

ANNUAL DISCLOSURE INFORMATION

**Pertaining to
City of Portland, Oregon**



\$50,165,000

**Downtown Waterfront Urban Renewal and Redevelopment Bonds
2008 Series A (Federally Taxable) – Dated April 22, 2008**

December 31, 2020

MATURITY SCHEDULES

\$50,165,000*

**Downtown Waterfront
Urban Renewal and Redevelopment Bonds
2008 Series A (Federally Taxable)**

<u>Due June 15</u>	<u>Principal Amount</u>	<u>Interest Rate</u>	<u>CUSIP No. 736746</u>
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\$24,295,000 6.30% Term Bonds due June 15, 2024;
CUSIP Number: 736746 TK4

*Original par amount.

TABLE OF CONTENTS

CITY FINANCIAL AND OPERATING INFORMATION	1
BASIS OF ACCOUNTING	1
FISCAL YEAR	1
AUDITS	1
FINANCIAL REPORTING AND BUDGETING	1
INSURANCE	2
CYBERSECURITY	3
LABOR RELATIONS	3
PENSION PLANS: OREGON PUBLIC EMPLOYEES RETIREMENT SYSTEM.....	4
PENSION PLANS: FIRE AND POLICE DISABILITY AND RETIREMENT PLAN	13
OTHER POST-EMPLOYMENT RETIREMENT BENEFITS (“OPEB”).....	18
LITIGATION	20
DOWNTOWN WATERFRONT URBAN RENEWAL AREA TAX INCREMENT INFORMATION	21
HISTORICAL TRENDS IN MEASURE 5 MARKET VALUES AND ASSESSED VALUES.....	21
OTHER FACTORS AFFECTING TAX COLLECTIONS.....	29
OTHER FACTORS AFFECTING DIVIDE THE TAXES REVENUES	31
HISTORICAL AND PROJECTED TAX INCREMENT REVENUES, MAXIMUM TAX INCREMENT REVENUES, AND DEBT SERVICE.....	33
APPENDIX (AUDITED FINANCIAL STATEMENTS)	

CITY FINANCIAL AND OPERATING INFORMATION

BASIS OF ACCOUNTING

The governmental fund types are reported using the current financial resources measurement focus and the modified accrual basis of accounting. The economic resources measurement focus and the accrual basis of accounting is used for all proprietary fund and fiduciary fund financial statements. The City's accounting practices conform to Generally Accepted Accounting Principles (GAAP) as interpreted by the Governmental Accounting Standards Board (the "GASB"). The Tax Increment Fund is a governmental fund of the City.

FISCAL YEAR

July 1 to June 30.

AUDITS

The Oregon Municipal Audit Law (ORS 297.405 - 297.555) requires an audit and examination be made of the accounts and financial affairs of every municipal corporation at least once each year. The audit shall be made by accountants whose names are included on the roster prepared by the State Board of Accountancy. Moss Adams LLP has performed auditing services for FY 2002-03 through FY 2019-20.

A complete copy of the City's FY 2019-20 audit is available on the EMMA system for municipal securities disclosure established by the MSRB and accessible at <http://emma.msrb.org>.

Excerpts of the City's audited financial statements for the Tax Increment Fund on a GAAP basis are found in the Appendix.

FINANCIAL REPORTING AND BUDGETING

Financial Reporting

The City has been awarded the Government Finance Officers Association ("GFOA") Certificate of Achievement for Excellence in Financial Reporting every year since 1982. According to the GFOA, the Certificate of Achievement is the "highest form of recognition in the area of governmental financial reporting." To be awarded the certificate, a governmental unit must publish an easily readable and efficiently organized comprehensive financial report whose content conforms to program requirements and satisfies both generally accepted accounting principles and applicable legal requirements.

Budget Process

The City prepares annual budgets for all its bureaus and funds in accordance with provisions of Oregon Local Budget Law. The law provides standard procedures for the preparation, presentation, administration, and public notice for public sector budgets. At the outset of the process, the Mayor or the full City Council reviews overall goals, establishes priorities, and provides direction to bureaus.

The City Budget Office, which was created by the City Council in December 2012, coordinates the budget development process. Major City bureaus generally prepare and submit budget requests, five-year financial plans and capital improvement plans. The City Budget Office reviews this information and prepares budget analysis reports for the Mayor and City Council, which summarize the budget requests and highlight issues that may be of particular concern to the City Council, the relevant bureau, or the City Budget Office. A five-year General Fund financial forecast, which serves as the basis for determining resources available for budgeting, is also provided to the City Council.

Bureau budget requests are reviewed by the Mayor and Council members, as well as a panel of community advisors. The Mayor develops a Proposed Budget that addresses City Council priorities, public input, and balancing requirements. Following presentation of the Proposed Budget, a community hearing is scheduled wherein public testimony is taken. A budget summary and notice of hearing are published prior to the hearings. The City Council, sitting as the Budget Committee, considers the testimony from the community and can alter the budget proposal before voting to approve the budget.

The City Council transmits the Approved Budget to the Multnomah County Tax Supervising and Conservation Commission (the "TSCC"), an oversight board appointed by the governor, for public hearing and review for compliance with budget law. Upon certification by the TSCC, the City Council holds a final public hearing prior to adoption. Final adoption of the City's budget is required to be through a vote of the City Council no later than June 30. All committee meetings and budget hearings are open to the public.

The City Council conducts an extensive public information process to obtain direct public input on City service priorities, and most bureaus include key stakeholders in developing their budget requests. In addition to this public outreach process, in January 2014, the City Council approved a five-year contract with the Citizens' Utility Board of Oregon (the "CUB"), an independent consumer advocacy nonprofit organization, to provide input regarding the City's water and sewer bureaus on behalf of residential customers. The City Council renewed the partnership agreement with the CUB in 2019. The CUB provides recommendations to the City Council on capital spending, rates, and customer service issues. On June 10, 2015, the City Council approved creation of the Portland Utility Board, a new citizen oversight panel that replaced the Portland Utility Review Board and budget advisory committees for the Portland Water Bureau and Bureau of Environmental Services. The Portland Utility Board, which is staffed by a dedicated financial analyst, advises the City Council regarding operations of the two utility bureaus, including development of bureau budgets and financial plans, capital spending, and rate setting.

Changes after the budget is adopted are completed through the budget monitoring process ("BMP") and the over-expenditure ordinance ("OEO"). These processes provide City Council the opportunity to change the budget several times per year. The Fall BMP is designed to give the City Council and the public a summary of prior year activity and to make adjustments to the current fiscal year budget. The Spring BMP focuses on project spending and performance estimates for the remainder of the fiscal year and also provides an opportunity to make budget adjustments. The OEO occurs during the month of June and is narrowly focused on addressing fund and program over-expenditures and interfund loans to ensure that funds do not end the fiscal year with negative cash or fund balances.

INSURANCE

The City is exposed to various risks of loss related to theft, damage and destruction of assets, tort claims (general and fleet liability), injuries to employees, acts of terrorism, and natural disasters. The City is self-insured for workers' compensation, fleet and general liability claims and certain employees' medical coverage in internal service funds.

The City estimates liability for incurred losses for reported and unreported claims for workers' compensation, general and fleet liability and employee medical coverage (included in accrued self-insurance claims in the combined statement of net position). Workers' compensation, general and fleet liability estimates are primarily based on individual case estimates for reported claims and through historical data for unreported claims as determined by the City's Risk Management Division and independent actuarial studies. Liabilities are based on an estimated ultimate cost of settling claims, including effects of inflation and other societal and economic factors. The estimated liability is then discounted by the City's expected rate of return and anticipated timing of cash outlays to determine present value of the liability. For FY 2019-20, the expected rate of return used was 2.3 percent. For FY 2020-21, and subsequent years, the expected rate of return used was 2.35 percent. The Bureau of Human Resources and the employee benefits consultant determines relevant employees' medical coverage estimates.

The City provides insurance coverage deemed as adequate, appropriate, and actuarially sound. It meets all the City's anticipated settlements, obligations and outstanding liabilities. An excess liability coverage insurance policy covers individual claims in excess of \$1 million to policy limits, police law enforcement claims in excess of \$2.5 million for claims occurring after November 12, 2013, to policy limits and an excess workers' compensation coverage insurance policy covers claims in excess of \$850,000 for occurrences after July 1, 2012. The City purchases commercial insurance for claims in excess of coverage provided by the self-insurance fund. The City's limits of coverage on the excess liability policy is \$10 million per claim above the self-insurance retention for covered torts. Police Law Enforcement Liability retention increased to \$2.5 million for claims occurring after November 12, 2013.

The City does not have any claims reserved above the current self-insurance retention and excess layer. In the City's last three excess renewals, there have been no material changes in retention, coverage or conditions. Furthermore, current levels of accrued claims and case reserve estimates are viewed as reasonable provisions for expected future losses.

Per Oregon Revised Statute ("ORS") 30.272 limitations on liability of public bodies for personal injury to any single claimant for causes of action arising on or after July 1, 2020, and before July 1, 2021, limitations are \$769,200 for single claimant and \$1.538 million for multiple claimants.

Per ORS 30.273 limitations on liability of public bodies for property damage arising on or after July 1, 2020 and before July 1, 2021, limitations are \$126,200 for single claimant and \$630,800 for multiple claimants.

Liabilities are reported in the applicable fund when it is probable that a loss has occurred and the amount of loss can be reasonably estimated. Liabilities include an amount for claims that have been incurred but not reported. The result of the process to estimate the claims liability is not an exact amount as it depends on many complex factors, such as inflation, changes in legal doctrines, and damage awards. Accordingly, claims are reevaluated for effects of inflation, recent claim settlement trends (including frequency and amount of pay-outs), and other economic and social factors.

The estimate of claims liability also includes amounts for incremental claim adjustment expenses related to specific claims and other claim adjustment expenses regardless of whether any are allocated to specific claims. Estimated recoveries, from salvage or subrogation for example, are another component of the claims liability estimate. Changes in the balances of claims liabilities during the past two years are as follows:

	FY 2019-20	FY 2018-19
Balance, beginning of fiscal year	\$32,420,911	\$31,721,400
Incurred claims and adjustments	61,096,633	66,624,554
Claim cash payments	(63,880,167)	(65,925,043)
Unpaid claims, end of fiscal year	<u>\$29,637,377</u>	<u>\$32,420,911</u>

CYBERSECURITY

The City, like other large public and private entities, relies on a large and complex technology environment to conduct its operations, and consequently faces the threat of cybersecurity incidents. Cybersecurity incidents could result from unintentional events, or from deliberate attacks by unauthorized entities or individuals attempting to gain access to the City’s information technology systems to misappropriate assets or information or to cause operational disruption and damage.

To reduce and mitigate the risk of business operations impact and/or damage from cybersecurity incidents the City has invested in multiple forms of cybersecurity and operational safeguards, including adopting the National Institute of Standards and Technology Cybersecurity Framework to support, maintain, and prioritize securing critical infrastructure and data systems, manage risk, and improve cybersecurity incident detection and remediation. Under the leadership of the City’s Senior Information Security Officer, the City’s Bureau of Technology Services has established a cybersecurity team which is responsible for identifying, evaluating, responding, and reporting on information security risks in a manner that meets compliance and regulatory requirements, and which aligns with and supports the cybersecurity risk posture of the City. Additionally, all information security related standards, policies and administrative rules are reviewed annually.

As a recipient and provider of personal and confidential information, the City has been the subject of cybersecurity incidents that have resulted in, or could have resulted in, adverse consequences to the City’s confidential information and technologies and that required a response action to mitigate potential consequences. The City has not experienced a reportable compromise of its network security in the past two years. Low-level distributed denial of service attacks are commonplace and not a threat to the City, but during 2020 the City experienced two notable distributed denial of service attacks that did not disrupt City essential services or compromise City information but did require activation of the internal incident response teams. The City leverages multiple defense capabilities to protect against such attacks which greatly reduces the likelihood of a successful attack. With the adoption of multi-factor authentication in January 2019 the City has substantially reduced the potential compromise of City confidential information.

The City’s cybersecurity and operational safeguards are periodically internally and externally tested and assessed by external auditors; however the City cannot assure that these measures will prevent all potential cybersecurity attacks, and accompanying disruptions and costs. To offset some of the potential financial costs and risks associated with a breach, the City’s Risk Management Division obtained a cyber-liability insurance policy. The policy provides coverage for privacy liability, data breaches, network security liability and internet media liability to the extent the City is liable. Certain business expenses related to cybersecurity incidents are covered, such as business interruption expenses and costs to recover, restore or replace lost data. The policy provides limited coverage for “social engineering losses”, such as losses resulting from bad actors manipulating employees into performing actions such as wiring finances to banks. Additional limited social engineering coverage is provided separately under the City’s Crime Policy.

LABOR RELATIONS

The City employs approximately 6,028 full-time equivalent personnel. Of these, approximately 4,300 are represented by collective bargaining units. The City’s initial response to the COVID-19 pandemic included implementing a hiring freeze, stoppage of upward pay changes, and mandated furlough days for certain employees. The City has entered into a phased hiring approach, focused on priority areas that address the critical needs.

Table 1
CITY OF PORTLAND, OREGON
Bargaining Units and Contract Status

Collective Bargaining Unit	Number of Employees⁽¹⁾	Contracts & MOUs Expire
District Council of Trade Unions (DCTU) ⁽²⁾	1,132	December 31, 2020
Portland Police Association	791	June 30, 2021
Professional and Technical Employees Local 17	837	December 31, 2021
Portland Fire Fighters Association	654	June 30, 2023
Laborers' International Union of North America Local 483 - Portland City Laborers	618	June 30, 2021
Laborers' International Union of North America Local 483 - Parks and Recreation	103	June 30, 2021
Bureau of Emergency Communications - AFSCME Local 189-2	108	June 30, 2023
Laborers' International Union of North America Local 483 - Seasonal Maintenance Workers	32	June 30, 2022
Portland Police Commanding Officers Association (PPCOA)	25	June 30, 2023

(1) Number of employees refers to number of filled full-time equivalent positions.

(2) DCTU includes DCTU IBEW Local 48; DCTU- Auto Mechanics, District Lodge 24; DCTU-Operating Engineers Local 701; DCTU-Painters and Allied Trades, District Council 5; and DCTU Plumbers Local 290. This contract is currently under negotiation.

Source: *City of Portland*

PENSION PLANS: OREGON PUBLIC EMPLOYEES RETIREMENT SYSTEM

Overview

The Oregon Public Employees Retirement System (“PERS” or “the Statewide PERS System”) provides statewide defined benefit retirement plans for units of state government, political subdivisions, community colleges, and school districts. Most public employers in Oregon, including the City, participate in PERS. PERS is administered under ORS Chapter 238, Chapter 238A, and Internal Revenue Code Section 401(a) by the Public Employees Retirement Board (the “PERS Board”). The PERS Board is responsible for setting policies and for providing administrative direction to PERS. Benefits provided through PERS are paid from the Oregon Public Employees’ Retirement Fund (“OPERF”). PERS is a cost-sharing, multiple-employer public employee retirement system.

City employees (other than certain fire and police personnel), after six months of employment, participate in one of three retirement pension benefit programs provided through PERS as described below. The three PERS pension programs include two closed defined benefit programs and one program that has features of both defined benefit and defined contribution plans. In a defined benefit plan, the investment risk for the plan assets is borne by the employer. In a defined contribution plan, the investment risk for the plan assets is borne by the employee. A combination of participating employer contributions (determined by the PERS Board based upon the results of actuarial valuations), investment earnings and employee-paid contributions (currently, for the City, six percent of salaries and nine percent for police and fire employees) fund these pension programs. See “—Employer Contribution Rates and Amounts” and “—PENSION PLANS: FIRE AND POLICE DISABILITY AND RETIREMENT FUND” below.

Benefit Programs

Employees hired before January 1, 1996, are known as “Tier 1” participants. The retirement benefits applicable to Tier 1 participants are based on a defined benefit model. Tier 1 has a normal retirement age of 58 and, effective January 1, 2018, an assumed earnings rate guarantee of 7.20 percent. PERS maintains a “Tier One Rate Guarantee Reserve” which is credited with investment earnings in excess of the assumed earnings rate guarantee and used to offset the effects of investment earnings below the assumed earnings rate guarantee. As of June 30, 2020, the balance of this reserve was \$448.8 million. As of June 30, 2020, there were 16,323 active plan members, 129,520 retired plan members or their beneficiaries currently receiving benefits, 7,149 inactive plan members entitled to but not yet receiving benefits, and 2,781 inactive plan members eligible for the refund value of their account only, for a total of 155,773 Tier One members in the Statewide PERS System.

Employees hired on or after January 1, 1996, and before August 29, 2003, are known as “Tier 2” participants. The Tier 2 program also provides a defined benefit but with lower expected costs to employers than under the Tier 1 benefit. There is no assumed earnings rate guarantee and Tier 2 has a higher normal retirement age of 60. As of June 30, 2020, there were 31,548 active plan members, 17,162 retired plan members or their beneficiaries currently receiving benefits, 5,420 inactive plan members entitled to

but not yet receiving benefits, and 8,460 inactive plan members eligible for the refund value of their account only, for a total of 62,590 Tier 2 members in the Statewide PERS System.

Employees hired on or after August 29, 2003, are participants in a successor retirement program to the Tier 1 and Tier 2 retirement programs (the “T1/T2 Pension Programs”) known as the Oregon Public Service Retirement Plan (“OPSRP”). OPSRP consists of a defined benefit plan and also offers the Individual Account Program (“IAP”), which offers a defined contribution benefit. As of June 30, 2020, there were 130,806 active plan members, 6,940 retired plan members or their beneficiaries currently receiving benefits, 6,281 inactive plan members entitled to but not yet receiving benefits, and 16,439 inactive plan members not eligible for refund or retirement, for a total of 160,466 OPSRP Pension Program members.

Effective January 1, 2004, all active Tier 1 and Tier 2 employees also became members of the IAP. Tier 1 and Tier 2 employees retain their existing T1/T2 Pension Program account, but member contributions are now deposited into the member’s IAP account, not into the member’s PERS account. Pursuant to Senate Bill 1049 adopted in the 2019 Legislative Session, 6 percent of the contributions currently made to the IAP will be redirected to an “Employee Pension Stability Account” for certain PERS employees. See “- Recent Developments Related to PERS” below.

Apportionment of City Assets and Liabilities

The City is pooled with the State of Oregon and other Oregon local government and community college public employers for its T1/T2 Pension Programs (the “State and Local Government Rate Pool” or “SLGRP”), and the SLGRP’s assets and liabilities are pooled. These assets and liabilities are not tracked or calculated on an employer basis or allocated to individual employers. The City’s portion of the SLGRP’s assets and liabilities is based on the City’s proportionate share of SLGRP’s pooled covered payroll. OPSRP’s assets and liabilities are pooled on a program-wide basis. These assets and liabilities are not tracked or calculated on an employer basis or allocated to individual employers. The City’s share of OPSRP’s assets and liabilities is based on the City’s proportionate share of OPSRP’s pooled covered payroll. The City’s proportionate liability of the T1/T2 Pension Programs and OPSRP may increase if other pool participants fail to pay their full employer contributions.

Employer Asset Valuation and Liabilities

Oregon statutes require an actuarial valuation of the Statewide PERS System by a competent actuary at least once every two years. The current PERS actuary is Milliman, Inc. (“Milliman”). Under current practice, actuarial valuations are performed annually, but only valuations as of the end of each odd-numbered year are used to determine annual required employer contribution rates that employers will be required to pay to fund the obligations of T1/T2 Pension Programs, OPSRP and the PERS-sponsored Retirement Health Insurance Account Plan (“RHIA”). For a description of RHIA, see “OTHER POST-EMPLOYMENT RETIREMENT BENEFITS” below. Valuations are released approximately one year after the valuation date.

An employer’s unfunded actuarial liability (“UAL”) is the excess of the actuarially determined present value of the employer’s benefit obligations to employees over the existing actuarially determined assets available to pay those benefits. The following table shows certain methods and assumptions adopted by the PERS Board, which are the basis for the actuarial valuations.

Table 2
OREGON PUBLIC EMPLOYEES RETIREMENT SYSTEM
Actuarial Assumptions and Methods

ASSUMPTION/METHOD	2016 & 2017 VALUATIONS⁽¹⁾	2018 & 2019 VALUATIONS⁽²⁾
Actuarial Cost Method:	Entry Age Normal	Unchanged
UAL Method: T1/T2 Programs	Level Percentage of Payroll over 20 years (fixed)	Unchanged
OPSRP	Level Percentage of Payroll over 16 years (fixed)	Unchanged
Asset Valuation Method:	Market Value ⁽³⁾	Unchanged
Investment Rate of Return:	7.20%	Unchanged
Payroll Growth Rate:	3.50%	Unchanged
Inflation Level:	2.50%	Unchanged
Contribution Rate Stabilization Method:	Contribution rate may increase or decrease by 3% of payroll or by 20% of the previous rate; whichever is greater, when an employer's funded status is between 70% and 130%. At a funded status of 60% or less, or 140% or more, the limitation doubles to 6% of payroll or 40% of the previous rate, whichever is greater. At a funded status between 60% and 70% or 130% and 140%, the limitation increases in increments between 3%-6% of payroll or 20%-40% of the previous rate, whichever is greater.	Unchanged

- (1) Assumptions and methods adopted by the PERS Board on July 28, 2017, that apply to actuarial valuations as of December 31, 2016, and December 31, 2017.
- (2) Assumptions and methods adopted by the PERS Board on October 4, 2019 that apply to actuarial valuations as of December 31, 2018 and as of December 31, 2019 when released in the fall of 2020. See information regarding the one-time amortization of the unfunded actuarial liability as of December 31, 2019 as described in "PENION PLANS: OREGON PUBLIC EMPLOYEES RETIREMENT SYSTEM – Recent Developments Related to PERS."
- (3) Market value of assets reduced by value of assets in statutory reserves (contingency, capital preservation and rate guarantee reserves).

Source: *Oregon Public Employees Retirement System*

Milliman released its 2016 valuation for the Statewide PERS System as of December 31, 2016 (the "2016 System Valuation") on December 6, 2017, its 2017 valuation for the Statewide PERS System as of December 31, 2017 (the "2017 System Valuation") on September 28, 2018, its 2018 valuation for the Statewide PERS System as of December 31, 2018 (the "2018 System Valuation") on December 12, 2019, and its 2019 valuation for the Statewide PERS System as of December 31, 2019 (the "2019 System Valuation") on September 17, 2020. These reports include system-wide actuarial valuations for the T1/T2 Pension Programs and OPSRP.

Milliman released the City's individual 2016 valuation as of December 31, 2016, (the "2016 City Valuation") on December 7, 2017, the City's 2017 valuation as of December 31, 2017, (the "2017 City Valuation") on October 17, 2018, the City's individual 2018 valuation as of December 31, 2018 (the "2018 City Valuation") on December 12, 2019, and the City's individual 2019 valuation as of December 31, 2019 (the "2019 City Valuation") in October 2020. These valuation reports provide the City's portion of (a) the SLGRP based on the City's proportionate share of the total SLGRP covered payroll as of the valuation date, (b) OPSRP based on the City's proportionate share of total OPSRP covered payroll as of the valuation date, and (c) the RHIA based on the City's proportionate share of the total RHIA covered payroll as of the valuation date.

The tables below provide historical summary valuation information for the Statewide PERS System and for the City.

Table 3
OREGON PUBLIC EMPLOYEES RETIREMENT SYSTEM
Summary of Statewide PERS System Funding Levels
(\$ in Millions)⁽¹⁾

STATEWIDE PERS SYSTEM				
Calendar Year	Actuarial Value of Assets ⁽²⁾	Actuarial Liability	Unfunded Actuarial Liability	Funded Ratio (%)
2010	\$46,004.4	\$59,329.5	\$13,325.1	77.5%
2011	43,238.8	61,198.4	17,959.6	76.1
2012 ⁽³⁾	49,265.9	60,405.2	11,139.3	81.6
2013 ⁽³⁾	54,090.1	62,593.6	8,503.5	86.4
2014 ⁽⁴⁾	55,518.2	73,458.9	17,940.7	75.6
2015	54,365.8	76,196.6	21,830.8	71.3
2016	55,670.2	80,970.3	25,300.1	68.8
2017	61,764.9	84,056.1	22,291.2	73.5
2018	59,593.0	86,574.7	26,981.7	68.8
2019	64,842.2	89,445.7	24,603.5	72.5

(1) Composed of Tier 1/Tier 2 and OPSRP pensions but excluding retiree healthcare subsidies of RHIA.

(2) Does not take into account offsets for deposits made by individual employers from bond proceeds or cash on hand in side accounts

(3) Reflects the legislative changes enacted by the Oregon Legislative Assembly in 2013 (the "2013 PERS Bills") to reduce future benefit payments, resulting in a reduction of the PERS unfunded actuarial liability by approximately \$5 billion.

(4) In April 2015, the Oregon Supreme Court announced a decision on lawsuits challenging the provisions of the 2013 PERS Bills. The decision upheld the elimination of a benefit increase for out-of-state retirees but declared other benefit reductions unconstitutional as applied to benefits earned prior to the June 1, 2013 effective date of the 2013 PERS Bills.

Source: *Oregon Public Employees Retirement System*

Table 4
OREGON PUBLIC EMPLOYEES RETIREMENT SYSTEM
Summary of City Funding Levels
(\$ in Millions)⁽¹⁾

Calendar Year	Actuarial Value of Assets	Actuarial Liability	Unfunded Actuarial Liability	Funded Ratio (%)
2010	\$1,499.8	\$1,672.5	\$172.7	89.7
2011	1,459.0	1,724.2	265.3	84.6
2012 ⁽²⁾	1,624.8	1,744.3	119.5	93.2
2013 ⁽²⁾	1,762.8	1,804.7	41.9	97.7
2014 ⁽³⁾	1,844.1	2,210.1	366.0	83.4
2015	1,820.6	2,335.5	514.9	78.0
2016	1,891.4	2,540.2	648.8	74.4
2017	2,171.1	2,776.3	605.2	78.2
2018	2,202.1	3,048.8	846.8	72.2
2019	2,468.6	3,286.6	818.0	75.1

- (1) Composed of Tier 1/Tier 2 and OPSRP pensions but excluding retiree healthcare subsidies of RHIA. City information is calculated separately for the SLGRP and OPSRP using the City's payroll as a percentage of combined payroll of the respective rate pools. SLGRP values include pre-SLGRP and transition liabilities/surpluses created when the City joined the prior local government rate pool and the SLGRP.
- (2) Reflects the legislative changes enacted by the Oregon Legislative Assembly in 2013 (the "2013 PERS Bills") to reduce future benefit payments, resulting in a reduction of the PERS unfunded actuarial liability by approximately \$5 billion.
- (3) In April 2015, the Oregon Supreme Court announced a decision on lawsuits challenging the provisions of the 2013 PERS Bills. The decision upheld the elimination of a benefit increase for out-of-state retirees but declared other benefit reductions unconstitutional as applied to benefits earned prior to the June 1, 2013 effective date of the 2013 PERS Bills.

Source: Oregon Public Employees Retirement System

The following table presents a history of the City’s member payroll, unfunded actuarial liability and ratio of unfunded actuarial liability to payroll.

Table 5
OREGON PUBLIC EMPLOYEES RETIREMENT SYSTEM
City Payroll for PERS Members and Unfunded Actuarial Liability

Calendar Year	Payroll	Unfunded Actuarial Liability	Unfunded Liability to Payroll Ratio (%)
2010	\$307,538,429	\$172,726,579	56
2011	303,508,135	265,267,189	87
2012	311,688,601	119,477,128	38
2013	313,291,592	41,882,231	13
2014	335,113,826	365,964,877	109
2015	350,158,915	514,861,639	147
2016	362,850,562	648,861,639	179
2017	384,409,335	605,231,941	157
2018	434,168,788	846,761,641	195
2019	477,067,656	817,975,831	171

Source: Oregon Public Employees Retirement System

The funded status of the pension programs may change depending on the market performance of the securities that the OPERF is invested in, future changes in compensation and benefits of covered employees, demographic characteristics of members and methodologies and assumptions used by the actuary in estimating the assets and liabilities of PERS. Additionally, the market value of the investments held in the OPERF is determined using various sources. The COVID-19 pandemic has already caused major declines in the value of PERS’ investments which is expected to increase the System-wide UAL and City UAL. For recent announcements regarding the effects of the COVID-19 pandemic on the System-wide UAL, see “- Recent Developments Related to PERS” below.

State Investment Policy

The Oregon State Treasury is the investment officer for the state of Oregon. Investment standards are established in ORS 293.726 and require funds to be managed as a prudent investor would do. The Oregon Investment Council (“OIC”) establishes policies for the investment and reinvestment of moneys in PERS investment funds. Policies are established based on the primary investment asset class of each investment manager. The OIC has approved the following asset classes for the OPERF: Short-Term Investing, Fixed Income, Real Estate, Public and Private Equities, and Alternative Investments. In addition, OPERF invests in the Opportunity Portfolio, which may be populated with investment approaches across a wide range of investment opportunities with no limitation as to asset classes or strategies. The target investment portfolio mix at market value was revised at the OIC meeting of April 24, 2019, to 32.5 percent global equity, 17.5 percent private equity, 20 percent fixed income, 12.5 percent real estate, 7.5 percent alternatives – illiquid, 7.5 percent alternatives – diversifying strategies and 2.5 percent risk parity.

The following table presents a 10-year history of investment returns for the OPERF.

Table 6
OREGON PUBLIC EMPLOYEES RETIREMENT FUND
Oregon PERS Investment Returns⁽¹⁾

Fiscal Year	Net
Ending June 30	Returns (%)
2011	22.3
2012	1.6
2013	12.7
2014	16.6
2015	4.3
2016	1.2
2017	11.9
2018	9.4
2019	6.5
2020	0.5

(1) Total fund performance, excluding variable account.

Source: Oregon Public Employees Retirement Fund System Comprehensive Annual Financial Report for FYs 2010-11 through 2019-20

The following table presents annualized investment returns over the most recent 1-year, 3-year and 5-year periods. Calculations were prepared using a time-weighted rate of return based on market rates in accordance with the Global Investment Performance Standards performance presentation standards.

Table 7
OREGON PUBLIC EMPLOYEES RETIREMENT FUND
Annualized Investment Results⁽¹⁾

Periods Ending June 30, 2020	Annualized		
	1-Year	3-Year	5-Year
Total Portfolio, Excluding Variable	0.5%	5.4%	5.9%

(1) Total fund performance, regular account. Excludes variable account.

Source: Oregon Public Employees Retirement Fund System Comprehensive Annual Financial Report for FY 2019-20

Employer Contribution Rates and Amounts

At the end of each odd-numbered year, actuarial valuations determine the employer contribution rates that are officially set by the PERS Board. Pursuant to ORS 238.225, all employers participating in PERS are required to make their contribution to PERS based on the employer contribution rates set by the PERS Board.

PERS funding policy provides for monthly employer contributions at actuarially determined rates. These contributions, expressed as a percentage of covered payroll, are intended to accumulate sufficient assets to pay benefits when due. Employer contribution rates are based upon the current and projected cost of benefits and the anticipated level of funding available from the OPERF, including known and anticipated investment performance of the OPERF.

The City’s employer contribution rates were derived using a rate stabilization methodology (the “Rate Collar”) designed to cap rate increases and reduce large fluctuations in employer contribution rates. Such rate increases are shifted to future biennia. See Table 2 for a summary of the Rate Collar in effect. Because of the Rate Collar, the PERS Board-approved employer contribution rates for some employers, including the City, are currently less than the actuarially required contribution (“ARC”).

T1/T2 Pension Programs employees and OPSRP employees are required by state statute to contribute six percent of their annual salary to the respective programs. Employers are allowed to pay the employees’ contribution in addition to the required employers’ contribution. The City has elected to make the employee contribution. An employer also may elect via written employment policy

or agreement to make additional employer contributions to its employees' IAP accounts in an amount that can range from not less than one percent of salary to no more than six percent of salary and must be a whole percentage. Employers may make this policy or agreement for specific groups of their employees. The City has elected to make an optional contribution to the IAP accounts of public safety employees hired after January 1, 2007, of an additional three percent of their annual salary.

The table below shows the City's employer contribution rates for the 2017-19 biennium that ended on June 30, 2019. The table also shows the City's current employer contribution rates for the 2019-21 biennium that began on July 1, 2019, as reported in the 2017 City Valuation and the City's employer contribution rates for the 2021-23 biennium as reported in the 2019 City Valuation. The rates reported in the table do not include the six percent and nine percent employee contribution rates for contributions to the IAP paid by the City.

Table 8
OREGON PUBLIC EMPLOYEES RETIREMENT SYSTEM
Employer Contribution Rates for the City
Percentage of Covered Payroll⁽¹⁾⁽²⁾

Payrolls Paid	Past Rates 2017-2019	Current Rates 2019-21	Future Rates 2021-2023
T1/T2	17.62%	21.86%	22.35%
OPSRP General Services	10.69	15.53	18.36
OPSRP Police and Fire	15.46	20.16	22.72

(1) Includes contribution rates to fund RHIA. See "OTHER POST-EMPLOYEE RETIREMENT BENEFITS – PERS Program." For FY 2019-20, one percent of the City's covered payroll for the three pension benefit programs was approximately: \$1,274,874 for T1/T2 Pension Programs; \$725,733 for OPSRP general services; and \$2,767,561 for OPSRP police and fire.

(2) Includes adjustments for side accounts and pre-SLGRP liabilities.

Source: City of Portland, Oregon Public Employees Retirement System

The City's contribution rates may increase or decrease due to a variety of factors, including the investment performance of the OPERF, the use of pension-related reserves, further changes to system valuation methodology and assumptions and decisions by the PERS Board, and changes in benefits resulting from legislative modifications. The City cannot predict whether any legislation or related actions will attempt to further modify the PERS System or whether such attempts would withstand legal challenge.

The City's financial plan has been updated to incorporate higher growth assumptions for PERS employer rates. For each of the next two biennia (FYs 2021-22 and 2022-23 and FYs 2023-24 and 2024-25), the financial plan assumes increases in rates for both T1/T2 and OPSRP of approximately 5%.

City Funding Policy

In August 2014, the City Council approved a policy regarding funding of its PERS pension liability. The policy requires the City to make contributions at no less than the rate established by the PERS Board and required by ORS 238.225. The City has always funded its full employer contribution as required by ORS 238.225. See "—Employer Contribution Rates and Amounts" above.

Pension Obligation Bonds

In addition to their PERS contribution, City bureaus in existence as of November 10, 1999, (the issue date of the bonds) are required to make a contribution to pay debt service on outstanding Limited Tax Pension Obligation Revenue Bonds (the "Pension Obligation Bonds"), which were issued to fund the City's share of the unfunded actuarial liabilities of PERS as of December 31, 1997. The Pension Obligation Bonds were issued in three series: one series of fixed rate bonds in an amount of \$150,848,346 and two series of auction rate securities in an aggregate amount of \$150,000,000. Pension Obligation Bonds issued as auction rate securities were fully repaid on June 1, 2019. The final maturity of the fixed rate Pension Obligation Bonds is June 1, 2029. Proceeds of the Pension Obligation Bonds were deposited with PERS. Table 9 below shows the debt service paid by the City on its Pension Obligation Bonds.

Total City Pension Contribution

The following table shows the amount of City contributions paid to PERS for the three pension programs including amounts paid by the City for the employee contribution. Contributions include the payments from the Fire and Police Disability and Retirement Fund for pensions of police and firefighters participating in the T1/T2 Pension Programs and OPSRP. Fire and Police Disability and Retirement Fund contributions are funded from a dedicated Citywide property tax levy (the “FPDR levy”). See “—PENSION PLANS: FIRE AND POLICE DISABILITY AND RETIREMENT FUND” below. In FY 2019-20, approximately 73 percent of the total cash contribution was for the employer share and 27 percent was for the employee share. The City made its required contribution for its pension obligation in all years. See “—Employer Contribution Rates and Amounts” above.

Table 9
CITY OF PORTLAND, OREGON
City Contribution Related to PERS

Fiscal Year Ending June 30	City’s Required Cash Contribution to PERS⁽¹⁾	Debt Service on Pension Obligation Bonds	Total Cash Contribution for Pension Costs
2011	\$33,622,080	\$16,416,215	\$50,038,295
2012	45,229,731	17,740,796	62,970,527
2013	45,278,556	19,433,725	64,712,281
2014	45,868,558	21,129,361	66,997,919
2015	46,969,145	23,074,692	70,043,837
2016	55,530,023	25,350,317	80,880,340
2017	58,637,409	27,853,142	86,490,551
2018	76,185,383	30,540,190	106,725,574
2019	86,437,805	33,027,629	119,465,434
2020	113,491,659	35,237,088	148,728,747

(1) Includes City’s statutorily required employer contribution for T1/T2 and OPSRP pension program and its pension contribution on behalf of employees. Includes contributions from the FPDR levy and other non-General Fund bureaus such as the Water Bureau and the Bureau of Environmental Services. Cash contribution to PERS excludes amount paid by Prosper Portland.

Source: Oregon Public Employees Retirement System and City of Portland; Oregon

Recent Developments Related to PERS

In 2019, the Legislature adopted and the Governor signed Senate Bill 1049 (“SB 1049”), which makes certain modifications to the amortization of the UAL and benefits provided to employees retiring after December 31, 2019. Such modifications include: a one-time re-amortization of the UAL associated with Tier 1 and Tier 2 benefits that is measured as of December 31, 2019 and extending that amortization to 22 years; redirecting a portion of the 6 percent contributions currently made to the IAP to an “Employee Pension Stability Account” (“EPSA”) within the PERS fund when an employee’s salary exceeds \$2,500 per month (indexed annually); removing all current hourly limitations on retirees who work for a PERS employer after retirement, while mandating that such employer shall continue to make pension contributions at the previous employer rate; and capping the annual salary used in the calculation of certain retirement packages for all tiers to \$195,000 (indexed annually).

According to the Legislative Fiscal Office, the re-amortization of the T1/T2 UAL from 20 years to 22 years is expected, under current actuarial assumptions, to extend the retirement of the UAL by approximately six years. The City cannot predict whether SB 1049 will be subject to legal challenges that could affect some or all of its provisions.

The COVID-19 pandemic has already caused and may in the future cause declines in the value of PERS’ investments which could lead to increases in the System-wide UAL and City UAL.

PENSION PLANS: FIRE AND POLICE DISABILITY AND RETIREMENT PLAN

Overview

The following discussion pertains to the City's Fire and Police Disability, Retirement and Death Benefit Plan (the "FPDR Plan"). The FPDR Plan was established in 1942 to provide disability, retirement and death benefits for sworn members of the City's Bureaus of Fire and Police and their survivors. The FPDR Plan is governed by a Board of Trustees (the "FPDR Board"), composed of the Mayor or Mayor's designee, two active members of the Fire and Police Bureaus and two citizens appointed by the Mayor and confirmed by the City Council. The Fire and Police member trustees are elected by the active members of the Fire Bureau and Police Bureau, respectively. The citizen trustees must have relevant experience in pension or disability matters. The FPDR Plan is administered by the Bureau of Fire and Police Disability and Retirement, led by the Fund Administrator.

The FPDR Plan's authority for vesting and benefit provisions is provided by Chapter 5 of the City Charter. Most amendments require majority approval of the voters in the City. Ten revisions have been passed by the voters since the creation of the plan. The most recent voter revision, comprised of eleven different plan amendments, was passed November 6, 2012. City Council may provide by ordinance any additional benefits that the City is required by law to extend to the members and may also change benefits by ordinance to maintain the FPDR Plan's tax-qualified status. The most recent amendments by the City Council occurred in 2020.

Benefit Programs

The FPDR Plan consists of three tiers, two of which are now closed to new employees. The retirement plans for FPDR One, the original plan, and FPDR Two, a second plan created in 1990, are single-employer, defined-benefit plans administered by the FPDR Board. In addition to retirement benefits for FPDR One and FPDR Two members, the FPDR Plan provides service-connected, nonservice-connected, and occupational disability benefits for FPDR One, FPDR Two and FPDR Three members. FPDR Plan members do not participate in Social Security and do not receive Social Security benefits for their years of service.

FPDR One. Sworn members of the Police and Fire Bureaus subject to the FPDR Plan as constituted prior to July 1, 1990, are included in the FPDR One tier. All FPDR One members are now retired or receiving long-term disability benefits. Under FPDR One, retirement benefits are provided upon termination of employment on or after attaining age 50 (with 25 or more years of service) or 55 (with 20 years or more of service). Retirement benefits are paid to members at two percent of current top-step pay for a police officer or firefighter for each year of service (up to 60 percent); therefore, FPDR One members receive postretirement benefit increases equal to increases in current top-step police officer or firefighter pay.

FPDR Two. Sworn members of the Police and Fire Bureaus subject to the FPDR Plan as constituted after June 30, 1990, and first sworn before January 1, 2007, are included in the FPDR Two tier. Under FPDR Two, retirement benefits are provided upon termination of employment on or after attaining age 55, or on or after attaining age 50 if the member has 25 or more years of service. Members become 100 percent vested after five years of service. Benefits are paid using a formula tied to years of service and the highest one-year base pay the member received during the final three years of employment. The FPDR Board has the authority to grant postretirement benefit increases to FPDR Two members, so long as the increases do not exceed increases awarded to sworn retirees of PERS. Members enrolled in the FPDR Plan and still working prior to July 1, 1990, were required to make an election as to whether they wished to fall under the provisions of the FPDR Plan as constituted prior to July 1, 1990 (now called FPDR One) or become subject to the new FPDR Two provisions after June 30, 1990.

FPDR Three. Sworn members of the Police and Fire Bureaus hired on or after January 1, 2007, are included in the FPDR Three tier; those sworn on or after January 1, 2013, become FPDR Three members after six months of service. These participants are part of OPSRP for retirement benefits and are under the FPDR Plan for disability and pre-retirement death benefits, offset by any benefits received on account of disability or death under OPSRP. Retirement benefits for these participants are pre-funded, and the FPDR levy pays the employee and employer portions of the OPSRP contribution. For information regarding OPSRP and the employee and employer contribution rates for OPSRP, see "PENSION PLANS: OREGON PUBLIC EMPLOYEES RETIREMENT SYSTEM," above.

Funding

The FPDR levy is a special property tax levy which cannot exceed two and eight-tenth mills on each dollar of valuation of property (\$2.80 per \$1,000 of Real Market Value) that is not exempt from such levy. The FPDR levy has been sufficient in all years to meet required annual benefit payments. In the event that collections from this special property tax levy are less than the amount required for payment of benefits in any particular year, the FPDR Fund could receive advances from the FPDR Reserve Fund first and then from other City funds to make up the difference. While the FPDR Fund has not experienced any funding shortfalls to date, future funding is dependent on the availability of property tax revenues and, in the absence of sufficient property tax revenues, other legally available City funds.

Although the City Charter provides the FPDR Plan with dedicated property tax levy authority, the Oregon state constitution caps each property’s general government taxes at \$10 per \$1,000 of Real Market Value. After reaching this point, all levies, including the FPDR levy, are subject to compression under the State Constitution (“Measure 5 compression”) to fit within the \$10 limit. For this reason, it is unlikely that FPDR could collect the full \$2.80 per \$1,000 of Real Market Value on each property. In FY 2020-21, the tax loss due to Measure 5 compression was \$9.1 million, or 5.0 percent of the FPDR levy.

Retirement Plan Asset Valuation and Liabilities

The table below shows key assumptions for the most recent valuation of the FPDR Plan. Mortality and other assumptions are regularly reviewed and updated as needed. The discount rate is equal to the June 30 value of the Bond Buyer General Obligation 20-Bond Municipal Bond Index each year, in accordance with the requirement of Governmental Accounting Standards Board Statement No. 67 (“GASB 67”) that plans use a risk-free discount rate for the portion of the plan’s liability that is not prefunded.

Table 10
CITY OF PORTLAND, OREGON
FPDR Plan -- Actuarial Assumptions and Methods
For the June 30, 2018 Valuation

Actuarial Cost Method	Entry Age Normal
Actuarial Value of Assets	Market Value
Funding Policy	Pay-As-You-Go
Discount Rate	3.87%
Payroll Growth Rate	3.75%

Source: Milliman Inc., City of Portland Fire & Police Disability & Retirement (FPDR) Fund, Pension Actuarial Valuation Report as of June 30, 2018, dated January 15, 2019

As distinguished from the pension plan for FPDR Three members, assets generally are not accumulated in the current year to pay for benefit payments in future years for the FPDR Plan. The table below shows funding levels for the FPDR Plan over the past ten fiscal years. In accordance with the Charter’s provisions, there are no requirements to fund the FPDR Plan using actuarial techniques. The FPDR Plan is funded on a pay-as-you-go basis. Each year’s benefits and expenses are paid for with employer contributions derived from dedicated property tax revenue received during that year. Because of the FPDR Plan’s pay-as-you-go funding basis, the unfunded actuarial accrued pension liability and net pension liability (the new terminology per GASB 67 implemented by the City effective June 30, 2014), do not reflect the value of dedicated future revenues from the property tax levy. See “—FPDR Fund and Levy Adequacy” below. As reflected in the City’s CAFR for FY 2019-20, and required by GASB 68, the net pension liability for the FPDR Plan is a primary factor in the City’s unrestricted net position deficit for governmental activities for FY 2019-20, and contributed to the City’s total net position decrease from FY 2012-13 to FY 2013-14, when GASB 68 was implemented. See table entitled “Net Position by Component Last Ten Fiscal Years (accrual basis of accounting)” on page 383 of the City’s CAFR for FY 2019-20.

Table 11
CITY OF PORTLAND, OREGON
FPDR Plan --Summary of Funding Levels⁽¹⁾

Fiscal Year Ending June 30	Actuarial Value of Assets	Actuarial Liability	Unfunded Actuarial Liability⁽¹⁾	Funded Ratio⁽²⁾
2009 ⁽³⁾	\$11,571,074	\$2,279,923,000	\$2,268,351,926	0.51%
2010	16,542,896	2,549,479,088	2,532,936,192	0.65
2011 ⁽³⁾	25,648,253	2,610,360,794	2,584,712,541	0.98
2012 ⁽³⁾	20,287,803	2,674,072,175	2,653,784,372	0.76

Fiscal Year Ending June 30⁽³⁾	Plan Net Position, Ending	Total Pension Liability	Net Pension Liability⁽²⁾	Net Position as Percent of Total Liability⁽²⁾
2013	\$17,155,015	\$2,517,096,534	\$2,499,941,519	0.68%
2014	20,532,924	2,473,970,866	2,453,437,942	0.83
2015	21,876,942	2,896,894,767	2,875,017,825	0.76
2016	17,425,353	3,391,461,315	3,374,035,962	0.51
2017	14,150,087	3,367,105,729	3,352,955,642	0.42
2018	17,790,774	3,295,142,974	3,277,352,200	0.54
2019	20,001,298	3,568,635,904	3,548,634,606	0.56
2020	18,638,401	4,407,176,740	4,388,538,339	0.42

(1) Table reflects transition to new accounting classifications as required by the Governmental Accounting Standards Board beginning with FY 2012-13.

(2) Does not include value of future dedicated FPDR property tax collections.

(3) Amounts are calculated by rolling forward prior actuarial valuations. See Table 12 below for a summary of the June 30, 2016, and June 30, 2018, valuations.

Source: City of Portland audited financial statements

Overall the net pension liability decreased from \$3.67 billion on June 30, 2016, to \$3.31 billion on June 30, 2018, as shown in Table 12 below. Note that these valuations differ from results shown in Table 11 above because they are based on actual results prepared by Milliman and are not roll-forward amounts of prior valuations.

Table 12
CITY OF PORTLAND, OREGON
FPDR Plan--Summary of Most Recent Actuarial Valuations

Fiscal Year Ending June 30	Plan Assets	Total Pension Liability	Net Pension Liability
2016	\$17,425,353	\$3,689,965,110	\$3,672,539,757
2018	17,790,776	3,323,733,057	3,305,942,281

Source: Milliman Inc., City of Portland Fire & Police Disability & Retirement (FPDR) Fund, Pension Actuarial Valuation Report as of June 30, 2018, dated January 15, 2019

Between FY 2015-16 and FY 2017-18, the primary reason for the reduction in the plan's pension liability is the increase in the discount rate (the June 30 value of the Bond Buyer General Obligation 20-Bond Municipal Bond Index each year). The rate rose from 2.85 percent on June 30, 2016 to 3.87 percent on June 30, 2018, dropping the pension liability by \$554 million. In addition, projected longevity declined for some participant types as a result of changes in mortality assumptions, which decreased the pension liability by a relatively small \$35 million. Mortality assumptions are routinely updated to reflect the experience of the larger and more statistically valid Oregon PERS sworn population. Partially offsetting these reductions were increases caused by divergence between recent experience and long-term assumptions, particularly with respect to active participant salary growth.

FPDR Fund and Levy Adequacy

A critical measure of the FPDR Fund's financial health is whether the dedicated property tax will ever be insufficient to fully cover benefit expenditures both for the pay-as-you-go FPDR Plan and contributions to the pre-funded OPSRP plan. The table below compares the certified tax levy for FPDR Plan contributions (for FPDR One and FPDR Two participants) and OPSRP contributions (for FPDR Three participants) with the amount authorized based on the \$2.80/\$1,000 Charter limitation. Between FY 2011-12 and FY 2020-21, Real Market Value of property subject to taxation has grown by a compounded annual rate of approximately 7.8 percent.

Table 13
CITY OF PORTLAND, OREGON
FPDR Fund--Certified Levies Compared with Maximum Levies Authorized

FYE	Tax Levy	Certified	Maximum Levy	Amount Available
June 30	per \$1,000 RMV	Tax	Authorized	to be Certified from
		Levy ⁽¹⁾	(\$2.80/1,000 RMV)	Authorized Levy
2012	\$1.41	\$114,264,711	\$227,257,618	\$112,992,907
2013	1.55	123,564,952	223,709,460	100,144,508
2014	1.62	136,383,540	235,325,707	98,942,167
2015	1.48	136,883,230	259,331,341	122,448,111
2016	1.30	133,795,013	287,358,793	153,563,780
2017	1.15	138,900,728	338,199,473	199,298,745
2018	1.13	155,553,793	384,951,394	229,397,601
2019	1.09	163,748,624	419,138,031	255,389,407
2020	1.10	168,768,476	427,766,153	258,997,677
2021	1.15	182,346,015	445,250,065	262,904,050

(1) Before Measure 5 Compression, delinquencies and discounts.

Source: City of Portland

The table below shows historical taxes imposed (after Measure 5 compression) and historical expenditures for retirement benefits and death and disability benefits. As fire and police retirement benefits transition from a pay-as-you-go system to a pre-funded system through OPSRP, the FPDR levy will be funding pensions for two generations of FPDR members simultaneously: FPDR One and FPDR Two members who are funded on a pay-as-you-go basis during their retirement years and FPDR Three members whose retirement benefits are pre-funded through OPSRP during their working careers. Costs for disability benefits will continue to be paid on a pay-as-you go basis. As described below, higher costs are expected over approximately the next 20 years, with the potential for higher tax levy rates.

Table 14
CITY OF PORTLAND, OREGON
FPDR Fund--Imposed Levies and Expenditures for
FPDR Fund--Imposed Levies and Expenditures for Pension Benefits and Death/Disability Benefits

Fiscal Year Ending June 30	Imposed Tax Levy⁽¹⁾	FPDR One & Two Pension Benefits	FPDR Three OPSRP Contributions	Disability & Funeral Benefits	Total FPDR Benefit Contributions
2011	\$114,217,070	\$90,464,611	\$2,865,737	\$7,938,636	\$101,268,984
2012	108,666,428	94,708,986	4,735,637	7,064,187	106,508,810
2013	115,752,880	99,417,595	5,265,815	6,725,710	111,409,120
2014	123,304,615	103,506,696	5,998,321	7,410,977	116,915,994
2015	126,777,805	103,355,638	6,952,685	6,219,646	116,527,969
2016	126,376,817	107,074,899	8,699,501	6,420,506	122,194,906
2017	132,477,613	113,826,622	9,672,695	6,525,351	130,024,668
2018	148,214,877	119,616,359	13,318,516	6,050,635	138,985,510
2019	156,454,895	124,145,879	15,515,328	6,587,313	146,248,520
2020	161,017,652	129,180,669	20,699,942	5,990,880	155,871,491

(1) Amount after Measure 5 Compression but not adjusted for delinquencies and discounts.

Source: City of Portland

The FPDR Board assesses the FPDR Plan’s long-term financial condition in part by projecting the future availability of revenues from the dedicated property tax (the “Levy Adequacy Analysis”), which are the source of employer contributions under the Charter. The most recent Levy Adequacy Analysis, completed by an independent actuary in connection with the actuarial valuation of the fund, was as of June 30, 2018. The Levy Adequacy Analysis found that, under a wide range of simulated economic scenarios over the next 20 years, the future FPDR levy would remain under \$2.80 per \$1,000 of Real Market Value, but the levy exceeded the \$2.80 threshold in at least one year in approximately one percent of modeled scenarios. This represents a decline from about three percent of modeled scenarios in the prior analysis as of June 30, 2016. Continued growth in real market values in the City’s tax base has further increased the likelihood that the FPDR levy will be sufficient to fund benefits and expenses for the entire life of the FPDR Plan. Under the Levy Adequacy Analysis, plan costs are expected to peak in FY 2036-37 in nominal terms; the peak on an inflation-adjusted basis is in FY 2031-32.

The table below shows projected levy rates and taxes levied at the 50th and 5th percentiles of scenarios for FY 2018-19 through FY 2037-38 as included in the 2018 Levy Adequacy Analysis. Note that the actual levy rate per \$1,000 of Real Market Value was \$1.09 for FY 2018-19, \$1.10 for FY 2019-20, and \$1.15 for FY 2020-21.

Table 15
CITY OF PORTLAND, OREGON
FPDR Fund--Projected Levy Rate, Taxes and Requirements⁽¹⁾

Fiscal Year Ending June 30	Levy Rate at 50th Percentile	Taxes Levied at 50th Percentile	Levy Rate at 5th Percentile	Taxes Levied at 5th Percentile
2019	\$1.08	\$161,900,000	\$1.08	\$161,900,000
2020	1.09	171,900,000	1.09	172,000,000
2021	1.10	180,100,000	1.23	181,700,000
2022	1.16	198,600,000	1.37	203,000,000
2023	1.17	208,900,000	1.43	214,600,000
2024	1.19	222,900,000	1.54	235,700,000
2025	1.20	235,900,000	1.60	250,600,000
2026	1.22	251,700,000	1.70	272,200,000
2027	1.24	266,400,000	1.77	289,700,000
2028	1.25	281,700,000	1.85	311,300,000
2029	1.26	296,800,000	1.89	329,900,000
2030	1.32	324,700,000	2.03	363,800,000
2031	1.32	339,900,000	2.06	383,200,000
2032	1.32	354,900,000	2.11	404,400,000
2033	1.31	369,600,000	2.14	423,000,000
2034	1.29	380,700,000	2.18	442,600,000
2035	1.27	391,900,000	2.17	457,600,000
2036	1.18	381,100,000	2.10	455,000,000
2037	1.15	388,400,000	2.07	466,700,000
2038	1.02	358,900,000	1.89	440,800,000

(1) Results are expressed as a probability distribution. Amounts shown in table are median values within percentile categories. Actual rates for FY 2018-19, FY 2019-20 and FY 2020-21 are found in the table titled “FPDR Fund—Certified Levies Compared with Maximum Levies Authorized.”

Source: Milliman, Inc., FPDR Levy Adequacy Analysis as of June 30, 2018, dated January 22, 2019

The current analysis extends through FY 2037-38 and encompasses all facts, decisions and conditions pertaining to the FPDR Plan known at the time the analysis was completed. Future actuarial measurements may differ significantly from the measurements presented herein due to factors such as changes in economic or demographic assumptions (including changes in Real Market Value); changes related to PERS, performance of investments, and changes in FPDR Plan benefit provisions or applicable law.

OTHER POST-EMPLOYMENT RETIREMENT BENEFITS (“OPEB”)

The City’s OPEB liability includes two separate plans. The City provides a contribution to the State of Oregon PERS cost-sharing multiple-employer defined benefit plan and an implicit rate subsidy for retiree Health Insurance Continuation premiums.

PERS Program

Retirees who receive pension benefits through the T1/T2 Pension Programs and are enrolled in certain PERS-administered health insurance programs may also receive a subsidy towards the payment of health insurance premiums. Under ORS 238.420, retirees may receive a subsidy for Medicare supplemental health insurance of up to \$60 per month towards the cost of their health insurance premiums under the RHIA program. RHIA’s assets and liabilities are pooled on a system-wide basis. These assets and liabilities are not tracked or calculated on an employer basis. The City’s allocated share of the RHIA program’s assets and liabilities is based on the City’s proportionate share of the program’s pooled covered payroll. According to the 2019 City Valuation, the City’s allocated share of the RHIA program’s UAL was (\$9,937,422) as of December 31, 2019.

The City’s current employer contribution rates to fund RHIA benefits during the 2019-21 biennium for T1/T2 employees is 0.06 percent and for OPSRP general services and police and fire employees is 0.00 percent. According to the 2019 City Valuation, the rates to fund RHIA benefits during the 2021-23 biennium for T1/T2 employees is 0.05 percent and for OPSRP general services and police and fire employees is 0.00 percent. These employer contribution rates to fund RHIA are included in the rates described in Table 8 above.

Health Insurance Continuation Option

Distinct from the PERS program, Oregon municipalities, including the City, are required to allow retirees and their dependents to continue to receive health insurance by paying the premiums themselves at a rate that is blended with the rate for current employees until retirees and spouses are eligible for federal Medicare coverage and until children reach the age of 18 (the “Health Insurance Continuation Option” or “HIC”). GASB 75 refers to this as an implicit subsidy and therefore requires the corresponding liability to be determined and reported.

The OPEB liability associated with the Health Insurance Continuation Option is an actuarially-determined amount calculated in accordance with the parameters of GASB Statement No. 75, *Accounting and Financial Reporting for Postemployment Benefits Other Than Pensions*. The City’s annual OPEB cost is calculated based on the actuarially-determined service cost, which represents a level of funding that, if paid on an ongoing basis, is projected to cover normal costs each year and amortize any unfunded liability over a period of 30 years. The City’s estimated unfunded actuarial accrued liability for OPEB as of July 1, 2019 was \$99,167,682. The valuation was prepared using the Entry Age Normal actuarial cost method and amortized over an open period of 30 years using the level percentage of projected pay. Other assumptions include a discount rate of 3.50 percent, 2.1 percent inflation rate, annual healthcare cost trend rates of 4.5 to 6.9 percent, and retirees’ share of benefit-related costs of 26 percent of estimated program costs.

For FY 2019-20, the changes to the total OPEB liability is calculated as follows:

Balance at 7/1/2019	\$99,167,682
Changes for the year:	
Service cost	3,597,015
Interest	3,898,352
Actual experience	6,051,864
Changes of assumptions	(22,748,251)
Benefit payments	(5,668,141)
Net Changes	(14,869,161)
Balance at 6/30/20	\$84,298,521

Actuarial valuations for the Health Insurance Continuation Option are undertaken every two years. A new valuation study will be undertaken for reporting the OPEB liability as of July 1, 2021.

The City expects to use a pay-as-you-go approach to fund its actuarial accrued liability and OPEB obligation, but will monitor its OPEB liability and assess whether a different approach is needed in future years.

Implementation of Governmental Accounting Standards Board Statement No. 75

Beginning in its CAFR for FY 2017-18, the City implemented Governmental Accounting Standards Board Statement No. 75, which changed employer reporting of OPEB for state and local governments. Under this new standard, for FY 2019-20, the City has reported in its CAFR the following balances:

	Deferred Outflow/(Inflow) of Resources	Net OPEB Liability/(Asset)	OPEB Expense (Income)
RHIA	(\$1,557,471)	(\$7,679,943)	(\$410,434)
HIC	(15,327,097)	84,298,521	5,979,579
Total	(\$16,884,568)	\$76,618,578	\$5,569,145

See the City’s CAFR for FY 2019-20, which is posted on the EMMA website.

LITIGATION

The City discloses only pending or threatened litigation that the City has determined may have a materially adverse impact on the City's or Portland Development Commission's (now doing business as Prosper Portland) financial position relating to the Area's Tax Increment Revenues; the current level of materiality involves litigation where the damages or performance sought has a reasonable probability of imposing liability of \$5 million or more against the Area's Tax Increment Revenues.

There is no litigation pending or threatened against the City or Prosper Portland which would materially and adversely affect the financial condition of the Tax Increment Fund of the Area. No litigation is pending or threatened which would, if successfully prosecuted against the City or Prosper Portland, would materially and adversely affect the outstanding bonds or the Tax Increment Revenues.

DOWNTOWN WATERFRONT URBAN RENEWAL AREA TAX INCREMENT INFORMATION

HISTORICAL TRENDS IN MEASURE 5 MARKET VALUES AND ASSESSED VALUES

The table below presents a five-year history of “Measure 5 Market Value,” which adjusts the Real Market Value to reflect the value of specially assessed properties, including farm and forestland and exempt property, and Assessed Value in the Downtown Waterfront Urban Renewal Area (the “Area”). The reduction in Measure 5 Market Value for utility property in FY 2016-17 was related to Comcast, which declined in value by \$12.9 million. In FY 2018-19, a reduction in Comcast Measure 5 Market Value and Assessed Value of \$14.3 million and \$13.2 million, respectively, contributed to the decline in utility value in that fiscal year. The increase in Measure 5 Market Value and Assessed Value of personal property in FY 2019-20 is largely attributable to Pearl District Lodging Associates, LLC, which opened a new Hampton Inn and Suites hotel with increases of \$185.1 million of both Assessed Value and Measure 5 Market Value. A correction to these values was made after the tax roll was certified, and both the Assessed and Measure 5 Market Values were adjusted to \$2,384,520. In FY 2020-21, utility value was higher largely due an increase in Measure 5 Market Value and Assessed Value of Verizon Communications by \$19,623,000.

Table 16
CITY OF PORTLAND, OREGON
Downtown Waterfront Urban Renewal Area
HISTORICAL TRENDS IN MEASURE 5 MARKET AND ASSESSED VALUES
BY PROPERTY TYPE
(FY 2016-17 through FY 2020-21)

MEASURE 5 MARKET VALUE					
Property Type	FY 2016-17	FY 2017-18	FY 2018-19	FY 2019-20⁽¹⁾	FY 2020-21
Real	\$2,110,112,110	\$2,590,990,220	\$3,163,565,460	\$3,073,907,840	\$3,147,258,720
Personal	104,941,300	112,933,040	125,433,180	305,005,610	128,830,130
Utility	30,037,874	35,405,214	22,420,410	24,731,952	46,484,912
Total	\$2,245,091,284	\$2,739,328,474	\$3,311,419,050	\$3,403,645,402	3,322,573,762
<i>% Change</i>	<i>19.9%</i>	<i>22.0%</i>	<i>20.9%</i>	<i>2.8%</i>	<i>-2.4%</i>
ASSESSED VALUE (“AV”)					
Property Type	FY 2016-17	FY 2017-18	FY 2018-19	FY 2019-20⁽¹⁾	FY 2020-21
Real	\$1,054,549,700	\$1,076,678,830	\$1,159,096,010	\$1,190,069,790	\$1,246,001,500
Personal	104,941,300	112,933,040	123,951,930	303,328,200	127,036,880
Utility	28,847,976	33,978,962	22,420,410	24,129,900	45,409,100
Total	\$1,188,338,976	\$1,223,590,832	\$1,305,468,350	\$1,517,527,890	\$1,418,447,480
<i>% Change</i>	<i>4.4%</i>	<i>3.0%</i>	<i>6.7%</i>	<i>16.2%</i>	<i>-6.5%</i>
Less: Frozen Base	(\$55,674,313)	(\$55,674,313)	(\$55,674,313)	(\$55,674,313)	(\$55,674,313)
Incremental AV	\$1,132,664,663	\$1,167,916,519	\$1,249,794,037	\$1,461,853,577	\$1,362,773,167
<i>% Change</i>	<i>4.7%</i>	<i>3.1%</i>	<i>7.0%</i>	<i>17.0%</i>	<i>-6.8%</i>

(1) Values are based on the certified tax roll. A correction to the certified tax roll reduced the value of property owned by Pearl District Lodging Associates, LLC. With these reductions, Measure 5 Market Value and Assessed Value in FY 2019-20 for personal property are \$120,304,280 and \$118,626,870, respectively. Total Measure 5 Market Value would be revised to \$3,218,842,732 and Assessed Value to \$1,322,826,560. The correction is reflected in the certified tax roll for FY 2020-21.

Source: Multnomah County Division of Assessment, Recording and Taxation

The table below shows Assessed Value (“AV”), Maximum Tax Increment Revenues and Tax Increment Revenues from FY 2011-2012 through FY 2020-21.

Table 17
CITY OF PORTLAND, OREGON
Downtown Waterfront Urban Renewal Area
ASSESSED VALUE GROWTH, MTIR, AND TAX INCREMENT REVENUES

Fiscal Year	ASSESSED VALUE			% Change Incremental AV	Maximum Tax Increment Revenues	Tax Increment Revenues To Raise ⁽¹⁾	Tax Incre. Revenues As % of MTIR
	Total	Frozen Base	Incremental AV				
2011-12	\$965,749,980	\$55,674,313	\$910,075,667	5.4%	\$30,377,573	\$11,267,465	37.1%
2012-13	981,891,934	55,674,313	926,217,621	1.8%	30,916,378	10,882,229	35.2%
2013-14	1,023,096,340	55,674,313	967,422,027	4.5%	32,291,747	11,333,635	35.1%
2014-15	1,063,934,270	55,674,313	1,008,259,957	4.2%	33,654,883	11,555,322	34.3%
2015-16	1,138,004,710	55,674,313	1,082,330,397	7.4%	36,127,103	10,910,000	30.2%
2016-17 ⁽²⁾	1,188,338,976	55,674,313	1,132,664,663	4.7%	37,807,410	9,460,000	25.0%
2017-18	1,223,590,832	55,674,313	1,167,916,519	3.1%	38,984,087	10,825,049	27.8%
2018-19 ⁽²⁾	1,305,010,240	55,674,313	1,249,335,927	7.0%	41,712,973	9,567,481	22.9%
2019-20	1,517,527,890	55,674,313	1,461,853,577	17.0%	48,804,179	9,736,342	19.9%
2020-21 ⁽³⁾	1,418,447,480	55,674,313	1,362,773,167	-6.8%	45,485,495	7,286,695	17.2%

(1) Amount shown is before Measure 5 compression and other adjustments by the county assessor, and reflects policy decisions on collections of Tax Increment Revenues.

(2) Tax Increment Revenues to Raise are lower than prior years due to a decision by the City to collect less Special Levy to reduce the excess balance in the Tax Increment Fund. The Tax Increment Fund contains sufficient revenues to meet FY 2016-17 and FY 2018-19 debt service and coverage requirements as provided in the Bond Declaration.

(3) Tax Increment Revenues to Raise has been reduced with the repayment of all Second Lien Bonds. Only First Lien Bonds are now outstanding.

Sources: Multnomah County Division of Assessment, Recording and Taxation; City of Portland

Property Types and Values

The Assessed Value for new construction and changed property is calculated by multiplying the Real Market Value of the property by the ratio of the Assessed Values to the Real Market Values of comparable properties in a county (the “Changed Property Ratio”). This produces an Assessed Value for new construction and changed property that approximates the Assessed Value of comparable existing properties in an area. The following table presents a five-year history of Changed Property Ratios for Multnomah County for various property classifications. Increases in the changed property ratios for commercial and industrial property in FY 2012-13 are due in part to legislation requiring separate classifications for machinery and equipment, centrally assessed industrial property, and locally-assessed industrial and commercial property combined.

Table 18
CITY OF PORTLAND, OREGON
History of Changed Property Ratios by Property Type
(Multnomah County)

Property Type	Fiscal Year Ending June 30				
	2016-17	2017-18	2018-19 ⁽¹⁾	2019-20	2020-21
Residential	0.5379	0.5004	0.4900	0.4900	0.5010
Commercial/Local Industrial	0.4812	0.4466	0.3870	0.3920	0.4080
State Industrial	1.0000	1.0000	1.0000	1.0000	1.0000
Multi-Family	0.3967	0.3297	0.3500	0.3520	0.3580
Recreational	0.7867	0.7572	0.7160	0.7160	0.7290
Machinery and Equipment	1.0000	1.0000	1.0000	1.0000	1.0000
Miscellaneous	0.6409	0.6588	0.7410	0.7270	0.6780
Personal Property	1.0000	1.0000	1.0000	1.0000	1.0000

(1) In 2017, the Oregon Legislature passed House Bill 2088, which allows cities, if the majority of the population of the city resides in a county with a population greater than 700,000, the option of computing the Changed Property Ratio based upon a city area rather than using the existing law framework of the countywide Changed Property Ratio. Beginning in FY 2018-19, the cities of Gresham and Wood Village opted to have a Changed Property Ratio separate from Multnomah County.

Source: Multnomah County Division of Assessment, Recording and Taxation

The following table shows Assessed Value, Measure 5 Market Value, and Assessed/Measure 5 Value Property Ratios for types of property in the Area. For purposes of collecting Divide the Taxes Revenues and the Special Levy, property taxes are levied on all property types shown in the table.

Table 19
CITY OF PORTLAND, OREGON
Downtown Waterfront Urban Renewal Area
ASSESSED AND MEASURE 5 MARKET VALUE BY PROPERTY TYPE
(FY 2020-21)

Property Class	Assessed Value	Percent of Total	Measure 5 Market Value	AV/RMV Ratio
Real Property				
Residential	\$172,996,320	12.2%	\$229,783,670	75.3%
Commercial/ Industrial (County Assessed)	1,025,947,180	72.3%	2,776,865,870	36.9%
Multi-Family	47,613,480	3.4%	140,803,490	33.8%
Recreational	322,390	0.0%	683,580	47.2%
Subtotal	<u>\$1,246,879,370</u>	<u>78.5%</u>	<u>\$3,148,136,610</u>	
Personal Property	126,159,010	8.9%	127,952,240	98.6%
Utilities	45,409,100	3.2%	46,484,912	97.7%
Total	<u><u>\$1,418,447,480</u></u>	<u><u>100%</u></u>	<u><u>\$3,322,573,762</u></u>	

Source: "Table 7a – TAXABLE ASSESSED VALUE AND REAL MARKET VALUE BY PROPERTY CLASS, Tax Year 2020-21," Downtown Waterfront Urban Renewal District, Multnomah County Division of Assessment, Recording and Taxation.

The following table shows the Assessed Value and Real Market Value ratios by ratio category for all property types in the Area. As established by the Oregon Constitution, Assessed Value for existing properties, absent of improvements, may grow at an annual rate of three percent to an upper limit of the Real Market Value.

Table 20
CITY OF PORTLAND, OREGON
Downtown Waterfront Urban Renewal Area
ASSESSED TO REAL MARKET VALUE RATIOS
(FY 2020-21)

AV/RMV Ratio	Assessed Value	Percent of Total	Cumulative Percent of Total
Under 30%	\$165,851,400	11.7%	11.7%
30 - 39%	309,731,270	21.8%	33.5%
40 - 49%	431,328,450	30.4%	63.9%
50 - 59%	86,327,770	6.1%	70.0%
60 - 69%	110,222,800	7.8%	77.8%
70 - 79%	41,930,710	3.0%	80.7%
80 - 89%	51,717,240	3.6%	84.4%
90 - 99%	31,826,100	2.2%	86.6%
100%	189,511,740	13.4%	100.0%
TOTAL	\$1,418,447,480	100.0%	

Source: Multnomah County Division of Assessment, Recording and Taxation

Principal Area Taxpayers

The top ten property taxpayer accounts in the Area for FY 2020-21 are listed in the following table.

Table 21
CITY OF PORTLAND, OREGON
Downtown Waterfront Urban Renewal Area
TOP TEN PROPERTY TAXPAYER ACCOUNTS

<u>Company Name</u>	<u>Type of Business</u>	<u>2020-21 Assessed Value</u>	<u>% of Total Assessed Value</u>
Total Downtown Waterfront		\$1,418,447,480	100.0%
111 SW 5th Avenue	Real estate (office)	172,979,100	12.2%
SVC Unico Portland II LLC	Real estate (office)	71,529,450	5.0%
PR Block 300 LLC	Real estate (office)	63,574,640	4.5%
Terrace Tower USA	Real estate (office)	63,055,630	4.4%
Pioneer Place Limited Partnership	Real estate (retail)	53,168,680	3.7%
LIPT SW Fifth Ave LLC	Real estate (office)	49,978,990	3.5%
REEP 220 NW Owner LLC	Office high rise	42,257,100	3.0%
THI VI Portland LLC	Hospitality	33,492,920	2.4%
Ashford PH Partners LP	Hospitality/parking	27,274,420	1.9%
Pearl District Lodging Associates LLC	Hospitality/conventions	21,547,880	1.5%
		\$598,858,810	42.2%

Source: Multnomah County Division of Assessment, Recording and Taxation

City Assessed Property Values and Property Taxation

The Bonds for the Area are secured, in part, by a citywide Special Levy authorized for the Area. The following table presents historical trends in property Assessed Values in the City. The City's Assessed Value is derived from portions of Multnomah County, Washington County, and Clackamas County; however, over 99 percent of its Assessed Value is within Multnomah County.

Table 22
CITY OF PORTLAND, OREGON
Historical Trends in Assessed and Market Values⁽¹⁾
(000s)

Assessed Value

Fiscal Year Ending June 30	Inside Multnomah County	Outside Multnomah County	Urban		Percent Change
			Renewal Incremental Value	Total Assessed Value	
2012	\$43,543,881	\$215,497	\$7,493,903	\$51,253,281	2.84%
2013	44,401,735	221,758	7,875,076	52,498,569	2.43%
2014	45,913,168	228,953	8,210,399	54,352,520	3.53%
2015	47,828,360	239,309	8,704,286	56,771,955	4.45%
2016	49,745,000	245,505	9,362,187	59,352,691	4.55%
2017	52,757,989	255,063	9,355,762	62,368,814	5.08%
2018	54,835,805	264,657	10,586,196	65,686,658	5.32%
2019	56,853,482	273,848	10,952,212	68,079,543	3.64%
2020	58,893,357	288,034	11,945,467	71,126,858	4.48%
2021	61,160,108	295,781	12,865,285	74,321,175	4.49%

Market Value (Measure 5)⁽²⁾

Fiscal Year Ending June 30	Inside Multnomah County	Outside Multnomah County	Total Market Value	Percent Change
2012	\$80,872,627	\$290,808	\$81,163,435	-6.03%
2013	79,611,406	284,830	79,896,236	-1.56%
2014	83,745,200	299,696	84,044,896	5.19%
2015	92,289,836	328,499	92,618,336	10.20%
2016	102,284,607	343,534	102,628,140	10.81%
2017	120,400,957	384,569	120,785,526	17.69%
2018	137,071,252	411,389	137,482,641	13.82%
2019	149,246,036	446,118	149,692,154	8.88%
2020	152,307,186	466,440	152,773,626	2.06%
2021	158,538,695	479,108	159,017,803	4.09%

- (1) Under the provisions of Ballot Measure 50, beginning with FY 1997-98, Real Market Value and Assessed Value are no longer the same. Measure 50 rolled back the Assessed Value of each property for tax year 1997-98 to its 1995-96 Real Market Value, less ten percent. The Measure further limits any increase in Assessed Value to three percent for tax years after 1997-98, except for property that is substantially improved, rezoned, or subdivided, or property which ceases to qualify for a property tax exemption. This property will be assigned a new Assessed Value equal to the Assessed Value of comparable property in the area.
- (2) Measure 5 Market Values are not calculated separately for urban renewal incremental value by the county assessor. Market Value reported in this table is "Measure 5 Value," which represents the real market value of properties that are not specially assessed; and the value of specially assessed properties, including farm and forestland and exempt property which are less than full real market value. In FY 2020-21, the Measure 5 Market Value of City of Portland properties within Multnomah County represented about 82 percent of full real market value.

Sources: Multnomah County Division of Assessment, Recording and Taxation; City of Portland

Major City Taxpayers

The following table lists the largest property taxpayer accounts within the City.

Table 23
CITY OF PORTLAND, OREGON
Top Ten Property Taxpayer Accounts⁽¹⁾

Taxpayer Account	Type of Business	FY 2020-21 Assessed Value	Percent of Total Assessed Value
Total City Assessed Value		\$74,321,174,572	100.00%
Pacificorp (PP&L)	Energy	534,430,000	0.72%
Portland General Electric Co.	Airline	512,915,480	0.69%
Alaska Airlines Inc.	Energy	432,256,400	0.58%
CenturyLink	Communications	345,884,000	0.47%
Weston Investment Co. LLC	Real estate (office)	279,983,720	0.38%
Delta Airlines Inc.	Airline	238,960,000	0.32%
Southwest Airlines	Communications	227,000,000	0.31%
AT&T Inc.	Airline	202,869,000	0.27%
Comcast	Hospitality	197,262,000	0.27%
Kaiser Foundation Health Plan of the NW	Communications	191,911,540	0.26%
Total		<u>\$3,163,472,140</u>	<u>4.26%</u>

(1) Excludes Assessed Value of various properties totaling about \$672.4 million that are owned and leased by the Port of Portland to various tenants subject to property taxation.

Source: Multnomah County Division of Assessment, Recording and Taxation

OTHER FACTORS AFFECTING TAX COLLECTIONS

Property Tax Rates

The City and the Portland Development Commission elected to limit the Divide the Taxes Revenues for the Area to \$7,710,000 each Fiscal Year. The Divide the Taxes Revenues are calculated by multiplying the Incremental Assessed Value of the Area by the consolidated billing tax rate, which is the sum of the tax rates of taxing districts that overlap the Area excluding the urban renewal special levy. In July 2013, House Bill 2632 was signed, which generally excludes local option taxes approved after January 1, 2013, from the consolidated billing tax rate for purposes of computing urban renewal division of taxes for certain urban renewal plans, including the Area. Incremental Assessed Value not required to produce Divide the Taxes Revenues equal to \$7,710,000 is released to the overlapping taxing districts, thereby shifting tax dollars raised from the Incremental Assessed Value of the Area to the overlapping taxing districts. Released amounts of Incremental Assessed Value may vary from year to year depending on the Incremental Assessed Value for each year and the amount of Incremental Assessed Value needed to produce the Divide the Taxes Revenues.

The following tables show the consolidated billing tax rate for the past five years, and the breakdown of tax rates attributable to each underlying taxing entity for FY 2020-21.

Table 24
CITY OF PORTLAND, OREGON
Downtown Waterfront Urban Renewal Area
CONSOLIDATED TAX RATE

Fiscal Year	Consolidated Billing Tax Rate⁽¹⁾
2016-17	\$20.7734
2017-18 ⁽²⁾	22.2212
2018-19	22.5543
2019-20	22.5714
2020-21	22.7817

(1) Rate per \$1,000 of Assessed Value.

(2) Higher consolidated billing tax rate reflects increase in tax rate for Portland Public Schools general obligation bonds issued in 2017.

Source: Multnomah County Division of Assessment, Recording and Taxation

Table 25
CITY OF PORTLAND, OREGON
Downtown Waterfront Urban Renewal Area
CONSOLIDATED TAX RATE: FY 2020-21 ⁽¹⁾

Taxing District	Permanent Tax Rate Per \$1,000 A.V.	Local Option And Other Tax Rates⁽²⁾ Per \$1,000 A.V.	General Obligation Debt Tax Rate Per \$1,000 A.V.	Total Tax Rate Per \$1,000 A.V.
City of Portland	\$4.5770	\$2.7580	\$0.4270	\$7.7620
Multnomah County	4.3434	n/a	0.0000	4.3434
Multnomah County Library	1.2200	n/a	0.0000	1.2200
Metro	0.0966	n/a	0.3974	0.4940
Port of Portland	0.0701	n/a	0.0000	0.0701
West Multnomah Soil & Conservation	0.0750	n/a	0.0000	0.0750
Subtotal - General Government	10.3721	2.7580	0.8244	13.9645
Portland School District	5.2781	n/a	2.4017	7.6798
Portland Community College	0.2828	n/a	0.3970	0.6798
Multnomah Co. Education Svc. Dist.	0.4576	n/a	0.0000	0.4576
Subtotal - Schools	6.0185	0.0000	2.7987	8.8172
Totals	\$16.4006	\$2.7580	\$3.6231	\$22.7817

(1) Excludes urban renewal special levy as provided in Oregon Revised Statutes Chapter 457.

(2) Reflects impacts of House Bill 2632, which generally excludes local option taxes approved after January 1, 2013, from the consolidated billing tax rate for purposes of computing urban renewal division of taxes for certain urban renewal plans, as indicated by "n/a." Rate shown for the City is for the Fire and Police Disability and Retirement Fund.

Source: Multnomah County Division of Assessment, Recording and Taxation

OTHER FACTORS AFFECTING DIVIDE THE TAXES REVENUES

Tax Increment Revenue Reductions Due to Measure 5 Compression

Tax Increment Revenues may be reduced by Measure 5 compression effects. In FY 2020-21, Measure 5's \$10/\$1,000 of Market Value tax limitation was the primary factor in reducing the projected Divide the Taxes property tax collections in the Area to \$7,286,695 from the authorized amount of \$7,710,000, or by about 5.5 percent.

Special Levy collections also may be reduced by compression and delinquencies and discounts. The City and the Portland Development Commission (also known as Prosper Portland) are authorized to request a Special Levy in an amount sufficient to offset the impact of compression, but in no circumstance in an amount such that the sum of the Divide the Taxes Revenues and the Special Levy exceeds the Maximum Tax Increment Revenues. If the City and the Portland Development Commission chose to impose the Special Levy to receive the Maximum Tax Increment Revenues, levies of other general governments would be subject to further compression so that the total general government levy fell within the \$10/\$1,000 cap.

The table below shows recent property tax losses for the Area due to compression.

Table 26
CITY OF PORTLAND, OREGON
Property Tax Levy Losses Due to Measure 5 Compression⁽¹⁾

Fiscal Year	Divide the Taxes to Raise	Special Levy to Raise⁽²⁾	Total Tax Increment Revenues to Raise	Divide the Taxes Imposed⁽³⁾	Special Levy Imposed⁽³⁾	Total Tax Increment Revenues Imposed⁽³⁾
2011-12	\$7,710,000	\$3,557,465	\$11,267,465	\$6,925,883	\$3,382,083	\$10,307,966
2012-13	7,710,000	3,172,229	10,882,229	6,776,377	2,971,120	9,747,497
2013-14	7,710,000	3,623,635	11,333,635	6,647,962	3,274,013	9,921,975
2014-15	7,710,000	3,845,322	11,555,322	6,910,084	3,560,828	10,470,912
2015-16	7,710,000	3,200,000	10,910,000	7,247,591	3,021,585	10,269,176
2016-17	7,710,000	1,750,000	9,460,000	7,324,037	1,668,643	8,992,680
2017-18	7,710,000	3,115,049	10,825,049	7,306,489	2,966,808	10,273,297
2018-19	7,710,000	1,857,481	9,567,481	7,321,038	1,774,227	9,095,265
2019-20	7,710,000	2,026,342	9,736,342	7,317,833	1,932,266	9,250,099
2020-21	7,710,000	110,000	7,820,000	7,286,695	104,512	7,391,207

(1) Taxes to be raised are before Measure 5 compression; taxes imposed are after Measure 5 compression. Also includes miscellaneous adjustments by county assessor.

(2) Special Levy allocation is adjusted as needed to manage ending fund balance in conformance with bond covenants.

(3) Before losses due to delinquencies and discounts.

Source: Multnomah County Division of Assessment, Recording and Taxation; Washington County Department of Assessment and Taxation; Clackamas County Department of Assessment and Taxation; City of Portland

Tax Increment Revenue Reductions Due to Delinquencies and Discounts

Property tax collections are also reduced by delinquencies and discounts. The following table shows property tax collections over the past ten fiscal years. In recent years, taxes collected in the year in which they were levied have generally exceeded 95 percent. Note that, under current State law, tax collections at the county level are pooled, and each taxing jurisdiction (including urban renewal areas) receives a *pro rata* distribution of county-wide collections. This practice has the effect of spreading delinquent payments county-wide.

Table 27
CITY OF PORTLAND, OREGON
Tax Collection Record for the Last Ten Years

Fiscal Year Ending June 30	Total Levy (000) ⁽¹⁾	Collected Yr. of Levy ⁽²⁾	Collected as of 12/31/2020 ⁽²⁾
2012	\$445,044	96.8%	99.8%
2013	452,453	97.2	100.0
2014	467,516	97.3	100.0
2015	490,540	97.6	100.0
2016	516,334	97.8	100.0
2017	551,135	98.0	100.0
2018	600,155	98.4	99.7
2019	634,371	98.5	99.5
2020	654,447	98.5	99.2
2021	700,311	92.1	92.1

(1) The total levy includes all taxes levied by the City, including from its permanent rate, the FPDR levy, bond levies, and the Children's local option levy. Also includes urban renewal special levy and levy amounts allocated to urban renewal divide the taxes. Levy amounts shown are after Measure 5 compression. Also includes miscellaneous taxes, penalties, and corrections included in the fiscal year property tax receivable.

(2) Tax collection information is for Multnomah County, which represents approximately 99.6% of the City's Assessed Value. Small portions of Washington and Clackamas Counties are also included in the City's Assessed Value. Amounts to be collected are adjusted for cancellation of taxes and allowed discounts, plus taxes added to tax roll due to omissions and corrections. Discounts currently represent the largest adjustment to the tax levy. Discounts associated with the FY 2020-21 tax levy represented about 2.6% of that year's levy.

Sources: *Multnomah County Division of Assessment, Recording and Taxation and City of Portland*

HISTORICAL AND PROJECTED TAX INCREMENT REVENUES, MAXIMUM TAX INCREMENT REVENUES, AND DEBT SERVICE

Historical Tax Increment Revenue Collections

Historical collections of Tax Increment Revenues, Maximum Tax Increment Revenues, and Annual Debt Service for First and Second Lien Bonds are shown in the following table.

Table 28
CITY OF PORTLAND, OREGON
Downtown Waterfront Urban Renewal Area
TAX INCREMENT REVENUES, MAXIMUM TAX INCREMENT REVENUES,
AND ANNUAL DEBT SERVICE
 (Budgetary Basis)

	FY 2015-16	FY 2016-17	FY 2017-18	FY 2018-19	FY 2019-20
Tax Increment Revenues					
Tax Collections (Current Year)	\$9,791,035	\$8,592,526	\$9,744,882	\$8,757,747	\$8,824,194
Tax Collections (Prior Years)	185,201	135,073	127,569	416,840	73,160
Investment/Interest Income	98,440	136,973	190,361	288,395	261,529
TOTAL	\$10,074,676	\$8,864,572	\$10,062,812	\$9,462,982	\$9,158,883
Max. Tax Increment Revenues	\$36,127,103	\$37,807,410	\$38,984,087	\$41,712,973	48,804,179
Annual Debt Service					
First Lien Bonds ⁽¹⁾	\$4,379,628	\$4,382,092	\$4,376,289	\$4,378,185	\$4,379,425
Second Lien Bonds ⁽²⁾	5,110,050	5,111,450	5,116,250	5,109,750	5,112,500
TOTAL	\$9,489,678	\$9,493,542	\$9,492,539	\$9,487,935	\$9,491,925

(1) Includes debt service on the Downtown Waterfront Urban Renewal and Redevelopment Bonds, 2008 Series A.

(2) Includes debt service on the Downtown Waterfront Second Lien Urban Renewal and Redevelopment Refunding Bonds, 2011 Series A.

Source: *City of Portland*

The following table presents a summary of historical property values, consolidated tax rates, current year Tax Increment Revenue collections and Annual Debt Service on the Bonds.

Table 29
CITY OF PORTLAND, OREGON
Downtown Waterfront Urban Renewal Area
SUMMARY OF DOWNTOWN WATERFRONT PROPERTY VALUE, TAX INCREMENT REVENUE
COLLECTIONS, AND DEBT SERVICE

Fiscal Year	2015-16	2016-17	2017-18	2018-19	2019-20
Measure 5 Market Value	\$1,872,893,732	\$2,245,091,284	\$2,739,328,474	\$3,311,419,050	\$3,403,645,402
Assessed Value:					
Frozen Base	\$55,674,313	\$55,674,313	\$55,674,313	\$55,674,313	\$55,674,313
Incremental Assessed Value	1,082,330,397	1,132,664,663	1,167,916,519	1,249,335,927	1,461,853,577
Total Assessed Value	\$1,138,004,710	\$1,188,338,976	\$1,223,590,832	\$1,305,010,240	\$1,517,527,890
Beginning Fund Balance (less Debt Service Reserve)	\$3,249,825	\$3,834,823	\$3,205,853	\$3,776,126	\$3,751,173
Taxes to be Raised⁽¹⁾	\$10,910,000	\$9,460,000	\$10,825,049	\$9,567,481	\$9,736,342
Less Compression Loss	(640,824)	(467,320)	(552,247)	(472,216)	(486,243)
Taxes Imposed	10,269,176	8,992,680	10,272,802	9,095,265	9,250,099
Less Discounts, Delinquency	(478,141)	(400,154)	(527,920)	(337,518)	(425,905)
Net Tax Increment Revenues	\$9,791,035	\$8,592,526	\$9,744,882	\$8,757,747	\$8,824,194
Debt Service:					
First Lien Bonds	\$4,379,628	\$4,382,092	\$4,376,289	\$4,378,185	\$4,379,425
Second Lien Bonds	5,110,050	5,111,450	5,116,250	5,109,750	5,112,500
Total	\$9,489,678	\$9,493,542	\$9,492,539	\$9,487,935	\$9,491,925
Debt Service Coverage⁽²⁾	1.37x	1.31x	1.36x	1.32x	1.32x

(1) Includes Divide the Taxes Revenues and Special Levy.

(2) Debt service coverage includes beginning fund balance in Tax Increment Fund plus Tax Increment Revenues.

Source: Multnomah County Division of Assessment, Recording and Taxation and City of Portland

Outstanding Indebtedness

As of the date of this Annual Disclosure document, the City had outstanding indebtedness for the Area as shown in the table below. The Area reached its Maximum Indebtedness limit in FY 2007-08, and the City is no longer permitted to issue additional debt for this urban renewal area except for refunding purposes.

Table 30
CITY OF PORTLAND, OREGON
Downtown Waterfront Urban Renewal Area
OUTSTANDING LONG-TERM DEBT AS OF
DECEMBER 31, 2020

Issue Name	Dated Date	Final Maturity Date	Amount Issued	Amount Outstanding
<u>First Lien Bonds</u>				
Downtown Waterfront Urban Renewal and Redevelopment Bonds, 2008 Series A (Federally Taxable)	4/22/2008	6/15/2024	\$50,165,000	\$24,295,000
Total			\$50,165,000	\$24,295,000

Source: City of Portland

APPENDIX
AUDITED FINANCIAL STATEMENTS

INTRODUCTION TO EXCERPTS OF FINANCIAL STATEMENTS

The financial statements of the City have been audited by independent certified public accountants for the fiscal years 2016, 2017, 2018, 2019 and 2020. Copies of these financial statements containing the reports of the independent certified public accountants are available on the City's website at:

<http://www.portlandoregon.gov/bfs/26053>

The following pages in this Appendix are excerpted from the City's Comprehensive Annual Financial Reports of the City for Fiscal Years ending June 30, 2016 through June 30, 2020.

A CONSENT OF THE INDEPENDENT AUDITOR WAS NOT REQUESTED. THE AUDITOR WAS NOT REQUESTED TO PERFORM AND HAS NOT PERFORMED ANY SERVICE IN CONNECTION WITH THIS DISCLOSURE DOCUMENT AND IS THEREFORE NOT ASSOCIATED WITH THIS DISCLOSURE DOCUMENT.

CITY OF PORTLAND, OREGON
Downtown Waterfront Renewal Bond Sinking Fund⁽¹⁾
STATEMENT OF REVENUES, EXPENDITURES, AND CHANGES IN FUND BALANCE
Generally Accepted Accounting Principles Basis

	FY 2015-16	FY 2016-17⁽²⁾	FY 2017-18	FY 2018-19	FY 2019-20
Revenues					
Taxes	\$9,976,236	\$8,727,599	\$9,872,451	\$9,174,585	\$8,897,354
Investment earnings	127,334	79,225	136,391	393,245	324,864
Total revenues	<u>10,103,570</u>	<u>8,806,824</u>	<u>10,008,842</u>	<u>9,567,830</u>	<u>9,222,218</u>
Expenditures					
Debt service and related costs:					
Principal	6,250,000	6,530,000	6,820,000	7,165,000	7,560,000
Interest	3,239,678	2,963,542	2,672,539	2,322,935	1,931,925
Total expenditures	<u>9,489,678</u>	<u>9,493,542</u>	<u>9,492,539</u>	<u>9,487,935</u>	<u>9,491,925</u>
Revenues/ over (under) expenditures	<u>613,892</u>	<u>(686,718)</u>	<u>516,303</u>	<u>79,895</u>	<u>(269,707)</u>
Net change in fund balances	<u>613,892</u>	<u>(686,718)</u>	<u>516,303</u>	<u>79,895</u>	<u>(269,707)</u>
Fund balances -- beginning	<u>8,278,068</u>	<u>8,891,960</u>	<u>8,205,242</u>	<u>8,721,545</u>	<u>8,801,440</u>
Fund balances -- ending	<u><u>\$8,891,960</u></u>	<u><u>\$8,205,242</u></u>	<u><u>\$8,721,545</u></u>	<u><u>\$8,801,440</u></u>	<u><u>\$8,531,733</u></u>

(1) This is the Tax Increment Fund.

(2) Tax collections fluctuate because the City adjusts Special Levy for the Area each year. The City allocates Special Levy as needed to manage ending fund balance.

Source: City of Portland audited financial statements

CITY OF PORTLAND, OREGON
Downtown Waterfront Renewal Bond Sinking Fund
CONSECUTIVE BALANCE SHEETS
As of June 30

	2016	2017	2018	2019	2020
Assets					
Restricted:					
Cash and investments	\$8,717,659	\$8,042,752	\$8,541,562	\$8,589,503	\$8,378,237
Receivables:					
Taxes	702,451	678,692	799,180	348,258	369,230
Accrued interest	44,419	45,177	67,982	91,063	65,933
Total assets	\$9,464,529	\$8,766,621	\$9,408,724	\$9,028,824	\$8,813,400
Liabilities, Deferred Inflows of Resources and Fund Balances					
Deferred inflow of resources:					
Unavailable revenue – restricted	\$572,569	\$561,379	\$687,179	\$227,384	\$281,667
Total deferred inflow of resources	572,569	561,379	687,179	227,384	281,667
Fund balances:					
Restricted	8,891,960	8,205,242	8,721,545	8,801,440	8,531,733
Total fund balances	8,891,960	8,205,242	8,721,545	8,801,440	8,531,733
Total liabilities, deferred inflow of resources and fund balances	\$9,464,529	\$8,766,621	\$9,408,724	\$9,028,824	\$8,813,400

Source: City of Portland audited financial statements