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## Reader's Guide

The budget document for Multnomah County consists of two separate volumes that have the following structure:

**Policy Document and Legal Detail - Volume 1** contains the following sections:

- Chair's Message – The County Chair's budget message to the community.
- How Multnomah County Budgets – A description of the budget process with information on opportunities for public input and other resources.
- Budget Director's Message – An introduction and general overview to the budget and discussion of key issues that affect budget decisions.
- Summaries – A set of summaries of resources and requirements, property tax information, cash transfers and debt schedule.
- Department Budget by Fund (Legal Detail) – A listing of expenditure and position detail, grouped department and then by fund within each department.
- Financial Summary (All Funds) - A listing of expenditure and revenue detail, grouped by fund and then by department within each fund.
- Capital Budget – A summary of program offers that fall under the County's plan to determine long term financing for fixed assets.
- Financial and Budget Policies – A summary of the Board approved policies that dictate how the County approaches financial decisions.

**Program Information by Department Volume 2** contains a section for each department. The budget is structured around the County's nine distinct operating departments as well as a "Nondepartmental" department grouping. Each section contains a summary narrative portion followed by detail pages for each of the department's program offers. Programs identified as one-time-only have been designated to end by the last day of the fiscal year under consideration unless otherwise noted. The narrative portions include department and division overviews as well as three lists: (1) budget trends (2) budget by division and (3) a list of the departments programs.

## How We Budget

Multnomah County's Board of Commissioners adopts an annual budget to plan for the effective delivery of services to its citizens and to responsibly manage the public resources that support these services. Budgeting in Oregon is a collaboration between the community members who receive the services and the elected or appointed officials who are responsible for the provision of those services. Community involvement in the budget process ensures that desired services are adequately funded, while County officials ensure that the budget balances competing needs, is fiscally sustainable, and meets legal requirements.

## Local Budget Law

Multnomah County's budget is developed within constraints imposed by Oregon's Local Budget Law, Chapter 294 of the Oregon Revised Statutes. The law has four major objectives:

1. To provide standard procedures for preparing, presenting, and administering local budgets;
2. To ensure involvement in the preparation of the budget;
3. To provide for a method of estimating revenues, expenditures, and proposed taxes; and
4. To offer a way of outlining the programs and services provided by local governments and the fiscal policy used to carry them out.

Local Budget Law requires that appropriations be established by department for each fund. Expenditures may not legally exceed appropriations at the fund level for each department. Local Budget Law also establishes the Tax Supervising and Conservation Commission (TSCC) to review the budgets of jurisdictions within Multnomah County (including the County) for compliance with the law.

## Fund Structure and Basis of Budgeting and Accounting

Funds are legally established accounting entities with a self-balancing set of accounts that are established to track specific revenues or services. In a typical fiscal year, Multnomah County has 30 -35 funds. These funds include General Fund, Special Revenue Funds, Debt Service Funds, Capital Projects Funds, Internal Services Funds, and one Enterprise Fund:

### **Modified Accrual Basis of Budgeting**

The budget is prepared on a modified accrual basis, the same accounting basis as that of the General Fund, Special Revenue Funds, and Debt Service and Capital Project Funds (the Internal Services and Enterprise Funds are accounted for using accrual accounting). The basis defines the timing of when revenues and expenditure transactions are recognized for recording purposes. The budget estimates revenues based on whether they are measurable and available within the current period and expenditures on when they will likely occur. Governmental accounting focuses on disclosing how public money is spent during a discrete period.

One exception is the acknowledgement of revenues. Property Tax and Business Income Tax (BIT) revenues are acknowledged in the budget for 60 days after close of the fiscal year. All annual appropriations lapse at fiscal year end. Items not fully expended must be re-budgeted in the following fiscal year.

### Accrual and Modified Accrual Basis of Accounting

Governmental accounting, governed by state statute and Generally Accepted Accounting Principles (GAAP), differs substantially from private sector accounting. Private sector financial reports measure economic profits, whereas governmental accounting focuses on how public money is spent.

The government-wide financial statements are reported using the *economic resources measurement focus* and the *accrual basis of accounting*, as are the proprietary fund and fiduciary fund financial statements. Revenues are recorded when earned and expenses are recorded when a liability is incurred, regardless of the timing of related cash flows. Property taxes are recognized as revenues in the year for which they are levied. Grants and similar items are recognized as revenue as soon as all the provider requirements are met.

Governmental *fund* financial statements are reported using the *current financial resources measurement focus* and the *modified accrual basis of accounting*. Revenues are recognized as soon as they are both measurable and available. Revenues are considered to be *available* when they are collectible within the current period or soon enough thereafter to pay liabilities of the current period. The government considers revenues to be available if they are collected within 60 days of the end of the current fiscal period. Expenditures generally are recorded when a liability is incurred, as under accrual accounting. However, debt service expenditures, as well as expenditures related to compensated absences and claims and judgments, are recorded only when payment is due.

Type of Fund	Type of Resources or Expenditures	Example	Basis of Budgeting	Basis of Accounting
General Fund	Discretionary	General Fund	Modified Accrual	Modified Accrual
Special Revenue Fund	Restricted to a specific purpose	Road Fund	Modified Accrual	Modified Accrual
Debt Service Fund	Pay debt service	General Obligation Bond Fund	Modified Accrual	Modified Accrual
Capital Projects Fund	Capital Improvements and Asset Preservation	Capital Improvement Fund	Modified Accrual	Modified Accrual
Internal Services Fund	Internal business functions	Fleet Services	Modified Accrual	Full Accrual
Enterprise Fund	External business functions	Behavioral Health Managed Care Fund	Modified Accrual	Full Accrual

## Fund Accounting Structure

### *Governmental Funds*

### *Proprietary Funds*

### *Fiduciary Funds*

According to local budget law and the Governmental Accounting Standards Boards (GASB), the County is required to establish and maintain various funds. Each year the Chief Financial Officer is responsible for preparing and presenting a resolution to the Board defining the various County funds. The County will adhere to Generally Accepted Accounting Principles and GASB when creating a fund and determining if it is to be a dedicated fund. The following types of funds should be used by state/local governments:

- **General Fund** - to account for all financial resources not accounted for and reported in another fund.
- **Special Revenue Funds** - Restricted or committed specific revenue sources will comprise a substantial portion of the fund's resources, but the special revenue fund may also include other restricted, committed and assigned resources. The County will establish a Special Revenue Fund when 30% or more of the resources in the fund are restricted.
- **Capital Projects Funds** - to account for and report financial resources that are restricted, committed or assigned to expenditures for capital outlays, including the acquisition or construction of capital facilities and other capital assets. Capital projects funds exclude those types of capital-related outflows financed by proprietary funds or for assets that will be held in trust for individuals, private organizations or other governments.
- **Debt Service Funds** - to account for and report financial resources that are restricted, committed or assigned to expenditure for principal and interest. Debt service funds should be used to report resources if legally mandated. Financial resources that are being accumulated for principal and interest maturing in future years also will be reported in debt service funds.
- **Enterprise Funds** - to account for operations (a) that are financed and operated in a manner similar to private businesses, where the intent of the governing body is that the costs of providing goods or services to the public on a continuing basis be financed or recovered through user charges; or (b) where the governing body has decided that periodic determination of revenue earned, expenses incurred, and/or net income is appropriate for capital maintenance, public policy, management control, or accountability.
- **Internal Service Funds** - to account for the financing of goods or services provided by one department or agency to other sections of the governmental unit, or to other governmental units, on a cost-reimbursement basis.
- **Trust and Agency Funds** - to account for assets held in a trustee capacity or as an agent for individuals, private organizations, governmental units, and/or other funds. These include: (a) Expendable Trust Funds; (b) Nonexpendable Trust Funds; (c) Pension Trust Funds; and (d) Agency Funds.

## Measuring Performance

Performance measurement is an integral part of the budgeting process in Multnomah County. Performance measurement is a management tool to improve operations and services and communicate program results to the community. Performance measures are integrated into each program offer and the department narratives to ensure accountability and to establish a link between resources and results. A more detailed discussion of performance measurement can be found in the Introduction sections of Volumes 2 and 3.

## Four Phases of the Budget Process

Multnomah County uses an incremental budgeting process in which departments are given expenditures targets that they cannot exceed. The budget process consists of four distinct phases:

Phase I - The departments submit their requested budgets

Phase II - The Chair develops the proposed budget

Phase III - The Board approves the proposed budget

Phase IV - The Board adopts the final budget

### *Phase I - Requested Budget*

#### **Phase I - Departments Submit their Requested Budgets**

Multnomah County's budget process begins in early fall with a review by the Budget Director and department directors of the most recent budget development cycle. Survey comments are collected from department budget staff and feedback is incorporated into the process where appropriate. Next, in mid-to-late fall the Budget Office presents the General Fund Five-Year Forecast to the Board of Commissioners informing them of the fiscal health of the County for the foreseeable future. The forecast is typically updated in February when the budget process is further along.

In conjunction with the County Chair's Office, the Budget Office issues guidelines to set broad limits and direction for the County's budget cycle. Based on the General Fund forecast, departments are directed to constrain their operating costs by a targeted amount. From January through February, department heads, the Chair's Office, and the Budget Office meet to discuss proposed budget changes in order to provide policy direction to the departments prior to submitting their budget requests in March.

### *Phase II - Proposed Budget*

#### **Phase II - The Chair Prepares the Proposed Budget**

Beginning in February and ending in March, meetings occur between the Chair, the Chief Operating Officer, Budget Office staff, elected officials and department directors to review and discuss the department requests. The sessions are designed to provide two-way communication concerning budget needs and assessments, and also to provide information that would assist the Chair in developing a responsible and balanced budget. During this time, the Chair's Office focuses on short and long term goals and objectives to provide the basis of the budget plan for the fiscal year.

### *Phase III - Approved Budget*



### *Phase IV - Adopted Budget*

#### **Phase III - The Board Approves the Budget and TSCC Reviews**

The Chair's proposed budget is submitted to the Board of Commissioners for discussion. The proposed budget must be approved by the Board no later than May 15 and then submitted to the Tax Supervising and Conservation Commission (TSCC), a five-member citizen board appointed by the Governor that helps determine whether the County's budget complies with Local Budget Law. The TSCC holds a public hearing and then returns the budget to the County no later than June 28. Accompanying the budget is a letter of certification with instructions for corrections, recommendations, and objections. The Board is required to respond to these recommendations and objections. Approval and forwarding the budget meets the legal requirements of Oregon Budget Law and allows the Board to begin public deliberation of the budget.

After the budget has been submitted to the TSCC, no fund may be increased by more than 10% in total revenue, and no property tax greater than the amounts included in the proposed budget may be levied. Voting to forward the budget without extensive public review and comment might produce adverse comment if it were not clearly understood that the process meets a technical requirement of the law, or if the Board were not to hold extensive public review before adopting the budget.

#### **Phase IV – The Board Adopts the Budget**

The adoption process begins after the budget is approved. Five weeks of work sessions and public hearings are scheduled prior to adopting the budget in June. During the work sessions the Board may propose amendments to the approved budget. The amendments get voted on as part of the budget adoption.

An important part of this final phase is community input --the Citizen Involvement Committee (CIC), the departments' Citizen Budget Advisory Committees (CBAC's), and public hearings held during the evening all provide an opportunity for direct feedback from the community and facilitate a participatory budget process. In June, the Board adopts the budget, makes appropriations, and declares tax levies in a public meeting.

## Public Testimony and Hearings

Community input is an important part of Multnomah County budget development. Community input comes from the Citizen Involvement Committee, the departments' Citizen Budget Advisory Committees, and public hearings and forums that together provide an opportunity for direct feedback from the community and facilitate a participatory budget process.

Community members have several opportunities to testify on the budget in person and written testimony can be hand delivered, mailed, faxed or submitted via e-mail.

On March 7th, 2013 a community forum was held with county leaders, business community members and leaders, clients and other community members to discuss healthcare reform. The Chair listened to comments and suggestions for possible consideration in the budget.

Additionally, community members can testify at:

### **Annual Budget Hearings**

The Board, sitting as the Budget Committee, will hold public hearings after the approval of the Chair's budget and before the final budget adoption. Hearings are from 6:00 p.m. – 8:00 p.m. and the dates and locations are:

- May 8, 2013 – Multnomah Building, Board Room 100, 501 SE Hawthorne Blvd., Portland, Oregon
- May 22, 2013 – East County Building, Sharron Kelley Room, 600 NE 8th St., Gresham, Oregon
- May 29, 2013 - Immigrant and Refugee Community Organization (IRCO) Gymnasium, 10301 NE Glisan, Portland, Oregon (hosted by the Communities of Color)

More information can be found at <http://web.multco.us/board/fy-2014-budget-hearings>.

### **The Tax Supervising and Conservation Commission Hearing**

On June 5, 2013 at 1:30 pm TSCC will hold a public hearing on the budget at the Multnomah Building (501 SE Hawthorne Blvd.)

### **The Budget Hearing**

Testimony is also taken at the Board session for final adoption of the budget on June 6, 2013.

## Budget Calendar

## Modifying the Budget and Supplemental Budgets

The FY 2014 budget calendar can be found on the County's website at: <http://multco.us/budget/calendar>

Major budget milestone dates for FY 2014 include:

- Nov. 2012-Feb. 2013 Chair's Office meetings with departments to discuss strategic directions
- Dec. 14, 2012 Release of constraint targets to departments
- Feb. 15, 2013 Due date for department budget requests
- May 2, 2013 Chair Executive Budget proposal
- May 2013 Budget work sessions and hearings
- June 5, 2013 TSCC public hearing
- June 6, 2013 Board budget adoption

The adopted budget is the County's financial and operational plan for the fiscal year. However, during the year, events occur which require the plan to be modified. State law gives the Board of County Commissioners wide latitude to change the budget during the year. County departments request changes, and then the Board must review them before passing any resolution to approve them. The appropriation of new, unanticipated revenue requires that the Board adopt a supplemental budget through a resolution.

During the year, the Board has the authority to:

- alter appropriations to reflect changed priorities during the year;
- incorporate new grant revenue into the expenditure plan;
- change approved staffing levels; and
- transfer appropriations from contingency accounts.

## Where to Find Other Information

### **Comprehensive Annual Financial Report (CAFR)**

The CAFR reports actual revenues and expenditures for the last completed fiscal year, discusses financial policies, and provides demographic and economic information about the region. The CAFR, required by state statute, is prepared in accordance with Generally Accepted Accounting Principles (GAAP). It reconciles differences between the budgetary basis – as presented in the annual Adopted Budget – and the modified accrual method used for the CAFR.

### **Tax Supervising and Conservation Commission Annual Report**

This report discusses the property tax system and taxing levels and summarizes budgeted and actual revenues and expenditures for all governments in Multnomah County.

### **County Auditor's Financial Condition Report**

This report discusses the performance of the County and the region according to guidelines recommended by the International City Managers' Association.

### **Citizen Budget Advisory Committees (CBACs)**

CBACs are appointed by the Citizen Involvement Committee and partner with Commissioners, departments, and the public during the budget cycle. CBACs monitor department budgets and operations and identify issues for the Commissioners' consideration. All County departments have a CBAC and each committee presents reports during the Budget work sessions.

### **Budget Website**

The County's Central Budget Office home page, [www.multco.us/budget](http://www.multco.us/budget), contains budget information by year, the budget calendar, current and upcoming year budget documents, economic forecasts and revenue information and other tools, forms and resources.

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