

# CALIFORNIA LOTTERY

Audit Report

## **SAM 20000 AUDIT: INVESTMENT CYCLE**

*January 1, 2006, through December 31, 2007*



**JOHN CHIANG**  
California State Controller

January 2007



**JOHN CHIANG**  
*California State Controller*

January 26, 2007

Joan M. Borucki  
Acting Director  
California Lottery  
600 North Tenth Street  
Sacramento, CA 95814

Dear Ms. Borucki:

The State Controller's Office audited the Investment Cycle as part of our process of studying and evaluating the accounting and administrative controls of the California Lottery for the biennial period ending December 31, 2007. The purpose of our audit was to determine and identify any accounting and administrative control strengths and weaknesses over the Investment Cycle.

Our audit did not disclose any significant internal control problems or weaknesses that would be considered pervasive in their effects on the accounting and administrative controls over the Investment Cycle.

If you have any questions, please call Andrew Finlayson, Chief, Operations Bureau, at (916) 324-6310.

Sincerely,

*Original signed by*

**JEFFREY V. BROWNFIELD**  
Chief, Division of Audits

JVB/vb

cc: John Mass, Chairman  
California Lottery Commission  
Rachel Montes, Commissioner  
California Lottery Commission  
Manuel Ortega, Commissioner  
California Lottery Commission  
Patt Eberhart, Director  
Finance and Administration  
California Lottery  
Stacy Matsunami, Director  
Special Projects  
California Lottery  
Cathleen Dinubilo, Chief  
Internal Audits Office  
California Lottery

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# Audit Report

## Summary

The State Controller's Office (SCO) is in the process of studying and evaluating the internal accounting and administrative controls of the California State Lottery (Lottery) in accordance with *State Administrative Manual* Section 20060 (Internal Control Reporting) for the biennial period ending December 31, 2007. The SCO has concluded the audit for the Investment Cycle. The last day of fieldwork was November 7, 2006.

The purpose of our audit was to determine and identify any accounting and administrative control strengths and weaknesses over the Investment Cycle.

Our audit did not disclose any significant internal control problems or weaknesses that would be considered pervasive in their effects on the accounting and administrative controls over the Investment Cycle.

## Background

Proposition 37, the California State Lottery Act of 1984 (Lottery Act), amended the California Constitution to authorize the establishment of a statewide lottery, to create the California Lottery Commission, and to give the commission broad powers to oversee the operation of a statewide lottery.

The Lottery Act created a special fund, known as the State Lottery Fund, within the State Treasury. The State Lottery Fund operates as an enterprise fund and is required to be entirely self-funded from Lottery sales. The Lottery Act further stipulates that 50% of lottery sales proceeds are to be allocated to prizes, and that no more than 16% are to be used for administrative costs. The remaining proceeds from lottery sales, a minimum of 34%, are to be directed to the benefit of public education.

The Lottery Commission and state statute determines the deposit and investment policies of the Lottery. Prize investments consist of zero-coupon U.S. Treasury bonds. The Lottery policy is to make an initial cash payment to grand prizewinners and invest the balance of the prize winnings in a series of zero coupon bonds in order to make future payments to winners.

The Lottery generally pays off-line grand prizes of \$1 million or more in 20 equal annual installments. The Lottery pays winners of the Weekly Grand, the Extravaganza 2000, the Twice as Grand, and the Weekly \$2,000 Payday top prizes in weekly installments for 20 years. In March 2004, The Lottery introduced the Decade of Dollars. The top prizewinners are paid in equal annual installments of \$25,000 for 10 years.

On December 1997, the Lottery Commission amended the SuperLotto Plus 6 of 6. The Lottery pays SuperLotto Plus Prize grand prizes won after April 1, 1998, of \$1 million or more either 26 graduated annual

payments or in a single payment equal to the cash value of 26 payment annuity, in accordance with the rules and regulations of the Lottery.

In July 2005, Mega Millions was introduced. As of September 21, 2005, Mega Millions and SuperLotto Plus players no longer have to select Cash or 26 annual payments at the time of purchase. Winners now have 60 days from the Lottery payment approval date to make their selection. Investments will purchase only annuities and no cash options.

## Authority

*State Administrative Manual* Section 20060 (Internal Control Reporting) states:

Pursuant to the FISMA [*Financial Integrity and State Manager's Accountability Act of 1983*], the head of each state entity shall prepare and submit a report on the adequacy of their entity's internal control on December 31 of each odd numbered fiscal year. . . . The report shall consist of a certification letter, the most recent audit report on internal accounting and administrative controls, and management's response to the audit report.

The Lottery delegated the duty of performing the biennial audit of internal controls to the SCO in a letter dated September 6, 2002.

## Objectives, Scope, and Methodology

We studied and evaluated the accounting and administrative controls of the Lottery's Investment Cycle in effect as of November 7, 2006. We conducted our study and evaluation in accordance with the *Standards for the Professional Practice of Internal Auditing*, issued by the Institute of Internal Auditors, and included testing that we considered necessary to determine whether accounting and administrative controls are in place and operative.

Lottery management is responsible for establishing and maintaining adequate internal controls. This responsibility, in accordance with *Government Code* Sections 13402 et seq., includes documenting internal control, communicating requirements to employees, and ensuring that internal control is functioning as prescribed. To fulfill its responsibility, Lottery management must assess the expected benefits and related costs of control procedures.

The objectives of accounting and administrative controls are to provide management with reasonable, but not absolute, assurance that:

- Assets are safeguarded against loss from unauthorized use or disposition;
- Transactions are executed in accordance with management's authorization and recorded properly, so as to permit the preparation of reliable financial statements; and
- Financial operations are conducted in accordance with policies and procedures established in the *State Administrative Manual* (SAM).

The specific objectives were to determine whether:

- Established policies and procedures exist for the Investment cycle;
- Adequate separation of duties exists over the Investment cycle;
- Payment for purchases of investments is properly authorized, is accurate, and is processed and recorded promptly; and
- Investment portfolios are monitored to ensure timely redemption of matured investments and prompt and accurate payments to winners.

The audit procedures performed included:

- Reviewing the California Lottery Act, SAM, and any other applicable policies and procedures related to the investment cycle;
- Reviewing work performed by any external audit organization, by the Lottery Internal Audits Office, or by any other Lottery unit;
- Documenting a description of the internal controls over the investment cycle encompassing the Lottery's policies and procedures;
- Analyzing and evaluating the internal controls for the investment cycle by evaluating their strengths and weaknesses; and
- Performing tests to determine if control objectives are being properly achieved.

## Conclusion

Our study and evaluation did not reveal any significant internal control problems or weaknesses that would be considered pervasive in their effects on the accounting and administrative controls over the Investment Cycle.

In our opinion, the Lottery's accounting and administrative controls over the Investment Cycle in effect as of November 7, 2006, taken as a whole, were sufficient to meet the objectives stated above.

As a result of changing conditions and the degree of compliance with procedures, the effectiveness of controls changes over time. Specific limitations that may hinder the effectiveness of an otherwise adequate system of controls include, but are not limited to, resource constraints, faulty judgments, unintentional errors, circumvention by collusion, and management overrides. Establishing controls that would prevent all of these limitations would not be cost-effective; moreover, an audit may not always detect these limitations.

## Views of Responsible Official

The audit results were discussed with Kathie Johnson, Audit Specialist, Internal Audits, during an exit conference held on November 7, 2006. Ms. Johnson agreed with the audit results. No reportable weaknesses were disclosed during the audit; therefore, a draft report is not necessary and the report will be issued as final.

**Restricted Use**

This report is intended for the information and use of the California Lottery, the California Lottery Commission, and the SCO; it is not intended to be and should not be used by anyone other than these specified parties. This restriction is not intended to limit distribution of this report, which is a matter of public record.

*Original signed by*

JEFFREY V. BROWNFIELD  
Chief, Division of Audits

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