



**MENTAL HEALTH & RECOVERY SERVICES BOARD
MUSKINGUM COUNTY**

SINGLE AUDIT

FOR THE YEAR ENDED DECEMBER 31, 2005



**Auditor of State
Betty Montgomery**

**MENTAL HEALTH & RECOVERY SERVICES BOARD
MUSKINGUM COUNTY**

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Auditor of State Betty Montgomery

INDEPENDENT ACCOUNTANTS' REPORT

Mental Health & Recovery Services Board
Muskingum County
1205 Newark Road
Zanesville, Ohio 43701

To Members of the Board:

We have audited the accompanying financial statements of the governmental activities and the major fund of the Mental Health & Recovery Services Board, Muskingum County, Ohio (the Board), as of and for the year ended December 31, 2005, which collectively comprise the Board's basic financial statements as listed in the table of contents. These financial statements are the responsibility of the Board's management. Our responsibility is to express opinions on these financial statements based on our audit.

We conducted our audit in accordance with auditing standards generally accepted in the United States of America and the standards applicable to financial audits contained in the Comptroller General of the United States' *Government Auditing Standards*. Those standards require that we plan and perform the audit to reasonably assure whether the financial statements are free of material misstatement. An audit includes examining, on a test basis, evidence supporting the amounts and disclosures in the financial statements. An audit also includes assessing the accounting principles used and significant estimates made by management, as well as evaluating the overall financial statement presentation. We believe our audit provides a reasonable basis for our opinions.

As discussed in Note 1, the accompanying financial statements and notes follow the cash accounting basis. This is a comprehensive accounting basis other than accounting principles generally accepted in the United States of America.

In our opinion, the financial statements referred to above present fairly, in all material respects, the respective cash financial position of the governmental activities and major fund of the Mental Health & Recovery Services Board, Muskingum County, Ohio, as of December 31, 2005, and the respective changes in cash financial position and the respective budgetary comparison for the General Fund thereof for the year then ended in conformity with the basis of accounting Note 1 describes.

In accordance with *Government Auditing Standards*, we have also issued our report dated April 25, 2006 on our consideration of the Board's internal control over financial reporting and our tests of its compliance with certain provisions of laws, regulations, contracts and grant agreements and other matters. While we did not opine on the internal control over financial reporting or on compliance, that report describes the scope of our testing of internal control over financial reporting and compliance, and the results of that testing. That report is an integral part of an audit performed in accordance with *Government Auditing Standards*. You should read it in conjunction with this report in assessing the results of our audit.

Management's Discussion and Analysis is not a required part of the basic financial statements but is supplementary information the Governmental Accounting Standards Board requires. We have applied certain limited procedures, consisting principally of inquiries of management regarding the methods of measuring and presenting the required supplementary information. However, we did not audit the information and express no opinion on it.

We conducted our audit to opine on the financial statements that collectively comprise the Board's basic financial statements. The Federal Awards Expenditures Schedule is required by U.S. Office of Management and Budget Circular A-133, *Audits of States, Local Governments, and Non-Profit Organizations*, and is also not a required part of the basic financial statements. We subjected this Schedule to the auditing procedures applied in the audit of the basic financial statements. In our opinion, this information is fairly stated in all material respects in relation to the basic financial statements taken as a whole.



Betty Montgomery
Auditor of State

April 25, 2006

**Mental Health & Recovery Services Board
Muskingum County**

Management's Discussion and Analysis
For the Year Ended December 31, 2005

Unaudited

The discussion and analysis of the Mental Health & Recovery Services Board, Muskingum County (the Board), financial performance provides an overall review of the Board's financial activities for the year ended December 31, 2005, within the limitations of the Board's cash basis of accounting. The intent of this discussion and analysis is to look at the Board's financial performance as a whole. Readers should also review the notes to the basic financial statements and financial statements to enhance their understanding of the Board's financial performance.

Financial Highlights

Key financial highlights for the year 2005 are as follows:

- Net assets increased \$945,642.
- General receipts accounted for \$7,997,408 in receipts or 43 percent of all receipts. Program specific receipts in the form of operating grants and contributions accounted for \$10,554,876 or 57 percent of total receipts of \$18,552,284.
- The Board had \$17,606,642 in disbursements related to governmental activities; only \$10,554,876 of these disbursements was offset by program specific operating grants and contributions. General receipts of \$7,997,408 were adequate to provide for the remainder of these programs.
- The Board's major fund had \$18,552,284 in receipts and \$17,606,642 in disbursements. The cash balance increased \$945,642.

Using this Annual Financial Report

This annual report consists of a series of financial statements and notes to those statements. These statements are organized so the reader can understand the Mental Health & Recovery Board as a financial whole, an entire operating entity. The statements are designed to then proceed to provide an increasingly detailed look at specific financial activities and conditions on a cash basis of accounting.

The Statement of Net Assets – Cash Basis and Statement of Activities – Cash Basis provide information about the activities of the whole Board, presenting an aggregate view of the Board's finances. Governmental financial statements are designed to provide the next level of detail.

In the case of the Mental Health & Recovery Services Board, only one fund (General Fund) is used since the Board's sole function is to provide alcohol, drug addiction, and mental health services and programs to citizens of the area the Board serves. As a result, the Board's governmental financial statements provide only limited additional details, whereas governmental financial statements of governments with multiple funds would necessarily provide greater details.

Reporting the Board as a Whole

Statement of Net Assets – Cash Basis and Statement of Activities – Cash Basis

While this document contains information used by the Board to provide programs and services for its service area, the view of the Board as a whole looks at all financial transactions and asks the question, "How did we do financially during calendar year 2005?" The Statement of Net Assets – Cash Basis and the Statement of Activities – Cash Basis answer this question. These two statements report the Board's net assets and changes in those assets. This change in net assets is important because it tells the reader that, for the Board as a whole, the financial position of the Board has improved or diminished. The causes of this change may be the result of many factors, some financial, some not.

**Mental Health & Recovery Services Board
Muskingum County**

Management's Discussion and Analysis
For the Year Ended December 31, 2005
Unaudited
(Continued)

In the Statement of Net Assets – Cash Basis and the Statement of Activities – Cash Basis, all of the Board's activities are considered to be Governmental Activities.

Governmental Activities – The Board's only program and associated services are reported here.

Reporting the Board's Governmental Financial Statements

Governmental Financial Statements

Governmental financial statements are designed to provide detailed information about the Board. The Board's activities are reported in the governmental financial statements, which focus on how money flows and the balance left at year end available for spending in future periods. These governmental financial statements are reported on a cash basis of accounting.

The Board as a Whole

Recall that the Statement of Net Assets – Cash Basis provides the perspective of the Board as a whole. Table 1 provides a summary of the Board's net assets for 2005 compared to 2004.

**Table 1
Net Assets – Cash Basis**

	<u>Governmental Activities</u>	
	<u>2005</u>	<u>2004</u>
Assets		
Equity in Pooled Cash and Cash Equivalents	<u>\$4,803,302</u>	<u>\$3,857,660</u>
Net Assets		
Unrestricted	<u>\$4,803,302</u>	<u>\$3,857,660</u>
Total Net Assets	<u><u>\$4,803,302</u></u>	<u><u>\$3,857,660</u></u>

Total assets increased \$945,642. The increase is due primarily to an overall decrease in mental health and rehabilitation disbursements mainly attributable to a significant decrease in contract services disbursements. There were no expenditures in 2005 for Liberty Manor construction and there were less contract agency Medicaid payments.

Table 2 shows the changes in net assets for the ended December 31, 2005, and comparisons to December 31, 2004.

**Mental Health & Recovery Services Board
Muskingum County**

Management's Discussion and Analysis
For the Year Ended December 31, 2005
Unaudited
(Continued)

**Table 2
Changes in Net Assets**

	Governmental Activities	
	2005	2004
Receipts		
Program Cash Receipts		
Operating Grants and Contributions	\$10,554,876	\$10,956,056
Total Program Cash Receipts	10,554,876	10,956,056
General Receipts		
Property Taxes Levied for General Purposes	2,083,474	2,056,190
Entitlements – Unrestricted	5,909,241	5,333,467
Refunds	4,693	9,423
Total General Receipts	7,997,408	7,399,080
Total Receipts	18,552,284	18,355,136
Disbursements:		
Mental Health and Dependency Rehabilitation	17,606,642	18,670,707
Total Disbursements	17,606,642	18,670,707
Change in Net Assets	\$945,642	(\$315,571)

In 2005, 43 percent of the Board's total receipts were from general receipts, consisting mainly of property taxes and unrestricted state entitlements. Program cash receipts accounted for 57 percent of the Board's total receipts in year 2005. These receipts consist primarily of Medicaid and its matching funds, and federal operating grants.

State software changes which occurred in 2003 had resulted in delays in the contract agencies Medicaid billings which were subsequently received by the Board in 2004, inflating the Medicaid receipts in 2004. Medicaid funding was therefore less in 2005 as only 12 months of Medicaid billings were being remitted to the Board, causing a decrease in operating grants and contributions. The Board applied for and received Fast Funds from the Ohio Department of Mental Health for the first time in 2005, causing an increase in unrestricted entitlements.

The significant decrease in mental health and dependency rehabilitation disbursements is mainly attributable to the decrease in contract services disbursements. The Board had incurred \$461,996 in construction costs related to the construction of the residential facility on Liberty School Road in Cambridge, Ohio (Liberty Manor) in 2004 but no construction costs were incurred in 2005. Additionally, the state software changes that occurred in 2003, as mentioned above, also resulted in delayed payments by the Board to the contract agencies for the Medicaid and matching funds in 2003, inflating contract services disbursements in 2004. In 2005, these software changes no longer affected contract agency payments.

**Mental Health & Recovery Services Board
Muskingum County**

Management's Discussion and Analysis
For the Year Ended December 31, 2005
Unaudited
(Continued)

The Statement of Activities – Cash Basis shows the cost of program services and the operating grants and contributions offsetting those services. Table 3 shows the total cost of services and the net cost of services. In other words, it identifies the cost of those services supported by property tax receipts and unrestricted state entitlements.

**Table 3
Governmental Activities**

	Total Cost of Services 2005	Net Cost of Services 2005	Total Cost of Services 2004	Net Cost of Services 2004
Mental Health and Dependency Rehabilitation:				
Salaries	\$393,038	\$351,563	\$385,726	\$340,912
Supplies	12,812	12,812	12,190	12,190
Materials	506	506	345	345
Equipment	9,396	9,396	13,265	13,265
Contracts – Repairs	946	946	2,050	2,050
Contracts-Services	17,033,935	6,529,822	17,998,802	7,105,274
Rentals	22,500	22,500	22,500	22,500
Advertising and Printing	10,059	10,059	22,831	22,831
Travel and Expenses	18,999	18,999	16,680	16,680
Public Employee's Retirement	52,915	52,915	49,220	49,220
Worker's Compensation	5,219	5,219	5,095	5,095
Insurance	(5,043)	(5,043)	101,265	101,265
Other Expenses	51,360	42,072	40,738	23,024
Total Disbursements	\$17,606,642	\$7,051,766	\$18,670,707	\$7,714,651

The dependence upon state entitlements for governmental activities is apparent as 45 percent of mental health and dependency rehabilitation costs are supported through unrestricted state entitlements and other general receipts.

The Board's Governmental Financial Statements

The Board's governmental financial statements are accounted for using the cash basis of accounting. The governmental financial statements had total receipts of \$18,552,284 and disbursements of \$17,606,642. The financial statements had an increase in the cash balance of \$945,642.

Budgeting Highlights

The Board's budget is prepared according to Ohio law and is based on accounting for certain transactions on a basis of cash receipts, disbursements, and encumbrances.

During the course of 2005, the Board amended its appropriations, and the budgetary statement reflects both the original and final appropriated amounts.

**Mental Health & Recovery Services Board
Muskingum County**

Management's Discussion and Analysis
For the Year Ended December 31, 2005
Unaudited
(Continued)

Debt and Capital Asset Acquisitions

In 2004, the Board entered into a contract/note with the Ohio Department of Mental Health concerning the residential facility on Liberty School Road in Cambridge, Ohio. See note 6 for additional details.

Economic Factors

The Board contracts with nine provider agencies to deliver mental health and substance abuse services to the residents of Coshocton, Guernsey, Morgan, Muskingum, Noble and Perry counties.

The Board will be challenged to maintain the current level of services and programs due to the need for Medicaid match and ordinary inflation. The Board and its administration must maintain careful financial planning and prudent fiscal management in order to balance the budget annually.

Contacting the Board's Financial Management

This financial report is designed to provide our citizens, taxpayers, and providers with a general overview of the Board's finances and to show the Board's accountability for the money it receives. If you have any questions about this report or need additional financial information, contact Rod Hollingsworth, Executive Director, at Mental Health and Recovery Services Board, 1205 Newark Road, Zanesville, Ohio 43701.

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**Mental Health & Recovery Services Board
Muskingum County**

*Statement of Net Assets - Cash Basis
December 31, 2005*

	<u>Governmental Activities</u>
Assets	
Equity in Pooled Cash and Cash Equivalents	<u>\$4,803,302</u>
<i>Total Assets</i>	<u>4,803,302</u>
Net Assets	
Unrestricted	<u>4,803,302</u>
<i>Total Net Assets</i>	<u><u>\$4,803,302</u></u>

See accompanying notes to the basic financial statements

**Mental Health & Recovery Services Board
Muskingum County**

*Statement of Cash Basis Assets and Cash Basis Fund Balance - Governmental Fund
December 31, 2005*

	<u>General Fund</u>
Cash Basis Assets	
Equity in Pooled Cash and Cash Equivalents	<u>\$4,803,302</u>
<i>Total Assets</i>	<u><u>\$4,803,302</u></u>
Cash Basis Fund Balance	
Reserved for Encumbrances	\$1,656,159
Unreserved, Undesignated	<u>3,147,143</u>
<i>Total Cash Basis Fund Balance</i>	<u><u>\$4,803,302</u></u>

See accompanying notes to the basic financial statements

**Mental Health & Recovery Services Board
Muskingum County**

*Statement of Cash Receipts, Cash Disbursements, and Changes in Cash Basis Fund Balance
Governmental Funds
For the Year Ended December 31, 2005*

	General Fund
Cash Receipts	
Taxes	\$2,083,474
Grants	16,464,117
Refunds	4,693
	18,552,284
 <i>Total Cash Receipts</i>	 18,552,284
 Cash Disbursements	
Current:	
Salaries	393,038
Supplies (Net of \$447 in contract agency reimbursements)	12,812
Materials	506
Equipment	9,396
Contracts - Repairs	946
Contracts - Services (Net of \$69,877 in contract agency reimbursements)	17,033,935
Rentals	22,500
Advertising and Printing	10,059
Travel and Expenses	18,999
Public Employee's Retirement	52,915
Worker's Compensation	5,219
Insurance (Net of \$1,118,211 in contract agency reimbursements)	(5,043)
Other Expenses(Net of \$186 in contract agency reimbursements)	51,360
	17,606,642
 <i>Total Cash Disbursements</i>	 17,606,642
 <i>Excess of Cash Receipts Over/(Under) Cash Disbursements</i>	 945,642
 <i>Cash Basis Fund Balance Beginning of Year</i>	 3,857,660
 <i>Cash Basis Fund Balance End of Year</i>	 \$4,803,302

See accompanying notes to the basic financial statements

**Mental Health & Recovery Services Board
Muskingum County**

*Statement of Cash Receipts, Cash Disbursements, and Changes
In Cash Basis Fund Balance - Budget and Actual (Budget Basis)
General Fund
For the Year Ended December 31, 2005*

	<u>Budgeted Amounts</u>		<u>Actual</u>	<u>Variance with Final Budget</u>
	<u>Original</u>	<u>Final</u>		
Cash Receipts				
Property Taxes	\$1,514,932	\$2,070,978	\$2,083,474	\$12,496
Grants	15,287,763	15,760,818	16,464,117	703,299
Reimbursements	1,102,490	1,206,606	1,248,601	41,995
Refunds	0	7,148	11,813	4,665
<i>Total Cash Receipts</i>	<u>17,905,185</u>	<u>19,045,550</u>	<u>19,808,005</u>	<u>762,455</u>
Cash Disbursements				
Current:				
Salaries	379,220	398,220	393,038	5,182
Supplies	16,600	17,600	14,959	2,641
Materials	900	900	506	394
Equipment	11,630	16,630	9,396	7,234
Contracts - Repairs	3,500	3,500	1,146	2,354
Contracts - Services	17,593,973	20,077,973	18,747,571	1,330,402
Rentals	22,500	22,500	22,500	0
Advertising and Printing	17,750	17,750	10,059	7,691
Travel and Expenses	19,600	21,600	20,799	801
Public Employee's Retirement	51,400	57,400	52,915	4,485
Worker's Compensation	8,600	8,600	5,219	3,381
Unemployment Compensation	2,000	2,000	0	2,000
Insurance	1,102,550	1,272,550	1,180,168	92,382
Other Expenses	42,675	67,675	60,245	7,430
<i>Total Cash Disbursements</i>	<u>19,272,898</u>	<u>21,984,898</u>	<u>20,518,521</u>	<u>1,466,377</u>
<i>Net Change in Cash Basis Fund Balance</i>	(1,367,713)	(2,939,348)	(710,516)	2,228,832
<i>Cash Balance Beginning of Year</i>	2,462,263	2,462,263	2,462,263	0
Prior Year Encumbrances Appropriated	<u>1,395,396</u>	<u>1,395,396</u>	<u>1,395,396</u>	<u>0</u>
<i>Cash Balance End of Year</i>	<u>\$2,489,946</u>	<u>\$918,311</u>	<u>\$3,147,143</u>	<u>\$2,228,832</u>

See accompanying notes to the basic financial statements

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**Mental Health & Recovery Services Board
Muskingum County**

Notes to the Basic Financial Statements
For the Year Ended December 31, 2005

Note 1 - Description of the Reporting Entity

The constitution and laws of the State of Ohio establish the rights and privileges of the Mental Health & Recovery Services Board, Muskingum County (the Board), as a body corporate and politic. An eighteen member Board is the governing body. Members shall be residents of the Board's six-county area. The Director of the Ohio Department of Mental Health shall appoint four members, the Director of the Ohio Department of Alcohol and Drug Addiction Services shall appoint four members, and the remaining ten members shall be appointed by the County Commissioners of Coshocton, Guernsey, Morgan, Muskingum, Noble and Perry counties proportionate to population. The Board provides alcohol, drug addiction, and mental health services and programs to citizens of the Board's area. These services are provided primarily through contracts with not-for-profit agencies.

The Board's management believes these financial statements present all activities for which the Board is financially accountable.

Reporting Entity

A reporting entity is comprised of the primary government, component units and other organizations included ensuring that the basic financial statements are not misleading. The primary government of the Board consists of all funds, departments, boards and agencies that are not legally separate from the Board.

Component units are legally separate organizations for which the Board is financially accountable. Component units may also include organizations that are fiscally dependent on the Board in that the Board approves their budget, the issuance of their debt or the levying of their taxes. The Board has no component units.

Note 2 - Summary of Significant Accounting Policies

These financial statements and notes are presented on a cash basis of accounting. The Board recognizes receipts when received in cash rather than when earned and recognizes disbursements when paid rather than when a liability is incurred. This cash basis of accounting differs from accounting principles generally accepted in the United States of America (GAAP). Generally accepted accounting principles include all relevant Government Accounting Standards Board (GASB) pronouncements.

Budgetary presentations report budgetary expenditures when a commitment is made (i.e., when an encumbrance is approved). Differences between disbursements reported in the fund and entity wide statements versus budgetary expenditures are due to; 1) encumbrances outstanding at the beginning and end of the fiscal year, and 2) budgetary expenditures reflect gross expenditures where cash disbursements reflect amounts net of reimbursements from provider agencies.

A. Fund Accounting

The Board uses one fund (General Fund) to report its financial position and results of operations. The General Fund is an independent fiscal and accounting entity with a self-balancing set of accounts. The General Fund is used to account for the Board's general operations.

**Mental Health & Recovery Services Board
Muskingum County**

Notes to the Basic Financial Statements
For the Year Ended December 31, 2005
(Continued)

B. Basis of Presentation

The Board's basic financial statements consist of government-wide statements, including a statement of net assets and a statement of activities, and governmental financial statements designed to provide more detailed financial information.

Government-wide Financial Statements: The Statement of Net Assets presents the financial condition of the governmental activities of the Board at year-end. The Statement of Activities presents a comparison between direct disbursements and program cash receipts for the program of the Board's governmental activities. Direct disbursements are those that are specifically associated with a service, program or department and therefore clearly identifiable to a particular function. Program cash receipts include grants and contributions that are restricted to meeting the operational or capital requirements of a particular program. Receipts which are not classified as program cash receipts are presented as general receipts of the Board. The comparison of direct disbursements with program cash receipts identifies the extent to which each governmental function is self-financing or draws from the general receipts of the Board.

Governmental Financial Statements: Governmental financial statements are intended to report more detailed information about the Board. While the focus of governmental financial statements is on major funds, the Board only utilizes one fund, resulting in the governmental financial statements reporting that is similar to that of the government-wide financial statements.

C. Basis of Accounting

The Government-wide Statement of Net Assets and Statement of Activities and the Governmental Financial Statements are presented using the cash basis of accounting. This basis recognizes assets, liabilities, net assets/fund equity, receipts, and disbursements when they result from cash transactions. This basis is a comprehensive basis of accounting other than accounting principles generally accepted in the United States of America.

As a result of the use of the cash basis of accounting, certain assets and their related receipts and certain liabilities and their disbursements are not recorded in these financial statements. If the Board utilized the basis of accounting recognized as generally accepted, the governmental financial statements for governmental funds would use the modified accrual basis of accounting, while the governmental financial statements for proprietary fund types would use the accrual basis of accounting.

D. Cash, Cash Equivalents and Investments

As required by the Ohio Revised Code, the Muskingum County Treasurer is custodian for the Board's cash. The Board's cash is held in the County's cash and investment pool, and is valued at the County Treasurer's carrying amount.

For the purpose of financial reporting, "cash and cash equivalents" includes all demand and savings accounts and certificate of deposits or short-term investments with an original maturity of three months or less. The Board values investments and cash equivalents at cost.

E. Fund Balance Reserves

The Board reserves those portions of fund balance which are legally segregated for a specific future use or which are not available for appropriation or expenditure. Fund reserves have been established for encumbrances.

**Mental Health & Recovery Services Board
Muskingum County**

Notes to the Basic Financial Statements
For the Year Ended December 31, 2005
(Continued)

F. Budgetary Data

Ohio law requires all funds, other than agency funds, to be budgeted and appropriated. The major documents prepared are the tax budget, the appropriation resolution and the certificate of estimated resources, which use the budgetary basis of accounting. The tax budget demonstrates a need for existing or increased tax rates. The certificate of estimated resources establishes a limit on the amounts that the Board may appropriate. The appropriation resolution is the Board's authorization to spend resources and sets annual limits on expenditures plus encumbrances at a level of control selected by the Board. The Board uses the function level as its legal level of control.

The certificate of estimated resources may be amended during the year if the Board fiscal officer projects increases or decreases in receipts. The amounts reported as the original budget in the budgetary statements reflect the amounts in the certificate when the original appropriations were adopted. The amounts reported as the final budget in the budgetary statements reflect the amounts in the amended certificate in effect at the time the final appropriations were passed.

The Board may amend appropriations throughout the year with the restriction that appropriations may not exceed estimated resources. The amounts reported as the original budget reflect the first appropriation for that fund covering the entire fiscal year, including amounts automatically carried over from prior years. The amounts reported as the final budget represent the final appropriation the Board passed during the year.

Note 3 - Property Taxes

Real property taxes become a lien on January 1 preceding the October 1 date for which the Board adopts rates. The State Board of Tax Equalization adjusts these rates for inflation. Property taxes are also reduced for applicable homestead and rollback deductions. The financial statements include homestead and rollback amounts the State pays as Grants. Payments are due to the County by December 31. If the property owner elects to pay semiannually, the first half is due December 31. The second half payment is due the following June 20.

Public utilities are also taxed on personal and real property located within the Board.

Property owners assess tangible personal property tax. They must file a list of tangible property to the County by each April 30.

The County is responsible for assessing property, and for billing, collecting, and distributing all property taxes on behalf of the Board.

Note 4 - Deposits and Investments

Ohio law restricts deposits and investments to the following:

1. Commercial accounts payable or withdrawable on demand, including negotiable order of withdrawal (NOW) accounts;
2. Money market deposits;
3. Savings accounts or certificates of deposit;
4. United States Treasury securities, or securities of its agencies or instrumentalities the federal government guarantees;
5. No-load money market mutual funds consisting exclusively of obligations described in (4) above and repurchase agreements secured by such obligations;
6. Bonds and obligations of the State of Ohio or Ohio local governments;
7. The State Treasurer's investment pool (STAROhio, a Rule 2-a7-like pool);
8. Certain bankers' acceptances and commercial paper notes; and

**Mental Health & Recovery Services Board
Muskingum County**

Notes to the Basic Financial Statements
For the Year Ended December 31, 2005
(Continued)

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9. Under limited circumstances, corporate debt interests rated in either of the two highest rating classifications by at least two nationally recognized rating agencies.

An investment must mature within five years from the purchase date unless matched to a specific obligation or debt of the Board and must be purchased with the expectation it will be held to maturity. Investments may only be made through specified dealers and institutions.

Deposits. The Muskingum County Auditor serves as the fiscal agent for the Board. The Muskingum County Treasurer invests all County funds, as well as funds of those entities for which the County Auditor serves as fiscal agent. The Board maintains no control over the investment of its cash. At year-end, the carrying amount of the Board's deposits was \$4,803,302.

The Board's deposits maintained by the Muskingum County Treasurer are either insured by the Federal Deposit Insurance Corporation or were considered collateralized by securities held by the pledging institutions' trust departments in Muskingum County's name and all State statutory requirements for the deposit of money had been followed.

Note 5 - Risk Management

Commercial Insurance

The Board has obtained commercial insurance for the following risks:

- Comprehensive property and general liability;
- Automobile;
- Directors, officers, trustees and organization liability;
- Employment practices liability;
- Medical professional liability; and
- Public employee blanket bond including faithful performance and position.

The Board provides health, vision, life, and long-term disability insurance to full-time employees through private carriers.

Note 6 – Debt

Debt outstanding at December 31, 2005 was as follows:

	<u>Principal</u>	<u>Interest Rate</u>
Promissory Note	\$142,901	variable 4% - 11%

The promissory note was issued in December 2003 to finance the acquisition and development of 9.89 acres of real property at 9259 Liberty School Road, Cambridge, Ohio. The property was converted into a 16 bed residential facility. Renovations were completed and the facility was operational in October 2004. The note is collateralized by an open-ended mortgage on the property financed and held by a financial institution.

**Mental Health & Recovery Services Board
Muskingum County**

Notes to the Basic Financial Statements
For the Year Ended December 31, 2005
(Continued)

Amortization of the above debt, including interest, is scheduled as follows:

	Promissory Note
Year ending December 31:	
2006	\$11,879
2007	11,879
2008	11,879
2009	11,879
2010	11,879
2011-2024	161,704
Total	\$221,099

On March 11, 2004, the Mental Health & Recovery Services Board entered into a contract/note with the Ohio Department of Mental Health for \$150,000. The note is secured by a mortgage deed on the property located at 9259 Liberty School Road, Cambridge, Ohio. The payment of principal will be forgiven by the Ohio Department of Mental Health in 480 equal installments beginning the first day of April 2004 and forgivable upon the first day of each month thereafter until and including the first day of April 2044 providing there is no transfer by sale, gift, devise, operation of law or otherwise of the title in all or part of the said premises. If such a transfer should occur, the remaining balance shall be immediately due and payable to the Ohio Department of Mental Health. The Mental Health & Recovery Services Board received 90% or \$135,000 of this state funding on May 10, 2004. The final 10% or \$15,000 was paid on December 3, 2004, after completion of the renovation.

Note 7 - Defined Benefit Pension Plans

Ohio Public Employees Retirement System

The Board participates in the Ohio Public Employees Retirement System (OPERS). OPERS administers three separate pension plans. The traditional pension plan is a cost-sharing, multiple-employer defined benefit pension plan. The member-directed plan is a defined contribution plan in which the member invests both member and employer contributions (employer contributions vest over five years at 20% per year). Under the member-directed plan, members accumulate retirement assets equal to the value of member and vested employer contributions plus any investment earnings. The combined plan is a cost-sharing, multiple-employer defined benefit pension plan that has elements of both a defined benefit and a defined contribution plan. Under the combined plan, employer contributions are invested by the retirement system to provide a formula retirement benefit similar to the traditional pension plan benefit. Member contributions, whose investment is self-directed by the member, accumulate retirement assets in a manner similar to the member-directed plan.

OPERS provides retirement, disability, survivor and death benefits, and annual cost of living adjustments to members of the traditional pension and combined plans. Members of the member-directed plan do not qualify for ancillary benefits. Authority to establish and amend benefits is provided by Chapter 145 of the Ohio Revised Code. OPERS issues a stand-alone financial report that may be obtained by writing to OPERS, 277 E. Town St., Columbus, OH 43215-4642 or by calling (614) 222-6701 or 800-222-7377.

For the year ended December 31, 2005, the members of all three plans were required to contribute 8.5 percent of their annual covered salaries. The Board's contribution rate for pension benefits for 2005 was 13.55 percent. The Ohio Revised Code provides statutory authority for member and employer contributions.

**Mental Health & Recovery Services Board
Muskingum County**

Notes to the Basic Financial Statements
For the Year Ended December 31, 2005
(Continued)

Note 8 - Postemployment Benefits

Ohio Public Employees Retirement System

The Ohio Public Employees Retirement System (OPERS) provides postretirement health care coverage to age and service retirees with ten or more years of qualifying Ohio service credit with either the traditional pension or combined plans. Health care coverage for disability benefit recipients and qualified survivor benefit recipients is available. Members of the member-directed plan do not qualify for postretirement health care coverage. The health care coverage provided by OPERS is considered an Other Post Employment Benefit (OPEB) as described in *GASB Statement No. 12*. A portion of each employer's contribution to the traditional or combined plans is set aside for the funding of postretirement health care based on authority granted by State statute. The 2005 local government employer contribution rate was 13.55 percent of covered payroll; 4.00 percent of covered payroll was the portion that was used to fund health care.

Benefits are advance-funded using the entry age normal actuarial cost method. Significant actuarial assumptions, based on OPERS's latest actuarial review performed as of December 31, 2004, include a rate of return on investments of 8.00 percent, an annual increase in active employee total payroll of 4.00 percent compounded annually (assuming no change in the number of active employees) and an additional increase in total payroll of between .50 percent and 6.3 percent based on additional annual pay increases. Health care premiums were assumed to increase 4.00 percent annually.

All investments are carried at market. For actuarial valuation purposes, a smoothed market approach is used. Assets are adjusted to reflect 25 percent of unrealized market appreciation or depreciation on investment assets annually.

The number of active contributing participants in the traditional pension and combined plans was 376,109 as of December 31, 2005. OPERS's net assets available for payment of benefits at December 31, 2004, (the latest information available) were \$10.8 billion. The actuarially accrued liability and the unfunded actuarial accrued liability were \$29.5 billion and \$18.7 billion, respectively. The Board has paid all contributions required through December 31, 2005.

Note 9 – Reimbursements

The Board makes a number of cash disbursements on behalf of provider agencies and is later reimbursed for these out-of-pocket expenses. Cash disbursements made on behalf of provider agencies include payments made for insurance coverage, contract services (audit costs) and office supplies.

The Statement of Activities and the Statement of Cash Receipts, Cash Disbursements, and Changes in Cash Balance include neither the reimbursements from provider agencies nor the cash disbursements made on behalf of provider agencies. The Statement of Cash Receipts, Cash Disbursements, and Changes in Cash Basis Fund Balance – Budget and Actual (Budget Basis) does include the reimbursement activity since the Board includes this activity within its budget. The budgetary statement also includes encumbrances as disbursements since encumbrances are required by law when purchase commitments are made.

Note 10 - Contingencies

Grants - The Board receives financial assistance from federal and state agencies in the form of grants. Disbursing grant funds generally requires compliance with terms and conditions specified in the grant agreements and are subject to audit by the grantor agencies. Any disallowed claims resulting from such audits could become a liability of the special revenue fund. However, in the opinion of management, any such disallowed claims would not have a material adverse effect on the overall financial position of the Board at December 31, 2005.

**MENTAL HEALTH & RECOVERY SERVICES BOARD
MUSKINGUM COUNTY**

**FEDERAL AWARDS EXPENDITURES SCHEDULE
FOR THE YEAR ENDED DECEMBER 31, 2005**

FEDERAL GRANTOR/ Pass Through Grantor Program Title	Pass Through Entity Number	Federal CFDA Number	Disbursements
UNITED STATES DEPARTMENT OF HEALTH AND HUMAN SERVICES:			
<i>Passed Through Ohio Department of Mental Health:</i>			
Public Health and Social Services Emergency Fund	36-42-05	93.003	\$ 1,021
	36-IBHS-05-02		<u>3,377</u>
Total Public Health and Social Services Emergency Fund			4,398
<i>Passed Through Ohio Department of Mental Health:</i>			
Promoting Safe and Stable Families	36-CS-05-03	93.556	54,481
	36-CS-06-01		<u>30,643</u>
Total Promoting Safe and Stable Families			85,124
<i>Passed Through Ohio Department of Mental Health:</i>			
Social Services Block Grant	C-01-05-02	93.667	100,080
	C-01-06-01		<u>99,768</u>
Total Social Services Block Grant			199,848
<i>Passed Through Ohio Department of Mental Health:</i>			
State Children's Insurance Program	N/A	93.767	323,008
<i>Passed Through Ohio Department of Alcohol and Drug Addiction Services:</i>			
State Children's Insurance Program	N/A	93.767	<u>77,278</u>
Total State Children's Insurance Program			400,286
<i>Passed Through Ohio Department of Mental Health:</i>			
Medical Assistance Program	N/A	93.778	4,278,806
<i>Passed Through Ohio Department of Alcohol and Drug Addiction Services:</i>			
Medical Assistance Program	N/A	93.778	<u>533,657</u>
Total Medical Assistance Program			4,812,463
<i>Passed Through Ohio Department of Mental Health:</i>			
Block Grants for Community Mental Health Services	N/A	93.958	204,135
	36-AD-05-02		850
	36-AD-05-01		2,890
	36-CS-06-03		10,000
	36-CS-06-04		10,000
	36-CS-05-01		<u>9,288</u>
Total Block Grants for Community Mental Health Services			237,163
<i>Passed Through Ohio Department of Alcohol and Drug Addiction Services:</i>			
Block Grants for Prevention and Treatment of Substance Abuse	N/A	93.959	827,972
	60-03058-WOMEN-T-05-9000		183,493
	60-03058-WOMEN-T-06-9000		<u>191,573</u>
Total Block Grants for Prevention and Treatment of Substance Abuse			1,203,038
Total United States Department of Health and Human Services			<u>6,942,320</u>
Total Federal Awards Expenditures			<u>\$6,942,320</u>

The Notes to the Federal Awards Expenditures Schedule are an integral part of this Schedule.

**MENTAL HEALTH & RECOVERY SERVICES BOARD
MUSKINGUM COUNTY**

**NOTES TO THE FEDERAL AWARDS EXPENDITURES SCHEDULE
FOR THE YEAR ENDED DECEMBER 31, 2005**

NOTE A - SIGNIFICANT ACCOUNTING POLICIES

The accompanying Federal Awards Expenditures Schedule (the Schedule) summarizes activity of the Mental Health & Recovery Services Board's federal award programs. The Schedule has been prepared on the cash basis of accounting.

NOTE B - SUBRECIPIENTS

The Board passes-through certain Federal assistance received from the Ohio Department of Mental Health and the Ohio Department of Alcohol and Drug Addition to not-for-profit agencies (subrecipients). As described in Note A, the Board records expenditures of Federal awards to subrecipients when paid in cash.

The subrecipient agencies have certain compliance responsibilities related to administering these Federal Programs. Under Federal Circular A-133, the Board is responsible for monitoring subrecipients to help assure that Federal awards are used for authorized purposes in compliance with laws, regulations, and the provisions of contracts or grant agreements, and that performance goals are achieved.

NOTE C - MATCHING REQUIREMENTS

Certain Federal programs require the Board to contribute non-Federal funds (matching funds) to support the Federally-funded programs. The Board has complied with the matching requirements. The expenditure of non-Federal matching funds is not included on the Schedule.



Auditor of State Betty Montgomery

INDEPENDENT ACCOUNTANTS' REPORT ON INTERNAL CONTROL OVER FINANCIAL REPORTING AND ON COMPLIANCE AND OTHER MATTERS REQUIRED BY *GOVERNMENT AUDITING STANDARDS*

Mental Health & Recovery Services Board
Muskingum County
1205 Newark Road
Zanesville, Ohio 43701

To Members of the Board:

We have audited the financial statements of the governmental activities and the major fund of the Mental Health & Recovery Services Board, Muskingum County, Ohio (the Board), as of and for the year ended December 31, 2005, which collectively comprise the Board's basic financial statements and have issued our report thereon dated April 25, 2006, wherein we noted the Board's financial statements and notes follow the cash accounting basis which is a comprehensive accounting basis other than accounting principles generally accepted in the United States of America. We conducted our audit in accordance with auditing standards generally accepted in the United States of America and the standards applicable to financial audits contained in the Comptroller General of the United States' *Government Auditing Standards*.

Internal Control Over Financial Reporting

In planning and performing our audit, we considered the Board's internal control over financial reporting to determine our auditing procedures in order to express our opinions on the basic financial statements and not to opine on the internal control over financial reporting. Our consideration of the internal control would not necessarily disclose all matters in the internal control over financial reporting that might be material weaknesses. A material weakness is a reportable condition in which the design or operation of one or more of the internal control components does not reduce to a relatively low level the risk that misstatements caused by error or fraud in amounts material to the financial statements we audited may occur and not be timely detected by employees when performing their assigned functions. We noted no matters involving the internal control over financial reporting and its operation that we consider material weaknesses. In a separate letter to the Board's management dated April 25, 2006, we reported other matters involving internal control over financial reporting we did not deem reportable conditions.

Compliance and Other Matters

As part of reasonably assuring whether the Board's basic financial statements are free of material misstatement, we tested its compliance with certain provisions of laws, regulations, contracts, and grant agreements, noncompliance with which could directly and materially affect the determination of financial statement amounts. However, providing an opinion on compliance with those provisions was not an objective of our audit and, accordingly, we do not express an opinion. The results of our tests disclosed no instances of noncompliance or other matters we must report under *Government Auditing Standards*. In a separate letter to the Board's management dated April 25, 2006, we reported other matters related to noncompliance we deemed immaterial.

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Mental Health & Recovery Services Board
Muskingum County
Independent Accountants' Report on Internal Control Over
Financial Reporting and on Compliance and Other Matters
Required by *Government Auditing Standards*
Page 2

We intend this report solely for the information and use of the audit committee, management, the Mental Health & Recovery Services Board, federal awarding agencies, and pass-through entities. It is not intended for anyone other than these specified parties.

A handwritten signature in black ink that reads "Betty Montgomery". The signature is written in a cursive, flowing style.

Betty Montgomery
Auditor of State

April 25, 2006



Auditor of State Betty Montgomery

INDEPENDENT ACCOUNTANTS' REPORT ON COMPLIANCE WITH REQUIREMENTS APPLICABLE TO MAJOR FEDERAL PROGRAMS AND INTERNAL CONTROL OVER COMPLIANCE IN ACCORDANCE WITH OMB CIRCULAR A-133

Mental Health & Recovery Services Board
Muskingum County
1205 Newark Road
Zanesville, Ohio 43701

To Members of the Board:

Compliance

We have audited the compliance of the Mental Health & Recovery Services Board, Muskingum County, Ohio (the Board), with the types of compliance requirements described in the U.S. Office of Management and Budget (OMB) Circular A-133, *Compliance Supplement* that apply to its major federal programs for the year ended December 31, 2005. The Summary of Auditor's Results section of the accompanying Schedule of Findings identifies the Board's major federal programs. The Board's management is responsible for complying with the requirements of laws, regulations, contracts, and grants applicable to each major federal program. Our responsibility is to express an opinion on the Board's compliance based on our audit.

We conducted our audit of compliance in accordance with auditing standards generally accepted in the United States of America; the standards applicable to financial audits contained in *Government Auditing Standards*, issued by the Comptroller General of the United States; and OMB Circular A-133, *Audits of States, Local Governments, and Non-Profit Organizations*. Those standards and OMB Circular A-133 require that we plan and perform the audit to reasonably assure whether noncompliance occurred with the types of compliance requirements referred to above that could directly and materially affect a major federal program. An audit includes examining, on a test basis, evidence about the Board's compliance with those requirements and performing other procedures we considered necessary in the circumstances. We believe that our audit provides a reasonable basis for our opinion. Our audit does not provide a legal determination on the Board's compliance with those requirements.

In our opinion, the Mental Health & Recovery Services Board, Muskingum County, Ohio, complied, in all material respects, with the requirements referred to above that are applicable to each of its major federal programs for the year ended December 31, 2005.

Internal Control Over Compliance

The Board's management is responsible for establishing and maintaining effective internal control over compliance with requirements of laws, regulations, contracts, and grants applicable to federal programs. In planning and performing our audit, we considered the Board's internal control over compliance with requirements that could directly and materially affect a major federal program to determine our auditing procedures for the purpose of expressing our opinion on compliance and to test and report on internal control over compliance in accordance with OMB Circular A-133.

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Our consideration of the internal control over compliance would not necessarily disclose all matters in the internal control that might be material weaknesses. A material weakness is a reportable condition in which the design or operation of one or more of the internal control components does not reduce to a relatively low level the risk that noncompliance with applicable requirements of laws, regulations, contracts, and grants caused by error or fraud that would be material in relation to a major federal program being audited may occur and not be timely detected by employees when performing their assigned functions. We noted no matters involving the internal control over compliance and its operation that we consider to be material weaknesses. However, we noted a matter involving the internal control over federal compliance not requiring inclusion in this report that we reported to the Board's management in a separate letter dated April 25, 2006.

We intend this report solely for the information and use of the audit committee, management, the Mental Health & Recovery Services Board, federal awarding agencies, and pass-through entities. It is not intended for anyone other than these specified parties.

A handwritten signature in black ink that reads "Betty Montgomery". The signature is written in a cursive, flowing style.

Betty Montgomery
Auditor of State

April 25, 2006

**MENTAL HEALTH & RECOVERY SERVICES BOARD
MUSKINGUM COUNTY**

**SCHEDULE OF FINDINGS
OMB CIRCULAR A-133 § .505
DECEMBER 31, 2005**

1. SUMMARY OF AUDITOR'S RESULTS

(d)(1)(i)	Type of Financial Statement Opinion	Unqualified
(d)(1)(ii)	Were there any material control weakness conditions reported at the financial statement level (GAGAS)?	No
(d)(1)(ii)	Were there any other reportable control weakness conditions reported at the financial statement level (GAGAS)?	No
(d)(1)(iii)	Was there any reported material noncompliance at the financial statement level (GAGAS)?	No
(d)(1)(iv)	Were there any material internal control weakness conditions reported for major federal programs?	No
(d)(1)(iv)	Were there any other reportable internal control weakness conditions reported for major federal programs?	No
(d)(1)(v)	Type of Major Programs' Compliance Opinion	Unqualified
(d)(1)(vi)	Are there any reportable findings under § .510?	No
(d)(1)(vii)	Major Programs (list):	Medical Assistance Program (Medicaid: Title XIX) CFDA #93.778 State Children's Health Insurance Program CFDA #93.767
(d)(1)(viii)	Dollar Threshold: Type A/B Programs	Type A: > \$ 300,000 Type B: all others
(d)(1)(ix)	Low Risk Auditee?	Yes

**2. FINDINGS RELATED TO THE FINANCIAL STATEMENTS
REQUIRED TO BE REPORTED IN ACCORDANCE WITH GAGAS**

No findings to report.

3. FINDINGS FOR FEDERAL AWARDS

No findings to report.



**Auditor of State
Betty Montgomery**

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MENTAL HEALTH AND RECOVERY SERVICES BOARD

MUSKINGUM COUNTY

CLERK'S CERTIFICATION

This is a true and correct copy of the report which is required to be filed in the Office of the Auditor of State pursuant to Section 117.26, Revised Code, and which is filed in Columbus, Ohio.

Susan Babbitt

CLERK OF THE BUREAU

**CERTIFIED
JUNE 8, 2006**