

**City of Portland, Oregon**  
**\$35,705,000**  
**Tax Anticipation Notes**  
**Series 2017**  
**(Fire and Police Disability and Retirement Fund)**

DATED: Date of Delivery

DUE: June 27, 2018

**This cover page contains certain information for quick reference only. It is not a summary of the issue. Investors must read the entire Official Statement to obtain information essential to making an informed investment decision.**

Ratings	Moody's MIG 1
Tax Status	In the opinion of Note Counsel, under existing statutes and court decisions and assuming continuing compliance with certain tax covenants described herein, (i) interest on the Notes is excluded from gross income for Federal income tax purposes pursuant to Section 103 of the Internal Revenue Code of 1986, as amended (the "Code"), and (ii) interest on the Notes is not treated as a preference item in calculating the alternative minimum tax imposed on individuals and corporations under the Code; such interest, however, is included in the adjusted current earnings of certain corporations for purposes of calculating the alternative minimum tax imposed on such corporations. In the opinion of Note Counsel, interest on the Notes is exempt from Oregon personal income tax under existing law. See "TAX MATTERS" herein for a discussion of the opinion of Note Counsel.
Security	The City has irrevocably pledged the ad valorem taxes it has budgeted to receive for the Fire and Police Disability and Retirement ("FPDR") Fund in Fiscal Year ("FY") 2017-18 and its full faith and credit and taxing power to the punctual payment of principal and interest on the Notes. The principal amount of and estimated interest on the Notes is approximately 25.4 percent of the expected FY 2017-18 FPDR Fund tax collections.
Purpose	The Notes will be issued for the purpose of meeting current expenses of the FPDR Fund pending collection of annual tax levy receipts for FY 2017-18. Proceeds of the Notes will also be used to pay issuance costs.
Interest Payment Date	June 27, 2018, as shown in the Maturity Schedule below.
Denominations	\$5,000 and any integral multiple thereof.
Closing/Settlement	On or about July 20, 2017.
Book Entry System	The Depository Trust Company.
Note Counsel	Hawkins Delafield & Wood LLP, Portland, Oregon.
Paying Agent	U.S. Bank, National Association.

**MATURITY SCHEDULE\***

<u>Due</u>	<u>Principal Amount</u>	<u>Interest Rate</u>	<u>Price</u>	<u>Yield</u>	<u>CUSIP Number†</u>
6/27/2018	\$35,705,000	2.50%	101.475	0.91%	736679 XQ9

† CUSIP is a registered trademark of the American Bankers Association. CUSIP data herein is provided by CUSIP Global Services, managed by Standard & Poor's Financial Services LLC on behalf of The American Bankers Association. This data is not intended to create a database and does not serve in any way as a substitute for the CUSIP Services. The City is not responsible for the selection or correctness of the CUSIP numbers set forth herein



**OFFICIAL STATEMENT  
OF THE  
CITY OF PORTLAND  
MULTNOMAH, WASHINGTON AND CLACKAMAS COUNTIES  
OREGON**

**\$35,705,000**

**Tax Anticipation Notes  
Series 2017  
(Fire and Police Disability and Retirement Fund)**

**CITY COUNCIL**

Ted Wheeler,  
Mayor and Commissioner of Finance and Administration

Amanda Fritz, Commissioner No. 1  
Nick Fish, Commissioner No. 2  
Dan Saltzman, Commissioner No. 3  
Chloe Eudaly, Commissioner No. 4

**CITY OFFICIALS**

Mary Hull Caballero, City Auditor  
Jennifer Cooperman, City Treasurer  
Tracy Reeve, City Attorney

Tom Rinehart, Chief Administrative Officer  
Kenneth L. Rust, Chief Financial Officer

**DEBT MANAGEMENT**

Eric H. Johansen, Debt Manager  
City of Portland  
1120 SW Fifth Avenue, Room 1250  
Portland, Oregon 97204  
Phone: (503) 823-4222  
Eric.Johansen@portlandoregon.gov

**NOTE COUNSEL**

Hawkins Delafield & Wood LLP  
Portland, Oregon



No dealer, broker, salesperson or other person has been authorized by the City of Portland (the “City”) to give any information or to make any representations, other than those contained in this Official Statement, and, if given or made, such other information or representations must not be relied upon as having been authorized by the City. Note Counsel’s review of this document is limited; see “Legal Matters” herein.

This Official Statement speaks only as of its date, and the information contained herein is subject to change without notice. Certain statements contained in this Official Statement are projections, forecasts and other statements about future events. These statements (“Forward Looking Statements”) are not statements of historical facts and no assurance can be given that the results shown in these Forward Looking Statements will be achieved. See “FORWARD LOOKING STATEMENTS.” All estimates set forth herein have been made on the best information available and are believed to be reliable, but no representations whatsoever are made that such estimates are correct. So far as any statements herein involve any matters of opinion, whether or not expressly so stated, they are intended merely as such and are not representations of fact.

This Official Statement does not constitute an offer to sell or the solicitation of any offer to buy, nor shall there be any sale of, the Notes by any person in any jurisdiction in which it is unlawful for such person to make such offer, solicitation or sale. The Notes have not been registered under the Securities Act of 1933, as amended, in reliance upon a specific exemption contained in such act, nor have the Notes been registered under the securities laws of any state.

In making an investment decision, potential investors must rely on their own examination of the City and the terms of the offering, including the merits and risks involved. These securities have not been recommended by any federal or state securities commission or regulatory authority. Furthermore, the foregoing authorities have not confirmed the accuracy or determined the adequacy of this Official Statement. Any representation to the contrary is a criminal offense.

**In connection with this offering, the successful bidder may over allot or effect transactions which stabilize or maintain the market price of the Notes at a level above that which might otherwise prevail in the open market. Such stabilizing, if commenced, may be discontinued, and if discontinued, then recommenced, at any time.**

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**OFFICIAL STATEMENT**  
**OF THE**  
**CITY OF PORTLAND, OREGON**  
**RELATED TO**  
**\$35,705,000**  
**Tax Anticipation Notes**  
**Series 2017**  
**(Fire and Police Disability and Retirement Fund)**

**INTRODUCTION**

This Official Statement sets forth certain information concerning the City of Portland, Oregon (the “City”) and its Tax Anticipation Notes, Series 2017 (Fire and Police Disability and Retirement Fund) (the “Notes”), dated as of their date of delivery.

**THE NOTES**

**AUTHORIZATION AND PURPOSE**

The Notes are being issued pursuant to Oregon Revised Statutes (“ORS”) Section 287A.180 and Ordinance No. 188425 adopted May 31, 2017 (the “Ordinance”). See Appendix A for the Ordinance. The proceeds of the Notes will be used to meet current expenses of the City’s Fire and Police Disability and Retirement (“FPDR”) Fund pending collection of the annual tax levy receipts in FY 2017-18 and to pay costs of issuing the Notes. Included herein as Table 1 is the FPDR Fund cash flow projection for FY 2017-18 without the Notes. Table 2 presents the FPDR Fund cash flow projection for FY 2017-18 including the proceeds of the Notes.

**FORM AND PAYMENT**

The Notes will mature on June 27, 2018, in the principal amount shown on the cover of this Official Statement and will bear interest from the date of delivery at the interest rate indicated on the cover of this Official Statement. Interest is payable only at maturity and will be computed on a 30-day month, 360-day year basis, with no compounding of interest.

**SECURITY FOR THE NOTES**

The Notes are secured by a pledge of the ad valorem taxes the City has budgeted to receive for the FPDR Fund in FY 2017-18. The City pledges its full faith and credit and taxing power to the punctual payment of principal of and interest on the Notes.

The City has certified a levy of \$155,553,793 for the FPDR Fund for FY 2017-18. This levy translates into a projected tax rate of \$2.6818 of Assessed Value, or \$1.1708 of taxable Real Market Value. After discounts and delinquencies estimated at \$6.7 million, and an estimated reduction due to Tax Rate Compression of approximately \$7.0 million, it is anticipated that the City will collect about \$141.9 million in ad valorem taxes for the FPDR Fund levied for FY 2017-18. See “AD VALOREM PROPERTY TAX INFORMATION—TAX RATE COMPRESSION” herein. Additionally, the City has budgeted \$2.4 million of prior years’ property taxes to be collected in FY 2017-18. The principal of and estimated interest on the Notes is approximately 25.4 percent of expected FY 2017-18 FPDR Fund current and prior year tax collections.

**REDEMPTION**

The Notes are not subject to redemption prior to their maturity date.

**ESTIMATED CASH FLOW FOR FY 2017-18**

The City is issuing the Notes to provide for current expenses in its FPDR Fund until property tax revenues for FY 2017-18 are received. Property tax collections flow into the FPDR Fund at intervals that do not coincide with its expenditures. Proceeds of the Notes also will be used to maintain a working capital reserve for the FPDR Fund.

**Table 1**  
**CITY OF PORTLAND, OREGON**  
**Fire and Police Disability and Retirement Fund**  
**Projected Cash Flow without Tax Anticipation Notes (1)**  
**Fiscal Year Ending June 30, 2018**  
**(000s)**

Period Ending Date	31-Jul	31-Aug	30-Sep	31-Oct	1 Nov – 9 Nov	10 Nov – 30 Nov	31-Dec	31-Jan	28-Feb	31-Mar	30-Apr	31-May	30-Jun	Total
<b>BEGINNING BALANCE</b>	\$18,564	\$9,048	(\$1,190)	(\$22,924)	(\$24,790)	(\$35,213)	\$34,365	\$81,503	\$71,033	\$61,072	\$42,370	\$41,000	\$30,651	\$18,564
<b>REVENUES</b>														
Property Taxes	777	445	368	377	-	70,249	59,882	1,654	951	4,139	608	629	4,060	144,140
Interest Earned	64	56	43	8	-	-	-	-	9	59	61	47	45	393
Miscellaneous	6	6	6	336	-	6	6	336	6	6	336	6	375	1,425
Tax Anticipation Notes	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Total Resources	\$19,411	\$9,554	(\$774)	(\$22,204)	(\$24,790)	\$35,041	\$94,253	\$83,493	\$71,998	\$65,277	\$43,375	\$41,682	\$35,130	\$164,522
<b>EXPENDITURES</b>														
Materials & Services														
Base Pensions	\$9,578	\$9,836	\$19,662	\$271	\$10,144	\$0	\$10,131	\$10,118	\$10,097	\$20,150	\$0	\$10,047	\$10,034	\$120,067
Supplemental Pensions	22	22	22	22	-	22	22	22	22	22	22	22	22	261
Short-term Disability	109	189	126	131	63	63	126	128	128	192	128	128	128	1,639
Long-Term Disability	133	132	132	157	-	147	147	147	150	150	153	157	161	1,764
Medical/Voc Rehab/Funeral	226	281	226	226	113	177	234	291	234	234	234	291	234	3,002
Limited Duty Subsidy	-	-	101	28	-	-	101	27	-	104	49	-	153	563
OPSRP Reimbursements	-	-	1,567	1,472	-	-	1,670	1,428	-	1,746	1,490	-	3,354	12,727
Administrative Expenses	279	267	298	279	104	264	309	290	286	300	288	376	376	3,715
Capital Outlay	17	17	17	-	-	4	10	10	10	10	10	10	10	125
TANs Repayment & Issue Costs	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Total Expenditures	\$10,363	\$10,744	\$22,151	\$2,586	\$10,424	\$676	\$12,749	\$12,460	\$10,926	\$22,907	\$2,374	\$11,031	\$14,472	\$143,863
<b>ENDING BALANCE</b>	\$9,048	(\$1,190)	(\$22,924)	(\$24,790)	(\$35,213)	\$34,365	\$81,503	\$71,033	\$61,072	\$42,370	\$41,000	\$30,651	\$20,659	\$20,659

Notes:

(1) Does not include proceeds or repayment of tax anticipation borrowing.

Source: City of Portland.

**Table 2**  
**CITY OF PORTLAND, OREGON**  
**Fire and Police Disability and Retirement Fund**  
**Projected Cash Flow with Tax Anticipation Notes**  
**Fiscal Year Ending June 30, 2018**  
**(000s)**

<b>Period Ending Date</b>	<b>31-Jul</b>	<b>31-Aug</b>	<b>30-Sep</b>	<b>31-Oct</b>	<b>1 Nov – 9 Nov</b>	<b>10 Nov – 30 Nov</b>	<b>31-Dec</b>	<b>31-Jan</b>	<b>28-Feb</b>	<b>31-Mar</b>	<b>30-Apr</b>	<b>31-May</b>	<b>30-Jun</b>	<b>Total</b>
<b>BEGINNING BALANCE</b>	\$18,564	\$45,250	\$35,013	\$13,278	\$11,424	\$1,001	\$70,609	\$117,768	\$107,308	\$97,366	\$78,694	\$77,356	\$67,035	\$18,564
<b>REVENUES</b>														
Property Taxes	777	445	368	377	-	70,249	59,882	1,654	951	4,139	608	629	4,060	144,140
Interest Earned	64	56	43	20	-	30	20	11	28	90	92	75	76	605
Miscellaneous	6	6	6	336	-	6	6	336	6	6	336	6	375	1,425
Tax Anticipation Notes	36,232	-	-	-	-	-	-	-	-	-	-	-	-	36,232
<b>Total Resources</b>	<b>\$55,643</b>	<b>\$45,756</b>	<b>\$35,429</b>	<b>\$14,010</b>	<b>\$11,424</b>	<b>\$71,286</b>	<b>\$130,517</b>	<b>\$119,768</b>	<b>\$108,292</b>	<b>#####</b>	<b>\$79,730</b>	<b>\$78,066</b>	<b>\$71,545</b>	<b>\$200,965</b>
<b>EXPENDITURES</b>														
↳ <b>Materials &amp; Services</b>														
Base Pensions	\$9,578	\$9,836	\$19,662	\$271	\$10,144	\$0	\$10,131	\$10,118	\$10,097	\$20,150	\$0	\$10,047	\$10,034	\$120,067
Supplemental Pensions	22	22	22	22	-	22	22	22	22	22	22	22	22	261
Short-term Disability	109	189	126	131	63	63	126	128	128	192	128	128	128	1,639
Long-Term Disability	133	132	132	157	-	147	147	147	150	150	153	157	161	1,764
Medical/Voc Rehab/Funeral	226	281	226	226	113	177	234	291	234	234	234	291	234	3,002
Limited Duty Subsidy	-	-	101	28	-	-	101	27	-	104	49	-	153	563
OPSRP Reimbursements	-	-	1,567	1,472	-	-	1,670	1,428	-	1,746	1,490	-	3,354	12,727
Administrative Expenses	279	267	298	279	104	264	309	290	286	300	288	376	376	3,715
Capital Outlay	17	17	17	-	-	4	10	10	10	10	10	10	10	125
TANs Repayment & Issue Costs	29	-	-	-	-	-	-	-	-	-	-	-	36,541	36,570
<b>Total Expenditures</b>	<b>\$10,393</b>	<b>\$10,744</b>	<b>\$22,151</b>	<b>\$2,586</b>	<b>\$10,424</b>	<b>\$676</b>	<b>\$12,749</b>	<b>\$12,460</b>	<b>\$10,926</b>	<b>\$22,907</b>	<b>\$2,374</b>	<b>\$11,031</b>	<b>\$51,012</b>	<b>\$180,433</b>
<b>ENDING BALANCE</b>	<b>\$45,250</b>	<b>\$35,013</b>	<b>\$13,278</b>	<b>\$11,424</b>	<b>\$1,001</b>	<b>\$70,609</b>	<b>\$117,768</b>	<b>\$107,308</b>	<b>\$97,366</b>	<b>\$78,694</b>	<b>\$77,356</b>	<b>\$67,035</b>	<b>\$20,532</b>	<b>\$20,532</b>

Source: City of Portland.

## ESTIMATED SOURCES AND USES OF FUNDS

The anticipated uses of proceeds from the Notes are itemized in the following table:

**Table 3**  
**CITY OF PORTLAND, OREGON**  
**Estimated Sources and Uses of Funds**

<b>SOURCES OF FUNDS</b>	
Par amount of notes	\$35,705,000.00
Original issue premium	526,648.75
Total sources of funds	<u>\$36,231,648.75</u>
<b>USES OF FUNDS</b>	
Deposit to FDPR Fund	\$36,202,248.75
Issuance costs	29,400.00
Total uses of funds	<u>\$36,231,648.75</u>

Source: City of Portland.

## **THE FPDR FUND**

### **OVERVIEW**

The Bureau of Fire & Police Disability & Retirement administers disability, death, and retirement benefits to Portland firefighters, police officers, and their survivors. Fire and police sworn personnel are covered under the FPDR Plan or the Oregon Public Service Retirement Plan (“OPSRP”). For information about the FPDR Plan and OPSRP, see “FINANCIAL AND OPERATING INFORMATION—PENSION PLANS: OREGON PUBLIC EMPLOYEES RETIREMENT SYSTEM, and —PENSION PLANS: FIRE AND POLICE DISABILITY AND RETIREMENT PLAN” herein.

The FPDR Fund, which accounts for benefits and expenses of the FPDR Plan and OPSRP contributions for police and fire members hired after 2006, was established by adoption of Chapter 5 of the City Charter by the voters at the general election held November 2, 1948. The FPDR Fund is administered by a Board of Trustees. The Board of Trustees of the FPDR Fund also administers a Reserve Fund, authorized under provisions of Chapter 5 (Section 5-104) of the City Charter. The Reserve Fund’s purpose is to provide a reserve from which advances can be made to the FPDR Fund in the event the latter is depleted to the extent it cannot meet its current obligations. Under provisions of the City Charter, the Reserve Fund maximum is established at \$750,000 and was fully funded as of June 30, 2016.

### **FPDR PROPERTY TAX LEVY**

The City Charter and current Oregon tax law only allow the City to impose the FPDR property tax levy to pay current obligations, which include current benefits delivered through the FPDR Plan as well as contributions to OPSRP for individuals whose retirement benefits are delivered through that plan. As required by Charter, the FPDR Fund’s Board of Trustees prepares an estimate of the amount required to pay and discharge all requirements of the FPDR Fund, exclusive of any loans or advances, for the next succeeding fiscal year and submits this estimate to the City Council. The Council is required by Charter to levy a dedicated property tax sufficient to fund estimated requirements as provided by the Board of Trustees. This tax levy cannot exceed \$2.80 per \$1,000 of real market value. Proceeds of that levy are credited to the FPDR Fund.

Property taxes are imposed on “assessed value” which is typically lower than real market value. Property tax rates are normally expressed as rates against assessed value. The FY 2016-17 levy of \$138,900,728 required a tax rate of approximately \$1.15 per \$1,000 of taxable real market value, or about 41 percent of the maximum rate permitted by the Charter. That rate, calculated against assessed value, is approximately \$2.4859 per \$1,000 of assessed value. See “AD VALOREM PROPERTY TAX INFORMATION” below for more information on the State of Oregon property tax system.

The FPDR property tax levy has been sufficient in all years to meet required annual benefit payments and contributions. In the event that funding is less than the required payments in any particular year, the FPDR Fund could receive advances from the FPDR Reserve Fund first and other City funds second, to make up the difference. Repayment of advances, if any, would be made from the special property tax levy in the succeeding year. In the event that the special property tax levy is insufficient to pay benefits because benefits paid exceed the \$2.80 per \$1,000 of real market value limit, other City funds would be required to make up the difference. See also “FINANCIAL AND OPERATING INFORMATION—PENSION PLANS: FIRE AND POLICE DISABILITY AND RETIREMENT PLAN” herein.

### **FINANCIAL REPORTING**

Tables on the following pages are excerpted from the audited financial statements of the FPDR Fund and the FPDR Reserve Fund for the Fiscal Years ending June 30, 2012, through June 30, 2016. 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 the Notes and is therefore not associated with the offering of the Notes.

**Table 4**  
**CITY OF PORTLAND, OREGON**  
**Fire and Police Disability and Retirement Pension Trust Funds (1)**  
**Statement of Changes in Fiduciary Net Position (2)**  
**Generally Accepted Accounting Principles Basis**  
**for Fiscal Year Ended June 30**

	2012	2013	Restated 2014	2015	2016
<b>ADDITIONS</b>					
Contributions:					
Property taxes	\$105,880,356	\$112,542,969	\$120,013,176	\$122,063,640	\$121,873,222
Pension recovery (3)	54,738	0	0	0	0
Other	169,467	455,590	662,326	836,992	1,139,449
Total contributions	106,104,561	112,998,559	120,675,502	122,900,632	123,012,671
Net investment income	257,054	119,685	312,468	294,884	489,153
Total additions	106,361,615	113,118,244	120,987,970	123,195,516	123,501,824
<b>DEDUCTIONS</b>					
Benefit payments	108,208,556	112,930,888	114,024,585	117,948,460	122,933,840
Administrative expenses	3,392,450	3,425,724	3,585,476	3,085,925	5,019,573
Refunds	0	48,719	0	0	0
Total deductions	111,601,006	116,405,331	117,610,061	121,034,385	127,953,413
Change in net position	(5,239,391)	(3,287,087)	3,377,909	2,161,018	(4,451,589)
Net position – beginning	25,681,493	20,442,102	17,155,015	19,715,924	21,876,942
Restatement per GASB 68			(817,000)		
Net position – ending	\$20,442,102	\$17,155,015	\$19,715,924	\$21,876,942	\$17,425,353

Notes:

- (1) Includes Fire and Police Disability and Retirement Fund and Fire and Police Disability and Retirement Reserve Fund.
- (2) Beginning in 2013, information is reported in accordance with Statement of Governmental Accounting Standards No. 63: Financial Reporting of Deferred Outflows of Resources, Deferred Inflows of Resources, and Net Position.
- (3) Includes recovery of pension overpayments made between February 1997 and December 2008 due to an error in calculating additional pension benefits mandated by the Oregon Revised Statutes to fully or partially offset state income taxes. The overpayments totaled \$2.9 million to 984 individuals. Litigation on the recovery was settled in 2013, with a net recovery to FPDR of \$1.4 million.

Source: City of Portland Fire and Police Disability and Retirement Fund and Fire and Police Disability and Retirement Reserve Fund audited financial statements.

**Table 5**  
**CITY OF PORTLAND, OREGON**  
**Fire and Police Disability and Retirement Funds (1)**  
**Statement of Fiduciary Net Assets**  
**As of June 30**

	<b>2012</b>	<b>2013</b>	<b>2014 (2)</b>	<b>2015</b>	<b>2016</b>
<b>Assets</b>					
Current assets (unrestricted)					
Cash and investments	\$21,441,086	\$21,796,998	\$21,751,684	\$26,199,648	\$22,655,118
Receivables			0		
Property tax	7,658,565	7,770,556	8,231,915	7,398,731	6,437,733
Interest	179,019	106,218	81,686	134,210	181,850
Accounts, net	0	7,045	700	17,486	43,082
Pension overpayment recovery (3)	1,863,667	381,368	42,198	31,227	18,911
FPDR share of City PERS pension liability	0	0	0	282,521	-
Prepaid expenses	305,378	287,845	0	0	0
Capital assets	154,299	309,082	488,069	510,422	496,852
Total assets	<u>31,602,014</u>	<u>30,659,112</u>	<u>30,596,252</u>	<u>34,574,245</u>	<u>29,833,546</u>
<b>Deferred outflows of resources</b>					
Deferred outflows - pensions			89,364	94,288	173,025
<b>Liabilities</b>					
Benefits payable	8,384,232	8,970,625	8,925,924	9,407,566	9,882,312
Compensated absences	643,822	765,492	810,727	905,762	1,144,216
Bonds payable	456,512	435,618	411,621	384,259	353,225
Accrued interest payable	115,933	130,834	146,940	164,348	183,160
Contingent pension liability (4)	1,526,453	3,164,255	0	1,325,000	0
FPDR share of City PERS pension liability	0	0	636,052	0	812,094
FPDR share of other post-employment benefits	32,960	37,273	38,428	39,921	39,636
Total liabilities	<u>11,159,912</u>	<u>13,504,097</u>	<u>10,969,692</u>	<u>12,226,856</u>	<u>12,414,643</u>
<b>Deferred inflows of resources</b>					
FPDR share of City PERS pension plan deferrals	0	0	0	564,755	166,575
<b>Net Position</b>					
Invested in capital assets	154,299	0	0	0	0
Restricted for pensions	20,287,803	17,155,015	19,715,924	21,876,942	17,425,353
Total net position	<u>\$20,442,102</u>	<u>\$17,155,015</u>	<u>\$19,715,924</u>	<u>\$21,876,942</u>	<u>\$17,425,353</u>

**Notes:**

- (1) Includes Fire and Police Disability and Retirement Fund and Fire and Police Disability and Retirement Reserve Fund.
- (2) Restatement due to implementation of GASB 68.
- (3) In 2012 and 2013 this line primarily represents recovery of pension overpayments made between February 1997 and December 2008 due to an error in calculating additional pension benefits mandated by the Oregon Revised Statutes to fully or partially offset state income taxes. The overpayments totaled \$2.9 million to 984 individuals. Litigation on the recovery was settled in 2013, with a net recovery to FPDR of \$1.4 million. In 2014-2016 this line represents routine recovery of miscellaneous pension and disability overpayments.
- (4) A contingent liability was booked in fiscal years ending 2012 and 2013 related to litigation. The litigation was resolved in fiscal year ending 2014, and the associated settlement payments are reflected in the FPDR Fund's July 1, 2014 beginning fund balance.

**Source:** City of Portland Fire and Police Disability and Retirement Fund and Fire and Police Disability and Retirement Reserve Fund audited financial statements.

## **AD VALOREM PROPERTY TAX INFORMATION**

The ad valorem property tax is widely used by Oregon cities, counties, schools and other local governments for a variety of purposes. Oregon's property tax system is established by statewide statutes and limited by two constitutional amendments created by citizen initiatives. Voter approval is required to authorize new property taxes. Taxes are levied by individual local governments, but are imposed, collected and distributed by the counties in which the local governments are located.

### **PROPERTY VALUATION**

"Real Market Value" is the county assessor's estimate of the current market value of property. Real Market Value limits Assessed Value (defined below) and is often used in Oregon law to set debt limits. However, the primary use of Real Market Value is to determine whether there is Tax Rate Compression. See "—Tax Rate Compression" below.

Property used for charitable, religious, fraternal and governmental purposes is exempt from property taxation. Special assessments that provide a reduction in the taxable Real Market Value may be granted (upon application) for veterans' homesteads, farm and forest land, open space and historic building. In this Official Statement "Market Value" refers to the Real Market Value of properties that are not specially assessed, and to the special assessment value of properties that are specially assessed. Assessed Value and Real Market Value of certain transportation, communication and utility properties is determined centrally by the State of Oregon. The Assessed Value and Real Market Value of other property is determined locally by the county assessors.

Oregon law requires property taxes to be imposed based on the "Assessed Value" of the property. The Assessed Value of property was initially established in 1997 as a result of a constitutional amendment. That amendment (now Article XI, Section 11, often called "Measure 50") assigned each property an Assessed Value and limited increases in that Assessed Value to three percent per year, unless the property is improved, rezoned, subdivided, or ceases to qualify for exemption. When property is newly constructed or reassessed because it is improved, rezoned, subdivided, or ceases to qualify for exemption, it is assigned an Assessed Value that is comparable to the Assessed Value of similar property. The Assessed Value of each parcel cannot exceed its Market Value, and ordinarily is less than its Market Value.

Permanent tax rate levies and rate-based local option levies are imposed on Assessed Value. If Assessed Values increase, collections from those levies will increase, and if Assessed Values decrease collections from those levies will decrease. Local governments instruct the county assessor to collect a dollar amount for general obligation bond levies and fixed-dollar local option levies; for those levies changes in Assessed Value has little effect on collections. See "—TYPES OF PROPERTY TAXES—Local Option Levies" below.

### **TYPES OF PROPERTY TAXES**

#### **Permanent Tax Rate Levies**

The City and other local governments levying taxes for operations in FY 1997-1998 received permanent tax rates in connection with the approval of Article XI, Section 11 of the Oregon Constitution. The City has a permanent tax rate of \$4.5770/\$1,000 of Assessed Value. Revenues from imposing the permanent tax rate can be spent for any lawful purpose. Permanent tax rates cannot be increased. Governments that have not levied property taxes in the past may be authorized by their voters to impose new permanent tax rate levies. Permanent tax rate levies are subject to Tax Rate Compression.

#### **Local Option Levies**

Oregon law allows voters of local governments to authorize "local option levies." Local option levies are limited term levies. Local option levies that only finance capital costs can have a term of up to ten years. Local option levies cannot have a term of more than five years if levy revenues are used to finance operating costs. Voters can approve "fixed-rate levies" that permit the government to impose a tax rate each year of the levy, or "fixed-dollar levies" that allow the government to levy a specified dollar amount each year. Local option levies are subject to Special Tax Rate Compression.

City voters renewed a five-year levy for the City's Children's Investment Fund at a rate of \$0.4026 per \$1,000 of Assessed Value in May 2013. This local option levy took effect in FY 2014-15 and extends for five years. See Table 7 for local option levies of other local governments.

## **The FPDR Levy**

The Oregon Constitution allows the City to impose the FPDR levy described in the Charter in addition to other City levies authorized by Oregon law. Other local governments are not authorized to impose similar, additional levies. See “THE FPDR FUND—FPDR PROPERTY TAX LEVY” above. The FPDR levy is subject to Tax Rate Compression.

## **General Obligation Bond Levies**

Oregon law allows voters of local governments to authorize general obligation bonds to finance capital costs. General obligation bond levies are not subject to Tax Rate Compression.

## **Special Levies for Urban Renewal Areas**

Some urban renewal areas that existed when Measure 50 was adopted are authorized to impose taxes throughout the boundaries of their creating city or county. Special urban renewal levies are subject to Tax Rate Compression. The City has four urban renewal areas with this taxing authority.

## **TAX RATE COMPRESSION**

Article XI, Section 11b of the Oregon Constitution requires that property taxes (other than taxes for general obligation bonds) be divided into two categories: “non-school taxes,” which fund the operations of local governments other than schools, and “school taxes,” which fund operations of the public school system and community colleges. Total non-school taxes on a parcel are not permitted to exceed \$10 per \$1,000 of Market Value and total school taxes on a parcel are not permitted to exceed \$5 per \$1,000 of Market Value.

If the combined tax rates within a category exceed the rate limit for the category, taxes within the category are reduced until total taxes for the category do not exceed the rate limit for the category. This reduction is called “Tax Rate Compression.” All local option levies are reduced first and proportionally, to zero if required. This reduction of local option levies is called “Special Tax Rate Compression.” If there are no local option levies, or local option levies have been reduced to zero, the remaining taxes in the category are reduced proportionally until total taxes in the category do not exceed the category limit.

Taxes levied to pay general obligation bonds are not subject to Tax Rate Compression.

Article XI, Section 11b of the Oregon Constitution also limits the ability of the City and other local governments to impose certain other charges on property and property ownership.

## **VOTER APPROVAL**

New local option levies, levies for new general obligation bonds (but not refunding bonds), and permanent rate limits for governments that have not previously levied operating taxes must be approved at an election that is held in May or November, or at another election in which not less than 50 percent of the eligible registered voters cast ballots.

## **COLLECTION**

The county tax collectors extend authorized levies, compute tax rates, bill and collect all taxes and make periodic remittances of collections to the city and other taxing districts. County tax collectors also calculate Tax Rate Compression.

Tax collections are segregated into two pools, one for school taxes and one for non-school taxes. Each taxing body shares in its pool on the basis of its tax rate and the Assessed Value of property in its boundaries (after adjustment for Tax Rate Compression), regardless of the actual collection experience for property taxes imposed within each taxing body’s boundaries. This causes each taxing body to have the same tax collection rate as other taxing bodies within the county. For example, if the county tax collector collects 90 percent of the property taxes imposed on property in the county, each taxing body will receive 90 percent of the taxes it imposed (after adjustment for Tax Rate Compression).

Taxes are levied and become a lien on July 1 and tax payments are due November 15 of the same calendar year. Under the partial payment schedule the first third of taxes are due November 15, the second third on February 15 and the remaining third on May 15. A three-percent discount is allowed if full payment is made by the due date, two-percent for a two-thirds payment. Late

payment interest accrues at a rate of 1.33 percent per month. Property is subject to foreclosure three years after the taxes become delinquent.

The State of Oregon (the “State”) operates a property tax deferral program for certain senior or disabled taxpayers. The State pays the deferred taxes to the county assessors when they are due, and the program does not adversely affect city tax collections.

**PROPERTY TAX EXEMPTION PROGRAMS**

Oregon statutes authorize a wide variety of full and partial property tax exemptions, including exemptions for property owned or used by cities, counties, schools and other local governments , property of the federal government, property used by religious and charitable entities, property used for low income housing, historical property, property located in enterprise zones, and transit oriented property. The City promotes and administers some of these property tax exemptions, but many exemptions are available to property owners without the consent of the City.

**TRENDS IN PROPERTY VALUATION AND TAXATION**

The following tables present trends in property valuation and taxation for the City.

**Table 6**  
**CITY OF PORTLAND, OREGON**  
**Historical Trends in Assessed and Market Values (1)**  
**(000s)**

<b>Assessed Value</b>					
<b>Fiscal Year</b>	<b>Urban</b>			<b>Total Assessed Value</b>	<b>Percent Change</b>
	<b>Inside Multnomah County</b>	<b>Outside Multnomah County</b>	<b>Renewal Incremental Value</b>		
2007-08	\$38,253,186	\$201,380	\$5,740,426	\$44,194,992	5.72%
2008-09	39,784,128	203,038	6,377,050	46,364,216	4.91%
2009-10	41,109,227	211,157	7,056,631	48,377,015	4.34%
2010-11	42,160,414	214,998	7,462,728	49,838,140	3.02%
2011-12	43,543,881	215,497	7,493,903	51,253,281	2.84%
2012-13	44,401,735	221,758	7,875,076	52,498,569	2.43%
2013-14	45,913,168	228,953	8,210,399	54,352,520	3.53%
2014-15	47,828,360	239,309	8,704,286	56,771,955	4.45%
2015-16	49,745,000	245,505	9,362,187	59,352,691	4.55%
2016-17	52,757,989	255,063	9,355,762	62,368,814	5.08%

<b>Market Value (Measure 5) (2)</b>				
<b>Fiscal Year</b>	<b>Inside Multnomah County</b>	<b>Outside Multnomah County</b>	<b>Total Market Value</b>	<b>Percent Change</b>
2007-08	\$83,935,421	\$355,558	\$84,290,979	15.62%
2008-09	90,002,463	355,981	90,358,444	7.20%
2009-10	88,691,826	330,284	89,022,110	-1.48%
2010-11	86,062,318	312,362	86,374,680	-2.97%
2011-12	80,872,627	290,808	81,163,435	-6.03%
2012-13	79,611,406	284,830	79,896,236	-1.56%
2013-14	83,745,200	299,696	84,044,896	5.19%
2014-15	92,289,836	328,499	92,618,336	10.20%
2015-16	102,284,607	343,534	102,628,140	10.81%
2016-17	120,400,957	384,569	120,785,526	17.69%

**Notes:**

- (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 2016-17, the Measure 5 Market Value of City of Portland properties within Multnomah County represented about 83 percent of full real market value.

Source: Multnomah County Division of Assessment, Recording and Taxation.

**Table 7**  
**CITY OF PORTLAND, OREGON**  
**Consolidated Tax Rate: Fiscal Year 2016-17**  
**Levy Code 201 (1)**

<b>Taxing District</b>	<b>Permanent Tax Rate Per \$1,000 A.V.</b>	<b>Local Option And Other Tax Rates (1) Per \$1,000 A.V.</b>	<b>General Obligation Debt Tax Rate Per \$1,000 A.V.</b>	<b>Total Tax Rate Per \$1,000 A.V.</b>
City of Portland	\$4.5770	\$2.8885	\$0.2645	\$7.7300
Urban Renewal Special Levy	0.0000	0.2405	0.0000	0.2405
Multnomah County	4.3434	0.0500	0.0000	4.3934
Multnomah County Library (2)	1.1800	0.0000	0.0000	1.1800
Metro	0.0966	0.0960	0.2044	0.3970
Port of Portland	0.0701	0.0000	0.0000	0.0701
Tri-County Metropolitan Trans. Dist.	0.0000	0.0000	0.0000	0.0000
East Multnomah Soil & Conservation	0.0905	0.0000	0.0000	0.0905
Subtotal - General Government	10.3576	3.2750	0.4689	14.1015
Portland School District	5.2781	1.9900	1.0623	8.3304
Portland Community College	0.2828	0.0000	0.3957	0.6785
Multnomah Co. Education Svc. Dist.	0.4576	0.0000	0.0000	0.4576
East Multnomah Soil & Conservation	0.0095	0.0000	0.0000	0.0095
Subtotal - Schools	6.0280	1.9900	1.4580	9.4760
<b>Totals</b>	<b>\$16.3856</b>	<b>\$5.2650</b>	<b>\$1.9269</b>	<b>\$23.5775</b>

Notes:

- (1) Includes the City Fire and Police Disability and Retirement pension levy, the City children's local option levy, the Metro natural areas local option levy, the Multnomah County historical society levy, and the Portland Public Schools local option levy. Does not include impact of urban renewal division of tax rates.
- (2) In FY 2013-14, a new permanent rate for the Multnomah County library became effective, replacing a local option levy that had been in effect. In FY 2013-14, the new permanent rate levy was imposed at \$1.18/\$1,000 of Assessed Value.

Source: Multnomah County Division of Assessment, Recording and Taxation.

State statutes limit taxes on any property to \$10 per \$1,000 of real market value for general government and \$5 per \$1,000 of real market value for education. If the amount of taxes to be raised, calculated by multiplying tax rates in each category by the assessed value of a property, exceeds these limits, then the tax burden for that property is reduced to fit within the limits. This reduction is known as Measure 5 compression. See "PROPERTY TAX INFORMATION—TAX RATE COMPRESSION" herein. The following table provides a ten-year history of Measure 5 compression for the City's general levy and Fire and Police Disability and Retirement levy.

The following table provides a ten-year history of Tax Rate Compression for the City's general levy and Fire and Police Disability and Retirement levy.

**Table 8**  
**CITY OF PORTLAND, OREGON**  
**Historical Trends in Measure 5 Compression (1)**

<b>Fiscal Year</b>	<b>Taxes to Raise (2) (3)</b>	<b>Loss due to Compression and Other Factors</b>	<b>Percent Loss</b>	<b>Taxes Imposed (4)</b>
2007-08	\$280,243,725	\$(7,583,824)	2.7%	\$272,659,901
2008-09	303,749,800	(9,066,710)	3.0%	294,683,091
2009-10	314,065,487	(9,943,163)	3.2%	304,122,325
2010-11	323,076,449	(11,822,996)	3.7%	311,253,452
2011-12	324,830,012	(15,998,964)	4.9%	308,831,048
2012-13	339,036,075	(21,536,768)	6.4%	317,499,307
2013-14	359,304,753	(34,707,746)	9.7%	324,597,007
2014-15	370,294,495	(27,485,079)	7.4%	342,809,417
2015-16	377,363,933	(21,084,537)	5.6%	356,279,396
2016-17	394,629,327	(18,270,182)	4.6%	376,359,145

Notes:

- (1) Taxes shown are for the City's permanent rate levy and its Fire and Police Disability and Retirement levy. Results shown are taxes collected by the City from properties in Multnomah County only. The City also collects taxes from properties located in Washington and Clackamas Counties; historically, taxes from these counties represent less than one percent of total taxes.
- (2) Before Measure 5 compression.
- (3) Includes small losses due to miscellaneous adjustments made by the county assessor.
- (4) Before losses due to delinquencies and discounts.

Source: Multnomah County Division of Assessment, Recording and Taxation.

**Table 9**  
**CITY OF PORTLAND, OREGON**  
**Tax Collection Record for the Last Ten Years (1)**

<b>Fiscal Year</b>	<b>Total Levy (000) (2)</b>	<b>Collected Yr. of Levy (3)</b>	<b>Collected as of 12/31/2016 (3)</b>
2007-08	\$394,492	97.0%	100.0%
2008-09	397,822	96.3%	100.0%
2009-10	436,246	96.8%	99.6%
2010-11	445,239	97.1%	99.6%
2011-12	445,044	96.8%	99.4%
2012-13	452,453	97.2%	99.4%
2013-14	467,516	97.3%	99.1%
2014-15	490,540	97.6%	98.9%
2015-16	516,334	97.6%	98.5%
2016-17	551,135	91.4% (4)	91.4%

Notes:

- (1) 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.
- (2) 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.
- (3) Collections are calculated as payments received less adjustments 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 currently represent the largest adjustment to the tax levy. Discounts associated with the FY 2015-16 tax levy represented about 2.6% of that year's levy. Discounts effectively reduce the amount of a fiscal year's levy remaining to be collected in future years.
- (4) Partial year collection as of 12/31/2016.

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

**Table 10**  
**CITY OF PORTLAND, OREGON**  
**Assessed and Market Value of City Property in Multnomah County (1)**  
**by Property Type (FY 2016-17)**

<b>Property Type</b>	<b>Assessed Value</b>	<b>Percent of Total</b>	<b>Market Value (Measure 5)</b>	<b>AV/RMV Ratio</b>
Real Property				
Residential	\$37,367,331,482	60.2%	\$73,753,766,542	50.7%
Commercial/Industrial (County Assessed)	13,110,705,860	21.1%	28,248,476,750	46.4%
Industrial (State Assessed)	567,094,849	0.9%	597,341,560	94.9%
Multiple Family Housing	4,206,182,690	6.8%	10,667,964,410	39.4%
Other	56,960,320	0.1%	87,093,290	65.4%
Subtotal	55,308,275,201	89.0%	113,354,642,552	
Personal Property	2,253,044,700	3.6%	2,254,200,100	99.9%
Machinery and Equipment	1,230,990,120	2.0%	1,247,705,710	98.7%
Manufactured Property	90,061,400	0.1%	133,643,980	67.4%
Utilities	3,231,379,312	5.2%	3,410,765,136	94.7%
Total	\$62,113,750,733	100.0%	\$120,400,957,478	

Notes:

- (1) Excludes Clackamas and Washington County resulting in differences from other tables reporting Assessed Value and Market Value in this disclosure document.

Source: "Table 7a – TAXABLE ASSESSED VALUE AND REAL MARKET VALUE BY PROPERTY CLASS, Tax Year 2016-17," City of Portland, Multnomah County Division of Assessment, Recording and Taxation.

**Table 11**  
**CITY OF PORTLAND, OREGON**  
**Top Ten Property Taxpayer Accounts (1)**

<b>Taxpayer Account</b>	<b>Type of Business</b>	<b>FY 2016-17 Assessed Value</b>	<b>Percent of Total Assessed Value</b>
Total City Assessed Value		\$62,368,813,982	100.00%
Alaska Airlines Inc.	Airline	368,405,400	0.59%
Pacificorp (PP&L)	Energy	341,666,000	0.55%
Portland General Electric Co.	Energy	297,219,450	0.48%
Weston Investment Co. LLC	Real estate (office)	256,754,720	0.41%
AT&T Inc.	Communications	240,387,000	0.39%
Comcast	Communications	226,037,100	0.36%
CenturyLink	Communications	212,141,800	0.34%
Southwest Airlines	Airline	199,287,200	0.32%
Evraz Inc., NA	Steel plate manufacturing	197,772,190	0.32%
CAPREF Lloyd Center LLC	Real estate (retail)	178,942,540	0.29%
Total		<u>\$2,518,613,400</u>	<u>4.04%</u>

Notes:

(1) Excludes Assessed Value of various properties totaling about \$576.5 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.

## **FINANCIAL AND OPERATING INFORMATION**

### **FISCAL YEAR**

July 1 to June 30.

### **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").

### **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 2015-16.

A complete copy of the City's FY 2015-16 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 General Fund on a GAAP basis are found in Appendix B.

### **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.

### **GENERAL FUND**

#### **Overview**

The General Fund includes all activities of the City that are supported by property taxes and other non-dedicated revenues, including utility license fees, business license fees, transient lodging taxes, state shared revenues (from cigarette and liquor taxes), interest income, and miscellaneous revenues and beginning cash balances. General Fund resources are used to support such City services as police, fire and parks, as well as planning, community development and administrative support services.

#### **No Material Liens**

The City has not granted any material liens on amounts in the General Fund. The limited tax bonds of the City and the salaries and other expenses of the City that are paid from the General Fund all have an unsecured claim to amounts in the General Fund.

#### **General Fund Revenues**

Major categories of revenues that are accounted for in the General Fund are described below. Table 12, excerpted from the City's annual financial statements, presents a Schedule of Revenues and Expenditures on a budgetary basis.

**Taxes.** Taxes consist of two categories: property taxes and transient lodging taxes. Property taxes constitute the largest revenue source, representing 39.8 percent of total General Fund revenues in FY 2015-16. Property taxes consist of current year and prior year property taxes collected from the City's \$4.5770/\$1,000 permanent rate levy (224.8 million). See "PROPERTY TAX AND VALUATION INFORMATION" herein.

The transient lodging tax is a tax on transient lodgers, which are daily or weekly renters at hotels, motels and other lodging establishments. The tax rate within Multnomah County currently is 11.5 percent. Of the 11.5 percent transient lodging tax collected within the City, 6.0 percent is allocated to the City, with 5.0 percent going to the City's General Fund and 1.0 percent going to Travel Portland (formerly the Portland Visitors Association). The remaining 5.5 percent is allocated to Multnomah County. Transient lodging taxes were 5.9 percent of General Fund revenues in FY 2015-16, or \$33.1 million.

**Licenses and Permits.** Licenses and permits represented \$199.0 million, or 35.2 percent of the General Fund revenues, in FY 2015-16. Within this category are business license fee revenues collected from firms doing business within the City. The City's business license fee is based upon net apportioned income, and must be paid in advance for each year of business. Utility license fees, which are paid by public utilities such as electric, natural gas, communications, and cable providers, doing business in Portland, are another major revenue source. Additionally, utility license fee revenues are derived from fees charged to their customers by the City's water and sewer utilities.

**Intergovernmental Revenues.** Intergovernmental revenues (5.3 percent of the FY 2015-16 General Fund revenues, or about \$29.8 million) consist largely of State-shared revenues (including taxes on cigarettes and liquor), and also include revenues from Multnomah County and other local governments for their shares of expenses of specific programs or activities that are administered by the City. The City (along with the State and Multnomah County) also receives a share of revenues from traffic court fines, classified as local shared revenues.

**Charges for Services.** Charges for services were \$23.5 million, or 4.2 percent of General Fund revenues in FY 2015-16. This category includes rents and reimbursements received for use of City-owned property such as City Hall and other facilities, and parks and recreation facilities fees.

**Other Sources.** The General Fund receives revenues from a variety of other sources. Approximately 4.6 percent of its revenues are received from City bureaus and agencies related to specific services that are paid from this fund. Additionally, all bureaus whose programs are supported by the General Fund pay a share of centralized service or overhead costs. In total, these overhead billings represented 4.3 percent of General Fund revenues in FY 2015-16. Other sources include investment earnings, payments in lieu of taxes, and General Fund intrafund revenue.

**Table 12**  
**CITY OF PORTLAND, OREGON**  
**General Fund Statement of Revenues and Expenditures**  
**(Actual Results Reported on a Budgetary Basis)**

	<b>FY 2011-12</b>	<b>FY 2012-13</b>	<b>FY 2013-14</b>	<b>FY 2014-15</b>	<b>FY 2015-16</b>
<b>REVENUES</b>					
Taxes:					
Current/prior year property taxes	\$193,983,222	\$197,507,101	\$196,641,917	\$210,759,067	\$224,778,855
Lodging taxes	17,836,176	21,616,835	22,317,995	27,006,075	33,070,664
<b>Total taxes</b>	<b>211,819,398</b>	<b>219,123,936</b>	<b>218,959,912</b>	<b>237,765,142</b>	<b>257,849,519</b>
Licenses and permits:					
Business licenses, net	72,926,005	78,214,550	81,020,111	97,883,936	109,191,833
Public utility licenses	52,498,486	76,046,626	80,934,161	81,864,957	84,551,294
Other	4,708,014	5,547,990	5,926,077	5,132,236	5,235,519
<b>Total licenses and permits</b>	<b>130,132,505</b>	<b>159,809,166</b>	<b>167,880,349</b>	<b>184,881,129</b>	<b>198,978,646</b>
Intergovernmental					
Federal cost sharing	178,764	242,492	412,646	234,784	176,437
State sources	13,382,910	14,462,170	15,158,113	15,847,105	16,509,707
County sources	1,476,301	1,751,625	2,233,646	2,413,115	2,267,527
Local sources	10,009,481	10,165,246	9,396,013	9,968,546	10,854,187
<b>Total intergovernmental</b>	<b>25,047,456</b>	<b>26,621,533</b>	<b>27,200,418</b>	<b>28,463,550</b>	<b>29,807,858</b>
Charges for services:					
Rents and reimbursements	3,932,082	4,180,073	4,738,380	4,686,789	4,831,542
Parks and recreation facilities fees	11,047,035	11,320,567	11,222,573	12,619,131	12,367,535
Other	2,885,982	3,011,963	4,075,303	5,121,560	6,339,729
<b>Total charges for services</b>	<b>17,865,099</b>	<b>18,512,603</b>	<b>20,036,256</b>	<b>22,427,480</b>	<b>23,538,806</b>
Billings to other funds for services	23,330,723	24,081,119	22,652,985	23,697,573	26,099,803
Billings to other funds for general and overhead	24,653,330	24,239,120	26,820,138	22,631,517	24,212,401
Other	5,239,827	5,276,207	4,555,266	4,716,135	4,666,567
<b>TOTAL REVENUES</b>	<b>\$438,088,338</b>	<b>\$477,663,684</b>	<b>\$488,105,324</b>	<b>\$524,582,526</b>	<b>\$565,153,600</b>

**Table 12 (continued)**  
**CITY OF PORTLAND, OREGON**  
**General Fund Statement of Revenues and Expenditures**  
**(Actual Results Reported on a Budgetary Basis)**

<b>EXPENDITURES</b>	<b>FY 2011-12</b>	<b>FY 2012-13</b>	<b>FY 2013-14</b>	<b>FY 2014-15</b>	<b>FY 2015-16</b>
Public Safety	\$266,626,788	\$261,898,496	\$263,575,204	\$283,790,905	\$296,280,704
Parks, Recreation and Culture	61,644,892	61,244,469	62,880,816	69,099,478	77,334,972
Community Development	35,402,450	34,957,090	31,941,264	36,809,631	45,307,344
Legislative/Admin. Support Services	72,205,989	79,643,695	77,082,813	78,552,089	78,308,815
Debt service and related costs	5,726,067	6,275,927	6,824,590	7,452,062	8,190,788
Capital outlay	830,082	2,242,769	684,239	0	0
<b>TOTAL EXPENDITURES</b>	<b>442,436,268</b>	<b>446,262,446</b>	<b>442,988,926</b>	<b>475,704,165</b>	<b>505,422,623</b>
<b>Revenues Over / (Under) Expenditures</b>	<b>(4,347,930)</b>	<b>31,401,238</b>	<b>45,116,398</b>	<b>48,878,361</b>	<b>59,730,977</b>
<b>OTHER FINANCING SOURCES/(USES)</b>					
Transfers from other funds (1)	20,265,184	3,392,120	10,936,309	4,850,709	1,466,330
Transfers to other funds	(35,751,260)	(34,582,631)	(48,217,980)	(43,415,208)	(63,100,264)
Internal loan proceeds/remittances	(3,351,000)	5,311,226	(136,491)	(1,323,735)	-
Sale of capital asset	2,998	21,307	-	300	1,188
<b>TOTAL OTHER FINANCING SOURCES / (USES)</b>	<b>(18,834,078)</b>	<b>(25,857,978)</b>	<b>(37,418,162)</b>	<b>(39,887,934)</b>	<b>(61,632,746)</b>
<b>Net Change in Fund Balance</b>	<b>(23,182,008)</b>	<b>5,543,260</b>	<b>7,698,236</b>	<b>8,990,427</b>	<b>(1,901,769)</b>
<b>Beginning Fund Balance, Budgetary Basis</b>	<b>47,007,826</b>	<b>23,825,818</b>	<b>29,369,078</b>	<b>37,067,314</b>	<b>46,057,741</b>
<b>Ending Fund Balance, Budgetary Basis</b>	<b>\$23,825,818</b>	<b>\$29,369,078</b>	<b>\$37,067,314</b>	<b>\$46,057,741</b>	<b>\$44,155,972</b>
<b>Adjustments to GAAP basis:</b>					
General Reserve Fund budgeted as separate fund	\$48,984,519	\$49,930,120	\$60,077,408	\$58,885,208	\$56,495,175
Internal loans	3,851,000	1,150,000	695,000	725,000	224,724
Unrealized gain (loss) on investments	222,905	(50,589)	152,182	125,955	408,673
Inventories	367,454	352,483	299,864	286,027	270,633
Internal loans payable	-	(1,460,226)	(1,323,735)	-	-
<b>Ending Fund Balance, GAAP basis</b>	<b>\$77,251,696</b>	<b>\$79,290,866</b>	<b>\$96,968,033</b>	<b>\$106,079,931</b>	<b>\$101,555,177</b>

Notes:

(1) Beginning in FY 2013-14, utility license fees generated from sewer and water are now included in the Public Utility License category instead of as a transfer from the Sewer Operating Fund and the Water Fund.

Source: City of Portland.

## **CITY 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 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 CUB will provide recommendations to the City Council on capital spending, rates, and customer service issues. The CUB participated in the process for preparing the FY 2015-16 budgets of the Water and Environmental Services bureaus including reviewing documents and providing testimony at City Council rate hearings. 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 will advise City Council regarding operations of the two utility bureaus, including development of bureau budgets and financial plans, capital spending, and rate setting.

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 along with budget requests. Major City bureaus generally prepare and submit five-year financial plans and Capital Improvement Plans. The City Budget Office, which was created by the City Council in December 2012, coordinates the budget development process.

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 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 Council no later than June 30. All committee meetings and budget hearings are open to the public.

## **INSURANCE**

The City is self-insured for workers' compensation, general liability claims and certain employees' medical coverage in internal service funds. The Oregon Tort Claims Act (ORS 30.260 to 30.300) limits certain claims against the City for personal injury, death and property damage or destruction as described below. Claims under federal jurisdiction are not subject to such limitations.

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 assets). 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 Services and independent actuarial studies. Liabilities are based on estimated ultimate cost of settling claims, including effects of inflation and other societal and economic factors. 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 fiscal year ending June 30, 2016, the expected rate of return used was 0.67 percent and for subsequent years, the expected rate of return was 0.7 percent in FY 2016-17 and 1.00 percent in FY 2017-18 and beyond. The Bureau of Human Resources and the employee benefits consultant determines relevant employees' medical coverage estimates.

The City provides insurance coverage that the City deems to be adequate, appropriate, and actuarially sound to meet the City's anticipated settlements, obligations and outstanding liabilities as described above. Current levels of accrued claims and retained earnings are viewed as reasonable provisions for expected future losses. The City purchases commercial insurance for claims in excess of coverage provided by the self-insurance fund. An excess liability coverage insurance policy covers occurrences in excess of \$1,000,000 to policy limits for covered loss excluding law enforcement liability. Effective November 12, 2013, the excess

liability for law enforcement requires a \$2.5 million retention before insurance begins coverage. An excess workers' compensation coverage insurance policy covers claims in excess of \$850,000 for occurrences after July 1, 2012.

### **Personal Injury and Death Claim**

Under ORS 30.272, the liability of a local public body and its officers, employees and agents acting within the scope of their employment or duties, to any single claimant for covered personal injury or death claims (and not property claims) arising out of a single accident or occurrence may not exceed \$682,800 for causes of action arising on or after July 1, 2015, and before July 1, 2016. The liability limits to all claimants for covered personal injury or death claims (and not property claims) arising from a single accident or occurrence increases to \$3,365,500 for causes of action arising on or after July 1, 2015, and before July 1, 2016. For causes of action arising on or after July 1, 2016, and before July 1, 2017, limitations increase to \$691,200 for single claimant and \$1,382,300 for multiple claimants.

### **Property Damage or Destruction Claim**

Under ORS 30.273, the liability of a public body and its officers, employees and agents acting within the scope of their employment or duties, for covered claims for damage and destruction of property that arise from causes of action arising on or after July 1, 2015, and before July 1, 2016, are as follows: (a) \$112,000 for any single claimant and (b) \$560,000 to all claimants. For causes of action arising on or after July 1, 2016, and before July 1, 2017, limitations increase to \$113,400 for single claimant and \$566,900 for multiple claimants.

## **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 Oregon Revised Statutes (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. Effective January 1, 2016, Tier 1 has an assumed earnings rate guarantee of 7.50 percent and a normal retirement age of 58. 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, 2016, the balance of this reserve was \$448.8 million. As of June 30, 2016, there were 28,605 active plan members, 121,585 inactive plan members currently receiving benefits, 15,106 inactive plan members entitled to but not yet receiving benefits, and 10 inactive members not eligible for refund or retirement, for a total of 165,306 Tier 1 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, 2016, there were 39,205 active members

12,336 inactive plan members currently receiving benefits, 15,291 inactive plan members entitled to but not yet receiving benefits, and 718 inactive members not eligible for refund or retirement, for a total of 67,550 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, 2016, there were 103,866 active members, 2,514 inactive plan members currently receiving benefits, 4,775 inactive plan members entitled to but not yet receiving benefits, and 10,025 inactive members not eligible for refund or retirement, for a total of 121,180 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.

### **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 “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. At its July 31, 2015, meeting, the PERS Board modified certain methods and assumptions which were to be used for the 2014 valuations and the 2015 valuations (the “2015 Board Changes”). The following table shows methods and assumptions adopted by the PERS Board, which are the basis for the actuarial valuations.

**Table 13**  
**OREGON PUBLIC EMPLOYEES RETIREMENT SYSTEM**  
**Actuarial Assumptions and Methods**

ASSUMPTION/METHOD	2012-2013 VALUATIONS	2014-2015 VALUATIONS (3) (2015 Board Changes)
Actuarial Cost Method:	Entry Age Normal	Entry Age Normal
UAL-Method: T1/T2 Programs	Level Percentage of Payroll over 20 years (fixed) (1)	Level Percentage of Payroll over 20 years (fixed) (1)
OPSRP	Level Percentage of Payroll over 16 years (fixed)	Level Percentage of Payroll over 16 years (fixed)
Asset Valuation Method:	Market Value (2)	Market Value (2)
Investment Rate of Return:	7.75%	7.50%
Payroll Growth Rate:	3.75%	3.50%
Inflation Level:	2.75%	2.50%
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.	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.

Notes:

- (1) Although the UAL amortization method remains unchanged, the PERS Board directed Milliman to re-amortize the UAL for the T1/T2 Pension Programs from the 2007, 2009, and 2011 valuations to restart the 20-year amortization period for those UALs effective with the 2013 valuation report.
- (2) Market value of assets reduced by value of assets in statutory reserves (contingency, capital preservation and rate guarantee reserves).
- (3) At its July 31, 2015, meeting, the PERS Board also made changes to actuarial assumptions including life expectancy and retirement age.

Source: Oregon Public Employees Retirement System.

Milliman released its 2014 valuation for the Statewide PERS System as of December 31, 2014, (the "2014 System Valuation") on November 12, 2015, and its 2015 valuation for the Statewide PERS System as of December 31, 2015, (the "2015 System Valuation") on September 27, 2016. These reports include system-wide actuarial valuations for the T1/T2 Pension Programs and OPSRP.

Milliman released the City's individual 2014 valuation report as of December 31, 2014, (the "2014 City Report") on November 17, 2015, and its individual 2015 valuation report as of December 31, 2015, (the "2015 City Report") on October 11, 2016. 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 14**  
**OREGON PUBLIC EMPLOYEES RETIREMENT SYSTEM**  
**Summary of Statewide PERS System Funding Levels**  
**(\$ in Millions) (1)**

<b>STATEWIDE PERS SYSTEM</b>				
<b>Calendar Year</b>	<b>Actuarial Value of Assets</b>	<b>Actuarial Liability</b>	<b>Unfunded Actuarial Liability</b>	<b>Funded Ratio (%)</b>
	2006	\$56,616.5	\$51,252.9	\$(5,363.6)
2007	59,327.8	52,871.2	(6,456.6)	112.2
2008	43,520.6	54,259.5	10,738.9	80.2
2009	48,729.2	56,810.6	8,081.4	85.8
2010	51,583.6	59,329.5	7,745.9	86.9
2011	50,168.2	61,198.4	11,030.2	82.0
2012 (2)	54,784.1	60,405.2	5,621.1	90.7
2013 (2)	60,014.1	62,593.6	2,579.5	95.9
2014 (3)	61,395.1	73,458.9	12,063.8	83.6
2015 (4)	54,365.8	76,196.6	21,830.8	78.7

Notes:

- (1) Composed of Tier 1/Tier 2 and OPSRP pensions but excluding retiree healthcare subsidies of RHIA. Includes side accounts resulting from employer supplemental deposits, including proceeds of pension obligation bonds.
- (2) Reflects savings that were anticipated from the 2013 PERS Bills, but will not be realized because most of the 2013 PERS Bills were invalidated. See “—Recent Developments Related to PERS” below. Also reflects actuarial assumptions and methods described in Table 13 above.
- (3) Reflects the Oregon Supreme Court decision invalidating most of the 2013 PERS Bills. See “—Recent Developments Related to PERS” below. Reflects the 2015 Board Changes. See Table 13 above.
- (4) Reflects the Oregon Supreme Court decision invalidating most of the 2013 PERS Bills. See “—Recent Developments Related to PERS” below. Reflects the 2015 Board Changes. See Table 13 above. Also reflects actual investment returns during fiscal years 2015 and 2016. See Table 17 below.

Source: Oregon Public Employees Retirement System.

**Table 15**  
**OREGON PUBLIC EMPLOYEES RETIREMENT SYSTEM**  
**Summary of City Funding Levels**  
**(\$ in Millions) (1)**

<b>Calendar Year</b>	<b>Actuarial</b>		<b>Unfunded</b>	
	<b>Value of Assets</b>	<b>Actuarial Liability</b>	<b>Actuarial Liability</b>	<b>Funded Ratio (%)</b>
2006	\$1,619.3	\$1,432.0	\$(187.3)	113.1
2007	1,635.0	1,410.8	(224.2)	115.9
2008	1,280.6	1,539.9	259.2	83.2
2009	1,424.0	1,606.0	182.0	88.7
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 (4)	1,820.6	2,335.5	514.9	78.0

Notes:

- (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. Includes impact of pension obligation bonds.
- (2) Reflects savings that were anticipated from the 2013 PERS Bills, but will not be realized because most of the 2013 PERS Bills were invalidated. See "—Recent Developments Related to PERS" below. Also reflects actuarial assumptions and methods described in Table 13above.
- (3) Reflects the Oregon Supreme Court decision invalidating most of the 2013 PERS Bills. See "—Recent Developments Related to PERS" below. Reflects the 2015 Board Changes. See Table 13above.
- (4) Reflects the Oregon Supreme Court decision invalidating most of the 2013 PERS Bills. See "—Recent Developments Related to PERS" below. Reflects the 2015 Board Changes. See Table 13 above. Also reflects actual investment returns during fiscal years 2015 and 2016. See Table 17 below.

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 16**  
**OREGON PUBLIC EMPLOYEES RETIREMENT SYSTEM**  
**City Payroll for PERS Members and Unfunded Actuarial Liability**

<b>Calendar Year</b>	<b>Payroll</b>	<b>Unfunded Actuarial Liability</b>	<b>Unfunded Liability to Payroll Ratio</b>
2006	\$242,259,162	\$(187,332,041)	-77%
2007	259,889,403	(224,199,619)	-86%
2008	289,371,762	259,241,423	90%
2009	303,851,551	182,019,126	60%
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%

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.

### **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 fair market value was revised at the OIC meeting of June 3, 2015, and currently is 37.5 percent public equity, 17.5 percent private equity, 20 percent debt securities, 12.5 percent real estate, and 12.5 percent alternative equity.

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

**Table 17**  
**OREGON PUBLIC EMPLOYEES RETIREMENT FUND**  
**Oregon PERS Investment Returns (1)**

<b>Fiscal Year</b>	<b>Net</b>
<b>Ending June 30</b>	<b>Returns (%)</b>
2007	18.6
2008	-3.5
2009	-22.2
2010	17.0
2011	22.3
2012	1.6
2013	12.7
2014	16.6
2015	4.3
2016	1.2

Notes:

- (1) Total fund performance, excluding variable account.

Source: Comprehensive Annual Financial Report for the Fiscal Year Ended June 30, 2016, Oregon Public Employees Retirement System.

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 18**  
**OREGON PUBLIC EMPLOYEES RETIREMENT FUND**  
**Annualized Investment Results (1)**

Periods Ending June 30, 2016	<b>Annualized</b>		
	1-Year	3-Year	5-Year
Total Portfolio, Excluding Variable	1.2%	7.2%	7.1%

Notes:

- (1) Total fund performance, excluding variable account.

Source: Comprehensive Annual Financial Report for the Fiscal Year Ended June 30, 2016, Oregon Public Employees Retirement System.

Investment returns for calendar year 2015 were substantially below the 7.50 percent assumed earnings rate, which is a large factor in the increase in the UAL of the PERS System and the City as of December 31, 2015. See Table 14 and Table 15 above.

**Employer Contribution Rates and Amounts**

The PERS Board is required by State statute to determine liabilities of the Statewide PERS System from time to time and to set contributions of participating employers at a level that ensures liabilities of the Statewide PERS System will be funded no more than 40 years after the date on which the determination is made. ORS 238.225 requires participating public employers to pay the amounts the PERS Board determines to be actuarially necessary to fund benefits provided to employees.

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.

At the end of each odd-numbered year, actuarial valuations determine the employer contribution rates that are officially set by the PERS Board. All employers participating in PERS are required to make their contribution to PERS based on the employer contribution rates set by the PERS Board. 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 13 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 current employer contribution rates for the 2015-17 biennium that ends on June 30, 2017. The table also shows the City’s employer rates for the 2017-19 biennium that begins on July 1, 2017, as reported in the 2015 City Report. 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 19  
OREGON PUBLIC EMPLOYEES RETIREMENT SYSTEM  
Employer Contribution Rates for the City  
Percentage of Covered Payroll (1) (2)**

<b>Payrolls Paid</b>	<b>Current Rates</b>	<b>Future Rates</b>
	<b>2015-17</b>	<b>2017-19</b>
T1/T2	12.85%	17.12%
OPSRP General Services	7.00%	10.26%
OPSRP Police and Fire	11.11%	15.03%

Notes:

- (1) Does not include contribution rates to fund RHIA. See “OTHER POST-EMPLOYEE RETIREMENT BENEFITS – PERS Program.” For FY 2015-16, one percent of the City’s covered payroll for the three pension benefit programs was approximately: \$1,540,773 for T1/T2 Pension Programs; \$1,568,542 for OPSRP general services; and \$398,607 for OPSRP police and fire.
- (2) Includes adjustments for side accounts and pre-SLGRP liabilities.

Source: City of Portland, Oregon Public Employees Retirement System, and 2014 City Report and 2015 City Report prepared by Milliman.

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's financial plan has been updated to incorporate higher growth assumptions for PERS employer rates. The financial plan assumes an increase in PERS rates of approximately four percentage points and OPSRP rates of approximately three percentage points above current rates for FY 2017-18 and FY 2018-19. For FY 2019-20 and FY 2020-21, the financial plan assumes an increase in PERS rates of another four percentage points and in OPSRP rates of another three percentage points.

### **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. The final maturity of the fixed rate Pension Obligation Bonds is June 1, 2029. Pension Obligation Bonds issued as auction rate securities mature on June 1, 2019. Proceeds of the Pension Obligation Bonds were deposited in an account with PERS. Table 20 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. See “—PENSION PLANS: FIRE AND POLICE DISABILITY AND RETIREMENT FUND” below. In FY 2015-16, 60.7 percent of the total cash contribution was for the employer share and 39.3 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 20**  
**CITY OF PORTLAND, OREGON**  
**City Contribution to PERS**

<b>Fiscal Year Ending June 30</b>	<b>City's Required Cash Contribution to PERS (1)</b>	<b>Debt Service on Pension Obligation Bonds</b>	<b>Total Cash Contribution for Pension Costs</b>
2007	\$31,172,696	\$18,990,492	\$50,163,188
2008	32,779,658	19,839,413	52,619,071
2009	35,326,820	16,059,937	51,386,757
2010	32,598,608	15,223,638	47,822,246
2011	33,622,080	16,413,710	50,035,790
2012	45,229,731	17,738,966	62,968,697
2013	45,278,556	19,432,611	64,711,167
2014	45,868,558	21,128,704	66,997,262
2015	46,969,145	23,204,402	70,173,547
2016	55,530,023	25,350,326	80,880,349

Notes:

- (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 FPDR property tax levy and other non-General Fund bureaus such as the Water Bureau and the Bureau of Environmental Services.

Source: City of Portland.

**Recent Developments Related to PERS**

During the 2013 Legislative Session and the 2013 Special Session the Legislative Assembly enacted Senate Bills 822, 861, and 862 (the "2013 PERS Bills") that were expected to: limit annual benefits cost of living adjustments ("COLAs"), for PERS retirees, eliminate a benefit increase for out-of-state retirees based on Oregon income tax, exclude salary increases given to pay for insurance costs from the final average salary used to calculate pension benefits, and reduce legislators' participation in PERS. The 2013 PERS Bills were expected to reduce the amount of future benefit payments from the Statewide PERS System and reduce the unfunded actuarial liability of the Statewide PERS System by approximately \$5 billion.

In addition to legislative actions, in 2013 the PERS Board made other adjustments that were estimated by PERS to increase the unfunded actuarial liability of the Statewide PERS System by approximately \$2.5 billion. See Table 13 for a summary of the changes made by the PERS Board.

Several lawsuits were filed challenging the 2013 PERS Bills. On April 30, 2015, the Oregon Supreme Court released its decision in these cases. According to its decision, the Supreme Court invalidated the limits on COLAs insofar as they apply to benefits that members earned before the effective dates of the 2013 PERS Bills and upheld the elimination of the benefit increase for out-of-state retirees.

**Implementation of Governmental Accounting Standards Board Statement No. 68**

As reflected in its Comprehensive Annual Financial Report ("CAFR") for the fiscal year ended June 30, 2015, the City implemented Governmental Accounting Standards Board Statement No. 68 ("GASB 68"), which significantly changed employer reporting of defined benefit pension plans for state and local governments. Under these new standards, for the fiscal year ending June 30, 2016, the City reported a net pension liability of \$217.1 million and a pension expense of \$165.1 million. See the City's CAFR for the fiscal year ended June 30, 2016, posted on the EMMA website. The amount does not reflect changes made by the board after June 30, 2015, including the reduction in the investment rate of return from 7.75 percent to 7.50 percent.

## **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 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. 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 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. City Council amended the FPDR Plan three times in 2016 to provide additional benefits in compliance with arbitrators' orders. The first amendment added a reversionary benefit when an alternate payee (a former spouse who has been granted a portion of a member's pension) predeceases the member. The second and third amendments changed the definition of final pay used to calculate FPDR Two pension benefits. Prior to January 1, 2013, final pay was defined as pay received during a 12-month period. The City's biweekly pay structure occasionally results in 27 pay checks, rather than the usual 26, in a 12-month period. In 2012, City of Portland voters changed the definition of final pay to include 365-366 days of pay, which is equivalent to approximately 26.1 pay checks. Arbitrators ordered the City to make whole members of the Portland Police Association, Portland Fire Fighters Association, and Portland Police Commanding Officers Association whose pensions (current or future) were reduced by the change. Council amended the City Charter to define final pay for FPDR Two members in these bargaining units as the greater of the two methods, 26.1 or 27 pay checks.

### **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, in which most active fire and police personnel participate, 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 for 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 active 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. As of June 30, 2016, there were 500 members and beneficiaries in FPDR One.

**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. As of June 30, 2016, there were 2,497 members and beneficiaries in FPDR Two.

**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. As of June 30, 2016, there were 464 FPDR Three members.

**Funding**

The FPDR Fund receives the proceeds of 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 property tax levy has been sufficient in all years to meet required annual benefit payments and required contributions. 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, 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 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 2016-17, the tax loss due to Measure 5 compression was \$6.5 million, or 4.7 percent of the FPDR tax levy.

**Retirement Plan Asset Valuation and Liabilities**

The table below shows key assumptions for the most recent valuation of the FPDR Plan. Key actuarial assumptions have changed over time, including a change from Attained Age Normal to Entry Age Normal for retirement benefits with the June 30, 2012, valuation. Mortality and other assumptions are regularly reviewed and updated as needed. The discount rate has changed over time to reflect economic conditions. Beginning with the June 30, 2014, valuation, 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 pre-funded.

**Table 21  
CITY OF PORTLAND, OREGON  
FPDR Plan -- Actuarial Assumptions and Methods  
For the June 30, 2016, Valuation**

Actuarial Cost Method	Entry Age Normal
Actuarial Value of Assets	Market Value
Funding Policy	Pay-As-You-Go
Discount Rate	2.85%
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, 2016, dated January 16, 2017.

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 “—Levy Adequacy” below. As reflected in the City’s CAFR for its fiscal year ended June 30, 2016, 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 the fiscal year ended June 30, 2016 and contributed to the City’s total net position decrease from FY 2012-13 to FY 2013-14. See table entitled “Net Position by Component Last Ten Fiscal Years (accrual basis of accounting)” on page 306 of the City’s CAFR for its fiscal year ended June 30, 2016, which is available on EMMA.

**Table 22**  
**CITY OF PORTLAND, OREGON**  
**FPDR Plan --Summary of Funding Levels (1)**

<b>Fiscal Year</b>	<b>Actuarial Value of Assets</b>	<b>Actuarial Liability</b>	<b>Unfunded Actuarial Liability (1)</b>	<b>Funded Ratio (2)</b>
2005	\$15,121,840	\$1,684,457,000	\$1,669,335,160	0.90%
2006	15,266,971	1,817,661,000	1,802,394,029	0.84%
2007 (3)	9,884,902	1,919,501,000	1,909,616,098	0.51%
2008	5,377,290	2,217,414,215	2,212,036,925	0.24%
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%

<b>Fiscal Year</b>	<b>Plan Net Position, Ending</b>	<b>Total Pension Liability</b>	<b>Net Pension Liability (2)</b>	<b>Net Position as Percent of Total Liability</b>
2013 (3)	\$17,155,015	\$2,517,096,534	\$2,499,941,519	0.68%
2014 (3)	20,532,924	2,473,970,866	2,453,437,942	0.83%
2015 (3)	21,876,942	2,896,894,767	2,875,017,825	0.76%
2016 (3)	17,425,353	3,391,461,315	3,374,035,962	0.51%

Notes:

- (1) Table reflects transition to new accounting classifications as required by the Governmental Accounting Standards Board.
- (2) Does not include value of future dedicated FPDR property tax collections.
- (3) Amounts are calculated by rolling forward prior actuarial valuations. See Table 23 below for a summary of the June 30, 2014, and June 30, 2016, valuations.

Source: City of Portland audited financial statements.

Overall the net pension liability increased from \$2.47 billion on June 30, 2014, to \$3.67 billion on June 30, 2016, as shown in Table 23 below. Note that these valuations differ from results shown in Table 22 above because they are based on actual results prepared by Milliman and are not roll-forward amounts of prior valuations.

**Table 23**  
**CITY OF PORTLAND, OREGON**  
**FPDR Plan--Summary of Most Recent Actuarial Valuations**

<b>Fiscal</b>	<b>Plan</b>	<b>Total</b>	<b>Net</b>
<b>Year</b>	<b>Assets</b>	<b>Pension</b>	<b>Pension</b>
		<b>Liability</b>	<b>Liability</b>
2014	\$20,532,924	\$2,488,261,858	\$2,467,728,934
2016	17,425,353	3,689,965,110	3,672,539,757

Source: Milliman Inc., City of Portland Fire & Police Disability & Retirement (FPDR) Fund, Pension Actuarial Valuation Report as of June 30, 2016, dated January 16, 2017.

The single largest driver of the higher liability is the discount rate (the June 30 value of the Bond Buyer General Obligation 20-Bond Municipal Bond Index each year). The rate dropped from 4.29 percent on June 30, 2014, to 2.85 percent on June 30, 2016, resulting in a \$574 million increase in the plan liability. As described above, the FPDR Plan provides that FPDR Two postretirement benefit increases cannot exceed the postretirement benefit increases for PERS sworn retirees. For the 2014 valuation, these adjustments were based on the PERS COLA as modified by the 2013 PERS Bills, which reduced the maximum COLA from 2.0 percent to 1.25 percent. However, the lower COLA was invalidated by the Oregon Supreme Court in 2015, insofar as it applies to benefits that members earned before the effective dates of the 2013 changes (see “—Recent Developments Related to PERS”). The PERS Board subsequently adopted a blended COLA, which applies up to 2.0 percent for the percentage of service credited before October 2013 and 1.25 percent for later service. The FPDR Board chose a similar COLA methodology in 2016 and 2017, and directed the actuaries to assume this methodology continues for purposes of the 2016 valuation. The higher COLA assumption increased the liability by \$289 million between June 30, 2014, and June 30, 2016. A final significant change was an update to the plan’s mortality assumptions, which the FPDR Board has decided will mirror the mortality experience in the larger pool of PERS sworn members. Longer life expectancies for retirees increased the liability by another \$147 million.

**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 expenditures both for the pay-as-you-go FPDR Plan and 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 2007-08 and FY 2016-17, Real Market Value of property subject to taxation has grown by a compounded annual rate of approximately 4.1 percent.

**Table 24**  
**CITY OF PORTLAND, OREGON**  
**FPDR Fund--Certified Levies Compared with Maximum Levies Authorized**

<b>FYE June 30</b>	<b>Tax Levy per \$1,000 RMV</b>	<b>Certified Tax Levy (1)</b>	<b>Maximum Levy Authorized (\$2.80/1,000 RMV)</b>	<b>Amount Available to be Certified from Authorized Levy</b>
2008	\$1.13	\$95,365,463	\$236,014,742	\$140,649,279
2009	1.23	111,152,436	253,003,644	141,851,208
2010	1.29	114,980,456	249,261,909	134,281,453
2011	1.37	118,526,184	241,849,105	123,322,921
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

Notes:

(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 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 and death 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 25**  
**CITY OF PORTLAND, OREGON**  
**FPDR Fund--Imposed Levies and Expenditures for**  
**Pension Benefits and Death/Disability Benefits**

<b>FYE</b>	<b>Imposed Tax</b>	<b>FPDR One &amp;</b>	<b>FPDR Three</b>	<b>Disability &amp;</b>	<b>Total FPDR</b>
<b>June 30</b>	<b>Levy (1)</b>	<b>Two Pension</b>	<b>OPSRP</b>	<b>Funeral Benefits</b>	<b>Benefit</b>
		<b>Benefits</b>	<b>Contributions</b>		<b>Contributions</b>
2007	\$84,180,663	\$74,375,304	\$0	\$10,849,102	\$85,224,406
2008	92,819,416	80,718,048	726,748	10,876,351	92,321,147
2009	107,869,880	85,079,520	1,774,991	9,241,784	96,096,295
2010	111,376,678	89,038,110	2,210,250	9,075,988	100,324,348
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

Notes:

(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, 2016. The Levy Adequacy Analysis found that, under a wide range of simulated economic scenarios over the next 20 years, the future FPDR Fund 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 fewer than three percent of modeled scenarios. This represents a decline from approximately four percent of modeled scenarios in the prior analysis as of June 30, 2014. Real Market Values in the City’s tax base have grown by more than enough to offset more expensive plan benefits. The first year in which the percent of scenarios exceeding the levy limit reaches the one percent level is FY 2031-32. Pay-as-you-go costs 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 50<sup>th</sup> and 5<sup>th</sup> percentiles for FY 2016-17 through FY 2035-36 as included in the 2016 Levy Adequacy Analysis. Note that actual levy rate in FY 2016-17 was \$1.15 per \$1,000 of Real Market Value.

**Table 26**  
**CITY OF PORTLAND, OREGON**  
**FPDR Fund--Projected Levy Rate, Taxes and Requirements**

Fiscal Year Ended June 30	Levy Rate		Levy Rate	
	at 50th Percentile	Taxes Levied at 50th Percentile	at 5th Percentile	Taxes Levied at 5th Percentile
2017	\$1.18	\$143,100,000	\$1.18	\$143,100,000
2018	1.13	150,100,000	1.13	150,100,000
2019	1.13	157,300,000	1.27	158,700,000
2020	1.18	170,300,000	1.39	173,800,000
2021	1.19	179,100,000	1.45	183,500,000
2022	1.23	194,400,000	1.59	203,700,000
2023	1.24	204,400,000	1.65	215,200,000
2024	1.25	216,700,000	1.75	234,000,000
2025	1.26	229,000,000	1.82	248,400,000
2026	1.28	243,000,000	1.91	267,700,000
2027	1.30	257,000,000	1.95	284,800,000
2028	1.31	271,100,000	2.03	304,100,000
2029	1.31	284,900,000	2.07	321,900,000
2030	1.37	311,600,000	2.22	354,300,000
2031	1.37	325,900,000	2.26	372,100,000
2032	1.36	339,000,000	2.32	392,700,000
2033	1.35	352,200,000	2.34	409,800,000
2034	1.33	362,200,000	2.38	428,700,000
2035	1.30	372,400,000	2.37	443,000,000
2036	1.21	361,700,000	2.27	437,600,000

Notes:

- (1) Results are expressed as a probability distribution. Amounts shown in table are median values within percentile categories. Actual rates for FY 2016-17 are found in the table entitled "FPDR Fund—Certified Levies Compared with Maximum Levies Authorized."

Source: Milliman, Inc., FPDR Levy Adequacy Analysis as of June 30, 2016, dated January 24, 2017.

The current analysis extends through FY 2035-36 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 2015 City Report, the City's allocated share of the RHIA program's UAL was \$1,700,252 as of December 31, 2015.

The City's current employer contribution rate to fund RHIA benefits during the 2015-2017 biennium for T1/T2 employees is 0.53 percent and for OPSRP general services and police and fire employees is 0.45 percent. According to the 2015 City Report, the rate to fund RHIA benefits during the 2017-19 biennium for T1/T2 employees is 0.50 percent and for OPSRP general services and police and fire employees is 0.43 percent. These employer contribution rates to fund RHIA are not reflected in the rates described in Table 19 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"). GASB 45 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. 45, *Accounting and Financial Reporting by Employers for Postemployment Benefits Other Than Pensions*. The valuation is 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 3.5 percent investment rate of return, and annual healthcare cost trend rates of two to 8.5 percent for health insurance, 4.2 percent to 4.5 percent for dental insurance, and three percent for vision. The City's unfunded actuarial accrued liability for OPEB is solely attributable to the Health Insurance Continuation Option and at the valuation date of July 1, 2015 (the date of the most recent actuarial valuation), is estimated to be \$79,200,156. The unfunded actuarial accrued liability as a percentage of covered payroll is 30 percent. 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, 2017.

The City's annual OPEB cost is calculated based on the actuarially-determined ARC, 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. For FY 2015-16, the amount to be recognized as the annual employer OPEB cost was \$5,973,053. For fiscal year ended June 30, 2016, the City benefits paid on behalf of retirees exceeded the premiums they paid by \$1,058,108. The City elected to not pre-fund the FY 2015-16 annual OPEB cost. The amount unfunded in FY 2015-16 is \$43,102,7746, which is the OPEB obligation from the beginning of the fiscal year, plus the ARC for FY 2015-16 along with interest on the net OPEB obligation and adjustments, less payments made in relation to the FY 2015-16 net OPEB obligation. 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.

## **OVERVIEW OF CITY INDEBTEDNESS**

### **Debt Management Policy**

In April 1984, the City Council adopted Resolution No. 33661, which places centralized responsibility for Debt Management in the Office of Management and Finance and establishes standards and procedures for the issuance of debt. The City's debt policy, which is included as FIN 2.12 in the Comprehensive Financial Management Policies of the City, includes more restrictive limits on City debt issuance than required by State law. This policy has subsequently been updated and expanded. The most recent updates to the debt policy were included in Resolution 37086, which was adopted as binding City policy by the City Council on August 6, 2014. Among the general provisions in the debt policy are types of debt that may be issued and limitations on their use, selection of finance professionals, methods of sale, structure and term of City indebtedness, issuance of conduit debt, and refunding outstanding debt.

### **Debt History**

The City has met all principal and interest payments on its indebtedness in a timely manner and in the required amounts. In addition, the City has never been required to refinance any general obligation indebtedness to meet regular operating expenses.

## **Debt Limitation**

Oregon statutes limit the amount of general obligation debt which an Oregon city may have outstanding at any time to three percent of the real market value of the taxable property within the City, although limited tax, sewer, and water bonds are among the types of bonds legally exempt from the debt limitation. The City is in compliance with all statutory debt limitations.

## **Outstanding Debt**

The City issues a variety of debt types for the purpose of carrying out its capital financing activities. These various debt types are shown in the table below titled “Debt Statement.” Outstanding debt amounts are as of June 1, 2017.

## **Unlimited Tax General Obligation Bonds**

The City has \$130.485 million of outstanding tax-supported general obligation bonds. These bonds were originally issued for the purpose of funding parks, emergency facility system, and public safety improvements. The City is authorized to levy unlimited *ad valorem* property taxes outside the limitations of Article XI, Sections 11 and 11b of the Oregon Constitution to pay these bonds.

## **Bonds Paid and/or Secured by the General Fund**

The following obligations are secured by the full faith and credit of the City. The City is obligated to pay these obligations from any taxes or other revenues available to the City that may legally be applied to pay them. The City is not authorized to levy *ad valorem* property taxes outside the limitations of Article XI, Sections 11 and 11b of the Oregon Constitution to pay these obligations.

### Non Self-Supporting General Fund Obligations

Non self-supporting General Fund obligations are either paid from Available General Funds or are otherwise considered to be non self-supporting based upon factors including, but not limited to, length of history of the payment revenue source, debt service coverage, revenue volatility and classification of such debt by bond rating agencies. Outstanding obligations that have been determined to be non self-supporting are as follows.

*Limited Tax Revenue Bonds.* The City has \$36.7 million of outstanding limited tax revenue bonds that are paid primarily from General Fund resources. The City has issued limited tax revenue bonds to satisfy a variety of capital financing requirements.

*Limited Tax Pension Obligation Revenue Bonds.* The City issued \$300.8 million of Limited Tax Pension Obligation Revenue Bonds in November 1999 to finance the City’s December 31, 1997, unfunded actuarial accrued pension liability with the State of Oregon Public Employees Retirement System. Approximately forty percent of the debt service on these bonds is expected to be paid from resources of the General Fund. The remaining sixty percent is expected to be paid by non-General Fund bureaus of the City. (See “Self-Supporting General Fund Obligations” below.) Approximately \$67.6 million of outstanding principal remains on the portion of the bonds projected to be repaid with General Fund resources.

*Limited Tax Housing Revenue Bonds.* The City has outstanding a total of \$14.2 million of Limited Tax Housing Revenue Bonds. This amount includes \$9.2 million issued for the Headwaters Apartment Project and \$5.0 million issued for the Housing Opportunity Program.

*Non Self-Supporting Lines of Credit.* The City has established a line of credit for the Portland Harbor Restoration Project that is secured by the City’s full faith and credit and paid from General Fund resources. The outstanding balance on the line of credit is \$0.4 million. Additionally, \$24.27 million is outstanding on a River District urban renewal area line of credit secured by the City’s full faith and credit and the tax increment revenues of that urban renewal area, which expires on June 30, 2021. This line of credit is expected to be repaid from proceeds of the sale of property purchased by PDC from the U.S. Postal Service. On April 4, 2017, the City closed on a \$190 million line of credit, which will be used to renovate the Portland Building. The balance on this line of credit is \$7.2 million.

*Contingent Loan Agreements.* The City has made a limited, subject-to-appropriation, pledge of its General Fund to restore reserve fund balances on six conduit housing revenue bond issues. As of June 1, 2017, the City had not received any requests to appropriate funds to restore the reserve fund balances of these issues. The original par amount of these issues is \$29.695 million, of which \$24.71 million remains outstanding.

**Table 27**  
**CITY OF PORTLAND, OREGON**  
**Debt Statement (1)**  
**as of June 1, 2017**

<b>Type of Obligation</b>	<b>Amount Outstanding</b>
<b>I. UNLIMITED TAX GENERAL OBLIGATION BONDS</b>	
General Obligation Parks Bonds	\$22,235,000
General Obligation Public Safety Bonds	53,475,000
General Obligation Emergency Facilities Bonds	19,690,000
General Obligation Housing Bonds	35,085,000
<b>Total Unlimited Tax General Obligation Bonds</b>	<b>\$130,485,000</b>
<b>II. BONDS PAID AND/OR SECURED BY THE GENERAL FUND</b>	
<b>A. Non-Self-Supporting</b>	
Limited Tax Revenue Bonds	\$36,705,000
Limited Tax Pension Obligation Revenue Bonds (General Fund share)	67,577,477
Limited Tax Housing Revenue Bonds	14,210,000
2015 Portland Harbor Restoration Line of Credit	425,400
2016 River District (General Fund) Line of Credit	24,270,957
2017 Portland Building Line of Credit	7,215,884
<b>Total Bonds Secured and Paid from the General Fund (1)</b>	<b>\$150,404,718</b>
<b>B. Self-Supporting</b>	
Limited Tax Pension Obligation Revenue Bonds (Non-General Fund share)	\$114,450,868
Limited Tax Revenue Bonds (Streetcar)	11,280,000
Limited Tax Revenue Bonds (Convention Center)	72,111,102
Limited Tax Revenue Bonds (JELD-WEN Field Project)	15,096,000
Limited Tax Revenue Bonds (Stadium Project)	12,000,000
Limited Tax Revenue Bonds (PMLRT)	31,390,000
Limited Tax Revenue Bonds (Sellwood Bridge)	39,895,000
Limited Tax Improvement Bonds	32,585,000
State Loan (Levee IFA)	527,937
FPD&R TAN's	28,770,000
Lines of Credit:	
Urban Renewal (General Fund secured)	37,162,993
2015 Local Improvement Districts	6,025,567
2015 Sellwood Br. II Line	20,000,000
<b>Total Self-Supporting Bonds Secured by the General Fund</b>	<b>\$421,294,467</b>
<b>III. REVENUE BONDS</b>	
First Lien Sewer Revenue Bonds	\$540,840,000
Second Lien Sewer Revenue Bonds	938,960,000
Sewer SRF Loans	13,554,496
First Lien Water Revenue Bonds	440,455,000
Second Lien Water Revenue Bonds	211,405,000
Urban Renewal Bonds	425,726,400
Urban Renewal Lines of Credit (Non-General Fund secured)	32,517,166
PBOT Parking Meter Lease	171,487
Gas Tax Revenue Bonds	9,512,000
<b>Total Revenue Bonds</b>	<b>\$2,613,141,550</b>
<b>TOTAL - ALL OUTSTANDING DEBT</b>	<b>\$3,315,325,735</b>

Notes:

(1) Excludes contingent loan agreements. Excludes City obligation under a state loan guarantee (see “—Self Supporting General Fund Obligations—Other Obligations” below).

Source: City of Portland.

## Self-Supporting General Fund Obligations

Self-supporting General Fund obligations are secured by Available General Funds, but paid from non-General Fund revenues that are considered to be stable and reliable. Outstanding self-supporting General Fund obligations are as follows:

*Limited Tax Pension Obligation Revenue Bonds.* Of the total outstanding Limited Tax Pension Obligation Revenue Bonds described above, approximately \$114.45 million is expected to be fully self-supporting and paid from non-General Fund bureaus of the City.

*Limited Tax Revenue Bonds (Visitor Development Initiative).* The City has issued bonds pursuant to an intergovernmental agreement known as the Visitor Development Initiative for various projects. While ultimately secured by the General Fund, these bonds are expected to be repaid in whole or in part with revenues generated from surcharges on the transient lodging tax and the motor vehicle rental tax. The City has \$72.1 million of outstanding limited tax revenue bonds for the Oregon Convention Center Completion Project and \$15.1 million of outstanding bonds for the JELD-WEN Field Project.

*Limited Tax Revenue Bonds (Central City Streetcar Project).* The City has \$11.28 million of outstanding limited tax revenue bonds for the Central City Streetcar Project. These bonds are ultimately secured by the City's General Fund, but the City expects to pay the debt service on these bonds with revenues from the City's parking facilities and meters.

*Limited Tax Revenue Bonds (Stadium Project).* In April 2012, the City issued limited tax revenue bonds to refinance improvements for major league soccer at Providence Park (formerly known as JELD-WEN Field). While secured by the City's General Fund, the City expects to pay the debt service with revenues from its Spectator Facilities Fund. The City has \$12.0 million of these bonds outstanding.

*Limited Tax Revenue Bonds (Portland-Milwaukie Light Rail Project).* In September 2012, the City issued limited tax revenue bonds to finance a portion of the Portland-Milwaukie Light Rail Project. While secured by the City's General Fund, the City expects to pay the debt service with transportation revenues, including parking revenues, gas tax revenues and system development charges. The City has \$31.39 million of these bonds outstanding.

*Limited Tax Revenue Bonds (Sellwood Bridge Project).* In June 2014, the City issued limited tax revenue bonds to finance a portion of the costs of the Sellwood Bridge Project. While secured by the City's General Fund, the City expects to pay the debt service with transportation revenues, including parking revenues, gas tax revenues and system development charges. The City has \$39.895 million of these bonds outstanding. In June 2017, the City issued \$29.165 million of limited tax revenue bonds to finance an additional portion of its contribution to the Sellwood Bridge Project.

*Limited Tax Improvement Bonds.* The City has \$32.585 million of outstanding limited tax improvement bonds. These bonds are issued for the purpose of financing local improvement projects. These bonds are expected to be fully self-supporting from assessment payments received from property owners benefiting from the improvement projects. In addition, the City has pledged its full faith and credit to pay the bonds, and the bonds are payable from all legally available revenues, taxes and other funds of the City.

*Urban Renewal and Other Self-Supporting Lines of Credit.* The City has established lines of credit for various programs that are secured in in full or in part by the City's full faith and credit. Lines of credit have been established for five urban renewal areas. The City borrows on these lines of credit to provide interim financing for capital projects, then repays the debt with the proceeds of urban renewal and redevelopment bonds secured solely by the tax increment revenues of the districts for which the bonds are issued. The total balance on the urban renewal lines of credit as of June 1, 2017, was \$37.2 million. A line of credit secured by the City's full faith and credit has also been established to fund projects in local improvement districts, which currently has an outstanding balance of approximately \$6.0 million.

*Other Obligations.* The City has \$527,937 outstanding on a State loan for the Columbia River Levee Project. Also, under an agreement with the Oregon Department of Energy ("ODOE"), the City has an obligation to make payments related to a \$5 million loan guarantee. This obligation requires monthly payments by the City of \$119,000 per month through October 2020, and is expected to be paid from net parking meter revenues of the City.

## **Revenue Bonds**

The City issues revenue bonds to satisfy a variety of capital financing requirements backed solely by the fees derived from the provision of certain services. Included among the purposes for which these types of revenue bonds have been issued are sewer system facilities, water system facilities, parking system improvements, road improvements and hydroelectric generation facilities. In these cases, fees and charges are collected for the individual services provided, generally on the basis of usage. The types and amounts of outstanding revenue bonds are shown in the above table titled “Debt Statement.”

## **Urban Renewal Bonds**

A total of \$425.7 million of Urban Renewal and Redevelopment Bonds are outstanding as of June 1, 2017, for nine urban renewal areas. All of these obligations are paid from tax increment revenues generated from the respective urban renewal areas. No additional City revenues are pledged to the repayment of these bonds.

## **Urban Renewal Lines of Credit**

In April 2016, the City executed a line of credit secured by the tax increment revenues of the River District urban renewal area to provide interim financing for River District improvements. As of June 1, 2017, the outstanding balance is \$32.1 million. The line of credit is expected to be repaid from long-term River District urban renewal bonds. The City also has lines of credit for four other urban renewal areas secured only by the tax increment revenues of the areas benefitting from these lines. As of the date of this Annual Disclosure document, a total \$400,000 was outstanding on these lines of credit, which expire in December 2019. No additional City revenues are pledged to the repayment of this debt.

## **Cash Flow Borrowings**

The City may borrow for General Fund operating purposes through the issuance of short-term tax anticipation notes (“TANs”). State law limits the amount of TANs that a political subdivision may sell annually to no more than 80 percent of the amount of the annual tax levy, and all TANs must be retired within thirteen months after they were issued. In order to fund cash flow deficits in the FPDR Fund caused by the timing mismatch between when benefit payments are required to be made and when property tax collections are received, the City will issue the Notes. Upon the date of delivery, the Notes will be the only series of TANs outstanding.

## **Conduit Financings**

The City issues revenue bonds for certain private activities under specific statutory authority. This debt is payable solely from private sources and is not an obligation of the City. These bonds are not reported in this document.

## Concurrent Debt Issues

The City of Portland is currently underway or planning for the issuance of additional debt over the next six months. The following table identifies issues that are presently under consideration, and includes the estimated issuance amounts, planned issue dates, and the expected type of issue. The City may also obtain lines of credit for various facilities and equipment in amounts to be determined. These plans are subject to change.

**Table 28**  
**CITY OF PORTLAND, OREGON**  
**Future Expected Debt Issues (1)**

<b>Issue</b>	<b>Estimated Amount</b>	<b>Expected Issue Date</b>	<b>Security</b>
Sewer system revenue bonds	\$200 million	December 2017	Sewer system net revenues
Limited tax revenue bonds (affordable housing projects)	\$9 million	February 2018	Full faith and credit

Notes:

(1) Amounts and timing are indicative estimates and are subject to change. The City may issue additional debt that is not reflected in this table.

Source: City of Portland.

## City General Obligation Debt

Tables 29-31 below set forth the City's general obligation capital debt ratios, the overlapping debt among various taxing districts in the City, and outstanding direct general obligation debt of the City incurred for capital purposes.

**Table 29**  
**CITY OF PORTLAND, OREGON**  
**Debt Ratios**  
**as of June 1, 2017**

	Amount	Per Capita	Percent of Market Value	Percent of Assessed Value
July 1, 2016 Population	627,395			
2016-17 Market Value (Measure 5) (1)	\$120,785,526,157	\$192,519		
2016-17 Assessed Value (2)	\$62,368,813,982	\$99,409	51.64%	
Gross Bonded Debt (3)	\$702,184,185	\$1,119	0.58%	1.13%
Net Direct Debt (4)	\$280,889,718	\$448	0.23%	0.45%
Net Overlapping Debt (as of 6/30/2016) (5)	\$1,308,463,265	\$2,086	1.08%	2.10%
Net Direct and Overlapping Debt	\$1,589,352,983	\$2,533	1.32%	2.55%
<hr/>				
FY 2016-17 General Fund Debt Service as a Percent of FY 2016-17 General Fund Budget (6)	4.7%			

Notes:

- (1) Market Value reported in this table encompasses City of Portland values within Multnomah, Washington, and Clackamas Counties, including estimated urban renewal incremental real market values. Market Value reported in this table and in the table titled "Historical Trends in Assessed and Market Values" are "Measure 5 Values," which represent 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 2016-17 the Measure 5 Market Value represented about 82.7 percent of full real market value. For information regarding historical Market Value, see table titled "Historical Trends in Assessed and Market Values" herein.
- (2) Includes urban renewal incremental assessed value. For information regarding historical assessed values, see table titled "Historical Trends in Assessed and Market Values" herein.
- (3) Includes City's outstanding general obligation bonds, limited tax improvement bonds, and limited tax revenue bonds. Also includes general fund-supported lines of credit and tax anticipation notes.
- (4) Net direct debt includes non self-supporting limited tax revenue bonds secured by the City's General Fund as well as general obligation bonds paid from a separate, unlimited *ad valorem* tax.
- (5) See table entitled "Overlapping Debt" below for information on overlapping debt.
- (6) Debt service amount includes all non self-supporting bonds paid and/or secured by the General Fund plus the General Fund share of pension obligation bonds.

Sources: Portland State University Population Research Center; Multnomah County Department of Assessment, Recording and Taxation; Municipal Debt Advisory Commission, Oregon State Treasury; City of Portland.

**Table 30**  
**CITY OF PORTLAND, OREGON**  
**Overlapping Debt**  
**As of June 30, 2016**

TAXING DISTRICT	Real Market Value	Percent Overlapping	Overlapping Debt	
			Gross	Net
			Property Tax Backed (1)	Property Tax Backed (2)
Multnomah County SD 1J (Portland)	\$92,962,995,343	97.69%	\$693,692,407	\$693,692,407
Portland Community College	190,092,396,391	47.90%	204,482,327	160,525,249
Multnomah County	122,513,328,372	85.66%	232,799,976	137,499,728
Multnomah County SD 40 (David Douglas)	5,110,135,701	100.00%	90,976,663	90,976,663
Metro	238,253,176,805	44.19%	101,066,801	88,323,519
Multnomah County SD 3 (Parkrose)	5,553,089,670	98.38%	57,754,044	57,754,044
Multnomah County SD 7 (Reynolds)	7,712,996,851	22.72%	49,501,017	49,501,017
Multnomah County SD 28J (Centennial)	3,297,795,605	54.60%	13,454,085	13,454,085
Mt Hood Community College	34,669,758,499	40.81%	25,644,573	9,685,660
Washington County SD 48J (Beaverton)	37,204,665,058	0.27%	2,207,068	2,207,068
Columbia County SD 1J (Scappoose)	1,850,404,606	5.81%	1,691,467	1,691,467
Clackamas County SD 12 (North Clackamas)	16,835,725,865	0.49%	1,503,452	1,503,452
Multnomah County SD 51J (Riverdale)	833,491,887	5.22%	958,247	958,247
Clackamas County	58,446,871,966	0.24%	245,454	242,123
Washington County	78,127,512,918	0.26%	210,458	140,479
Clackamas Community College	42,743,413,773	0.19%	172,020	119,964
Washington County SD 23J (Tigard-Tualatin)	14,428,122,421	0.09%	80,001	80,001
Multnomah County Drainage District 1	247,112,840	100.00%	1,345,000	65,000
Clackamas County SD 7J (Lake Oswego)	10,127,408,270	0.02%	22,373	22,373
Tualatin Hills Park & Rec District	31,365,700,312	0.02%	20,067	20,067
Clackamas County ESD	55,513,229,104	0.15%	35,153	652
Multnomah ESD	124,400,452,166	84.39%	25,208,279	0
Northwest Regional ESD	97,770,080,401	0.23%	9,878	0
Port Of Portland	259,090,246,916	40.64%	25,912,245	0
Rockwood Water PUD	4,934,227,363	29.85%	1,619,379	0
			<b>\$1,530,612,434</b>	<b>\$1,308,463,265</b>

Notes:

(1) Gross Property-tax Backed Debt includes all unlimited-tax General Obligation bonds and Bonds Paid and/or secured by the General Fund.

(2) Net Property-tax Backed Debt is Gross Property-tax Backed Debt less Self-supporting Unlimited-tax General Obligation debt and less Self-supporting General Fund Obligations.

Source: Municipal Debt Advisory Commission, Oregon State Treasury.

**Table 31**  
**CITY OF PORTLAND, OREGON**  
**Projected Debt Service on Outstanding General Fund Obligations (1)**

Fiscal Year Ending June 30	PAID FROM GENERAL FUND			SELF-SUPPORTING BONDS SECURED BY GENERAL FUND			
	Limited Tax Revenue Bonds (2)	Limited Tax Pension Obligation Revenue Bonds (3)	Total Non-Self Supporting Bonds/ Gen. Fund	Limited Tax Improve. Bonds (4)	Limited Tax Pension Obligation Revenue Bonds (5)	Other Limited Tax Revenue Bonds (6)	Total Self Supporting Bonds/ Gen. Fund
2018	\$8,893,458	\$12,095,163	\$20,988,621	\$1,937,219	\$20,484,663	\$19,232,566	\$41,654,448
2019	6,530,660	12,573,783	19,104,443	1,904,419	21,295,267	20,419,601	43,619,287
2020	6,575,730	13,081,663	19,657,393	1,457,219	22,155,425	21,843,858	45,456,502
2021	6,148,181	13,604,648	19,752,830	1,457,219	23,041,165	22,176,622	46,675,006
2022	6,199,983	14,150,222	20,350,204	1,672,219	23,965,162	22,146,165	47,783,546
2023	4,629,143	14,716,231	19,345,374	1,448,619	24,923,769	21,882,093	48,254,481
2024	4,680,021	15,304,658	19,984,679	1,448,619	25,920,342	22,461,963	49,830,924
2025	4,739,115	15,917,215	20,656,330	1,448,619	26,957,785	20,588,100	48,994,504
2026	4,036,065	16,553,904	20,589,969	1,448,619	28,036,096	20,591,875	50,076,590
2027	1,588,415	17,214,723	18,803,138	19,088,619	29,155,277	20,587,150	68,831,045
2028	1,557,330	17,905,243	19,462,573	566,619	30,324,757	17,329,875	48,221,251
2029	775,795	18,619,893	19,395,688	566,619	31,535,107	17,423,200	49,524,925
2030	778,225	-	778,225	10,501,619	-	17,431,425	27,933,044
2031	774,170	-	774,170	156,800	-	8,240,025	8,396,825
2032	773,865	-	773,865	1,276,800	-	8,237,025	9,513,825
2033	767,075	-	767,075	112,000	-	8,239,450	8,351,450
2034	769,035	-	769,035	2,912,000	-	5,740,000	8,652,000
2035	724,260	-	724,260	-	-	2,334,200	2,334,200
2036	-	-	-	-	-	2,336,200	2,336,200
2037	-	-	-	-	-	2,334,800	2,334,800
<b>Total</b>	<b>\$60,940,526</b>	<b>\$181,737,347</b>	<b>\$242,677,873</b>	<b>\$49,403,844</b>	<b>\$307,794,816</b>	<b>\$301,576,192</b>	<b>\$658,774,852</b>

Notes:

- (1) Excludes debt service on the City's Unlimited Tax General Obligation Bonds, which are secured by, and payable from, ad valorem taxes on property within the City. Excludes debt service on the City's Tax Anticipation Notes, Series 2016 (Fire and Police Disability and Retirement Fund) issued on July 28, 2016, in the principal amount of \$28,700,000, which are scheduled to mature on June 28, 2017, and which are payable from a dedicated property tax levy. Totals may not sum due to rounding.
- (2) Includes Limited Tax Revenue Bonds paid from General Fund sources and Limited Tax Housing Revenue Bonds.
- (3) Reflects General Fund portion of the Limited Tax Pension Obligation Revenue Bonds, 1999 Series C, D & E. Amounts shown include projected debt service on the variable rate 1999 Series D & E Bonds and are subject to change.
- (4) Actual debt service may differ substantially from schedule above due to optional and mandatory redemption provisions.
- (5) Reflects non-General Fund portion of the Limited Tax Pension Obligation Revenue Bonds, 1999 Series C, D & E. A portion of the debt service on the bonds is expected to be paid from capitalized interest. Amounts shown include projected debt service on the variable rate 1999 Series D & E Bonds (auction rate securities) and are subject to change.
- (6) Includes debt service for bonds issued for the Central City Streetcar Project, Convention Center Expansion Project, Civic Stadium (2001), JELD-WEN Field (2012), Portland-Milwaukie Light Rail (2012), and the Sellwood Bridge Project (2014 and 2017). The Central City Streetcar bonds are expected to be paid from parking facility and meter revenues. Bonds issued for Convention Center expansion and Civic Stadium will be repaid in whole or in part from transient lodging tax and vehicle rental tax surcharges imposed by Multnomah County. Bonds issued for Portland Mall Revitalization Project expected to be repaid with meter revenues. Bonds issued for JELD-WEN Field are expected to be paid from Spectator Facilities Fund revenues. Bonds issued for Portland-Milwaukie Light Rail Project and the Sellwood Bridge Project are expected to be repaid with various transportation revenues.

Source: City of Portland.

## **CITY ECONOMIC CHARACTERISTICS**

The City of Portland, with an estimated population of 627,395 as of July 1, 2016, comprises an area of approximately 145 square miles in northwestern Oregon. Located astride the Willamette River at its confluence with the Columbia River, the City is the center of commerce, industry, transportation, finance and services for a metropolitan area with an estimated population of approximately 2.41 million people as of July 1, 2016. The City is the county seat of Multnomah County and is the largest city in Oregon and the second largest city in the Pacific Northwest.

### **PORTLAND-VANCOUVER-BEAVERTON METROPOLITAN STATISTICAL AREA**

The Portland-Vancouver-Hillsboro Metropolitan Statistical Area (the “MSA”) consists of Multnomah, Clackamas, Washington, Yamhill, and Columbia counties in Oregon, and Clark and Skamania counties in Washington. Metropolitan statistical areas are based on commuting patterns within a metropolitan area, and are used primarily for labor, employment and unemployment statistics.

Multnomah County encompasses the cities of Portland, Gresham, Troutdale, Fairview and Wood Village. Washington County contains Beaverton, Hillsboro, Tigard, and Tualatin. Clackamas County includes Milwaukie, Oregon City, Lake Oswego, West Linn and Happy Valley. The cities of St. Helens and Scappoose are located in Columbia County. Yamhill County includes McMinnville and Newberg. Clark County contains Vancouver and Camas, Skamania County includes Stevenson, Carson and Skamania.

**POPULATION**

The population for the City has increased steadily over the past decade, as shown in the table below.

**Table 32  
CITY OF PORTLAND, OREGON  
Population Estimate for the Last Ten Years**

<b>As of July 1</b>	<b>State of Oregon</b>	<b>City of Portland</b>	<b>MSA <sup>(1)</sup></b>	<b>Multnomah County</b>	<b>Washington County</b>	<b>Clackamas County</b>
2007	3,745,455	568,380	2,159,720	710,025	511,075	372,270
2008	3,791,075	575,930	2,191,784	717,880	519,925	376,660
2009	3,823,465	582,130	2,216,785	724,680	527,140	379,845
2010	3,837,300	583,775	2,230,578	736,785	531,070	376,780
2011	3,857,625	585,845	2,245,400	741,925	536,370	378,480
2012	3,883,735	587,865	2,265,725	748,445	542,845	381,680
2013	3,919,020	592,120	2,291,650	756,530	550,990	386,080
2014	3,962,710	601,510	2,324,535	765,775	560,465	391,525
2015	4,013,845	613,355	2,364,954	777,490	570,510	397,385
2016	4,076,350	627,395	2,407,540	790,670	583,595	404,980
2007-2016 Compounded Annual Rate of Change	0.9%	1.1%	1.2%	1.2%	1.5%	0.9%
2012-2016 Compounded Annual Rate of Change	1.2%	1.6%	1.5%	1.4%	1.8%	1.5%

Note: The federal Census figures, as of April 1 of the stated year, are as follows:

	<b>1980</b>	<b>1990</b>	<b>2000</b>	<b>2010</b>
State of Oregon	2,633,156	2,842,321	3,421,399	3,831,074
Multnomah County	562,647	583,887	660,486	735,334
City of Portland	368,139	438,802	529,121	583,776
Washington County	245,860	311,554	445,342	529,710
Clackamas County	241,911	278,850	338,391	375,992

Notes:

(1) Portland State University Population Research Center defines the Portland-Vancouver-Beaverton Metropolitan Statistical Area as Multnomah, Washington, Clackamas, Columbia and Yamhill counties in Oregon and Clark and Skamania Counties in Washington.

Source: Washington State Office of Financial Management; Portland State University, Center for Population Research. Under Oregon State law, the State Board of Higher Education must estimate annually the population of Oregon cities and counties so that shared revenues may be properly apportioned. The Center for Population Research and Census at Portland State University performs this statutory duty. Under Washington State law, the Office of Financial Management must annually estimate the population of Washington cities and towns.

**INCOME**

Table 33 below shows personal income and per capita income for the MSA compared to similar data for the State and nation.

**Table 33**  
**CITY OF PORTLAND, OREGON**  
**Total Personal Income and Per Capita Income**  
**MSA, Oregon, and the United States**

<b>Year</b>	<b>Total Personal Income MSA</b> (millions)	<b>Per Capita Income</b>		
		<b>MSA</b>	<b>Oregon</b>	<b>USA</b>
2006	\$81,466	\$38,735	\$34,721	\$38,144
2007	86,184	40,314	35,858	39,821
2008	91,015	41,888	37,149	41,082
2009	86,727	39,301	35,409	39,376
2010	88,151	39,486	35,692	40,277
2011	93,932	41,554	37,387	42,453
2012	100,257	43,802	39,105	44,267
2013	101,689	43,936	39,498	44,462
2014	108,801	46,326	41,690	46,414
2015	115,690	48,422	43,783	48,112
2006-2015 Compounded Annual Rate of Change	4.0%	2.5%	2.6%	2.6%

Source: U.S. Department of Commerce, Bureau of Economic Analysis, as of February 27, 2017.

**LABOR FORCE AND UNEMPLOYMENT**

Table 34 below shows the annual average civilian labor force, employment level and unemployment level data that is available for the MSA for the period 2007 through 2016. For April 2017, the seasonally-adjusted unemployment rate for the MSA was 3.5 percent (3.4 percent not seasonally-adjusted) with a resident civilian labor force of 1,295,972 (seasonally-adjusted). Table 35 below shows the seasonally-unadjusted, average annual unemployment rates for the MSA, the State and the United States for the period 2007 through 2016.

**Table 34**  
**CITY OF PORTLAND, OREGON**  
**MSA Labor Force and Unemployment Rates<sup>(1)</sup>**

<b>Year</b>	<b>Resident Civilian Labor Force</b>	<b>Unemployment</b>		<b>Total Employment</b>
		<b>Number</b>	<b>Percent of Labor Force</b>	
2007	1,144,909	56,925	5.0%	1,087,984
2008	1,170,355	71,136	6.1	1,099,219
2009	1,184,164	128,971	10.9	1,055,193
2010	1,207,840	123,713	10.2	1,084,127
2011	1,214,756	108,919	9.0	1,105,837
2012	1,198,728	95,632	8.0	1,103,096
2013	1,178,347	84,036	7.1	1,094,311
2014	1,199,695	73,892	6.2	1,125,803
2015	1,229,127	64,295	5.2	1,164,832
2016	1,275,663	59,775	4.7	1,215,886

Notes:

(1) Includes non-agricultural wage and salary, self-employed, unpaid family workers, domestics, agricultural workers and labor disputants. Not seasonally adjusted.

Source: Oregon Employment Department as of May 4, 2017.

**Table 35**  
**CITY OF PORTLAND, OREGON**  
**Average Annual Unemployment**  
**MSA, Oregon, and the United States**  
**(Not Seasonally Adjusted)**

<b>Year</b>	<b>MSA</b>	<b>State of Oregon</b>	<b>USA</b>
2007	5.0	5.2	4.6
2008	6.1	6.5	5.8
2009	10.9	11.3	9.3
2010	10.2	10.6	9.6
2011	9.0	9.5	8.9
2012	8.0	8.8	8.1
2013	7.1	7.9	7.4
2014	6.2	6.8	6.2
2015	5.3	5.7	5.3
2016	4.7	4.9	4.9

Source: Oregon Employment Department as of February 27, 2017.

## EMPLOYMENT BY INDUSTRY

Non-manufacturing employment (including government) accounts for about 89 percent of non-farm employment in the Portland area. The Portland metropolitan area's manufacturing employment, accounting for the remaining 11 percent of area employment, is largely based in the metals and computer and electronic equipment sectors.

**Table 36**  
**CITY OF PORTLAND, OREGON**  
**Portland-Vancouver-Hillsboro, OR-WA MSA**  
**Non-Farm Wage and Salary Employment <sup>(1)</sup>(000)**

<b>Industry</b>	<b>2012</b>	<b>2013</b>	<b>2014</b>	<b>2015</b>	<b>2016</b>
Total nonfarm employment	<b>1,020,100</b>	<b>1,044,500</b>	<b>1,076,000</b>	<b>1,111,100</b>	<b>1,142,200</b>
Total private	<b>875,300</b>	<b>900,300</b>	<b>929,500</b>	<b>961,600</b>	<b>988,600</b>
Mining and logging	1,000	1,100	1,200	1,300	1,300
Construction	49,000	52,200	55,600	56,100	61,200
Manufacturing	114,200	115,600	118,100	122,200	123,100
Durable goods	86,100	86,700	88,100	91,000	91,000
Wood product manufacturing	3,400	3,600	3,700	3,800	3,900
Primary metal manufacturing	6,100	6,400	6,400	6,400	5,900
Fabricated metal product manufacturing	12,400	12,600	12,400	12,700	12,800
Machinery manufacturing	8,000	8,300	8,700	8,900	9,000
Computer and electronic product manufacturing	35,400	35,300	35,400	36,700	36,900
Transportation equipment manufacturing	7,300	7,000	7,400	7,800	7,800
Nondurable goods	28,200	28,900	29,900	31,200	32,200
Food manufacturing	10,200	11,000	11,800	12,400	13,200
Paper manufacturing	3,300	3,300	3,100	3,100	3,100
Trade, transportation, and utilities	190,800	195,700	201,200	207,100	209,400
Wholesale Trade	52,700	53,800	54,200	55,300	56,100
Retail trade	104,300	107,700	111,500	114,800	115,300
Utilities	2,200	2,300	2,300	2,200	2,300
Transportation and warehousing	31,600	31,900	33,200	34,800	38,000
Information	23,200	23,300	23,500	24,300	25,200
Financial activities	62,300	63,400	64,100	66,300	67,800
Professional and business services	148,500	155,800	164,000	170,700	175,700
Educational and health services	149,400	152,200	155,900	161,000	165,500
Leisure and hospitality	100,200	104,200	107,900	113,300	117,800
Other services	36,600	36,900	38,100	39,200	41,700
Government	<b>144,800</b>	<b>144,100</b>	<b>146,500</b>	<b>149,600</b>	<b>153,600</b>

Notes:

(1) Not seasonally adjusted.

Source: State of Oregon, Employment Department QualityInfo.org as of February 27, 2017.

**Table 37**  
**CITY OF PORTLAND, OREGON**  
**Major Employers in the MSA**

<b>Employer</b>	<b>Product or Service</b>	<b>Estimated Metro Area Employment</b>
<b>Private Employers</b>		
Intel Corporation	Computer and electronic products	19,500
Providence Health System	Health care & health insurance	17,378
Fred Meyer Stores	Grocery & retail variety chain	11,200
Kaiser Permanente Northwest	Health care	10,269
Legacy Health System	Health care	9,300
Nike Inc.	Sports shoes and apparel	8,500
Wells Fargo	Bank	4,350
PeaceHealth	Health care	4,253
U.S. Bank	Bank & holding company	3,876
New Seasons Market	Grocery	3,231
Daimler Trucks North America	Heavy duty trucks	2,800
Portland General Electric	Utility	2,320
The Standard	Insurance	2,262
<b>Public Employers</b>		
Oregon Health and Science University	Health care & education	15,424
Portland Public Schools	Education	7,678
Multnomah County	Local government	6,189
City of Portland	Local government	5,667
Beaverton School District	Education	4,903
Portland State University	Education	4,135
Portland Community College	Education	3,837
U.S. Postal Service	Federal government	3,630
U.S. Dept. of Veterans Affairs	Federal government	3,424
Vancouver School District	Education	3,300
TriMet	Mass transit	2,837
Hillsboro School District	Education	2,605

Source: Portland Business Journal, July 5, 2016.

## REAL ESTATE

### Industrial

A diverse mix of industrial properties are located throughout the Portland metropolitan area for all types of industrial use, including more than 190 million square feet of industrial and business park space. On the eastside, the Columbia Corridor is the largest industrial area in Oregon, containing approximately 22,600 acres or 28 square miles along an 18-mile stretch of land that runs along the southern shore of the Columbia River. The Columbia Corridor includes the Rivergate Industrial District, marine terminals, and Portland International Airport (“PDX”). The Rivergate Industrial Park is a 2,800-acre area owned by The Port of Portland (the “Port”) in North Portland. In addition to Rivergate’s access to the Columbia River and PDX, the area qualifies local businesses for participation in the Enterprise Zone and related tax incentives.

Just west of the City, the Sunset Corridor has emerged as the center for Oregon’s high technology industry, including Intel’s approximately 18,000-employee campuses. This area parallels a major east/west highway (U.S. Highway 26) in the western metropolitan area. Another large submarket for industrial and flex space is the Interstate 5 (“I-5”) Corridor, which extends from southwest Portland to the City of Wilsonville along I-5.

Portland’s economy remained strong in the first quarter of 2017, which was reflected in demand for industrial space. The overall industrial sector vacancy rate closed at 3.9 percent, down from the first quarter 2016 vacancy rate of 4.8 percent, according to Cushman & Wakefield in their publication *Marketbeat—Industrial Snapshot, Portland, OR, Q1 2017*. The warehouse/distribution space vacancy rate for the first quarter of 2017 was historically low at 3.8 percent, a year-over-year decline of 20 basis points. Cushman & Wakefield report continued growth in industrial rental rates. Overall net absorption was approximately 645,643 square feet through the first quarter of 2017, a year-over-year increase of 46.9 percent. A total of 2.8 million square feet of new construction is reported to be underway.

### Office

The Portland metropolitan area office market is home to diverse architectural styles ranging from Class-A office space to unique historical buildings in downtown Portland.

The strength of Portland’s economy also continues to have a positive effect on its office market, as reported in *Marketbeat—Office Snapshot, Portland, OR, Q1 2017* prepared by Cushman & Wakefield. The first quarter overall vacancy rate for the Portland region was 11.7 percent, up slightly from the fourth quarter vacancy rate of 11.1 percent. Cushman & Wakefield report that vacancy rates in the central business district also showed a slight uptick with a current rate of 11.4 percent compared to 10.6 percent for the fourth quarter of 2016, but attribute some of the increase to new or repurposed inventory added to the market. The suburban market was weaker, with a first quarter 2017 overall vacancy rate of 12.1 percent. Class A office space in the downtown continues to fare better than the rest of the market, with asking rents averaging \$31.91 per square foot compared to \$26.22 per square foot for the Class A space in the Portland region’s suburban market.

### Housing

The year-to-date median selling price of a home in the Portland metropolitan area through April 2017 was \$385,000, up 10.0 percent from the April 2016 price of \$350,000, according to the Realtors Metropolitan Area Multiple Listing Service (“RMLS”). Through April 2017, homes in the Portland metropolitan area were on the market an average of 42 days during the year. Portland metropolitan area closed sales year-to-date were down 15 percent from the same period in 2016.

The table below compares the median home sale price for the fourth quarter of 2015 and 2016 in the Portland metropolitan region and with the nation.

**Table 38**  
**CITY OF PORTLAND, OREGON**  
**Median Home Sale Price**  
**(U.S. and Portland Metropolitan Area)**

<b>Region</b>	<b>1st Quarter 2016</b>	<b>1st Quarter 2017</b>	<b>Percent Change</b>
U.S.	\$217,200	\$232,100	6.9%
Portland Metro. Area	326,700	359,900	10.2%

Source: National Association of Realtors and RMLS.

The market for condominiums is shown in the table below.

**Table 39**  
**CITY OF PORTLAND, OREGON**  
**Median Condo/Coop Sale Price**  
**(U.S. and Portland Metropolitan Area)**

<b>Region</b>	<b>1st Quarter 2016</b>	<b>1st Quarter 2017</b>	<b>Percent Change</b>
U.S.	\$204,200	\$218,600	7.1%
Portland Metro. Area	208,	231,900	14.3%

Source: National Association of Realtors and RMLS.

Residential building permits are an indicator of growth in a region. The number and value of new single-family and multi-family residential building permits for the Portland-Vancouver-Beaverton Metropolitan Statistical Area are shown below.

**Table 40**  
**CITY OF PORTLAND, OREGON**  
**New Single-family and Multi-family  
Residential Construction Permits**

<b>Year</b>	<b>New Single Family</b>		<b>New Multi-Family</b>	
	<b>No. of Permits</b>	<b>Value (000s)</b>	<b>No. of Permits</b>	<b>Value (000s)</b>
2006	8,410	\$1,843,875	4,705	\$489,134
2007	4,285	944,775	3,123	503,429
2008	3,011	684,062	1,009	111,737
2009	3,359	814,570	1,117	136,726
2010	3,132	806,212	2,081	210,024
2011	4,501	1,121,587	3,284	321,445
2012	5,717	1,498,249	6,013	558,235
2013	5,462	1,524,073	6,894	829,321
2014	7,102	1,887,703	6,865	825,331
2015	7,397	2,111,307	7,332	870,079

Source: U.S. Census Bureau as of June 12, 2017.

## TRANSPORTATION AND DISTRIBUTION

Location and topography have established the City as a leading warehousing and distribution center for the Pacific Northwest. The City's location at the head of deep-water navigation on the Columbia River system gives it geographic and, therefore, economic advantages for the shipment of freight.

The Columbia River ship channel extends from the Portland Harbor to the Pacific Ocean 110 miles downstream. The Columbia River provides the only water route through the Cascade Mountains to the agricultural regions of eastern Oregon, Washington, and northern Idaho. This region has been opened to slack-water barge navigation by means of locks installed in a series of federal hydroelectric projects on the lower Columbia River and its largest tributary, the Snake River. There are two primary barge lines providing service between the upriver ports and Portland. In addition, the Columbia River Gorge forms a corridor through the Cascade mountains which, because it is level, provides an economical rail and highway route between the City and the region east of the Cascade mountains.

The Port is a port district encompassing Multnomah, Clackamas and Washington counties. The Port owns and maintains four marine terminals, four airports, and seven business parks. In tonnage of total waterborne commerce, the Port is currently ranked as the third largest volume port on the West Coast. The Port is the largest wheat export port in the United States and is the largest volume auto handling port and mineral bulks port on the West Coast. Leading exports include wheat, soda ash, potash and hay. Leading imports include automobiles, petroleum products, steel and limestone.

In 2016, 402 ocean-going vessels made calls at Port facilities. Total maritime tonnage in 2016 increased to 10.2 million short tons in 2016 compared to 8.4 million in 2015. In February 2017, the Port announced that it had reached a mutual agreement with ICTSI Oregon, Inc. to terminate a 25-year lease agreement to operate the container facility at the Port's Terminal 6. The agreement allows ICTSI Oregon to be relieved of its long-term lease obligations effective March 31, 2017, pending approval by the Port Commission. In exchange, the Port will receive \$11.45 million in compensation to rebuild business, as well as additional container handling equipment, spare parts and tools at the terminal.

PDX handled approximately 18.3 million airline passengers in 2016 as well as 231,298 short tons of cargo and 9,290 short tons of mail. Portland is also served by three publicly operated general aviation airports located in the suburban areas.

Two major railroads—the Burlington Northern Santa Fe and Union Pacific—plus the Amtrak passenger train system serve the Portland metropolitan area.

Transportation is facilitated by a highway system that includes I-5, the primary north-south highway artery of the West Coast, and two by-pass routes, Interstate 205 and Interstate 405, within and around the City. The primary east-west highway system is Interstate 84, which begins at Portland and heads east along the Columbia River to Idaho and beyond. The Portland metropolitan area is also served by U.S. highways 26 and 30, Oregon highways 43, 213, 217, 224, 99E, 99W, the Tualatin Valley Highway, the historic Columbia River Highway, nine bridges across the Willamette River and two bridges across the Columbia River.

The Tri-County Metropolitan Transportation District of Oregon ("TriMet"), the regional public transit agency, provides rail and bus service throughout the Portland metropolitan area. During TriMet's fiscal year, from July 2014 through June 2015, passengers boarded a TriMet fixed-route bus or train approximately 101.75 million times. TriMet's light rail system ("MAX") connects downtown Portland with the cities of Gresham, Beaverton and Hillsboro, as well as North/Northeast Portland, Clackamas Town Center, and PDX. TriMet also provides commuter rail service between Beaverton and Wilsonville.

The Portland Streetcar connects South Waterfront area along the Willamette River, the Pearl District and Northwest Portland, the Lloyd District in northeast Portland and the Central Eastside district. The Portland Streetcar is owned and operated by the City, and has entered into contracts with TriMet for train operators and mechanics.

## **TOURISM, RECREATION AND CULTURAL ATTRACTIONS**

Portland is Oregon's largest city and the center of business and transportation routes in the state, and therefore accommodates a large share of the state's tourist and business visitors. Portland is a destination for many tourists who are drawn to its diverse cultural and recreational facilities. These include the Oregon Symphony and associated musical organizations, Portland Center for the Performing Arts, Oregon Ballet, Portland Opera, Portland Center Stage, Portland Art Museum, Oregon Historical Society Museum, Children's Museum, Oregon Museum of Science and Industry, Forest Discovery Center, Japanese Gardens, International Rose Test Gardens, the Lan Su Chinese Garden and the Oregon Zoo. The metropolitan area includes more than 40 other local theater and performance art companies and ten additional gardens of special interest. Portland is the home of Forest Park, the largest urban park in the United States with a total of more than 5,000 acres. A prime tourist attraction for the City, known as the City of Roses, is the three-week long Portland Rose Festival held each June since 1907. More than two million participants enjoy the festival annually.

A 90-minute drive from Portland in almost any direction provides access to numerous recreational, educational, and leisure activities. The Pacific Ocean and the Oregon Coast to the west, the Columbia Gorge and Mt. Hood, Mt. St. Helens and Mt. Adams in the Cascade Range to the east, and the Willamette Valley to the south offer opportunities for hiking, camping, swimming, fishing, sailboarding, skiing, wildlife watching, and numerous other outdoor activities.

The National Basketball Association ("NBA") Portland Trail Blazers play at the Rose Garden Arena complex (which includes the Veteran's Memorial Coliseum), as do the major-junior Western Hockey League ("WHL") Portland Winterhawks. Providence Park is the home of the Major League Soccer ("MLS") Portland Timbers and National Women's Soccer League ("NWSL") Portland Thorns FC.

## **HIGHER EDUCATION**

Within the Portland metropolitan area are several post-secondary educational systems. Portland State University ("PSU"), the largest university in the Oregon University System, is located on a campus encompassing an area of over 28 blocks adjacent to the downtown business and commercial district of Portland. PSU offers over 200 undergraduate, masters, and doctoral programs. Enrollment for the Fall 2016 term was approximately 27,200 students. PSU is noted for the development of programs specifically designed to meet the needs of the urban center.

Oregon State University and the University of Oregon, also within the Oregon University System, have field offices and extension activities in the Portland metropolitan area.

OHSU's Marquam Hill campus sits on more than 100 acres overlooking downtown Portland. OHSU includes the schools of dentistry, medicine, nursing, and science and engineering. OHSU also includes Doernbecher Children's Hospital and OHSU Hospital, as well as primary care and specialty clinics, research institutes and centers, interdisciplinary centers, and community service programs. Enrollment at the Portland campus for Fall 2016 was approximately 2,169 medical, dental, nursing, science, and allied health students.

Independent colleges in the Portland metropolitan area include Lewis & Clark College, University of Portland, Reed College, Linfield College-Portland Campus, ITT Technical Institute, and Marylhurst University; and several smaller church-affiliated schools, including Warner Pacific College, Concordia University, George Fox University, and Cascade College. Several community colleges serve the Portland metropolitan area including Portland Community College, Mt. Hood Community College, and Clackamas Community College.

## **UTILITIES**

### **Electric Power and Natural Gas**

Electricity is provided by Portland General Electric Company (“PGE”) and Pacific Power. Low-cost hydroelectric power provides a substantial portion of the area’s energy requirements. NW Natural distributes natural gas.

### **Communications**

Telephone services are provided by CenturyLink and, in some areas, Frontier. The Portland metropolitan area is also served by three cable service providers, primarily Comcast within the Portland city limits, and Frontier and Reliance Connects in other parts of the region.

### **Water, Sewer, and Wastewater**

The City operates the water supply system that delivers drinking water to residents of Portland. Approximately 970,000 people, almost one-quarter of the state’s population, are served by the City’s water system on a wholesale and retail basis within its 225 square mile service area. The primary water source is the Bull Run Watershed, located in the foothills of the Cascades west of Mt. Hood. The City also uses groundwater as a supplemental water supply.

The City also owns, operates, and maintains sanitary and storm water collection, transportation, and treatment systems within its boundaries. The City provides sanitary sewer service to approximately 627,000 people, numerous commercial and industrial facilities, and several wholesale contract customers located adjacent to the City.

## THE INITIATIVE PROCESS

The Oregon Constitution, Article IV, Section 1, reserves to the people of the State the initiative power to amend the State constitution or to enact State legislation by placing measures on the statewide general election ballot for consideration by the voters. Oregon law therefore permits any registered Oregon voter to file a proposed initiative with the Oregon Secretary of State's office without payment of fees or other burdensome requirements. Consequently, a large number of initiative measures are submitted to the Oregon Secretary of State's office, and a much smaller number of petitions obtain sufficient signatures to be placed on the ballot.

Because many proposed initiative measures are submitted that do not qualify for the ballot, the City does not formally or systematically monitor the impact of those measures or estimate their financial effect prior to the time the measures qualify for the ballot. Consequently, the City does not ordinarily disclose information about proposed initiative measures that have not qualified for the ballot.

### PROCESS FOR QUALIFYING STATE-WIDE INITIATIVES TO BE PLACED ON THE BALLOT

To place a proposed state-wide initiative on a general election ballot, the proponents must submit to the Secretary of State initiative petitions signed by the number of qualified voters equal to a specified percentage of the total number of votes cast for all candidates for governor at the gubernatorial election at which a governor was elected for a term of four years next preceding the filing of the petition with the Secretary of State. Any elector may sign an initiative petition for any measure on which the elector is entitled to vote. State-wide initiatives may only be filed for general elections in even-numbered years.

A state-wide initiative petition must be submitted to the Secretary of State not less than four months prior to the general election at which the proposed measure is to be voted upon. As a practical matter, proponents of an initiative have approximately two years in which to gather the necessary number of signatures. State law permits persons circulating initiative petitions to pay money to persons obtaining signatures for the petition.

Once an initiative measure has gathered a sufficient number of signatures and qualified for placement on the ballot, the State is required to prepare a formal estimate of the measure's financial impact. Typically, this estimate is limited to an evaluation of the direct dollar impact.

Historically, a larger number of initiative measures have qualified for the ballot than have been approved by the electors. According to the Elections Division of the Secretary of State, the total number of initiative petitions that qualified for the ballot and the numbers that passed in recent general elections are as follows:

**Table 41**  
**CITY OF PORTLAND, OREGON**  
**Statewide Initiative Petitions that Qualified and Passed**  
**2004-2016**

<b><u>Year of</u></b> <b><u>General Election</u></b>	<b><u>Number of</u></b> <b><u>Initiatives that</u></b> <b><u>Qualified</u></b>	<b><u>Number of</u></b> <b><u>Initiatives that</u></b> <b><u>Passed</u></b>
2004	6	2
2006	10	3
2008	8	0
2010	4	2
2012	7	2
2014	4	2
2016	4	3

Source: Elections Division, Oregon Secretary of State.

## **FUTURE STATE-WIDE INITIATIVE MEASURES**

The most recent election at which citizen initiatives may be placed on the statewide ballot was November of 2016. An initiative petition to amend the Oregon Constitution required signatures of at least 117,578 registered voters. An initiative to amend or create a statute required signatures of at least 88,184 registered voters. The deadline for filing signed petitions with the Oregon Secretary of State was July 8, 2016, and the Secretary of State determined whether petitions received sufficient signatures to qualify to be placed on the November 2016 ballot no later than August 7, 2016.

The Oregon Secretary of State announced that four initiative measures qualified to be placed on the November 8, 2016, statewide general election ballot in Oregon. Of these, three initiative measures passed, but none of these measures currently appear to have a direct and adverse effect on the Water System or the Net Revenues. However, the City cannot predict whether these measures may have long-term, indirect effects on the Water System or the Net Revenues.

The recent experience in Oregon is that many more initiative measures are proposed in some form than receive the number of signatures required to be placed on a ballot. Consequently, the City cannot accurately predict whether specific future initiative measures that may have an adverse effect on the City's financial operations will be proposed, obtain sufficient signatures, and be placed on a ballot for voter approval, or if placed on a ballot, will be approved by voters.

The Oregon Secretary of State's office maintains a list of all initiative petitions that have been submitted to that office. The office can be reached by telephone at (503) 986-1518.

## **LOCAL INITIATIVES**

### **Overview**

Article IV, Section 1 and Article XI, Section 2 of the Oregon Constitution and state statutes grant the voters in the City the initiative power to amend the City Charter or City ordinances, and to refer City ordinances. A petition to refer a City measure must be signed by six percent of the registered voters in the City. A petition to initiate a City measure must be signed by nine percent of the registered voters in the City. No initiative or referendum petitions are currently being circulated that would limit the financial powers of the City. The City Council or a Charter Commission may also refer measures directly to voters. Under current law, local initiative and referendum elections may be held only in March, May, September and November, unless the City Council calls for a special election due to public interest in prompt resolution.

## **TAX MATTERS**

### **OPINION OF NOTE COUNSEL**

In the opinion of Hawkins Delafield & Wood LLP, Note Counsel to the City, under existing statutes and court decisions and assuming continuing compliance with certain tax covenants described herein, (i) interest on the Notes is excluded from gross income for Federal income tax purposes pursuant to Section 103 of the Internal Revenue Code of 1986, as amended (the "Code"), and (ii) interest on the Notes is not treated as a preference item in calculating the alternative minimum tax imposed on individuals and corporations under the Code; such interest, however, is included in the adjusted current earnings of certain corporations for purposes of calculating the alternative minimum tax imposed on such corporations. In rendering its opinion, Note Counsel has relied on certain representations, certifications of fact, and statements of reasonable expectations made by the City in connection with the Notes, and Note Counsel has assumed compliance by the City with certain ongoing covenants to comply with applicable requirements of the Code to assure the exclusion of interest on the Notes from gross income under Section 103 of the Code.

In addition, in the opinion of Note Counsel to the City, under existing statutes, interest on the Notes is exempt from State of Oregon personal income tax.

Note Counsel expresses no opinion regarding any other Federal or state tax consequences with respect to the Notes. Note Counsel renders its opinion under existing statutes and court decisions as of the issue date, and assumes no obligation to update, revise or supplement its opinion to reflect any action hereafter taken or not taken, or any facts or circumstances that may hereafter come to its attention, or changes in law or in interpretations thereof that may hereafter occur, or for any other reason. Note Counsel expresses no opinion on the effect of any action hereafter taken or not taken in reliance upon an opinion of other counsel on the exclusion from gross income for Federal income tax purposes of interest on the Notes, or under state and local tax law.

## **CERTAIN ONGOING FEDERAL TAX REQUIREMENTS AND COVENANTS**

The Code establishes certain ongoing requirements that must be met subsequent to the issuance and delivery of the Notes in order that interest on the Notes be and remain excluded from gross income under Section 103 of the Code. These requirements include, but are not limited to, requirements relating to use and expenditure of gross proceeds of the Notes, yield and other restrictions on investments of gross proceeds, and the arbitrage rebate requirement that certain excess earnings on gross proceeds be rebated to the Federal government. Noncompliance with such requirements may cause interest on the Notes to become included in gross income for Federal income tax purposes retroactive to their issue date, irrespective of the date on which such noncompliance occurs or is discovered. The City has covenanted to comply with certain applicable requirements of the Code to assure the exclusion of interest on the Notes from gross income under Section 103 of the Code.

## **CERTAIN COLLATERAL FEDERAL TAX CONSEQUENCES**

The following is a brief discussion of certain collateral Federal income tax matters with respect to the Notes. It does not purport to address all aspects of Federal taxation that may be relevant to a particular owner of a Note. Prospective investors, particularly those who may be subject to special rules, are advised to consult their own tax advisors regarding the Federal tax consequences of owning and disposing of the Notes.

Prospective owners of the Notes should be aware that the ownership of such obligations may result in collateral Federal income tax consequences to various categories of persons, such as corporations (including S corporations and foreign corporations), financial institutions, property and casualty and life insurance companies, individual recipients of Social Security and railroad retirement benefits, individuals otherwise eligible for the earned income tax credit, and taxpayers deemed to have incurred or continued indebtedness to purchase or carry obligations the interest on which is excluded from gross income for Federal income tax purposes. Interest on the Notes may be taken into account in determining the tax liability of foreign corporations subject to the branch profits tax imposed by Section 884 of the Code.

## **NOTE PREMIUM**

In general, if an owner acquires a Note for a purchase price (excluding accrued interest) or otherwise at a tax basis that reflects a premium over the sum of all amounts payable on the Note after the acquisition date (excluding certain “qualified stated interest” that is unconditionally payable at least annually at prescribed rates), that premium constitutes “bond premium” on that Note (a “Premium Note”). In general, under Section 171 of the Code, an owner of a Premium Note must amortize the bond premium over the remaining term of the Premium Note, based on the owner’s yield over the remaining term of the Premium Note determined based on constant yield principles (in certain cases involving a Premium Note callable prior to its stated maturity date, the amortization period and yield may be required to be determined on the basis of an earlier call date that results in the lowest yield on such bond). An owner of a Premium Note must amortize the bond premium by offsetting the qualified stated interest allocable to each interest accrual period under the owner’s regular method of accounting against the bond premium allocable to that period. In the case of a tax-exempt Premium Note, if the bond premium allocable to an accrual period exceeds the qualified stated interest allocable to that accrual period, the excess is a nondeductible loss. Under certain circumstances, the owner of a Premium Note may realize a taxable gain upon disposition of the Premium Note even though it is sold or redeemed for an amount less than or equal to the owner’s original acquisition cost. Owners of any Premium Notes should consult their own tax advisors regarding the treatment of bond premium for Federal income tax purposes, including various special rules relating thereto, and state and local tax consequences, in connection with the acquisition, ownership, amortization of bond premium on, sale, exchange, or other disposition of Premium Notes.

## **INFORMATION REPORTING AND BACKUP WITHHOLDING**

Information reporting requirements apply to interest paid on tax-exempt obligations, including the Notes. In general, such requirements are satisfied if the interest recipient completes, and provides the payor with, a Form W-9, “Request for Taxpayer Identification Number and Certification,” or if the recipient is one of a limited class of exempt recipients. A recipient not otherwise exempt from information reporting who fails to satisfy the information reporting requirements will be subject to “backup withholding,” which means that the payor is required to deduct and withhold a tax from the interest payment, calculated in the manner set forth in the Code. For the foregoing purpose, a “payor” generally refers to the person or entity from whom a recipient receives its payments of interest or who collects such payments on behalf of the recipient.

If an owner purchasing a Note through a brokerage account has executed a Form W-9 in connection with the establishment of such account, as generally can be expected, no backup withholding should occur. In any event, backup withholding does not affect the excludability of the interest on the Notes from gross income for Federal income tax purposes. Any amounts withheld pursuant to

backup withholding would be allowed as a refund or a credit against the owner's Federal income tax once the required information is furnished to the Internal Revenue Service.

## **MISCELLANEOUS**

Tax legislation, administrative actions taken by tax authorities, or court decisions, whether at the Federal or state level, may adversely affect the tax-exempt status of interest on the Notes under Federal or state law or otherwise prevent beneficial owners of the Notes from realizing the full current benefit of the tax status of such interest. In addition, such legislation or actions (whether currently proposed, proposed in the future, or enacted) and such decisions could affect the market price or marketability of the Notes.

Prospective purchasers of the Notes should consult their own tax advisors regarding the foregoing matters.

## **RATING**

The Notes have been rated "MIG 1" by Moody's Investor Service, Inc. ("Moody's"). The rating reflects only the view of the rating organization and any desired explanation of the significance of the rating should be obtained from Moody's Investors Service, Inc., 250 Greenwich Street, New York, New York, 10007. Generally, a rating agency bases its rating on the information and materials furnished to it and on investigations, studies and assumptions of its own. There is no assurance that any such ratings will continue for any given period of time or that such ratings will not be revised downward or withdrawn entirely by the rating agency concerned, if in the judgment of such rating agency, circumstances so warrant. Any such downward revision or withdrawal of any such rating may have an adverse effect on the market price of the Notes.

## **UNDERWRITING**

Morgan Stanley & Co. LLC., an underwriter of the Notes, has entered into a distribution agreement with its affiliate, Morgan Stanley Smith Barney LLC. As part of the distribution arrangement, Morgan Stanley & Co. LLC may distribute municipal securities to retail investors through the financial advisor network of Morgan Stanley Smith Barney LLC. As part of this arrangement, Morgan Stanley & Co. LLC may compensate Morgan Stanley Smith Barney LLC for its selling efforts with respect to the Notes.

## **LEGAL MATTERS**

Legal matters incident to the authorization, issuance and sale of the Notes by the City are subject to the approving opinion of Hawkins Delafield & Wood LLP, Portland, Oregon, Note Counsel. Note Counsel has reviewed this Official Statement only to confirm that the portions of it describing the Notes, the Ordinance, and the authority to issue the Notes conform to the Notes and the applicable laws under which they are issued. The statements made in this Official Statement under the captions "THE NOTES" and "TAX MATTERS" have been reviewed and approved by Note Counsel. All other representations of law and factual statements contained in this Official Statement, including but not limited to all financial and statistical information and representations contained herein, have not been reviewed or approved by Note Counsel.

## **LITIGATION**

### **NO LITIGATION CHALLENGING THE NOTES**

No litigation is pending against the City or, to the knowledge of the officers of the City charged with issuing the Notes, threatened in any court or other tribunal of competent jurisdiction, state or federal, in any way (1) restraining or enjoining the issuance, sale, or delivery of the Notes, (2) questioning or affecting the validity of the Notes or (3) questioning or affecting the validity of any of the proceedings for the authorization, sale, execution, or delivery of the Notes.

### **LITIGATION GENERALLY**

Members of the public and advocacy groups from time to time assert that they intend to file a legal action against the City challenging certain programs, laws or actions that the City, its officers or bureaus have taken. Because the City cannot be certain as to whether such actions will actually be filed, the legal assertions that may be made in a potential action or the remedy sought in terms of the amount of damages or performance requested of the City, the City includes as threatened litigation only situations in which the City is engaged in active settlement negotiations with a person or group in order to pre-empt filing of a lawsuit.

The City discloses only pending or threatened litigation that the City has determined may have a materially adverse impact on the City's financial position. 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 City's Available General Funds.

There is no litigation pending or threatened against the City which impairs the City's ability to make principal and interest payments on the City's general fund-secured obligations when due. Except as noted in the following paragraphs, there is no litigation pending or threatened against the City which would materially and adversely affect the financial condition of the City.

On December 6, 2011, the City was sued by a group of water and sewer ratepayers in *Anderson et al. v. City of Portland, Multnomah County Circuit Court Case No. 1112-15957* (the "Anderson Case"). Plaintiffs challenged certain expenditures by the City's Water Bureau and Bureau of Environmental Services, alleging that the expenditures were not authorized by the City Charter and seeking to reimburse the Water Fund and Sewage Disposal Fund. The City has not identified potential sources of any court-ordered reimbursement, but such sources could include any legally available resources of the City, including the City's General Fund. The City has vigorously defended this lawsuit, and on January 5, 2017, the Court rendered an opinion on the last of the issues before it. The City has prevailed on most of the claims. A remedy decision was released by the Court on June 22, 2017. The Court concluded that the City is required to restore \$13,506,511 to the Water Fund and \$3,555,211 to the Sewage Disposal Fund pursuant to the Anderson Case. The City has not determined whether it will appeal the Court's rulings. The ultimate timing and source of any reimbursements by the City to the utility bureaus has not been determined. Plaintiffs will seek attorney's fees through the common fund doctrine, which allows the Court to grant fees from its award to the ratepayer funds; that is, they will not be in addition to the Court's ruling cited above, but rather deducted from that amount.

In 2000, Portland Harbor, a 10-mile industrial reach of the Willamette River outside of the City's urban center, was listed by the EPA as a federal Superfund site. The EPA notified the City that it may have liability for releases of contaminants in the Willamette River. The City may also have liabilities to Natural Resource Trustees of the Willamette River (including tribes, and federal and state resource agencies) for damages to natural resources in Portland Harbor. The City's FY 2016-17 Adopted Budget identified expenditures for the Portland Harbor Superfund of \$6.2 million.

On January 6, 2017, the EPA issued its Record of Decision for the Portland Harbor Superfund Site which identifies EPA's selected remedy. EPA estimated capital costs to implement the selected remedy of approximately \$1.2 billion. EPA is requiring an additional phase of environmental sampling before remedy design can be conducted. The time frame for that work is unknown and the work may change the expected costs of the remedy. The costs associated with the remedy have not been allocated among the numerous potentially liable parties.

The Natural Resource Trustees have not made a final determination of the total damages to natural resources and those costs have not been allocated among the numerous potentially liable parties.

The City is participating in voluntary, negotiated settlement processes to determine how cleanup costs can be allocated among all responsible parties. These processes cannot be concluded until the parties reach an agreement or the liabilities are litigated. The City will defend against a significant allocation of liability to the City. Under Superfund law, responsible parties that fail to enter into agreements to remediate and restore Superfund sites become subject to legal action by the EPA for cleanup and restoration, including imposition of fines. Once initiated, the remedial design and implementation phase is expected to be conducted and funded over many years. The City expects to have an extended period to identify funding strategies and to fund its share of the remedy.

In November 2016, a Comcast cable subscriber filed a lawsuit challenging the administration of public, educational and government access capital funds paid by Comcast, Frontier, CenturyLink and Reliance Connects under cable franchises granted by local jurisdictions. *Ranck v. Mt Hood Cable Regulatory Commission, Cities of Fairview, Portland, Gresham, Troutdale and Wood Village and Multnomah County*, Multnomah County Circuit Court Case No. 16CV36453. Plaintiff asserts that defendants misused more than \$14 million in funds through improper administration and expenditure by the Commission, an intergovernmental entity formed by the County and the Cities, by using the funds for other than capital asset expenditures in violation of federal cable law requirements. The lawsuit seeks fiduciary accounting and return of improperly collected/expended funds from 2010 to present. Cities and County are named parties for having approved "use" of funds in budgeting approval process. In December, 2016, the defendants removed the matter to federal court. *Ranck v. Mt Hood Cable Regulatory Commission et al*, US Oregon Dist. Court 3:16-cv-2409 AA. On May 2, 2017, the federal court denied Plaintiff's motion to remand the proceeding to State court. If the City is found liable, any resulting monetary judgment would be paid from any legally available resources of the City, including the City's general fund. The City, together with the other defendants, is vigorously defending the lawsuit and believes that it is unlikely that the plaintiffs will prevail on the claims alleged.

## **CERTIFICATE WITH RESPECT TO OFFICIAL STATEMENT**

At the time of the original delivery of the Notes, the City will deliver a certificate to the underwriters to the effect that the City has examined this Official Statement and the financial and other data concerning the City contained herein and that, to the best of the City's knowledge and belief, (i) this Official Statement, both as of its date and as of the date of delivery of the Notes, does not contain any untrue statement of a material fact or omit to state a material fact required to be stated therein, in light of the circumstances under which the statements were made, and (ii) between the date of this Official Statement and the date of delivery of the Notes, there has been no material change in the affairs (financial or otherwise), financial condition or results of operations of the City except as set forth in this Official Statement.

## **MISCELLANEOUS**

All quotations from and summaries and explanations of provisions of law herein do not purport to be complete, and reference should be made to said laws for full and complete statements of their provisions. This Official Statement is not to be construed as a contract or agreement between the City and the underwriters or owners of any of the Notes. Any statements made in this Official Statement involving matters of opinion are intended merely as opinion and not as representations of fact. The information and expressions of opinion herein are subject to change without notice, and neither the delivery of this Official Statement nor any sale made hereunder shall, under any circumstances, create any implication that there has been no change in the affairs of the City or its agencies, since the date hereof.

## **FORWARD LOOKING STATEMENTS**

This Official Statement contains statements relating to future results that are "forward looking statements" as defined in the Private Securities Litigation Reform Act of 1995. When used in this Official Statement and its appendices, the words "estimate," "forecast," "intend," "expect," "projected," and similar expressions identify forward looking statements. Such statements are subject to risks and uncertainties that could cause actual results to differ materially from those contemplated in such forward looking statements. Any forecast is subject to such uncertainties. Therefore, there are likely to be differences between forecasts and actual results, and those differences may be material.

## **CONTINUING DISCLOSURE**

Pursuant to SEC Rule 15c2-12, as amended (17 CFR Part 240, § 240.15c2-12) (the "Rule"), the City, as the "obligated person" within the meaning of the Rule, will execute and deliver a Continuing Disclosure Certificate substantially in the form attached hereto as Appendix D for the benefit of the Note holders.

Except as provided herein, in the previous five years, the City believes it has complied in all material respects with any previous continuing disclosure undertakings executed in connection with the Rule. Prior to July 2012, underlying ratings that were upgraded in connection with a new issuance of uninsured bonds may have been communicated via publication or posting of an Official Statement which included the upgraded rating, rather than posting of a separate notice. Additionally, the City has failed to provide certain financial information related to continuing disclosure undertakings executed in connection with multifamily housing revenue bonds issued by Home Forward, formerly the Housing Authority of Portland, for which the City executed subject-to-annual-appropriation contingent loan agreements in support of those bonds. The City has incorporated the filing of such information for the applicable Home Forward bonds into its post-issuance policies and procedures in order to maintain compliance with these continuing disclosure undertakings.

## CONCLUDING STATEMENT

This Official Statement has been deemed final by the City for purposes of Rule 15c2-12 of the Securities and Exchange Commission. The undersigned certifies that to the best of his knowledge and belief, (i) this Official Statement, both as of its date and as of the date of delivery of the Notes, does not contain any untrue statement of a material fact or omit any statement of a material fact necessary to make the statements therein, in the light of the circumstances under which they were made, not misleading, and (ii) between the date of this Official Statement and the date of delivery of the Notes there has been no material change in the affairs (financial or other), financial condition or results of operations of the City except as set forth in or contemplated by this Official Statement.

The execution and delivery of this Official Statement has been duly approved by the City.

### CITY OF PORTLAND, OREGON

By/s/ ERIC H. JOHANSEN  
Debt Manager  
Office of Management and Finance

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**APPENDIX A**  
**ORDINANCE**

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## **ORDINANCE No. 188425**

\* Authorize a borrowing of not more than \$44,312,000 in anticipation of the Fire and Police Disability and Retirement Fund levy for fiscal year 2017-18 (Ordinance)

The City of Portland ordains:

Section 1. The Council finds:

1. The Fire and Police Disability and Retirement Fund of the City of Portland (the “City”) will experience a cumulative cash flow deficit during fiscal year 2017-18 due to the timing of collections of property taxes.
2. Oregon Revised Statutes Section 287A.180 authorizes the City to borrow money in anticipation of taxes and other moneys to be received by the City in fiscal year 2017-18, and to pledge its anticipated taxes and other revenues to secure those borrowings, so long as the borrowings mature within 13 months after they are issued and do not exceed 80 percent of the amount the City has budgeted to receive in that fiscal year.
3. The City will budget to receive approximately \$144.3 million of ad valorem taxes for the Fire and Police Disability and Retirement Fund in fiscal year 2017-18.
4. Federal law permits the City to finance its cashflow deficit in the Fire and Police Disability and Retirement Fund with tax-exempt obligations, and to avoid payment of arbitrage rebate in connection with the borrowings, if within six months after the obligations are issued the City’s maximum cumulative cash flow deficit, calculated taking into account a reasonable working capital reserve, does not exceed the amount the City borrows.
5. The City adopts this Ordinance to authorize the City to borrow up to \$44,312,000 in anticipation of the Fire and Police Disability and Retirement Fund levy for fiscal year 2017-18.

NOW, THEREFORE, the Council directs:

- a. The City hereby authorizes borrowings in an aggregate principal amount of not more than \$44,312,000 to finance its deficit in the Fire and Police Disability and Retirement Fund in anticipation of the receipt of its Fire and Police Disability and Retirement Fund levy for fiscal year 2017-18, and to pay the costs of the borrowings. The borrowings shall mature not later than thirteen months after they are issued, shall be issued under the authority of ORS 287A.180, and may be in the form of one or more notes, lines of credit, or other obligations. In connection with these borrowings, the City’s Debt Manager, the Chief Financial Officer and Director of the Bureau of Revenue and Financial Services, the Chief Administrative Officer of the Office of Management and Finance, or the person designated by the Chief Administrative Officer of the Office of Management and Finance to act as Debt Manager under this Ordinance (any of whom is referred to in this Ordinance as a “Debt Manager”) may, on behalf of the City and without further action by the Council:
  1. borrow money from one or more commercial banks in the form of notes, lines of credit or other obligations, or sell notes or other obligations in the public securities markets by negotiated sale or competitive bid;

2. participate in the preparation of, authorize the distribution of, and deem final any disclosure documents that are desirable for the borrowings;
3. establish the final principal amounts, maturity dates, interest rates, sale prices, redemption terms, payment terms and dates, and other terms of the borrowings within the limitations of this Ordinance;
4. pledge the City's full faith and credit, ad valorem taxing power, and any other City taxes and revenues to pay the borrowings;
5. provide that the borrowings bear interest that is excludable from, or includable in, gross income under the federal internal revenue code;
6. covenant to comply with the requirements of federal law that are necessary for interest on tax-exempt borrowings to be excludable from gross income under the federal internal revenue code, or to receive federal income tax subsidies in connection with the borrowings;
7. negotiate the terms of, and execute and deliver any legal documents that are desired to carry out the borrowings authorized by this Ordinance, execute and deliver any related certificates or other documents, and take any other action in connection with the borrowings which the Debt Manager finds will be advantageous.

Section 2. The Council declares that an emergency exists in order that the borrowings may be done as soon as possible; therefore, this Ordinance shall be in full force and effect from and after its passage by the Council.

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**APPENDIX B**  
**EXCERPTS OF AUDITED FINANCIAL STATEMENTS**

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## INTRODUCTION TO EXCERPTS OF FINANCIAL STATEMENTS

The financial statements of the City have been audited by independent certified public accountants for the fiscal years 2012, 2013, 2014, 2015 and 2016. Copies of these financial statements containing the reports of the independent certified public accountants are available on the City's website at:

<http://www.portlandonline.com/omf/index.cfm?c=26053>

The following pages in this Appendix B are excerpted from the City's Comprehensive Annual Financial Reports of the City for Fiscal Years ending June 30, 2012 through June 30, 2016. The notes that follow the tabular data have been prepared by the City and have not been reviewed by the independent auditor.

**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 THE OFFERING OF THE NOTES AND IS THEREFORE NOT ASSOCIATED WITH THE OFFERING OF THE NOTES.**



**CITY OF PORTLAND, OREGON**  
**General Fund**  
**Statement of Revenues, Expenditures and Changes in Fund Balance**  
**Generally Accepted Accounting Principles Basis**  
**for Fiscal Year Ended June 30**

	<b>2012</b>	<b>2013</b>	<b>2014</b>	<b>2015</b>	<b>2016</b>
<b>Revenues</b>					
Taxes	316,581,372	331,613,653	338,338,808	360,355,397	380,144,273
Payments in lieu of taxes	1,659,725	1,177,430	924,647	586,440	698,417
Rents and reimbursements	3,932,082	4,180,073	4,738,380	4,686,789	4,831,542
Licenses and fees	147,754,216	159,809,166	167,880,349	184,881,129	198,978,646
Intergovernmental revenues	25,047,456	26,621,532	27,200,418	28,463,550	29,807,858
Charges for services	12,084,527	12,404,476	12,395,309	13,899,341	13,825,116
Interagency	45,233,983	45,663,634	48,238,550	44,969,245	49,045,819
Miscellaneous service charges	1,527,842	1,561,715	2,494,754	3,382,288	4,473,354
Investment earnings	1,151,688	1,013,161	1,279,286	1,382,154	1,996,603
Other miscellaneous revenues	2,988,051	3,421,091	3,243,842	3,521,445	3,120,724
<b>Total revenues</b>	<b>557,960,942</b>	<b>587,465,931</b>	<b>606,734,343</b>	<b>646,127,778</b>	<b>686,922,352</b>
<b>Expenditures</b>					
Public safety	371,736,806	375,692,965	386,756,653	406,094,441	421,507,535
Parks/recreation/cultural	66,789,435	66,046,161	63,842,686	69,068,004	77,497,187
Community development	35,570,444	35,332,633	36,329,749	42,826,296	51,901,948
Support svcs./legis./admin.	61,630,240	69,535,327	63,226,710	64,893,554	68,033,585
Capital outlay	1,510,673	3,159,762	6,815,692	6,233,281	1,544,189
Debt service and related costs	5,726,067	6,275,927	6,824,590	7,452,062	8,190,788
<b>Total expenditures</b>	<b>542,963,665</b>	<b>556,042,775</b>	<b>563,796,080</b>	<b>596,567,638</b>	<b>628,675,232</b>
Revenues over (under) expenditures	14,997,277	31,423,156	42,938,263	49,560,140	58,247,120
<b>Other Financing Sources (Uses)</b>					
Transfers in	3,030,705	3,392,858	10,348,435	4,850,709	1,064,081
Transfers out	(34,860,071)	(32,798,151)	(35,609,531)	(45,299,251)	(63,837,143)
Proceeds from sale of capital assets	2,998	21,307	0	300	1,188
<b>Total other sources (uses)</b>	<b>(31,826,368)</b>	<b>(29,383,986)</b>	<b>(25,261,096)</b>	<b>(40,448,242)</b>	<b>(62,771,874)</b>
Net change in fund balances	(16,829,091)	2,039,170	17,677,167	9,111,898	(4,524,754)
<b>Fund balance, beginning</b>	<b>94,080,787</b>	<b>77,251,696</b>	<b>79,290,866</b>	<b>96,968,033</b>	<b>106,079,931</b>
<b>Fund balances, ending</b>	<b>\$77,251,696</b>	<b>\$79,290,866</b>	<b>\$96,968,033</b>	<b>\$106,079,931</b>	<b>\$101,555,177</b>

Source: Derived from City of Portland audited annual financial statements.

**CITY OF PORTLAND, OREGON**  
**General Fund**  
**Consecutive Balance Sheets as of June 30**

	<b>2012</b>	<b>2013</b>	<b>2014</b>	<b>2015</b>	<b>2016</b>
<b>ASSETS:</b>					
Unrestricted:					
Cash and investments	\$58,305,999	\$53,324,870	\$73,099,421	\$80,235,981	\$80,667,323
Receivables:					
Taxes	13,823,796	13,832,534	14,192,434	15,131,852	14,276,702
Accounts, interest and advances	22,085,392	32,916,876	32,080,432	32,983,664	33,202,850
Notes and loans, net	0	0	0	0	224,724
Assessments	59,818	16,072	19,876	16,336	6,621
Due from other funds	28,234	28,234	-	-	-
Due from component units	457,599	474,444	318,277	232,755	0
Internal loans	3,851,000	1,150,000	695,000	725,000	86,433
Inventories	367,454	352,483	299,864	286,027	270,633
Prepaid Items	187,634	178,764	245,429	227,747	182,389
Restricted:					
Cash and investments	5,633,446	5,785,176	5,881,293	5,966,918	6,778,179
Receivables:					
Taxes	7,658,565	7,770,556	8,231,915	7,398,731	6,437,733
Total assets	<u>\$112,458,937</u>	<u>\$115,830,009</u>	<u>\$135,063,941</u>	<u>\$143,205,011</u>	<u>\$142,133,587</u>
<b>LIABILITIES, DEFERRED INFLOWS OF RESOURCES AND FUND BALANCES</b>					
Liabilities payable from unrestricted assets:					
Accounts payable	\$8,268,080	\$7,147,783	\$7,729,597	\$8,775,467	\$12,968,489
Deferred revenue	12,062,839	-	-	-	-
Unearned revenue	193,644	121,292	152,320	156,593	166,276
Internal loans payable	-	1,460,226	1,323,735	-	-
Due to component unit	1,390,667	1,901,883	1,255,384	994,181	1,483,531
Due to fiduciary fund	-	-	-	-	-
Other liabilities	-	-	32,866	32,866	32,866
Liabilities payable from restricted assets:					
Due to fiduciary fund	7,658,565	7,770,556	8,231,915	7,398,731	6,437,733
Other liabilities	5,633,446	5,785,176	5,881,293	5,966,918	6,778,179
Total liabilities	<u>35,207,241</u>	<u>24,186,916</u>	<u>24,607,110</u>	<u>23,324,756</u>	<u>27,867,074</u>
Deferred inflows of resources					
Unavailable revenue - unrestricted	-	12,352,227	13,488,798	13,800,324	12,711,336
Unavailable revenue - restricted	-	-	-	-	-
Total deferred inflows of resources	<u>-</u>	<u>12,352,227</u>	<u>13,488,798</u>	<u>13,800,324</u>	<u>12,711,336</u>
Fund balance					
Nonspendable	555,088	531,247	545,293	513,774	453,022
Committed	48,984,519	49,930,120	60,077,408	58,885,208	56,495,175
Assigned	5,415,881	314,562	7,444,423	30,220,861	17,351,152
Unassigned	22,296,208	28,514,937	28,900,909	16,460,088	27,255,828
Total fund balance	<u>77,251,696</u>	<u>79,290,866</u>	<u>96,968,033</u>	<u>106,079,931</u>	<u>101,555,177</u>
Total liabilities, deferred inflows of resources and fund balances	<u>\$112,458,937</u>	<u>\$115,830,009</u>	<u>\$135,063,941</u>	<u>\$143,205,011</u>	<u>\$142,133,587</u>

Source: City of Portland audited annual financial statements.

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**APPENDIX C**  
**LEGAL OPINION**

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*On the date of issuance of the Notes, Hawkins Delafield & Wood LLP, Note Counsel, proposes to issue its approving opinion in substantially the following form:*

July 20, 2017

City of Portland  
1120 SW Fifth Avenue, Room 1250  
Portland, Oregon 97204

Subject: \$35,705,000 City of Portland, Oregon, Tax Anticipation Notes, Series 2017  
(Fire and Police Disability and Retirement Fund)

Ladies and Gentlemen:

We have acted as Note Counsel in connection with the issuance by the City of Portland, Oregon (the "City") of its Tax Anticipation Notes, Series 2017 (Fire and Police Disability and Retirement Fund) (the "Notes"), which are dated as of their date of delivery and are in the aggregate principal amount of \$35,705,000. The Notes are issued pursuant to City Ordinance No. 188425 enacted May 31, 2017 (the "Ordinance").

We have examined the law and such certified proceedings and other documents as we deem necessary to render this opinion.

We have not been engaged or undertaken to review the accuracy, completeness or sufficiency of the official statement or other offering materials which has been or may be supplied to the purchasers of the Notes, and we express no opinion relating thereto, excepting only the matters set forth as our opinion in the official statement.

Regarding questions of fact material to our opinion, we have relied on representations of the City in the Ordinance and in the Notes, and in the certified proceedings and on other certifications of public officials and others furnished to us without undertaking to verify the same by independent investigation.

Based on the foregoing, we are of the opinion that, under existing law:

1. The Notes have been legally authorized, sold and issued under and pursuant to the Constitution and Statutes of the State of Oregon, the Ordinance, and the City Charter. The Notes constitute valid and legally binding obligations of the City that are enforceable in accordance with their terms.
2. The City has pledged its full faith and credit and taxing power to the punctual payment of interest on and the principal of the Notes as the same become due and payable.
3. Under existing statutes and court decisions and assuming continuing compliance with certain tax covenants described below, (i) interest on the Notes is excluded from gross income for federal income tax purposes pursuant to Section 103 of the Internal Revenue Code of 1986, as amended (the "Code"), and (ii) interest on the Notes is not treated as a preference item in calculating the alternative minimum tax imposed on individuals and corporations under the Code; such interest, however, is included in the adjusted current earnings of certain corporations for purposes of calculating the alternative minimum tax imposed on such corporations. In rendering our opinion, we have relied on certain representations, certifications of fact, and statements of reasonable expectations made by the City, and others in connection with the Notes, and we have assumed compliance by the City and others with certain ongoing covenants to comply with applicable requirements of the Code to assure the exclusion of interest on the Notes from gross income under Section 103 of the Code.

The Code establishes certain requirements that must be met subsequent to the issuance and delivery of the Notes in order that, for federal income tax purposes, interest on the Notes not be included in gross income pursuant to Section 103 of the Code. These requirements include, but are not limited to, requirements relating to the use and expenditure of proceeds of the Notes, restrictions on the investment of proceeds of the Notes

prior to expenditure and the requirement that certain earnings be rebated to the federal government. Noncompliance with such requirements may cause interest on the Notes to become subject to federal income taxation retroactive to their date of issue, irrespective of the date on which such noncompliance occurs or is ascertained.

On the date of delivery of the Notes, the City will execute a Tax Certificate (the "Tax Certificate") containing provisions and procedures pursuant to which such requirements can be satisfied. In executing the Tax Certificate, the City covenants that it will comply with the provisions and procedures set forth therein and that it will do and perform all acts and things required by the Code to assure that interest paid on the Notes will, for federal income tax purposes, be excluded from gross income.

In rendering the opinion in paragraph 3 hereof, we have relied upon and assumed (i) the material accuracy of the representations, statements of intention and reasonable expectation, and certifications of fact contained in the Tax Certificate with respect to matters affecting the status of interest paid on the Notes, and (ii) compliance by the City with the procedures and covenants set forth in the Tax Certificate as to such tax matters.

4. Interest on the Notes is exempt from Oregon personal income tax.

Except as stated in paragraphs 3 and 4 above, we express no opinion as to any other federal, state or local tax consequences arising with respect to the Notes or the ownership or disposition thereof. Furthermore, we express no opinion herein as to the effect of any action hereafter taken or not taken in reliance upon an opinion of counsel other than ourselves on the exclusion from gross income for federal income tax purposes of interest on the Notes.

The portion of this opinion that is set forth in paragraph 1, above, is qualified only to the extent that enforceability of the Notes may be limited by or rendered ineffective by (i) bankruptcy, insolvency, fraudulent conveyance, reorganization, moratorium and other laws affecting creditors' rights generally; (ii) the application of equitable principles and the exercise of judicial discretion in appropriate cases; (iii) common law and statutes affecting the enforceability of contractual obligations generally; and (iv) principles of public policy concerning, affecting or limiting the enforcement of rights or remedies against governmental entities such as the City.

This opinion is given as of the date hereof and is based on existing law, and we assume no obligation to update, revise, or supplement this opinion to reflect any action hereafter taken or not taken, or any facts or circumstances that may hereafter come to our attention or any changes in law or interpretations thereof that may hereafter arise or occur, or for any other reason.

This opinion is limited to matters of Oregon law and applicable federal law, and we assume no responsibility as to the applicability of laws of other jurisdictions.

This opinion is provided to you as a legal opinion only, and not as a guaranty or warranty of the matters discussed herein. No opinions may be inferred or implied beyond the matters expressly stated herein. No qualification, limitation or exception contained herein shall be construed in any way to limit the scope of the other qualifications, limitations and exceptions. For purposes of this opinion, the terms "law" and "laws" do not include unpublished judicial decisions, and we disclaim the effect of any such decision on this opinion.

We have served as Note Counsel only to the City in connection with the Notes and have not represented any other party in connection with the Notes. This opinion is given solely for the benefit of the City in connection with the Notes and may not be relied on in any manner or for any purpose by any person or entity other than the City, the owners of the Notes, and any person to whom we may send a formal reliance letter, indicating that the recipient is entitled to rely on this opinion.

Very truly yours,

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**APPENDIX D**  
**CONTINUING DISCLOSURE CERTIFICATE**

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## CONTINUING DISCLOSURE CERTIFICATE

**\$35,705,000**

**City of Portland, Oregon**

**Tax Anticipation Notes**

**Series 2017**

**(Fire and Police Disability and Retirement Fund)**

This Continuing Disclosure Certificate (the “Certificate”) is executed and delivered by the City of Portland, Oregon (the “City”) in connection with the issuance of the City’s Tax Anticipation Notes, Series 2017 (Fire and Police Disability and Retirement Fund) (the “Notes”).

Section 1. Purpose of Certificate. This Certificate is being executed and delivered by the City for the benefit of the owners of the Notes and to assist the underwriter(s) of the Notes in complying with paragraph (b)(5) of the Securities and Exchange Commission Rule 15c2-12 (17 C.F.R. § 240.15c2-12) as amended, (the “Rule”). This Certificate constitutes the City’s written undertaking for the benefit of the owners of the Notes as required by Section (b)(5) of the Rule.

Section 2. Definitions. Unless the context otherwise requires, the terms defined in this Section shall, for purposes of this Certificate, have the meanings herein specified.

“Beneficial Owner” means any person who has the power, directly or indirectly, to vote or consent with respect to, or to dispose of ownership of, any Notes, including persons holding Notes through nominees or depositories.

“Commission” means the Securities and Exchange Commission.

“MSRB” means the United States Municipal Securities Rulemaking Board or any successor to its functions.

Section 3. Material Events. The City agrees to provide or cause to be provided to the MSRB in a timely manner not in excess of ten business days after the occurrence of the event, notice of any of the following events with respect to the Notes:

- (a) Principal and interest payment delinquencies;
- (b) Non-payment related defaults, if material;
- (c) Unscheduled draws on debt service reserves reflecting financial difficulties;
- (d) Unscheduled draws on credit enhancements reflecting financial difficulties;
- (e) Substitution of credit or liquidity providers or their failure to perform;
- (f) Adverse tax opinions, the issuance by the Internal Revenue Service of proposed or final determinations of taxability, Notices of Proposed Issue (IRS Form 5701-TEB) or other material notices or determinations with respect to the tax status of the security, or other material events affecting the tax status of the security;
- (g) Modifications to the rights of security holders, if material;

- (h) Bond calls, if material, and tender offers;
- (i) Defeasances;
- (j) Release, substitution or sale of property securing repayment of the securities, if material;
- (k) Rating changes;
- (l) Bankruptcy, insolvency, receivership or similar event of the obligated person; (Note: For the purposes of the event identified in this paragraph (l), the event is considered to occur when any of the following occur: The appointment of a receiver, fiscal agent or similar officer for an obligated person in a proceeding under the United States Bankruptcy Code or in any other proceeding under state or federal law in which a court or governmental authority has assumed jurisdiction over substantially all of the assets or business of the obligated person, or if such jurisdiction has been assumed by leaving the existing governing body and officials or officers in possession but subject to the supervision and orders of a court or governmental authority, or the entry of an order confirming a plan of reorganization, arrangement or liquidation by a court or governmental authority having supervision or jurisdiction over substantially all of the assets or business of the obligated person.);
- (m) The consummation of a merger, consolidation, or acquisition involving an obligated person or the sale of all or substantially all of the assets of the obligated person, other than in the ordinary course of business, the entry into a definitive agreement to undertake such an action or the termination of a definitive agreement relating to any such actions, other than pursuant to its terms, if material;
- (n) Appointment of a successor or additional trustee or the change of name of a trustee, if material.

The City may from time to time choose to provide notice of the occurrence of certain other events, in addition to those listed above, if, in the judgment of the City, such other event is material with respect to the Notes, but the City does not undertake any commitment to provide such notice of any event except those events listed above.

Section 4. Dissemination Agent. The City may, from time to time, engage or appoint an agent to assist the City in disseminating information hereunder (the “Dissemination Agent”). The City may discharge any Dissemination Agent with or without appointing a successor Dissemination Agent.

Section 5. Termination of Obligations. Pursuant to paragraph (b)(5)(iii) of the Rule, the City’s obligation to provide notice of material events, as set forth above, shall terminate if and when the City no longer remains an obligated person with respect to the Notes or upon either the prepayment in full of the Notes or the legal defeasance of the Notes. In addition, and notwithstanding the provisions of Section 8 below, the City may rescind its obligations under this Certificate, in whole or in part, if (i) the City obtains an opinion of nationally recognized bond counsel that those portions of the Rule that required the execution and delivery of this Certificate are invalid, have been repealed, or otherwise do not apply to the Notes, and (ii) the City notifies and provides the MSRB a copy of such legal opinion.

Section 6. Enforceability and Remedies. The City agrees that this Certificate is intended to be for the benefit of registered and beneficial holders of the Notes and shall be enforceable by or on behalf of any such holder; provided that, the right of any certificate holder to challenge the adequacy of the information furnished hereunder shall be limited to an action by or on behalf of holders representing at least twenty-five percent (25%) of the aggregate outstanding principal amount represented by the Notes. Any failure by the City to comply with the provisions of this undertaking shall not be an event of default under the Notes or any other documents executed in relation to the Notes. This Certificate confers no right, on any person or entity other than the City, holders of the Notes, and any Dissemination Agent.

Section 7. Amendment. The City may amend this Certificate without the consent of holders of the Notes under the following conditions:

(a) The amendment may only be made in connection with a change in circumstances that arises from a change in legal requirements, change in law, or change in the identity, nature, or status of the obligated person or type of business conducted;

(b) This Certificate, as amended, would have complied with the requirements of the Rule at the time of the original issuance of the Notes, after taking into account any amendments or interpretations of the Rule, as well as any change in circumstances; and

(c) The amendment does not materially impair the interest of holders of the Notes, as determined either by parties unaffiliated with the City (such as nationally recognized bond counsel), or by approving vote of holders representing at least sixty percent (60%) of the aggregate outstanding principal amount represented by the Notes, as applicable.

The City shall provide to the MSRB notice of any amendment that changes the accounting principles followed by the City in preparation of its annual financial information. The initial annual financial information after the amendment shall explain, in narrative form, the reasons for the amendment and the effect of the change in the type of operating data or financial information being provided.

Section 8. Form of Information. All information required to be provided under this certificate will be provided in an electronic format as prescribed by the MSRB.

Section 9. Filing Through EMMA. So long as the MSRB continues to approve the use of the Electronic Municipal Market Access (“EMMA”) continuing disclosure service, any information required to be provided to the MSRB under this Certificate may be provided through EMMA. As of the date of this Certificate, the web portal for EMMA is [emma.msrb.org](http://emma.msrb.org).

Section 10. Choice of Law. This Certificate shall be governed by and construed in accordance with the laws of the State of Oregon, provided that to the extent this Certificate addresses matters of federal securities laws, including the Rule, this Certificate shall be construed in accordance with such federal securities laws and official interpretations thereof.

Dated as of the 20<sup>th</sup> day of July, 2017.

**City of Portland, Oregon**

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Kenneth L. Rust, Chief Financial Officer

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**APPENDIX E**  
**BOOK-ENTRY SYSTEM**

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## **BOOK-ENTRY SYSTEM**

### **Sample Offering Document Language Describing DTC and Book-Entry-Only Issuance**

1. The Depository Trust Company (“DTC”), New York, NY, will act as securities depository for the securities (the “Securities”). The Securities will be issued as fully-registered securities registered in the name of Cede & Co. (DTC’s partnership nominee) or such other name as may be requested by an authorized representative of DTC. One fully-registered Security certificate will be issued for [each issue of] the Securities, [each] in the aggregate principal amount of such issue, and will be deposited with DTC. [If, however, the aggregate principal amount of [any] issue exceeds \$500 million, one certificate will be issued with respect to each \$500 million of principal amount, and an additional certificate will be issued with respect to any remaining principal amount of such issue.]
2. DTC, the world’s largest securities depository, is a limited-purpose trust company organized under the New York Banking Law, a “banking organization” within the meaning of the New York Banking Law, a member of the Federal Reserve System, a “clearing corporation” within the meaning of the New York Uniform Commercial Code, and a “clearing agency” registered pursuant to the provisions of Section 17A of the Securities Exchange Act of 1934. DTC holds and provides asset servicing for over 3.5 million issues of U.S. and non-U.S. equity issues, corporate and municipal debt issues, and money market instruments (from over 100 countries) that DTC’s participants (“Direct Participants”) deposit with DTC. DTC also facilitates the post-trade settlement among Direct Participants of sales and other securities transactions in deposited securities, through electronic computerized book-entry transfers and pledges between Direct Participants’ accounts. This eliminates the need for physical movement of securities certificates. Direct Participants include both U.S. and non-U.S. securities brokers and dealers, banks, trust companies, clearing corporations, and certain other organizations. DTC is a wholly-owned subsidiary of The Depository Trust & Clearing Corporation (“DTCC”). DTCC is the holding company for DTC, National Securities Clearing Corporation and Fixed Income Clearing Corporation, all of which are registered clearing agencies. DTCC is owned by the users of its regulated subsidiaries. Access to the DTC system is also available to others such as both U.S. and non-U.S. securities brokers and dealers, banks, trust companies, and clearing corporations that clear through or maintain a custodial relationship with a Direct Participant, either directly or indirectly (“Indirect Participants”). DTC has a Standard & Poor’s rating of AA+. The DTC Rules applicable to its Participants are on file with the Securities and Exchange Commission. More information about DTC can be found at [www.dtcc.com](http://www.dtcc.com).
3. Purchases of Securities under the DTC system must be made by or through Direct Participants, which will receive a credit for the Securities on DTC’s records. The ownership interest of each actual purchaser of each Security (“Beneficial Owner”) is in turn to be recorded on the Direct and Indirect Participants’ records. Beneficial Owners will not receive written confirmation from DTC of their purchase. Beneficial Owners are, however, expected to receive written confirmations providing details of the transaction, as well as periodic statements of their holdings, from the Direct or Indirect Participant through which the Beneficial Owner entered into the transaction. Transfers of ownership interests in the Securities are to be accomplished by entries made on the books of Direct and Indirect Participants acting on behalf of Beneficial Owners. Beneficial Owners will not receive certificates representing their ownership interests in Securities, except in the event that use of the book-entry system for the Securities is discontinued.
4. To facilitate subsequent transfers, all Securities deposited by Direct Participants with DTC are registered in the name of DTC’s partnership nominee, Cede & Co., or such other name as may be requested by an authorized representative of DTC. The deposit of Securities with DTC and their registration in the name of Cede & Co. or such other DTC nominee do not effect any change in beneficial ownership. DTC has no knowledge of the actual Beneficial Owners of the Securities; DTC’s records reflect only the identity of the Direct Participants to whose accounts such Securities are credited, which may or may not be the Beneficial Owners. The Direct and Indirect Participants will remain responsible for keeping account of their holdings on behalf of their customers.
5. Conveyance of notices and other communications by DTC to Direct Participants, by Direct Participants to Indirect Participants, and by Direct Participants and Indirect Participants to Beneficial Owners will be governed by arrangements among them, subject to any statutory or regulatory requirements as may be in effect from time to time. [Beneficial Owners of Securities may wish to take certain steps to augment the transmission to them of notices of significant events with respect to the Securities, such as redemptions, tenders, defaults, and proposed amendments to the Security documents. For example, Beneficial Owners of Securities may wish to ascertain that the nominee holding the Securities for their benefit has agreed to obtain and transmit notices to Beneficial Owners. In the alternative, Beneficial Owners may wish to provide their names and addresses to the registrar and request that copies of notices be provided directly to them.]

6. [Redemption notices shall be sent to DTC. If less than all of the Securities within an issue are being redeemed, DTC's practice is to determine by lot the amount of the interest of each Direct Participant in such issue to be redeemed.]
7. Neither DTC nor Cede & Co. (nor any other DTC nominee) will consent or vote with respect to Securities unless authorized by a Direct Participant in accordance with DTC's MMI Procedures. Under its usual procedures, DTC mails an Omnibus Proxy to Issuer as soon as possible after the record date. The Omnibus Proxy assigns Cede & Co.'s consenting or voting rights to those Direct Participants to whose accounts Securities are credited on the record date (identified in a listing attached to the Omnibus Proxy).
8. Redemption proceeds, distributions, and dividend payments on the Securities will be made to Cede & Co., or such other nominee as may be requested by an authorized representative of DTC. DTC's practice is to credit Direct Participants' accounts upon DTC's receipt of funds and corresponding detail information from Issuer or Agent, on payable date in accordance with their respective holdings shown on DTC's records. Payments by Participants to Beneficial Owners will be governed by standing instructions and customary practices, as is the case with securities held for the accounts of customers in bearer form or registered in "street name," and will be the responsibility of such Participant and not of DTC, Agent, or Issuer, subject to any statutory or regulatory requirements as may be in effect from time to time. Payment of redemption proceeds, distributions, and dividend payments to Cede & Co. (or such other nominee as may be requested by an authorized representative of DTC) is the responsibility of Issuer or Agent, disbursement of such payments to Direct Participants will be the responsibility of DTC, and disbursement of such payments to the Beneficial Owners will be the responsibility of Direct and Indirect Participants.
9. [A Beneficial Owner shall give notice to elect to have its Securities purchased or tendered, through its Participant, to [Tender/Remarketing] Agent, and shall effect delivery of such Securities by causing the Direct Participant to transfer the Participant's interest in the Securities, on DTC's records, to [Tender/Remarketing] Agent. The requirement for physical delivery of Securities in connection with an optional tender or a mandatory purchase will be deemed satisfied when the ownership rights in the Securities are transferred by Direct Participants on DTC's records and followed by a book-entry credit of tendered Securities to [Tender/Remarketing] Agent's DTC account.]
10. DTC may discontinue providing its services as depository with respect to the Securities at any time by giving reasonable notice to Issuer or Agent. Under such circumstances, in the event that a successor depository is not obtained, Security certificates are required to be printed and delivered.
11. Issuer may decide to discontinue use of the system of book-entry-only transfers through DTC (or a successor securities depository). In that event, Security certificates will be printed and delivered to DTC.
12. The information in this section concerning DTC and DTC's book-entry system has been obtained from sources that Issuer believes to be reliable, but Issuer takes no responsibility for the accuracy thereof.



