



July 14, 2003

Ms. Shirley Opie Assistant Executive Director Commission on State Mandates 980 Ninth Street, Suite 300 Sacramento, CA 95814

RE: Incorrect Reduction Claim for the County of Riverside, 02-9635802-I-30

Government Code Section 53646

Statutes 1995, Chapter 783 (SB 564)

Statutes 1996, Chapters 156 (SB 864) and 749 (SB 109)

Fiscal Year 1995/96

Fiscal Year 1996/97

Fiscal Year 1997/98

Investment Reports

Dear Ms. Opie:

This letter is in response to the above-entitled Incorrect Reduction Claim. The subject claims were reduced because many of the activities were not reimbursable, and there was a lack of source documentation. In addition to the inability to verify the claim, the lack of source documentation also makes it difficult to prorate reimbursement for those activities for which only a portion of the expense was reimbursable. The reductions were appropriate given the Parameters and Guidelines, the statement of decision, applicable statutes, and amount of documentation provided.

The Controller's Office is empowered to audit claims for mandated costs and to reduce those that are "excessive or unreasonable." This power has been affirmed in recent cases, such as the Incorrect Reductions Claims (IRCs) for the *Graduation Requirements* mandate². If the claimant disputes the adjustments made by the Controller pursuant to

See Government Code Section 17561, subdivisions (d)(1)(C) and (d)(2), and Section 17564.

² See for example, the Statement of Decision in the Incorrect Reduction Claim of San Diego Unified School District [No. CSM 4435-I-01 and 4435-I-37], adopted September 28, 2000, at page 9.

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that power, the burden is upon them to demonstrate that they are entitled to the full amount of the claim. This principle likewise has been upheld in the *Graduation Requirements* line of IRCs³. In this case, the claimant has not come forward with documentation that demonstrates that they are entitled to the full amount claimed.

The claimant includes costs for such non-reimbursable activities as ongoing data entry and reconciliation. As this office has made clear in both the Los Angeles Investment Reports IRC and the Request to Amend the Parameters & Guidelines of the Investment Reports Mandate, we do not believe that the ongoing daily (or similar frequency) activities of data entry and ledger reconciliation are reimbursable. Since they are relevant to this IRC, we incorporate by reference the arguments contained in the IRC [CSM 00-9635802-I-01] and the Request to Amend [CSM 96-358-02 and 00-PGA-02]. Since this claim contains claims for reimbursement of activities or costs that are only partially reimbursable, source documents are needed to determine the pro rata reimbursement, if any, to which the claimants are entitled. Unfortunately, the claimant does not provide any documentation to substantiate the time and tasks submitted on the claim forms, as neither timesheets nor detailed tasks were available for review by audit staff. Without these documents, it is impossible to determine reimbursability of some salaries claimed, and this also makes it impossible to determine the reimbursability of materials and supplies, such as software, which are used for both mandated and non-mandated purposes. Thus, either SCO audit staff was put in the position of denying 100% of the claims outright, or making reasonable adjustments. SCO staff acknowledged that time was spent in the preparation of the quarterly/annual investment reports and allowed a reasonable amount despite the lack of documentation to substantiate the claims. Such a decision was well within the Controller's authority given the absence of supporting documentation and the applicable statutory provisions effective at the time of the transactions.4

The Parameters and Guidelines provide in Section VI (A) regarding salaries and benefits, "the source documents required to be maintained by the claimant may include, but are not limited to, employee time cards and/or cost allocation reports." Subsection B, of Section VI, dealing with services and supplies, provides that "source documents required to be

³ See for example, the Statement of Decision in the Incorrect Reduction Claim of San Diego Unified School District [No. CSM 4435-I-01 and 4435-I-37], adopted September 28, 2000, at page 16.

⁴ California Government Code Section 17564(c)(2) which provided "...The Controller shall pay these estimated claims, and approved reimbursement claims, from funds appropriated expressly therefore, provided that the Controller (1) may audit the records of any local agency or school district to verify the actual amount of the mandated costs, (2) may reduce any claim which the Controller determines is excessive or unreasonable..."

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maintained by the claimant may include, but are not limited to, invoices, lease documentation and other documents evidencing the validity of the expenditure."

Section VII of the Parameters and Guidelines specifically provides "for auditing purposes, all costs claimed shall be traceable to source documents (e.g., employee time records, invoices, receipts, purchase orders, contracts, worksheets, calendars, declarations, etc.)" that show evidence of the validity of such costs and their relationship to the mandate. All documentation in support of claimed costs shall be made available to the State Controller or his/her agent, as may be requested, and all reimbursement claims are subject to audit during the period specified in Government Code section 17558.5, subdivision (a).

The Claiming Instructions clearly state that for audit purposes, all supporting documents must be retained for a period of two years after the end of the calendar year in which the reimbursement claim was filed or last amended, whichever is later. When no funds are appropriated for the initial claim at the time the claim was filed, supporting documents must be retained for two years from the date of the initial payment of the claim. Such documents shall be made available to the State Controller's Office on request.

As stated above, the absence of source documentation precludes the Controller from verifying the total claim. Therefore, reasonable reductions were made, taking into consideration that some time had been spent to comply with the mandate for investment reporting. Additional reductions were made for claimed costs that were not covered by the mandate in Government Code section 53646(a), (b) and (e).

Attached please find an analysis from our Division of Accounting and Reporting (Attachment 1), and supporting documentation with declaration (Attachment 2). Exhibits referenced in the Division of Accounting and Reporting's analysis are either included or have been previously exchanged between the parties.

Sincerely,

SHAWN D. SILVA

Staff Counsel

SDS/ac

Attachments

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2	4

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PROOF OF SERVICE

I am employed in the County of Sacramento, State of California. At the time of service, I was at least 18 years of age, a United States citizen employed in the county where the mailing occurred, and not a party to the within action. My business address is 300 Capitol Mall, Suite 1850, Sacramento, CA 95814.

On July 15, 2003, I served the foregoing document entitled:

SCO'S RESPONSE TO THE INCORRECT REDUCTION CLAIM FOR THE COUNTY OF RIVERSIDE, 02-9635802-I-30

on all interested parties in this action by placing a true and correct copy thereof enclosed in a sealed envelope, addressed as follows:

J. Bradley Burgess League of California Cities 4320 Auburn Boulevard, Suite 2000 Sacramento, CA 95841

Shirley Opie Assistant Executive Director Commission on State Mandates 980 Ninth Street, Suite 300 Sacramento, CA 95814

[X] BY MAIL

I placed the envelope for collection and processing for mailing following this business's ordinary practice with which I am readily familiar. On the same day correspondence is placed for collection and mailing, it is deposited in the ordinary course of business with the United States Postal Service.

[] BY PERSONAL SERVICE

I caused to be delivered by hand to the above-listed addressees.

[] BY OVERNIGHT MAIL/COURIER

To expedite the delivery of the above-named document, said document was sent via overnight courier for next day delivery to the above-listed party.

[] BY FACSIMILE TRANSMISSION

In addition to the manner of service indicated above, a copy was sent by facsimile transmission to the above-listed party.

I declare that I am employed in the office of a member of the bar of this court at whose direction the service was made. I declare under penalty of perjury under the laws of California that the foregoing is true and correct.

Executed on July 15, 2003 at Sacramento, California.

Amber A. Camarena

Investment Reports County of Riverside For Fiscal Years 1995-96 Through 1997-98 Analysis of Incorrect Reduction Claim

Prepared by Ginny Brummels March 7, 2003

Exhibit 1: Declaration of Virginia Brummels;

Exhibit 2: Analysis of the claim filed for fiscal years 1995-96, through 1997-98;

Exhibit 3: Includes a copy of the Incorrect Reduction Claim (IRC) for the Investment Reports program for the County of Riverside;

These adjustments were made in accordance with Government Code Section 17564 (c)(2), which states "...the Controller (2) may reduce any claim which the Controller determines is excessive or unreasonable...".

On August 7, 1998, the County of Riverside filed an actual claim of \$15,736 for the state mandated Investment Reports program for 1995-96. This claim was reduced for salaries and benefits and corresponding indirect costs for system maintenance and daily data download activities that were deemed by the State Controller's Office (SCO) Division of Accounting and Reporting (DAR) staff as activities not mandated or as non-reimbursable components of the Parameters and Guidelines (Ps & Gs). This claim contained \$15,736 in costs that were deemed excessive to prepare and submit the annual statement of investment policies, which consists of changes to those existing policies, and the quarterly report of investments as required by the Investment Reports program. No time sheets or detailed tasks were available. DAR staff recognized that the county would have incurred a cost and made a reasonable effort to provide reasonable compensation for this activity. SCO did not perform a time study to determine if this was an appropriate amount of time to perform the preparation of the quarterly report of investments. Total costs disallowed for this year totaled \$12,009, including a late penalty of \$414.

On August 7, 1998, the County of Marin filed an actual claim of \$40,515 for the state mandated Investment Reports program for 1996-97. This claim was reduced for salaries and benefits and corresponding indirect costs for system maintenance and daily data download activities that were deemed by the SCO's DAR staff as activities not mandated or as non-reimbursable components of the Ps & Gs. This claim contained \$41,515 in costs that were deemed excessive to prepare and submit the annual

statement of investment policies, which consists of changes to those existing policies, and the quarterly report of investments as required by the Investment Reports program. No time sheets or detailed tasks were available. DAR staff recognized that the county would have incurred a cost and made a reasonable effort to provide reasonable compensation for this activity. SCO did not perform a time study to determine if this was an appropriate amount of time to perform the preparation of the quarterly report of investments. Total costs disallowed for this year totaled \$35,351, including a late penalty of \$574.

On January 11, 1999, the County of Marin filed an actual claim of \$31,720 for the state mandated Investment Reports program for 1997-98. This claim was reduced for salaries and benefits and corresponding indirect costs for system maintenance and daily data download activities that were deemed by the SCO's DAR staff as activities not mandated or as non-reimbursable components of the Ps & Gs. This claim contained \$31,720 in costs that were deemed excessive to prepare and submit the annual statement of investment policies, which consists of changes to those existing policies, and the quarterly report of investments as required by the Investment Reports program. No time sheets or detailed tasks were available. DAR staff recognized that the county would have incurred a cost and made a reasonable effort to provide reasonable compensation for this activity. SCO did not perform a time study to determine if this was an appropriate amount of time to perform the preparation of the quarterly report of investments. Total costs disallowed for this year totaled \$23,150.

- **Exhibit 3, Sub-Exhibit 5:** Includes copies of the reimbursement claims and supporting documentation;
- Exhibit 3, Sub-Exhibit 3: Includes a copy of the annual claiming instructions for local agencies;
- **Exhibit 3, Sub-Exhibit 2**: Includes a copy of the Commission on State Mandates (COSM) Ps & Gs;
- Exhibit 4: Copy of the State Controller's Office (SCO) letter dated May 26, 2000, to the Commission on State Mandates (COSM), including the attached Legal Response by Ana Maria Garza, Staff Counsel dated April 27, 2000, on 'Whether Daily Investment Tracking is Reimbursable as a State Mandate";
- Exhibit 5: Copy of the SCO letter dated January 17, 2001, to the COSM regarding the IRC of the County of Los Angeles;
- **Exhibit 6:** Copy of the SCO letter dated March 16, 2001, to the COSM regarding the IRC of the County of Los Angeles;

Exhibit 7: Copy of the SCO schedule of adjustments and copies of LRS database screen-prints showing adjustments and payments made for these claims;

1 OFFICE OF THE STATE CONTROLLER 300 Capitol Mall, Suite 1850 2 Sacramento, CA 94250 Telephone No.: (916) 445-6854 3 4 BEFORE THE 5 COMMISSION ON STATE MANDATES 6 STATE OF CALIFORNIA 7 8 No.: CSM 02-9635802-I-30 9 INCORRECT REDUCTION CLAIM ON: 10 Investment Reports AFFIDAVIT OF CUSTODIAN 11 Government Code section 53646 Statutes of 1995, Chapter 783 12 13 COUNTY OF RIVERSIDE, Claimant 14 15 I, Virginia Brummels, make the following declarations: 16 1) I am an employee of the State Controller's Office and am over 17 the age of 18 years. 18 2) I am currently employed as an Accounting Administrator II, 19 and have been so for the past two years. Before that I was employed as a Staff Management Auditor-Specialist, and 20 Accounting Administrator I Specialist and Supervisor for 14 years. 21 3) As a section manager in the Department of Accounting & 22 Reporting I have access to, and am involved in, the intake and processing of claims for reimbursement for expenditures mandated 23 by the state. 24 4) I am a duly authorized custodian of records or other qualified witness with authority to certify such records. 25

State Controller's Office Division of Accounting and Reporting Local Reimbursements Section Claim Adjustment Detail List

County of Riverside Investment Reports (Chapter 783/95)

Fiscal Year	Adjustment Itemized	Amount of Reduc	tion <u>Tota</u>	Total Amount Paid	
1995-96	Cost Not Mandated Late Claim Penalty		595 \$ 414	3,727	
	Total Adjustment Amount	<u>\$ 12,</u>	009		
1996-97	Cost Not Mandated Indirect Costs Overstated Late Claim Penalty	\$	453 \$ 324 574	5,164	
	Total Adjustment Amount	\$ 35,	<u>351</u>		
1997-98	Cost Not Mandated Indirect Costs Overstated		370 \$ 780	8,570	
	Total Adjustment Amount	\$ 23,	<u>150</u>		
Total Amount	:	\$ 70,	<u>510</u> <u>\$</u>	17,461	

Page: 1 Document Name: untitled

LRSF081

DIVISION OF ACCOUNTING AND REPORTING BUREAU OF LOCAL REIMBURSEMENTS CLAIM ADJUSTMENT DETAIL LIST

10/23/02

09:16:00

PAYEE NBR: 9933

COUNTY OF RIVERSIDE

PGM NBR: 161

INVESTMENT REPORTS CH 783/95

CHAPTER: 9210-790-0001-1999 FY: 1995/1996

CLAIMED AMOUNT:

FINAL APRVD DATE: 11/10/2000 TOTAL ADJUSTMENTS AMOUNT:

15,736.00

ADJUSTMENT LETTER DATE: 11/10/2000 FINAL APRVD CLAIM AMT:

-15,736.00

0.00

ADJ DATE FNL APR DATE LTR DATE TYPE ADJUSTOR

REASON

11/10/2000 D COACFKS

TRUOMA

11/10/2000 11/10/2000

LATE CLAIM PENALTY

11/10/2000 11/10/2000

11/10/2000 D

COACFKS

-11,595.00

COST NOT MANDATED

PROJECTED APPROVED AMOUNT=> 3,727.00

DC982050 First page...

PAYEE NBR: 9933 PGM NBR:

161 FY: 1995/1996

PF4= ADD ADJ PF5= MODIFY ADJ PF6= DELETE ADJ PF10= CLMS FOR A PGM/FY

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DIVISION OF ACCOUNTING AND REPORTING BUREAU OF LOCAL REIMBURSEMENTS

10/23/02 09:11:58

PAYMENTS FOR A CLAIM/PAYEE/PROGRAM/FISCAL YEAR

PAYEE NBR: 9933 PAYEE NAME: COUNTY OF RIVERSIDE PGM NBR: 161 CH NBR: 9210-790-0001-1999 PGM: INVESTMENT REPORTS CH 783/95 FY: 1995/1996

TOT FYTD PAID AMT: 3,727.00 BAL DUE CLM: .00 PGM TYPE: MAN

FNL APRVD CLM AMT: .00 BAL DUE ST: .00 1ST TIME PGM: Y

CL TYP PMT TYP MAN PAY DT FILED CLAIM AMT ADJUSTMENT AMT

APPROVED AMT FNL APRVD AMT PRO PCT AMT BEFORE AR BAL DUE CLAIM

AR OFFSET AMT WARRANT AMT ISSUE DATE CLAIM SCHED NBR

-12,009.00 .00 A04 N 09/01/1998 15,736.00 .00 1.00000000 .00 .00 11/14/2000 MA01362A .00 3,727.00

.00

A A03 N 09/01/1998 15,736.00 -12,009.00 3,727.00 3,727.00 1.00000000 3,727.00 .00

.00 3,727.00 10/14/1999 MA90419A

DC982050 First page...

PAYEE NBR: 9933 PGM NBR: 161 FY: 1995/1996

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Date: 10/23/2002 Time: 9:12:25 AM

Page: 1 Document Name: untitled

LRSF081

DIVISION OF ACCOUNTING AND REPORTING BUREAU OF LOCAL REIMBURSEMENTS CLAIM ADJUSTMENT DETAIL LIST

10/23/02

09:17:06

PAYEE NBR: 9933

COUNTY OF RIVERSIDE

PGM NBR: 161

INVESTMENT REPORTS CH 783/95

FINAL APRVD DATE: 07/30/1999 TOTAL ADJUSTMENTS AMOUNT:

CHAPTER: 9210-790-0001-1999 FY: 1996/1997/ CLAIMED AMOUNT:

40,515.00

-35,351.00

ADJUSTMENT LETTER DATE: 10/12/1999 FINAL APRVD CLAIM AMT:

5,164.00

ADJ DATE FNL APR DATE LTR DATE TYPE ADJUSTOR

TRUOMA

REASON

07/20/1999 07/30/1999

10/12/1999 D COACJWH

INDIRECT COSTS OVERSTATED

07/20/1999 07/30/1999

10/12/1999 D COACJWH

-34,453.00

COST NOT MANDATED

PROJECTED APPROVED AMOUNT=>

5,164.00

DC982050 First page.

PAYEE NBR: 9933 PGM NBR: 161 FY: 1996/1997

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02/08/03

13:16:46

PAYEE NBR: 9933

COUNTY OF RIVERSIDE

PGM NBR: 161

INVESTMENT REPORTS CH 783/95

FINAL APRVD DATE: 07/30/1999 TOTAL ADJUSTMENTS AMOUNT:

CHAPTER: 9210-790-0001-1999 FY: 1996/1997 CLAIMED AMOUNT:

40,515.00 -35,351.00

ADJUSTMENT LETTER DATE: 10/12/1999 FINAL APRVD CLAIM AMT:

5,164.00

ADJ DATE FNL APR DATE LTR DATE TYPE ADJUSTOR

AMOUNT

REASON

02/03/1999 07/30/1999 10/12/1999 D COACPLC

-574.00

LATE CLAIM PENALTY

PROJECTED APPROVED AMOUNT=> 5,164.00

DC982051 Last page...

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PAYMENTS FOR A CLAIM/PAYEE/PROGRAM/FISCAL YEAR

PAYEE NBR: 9933 PAYEE NAME: COUNTY OF RIVERSIDE PGM NBR: 161 CH NBR: 9210-790-0001-1999 PGM: INVESTMENT REPORTS CH 783/95 FY: 1996/1997

TOT FYTD PAID AMT: 5,164.00 BAL DUE CLM: .00 PGM TYPE: MAN

FNL APRVD CLM AMT: 5,164.00 BAL DUE ST: .00 1ST TIME PGM: Y

CL TYP PMT TYP MAN PAY DT FILED CLAIM AMT ADJUSTMENT AMT
APPROVED AMT FNL APRVD AMT PRO PCT AMT BEFORE AR BAL DUE CLAIM
AR OFFSET AMT WARRANT AMT ISSUE DATE CLAIM SCHED NBR

A A01 N 09/01/1998 40,515.00 -35,351.00 5,164.00 5,164.00 1.00000000 5,164.00 .00 .00 5,164.00 10/14/1999 MA90407A

DC982051 Last page...

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LRSF081

DIVISION OF ACCOUNTING AND REPORTING BUREAU OF LOCAL REIMBURSEMENTS CLAIM ADJUSTMENT DETAIL LIST

10/23/02

09:19:23

PAYEE NBR: 9933

COUNTY OF RIVERSIDE

PGM NBR: 161

INVESTMENT REPORTS CH 783/95

CHAPTER: 9210-790-0001-1999 FY: 1997/1998 CLAIMED AMOUNT:

FINAL APRVD DATE: 08/05/1999 TOTAL ADJUSTMENTS AMOUNT:

31,720.00

-23,150.00

ADJUSTMENT LETTER DATE: 10/12/1999 FINAL APRVD CLAIM AMT:

8,570.00

ADJ DATE FNL APR DATE LTR DATE TYPE ADJUSTOR

TIUOMA

REASON

08/05/1999 08/05/1999 10/12/1999 D COACJWH

INDIRECT COSTS OVERSTATED

08/05/1999 08/05/1999

10/12/1999 D COACJWH

-22,370.00

COST NOT MANDATED

PROJECTED APPROVED AMOUNT=> 8,570.00

DC982050 First page...

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DIVISION OF ACCOUNTING AND REPORTING BUREAU OF LOCAL REIMBURSEMENTS 10/23/02

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PAYMENTS FOR A CLAIM/PAYEE/PROGRAM/FISCAL YEAR

PAYEE NBR: 9933 PAYEE NAME: COUNTY OF RIVERSIDE

PGM NBR: 161

Α

CH NBR: 9210-790-0001-1999 PGM: INVESTMENT REPORTS CH 783/95 FY: 1997/1998

TOT FYTD PAID AMT: 8,570.00 BAL DUE CLM: .00 PGM TYPE: MAN

FNL APRVD CLM AMT: 8,570.00 BAL DUE ST: .00 1ST TIME PGM: Y

CL TYP PMT TYP MAN PAY DT FILED CLAIM AMT ADJUSTMENT AMT

APPROVED AMT FNL APRVD AMT PRO PCT AMT BEFORE AR BAL DUE CLAIM

AR OFFSET AMT WARRANT AMT ISSUE DATE CLAIM SCHED NBR

A01 N 01/15/1999 31,720.00/ -23,150.00/

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