

Although the goal of the County's budget is to provide information that is concise and understandable, the complexities of public finance and Oregon State Budget law can be confusing for those not familiar with the budget process. The Glossary of Terms contains many of the key words and terms used in the County's budget to help the reader. Following the Glossary of Terms is a list of acronyms commonly used by Multnomah County.

-A-

Accrual Basis. Method of accounting in which revenue is recorded when measurable and earned, and expenses are recognized when a good or a service is used.

Adopted Budget. Financial plan adopted by the Board of County Commissioners for the fiscal year that forms the basis for appropriations.

Ad Valorem Tax. A property tax computed as a percentage of the value of taxable property. Based on the Assessed Value.

Advance Refunding. Selling new bonds, all or part of which are to be used to pay an outstanding bond one year or more after the advance refunding bond is issued and before any right to call or otherwise retire the old bond issue arises.

Appropriation. Authorization for spending a specific amount of money for a specific purpose during a fiscal year. The appropriation can be changed during the year by board transfer, grants or the supplemental budget.

Approved Budget. The budget that has been approved by the Board of County Commissioners.

Assessed Value. The value set on real and personal taxable property as a basis for levying taxes. It is the lesser of the property's maximum assessed value (the value that grows by 3%) or real market value.

Assessment Date. January 1. The date on which the real market value of property is set.

Audit. The review and appraisal of the County's accounts and fiscal affairs conducted by an accountant. A report is issued by the auditor expressing an opinion about the financial statements and compliance with requirements.

-B-

Balanced Budget. Oregon Administrative Rule requires jurisdictions within Oregon to propose and adopt balanced budgets. According to the State of Oregon, the definition of a balanced budget is an estimate of expenditures and resources whereby total resources in a fund equal the total expenditures and requirements for that fund, and the total of all resources equal the total of all expenditures and all requirements for all funds of the jurisdiction.

Basis of Accounting. The time various financial transactions are recorded (e.g., cash basis, the modified accrual basis or accrual basis).

Beginning Working Capital. An accounting term used to describe financial resources that are available in the current fiscal year because they were not expended in the previous fiscal year.

Board of Commissioners. As set forth in the Multnomah County Home Rule Charter, the Board of County Commissioners consists of four members, elected by district and a chair elected countywide for a four year term, who are devoted full-time to County's business.

Bond. A written promise to pay a specified sum of money (called the face value or principal amount), at a specified date or dates in the future (called the maturity date(s)), together with periodic interest at a specific rate. Bonds issued by state governments or municipalities are generally exempt from tax.

Bonded Debt (“local improvement”). Borrowed monies for a capital construction project, approved by voters to be repaid by a tax levy.

Budget. Basis of the legal authorization for the expenditure of funds. A written plan of financial operation for estimating expenditures for one year, and the proposed means of financing the estimated expenditures. Must include a balanced statement of actual revenues and expenditures during each of the last two years, estimated revenues and expenditures for the current and upcoming year.

Budget Committee. Fiscal planning board of a local government, consisting of the five Commissioners, which authorizes the maximum for the tax levy.

Budget Director’s Message. Written explanation of the budget and the local government’s financial priorities.

Budget Officer (Director). Person designated to assemble budget material and information and to physically prepare the proposed budget.

Budget Period/Fiscal Year. A 12-month period from July 1 through June 30 to which the annual operating budget applies.

Budget Phases. The various developmental stages of the budget: REQUESTED (prepared by departments), PROPOSED (prepared by County Chair), APPROVED (may be adjusted by the Board or approved without changes), ADOPTED (adjusted/adopted by the Board) and REVISED (Adopted plus budget modifications).

-C-

Capital Expenditures/Capital Outlay. Expenditures on items or projects that have a useful life of three or more years, for which the initial costs exceed \$5,000. Examples include machinery, land, furniture, equipment, and building and infrastructure projects (such as roads and bridges).

Capital Project. Any major repair, renovation or replacement of a current fixed asset that extends the useful operational life by at least five years or expands the capacity of an existing facility. Also includes construction of a new asset with a useful operational life of at least five years including roads, bridges, parks, marinas, and buildings.

Capital Projects Fund. A fund used to account for resources, such as bond sale proceeds, to be used for major capital purchase or construction projects. May be used for one or more projects.

Cash Basis. System of accounting under which revenues are accounted for only when received in cash, and expenditures are accounted for only when paid.

Categories of Measure 5 Limitation. The three categories in which taxes on property are placed before the constitutional limits can be tested: Education, General Government, Excluded from Limitation.

Certificates of Participation. Financing in which an individual buys a share of the lease revenues of an agreement made by a municipal or governmental entity, rather than the bond being secured by those revenues. This form of financing can be used by the municipal or government entity to circumvent restrictions that might exist on the amount of debt they might be able to take on.

Classification. A group of personnel positions which are enough alike in duties, authority, and responsibilities to require the same qualifications and the same pay for all positions in the group.

Compression Loss. The difference between property taxes actually imposed in a given year and property taxes that would have been imposed if Measure 5 limits did not exist. See Measure 5.

Conduit Debt. A debt instrument (e.g. bond) issued in the name of a state or local government (the issuer) that is for the benefit of a third party (non-profit) liable for the repayment of the debt instrument (the third-party obligator). This includes hospital facilities or higher education facilities.

Constraint. Used in budgeting, a limitation set on the amount of General (or other funds) that may be used by a program or department in a given fiscal year. Multnomah County sets a *constraint* on the amount of General Fund for which departments may plan.

Contingency. An estimate in an operating fund for unforeseen spending that may become necessary. Transfers from a contingency account must be approved by the Board of County Commissioners. Funds held in contingency may be restricted to a specific use.

Contracted Services. Expense of services rendered under contract by personnel who are not on the payroll of the jurisdiction, including all related expenses covered by the contract.

Current Assets. Assets available to finance current operations or to pay current liabilities.

Current Liabilities. Liabilities (see definition) due within one year.

Current Year. The fiscal year in progress.

-D-

Debt Amortization. A reduction of debt obligations (e.g. Full-Faith and Credit, General Obligation, Loans, etc.) by using funds regularly put aside until the debt is fully extinguished.

Debt Service Fund. A fund established to account for payment of general long-term debt principal and interest.

Deflection. A concept that creates a collaborative program between law enforcement agencies and behavioral health entities that assists individuals who may have substance use disorder, another behavioral health disorder or co-occurring disorders, to create community-based pathways to treatment, recovery support services, housing, case management or other services.

Discretionary Revenue. Revenue not dedicated or restricted for a specific purpose. Local governments can spend these funds on any activity.

Double Majority. A term that refers to an election where at least 50 percent of the registered voters eligible to vote in the election cast a ballot and more than 50 percent voting approve the question.

-E-

Efficiency Measure (Productivity). Efficiency measurement is a method for examining how effectively a program is performing its activities. This is an indicator that measures the cost of resources (e.g., in dollars, FTE, employee hours, time, etc.) per unit of output (e.g., per repair, per case, etc.).

Employee Benefits. Amounts paid on behalf of employees, excluding gross salary. These are fringe benefit payments not paid directly to employees, but are part of total compensation. Examples include health and life insurance, social security taxes, workers' compensation, and unemployment insurance.

Encumbrance. An obligation chargeable to an appropriation and for which part of the appropriation is reserved.

Enterprise Fund. A fund established to account for operations that are financed and operated in a manner similar to private business enterprises.

Expenditures. What the County spends to provide services to the community. Total amount incurred if accounts are kept on an accrual or cash basis. Includes operating expenses (see definition), cash transfers, contingencies, and unappropriated balances.

-F-

Fiduciary Fund. A fund used to account for resources held for the benefit of parties outside the County.

Financial Forecast. A report prepared by the budget office that provides annual estimates of the revenues and expenditures for several years. The forecast uses both short and long-term forecasts to plan for the General Fund.

Fiscal Year. A 12-month period from July 1 through June 30 to which the annual operating budget applies.

FTE. Full Time Equivalent. The equivalent of one full-time position for one year. An employee who works half-time would show as 0.50 FTE.

Full Faith and Credit. A pledge of the general taxing power of a government for the payment of a debt obligation. See General Obligation Bonds.

Fund. A fiscal and accounting entity with self-balancing accounts to record cash and other financial resources, related liabilities, balances and changes, all segregated for specific, regulated activities and objectives. Fund types include: general, special revenue, debt service, capital projects, special assessment, enterprise, internal service, trust and agency, and reserve.

Fund Balance. The excess of assets of a fund over its liabilities and reserves during a fiscal year. Also called Beginning Working Capital (BWC).

-G-

GASB. Governmental Accounting Standards Board (GASB), which establishes and improves standards of state and local governmental accounting and external financial reporting.

General Fund. A fund used to account for revenue that is typically generated by flexible sources like property tax and business income taxes. The General Fund may be used for any purpose and is generally referred to as discretionary spending. The Board has authority to direct almost all General Fund spending.

General Ledger. A financial accounting system for recording and reporting actual expense and revenue activity.

General Obligation Bond. A common type of municipal bond backed by the credit and taxing power of the issuing jurisdiction rather than the revenue from a specific project. General obligation bonds are secured by the government's pledge to use legally available resources, including tax revenues, to repay bond holders. No assets are used as collateral.

Governmental Fund. A group of funds that account for activities associated with a state or local government's core operations (examples: General Fund, Special Revenue Funds, Capital Funds, and Debt Service Funds). Governmental funds and the activities they pay for are primarily supported by tax revenues. The focus of governmental funds is to provide information on near-term inflows, outflows, and balances of spendable resources.

Grant. Donation or contribution of cash or other assets to government from a third party, to be used or spent for a specified purpose, activity, or facility.

-H-

HB 4002: In 2024, the Oregon Legislature passed House Bill (HB) 4002, which established a criminal justice framework for possession or delivery of controlled substances designed to encourage treatment over penalties such as jail or probation. The bill both expands funding for substance abuse treatment and makes possessing small amounts of controlled substances a misdemeanor beginning September 1, 2024. It walked back some of the reforms of Measure 110 and allows for a county-by-county approach to deflection. See Measure 110 and Deflection.

Home Rule Charter. Voter-approved charter amendment that grants Multnomah County the authority to make its own laws.

-I-

Indirect Charges. Administrative costs incurred by centralized activities and charged back to funds. Administrative costs include general administration, human resources, legal services, payroll and finance.

Input Measure. Reports amount of resources such as financial, personnel, material that are devoted to a program. Financial and personnel data are the most common input measures.

Interfund Loans. Loans made by one fund to another. Loans must be repaid by the end of the ensuing year.

Internal Services. Services provided by one County department to support another, including: information technology and telecommunications, facilities and property management, fleet and motor pool, distribution, and records management.

-L-

Ledger Category. A grouping of expenditures, such as personal services, materials and services, capital outlay, debt services, and other types of requirements (also known as Object Classification).

Levy. Amount or rate of ad valorem tax certified by a local government for the support of governmental activities.

Liabilities. Debt or other legal obligation arising from transactions in the past that must be liquidated, renewed, or refunded at a future date, not including encumbrances.

Line-item Budget. The traditional form of budgeting where proposed expenditures are based on individual objects of expense within a department or division.

Local Government. Any city, county, port, school district, community college, public or quasi-public corporation commission operated by a separate board or commission; a municipality.

Local Option Tax. Voter approved temporary taxing authority that is in addition to the taxes generated by the permanent tax rate. Local option taxes can be for general operations, a specific purpose, or capital projects. They are limited to five years unless they are for a capital project, then they are limited to the useful life of the project or 10 years, whichever is less.

-M-

Mandates. Activities required to be performed by local government. Requirements are legislated by state and federal government.

Maximum Assessed Value (MAV). The maximum taxable value limitation placed on real or personal property by the constitution. It can increase a maximum of three percent each year. The three percent limit may be exceeded if there are qualifying improvements made to the property, such as a major addition or new construction.

Measure 110. In 2020, Oregon voters approved a measure that decriminalized the possession of small amounts of a variety of drugs and repurposed some State funding streams to drug treatment. In 2024, the Oregon Legislature passed HB 4002, which repeals the Class E violation that previously applied to possession of small amounts of a controlled substance under Measure 110, and replaces it with a new misdemeanor crime of unlawful possession of a controlled substance. The new misdemeanor goes into effect September 1, 2024.

Measure 5 Constitutional Limits. In 1990, Oregon voters passed Measure 5 which established the maximum amount of tax on property that can be collected from an individual property in each category of limitation. (Art. XI, sect.11b, Or Const.). Property taxes dedicated for schools were capped at \$15.00 per \$1,000 of assessed value, and gradually lowered to \$5. Property taxes for other purposes were capped at \$10 per \$1,000.

Measure 50. In 1997, Oregon voters passed Measure 50, a revision of Measure 47 passed the prior year. These measures fundamentally changed the Oregon property tax system. Each jurisdiction was assigned a permanent tax rate limit. In addition, the assessed value of each property was reduced to FY 1998 and future increases in assessed value were capped. See Assessed Value and Permanent Rate Limit.

Modified Accrual Basis. A method of accounting where revenues and other financial resource increments, such as bond proceeds, are recognized when they become susceptible to accrual, that is, when they become both measurable and available (collectible) to finance expenditures for the current period.

-O-

OAR. Oregon Administrative Rule. Written to clarify Oregon law. Has the authority of law.

Obligations. The amounts of orders placed, contracts and subgrants awarded, goods and services received, and similar transactions during a given period that will require payment during the same or a future period.

One-time-only (OTO) Request. A request that seeks funding for one budget year or a finite project in a dedicated fund. Examples include funding for capital projects, piloting a program, or ramping down services. If a funding request is adopted using OTO funds, projects/initiatives are expected to be completed in a single budget cycle except for projects with a known end date that may span more than one year (such as capital projects).

Ongoing. Ongoing programs involve activities that the County expects to provide on a continuing basis.

Operating Expenses. The amount of money a department plans to spend to accomplish its work, such as for personnel, contractual services, materials/supplies, internal services, and capital outlay. This does not include accounting transactions (cash transfers, contingencies, and unappropriated balances).

Operating Rate. The rate determined by dividing the local government's operating tax amount by the estimated assessed value of the local government. This rate is needed when a local government wants to impose less tax than its permanent rate will raise.

Ordinance. A formal legislative enactment by the governing board of a municipality.

Organizational Unit. Any administrative subdivision of the local government, especially one charged with carrying on one or more specific functions, such as a department, office or division.

ORS. Oregon Revised Statute. Oregon laws established by the legislature.

Outcome Measure (Results). Designed to report the results of the service. It can often be described as a short-term (e.g., successful treatment completion), intermediate term (e.g., success by 3 or 6 months), or long-term outcome (e.g., 1 year or more). There should be a logical connection from outputs to meaningful outcomes, with activities supporting the results in a sequential fashion.

Output Measure. The most common type of indicator found in most performance measurement systems, reporting the number of units produced or services provided by the program. It describes the activities that a program has completed, but not necessarily their results. Data are typically reported as numbers and not percentages.

-P-

Payroll Expenses. Health and accident insurance premiums, Social Security, retirement contributions, workers' compensation and unemployment taxes are examples.

Performance Management. Using performance measurement information to help set performance goals, allocate and prioritize resources, inform managers to either confirm or change current policy or program direction to meet those goals, and report on the success of meeting those goals.

Performance Measurement. The process of developing meaningful, objective indicators that can be systematically tracked to assess progress made in achieving predetermined goals. Only after the development of meaningful measures and matched with regular review and use is an organization able to move to performance management.

Permanent Rate Limit. The maximum rate of ad valorem property taxes that a local government can impose. Taxes generated from the permanent rate limit can be used for any purpose. No action of the local government can increase a permanent rate limit.

Program Budget. A budget based on programs of work or projects.

Program Evaluation. Systematic collection of information about activities, characteristics and outcomes of programs to make judgments about the program, improve program effectiveness and/or informed decisions about future programming. The application of scientific research methods to estimate how much observed results, intended or not, are caused by program activities.

Program Offer. Public policy document that combines information such as program descriptions, budget overviews, and performance data for a given set of services. All County functions – from operating programs to the General Fund contingency account – request funding from the Board through a program offer.

Property Taxes. Ad valorem tax certified to the County Assessor by a local government unit.

Proposed Budget. The financial and operating plan prepared by the County Chair. It is submitted to the public for review and the Board of County Commissioners for approval.

Proprietary fund. A fund that accounts for state or local government activities that are similar to a business in the private sector, such as a fund that accounts for operations that provide goods or services to the public for a fee or a fund that accounts for goods and services provided by one department or agency to another department or agency of the governmental unit, or to other governmental units, on a cost-reimbursement basis. Proprietary funds are concerned with activities financed by self generated revenues.

-Q-

Quality Measure. Reflects effectiveness in meeting customer expectations. Measures include reliability, accuracy, courtesy, competence, responsiveness, and completeness associated with the product or service. Customer satisfaction reflects the degree to which the customer's expectations of a service are met/exceeded. Lack of quality can also be measured.

-R-

Real Market Value (RMV). Amount of cash which could reasonably be expected by an informed buyer acting without compulsion, in an "arms-length" transaction during the taxing period for the property.

Receipts. Cash received unless otherwise qualified.

Requirement. Sum of all appropriated and unappropriated items in a fund. Total requirements must always equal total resources in a fund.

Reserve Fund. Established to accumulate money for a specific purpose, such as purchase of new equipment.

Reserves. Reserves are the unappropriated ending fund balance maintained to ensure future financial stability (see Volume 1, Financial and Budget Policies).

Resolution. A formal order of a governing body; lower legal status than an ordinance.

Resource. Estimated beginning funds on hand plus anticipated receipts. See Revenues.

Revenues. Money received or anticipated by a local government from either tax or non-tax sources.

Revised. Adopted budget amount plus any changes made through budget modification as of December 31st of the current year.

-S-

SB 1145. In 1995, the legislature passed Senate Bill (SB) 1145, which transferred management of offenders sentenced for 12 months or less to the counties, effective January 1, 1997.

SB 400. In 2007, the legislature passed Senate Bill (SB) 400, which made safety and staffing a mandatory subject of bargaining for public safety employees.

Serial Levy. A voter approved tax levy for a specific purpose, over a specific time no greater than five years, and for a specified maximum amount.

Special Revenue Fund. A fund used to account for the proceeds of specific revenue sources (other than special assessments, expendable trusts, or major capital projects) that are legally restricted to expenditure for specific purposes.

Supplemental Budget. A financial plan prepared after the regular budget has been adopted to meet unexpected needs or to spend revenues not anticipated when the regular budget was adopted.

-T-

Target Allocation. Limitation set on the amount of General (or other) funds that may be used by a program or department in a given fiscal year.

Tax. Any charge imposed by a governmental unit upon a business, property or upon a property owner.

Tax Levy. Total amount of taxes imposed by a local government unit.

Tax on Property. Tax, fee, charge or assessment imposed by a government unit upon property or upon a property owner as a direct consequence of ownership except charges and assessment for local improvements.

Tax Rate. The amount of tax stated in terms of a unit of tax for each \$1,000 of assessed valuation of taxable property.

Tax Roll. The official list showing the amount of taxes levied against each property.

Transfers. Amounts distributed from one fund to finance activities in another fund. Shown as an expenditure in the originating fund and a revenue in the receiving fund.

Trust Fund. A fund used to account for fiscal activities of assets held in trust by a government.

-U-

Unappropriated Balance (Reserve). Amount set aside that will not be used in the fiscal year. This amount cannot be transferred by resolution or used through a supplemental budget, unless necessitated by a qualifying emergency.

Unincorporated Area. The areas of the County outside city boundaries.

Acronyms

AA	Affirmative Action	HR	Human Resources
ACA	Affordable Care Act	HRAP	Homelessness Response Action Plan
ADA	Americans with Disabilities Act	HRS	Homelessness Response System
AMH	Automated Materials Handling	HSD	Homeless Services Department (formerly JOHS)
AOC	Association of Oregon Counties	IGA	Intergovernmental Agreement
ARP	American Rescue Plan	ISR	Internal Service Rate
ARRA	American Recovery & Reinvestment Act	JOHS	Joint Office of Homeless Services (now HSD)
BCC	Board of County Commissioners	LGBTQ2SIA	Lesbian, Gay, Bisexual, Transgender/non-binary, Queer/Questioning, Two Spirit, Intersex, Asexual
BHRC	Behavioral Health Resource Center	LIB	Library
BIPOC	Black, Indigenous, and People of Color	LID	Local Improvement District
BIT	Business Income Tax	LPSCC	Local Public Safety Coordinating Council
BWC	Beginning Working Capital	M&S	Materials and Supplies
CAP	Climate Action Plan	MCDC	Multnomah County Detention Center
CARES	Coronavirus Aid, Relief, & Economic Security Act	MCIJ	Multnomah County Inverness Jail
CATC	Crisis Assessment and Treatment Center	MCSO	Multnomah County Sheriff's Office
CBAC	Community Budget Advisory Committee	MWESB	Minority/Women-Owned Emerging Small Business
CCO	Coordinated Care Organization	MVRT	Motor Vehicle Rental Tax
CDC	Centers for Disease Control & Prevention	NACo	National Association of Counties
CFO	Chief Financial Officer	NOFA	Notice of Funding Availability
CIC	Community Involvement Committee	NOI	Notice of Intent
CIP	Capital Improvement Plan	NOND	Nondepartmental
COLA	Cost of Living Adjustment	OAR	Oregon Administrative Rules
COO	Chief Operating Officer	OHP	Oregon Health Plan
CPI	Consumer Price Index	OHS	Oregon Historical Society
CPI-W	Consumer Price Index for Urban Wage Earners and Clerical Workers	OPEB	Other Post Employment Benefits
CRC	Charter Review Commission	OPSRP	Oregon Public Services Retirement Plan (successor to PERS)
DA	District Attorney	ORS	Oregon Revised Statutes
DCA	Department of County Assets	OTO	One-Time-Only
DCHS	Department of County Human Services	PERS	Public Employees Retirement System (succeeded by OPSRP)
DCJ	Department of Community Justice	PFA	Preschool for All
DCM	Department of County Management	RACC	Regional Arts and Culture Council
DCS	Department of Community Services	SHS	Supportive Housing Services
EIS	Environmental Impact Statement	SUN	Schools Uniting Neighborhoods
FQHC	Federally Qualified Health Center	TAN	Tax Anticipation Note
FTE	Full-Time Equivalent	TIF	Tax Increment Financing
FY	Fiscal Year	TSCC	Tax Supervising and Conservation Commission
GAAP	Generally Accepted Accounting Principles	UGB	Urban Growth Boundary
GASB	Governmental Accounting Standards Board	UR	Urban Renewal
GFOA	Government Finance Officers Association	WESP	Workforce Equity Strategic Plan
GO	General Obligation Bond		
HD	Health Department		
HMIS	Homeless Management Information System		