



# CLACKAMAS COUNTY LIBRARY SERVICE DISTRICT

(A Component Unit of Clackamas County, Oregon)

## Report of Independent Auditors and Financial Statements with Supplementary Information



**For Fiscal Year Ended June 30, 2023**

**LIBRARY DISTRICT OF CLACKAMAS COUNTY  
(A Component Unit of Clackamas County, Oregon)**

Report of Independent Auditors and  
Financial Statements with  
Supplementary Information

For the Fiscal Year Ended June 30, 2023

Prepared by:

Department of Finance  
Department of Transportation & Development  
Elizabeth Comfort, Director of Finance  
Sue Unger, Accounting Manager

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**GOVERNING BODY UNDER ORS 451.485  
BOARD OF COUNTY COMMISSIONERS  
CLACKAMAS COUNTY, OREGON**

Public Services Building  
2051 Kaen Road  
Oregon City, Oregon 97045

**COMMISSIONERS AS OF JUNE 30, 2023**

<b><u>Name</u></b>	<b><u>Term Expires</u></b>
Tootie Smith, Chair Public Services Building	December 31, 2024
Ben West, Commissioner Public Services Building	December 31, 2026
Paul Savas, Commissioner Public Services Building	December 31, 2026
Martha Schrader, Commissioner Public Services Building	December 31, 2024
Mark Shull, Commissioner Public Services Building	December 31, 2024

**ADMINISTRATIVE OFFICES**

Clackamas County, Oregon  
2051 Kaen Road  
Oregon City, Oregon 97045

**LEGAL COUNSEL AND REGISTERED AGENT**

Stephen Madkour  
2051 Kaen Road  
Oregon City, Oregon 97045

**REPORT OF INDEPENDENT AUDITORS**

## Report of Independent Auditors

The Board of County Commissioners of  
Clackamas County, Oregon, as Governing Body of  
Library District of Clackamas County  
Oregon City, Oregon

### Report on the Audit of the Financial Statements

#### *Opinions*

We have audited the financial statements of the governmental activities, the major fund, and the budgetary comparison of the Library District of Clackamas County (the District), a component unit of Clackamas County, Oregon, as of and for the year ended June 30, 2023, and the related notes to the financial statements, which collectively comprise the District's basic financial statements as listed in the table of contents.

In our opinion, the accompanying financial statements referred to above present fairly, in all material respects, the respective financial position of the governmental activities and the major fund of the District, as of June 30, 2023, and the respective changes in financial position and the respective budgetary comparison for the year then ended in accordance with accounting principles generally accepted in the United States of America.

#### *Basis for Opinions*

We conducted our audit in accordance with auditing standards generally accepted in the United States of America (GAAS) and the standards applicable to financial audits contained in *Government Auditing Standards (Government Auditing Standards)*, issued by the Comptroller General of the United States. Our responsibilities under those standards are further described in the Auditor's Responsibilities for the Audit of the Financial Statements section of our report. We are required to be independent of the District and to meet our other ethical responsibilities, in accordance with the relevant ethical requirements relating to our audit. We believe that the audit evidence we have obtained is sufficient and appropriate to provide a basis for our audit opinions.

#### *Responsibilities of Management for the Financial Statements*

Management is responsible for the preparation and fair presentation of the financial statements in accordance with accounting principles generally accepted in the United States of America, and for the design, implementation, and maintenance of internal control relevant to the preparation and fair presentation of financial statements that are free from material misstatement, whether due to fraud or error.

In preparing the financial statements, management is required to evaluate whether there are conditions or events, considered in the aggregate, that raise substantial doubt about the District's ability to continue as a going concern for twelve months beyond the financial statement date, including any currently known information that may raise substantial doubt shortly thereafter.

### ***Auditor's Responsibilities for the Audit of the Financial Statements***

Our objectives are to obtain reasonable assurance about whether the financial statements as a whole are free from material misstatement, whether due to fraud or error, and to issue an auditor's report that includes our opinions. Reasonable assurance is a high level of assurance but is not absolute assurance and therefore is not a guarantee that an audit conducted in accordance with GAAS and *Government Auditing Standards* will always detect a material misstatement when it exists. The risk of not detecting a material misstatement resulting from fraud is higher than for one resulting from error, as fraud may involve collusion, forgery, intentional omissions, misrepresentations, or the override of internal control. Misstatements are considered material if there is a substantial likelihood that, individually or in the aggregate, they would influence the judgment made by a reasonable user based on the financial statements.

In performing an audit in accordance with GAAS and *Government Auditing Standards*, we

- Exercise professional judgment and maintain professional skepticism throughout the audit.
- Identify and assess the risks of material misstatement of the financial statements, whether due to fraud or error, and design and perform audit procedures responsive to those risks. Such procedures include examining, on a test basis, evidence regarding the amounts and disclosures in the financial statements.
- Obtain an understanding of internal control relevant to the audit in order to design audit procedures that are appropriate in the circumstances, but not for the purpose of expressing an opinion on the effectiveness of the District's internal control. Accordingly, no such opinion is expressed.
- Evaluate the appropriateness of accounting policies used and the reasonableness of significant accounting estimates made by management, as well as evaluate the overall presentation of the financial statements.
- Conclude whether, in our judgment, there are conditions or events, considered in the aggregate, that raise substantial doubt about the District's ability to continue as a going concern for a reasonable period of time.

We are required to communicate with those charged with governance regarding, among other matters, the planned scope and timing of the audit, significant audit findings, and certain internal control-related matters that we identified during the audit.

### ***Required Supplementary Information***

Accounting principles generally accepted in the United States of America require that the management's discussion and analysis on pages 5 through 8 be presented to supplement the basic financial statements. Such information is the responsibility of management and, although not a part of the basic financial statements, is required by the Governmental Accounting Standards Board who considers it to be an essential part of financial reporting for placing the basic financial statements in an appropriate operational, economic, or historical context. We have applied certain limited procedures to the required supplementary information in accordance with auditing standards generally accepted in the United States of America, which consisted of inquiries of management about the methods of preparing the information and comparing the information for consistency with management's responses to our inquiries, the basic financial statements, and other knowledge we obtained during our audit of the basic financial statements. We do not express an opinion or provide any assurance on the information because the limited procedures do not provide us with sufficient evidence to express an opinion or provide any assurance.

### ***Supplementary Information***

Our audit was conducted for the purpose of forming opinions on the financial statements that collectively comprise the District's basic financial statements. The schedule of property tax transactions and outstanding balances (the Schedule), as listed in the table of contents, is presented for purposes of additional analysis and are not a required part of the basic financial statements. Such information is the responsibility of management and was derived from and relates directly to the underlying accounting and other records used to prepare the basic financial statements. The information has been subjected to the auditing procedures applied in the audit of the basic financial statements and certain additional procedures, including comparing and reconciling such information directly to the underlying accounting and other records used to prepare the basic financial statements or to the basic financial statements themselves, and other additional procedures in accordance with auditing standards generally accepted in the United States of America. In our opinion, the Schedule is fairly stated, in all material respects, in relation to the basic financial statements as a whole.

### ***Other Information***

Management is responsible for the other information included in the financial statements. The other information comprises the introductory section but does not include the basic financial statements and our auditor's report thereon. Our opinions on the basic financial statements do not cover the other information, and we do not express an opinion or any form of assurance thereon.

In connection with our audit of the basic financial statements, our responsibility is to read the other information and consider whether a material inconsistency exists between the other information and the basic financial statements, or the other information otherwise appears to be materially misstated. If, based on the work performed, we conclude that an uncorrected material misstatement of the other information exists, we are required to describe it in our report.

### ***Other Reporting Required by Government Auditing Standards***

In accordance with *Government Auditing Standards*, we have also issued our report dated October 9, 2023 on our consideration of the District's internal control over financial reporting and on our tests of its compliance with certain provisions of laws, regulations, contracts, and grant agreements and other matters. The purpose of that report is solely to describe the scope of our testing of internal control over financial reporting and compliance and the results of that testing, and not to provide an opinion on the effectiveness of the District's internal control over financial reporting or on compliance. That report is an integral part of an audit performed in accordance with *Government Auditing Standards* in considering the District's internal control over financial reporting and compliance.



***Other Reporting Required by Minimum Standards for Audits of Oregon Municipal Corporations***

In accordance with the Minimum Standards for Audits of Oregon Municipal Corporations, we have also issued our report dated October 9, 2023, on our consideration of the District's compliance with certain provisions of laws, regulations, contracts, and grant agreements, including the provisions of Oregon Revised Statutes as specified in Oregon Administrative Rules 162-010-0000 through 162-010-0330 of the Minimum Standards for Audits of Oregon Municipal Corporations. The purpose of that report is to describe the scope of our testing of compliance and the results of that testing and not to provide an opinion on compliance.

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

Ashley Osten, Partner  
For Moss Adams LLP  
Portland, Oregon  
October 9, 2023

**MANAGEMENT'S DISCUSSION AND ANALYSIS**

**LIBRARY DISTRICT OF CLACKAMAS COUNTY  
(A Component Unit of Clackamas County, Oregon)  
MANAGEMENT'S DISCUSSION AND ANALYSIS  
FOR THE YEAR ENDED JUNE 30, 2023**

Management's discussion and analysis of the Library District of Clackamas County (the District) offers readers a narrative overview of financial activities for the fiscal year ended June 30, 2023. Please read it in conjunction with the accompanying basic financial statements and the notes to the basic financial statements.

Oregon Revised Statutes Chapter 451 provides for the establishment of county service districts, including library services. The Clackamas County Board of Commissioners adopted its Order No. 2008-189 on November 26, 2008, which established the District as a County service district to provide a dedicated, stable funding source for the support of library services in Clackamas County, Oregon (the County). The District's boundaries are contiguous with those of the County, excepting portions lying within the city of Johnson City.

**FINANCIAL HIGHLIGHTS**

- Assets of the District exceeded liabilities at the close of the fiscal year by \$917,405. This amount is restricted for distribution to the Library Cities per the Cooperative Intergovernmental Agreement between the Library District of Clackamas County and Member Cities.
- Net Position district-wide increased by \$52,364. This is due to additional property taxes and other revenue received after the final distribution to other governments as well as an increase in prior year property tax payments.
- The governmental fund reported an ending fund balance of \$389,233, an increase of \$185,033 from the prior year fund balance. Please see page 14 of the basic financial statements, which reconciles the increase in fund balance to the increase in Net Position.

**OVERVIEW OF THE FINANCIAL STATEMENTS**

The Statement of Net Position and the Statement of Activities provide government-wide information for the District. These statements include all assets and liabilities of the District using the accrual basis of accounting, which is similar to the accounting methodology used by private sector entities. Current year revenues and expenses are taken into account regardless of when cash is received or paid.

The Statement of Net Position and the Statement of Activities report District-wide Net Position and change from prior year. Net Position is the difference between assets and liabilities and represents a measurement of financial health. Over time, increases or decreases in Net Position indicate whether financial health is improving or deteriorating.

Following the government-wide financial statements are governmental fund financial statements. These statements are prepared using the current financial resources measurement focus and modified accrual basis of accounting. A reconciliation of the fund financial statements to the district-wide statements explains the differences in the two methods of reporting.

**LIBRARY DISTRICT OF CLACKAMAS COUNTY**  
**(A Component Unit of Clackamas County, Oregon)**  
**MANAGEMENT'S DISCUSSION AND ANALYSIS (Continued)**  
**FOR THE YEAR ENDED JUNE 30, 2023**

**GOVERNMENT-WIDE FINANCIAL ANALYSIS**

The District's Net Position increased for the year ended June 30, 2023. The increase arises in the excess of revenues over expenses in the Statement of Activities and flows to the Statement of Net Position.

**Statement of Net Position**

The Statement of Net Position as of June 30, 2023 and 2022 is as follows:

	2023	2022
<b>ASSETS:</b>		
Cash and investments	\$ 317,208	\$ 129,122
Property taxes receivable	600,197	735,919
<b>TOTAL ASSETS</b>	<b>917,405</b>	<b>865,041</b>
<b>NET POSITION:</b>		
Restricted for library services	917,405	865,041
<b>TOTAL NET POSITION</b>	<b>\$ 917,405</b>	<b>\$ 865,041</b>

Assets increased by \$52,364 from prior year due to additional property taxes and earnings on investments received during the year. Assessed values have continued to rise in Clackamas County during fiscal year 2022-23 also contributing to the financial health of the District.

**LIBRARY DISTRICT OF CLACKAMAS COUNTY  
(A Component Unit of Clackamas County, Oregon)  
MANAGEMENT'S DISCUSSION AND ANALYSIS (Continued)  
FOR THE YEAR ENDED JUNE 30, 2023**

**Statement of Activities**

Total general revenues were \$22,708,651, with \$22,485,043 directly attributed to property taxes. An increase in Net Position of \$52,364 is reported for 2023. Expenses were \$22,656,287, consisting entirely of distributions to the participating cities and Clackamas County's Oak Lodge and Gladstone libraries. A schedule follows showing revenues and expenses by function and activity for 2023 and 2022, respectively:

	2023	2022
<b>General revenues:</b>		
Property taxes levied for library operations	\$ 22,485,043	\$ 21,534,121
Payment in lieu of taxes	79,610	27,350
Earnings on investments	143,998	36,713
<b>TOTAL GENERAL REVENUES</b>	<b>22,708,651</b>	<b>21,598,184</b>
<b>Governmental expenses:</b>		
Payments to governments of library operating funds	22,656,287	21,388,622
Payments to governments of library capital funds	-	2,910,947
<b>TOTAL GENERAL EXPENSES</b>	<b>22,656,287</b>	<b>24,299,569</b>
<b>CHANGE IN NET POSITION</b>	52,364	(2,701,385)
<b>NET POSITION, June 30, 2022</b>	<b>865,041</b>	<b>3,566,426</b>
<b>NET POSITION, June 30, 2023</b>	<b>\$ 917,405</b>	<b>\$ 865,041</b>

Property taxes recognized an increase of \$905,922 and payments to governments decreased \$1,643,282 compared to the prior year. The increase in property taxes is primarily attributed to the 3% growth allowed under Measure 47/50 and new development that occurred within the District boundaries. The decrease in payments to governments is a result of a one-time distribution in FY2022 of district revenue previously held by the District for the design and construction of the Oak Lodge library.

**LIBRARY DISTRICT OF CLACKAMAS COUNTY**  
**(A Component Unit of Clackamas County, Oregon)**  
**MANAGEMENT'S DISCUSSION AND ANALYSIS (Continued)**  
**FOR THE YEAR ENDED JUNE 30, 2023**

**FUND AND BUDGET ANALYSIS**

The Balance Sheet and the Statement of Revenues, Expenditures and Changes in Fund Balance are presented for the governmental fund.

The fund balance in the governmental fund increased by \$185,033 during the year due to a combination of increased property tax revenue and decreased payments to governments.

Compared to budget, a positive variance of \$256,148 is reported for total revenues, due primarily to the increase in property taxes collected.

Expenditures were under budget by \$57,363 primarily due to the District budgeting for all potential payments, and serving as a pass-through for the Library District funds.

**ECONOMIC FACTORS**

Property taxes are the chief revenue source for the District; approximately 99.02 percent of total revenues for the year ended June 30, 2023 were property tax revenues. The District has a permanent tax rate of \$0.3974 per \$1,000 of assessed value collected from all parcels of real property within the District. In 1997's primary election, voters approved Measure 50, which was referred to the electorate by the Oregon legislature. The 1997 property tax limitation rolled back assessed values to 90 percent of 1995-96 levels less 10 percent, established permanent tax rates, and limited assessed value growth for individual properties to 3 percent per year. Certain taxes, such as those to pay bonded debt, were exempted from Measure 50 reductions.

**FINANCIAL CONTACT**

The financial statements are designed to present users (residents, taxpayers, customers, investors and creditors) with a general overview of the District's finances and to demonstrate accountability. If you have any questions about the report or need additional financial information, please contact the Clackamas County Department of Finance at 2051 Kaen Road, Oregon City, Oregon 97045-4035.

**BASIC FINANCIAL STATEMENTS**

**LIBRARY DISTRICT OF CLACKAMAS COUNTY**  
**(A Component Unit of Clackamas County, Oregon)**  
**STATEMENT OF NET POSITION**  
**JUNE 30, 2023**

	<u>Governmental Activities</u>
<b>ASSETS:</b>	
Cash and Investments	\$ 317,208
Property taxes receivable	<u>600,197</u>
<b>TOTAL ASSETS</b>	<u>917,405</u>
<b>NET POSITION:</b>	
Restricted for library services	<u>917,405</u>
<b>TOTAL NET POSITION</b>	<u><u>\$ 917,405</u></u>

The notes to the basic financial statements are an integral part of this statement.



**LIBRARY DISTRICT OF CLACKAMAS COUNTY**  
**(A Component Unit of Clackamas County, Oregon)**  
**STATEMENT OF ACTIVITIES**  
**FOR THE YEAR ENDED JUNE 30, 2023**

**GOVERNMENTAL ACTIVITIES:**

General Expenses:

Payments to cities for library operating funds	\$ 19,991,485
Payments to Clackamas County for library operating funds	2,664,802

<b>TOTAL GENERAL EXPENSES</b>	<b>22,656,287</b>
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General Revenues:

Property taxes levied for library operations	22,485,043
Payment in lieu of taxes	79,610
Earnings on investments	143,998

<b>TOTAL GENERAL REVENUES</b>	<b>22,708,651</b>
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<b>CHANGE IN NET POSITION</b>	<b>52,364</b>
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<b>NET POSITION, June 30, 2022</b>	<b>865,041</b>
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<b>NET POSITION, June 30, 2023</b>	<b>\$ 917,405</b>
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The notes to the basic financial statements are an integral part of this statement.

**LIBRARY DISTRICT OF CLACKAMAS COUNTY**  
**(A Component Unit of Clackamas County, Oregon)**  
**BALANCE SHEET**  
**GOVERNMENTAL FUND**  
**June 30, 2023**

**ASSETS:**

Cash and investments	\$ 317,208
Property taxes receivable	<u>600,197</u>
<b>TOTAL ASSETS</b>	<u>917,405</u>

**DEFERRED INFLOWS OF RESOURCES:**

Unavailable revenue - property taxes	<u>528,172</u>
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<b>TOTAL DEFERRED INFLOWS OF RESOURCES</b>	<u>528,172</u>
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**FUND BALANCE:**

Restricted	<u>389,233</u>
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<b>TOTAL LIABILITIES, DEFERRED INFLOWS OF RESOURCES, AND FUND BALANCE</b>	<u><u>\$ 917,405</u></u>
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The notes to the basic financial statements are an integral part of this statement.

**LIBRARY DISTRICT OF CLACKAMAS COUNTY**  
**(A Component Unit of Clackamas County, Oregon)**  
**RECONCILIATION OF GOVERNMENTAL FUND BALANCE**  
**SHEET TO STATEMENT OF NET POSITION**  
**June 30, 2023**

**TOTAL FUND BALANCE** \$ 389,233

Total net position in the Statement of Net Position is different because:

A portion of the District's property taxes are collected after year-end, but are not available soon enough to pay for the current year's operations and therefore are not reported as revenue in the governmental fund.

528,172

**TOTAL NET POSITION** \$ 917,405

The notes to the basic financial statements are an integral part of this statement.

**LIBRARY DISTRICT OF CLACKAMAS COUNTY  
(A Component Unit of Clackamas County, Oregon)  
STATEMENT OF REVENUES, EXPENDITURES  
AND CHANGES IN FUND BALANCE  
FOR THE YEAR ENDED JUNE 30, 2023**

<b>REVENUES:</b>	
Property taxes	\$ 22,617,712
Payment in lieu of taxes	79,610
Interest	<u>143,998</u>
<b>TOTAL REVENUES</b>	<u>22,841,320</u>
 <b>EXPENDITURES:</b>	
Payments to cities for library operating funds	19,991,485
Payments to Clackamas County for library operating funds	<u>2,664,802</u>
<b>TOTAL EXPENDITURES</b>	<u>22,656,287</u>
 <b>EXCESS OF REVENUES OVER EXPENDITURES AND NET CHANGE IN FUND BALANCE</b>	 185,033
 <b>FUND BALANCE, June 30, 2022</b>	 <u>204,200</u>
<b>FUND BALANCE, June 30, 2023</b>	<u><u>\$ 389,233</u></u>

The notes to the basic financial statements are an integral part of this statement.

**LIBRARY DISTRICT OF CLACKAMAS COUNTY  
(A Component Unit of Clackamas County, Oregon)  
RECONCILIATION OF STATEMENT OF REVENUES, EXPENDITURES AND  
CHANGES IN FUND BALANCE TO STATEMENT OF ACTIVITIES  
FOR THE YEAR ENDED JUNE 30, 2023**

**NET CHANGE IN FUND BALANCE** \$ 185,033

The change in net position reported in the Statement of Activities is different because:

Property taxes that do not meet the measurable and available criteria are not recognized as revenue in the current year in the governmental funds. In the Statement of Activities they are recognized as revenue when levied or earned. (132,669)

**CHANGE IN NET POSITION** \$ 52,364

The notes to the basic financial statements are an integral part of this statement.

**LIBRARY DISTRICT OF CLACKAMAS COUNTY**  
**(A Component Unit of Clackamas County, Oregon)**  
**STATEMENT OF REVENUES, EXPENDITURES AND CHANGES**  
**IN FUND BALANCE - BUDGET TO ACTUAL**  
**FOR THE YEAR ENDED JUNE 30, 2023**

	Budget		Actual	Variance with Final Budget Positive (Negative)
	Original	Final		
<b>REVENUES:</b>				
Property taxes	\$ 21,993,225	\$ 22,463,225	\$ 22,620,765	\$ 157,540
Payment in lieu of taxes	-	-	79,610	79,610
Interest	35,000	125,000	143,998	18,998
<b>TOTAL REVENUES</b>	<u>22,028,225</u>	<u>22,588,225</u>	<u>22,844,373</u>	<u>256,148</u>
<b>EXPENDITURES:</b>				
Payments to cities*	19,654,884	20,254,884	19,991,485	263,399
Payments to Clackamas County*	2,458,766	2,458,766	2,664,802	(206,036)
<b>TOTAL EXPENDITURES</b>	<u>22,113,650</u>	<u>22,713,650</u>	<u>22,656,287</u>	<u>57,363</u>
<b>EXCESS (DEFICIENCY) OF REVENUES OVER EXPENDITURES AND NET CHANGE IN FUND BALANCE</b>	(85,425)	(125,425)	188,086	313,511
<b>FUND BALANCE, June 30, 2022</b>	<u>85,425</u>	<u>125,425</u>	<u>129,122</u>	<u>3,697</u>
<b>FUND BALANCE, June 30, 2023</b>	<u>\$ -</u>	<u>\$ -</u>	317,208	<u>\$ 317,208</u>
<b>ADJUSTMENT TO ACCOUNTING PRINCIPLES GENERALLY ACCEPTED IN THE UNITED STATES OF AMERICA (US GAAP BASIS):</b>				
Property taxes susceptible to accrual, recognized as revenue on the U.S. GAAP basis			<u>72,025</u>	
<b>FUND BALANCE (US GAAP basis), June 30, 2023</b>			<u>\$ 389,233</u>	

\*Appropriated as Special Payments

The notes to the basic financial statements are an integral part of this statement.

**NOTES TO BASIC FINANCIAL STATEMENTS**

**LIBRARY DISTRICT OF CLACKAMAS COUNTY**  
**(A Component Unit of Clackamas County, Oregon)**  
**NOTES TO BASIC FINANCIAL STATEMENTS**  
**YEAR ENDED JUNE 30, 2023**

**1. SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES**

**The District**

The Library District of Clackamas County (the District), was formed under the provisions of Oregon Revised Statutes Chapter 451, "County Service Facilities". The District has no potential component units. As provided by ORS 451.485 the Clackamas County Board of Commissioners (the Board) is the governing body of the District. The District was organized to provide financial support to the library service providers of Clackamas County (the County) in order to operate city and County libraries. Creation of the District ensures a stable, dedicated, and long-term funding source for the support of library services. The District acts as a fiscal agent, collecting property tax revenue and distributing it to participating local governments which operate libraries in Clackamas County. Distribution is based on a formula made up of a combination of two factors: first, each participating jurisdiction that operates a library located in Clackamas County receives a proportionate share based on their city's assessed value. The second factor is based on the percentage of unincorporated residents served by each library as established by Library Service Area boundaries that have been agreed upon by all participants. Since the County is financially accountable for and significantly influences the operations of the District, the District is included in the financial statements of the County.

**Basis of Presentation and Basis of Accounting**

**Government-wide Financial Statements**

The Statement of Net Position and the Statement of Activities display information about the District, including all of its financial activities. Governmental activities are financed primarily through general revenue, primarily property taxes.

The Statement of Activities presents direct expenses for the District's program. The District has no program revenues. Direct expenses are those that are specifically associated with the program and, therefore, are clearly identifiable to that program.

**Fund Financial Statements**

The fund financial statements provide information about the District's only fund.

**Measurement Focus and Basis of Accounting**

Government-wide financial statements are reported using the economic resources measurement focus and the accrual basis of accounting. Revenues are recorded when earned and expenses are recorded at the time liabilities are incurred, regardless of when the related cash flows take place. On the accrual basis of accounting, revenue from property taxes is recognized in the fiscal year for which the taxes are levied.



**LIBRARY DISTRICT OF CLACKAMAS COUNTY**  
**(A Component Unit of Clackamas County, Oregon)**  
**NOTES TO BASIC FINANCIAL STATEMENTS (Continued)**  
**YEAR ENDED JUNE 30, 2023**

**1. SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES (Continued)**

**Basis of Presentation and Basis of Accounting (Continued)**

**Measurement Focus and Basis of Accounting (Continued)**

Governmental fund financial statements are reported using the current financial resources measurement focus and modified accrual basis of accounting. Under this method, revenues are recognized when measurable and available. The District considers all revenues reported in the governmental fund to be available if they are collected within sixty days after year-end. Property taxes and interest are considered susceptible to accrual. Expenditures are recorded when the related fund liability is incurred, except for claims and judgments, which are recognized as expenditures to the extent they have matured.

**Use of Estimates**

The preparation of basic financial statements in conformity with accounting principles generally accepted in the United States of America requires management to make estimates and assumptions that affect the reported amounts of assets and liabilities and disclosure of contingent assets and liabilities at the date of the basic financial statements and reported amounts of revenues and expenses/expenditures during the reporting period. Actual results may differ from those estimates.

**Cash and Investments**

The District considers investments with maturities of three months or less when purchased to be cash equivalents.

The District's cash and investments comprise funds held and invested by the County Treasurer and the State of Oregon Treasurer's Local Government Investment Pool. Financial information required by Governmental Accounting Standards Board Statements No. 3, No. 31, No. 40, and No. 72 regarding the accounting and financial reporting for the District's pooled cash and investments, held by the County Treasurer, has been disclosed in the County's Annual Comprehensive Financial Report for the year ended June 30, 2023.

**Receivables**

Real and personal property taxes are assessed and become a lien against the property as of July 1 each year, and are payable in three installments on November 15, February 15, and May 15. All property taxes receivable are due from property owners within the District.

**Deferred Outflows/Inflows of Resources**

In addition to assets, the balance sheet reports a separate section for *deferred outflows of resources*, which represents a consumption of net assets that applies to future periods and so will not be recognized as an outflow of resources (expense/expenditure) until that time.

**LIBRARY DISTRICT OF CLACKAMAS COUNTY**  
**(A Component Unit of Clackamas County, Oregon)**  
**NOTES TO BASIC FINANCIAL STATEMENTS (Continued)**  
**YEAR ENDED JUNE 30, 2023**

**1. SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES (Continued)**

**Deferred Outflows/Inflows of Resources (Continued)**

In addition to liabilities, the balance sheet reports a separate section for *deferred inflows of resources*, which represents an acquisition of net assets that applies to future periods and so will not be recognized as an inflow of resources (revenue) until that time. Unavailable revenue – property taxes, are a portion of the District’s property taxes that are collected after year-end and meet the recognition in future periods requirement of deferred inflows of resources.

**Budget**

A budget is prepared and legally adopted for the fund on the modified accrual basis of accounting, except for property taxes which are recognized on the cash basis. The budget is adopted, appropriations made, and the tax levy is declared no later than June 30<sup>th</sup> for the next fiscal year. The resolution authorizing appropriations sets the level by which expenditures cannot legally exceed appropriations. Appropriations, which are set at the principal object level, consisting of Special Payments are the levels of control established by the resolution. The detail budget document, however, is required to contain more specific, detailed information for the above mentioned expenditure categories. Management may make transfers of appropriations within object levels. However, transfers of appropriations between object levels require the approval of the governing body. Unexpected additional resources may be added to the budget through the use of a supplemental budget. The Board at a regular Board meeting may adopt supplemental budgets less than 10% of the fund's original budget. A supplemental budget greater than 10% of the fund's original budget requires hearings before the public, publication in newspapers and approval by the Board. Original and supplemental budgets may be modified by the use of appropriation transfers between the levels of control with approval by the Board. The Board made one appropriation increase of less than 10% for \$600,000. Appropriations lapse as of year-end.

**Fund Balance and Net Position**

On the government-wide *Statement of Net Position*, net position is segregated into restricted and unrestricted balances. Restrictions are limitations on how the net position may be used. Restrictions may be placed on net position by an external party that provided the resources, by enabling legislation or by the nature of the asset. This amount is reported on the Statement of Net Position.

Certain revenues derived from specific taxes or other earmarked revenue sources are considered restricted assets. Such revenues include dedicated property taxes, state gas tax, intergovernmental grants, and charges for services which are legally restricted to finance particular functions or activities. Net position from these resources is reported as restricted on the *Statement of Net Position* and is recorded in the general fund supporting the specific function or operation.

**LIBRARY DISTRICT OF CLACKAMAS COUNTY**  
**(A Component Unit of Clackamas County, Oregon)**  
**NOTES TO BASIC FINANCIAL STATEMENTS (Continued)**  
**YEAR ENDED JUNE 30, 2023**

**1. SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES (Continued)**

**Fund Balance and Net Position (Continued)**

In the financial statements, assets in excess of liabilities are presented as either fund balances or Net Position, depending on the measurement focus used for financial reporting in the fund.

Governmental funds report assets and deferred outflows of resources in excess of liabilities and deferred inflows of resources as fund balances and will be reported in the classifications that comprise a hierarchy based on the extent that the District is bound to honor those constraints on the specific purposes for which amounts in those funds can be spent.

Fund balance is reported as *Non-spendable* when the resources cannot ever be spent, whether due to legal restrictions (such as corpus), or items not spendable in form such as inventory balances or interfund loans/receivables.

Fund balance is reported as *Restricted* when the resources have legal externally enforceable restrictions, representing a spending constraint such as grants or contracts, fines and forfeitures, lender requirements, or laws and regulations of other governments.

Fund balance is reported as *Committed* when the Board of County Commissioners passes a resolution to establish a specific spending constraint on how the resources may be used. The Board can also modify or rescind the resolution through the passage of the same type of formal action employed to previously commit those amounts.

Fund balance is reported as *Assigned* when the County Administrator and Finance Director or designee assign portions of revenue sources or ending fund balance which are not determined to be non-spendable, restricted or committed by formal written notice. Authority is granted to the individuals by the Board of County Commissioners and such authority may only be established, modified or rescinded by the Board.

Fund balance is reported as *Unassigned* when resources are not otherwise reported as non-spendable, restricted, committed, or assigned.

When both restricted and unrestricted fund balance is available for use, the purpose for which that is restricted, it is the District's policy to use restricted fund balance first, then unrestricted fund balance as needed. When unrestricted fund balance is spent, the District will consider committed amounts will be reduced first, followed by assigned amounts, and then unassigned amounts last.

The property taxes collected by the fund are legally restricted by special tax levy Measure 3-310, passed by the voters in November 2008, for the purpose of distributing property tax revenues raised by the District to participating local governments who operate libraries within the County. Therefore, all accumulated net position/fund balance is restricted.

The District has no amounts reported as fund balance at June 30, 2023 for categories other than restricted.

**LIBRARY DISTRICT OF CLACKAMAS COUNTY  
(A Component Unit of Clackamas County, Oregon)  
NOTES TO BASIC FINANCIAL STATEMENTS (Continued)  
YEAR ENDED JUNE 30, 2023**

**2. RISK MANAGEMENT**

The District is exposed to various risks of loss related to errors and omissions; automobile; damage to and destruction of assets; and bodily injury for which the District and/or County carries commercial insurance. The District participates in the County's self-insurance program where not commercially insured. During the past three fiscal years, no settled claims, from the County's self-insurance program have exceeded insurance coverage levels, and there has been no significant reduction in coverage.

**3. CASH AND INVESTMENTS**

Cash and investments at June 30, 2023 are comprised of the following:

Cash and Investments with County Treasurer	\$ 309,245
State of Oregon Treasurer's Local Government Investment Pool	7,963
	\$ 317,208

Cash and investments represent the District's equity in pooled accounts maintained by the County Treasurer. State statutes authorize the District to invest in general obligations of the United States (U.S.) Government and in its agencies and instrumentalities, of the U.S. or enterprises sponsored by the U.S. Government and obligations whose payment is guaranteed by the U.S., agencies and instrumentalities of the U.S. or enterprises sponsored by the U.S. Government, certain bonded obligations of Oregon municipalities, certain corporate indebtedness, bank repurchase agreements, bankers' acceptances, certain commercial paper and the State of Oregon Treasurer's Local Government Investment Pool (LGIP), among others. As of June 30, 2023, and for the year then ended, the District and the County were in compliance with the aforementioned State of Oregon statutes.

Oregon Revised Statutes (ORS) require the public funds depository institution to be a participant in a multiple financial institution collateral pool administered by the Oregon State Treasurer or otherwise adequately collateralized as outlined in ORS 295. Reference should be made to the June 30, 2023, Clackamas County Annual Comprehensive Financial Report for compliance with these statutes.

PFM Asset Management LLC provides administrative and operational support for the LGIP. The LGIP is an open-ended no-load diversified portfolio. The LGIP is offered to, but are not limited to, any municipality, political subdivision or public corporation of Oregon who by law is made the custodian of, or has control of, any public funds. The LGIP is commingled with state funds in the Oregon Short Term Fund (OSTF). In seeking to best serve participants, the Oregon Legislature established the OSTF Board. The OSTF Board advises the Oregon Investment Council and State Treasury in the management and investments of the OSTF. The OSTF is an external investment pool. The OSTF is not registered with the U.S. Securities and Exchange Commission as an investment company. Separate financial statements for the Oregon Short-Term Fund are available from the Oregon State Treasurer.

**LIBRARY DISTRICT OF CLACKAMAS COUNTY**  
**(A Component Unit of Clackamas County, Oregon)**  
**NOTES TO BASIC FINANCIAL STATEMENTS (Continued)**  
**YEAR ENDED JUNE 30, 2023**

**3. CASH AND INVESTMENTS (Continued)**

Investments in the LGIP are stated at fair value, which approximates cost. Fair value in the LGIP is the same as the value of its pool shares. The District's LGIP funds are in the District's name and reference should be made to the June 30, 2023, Clackamas County Annual Comprehensive Financial Report for disclosures of the risk inherent in the County's portfolio.

**4. TAX ABATEMENTS**

The District has entered into no tax abatement programs. There are two tax abatement programs entered into by another government reducing the District's property tax revenues for the year ended June 30, 2023:

**Construction-In-Process Enterprise Zone:**

The Construction-in-Process exemption allows an unfinished qualified property to be exempt from local property taxes up to two years while under construction. The county assessor must receive a filing by April 1 of each year. The standard enterprise zone version of this exemption can fully cover all qualified properties of any locally authorized project (except hotels and resorts) that are still not in service.

**Oregon Enterprise Zone:**

The Oregon Enterprise Zone program (E-Zone) is a State of Oregon economic development program established under ORS section 285C.175, that allows for property tax exemptions for up to five years. In exchange for receiving property tax exemption, participating firms are required to meet the program requirements set by state statute and the local sponsor. The County is the local sponsor for the E-Zone.

The E-Zone allows industrial firms that will be making a substantial new capital investment a waiver of 100% of the amount of real property taxes attributable to the new investment for a 5-year period after completion. Land or existing machinery or equipment is not tax exempt; therefore, there is no loss of current property tax levies to the local taxing jurisdiction.

**Not-for-Profit Low Income Rental Housing:**

In 1985, Oregon legislature authorized a property tax exemption for low-income housing held by charitable, nonprofit organizations (Not-for-Profit Low Income Rental Housing (NPLTE)). Recently the legislature has renewed and extended this program to 2027. The tax exemption is intended to benefit low-income renters by alleviating property tax burden on those agencies that provide this housing opportunity. The qualifying property must be located within the District.

Charitable, nonprofit organizations that provide housing to low-income persons are eligible. Organizations must be certified by the Internal Revenue Service as 501(c)(3) or (4). Organizations must own or have a leasehold interest in the property or participate in a partnership as long as the non-profit organization is responsible for the day-to-day management of the property. Applicants who are leaseholders must have a signed leasehold agreement by the application deadline.

**LIBRARY DISTRICT OF CLACKAMAS COUNTY  
(A Component Unit of Clackamas County, Oregon)  
NOTES TO BASIC FINANCIAL STATEMENTS (Continued)  
YEAR ENDED JUNE 30, 2023**

**4. TAX ABATEMENTS (Continued)**

Housing units which are unoccupied at the time of application may be included in the total eligible units if the application meets the following conditions:

- (1) The units will be available exclusively to eligible, very low-income persons;
- (2) The units are intended to be occupied within the year;
- (3) The application must be filled out giving information to the best of your ability regarding how the applicant plans to provide housing to eligible tenants; and
- (4) Vacant land must be held for future development of affordable housing for the very low-income and must include a development plan in the application.

Vacant land intended to be developed as low-income housing is also eligible for the exemption.

<u>Tax Abatement Program</u>	<u>Amount of Taxes Abated during the Fiscal Year 2023</u>
<b>Clackamas County:</b>	
CIP E-Zone	\$ 1,281
E-Zone	30,774
NPLTE	6,089
	\$ 38,144

**5. RELATED-PARTY TRANSACTIONS**

The District has entered into an intergovernmental agreement with the cities for library operations. The County receives distributions for the Oak Lodge Library as this is a County operated library due to the Oak Grove area being unincorporated, and for the Gladstone Library, since it became a County operated library starting December 1<sup>st</sup>, 2019. For the year ended June 30, 2023, the District paid \$2,664,802 to the County for Oak Lodge and Gladstone Libraries operations as part of the library distribution. Accounting, administrative, collection of taxes and other professional services are provided by the County at no cost to the District.

**SUPPLEMENTARY INFORMATION**

**LIBRARY DISTRICT OF CLACKAMAS COUNTY**  
**(A Component Unit of Clackamas County, Oregon)**  
**SCHEDULE OF PROPERTY TAX TRANSACTIONS AND OUTSTANDING BALANCES**  
**FOR THE YEAR ENDED JUNE 30, 2023**

Tax Year	Uncollected June 30, 2022	Levy as Extended by Assessor	Discounts	Interest	Adjustments	Collections	Uncollected June 30, 2023
2022-2023	\$ -	\$ 23,146,844	\$ (3,090)	\$ 6,360	\$ (645,302)	\$ (22,164,918)	\$ 339,893
2021-2022	441,086	-	(3,031)	12,961	(32,656)	(281,311)	137,049
2020-2021	157,508	-	12	10,179	(13,449)	(88,336)	65,914
2019-2020	84,575	-	-	9,649	(3,570)	(66,067)	24,587
2018-2019	20,198	-	-	4,827	(2,201)	(14,663)	8,162
2017-2018	7,838	-	-	1,239	(420)	(3,062)	5,595
2016-2017 & Prior	24,714	-	-	(221)	(3,089)	(2,408)	18,997
	<u>\$ 735,919</u>	<u>\$ 23,146,844</u>	<u>\$ (6,109)</u>	<u>\$ 44,994</u>	<u>\$ (700,686)</u>	<u>\$ (22,620,765)</u>	<u>\$ 600,197</u>



**REPORT OF INDEPENDENT AUDITORS ON INTERNAL CONTROL OVER  
FINANCIAL REPORTING AND ON COMPLIANCE AND OTHER MATTERS  
BASED ON AN AUDIT OF FINANCIAL STATEMENTS PERFORMED  
IN ACCORDANCE WITH GOVERNMENT AUDITING STANDARDS**

## **Report of Independent Auditors on Internal Control Over Financial Reporting and on Compliance and Other Matters Based on an Audit of Financial Statements Performed in Accordance with *Government Auditing Standards***

The Board of County Commissioners of  
Clackamas County, Oregon, as Governing Body of  
Library District of Clackamas County  
Oregon City, Oregon

We have audited, in accordance with the auditing standards generally accepted in the United States of America and the standards applicable to financial audits contained in *Government Auditing Standards* issued by the Comptroller General of the United States the financial statements of the governmental activities, the major fund, and the budgetary comparison of the Library District of Clackamas County (the District), a component unit of Clackamas County, Oregon, as of and for the year ended June 30, 2023, and the related notes to the financial statements, which collectively comprise the District's basic financial statements, and have issued our report thereon dated October 9, 2023.

### **Report on Internal Control Over Financial Reporting**

In planning and performing our audit of the financial statements, we considered the District's internal control over financial reporting (internal control) as a basis for designing audit procedures that are appropriate in the circumstances for the purpose of expressing our opinions on the financial statements, but not for the purpose of expressing an opinion on the effectiveness of the District's internal control. Accordingly, we do not express an opinion on the effectiveness of the District's internal control.

*A deficiency in internal control* exists when the design or operation of a control does not allow management or employees, in the normal course of performing their assigned functions, to prevent, or detect and correct, misstatements on a timely basis. A *material weakness* is a deficiency, or a combination of deficiencies, in internal control such that there is a reasonable possibility that a material misstatement of the entity's financial statements will not be prevented, or detected and corrected, on a timely basis. A *significant deficiency* is a deficiency, or a combination of deficiencies, in internal control that is less severe than a material weakness, yet important enough to merit attention by those charged with governance.

Our consideration of internal control was for the limited purpose described in the first paragraph of this section and was not designed to identify all deficiencies in internal control that might be material weaknesses or significant deficiencies. Given these limitations, during our audit we did not identify any deficiencies in internal control that we consider to be material weaknesses. However, material weaknesses or significant deficiencies may exist that were not identified.

**Report on Compliance and Other Matters**

As part of obtaining reasonable assurance about whether the District's financial statements are free from material misstatement, we performed tests of its compliance with certain provisions of laws, regulations, contracts, and grant agreements, noncompliance with which could have a direct and material effect on the financial statements. However, providing an opinion on compliance with those provisions was not an objective of our audit, and accordingly, we do not express such an opinion. The results of our tests disclosed no instances of noncompliance or other matters that are required to be reported under *Government Auditing Standards*.

**Purpose of this Report**

The purpose of this report is solely to describe the scope of our testing of internal control and compliance and the results of that testing, and not to provide an opinion on the effectiveness of the entity's internal control or on compliance. This report is an integral part of an audit performed in accordance with *Government Auditing Standards* in considering the entity's internal control and compliance. Accordingly, this communication is not suitable for any other purpose.

A handwritten signature in cursive script that reads "Moss Adams LLP".

Portland, Oregon  
October 9, 2023

**REPORT OF INDEPENDENT AUDITORS REQUIRED BY  
OREGON STATE REGULATIONS**

## **Report of Independent Auditors Required by Oregon State Regulations**

The Board of County Commissioners of  
Clackamas County, Oregon, as Governing Body of  
Library District of Clackamas County  
Oregon City, Oregon

We have audited, in accordance with auditing standards generally accepted in the United States of America and the standards applicable to financial audits contained in *Government Auditing Standards* issued by the Comptroller General of the United States the financial statements of the governmental activities, the major fund, and the budgetary comparison of the Library District of Clackamas County (the District), a component unit of Clackamas County, Oregon, as of and for the year ended June 30, 2023, and the related notes to the financial statements, which collectively comprise the District's basic financial statements, and have issued our report thereon dated October 9, 2023.

### **Compliance**

As part of obtaining reasonable assurance about whether the District's basic financial statements are free from material misstatement, we performed tests of its compliance with certain provisions of laws, regulations, contracts, and grant agreements, including provisions of Oregon Revised Statutes (ORS) as specified in Oregon Administrative Rules (OAR) 162-010-0000 to 162-010-0330, of the Minimum Standards for Audits of Oregon Municipal Corporations, noncompliance with which could have a direct and material effect on the financial statements. However, providing an opinion on compliance with those provisions was not an objective of our audit and, accordingly, we do not express such an opinion.

We performed procedures to the extent we considered necessary to address the required comments and disclosures which included, but were not limited to, the following:

- Accounting records and internal control
- Public fund deposits
- Budget
- Insurance and fidelity bonds
- Investments

In connection with our testing, nothing came to our attention that caused us to believe the District was not in substantial compliance with certain provisions of laws, regulations, contracts, and grant agreements, including the provisions of ORS as specified in OAR 162-010-0000 through 162-010-0330 of the Minimum Standards for Audits of Oregon Municipal Corporations.

## **Internal Control Over Financial Reporting**

In planning and performing our audit of the financial statements, we considered the District's internal control over financial reporting (internal control) as a basis for designing audit procedures that are appropriate in the circumstances for the purpose of expressing our opinions on the financial statements, but not for the purpose of expressing an opinion on the effectiveness of the District's internal control. Accordingly, we do not express an opinion on the effectiveness of the District's internal control.

A *deficiency in internal control* exists when the design or operation of a control does not allow management or employees, in the normal course of performing their assigned functions, to prevent, or detect and correct, misstatements on a timely basis. A *material weakness* is a deficiency, or a combination of deficiencies, in internal control such that there is a reasonable possibility that a material misstatement of the entity's financial statements will not be prevented, or detected and corrected, on a timely basis. A *significant deficiency* is a deficiency, or a combination of deficiencies, in internal control that is less severe than a material weakness, yet important enough to merit attention by those charged with governance.

Our consideration of internal control was for the limited purpose described in the first paragraph of this section and was not designed to identify all deficiencies in internal control that might be material weaknesses or significant deficiencies. Given these limitations, during our audit we did not identify any deficiencies in internal control that we consider to be material weaknesses. However, material weaknesses or significant deficiencies may exist that have not been identified.

## **Purpose of this Report**

The purpose of this report is solely to describe the scope of our testing of internal control and compliance and the results of that testing, and not to provide an opinion on the effectiveness of the entity's internal control or on compliance. Accordingly, this communication is not suitable for any other purpose.

This report is intended solely for the information and use of the Board of County Commissioners and management of the District and the Oregon Secretary of State and is not intended to be and should not be used by anyone other than these parties.



Ashley Osten, Partner  
For Moss Adams LLP  
Portland, Oregon  
October 9, 2023