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*This cover features one of four graphics that are featured on Business & Community Services' Library Network courier vehicles. The graphics, which promote safety and library services, were developed in cooperation with, and support from, Clackamas County Department of Transportation and Development's Safe Communities program.*

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## **CLACKAMAS COUNTY LIBRARY SERVICE DISTRICT**

**FISCAL YEAR 2016/2017  
Adopted Budget**

### **BUDGET COMMITTEE**

#### **Board of County Commissioners**

**John Ludlow, Chair  
Jim Bernard, Commissioner  
Paul Savas, Commissioner  
Martha Schrader, Commissioner  
Tootie Smith, Commissioner**

#### **Citizens**

**Pamela Ashland  
Kevin King  
Karin Morey  
Susan Nielsen  
Brian Stewart**

### **DISTRICT ADVISORY COMMITTEE**

**Caroline Berry (Wilsonville)  
G. Jeffrey Bornefeld (Oak Lodge)  
George Hoyt (Sandy/Hoodland)  
Katie Lewis (Gladstone)  
Karol Miller (Milwaukie)  
Sandy Nelson (Molalla)**

**Nancy Niland (Lake Oswego)  
Pam North (West Linn)  
Connie Redmond (Estacada)  
John Smith (Canby)  
Robin Wheeler (Happy Valley)  
Don Wright (Oregon City)**

**Clackamas County Administrator/Budget Officer  
Don Krupp**

**Business & Community Services Director  
Gary Barth**

**Prepared by:  
Business & Community Services  
Laura Zentner, CPA, BCS Deputy Director  
Tracy Grambusch, Financial Analyst**

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June 6, 2016

Citizens of the Library District of Clackamas County  
Budget Committee Members  
Board of County Commissioners

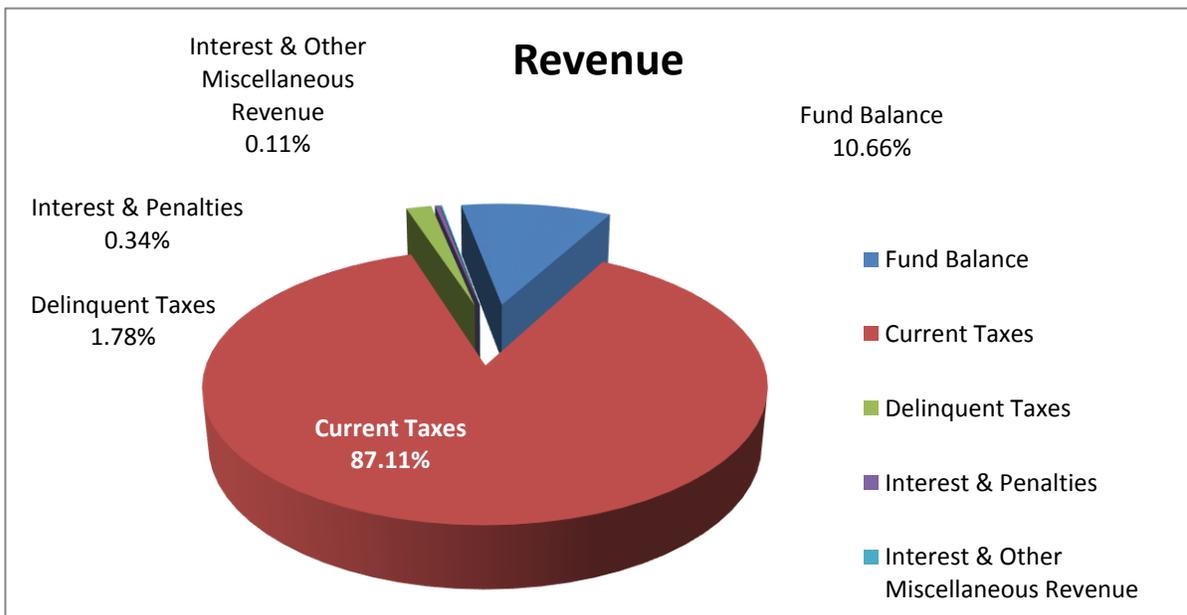
**Introduction**

I am pleased to present the Library District proposed budget in the amount of **\$19,076,187** for fiscal year 2016/2017 for consideration by the budget committee. The budget was prepared in compliance with Oregon Budget Law and is balanced with resources matching projected annual requirements.

The Library District Fund was established in 2008 when voters approved a countywide Library District for Clackamas County. The permanent rate approved by voters in November 2008 was 0.3974 dollars per thousand of assessed value. The District functions as a fiscal agent by distributing property tax revenues raised by the District's permanent rate to participating local governments who operate libraries within Clackamas County. These funds will be used in fiscal year 2016/2017 for the operations and support of the Clackamas County Oak Lodge Library and eleven city libraries: Canby, Estacada, Gladstone, Happy Valley, Lake Oswego, Milwaukie, Molalla, Oregon City, Sandy (including a branch at Hoodland), West Linn and Wilsonville. The City of Johnson City is the only area in Clackamas County that is not part of the Library District.

**Revenues**

The proposed budget of **\$19,076,187** includes current year taxes of \$16,617,278, prior year delinquencies of \$339,959, interest & penalties on property taxes of \$64,754, a fund balance at the end of fiscal year 2015/2016 of \$2,033,754 and other miscellaneous revenues as displayed below.



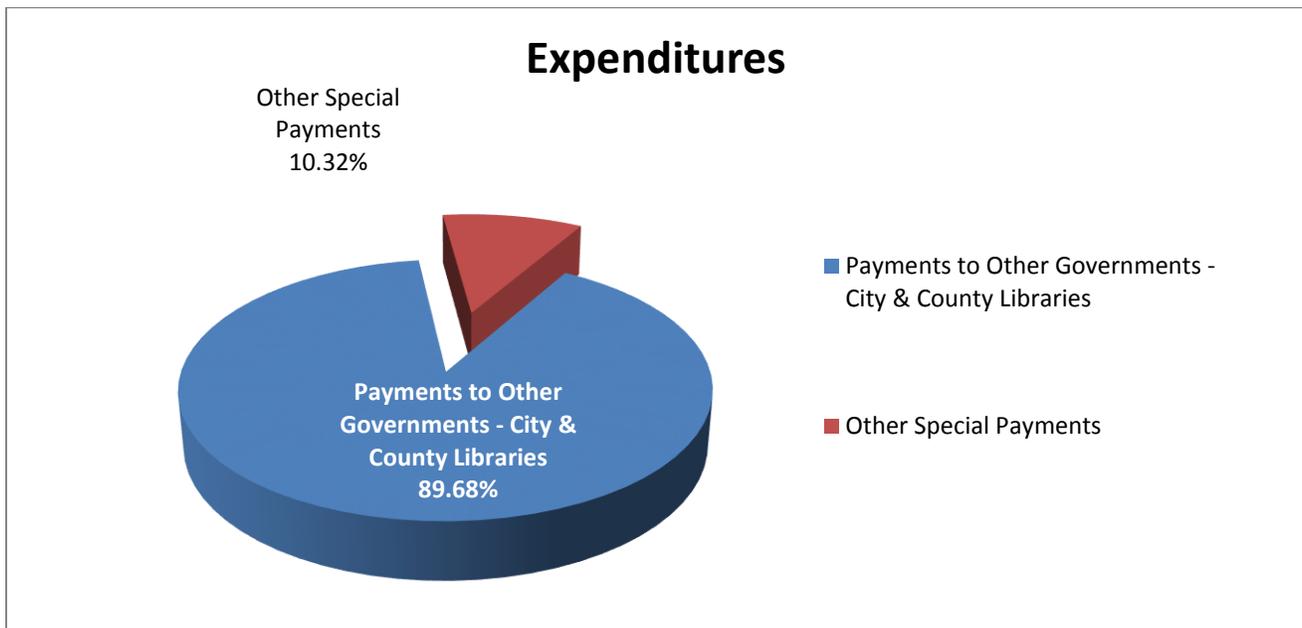
## Expenditures

As part of the original Library District proposal, the Board of County Commissioners indicated to voters that no Library District administration costs would be charged against this fund and that all tax revenue collected would go directly to support libraries. Therefore, the County is responsible for all necessary administrative expenditures related to the Library District. All funds collected in the Library fund will be distributed to public libraries within Clackamas County for library operations, except those required to be held in trust per the Intergovernmental Agreement (IGA). The County's Business & Community Services department is responsible for administration of the Library District and provides staff support to the Library District Board and the Library District Advisory Committee.

There are no other taxes imposed by the District; there is no operating budget and the District has no staff. The expenditures in the proposed budget include Payments to Local Governments in the amount of \$17,107,433 and represent the distributions to the Oak Lodge Library and the distributions to the 11 city libraries. The Other Special Payments amount of \$1,968,754 represents the amount held in trust per the IGA. Based on the current IGA and to the extent the annual distribution of funds to the Oak Lodge Library is greater than the annual need to operate the library, the District is required to retain such funds in trust. These funds will be released once a plan is developed to construct a new library to serve the Oak Lodge and City of Gladstone area.

The mechanism by which the funds are collected by the Library District and distributed to each Library is called the "distribution formula." See next page for a more detailed description of the formula.

The chart below displays the proposed budgeted expenditures in the amount of **\$19,076,187**:



## Formula

The Master IGA between the County and 11 cities stipulates that the distribution formula will be updated every 10 years when the new census data is released. This update ensures that the distribution of funds is reflective of the most current census data. The 2010 Census data was incorporated into the distribution formula in fiscal year 2012/2013 and resulted in adjustments to the distribution formula and changes in the amount of projected property tax revenue for the 11 city libraries and the Oak Lodge Library. The ultimate impact was a drop in revenue for several cities and increases in revenue for others. Cities with large unincorporated areas saw the largest drop in projected revenues. The next census update will take place in the year 2020.

The mechanism by which the Library District funds are divided out to each Library is outlined in an Intergovernmental Agreement and called the “distribution formula.” The formula is based on two factors:

- The first factor of the formula is *assessed value* and each participating City and jurisdiction that operates a library located in Clackamas County receives a proportionate share based on their city’s assessed value.
- The second factor of the formula is *unincorporated population* and each participating City and jurisdiction that operates a library located in Clackamas County receives a proportionate share based on the percentage of unincorporated residents served by each library as established by the Library Service Area boundaries.

Prior year delinquencies, tax interest, and penalties are distributed to each Library based on the previous year’s distribution formula.

Following is the fiscal year 2016/2017 estimate of taxes allocated to each City and County Library participating in the Library District.

<b>Library Name</b>	<b>Total Estimated Distribution - Property Taxes</b>
Canby	\$ 818,849
Estacada	713,304
Gladstone	693,196
Happy Valley	2,456,266
Lake Oswego	2,742,622
Milwaukie	1,600,485
Molalla	829,420
Oregon City	2,082,598
Sandy	948,000
Hoodland	229,602
Tualatin	89,352
West Linn	1,526,627
Wilsonville	1,109,450
Oak Lodge	1,267,662
<b>Total</b>	<b>\$ 17,107,433</b>

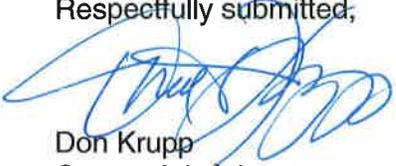
## **Acknowledgements**

This proposed budget was developed with input and effort from County staff, the Library District Advisory Committee, the Board of County Commissioners and the citizens of the District. We want to acknowledge their engagement and thank them for their continued dedication to the Clackamas County Library Service District and citizens of the District.

As always, I want to thank the Budget Committee for assuming this important task on behalf of our community. The time you take to receive and review the budget and attend the meetings is very much appreciated.

We respectfully request that the Budget Committee approve this budget and this levy as presented.

Respectfully submitted,



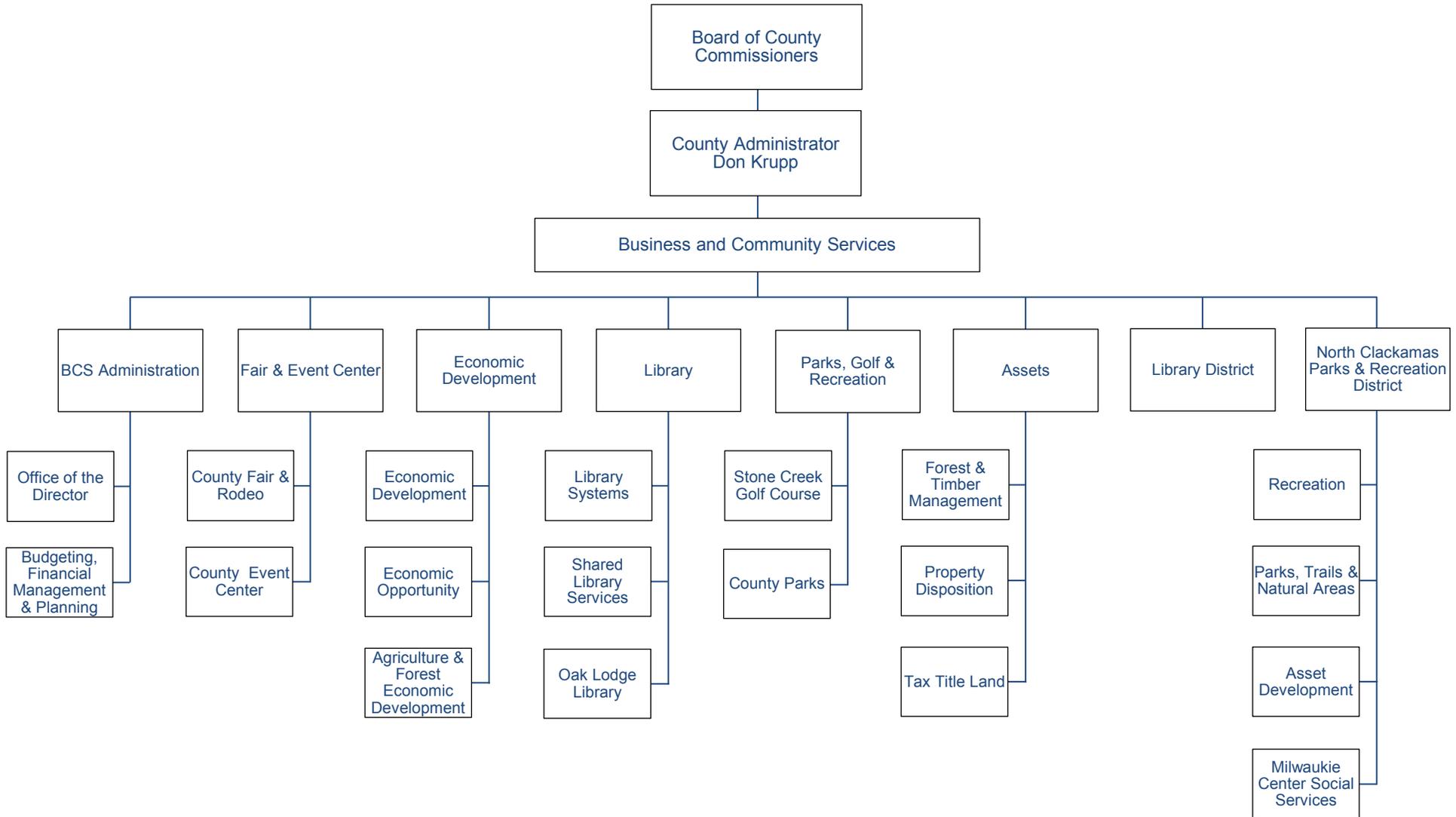
Don Krupp  
County Administrator  
Library District Budget Officer



# Business & Community Services

Fiscal Year 2016/2017

Total FTE: 69.82



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**Clackamas County, OR.**  
**Revenue and Expense by Fund and Organization**

	2013-14	2014-15	2015-16	2015-16	2015-16	2016-17	Change	Pct. Change
	Actual	Actual	Amended	1st Half	Projected	Proposed	from Prior	from Prior
Library Service District of Clackamas County			Budget		Year End	Budget	Year Budget	Year Budget
<b>5510 Library Service District of Clackamas County</b>								
<b>110 Library Service District</b>								
302001 Fund Bal at End of Prior Year	1,156,198	1,670,636	1,703,785	1,703,785	1,703,785	2,033,754	329,969	19.37
311100 Current Year RE Taxes & Penalties	14,713,466	15,445,494	15,831,636	14,754,669	16,123,400	16,617,278	785,642	4.96
311310 Delinquent Taxes	402,907	356,784	402,907	195,832	319,738	339,959	(62,948)	(15.62)
311350 Interest & Penalties-Property Tax	81,573	74,332	81,573	32,859	84,975	64,754	(16,819)	(20.62)
331250 Housing In Lieu Of Tax	1,444	1,520	1,520	1,558	1,558	1,558	38	2.50
332005 Forest Products Reserve	0	6,676	0	0	0	0	0	0.00
360001 Miscellaneous Revenue	0	1,412	1,412	3	1,412	1,412	0	0.00
361000 Interest Earned	18,073	17,492	18,073	4,588	17,472	17,472	(601)	(3.33)
<b>Total Revenue</b>	<b>16,373,661</b>	<b>17,574,347</b>	<b>18,040,906</b>	<b>16,693,294</b>	<b>18,252,340</b>	<b>19,076,187</b>	<b>1,035,281</b>	<b>5.74</b>
440001 Pmts To Other Govts/Orgs	11,809,481	0	0	0	0	0	0	0.00
465002 Payments to Local Governments	0	15,870,559	16,412,446	0	16,218,586	17,107,433	694,987	4.23
465009 Other Special Payments	0	0	1,628,460	0	0	1,968,754	340,294	20.90
471212 Interagency Transfer to Library Fund	2,893,544	0	0	0	0	0	0	0.00
<b>Total Expense</b>	<b>14,703,025</b>	<b>15,870,559</b>	<b>18,040,906</b>	<b>0</b>	<b>16,218,586</b>	<b>19,076,187</b>	<b>1,035,281</b>	<b>5.74</b>
<b>Total Library Service District</b>	1,670,636	1,703,788	0	16,693,294	2,033,754	0	0	0.00
<b>Total Library Service District of Clackamas County</b>	1,670,636	1,703,788	0	16,693,294	2,033,754	0	0	0.00
<b>Grand Total</b>	1,670,636	1,703,788	0	16,693,294	2,033,754	0	0	0.00

**Department: Business and Community Services**  
**Fund: 110 Library Service District of Clackamas County**  
**Org: 5510 Library District**

Explain/describe source or use of funds for each listed category in sufficient detail to enable reader to understand and evaluate.

**REVENUE DETAIL**

<b>Beginning Fund Balance</b> (anticipated July 1, 2016)	
<b>Externally Restricted</b> - due to Library District cities/county library	65,000
<b>Externally Restricted</b> - held in trust per the IGA for Oak Lodge Library	1,968,754
<b>Internally Assigned</b> -	0
<b>Not Assigned</b> -	0
	2,033,754
 <b>General Fund Support</b>	 0
	0

**EXPENSE DETAIL**- Explain **significant** outlays for each category below. Not necessary to itemize all.

**Travel / Training / Mileage (all types)**

**Professional and Contracted Services (all types)** Indicate with asterisk (\*) if service provided by another County dept and specify provider

**Capital Outlay**

**OTHER SIGNIFICANT ITEMS OF AT LEAST \$25,000 REQUIRING EXPLANATION - (REVENUE OR EXPENSE) No**

personal services or allocated costs

**Revenue**

**Expense**

Special Payments - Payments to Local Gov'ts - Oak Lodge - Line #465002	1,267,662
Special Payments - Payments to Local Gov'ts - City Libraries - Line #465002	15,839,771
Special Payments - Other Special Payments - Oak Lodge Undistributed - Line #465009	1,968,754

## Clackamas County Library District Distribution Formula

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### Distribution of Revenue

All tax funds collected in the Library District are distributed to the libraries within Clackamas County. The County pays all administrative expenditures related to the Library District and the County's Business & Community Services department manages the administration of the property tax distribution formula and provides staff support to the Library District Board and Library District Advisory Committee.

The mechanism by which the Library District funds are divided out to each Library is outlined in an Intergovernmental Agreement and called the "distribution formula." The formula is based on two factors:

- The first factor of the formula is *assessed value* and each participating City and jurisdiction that operates a library located in Clackamas County receives a proportionate share based on their city's assessed value.
- The second factor of the formula is *unincorporated population* and each participating City and jurisdiction that operates a library located in Clackamas County receives a proportionate share based on the percentage of unincorporated residents served by each library as established by the Library Service Area boundaries.

Prior year delinquencies, tax interest, and penalties are distributed to each Library based on the previous year's distribution formula.

Following is the fiscal year 2016/2017 estimate of taxes allocated to each City and County Library participating in the Library District.

**Clackamas County Library District  
Fiscal Year 2016/2017 Estimate \***

<b>Total Current Year Tax Receipts</b>	<b>\$16,620,248</b>	<b>100.00%</b>	<b>Prior Year</b>
City Assessed Value	\$8,767,181	52.75%	\$255,675
Unincorporated Population Served	\$7,853,067	47.25%	\$231,510

Prior Year Fund Balance	\$65,000
Interest Earned	\$17,472
Delinquent Tax & Interest/Penalties	\$404,713
<b>Total</b>	<b>\$487,185</b>
<b>Total Library District Revenues</b>	<b>\$17,107,433</b>

**tgrambusch:**  
 FY 2016/17 Estimate  
 16,964,543 (2015/16 Taxes imposed)  
 X 95.1% (2014/15 Collection rate)  
 =16,133,280  
 X 3%  
 = 483,998 + 16,133,280 = **16,617,278**  
 In Leiu + 1,558  
 Misc. + 1,412  
 Total Estimate = **16,620,248**

	Assessed Value	Unincorporated Population Served	Assessed Value Prior Interest & Delinquent Tax	Unincorporated Prior Interest & Delinquent Tax	Tualatin Distribution	Total Distribution	%
Canby	\$480,442	\$314,908	\$14,216	\$9,284		\$818,849	4.79%
Estacada	\$92,932	\$599,974	\$2,710	\$17,687		\$713,304	4.17%
Gladstone	\$304,221	\$369,094	\$9,000	\$10,881		\$693,196	4.05%
Happy Valley	\$883,732	\$1,503,862	\$24,315	\$44,357		\$2,456,266	14.36%
Lake Oswego	\$2,384,673	\$236,377	\$69,927	\$6,968	\$44,676	\$2,742,622	16.03%
Milwaukie	\$736,443	\$818,290	\$21,630	\$24,123		\$1,600,486	9.36%
Molalla	\$203,399	\$602,330	\$5,957	\$17,734		\$829,420	4.85%
Oregon City	\$1,040,664	\$982,419	\$30,553	\$28,962		\$2,082,598	12.17%
Sandy	\$284,057	\$636,884	\$8,284	\$18,775		\$948,000	5.54%
Hoodland	\$0	\$223,027	\$0	\$6,575		\$229,602	1.34%
Tualatin	\$173,590	\$0	\$5,113	\$0	-\$89,352	\$89,352	0.52%
West Linn	\$1,319,461	\$154,705	\$38,965	\$4,561	\$8,935	\$1,526,627	8.92%
Wilsonville	\$863,567	\$179,835	\$25,005	\$5,302	\$35,741	\$1,109,450	6.49%
*Oak Lodge	\$0	\$1,231,361	\$0	\$36,301		\$1,267,662	7.41%
<b>Total</b>	<b>\$8,767,181</b>	<b>\$7,853,067</b>	<b>\$255,675</b>	<b>\$231,510</b>	<b>\$0</b>	<b>\$17,107,433</b>	<b>100.00%</b>

Tualatin Assessed Value & Prior Year Distribution	Assessed Value	Prior Year, Interest and Delinquent Tax	Total	
Tualatin	50%	\$86,795	\$2,557	\$89,352
Lake Oswego	25%	\$43,398	\$1,278	\$44,676
Wilsonville	20%	\$34,718	\$1,023	\$35,741
West Linn	5%	\$8,680	\$256	\$8,935
<b>Total</b>	<b>100%</b>	<b>\$173,590</b>	<b>\$5,113</b>	<b>\$178,704</b>

\*Fiscal Year 2016/2017 estimate is based on data from the Fiscal Year 2015/2016 Distribution Formula.

## GLOSSARY

**ACCRUAL ACCOUNTING.** The basis of accounting under which revenues are recorded when they are earned (whether or not cash is received at that time) and expenditures are recorded when goods and services are received (whether or not cash disbursements are made at that time).

**AD VALOREM.** A tax imposed on the taxable value of property.

**ADOPTED BUDGET.** The financial plan adopted by the Board of County Commissioners (BCC), which forms the basis for appropriations.

**ANNEXATION.** The incorporation of land into an existing District with a resulting change in the boundaries of that district.

**APPROPRIATION.** Authorization from the BCC to spend money within a specified dollar limit for an approved purpose.

**APPROVED BUDGET.** The budget recommended by the Budget Committee to the BCC for adoption.

**ASSESS.** To establish an official property value for taxation purposes.

**ASSESSED VALUATION (AV).** The value given to real and personal property to establish a basis for levying taxes.

**BALLOT MEASURE 47.** In November 1996, voters passed a tax limitation initiative, which was referred to as Ballot Measure 47. The Measure's provisions included: a tax rollback for property taxes; a cap of 3% on property tax increases in future years; a requirement that special elections for property tax increase measures must be approved by 50% of all registered voters, as opposed to a simple majority in general elections. Due to several complexities regarding implementation, the legislature instead proposed Ballot Measure 50. Ballot Measure 47 was replaced by Ballot Measure 50 in May 1997.

**BALLOT MEASURE 50.** In May 1997 voters replaced Ballot Measure 47 with Ballot Measure 50. The measure fundamentally changed the structure of property taxes in Oregon, moving from the tax base system to a permanent tax rate. Measure 50 has the same financial impact

as Measure 47, with the benefit of simplified implementation.

**BUDGET.** The District's financial plan for a period of one year. By statute, the budget must include a statement of actual revenues and expenditures for each of the last two years. Revenues and expenditures for the current and forthcoming year are estimated.

**BUDGET COMMITTEE.** Budget reviewing committee, consisting of the BCC and five citizens appointed by the BCC, which is responsible to approve the District's Proposed Budget after a budget deliberation meeting and public hearing.

**BUDGET MESSAGE.** A message prepared by the District Director explaining the annual proposed budget and identifying budget impacts and changes. Also known as Letter of Transmittal.

**BUDGET PROCESS.** The process of translating, planning and programming decisions into specific financial plans.

**CASH BASIS OF ACCOUNTING.** The method of accounting that records revenues only when they are actually received and expenditures only when cash is paid.

**CASH MANAGEMENT.** The process of managing monies for the District to ensure operating cash availability and safe investment of idle cash.

**ANNUAL FINANCIAL REPORT (AFR).** The official annual financial report of the District prepared in conformity with GAAP. The annual report is audited by an independent auditing firm.

**CURRENT REVENUES.** Those revenues received within the present fiscal year.

**EXPENDITURE.** An outlay, which is chargeable for a specific period, usually one fiscal year. Examples include payments to other governments and organizations.

**FISCAL YEAR.** A 12-month period to which the annual budget applies. At the end of the period, the District determines its financial position. The Fiscal Year is July 1 through June 30 for local governments in Oregon.

**FULL ACCRUAL.** The basis of accounting under which transactions and events are recognized as revenues or expenses when they occur, regardless of the timing of related cash flows.

**FUND.** An independent accounting entity whose revenues and expenditures are balanced and segregated to record a specific set of activities.

**FUND BALANCE.** The excess of the assets of a fund over its liabilities and reserves except in the case of funds subject to budgetary accounting where, prior to the end of a fiscal period, it represents the excess of the fund's assets and estimated revenues for the period over its liabilities, reserves and appropriations for the period.

**FY.** See FISCAL YEAR.

**GAAP.** Generally Accepted Accounting Principles. Uniform minimum standards and guidelines for financial accounting and reporting. They govern the form and content of the financial statements of the District.

**GASB.** Governmental Accounting Standards Board. The authoritative accounting and financial standard setting body for governmental entities.

**LETTER OF TRANSMITTAL.** See BUDGET MESSAGE.

**LINE ITEM.** An expenditure description at the most detailed level. Objects of expenditure are broken down into specific items.

**LOCAL BUDGET LAW.** Oregon Revised Statute (ORS) 294.305 to 294.565 constitute Local Budget Law in Oregon. Local Budget Law has several purposes: 1) It establishes standard procedures for preparing, presenting, and administering the District's budget; 2) It offers a way of outlining the programs and services provided by the District and the fiscal policy used to carry them out; 3) It provides a method for estimating revenues, expenditures, and proposed tax levies; and 4) It encourages citizen involvement in the preparation of the budget before formal adoption.

**MODIFIED ACCRUAL ACCOUNTING.** The basis of accounting under which revenues are recorded when they become both measurable and available to finance expenditures of the current period. Expenditures are recorded when the related fund liability is incurred, except for inventories, prepaid insurance, accumulated unpaid employee benefits and debt-service on long-term debt.

**ORS.** Oregon Revised Statutes.

**PROPOSED BUDGET.** The budget proposed by the District Director to the Budget Committee for review and approval.

**REQUIREMENT.** The total of all expenditures within a fund, including operating expenditures, transfers to other funds, contingency and unappropriated fund balance.

**RESERVE.** A portion of a fund that is restricted for a specific purpose.

**RESOURCES.** The total amount available for appropriation within a fund. Resources generally include anticipated revenues, interfund transfers and beginning fund balance.

**REVENUE.** Income received by the District in support of the government's program of services to the community. The receipts and receivables for an organizational unit of the District derived from taxes, but excluding beginning balance and transfers.

**SUPPLEMENTAL BUDGET.** A budget prepared to meet unexpected needs or to spend revenues not anticipated at the time the regular budget was adopted. It cannot be used to authorize a tax levy.

**TAX.** Compulsory charge levied by a government to finance services performed for the common benefit.

**TAX BASE.** The authority to permanently levy a dollar amount annually as approved by a majority of voters in May or November of an even numbered year is called a tax base. Once established, a local government may levy up to a full amount of its tax base authority without another vote of the people.

**TAX RATE.** The amount of tax stated in terms of a unit of tax for each \$1,000 of assessed value of taxable property. The tax rate for the Library Service District is permanently set a \$0.3974 per thousand of dollars of assessed valuation.

**TRANSFERS.** Amounts transferred from one fund to finance activities in another fund. Transfers are shown as a requirement in the originating fund and a resource in the receiving fund.

**UNAPPROPRIATED ENDING FUND BALANCE.** An amount set aside in the budget to be used as a cash carryover to the next year's budget to provide needed cash flow until other money is received. No expenditures can be made from the Unappropriated Ending Fund Balance during the fiscal year in which it is budgeted.