate the loss of transaction data and information. The purpose of the plan is to minimize the effects of service interruption of the operations by:

- Specifying procedures to be followed in the event of a disaster or specific situation, especially measures to be put in place to minimize the effects of disasters;
- Assigning responsibilities to various staff members involved in the implementation of the plan;
- Specifying procedures for the restoration of normal service following a disaster.

- 1.2.7.2 It was observed during the conduct of the audit that the Management of MCSS did not establish a disaster recovery plan to mitigate the loss of data and information and help recover transaction data and information to ensure business continuity.

**Risk**

- 1.2.7.3 Management failure to establish a disaster recovery plan may result in the complete loss of transaction data and information in the aftermath of disaster.

**Recommendation**

- 1.2.7.4 The management of MCSS should provide justification for not having a Disaster Recovery Plan.
- 1.2.7.5 Management should establish a disaster recovery plan as part of its risk management strategy. This would mitigate the risk of loss of transaction data and information in the event of a mishap.

**Management's Response**

- 1.2.7.6 *The MCSS' management did not respond to this observation.*

**Auditor General's position**

- 1.2.7.7 In the absence of a response by Management we maintain our recommendation

## **2 ACKNOWLEDGEMENT**

- 2.1 We acknowledge the cooperation and assistance provided to the GAC Audit Team by the Monrovia Consolidated School System Management and other individuals as well as institutions who contributed to the success of this audit. The efforts and commitment of GAC staff in conducting this audit are also gratefully acknowledged.

  
**Yusador S. Gaye CPA, CGMA**  
**Auditor General, R.L.**

**Monrovia, Liberia**  
**September, 2017**

## **Annexure**



**Annexure 1: Rental and Leases**

<b>No.</b>	<b>NAME/LOCATION</b>	<b>AMOUNT (USD\$)</b>	<b>AMOUNT (LRD\$)</b>
1	WILLIAM V. S. TUBMAN HIGH SCHOOL	1,370.00	15,195.00
2	NEW PORT JUNIOR HIGH SCHOOL	700.00	16,800.00
3	D TWEH HIGH SCHOOL	875.00	16,800.00
4	G. W. GIBSON	800.00	19,000.00
5	MONROVIA DEMONSTRATION ELEMENTARY SCHOOL	230.00	14,280.00
6	BOATSWIN HIGH SCHOOL	240.00	11,400.00
9	MARVII SONNI	125.00	5,900.00
10	C.D.B. KING	340.00	8,250.00
11	C. WILLIAM BRUNSKIN	-	6,000.00
12	MATADI COMMUNITY SCHOOL	100.00	2,100.00
13	POINT FOUR ELEMENTARY	100.00	300.00
16	A. GLENN TUBMAN HIGH SCHOOL	50.00	4,350.00
17	MOSES K. WEEFUR	200.00	2,050.00
18	MARY BROWNELL	180.00	6,420.00
<b>TOTAL</b>		<b>5,310.00</b>	<b>128,845.00</b>

**Annexure 2 - 1 Untimely Removal of Employees from Entity's Payroll**

No.	NAME	Date of Resignation /Dismissal	Date of Death	Date Removed from payroll	Gross Wages	No of Months on Payroll	Calculated Possible Loss
1	ELIZA WREH		16-Jul-14	<i>Jan-17</i>	10,000.00	26	260,000.00
2	DAKU DUYENKU		26-Jul-14	<b>1-Aug-15</b>	30,000.00	10	<b>300,000</b>
3	VARNEY GARPOU		5-Sep-14	1-Aug-15	30,000.00	8	240,000.00
4	JOSEPH SLEH		6-Sep-14	1-Jul-17	11,600.00	25	290,000.00
5	MOMETT A. LAHAI		15-Sep-14	1-Jan-15	13,412.00	1	13,412.00
6	ALFRED K. PAYELONE		19-Oct-14	1-Jun-15	27,187.00	5	135,935.00
7	GEORGE KOLLIE		21-Oct-14	17-Jan-17	10,000.00	23	230,000.00
8	LUCY FREEMAN		27-Oct-14	1-Aug-15	12,801.00	7	89,607.00
9	WINIFRED S. TABIE		30-Oct-14	17-Jan-17	11,600.00	23	266,800.00
10	DUCAN KHAMA		2-Nov-14	1-Aug-15	14,800.00	5	74,000.00
11	RUFUS Y. GBOLEE		13-Jun-15	1-Dec-15	30,000.00	3	90,000.00
12					10,000.00	3	30,000.00

*Auditor General's Report on the Audit Of The  
Monrovia Consolidated School System (MCSS)  
For the Period July 1, 2014 to June 30, 2015*

No.	NAME	Date of Resignation /Dismissal	Date of Death	Date Removed from payroll	Gross Wages	No of Months on Payroll	Calculated Possible Loss
	GEORGE S. NYEMA		15-Jun-15	1-Dec-15			
13	TOMMIE WLEH	3/7-2013		Nov-14	10,000.00	5	50,000.00
14	VARMUNYAN SHERIFF	2/9/2015		Jul-16	30,000.00	17	510,000.00
15	GARWU VANYANBAH	3/25/2015		Apr.2015	9,425.00	1	9,425.00
16	JENEBA PERRY	3/25/2015		Apr.2015	27,187.00	1	27,187.00
17	FRANCIS SONPON	4/7/2015		Jun-15	27,187.00	2	54,374.00
18	ANDREW BARCON	4/7/2015		Jun-15	27,187.00	2	54,374.00
19	TOKPA GLEH	4/13/2015		Jun-15	13,412.00	2	26,824.00
20	PATRICK NEUTAH	4/13/2015		Jun-15	27,187.00	2	54,374.00
21	ADULLIA KANNEH	4/13/2015		Jun-15	27,187.00	2	54,374.00
22	YEBOAH K. MENSAH	4/22/2015		Jun-15	27,187.00	2	54,374.00
23	FORLOMAH KOENIG	4/24/2015		15-Dec	10,000.00	6	60,000.00
24	MELVIN M. VOWEL	4/24/2015		Aug-15	30,000.00	4	120,000.00
					13,412.00	1	13,412.00



No.	NAME	Date of Resignation /Dismissal	Date of Death	Date Removed from payroll	Gross Wages	No of Months on Payroll	Calculated Possible Loss
25	KAIKAI G. FELLEH	5/5/2015		Jun-15			
26	WILLIAM K. KOLLIE	5/12/2015		Jun-15	23,562.00	1	23,562.00
<b>TOTAL</b>							<b>3,132,034.00</b>

**Annexure 2 -2 Untimely Removal of Employees from Entity's Payroll**

No.	NAME	Date of Resignation/Dismissal	Date of Death	Date Remove from payroll	DATE OF LETTER TO CSA	No of Month on Payroll
1	DAKU DUYENKU		26-Jul-14	<b>1-Aug-15</b>	September 1, 2015	10
2	VARNEY GARPOU		5-Sep-14	1-Aug-15	April 30, 2015	4
3	ALFRED K. PAYELONE		19-Oct-14	1-Jun-15	April 30, 2015	3
4	DUCAN KHAMA		2-Nov-14	1-Aug-15	September 1, 2015	6
5	FORLOMAH KOENIG	4/24/2015		15-Dec	September 1, 2015	4
Total						17

