# **Budget Review 2024-25**

# **City of Portland**



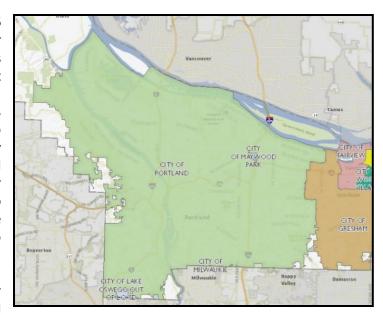
## **BUDGET HIGHLIGHTS**

- The total FY 24-25 budget is \$8.3 billion, a 12% increase of the FY 23-24 Revised Budget of \$7.4 billion.
  - The expenditure-only portion of the budget is \$4.6 billion, an increase of 5% (\$218 million) from the FY 24 revised budget. The majority of the increase is in capital outlay. The large growth in capital costs (\$348 million) is mostly due to an increase of \$329 million in the Water Fund as revenue bond proceeds are spent down for the Bull Run Filtration project.
  - This budget sees mostly moderate revenue growth across ongoing sources such as taxes, fees and charges, and other income. The largest increase in revenue occurs in debt proceeds, which grow by 128% (\$589 million). The increase is primarily in the Water Construction fund (budgeted at \$531 million) and Sewer System Construction Fund (\$289 million).
  - Similar to last year, the city is grappling with the impacts of expiring one-time funding (federal American Rescue Plan dollars and carry over business license taxes) and stagnating revenues, coupled with increasing expenditures.
- Portland Clean Energy funds (PCEF) continue to exceed expectations, and the city is budgeting these
  funds to plug holes across a large range of services. Revenue is budgeted at \$193.8 million, a \$94
  million increase from the current year. Fund balance grows by \$170 million to a total of \$650 million.
- Charter transition, the city's move to a new form of government, is full incorporated in the FY 24-25 budget.
  - The city had an overhaul to their organizational structure, resulting in a new chart of accounts. These changes were introduced in a FY 24 supplemental budget, and so year over year comparisons in the FY 24-25 budget document reflect the new structure.
  - The budget includes \$4.1 million for charter transition costs. Additionally, funding for new ongoing positions that includes a new Assistant City Administrator, 6 Deputy City Administrators, and 6 Executive Assistants, a Unified Communications team, and additional capacity in the Council Clerk and Elections Office.
- Declining downtown property tax values are expected to limit property tax revenue growth and closing tax increment financing districts continue to have an impact. The budget shows an 3% increase to overall property tax revenues. The city's local option levies for parks and the children's fund are expected to see a slight decrease in collections due to declining values and compression.
- The new Urban Flood taxing district (UFSWQD) will be implementing a new Flood Safety Benefit fee charge to cities in the flood plain. Each city will choose how to fund this fee, the City of Portland plans to pay their \$5.1 million fee using on-time General Fund dollars in FY 24-25. Discussions continue on how to cover this fee on an ongoing basis.
- Utility rates are budgeted to increase as forecasted: 5.15% for sewer and 7.9% for water.

## **INTRODUCTION & BACKGROUND**

The City of Portland serves an area of 146.6 square miles with a population of just over 635,000. After years of growth, the city has lost population the last two years, with a net decrease of 9,900 in 2021 and 8,300 in 2022, according to estimates from the U.S. Census Bureau. The city's boundaries extend into Clackamas and Washington Counties. The city is governed by a full-time, salaried council comprised of the mayor and four commissioners. All are elected at large to four-year terms on a non-partisan ballot. The mayor assigns bureaus to commissioners who then serve as bureau heads.

As a result of charter changes approved by voters in 2022, the form of government will



be changing. Under the new governance structure, the city will hire a City Administrator to oversee the bureaus, and City Council will expand from five members to twelve members selected from four geographic districts. The city has convened various committees to establish the geographic districts and set compensation for the new council, and changes will be fully implemented in 2025.

As part of charter change, the city bureaus have been restructured into six service areas:

- Budget and Finance
- City Operations
- Community & Economic Development
- Public Safety
- Vibrant Communities
- Public Works

See appendix on p.20 for more details on the city's new organizational structure.

The city has two semi-autonomous commissions:

**Fire and Police Disability and Retirement Plan (FPD&R)**: provides disability, death, and retirement benefits to firefighters and sworn police officers. The plan is unique in the nation, in that it is supported by a dedicated property tax levy. The city is obligated to levy the tax, limited to \$2.80 per thousand of real market valuation. The city covers fund shortfalls if levy revenue is inadequate.

**Prosper Portland**: the city's urban renewal and economic development agency, established by voters in 1958. Consists of five members appointed by the mayor, subject to approval of the council.



City of Portland	2020-21	2021-22	2022-23	2023-24
Assessed Value in Billions	\$66.115	\$69.746	\$72.889	\$79.592
Real Market Value (M-5) in Billions	\$159.017	\$166.899	\$178.529	178.815
Property Tax Rate Extended:				
Operations	\$4.5770	\$4.5770	\$4.5770	\$4.5770
Fire Police Disability & Retirement	\$2.7580	\$3.0089	\$2.7281	\$2.6386
Children's Initiative Local Option	\$0.4026	\$0.4026	\$0.4026	\$0.4026
Parks Local Option Levy	n/a	\$0.8000	\$0.8000	\$0.8000
Urban Renewal Special Levy	\$0.2018	\$0.1961	\$0.1887	\$0.0000
Debt Service	\$0.4270	\$0.3820	\$0.3698	\$0.3993
Total Property Tax Rate	\$8.3664	\$9.3666	\$9.0662	\$8.8175
Measure 5 Impact	\$-31,341,743	\$-47,320,018	\$-42,679,193	\$-44,286,469
Number of Employees (FTE's)	6,781	6,822	7,244	7,322

## **BUDGET OVERVIEW**

The total FY 24-25 budget is \$8.3 billion, a 12% increase of the FY 23-24 Revised Budget of \$7.4 billion. Much of the budgetary growth is attributable to increasing requirements for fund transfers (increases by \$285 million), contingencies (\$267 million increase), and ending fund balance (\$124 million increase). The expenditure-only portion of the budget is \$4.6 billion, an increase of 5% (\$218 million) from the FY 24 revised budget. The majority of the increase is in capital outlay. The large growth in capital costs (\$348 million) is mostly due to an increase of \$329 million in the Water Fund as revenue bond proceeds are spent down for the Bull Run Filtration project.

As noted in the introduction, the City of Portland is organized into six operating units. Most revenues are dedicated to particular purposes within those operating units. The city has 86 funds that segregate and track these dedicated revenues and their associated expenditures. This budget is unique in that it will bridge two administrative and executive structures, with the new council starting in January 2025. This budget was developed using a new more centralized approach; various bureaus were asked to work as service areas to identify priorities and create their budgets together for the first time.

The bulk of city's flexible spending is in the General Fund, and the allocation of those discretionary dollars is

typically the primary focus of the Mayor's Budget Message. This year, budget priorities include public safety, homelessness and liability, economic recovery and the transition to the new city government structure. This is not substantially different than the priorities in last year's budget.

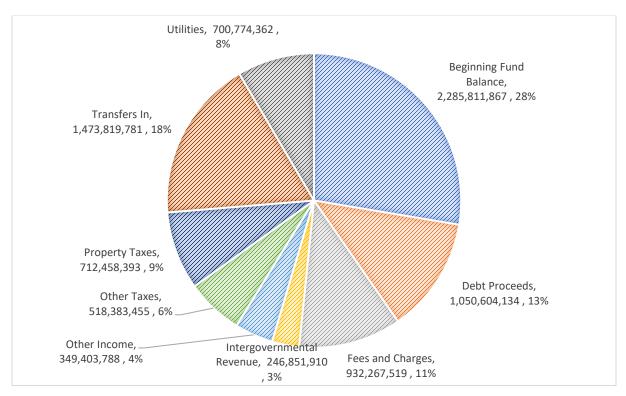
Also like last year, the city continues to grapple with expenditures rising faster than revenues. The most recent forecast found a \$2 million gap

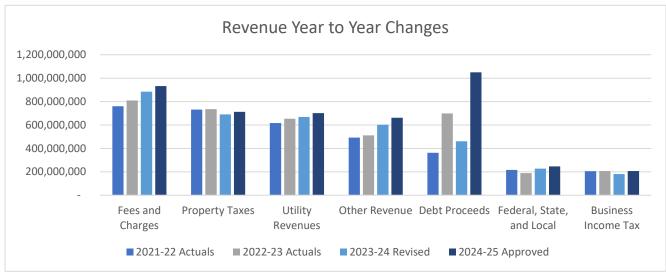
Figure 1: Forecasted Revenues and Expenses, Prior to Constraint and Balancing<sup>2</sup> \$850.0 \$830.0 \$810.0 \$790.0 \$770.0 \$750.0 \$730.0 \$710.0 \$690.0 \$670.0 \$650.0 FY 23-24 FY 24-25 FY 25-26 FY 26-27 FY 27-28 FY 28-29 TOTAL REVENUES TOTAL ONGOING EXPENSES



between ongoing revenues and expenditures (see chart from the city on the previous page). All bureaus, with the exception of Public Safety, were asked to submit a budget with a 5% constraint. Operating budgets were reduced by 11.9% in the Mayor's Proposed Budget.

## **RESOURCES**





The primary sources of revenue for the city are fees and charges, property taxes, utility revenues, and other revenue.

**Fees and Charges** grow by 11% (\$48 million) across 37 different funds. Charges for internal services such as HR, IT, and finance are charged to departments and recorded as charges and fees, in a sense double-counting



revenue – revenue is first accounted for from the outside source, then counted again to the internal bureau that receives the funds from other departments to pay for the centralized services. The largest Fees and Charges increases occur in the General fund (\$24 million – primarily driven by increased interagency internal fees and charges).

#### **Property Taxes**

FY 2024-25 property taxes are budgeted at \$712 million for all levies, including urban renewal/TIF taxes. Last year the budget saw a decrease in property taxes driven by the closure of tax increment financing (TIF) districts. The closure of these districts returns assessed value formerly earmarked for Prosper Portland managed economic development efforts to all property tax receiving districts in the closing TIF district areas. For the city, the retirement of TIF districts means money formerly earmarked for Prosper Portland and the Housing Bureau are returning to the General Fund as a flexible source of revenue. The tradeoff is that overall the city will get less property tax dollars than if the TIF districts did not retire. This returning revenue has been designated for specific purposes with at least \$20 million in returning TIF dollars are set aside as an ongoing resource will be returned to Prosper Portland (\$12 million) and the Housing Bureau (\$8 million).

CITY OF PORTLAND PROPERTY TAX REVENUE							
	2021-22	2022-23	2023-24	2024-25	%		
	Actual	Actual	Revised Bgt	Approved Bgt	Change		
Permanent Rate	629,901,482	625,839,706	580,447,725	605,038,990	4%		
Local Option Levies	67,125,433	71,979,273	72,028,848	70,042,671	-3%		
GO Bond Debt	26,727,569	26,851,688	30,568,723	31,126,673	2%		
Payments in Lieu and Prior Year	8,384,329	10,722,355	7,548,302	6,250,059	3%		
Grand Total	732,138,813	735,393,023	690,593,598	712,458,393	3%		

#### FY 24-25 Tax Rates and Taxes to be Levied

Permanent Rate: \$4.5770 per \$1,000 of assessed value Parks Local Option Levy: \$0.8000 per \$1,000 of assessed value Children's Levy: \$0.4026 per \$1,000 of assessed value

General Obligation Bonds: \$32,589,627 Fire and Police Disability and Retirement Fund: \$243,377,602

The chart below shows budgeted property taxes by fund. Urban Renewal/TIF taxes decrease by 41% as TIF districts continue to close. General Fund property taxes increase by 6%. The Fire & Police Disability & Retirement fund sees an increase of \$28 million as debt service payments increase. Local option levies (Parks and Children's) decrease by \$2 million, and GO bond debt increases by \$558K.

City of Portland						
	<b>Budgeted Property Taxe</b>	s by Fund				
	2021-22	2022-23	2023-24	2024-25		
	Actual	Actual	Revised Bgt	Approved Bgt		
General Fund	296,349,286	310,738,247	331,926,450	352,238,431		
Fire & Police Disability & Retirement Fund	194,147,020	184,369,301	193,701,162	221,850,559		
Urban Renewal - All Funds	147,278,470	140,885,403	62,045,053	36,865,100		
Parks Local Option Levy Fund	44,687,419	47,987,648	47,900,000	46,594,160		
Bonded Debt Interest & Sinking Fund	26,990,923	27,063,595	30,618,723	31,176,673		
Children's Investment Fund	22,685,695	24,348,830	24,402,210	23,733,470		
Total	732,138,813	735,393,023	690,593,598	712,458,393		



**Other Revenues** 

The city has a myriad of sources that make up the category **Other Revenues**. Highlights include:

- Grants \$246 million, 19% decrease from current year. The largest decreases are in the Grants Fund.
   Both federal and state grants reside here, and decreases are expected as one-time federal pandemic relief funds dry up.
- **Portland Clean Energy Fund** \$194 million, 94% increase due to continuing strong returns from the Clean Energy Surcharge. The \$194 million revenue budgeted is similar to 2023 levels of \$183 million. The city will use these funds to cover a number of projects across city bureaus.
- Transient Lodging Tax (TLT) \$63 million, nearly flat from last year's revised budget. Tourism levels have leveled off across the Portland Metro region.
- **Portland Arts Tax** \$10 million, -30% decrease (\$3.5 million). The last two budgeted years have seen a decrease with this tax, as did prior year actuals from FY 21-22 to FY 22-23.

#### **Utility Revenue**

Utility revenues increase by 5% in FY 24 to a total of \$700 million. The Proposed budget included the forecasted rate increase for utilities. The City Council tentatively plans to vote on final rate increases in late May, with changes to take effect July 1.

Overall, Intergovernmental Revenues increase by \$19 million (8%), with the majority of the increase in the Tax Increment Financing Reimbursement Fund (\$6.7 million) and Special Projects Debt Service Fund (\$4.9 million). This fund accounts for the allocation of resources to pay debt service related to financing of the Convention Center expansion project, improvements to the Portland Center for Performing Arts (PCPA), and an assessment financing for infrastructure improvements in south waterfront. Federal pandemic relief dollars received by the district, along with other Federal and State grants, are budgeted as grants in the Grants Fund and are not reflected in the intergovernmental category.

**Business Income Tax** increases by 12%. The \$26 million increase is due to stronger than expected returns, as the likelihood of a recession continues to fade. This increase is considerably more than last year's increase of \$4.6 million and more in line with the \$27 million increase in the FY 23 budget.

#### **Debt Proceeds**

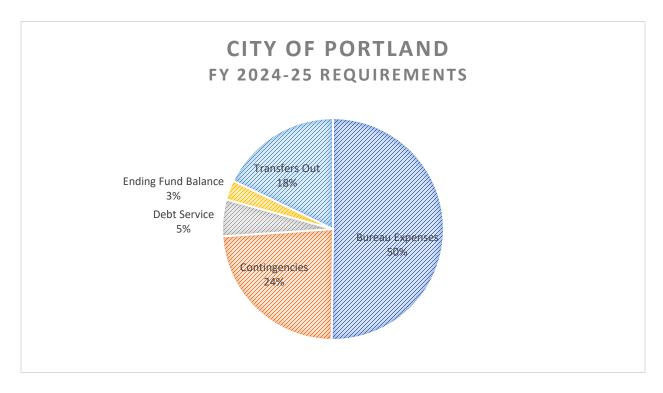
Debt proceeds increase by \$589 million from the FY 24 revised budget, to a total of \$1 billion. The increase is driven by revenue bond proceeds in the Water Construction fund (budgeted at \$531 million) and Sewer System Construction Fund (\$289 million).

Beginning Fund Balance, a total of \$2.3 billion, decreases 8% from the FY 2023-24 Revised budget. Nearly half of total budgeted beginning fund balance is found in three funds: PDX Clean Energy Community Benefits Fund (\$650 million, the fund continues to carry a high fund balance as revenues come in higher than anticipated and funds are not spent down at an equivalent pace), the Water Fund (\$230 million, carryforward of bond proceeds transferred in from the Water Construction Fund to fund large capital projects), and the Parks Capital Improvement Program Fund (\$170 million, mostly for future capital), primarily for Bull Run Water filtration. The largest decrease happens in the Sewer System Construction fund, which sees a decrease of \$221 million as project work is completed.

**Interfund transfers** make up 18% of the budget at \$1.5 billion dollars. These internal transactions are for materials and services and fund-level cash transfers between funds when one city agency is providing services to another.



## **REQUIREMENTS**



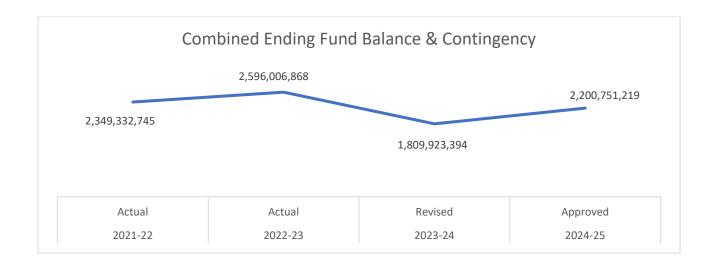
The total budget is \$8.3 billion, which includes requirements for reserves/ending fund balance, fund transfers, and contingencies. The largest categories of expenditures are in materials & services (\$1.9 billion) and personnel (\$1.3 billion). The expenditure-only (does not include transfers, contingencies, or ending fund balance) portion of the budget is \$4.6 billion, an increase of 5% (\$218 million) from the FY 24 revised budget. The majority of the increase is in capital outlay, budgeted at \$928 million. The large growth in capital costs (\$348 million) is mostly due to an increase of \$329 million in the Water Fund as revenue bond proceeds are spent down.

CITY OF PORTLAND REQUIREMENTS BY OBJECT							
	2021-22	2022-23	2023-24	2024-25	%		
	Actual	Actual	Revised	<b>Approved</b>	Change		
Personnel Services	919,848,032	1,029,431,910	1,226,157,118	1,280,093,009	4%		
Materials & Services	1,338,223,118	1,450,947,762	2,094,408,297	1,944,623,734	-7%		
Capital Outlay	242,264,554	309,863,318	579,965,802	928,711,466	60%		
Debt Service	733,765,632	767,669,660	477,485,804	442,376,000	-7%		
Fund Transfers	783,632,278	824,972,428	1,188,467,101	1,473,819,781	24%		
Contingencies	-		1,777,462,778	2,044,612,074	15%		
Ending Fund Balance	2,349,332,745	2,596,006,868	32,460,616	156,139,145	381%		
TOTAL REQUIREMENTS	6,367,066,358	6,978,891,946	7,376,407,516	8,270,375,209	12%		

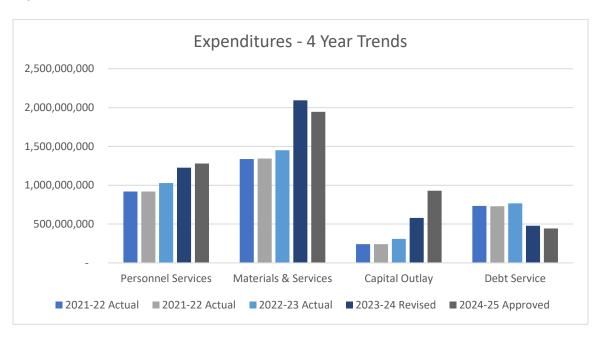
#### **Fund Balance**

The city does not normally spend down its contingency, so the contingency budget is combined with ending fund balance to evaluate trends. This year's budget sees an increase due to anticipated Portland Clean Energy dollars carrying over for future year spending. PCEF contingency increases by \$238 million from the Revised to the Approved Budget.





## **Expenditures**



The total **Personnel Services** budget is \$1.3 billion, a \$54 million (4%) increase over the estimated current year costs. FTE increase by 103.25 FTE from the FY 23-24 Revised to a total of 7,378.46 FTE. The new City Administrator office sees an increase of 25 FTE to prepare for changes to the city's organizational and governance structure, and Permitting & Development see an increase of 60 FTE as positions are transferred and added for one single permitting approach. A full chart showing FTE changes is attached at the end of this review.



Materials & Services (M&S) total \$1.9 billion and decrease by 7% from FY 24. The budget divides materials & services into external and internal M&S – the primary source of the decrease is in external M&S, which sees an overall decrease of \$163 million, nearly double the decrease in last years budget. Primary impacted funds are the Grants Fund, as decreasing federal funds result in less spending for contracted services.

The **Capital Outlay** budget is \$929 million, with the majority budgeted in utility and transportation funds. Over half is allocated to the Water Bureau for planned projects. The

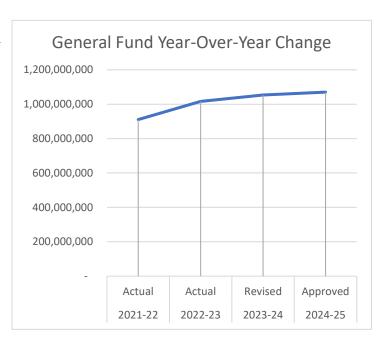


Water Bureau is budgeting \$487 million in capital outlay for FY 24-25; of this, \$262 million is for the Bull Run Filtration and \$124 million is for Bull Run Pipelines. The budget document provides a CIP summary, and for detailed specifics on budgeted projects, construction project updates are available on the city's website: Capital Projects Website | The City of Portland, Oregon (portlandoregon.gov).

**Debt Service** decreases by 7% to \$442 million for FY 25, an overall decrease of \$35 million. Decreases are driven by reduced debt service for the tax increment financing (TIF) districts – Prosper Portland is closing a number of TIF districts, and since the City of Portland issues debt for Prosper Portland, these decreases show in the city's budget.

#### **GENERAL FUND**

The General Fund is the largest of the city's funds at \$1 billion in FY 25, an increase of \$17 million (2% increase). The General Fund receives the largest share of property taxes of all city funds. Other funding sources include utility license fees, business license fees, transient lodging taxes, state shared revenues (from cigarette and liquor taxes), interest income, and miscellaneous revenues and beginning cash balances. The General Fund is comprised largely of discretionary funds that the Mayor and City Council can allocate to any area. General fund dollars are used to support city services such as police, fire and parks, as well as planning, community development and administrative support services.



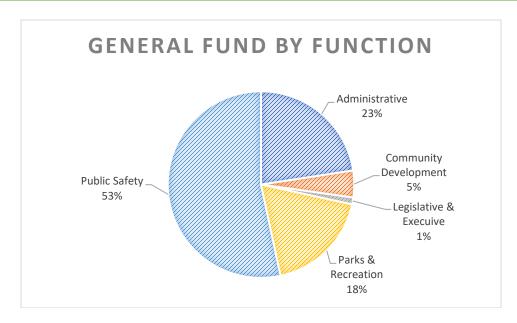


CITY OF PORTLAND GENERAL FUND RESOURCES							
	2021-22	2022-23	2023-24	2024-25	%		
	Actual	Actual	Revised	<b>Approved</b>	Change		
Beginning Fund Balance	102,632,470	161,964,850	137,727,218	54,883,652	-60%		
Debt Proceeds	1,589,355	-	-	-	0%		
Fees and Charges	167,549,403	179,663,916	199,176,990	223,250,958	12%		
Intergovernmental Revenue	52,641,449	40,807,713	43,573,203	48,209,612	11%		
Other Income	5,004,120	8,607,844	4,649,167	6,668,936	43%		
Other Taxes	231,619,865	236,661,018	214,057,000	238,840,000	12%		
Property Taxes	296,349,286	310,738,247	331,926,450	352,238,431	6%		
Transfers In	53,288,219	77,602,423	122,148,523	146,154,966	20%		
Utilities	12,231	960	5,000	-	-100%		
TOTAL FUND RESOURCES	910,686,399	1,016,046,970	1,053,263,551	1,070,246,555	2%		

Permanent property tax rate funds come into the General Fund and see an increase as TIF districts close and assessed value growth returns to districts. A fund balance decline of \$83 million is largely associated with one-time general funds in the current year being spent down for a variety of programs.

## **GENERAL FUND REQUIREMENTS**

CITY OF PORTLAND GENERAL FUND REQUIREMENTS							
	2021-22	2022-23	2023-24	2024-25	%		
	Actual	Actual	Revised	Approved	Change		
Bureau Expenses	643,328,611	761,657,267	907,274,434	956,354,357	7%		
Debt Service	13,022,109	13,474,234	14,040,985	14,588,158	4%		
Transfers Out	92,373,303	103,188,297	85,677,142	72,703,911	-23%		
Contingencies	-	-	46,270,990	26,600,129	-26%		
Ending Fund Balance	161,962,374	137,727,174	-	-	-		
TOTAL REQUIREMENTS	910,686,398	1,016,046,972	1,053,263,551	1,070,246,555	2%		





General Fund expenditures (does not include ending fund balance, contingencies, or transfers) totals \$971 million for FY 25. Of the total of 29 bureaus budgeted in the fund, the largest are the Portland Police Bureau (\$282 million), Fire & Rescue (\$182 million), and Portland Parks and Recreation (\$168 million). The bureaus can be organized in the five functions as seen in the pie chart on the previous page. The largest changes occur in the Administrative and Public Safety functions, which each grow by \$24 million. Growth in the administrative function is driven by introduction of the new City Administrator's office. Public Safety growth is primarily in the Portland Police Bureau due to personnel service cost increases due to overtime and premium pay growth.

#### **BUDGET HIGHLIGHTS BY FUNCTION**

The size of the city budget and the scope of budgetary changes from year to year are significant; a detailed summary of budgetary changes in each function area are in the <u>Mayor's Proposed Budget</u> at the beginning of each budget section. Some of these may have changed slightly in the Approved Budget. A list of all bureaus in each function area is in Appendix A of this document. What follows is a summary of some factors influencing budgetary changes in the major function areas, but is by no means an inclusive list. Many bureaus will see Portland Clean Energy Fund (PCEF) dollars added to their budgets this year.

#### **Public Safety**

- Additional 2.0 FTE for new city organizational structure.
- \$5.6 in one-time and \$6 million ongoing to fill Fire & Rescue personnel services budget deficit and increase fire fighter staffing to reduce overtime.
- \$6.5 million for Public Street Response.
- \$5 million for Police Bureau overtime needs and incentive programs.

## **Community & Economic Development**

- Transfer from bureau of environmental services to Permitting & Development to consolidate permitting authority (transfer of \$7 million and 21 FTEs); transfer from PBOT to Permitting & Development (transfer of \$7.3 million and 24 FTE).
- \$8.5 million in one-time PCEF dollars for small business repair grants for Prosper Portland.
- \$8 million of PCEF funds for Housing Bureau grants and clean energy improvements. PCEF will dedicate \$40 million over 5 years for these purposes. Additional PCEF funds of \$25 million are also budgeted for a variety of Housing Bureau programs.
- \$7.1 million in returning tax increment financing funds for Prosper Portland.

## **Budget & Finance**

- Additional 2.0 FTE for new city organizational structure.
- \$5.1 million to pay Urban Flood Safety fee and \$1.2 million to fund short-term needs related to the standing up of the Urban Flood Water Quality District (one-time resources).

#### **City Operations**

- \$55 million in bond resources to relocate CityFleet headquarters from Kerby Garage to leased space on Swan Island.
- \$25 million in PCEF funds to transition CityFleet to electric vehicles.
- Additional 2.0 FTE for new city organizational structure, plus 12 limited term positions for charter transition (\$1.9 million) funded by carry-over dollars from last year.



• \$1.3 million in one-time funds to help cover increase in health benefit cost previously above expected rates.

#### **Vibrant Communities**

- Additional 2.0 FTE for new city organizational structure.
- \$13 million in PCEF funds for street tree care and preservation program.
- \$7 million in PCEF funds to increase investment in Urban Forestry.
- \$6.2 million in PCEF funds to replace Mt. Scott Community Center HVAC.
- \$4.4 million in PCEF funds for energy efficient projects in community centers.
- A number of other smaller PCEF funded projects and positions.

#### **Public Works**

- Additional 2.0 FTE for new city organizational structure.
- \$42 million in PCEF for transportation, the first installment of five-year plan to disperse \$137 million of PCEF funds to backfill various PBOT capital projects to address their looming fiscal crisis of a \$189.1 million 5-year deficit.
- PBOT reduced their budget resulting in a 20 FTE decrease from FY 24 Revised to FY 25 Approved. They also proposed increasing revenues from parking enforcement.
- \$6.9 million to fix streets using gas tax revenue.
- \$2.8 million ongoing and \$800,000 one-time for ADA curb ramp remediation in response to lawsuit, with plans for \$6.8 million in ongoing funds to address the Civil Rights Education and Enforcement Center settlement starting in FY 25-26.
- \$6.7 million realignment and 21 FTE to Single Permitting Authority from Environmental Services; \$1.8M and 6 FTE from Water Bureau; \$1.8M and 24 FTE from Transportation.
- \$1.7 million to increase vehicle registration enforcement.
- \$1.2 for PBOT healthcare increases (the rest of bureau increases are budgeted in city operations).
- Utility rates are budgeted to increase as forecasted: 5.15% for sewer and 7.9% for water.

## **OTHER SIGNIFICANT BUDGET AREAS**

#### **Charter Change**

Charter changes include the establishment of a City Administrator, expansion of the City Council from five members to twelve members divided into four districts, and the implementation of ranked-choice voting for city elections.

This budget includes \$500,000 for council transitions, \$1.6 million of carryover from FY 2023-24, and \$2 million of additional one-time funds for transition work. New ongoing positions include an Assistant City Administrator, 6 Deputy City Administrators and 6 Executive assistants, a Unified Communications team, and additional capacity in the Council Clerk and Elections office.

In FY 23 \$4.4 million was budgeted for staffing and contracting related to charter change; in FY 24 \$3.7 million. Charter transition costs in this budget are partially funded by carry over from last year's budget. The budget estimates total cost for charter transition work to be \$3.5 million in FY 24-25.



#### **Clean Energy Fund**

The Portland Clean Energy Initiative passed in November 2018. Voters approved Measure 2-201 to invest in community-led projects and programs to reduce greenhouse gas emissions in ways that support economic and social benefits. Revenue comes from a one percent large retailer business surcharge.

Revenues have been significantly higher than anticipated, raising \$183 million in FY 22-23 and the July 1, 2024 fund balance is estimated at nearly \$600 million. Taxes are projected to increase from \$100 million in FY 2023-24 to \$194 million in FY 2024-25, a 94% increase from the previous year, but similar to 2023 levels. In Fall 2022 the city made substantial changes to code governing the initiative. These code changes included: changing the role of the PCEF committee, changing the allocation models through the Climate Investment Plan (CIP), changing recipient eligibility, and changing the administrative cap. As a result, in this budget we see PCEF funds covering budgetary gaps in a variety of city bureaus. Any requests on the funds must sequester greenhouse gas emissions and produce demonstrable community benefits.

External materials and services makes up the largest category of spending, with \$189 million budgeted for FY 25. Expenditures on personnel services are set to increase from \$7.5 million in FY 2023-24 to \$31 million in FY 2024-25, more than tripling year over year with a continued upward trend overall.

As mentioned, Portland Clean Energy Funds continue to exceed expectations, and the city is budgeting these funds to plug holes across a large range of services. Uses of PCEF funds are listed in the Budget Highlights by Function section.

The city has a five year plan to spend \$600 million in bureau projects aligned with PCEF. Per the budget message, which includes the following planned spending over the next five years, function areas will receive the following: City Operations: \$29 million, Community & Economic Development: \$176 million, Public Works: \$235 million, Vibrant Communities: \$167 million.

#### **Recreational Cannabis Tax**

In recent years the cannabis industry has experienced a drop in demand as well as excess supply, leading to a decline in sales and prices. As a result, the city's Recreational Cannabis Fund is expected to see a trend of reduced revenue, and ongoing programs funded by this source were directed to make a 22% cut. Programs receiving funds (Civic Life, Portland Street Response, Transportation, and Prosper Portland, among others) may be further impacted if revenues do not improve.

#### **Urban Flood**

UFSWQD will begin billing their Flood Safety Benefit fee in the upcoming budget year. The estimated total for the city will be \$5.1 million, which they will pay with one-time General fund dollars budgeted as a special appropriation. In FY 2024-25 a city work group led by Budget and Finance and including finance managers from PBOT, BES, Water, PP&R and other impacted bureaus, will determine the most appropriate mechanism to fund this fee on an ongoing basis. The budget specifies a memo on the subject will be brought to the City Administrator by September 1, 2024.

Also included is \$1.2 million for one-time General Fund to support city staff involved in planning for related UFSWQD projects and the Columbia River Levee system.



#### **DEBT STATUS**

The city did not provide a consolidated debt service report in the budget. The city formerly published an annual debt report that includes specific details on all the city's debt: <u>Annual Debt Reports | The City of Portland, Oregon (portlandoregon.gov)</u>; there is not yet an updated report for FY 2022 or FY 2023 and it is unclear if these reports are still being updated.

The City of Portland issues debt for a variety of purposes and routinely refinances existing debt to secure better interest rates. In addition to debt issued for its own purposes, the city issues all of the debt for urban renewal projects that are then transferred to Prosper Portland.

#### **BUDGETED DEBT SERVICE**

Of the city's 86 funds, 36 have debt service expenditures in the FY 25 Budget. The largest expenditures of debt service are in the Sewer and Water debt funds, which have had large issuances of revenue bonds in recent years. Debt service on the city's general obligation debt is budgeted in the Bonded Debt Interest and Sinking Fund, details on this fund are below. General obligation debt is for parks, public safety and affordable housing capital projects.

#### **DETAIL OF GENERAL OBLIGATION DEBT SERVICE FUND**

	2021-22	2022-23	2023-24	2024-25	%
RESOURCES:	Actual	Actual	Revised	Approved	Change
Beginning Fund Balance	1,780,886	2,047,131	1,300,000	1,300,000	0.0%
GO Debt Property Taxes	26,727,569	26,851,688	30,568,723	31,126,673	1.8%
Prior Years Property Taxes	263,355	211,906	50,000	50,000	0.0%
Interfund Transfers In	6,402	6	0	0	0.0%
Interest on Investments	84,066	280,062	20,000	100,000	400.0%
Debt Proceeds	0	0	0	0	0.0%
Interfund Transfers In	0	0	0	0	0.0%
TOTAL FUND RESOURCES	28,862,277	29,390,795	31,938,723	32,576,673	2.0%
REQUIREMENTS:					
Debt Service	26,815,146	26,990,834	31,138,723	31,776,673	2.0%
Ending Fund Balance	2,047,131	2,399,961	800,000	800,000	0.0%
TOTAL FUND RESOURCES	28,862,277	29,390,795	31,938,723	32,576,673	2.0%

#### **OUTSTANDING DEBT**

Numbers in the chart below were confirmed with the city in fall 2023.

City of Portland	6/30/2022	6/30/2023
GO Bonds	268,350,000	289,465,000
Limited Tax GO / Full Faith & Credit	373,234,073	375,477,765
Revenue Bonds	2,699,845,000	2,830,575,000
Improvement Bonds	28,280,000	22,320,000
PERS Bonds	39,683,346	33,338,171
Urban Renewal Tax Increment Bonds	134,658,319	85,362,102
Loans	6,514,518	5,063,616
Total Debt Outstanding	3,084,437,544	2,576,305,025



In the current fiscal year, the city began paying new debt service on the following bonds:

- \$41,065,000 in GO Bonds for Affordable Housing Projects;
- \$54,080,000 in tax revenue bonds for Veterans Memorial Coliseum; and
- \$23,855,000 in refunding bonds for the Sellwood Bridget Project (refunding results in savings of \$31 million over life of loan).

#### **BUDGET PROCESS & COMPLIANCE**

Yes	No	Compliance Issue
Х		Did the district meet publication requirements?
Χ		Do resources equal requirements in every fund?
X		Does the G.O. Debt Service Fund show only principal and interest payments?
X		Are contingencies shown only in operating funds?
Х		Did the budget committee approve the budget?
Х		Did the budget committee set the levy?
Х		Does the audit show the district was in compliance with budget law?

#### LOCAL BUDGET LAW COMPLIANCE

The FY 2024-25 Budget is in substantial compliance with local budget law. Estimates were judged to be reasonable for the purpose shown.

Approved budget as submitted had transfers out of balance for the revised budget; we notified the district and they will be fixing the issue in their last supplemental budget of the year.

The audit report for FY 2022-23 notes no exceptions.

#### **CERTIFICATION LETTER RECOMMENDATIONS & OBJECTIONS**

TSCC staff notes no deficiencies in the district's FY 2024-25 budget development process, and we recommend the Certification Letter contain no recommendations or objections.

**NOTE:** This review does not include an amendment of \$150,836 added to the General Fund in the Office of Equity. The amendment used \$65,010 of General Fund discretionary dollars and \$85,826 of overhead resource to extend a limited term analyst position in the LGBTQIA2S+ program. The amendment details were received after the budget review was underway and with insufficient time to include them fully in this review.



	CITY OF PO	ORTLAND			
	Budget Su	ımmary			
	2021-22	2022-23	2023-24	2024-25	%
SUMMARY OF ALL FUNDS	Actual	Actual	Revised	Approved	Change
PROPERTY TAX BREAKDOWN:					
Permanent Rate Property Taxes	629,901,482	625,839,706	580,447,725	605,038,990	4.2%
Local Option Levy Property Taxes	67,125,433	71,979,273	72,028,848	70,042,671	-2.8%
GO Debt Property Taxes	26,727,569	26,851,688	30,568,723	31,126,673	1.8%
Prior Years Property Taxes	7,584,676	9,046,176	6,695,004	5,650,059	-15.6%
Payments in Lieu of Property Taxes	799,654	1,676,179	853,298	600,000	-29.7%
TOTAL PROPERTY TAX	732,138,813	735,393,023	690,593,598	712,458,393	3.2%
RESOURCES:					
Beginning Fund Balance	2,198,721,943	2,349,804,080	2,474,063,558	2,285,811,867	-7.6%
Property Taxes	732,138,813	735,393,023	690,593,598	712,458,393	3.2%
Other Taxes	449,150,480	501,323,489	399,252,663	518,383,455	29.8%
Intergovernmental Revenue	216,658,275	188,433,710	227,415,526	246,851,910	8.5%
Fees and Charges	759,742,853	810,016,673	884,670,848	932,267,519	5.4%
Utilities	616,423,262	654,041,896	668,673,216	700,774,362	4.8%
Other Income	248,637,467	216,706,339	381,973,434	349,403,788	-8.5%
Debt Proceeds	361,961,021	698,200,308	461,213,470	1,050,604,134	127.8%
Transfers In	783,632,278	824,972,428	1,188,551,203	1,473,819,781	24.0%
TOTAL RESOURCES	6,367,066,392	6,978,891,946	7,376,407,516	8,270,375,209	12.1%
DECLIDEMENTS BY ODJECT.					
REQUIREMENTS BY OBJECT: Personnel Services	919,848,032	1,029,431,910	1,226,157,118	1,280,093,009	4.4%
Materials & Services	1,338,223,118	1,450,947,762	2,094,408,297	1,944,623,734	-7.2%
Capital Outlay	242,264,554	309,863,318	579,965,802	928,711,466	60.1%
Debt Service	733,765,632	767,669,660	477,485,804	442,376,000	-7.4%
Fund Transfers	783,632,278	824,972,428	1,188,467,101	1,473,819,781	24.0%
Contingencies	783,032,278	024,972,420			
Ending Fund Balance	2,349,332,745	2,596,006,868	1,777,462,778 32,460,616	2,044,612,074 156,139,145	15.0% 381.0%
	-				
TOTAL REQUIREMENTS BY OBJECT	6,367,066,358	6,978,891,946	7,376,407,516	8,270,375,209	12.1%
SUMMARY OF BUDGET - BY FUND					
General Fund	910,686,398	1,016,046,971	1,053,263,551	1,070,246,555	1.6%
Transportation Operating Fund	519,566,446	503,871,891	449,616,643	436,620,623	-2.9%
Assessment Collection Fund	85,558	86,995	89,895	86,603	-3.7%
<b>Emergency Communication Fund</b>	33,577,517	36,655,664	37,768,486	40,125,433	6.2%
Development Services Fund	130,291,741	127,160,335	114,672,734	101,027,768	-11.9%
Property Management License Fund	8,248,078	9,458,801	11,416,416	11,166,500	-2.2%
Convention & Tourism Fund	16,753,552	22,605,113	27,481,425	28,422,000	3.4%
General Reserve Fund	71,204,715	75,017,169	78,510,600	78,960,600	0.6%
Special Finance & Resource Fund	101,947,520	109,651,646	114,603,926	102,345,216	-10.7%



Transportation Reserve Fund	9,986,005	10,899,944	11,420,500	12,025,094	5.3%
Housing Investment Fund	35,616,266	41,914,509	18,762,447	15,880,877	-15.4%
Public Election Fund	2,364,877	2,895,513	3,420,786	2,916,733	-14.7%
Children's Investment Fund	37,780,595	34,902,850	37,912,459	33,999,082	-10.3%
Grants Fund	191,461,998	103,484,251	275,606,938	218,805,714	-20.6%
Community Development Block Grant Fund	19,860,526	11,214,138	9,588,010	10,561,424	10.2%
HOME Grant Fund	6,062,401	9,425,571	21,125,597	18,586,693	-12.0%
Portland Parks Memorial Fund	21,519,948	23,530,329	24,232,075	21,483,421	-11.3%
Tax Increment Financing Reimburs Fund	57,220,102	42,962,157	42,446,550	48,465,805	14.2%
Police Special Revenue Fund	8,665,724	10,024,949	8,739,738	8,775,000	0.4%
Arts Education & Access Fund	20,531,185	20,877,992	22,345,595	23,186,732	3.8%
Community Solar Fund	95,257	102,637	112,077	117,397	4.7%
Inclusionary Housing Fund	35,894,411	38,067,395	13,788,822	15,155,484	9.9%
Housing Property Fund	10,581,252	11,928,545	7,856,437	6,679,189	-15.0%
Recreational Cannabis Tax Fund	12,501,526	14,614,385	14,269,811	7,258,624	-49.1%
Cannabis Licensing Fund	3,083,823	2,792,664	3,017,925	2,994,159	-0.8%
Portland Clean Energy Comm Benefits Fund	318,755,585	503,049,684	582,933,136	864,364,467	48.3%
Affordable Housing Development Fund	137,371,337	84,904,326	54,390,883	43,030,395	-20.9%
General Obligations Reserve Fund	18,767,058	31,846,864	43,780,556	46,010,589	5.1%
Parks Local Option Levy Fund	44,687,419	73,570,057	96,649,413	96,594,160	-0.1%
River District URA Debt Redemption Fund	50,062,436	6,223,383	30,043,413	30,334,100	0.0%
Bonded Debt Interest & Sinking Fund	28,862,277	29,390,795	31,938,723	32,576,673	2.0%
_				32,370,073	-100.0%
Waterfront Renewal Bond Sinking Fund	16,021,472	21,772,031	2,807,000	4 600 000	
Interstate Corridor Debt Service Fund	49,690,209	54,479,415	31,306,703	4,600,000	-85.3%
Pension Debt Redemption Fund	6,421,582	6,708,767	6,931,878	7,237,972	4.4%
South Park Blocks Redemption Fund	8,742,676	12,479,068	2,997,000	-	-100.0%
Airport Way Debt Service Fund	10 100	10.116	-	-	0.0%
Gas Tax Bond Redemption Fund Lents Town Center URA Debt Redemp Fund	10,108	10,116	- 26 725 000	16 275 000	0.0%
·	27,620,558 13,961,735	25,823,095	26,725,000	16,275,000	-39.1%
Central Eastside Industrial District Debt Fund Bancroft Bond Fund		12,934,786	3,490,000	1,235,000	-64.6%
	26,426,672	26,166,536	28,815,372	33,690,372	16.9%
Convention Center Area Debt Service Fund	22,858,662	13,739,119	4,305,000	-	-100.0%
North Macadam URA Debt Redemp Fund	29,408,303	32,776,680	28,667,840	28,075,000	-2.1%
Special Projects Debt Service Fund	6,762,967	7,521,673	7,901,500	12,690,250	60.6%
Gateway URA Debt Redemption Fund	23,836,518	12,088,768	11,867,000	11,870,000	0.0%
Governmental Bond Redemption Fund	16,558,333	22,091,973	10,292,528	6,544,733	-36.4%
42nd Avenue NPI Debt Service Fund	1,038	-	-	-	0.0%
Cully Blvd. NPI Debt Service Fund	580	-	-	-	0.0%
Parkrose NPI Debt Service Fund	1,155	- 22.042	-	-	0.0%
Rosewood NPI Debt Service Fund	82,226	22,943	-	-	0.0%
Division-Midway NPI Debt Service Fund	1,075	- 25.664	-	-	0.0%
82nd Ave/Division NPI Debt Service Fund	89,036	35,664	21,850	4 200 600	-100.0%
Cully Tax Increment Debt Service	-	-	160,800	1,300,600	708.8%
Local Improvement District Fund	18,658,465	15,348,933	40,118,624	26,137,887	-34.8%
Parks Capital Improvement Project Fund	220,416,569	244,370,462	227,603,261	200,737,825	-11.8%
Housing Capital Fund	401,418	1,128	-	1,300	0.0%

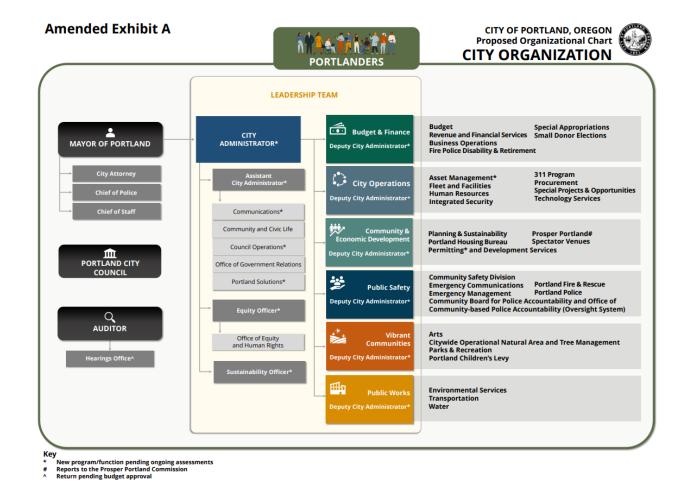


Fire and Rescue Capital Reserve Fund	9,280,578	9,471,331	6,786,251	6,810,000	0.3%
Parks Endowment Fund	197,810	200,721	203,666	210,714	3.5%
Sewer System Operating Fund	645,241,164	702,225,516	830,600,846	828,183,513	-0.3%
Hydroelectric Power Operating Fund	4,079,617	4,009,553	4,750,118	5,899,743	24.2%
Water Fund	517,428,821	555,651,644	752,747,386	1,027,722,806	36.5%
Golf Fund	16,763,115	20,078,355	23,019,521	22,900,640	-0.5%
Portland International Raceway Fund	2,680,417	3,245,952	3,956,263	4,063,213	2.7%
Solid Waste Management Fund	13,570,209	14,812,385	16,943,836	17,139,774	1.2%
Parking Facilities Fund	13,391,904	18,242,244	17,419,549	10,240,549	-41.2%
Spectator Venues & Visitor Activities Fund	22,332,340	27,833,748	84,104,064	90,410,641	7.5%
<b>Environmental Remediation Fund</b>	18,667,811	21,802,371	23,755,823	34,051,609	43.3%
Sewer System Debt Redemption Fund	213,932,873	387,091,601	161,843,011	170,334,982	5.2%
Water Bond Sinking Fund	126,899,888	76,934,516	106,932,330	96,496,079	-9.8%
Sewer System Construction Fund	294,797,390	515,007,217	372,496,472	466,280,000	25.2%
Water Construction Fund	195,790,388	130,870,586	293,729,092	658,419,007	124.2%
Sewer System Rate Stabilization Fund	126,820,538	129,429,759	137,729,759	141,169,780	2.5%
Hydroelectric Power Ren and Repl Fund	111,457	111,457	111,457	-	-100.0%
Health Insurance Operating Fund	144,505,188	152,189,268	156,668,827	161,088,513	2.8%
Facilities Services Operating Fund	117,016,746	132,406,313	150,032,921	111,198,977	-25.9%
City Fleet Operating Fund	72,295,070	95,715,844	101,269,893	159,623,334	57.6%
Printing & Dist Svcs Operating Fund	6,826,844	7,950,196	8,770,826	8,096,066	-7.7%
Insurance & Claims Operating Fund	43,387,833	44,224,458	46,424,829	43,558,072	-6.2%
Workers' Comp Self Ins Operating Fun	19,600,134	18,720,516	18,205,427	17,474,686	-4.0%
Technology Services Fund	113,730,325	120,789,929	126,028,275	127,002,659	0.8%
PPA Health Insurance Fund	26,931,761	27,100,392	25,484,871	24,201,437	-5.0%
Fire & Police Disability & Retirement Fund	247,950,624	244,436,111	259,086,943	287,433,466	10.9%
FPD&R Reserve Fund	750,000	750,000	1,500,000	1,500,000	0.0%
FPD&R Supp Retirement Reserve Fund	20,654	41,286	31,750	-	-100.0%
GRAND TOTAL ALL FUNDS	6,367,066,392	6,978,891,946	7,376,407,516	8,270,375,209	12.1%
DETAIL OF GENERAL FUND					
RESOURCES:	102 (22 470	161 064 050	127 727 240	E 4 002 CE2	CO 20/
Beginning Fund Balance	102,632,470	161,964,850	137,727,218	54,883,652	-60.2%
Property Tax Other Taxes	296,349,286	310,738,247	331,926,450	352,238,431	6.1%
	231,619,865	236,661,018	214,057,000	238,840,000	11.6%
Intergovernmental Revenue	52,641,449	40,807,713	43,573,203	48,209,612	10.6%
Fees and Charges	167,549,403	179,663,916	199,176,990	223,250,958	12.1%
Utilities Other leaves	12,231	960	5,000	-	-100.0%
Other Income	5,004,120	8,607,844	4,649,167	6,668,936	43.4%
Debt Proceeds	1,589,355	-	0	0	0.0%
Transfers In	53,288,219	77,602,423	122,148,523	146,154,966	19.7%
TOTAL FUND RESOURCES	910,686,399	1,016,046,970	1,053,263,551	1,070,246,555	1.6%
REQUIREMENTS:					
Legislative and Executive	8,884,636	9,716,902	11,466,145	10,931,129	-4.7%
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Administrative Services	129,386,970	126,957,412	184,075,758	207,974,671	13.0%
Community Development	23,132,318	42,113,714	39,755,282	42,719,222	7.5%
Parks, Recreation and Culture	96,011,456	125,835,362	160,655,332	167,889,767	4.5%
Housing	38,088,225	38,636,440	44,116,447	35,533,202	-19.5%
Public Safety	347,825,006	417,705,247	467,205,470	491,306,366	5.2%
Debt Service	13,022,109	14,166,424	14,040,985	14,588,158	3.9%
Transfers Out	92,373,303	103,188,297	85,677,142	72,703,911	-15.1%
Contingencies	0	0	46,270,990	26,600,129	-42.5%
Ending Fund Balance	161,962,374	137,727,174	-	-	0.0%
TOTAL FUND REQUIREMENTS	910,686,398	1,016,046,971	1,053,263,551	1,070,246,555	1.6%
<b>DETAIL OF GENERAL OBLIGATION DEBT SERVI</b>	CE FUND				
RESOURCES:					
Beginning Fund Balance	1,780,886	2,047,131	1,300,000	1,300,000	0.0%
GO Debt Property Taxes	26,727,569	26,851,688	30,568,723	31,126,673	1.8%
Prior Years Property Taxes	263,355	211,906	50,000	50,000	0.0%
Interfund Transfers In	6,402	6	0	0	0.0%
Interest on Investments	84,066	280,062	20,000	100,000	400.0%
TOTAL FUND RESOURCES	28,862,277	29,390,795	31,938,723	32,576,673	2.0%
DEGLUDES AFRICA					
REQUIREMENTS:					
Debt Service	26,815,146	26,990,834	31,138,723	31,776,673	2.0%
Ending Fund Balance	2,047,131	2,399,961	800,000	800,000	0.0%
TOTAL FUND RESOURCES	28,862,277	29,390,795	31,938,723	32,576,673	2.0%





New City Organization Chart - final-organizational-structure-11.2.23 0.pdf

# Appendix B

Bureau Name	2021-22 Actuals	2022-23 Actuals	2023-24 Revised Budget	2024-25 Proposed- V54	2024-25 Approved - V55	Change
Office of the City Attorney	77.3	82.8	82.5	83.5	83.5	0
Office of the City Auditor	55	42	42	48	48.65	0.65
City Budget Office	17	22	21	21	21	0
City Administrator	10	14	22	47	47	0
Portland Children's Levy	5.9	6.8	7.6	7.6	7.6	0
Council	0	0	0	24	24	0
Office of City Operations	201.14	248	265	264.5	264.5	0
Fire & Police Disability & Retirement	17	18	18	18	18	0
Portland Permitting & Development	397.8	415.8	291.9	351.9	351.9	0
Office of Community and Econ Development	2.15	3	4	6	6	0
Bureau of Emergency Communications	164.5	170.9	169.9	169.9	169.9	0
Portland Office of Emergency Management	22	27.9	27.9	20.9	20.9	0
Bureau of Environmental Services	628	645	649	660	671	11
Portland Fire & Rescue	732.25	822.9	824.9	767.9	767.9	0
Office of Government Relations	14	14	13	13	13	0
Portland Housing Bureau	81	79.9	86	87	87	0
Bureau of Human Resources	85.33	110	109	102.5	102.5	0
Office of the Deputy City Administrator of Budget & Finance	252.59	267	241	254.5	254.5	0
Office of the Mayor	18.5	21	21	27	27	0
Office of Community and Civic Life	53.83	44.6	25.9	14.9	14.9	0
Office of Equity	21	21	23	18	18	0
Commissioner of Public Affairs	8	8	8	8	8	0
Office of Community-Based Police Accountability	0	0	0	7	7	0
Portland Parks & Recreation	654.6	750.53	821.21	834.21	834.21	0
Portland Police Bureau	1,229.9	1,211.9	1,216.9	1,224	1,224	0
Bureau of Planning & Sustainability	117.5	138.7	158.8	150.8	150.8	0
Commissioner of Public Safety	8	8	8	8	8	0
Commissioner of Public Utilities Commissioner of Public Works	8 8	10 12	10 8	8 8	8 8	0
Office of the Public Safety DCA	13.5	56	84	116	116	0
Special Appropriations	3	1	1	5	5	0
Portland Bureau of Transportation	1,021.7	1,061.9	1,064	1,044	1,044	0
Bureau of Technology Services	265.9	268	275	278	278	0
Office of Vibrant Communities	1.1	2	5	8	8	0
Water Bureau	626.55	639.7	670.7	663.7	658.7	-5
Office of Public Works	0	0	0	2	2	0
Sum:	6,822.04	7,244.33	7,275.21	7,371.81	7,378.46	6.65

