BEFORE THE MULTNOMAH COUNTY LIBRARY DISTRICT BOARD

RESOLUTION NO. 2020-051

Adopting Financial and Budget Policies for the Multnomah County Library District (MCLD) for Fiscal Year 2021 and Repealing Resolution 2019-052.

The Multnomah County Library District (MCLD) Board Finds:

a. The MCLD Board is the fiscal authority for the Multnomah County Library District.

b. The MCLD Director/Budget Officer is responsible for the preparation and management of the budget and for the management of the financial operations of the MCLD.

c. Financial and budget policies provide a framework for prudent financial management.

The Multnomah County Library District Board Resolves:

1. The Multnomah County Financial and Budget Policies set forth in Exhibit A and Financial and Budget Policies related to the Library District Contingency, Reserves, and Capital Fund set forth in Exhibit B are adopted as the policies of the Multnomah County Library District, per Resolution No. 2013-023.

2. The MCLD Director/Budget Officer is directed to administer these Financial and Budget Policies as they pertain to library operations.

3. Resolution No. 2019-052 is repealed.

ADOPTED this 23rd day of June, 2020.

MULTNOMAH COUNTY LIBRARY
DISTRICT BOARD

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Deborah Kafoury, Chair

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FY 2021 Financial Policies

Goals

The goals of the County's financial policies are:

1. To preserve capital through prudent budgeting and financial management.
2. To achieve the most productive use of County funds that meets the goals of the Board of County Commissioners.
3. To achieve a stable balance between the County's ongoing financial commitments and the continuing revenues available to the County.
4. To leverage local dollars with federal and state funding/grants.
5. To support accountability to the citizens of Multnomah County.

It is the intention of the Multnomah County Board of Commissioners to comply with all federal and statutory requirements, Generally Accepted Accounting Principles (GAAP), and Governmental Accounting Standards Board (GASB) directives (see Multnomah County's Ordinance No. 1101).

Financial Forecasts for the General Fund

Governments at all levels should forecast major revenues and expenditures. The forecast should extend at least three to five years beyond the budget period and be regularly monitored and updated. It should be clearly stated and available to participants in the budget process, as should its underlying assumptions and methodology. The forecast should also be referenced in the final budget document. To improve future forecasting, the variances between previous forecasts and actual amounts should be analyzed. The variance analysis should identify all factors that influence revenue collections, expenditure levels, and forecast assumptions.

Policy Statement

The Board of County Commissioners recognizes the importance of developing a combined revenue and expenditure forecast. The Budget Office will prepare a five-year financial forecast for the General Fund to assess the long-term financial implications of current, as well as proposed, policies and programs. The forecast will detail assumptions regarding both short-term and long-term financial issues facing the County. Those assumptions will guide the development of appropriate financial strategies to achieve the goals outlined above. The forecast will be referenced on the County's website and incorporated in the annual budget document. The General Fund revenue and expenditure forecast will:

1. Provide an understanding of available funding;
2. Evaluate financial risk;
3. Assess the likelihood that services can be sustained;
4. Assess the level at which capital investment can be made;
5. Identify future commitments and resource demands;
6. Identify the key variables that might change the level of revenue; and

7. Identify one-time-only resources and recommend appropriate uses.

Status

The Budget Office presented the General Fund Forecast to the Board of County Commissioners on November 7, 2019 and presented a forecast update on March 10, 2020. In response to the economic impacts from COVID-19 the Budget Office presented an updated forecast on May 12, 2020.

Tax Revenues

The Oregon Constitution, State statutes and the County Code provide Multnomah County with the ability to raise revenue through taxation. The County currently uses the following taxes:

1. Property Taxes are governed by state statute and the Oregon Constitution and are levied for the following purposes:

- A “Permanent Rate” is available for general uses, that is set at $4.34 per $1,000 of assessed value;

- A “Local Option Levy” to support operations of the Oregon Historical Society that is set at $0.05 per $1,000 of assessed value.

2. Business Income Tax is set at 2.00% of net business income generated in Multnomah County. This tax is authorized by County Code, Chapter 12.

3. Motor Vehicle Rental Tax is set at 17% of the value of rental fees. The first 14.5% is available for uses that are consistent with Art. IX, § 3A, of the Oregon Constitution. The remaining 2.5% supports regional tourism activities under an agreement with the City of Portland and Metro. This tax is authorized by County Code, Chapter 11.

4. Transient Lodging Tax is set at 11.5% of the room rent charged by hotel operators. Nearly all the County’s proceeds from this tax are used to support regional tourism activities under agreements with the City of Portland and Metro. This tax is authorized by County Code, Chapter 11.

5. Motor Vehicle Fuel Tax is set at 3 cents per gallon of gasoline (or diesel) sold in Multnomah County. Art. IX, § 3A, of the Oregon Constitution restricts use of the proceeds of this tax to transportation programs. This revenue is shared by Multnomah County and the cities of Portland, Gresham, Troutdale, and Fairview. This tax is authorized by County Code, Chapter 11.

Policy Statement

The Board recognizes that taxation is necessary to provide public services to the citizens of the County. When considering changes to the County’s tax structure, the Board will consider:

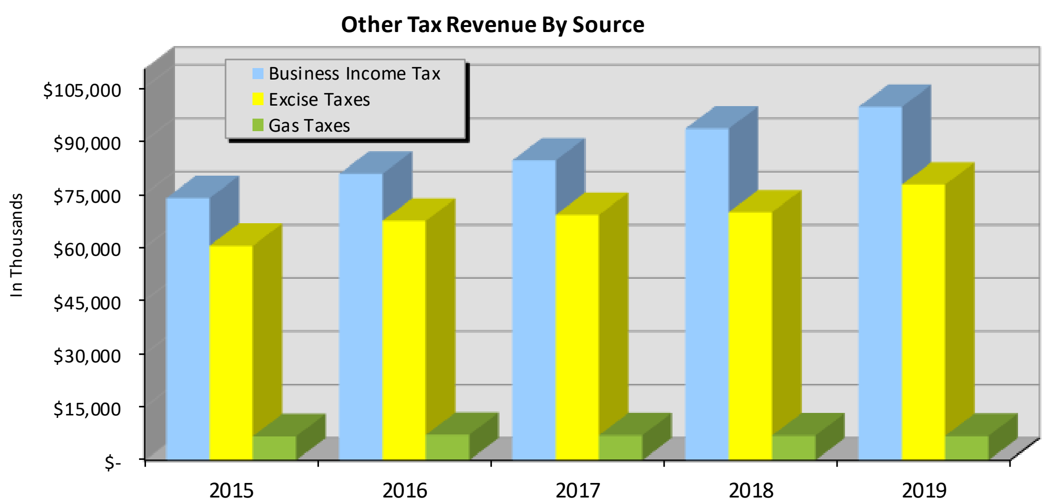
• The ability of taxpayers to pay the taxes;
• The impact of taxes imposed by the County on other local governments;
• The effect of taxes on the County economy;
• The administrative and collection costs of the taxes; and
• The ease with which the taxes can be understood by taxpayers.

State statutes allow the County to levy “local option” taxes that are not allowed to exceed five years. It is the intent of the Board to use this short-term revenue source to fund priority service programs only after all other sources of revenue have been analyzed and have been determined not to be feasible.

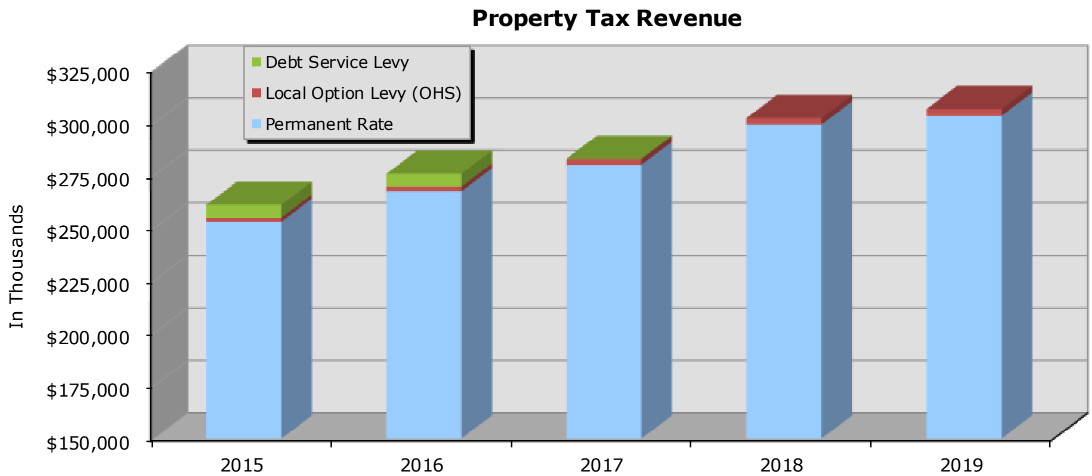
All decisions to levy taxes are made in an atmosphere of intense public and internal debate, particularly with regard to the progressivity of the tax, its administrative cost, its impact on the regional economy, its effect on other local governments, and the degree to which the tax might be acceptable to the public.

Status

The County’s tax revenues represent about 39% of the total Governmental Fund Type revenues (General and Special Revenue Funds). The following graphs depict actual tax revenue by source ($ in thousands). On March 19th 2020 the Board of County Commissioners voted to increase the Business Income Tax rate from 1.45% to 2.00% beginning with tax year 2020.



Other Tax Revenue	2015	2016	2017	2018	2019
Business Income Tax	$ 73,825	$ 80,710	$ 84,450	$ 93,400	$ 99,500
Excise Taxes	$ 60,413	$ 67,434	$ 69,116	$ 69,855	$ 77,602
Gas Taxes	$ 6,779	$ 7,160	$ 7,047	$ 6,970	$ 6,883
Total Other Tax Revenues	**$ 141,017**	**$ 155,304**	**$ 160,613**	**$ 170,225**	**$ 183,985**



Property Tax Revenue	2015	2016	2017	2018	2019
Permanent Rate	$ 253,126	$ 267,597	$ 280,241	$ 299,408	$ 303,560
Local Option Levy (OHS)	$ 2,001	$ 2,325	$ 2,822	$ 3,108	$ 3,260
Debt Service Levy	$ 6,116	$ 6,075	$ 108	$ -	$ -
Total Property Taxes	**$ 261,243**	**$ 275,997**	**$ 283,171**	**$ 302,516**	**$ 306,820**

Federal/State Grant and Foundation Revenues

Grants and foundation funds are used, and provide significant leverage, to support an array of County services. All of these revenues are restricted to a specific purpose, such as health and social services or public safety. Reimbursements made to the County as a result of leveraging outside resources are considered to be unrestricted General Fund revenue unless the spending is specifically detailed by Grantor or Foundation.

Policy Statement

The Board understands that grants and private sources present opportunities and risks. They allow the County to provide basic or enhanced levels of service and to cover gaps in services, but they may also commit the County to serving larger or different groups of clients which would put pressure on County generated revenues if the grant were withdrawn. When applying for a grant, the Board will consider:

1. Whether the funds are aligned with the County's mission and goals.
2. Opportunities for leveraging other funds to continue the program.
3. The amount of locally generated revenue required to supplement the revenue source.
4. Whether the revenue will cover the full cost of the proposed program, or whether the County is expected to provide program support and administrative overhead. It is the intent of the County to recover all costs related to grant and foundation revenues.
5. The degree of stability of the funding source.
6. Whether decline or withdrawal of the revenue creates an expectation that the County will continue the program.

7. How County programs can maximize revenue support from state or federal sources.
8. Whether the funds are used for pilot or model programs and will result in a more efficient and/or effective way of doing business.

Departments will provide the Board with a notice of intent (NOI) before applying for grant funding (see Administrative Procedure BCC-1). The Board requires the resources to be used in accordance with any stipulated restrictions and prior to using unrestricted revenues including General Fund appropriations for the same program or purpose. Money (or goods) donated to the County for a specific program or purpose are considered to be restricted resources and not subject to this policy.

Federal grants will be governed by a written Grant Management Manual. The Manual will cover all the items addressed in the Uniform Administrative Guidelines (Chapters I and II, Part 200 Uniform Guidance, Cost Principles and Audit Requirements for Federal Awards). The Manual will be approved annually by the Chief Financial Officer and will include any applicable updates resulting from changes in federal standards.

Status

The County is in compliance with this policy.

Recovery of Indirect Costs

The federal government recognizes identifiable overhead costs are incurred in providing services to support grants and contracts. Therefore, the Office of Management and Budget (OMB) establishes principles and standards to provide a uniform approach for determining costs and to promote effective program delivery, efficiency and better relationships between governmental units and the federal government. The County's indirect cost allocation plan is prepared annually in accordance with Chapters I and II, part 200 in the Uniform Administrative Requirements, Cost Principles and Audit Requirements for Federal Awards as published in the Federal Register on December 26, 2013, or commonly referred to as "Uniform Grant Guidance".

Policy Statement

It is the policy of the Board to recover from dedicated revenue sources the full cost of programs supported by those sources.

The exception to the above policy occurs when the grantor agency does not allow the grantee to charge indirect costs or allows only a fixed amount or a maximum indirect cost rate. The Board will have the final authority to accept a grant that does not allow the recovery of all or part of indirect costs. In that event, the General Fund will absorb any indirect cost attributable to the program.

Status

The County updates the plan annually and the Chief Financial Officer certifies the accuracy of its indirect cost rate proposal and cost allocation plan. For further information, see the Finance Cost Allocation Plans website at https://multco.us/finance/cost-allocation-plans.

Use of One-Time-Only Funds

Unrestricted one-time-only resources present organizations with temptations that are hard to resist. In the short run it appears more beneficial to allocate such resources to the highest priority public service that would otherwise be unfunded than to restrict them to costs associated with one-time needs and those that will not recur in following years. However, the result of this practice is to expand operational levels and public expectations beyond the capacity of the organization to generate continuing funding. This inevitably produces shortfalls and crises. Sustaining an ongoing program level by deferring necessary expenditures or by incurring future obligations also inevitably produces shortfalls and crises.

Policy Statement

It is the policy of the Board that the County will fund ongoing programs with ongoing revenues, and to restrict the allocation of one-time revenues to nonrecurring expenditures.

Examples of one time revenues include:

- Proceeds on the sale of capital assets
- Business Income Taxes collected in excess of budgeted revenues
- General Fund ending fund balance in excess of budgeted balance

As the ending balance in the General Fund is typically the largest source of one-time only resources, it is the policy of the Board that departments may not propose to carryover appropriations from one year to the next.

When the County budgets unrestricted one-time-only resources, the Board will first set these funds aside for reserves. If reserve requirements have been met one-time only resources can be allocated to projects or programs that will not require future financial commitments. The Board will consider the following when allocating these one-time-only resources:

1. After fully funding reserves as established by policy, 50% of any remaining one-time only resources will be allocated to the capitalization, or recapitalization, of major County facilities projects.
2. One-time only spending proposals for projects or pilot programs, particularly investments that may result in innovative ideas or technology, long-term efficiencies or savings that do not require ongoing support.
3. Bridge or gap financing for exiting programs for a finite period of time.

Status

During budget deliberations the Budget Director is responsible for providing a list of sources and uses of one-time-only funds and informing the Chair and the Board on the recommended use of the funds received. With this information, the Board is able to appropriate and direct one-time-only resources to infrequent and unique expenditures in an effort to achieve compliance with this policy.

In the current year 50% of remaining one-time-only resources after fully funding reserves will not be allocated to the capitalization or recapitalization of facilities projects. Resources will be used to support the estimated budgetary gaps created by COVID-19 in fiscal year 2021.

User Fees, Sales, and Service Charges

State and local governments use charges and fees to fund the provision of goods and services. Charges are voluntary payments that are used to finance traditional governmental services. A fee is imposed as a result of a public need to regulate activities, typically related to health, safety or other protective purposes. Fees result in the purchase of a privilege or authorization and are applied to such activities as restaurant inspections, building permits and marriage licenses.

User fees are generally intended to cover all the costs or an agreed upon portion of the costs for providing services. Inflation or increased service delivery can erode the established user fees if the cost of service increases faster than revenue from fee increases.

Policy Statement

It is the general policy of the Board that user fees and service charges be established at a level to recover 100% of the costs to provide services. Exceptions to this policy will be made depending on the benefit to the user of the service, the ability of the user to pay for the service, the benefit to County citizens, and the type of service provided.

User fees and service charges collected by County agencies will be periodically reviewed. Based on this review, the Chair will make recommendations to the Board regarding proposed changes to fee or service charge schedules.

Revenues generated from sales (and commissions on sales) of goods and services sold in County-owned or leased facilities are to be credited to the County's General Fund unless:

1. They are generated for inmate welfare commissary operations;
2. They are generated in Library facilities used for Library operations;
3. They are generated by internal service providers and offset rates charged to departments;
4. The Board grants an exception.

Status

The Budget Office provides an annual comprehensive review of fees and charges (more information can be found at https://multco.us/budget/master-fee-schedule). Departments are generally responsible for ongoing review of fees and charges associated with their operations during the year.

Budgeted General Fund Reserves

Using all available ongoing revenue each year to pay for ongoing programs can result in fluctuations in program levels as revenues vary from one year to the next. Adding programs in one year (based on positive short term receipts) can cause the same or other programs to be cut in the next year if costs outpace revenues. This has a detrimental effect on service delivery over time, reducing efficiency and causing budgetary and political problems that can be avoided if program decisions are made in the context of the County's long-term financial capacity. The County's General Fund is weighted toward a handful of revenues that make up approximately 90% of total resources. Because the revenue stream is not very diverse, and the major source of General Fund revenue is limited by the Oregon Constitution, it is critical that the County maintain an appropriate level of reserves.

It is a goal of the County to build a more diverse revenue stream. Further, the County may want an additional reserve in order to offset the volatility of or lack of diversity in the revenue stream.

Maintaining an appropriate reserve helps the County maintain its favorable bond rating, which is currently Aaa from Moody's Investors Service and AAA from Standard & Poor's Ratings for both general obligation bonds and full faith and credit obligations. A generally accepted benchmark for the unrestricted General Fund balance is a dollar amount equal to at least 10% of actual General Fund revenues.

Ratings agencies generally presume that an entity has a sufficiently diverse revenue stream to enable it to sustain a downturn in any one of its revenue sources. In addition, the guidelines presume that the entity is not facing future liabilities it will be unable to meet or that it has adopted and followed a plan to address significant known liabilities.

Policy Statement

The Board understands that to avoid financial instability, continuing requirements should be insulated from temporary fluctuations in revenues.

It is the goal of the Board to fund and maintain a General Fund budgeted reserve, designated as unappropriated fund balance and funded at approximately 10% of the "corporate" revenues of the General Fund and the Special Revenue Video Lottery Fund. Corporate revenues are defined as revenues that are available for general use and over which the Board has complete discretion.

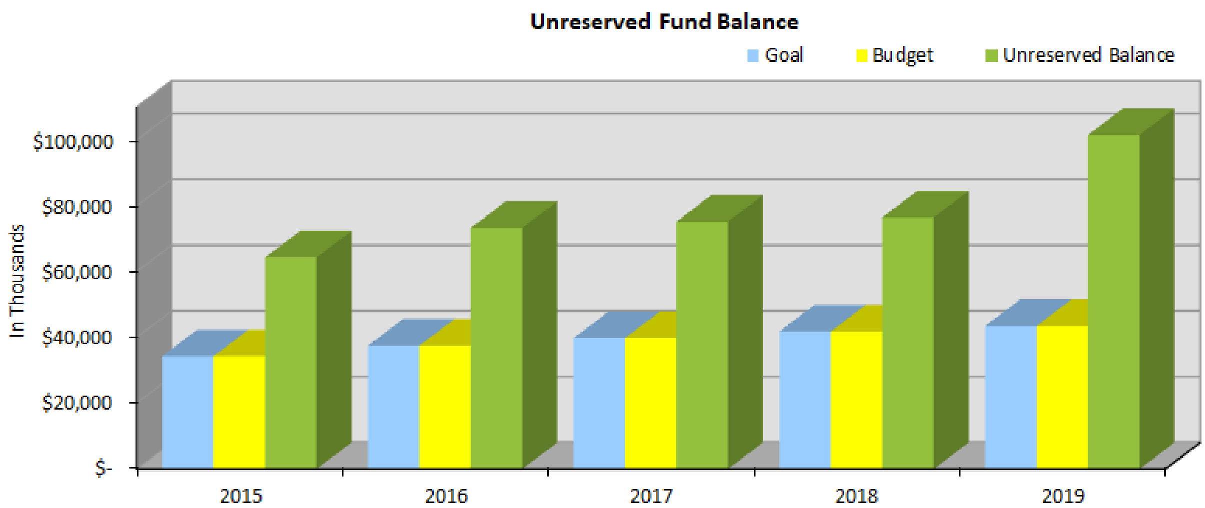
Corporate revenues include Property Tax, Business Income Tax, Motor Vehicle Rental Tax, State Revenue Sharing (Cigarette, Liquor, Video Lottery, and Amusement Device Taxes), and Interest Earnings. These revenue sources account for approximately 90% of total General Fund resources excluding Beginning Working Capital.

The budgeted reserve account in the General Fund is to be used when overall revenue growth falls below the rate of annual revenue change achieved during the prior ten years. In years when basic revenue growth falls below long-term average growth, the Board will reduce the unappropriated fund balance to continue high priority services that could not otherwise be funded by current revenues. If the reserve account is so used, to maintain fiscal integrity, a reserve restoration plan will be included in the adopted budget following the fiscal year in which the reserve fell below the 10% level.

Status

FY 2019 General Fund reserves exceeded the established policy goal.

The following graph shows the reserve goal, budget and actual unreserved fund balance ($ in thousands). The budgeted reserves do not include funds budgeted in contingency.



General Fund Reserves	2015	2016	2017	2018	2019
Goal	$ 34,322	$ 37,529	$ 39,855	$ 41,865	$ 43,536
Budget	$ 34,322	$ 37,529	$ 39,855	$ 41,865	$ 43,536
Unreserved Balance	$ 64,345	$ 73,348	$ 75,283	$ 76,553	$ 101,640

General Fund Contingency

General Fund contingency transfers have a significant effect on the annual budget process by reducing the amount of ending fund balance that is carried over to the subsequent fiscal year as beginning working capital. Contingency transfers should be reviewed in the context of other budget decisions so that high priority programs and projects are not jeopardized.

Policy Statement

The Board understands that in order to avoid financial instability, continuing obligations cannot increase faster than continuing revenues. It is the policy of the Board to establish an emergency contingency account in the General Fund, as authorized by ORS 294.352, each fiscal year during the budget process. The account will be funded at a level consistent with actual use of transfers from contingency during the prior ten years.

To maintain financial stability, the following guidelines should be used by the Board in considering requests for transfers from the General Fund Contingency Account:

1. One-time-only allocations.
2. Contingency funding limited to the following:
    - Emergency situations which, if left unattended, will jeopardize the health and safety of the community.
    - Unanticipated expenditures necessary to keep a public commitment or fulfill a legislative or contractual mandate, or which have been demonstrated to result in significant administrative or programmatic efficiencies that cannot be covered by existing appropriations.
3. The Board may, when it adopts the budget for a fiscal year, specify programs it wishes to review during the year and increase the Contingency account to provide funding to support those programs if it chooses. Contingency funding of such programs complies with this policy.

Status

The Budget Director is responsible for informing the Board if contingency requests submitted for Board approval meet the criteria of this policy. In addition, each year the Budget Director will provide an annual report to the Board detailing the prior fiscal year's contingency actions. This report will include the total dollar amount of contingency requests, dollar amount approved, and dollar amount that did not meet the criteria of this policy.

Capital Asset and Transportation Planning Policies

Capital Improvement Plan – Facilities and Property Management

Capital financial management policies demonstrate to the credit rating industry and prospective investors (bond buyers) the County's commitment to sound financial management. Adherence to adopted policies ensures the integrity of the planning process and leads to maintaining or improving bond ratings and lowering the cost of capital.

It is the policy of the Board that the County will attempt to meet its capital maintenance, replacement or acquisition requirements on a pay-as-you-go basis. If the dollar amount of the capital requirement cannot be met on a pay-as-you-go basis, if it is financially beneficial to issue bonds or other debt instruments, and if the project has been determined to benefit future citizens, the County will evaluate the feasibility of issuing a long term debt financing instrument.

At the end of fiscal year 2019, Multnomah County owned 77 buildings with a historical cost of approximately $471 million, and an estimated replacement cost of $1.5 billion (including soft costs; excluding land acquisition). Structural and systems replacement in the County's capital plan is largely a non-discretionary activity. That is, the question is not whether such expenditures are necessary but in what year to schedule the expenditure on particular projects. Deferral of capital improvements and maintenance creates an unacceptable unfunded liability and contributes to further deterioration of properties. It is the goal of the Board to fund the County's capital needs at approximately 2% of the cost of County Tier 1 and Tier II buildings, equivalent to depreciating the facilities over a 50-year period. Only "fire-life-safety" and urgent capital projects will be considered for Tier III buildings, to avoid further investment in these facilities until they are disposed of.

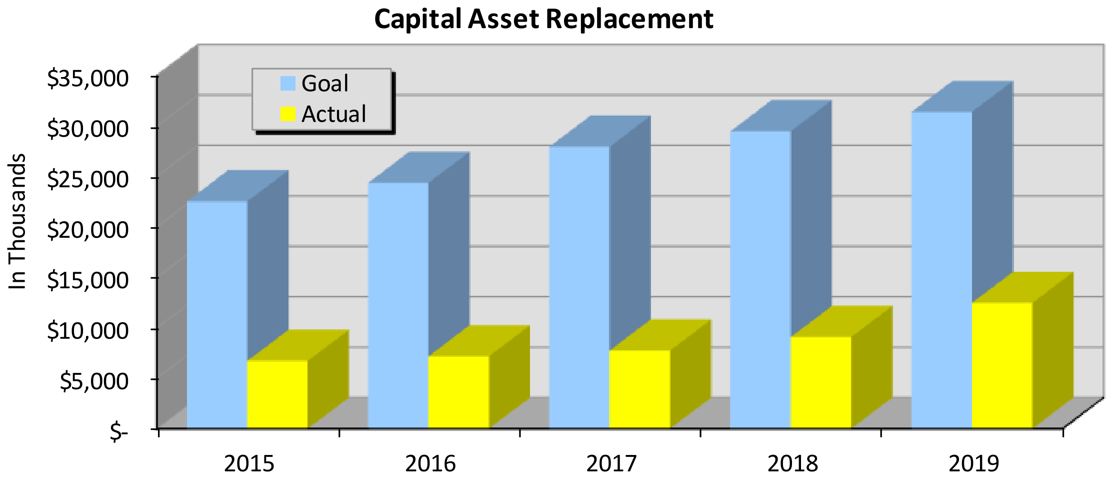
The Facilities and Property Management Division shall maintain an inventory of the capital needs in all owned County facilities. An evaluation process and rating system shall be implemented and managed by Facilities and Property Management to assist in determining which projects to propose for funding each year.

Any remaining balance of the Fund shall be maintained as a long-term reserve. During the annual budget development process the Director of the Facilities and Property Management (FPM) division is directed to update the five-year Capital Improvement Plan (CIP). The Plan shall provide for and prioritize maintenance projects, anticipated major improvements to County capital assets and any additional replacement of capital assets. The Plan shall include major construction to be undertaken by the County, regardless of funding source. The Plan will be reviewed and updated annually, and submitted to the Board of County Commissioners as part of the annual budget (see Five Year Capital Improvement Plan).

Status

The five year CIP is updated and presented to the Board annually. The County is not in compliance with the policy goal to fund capital needs at a rate of 2% of the replacement cost of buildings, but has increased fees charged to tenants in County owned buildings in an effort to reach the goal over time.

The following graph depicts the annual infrastructure spending goal and actual expenditures ($ in thousands). The goal refers to a level of ongoing expenditures.



Facilities Capital	2015	2016	2017	2018	2019
Goal	$ 22,536	$ 24,373	$ 27,948	$ 29,485	$ 31,406
Actual	$ 6,722	$ 7,175	$ 7,747	$ 9,086	$ 12,474

Best Use or Disposition of Surplus Property

The Board will make the final determination on the best use or disposition of the property identified. When deciding on the best use or disposition of surplus property, the Board will consider that the proceeds from the sale of unrestricted property may be allocated in the following prioritized manner:

1. Credited to the Asset Preservation Fund to provide reserves to meet future capital needs in Tier I facilities.
2. Credited to the Capital Improvement Fund to provide resources for future capital projects, deferred maintenance, or capital acquisition / construction.
3. Retire outstanding debt related to the disposed of or surplus property.
4. Used to increase General Fund reserves to achieve full funding according to these policies.

In addition property may be traded for other properties or may be leased to other agencies in order to provide services or carry out the mission of the County.

Transportation Financing

Multnomah County owns, operates and maintains approximately 300 miles of urban and rural roads and 30 bridge structures, six of which are Willamette River bridges (Sauvie Island, Broadway, Burnside, Morrison, Hawthorne and Sellwood). Ongoing maintenance and improvements to the transportation infrastructure are necessary for economic growth, to alleviate existing transportation problems, and to maintain the livability of the region.

It is the policy of the Board to support statewide and regional funding for transportation-related needs. If state and regional funding is inadequate, the County works with jurisdictions within its boundaries to address the transportation funding needs of local governments.

Status

Multnomah County's Transportation Capital Improvement Plan and Program (CIPP) is presented annually through the budget process. The purpose of the CIPP is to ensure limited public funds are invested in transportation projects providing the greatest public benefit. The CIPP is fully updated every five years and reviewed biennially. The update to the plan identified numerous road, fish passage culvert, and bridge capital projects along with associated seismic upgrades. Substantial investment is required to meet these needs.

The Chair and Board continue to raise the awareness of the challenges faced by the County due to the shortfall of transportation revenue. The Board's acceptance of the CIPP forms the basis for the selection and funding of road and bridge projects. They are working with the regional, state and federal partners to address transportation funding issues. More information can be found at https://multco.us/transportation-planning/plans-and-documents.

Information Technology Capital Projects

Multnomah County owns, operates, and maintains a significant investment in information technology (IT) equipment, software, and infrastructure. Maintaining and upgrading IT infrastructure is increasingly a non-discretionary activity, as County operations grow ever more reliant on information technology to deliver services efficiently.

The Board recognizes that adequate capital equipment replacement and upgrade funding is essential to avoid costly repair, replacement, or failure of major IT capital assets. During the annual budget development process the Director of the Department of County Assets is directed to update a five-year IT Asset Replacement Plan. The Plan shall provide for and prioritize major software projects, anticipated major improvements to County IT assets and infrastructure, and identify any additional replacement of IT assets. The plan and associated funding mechanisms shall be reviewed by the County Technology Council and approved annually by the Board of County Commissioners during the annual budget process.

Status

The Chief Information Officer will report to the board on the status of the projects during the annual budget process.

Insurance Coverage for Large Capital Projects

In planning for large capital construction projects the County will consider and evaluate all options for providing insurance coverage on the project. Projects that are estimated to cost more than

$50 million may be insured through an Owner Controlled Insurance Program (OCIP). In those cases, the County will conduct an analysis of insurance options in advance of contract negotiations in order to determine whether an OCIP would be beneficial to the project.

Long-Term Liabilities

Governments are required to account for and report on long-term and other liabilities per Governmental Accounting Standards Board (GASB) pronouncements. Long-term liabilities reflect future obligations that have been incurred as a result of required or contractually obligated payments. The County recognizes the need to account for unfunded long-term liabilities and to develop a plan to manage them prudently.

Policy Statement

Multnomah County has two long-term liabilities related to the cost of personnel. There are additional long-term liabilities associated with the County's self-insurance programs for liability and worker's compensation.

The County participates in the Public Employees Retirement System (PERS), a cost-sharing, multiple-employer defined benefit pension plan administered by the PERS Pension board. PERS provides retirement, disability, and death benefits to plan members and their beneficiaries. State statutes (ORS 238 and 238A) authorize the State to establish and amend all plan provisions.

The PERS contribution requirements of the County are established and may be amended by the State. It is the policy and practice of the County to pay PERS obligations on an annual, pay-as-you-go basis. The rates assessed by the PERS Board also include an actuarial estimate of the amount required to provide for any unfunded liability that may exist.

The County also has incurred a liability associated with contractually obligated retiree healthcare benefits. This liability, commonly known as Other Post-Employment Benefits (OPEB) is the sole responsibility of the County.

Status

As of December 31, 2018, the County's net unfunded PERS liability is approximately $689.8 million. If it is determined that the County could realize a present value savings from pre-funding the liability, the Chief Financial Officer may recommend the sale of Pension Obligation Bonds (POBs).

In FY 2017 the County set the goal to establish four side accounts with Oregon PERS over four years ($25 million annually). In November 2019 the County established its fourth side account; the County has invested a total of $100 million into side accounts. These funds are invested by PERS and earn the same rate of return as the overall PERS portfolio. The creation of side accounts allows the County to more effectively mitigate anticipated increases in PERS rates. Reserves, which were restricted for this purpose have been used to fund side accounts.

In FY 2020 the County participated in the PERS Employer Incentive Fund (EIF) match program created by Senate Bill 1049. The PERS EIF provided a 25% match on qualifying side accounts made after June 2, 2018. The County received full match on one side account and a partial match on a second side account.

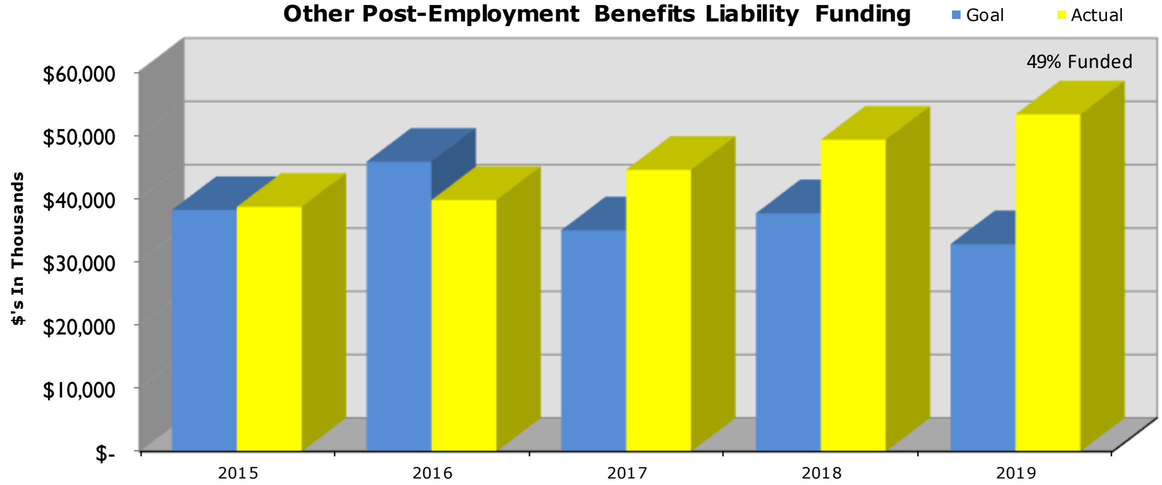
As of January 1, 2019, the County's unfunded OPEB liability is approximately $109 million. The County set a goal to achieve a funding level of 30% of the OPEB liability by the end of FY 2019. The Chief Financial Officer developed recommendations for funding the liability beyond FY 2018 and presented those for the Board's consideration Funding to meet the OPEB, liability insurance, and worker's compensation liabilities is held in the form of reserves in the Risk Management Fund. The reserves are allocated, and reported to the State, by the Chief Financial Officer based on actuarial analysis. Reserves in the fund are considered set asides for the exclusive use of meeting these liabilities. As of June 30, 2019, the County has funded approximately 49% of the actuarial liability.

The County receives actuarial valuations for PERS and OPEB liabilities every two years. In connection with the County's OPEB actuarial valuations, the CFO and the County's actuaries will present the actuarial valuation on OPEB liabilities to the Board along with the CAFR presentation. The CFO may recommend OPEB funding structures to the Board based on the actuarial valuations and the County's Risk Management Fund. This will allow the Board to be better informed when considering funding options such as establishing a trust fund for the County's OPEB obligations. The County's next actuarial valuation will be as of January 1, 2021.

The following is the June 30, 2019 funding level of each liability ($ in thousands):

Liability Description	Total Liability	Amount Funded	Percent Funded
Self Insurance (1)	$ 12,347	$ 12,886	104%
Other Post Employment (2)	$ 109,250	$ 53,256	49%

(1) GASB requires self-insurance claims be recorded as a liability in the financial statements
(2) GASB requires employer paid benefits extended to retirees be disclosed in the financial statements.
Liability relfects the most recent unfunded actuarial accured liability amount per Cheiron actuarial report.



	2015	2016	2017	2018	2019
Goal	$ 38,156	$ 45,787	$ 34,953	$ 37,642	$ 32,775
Actual	$ 38,663	$ 39,726	$ 44,496	$ 49,249	$ 53,256

Other Fund Balances

Balances also exist in funds other than the General Fund. These fund balances are held for a variety of purposes. For example, balances in capital project funds may represent the unspent portion of projects approved by the Board in a prior year's budget. Balances may exist in debt service funds to ensure compliance with bond covenants. Other fund balances account for reserves that are held for asset replacement.

Policy Statement

The Government Accounting Standards Board (GASB) has developed a statement – known as GASB 54 – that clarifies how fund balances are accounted for financial reporting purposes. The standard aims to enhance the usefulness of fund balance information by providing clearer fund balance classifications that can be more consistently applied.

It is the policy of the County to adhere to the GASB 54 guidelines and the following fund balance classifications that have been established.

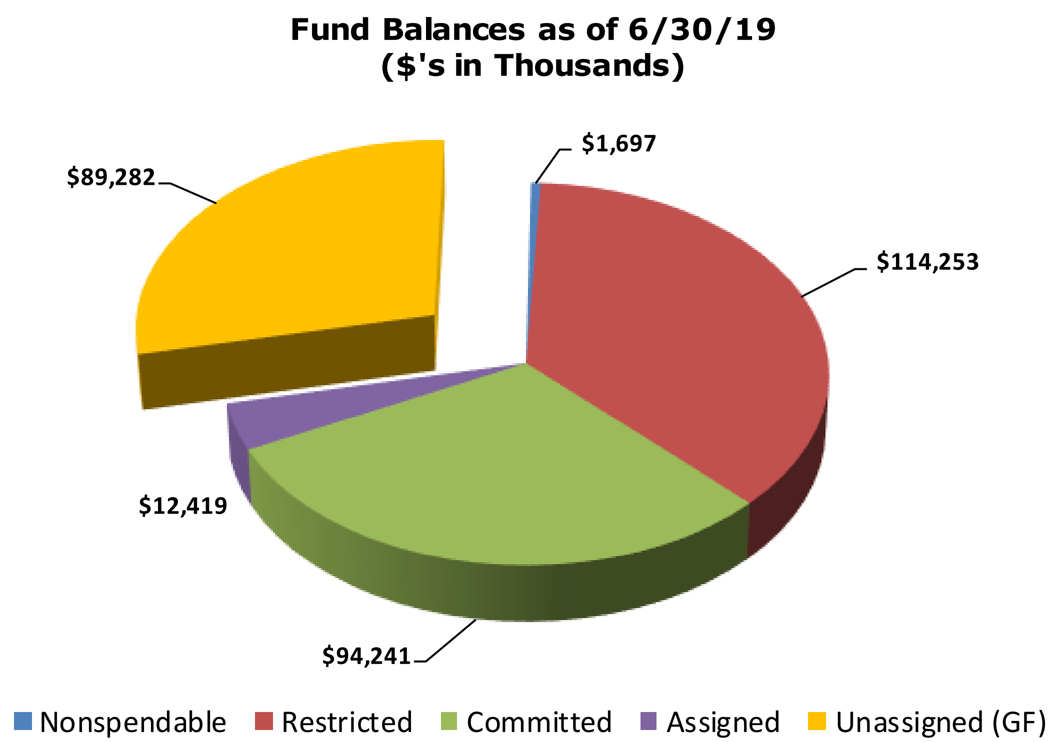
- Restricted – for resources constrained on use by externally imposed creditors (such as through debt covenants), grantors, contributors, or laws or regulations of other governments or constraints imposed by law through constitutional provisions or enabling legislation.
- Committed – for resources constrained on use authorized by the Board of County Commissioners via resolution or ordinance. For the purposes of the GASB statement, resolutions and ordinances are considered to be equally binding. Resources will be committed prior to June 30th and the amount may be determined at a subsequent date.

- Assigned – for resources reported in the governmental funds outside of the General Fund that are not otherwise restricted or committed. Assigned balances represent the residual balance in funds other than the General Fund and are approved as part of the annual budget process.
- Unassigned – for fund balances not reported in any other category. Unassigned fund balances will only be reported in funds other than the General Fund. An unassigned fund balance occurs when restrictions and commitments of resources are greater than the fund balance in total.

Status

Accounting for resources in these categories is reported on the Combining Balance Sheet for each governmental fund type in the County's Comprehensive Annual Financial Report (CAFR).

The chart below provides the balances in the governmental funds as of June 30, 2019. The County is in compliance with this policy.



Internal Service Funds

Policy Statement

The purpose of establishing internal service funds is to identify and allocate costs related to the provision of specific goods and services within the County.

Internal Service funds will be used to account for business operations and charge for goods or services provided to other departments or agencies on a cost-reimbursement basis. Periodically the rates charged will be compared to other public or private sector operations to ensure that pricing is competitive. The internal service fund charges will include asset replacement charges (depreciation) to ensure that adequate funds will be available to purchase replacement assets.

The charges may include a contingency or reserve amount not to exceed 10% of operating expenditures as recommended in the Auditor's 2011 Financial Condition Report (https://multco.us/file/18858/download) to ensure that service reimbursements charged to other departments are maintained at a relatively constant level. Rates will be trued up on an annual basis, thereby eliminating excess reserves.

Status

The County is in compliance with this policy.

Investments Banking, Services and Cash Management

Policy Statement

Multnomah County maintains an active investment program. In accordance with ORS 294.135, investment transactions are governed by a written investment policy, which specifies objectives, diversification goals, limitations, and reporting requirements. The investment policy sets guidelines for diversification that are more stringent than those allowed by State statute, reflecting the County's strategic preference for a conservative investment approach. The investment policy is ratified annually by the Board of County Commissioners and includes any applicable updates resulting from changes in State statutes (ORS 294 and 295).

In addition, the County uses an independent Investment Advisory Board to review the County's policy and investment performance and contracts with an investment advisor to provide non-discretionary advisor services. The investment advisor assists in developing investment strategies, assists in the execution of trades, prepares monthly and quarterly investment portfolio performance reports, and monitors portfolio compliance to applicable rules and regulations. The current policy can be found at the following link: https://multco.us/finance/investments

Banking services shall be solicited at least every five years on a competitive basis. The Chief Financial Officer (or their designee) is authorized to act as the County's "Custodial Officer" responsible for performing the treasury functions of the County under state statute and the County’s Home Rule Charter.

Treasury regularly analyzes and monitors the County’s cash flow. Cash balances are reported in the monthly Investment Report prepared by Treasury. Historically, the County’s low point for cash occurs prior to the time that Property Tax revenue is received in November. If necessary, and when there is a financial benefit to the County, the Chief Financial Officer may recommend the issuance of short-term, Tax and Revenue Anticipation Notes (TRAN). It is the policy of the County to issue TRANs only when there is a favorable interest rate environment or when internal sources will not cover the projected cash flow shortfall.

Status

The County is in compliance with this policy.

Short-term and Long-term Debt Financings

The County is authorized to issue debt under State statute (ORS, 287A) which establishes limits on the amount of debt that may be issued. In addition to the legal debt limits the County has imposed an internal limit on the issuance of debt that is expressed as a percentage of budgeted General Fund revenues.

The County's Debt Management Manual sets guidelines to comply with applicable State statutes, County imposed debt limitations, and Internal Revenue Service requirements. The Manual covers all aspects of debt financing from selecting the method of sale through bond closeout. The Debt Management Manual is reviewed annually by the Chief Financial Officer and, as requested, by the Municipal Debt Advisory Commission within the State Treasurer's Office.

Policy Statement

It has been the County's policy to issue debt for public projects that provide long-term benefit to County residents. Under no circumstances will the County fund ongoing operations with the proceeds of long-term debt.

When issuing debt, the County will follow the Government Finance Officers Association recommended practice of selecting and managing the method of sale. As noted above, debt issuance is limited by State statute. The limit on voter approved, General Obligation Bonds is 2% of the real market value assessed within the County. The limit on all other debt instruments is 1% of the real market value assessed within the County. However, the County further limits non voter-approved debt supported by the County General Fund to an annual debt payment amount that will not exceed 5% of General Fund budgeted revenues. Likewise, debt that is supported by other funds will be limited to 5% of the total revenues of the supporting fund unless dedicated revenue sources are pledged for repayment of debt service. Annual debt service payments should never exceed the minimum level of General Fund reserves, (10% of annual General Fund revenues), providing the County with the ability to meet annual debt payment obligations in the case of severe budgetary challenges. The statutory and General Fund debt limitations are highlighted in the table below.

Limitation	Basis for Limit	Value of Limit	Debt Capacity
Statutory - GO Bonds	2% of RMV	176,570,949,385	3,531,418,988
Statutory - All Other	1% of RMV	176,570,949,385	1,495,686,687
County Policy	5% of GF Revenues	n/a	26,773,950

The different types of financings the County may use to fund its major capital acquisitions or improvements are:

- General Obligation Bonds (requires voter approval)
- Full Faith and Credit Obligations
- Revenue Bonds

- Capital Lease-Purchases
- Leases

Where debt is issued to finance capital projects the term should be limited to the economic life of the financed asset. In general it is the Board's policy that debt issuances not exceed 20 years. However, when market conditions warrant or when a specific asset would have a longer useful life, the Chief Financial Officer may recommend a longer term of issuance.

The Chief Financial Officer regularly reviews and analyzes opportunities to refinance debt. It is the policy of the Board to enter into refinance agreements when net present value savings exceed 3% of the outstanding principal balance. Over the past several years, the County has taken an aggressive approach to debt management. All of the current debt issues that could be refinanced have been.

Status

A schedule of the County's outstanding debt obligations as of July 1, 2020, can be found in Volume One of the FY 2021 budget in the Summaries tab.

Conduit Debt

The County created the "The Hospital Facilities Authority of Multnomah County, Oregon" in 1998 authorized by State Statute (ORS 441.530). The statute aims to provide greater access to adequate medical care and hospital facilities for Oregon residents by allowing cities and counties to issue debt (conduit) on behalf of non-profit entities that provide hospital facilities. Hospital facilities are defined as adult congregate living facilities, behavioral treatment facilities, family safety facilities, and healthcare facilities. Though no separate County authority exists Multnomah County per State statute (ORS 352.795) can also be a conduit of debt for higher education facilities to provide quality post-secondary education.

Policy Statement

Multnomah County can issue bonds and other obligations on behalf of non-profit entities that provide hospital facilities or higher education facilities. Conduit debt issued creates a liability for the entity for whom it is issued and is not a direct or contingent liability of Multnomah County and is therefore not included as debt obligations in the budget.

The County will only consider issuing conduit debt on behalf of non-profit if the follow elements are present:

- Borrower must submit a letter of intent describing the request, purpose, benefit to community, and describe how request aligns with Multnomah County's mission and values
- Borrower facilities must reside in County and directly benefit County residents
- Borrower must be a non-profit entity
- A Pro Forma and 3 years of audited financial statements must be provided

- Chief Financial Officer will complete a financial position review. Projected revenues from borrower can be expected to cover cost of borrowing
- Request must be in alignment with state statues
- A board briefing is required in which borrower will present in coordination with Chief Financial Officer

Status

Conduit debt is not obligation of Multnomah County and not reported on Comprehensive Annual Financial Report (CAFR). Conduit debt does not count against the County's statutory debt capacity. Of the total $221 million principal outstanding on conduit bonds as of June 30th 2019, 98% was issued on behalf of seven hospital facilities and the other 2% on behalf of educational facilities.

Interfund Loans

An interfund loan is defined as a transfer between funds or fund types within the County for an approved amount and a definite plan of repayment in a specified period of time. Interfund loans are subject to ORS 294.468 and are designed to provide financing resources to address cash flow needs in County operations or capital financing plans. Interfund loans are either operating or capital and shall meet the requirements noted below:

- An Operating Interfund Loan is a loan made for the purpose of paying operating expenses.
- A Capital Interfund Loan is a loan made for the purpose of financing the design, acquisition, construction, installation, or improvement of real or personal property and not for the purpose of paying operating expenses.

Policy Statement

Interfund loan requests must be reviewed and approved by the County's Chief Financial Officer and Budget Director prior to taking a request for authorization to the Board of County Commissioners. Interfund loans must be authorized by a resolution of the Board of County Commissioners, which shall state the fund from which the loan is to be made, the fund to which the loan is to be made, the purpose and intent for which the loan is made, the principal amount of the loan, the interest rate at which the loan shall be repaid (if applicable), and a schedule for repayment of principal and interest. In addition, interfund loans:

1. Shall not be made from reserve funds, debt service funds, or any other funds restricted by law, constitutional provisions, bond covenants, grantor requirements, Board resolutions or ordinances, unless the restrictions on these funds allow for the purpose of the interfund loan.
2. Shall not be used to fund ongoing operations unless specifically approved by Board resolution.

3. Shall be granted only after it has been demonstrated that reasonable consideration was given to other potential resources available to the fund and when the loan is required to meet a pressing need or to take advantage of a special opportunity.
4. Shall not exceed 10 years in duration for any capital interfund loan; shall not extend beyond the end of the next fiscal year for any operating interfund loan.
5. May be made only if there is a likely expectation that the fund receiving the loan will have the ability to repay it. If not, the use of an interfund transfer should be considered if appropriate.
6. May be repaid in advance without any additional accrual of interest (if applicable) or any other penalties.
7. Must be made in compliance with all other statutory requirements and limitations of ORS 294.468.

No County fund shall carry a deficit cash balance for more than four months during any 12 month period without written authorization of the CFO. Absent authorization, department responsible for a fund shall be required to initiate a request for an interfund loan to be presented to the Board.

Status

The County is in compliance with this policy.

Exhibit B
Library District Capital Fund, Contingency, and Reserve Financial and Budgetary Policies
Multnomah County Library, Oregon
Fiscal Year July 1, 2020 to June 30, 2021

Library District Contingency and Reserve

The Library District Board recognizes that:

- to provide financial stability
- be prepared for unplanned events and emergencies
- to establish and maintain favorable bond ratings, and
- to avoid fluctuations in program levels

contingency and fund reserves should be maintained.

Policy Statement

It is the goal of the Library District Board to fund and maintain a Library Fund budgeted reserve, designated as unappropriated fund balance and funded at approximately 10% of annual property tax revenues.

Additionally, a policy of the Multnomah County Library District is to set aside at least $500,000 in an emergency contingency account.

To maintain fiscal stability, the following guidelines should be used by the Library Board in considering requests for transfers from the Library District Fund Contingency:

1. One-time-only allocations
2. Contingency funding limited to the following:
   - Emergency situations which, if left unattended, will jeopardize the health and safety of the community.
   - Unanticipated expenditures necessary to keep a public commitment or fulfill a legislative or contractual mandate, or which have been demonstrated to result in significant administrative or programmatic efficiencies that cannot be covered by existing appropriations
3. The Library Board may, when it adopts the budget for a fiscal year, specify programs it wishes to review during the year and increase the Contingency account to provide funding to support those programs if it chooses. Contingency Funding of such programs complies with this policy.

Status

The FY 2021 reserves are budgeted at $9,089,966 based on current forecasts. The budgeted reserves do not include funds budgeted in contingency.

In FY 2021, $500,000 is budgeted as contingency.

The Budget Officer is responsible for informing the Library Board if contingency requests submitted for Board approval meet the criteria of this policy. In additional, each year the Budget Officer will provide an annual report to the Library Board detailing the prior fiscal year's contingency actions. This report will include the total dollar amount of contingency requests, dollar amount approved, and dollar amount that did not meet the criteria of this policy.

Library District Capital Fund

Maintaining existing capital infrastructure and meeting demands for additional Library services, as well as responding to changes to the services provided today, require investments in information technology, capital asset maintenance, and new capital.

Policy Statement

In order to set aside funds for future capital needs, the Multnomah County Library Board will maintain a Capital Fund.

The Multnomah County Library District will set-aside funds in excess of those needed for library operations, reserves, and contingency in a Library District Capital Fund.

Expenditures from the Library District Capital Fund will be limited to capital-related activities. Operations will continue to be funded through the Library Fund.

Status

Library staff will present information on the Library Capital Fund as part of the annual budget adoption process. The presentation will include updates on fund balance and transfers, as well as updates on capital planning efforts.

In FY 2021, the estimated fund balance will be $34,722,206.