



A JOSEPH DeNUCCI  
AUDITOR

# The Commonwealth of Massachusetts

AUDITOR OF THE COMMONWEALTH

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NO. 87-235-1

STATE AUDITOR'S  
REPORT ON THE ACTIVITIES  
OF THE  
SERGEANT-AT-ARMS  
JULY 1, 1984 TO JUNE 30, 1986

MR

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**OFFICIAL AUDIT REPORT**

**JUN - 9 1987**

ISSUED BY THE  
Department of the State Auditor



# The Commonwealth of Massachusetts

AUDITOR OF THE COMMONWEALTH

STATE HOUSE, BOSTON 02133

A. JOSEPH DENUCCI  
AUDITOR

TEL. (617) 727-2075

Mr. Charles M. McGowan  
Sergeant-at-Arms  
State House, Room 71A  
Boston, Massachusetts 02133

June 2, 1987

Dear Mr. McGowan:

On January 21, 1987, when I assumed office as Auditor of the Commonwealth, a number of audits were in progress or were completed but had not been issued. The enclosed audit report covers the period July 1, 1984 to June 30, 1986. One of my first objectives is to expedite the review and issuance of completed audits.

As State Auditor, I intend to build a responsive and progressive audit organization. The independent and objective results of our audits will assist the Legislature, state executives, and program managers in economically, efficiently and effectively carrying out their mandated responsibilities. To that end, our reports will be current and issued in a timely manner. In this manner the Auditor's office will play a key and reliable role in the financial management of state government and thus work productively with you to improve the quality of state government and the services that the Commonwealth provides.

Sincerely,

A handwritten signature in dark ink, appearing to read "A. Joseph DeNucci".

A. JOSEPH DENUCCI  
Auditor of the Commonwealth

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STATE AUDITOR'S OFFICE

87-235-1

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THE COMMONWEALTH  
OF MASSACHUSETTS

AUDITOR'S REPORT

Mr. Charles M. McGowan  
Sergeant-at-Arms  
Room 71A, State House  
Boston, Massachusetts 02133

We have examined the financial statements of the Sergeant-at-Arms for the two fiscal years ended June 30, 1986, as listed in the Table of Contents. Except as noted in the following paragraph, our examination was made in accordance with generally accepted government auditing standards for financial and compliance audits and, accordingly, included such tests of the accounting records and such other auditing procedures, including tests of compliance with applicable laws and regulations as we considered necessary in the circumstances.

The Massachusetts Supreme Court, in Westinghouse Broadcasting Company, Inc. V. Sergeant-at-Arms of the General Court of Massachusetts (1978), has ruled that the records generated by the Legislature could be made available to outsiders only at the discretion of the House and Senate leadership. The House leadership granted us permission to examine time or attendance records for House Court Officers and House Pages for the audit period. However, we were not permitted to examine time or attendance records for Senate Court Officers, Senate Pages and Legislative Document Room employees. During fiscal year 1985, Senate and Document Room employees

JOHN J. FINNEGAN,  
AUDITOR

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ployees were paid \$1,273,039, which represents 28 percent of that fiscal year's disbursements of \$4,558,817. During fiscal year 1986, \$1,279,671 was paid to these employees, which represents 27 percent of that fiscal year's disbursements of \$4,772,582.

As described in the Notes to Financial Statements (page 10), the records of the Sergeant-at-Arms are maintained on a basis prescribed by the Commonwealth of Massachusetts. This basis differs in certain respects from generally accepted accounting principles. Accordingly, the financial statements are not intended to represent the Sergeant-at-Arms' results of operations in accordance with generally accepted accounting principles.

In our opinion, except for the effects of such adjustments, if any, as might have been determined to be necessary had we been able to examine Senate time or attendance records, the accompanying financial statements present fairly the expenditures under appropriations and receipts account of income of the Sergeant-at-Arms for the two fiscal years ended June 30, 1986, in conformity with the Commonwealth's accounting system, which has been applied on a consistent basis. The tested items complied with applicable laws and regulations, and our audit procedures revealed nothing that caused us to believe that the untested items did not comply with applicable laws and regulations.

November 7, 1986

JOHN J. FINNEGAN  
Auditor of the Commonwealth

## REPORT ON ADEQUACY OF INTERNAL CONTROL SYSTEM

We have examined the financial statements of the Sergeant-at-Arms for the two fiscal years ended June 30, 1986 and have issued our report thereon dated November 7, 1986.

Our examination was made in accordance with generally accepted government auditing standards. Solely to assist us in planning and performing our examination, we made a study and evaluation of the internal accounting controls of the Sergeant-at-Arms. That study and evaluation was limited to a preliminary review of the system to obtain an understanding of the control environment and the flow of transactions through the accounting system. Because the entity is so small that it is not feasible to have an adequate internal control system, our study and evaluation did not extend beyond this preliminary review phase. Accordingly, we do not express an opinion on the system of internal accounting controls taken as a whole. Also, our examination, made in accordance with the standards mentioned above, would not necessarily disclose material weaknesses in the system of internal accounting controls. However, during our examination, we did not become aware of any condition that we believe to be a material weakness.

This report is intended solely for the use of management. This restriction is not intended to limit the distribution of this report, which is a matter of public record.

FINANCIAL STATEMENTS

Statement No. I

Statement of Expenditures under  
Maintenance Appropriations and  
Receipts Account of Income

Fiscal Year Ended June 30, 1986

<u>Account Number</u>	<u>Account Name</u>	<u>Balances July 1, 1985</u>	<u>New Appropriations</u>	<u>Total Available</u>	<u>Disbursements</u>	<u>Reversions</u>	<u>Balances June 30, 1986</u>
<u>Sergeant-at-Arms</u>							
0131-0000	Sergeant-at-Arms Office Salaries and Clerical Expenses	\$ 87,597	\$ 329,000	\$ 416,597	\$ 357,133	-	\$ 59,464
0132-0000	Salaries - Doorkeepers, Court Officers, Pages and Others	430,250	2,500,000	2,930,250	2,394,454	-	535,796
0132-1000	Salaries - Clerks, Docu- ment Room	-	345,000	345,000	304,546	\$40,454	-
0133-0000	Legislative Contingent Expenses	130,335	150,000	280,335	215,432	-	64,903
0135-0000	Rental and Maintenance of Electric Roll Call Sys- tem	100,000	15,000	115,000	14,850	-	100,150
		<u>\$748,182</u>	<u>\$3,339,000</u>	<u>\$4,087,182</u>	<u>\$3,286,415</u>	<u>\$40,454</u>	<u>\$760,313</u>
<u>House of Representatives</u>							
0125-0010	Standing and Special Committees Expenses	-	\$16,000	\$16,000	-	\$16,000	-
0125-0020	Committee under Joint Rule 3 - Expenses	-	10,000	10,000	-	10,000	-
		<u>-</u>	<u>\$26,000</u>	<u>\$26,000</u>	<u>-</u>	<u>\$26,000</u>	<u>-</u>

Statement No. 1 (Continued)

Statement of Expenditures under  
Maintenance Appropriations and  
Receipts Account of Income

Fiscal Year Ended June 30, 1986

<u>Account Number</u>	<u>Account Name</u>	<u>Balances July 1, 1985</u>	<u>New Appropriations</u>	<u>Total Available</u>	<u>Disbursements</u>	<u>Reversions</u>	<u>Balances June 30, 1986</u>
<u>Other Legislative Expenses</u>							
0161-1000	Telephone Service	\$147,115	\$1,300,000	\$1,447,115	\$1,422,802	-	\$ 24,313
0164-0010	Joint Standing and Special Committees - Expenses	38,798	60,000	98,798	57,865	-	40,933
0164-0020	Joint Standing and Special Committees under Joint Rule 3	20,000	-	20,000	-	-	20,000
0165-0000	National Conference State Legislative Leaders - Membership Fees	17,952	80,753	98,705	5,500	-	93,205
		<u>\$223,865</u>	<u>\$1,440,753</u>	<u>\$1,664,618</u>	<u>\$1,486,167</u>	<u>-</u>	<u>\$178,451</u>
Totals as of June 30, 1986		<u>\$972,047</u>	<u>\$4,805,753</u>	<u>\$5,777,800</u>	<u>\$4,772,582</u>	<u>\$66,454</u>	<u>\$938,764</u>

0103-64-01-40 Receipts Account of Income:

Sale of Bulletins	\$1,600
Sale of Legislative Documents	1,050
	<u>\$2,650</u>



Statement No. I (Continued)

Statement of Expenditures under  
Maintenance Appropriations and  
Receipts Account of Income

Fiscal Year Ended June 30, 1986

<u>Analysis of Disbursements</u>	<u>Totals</u>	<u>0131-0000</u>	<u>0132-0000</u>	<u>0132-1000</u>	<u>0133-0000</u>	<u>0135-0000</u>	<u>0161-1000</u>	<u>0164-0010</u>	<u>0165-0000</u>
Salaries - Permanent	\$1,221,819	\$232,906	\$ 912,248	\$ 76,665	-	-	-	-	-
Salaries - Other	1,834,314	124,227	1,482,206	227,881	-	-	-	-	-
Services - Nonemployees	54,901	-	-	-	\$ 23,524	-	-	\$31,377	-
Clothing	6,713	-	-	-	6,713	-	-	-	-
Housekeeping Supplies and Expenses	1,430	-	-	-	1,430	-	-	-	-
Travel and Automotive Expenses	2,998	-	-	-	1,510	-	-	-	-
Advertising and Print- ing	444	-	-	-	444	-	-	1,488	-
Maintenance-Repairs, Re- placements, and Altera- tions	4,307	-	-	-	4,307	-	-	-	-
Special Supplies and Ex- penses	-	-	-	-	-	-	-	-	-
Office and Administra- tive Expenses	1,610,943	-	-	-	157,641	-	\$1,422,802	25,000	\$5,500
Equipment	3,139	-	-	-	3,139	-	-	-	-
Rentals	31,574	-	-	-	16,724	\$14,850	-	-	-
	<u>\$4,772,582</u>	<u>\$357,133</u>	<u>\$2,394,454</u>	<u>\$304,546</u>	<u>\$215,432</u>	<u>\$14,850</u>	<u>\$1,422,802</u>	<u>\$57,865</u>	<u>\$5,500</u>

The accompanying notes are an integral  
part of these financial statements.

Statement No. II

Statement of Expenditures under  
Maintenance Appropriations and  
Receipts Account of Income

Fiscal Year Ended June 30, 1985

<u>Account Number</u>	<u>Account Name</u>	<u>Balances July 1, 1984</u>	<u>New Appropriations</u>	<u>Total Available</u>	<u>Disbursements</u>	<u>Reversions</u>	<u>Balances June 30, 1985</u>
	<u>Sergeant-at-Arms</u>						
0131-0000	Sergeant-at-Arms Office Salaries and Clerical Expenses	\$107,447	\$ 329,000	\$ 436,447	\$ 348,850	-	\$ 87,597
0132-0000	Salaries - Doorkeepers, Court Officers, Pages and Others	429,653	2,200,000	2,629,653	2,199,404	-	430,250
0132-1000	Salaries - Clerks, Docu- ment Room	-	345,000	345,000	301,034	43,966	-
0133-0000	Legislative Contingent Expenses	235,183	100,000	335,183	204,848	-	130,335
0135-0000	Rental and Maintenance of Electric Roll Call Sys- tem	100,000	11,000	111,000	11,000	-	100,000
		<u>\$872,283</u>	<u>\$2,985,000</u>	<u>\$3,857,283</u>	<u>\$3,065,136</u>	<u>\$43,966</u>	<u>\$748,182</u>
	<u>House of Representatives</u>						
0125-0010	Standing and Special Committees Expenses	-	\$16,000	\$16,000	-	\$16,000	-
0125-0020	Committee under Joint Rule 3 - Expenses	-	10,000	10,000	-	10,000	-
		<u>-</u>	<u>\$26,000</u>	<u>\$26,000</u>	<u>-</u>	<u>\$26,000</u>	<u>-</u>

Statement No. II (Continued)

Statement of Expenditures under  
Maintenance Appropriations and  
Receipts Account of Income

Fiscal Year Ended June 30, 1985

<u>Account Number</u>	<u>Account Name</u>	<u>Balances July 1, 1984</u>	<u>New Appropriations</u>	<u>Total Available</u>	<u>Disbursements</u>	<u>Reversions</u>	<u>Balances June 30, 1985</u>
<u>Other Legislative Expenses</u>							
0161-1000	Telephone Service	\$ 255,216	\$1,160,000	\$1,415,216	\$1,268,100	-	\$147,115
0164-0010	Joint Standing and Special Committees - Expenses	27,234	50,000	77,234	38,436	-	38,798
0164-0020	Joint Standing and Special Committees under Joint Rule 3	10,000	10,000	20,000	-	-	20,000
0165-0000	National Conference State Legislative Leaders - Membership Fees	27,000	178,097	205,097	187,145	-	17,952
		<u>\$ 319,450</u>	<u>\$1,398,097</u>	<u>\$1,717,547</u>	<u>\$1,493,681</u>	<u>-</u>	<u>\$223,865</u>
Totals as of June 30, 1985		<u>\$1,191,733</u>	<u>\$4,409,097</u>	<u>\$5,600,830</u>	<u>\$4,558,817</u>	<u>\$69,966</u>	<u>\$972,047</u>

0103-64-01-40 Receipts Account of Income:

Sale of Bulletins	\$2,250
Sale of Legislative Documents	1,350
	<u>\$3,600</u>

Statement No. II (Continued)

Statement of Expenditures under  
Maintenance Appropriations and  
Receipts Account of Income

Fiscal Year Ended June 30, 1985

<u>Analysis of Disbursements</u>	<u>Totals</u>	<u>0131-0000</u>	<u>0132-0000</u>	<u>0132-1000</u>	<u>0133-0000</u>	<u>0135-0000</u>	<u>0161-1000</u>	<u>0164-0010</u>	<u>0165-0000</u>
Salaries - Permanent	\$1,198,765	\$238,835	\$ 886,332	\$ 73,598	-	-	-	-	-
Salaries - Other	1,650,321	109,813	1,313,072	227,436	-	-	-	-	-
Services - Nonemployees	39,440	-	-	-	\$ 21,270	-	-	\$18,170	-
Clothing	5,621	-	-	-	5,621	-	-	-	-
Housekeeping Supplies and Expenses	3,063	-	-	-	3,063	-	-	-	-
Travel and Automotive Expenses	302	-	-	-	36	-	-	266	-
Advertising and Printing	-	-	-	-	-	-	-	-	-
Maintenance - Repairs, Replacements, and Alterations	6,729	-	-	-	6,729	-	-	-	-
Special Supplies and Expenses	202	202	-	-	-	-	-	-	-
Office and Administrative Expenses	1,628,102	-	-	-	152,857	-	\$1,268,100	20,000	\$187,145
Equipment	1,534	-	-	-	1,534	-	-	-	-
Rentals	24,738	-	-	-	13,738	\$11,000	-	-	-
	<u>\$4,558,817</u>	<u>\$348,850</u>	<u>\$2,199,404</u>	<u>\$301,034</u>	<u>\$204,848</u>	<u>\$11,000</u>	<u>\$1,268,100</u>	<u>\$38,436</u>	<u>\$187,145</u>

The accompanying notes are an integral part  
of these financial statements.

## NOTES TO FINANCIAL STATEMENTS

Summary of Significant Accounting Policies

According to Chapter 7, Sections 16-17, of the General Laws, as amended, the State Comptroller is responsible for the Commonwealth's accounting system. The Comptroller establishes and maintains funds as authorized or mandated by the various provisions of the General Laws. The State Treasurer, a constitutional officer, has custody of and manages the Commonwealth's cash and investments.

The financial statements in this report refer to specific accounts within the Commonwealth's fund structure. The Sergeant-at-Arms is required to follow the accounting and financial reporting policies as prescribed by the Commonwealth. These policies differ in certain respects from generally accepted accounting principles as applicable to governmental units. The following is a summary of the Commonwealth's significant policies as they pertain to the Sergeant-at-Arms.

Basis of Accounting: The Sergeant-at-Arms uses a limited accrual basis of accounting. Revenues are recognized when received, and expenditures, with the exception of year-end encumbrances, are recorded on a cash basis. At the close of the fiscal year, all encumbrances (expenditure commitments) against maintenance appropriation accounts are recorded as expenditures. The State Comptroller considers these encumbrances as accounts payable, which if not expended, will revert to the Commonwealth on December 31. Encumbrances on continuing appropriation accounts are recorded as reserve for balances forwarded at the close of the fiscal year. Outstanding advances, if not returned at year-end, are recognized as expenditures. The Commonwealth's accounting system requires state agencies to expense, rather than capitalize, purchases of fixed assets.

SUPPLEMENTARY INFORMATION

Audit Review

At the conclusion of the audit, a draft of this report was reviewed with Charles M. McGowan, Sergeant-at-Arms.

## ORGANIZATION

June 30, 1986

In accordance with Section 15 of Chapter 3 of the General Laws, the Sergeant-at-Arms is chosen by, and serves under, the General Court. The General Court appointed Charles M. McGowan to be the Sergeant-at-Arms, effective January 26, 1976. His annual salary is \$49,863.

The office of the Sergeant-at-Arms is located in Room 71A, State House, Boston.

The Sergeant-at-Arms is charged with the duty of maintaining order in the chambers of the General Court. He is also in charge of Chief General Court Officers and Pages attached to the legislature, and acts as custodian of certain advances to the legislature.

Bonded Employees

<u>Position</u>	<u>Amount</u>
Sergeant-at-Arms	\$5,000
Secretary to Sergeant-at-Arms	5,000
Assistant Sergeant-at-Arms	5,000
Chief Administrative Voucher Examiner	5,000
Clerks to Sergeant-at-Arms (2)	5,000 each
Administrative Aides (6)	5,000 each
Legislative Assistant to Sergeant-at-Arms	5,000