

**City of Portland, Oregon**  
**\$7,900,000**  
**Limited Tax Revenue Bonds**  
**2018 Series A**  
**(Ellington Apartments Project)**  
**BASE CUSIP: 736740**

**DATED:** Date of Delivery

**DUE:** March 1, as shown on inside cover

**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 Investors Service: Aaa.
Tax Status	In the opinion of Hawkins Delafield & Wood LLP, Bond Counsel, under existing statutes and court decisions and assuming continuing compliance with certain tax certifications described herein, (i) interest on the 2018 Series A Bonds 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 2018 Series A Bonds is not treated as a preference item in calculating the alternative minimum tax 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 for taxable years beginning prior to January 1, 2018. In the opinion of Bond Counsel, interest on the 2018 Series A Bonds is exempt from Oregon personal income tax under existing law. See “TAX MATTERS” herein for a discussion of the opinion of Bond Counsel.
Security	The 2018 Series A Bonds are payable from all legally available funds of the City. The City has pledged its full faith and credit and taxing power to pay the 2018 Series A Bonds. See “SECURITY” herein.
Purpose	Proceeds of the 2018 Series A Bonds will be used to repay a portion of a loan used to purchase the Ellington Apartments Project and to pay costs of issuance. See “—THE ELLINGTON APARTMENTS PROJECT” herein.
Interest Payment Dates	March 1 and September 1, commencing September 1, 2018.
Principal Payment Dates	March 1, as shown on inside cover.
Denominations	\$5,000 and any integral multiple thereof.
Redemption	The 2018 Series A Bonds maturing on or after March 1, 2027, are subject to redemption at the option of the City on March 1, 2026, or any date thereafter at a price of par.
Closing/Settlement	On or about June 28, 2018.
Book Entry System	The Depository Trust Company.
Bond Counsel	Hawkins Delafield & Wood LLP, Portland, Oregon.
Paying Agent	U.S. Bank National Association.

**OFFICIAL STATEMENT DATED JUNE 20, 2018**

**MATURITY SCHEDULE**

**CITY OF PORTLAND, OREGON**

**\$7,900,000**

**LIMITED TAX REVENUE BONDS**

**2018 SERIES A**

**(Ellington Apartments Project)**

<b>Due March 1</b>	<b>Principal Amount</b>	<b>Interest Rate</b>	<b>Price or Yield</b>	<b>CUSIP No.* 736740</b>
2019	\$670,000	5.00%	1.41%	SL6
2020	575,000	5.00	1.62	SM4
2021	605,000	5.00	1.77	SN2
2022	635,000	5.00	1.87	SP7
2023	665,000	5.00	1.97	SQ5
2024	700,000	5.00	2.09	SR3
2025	730,000	5.00	2.21	SS1
2026	770,000	5.00	2.31	ST9
2027	810,000	5.00	2.38†	SU6
2028	850,000	5.00	2.42†	SV4
2029	890,000	5.00	2.46†	SW2

† Priced to par call on March 1, 2026.

---

\* CUSIP is a registered trademark of the American Bankers Association. CUSIP data herein is provided by CUSIP Global Services, managed by S&P Global Market Intelligence 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, OREGON**

**\$7,900,000  
Limited Tax Revenue Bonds  
2018 Series A  
(Ellington Apartments Project)**

**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  
City Treasurer\*  
Tracy Reeve, City Attorney  
Tom Rinehart, Chief Administrative Officer  
Jennifer Cooperman, 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

**BOND COUNSEL**

Hawkins Delafield & Wood LLP  
Portland, Oregon

---

\* Effective June 19, 2019, Brigid O'Callaghan will become the City Treasurer.



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. Bond 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 2018 Series A Bonds by any person in any jurisdiction in which it is unlawful for such person to make such offer, solicitation or sale. The 2018 Series A Bonds 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 2018 Series A Bonds 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 (the “Underwriter”) may over allot or effect transactions which stabilize or maintain the market price of the 2018 Series A Bonds 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. The public offering prices or yields set forth on the inside front cover hereof may be changed from time to time by the Underwriter. The Underwriter may offer and sell the 2018 Series A Bonds to certain dealers, unit investment trusts or money market funds at prices lower than the public offering prices stated on the inside cover page hereof.

---

## TABLE OF CONTENTS

<b>INTRODUCTION</b> .....	<b>1</b>
<b>THE 2018 SERIES A BONDS</b> .....	<b>1</b>
SECURITY .....	1
AUTHORIZATION AND PURPOSE.....	1
DESCRIPTION .....	2
FORM.....	2
PAYMENT OF THE 2018 SERIES A BONDS WHILE IN BOOK-ENTRY SYSTEM .....	2
REDEMPTION OF THE 2018 SERIES A BONDS .....	2
THE ELLINGTON APARTMENTS PROJECT .....	2
ESTIMATED SOURCES AND USES OF FUNDS .....	3
DEBT SERVICE SCHEDULE FOR THE 2018 SERIES A BONDS .....	4
<b>ANNUAL DISCLOSURE INFORMATION</b> .....	<b>5</b>
FISCAL YEAR.....	5
BASIS OF ACCOUNTING.....	5
AUDITS.....	5
FINANCIAL REPORTING.....	5
GENERAL FUND.....	5
CITY BUDGET PROCESS .....	9
INSURANCE .....	9
CYBERSECURITY .....	10
PENSION PLANS: OREGON PUBLIC EMPLOYEES RETIREMENT SYSTEM .....	11
PENSION PLANS: FIRE AND POLICE DISABILITY AND RETIREMENT PLAN .....	21
OTHER POST-EMPLOYMENT RETIREMENT BENEFITS (“OPEB”).....	27
OVERVIEW OF CITY INDEBTEDNESS.....	28
TRENDS IN PROPERTY VALUATION AND TAXATION.....	36
<b>SUPPLEMENTAL INFORMATION: GENERAL FUND DISCRETIONARY BUDGET AND FINANCIAL PLAN</b> .....	<b>42</b>
INTRODUCTION .....	42
FY 2017-18 BUDGET AND RECENT BUDGET ACTIONS.....	42
FY 2018-19 BUDGET OUTLOOK .....	43

<b>CITY ECONOMIC CHARACTERISTICS .....</b>	<b>48</b>
PORTLAND-VANCOUVER-BEAVERTON METROPOLITAN STATISTICAL AREA .....	48
POPULATION .....	49
INCOME .....	50
LABOR FORCE AND UNEMPLOYMENT.....	50
EMPLOYMENT BY INDUSTRY .....	52
REAL ESTATE .....	54
TRANSPORTATION AND DISTRIBUTION.....	56
TOURISM, RECREATION AND CULTURAL ATTRACTIONS.....	57
HIGHER EDUCATION .....	57
UTILITIES .....	57
<b>THE INITIATIVE PROCESS .....</b>	<b>59</b>
PROCESS FOR QUALIFYING STATE-WIDE INITIATIVES TO BE PLACED ON THE BALLOT .....	59
FUTURE STATE-WIDE INITIATIVE MEASURES.....	60
LOCAL INITIATIVES.....	60
<b>TAX MATTERS.....</b>	<b>60</b>
OPINION OF BOND COUNSEL.....	60
CERTAIN ONGOING FEDERAL TAX REQUIREMENTS AND COVENANTS .....	60
CERTAIN COLLATERAL FEDERAL TAX CONSEQUENCES .....	61
ORIGINAL ISSUE DISCOUNT .....	61
BOND PREMIUM.....	61
INFORMATION REPORTING AND BACKUP WITHHOLDING.....	62
MISCELLANEOUS .....	62
<b>RATING.....</b>	<b>62</b>
<b>FORWARD LOOKING STATEMENTS .....</b>	<b>62</b>
<b>LEGAL MATTERS .....</b>	<b>62</b>
<b>LITIGATION .....</b>	<b>63</b>
<b>CERTIFICATE WITH RESPECT TO OFFICIAL STATEMENT.....</b>	<b>63</b>
<b>MISCELLANEOUS.....</b>	<b>64</b>
<b>CONTINUING DISCLOSURE.....</b>	<b>64</b>
<b>CONCLUDING STATEMENT .....</b>	<b>64</b>

**APPENDICES**

- A: FORM OF BOND DECLARATION
- B: EXCERPTS OF AUDITED FINANCIAL STATEMENTS
- C: FORM OF LEGAL OPINION
- D: FORM OF CONTINUING DISCLOSURE CERTIFICATE
- E: BOOK-ENTRY SYSTEM

**OFFICIAL STATEMENT  
OF THE  
CITY OF PORTLAND, OREGON  
RELATED TO  
\$7,900,000  
Limited Tax Revenue Bonds  
2018 Series A  
(Ellington Apartments Project)**

**INTRODUCTION**

This Official Statement sets forth certain information concerning the City of Portland, Oregon (the “City”) and its Limited Tax Revenue Bonds, 2018 Series A (Ellington Apartments Project) (the “2018 Series A Bonds”)

**THE 2018 SERIES A BONDS**

**SECURITY**

The City has pledged its full faith and credit and taxing power to pay the 2018 Series A Bonds, and the City is obligated to pay the 2018 Series A Bonds from “Available General Funds” as defined in the Bond Declaration pursuant to which the 2018 Series A Bonds will be issued (the “Bond Declaration”). The Bond Declaration defines “Available General Funds” as all revenues of the City which are legally available to pay the 2018 Series A Bonds and not prohibited for such use by the charter and ordinances of the City or other Oregon laws. “Available General Funds” includes all general property taxes and other legally available general funds of the City.

Revenues from the City’s permanent tax rate property tax levy are legally available to pay the 2018 Series A Bonds. In FY 2016-17, revenues from that levy (including current and prior year collections) were approximately \$235.9 million, after delinquencies. See “ANNUAL DISCLOSURE INFORMATION—GENERAL FUND—Table 3” herein.

In December 2015, the City Council approved Resolution Number 37170 directing the City Budget Office to establish an ongoing appropriation of \$1.2 million starting July 1, 2016, and indexed to inflation from collections of short-term transient lodging taxes to be used by the Portland Housing Bureau for development or preservation of affordable housing. While not pledged to pay the 2018 Series A Bonds, the City expects to pay the 2018 Series A Bonds with revenues it receives from this tax.

The City is not authorized to levy additional taxes to pay the 2018 Series A Bonds. The 2018 Series A Bonds are not secured by a lien on, or a pledge of, any specific revenues of the City.

**AUTHORIZATION AND PURPOSE**

Proceeds of the 2018 Series A Bonds will be used to repay a portion of an internal City loan to finance the Ellington Apartments Project. See “—ELLINGTON APARTMENTS PROJECT.” Proceeds of the 2018 Series A Bonds also will be used to pay issuance costs. See “—ESTIMATED SOURCES AND USES OF BOND PROCEEDS.”

The 2018 Series A Bonds are authorized by City Ordinance No. 188288 adopted by the City Council on March 22, 2017 (the “Ordinance”). The 2018 Series A Bonds also are authorized by Oregon Revised Statutes Sections 287A.001, and the Bond Declaration. See Appendix A for the Bond Declaration.

## **DESCRIPTION**

The 2018 Series A Bonds will be issued in book-entry form only, in registered form in denominations of \$5,000 or integral multiples thereof. The 2018 Series A Bonds, when executed and delivered, will be registered in the name of Cede & Co., as the registered owner and nominee for The Depository Trust Company, New York, New York (“DTC”). While the 2018 Series A Bonds are in book-entry form, principal of and interest on the Bonds will be paid through DTC. See “BOOK-ENTRY SYSTEM” in Appendix E. The City will treat DTC as the owner of the 2018 Series A Bonds for all purposes.

The 2018 Series A Bonds will be dated as of the date of delivery, and will bear interest at the rates and mature in the amounts and on the dates set forth on the inside cover page of this Official Statement. Interest on the 2018 Series A Bonds is payable semi-annually on March 1 and September 1 of each year beginning September 1, 2018, and will be calculated on the basis of a 360-day year consisting of twelve 30-day months.

## **FORM**

In accordance with the Book-Entry System, the 2018 Series A Bonds, when executed and delivered, will be registered in the name of Cede & Co., as registered owner and nominee for DTC. Purchasers of the 2018 Series A Bonds who are the Beneficial Owners thereof will not receive certificates evidencing their ownership interests in the 2018 Series A Bonds. While Cede & Co. is the registered Owner of the 2018 Series A Bonds (in such capacity, the “Owner”) as nominee of DTC, it shall be treated in all respects as the sole Owner of the 2018 Series A Bonds and shall have the right to exercise (in lieu of the Beneficial Owners of the 2018 Series A Bonds) all rights as Owner, including but not limited to the right to give consents, the right to receive notices (including notices of redemption), and other rights conferred on owners of the 2018 Series A Bonds under the Bond Declaration or applicable law. So long as the 2018 Series A Bonds are subject to the Book-Entry System, all registrations and transfers of Beneficial Ownership of the 2018 Series A Bonds will be made only through the Book-Entry System. See “BOOK-ENTRY SYSTEM” in Appendix E herein.

## **PAYMENT OF THE 2018 SERIES A BONDS WHILE IN BOOK-ENTRY SYSTEM**

So long as the 2018 Series A Bonds are subject to the Book-Entry System, all payments of the principal of and interest on the 2018 Series A Bonds shall be remitted by the Registrar and Paying Agent, currently U.S. Bank National Association (the “Paying Agent”) directly to DTC. DTC, in turn, will be required to distribute such payments to DTC Participants, and the DTC Participants will be responsible for ultimate distribution of such payments to the Beneficial Owners of the 2018 Series A Bonds. The City has no responsibility for the distribution of any payments on the 2018 Series A Bonds by DTC to any DTC Participant or by any DTC Participant to any Beneficial Owner, and shall have no liability whatsoever in the event of any failure by DTC or a DTC Participant to make any such distribution. See “BOOK-ENTRY SYSTEM” in Appendix E herein.

## **REDEMPTION OF THE 2018 SERIES A BONDS**

The 2018 Series A Bonds maturing on or after March 1, 2027, are subject to redemption at the option of the City on March 1, 2026, or any date thereafter at a price of par.

## **THE ELLINGTON APARTMENTS PROJECT**

In February 2017, the City purchased an affordable housing project, known as the Ellington Apartments (the “Project”), an approximately 10.7 acre, 263-unit housing project located between NE Halsey and Tillamook Streets and 65<sup>th</sup> and 67<sup>th</sup> Avenues, for use as an affordable housing project (the “Project”). The total acquisition cost of the Project was \$47 million. Because the Project sale agreement required payment to the current owner sooner than the City could sell long-term bonds, the property was initially acquired with City interfund loan proceeds to provide interim financing for the Project.

In May, 2017, the City issued its General Obligation Bonds, 2017 Series A Bonds (Ellington Apartments Project) to repay \$37 million of the interfund loan. Proceeds of the 2018 Series A Bond will be used to repay a portion of the remaining \$10 million of the purchase cost of the Project. The City also expects to apply cash resources of the Portland Housing Bureau to fully repay the loan balance.



**ESTIMATED SOURCES AND USES OF FUNDS**

The anticipated uses of proceeds from the 2018 Series A Bonds are itemized in the following table:

**Table 1**  
**CITY OF PORTLAND, OREGON**  
**Estimated Sources and Uses of Funds**

<b>SOURCES OF FUNDS</b>	
Par amount of bonds	\$7,900,000.00
Net original issue premium/(discount)	<u>1,095,701.65</u>
Total sources of funds	<u>\$8,995,701.65</u>
<b>USES OF FUNDS</b>	
Deposit to construction fund	\$8,932,221.75
Underwriter's discount	29,289.90
Issuance costs	<u>34,190.00</u>
Total uses of funds	<u>\$8,995,701.65</u>

Source: City of Portland.

**DEBT SERVICE SCHEDULE FOR THE 2018 SERIES A BONDS**

The following table presents the debt service schedule for the 2018 Series A Bonds.

**Table 2**  
**CITY OF PORTLAND, OREGON**  
**Debt Service on the 2018 Series A Bonds**

<b>Fiscal Year</b>			
<b>Ending</b>			
<b>June 30</b>	<b>Principal</b>	<b>Interest</b>	<b>Total</b>
2019	\$670,000	\$266,625	\$936,625
2020	575,000	361,500	936,500
2021	605,000	332,750	937,750
2022	635,000	302,500	937,500
2023	665,000	270,750	935,750
2024	700,000	237,500	937,500
2025	730,000	202,500	932,500
2026	770,000	166,000	936,000
2027	810,000	127,500	937,500
2028	850,000	87,000	937,000
2029	890,000	44,500	934,500
<b>Total</b>	<b>\$7,900,000</b>	<b>\$2,399,125</b>	<b>\$10,299,125</b>

Source: City of Portland.

## ANNUAL DISCLOSURE INFORMATION

*In conformance with SEC Rule 15c2-12, as amended (17 CFR Part 240, §.15c2-12), the City will provide annually the updated historical financial information and operating data of the type presented in this section entitled “ANNUAL DISCLOSURE INFORMATION” to the Municipal Securities Rulemaking Board (“MSRB”) through its Electronic Municipal Market Access (“EMMA”) system, so long as the MSRB approves of its use. See Appendix D, “Form of Continuing Disclosure Certificate” herein.*

### **FISCAL YEAR**

July 1 to June 30.

### **BASIS OF ACCOUNTING**

The governmental fund types, expendable trust funds, and agency funds are maintained on the modified accrual basis of accounting. The accrual basis of accounting is used for all enterprise funds. The City’s accounting practices conform to generally accepted accounting principles 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 2016-17.

A complete copy of the City’s FY 2016-17 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 3, 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 41.4 percent of total General Fund revenues in FY 2016-17. Property taxes consist of current year and prior

year property taxes collected from the City's \$4.5770/\$1,000 permanent rate levy (\$235.9 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 5.8 percent of General Fund revenues in FY 2016-17, or \$32.8 million.

**Licenses and Permits.** Licenses and permits represented \$213.4 million, or 37.4 percent of the General Fund revenues, in FY 2016-17. 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 (5.0 percent of the FY 2016-17 General Fund revenues, or about \$28.8 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 \$25.6 million, or 4.5 percent of General Fund revenues in FY 2016-17. 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 5.0 percent of its revenues are received from City bureaus and agencies related to specific services that are paid from this fund. Other sources include investment earnings and intrafund revenue.

**Table 3**  
**CITY OF PORTLAND, OREGON**  
**General Fund Statement of Revenues and Expenditures**  
**(Actual Results Reported on a Budgetary Basis)**

	FY 2012-13	FY 2013-14	FY 2014-15	FY 2015-16	FY 2016-17
<b>REVENUES</b>					
Taxes:					
Current/prior year property taxes	\$197,507,101	\$196,641,917	\$210,759,067	\$224,778,855	\$235,913,405
Lodging taxes	21,616,835	22,317,995	27,006,075	33,070,664	32,849,121
Payment in lieu of taxes	-	-	-	-	925,534
<b>Total taxes</b>	<b>219,123,936</b>	<b>218,959,912</b>	<b>237,765,142</b>	<b>257,849,519</b>	<b>269,688,060</b>
Licenses and permits:					
Business licenses, net	78,214,550	81,020,111	97,883,936	109,191,833	117,864,765
Public utility licenses	76,046,626	80,934,161	81,864,957	84,551,294	89,935,334
Other	5,547,990	5,926,077	5,132,236	5,235,519	5,577,313
<b>Total licenses and permits</b>	<b>159,809,166</b>	<b>167,880,349</b>	<b>184,881,129</b>	<b>198,978,646</b>	<b>213,377,412</b>
Intergovernmental					
Federal cost sharing	242,492	412,646	234,784	176,437	236,325
State sources	14,462,170	15,158,113	15,847,105	16,509,707	17,380,938
County sources	1,751,625	2,233,646	2,413,115	2,267,527	2,393,143
Local sources	10,165,246	9,396,013	9,968,546	10,854,187	8,756,516
<b>Total intergovernmental</b>	<b>26,621,533</b>	<b>27,200,418</b>	<b>28,463,550</b>	<b>29,807,858</b>	<b>28,766,922</b>
Charges for services:					
Rents and reimbursements	4,180,073	4,738,380	4,686,789	4,831,542	4,866,766
Parks and recreation facilities fees	11,320,567	11,222,573	12,619,131	12,367,535	11,946,886
Other	3,011,963	4,075,303	5,121,560	6,339,729	8,815,781
<b>Total charges for services</b>	<b>18,512,603</b>	<b>20,036,256</b>	<b>22,427,480</b>	<b>23,538,806</b>	<b>25,629,433</b>
Billings to other funds for services	24,081,119	22,652,985	23,697,573	26,099,803	28,438,210
Billings to other funds - general/overhead charges (1)	24,239,120	26,820,138	22,631,517	24,212,401	-
Other	5,276,207	4,555,266	4,716,135	4,666,567	4,515,443
<b>TOTAL REVENUES</b>	<b>\$477,663,684</b>	<b>\$488,105,324</b>	<b>\$524,582,526</b>	<b>\$565,153,600</b>	<b>\$570,415,480</b>

**Table 3 (continued)**  
**CITY OF PORTLAND, OREGON**  
**General Fund Statement of Revenues and Expenditures**  
**(Actual Results Reported on a Budgetary Basis)**

<b>EXPENDITURES</b>	<b>FY 2012-13</b>	<b>FY 2013-14</b>	<b>FY 2014-15</b>	<b>FY 2015-16</b>	<b>FY 2016-17</b>
Public Safety	\$261,898,496	\$263,575,204	\$283,790,905	\$296,280,704	\$307,805,057
Parks, Recreation and Culture	61,244,469	62,880,816	69,099,478	77,334,972	81,809,345
Community Development	34,957,090	31,941,264	36,809,631	45,307,344	52,748,842
Legislative/Admin. Support Services	79,643,695	77,082,813	78,552,089	78,308,815	81,481,873
Debt service and related costs	6,275,927	6,824,590	7,452,062	8,190,788	8,991,917
Capital outlay	2,242,769	684,239	-	-	-
<b>TOTAL EXPENDITURES</b>	<b>446,262,446</b>	<b>442,988,926</b>	<b>475,704,165</b>	<b>505,422,623</b>	<b>532,837,034</b>
<b>Revenues Over / (Under) Expenditures</b>	<b>31,401,238</b>	<b>45,116,398</b>	<b>48,878,361</b>	<b>59,730,977</b>	<b>37,578,446</b>
<b>OTHER FINANCING SOURCES/(USES)</b>					
Transfers from other funds (1) (2)	3,392,120	10,936,309	4,850,709	1,466,330	30,386,589
Transfers to other funds	(34,582,631)	(48,217,980)	(43,415,208)	(63,100,264)	(59,517,702)
Internal loan proceeds/remittances	5,311,226	(136,491)	(1,323,735)	-	-
Sale of capital asset	21,307	-	300	1,188	5,463
<b>TOTAL OTHER FINANCING SOURCES / (USES)</b>	<b>(25,857,978)</b>	<b>(37,418,162)</b>	<b>(39,887,934)</b>	<b>(61,632,746)</b>	<b>(29,125,650)</b>
<b>Net Change in Fund Balance</b>	<b>5,543,260</b>	<b>7,698,236</b>	<b>8,990,427</b>	<b>(1,901,769)</b>	<b>8,452,796</b>
<b>Beginning 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>Ending Fund Balance, Budgetary Basis</b>	<b>\$29,369,078</b>	<b>\$37,067,314</b>	<b>\$46,057,741</b>	<b>\$44,155,972</b>	<b>\$52,608,768</b>
<b>Adjustments to GAAP basis:</b>					
General Reserve Fund budgeted as separate fund	\$49,930,120	\$60,077,408	\$58,885,208	\$56,495,175	\$58,916,535
Internal loans	1,150,000	695,000	725,000	224,724	375,880
Unrealized gain (loss) on investments	(50,589)	152,182	125,955	408,673	(219,573)
Inventories	352,483	299,864	286,027	270,633	252,251
Internal loans payable	(1,460,226)	(1,323,735)	-	-	-
<b>Ending Fund Balance, GAAP basis</b>	<b>\$79,290,866</b>	<b>\$96,968,033</b>	<b>\$106,079,931</b>	<b>\$101,555,177</b>	<b>\$111,933,861</b>

Notes:

- (1) Beginning in FY 2016-17, general fund overhead is reported in the category "OTHER FINANCING SOURCES/(USES)—Transfers from other funds" to align the financial statements presented in the CAFR with the City's budgetary presentation.
- (2) 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 provides recommendations to the City Council on capital spending, rates, and customer service issues. On June 10, 2015, the City Council approved creation of the Portland Utility Board, a new citizen oversight panel that replaced the Portland Utility Review Board and budget advisory committees for the Portland Water Bureau and Bureau of Environmental Services. The Portland Utility Board, which is staffed by a dedicated financial analyst, advises the City Council regarding operations of the two utility bureaus, including development of bureau budgets and financial plans, capital spending, and rate setting.

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.

For a discussion of the City's FY 2017-18 budget and FY 2018-19 budget process, see "SUPPLEMENTAL INFORMATION: GENERAL FUND DISCRETIONARY BUDGET AND FINANCIAL PLAN" herein.

## **INSURANCE**

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

The City estimates liability for incurred losses for reported and unreported claims for workers' compensation, general and fleet liability and employee medical coverage (included in accrued self-insurance claims in the combined statement of net position). Workers' compensation, general and fleet liability estimates are primarily based on individual case estimates for reported claims and through historical data for unreported claims as determined by the City's Risk Management Services Division 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 ended June 30, 2017, the expected rate of return used was one percent. For fiscal year ending June 30, 2018 and subsequent years, the expected rate of return used was one percent and 1.15% respectively. The Bureau of Human Resources and the employee benefits consultant determines relevant employees' medical coverage estimates.

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

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

Per Oregon Revised Statute (ORS) 30.272 limitations on liability of public bodies for personal injury to any single claimant for causes of action arising on or after July 1, 2016, and before July 1, 2017, limitations are \$691,200 for single claimant and \$1.38 million for multiple claimants. For causes of action arising on or after July 1, 2017 limits increased to \$706,000 for a single claimant and \$1,412,000 for multiple claimants.

Per ORS 30.273 limitations on liability of public bodies for property damage 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. For causes of action arising on or after July 1, 2017, limits increased to \$115, 800 for single claimants and \$579,000 for multiple claimants.

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

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

	<b>Fiscal Year Ended June 30, 2017</b>	<b>Fiscal Year Ended June 30, 2016</b>
Balance, beginning of fiscal year	\$26,796,392	\$27,370,001
Incurred claims and adjustments	60,331,926	54,752,785
Claim cash payments	<u>(59,059,500)</u>	<u>(55,326,394)</u>
Unpaid claims, end of fiscal year	<u>\$28,068,818</u>	<u>\$26,796,392</u>

## **CYBERSECURITY**

The City, like other large public and private entities, relies on a large and complex technology environment to conduct its operations, and consequently faces the threat of cybersecurity incidents. Cybersecurity incidents could result from unintentional events, or from deliberate attacks by unauthorized entities or individuals attempting to gain access to the City’s information technology systems to misappropriate assets or information or to cause operational disruption and damage. To reduce and mitigate the risk of business operations impact and/or damage from cybersecurity incidents, the City has invested in multiple forms of cybersecurity and operational safeguards, including adopting the National Institute of Standards and Technology Cybersecurity Framework to support, maintain, and prioritize securing critical infrastructure and data systems, manage risk, and improve cybersecurity event detection and remediation. Under the leadership of the City’s Chief Information Security Officer, the City’s Bureau of Technology Services has established a cybersecurity team which is responsible for identifying, evaluating, responding, and reporting on information security risks in a manner that meets compliance and regulatory requirements, and which aligns with and supports the cybersecurity risk posture of the City. Additionally, all information security related policies and administrative rules are reviewed annually.

As a recipient and provider of personal and confidential information, the City has been the subject of cybersecurity incidents that have resulted in, or could have resulted in, adverse consequences to the City’s confidential information and technologies and that required a response action to mitigate potential consequences. For example, during 2018, the City was subject to several phishing attacks against our Microsoft-hosted email system which briefly disrupted some email services and exposed several employee e-mail accounts to unauthorized entities or individuals. The scope of impact was limited to a small number of accounts and the attacks were quickly contained and mitigated. The City has no evidence that any City or individual’s confidential information was exfiltrated, but there is a possibility of exfiltration. The City has thoroughly investigated these incidents and where appropriate, will offer the potentially impacted individuals a year of free credit monitoring.



The City's cybersecurity and operational safeguards are periodically internally tested and assessed by external auditors, however the City cannot assure that these measures will prevent all potential cybersecurity attacks, and accompanying disruptions and costs. To offset some of the potential financial costs and risks associated with a breach, the City's Risk Management office is exploring options for obtaining a cyber-liability insurance policy.

## **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. Tier 1 has a normal retirement age of 58 and, effective January 1, 2018, an assumed earnings rate guarantee of 7.20 percent. PERS maintains a "Tier One Rate Guarantee Reserve" which is credited with investment earnings in excess of the assumed earnings rate guarantee and used to offset the effects of investment earnings below the assumed earnings rate guarantee. As of June 30, 2017, the balance of this reserve was \$448.8 million. As of June 30, 2017, there were 24,528 active plan members, 125,344 retired plan members or their beneficiaries currently receiving benefits, and 14,037 inactive plan members entitled to but not yet receiving benefits, for a total of 163,909 Tier One members in the Statewide PERS System.

Employees hired on or after January 1, 1996, and before August 29, 2003, are known as "Tier 2" participants. The Tier 2 program also provides a defined benefit but with lower expected costs to employers than under the Tier 1 benefit. There is no assumed earnings rate guarantee and Tier 2 has a higher normal retirement age of 60. As of June 30, 2017, there were 37,097 active plan members, 12,234 retired plan members or their beneficiaries currently receiving benefits, and 15,692 inactive plan members entitled to but not yet receiving benefits, for a total of 65,023 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, 2017, there were 111,680 active plan members, 3,437 retired plan members or their beneficiaries currently receiving benefits, 4,215 inactive plan members entitled to but not yet receiving benefits, and 11,765 inactive plan members not eligible for refund or retirement, for a total of 131,097 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 28, 2017, meeting, the PERS Board modified certain methods and assumptions which were to be used for the 2016 valuations and will be used for the 2017 valuations. The following table shows methods and assumptions adopted by the PERS Board, which are the basis for the actuarial valuations.

**Table 4**  
**OREGON PUBLIC EMPLOYEES RETIREMENT SYSTEM**  
**Actuarial Assumptions and Methods**

<b>ASSUMPTION/ METHOD</b>	<b>2014 &amp; 2015 VALUATIONS</b>	<b>2016 &amp; 2017 VALUATIONS (1)</b>
Actuarial Cost Method:	Entry Age Normal	Entry Age Normal
UAL -Method: T1/T2 Programs	Level Percentage of Payroll over 20 years (fixed)	Unchanged
OPSRP	Level Percentage of Payroll over 16 years (fixed)	Unchanged
Asset Valuation Method:	Market Value (2)	Unchanged
Investment Rate of Return:	7.50%	7.20%
Payroll Growth Rate:	3.50%	Unchanged
Inflation Level:	2.50%	Unchanged
Contribution Rate Stabilization Method:	Contribution rate may increase or decrease by 3% of payroll or by 20% of the previous rate; whichever is greater, when an employer's funded status is between 70% and 130%. At a funded status of 60% or less, or 140% or more, the limitation doubles to 6% of payroll or 40% of the previous rate, whichever is greater. At a funded status between 60% and 70% or 130% and 140%, the limitation increases in increments between 3%-6% of payroll or 20%-40% of the previous rate, whichever is greater.	Unchanged

Notes:

- (1) Assumptions and methods adopted by the PERS Board on July 28, 2017, that apply to actuarial valuations as of December 31, 2016, and December 31, 2017, which has not yet been released.
- (2) Market value of assets reduced by value of assets in statutory reserves (contingency, capital preservation and rate guarantee reserves).

Source: Oregon Public Employees Retirement System.

Milliman released its 2014 valuation for the Statewide PERS System as of December 31, 2014, (the "2014 System Valuation") on November 12, 2015, its 2015 valuation for the Statewide PERS System as of December 31, 2015, (the "2015 System Valuation") on September 27, 2016, and its 2016 valuation for the Statewide PERS System as of December 31, 2016 (the "2016 System Valuation") on December 6, 2017. 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, its individual 2015 valuation report as of December 31, 2015, (the "2015 City Report") on October 11, 2016, and its individual 2016 valuation as of December 31, 2016, (the "2016 City Report") on December 7, 2017. 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 5**  
**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</b>	<b>Unfunded</b>		
	<b>Value of Assets</b>	<b>Actuarial Liability</b>	<b>Actuarial Liability</b>	<b>Funded Ratio (%)</b>
2007	\$51,669.7	\$52,871.2	\$1,201.5	97.7
2008	38,386.1	54,259.5	15,873.4	70.7
2009	43,238.8	56,810.6	13,571.8	76.1
2010	46,004.4	59,329.5	13,325.1	77.5
2011	43,238.8	61,198.4	17,959.6	76.1
2012 (2)	49,265.9	60,405.2	11,139.3	81.6
2013 (2)	54,090.1	62,593.6	8,503.5	86.4
2014 (3)	55,518.2	73,458.9	17,940.7	75.6
2015	54,365.8	76,196.6	21,830.8	71.3
2016	55,670.2	80,970.3	25,300.1	68.8

Notes:

- (1) Composed of Tier 1/Tier 2 and OPSRP pensions but excluding retiree healthcare subsidies of RHIA. The unfunded liability is higher than presented in previous disclosure documents because side accounts resulting from employer supplemental deposits, including proceeds of pension obligation bonds, are excluded.
- (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.
- (3) Reflects the Oregon Supreme Court decision invalidating most of the 2013 PERS Bills. See “—Recent Developments Related to PERS” below.

Source: Oregon Public Employees Retirement System.

**Table 6**  
**OREGON PUBLIC EMPLOYEES RETIREMENT SYSTEM**  
**Summary of City Funding Levels**  
**(\$ in Millions) (1)**

Calendar Year	Actuarial		Unfunded	
	Value of Assets	Actuarial Liability	Actuarial Liability	Funded Ratio (%)
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	1,820.6	2,335.5	514.9	78.0
2016	1,891.4	2,540.2	648.8	74.4

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. SLGRP values include adjustments made to maintain comparability among employers entering the SLGRP.
- (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.
- (3) Reflects the Oregon Supreme Court decision invalidating most of the 2013 PERS Bills. See "—Recent Developments Related to PERS" 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 7**  
**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>
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%
2016	362,850,562	648,861,639	179%

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 8**  
**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>
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
2017	11.9

Notes:

(1) Total fund performance, excluding variable account.

Source: Oregon Public Employees Retirement Fund System Comprehensive Annual Financial Report for the fiscal year ended June 30, 2017.

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 9**  
**OREGON PUBLIC EMPLOYEES RETIREMENT FUND**  
**Annualized Investment Results (1)**

	<b>Annualized</b>		
Periods Ending June 30, 2017	1-Year	3-Year	5-Year
Total Portfolio, Excluding Variable	11.9%	5.7%	9.2%

Notes:

(1) Total fund performance, excluding variable account.

Source: Oregon Public Employees Retirement Fund System Comprehensive Annual Financial Report for the fiscal year ended June 30, 2017.

## 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 4 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 2017-19 biennium that ends on June 30, 2019. The table also shows the City’s advisory employer rates for the 2019-21 biennium that begins on July 1, 2019, as reported in the 2016 City Report. Actual City employer contribution rates for the 2019-21 biennium will be based on the actuarial valuation as of December 31, 2017. 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 10**  
**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>Advisory Rates</b>
	<b>2017-19</b>	<b>2019-21</b>
T1/T2	17.62%	22.76%
OPSRP General Services	10.69%	16.25%
OPSRP Police and Fire	15.46%	20.98%

Notes:

- (1) Does not include contribution rates to fund RHIA. See “OTHER POST-EMPLOYEE RETIREMENT BENEFITS – PERS Program.” For FY 2016-17, one percent of the City’s covered payroll for the three pension benefit programs was approximately: \$1,459,703 for T1/T2 Pension Programs; \$1,811,097 for OPSRP general services; and \$411,763 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 2015 City Report and 2016 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 cannot predict whether any legislation or related actions will attempt to further modify the PERS System or whether such attempts would withstand legal challenge.



The City’s financial plan has been updated to incorporate higher growth assumptions for PERS employer rates. For each of the next two biennia (FYs 2020 and 2021 and FYs 2022 and 2023), the financial plan assumes increases in rates for both T1/T2 and OPSRP of approximately five 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 11 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 2017-18, approximately 62.2 percent of the total cash contribution was for the employer share and 37.8 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 11**  
**CITY OF PORTLAND, OREGON**  
**City Contribution Related 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>
2008	\$32,779,658	\$19,839,413	\$52,619,071
2009	35,326,820	16,059,937	51,386,757
2010	32,598,608	14,993,873	47,592,481
2011	33,622,080	16,416,215	50,038,295
2012	45,229,731	17,740,796	62,970,527
2013	45,278,556	19,433,725	64,712,281
2014	45,868,558	21,129,361	66,997,919
2015	46,969,145	23,074,672	70,043,817
2016	55,530,023	25,350,326	80,880,349
2017	58,637,409	27,302,088	85,939,498

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

**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. 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.

In May 2017, Governor Kate Brown appointed a seven-member task force comprised of business leaders and individuals with public sector experience (the "Task Force") to find ways to reduce the PERS unfunded liability by at least \$5 billion over the next five years. Specifically, the Governor asked the Task Force to consider (1) assets that could be monetized, (2) one-time funding streams that could be redirected, (3) capital from other accounts that could be invested or loaned, and (4) ways to leverage similar funds from other PERS employers. The Task Force released a report on November 1, 2017, identifying options it judged to be reasonable and likely to deliver "a material reduction" in the liability, including increasing state excise taxes on alcohol sales; capturing excess state reserve funds; dedicating one-time financial "windfall" revenues to PERS; and selling one or more state universities to a private, not-for-profit entity. The City cannot predict whether any of the options identified by the Task Force will be implemented or the impact on the PERS unfunded liability.

## **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, 2017, the City reported a net pension liability of \$568.0 million and a pension expense of \$98.0 million. See the City’s CAFR for the fiscal year ended June 30, 2017, posted on the EMMA website.

### **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. Most amendments require majority approval of the voters in the City. Ten revisions have been passed by the voters since the creation of the plan. The most recent voter revision, comprised of eleven different plan amendments, was passed November 6, 2012.

City Council may provide by ordinance any additional benefits that the City is required by law to extend to the members and may also change benefits by ordinance to maintain the FPDR Plan’s tax-qualified status. 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.

**FPDR Two.** Sworn members of the Police and Fire Bureaus subject to the FPDR Plan as constituted after June 30, 1990, and first sworn before January 1, 2007, are included in the FPDR Two tier. Under FPDR Two, retirement benefits are provided upon termination of employment on or after attaining age 55, or on or after attaining age 50 if the member has 25 or more years of service. Members become 100 percent vested after five years of service. Benefits are paid using a formula tied to years of service and the highest one-year base pay the member received during the final three years of employment. The FPDR Board has the authority to grant postretirement benefit increases to FPDR Two members, so long as the increases do not exceed increases

awarded to sworn retirees of PERS. Members enrolled in the FPDR Plan and still working prior to July 1, 1990, were required to make an election as to whether they wished to fall under the provisions of the FPDR Plan as constituted prior to July 1, 1990 (now called FPDR One) or become subject to the new FPDR Two provisions after June 30, 1990.

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

**Funding**

The FPDR 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, other legally available City funds.

Although the City Charter provides the FPDR Plan with dedicated property tax levy authority, the Oregon state constitution caps each property’s general government taxes at \$10 per \$1,000 of Real Market Value. After reaching this point, all levies, including the FPDR levy, are subject to 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 prefunded.

**Table 12**  
**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, 2017, 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, 2017, 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 3286 of the City’s CAFR for its fiscal year ended June 30, 2017, which is available on the EMMA website.

**Table 13**  
**CITY OF PORTLAND, OREGON**  
**FPDR Plan --Summary of Funding Levels (1)**

<b>Fiscal Year</b>	<b>Actuarial</b>	<b>Unfunded</b>		<b>Funded Ratio (2)</b>
	<b>Value of Assets</b>	<b>Actuarial Liability</b>	<b>Actuarial Liability (1)</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 (3)</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 (2)</b>
2013	\$17,155,015	\$2,517,096,534	\$2,499,941,519	0.68%
2014	20,532,924	2,473,970,866	2,453,437,942	0.83%
2015	21,876,942	2,896,894,767	2,875,017,825	0.76%
2016	17,425,353	3,391,461,315	3,374,035,962	0.51%
2017	14,150,087	3,367,105,729	3,352,955,642	0.42%

Notes:

- (1) Table reflects transition to new accounting classifications as required by the Governmental Accounting Standards Board beginning with the fiscal year ending June 30, 2013.
- (2) Does not include value of future dedicated FPDR property tax collections.
- (3) Amounts are calculated by rolling forward prior actuarial valuations. See Table 14 below for a summary of the June 30, 2014, and June 30, 2016, valuations.

Source: City of Portland audited financial statements.

Overall the total pension liability increased from \$2.47 billion on June 30, 2014, to \$3.67 billion on June 30, 2016, as shown in Table 14 below. Note that these valuations differ from results shown in Table 13 above because they are based on actual results prepared by Milliman and are not roll-forward amounts of prior valuations.

**Table 14**  
**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 beginning in 2015 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 2008-09 and FY 2017-18, Real Market Value of property subject to taxation has grown by a compounded annual rate of approximately 4.8 percent.

**Table 15**  
**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>
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
2018	1.13	155,553,793	384,951,394	229,397,601

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 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 16**  
**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; Two Pension</b>	<b>FPDR Three OPSRP</b>	<b>Disability &amp; Funeral Benefits</b>	<b>Total FPDR Benefit Contributions</b>
<b>June 30</b>	<b>Levy (1)</b>	<b>Benefits</b>	<b>Contributions</b>	<b>Contributions</b>	<b>Contributions</b>
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
2017	132,477,613	113,826,622	9,672,695	6,525,351	130,024,668

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 the actual levy rate in FY 2016-17 was \$1.15 per \$1,000 of Real Market Value.



**Table 17**  
**CITY OF PORTLAND, OREGON**  
**FPDR Fund--Projected Levy Rate, Taxes and Requirements**

<b>Fiscal Year</b>	<b>Levy Rate</b>		<b>Levy Rate</b>	
<b>Ended</b>	<b>at 50th</b>	<b>Taxes Levied at</b>	<b>at 5th</b>	<b>Taxes Levied at</b>
<b>June 30</b>	<b>Percentile</b>	<b>50th Percentile</b>	<b>Percentile</b>	<b>5th Percentile</b>
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 and FY 2017-18 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 2016 City Report, the City's allocated share of the RHIA program's UAL was (\$49,405) as of December 31, 2016.

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 10 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 five to eight 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 \$79,452,502. The unfunded actuarial accrued liability as a percentage of covered payroll is 18 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 2016-17, the amount to be recognized as the annual employer OPEB cost was \$6,040,714. For fiscal year ended June 30, 2016, the City benefits paid on behalf of retirees exceeded the premiums they paid by \$1,091,154. The City elected to not pre-fund the FY 2016-17 annual OPEB cost. The amount unfunded in FY 2016-17 is \$44,193,928, which is the OPEB obligation from the beginning of the fiscal year, plus the ARC for FY 2016-17 along with interest on the net OPEB obligation and adjustments, less payments made in relation to the FY 2016-17 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 revenue bonds, general obligation improvement bonds, 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 entitled “Debt Statement.” Outstanding debt amounts are as of May 31, 2018.

## **Unlimited Tax General Obligation Bonds**

The City has \$146,595,000 of outstanding tax-supported general obligation bonds. These bonds were originally issued for the purpose of funding emergency facilities, public safety improvements, parks improvements, and affordable housing projects. 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 \$31.045 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 \$13.8 million of Limited Tax Housing Revenue Bonds. This amount includes \$8.8 million issued for the Headwaters Apartment Project and \$5.0 million issued for the Housing Opportunity Program.

*Non Self-Supporting Lines of Credit.* 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 \$32.7 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.

*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 May 31, 2018, 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 \$23.4 million remains outstanding.

**Table 18**  
**CITY OF PORTLAND, OREGON**  
**Debt Statement as of May 31, 2018 (1)**

<u>Type of Obligation</u>	<u>Amount Outstanding</u>
<b>I. UNLIMITED TAX GENERAL OBLIGATION BONDS</b>	
General Obligation Parks Bonds	\$41,980,000
General Obligation Public Safety Bonds	51,330,000
General Obligation Emergency Facilities Bonds	18,200,000
General Obligation Housing Bonds	35,085,000
<b>Total Unlimited Tax General Obligation Bonds</b>	<b>\$146,595,000</b>
<b>II. BONDS PAID AND/OR SECURED BY THE GENERAL FUND</b>	
<b>A. Non-Self-Supporting</b>	
Limited Tax Revenue Bonds	\$31,045,000
Limited Tax Pension Obligation Revenue Bonds (General Fund share)	67,577,477
Limited Tax Housing Revenue Bonds	13,870,000
General Fund-Secured Lines of Credit	57,013,055
<b>Total Bonds Secured and Paid from the General Fund (1)</b>	<b>\$169,505,532</b>
<b>B. Self-Supporting</b>	
Limited Tax Pension Obligation Revenue Bonds (Non-General Fund share)	\$114,450,868
Limited Tax Revenue Bonds (Streetcar)	9,855,000
Limited Tax Revenue Bonds (Convention Center)	72,111,102
Limited Tax Revenue Bonds (Stadium Project)	15,096,000
Limited Tax Revenue Bonds (MLS Line Takeout)	12,000,000
Limited Tax Revenue Bonds (PMLRT)	69,825,000
Limited Tax Revenue Bonds (Sellwood Bridge I & II)	39,895,000
Limited Tax Improvement Bonds	30,800,000
State Loan (Levee IFA)	647,926
FPD&R TAN's	35,705,000
General Fund-Secured Lines of Credit	46,730,016
<b>Total Self-Supporting Bonds Secured by the General Fund</b>	<b>\$436,385,913</b>
<b>III. REVENUE BONDS</b>	
First Lien Sewer Revenue Bonds	\$459,390,000
Second Lien Sewer Revenue Bonds	1,104,310,000
Sewer SRF Loans	12,571,257
First Lien Water Revenue Bonds	421,915,000
Second Lien Water Revenue Bonds	201,690,000
Urban Renewal Bonds	392,225,600
Urban Renewal Lines of Credit (Non-General Fund secured)	48,220,839
PBOT Parking Meter Lease	86,752
Gas Tax Revenue Bonds	8,122,000
<b>Total Revenue Bonds</b>	<b>\$2,648,531,448</b>
<b>TOTAL - ALL OUTSTANDING DEBT</b>	<b>\$3,401,017,892</b>

Notes:

- (1) Excludes contingent loan agreements, which are described in “—BONDS PAID OR SECURED BY THE GENERAL FUND, Non-Self Supporting General Fund Obligations—Contingent Loan Agreements,” 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 \$114.5 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 Stadium Project.

*Limited Tax Revenue Bonds (Central City Streetcar Project).* The City has \$9.9 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 (JELD-WEN Field 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 \$29.93 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 bonds to finance an additional portion of its contribution to the Sellwood Bridge Project, of which \$29.165 million is outstanding.

*Limited Tax Improvement Bonds.* The City has \$30.8 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 is \$40.7 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 \$647,926 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 facilities, golf facilities, environmental remediation activities, 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 \$392.2 million of Urban Renewal and Redevelopment Bonds are outstanding 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. 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. A total \$16.1 million is 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 has \$35.7 million of TANs outstanding to fund cash flow deficits in the FPDR Fund. These notes are scheduled to be repaid on June 27, 2018.

### **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 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 19**  
**CITY OF PORTLAND, OREGON**  
**Future Debt Issues**

<b>Purpose</b>	<b>Estimated Amount</b>	<b>Planned Issue Date</b>	<b>Type of Issue</b>
Limited tax revenue bonds (fueling stations)	\$10.5 million	Summer 2018	Full faith and credit
Cash flow borrowing (Fire and Police Disability and Retirement Fund)	\$40 million	July 2018	Full faith and credit

Source: City of Portland.

### City General Obligation Debt

Tables 20-22 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 20**  
**CITY OF PORTLAND, OREGON**  
**Debt Ratios**  
**as of May 31, 2018**

	<b>Amount</b>	<b>Per Capita</b>	<b>Percent of Market Value</b>	<b>Percent of Assessed Value</b>
July 1, 2017 Population	639,100			
2017-18 Market Value (Measure 5) (1)	\$137,482,640,578	\$215,119		
2017-18 Assessed Value (2)	\$65,686,657,350	\$102,780	47.78%	
Gross Bonded Debt (3)	\$752,486,444	\$1,177	0.55%	1.15%
Net Direct Debt (4)	\$316,100,532	\$495	0.23%	0.48%
Net Overlapping Debt (as of 6/30/2017) (5)	\$1,231,573,400	\$1,927	0.90%	1.87%
Net Direct and Overlapping Debt	\$1,547,673,932	\$2,422	1.13%	2.36%

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 2017-18 the Measure 5 Market Value represented about 82.8 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.

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 21**  
**CITY OF PORTLAND, OREGON**  
**Overlapping Debt**  
**As of June 30, 2017**

TAXING DISTRICT	Real Market Value	Percent Overlapping	Overlapping Debt	
			Gross Property Tax Backed (1)	Net Property Tax Backed (2)
Multnomah Cty SD 1J (Portland)	\$108,958,774,919	97.90%	\$651,098,478	\$651,098,478
Portland Community College	217,143,369,580	49.28%	191,815,650	148,860,889
Multnomah County	142,277,325,018	86.49%	205,853,821	124,324,679
Multnomah Cty SD 40 (David Douglas)	5,853,066,552	100.00%	85,331,799	85,331,799
Metro	271,838,567,528	45.41%	92,060,950	83,330,973
Multnomah Cty SD 3 (Parkrose)	6,517,247,483	98.41%	55,994,781	55,994,781
Multnomah Cty SD 7 (Reynolds)	8,604,305,009	23.73%	50,563,949	50,089,383
Multnomah Cty SD 28J (Centennial)	3,736,750,444	53.86%	11,984,717	11,984,717
Mt Hood Community College	38,866,583,659	42.06%	24,292,239	9,772,548
Washington Cty SD 48J (Beaverton)	41,668,937,057	0.28%	2,954,175	2,954,175
Clackamas Cty SD 12 (North Clackamas)	19,125,723,735	0.48%	2,930,623	2,926,191
Columbia Cty SD 1J (Scappoose)	2,098,871,553	8.50%	2,361,022	2,361,022
Multnomah Cty SD 51J (Riverdale)	884,265,268	5.38%	981,370	981,370
Washington County	86,849,367,154	0.26%	682,382	611,895
Clackamas County	65,630,370,446	0.24%	371,607	368,288
Washington Cty SD 23J (Tigard-Tualatin)	15,859,898,329	0.10%	259,947	259,947
Clackamas Community College	48,076,385,758	0.19%	245,131	196,086
Multnomah Cty Drainage District 1	251,176,587	100.00%	700,000	50,000
Clackamas Cty ESD	62,476,630,354	0.15%	34,550	34,550
Clackamas Cty SD 7J (Lake Oswego)	11,481,623,450	0.02%	21,658	21,658
Tualatin Hills Park & Rec District	35,215,638,776	0.02%	19,971	19,971
Multnomah ESD	144,277,058,360	85.28%	24,048,452	0
Northwest Regional ESD	107,659,200,472	0.29%	12,824	0
Port Of Portland	294,759,596,278	41.88%	26,010,050	0
Rockwood Water PUD	5,528,149,253	29.92%	1,548,241	0
			\$1,432,178,387	\$1,231,573,400

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 22**  
**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	\$9,316,004	\$12,095,163	\$21,411,167	\$1,937,219	\$20,484,663	\$19,062,698	\$41,484,580
2019	7,845,685	12,573,783	20,419,468	1,904,419	21,295,267	20,248,391	43,448,077
2020	7,846,930	13,081,663	20,928,593	1,457,219	22,155,425	21,681,424	45,294,068
2021	7,379,981	13,604,648	20,984,630	1,457,219	23,041,165	22,012,846	46,511,230
2022	7,384,033	14,150,222	21,534,254	1,672,219	23,965,162	22,146,165	47,783,546
2023	5,761,193	14,716,231	20,477,424	1,448,619	24,923,769	21,882,093	48,254,481
2024	5,761,071	15,304,658	21,065,729	1,448,619	25,920,342	22,461,963	49,830,924
2025	5,760,165	15,917,215	21,677,380	1,448,619	26,957,785	20,588,100	48,994,504
2026	5,002,615	16,553,904	21,556,519	1,448,619	28,036,096	20,591,875	50,076,590
2027	2,495,465	17,214,723	19,710,188	19,088,619	29,155,277	20,587,150	68,831,045
2028	2,494,130	17,905,243	20,399,373	566,619	30,324,757	17,329,875	48,221,251
2029	1,710,295	18,619,893	20,330,188	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>\$73,344,197</b>	<b>\$181,737,347</b>	<b>\$255,081,544</b>	<b>\$49,403,844</b>	<b>\$307,794,815</b>	<b>\$300,908,904</b>	<b>\$658,107,564</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 2017 (Fire and Police Disability and Retirement Fund), 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. Includes debt service on the 2018 Series A 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.

## TRENDS IN PROPERTY VALUATION AND TAXATION

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

**Table 23**  
**CITY OF PORTLAND, OREGON**  
**Historical Trends in Assessed and Market Values (1)**  
**(000s)**

<b>Assessed Value</b>					
<b>Fiscal Year</b>	<b>Inside Multnomah County</b>	<b>Outside Multnomah County</b>	<b>Urban</b>		<b>Percent Change</b>
			<b>Renewal Incremental Value</b>	<b>Total Assessed Value</b>	
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%
2017-18	54,835,805	264,657	10,586,196	65,686,658	5.32%

<b>Market Value (Measure 5) (2)</b>				
<b>Fiscal Year</b>	<b>Inside Multnomah County</b>	<b>Outside Multnomah County</b>	<b>Total</b>	
			<b>Market Value</b>	<b>Percent Change</b>
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%
2017-18	137,071,252	411,389	137,482,641	13.82%

**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 2017-18, the Measure 5 Market Value of City of Portland properties within Multnomah County represented about 83 percent of full real market value.

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

**Table 24**  
**CITY OF PORTLAND, OREGON**  
**Consolidated Tax Rate: Fiscal Year 2017-18**  
**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	\$3.0580	\$0.2486	\$7.8836
Urban Renewal Special Levy	0.0000	0.2283	0.0000	0.2283
Multnomah County	4.3434	0.0500	0.0000	4.3934
Multnomah County Library	1.1800	0.0000	0.0000	1.1800
Metro	0.0966	0.0960	0.2162	0.4088
Port of Portland	0.0701	0.0000	0.0000	0.0701
East Multnomah Soil & Conservation	0.0919	0.0000	0.0000	0.0919
Subtotal - General Government	10.3590	3.4323	0.4648	14.2561
Portland School District	5.2781	1.9900	2.4182	9.6863
Portland Community College	0.2828	0.0000	0.3222	0.6050
Multnomah Co. Education Svc. Dist.	0.4576	0.0000	0.0000	0.4576
East Multnomah Soil & Conservation	0.0081	0.0000	0.0000	0.0081
Subtotal - Schools	6.0266	1.9900	2.7404	10.7570
<b>Totals</b>	<b>\$16.3856</b>	<b>\$5.4223</b>	<b>\$3.2052</b>	<b>\$25.0131</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.

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.

**Table 25**  
**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>
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
2017-18	421,756,068	(19,735,622)	4.7%	402,020,446

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 26**  
**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 12/31/2017 (3) (4)</b>
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%	99.4%
2014-15	490,540	97.6%	99.1%
2015-16	516,334	97.8%	98.9%
2016-17	551,135	98.0%	98.8%
2017-18	600,155	92.3% (4)	92.3%

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) Amount is collected all counties. Includes urban renewal special levy and levy amounts allocated to urban renewal divide the taxes. Levy amounts shown are after Measure 5 compression.
- (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 2016-17 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 collections.

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

**Table 27**  
**CITY OF PORTLAND, OREGON**  
**Assessed and Market Value of City Property in Multnomah County (1)**  
**by Property Type (FY 2017-18)**

<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	\$38,815,986,092	59.3%	\$82,460,383,312	47.1%
Commercial/Industrial (County Assessed)	13,716,341,160	21.0%	32,041,037,340	42.8%
Industrial (State Assessed)	538,462,220	0.8%	580,807,290	92.7%
Multiple Family Housing	5,102,161,190	7.8%	14,390,822,190	35.5%
Other	58,773,040	0.1%	94,060,860	62.5%
Subtotal	58,231,723,702	89.0%	129,567,110,992	
Personal Property	2,331,863,822	3.6%	2,332,578,865	100.0%
Machinery and Equipment	1,268,651,100	1.9%	1,280,307,610	99.1%
Manufactured Property	89,002,970	0.1%	162,432,200	54.8%
Utilities	3,500,759,246	5.4%	3,728,821,899	93.9%
<b>Total</b>	<b>\$65,422,000,840</b>	<b>100.0%</b>	<b>\$137,071,251,566</b>	

Notes:

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

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

**Table 28**  
**CITY OF PORTLAND, OREGON**  
**Top Ten Property Taxpayer Accounts (1)**

<b>Taxpayer Account</b>	<b>Type of Business</b>	<b>FY 2017-18 Assessed Value</b>	<b>Percent of Total Assessed Value</b>
Total City Assessed Value		\$65,686,657,350	100.00%
Alaska Airlines Inc.	Airline	415,491,700	0.63%
Portland General Electric Co.	Energy	337,967,950	0.51%
Pacificorp (PP&L)	Energy	334,346,000	0.51%
Weston Investment Co. LLC	Real estate (office)	264,055,200	0.40%
Comcast	Communications	244,031,400	0.37%
Evrast Inc., NA	Steel plate manufacturing	230,607,780	0.35%
Southwest Airlines	Airline	224,514,300	0.34%
AT&T Inc.	Communications	219,633,200	0.33%
CenturyLink	Communications	213,530,100	0.33%
CAPREF Lloyd Center LLC	Real estate (retail)	181,807,260	0.28%
<b>Total</b>		<b>\$2,665,984,890</b>	<b>4.06%</b>

Notes:

- (1) Excludes Assessed Value of various properties totaling about \$599.7 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.

*(End of Annual Disclosure Information)*

## **SUPPLEMENTAL INFORMATION: GENERAL FUND DISCRETIONARY BUDGET AND FINANCIAL PLAN**

### **INTRODUCTION**

General Fund resources are categorized as either discretionary or nondiscretionary. Discretionary resources are those that the City Council can allocate to programs and services in any area. These resources have few restrictions on how they can be allocated. General Fund discretionary resources are typically used to support such basic City services as police, fire, and parks. Discretionary resources include property taxes, utility license fees, business license fees, transient lodging taxes, state shared revenues (from cigarette taxes and liquor sales), interest income, miscellaneous revenues, and cash transfers into the General Fund. Nondiscretionary resources include contract revenues, service reimbursements, and other revenues specifically dedicated to a particular purpose. Discretionary resources, which are the largest share of the General Fund budget, represent approximately 82.8 percent of the adopted FY 2017-18 General Fund budget.

### **FY 2017-18 BUDGET AND RECENT BUDGET ACTIONS**

The City is experiencing record revenues combined with very low inflation. Most General Fund revenue streams are growing at above-trend rates. The impact of Portland becoming a more significant presence in both business and tourism is leading to growth in property, business license, and transient lodging taxes, which have all outperformed forecasts by significant levels in recent years. Local hotel construction is booming with five new hotels in the downtown area either recently opened or under construction. Higher demand spurred an increase in room rates by nearly 10 percent in 2016, while occupancy rates increased by nearly four percent. The result can be seen in the City's dramatic increase in lodging taxes, which have more than doubled in the last five years.

The City's FY 2017-18 budget expanded significantly for the third consecutive year, driven by record revenue growth. Overall General Fund discretionary revenues (net of beginning fund balance) for FY 2017-18 are projected to be 4.4 percent above FY 2016-17 levels. Some of this revenue growth was allocated prior to the budget process to address Council priorities. For FY 2017-18, Council made several ongoing commitments, including \$6.6 million related to a new police bargaining agreement, \$3.5 million more to the Joint Office for Homeless Services and \$1.2 million to re-establish a publicly-financed campaign fund. Additionally, the City's FY 2017-18 budget included \$18.6 million of new discretionary resources to allocate, including \$0.2 million of ongoing funds and \$18.4 million of one-time funds.

In November 2017, the City dedicated about \$6.0 million of unanticipated FY 2016-17 ending fund balance to infrastructure maintenance and replacement. This action complied with a 2014 Council Resolution that requires at least 50 percent of all one-time revenues identified in the financial forecast or as excess ending balance to be spent on infrastructure maintenance and replacement.

The City's revised FY 2016-17 and FY 2017-18 General Fund Discretionary Budgets are shown in the table below.



**Table 29**  
**CITY OF PORTLAND, OREGON**  
**General Fund Discretionary Budget**  
**Revised FY 2016-17 and FY 2017-18**

<b>Resources</b>	<b>Revised FY 2016-17</b>	<b>Revised FY 2017-18</b>
Property Taxes	\$232,768,000	\$245,839,999
Lodging Taxes	30,600,000	33,775,500
Business Licenses	108,863,578	114,000,000
Utility License Fees	83,536,795	82,648,126
Other Intergovernmental Revenues	1,240,900	1,241,733
State Shared Cigarette & Liquor	16,008,397	17,485,117
Cash Transfers	2,320,810	636,990
Other/Miscellaneous Revenues	0	250,000
Bond and Note Proceeds	0	0
Beginning Fund Balance	44,1120,969	52,558,768
<b>Total Resources</b>	<b>\$518,659,449</b>	<b>\$548,436,233</b>
<b>Expenditures</b>		
Total Bureau Expenses	\$441,219,186	\$468,382,011
Contingency - Operating & Reserve	9,262,079	1,566,193
Overhead Recovery True-Up	272,400	1,509,367
Debt Service	9,188,082	10,020,013
Transfers to Other Funds	58,717,702	52,880,649
<b>Total Expenditures</b>	<b>\$518,659,449</b>	<b>\$548,436,233</b>

Source: City of Portland

### **FY 2018-19 BUDGET OUTLOOK**

The City's April 2018 forecast projects overall General Fund discretionary revenues for FY 2018-19 to be approximately 2.1 percent above FY 2017-18 levels, or a little more than five percent with the aforementioned tax increase. Preliminary indications are that property tax collections in FY 2017-18 will be about \$2 million higher than presented in the FY 2017-18 Adopted Budget. Property taxes are expected to increase by another 4.4 percent in FY 2018-19, as widespread new construction and higher property values continue to reduce property tax compression. See "PROPERTY TAX INFORMATION—TAX RATE COMPRESSION," herein. City policy requires conservative revenue forecasting. Given the maturity of the current economic cycle and the significant increase in collections for business license and transient lodging taxes in recent years, the forecasts for those revenue sources call for essentially flat growth for FY 2018-19 and beyond.

**Table 30**  
**CITY OF PORTLAND, OREGON**  
**General Fund Discretionary Revenues – Budgeted and Forecast**

<b>Resources (millions of \$)</b>	<b>FY 2016-17 Budget</b>	<b>FY 2017-18 Forecast</b>	<b>FY 2018-19 Forecast</b>
Beginning Balance	\$27.0	\$17.5	\$14.5
<i>Revenues</i>			
Property Taxes	232.8	248.0	258.4
Transient Lodging	30.6	34.3	34.0
Business Licenses	108.1	116.4	120.0
Utility License/Franchise	83.5	86.6	87.4
State Revenues	16.0	20.6	20.0
Transfers	2.2	0.3	0.3
Miscellaneous	0.0	1.3	1.2
Discretionary Resources	<u>\$501.4</u>	<u>\$525.0</u>	<u>\$536.0</u>

Source: City of Portland.

In late January, City bureaus submitted requested budgets for FY 2018-19. Per the Mayor’s direction, these requests included five percent budget reduction options for General Fund supported bureaus, as well as those non-General Fund supported bureaus that receive General Fund resources. In addition, bureaus requested \$31.9 million for new ongoing programs and \$110 million for new one-time requests.

The Mayor released his proposed budget on April 30, 2018, following the release of the April Five-Year Financial Forecast. The forecast showed the need for very modest ongoing cuts (\$0.4 million), while having \$23.1 million in available one-time resources. Data indicates that the local economy should continue to expand for at least the next 12 to 18 months. Certain elements of the expansion, such as housing and corporate profits, have a direct relationship to the City’s General Fund revenue streams.

In addition to the forecast results, the Mayor’s Proposed Budget includes an increase in the business license tax rate that is expected to bring in an estimated \$15.3 million in additional resources in FY 2018-19. The budget proposes to new spending on housing and homelessness services, additional police officers, several infrastructure projects, and a variety of economic development programs. The Budget Committee of the City Council is expected to approve a budget for FY 2018-19 on May 16, 2018. The City Council is expected to adopt the budget no later than June 30, 2018.

## PROPERTY TAX INFORMATION

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

Oregon law requires property to be assessed at its "Assessed Value." Assessed Values are calculated by the county assessor and are based on 90 percent of the Real Market Value of property in FY 1997-1998. New and changed property is assigned an Assessed Value based on the Assessed Value of comparable property in the area. Assessed Values cannot increase by more than three percent each year unless the property changes because it is substantially improved, rezoned, subdivided, annexed, or ceases to qualify for a property tax exemption. In addition, Assessed Value cannot exceed Real Market Value.

Permanent tax rate levies and rate-based local option levies are imposed on Assessed Value. If Assessed Value increased, 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.

"Real Market Value" is the county assessor's estimate of the current market value of property. Real Market Value limits Assessed Value 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. Some properties such as farm and forestland are assigned special assessments in lieu of Real Market Value that are below Real Market Value to reduce their taxes. 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.

### 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 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. It was renewed again at the same rate in November 2018 and will take effect for five years beginning in FY 2019-20. 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. 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 five 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 Real Market Value and total school taxes on a parcel are not permitted to exceed \$5 per \$1,000 of Real 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 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**

The Oregon Enterprise Zone program is a State of Oregon economic development program that allows for property tax exemptions for up to five years. In exchange for receiving property tax exemption, participating firms are required to meet the program requirements set by State statutes and the local sponsor. The Portland Development Commission is the local sponsor for the Portland Enterprise Zone program.

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.

## **CITY ECONOMIC CHARACTERISTICS**

The City of Portland, with an estimated population of 639,100 as of July 1, 2017, 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 2.45 million people as of July 1, 2017. 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 31  
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>
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
2017	4,141,100	639,100	2,452,195	803,000	595,860	413,000
2008-2017 Compounded Annual Rate of Change	1.0%	1.2%	1.3%	1.3%	1.5%	1.0%
2013-2017 Compounded Annual Rate of Change	1.4%	1.9%	1.7%	1.5%	2.0%	1.7%

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

**Table 32**  
**CITY OF PORTLAND, OREGON**  
**Total Personal Income and Per Capita Income**  
**MSA, Oregon, and the United States**

Year	Total Personal Income MSA (millions)	Per Capita Income		
		MSA	Oregon	USA
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	39,484	35,692	40,277
2011	93,932	41,560	37,392	42,461
2012	100,257	43,816	39,109	44,282
2013	101,689	43,974	39,521	44,493
2014	109,125	46,512	41,785	46,494
2015	117,373	49,217	44,335	48,451
2016	122,434	50,489	45,399	49,246
2007-2016 Compounded Annual Rate of Change	4.0%	2.5%	2.7%	2.4%

Source: U.S. Department of Commerce, Bureau of Economic Analysis, as of December 4, 2017.

## LABOR FORCE AND UNEMPLOYMENT

Table 33 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 March 2018, the seasonally-adjusted unemployment rate for the MSA was 3.7 percent (4.1 percent not seasonally-adjusted) with a resident civilian labor force of 1,330,178 (seasonally-adjusted). Table 34 below shows the seasonally-unadjusted, average annual unemployment rates for the MSA, the State and the United States for the period 2008 through 2017.



**Table 33**  
**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>	
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	1,215,888
2017	1,312,476	50,268	3.8	1,262,210

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 February 23, 2018.

**Table 34**  
**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>
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	5.6	5.3
2016	4.7	4.9	4.9
2017	3.8	4.0	4.4

Source: Oregon Employment Department as of February 23, 2018.

## 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 35**  
**CITY OF PORTLAND, OREGON**  
**Portland-Vancouver-Hillsboro, OR-WA MSA**  
**Non-Farm Wage and Salary Employment) <sup>(1)</sup>**

<b>Industry</b>	<b>2013</b>	<b>2014</b>	<b>2015</b>	<b>2016</b>	<b>2017</b>
Total nonfarm employment	<b>1,044,500</b>	<b>1,076,000</b>	<b>1,111,900</b>	<b>1,144,800</b>	<b>1,173,900</b>
Total private	<b>900,300</b>	<b>929,500</b>	<b>961,900</b>	<b>991,000</b>	<b>1,016,500</b>
Mining and logging	1,100	1,200	1,300	1,300	1,400
Construction	52,200	55,600	56,200	61,700	67,400
Manufacturing	115,600	118,100	122,200	123,000	123,600
Durable goods	86,700	88,100	91,000	91,100	90,900
Wood product manufacturing	3,600	3,700	3,800	3,900	4,100
Primary metal manufacturing	6,400	6,400	6,400	5,900	5,700
Fabricated metal product manufacturing	12,600	12,400	12,800	12,700	12,500
Machinery manufacturing	8,300	8,700	8,900	8,900	9,500
Computer/electronic product manufacturing	35,300	35,400	36,600	36,800	36,000
Transportation equipment manufacturing	7,000	7,400	7,800	7,300	6,700
Nondurable goods	28,900	29,900	31,300	31,900	32,800
Food manufacturing	11,000	11,800	12,500	13,100	13,500
Paper manufacturing	3,300	3,100	3,100	2,900	2,900
Trade, transportation, and utilities	195,700	201,200	207,100	210,800	215,900
Wholesale Trade	53,800	54,200	55,200	56,100	57,500
Retail trade	107,700	111,500	114,900	116,600	118,600
Utilities	2,300	2,300	2,200	2,300	2,400
Transportation and warehousing	31,900	33,200	34,800	35,800	37,500
Information	23,300	23,500	24,200	25,000	25,600
Financial activities	63,400	64,100	66,400	68,100	69,300
Professional and business services	155,800	164,000	171,400	176,200	180,200
Educational and health services	152,200	155,900	160,500	164,800	170,000
Leisure and hospitality	104,200	107,900	113,300	118,600	122,200
Other services	36,900	38,100	39,300	41,600	41,000
Government	<b>144,100</b>	<b>146,500</b>	<b>150,100</b>	<b>153,800</b>	<b>157,400</b>

Notes:

(1) Not seasonally adjusted.

Source: State of Oregon, Employment Department QualityInfo.org as of February 23, 2018.

**Table 36**  
**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	19,300
Providence Health System	Health care & health insurance	17,543
Legacy Health System	Health care	12,955
Nike Inc.	Sports shoes and apparel	12,000
PeaceHealth	Health care	4,448
U.S. Bank	Bank & holding company	4,242
Wells Fargo	Bank	4,100
Daimler Trucks North America	Heavy duty trucks	2,800
The Standard	Insurance	2,329
Portland General Electric	Utility	2,170
Comcast	Utility	1,953
<b>Public Employers</b>		
Oregon Health and Science University	Health care & education	16,200
City of Portland	Local government	7,043
Portland Public Schools	Education	6,780
Multnomah County	Local government	6,266
Beaverton School District	Education	5,207
Vancouver School District	Education	4,600
U.S. Postal Service	Federal government	3,838
Portland Community College	Education	3,804
Portland State University	Education	3,512
U.S. Dept. of Veterans Affairs	Federal government	3,437
TriMet	Mass transit	2,958
Hillsboro School District	Education	2,496
Oregon Dept. of Human Services	State government	2,277
Clackamas County	Local government	2,269
North Clackamas Schools	Education	2,120

Source: Portland Business Journal, June 30, 2017.

## 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 2018, despite an increase in the industrial sector vacancy rate. The Portland industrial vacancy rate closed at 4.2 percent, up 30 basis points from the fourth quarter 2017 vacancy rate of 3.9 percent, according to Cushman & Wakefield in their publication *Marketbeat—Portland, OR, Industrial Q1 2018*. Cushman & Wakefield report that for both warehouse/distribution and manufacturing space, the vacancy rate increased year-over-year by 0.4% and 0.7%, respectively. Overall net absorption, or the net change in occupied space, was reported at negative 633,444 square feet through the first quarter of 2018. A total of 839,323 square feet of new construction is reported to be completed, with 3.5 million square feet of new construction 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.

While the Portland economy remains strong, increasing supply in the office market has contributed to higher office vacancy rates, as reported in *Marketbeat—Portland, OR, Office, Q1 2018* prepared by Cushman & Wakefield. The first quarter overall vacancy rate for the Portland region was 10.5 percent, up 20 basis points from the fourth quarter 2017 vacancy rate of 10.3 percent, but down from the first quarter 2017 vacancy rate of 11.7 percent. Cushman & Wakefield report that the first quarter 2018 vacancy rate of 10.5 percent in the central business district showed a 100 basis point increase over the fourth quarter of 2017. The suburban market was slightly weaker, with a first quarter 2018 overall vacancy rate of 10.6 percent. Class A office space in the downtown continues to fare better than the rest of the market, with asking rents averaging \$36.75 per square foot, a year-over-year increase of 15.2 percent, compared to \$27.63 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 February 2018 was \$389,000, up 10.5 percent from the February 2017 price of \$352,000, according to the Realtors Metropolitan Area Multiple Listing Service (“RMLS”). Through February 2018, homes in the Portland metropolitan area were on the market an average of 65 days during the year. Portland metropolitan area closed sales year-to-date were down 2.3 percent from the same period in 2017.

The table below compares the median home sale price for the first quarter of 2017 and 2018 in the Portland metropolitan region and with the nation.

**Table 37**  
**CITY OF PORTLAND, OREGON**  
**Median Home Sale Price**  
**(U.S. and Portland Metropolitan Area)**

<b>Region</b>	<b>1st Quarter 2017</b>	<b>1st Quarter 2018</b>	<b>Percent Change</b>
U.S.	\$232,200	\$245,500	5.7%
Portland Metro. Area	359,900	384,800	6.9%

Source: "Median Sales Price of Existing Single-Family Homes for Metropolitan Areas," National Association of Realtors.

The market for condominiums is shown in the table below.

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

<b>Region</b>	<b>1st Quarter 2017</b>	<b>1st Quarter 2018</b>	<b>Percent Change</b>
U.S.	\$218,800	\$231,700	5.9%
Portland Metro. Area	257,200	254,800	-0.9%

Source: "Median Sales Price of Existing Apartment Condo-Coops Homes for Metropolitan Areas," National Association of Realtors.

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 39**  
**CITY OF PORTLAND, OREGON**  
**New Single-family and Multi-family**  
**Residential Construction Permits**  
**(Portland Metropolitan Area)**

<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>
2008	4,285	\$944,775	3,123	\$503,429
2009	3,011	684,062	1,009	111,737
2010	3,359	814,570	1,117	136,726
2011	3,132	806,212	2,081	210,024
2012	4,501	1,121,587	3,284	321,445
2013	5,717	1,498,249	6,013	558,235
2014	5,462	1,524,073	6,894	829,321
2015	7,102	1,887,703	6,865	825,331
2016	7,397	2,111,307	7,332	870,079
2017	6,684	1,953,358	10,140	1,382,307

Source: U.S. Census Bureau as of February 23, 2018.

## 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 2017, 397 ocean-going vessels made calls at Port facilities. Total maritime tonnage in 2017 increased to 11.5 million short tons in 2017 compared to 10.2 million in 2016. 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 effective March 31, 2017. On November 13, 2017, Governor Kate Brown and the Port announced that Swire Shipping will begin shipping from Terminal 6. Swire Shipping will offer a mix of general, non-containerized cargo and container service starting in January 2018.

PDX handled approximately 19.1 million airline passengers in 2017 as well as 246,917 short tons of cargo and 13,567 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 2016 through June 2017, passengers boarded a TriMet fixed-route bus or train approximately 98.99 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 2017 term was approximately 27,670 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 2017 was approximately 2,559 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 950,000 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 639,000 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 40**  
**CITY OF PORTLAND, OREGON**  
**Statewide Initiative Petitions that Qualified and Passed**  
**2004-2016**

<u>Year of General Election</u>	<u>Number of Initiatives that Qualified</u>	<u>Number of Initiatives that Passed</u>
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 next election at which citizen initiatives may be placed on the statewide ballot will be in November 2018.

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 BOND COUNSEL**

In the opinion of Hawkins Delafield & Wood LLP, Bond Counsel to the City, under existing statutes and court decisions and assuming continuing compliance with certain tax covenants described herein, (i) interest on the 2018 Series A Bonds 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 2018 Series A Bonds is not treated as a preference item in calculating the alternative minimum tax 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 for taxable years beginning prior to January 1, 2018. In rendering its opinion, Bond Counsel has relied on certain representations, certifications of fact, and statements of reasonable expectations made by the City in connection with the 2018 Series A Bonds, and Bond 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 2018 Series A Bonds from gross income under Section 103 of the Code.

In addition, in the opinion of Bond Counsel to the City, under existing statutes, interest on the 2018 Series A Bonds is exempt from State of Oregon personal income tax.

Bond Counsel expresses no opinion as to any other federal, state or local tax consequences arising with respect to the 2018 Series A Bonds, or the ownership or disposition thereof, except as stated above. Bond 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 thereafter taken or not taken, any fact or circumstance that may thereafter come to its attention, any change in law or interpretation thereof that may thereafter occur, or for any other reason. Bond Counsel expresses no opinion as to the consequence of any of the events described in the preceding sentence or the likelihood of their occurrence. In addition, Bond Counsel expresses no opinion on the effect of any action taken or not taken in reliance upon an opinion of other counsel regarding federal, state or local tax matters, including, without limitation, exclusion from gross income for federal income tax purposes of interest on the 2018 Series A Bonds.

### **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 2018 Series A Bonds in order that interest on the 2018 Series A Bonds 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 2018 Series A Bonds, 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 2018 Series A Bonds 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 2018 Series A Bonds 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 2018 Series A Bonds. It does not purport to address all aspects of federal taxation that may be relevant to a particular owner of a 2018 Series A Bond. 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 2018 Series A Bonds.

Prospective owners of the 2018 Series A Bonds 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 2018 Series A Bonds 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.

## **ORIGINAL ISSUE DISCOUNT**

“Original issue discount” (“OID”) is the excess of the sum of all amounts payable at the stated maturity of a 2018 Series A Bond (excluding certain “qualified stated interest” that is unconditionally payable at least annually at prescribed rates) over the issue price of that maturity. In general, the “issue price” of a maturity means the first price at which a substantial amount of the 2018 Series A Bonds of that maturity was sold (excluding sales to bond houses, brokers, or similar persons acting in the capacity as underwriters, placement agents, or wholesalers). In general, the issue price for each maturity of 2018 Series A Bonds is expected to be the initial public offering price set forth on the inside cover page of the Official Statement. Bond Counsel further is of the opinion that, for any 2018 Series A Bonds having OID (a “Discount Bond”), OID that has accrued and is properly allocable to the owners of the Discount Bonds under Section 1288 of the Code is excludable from gross income for federal income tax purposes to the same extent as other interest on the 2018 Series A Bonds.

In general, under Section 1288 of the Code, OID on a Discount Bond accrues under a constant yield method, based on periodic compounding of interest over prescribed accrual periods using a compounding rate determined by reference to the yield on that Discount Bond. An owner’s adjusted basis in a Discount Bond is increased by accrued OID for purposes of determining gain or loss on sale, exchange, or other disposition of such 2018 Series A Bond. Accrued OID may be taken into account as an increase in the amount of tax-exempt income received or deemed to have been received for purposes of determining various other tax consequences of owning a Discount Bond even though there will not be a corresponding cash payment.

Owners of Discount Bonds should consult their own tax advisors with respect to the treatment of original issue discount for federal income tax purposes, including various special rules relating thereto, and the state and local tax consequences of acquiring, holding, and disposing of Discount Bonds.

## **BOND PREMIUM**

In general, if an owner acquires a 2018 Series A Bond 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 2018 Series A Bond 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 2018 Series A Bond (a “Premium Bond”). In general, under Section 171 of the Code, an owner of a Premium Bond must amortize the bond premium over the remaining term of the Premium Bond, based on the owner’s yield over the remaining term of the Premium Bond determined based on constant yield principles (in certain cases involving a Premium Bond 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 Bond 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 Bond, 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 Bond may realize a taxable gain upon disposition of the Premium Bond 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

Bonds 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 Bonds.

## **INFORMATION REPORTING AND BACKUP WITHHOLDING**

Information reporting requirements apply to interest paid on tax-exempt obligations, including the 2018 Series A Bonds. 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 2018 Series A Bond 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 2018 Series A Bonds 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 2018 Series A Bonds under federal or state law or otherwise prevent beneficial owners of the 2018 Series A Bonds 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 2018 Series A Bonds.

Prospective purchasers of the 2018 Series A Bonds should consult their own tax advisors regarding the foregoing matters.

## **RATING**

The 2018 Series A Bonds have been rated "Aaa" by Moody's Investors Service. Such rating reflects only the view of that organization and any desired explanation of the significance of such rating should be obtained from the rating agency furnishing the same, at the following address: 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 ratings may have an adverse effect on the market price of the 2018 Series A Bonds.

## **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.

## **LEGAL MATTERS**

Legal matters incident to the authorization, issuance and sale of the 2018 Series A Bonds by the City are subject to the approving opinion of Hawkins Delafield & Wood LLP, Portland, Oregon, Bond Counsel. Bond Counsel has reviewed this Official Statement only to confirm that the portions of it describing the 2018 Series A Bonds, the Master First Lien Bond Declaration, the 2018 Series A Bond Declaration, and the authority to issue the 2018 Series A Bonds conform to the 2018 Series A Bonds and the applicable laws under which they are issued. The statements made in this Official Statement under the captions "THE 2018 SERIES A BONDS" and "TAX MATTERS" have been reviewed and approved by Bond 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 Bond Counsel.

## **LITIGATION**

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 full faith and credit 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 vigorously defended this lawsuit, and on June 30, 2017, the Court issued an Amended Opinion ordering the City to reimburse the Water Fund \$13,506,511 and the Sewer Fund \$3,555,211. On December 20, 2017, Council passed an ordinance authorizing the Mayor to settle this lawsuit for a total of \$10 million, \$3 million of which was paid to the plaintiffs' attorneys on December 29, 2017, from General Fund resources. The remaining \$7 million must be reimbursed to the water and sewer funds by September 30, 2019, also from General Fund resources. There will be no appeal of the lawsuit, it and will be dismissed from the Circuit Court with prejudice, meaning these plaintiffs cannot bring these or similar claims against the City in the future.

In 2000, Portland Harbor, a 10-mile industrial stretch of the Lower Willamette River outside of the City's urban center, was listed by the EPA as a 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.

On January 6, 2017, the EPA issued its Record of Decision of final cleanup plan for the Portland Harbor Superfund Site. The EPA estimated capital costs to implement the selected remedy of approximately \$1.05 billion in 2017 dollars, estimated by the EPA to be \$1.7 billion in actual future dollars. The EPA is requiring an additional phase of environmental sampling before remedy implementation. 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.

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

At the time of the original delivery of the 2018 Series A Bonds, 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 2018 Series A Bonds, 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 2018 Series A Bonds, 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 2018 Series A Bonds. 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.

## **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 2018 Series A Bond 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. 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 2018 Series A Bonds, 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 2018 Series A Bonds 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

---

**APPENDIX A**  
**FORM OF BOND DECLARATION**

---





# **BOND DECLARATION**

**City of Portland, Oregon**

**Limited Tax Revenue Bonds, 2018 Series A  
(Ellington Apartments Project)**

**Executed on behalf of the City of Portland, Oregon  
as of the 28<sup>th</sup> day of June, 2018**

**TABLE OF CONTENTS**

<b>SECTION 1.</b>	<b>FINDINGS.....</b>	<b>1</b>
<b>SECTION 2.</b>	<b>DEFINITIONS. ....</b>	<b>1</b>
<b>SECTION 3.</b>	<b>2018 SERIES A BONDS AUTHORIZED.....</b>	<b>2</b>
<b>SECTION 4.</b>	<b>SECURITY FOR 2018 SERIES A BONDS.....</b>	<b>3</b>
<b>SECTION 5.</b>	<b>ADMINISTRATIVE PROVISIONS FOR THE 2018 SERIES A BONDS.....</b>	<b>3</b>
<b>SECTION 6.</b>	<b>AMENDMENT OF BOND DECLARATION.....</b>	<b>7</b>
<b>SECTION 7.</b>	<b>DEFAULT AND REMEDIES.....</b>	<b>8</b>
<b>SECTION 8.</b>	<b>DEFEASANCE. ....</b>	<b>9</b>
<b>SECTION 9.</b>	<b>TAX COVENANTS. ....</b>	<b>9</b>
<b>SECTION 10.</b>	<b>FORM. 10</b>	
<b>SECTION 11.</b>	<b>RULES OF CONSTRUCTION. ....</b>	<b>10</b>
<b>APPENDIX A</b>	<b>FORM OF 2018 SERIES A BOND</b>	

## **BOND DECLARATION**

THIS BOND DECLARATION is executed as of June 28, 2018, on behalf of the City of Portland, Oregon (the “City”) by its Debt Manager to establish the terms under which the City’s Limited Tax Revenue Bonds, 2018 Series A (Ellington Apartments Project) are issued.

### **Section 1. Findings.**

- (A) Oregon Revised Statutes Section 287A.150 permits the City to authorize limited tax revenue bonds by non-emergency ordinance. On March 22, 2017, the City Council enacted Ordinance No. 188288 authorizing the City to issue revenue bonds in an amount not to exceed \$9,000,000 for the City’s portion of the Housing Projects as defined in that Ordinance, including costs related to issuing the Bonds.
- (B) The Ordinance provide that the bonds authorized thereunder will be secured by the full faith and credit of the City.
- (C) The City executes this Bond Declaration pursuant to the Ordinance to memorialize the terms of the City’s Limited Tax Revenue Bonds, 2018 Series A (Ellington Apartments Project).

### **Section 2. Definitions.**

Unless the context clearly requires otherwise, the following terms shall have the following meanings:

“2018 Series A Bonds” means the City’s Limited Tax Revenue Bonds, 2018 Series A (Ellington Apartments Project) that are described in Section 3 of this Bond Declaration.

“Available General Funds” means revenues which are legally available to pay the 2018 Series A Bonds and not prohibited for such use under the charter and ordinances of the City and Oregon laws, and includes all general taxes and other legally available general funds of the City.

“BEO” means “book-entry-only” and refers to a system for clearance and settlement of securities transactions through electronic book-entry changes, which eliminates the need for physical movement of securities.

“Bond Declaration” means this Bond Declaration, including any amendments made in accordance with Section 6 of this Bond Declaration.

“Business Day” means any day except a Saturday, a Sunday, a legal holiday, a day on which the Paying Agent or offices of banks in Oregon or New York are authorized or required by law or executive order to remain closed, or a day on which the New York Stock Exchange is closed.

“City” means the City of Portland, Oregon.

“Code” means the Internal Revenue Code of 1986, as amended.

“Debt Manager” means 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 the Ordinance.

“DTC” means the Depository Trust Company of New York, the initial securities depository for the 2018 Series A Bonds.

“Event of Default” refers to an Event of Default listed in Section 7(A) of this Bond Declaration.

“Fiscal Year” means the period beginning on July 1 of each year and ending on the next succeeding June 30, or as otherwise defined by Oregon law.

“Government Obligations” means direct noncallable obligations of the United States, or obligations the principal of and interest on which are fully and unconditionally guaranteed by the United States.

“Outstanding” refers to all 2018 Series A Bonds authorized and delivered pursuant to this Bond Declaration except 2018 Series A Bonds which have been paid, canceled, or defeased pursuant to Section 8 of this Bond Declaration, and 2018 Series A Bonds which have matured but have not been presented for payment for the payment of which adequate money has been transferred to the Paying Agent.

“Owner” means the person shown on the 2018 Series A Bond register maintained by the Paying Agent as the registered owner of a 2018 Series A Bond.

“Paying Agent” means the registrar and paying agent for the 2018 Series A Bonds, which, at the time of execution of this Bond Declaration, is U.S. Bank National Association, in Portland, Oregon.

“Payment Date” means any day on which principal, interest or premium on 2018 Series A Bonds is required to be paid.

“Record Date” means the close of business on the 15<sup>th</sup> day of the calendar month immediately preceding a payment date.

### **Section 3. 2018 Series A Bonds Authorized.**

- (A) Pursuant to the relevant provisions of Oregon Revised Statutes Chapter 287A and the Ordinance, the City hereby authorizes the sale, issuance and delivery of its Limited Tax Revenue Bonds, 2018 Series A (Ellington Apartments Project) in accordance with this Bond Declaration and in a principal amount of \$7,900,000. The 2018 Series A Bonds shall be dated with their date of delivery, shall bear interest which is payable on March 1 and September 1 of each year, commencing September 1, 2018, and shall mature on March 1 of the following years in the following principal amounts:

<u>Due March 1</u>	<u>Principal Amount (\$)</u>	<u>Interest Rate (%)</u>	<u>CUSIP Number (Base 736740)</u>
2019	670,000	5.00	SL6
2020	575,000	5.00	SM4
2021	605,000	5.00	SN2
2022	635,000	5.00	SP7
2023	665,000	5.00	SQ5
2024	700,000	5.00	SR3
2025	730,000	5.00	SS1
2026	770,000	5.00	ST9
2027	810,000	5.00	SU6
2028	850,000	5.00	SV4
2029	890,000	5.00	SW2

- (B) The 2018 Series A Bonds maturing on or after March 1, 2027 are subject to redemption prior to maturity in whole or in part at the option of the City on March 1, 2026 in any order of maturity and by lot within a maturity. Any such redemption shall be at a price equal to 100% of the principal amount to be redeemed, plus accrued and unpaid interest thereon to the date fixed for redemption. In the case of any redemption of less than all of the outstanding 2018 Series A Bonds, the City shall have the right to specify the particular maturities to be redeemed and the aggregate principal amount of each maturity to be redeemed.
- (C) The 2018 Series A Bond proceeds will be used to finance the projects described in Section 1(A) and to pay costs related to the 2018 Series A Bonds.
- (D) The City reserves the right to purchase 2018 Series A Bonds in the open market.

**Section 4. Security for 2018 Series A Bonds.**

- (A) Pursuant to ORS 287A.315, the City hereby pledges its full faith and credit and taxing power within the limits of Article XI, Sections 11 and 11b of the Oregon Constitution, to pay the 2018 Series A Bonds. The City agrees to pay the 2018 Series A Bonds from its Available General Funds if other funds are not available in sufficient amounts to pay the 2018 Series A Bonds.
- (B) The 2018 Series A Bonds are not secured by a pledge of, or lien on, any revenues or property of the City.
- (C) This Bond Declaration shall constitute a contract with the Owners.

**Section 5. Administrative Provisions for the 2018 Series A Bonds.**

(A) Payment of 2018 Series A Bonds. Principal of and interest on the 2018 Series A Bonds shall be payable through the principal office of the Paying Agent.

(B) Book-Entry System. The 2018 Series A Bonds shall be initially issued as a BEO security issue, with no 2018 Series A Bonds being made available to the beneficial owners, in accordance with the Blanket Issuer Letter of Representations to DTC. Ownership of the 2018

Series A Bonds shall be recorded through entries on the books of banks and broker-dealer participants and correspondents that are related to entries on DTC's book-entry system. The 2018 Series A Bonds shall be initially issued in the form of separate single fully registered typewritten bonds for each series and maturity of the 2018 Series A Bonds (the "Global Bonds") in substantially the form attached hereto as Exhibit A. Each Global Bond shall be registered in the name of Cede & Co. as nominee (the "Nominee") of DTC (DTC and any other qualified securities depository designated by the City as a successor to DTC, collectively the "Depository") as the "Owner," and such Global Bonds shall remain in the Paying Agent's custody, subject to the provisions of the FAST Balance Certificate Agreement currently in effect between the Paying Agent and the Depository until early redemption or maturity of the 2018 Series A Bond. The Paying Agent shall remit payment for the maturing principal or redemption price and interest on the 2018 Series A Bonds to the Owner for distribution by the Nominee for the benefit of the beneficial owners (the "Beneficial Owners") by recorded entry on the books of the Depository participants and correspondents. While the 2018 Series A Bonds are in BEO form, the 2018 Series A Bonds will be available in denominations of \$5,000 and any integral multiple thereof.

(1) In the event the Depository determines not to continue to act as securities depository for the 2018 Series A Bonds, or the City determines that the Depository shall no longer so act, then the City will discontinue the book-entry system with the Depository. If the City fails to designate another qualified securities depository to replace the Depository or elects to discontinue use of a book-entry system, the 2018 Series A Bonds shall no longer be a BEO issue and the 2018 Series A Bonds shall be printed and delivered and shall be registered as directed by DTC and thereafter shall be registered, transferred and exchanged as provided in Section 5(C).

(2) With respect to 2018 Series A Bonds registered in the registration books maintained by the Paying Agent in the name of the Nominee of the Depository, the City, and the Paying Agent shall have no responsibility or obligation to any participant or correspondent of the Depository or to any Beneficial Owner on behalf of which such participants or correspondents act as agent for the Beneficial Owner with respect to:

(a) the accuracy of the records of the Depository, the Nominee or any participant or correspondent with respect to any ownership interest in the 2018 Series A Bonds;

(b) the delivery to any participant or correspondent or any other person, other than an Owner, of any notice with respect to the 2018 Series A Bonds, including any notice of redemption;

(c) the selection by the Depository of the beneficial ownership interest in 2018 Series A Bonds to be redeemed prior to maturity; or

(d) the payment to any participant, correspondent, or any other person other than the Owner of the 2018 Series A Bonds, of any amount with respect to principal of or interest on the 2018 Series A Bonds.

(3) Notwithstanding the book-entry system, the City may treat and consider the Owner in whose name each 2018 Series A Bond is registered in the registration books maintained by the Paying Agent as the Owner and absolute owner of such 2018 Series A Bond for the purpose of payment of principal and interest with respect to such 2018 Series A Bond, or for the purpose of giving notices of redemption and other matters with respect to such 2018 Series A Bond, or for the purpose of registering transfers with respect to such 2018 Series A Bond, or for all other purposes whatsoever. The City shall pay or cause to be paid all principal of and interest on the 2018 Series A Bonds only to or upon the order of the Owner or such Owner's respective attorneys duly authorized in writing, and all such payments shall be valid and effective to fully satisfy and discharge the City's obligation with respect to payment thereof to the extent of the sum or sums so paid.

(4) Upon delivery by the Depository to the City of written notice to the effect that the Depository has determined to substitute a new nominee in place of the Nominee, then the word "Nominee" in this Bond Declaration shall refer to such new nominee of the Depository, and upon receipt of such notice, the City shall promptly deliver a copy thereof to the Paying Agent. The Depository shall tender the 2018 Series A Bonds it holds to the Paying Agent for re-registration.

(C) Notice of Redemption.

(1) For any 2018 Series A Bonds which are not in BEO form, unless waived by the Owner of such a 2018 Series A Bond, official notice of any redemption shall be given by the Paying Agent on behalf of the City by mailing a copy of an official redemption notice by first-class mail at least 30 days and not more than 60 days prior to the date fixed for redemption to the Owner of the 2018 Series A Bond or 2018 Series A Bonds to be redeemed at the address shown on the 2018 Series A Bond register or at such other address as is furnished in writing by such Owner to the Paying Agent.

(2) Unless DTC consents to a shorter period, for any 2018 Series A Bonds which are in BEO form the Paying Agent shall notify DTC not less than 20 days prior to the date fixed for redemption of the maturity to be redeemed in the manner required in the City's Blanket Issuer Letter of Representations to DTC. No other notice shall be required.

(3) In addition to the requirements of Section 5(C)(5), all official notices of redemption shall be dated and shall state:

(a) the date fixed for redemption;

(b) the redemption price;

(c) if less than all outstanding 2018 Series A Bonds are to be redeemed, the identification (and, in the case of partial redemption, the respective principal amounts) of the 2018 Series A Bonds to be redeemed,

(d) except as described in Section 5(C)(5), below, that on the date fixed for redemption the redemption price will become due and payable upon

each such 2018 Series A Bond or portion thereof called for redemption, and that interest thereon shall cease to accrue from and after said date, and

(e) the place where such 2018 Series A Bonds are to be surrendered for payment of the redemption price, which place of payment shall be an office of the Paying Agent.

(4) Except as described in Section 5(C)(5), below, official notice of redemption having been given as aforesaid, the 2018 Series A Bonds or portions of 2018 Series A Bonds so to be redeemed shall, on the date fixed for redemption, become due and payable at the redemption price therein specified, and from and after such date (unless the City shall default in the payment of the redemption price) such 2018 Series A Bonds or portions of 2018 Series A Bonds shall cease to bear interest. Upon surrender of such 2018 Series A Bonds for redemption in accordance with said notice, such 2018 Series A Bonds shall be paid by the Paying Agent at the redemption price. Installments of interest due on or prior to the date fixed for redemption shall be payable as provided for payment of interest in Section 3(B) of this Bond Declaration. Upon surrender for any partial redemption of any 2018 Series A Bond, there shall be prepared for the Owner a new 2018 Series A Bond or 2018 Series A Bonds of the same maturity in the amount of the unpaid principal. All 2018 Series A Bonds which have been redeemed shall be canceled and destroyed by the Paying Agent and shall not be reissued.

(5) Conditional Notice. Any notice of optional redemption to the Paying Agent or to the Owners pursuant to this Section 5 may state that the optional redemption is conditional upon receipt by the Paying Agent of moneys sufficient to pay the redemption price of such 2018 Series A Bonds or upon the satisfaction of any other condition, and/or that such notice may be rescinded upon the occurrence of any other event, and any conditional notice so given may be rescinded at any time before payment of such redemption price if any such condition so specified is not satisfied or if any such other event occurs. Notice of such rescission or of the failure of any such condition shall be given by the Paying Agent to affected Owners of 2018 Series A Bonds as promptly as practicable upon the failure of such condition or the occurrence of such other event.

(6) Upon the payment of the redemption price of the 2018 Series A Bonds being redeemed, each check or other transfer of funds issued for such purpose shall bear the CUSIP number identifying, by issue and maturity, the 2018 Series A Bonds being redeemed with the proceeds of such check or other transfer.

(D) Authentication, Registration and Transfer. (No Book-Entry). The provisions of this Section 5(D) apply only when the 2018 Series A Bonds are not in book-entry form.

(1) No 2018 Series A Bond shall be entitled to any right or benefit under this Bond Declaration unless it shall have been authenticated by an authorized officer of the Paying Agent. The Paying Agent shall authenticate all 2018 Series A Bonds properly surrendered for exchange or transfer pursuant to this Bond Declaration.

(2) The ownership of all 2018 Series A Bonds shall be entered in the 2018 Series A Bond register maintained by the Paying Agent, and the City and the Paying



Agent may treat the person listed as owner in the 2018 Series A Bond register as the owner of the 2018 Series A Bond for all purposes.

(3) The Paying Agent shall mail each interest payment on the interest payment date (or the next Business Day if the payment date is not a Business Day) to the name and address of the 2018 Series A Bond Owner, as that name and address appear on the 2018 Series A Bond register as of the Record Date. If payment is so mailed, neither the City nor the Paying Agent shall have any further liability to any party for such payment.

(4) 2018 Series A Bonds may be exchanged for an equal principal amount of 2018 Series A Bonds of the same series and maturity which are in different authorized denominations, and 2018 Series A Bonds may be transferred to other owners if the 2018 Series A Bond Owner submits the following to the Paying Agent:

(a) written instructions for exchange or transfer satisfactory to the Paying Agent, signed by the 2018 Series A Bond Owner or such Owner's legal representative or attorney in fact and guaranteed or witnessed in a manner satisfactory to the Paying Agent; and

(b) the 2018 Series A Bonds to be exchanged or transferred.

(5) The Paying Agent shall not be required to exchange or transfer any 2018 Series A Bonds submitted to it during any period beginning with a Record Date and ending on the next following interest payment date; however, such 2018 Series A Bonds shall be exchanged or transferred promptly following the interest payment date.

(6) The Paying Agent shall not be required to exchange or transfer any 2018 Series A Bonds which have been designated for redemption if such 2018 Series A Bonds are submitted to it during the fifteen-day period preceding the designated date fixed for redemption.

(7) For purposes of this Section, 2018 Series A Bonds shall be considered submitted to the Paying Agent on the date the Paying Agent actually receives the materials described in Section 5(D)(4).

(8) The City may alter these provisions regarding registration and transfer by mailing notification of the altered provisions to all 2018 Series A Bond Owners. The altered provisions shall take effect on the date stated in the notice, which shall not be earlier than 45 days after notice is mailed.

#### **Section 6. Amendment of Bond Declaration.**

(A) The City may amend this Bond Declaration without the consent of any Owner for any one or more of the following purposes:

(1) To cure any ambiguity or formal defect or omission in this Bond Declaration;

- (2) To add to the covenants and agreements of the City in this Bond Declaration other covenants and agreements to be observed by the City which are not contrary to or inconsistent with this Bond Declaration as theretofore in effect;
  - (3) To confirm, as further assurance, any security interest or pledge created under this Bond Declaration or any Supplemental Bond Declaration;
  - (4) To make any change which, in the reasonable judgment of the City, does not materially and adversely affect the rights of the Owners.
- (B) This Bond Declaration may be amended for any other purpose only upon consent of Owners representing not less than 51 percent in aggregate principal amount of the adversely affected 2018 Series A Bonds then Outstanding. However, no amendment shall be valid which:
- (1) Extends the maturity of any 2018 Series A Bonds, reduces the rate of interest upon any 2018 Series A Bonds, extends the time of payment of interest on any 2018 Series A Bonds, reduces the amount of principal payable on any 2018 Series A Bonds, or reduces any premium payable on any 2018 Series A Bonds, without the consent of the affected Owner; or
  - (2) Reduces the percent of Owners required to approve amendments to this Bond Declaration.

**Section 7. Default and Remedies.**

- (A) The occurrence of one or more of the following shall constitute an Event of Default under this Bond Declaration:
- (1) Failure by the City to pay 2018 Series A Bond principal, interest or premium when due (whether at maturity, or upon redemption after a 2018 Series A Bond has been properly called for redemption);
  - (2) Failure by the City to observe and perform any covenant, condition or agreement on its part to be observed or performed for the benefit of Owners of 2018 Series A Bonds, for a period of 60 days after written notice to the City by the Owners of 10 percent or more of the principal amount of 2018 Series A Bonds then Outstanding specifying such failure and requesting that it be remedied; provided however, that if the failure stated in the notice cannot be corrected within such 60 day period, it shall not constitute an Event of Default so long as corrective action is instituted by the City within the 60 day period and diligently pursued, and the default is corrected as promptly as practicable after the written notice referred to in this Section 7(A)(2); or,
  - (3) The City is adjudged insolvent by a court of competent jurisdiction, admits in writing its inability to pay its debts generally as they become due, files a petition in bankruptcy, or consents to the appointment of a receiver for the installment payments.

- (B) The Owners of 10 percent or more of the principal amount of 2018 Series A Bonds then Outstanding may waive any Event of Default and its consequences, except an Event of Default described in Section 7(A)(1).
- (C) Upon the occurrence and continuance of any Event of Default hereunder the Owners of 10 percent or more of the principal amount of 2018 Series A Bonds then Outstanding may take whatever action may appear necessary or desirable to enforce or to protect any of the rights of the Owners of 2018 Series A Bonds, either at law or in equity or in bankruptcy or otherwise, whether for the specific enforcement of any covenant or agreement contained in this Bond Declaration or in aid of the exercise of any power granted in this Bond Declaration or for the enforcement of any other legal or equitable right vested in the Owners of 2018 Series A Bonds by this Bond Declaration or by law. However, the 2018 Series A Bonds shall not be subject to acceleration.
- (D) No remedy in this Bond Declaration conferred upon or reserved to Owners of 2018 Series A Bonds is intended to be exclusive and every such remedy shall be cumulative and shall be in addition to every other remedy given under this Bond Declaration or now or hereafter existing at law or in equity. No delay or omission to exercise any right or power accruing upon any default shall be construed to be a waiver thereof, but any such right and power may be exercised from time to time and as often as may be deemed expedient. To entitle the Owners of 2018 Series A Bonds to exercise any remedy reserved to them, it shall not be necessary to give any notice other than such notice as may be required by this Bond Declaration or by law.

**Section 8. Defeasance.**

The City shall be obligated to pay 2018 Series A Bonds which are defeased pursuant to this Section solely from the money and Government Obligations deposited in escrow in accordance with this Section 8 with an escrow agent or independent trustee as provided in this section, and the City shall have no further obligation to pay the defeased 2018 Series A Bonds from any source except the amounts deposited in the escrow. 2018 Series A Bonds shall be deemed defeased if the City:

- (A) irrevocably deposits money or noncallable Government Obligations in escrow with an independent trustee or escrow agent which are calculated to be sufficient for the payment of the 2018 Series A Bonds which are to be defeased without reinvestment; and
- (B) files with the escrow agent or trustee a verification from an independent, certified public accountant to the effect that calculation, described above, is correct; and
- (C) files with the escrow agent or trustee an opinion of nationally recognized bond counsel that the proposed defeasance will not cause the interest component of the 2018 Series A Bonds to be includable in gross income under the Code.

**Section 9. Tax Covenants.**

The City covenants for the benefit of the Owners to comply with all provisions of the Code that are required for 2018 Series A Bond interest to be excluded from gross income for federal income tax purposes. The City also covenants for the benefit of the Owners that it will comply with all of the

covenants and agreements that the City makes in the “Tax Certificate” prepared in connection with the closing of the 2018 Series A Bonds.

**Section 10. Form.**

The 2018 Series A Bonds shall be issued in substantially the form attached to hereto as Appendix A, with any changes that are approved by the Debt Manager. The 2018 Series A Bonds shall be executed on behalf of the City with the facsimile signatures of the Mayor and City Auditor.

**Section 11. Rules of Construction.**

In determining the meaning of provisions of this Bond Declaration, the following rules shall apply unless the context clearly requires application of a different meaning:

- (A) References to section numbers shall be construed as references to sections of this Bond Declaration.
- (B) References to one gender shall include all genders.
- (C) References to the singular shall include the plural, and references to the plural shall include the singular.

*[The remainder of this page is intentionally left blank.]*

Dated as of the 28<sup>th</sup> day of June, 2018.

**City of Portland, Oregon**

By: \_\_\_\_\_  
Debt Manager

**Appendix A  
Form of Bond**

No. R-«BondNumber»

\$«PrincipalAmtNumber»

**United States of America  
State of Oregon  
Counties of Multnomah, Washington and Clackamas  
City of Portland  
Limited Tax Revenue Bond, 2018 Series A  
(Ellington Apartments Project)**

**Dated Date:** June 28, 2018

**Interest Rate Per Annum:** «CouponRate»%

**Maturity Date:** March 1, «MaturityYear»

**CUSIP Number:** 736740«CUSIPNumbr»

**Registered Owner:** -----Cede & Co.-----

**Principal Amount:** -----«PrincipalAmtSpelled» Dollars-----

The City of Portland, Oregon (the "City"), for value received, acknowledges itself indebted and hereby promises to pay to the Registered Owner hereof, or registered assigns, the Principal Amount indicated above on the Maturity Date indicated above together with interest thereon from the date hereof at the Interest Rate Per Annum indicated above, computed on the basis of a 360-day year of twelve 30-day months. Interest is payable semiannually on March 1 and September 1 in each year until maturity or prior redemption, commencing September 1, 2018. For so long as this Bond is subject to a book-entry system, principal and interest payments shall be paid on each payment date, as of the close of business on the 15<sup>th</sup> day of the month immediately preceding the applicable payment date, to the nominee of the securities depository for this Bond. On the date of issuance of this Bond, the securities depository for the Bonds is The Depository Trust Company, New York, New York, and Cede & Co. is the nominee of The Depository Trust Company. Such payments shall be made payable to the order of "Cede & Co."

This Bond is one of a duly authorized series of bonds of the City aggregating \$7,900,000 in principal amount designated as Limited Tax Revenue Bonds, 2018 Series A (Ellington Apartments Project) (the "Bonds"). The Bonds are authorized by City Ordinance No. 188288 and by the relevant provisions of Oregon Revised Statutes Chapter 287A, in full and strict accordance and compliance with all of the provisions of the Constitution and Statutes of the State of Oregon and the Charter of the City. The Bonds are issued to pay costs of the City's portion of the Housing Projects as defined in that Ordinance, including costs related to issuing the Bonds. The terms of the Bonds are described in a Bond Declaration dated as of June 28, 2018 (the "Bond Declaration").

The Bonds constitute valid and legally binding obligations of the City. Pursuant to ORS 287A.315, the City has pledged its full faith and credit and taxing power for the punctual payment of the principal of and interest on the Bonds and agreed to pay the Bonds from its Available General Funds, as defined and provided in the Bond Declaration. The City is not authorized to levy any additional taxes to pay the Bonds. The Bonds do not constitute a debt or indebtedness of Multnomah, Washington, or Clackamas Counties, the State of Oregon, or any political subdivision thereof other than the City.

The Bonds are initially issued in book-entry-only form with no certificates provided to the beneficial owners of the Bonds. The Depository Trust Company and its participants will maintain records of ownership of beneficial interests in the Bonds. Should the book-entry system be discontinued, the City shall cause the Paying Agent to authenticate and deliver replacement Bonds in fully registered form in authorized denominations in the names of the beneficial owners or their nominees, as provided in the Bond Declaration.

The Bonds shall mature and be subject to redemption as described in the Bond Declaration and in the Official Statement for the Bonds.

Unless the book-entry system is discontinued, notice of any call for redemption shall be given as required by the Blanket Issuer Letter of Representations to The Depository Trust Company, as referenced in the Bond Declaration. The Bonds are subject to conditional notice of redemption as provided in the Bond Declaration. Unless conditional notice was given, interest on any Bond or Bonds so called for redemption shall cease on the redemption date designated in the notice. If the book-entry system is discontinued, notice of redemption shall be given by first-class mail, postage prepaid, not less than 30 days nor more than 60 days prior to the date fixed for redemption to the Registered Owner of each Bond to be redeemed at the address shown on the Bond register; however, any failure to give notice shall not invalidate the redemption of the Bonds.

Any exchange or transfer of this Bond must be registered, as provided in the Bond Declaration, upon the Bond register kept for that purpose by the Paying Agent. The exchange or transfer of this Bond may be registered only by surrendering it, together with a written instrument of exchange or transfer which is satisfactory to the Paying Agent and which is executed by the registered owner or duly authorized attorney. Upon registration, a new registered Bond or Bonds, of the same maturity and in the same aggregate principal amount, shall be issued to the transferee as provided in the Bond Declaration. The City and the Paying Agent may treat the person in whose name this Bond is registered on the Bond register as its absolute owner for all purposes, as provided in the Bond Declaration.

Unless this Bond is presented by an authorized representative of The Depository Trust Company, a New York corporation ("DTC") to Issuer or its agent for registration of transfer, exchange or payment, and any Bond issued is registered in the name of Cede & Co. or such other name as is requested by an authorized representative of DTC (and any payment is made to Cede & Co. or to such other entry as is requested by an authorized representative of DTC), ANY TRANSFER, PLEDGE OR OTHER USE HEREOF FOR VALUE OR OTHERWISE BY OR TO ANY PERSON IS WRONGFUL inasmuch as the registered owner hereof, Cede & Co., has an interest herein.

This Bond shall remain in the Paying Agent's custody subject to the provisions of the FAST Balance Certificate Agreement currently in effect between the Paying Agent and The Depository Trust Company.

IT IS HEREBY CERTIFIED, RECITED, AND DECLARED that all conditions, acts, and things required to exist, to happen, and to be performed precedent to and in the issuance of this Bond have existed, have happened, and have been performed in due time, form, and manner as required by the Constitution and Statutes of the State of Oregon; and that the issue of which this Bond is a part, and all other obligations of the City, are within every debt limitation and other limit prescribed by such Constitution and Statutes and City Charter.

IN WITNESS WHEREOF, the Council of the City of Portland, Oregon, by ordinances duly enacted, has caused this Bond to be signed by facsimile signature of its Mayor and countersigned by facsimile signature of its Auditor, and has caused a facsimile of the corporate seal of the City to be imprinted hereon, all as of the date first above written.



**City of Portland, Oregon**

Mayor

Auditor

THIS BOND SHALL NOT BE VALID UNLESS PROPERLY AUTHENTICATED BY THE  
PAYING AGENT IN THE SPACE INDICATED BELOW.

CERTIFICATE OF AUTHENTICATION

This Bond is one of a series of \$7,900,000 aggregate principal amount of City of Portland, Oregon  
Limited Tax Revenue Bonds, 2018 Series A (Ellington Apartments Project) issued pursuant to the Bond  
Declaration described herein.

Date of authentication: June 28, 2018.

**U.S. Bank National Association**, as Paying Agent

\_\_\_\_\_  
Authorized Officer

ASSIGNMENT

FOR VALUE RECEIVED, the undersigned sells, assigns and transfers unto \_\_\_\_\_

\_\_\_\_\_  
(Please insert social security or other identifying number of assignee)

this Bond and does hereby irrevocably constitute and appoint \_\_\_\_\_  
as attorney to transfer this Bond on the books kept for registration thereof with the full power of substitution in the  
premises.

Dated: \_\_\_\_\_

-----  
NOTICE: The signature to this assignment must correspond with the name of the registered owner as it appears  
upon the face of this Bond in every particular, without alteration or enlargement or any change whatever.

NOTICE: Signature(s) must be guaranteed by a member of the New York Stock Exchange or a commercial bank or trust  
company

Signature Guaranteed
_____ (Bank, Trust Company or Brokerage Firm)

\_\_\_\_\_  
Authorized Officer

The following abbreviations, when used in the inscription on the face of this Bond, shall be  
construed as though they were written out in full according to applicable laws or regulations.

TEN COM -- tenants in common  
TEN ENT -- as tenants by the entireties  
JT TEN -- as joint tenants with right of survivorship  
and not as tenants in common  
OREGON CUSTODIANS use the following  
\_\_\_\_\_ CUST UL OREG \_\_\_\_\_ MIN  
as custodian for (name of minor)  
OR UNIF TRANS MIN ACT  
under the Oregon Uniform Transfer to Minors Act

Additional abbreviations may also be used though not in the list above.



---

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

---



## INTRODUCTION TO EXCERPTS OF FINANCIAL STATEMENTS

The financial statements of the City have been audited by independent certified public accountants for the fiscal years 2013, 2014, 2015, 2016 and 2017. Copies of these financial statements containing the reports of the independent certified public accountants are available on the City's website at:

<https://www.portlandoregon.gov/omf/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, 2013 through June 30, 2017. 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 THIS OFFICIAL STATEMENT AND IS THEREFORE NOT ASSOCIATED WITH THIS OFFICIAL STATEMENT.**

**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>2013</b>	<b>2014</b>	<b>2015</b>	<b>2016</b>	<b>2017</b>
<b>Revenues</b>					
Taxes	\$331,613,653	\$338,338,808	\$360,355,397	\$380,144,273	\$396,842,948
Payments in lieu of taxes	1,177,430	924,647	586,440	698,417	925,534
Rents and reimbursements	4,180,073	4,738,380	4,686,789	4,831,542	4,866,766
Licenses and fees	159,809,166	167,880,349	184,881,129	198,978,646	213,377,412
Intergovernmental revenues	26,621,532	27,200,418	28,463,550	29,807,858	28,923,286
Charges for services	12,404,476	12,395,309	13,899,341	13,825,116	13,159,071
Interagency	45,663,634	48,238,550	44,969,245	49,045,819	55,062,892
Miscellaneous service charges	1,561,715	2,494,754	3,382,288	4,473,354	7,215,001
Investment earnings	1,013,161	1,279,286	1,382,154	1,996,603	1,533,230
Other miscellaneous revenues	3,421,091	3,243,842	3,521,445	3,120,724	3,344,321
<b>Total revenues</b>	<b>587,465,931</b>	<b>606,734,343</b>	<b>646,127,778</b>	<b>686,922,352</b>	<b>725,250,461</b>
<b>Expenditures</b>					
Public safety	375,692,965	386,756,653	406,094,441	421,507,535	432,959,906
Parks/recreation/cultural	66,046,161	63,842,686	69,068,004	77,497,187	86,828,104
Community development	35,332,633	36,329,749	42,826,296	51,901,948	55,334,799
Support svcs./legis./admin.	69,535,327	63,226,710	64,893,554	68,033,585	71,197,778
Capital outlay	3,159,762	6,815,692	6,233,281	1,544,189	3,441,946
Debt service and related costs	6,275,927	6,824,590	7,452,062	8,190,788	8,991,917
<b>Total expenditures</b>	<b>556,042,775</b>	<b>563,796,080</b>	<b>596,567,638</b>	<b>628,675,232</b>	<b>658,754,450</b>
Revenues over (under) expenditures	31,423,156	42,938,263	49,560,140	58,247,120	66,496,011
<b>Other Financing Sources (Uses)</b>					
Transfers in	3,392,858	10,348,435	4,850,709	1,064,081	2,164,446
Transfers out	(32,798,151)	(35,609,531)	(45,299,251)	(63,837,143)	(58,287,236)
Proceeds from sale of capital assets	21,307	0	300	1,188	5,463
<b>Total other sources (uses)</b>	<b>(29,383,986)</b>	<b>(25,261,096)</b>	<b>(40,448,242)</b>	<b>(62,771,874)</b>	<b>(56,117,327)</b>
Net change in fund balances	2,039,170	17,677,167	9,111,898	(4,524,754)	10,378,684
<b>Fund balance, beginning</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>
Reclassifications per GASB 54	-	-	-	-	-
<b>Fund balances, ending</b>	<b>\$79,290,866</b>	<b>\$96,968,033</b>	<b>\$106,079,931</b>	<b>\$101,555,177</b>	<b>\$111,933,861</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>2013</b>	<b>2014</b>	<b>2015</b>	<b>2016</b>	<b>2017</b>
<b>ASSETS</b>					
Unrestricted:					
Cash and investments	\$53,324,870	\$73,099,421	\$80,235,981	\$80,667,323	\$93,431,942
Receivables:					
Taxes	13,832,534	14,192,434	15,131,852	14,276,702	16,046,561
Accounts, net	29,991,747	30,446,842	32,336,325	32,298,959	32,494,604
Accrued interest, advances	2,925,129	1,633,590	647,339	903,891	1,551,589
Notes and loans, net	-	-	-	224,724	375,880
Assessments	16,072	19,876	16,336	6,621	2,178
Due from other funds	28,234	-	-	-	-
Due from component units	474,444	318,277	232,755	-	124,901
Internal loans	1,150,000	695,000	725,000	86,433	-
Inventories	352,483	299,864	286,027	270,633	252,251
Prepaid Items	178,764	245,429	227,747	182,389	152,359
Restricted:					
Cash and investments	5,785,176	5,881,293	5,966,918	6,778,179	7,204,523
Receivables:					
Taxes	7,770,556	8,231,915	7,398,731	6,437,733	7,330,174
<b>Total assets</b>	<b>\$115,830,009</b>	<b>\$135,063,941</b>	<b>\$143,205,011</b>	<b>\$142,133,587</b>	<b>\$158,966,962</b>

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

	<b>2013</b>	<b>2014</b>	<b>2015</b>	<b>2016</b>	<b>2017</b>
<b>LIABILITIES, DEFERRED INFLOWS OF RESOURCES AND FUND BALANCES</b>					
Liabilities payable from unrestricted assets:					
Accounts payable	\$7,147,783	\$7,729,597	\$8,775,467	\$12,968,489	\$15,716,359
Deferred revenue	-	-	-	-	-
Unearned revenue	121,292	152,320	156,593	166,276	209,186
Internal loans payable	1,460,226	1,323,735	-	-	-
Due to component unit	1,901,883	1,255,384	994,181	1,483,531	1,905,251
Due to fiduciary fund	-	-	-	-	-
Other liabilities	-	32,866	32,866	32,866	-
Liabilities payable from restricted assets:					
Due to fiduciary fund	7,770,556	8,231,915	7,398,731	6,437,733	7,330,174
Other liabilities	5,785,176	5,881,293	5,966,918	6,778,179	7,204,523
<b>Total liabilities</b>	<b>24,186,916</b>	<b>24,607,110</b>	<b>23,324,756</b>	<b>27,867,074</b>	<b>32,365,493</b>
Deferred inflows of resources					
Unavailable revenue - unrestricted	12,352,227	13,488,798	13,800,324	12,711,336	14,667,608
<b>Total deferred inflows of resources</b>	<b>12,352,227</b>	<b>13,488,798</b>	<b>13,800,324</b>	<b>12,711,336</b>	<b>14,667,608</b>
Fund balance					
Nonspendable	531,247	545,293	513,774	453,022	404,610
Committed	49,930,120	60,077,408	58,885,208	56,495,175	58,916,535
Assigned	314,562	7,444,423	30,220,861	17,351,152	13,028,310
Unassigned	28,514,937	28,900,909	16,460,088	27,255,828	39,584,406
<b>Total fund balance</b>	<b>79,290,866</b>	<b>96,968,033</b>	<b>106,079,931</b>	<b>101,555,177</b>	<b>111,933,861</b>
<b>Total liabilities, deferred inflows of resources and fund balances</b>	<b>\$115,830,009</b>	<b>\$135,063,941</b>	<b>\$143,205,011</b>	<b>\$142,133,587</b>	<b>\$158,966,962</b>

Source: City of Portland audited annual financial statements.

---

**APPENDIX C**  
**FORM OF LEGAL OPINION**

---





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

June 28, 2018

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

Subject: \$7,900,000 City of Portland, Oregon, Limited Tax Revenue Bonds  
2018 Series A (Ellington Apartments Project)

Ladies and Gentlemen:

We have acted as bond counsel in connection with the issuance by the City of Portland, Oregon (the "City") of its Limited Tax Revenue Bonds, 2018 Series A (Ellington Apartments Project) (the "2018 Bonds"), that are dated as of their date of delivery and are in the aggregate principal amount of \$7,900,000. The 2018 Bonds are authorized by the relevant provisions of Oregon Revised Statutes Chapter 287A, City Ordinance No. 188288 enacted March 22, 2017 (the "Ordinance"), and a Bond Declaration dated as of the date of delivery of the 2018 Bonds (the "Declaration").

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 have been or may be supplied to the purchasers of the 2018 Bonds, 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 Declaration 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 2018 Bonds have been legally authorized, sold and issued under and pursuant to the Constitution and Statutes of the State of Oregon, the Charter of the City, and the Ordinance. The 2018 Bonds constitute valid and legally binding obligations of the City that are enforceable in accordance with their terms.
2. Pursuant to ORS 287A.315, the City has pledged its full faith and credit and taxing power to the payment of the 2018 Bonds. The 2018 Bonds are payable from all legally available funds of the City, including its Available General Funds as described in the Declaration.
3. Under existing statutes and court decisions and assuming continuing compliance with certain tax covenants described below, (i) interest on the 2018 Bonds 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 2018 Bonds is not treated as a preference item in calculating the alternative minimum tax 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 for taxable years beginning prior to January 1, 2018. 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 2018 Bonds, 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 2018 Bonds 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 2018 Bonds in order that, for federal income tax purposes, interest on the 2018 Bonds 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 2018 Bonds, restrictions on the investment of proceeds of the 2018 Bonds prior to expenditure and the requirement that certain earnings be rebated to the federal government. Noncompliance with such requirements may cause interest on the 2018 Bonds 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 2018 Bonds, 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 2018 Bonds 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 2018 Bonds, 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 2018 Bonds is exempt from Oregon personal income tax.

We express no opinion as to any federal, state or local tax consequences arising with respect to the 2018 Bonds, or the ownership or disposition thereof, except as stated in paragraphs 3 and 4 above. We render our opinion under existing statutes and court decisions as of the date hereof, and we assume no obligation to update, revise or supplement this opinion to reflect any action hereafter taken or not taken, any fact or circumstance that may hereafter come to our attention, any change in law or interpretation thereof that may hereafter occur, or for any other reason. We express no opinion as to the consequence of any of the events described in the preceding sentence or the likelihood of their occurrence. In addition, we express no opinion on the effect of any action taken or not taken in reliance upon an opinion of other counsel regarding federal, state or local tax matters, including, without limitation, exclusion from gross income for federal income tax purposes of interest on the 2018 Bonds.

The portion of this opinion that is set forth in paragraph 1, above, is qualified only to the extent that enforceability of the 2018 Bonds 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 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 bond counsel only to the City in connection with the 2018 Bonds and have not represented and are not representing any other party in connection with the 2018 Bonds. This opinion is given solely for the benefit of the City in connection with the 2018 Bonds and may not be relied on in any manner or for any purpose by any person or entity other than the City, 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,



---

**APPENDIX D**  
**FORM OF CONTINUING DISCLOSURE**  
**CERTIFICATE**

---



## CONTINUING DISCLOSURE CERTIFICATE

**\$7,900,000**  
**City of Portland, Oregon**  
**Limited Tax Revenue Bonds, 2018 Series A**  
**(Ellington Apartments Project)**

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 Limited Tax Revenue Bonds, 2018 Series A (Ellington Apartments Project) (the “Bonds”).

Section 1. Purpose of Certificate. This Certificate is being executed and delivered by the City for the benefit of the Bondowners and to assist the underwriter(s) of the Bonds 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 Bondowners 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 Bonds, including persons holding Bonds through nominees or depositories.

“Bondowners” means the registered owners of the Bonds, as shown on the bond register maintained by the paying agent for the Bonds, and any Beneficial Owners.

“Commission” means the Securities and Exchange Commission.

“EMMA” means the Electronic Municipal Market Access system for municipal securities disclosure established by the MSRB and accessible at <http://emma.msrb.org/>.

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

“Official Statement” means the final official statement for the Bonds dated June 20, 2018.

“Rule” means the Commission’s Rule 15c2-12 under the Securities Exchange Act of 1934, as the same may be amended from time to time.

Section 3. Financial Information. The City agrees to provide or cause to be provided to the MSRB, the following annual financial information and operating data:

A. The City’s previous fiscal year annual financial statements prepared in accordance with the Oregon Local Budget Law (or any successor statute) and in accordance with generally accepted accounting principles so prescribed by the Governmental Accounting Standards Board (or its successors); and

B. To the extent not included in those annual financial statements, historical financial information and operating data generally of the type included in the Official Statement under the heading “Annual Disclosure Information.”

Section 4. Timing. The information described in Section 3 above shall be provided by the City for each of its fiscal years in which the Bonds are outstanding. The City shall provide that information not later than nine months after the end of each fiscal year, commencing no later than March 31, 2019, for the fiscal year ended June 30, 2018. The information described in Section 3 shall be provided in the form of audited financial statements if they are then available, and otherwise shall be provided in the form of unaudited financial statements. If the information described in Section 3 is initially provided in the form of unaudited financial statements, the City shall provide audited financial statements promptly after they become publicly available. The City's current fiscal year ends June 30. The City may adjust its fiscal year by providing written notice of the change of fiscal year to the MSRB. In lieu of providing such annual financial information and operating data, the City may cross-reference to other documents provided to the MSRB.

Section 5. 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 Bonds:

- (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 Bonds, but the City does not undertake any commitment to provide such notice of any event except those events listed above.

Section 6. Failure to File Annual Financial Information. The City agrees to provide or cause to be provided, in a timely manner, to the MSRB, notice of a failure by the City to provide the annual financial information described in Section 3 above on or prior to the time set forth in Section 4 above.

Section 7. Termination. The City's obligation to provide notices of material events shall terminate upon the legal defeasance, prior redemption or payment in full of all of the Bonds. This Certificate, or any provision hereof, shall be null and void if the City (a) obtains an opinion of nationally recognized bond counsel to the effect that those portions of the Rule which require this Certificate, or any provision hereof, are invalid, have been repealed retroactively or otherwise do not apply to the Bonds; and (b) notifies the MSRB of such opinion and the termination of its obligations under this Certificate.

Section 8. Amendment. Notwithstanding any other provision of this Certificate, the City may amend this Certificate provided that the following conditions are satisfied:

A. If the amendment relates to the provisions of Section 3 or Section 5 of this Certificate, it 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 City with respect to the Bonds, or the type of business conducted;

B. If this Certificate, as amended, would, in the opinion of nationally recognized bond counsel, have complied with the requirements of the Rule at the time of the original issuance of the Bonds, after taking into account any amendments or interpretations of the Rule, as well as any change in circumstances; and

C. The amendment either (i) is approved by the Bondowners in the same manner as amendments to the Bond Declaration in effect at the time of the amendment or (ii) does not, in the opinion of nationally recognized bond counsel, materially impair the interests of the Bondowners.

In the event of any amendment of a provision of this Certificate, the City shall describe such amendment in its next annual filing pursuant to Section 3 of this Certificate, and shall include, as applicable, a narrative explanation of the reason for the amendment and its impact on the type (or in the case of a change of accounting principles, on the presentation) of financial information or operating data being presented by the City. In addition, if the amendment relates to the accounting principles to be followed in preparing financial statements, (i) notice of the amendment shall be given in the same

manner as for a material event under Section 5 of this Certificate, and (ii) the annual filing pursuant to Section 3 of this Certificate for the first fiscal year that is affected by the change in accounting principles shall present a comparison (in narrative form and also, if feasible, in quantitative form) between the financial statements as prepared on the basis of the new accounting principles and those prepared on the basis of the former accounting principles.

Section 9. Bondowner's Remedies Under This Certificate. The right of any Bondowner to enforce the provisions of this Certificate shall be limited to a right to obtain specific enforcement of the City's obligations hereunder, and any failure by the City to comply with the provisions of this undertaking shall not be an event of default with respect to the Bonds. Bondowners may take such actions as may be necessary and appropriate, including seeking mandamus or specific performance by court order, to cause the City to comply with its obligations under this Certificate. A default under this Certificate shall not be deemed a default or an event of default under the documents authorizing issuance of the Bonds, and no monetary damages shall arise or be payable hereunder, and the sole remedy under this Certificate in the event of any failure of the City to comply with this Certificate shall be an action to compel performance.

Section 10. 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 11. Filing Through EMMA. So long as the MSRB continues to approve the use of EMMA, 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 12. 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 13. 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 28<sup>th</sup> day of June, 2018.

**City of Portland, Oregon**

---

Debt Manager

---

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

---



## BOOK ENTRY SYSTEM

### DTC LANGUAGE DESCRIBING BOOK-ENTRY-ONLY ISSUANCE

(Prepared by DTC—bracketed material may be applicable only to certain issues)

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.



