

The Ventura County Adopted Budget Book Review

Background

The office of the Auditor-Controller is a constitutional office created by state statute to provide sound and proper accounting for Ventura County Government and all agencies for whom the Auditor-Controller is the chief accounting officer. One of the Auditor-Controller's primary responsibilities is the annual compilation, development and publication of Ventura County's proposed and adopted budgets.

The Ventura County Board of Supervisors conducts a public hearing annually to discuss the proposed budget. At the conclusion of the hearing, the Board adopts the final budget including revisions by resolution. This hearing is usually held during the month of June.

Because the resulting Ventura County Adopted Budget is an extremely complicated document that allocates \$930,879,400 among 140 County Budget Units within 86 Funds, the 1998-99 Grand Jury decided to investigate the Adopted Budget.

The current Grand Jury's resolve was further heightened when it became apparent that the budget had not been investigated by the Grand Jury during the past ten years.

INVESTIGATION METHODOLOGY

The first step in investigating the Ventura County 1998-1999 Adopted Budget involved obtaining a copy of the Ventura County 1998-1999 Adopted Budget. This proved to be more difficult than anticipated. The 1998-1999 Budget Book, which will address County cash flow during fiscal year 1 July 1998 through 30 June 1999, was not ready in late July 1998. In fact, the book was not published and distributed until 21 October 1998. Certainly, the momentous effort required to bring together the vast amount of data required for Ventura County's budget will encounter many unanticipated glitches along the way. However, the most damaging obstacle was the state's inability to provide timely budgetary numbers. Fortunately, we understood, there

were areas where numbers could be estimated, based on past experience, to allow subsequent work to commence and later revised where needed. However, there were critical areas in the budget that did not allow such a work around.

While waiting for the 1998-1999 Adopted Budget, we studied the 1998-1999 Preliminary budget, the 1996-1997 and 1997-1998 Adopted Budget Books, the 1997-98 Budget Digest, the 1997-1998 Budget Development Manual, and the 1998-1999 Budget Reconciliation Report along with the 1997-1998 Ventura County Directory and the Ventura County Administrative Manual.

Early contacts included the Auditor-Controller who provided the overall budget philosophy and a description of his organization along with the Treasurer-Tax Collector and Public Administrator, Assessor, and Clerk-Recorder who described their organizations and functions and how they interact with the Auditor-Controller's office.

We received the new 98-99 Adopted Budget Book on 21 October 1998 and immediately began the process of mastering the book. Reference material including the County of Ventura Comprehensive Annual Report dated 30 June 1998 and the latest Budget Digest date 1998-99 were collected to broaden understanding.

Contacts were developed in the Auditor-Controller's organization to answer the questions emanating from our study of the Budget Book.

We also met with people in the various County Agencies, Departments, and Districts to learn their internal budget responsibilities and concerns, and determine their understanding of the Budget Book. Since it was not practical or really necessary to meet with all of them, we selected several large, medium, and small organizations pretty much at random to interview.

These organizations included Public Works, Information Systems, Animal Regulation, Resource Management, Health Care, Public Services, Public Defender, LAFCO, and two members of the Board of Supervisors to learn their internal budget responsibilities and concerns, and determine their understanding of the Budget Book.

We also discussed County Budgets with Grand Juries representing San Diego, Santa Barbara, and Riverside counties.

When we felt we understood the 1998-1999 Adopted Budget Book, we developed an exercise to test our budget expertise. The test was to search the book for all financial data associated with a particular Department's operation. It should be understood that this report is not a formal audit.

Findings

Introduction

The County of Ventura adopts an annual budget for operations. The budget is prepared, reviewed, and approved in accordance with The County Budget Act (California Government Code Sections 29000 through 30200). The Auditor-Controller working with the Chief Administrative Officer (CAO), along with Budget and Administrative Services in the CAO, prepares the budget and the Board of Supervisors approve/adopt it.

The 1998-1999 County of Ventura Adopted Budget is distributed in a binding comb bound book containing 630 pages. The pages are 75g/m² white paper measuring 216 mm x 279 mm. The book weighs 1452g. The book's cover is a beautiful color photograph of the Channel Islands Harbor, which is a County owned facility. The 1998-1999 County of Ventura Adopted Budget book will be referred to in the following paragraphs as the Adopted Budget Book, the Budget Book or The Book. It will never be referred to as the good book.

Budget Book

The Budget Book describes the adopted Ventura County budget in the most clinical terms. It is a record of financial transactions and/or financial standing. It provides no user guidance other than an apparently thorough index to the Ventura County Budget.

Text is practically nonexistent in the Budget Book. Other than a few captions, text is found only in budget unit descriptions, which are numerous, quite brief, and scattered throughout the Book, at appropriate locations. The Book is shipped without an Executive Summary. It does not have an Introduction or a Summary. And, more importantly, there is no narrative describing the book or instructions for using it.

What the Book does contain, however, is a preponderance of raw accounting data. Other than the above identified items, most of its over 600 pages typically contain approximately 50 line items down the page and four to six data columns across the page.

The Budget Book contains black and white photographs of the five Ventura County Supervisors; the traditional, but not terribly helpful, County of Ventura organization chart; and a very effective index. There are five pie charts, one x-y chart, and one bar chart. These graphics, however, are not in the index. The Book's final pages contain a summary of current county permanent positions followed by the glossary.

The glossary is quite minimal. A few of the Book's 630 pages are intentionally left blank to force a new subject to appear on an odd

numbered page. Blank pages are also used in Schedule 9 to force pages containing budget unit summary data and budget unit descriptions to appear on an even numbered page opposite the corresponding detail data, which will then be on an odd numbered page.

Consolidated Budget Summary

Page 1 of the Budget Book presents a Consolidated Budget Summary for Fiscal Year 1998-99. This is done with two charts; one: addresses Available Financing (upper), the other addresses Financial Requirements (lower). Each chart lists the same fund groups: County Operating Funds, Special District Funds, Medical Center Funds, and all other Enterprise Funds. Total Available Financing is \$930,879,400 and total Financial Requirements is \$930,879,400, as it should be. Page 1 is included here as Figure 1. All references to Page 1 will consider the right most four columns numbered 1, 2, 3, and 4 from left to right.

Upon searching for the origin of the numbers on page 1, Figure 1, the amounts for Special District Funds were found, via the index, in Schedule 13 on page 499 of the Book, which is entered here as Figure 2.

- The Special Districts Funds amounts in columns 3 and 4 in the upper chart (Available Financing) in Figure 1 equal Grand Totals in columns (4) and (5), respectively, in Figure 2.
- The header for column 3 in the upper chart (Available Financing) in Figure 1 reads the same as the header for column (4) in Schedule 13, Figure 2.
- The header for column 4 in the upper chart (Available Financing) in Figure 1 does not read the same as the header on column (5) in Schedule 13, Figure 2.
- The Special Districts Funds amounts in columns 1, 2, and 4 in the lower chart (Financial Requirements) in Figure 1 equal Grand Totals in columns (6), (7) and (8), respectively, in Figure 2.
- Headers for columns 1 and 2 in the lower chart (Financial Requirements) in Figure 1 read the same as the headers for columns (6) and (7), respectively, in Schedule 13, Figure 2.
- The header for column 4 in the lower chart (Financial Requirements) in Figure 1 does not read the same as the header on column (8) in Schedule 13, Figure 2.

Enterprise Funds were found in Schedule 11, starting on page 456, but Medical Center Enterprise Funds were not found until page 492, which is included as Figure 3. All references to Figure 3, Schedule 11, will consider the right most five columns numbered 1, 2, 3, 4, and 5 from left to right.

COUNTY OF VENTURA
STATE OF CALIFORNIA
CONSOLIDATED BUDGET SUMMARY
FISCAL YEAR 1998-99

NAME OF FUND	AVAILABLE FINANCING			
	FUND BALANCE UNRESERVED UNDESIGNATED JUNE 30, 1998	CANCELLATIONS OF PRIOR YEAR RESERVES	ESTIMATED ADDITIONAL FINANCING SOURCES	TOTAL
COUNTY OPERATING FUNDS	17,598,300	3,035,700	625,384,300	646,020,300
SPECIAL DISTRICT FUNDS	52,539,000	392,400	94,441,500	147,572,900
MEDICAL CENTER ENTERPRISE FUND			112,217,400	112,217,400
ALL OTHER ENTERPRISE FUNDS			25,068,800	25,068,800
TOTAL AVAILABLE FINANCING	70,137,300	3,428,100	857,314,000	930,879,400

NAME OF FUND	FINANCIAL REQUIREMENTS			
	ESTIMATED FINANCING USES	PROVISIONS FOR RESERVES AND/OR DESIGNATIONS	PROPRIETARY ACCOUNTING ADJUSTMENTS	TOTAL
COUNTY OPERATING FUNDS	639,415,300	6,605,000		646,020,300
SPECIAL DISTRICT FUNDS	129,277,900	18,295,000		147,572,900
MEDICAL CENTER ENTERPRISE FUND	117,845,300		(5,627,900)	112,217,400
ALL OTHER ENTERPRISE FUNDS	27,525,000		(2,456,200)	25,068,800
TOTAL FINANCING REQUIREMENTS	914,063,500	24,900,000	(8,084,100)	930,879,400

Figure 1-The Budget Book, page 1

- The Medical Center Enterprise Funds amounts in columns 3 and 4 in the upper chart (Available Financing) in Figure 1 equals Total Revenues amounts in columns 4 and 5, respectively, in Figure 3.
- Headers for columns 3 and 4 in the upper chart (Available Financing) in Figure 1 do not read the same as the headers for columns 4 and 5, respectively, in Figure 3.
- The Medical Center Enterprise Funds amount in column 1 in the lower chart (Financial Requirements) in Figure 1 equals Total Appropriations amounts in columns 4 and 5 in Figure 3.
- The Header for column 1 in the lower chart (Financial Requirements) in Figure 1 does not read the same as either of the headers for columns 4 and 5 in Figure 3.
- The Medical Center Enterprise Funds amount in column 3 in the lower chart (Financial Requirements) in Figure 1 equals Net County Cost amounts, except for sign, in columns 4 and 5 in Figure 3.

STATE CONTROLLED COUNTY BUDGET ACT (1985)		COUNTY OF VENTURA STATE OF CALIFORNIA SUMMARY OF SPECIAL DISTRICT BUDGETS FOR FISCAL YEAR 1998-99				DISTRICT BUDGET FORM SCHEDULE 13 GOVERNING BOARD: BOARD OF SUPERVISORS	
DISTRICT FUND (1)	FUND BALANCE UNRESERVED/ UNDESIGNATED JUNE 30, 1998 (2)	AVAILABLE FINANCING			FINANCING REQUIREMENTS		
		RESERVE AND DESIGNATION CANCELLATIONS (3)	ESTIMATED ADDITIONAL FINANCING NEEDS (4)	TOTAL AVAILABLE FINANCING (5)	ESTIMATED FINANCING USES (6)	PROVISIONS FOR RESERVES AND/OR DESIGNATIONS (MEM OR INTL.) (7)	TOTAL FINANCING REQUIREMENTS (8)
PUBLIC PROTECTION DISTRICT							
VENTURA CO FIRE PROT 01650	4,316,500		53,022,500	57,339,000	54,914,800	2,424,200	57,339,000
FLOOD CONTROL DISTRICTS							
FLOOD CONTROL ADMIN 01700	259,500		1,324,500	1,584,000	1,584,000		1,584,000
ZONE 1-GENERAL 01710	4,108,400		1,854,000	5,962,400	5,263,700	699,100	5,962,400
ZONE 2-GENERAL 01720	7,239,500		4,393,400	11,632,900	13,680,400	1,947,700	13,632,900
ZONE 3-GENERAL 01730	9,611,000		11,115,300	20,726,300	14,426,300	4,300,000	20,726,300
ZONE 3 SIMI SUB/ZONE 01731	42,800		6,300	49,100	42,500	6,600	49,100
ZONE 3 REF RD 1994 D/S 01734	4,300	2,300	296,800	303,300	303,300		303,300
ZONE 3-DEBT SERVICE 01735	74,100	166,100	1,004,500	1,244,700	1,244,700		1,244,700
ZONE 4-GENERAL 01740	2,445,100		473,000	2,918,100	2,916,100		2,916,100
OTHER GOVERNMENTAL UNITS							
MMF1-MIOPARK 02000	21,249,100		10,950,600	32,199,700	23,971,500	8,228,200	32,199,700
MMF3-DIV#1 IMP ZONE D/S 02015	1,700		64,800	66,500	63,700	3,900	66,500
MMF1-DIV#2 IMP ZONE D/S 02020	1,500	300	11,500	13,300	13,300		13,300
MMF1-DIV#4 IMP ZONE D/S 02035	4,000		144,600	150,600	143,000	7,600	150,600
MMF16-FIXD 02100	118,200	11,000	172,000	301,200	301,200		301,200
MMF16-DEBT SERVICE 02110	1,700	600	17,800	20,100	20,100		20,100
MMF17-BELL CANYON 02150	925,400		1,130,100	2,055,500	1,742,400	312,900	2,055,500
MMF19-SOMIS 02200	834,600	212,200	1,345,600	2,392,400	2,392,400		2,392,400
MMF19 1994 REF RD D/S 02202	29,800		171,200	201,000	169,200	31,800	201,000
COMMUNITY SERVICE DISTRICT							
LAKE SHERWOOD CSJ 02300	719,700		424,700	1,134,400	1,052,400	82,000	1,134,400
LAKE SHERWOOD DEBT SVC 02325	96,200		783,900	880,100	879,400	700	880,100
COUNTY SERVICE AREAS							
CSAF3-CAMP CHAFFEE 01505	7,100		5,700	12,300	12,200	100	12,300
CSAF4-OAK PARK 01510	116,100		394,500	510,600	472,700	37,900	510,600
CSAF14-MINDROP SILLI 01540	90,300		202,200	292,500	243,800	48,700	292,500
CSAF29-NORTH COAST OLN 01570	114,900		356,800	471,700	377,500	94,200	471,700
CSAF30-RYELAND ACRES 01580	113,800		1,000,800	1,114,600	1,030,300	84,300	1,114,600
CSAF37-OWSLI, NESTLIN 01590	55,700		20,700	76,400	15,700	60,700	76,400
GRAND TOTALS	52,539,000	392,400	94,441,500	147,572,900	121,277,900	18,295,000	147,572,900
		APPROPRIATION LIMIT		APPROPRIATION SUBJECT TO LIMITATION			
PUBLIC PROTECTION DISTRICT		124,456,457		40,940,074			
FLOOD CONTROL DISTRICT		64,946,208		8,744,478			

Figure 2-The Budget Book, page 499

- The Header for column 3 in the lower chart (Financial Requirements) in Figure 1 does not read the same as either of the headers for columns 4 and 5 in Figure 3.
- The Medical Center Enterprise Funds amount in column 4 in the lower chart (Financial Requirements) in Figure 1 equals Total Revenues amounts in columns 4 and 5 in Figure 3.
- The Header for column 4 in the lower chart (Financial Requirements) in Figure 1 does not read the same as either of the headers for columns 4 and 5 in Figure 3.

The origin for County Operating Funds was not easily found because that title does not appear in the Book's index. After a bit of floundering, however, we found it in Schedule 1 even though Schedule 1's title is "Summary of County Budget," not County Operating Funds. Schedule 1 is presented as Figure 4.

- County Operating Funds amounts in columns 1, 2, 3, and 4 in the upper chart "Available Financing" in Figure 1 equals the Grand Total amounts in columns (2) through (5), respectively, in Figure 4.
- The headers for columns 1 and 3 in the upper chart (Financial Requirements) in Figure 1 reads the same as the headers for columns (2) and (4), respectively, in Figure 4.
- The headers for columns 2 and 4 in the upper chart (Financial Requirements) in Figure 1 do not read the same as the headers for columns (3) and (5), respectively, in Figure 4.
- County Operating Funds amounts in columns 1, 2, and 4 in the lower chart "Financing Requirements" in Figure 1 equals the Grand Total amounts in columns (6) through (8), respectively, in Figure 4.

STATE CONTROLLER COUNTY BUDGET ACT (1985)		COUNTY OF VENTURA STATE OF CALIFORNIA OPERATION OF ENTERPRISE FUND OPERATIONAL STATEMENT FOR FISCAL YEAR 1998-99				COUNTY BUDGET FORM SCHEDULE 11	
						FUND TITLE: 05210 VTA CO MEDICAL CENTER 02650 SERVICE ACTIVITY:	
VTA CO MEDICAL CENTER - 05210							
BUDGET OVERVIEW:							
		FINAL BUDGET FY 1997-98	ACTUAL PRIOR YEAR FY 1997-98	REQUESTED BUDGET FY 1998-99	RECOMMENDED BUDGET FY 1998-99	ADOPTED BUDGET FY 1998-99	
TOTAL APPROPRIATIONS		110,776,200	101,211,600	119,300,400	117,845,300	117,845,300	
TOTAL REVENUES		104,991,500	101,289,900	115,429,400	112,217,400	112,217,400	
NET COUNTY COST		5,778,700	(72,300)	3,871,000	5,627,900	5,627,900	
AUTH POSITIONS		812		820	820	821	
FTE POSITIONS		645		727	727	728	
BUDGET UNIT DESCRIPTION:							
Ventura County Medical Center (VCMC), a component of the Ventura County Health Care Agency (HCA), is a general acute care facility licensed by the State and accredited by the Joint Commission on Accreditation of Hospitals (JCAH). VCMC is licensed for 180 acute beds and maintains comprehensive neonatal, emergency and outpatient medical care programs. Outpatient care is provided by two VCMC satellite clinics in Oxnard and one each in the following areas: Ventura, Santa Paula, Piru, Moorpark, Thousand Oaks, and Simi Valley. VCMC has an approved graduate medical education program affiliated with the UCLA School of Medicine for the training of Family Medicine physicians.							

Figure 3-The Budget Book, page 492

- Headers for columns 1 and 2 in the lower chart (Financial Requirements) in Figure 1 reads the same as the headers for columns (6) and (7), respectively, in Figure 4.
- The header for column 4 in the lower chart (Financial Requirements) in Figure 1 does not read the same as the header for column (8) in Figure 4.

We did not locate data for the All Other Enterprise Funds category in the Consolidated Budget Summary, Figure 1. That figure is probably the sum of all Enterprise Funds in Schedule 11, minus the Medical Center Enterprise Funds that we located earlier. Since we have addressed three of the four funds in Figure 1, the calculation required to extract All Other Enterprise Funds is probably beyond the scope of this report.

Pie Charts

Page 2 contains the first of the five pie charts in the Adopted Budget Book. This pie chart is titled, "Financial Requirements - All Funds, Fiscal Year 1998-99." It is included as Figure 5.

STATE CONTROLLER COUNTY BUDGET ACT (1985)		COUNTY OF VENTURA STATE OF CALIFORNIA SUMMARY OF COUNTY BUDGET FOR FISCAL YEAR 1998-99				COUNTY BUDGET FORM SCHEDULE 1	
COUNTY FUNDS (1)	AVAILABLE FINANCING				FINANCING REQUIREMENTS		
	FUND BALANCE UNRESERVED/ UNDESIGNATED JUNE 30, 1998 (2)	RESERVE AND DESIGNATION/ CANCELLATIONS (3)	ESTIMATED ADDITIONAL FINANCING SOURCES (4)	TOTAL AVAILABLE FINANCING (5)	ESTIMATED FINANCING USES (6)	PROVISIONS FOR RESERVES AND/OR DESIGNATIONS (NFM OR INCR.) (7)	TOTAL FINANCING REQUIREMENTS (8)
GENERAL FUND 00001	12,710,400		463,478,100	576,188,500	576,188,500	5,000,000	576,188,500
POB DEBT SERVICE 00003	567,200		18,459,100	19,026,300	19,026,300		19,026,300
ROAD FUND 01000	2,012,600	2,935,100	16,889,600	21,837,200	21,837,200		21,837,200
DEPARTMENT OF HHD 01025			3,670,000	3,670,000	3,670,000		3,670,000
SHERIFF INMATE SPEC REV 01050	1,447,100		1,549,800	2,996,900	2,094,000	902,900	2,996,900
VENTURA COUNTY LIBRARY 01075	663,500		5,451,600	6,315,100	5,835,300	479,800	6,315,100
REVOLVING LOAN FUND 01200	(97,300)		1,407,800	1,310,500	1,097,000	213,500	1,310,500
EDA-DEFENSE REVOLV LOAN 01225	7,300		548,000	575,300	575,300		575,300
FISH & GAME 01300	104,000	100,600	43,800	248,400	248,400		248,400
DOMESTIC VIOLENCE PROGRAM 01325	59,800		105,700	165,500	156,700	8,800	165,500
SPAY/NEUTER PROGRAM 01350	33,700		116,500	150,200	150,200		150,200
WORKFORCE DEVELOPMENT 01375			10,056,000	10,056,000	10,056,000		10,056,000
SOLID WASTE 01425	90,000		3,390,400	3,480,400	3,480,400		3,480,400
GRAND TOTALS	17,598,300	3,035,700	625,386,300	646,020,300	639,415,300	6,405,000	646,020,300
APPROPRIATION LIMIT				617,202,404			
APPROPRIATION SUBJECT TO LIMITATION				137,854,765			

Figure 4-The Budget Book, page 3

The significance of the specific seven funds used in Figure 5 is not apparent. The reader must conclude that all funds, other than the seven, are combined in the category labeled "Other."

A very informative pamphlet, published by the Auditor-Controller, called "BUDGET DIGEST 1998-99" contains a similar pie chart showing where the money is spent. This pie chart is identified as Figure 6. Both pie charts use eight pie sections to show allocation of County funds, but the pie sections carry entirely different labels.

A note at the bottom of page two, of the Book, indicated that that pie chart did not include Internal Service Funds (ISFs). According to the Book's glossary, ISFs are used to account for the financing of goods and services provided by one department or agency to other departments and agencies of the government entity on a cost reimburse-

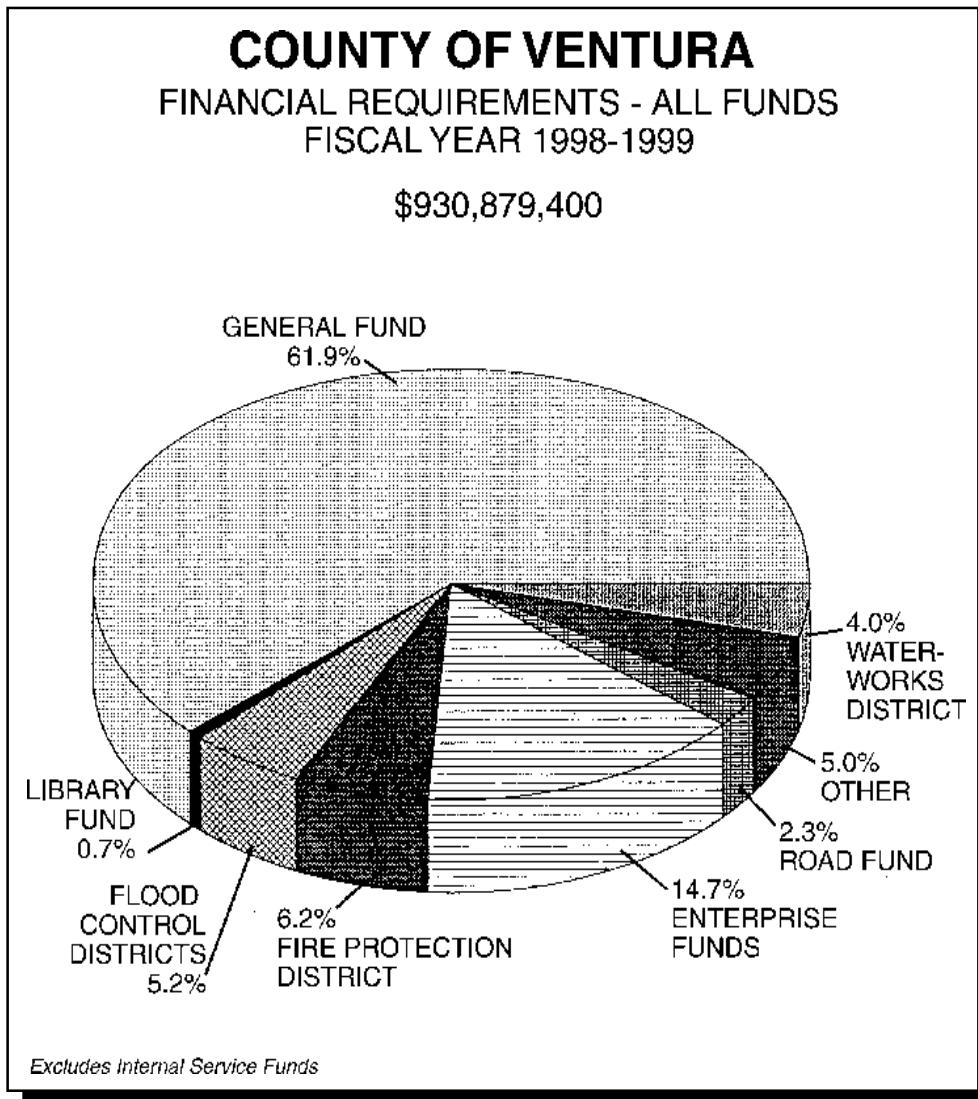


Figure 5- "Financial Requirements" from the Adopted Budget Book

ment basis. Internal Service Funds are found in Schedule 10, pages 278 through 384, of the Budget Book.

Schedule 1, Page 3, of the Book, which was earlier dubbed Figure 4, is titled "Summary of County Budget." Since this page is opposite the pie chart (Figure 5) on page 2, and entries for General Fund, Road Fund, and Library Fund, which are on the pie chart, seemed to leap from Schedule 1, it was easy to assume that Schedule 1 was an expansion of the pie chart. However, closer inspection dashed this frivolous assumption.

Apparently, Schedule 1 summarizes data found in Schedule 8C, on pages 52 and 53 in the Budget Book. These two pages are submitted here as Figures 7A and 7B, respectively. Schedule 8C is titled Summary of County Budget Requirements by Fund, Budget Unit, and object. All of the 13 funds found in Schedule 1 are detailed in Schedule 8C.

Ten of the 13 funds listed in schedule 1 also appear in the Book's Schedule 9 on pages 110, 198, 218, 236, 240, 338, 342, 344, 356, and 366.

Schedule 9, titled "Budget Unit Financing Uses Detail" contains overviews and details financing uses for each of the 112 budget units in the adopted budget. The overview gives a brief budget unit descrip-

WHERE IS THE MONEY SPENT?

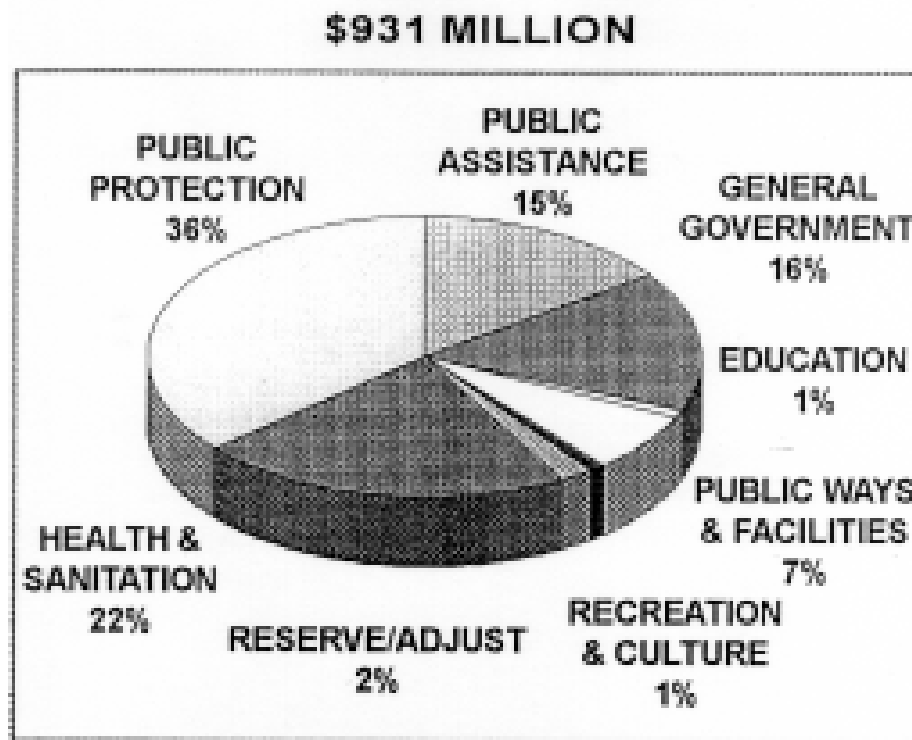


Figure 6 - "Where is the Money Spent?" from the Budget Digest 1998-99.

tion along with Total Appropriations, Total Revenues, and the Net County Cost for each budget unit for the forthcoming fiscal year and the past fiscal year. Authorized positions and Full Time Equivalent (FTE) positions are also listed.

COUNTY OF VENTURA STATE OF CALIFORNIA				COUNTY BUDGET FORM SCHEDULE BC			
SUMMARY OF COUNTY BUDGET REQUIREMENTS BY FUND, BUDGET UNIT & OBJECT							
FOR FISCAL YEAR 1998-99							
DESCRIPTION (1)		SALARIES AND EMPLOYEE BENEFITS (2)	SERVICES AND SUPPLIES (3)	OTHER CHARGES (4)	FIXED ASSETS (5)	TRANSFERS OUT AND CONTINGENCIES (6)	NET TOTAL (7)
SUMMARY BY FUND:							
GENERAL FUND	00001						
SPECIAL AGENTS & COMINGS	00001 01010	5,400,000	232,800	78,200		34,340,600	40,751,600
VARIOUS GRANTS	00001 01020		2,083,400		3,400		2,086,800
CHIEF ADMIN OFFICE	00001 01040	2,477,400					2,477,400
CAPITAL PROJECTS	00001 01050		34,500		2,684,300		2,718,800
ASSESSOR	00001 01300	4,619,300	1,370,200				5,989,500
BOARD OF SUPERVISORS	00001 01410	1,781,800	219,700				1,991,500
GENERAL FUND CONTINGENCY	00001 01500					1,161,300	1,161,300
AUDITOR-CONTROLLER	00001 01510	2,902,600	3,775,700	44,063,400			51,741,700
TREASURER TAX COLLECTOR	00001 01520	1,994,400	1,789,900				3,784,300
RETIREMENT	00001 01910	913,700	629,500				1,543,200
SUPPLEMENTAL RETIREMENT	00001 01920	81,800	7,800				89,600
PUBLIC ADMIN/PUBLIC GUARD	00001 01930	484,000	35,400		16,400		535,800
COUNTY COMMISSION	00001 02000	2,589,800	348,700				2,938,500
HUMAN RESOURCES	00001 02100	1,498,900	610,700				2,109,600
CIVIL SERVICE COMMISSION	00001 02200		80,400				80,400
CLERK-BOARD OF SUPERVISORS	00001 03000	299,800	118,700				418,500
FUNCTIONS DIVISION	00001 03010	673,200	1,243,600				1,916,800
COUNTY CLERK	00001 03020	524,500	112,400				636,900
RECORDERS OFFICE	00001 03030	1,472,700	440,000				1,912,700
DISTRICT ATTORNEY	00001 03400	18,400,300	3,302,800			137,500	21,740,600
DE-CHILD SUPPORT	00001 03500	14,349,900	3,145,800		284,300		17,780,000
PUBLIC DEFENDER	00001 03600	6,096,700	331,100				6,427,800
JUDICIAL COURT TRAINING	00001 03700	75,000	4,765,900	15,391,200			20,232,100
INTELLIGENT LEGAL SERVICE	00001 03800		1,957,600				1,957,600
GRAND JURY	00001 03820		175,000				175,000
SUPPORTIVE SERVICES	00001 04000	56,463,300	13,950,400		677,400	189,700	71,280,800
SUBMITTATION SERVICE	00001 04050	35,985,300	15,852,900		264,800		52,103,000
YOUTH PROBATION AGENCY	00001 04200	20,611,000	6,054,700	1,370,000			28,035,700
AGRICULTURE COMMISSIONER	00001 04500	1,612,400	267,400				1,879,800
ANIMAL REGULATION	00001 04600	1,959,600	769,500				2,729,100
R.A.T.M. PROJECT	00001 04630	179,500	42,100				221,600
RMA-PLANNING DEPARTMENT	00001 04700	2,789,800	474,400				3,264,200
RMA-BUILDING & SAFETY	00001 04710	1,391,200	322,500				1,713,700
RMA-HEALTH & MEASURES	00001 04720	362,400	48,000				410,400
RMA-OPERATIONS	00001 04730	1,512,200	339,500				1,851,700
ENVIRONMENTAL HEALTH DEPT	00001 04750	3,723,200	548,900			68,500	4,340,600
LAIR/VEICG	00001 04900	151,200	51,400				202,600
HEALTH INSURANCE EXAMINER	00001 05000	824,400	164,800				989,200
HEALTH ADMIN & SUPPORT SVCS	00001 05010	4,306,800	497,100				4,803,900
HCA-ADVS ADMIN/CLEARING	00001 05060		2,411,300				2,411,300
HCA-EMERGENCY MEDICAL SVCS	00001 05090	310,700	260,900	720,400			1,292,000
HCA-PUBLIC HEALTH	00001 05100	7,490,500	3,340,500				10,831,000
HCA-WOMEN/INFANT/CHILDREN	00001 05110	1,789,500	204,800				1,994,300
HCA-CHILDRENS MEDICAL SVCS	00001 05120	3,088,000	242,900				3,330,900
MENTAL HEALTH	00001 05130	22,379,800	15,052,800	1,710,000			39,142,600
ALCOHOL/DRUG PROGRAMS	00001 05150	2,990,300	2,344,000				5,334,300
DRINKING DRIVER PROGRAM	00001 05160	1,504,700	500,500				2,005,200
EMPLOYMENT & TRANS ASSIST	00001 05410	72,349,600	6,908,100	20,000			79,277,700
HSA-ADMINISTRATION	00001 05420	4,024,400	2,009,900				6,034,300
ADULT & FAMILY SERVICES	00001 05440	1,508,000	26,600	7,790,900			9,325,500
CALWORKS PROGRAM SUPPORT	00001 05450	1,588,400	5,727,400	20,000	66,600		7,342,400
CHILDREN AND FAMILY SVCS	00001 05460	7,887,400	4,160,700	28,900			12,077,000
CALWORKS DIR ASST/SUPERVISOR	00001 05480			44,894,500			44,894,500
FOSTER CARE/ADULT DIN AID	00001 05500			13,558,700			13,558,700
CHILDREN	00001 05510			1,431,400			1,431,400
GENERAL RELIEF	00001 05520			603,100			603,100
SENIOR NUTRITION	00001 05550	825,300	615,400				1,440,700
AREA AGENCY ON AGING	00001 05700	352,900	824,400				1,177,300
LSA-ADMINISTRATION	00001 05800	116,200	22,400				138,600
FARM ADVISOR	00001 06000	149,300	121,000				270,300
PMA-GENERAL FUND SERVICES	00001 06100		6,291,800				6,291,800
REQUIRED MAINTENANCE	00001 06900		1,890,700		1,170,000		3,060,700
TOTAL GENERAL FUND	00001	381,843,800	121,925,400	126,630,900	5,196,200	35,892,400	571,488,500
POB DEBT SERVICE	00003						
POB DEBT SERVICE	00003 01630			11,561,000		7,445,300	19,006,300
TOTAL POB DEBT SERVICE	00003			11,561,000		7,445,300	19,006,300
ROAD FUND	01000						
PM ROAD FUND	01000 06150		18,400,000	705,000	7,000	2,575,700	21,683,700

Figure 7A - The Budget Book, page 52

The Ten funds listed in schedule 1, that we are addressing here, are part of the 112 budget units in Schedule 9. (Evidently, the terms fund and budget unit are interchangeable.) Figure 8 is an example of one of these 10 pages. Most of the budget units in Schedule 9 show the number of authorized and FTE positions. However, only three of these 10 funds/budget units list the number of authorized and FTE positions they employ.

		COUNTY OF VENTURA STATE OF CALIFORNIA					COUNTY BUDGET FORM SCHEDULE BC
		SUMMARY OF COUNTY BUDGET REQUIREMENTS BY FUND, BUDGET UNIT & OBJECT					
		FOR FISCAL YEAR 1998-99					
DESCRIPTION (1)		SALARIES AND EMPLOYEE BENEFITS (2)	SERVICES AND SUPPLIES (3)	OTHER CHARGES (4)	FEED ASSISTS (5)	TRANSFERS OUT AND COMMITMENTS (6)	NET TOTAL (7)
SUMMARY BY FUND:							
TOTAL ROAD FUND	01000		18,400,000	905,000	7,000	2,525,200	21,637,200
DEPARTMENT OF HUD	01025						
COMMUNITY DEV BLOCK GRANT	01025 01560		2,427,000				2,427,000
EMERGENCY SHELTER GRANT	01025 01590		95,000				95,000
HOME GRANT	01025 01610		1,154,000				1,154,000
TOTAL DEPARTMENT OF HUD	01025		3,470,000				3,470,000
SHERIFF INMATE SPEC REV	01050						
SHERIFF INMATE W/FARF	01050 04080	291,700	411,100		139,000	289,600	1,327,400
SHERIFF INMATE COMMISSARY	01050 04090	222,900	549,700				766,600
TOTAL SHERIFF INMATE SPEC REV	01050	514,600	1,154,800		139,000	289,600	2,094,000
VENTURA COUNTY LIBRARY	01075						
LIBRARY SERVICES AGENCY	01075 05810	3,248,700	2,083,000	403,600		100,000	5,835,300
TOTAL VENTURA COUNTY LIBRARY	01075	3,248,700	2,083,000	403,600		100,000	5,835,300
REVOLVING LOAN FUND	01200						
REVOLVING LOAN PROGRAM	01200 01620		116,800		3,500	976,700	1,097,000
TOTAL REVOLVING LOAN FUND	01200		116,800		3,500	976,700	1,097,000
EDA DEFENSE REVOLV LOAN	01225						
EDA-DEFENSE CONVERSION LOAN	01225 01428		568,000			7,300	575,300
TOTAL EDA DEFENSE REVOLV LOAN	01225		568,000			7,300	575,300
FISH & GAME	01300						
FISH & GAME	01300 07400		113,000	103,000		32,400	248,400
TOTAL FISH & GAME	01300		113,000	103,000		32,400	248,400
DOMESTIC VIOLENCE PROGRAM	01325						
DOMESTIC VIOLENCE	01325 05570		144,500			12,200	156,700
TOTAL DOMESTIC VIOLENCE PROGRAM	01325		144,500			12,200	156,700
SPAY/NEUTER PROGRAM	01350						
SPAY/NEUTER PROGRAM	01350 04620		83,400			64,600	150,200
TOTAL SPAY/NEUTER PROGRAM	01350		83,400			64,600	150,200
WORKFORCE DEVELOPMENT	01375						
HUMAN RES-WORKFORCE DEV	01375 02200	3,748,000	6,308,000				10,056,000
TOTAL WORKFORCE DEVELOPMENT	01375	3,748,000	6,308,000				10,056,000
SOLID WASTE	01425						
SOLID WASTE	01425 06160	1,140,500	2,195,000		4,900	140,000	3,480,400
TOTAL SOLID WASTE	01425	1,140,500	2,195,000		4,900	140,000	3,480,400
TOTAL SPECIFIC EXPENDITURES		290,194,700	156,762,400	144,603,500	5,346,600	42,507,900	639,415,300

Figure 7B - The Budget Book, page 53

The three funds that do not appear in Schedule 9 are the General Fund, Department of HUD Fund, and Sheriff Inmate Spec Rev Fund. The General Fund, while not in Schedule 9, consists of 62 Budget Units which are scattered throughout the Budget Book. However, the Department of HUD Fund and the Sheriff Inmate Spec Rev Fund do not appear anywhere else in the Book, at leased not as they are called in Schedule 1. Certainly, finance requirements for these two funds must be accounted for somewhere in the Book. Probably, the Department of HUD Fund is just one element of fund number 01025, its label in Schedule 1, and the Sheriff Inmate Spec Rev Fund is just one element of fund number 01050, its label in Schedule 1.

Continuing with the 10 funds in Schedule 1 that do appear in Schedule 9, inconsistencies were noticed in three of them. They are the Library, Revolving Loan, and Domestic Violence Funds. In each case, the amounts found in the Total Financing Requirements column, column (8), (\$6,315,100; \$1,310,500; and \$165,500, respectively) are

STATE CONTROLLER COUNTY BUDGET ACT (1985)		COUNTY OF VENTURA STATE OF CALIFORNIA BUDGET UNIT FINANCING USES DETAIL FOR FISCAL YEAR 1998-99		COUNTY BUDGET FORM SCHEDULE 9	
				UNIT TITLE: PH ROAD FUND CLASSIFICATION: FUNCTION: PUBLIC WAYS & FACILITIES ACTIVITY: PUBLIC WAYS	
PH ROAD FUND - 06150					
BUDGET OVERVIEW:					
	FINAL BUDGET FY 1997-98	ACTUAL PRIOR YEAR FY 1997-98	REQUESTED BUDGET FY 1998-99	RECOMMENDED BUDGET FY 1998-99	ADOPTED BUDGET FY 1998-99
TOTAL APPROPRIATIONS	25,804,100	16,272,300	22,216,700	22,216,700	21,837,200
TOTAL REVENUES	18,647,800	14,349,700	15,489,500	16,889,500	16,889,500
NET COUNTY COST	7,156,300	1,922,600	6,727,200	5,327,200	4,947,700
AUTH POSITIONS					
FTE POSITIONS					
BUDGET UNIT DESCRIPTION:					
Public Works Agency Road Fund is responsible for providing safe and efficient operation of the County's 546-mile road network in the unincorporated area and for coordinating other County transportation needs, including public transit, project planning, design, construction, maintenance, traffic operations, and public transportation planning and coordination. Revenue is derived from State gas tax subventions, Transportation Development Act, Vehicle Code fines, road permits, federal/State construction aid, and contributions from developers. Planned construction/ improvements include: Springville Road Bikepath at Beardsley Channel (\$71,000), Bridge Road Bridge Rehabilitation (\$245,000), Culvert and Revetment Replacement (\$75,000), Overlays on non-ISTEA eligible roads (\$600,000), Drainage Improvements (\$75,000), Pavement Rehabilitation and Road Overlays (\$1,377,000), Traffic Signalizations (\$340,000), Moorpark Road Realignment (\$3,350,000), Churchwood Drive/Kanan Road Traffic Signal (\$100,000), South Mountain Road Restoration (\$1,020,000), and Miscellaneous projects (\$610,000). These projects may change based on higher priority or needs (e.g., storm damage) and/or unanticipated loss of offsetting revenues.					

Figure 8 - An example of a "Budget Unit Financing Uses Detail" from The Budget Book

greater than the amounts listed for Total Appropriations for the 98-99 Adopted Budget for these three funds, as found on pages 366, 338, and 356, respectively in Schedule 9. This is not the case with the other seven funds in Schedule 1; the amounts shown opposite them in column (8) equal their corresponding Adopted Budget amounts in Schedule 9.

These three appropriations were approved/adopted by the Board of Supervisors. Yet, column (7) in schedule 1 increased them by \$479,800; \$213,500; and \$8,800, respectively. These funds are called Provisions for Reserves and/or Designations, which have been explained, but the rationale behind this practice is not clear.

Looking at Schedule 1, it appears that the same thing has happened to two of the funds that do not appear in Schedule 9; the General Fund and the Sheriff Inmate Spec Rev Fund.

Schedules 2 through 17

The 584 pages following Schedule 1 contain Schedules 2 through 17, which provide a wealth of data concerning fund balances, reserves/designations, financing sources, property taxes, financing requirements, specific financing uses, budget requirements, financing uses detail, internal service funds, enterprise funds, bond expenditures, and special districts data. Actually, there are 22 schedules because schedules 5A and 5B are included to supplement Schedule 5, and schedules 8A, 8B, and 8C are included to supplement Schedule 8. Furthermore, Schedules 12 and 17 appearing on pages 498 and 586, respectively, do not contain data and are stamped "Not applicable." Figure 9 uses Schedule 12 as an example of these pages.

All of the financial data associated with the 112 Agencies and Departments in the County organization and the 28 Districts governed through the Board of Supervisors can be found throughout 20 relevant schedules in the Budget Book. (Schedules 12 and 17 do not contain data.)

The 112 Agencies and Departments in the County organization use 112 Budget Units within 37 Funds and the 28 Districts governed through the Board of Supervisors use 28 Budget Units within 26 Funds. In other words, the Budget Book shows that the County uses 140 Budget Units within 63 Funds to track its financial data. According to the Auditor-Controller's office, however, there are 86 funds, but only 63 are found in the Budget Book.

Animal Regulation

As stated earlier, in the Investigation Methodology section, we planned to develop an exercise to test our expertise once we felt we understood the Budget Book sufficiently. The test we chose was to

STATE CONTROLLER COUNTY BUDGET ACT (1985)		COUNTY OF VENTURA STATE OF CALIFORNIA		COUNTY BUDGET FORM SCHEDULE 12	
SPECIAL STATEMENT FOR 1998-99 FISCAL YEAR BUDGET					
STATUS OF EXPENDITURES FROM BOND PROCEEDS					
DESCRIPTION (1)	AMOUNT OF BONDS AUTHORIZED (2)	AMOUNT OF BONDS SOLD TO DATE (3)	TOTAL ACTUAL OR ESTIMATED PROJECT COST (4)	TOTAL EXPENDITURES AS OF JUNE 30, 1998	
				FROM BOND PROCEEDS (5)	FROM OTHER SOURCES (6)
NOT APPLICABLE					

Figure 9 - Schedule 12, an example of a "Not applicable" page from The Budget Book

search the book for all financial data associated with a particular department's operation. We needed a medium sized department; one with a budget that is not immense but still large enough to provide a meaningful, yet manageable set of data. Consequently, the Animal Regulation Department was selected from a group of organizations that met our budget size criteria.

We found that the Book's Index to Departmental Budgets can easily lead any student of the County Budget to a wealth of financial data. In this case, the Animal Regulation Department entry in the index shows Fund Number 0001 and budget unit 4600. So, appropriations for animal regulation come from Budget Unit 4600 in the General Fund, which is fund number 0001. It also points to page 214 in Schedule 9 for animal regulation data, which is presented here as Figure 10.

Figure 10 contains a budget overview for animal regulation. It has a brief description of budget unit 4600, which services the Animal Regulation Department. Also shown are Animal Regulation Department's Total Appropriations, Total Revenues, and the Net County Cost in the following categories; FY 97-98 Final Budget, FY 97-98 Actual Budget, FY 98-99 Requested Budget, FY 98-99 Recommended Budget, and FY 98-99 Adopted Budget. Authorized and FTE positions are also shown.

Each of the following three pages (215, 216, and 217) details Animal Regulation Department Budget Unit financing uses. Page 217 is used as Figure 11 because it is typical of the three pages and it contains animal regulation Grand Totals, which will be considered next.

All further references to Schedule 9, Figure 10, will consider the right most five columns numbered 1, 2, 3, 4, and 5 from left to right. The columns on Page 217, Figure 11, are adequately numbered.

STATE CONTROLLER COUNTY BUDGET ACT (1985)	COUNTY OF VENTURA STATE OF CALIFORNIA BUDGET UNIT FINANCING USES DETAIL FOR FISCAL YEAR 1998-99			COUNTY BUDGET FORM SCHEDULE 9	
				UNIT TITLE: ANIMAL REGULATION CLASSIFICATION: FUNCTION: PUBLIC PROTECTION ACTIVITY: OTHER PROTECTION	
ANIMAL REGULATION - 04600					
BUDGET OVERVIEW:					
	FINAL BUDGET FY 1997-98	ACTUAL PRIOR YEAR FY 1997-98	REQUESTED BUDGET FY 1998-99	RECOMMENDED BUDGET FY 1998-99	ADOPTED BUDGET FY 1998-99
TOTAL APPROPRIATIONS	2,854,000	2,737,000	2,729,100	2,729,100	2,729,100
TOTAL REVENUES	2,248,600	1,578,400	1,862,400	1,871,000	1,871,000
NET COUNTY COST	605,400	1,158,600	866,700	858,100	858,100
ADN POSITIONS	47		47	48	48
FTE POSITIONS	47		47	48	48
BUDGET UNIT DESCRIPTION:					
<p>Animal Regulation is responsible for the board and care of sick, injured, abandoned and stray animals, and enforcement of State and local laws affecting animals. Services are provided by three divisions: (1) Administration/Licensing provides for Department management and a computerized dog licensing system. (2) Shelter Operations provides veterinary services and operates public counters to reclaim and relinquish pets and livestock through the Main Animal Shelter in Camarillo and the Animal Holding Facility in Simi Valley. (3) Field Services provides rabies suppression, pickup and disposal of dead animals, citizen complaint investigations and care for misplaced, sick, or injured wildlife. Field Services also provides leash law enforcement and other services as specified in various city contracts.</p>					

Figure 10 - A budget overview for Animal Regulation from The Budget Book, page 214.

The amounts for Total Appropriations in columns 1 through 5 in Figure 10 are the same as the amounts for Grand Totals in columns (3) through (7), respectively, in Figure 11. Headers for columns 1 through 5 are essentially, but not exactly, the same as the headers used in columns (3) through (7) in Figure 11. It is not clear why the column headed Actual 1996-97, column (2), is used in Figure 11 but not used in the budget overview page, Figure 10.

The four pages devoted to the Animal Regulation Department budget are located in Schedule 9, which is titled Budget Unit Financing Uses Detail. The Animal Regulation Department is just one of the 112 Agencies and departments with financial data in Schedule 9. Schedule 9 occupies 322 pages.

Schedule 9 details Animal Regulation Department financial uses. The first page of the Animal Regulation section in Schedule 9, Figure 10, shows only Total Revenues. However, detailed Animal Regulation financial sources were found in Schedules 5, 5A, and 5B after considerable searching. The General Index led us straightaway to Schedules 5, 5A, and 5B; the problem was finding the Animal Regulation financing sources within these schedules. We searched the innumerable

STATE CONTROLLER COUNTY BUDGET ACT (1985)		COUNTY OF VENTURA STATE OF CALIFORNIA BUDGET UNIT FINANCING USES DETAIL FOR FISCAL YEAR 1998-99			COUNTY BUDGET FORM SCHEDULE 9 UNIT TITLE: 04600 - ANIMAL REGULATION CLASSIFICATION: FUNCTION: PUBLIC PROTECTION ACTIVITY: OTHER PROTECTION		
FINANCING USES CLASSIFICATION (1)	ACTUAL 1996-97 (2)	FINAL BUDGET 1997-98 (3)	ACTUAL 1997-98 (4)	REQUESTED 1998-99 (5)	RECOMMENDED 1998-99 (6)	ADOPTED BY THE BOARD OF SUPERVISORS 1998-99 (7)	
PUBLICATIONS AND LEGAL NOTICE							
RENTS & LEASES- BLDGS& IMPR							
BUILDING LEASES & RENTALS	2281 79,800	79,800	79,800	79,900	79,900	79,900	
TOTAL RENTS & LEASES- BLDGS& IMPR	79,800	79,800	79,800	79,900	79,900	79,900	
SMALL TOOLS & INSTRUMENTS							
SMALL TOOLS & INSTRUMENTS	2291 21,400	13,500	7,900	13,500	13,500	13,500	
MINOR EQUIPMENT-OTHER	2292 8,100	12,400	6,400	15,100	15,100	15,100	
COMPUTER EQUIP & CONSO	2293 2,900	12,700	10,500	12,700	12,700	12,700	
TOTAL SMALL TOOLS & INSTRUMENTS	32,400	38,600	24,800	41,300	41,300	41,300	
SPECIAL DEPT. EXPENSE							
SPECIAL DEPT. EXP. - 01	2301 16,300	26,100	26,200	26,100	26,100	26,100	
SPECIAL DEPT. EXP. - 02	2302 35,500	32,700	34,500	32,700	32,700	32,700	
SPECIAL DEPT. EXP. - 03	2303 3,300	5,100	4,100	5,100	5,100	5,100	
SPECIAL DEPT. EXP. - 04	2304 2,700	2,500	2,100	2,500	2,500	2,500	
TOTAL SPECIAL DEPT. EXPENSE	57,800	66,400	66,900	66,400	66,400	66,400	
TRANSPORTATION AND TRAVEL							
TRANS. CHARGES - ISF	2521 124,900	157,800	165,900	134,700	134,700	134,700	
PRIVATE VEHICLE MILEAGE	2522 7,800	2,500	1,800	2,500	2,500	2,500	
CONF. & SEMINARS EXPENSE	2523 2,000	3,300	2,400	3,300	3,300	3,300	
TOTAL TRANSPORTATION AND TRAVEL	146,700	163,600	169,500	140,500	140,500	140,500	
UTILITIES							
UTILITIES OTHER	2541 6,000	7,000	6,400	7,000	7,000	7,000	
TOTAL UTILITIES	6,000	7,000	6,400	7,000	7,000	7,000	
SERVICES& SUPPLIES ADJUST							
SERV & SUPP CURR YR ADJ INCREA	2991 29,900	20,000	(3,900)				
SERV & SUPP CURR YR ADJ DECREA	2992 29,900	(10,600)					
TOTAL SERVICES& SUPPLIES ADJUST		9,400	(3,900)				
TOTAL SERVICES AND SUPPLIES	735,600	829,400	788,500	769,500	769,500	769,500	
FIXED ASSETS							
EQUIPMENT							
COMPUTER EQUIPMENT	4862 7,800	11,400	11,400				
OTHER EQUIPMENT	4889 7,800						
TOTAL EQUIPMENT	15,600	11,400	11,400				
TOTAL FIXED ASSETS	15,600	11,400	11,400				
TOTALS 04600 ANIMAL REGULATION	2,152,900	2,834,000	2,737,000	2,729,100	2,729,100	2,729,100	
GENERAL FUND 00001							

Figure 11 - Typical detail page of Animal Reg Budget financing uses, The Budget Book, page 217.

line items, on each of the nineteen pages containing these schedules, one line item at a time for animal regulation entries.

Schedule 5 has 14 entries for animal regulation financing sources. They are on pages 8, 10, 15, 16, 17, 18, 19, 20, 21, and 22. While the 14 entries were scattered throughout Schedule 5, we show them as one chart in Figure 12. The five column headings shown in Figure 12

are as they appear in Schedule 5. Column (6) was not needed in this discussion. Figure 12 will be referred to later.

Next, we compare the above summary of the 14 animal regulation financing sources, Schedule 5, shown in Figure 12 with Schedule 9, page 214, shown in Figure 10.

- Column (2) in Schedule 5 does not appear in Schedule 9.
- Columns 1 and 3 in Schedule 9 do not appear in Schedule 5.

Analysis of Financing Sources by Source by Fund Schedule 5

SOURCE CLASSIFICATION (1)	ACTUAL 1996-97 (2)	ACTUAL 1997-98 (3)	ESTIMATES RECOMMENDED 1998-99 (4)	ADOPTED BY THE BOARD OF SUPERVISORS 1998-99 (5)
Licenses, Permits & Franchises				
Animal Licenses				
Animal Regulation 04600 8711	416,800	422,400	490,000	490,000
Rev-Use of Money & Property				
Interest				
Animal Regulation 04600 8911	700			
Charges for Services				
Purchasing Fees				
Animal Regulation 04600 9492	1,100			
Humane Services				
Animal Regulation 04600 9541	118,900	113,900	115,000	115,000
Other				
Animal Regulation 04600 9705	36,600			
Animal Regulation 04600 9706	35,500			
Animal Regulation 04600 9707	18,000			
Animal Regulation 04600 9709	12,700	8,900		
Animal Regulation 04600 9714	1,001,100	943,400	1,152,400	1,152,400
Miscellaneous Revenues				
Misc Revenues P.Y.				
Animal Regulation 04600 9739	-17,700			
Other Sales				
Animal Regulation 04600 9761	52,600	52,700	52,000	52,000
Miscellaneous				
Animal Regulation 04600 9772	2,800	1,800		
Prior Year Revenue				
Animal Regulation 04600 9799	-700			
Other Finance Sources				
Operating Transfers In				
Animal Regulation 04600 9831	53,000	53,000	61,600	61,600
GRAND TOTALS	1,749,100	1,578,400	1,871,000	1,871,000

Figure 12 - Compilation of entries

- Except for slight differences in wording, headings for columns (3), (4), and (5) in Schedule 5 agree with headings for columns 2, 4, and 5 in Schedule 9.
- Grand Totals in columns (3), (4), and (5) in Schedule 5 are the same as Total Revenues in columns 2, 4, and 5 in Schedule 9, respectively.

The Book contains Schedules 5A and 5B as well as Schedule 5. Each of these Schedules address Animal Regulation financing sources in a different format. That is, Financing Sources by Source by Fund; by Function and Activity; and by Function, Activity, and Line Item.

Schedule 5A is shown as Figure 13 and Schedule 5B is shown as Figure 14.

- Except for a minor difference, column headers in Schedules 5, 5A, and 5B are the same.
- Schedule 5 has a column (6), which specifies funds other than the General Fund, while Schedules 5A and 5B do not.

Each of the 14 financing source labels in Schedules 5 and 5b has a number of the form 04600 xxxx attached to it. The number 04600 in the number series is the Budget Unit number for Animal Regulation. The meaning of the trailing four numbers is not defined. Since no two are the same, the Ventura County Financial Management System (VCFMS) probably uses them to identify the 14 financing sources.

The 04600 xxxx number series in Schedule 5 and the 04600 xxxx number series in Schedule 5B are identical, but their corresponding labels are not always the same:

- Four of the numbers in the two lists have identical labels; Animal Licenses 04600 8711, Humane Services 04600 9541, Other Sales 04600 9761, and Prior Year Revenue 04600 9799.
- Three of the 04600 xxxx numbers have similar labels, they are; 04600 8911, 04600 9739, and 04600 9772.
- Labels associated with the remaining seven 04600 xxxx numbers have nothing, or very little, in common.
- Schedule 5B has two numbers, 04600 9739 and 04600 9799, with the same label.
- The labels and the 04600 xxxx number series portions of Schedules 5 and 5B are combined in Figure 15.

While pursuing the Animal Regulation exercise, we noticed the page headers on Schedules 5, 5A, and 5B. The page headers on Schedules 5A and 5B are not like the page header on Schedule 5. And yet, Schedules 8, 8A, 8B, and 8C all use the same page header layout.

This concludes our observation of the Animal Regulation financing sources found in Schedules 5, 5A, and 5B.

COUNTY OF VENTURA STATE OF CALIFORNIA			COUNTY BUDGET FORM SCHEDULE 5A	
SCHEDULE OF ADDITIONAL FINANCING SOURCES BY FUNCTION AND ACTIVITY				
FOR FISCAL YEAR 1998-99				
BUDGET UNITS (GROUPED BY FUNCTION AND ACTIVITY) (1)	ACTUAL 1996-97 (2)	ACTUAL 1997-98 (3)	RECOMMENDED 1998-99 (4)	ADOPTED BY THE BOARD OF SUPERVISORS 1998-99 (5)
DETENTION & CORRECTION				
SHERIFF-DETENTION SERVICE	23,319,100	24,555,900	23,404,900	23,952,900
VTA CO PROBATION AGENCY	12,214,900	13,909,400	13,988,700	13,988,700
TOTAL DETENTION & CORRECTION	35,534,000	38,465,300	37,393,600	37,941,600
PROTECTIVE INSPECTION				
AGRICULTURE COMMISSIONER	1,514,800	1,671,100	1,683,800	1,707,800
RMA-BUILDING & SAFETY	1,580,500	2,272,300	2,301,000	2,301,000
RMA-WEIGHTS & MEASURES	204,900	180,000	181,500	181,500
SOLID WASTE		2,417,800	3,110,800	3,390,400
SOLID WASTE MGMT	1,826,300			
TOTAL PROTECTIVE INSPECTION	5,126,500	6,541,200	7,277,100	7,580,700
OTHER PROTECTION				
PUBLIC ADMIN/PUBLIC GUARD	458,400	391,300	372,700	372,700
COUNTY CLERK	441,300	446,900	405,900	405,900
RECORDERS OFFICE	4,848,700	5,858,700	5,204,600	5,204,600
ANIMAL REGULATION	1,749,100	1,578,400	1,871,000	1,871,000
SPAY/NEUTER PROGRAM	114,600	116,000	116,500	116,500
RMA-PLANNING DEPARTMENT	2,030,900	1,945,000	1,755,000	1,725,000
RMA-OPERATIONS	539,500	176,300	368,100	368,100
LAFCD/YCOG	76,800	148,500	104,500	104,500
HCA-MEDICAL EXAMINER	34,700	20,500	21,600	21,600
FISH & GAME	42,600	42,600	43,800	43,800
TOTAL OTHER PROTECTION	10,336,600	10,724,200	10,263,700	10,233,700
TOTAL PUBLIC PROTECTION	142,724,700	138,197,200	138,053,100	140,114,400
PUBLICWAYS & FACILITIES				
PUBLICWAYS				
PM ROAD FUND	15,568,500	14,349,700	16,889,500	16,889,500
TOTAL PUBLICWAYS	15,568,500	14,349,700	16,889,500	16,889,500
TOTAL PUBLICWAYS & FACILITIES	15,568,500	14,349,700	16,889,500	16,889,500
HEALTH & SANITATION				
HEALTH				
ENVIRONMENTAL HEALTH DEPT	4,810,300	4,818,900	4,964,000	5,011,500
HCA-ADMIN & SUPPORT SVCS	3,046,800	3,083,900	3,852,200	3,852,200
HCA-AB75 ADMIN/CLEARING	2,380,300	2,394,200	2,411,300	2,411,300
HCA-EMERGENCY MEDICAL SVC	702,600	795,300	718,000	808,000
HCA-PUBLIC HEALTH	9,187,300	8,980,900	10,626,800	10,720,300
HCA-WOMEN/INFANT/CHILDREN	2,075,600	1,886,400	1,994,300	1,994,300
HCA-CHILDRENS MEDICAL SVC	2,572,500	2,333,500	2,921,900	2,921,900
MENTAL HEALTH	37,017,200	35,599,900	38,282,500	38,282,500
ALCOHOL/DRUG PROGRAMS	5,496,100	6,174,000	6,270,400	6,270,400
DRINKING DRIVER PROGRAM	1,887,800	2,067,700	2,005,200	2,005,200
TOTAL HEALTH	69,176,500	68,134,700	74,046,600	74,277,600
TOTAL HEALTH & SANITATION	69,176,500	68,134,700	74,046,600	74,277,600
PUBLIC ASSISTANCE				
ADMINISTRATION				
SPEC INVESTIGATIONS UNIT	1,096,600	1,131,700		
EMPLOYMENT & TRANS ASSIST	26,581,300	27,521,700	33,606,700	33,781,700
HSA-ADMINISTRATION	3,273,200	4,902,700	5,869,000	5,869,000
ADULT & FAMILY SERVICES	80,000	68,400	2,248,600	2,248,600
CALWORKS PROGRAM SUPPORT	4,174,100	5,731,500	7,346,000	7,402,600
CHILDREN AND FAMILY SVCS	11,378,100	13,403,100	10,624,600	11,119,500
TITLE XX EARTHQUAKE RECOV	137,700			

Figure 13 - Schedule 5A

COUNTY OF VENTURA STATE OF CALIFORNIA		COUNTY BUDGET FORM SCHEDULE 5B			
SCHEDULE OF ADDITIONAL FINANCING SOURCES BY FUNCTION, ACTIVITY & LINE ITEM					
FOR FISCAL YEAR 1998-99					
BUDGET UNITS (GROUPED BY FUNCTION, ACTIVITY, LINE ITEM) (1)	ACTUAL 1996-97 (2)	ACTUAL 1997-98 (3)	RECOMMENDED 1998-99 (4)	ADOPTED BY THE BOARD OF SUPERVISORS 1998-99 (5)	
WORKERS COMP IMS	03020 9706	4,000			
FACILITIES - ISF	03020 9707	2,000			
TOTAL COUNTY CLERK		441,300	446,900	405,900	405,900
RECORDERS OFFICE					
PROPERTY TRANSFER TAX	03030 8671	2,303,000	3,089,100	2,539,500	2,539,500
OTHER	03030 8771	5,600	5,400	5,200	5,200
MATERIALS - ISF	03030 9492	2,100			
RECORDING FEES	03030 9561	1,451,300	1,823,100	1,599,200	1,599,200
FILING FEES	03030 9562	700	800	700	700
LIABILITY INSURANCE	03030 9705	16,100			
WORKERS COMP IMS	03030 9706	10,200			
FACILITIES - ISF	03030 9707	4,400			
OTHER SALES	03030 9761	86,200	80,700	75,200	75,200
OTHER REVENUE - MISC	03030 9772	969,100	859,600	984,800	984,800
TOTAL RECORDERS OFFICE		4,848,700	5,858,700	5,204,600	5,204,600
ANIMAL REGULATION					
ANIMAL LICENSES	04600 8711	416,800	422,400	490,000	490,000
INTEREST EARNINGS	04600 8911	700			
MATERIALS - ISF	04600 9492	1,100			
HUMANE SERVICES	04600 9541	118,900	113,900	115,000	115,000
LIABILITY INSURANCE	04600 9705	36,600			
WORKERS COMP IMS	04600 9706	35,500			
FACILITIES - ISF	04600 9707	18,000			
TRANSPORTATION DIVISION	04600 9709	12,700	8,900		
CONTRACT REVENUE	04600 9714	1,001,100	943,400	1,152,400	1,152,400
PRIOR YEAR REVENUE	04600 9739		(17,700)		
OTHER SALES	04600 9761	52,600	52,700	52,000	52,000
OTHER REVENUE - MISC	04600 9772	2,800	1,800		
PRIOR YR REVENUE	04600 9799	(700)			
CONTRIB FROM OTHER FUNDS	04600 9831	53,000	53,000	61,600	61,600
TOTAL ANIMAL REGULATION		1,749,100	1,578,400	1,871,000	1,871,000
SPAY/NEUTER PROGRAM					
ANIMAL LICENSES	04620 8711		900		
UNALTERED DOG LICENSE	04620 8712	75,500	76,500	82,500	82,500
INTEREST EARNINGS	04620 8911	5,200	3,400	2,000	2,000
SPAY-NEUTER ESCHEATMENTS	04620 9778	33,900	35,200	32,000	32,000
TOTAL SPAY/NEUTER PROGRAM		114,600	116,000	116,500	116,500
RMA-PLANNING DEPARTMENT					
OTHER	04700 8771	51,300	54,400	50,000	50,000
FORFEITURES AND PENALTIES	04700 8831	16,200	26,300	20,000	20,000
STATE AID - SB 90	04700 9246	4,500			
STATE AID-OTHER	04700 9247		20,900	184,000	184,000
FEDERAL AID - HUD GRANT	04700 9354	208,700	137,300	50,000	50,000
PLANNING/ENG SERV - FEES	04700 9481	1,148,700	1,178,500	1,221,000	1,221,000
MATERIALS - ISF	04700 9492	2,400			
LIABILITY INSURANCE	04700 9705	30,700			
WORKERS COMP IMS	04700 9706	11,200			
FACILITIES - ISF	04700 9707	7,200			
TRANSPORTATION DIVISION	04700 9709	700			
CONTRACT REVENUE	04700 9714	212,200	211,000	192,000	162,000
OTHER SALES	04700 9761	11,300	9,000	11,000	11,000
OTHER REVENUE - MISC	04700 9772	328,000	313,200	27,000	27,000
PRIOR YR REVENUE	04700 9799	(2,200)	(5,600)		
TOTAL RMA-PLANNING DEPARTMENT		2,030,900	1,945,000	1,755,000	1,725,000
RMA-OPERATIONS					
STATE AID-DISASTERS	04730 9191	66,600			
OTHER INTERFUND CHARGES	04730 9412	258,000	99,000		
PLANNING/ENG SERV - CONT	04730 9482	154,500	41,000	300,000	300,000
MATERIALS - ISF	04730 9492	1,800			
LIABILITY INSURANCE	04730 9705	16,100			
WORKERS COMP IMS	04730 9706	10,000			
FACILITIES - ISF	04730 9707	6,400			
OTHER REVENUE - MISC	04730 9772	26,100	36,100	68,100	68,100
PRIOR YR REVENUE	04730 9799		200		
TOTAL RMA-OPERATIONS		539,500	176,300	368,100	368,100
LAFCD/VCOG					
LEGAL SERVICES	04900 9461	32,500	54,900	50,000	50,000

Figure 14 - Schedule 5B

Schedule 5 Analysis of Financing Sources by Fund		Schedule 5B Analysis of Additional Financing Sources by Function and Activity BUDGET UNITS (GROUPED BY FUNCTION, ACTIVITY AND LINE ITEM) (1)	
SOURCE CLASSIFICATION (1)			
Licenses, Permits & Franchises		Other Protection	
Animal Licenses	04600 8711	Animal Regulation	
Rev-Use of Money & Property		Animal Licenses	04600 8711
Interest	04600 8911	Interest Earnings	04600 8911
Charges for Services		Materials - ISF*	04600 9492
Purchasing Fees	04600 9492	Humane Services	04600 9541
Humane Services	04600 9541	Libility Insurance	04600 9705
Other	04600 9705	Workers Comp Ins	04600 9706
Other	04600 9706	Facilities ISF*	04600 9707
Other	04600 9707	Transportation Division	04600 9709
Other	04600 9709	Contract Revenue	04600 9714
Other	04600 9714	Prior Year Revenue	04600 9739
Miscellaneous Revenues		Other Sales	04600 9761
Misc Revenues P.Y.	04600 9739	Other revenue -Misc	04600 9772
Other Sales	04600 9761	Prior Year Revenue	04600 9799
Miscellaneous	04600 9772		
Prior Year Revenue	04600 9799	Contrib from Other Funds	04600 9831
Other Finance Sources			
Operating Transfers In	04600 9831		

* Internal Service Fund

Figure 15- Schedule 5 and 5B Combined

Summary of Findings

The Budget Book is complicated because it reflects an extremely diverse county government organization. Today’s Ventura County Government organization is the result of 125 years of continually adding distinct organizational elements to fill needs as they arise. It could be called the Band-Aid solution.

The Budget Book is further complicated because certain sections must be formatted in accordance with the terms established by the State Controller in the California Code of Regulations.

Schedules that relate to each other do not always have identical column headers for the same data.

State and federal funds transferred to Ventura County, and limitations on those funds, were not found in the Budget Book.

The 1998-1999 Budget Book's glossary of budget terms has only 27 entries; the 1987-1988 Budget Book's glossary of budget terms has 34 entries.

Returning to the Adopted Budget Book, we noticed that the index to special districts, Figure 16, lists five stand-alone entities. We also found that the Water Resources and Engineering Department of the Public Works Agency includes the Lake Sherwood Community Services District, Budget Unit 6450, in their organization.

SPECIAL DISTRICTS
GOVERNED THROUGH THE BOARD OF SUPERVISORS

INDEX TO DISTRICT BUDGETS
ALPHABETICAL LISTING

FUND BUDGET			PAGE	FUND BUDGET			PAGE
NO.	UNIT	DISTRICT		NO.	UNIT	DISTRICT	
<u>County Service Areas</u>				<u>Lake Sherwood</u>			
1505	6210	CSA#3-Camp Chaffee.....	574	2300	6450	Lake Sherwood CSD.....	568
1510	6220	CSA#4-Oak Park.....	576	7325	6610	Lake Sherwood Debt Service.....	572
1540	6230	CSA#14-Unincorp Street Lights.....	578				
1570	6270	CSA#29-North Coast D&M.....	580				
1580	6280	CSA#30-Ryeland Acres D&M.....	582				
1590	4790	CSA#32-Onsite Waste Water Management.....	584				
<u>Fire Protection</u>				<u>Waterworks Districts</u>			
1650	7500	Ventura County Fire Protection Dist..	504	2015	6413	WW#1-Div#1 Imp Zn#1 D/S.....	546
				2030	6416	WW#1-Div#3 Imp Zn#1 D/S.....	548
				2035	6417	WW#1-Div#4 Imp Zn#1 D/S.....	550
				2000	6402	WW#1-Moorpark Sanitation.....	540
<u>Flood Control Districts</u>				2000	6400	WW#1-Moorpark Water.....	536
1700	6300	Flood Control Admin.....	510	2110	6427	WW#16-Debt Service.....	556
1710	6310	Zone 1-General.....	514	2100	6422	WW#16-Piru-Sanitation.....	554
1720	6320	Zone 2-General.....	518	2100	6420	WW#16-Piru Water.....	552
1735	6338	Zone 3-Debt Service.....	530	2150	6430	WW#17-Bell Canyon Water.....	558
1730	6330	Zone 3-General.....	522	2200	6440	WW#19-Somis.....	562
1734	6337	Zone 3-Ref Bd 1994 D/S.....	528	2202	6445	WW#19-Debt Service.....	566
1731	6339	Zone 3-Simi Subzone.....	526				
1740	6340	Zone 4-General.....	532				

Figure 16 - Index to Special Districts

Disclaimer

We are not accountants. We tried to approach this study of the Budget Book as an average Ventura County citizen. Because we lacked formal Budget Book training, we often had to make assumptions. For example, lacking a pointer, we made assumptions based primarily on the value of dollar amounts in the book. That is, if a value in Schedule X exactly equaled a value in Schedule Y, then we assumed a correlation between the two schedules.

Conclusions

The Adopted Budget Book is far more difficult than it need be.

It is difficult to describe difficult. For that reason, the Animal Regulation Department budget test case was contrived. As we worked our way through the test case, in the “Findings” section, above, we noted inconsistencies, errors, points of confusion, and omissions. Most of the following conclusions are the results of those discoveries, and some were identified before the test case exercise. Most appear in the order they appeared in the “Findings” section:

- The Book needs tabs.
- The Book needs an Executive Summary, Introduction, and Summary. There should be a description of the book and instructions for using it.
- Page numbers for the pie charts, x-y chart, and bar chart should appear in the index (Table of Contents). They should be explained and correlated with the data they represent.
- The Consolidated Budget Summary, on Page 1, is bewildering. The reason for consolidating all of the funds into those four specific funds needs an explanation.
- The origin of all the amounts on page 1 should be revealed.
- The pie chart titled, “Financial Requirements - All Funds” on Page 2 of the Budget Book, Figure 5, is an orphan. Its purpose should be stated, as well as the source of the data consolidated by it. The significance of those specific seven funds, while there are so many other funds, should be stated.
- The other four pie charts, x-y chart, and bar chart should also be explained and correlated with relevant data.
- There should be an explanation as to why the thirteen funds used in Schedule 1 (“Summary of County Budget”) summarize the County Budget.
- The source of all of the data used in Schedule 1 should be identified.
- The approved funding levels that have been increased in Schedule 1 should be explained.
- Schedules that do not contain data should not be included in the Book.
- Since the Ventura County Financial Management System (VCFMS) works with 86 funds, they should all appear in the Budget Book.
- State and federal funds transferred to Ventura County, and limitations on those funds, should be identified.

- Since Schedules 5 and 9 are not formatted in accordance with the requirements established by the State Controller, the inconsistencies and errors identified, in these schedules, in the “Findings” section, above, should be corrected.
- Schedule 9 should point to Schedules 5, 5A, and 5B for revenue sources.
- The 1998-1999 Budget Book’s glossary of budget terms needs more terms.
- The index to special districts should be updated to current organization lines.

Certainly, these are unintentional glitches that most likely appeared one by one over the years while working with the book. They did not stop our exercise, but they did slow it. We feel that it is safe to conclude that if there are glitches like these in a randomly selected four-page section of the book, then there must be similar glitches throughout the other 625 pages. Correcting such glitches are housekeeping chores that are usually relegated to some period in the future when more time is available, but they should be corrected now. New glitches are probably surfacing while we ponder the old ones.

Most tax-paying citizens are not able to find their way through the Budget Book and consequently, cannot understand the County’s financial activity. If they are interested in what the County spends, for example, for health care, schools, parks, etc they must rely on someone in the Auditor-Controller’s office; they haven’t a clue as to where to look in the book.

The 1998-1999 Budget Book’s glossary of budget terms has only 27 entries, whereas the 1987-1988 Budget Book’s glossary of budget terms has 34 entries. We would think that more rather than less entries would be needed.

In a number of interviews with County Agencies/Departments, there is a general tendency to express pride in reducing the amount of funds required from County coffers and to speak of other sources of income as revenue as if services or products were being sold in a commercial enterprise. The reality is that often these sources are just another form of taxation.

Recommendations

Develop two complete Budget Books. One book, Budget Book I, should be the current Budget Book updated to include all, but not limited to, the conclusions listed in the previous section. Primarily, Auditor-Controller people, and higher level managers throughout County Administration would use this document.

The other book, Budget Book II, should describe county financial activity in terms readily understood by the average tax-paying citizen. Book II could, for example include the following:

Budget Book II

- Table of Contents
- Overview of Ventura County, including a statistical profile
- Directory of elected and appointed officials
- County organization chart showing all Agencies/Departments, and lower entities to be addressed
- Description of the budget process and calendar
- CAO's message
- Budgetary realities
- Budget book description
- Summary information
 - Expenditures, revenues, funds, taxes, federal & state revenue, staffing, etc.
- Adopted budget detail
 - Complete description of each of the 27 Agencies/Departments and special district categories in a consistent format
 - Description of services (Text)
 - Organization chart (Showing operating budget & staffing)
 - Staffing trend (Graph)
 - Source of funds (Pie chart, spreadsheet, and text)
 - Use of funds (Pie chart, spreadsheet, and text)
 - Goals and objectives (Text)
 - Performance measures (by cost center)
- Glossary (Address all budget terms)
- Index
- Appendices (as needed)

The Ventura County Transportation Commission (VCTC) published a document titled "Proposed Budget, Fiscal Year 1998-99" that is very much like Budget Book II, described above.

The County should acknowledge that they are always collecting money from the taxpayer for services rendered. All County departments should be aware that they are the stewards of the taxpayer's scarce funds.

The only legitimate exception to this view would be the true enterprise operations such as a golf course.

Responses required

Auditor- Controller
CAO/Budget Director

References:

1. Ventura County Directory 1997-1998.
2. Adopted Budget County of Ventura 1998-1999.
3. Comprehensive Annual Financial Report, Fiscal Year Ended June 30, 1998, County of Ventura.
4. Budget Digest 1998-99
5. Santa Barbara County Proposed budget - FY 1998-99.