

Built in 1858, the historic Claquato Church

#### THE BUDGET PURPOSE

- A budget is a legal document that gives local government officials the authority to incur obligations and pay expenses.
- > It allocates resources among departments and offices, and it funds as well as controls spending.
- A budget can also be an evaluation tool, comparing commitments made in the previous year's budget with actual accomplishments.

  The appreciation budget is one of local properties.

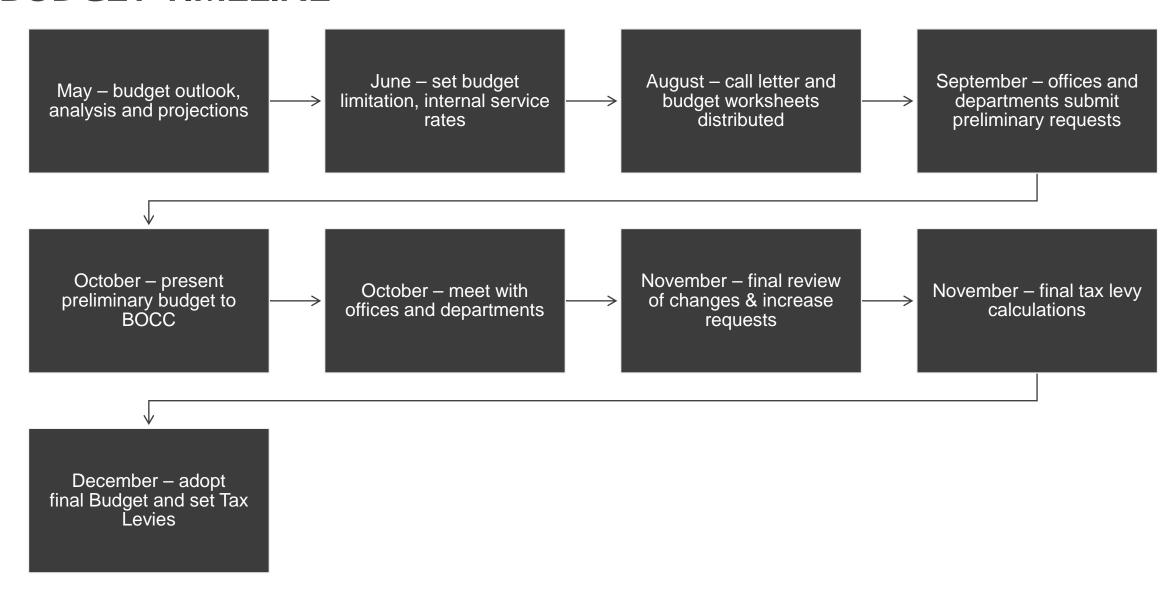
The operating budget is one of local government's most important work products.

The statutory deadlines for the county budget process conclude with a public hearing and budget adoption in October. However, RCW 36.40.071 allows counties to use an alternative budget adoption process culminating in December and allows counties to adjust the other budget deadlines as needed to meet the later deadline. Most counties use this alternative budget process.

#### **DISCUSSION POINTS**

**Budget Timeline** Challenges / Mandates **Fund Types Budget Allocation by County Function County Employee Summary** Revenue & Expenditures General Fund Expenditures By Function General Fund Transfers Supporting Other Funds **Budget Increase Requests** Summary of Preliminary Budget General Fund Reserves Strategic Planning and Implementation **COVID-19 Impact** 

#### **BUDGET TIMELINE**



# COUNTIES **MATTER**

**Transportation** & Infrastructure

Community Health

Justice & **Public Safety** 

Human **Services** 

County Management No two counties are exactly the same. Counties are diverse in structure and how we deliver services to our communities. In general, states decide the roles and responsibilities of county governments. Counties are governed by locally elected officials and, in some instances, operate under home rule authority, which allows for more local flexibility and control with structural, functional and fiscal powers. Though organizational structures vary, all county, parish and borough governments are on the front lines of delivering vital services to residents.



18,629 37,984 19,355

AND ELECTED EXECUTIVES

**OFFICIALS** (INCLUDING ELECTED CONSTITUTIONAL OFFICIALS OR ROW OFFICERS)

NATIONAL ASSOCIATION OF COUNTIES (NACO)

## UNFUNDED AND UNDERFUND MANDATES

While counties are tasked with implementing laws and court mandates on behalf of the State of Washington, the State is not ensuring counties have adequate funding.

**ACTION AT THE STATE LEVEL** is needed to increase funding for mandated services such as indigent defense, public health services and inmate medical care.

All counties are required to provide medical care to inmates incarcerated in the county jail. In addition, the United States Supreme Court has held that prisoners have a constitutional right to receive necessary medical care while in custody. While in custody, inmates are pulled off Medicaid, and the county inherits all the cost of medical care.

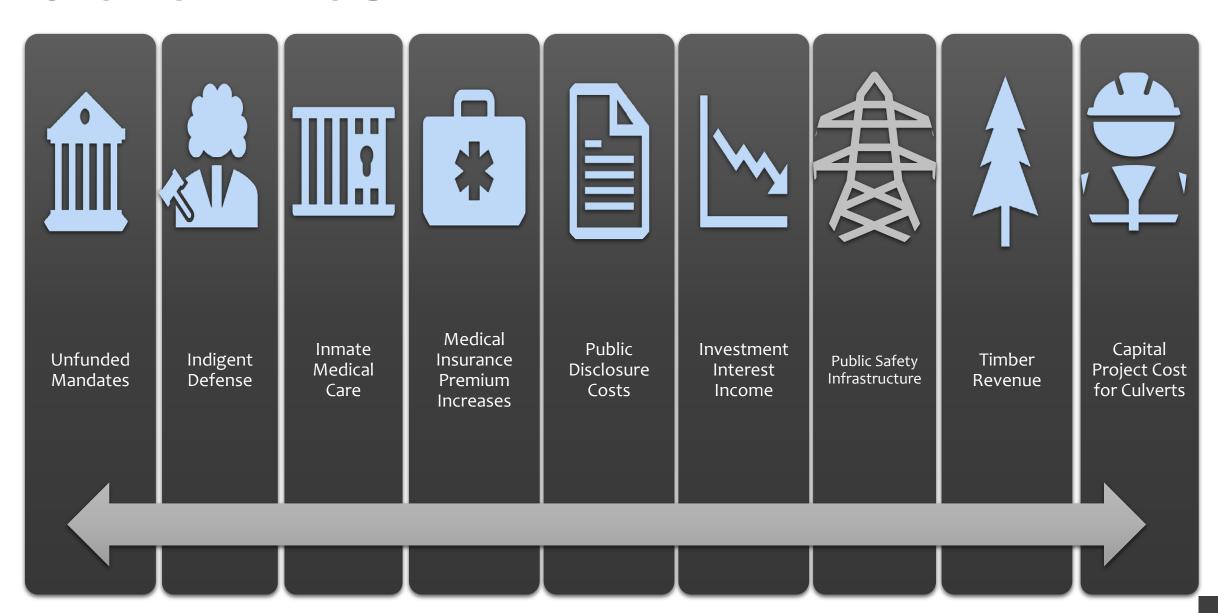
THE COST FOR PROVIDING MEDICAL CARE FOR INMATES HAS INCREASED FROM \$400,000 IN 2014 TO OVER \$1.2 MILLION IN 2021.

The County also is mandated to provide legal assistance for individuals who cannot afford a lawyer to defend them in a criminal case.

Counties often must shoulder a significant financial burden in paying for indigent defense. In 2019, the cost for indigent defense was over \$1.8 million in Lewis County. It is anticipated the cost for indigent defense will continue to increase. Local government continues to be impacted by Unfunded, or mandates from state and federal agencies, courts, the State Legislature, and Congress.

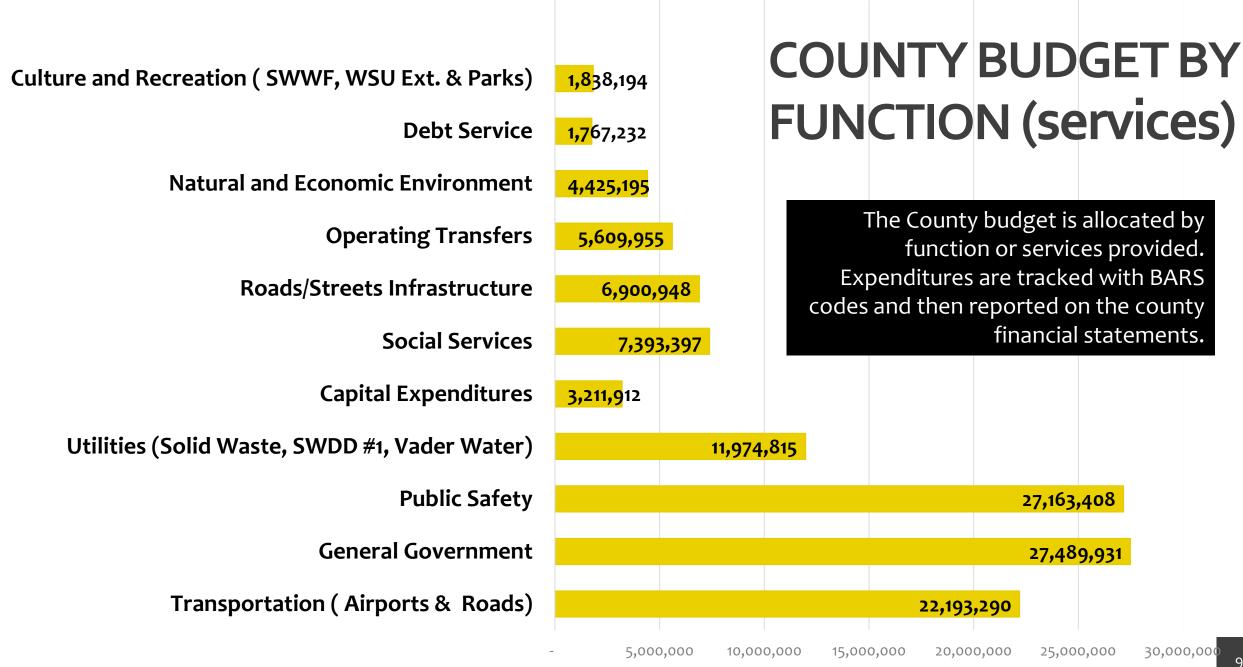


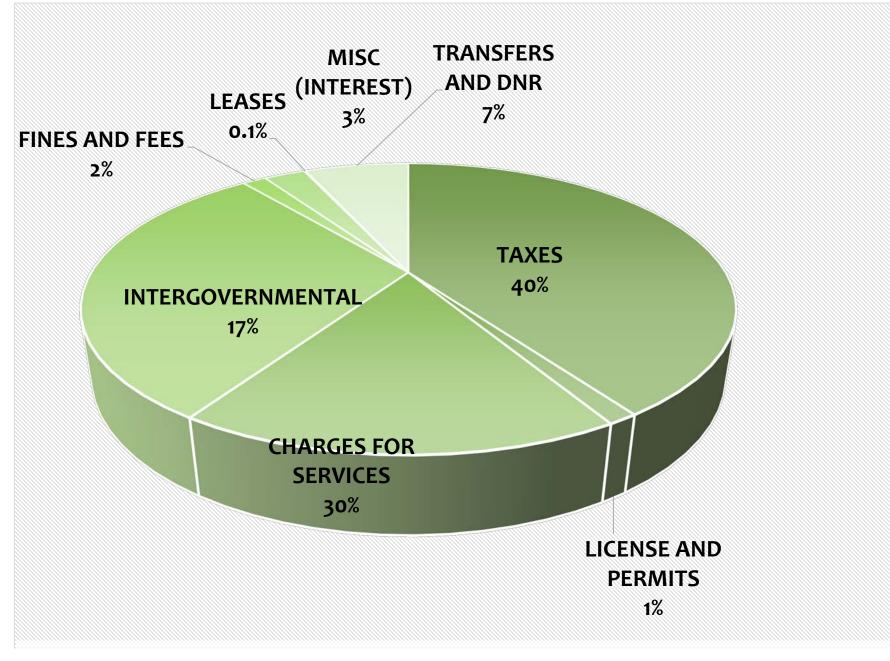
#### **BUDGET CHALLENGES**



#### **FUNDTYPES**

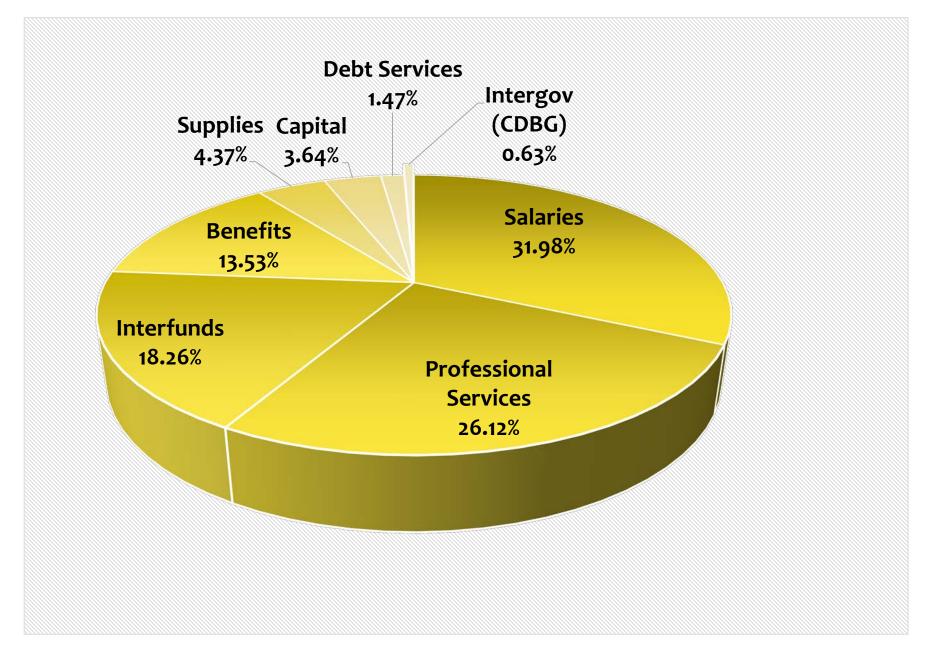
• Non-restricted revenue, such as property tax and sales tax GENERAL FUND (Current Expense) • Includes: Administrative Departments (HR, Risk, Budget and County Administration) • Elected Offices (BOCC, Treasurer, Assessor, Coroner, Auditor, Prosecutor, Courts, Clerk, Sheriff) • Hold restricted revenue that is dedicated to a specific use and usually cannot be used for operations in General Fund **SPECIAL** REVENUE • Emergency Management, Veterans Relief, Social Services, Community Development, Roads, Health and Weed Control • Funds are transferred from other funds depending on the type of debt **DEBT SERVICE** • Used to track capital projects such as buildings (real estate excise tax [REET] revenue is mainly CAPITAL dedicated to capital improvements) • Supported by fees from a business-type activity that cannot be used for any other activity - Solid **ENTERPRISE** Waste, Airports and Vader Water • Charges to other departments / offices for a service provided internally **INTERNAL SERVICE** • IT, Fleet, Risk/Insurance and Facilities





# REVENUE SOURCES All Funds

Lewis County revenues are diverse. Many revenue sources are tied to specific governmental functions.



# EXPENDITURE (USES) ALL Funds

Lewis County
expenditures are
broke out into
"object codes" per
State Auditor's
Office requirements.
Many expenditures
are tied to specific
governmental
functions.

#### GENERAL FUND OFFICES AND DEPARTMENTS

#### **ELECTED OFFICES**

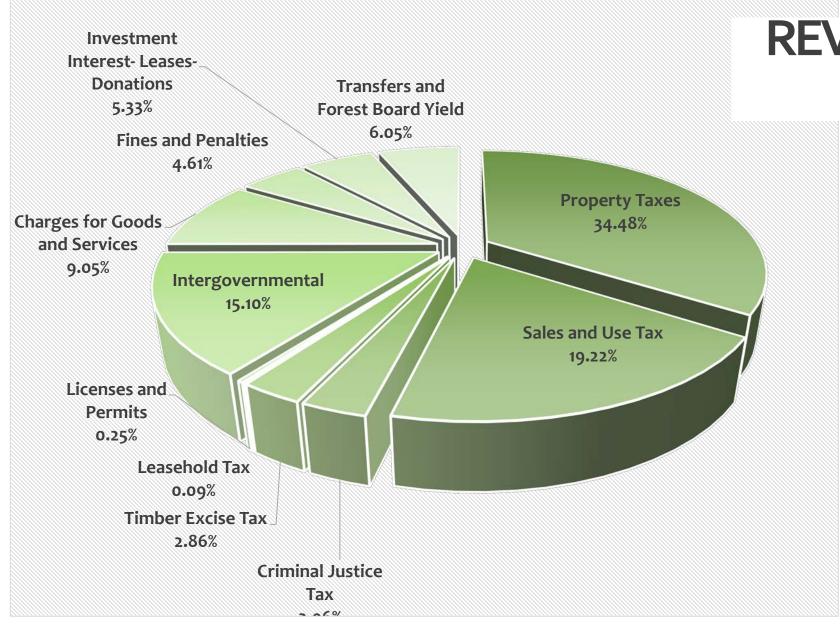
- Board of County Commissioners
- Auditor / Elections
- Assessor
- Treasurer
- Clerk
- Superior Court
- District Court
- Prosecuting Attorney
- Sheriff
- Coroner

#### **DEPARTMENTS**

- Human Resources
- County Administration
- Central Services Admin
- Weed Control Services
- Animal Shelter
- WSU Extension
- Jail (Sheriff oversight)
- Juvenile (Superior Court oversight)
- Self Insurance

#### **DEPARTMENTS**

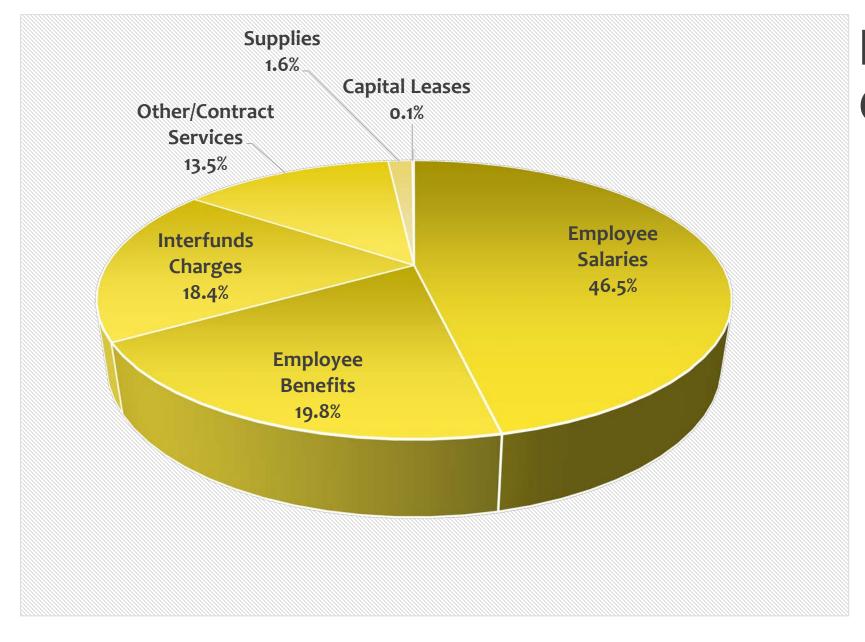
- Board of Equalization
- Public Defense/Trial Ct Improve
- Civil Service
- Disability Board
- State Examiner
- WACO & WSAC
- Boundary Review Board
- Senior Facilities
- Transfers
- Air Pollution



REVENUE SOURCES
General Fund

The General Fund's two major revenue sources are Property Tax and Sales & Use Tax

Total County General Fund Preliminary budget for revenue is \$38,251,706



# **EXPENDITURES General Fund**

Non-restricted revenue such as property tax and sales tax

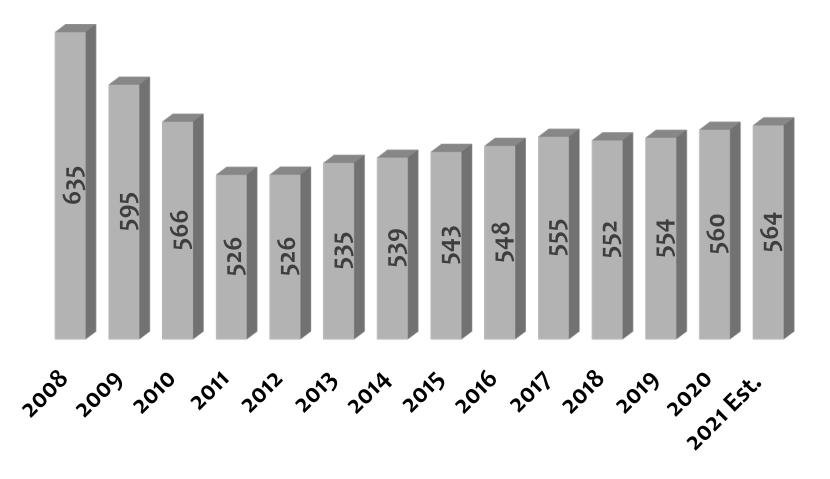
Includes: Human Resources, Risk, BOCC, County Administration, Sheriff, Jail, Clerk, Coroner, Superior Court, District Court, Assessor, Treasurer

#### **STAFFING**

General Fund 274 FTE

Other Funds 290 FTE

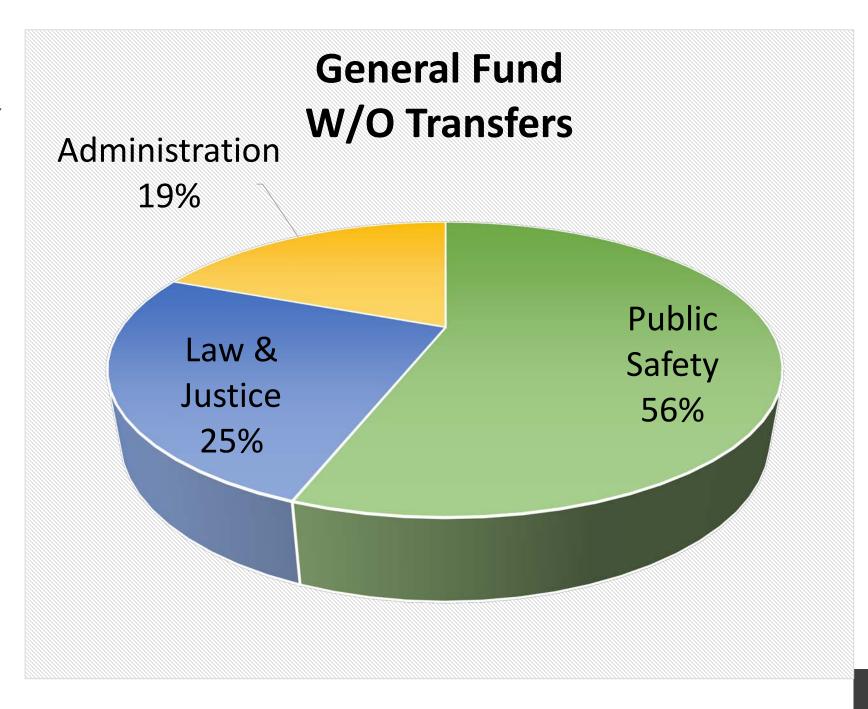
Total 564



<sup>\*</sup>Does not include casual employees

# EXPENDITURES BY FUNCTION

81% of the General Fund budget provides funding for Sheriffs Deputies, Investigations, Corrections Officers, Jail Services, care of Inmates and Juvenile Services as well as both Superior and District Courts, Prosecutors, Coroner, Clerk and Indigent Defense.



#### **GENERAL FUND TRANSFERS**

General Fund Operating Transfers Out	Prelim.
Emergency Management	187,000
Law Library	15,000
SWW Fair	111,835
Community Development	400,000
Chehalis River Basin Sub-Zone District	45,000
Dispute Resolution	5,000
Public Health	784,000
Solid Waste	147,600
Packwood Airport	-
South County Airport	120,000
2020 Debt Service	193,840
2015 Debt Service	252,452
Total General Fund Transfers	2,261,727

General Fund transfers support the operations of other funds that have restricted revenue or require a funding match for state and federal grants.

For example, Community
Development collects
building permit fees.
These fees cannot be used
to cover long-term
planning costs, so the
General Fund supports
those services with
unrestricted revenue
sources such as sales tax
and property tax.

#### PRELIM BUDGET SUMMARY

PRELIMINARY (OCTOBER)	2021 Preliminary REVENUE	2021 Preliminary EXPENDITURE	CHANGE IN FUND BALANCE
GENERAL FUND (Current Expense)	38,251,706	41,769,027	(3,517,321)
SPECIAL REVENUE	44,473,480	47,096,978	(2,623,498)
DEBT SERVICE	1,619,571	1,610,431	9,140
CAPITAL	3,830,250	3,739,899	90,351
ENTERPRISE	12,516,553	12,238,971	277 <b>,</b> 582
INTERNAL SERVICE	13,044,057	13,512,971	(468,914)
TOTAL ALL FUNDS	113,735,617	119,968,277	(6,232,660)

GENERAL FUND BUDGETED USE OF FUND BALANCE

\$3,517,321

TOTAL ALL FUNDS

BUDGETED USE
OF FUND BALANCE
(Includes General Fund)

\$6,232,660

## **INCREASE REQUESTS FOR 2021**

Department	Request	Funding source	Use of Funds	
Indigent Defense – Superior Court	174,750	General Fund	Attorney contracts	
<b>Superior Court</b>	122,000	General Fund	Operations	
<b>Superior Court</b>	9,020	General Fund	Salaries / Benefits	
Indigent Defense – District Court	120,000	General Fund	Attorney Contracts	
Assessor	21,350	General Fund	Professional Services / Boot allowance	
<b>General Elected Offices</b>	78,000	General Fund	Salaries / Benefits	
Emergency Management	100,000	General Fund – Operating Transfer	Salaries / Benefits	
Coroner	357,613	General Fund	Salaries / Benefits	
Jail	22,857	General Fund	Medical Contract Costs	
WSU Extension Services	18,138	General Fund	Contract Services	
Lewis County Senior Services	100,000	General Fund - earmarked in 2021 Budget. Would not be an increase.	LC Nonprofit support of Senior Nutrition	

### CHANGES TO PRELIMINARY AS OF 11-9-2020

#### **REVENUE CHANGES:**

- Sales and Use Tax \$587,025
- Timber Activities \$200,000
- Property Tax (\$132,748) (most recent calculation)
- Misc. Revenue \$27,296

#### **EXPENDITURE INCREASES:**

- Indigent Defense Superior Court: \$174,750 for attorneys' contracts
- Superior Court: \$122,000 for operations related to indigent defense services
- Superior Court: \$9,020 for Court Commissioner's salary / benefits
- Indigent Defense District Court: \$120,000 for increase to attorneys' contracts
- Assessor: \$21,350 for professional services and for employees' boot allowance
- General elected offices: \$78,000 for salaries / benefits
- Emergency Management: \$100,000 for added employee
- Coroner: \$150,468 for salaries / benefits for two new Deputy Coroners
- Jail: \$22,857 for medical contract costs
- WSU Extension Services: \$18,138 for contract services
- Lewis County Senior Services: \$100,000 for Senior Nutrition support

With the increases above added in, the projected use of General Fund – Fund Balance as of today is \$3.6 million. This includes changes to revenue in the amount of \$681,573

Subject to change as we evaluate final changes

#### **FUND BALANCE**

#### What is the Fund Balance?

Fund balance is what is left over at the end of the year after all revenues have been accounted for and all expenditures have been recorded against the lawful appropriations of the budget period.

#### How much should we have?

The Government Finance Officers Association (GFOA) recommends, at a minimum, that general-purpose governments, regardless of size, maintain unrestricted budgetary fund balance in their general fund of no less than two months of regular general fund operating revenues or regular general fund operating expenditures.

#### What is two months for Lewis County?

Average of \$3 million a month = minimum of \$6.0 million for two months.

#### What is the use of reserves in the 2021 budget?

The County is budgeting in the preliminary to use an estimated \$3.5 million in reserves to balance the budget. Leaving an estimated ending fund balance for 2021 around \$8.7 million.

It is necessary to note that the actual use of reserves will oftentimes be less than the budgeted amount. Vacant positions and unanticipated revenue will have a direct impact on the use of reserves.

#### What is the plan if revenues comes in short next year; what programs would be reduced?

The BOCC will continue to review all programs to find efficiencies and look at how Lewis County can do business differently to reduce the cost of providing government services. Budget decisions will be based on feedback provided by each Elected Official and Director, along with input from the citizens of Lewis County and the Citizens Budget Committee.

#### What have been the most significant impacts on General Fund reserves?

Inmate medical costs

Indigent defense costs

Labor agreements

Continued restrictions on the ability to collect fines and fees in the courts

Employee medical costs

State retirement increases

Public disclosure management costs

General liability insurance increases

Reduced timber revenue

Reduced investment interest income

Commissioners and county staff are actively educating federal and state elected officials as well as staff regarding unfunded mandates and barriers to timber harvesting.





# **LEWIS COUNTY VISION 2025**

This plan contains five strategic directives. A strategic directive is a very high-level priority that is articulated in a way that effectively describes a community priority.

# **Economic Development**

- Increase partnerships
- Expand access to reliable, high-speed internet
- Permitting and building process review
- Flood mitigation
- Workforce education and training opportunities
- Infrastructure expansion including water, roads, schools and emergency services
- Tourism Promotion

# Housing & Proactive Growth

- Address key residential permitting and zoning requests
- Countywide growth planning
- Streamline zoning, permitting and building processes
- Collaboration and partnerships
- Develop consistent policies regarding code enforcement for housing
- Expand existing Urban Growth Areas

# Public Health & Social Services

- Expand partnerships to address homelessness and build self-reliance
- Support the Lewis County Drug, Family, and Juvenile Courts
- Implement the Strategic Plan for housing & homelessness
- Address social determinants of health

# Fiscal Sustainability & Organizational Efficiency

- Residents' engagement in the budget process
- Maintain fiscal stability
- Focus on essential functions of government
- Bonding initiative for capital projects
- Economic development
- Codify County Manager duties
- Employee training & development
- Leverage Lean management

#### **Public Safety**

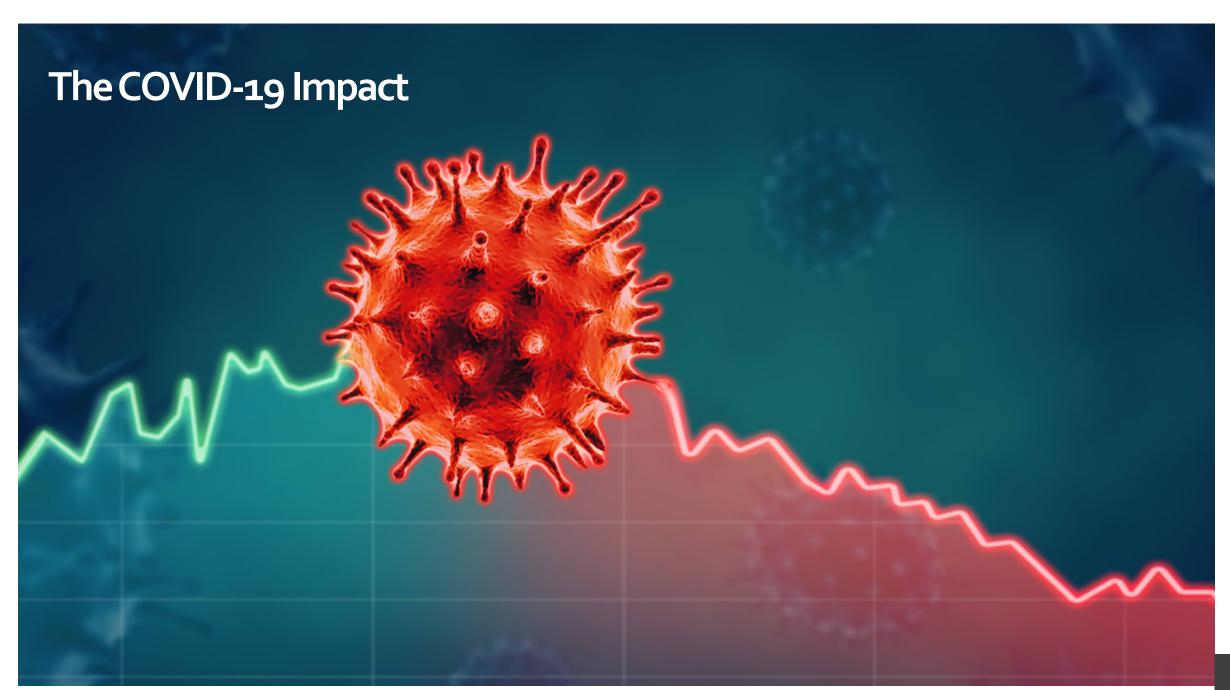
- Maintain funding level for Sheriff's Office
- Construct Juvenile detention facility
- Partner with local law enforcement agencies
- Expand community policing, de-escalation, bias and training
- Support medical services in the County Jail
- Public safety infrastructure improvements
- Implementation of the Sheriff's Office Strategic Plan

#### IMPLEMENTATION OF THE PLAN

The County will take specific measures to implement this strategic plan and measure progress toward its realization. Specifically, the County will:

- > Utilize this plan as the basis for annual strategic planning, goal-setting and budgeting.
- > Annually establish and review outcome measures associated with strategic plan directives. Make adjustments as necessary to ensure close correlation between outcome measures and plan directives.
- Create a community scorecard for County and residents to use.
- ➤ Under the direction of the County Manager, annually provide the Board of County Commissioners (BOCC) and departmental decision-makers with a County business plan that ties BOCC goals to strategic directives, identifying critical outcomes, measures, objectives and expected budget impacts.
- Enable the Strategic Planning Advisory Committee to conduct semi-annual follow-ups with County staff on strategic plan implementation progress and impacts and report high-level findings to the BOCC.





#### **COUNTY FINANCIAL RESPONSE**

- Evaluated fund balances and cash reserves with the Financial Impact Team and BOCC
- Reviewed all options for reductions including layoffs, furloughs and putting a hold on all capital projects
- Pursued reimbursement from FEMA under Category B for eligible activities
- Evaluated all grant funding available for COVID-19 response activities

#### **Coronavirus Relief Funds (CRF)**

- Created finance team utilizing staff from County offices and departments for fund management
- Established the COVID-19 Response Fund to track all related expenditures and funding
- Established Interfund cash flow loans to cover up-front costs
- Implemented project tracking for every office and department to track all expenses in order to recover eligible costs related to
   COVID response activities
- Monitored US Treasury Guidance and modified approach and allocations as needed
  - Treasury guidance has been updated 8 times
- Regular contact with the Department of Commerce for pre-approval and review of eligible uses
- Established aggressive billing cycle and system in order to recoup funds as quickly as possible

## **REVENUE SOURCES IMPACTED BY COVID-19**

# Sales and Use Tax Supports The Following Functions:

- General Fund:
- General Government
- Public Safety
- Law and Justice
- Mental Health Tax Programs:
- Chemical Dependency
- Adult Drug Court
- Jail MH Treatment
- Mental Health Alternative Programs
- Family Court
- .09 Distressed Counties:
- Economic Development
- Jail and Juvenile Facilities:
- Bond payments
- Maintenance on both Jail and Juvenile Facilities

#### Other Impacted Revenues:

- Road Fund- Motor Vehicle Fuel Tax
- Hotel /Motel Tax Tourism Promotion
- Court Fines and Fees
- Concealed Permit fees
- Building Permit fees

# SALES AND USE TAX 2019 VS. 2020 \*2019 adjusted for Wind Farm Refund

# GENERAL FUND SALES & USETAX COMPARISON



WA State DOR has provided initial estimates since April.

Sales tax has shown a positive trend since May.

Note: Wind Farm Sales tax in Aug – adjusted out in December 2019.

#### **RECESSION – WHAT DOES IT LOOK LIKE?**

V

Curve – Best case scenario

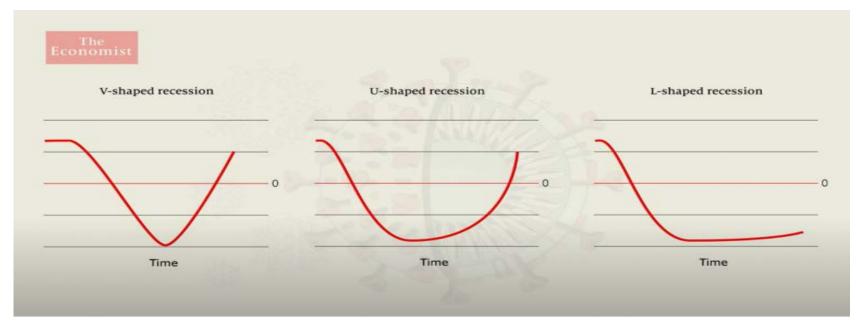
Looks like a sharp drop, and then a fairly speedy recovery.

U

Extended period with slower recovery

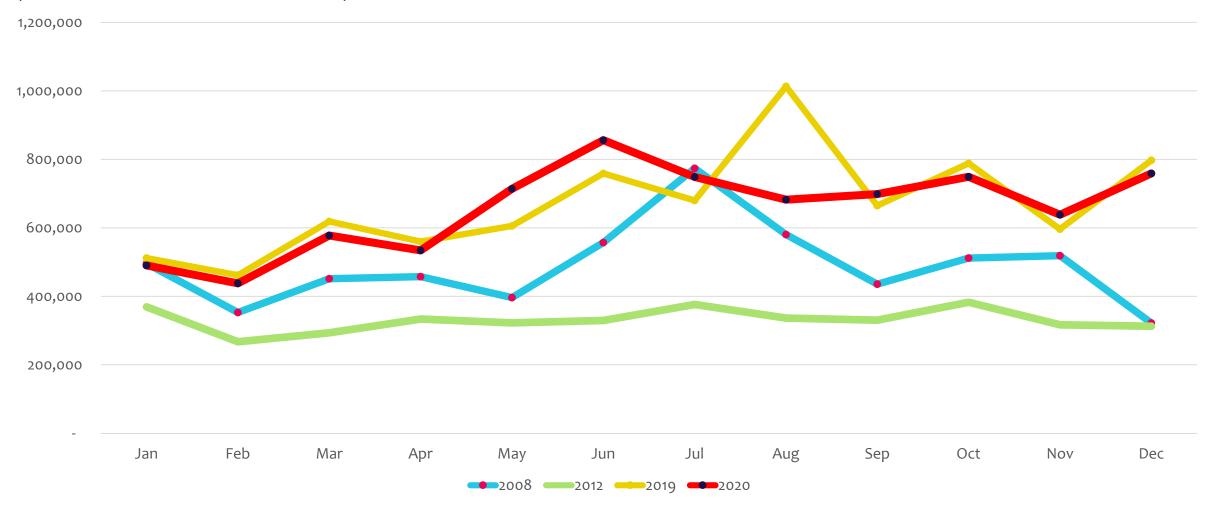
Longer than a V-shaped recession, and has a less-clearly defined trough. GDP may shrink for several quarters, and only slowly return to trend growth. L

The collapse remains for a long period of time.



# GREAT RECESSION VS. COVID-19

(SALESTAX COMPARISON)



December 2019 adjusted for wind farm refund

## **CORONAVIRUS RELIEF FUNDS (CRF)**

CARES Act funding – Federal indirect pass-though from the Washington State Department of Commerce

#### **Medical expenses:**

- COVID-19-related expenses of public hospitals, clinics, and similar facilities.
- Expenses of establishing temporary public medical facilities and other measures to increase COVID-19 treatment capacity, including related construction costs.
- Costs of providing COVID-19 testing, including serological testing.
- Emergency medical response expenses, including emergency medical transportation, related to COVID-19.
- Expenses for establishing and operating public telemedicine capabilities for COVID-19-related treatment.

#### Public health expenses:

- For communication and enforcement by State, territorial, local, and Tribal governments of public health orders related to COVID-19.
- Expenses for acquisition and distribution of medical and protective supplies, including sanitizing products and personal protective equipment.
- Expenses for disinfection of public areas and other facilities, in response to the COVID-19 public health emergency.
- Expenses for public safety measures undertaken in response to COVID-19.
- Expenses for quarantining individuals.

#### **Payroll Expenses:**

Payroll expenses for public safety, public health, health care, human services, and similar employees whose services are substantially dedicated to mitigating or responding to the COVID-19 public health emergency.

# Actions to Facilitate compliance with COVID-19 Public Health Measures:

- Expenses for food delivery to residents to enable compliance with COVID-19 public health precautions.
- Expenses to facilitate distance learning.
- Expenses of providing paid sick and paid family and medical leave to public employees to enable compliance with COVID-19 public health precautions.
- COVID-19-related expenses of maintaining state prisons and county jails.
- Expenses for care for homeless populations.

#### **Economic Support:**

- Expenditures related to the provision of grants to small businesses to reimburse the costs of business interruption caused by required closures.
- Expenditures related to a State, territorial, local, or Tribal government payroll support program.
- Unemployment insurance costs related to the COVID-19 public health emergency if such costs will not be reimbursed by the federal government pursuant to the CARES Act or otherwise.

#### CORONAVIRUS RELIEF FUNDS (CRF) – HOWTHE COUNTY ALLOCATED CRF

CARES Act funding – Federal indirect pass-though from WA State – Funds may NOT be used to fill shortfalls in government revenue. Below are examples of how the county has allocated these funds.

#### **Medical expenses:**

- Quarantine case Management
- Providence rapid testing machine grant
- COVID-19 testing contract services
- Jail medical expenses
- Automated CPR machines for all Lewis County Fire Districts.

# Public health expenses:

- Congregate Shelter
- Non-congregate Shelter
- Night by Night Shelter
- Lewis County Senior Center Food Delivery Program
- Isolation Units
- Emergency management mobile unit

#### **Payroll Expenses:**

- Public Health Officer
- Public Health employee response time – contract tracing/management
- Dept. of Emergency Management response hours
- Facility maintenance Cost to comply with social distancing measures
- Overtime due to the COVID-19 response and mitigation efforts

# Actions to Facilitate compliance:

- Fairgrounds upgrades to accommodate
   Shelter & alternate
   Jury Selection
- Barriers and PPE
- Jail isolation units
- Court system upgrades
- Telecommuting costs (laptops and system upgrades)
- Personal protection equipment
- Enhanced cleaning of public buildings
- Jail transport van

#### **Economic Support:**

- Broadband Enhancements for Distance Learning
- Small Business Grants
- Non Profit Grants
- Lewis County together website management
- Utility Assistance

## COVID-19 FUNDING SUPPORT \$10.6 MILLION

Funding continues to be evaluated and grant funds continue to be allocated. This list will updated as needed.

FUNDING SOURCE	ELIGIBLE EXPENSES	LEWIS COUNTY DISTRIBUTION \$\$	LEWIS COUNTY USES	CAN BE USED TO OFFSET LOST REVENUE
Dept. of Commerce	Funding will help local governments create housing necessary for quarantine, isolation, and additional sanitation to address the COVID-19 pandemic.	\$400k	Temporary facility at the Fairgrounds, community outreach worker, hotel rooms (as needed) AMR transport and meals	No
FAA	This funding will be distributed to airports to prevent, prepare for, and respond to the impacts of the COVID-19 public health emergency.	\$50K	\$30K Toledo and \$20k Packwood- use TBD	TBD
Elections	The purpose of this award is to "prevent, prepare for,	\$179K	Prepare office space for employee and public safety during the 2020 election	No
FEMA	Category B Emergency Protective Measures – EOC costs, Emergency Medical Care, Medical Sheltering, Overtime Costs	\$274k	Contract with Lewis County Seniors to provide meal preparation and deliver to Lewis County Seniors and vulnerable population	No
FEMA	Category B Emergency Protective Measures – EOC costs, Emergency Medical Care, Medical Sheltering, Overtime Costs	\$77k	for those in isolation and quarantine	No
Department of Commerce (DOC) Coronavirus Relief Funds	Details on next page	\$4.3 mill	Detailed out in US Treasury guidelines in project accounting reports Funding expires 12/2020	TBD
Department of Commerce (DOC) Coronavirus Relief Funds	Additional Funds provided on 9/15/2020 for purposes laid out in the US Treasury guidelines	\$1.5 mill	Detailed out in US Treasury guidelines in project accounting reports Funding expires 12/2020	TBD
Washington State Dept. of Health	Incident management for early crisis response including Jurisdictional recovery, Information management and Countermeasures and mitigation	\$250k	PIO, investigations, Health Officer increase, added PH employees for response and investigations	No

## COVID-19 FUNDING SUPPORT CONTINUED

Administrative Office of the Courts (AOC)	Personal Protective Equipment, Technology, Public Access Costs, Pro Tem Judicial Officers, Non Judicial Staff, including overtime & temp costs, Cleaning & Disinfecting Supplies/Services, Facilities Acquisition/Redesign and Juror Service Costs	\$667K	Courtroom upgrades to technology in order to allow for video conferencing and other court function during the COVID-19 pandemic	No
Department of Health Consolidated Contract	Increase to through the Consolidated Contract for contact tracing, case investigation and COVID-19 mitigation and response	\$1.5 mill –	Funding expires 12/30/2020	No
Department of Commerce (DOC)	DOC has awarded special funds through the Eviction Rental Assistance Program (ERAP)	\$776k	To be used to prevent evictions by paying past due rents for those with the greatest needs	No
Department of Commerce (DOC)	The will provide funds through the Emergency Solutions Grant-COVID-19	\$198k	To prevent, prepare for, and respond to the coronavirus pandemic among individuals and families who are homeless or receiving homeless assistance.	No
Department of Commerce (DOC)	WA DOC through the housing assistance unit Eviction Rental Assistance Program grant (ERAP)	\$87k	special youth specific funds through the Coronavirus Aid, Relief, and Economic Security Act.	No
Department of Health Consolidated Contract	Epidemiology and laboratory capacity grant (ELC)	\$119,075	Funding may run through 2/2022	
Department of Health Consolidated Contract	Epidemiology and laboratory capacity grant (ELC)	\$341,341	TBD Funding may run through 2/2022	
Department of Health Consolidated Contract	COVID-19 disaster response	\$119,129	TBD Funding may run through 6/2021	
Department of Health Consolidated Contract	CDC COVID-19 Crisis response in the Local Health Jurisdictions	\$130,871	TBD Funding expires 12/2020	

# WHAT NEXT?

The unknown impact of the economic crisis caused by the COVID-19 pandemic will be difficult to predict as we move forward in 2021 and 2022. We will continue to plan, document and respond as necessary.



#### **Stimulus Package:**

The National Association of Counties (NACo) and Washington State Association of Counties (WASC) continue to advocate for funding at the Federal Jevel for assistance to cover for lost revenue. The proposed package includes direct payment to state and local governments for lost revenue, more funds for hospitals and COVID-19 testing, expanded nutritional benefit programs, Medicaid funding and unemployment insurance and another round of direct payments to Americans.

# THE GOOD NEWS (maybe)

The next stimulus package has been debated over the last several months. Funding for Local Governments and States to offset lost revenue is a sticking point.



- Continue to evaluate CARES ACT funding
- Evaluate and process requests for CRF funding through
   November 30th
- Monitor the budget and review revenue
- Meet with the COVID Finance Team to evaluate changes in the financial outlook
- Prepare responses to events in order to create positive financial outcomes