

## City of Portland, Oregon

**\$12,235,000**  
**General Obligation Bonds**  
**2020 Series A**  
**(Parks Projects – Tax Exempt)**

**\$164,205,000**  
**General Obligation Bonds**  
**2020 Series B**  
**(Affordable Housing Projects – Federally Taxable)**

**BASE CUSIP: 736679**

**DATED:** Date of Delivery

**DUE:** June 15, 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 to the City (“Bond Counsel”), under existing statutes and court decisions and assuming continuing compliance with certain tax covenants described herein, (i) interest on the 2020 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 2020 Series A Bonds is not treated as a preference item in calculating the alternative minimum tax under the Code. In the opinion of Bond Counsel, interest on the 2020 Series B Bonds is <u>not</u> excludable from gross income for federal income tax purposes under existing law. In the opinion of Bond Counsel, interest on the 2020 Series A Bonds and the 2020 Series B Bonds (collectively, the “Bonds”) is exempt from State of Oregon personal income tax under existing law. See “TAX MATTERS: 2020 SERIES A BONDS – FEDERALLY TAX-EXEMPT” and “TAX MATTERS: 2020 SERIES B BONDS – FEDERALLY TAXABLE” herein.
Security	The Bonds are general obligations of the City. Pursuant to Oregon Revised Statute Section 287A.315, the City has pledged its full faith and credit and taxing power to pay the Bonds, and covenants for the benefit of the owners of the Bonds that the City shall levy annually, as provided by law, in addition to its other ad valorem property taxes and outside the limitations of Sections 11 and 11b of Article XI of the Oregon Constitution, a direct ad valorem tax upon all of the taxable property within the City in sufficient amount, after considering discounts taken and delinquencies that may occur in the payment of such taxes, to pay the Bonds promptly as they mature. See “THE BONDS—SECURITY” herein.
Purpose	Proceeds of the 2020 Series A Bonds will be used for parks projects. See “THE BONDS—THE PARKS PROJECTS” herein. Proceeds of the 2020 Series B Bonds will be used for affordable housing projects for low income households. See “THE BONDS—THE HOUSING PROJECTS” herein.
Interest Payment Dates	June 15 and December 15, commencing December 15, 2020.
Principal Payment Dates	June 15, as shown on inside cover.
Denominations	\$5,000 and any integral multiple thereof.
Optional Redemption	The 2020 Series A Bonds are not subject to optional redemption prior to maturity. The 2020 Series B Bonds maturing on or after June 15, 2031, are subject to redemption at the option of the City on June 15, 2030, or any date thereafter at a price of par.
Closing/Settlement	June 11, 2020.
Book-Entry System	The Depository Trust Company.
Bond Counsel	Hawkins Delafield & Wood LLP, Portland, Oregon.
Paying Agent	U.S. Bank National Association.

**MATURITY SCHEDULE**

**CITY OF PORTLAND, OREGON**

**\$12,235,000**

**General Obligation Bonds**

**2020 Series A**

**(Parks Projects – Tax Exempt)**

<b>Due June 15</b>	<b>Principal Amount</b>	<b>Interest Rate</b>	<b>Yield</b>	<b>CUSIP No. <sup>‡</sup> 736679</b>
2021	\$ 760,000	5.000%	0.180%	A35
2022	1,040,000	2.000	0.250	A43
2023	1,235,000	5.000	0.250	A50
2024	1,480,000	5.000	0.300	A68
2025	1,750,000	5.000	0.380	A76
2026	2,035,000	5.000	0.520	A84
2027	2,340,000	5.000	0.630	A92
2028	1,595,000	5.000	0.700	B26

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**\$164,205,000**  
**General Obligation Bonds**  
**2020 Series B**  
**(Affordable Housing Projects – Federally Taxable)**

<b>Due June 15</b>	<b>Principal Amount</b>	<b>Interest Rate</b>	<b>Yield</b>	<b>CUSIP No.<sup>Ψ</sup> 736679</b>
2021	\$7,785,000	0.450%	0.450%	B34
2022	7,295,000	0.560	0.560	B42
2023	7,335,000	0.700	0.700	B59
2024	7,385,000	0.830	0.830	B67
2025	7,450,000	0.930	0.930	B75
2026	7,515,000	1.200	1.200	B83
2027	7,605,000	1.300	1.300	B91
2028	7,705,000	1.510	1.510	C25
2029	7,820,000	1.610	1.610	C33
2030	7,950,000	1.690	1.690	C41
2031	8,080,000	1.760	1.760	C58
2032	8,225,000	1.810	1.810	C66
2033	8,375,000	1.910	1.910	C74
2034	8,535,000	1.960	1.960	C82
2035	8,700,000	2.060	2.060	C90
2036	8,880,000	2.150	2.150	D24
2037	9,070,000	2.250	2.250	D32
2038	9,275,000	2.350	2.350	D40
2039	9,495,000	2.450	2.450	D57
2040	9,725,000	2.500	2.500	D65

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

**\$12,235,000**  
**General Obligation Bonds**  
**2020 Series A**  
**(Parks Projects – Tax Exempt)**

**\$164,205,000**  
**General Obligation Bonds**  
**2020 Series B**  
**(Affordable Housing Projects – Federally Taxable)**

**CITY COUNCIL**

Ted Wheeler,  
Mayor and Commissioner of Finance and Administration

Amanda Fritz<sup>(1)</sup>, Commissioner No. 1  
Vacant<sup>(2)</sup>, Commissioner No. 2  
Jo Ann Hardesty, Commissioner No. 3  
Chloe Eudaly<sup>(3)</sup>, Commissioner No. 4

**CITY OFFICIALS**

Mary Hull Caballero, City Auditor  
Brigid O’Callaghan, City Treasurer  
Tracy Reeve, City Attorney  
Tom Rinehart, Chief Administrative Officer  
Michelle Kirby, Chief Financial Officer

**DEBT MANAGEMENT**

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**BOND COUNSEL**

Hawkins Delafield & Wood LLP  
Portland, Oregon

**FINANCIAL ADVISOR**

PFM Financial Advisors LLC  
Portland, Oregon

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<sup>(1)</sup> Commissioner Fritz did not seek reelection in 2020 and will be replaced by Carmen Rubio commencing January 1, 2021.

<sup>(2)</sup> This position became vacant upon the death of former Commissioner Nick Fish. On August 11, 2020, a special election will be held to determine whether Multnomah County Commissioner Loretta Smith or Portland Public Schools Board Member Dan Ryan will serve out the remaining term through December 30, 2022.

<sup>(3)</sup> Commissioner Eudaly’s current term ends on December 31, 2020. On November 3, 2020, an election will be held to determine whether Commissioner Eudaly will be reelected or Mingus Mapps will succeed her in this position.



### **Information Concerning the Official Statement**

No dealer, broker, salesperson or other person has been authorized by 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.

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. Any such Forward-Looking Statements inherently are subject to a variety of risks and uncertainties that could cause actual results or performance to differ materially from those that have been forecast, estimated or projected. Such risks and uncertainties include, among others, public health emergencies, such as the COVID-19 pandemic, changes in social and economic conditions, federal, state and local statutory and regulatory initiatives, litigation, population changes, seismic events and various other events, conditions and circumstances, many of which are beyond the control of the City. 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 Bonds by any person in any jurisdiction in which it is unlawful for such person to make such offer, solicitation or sale. The 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 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.

Any references to any website mentioned in this Official Statement are not hyperlinks and do not incorporate such websites by reference. The City maintains a website. However, the information presented on such website is not part of this Official Statement and should not be relied upon in making investment decisions with respect to the Bonds.

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**OFFICIAL STATEMENT  
OF THE  
CITY OF PORTLAND, OREGON  
RELATED TO**

**\$12,235,000  
General Obligation Bonds  
2020 Series A  
(Parks Projects – Tax Exempt)**

**\$164,205,000  
General Obligation Bonds  
2020 Series B  
(Affordable Housing Projects – Federally Taxable)**

**INTRODUCTION**

This Official Statement sets forth certain information concerning the City of Portland, Oregon (the “City”), its General Obligation Bonds, 2020 Series A (Parks Projects – Tax-Exempt) (the “2020 Series A Bonds”) and its General Obligation Bonds, 2020 Series B (Affordable Housing Projects – Federally Taxable) (the “2020 Series B Bonds” and together with the 2020 Series A Bonds, the “Bonds”).

The Bonds are voter approved general obligations of the City. Pursuant to Oregon Revised Statute Section 287A.315, the City has pledged its full faith and credit and taxing power to pay the Bonds, and covenants for the benefit of the owners of the Bonds that the City shall levy annually, as provided by law, in addition to its other ad valorem property taxes and outside the limitations of Sections 11 and 11b of Article XI of the Oregon Constitution, a direct ad valorem tax upon all of the taxable property within the City in sufficient amount, after considering discounts taken and delinquencies that may occur in the payment of such taxes, to pay the Bonds promptly as they mature. See “THE BONDS—SECURITY” herein.

**RECENT ECONOMIC AND HEALTH DEVELOPMENTS**

The following paragraphs include forward-looking statements which represent the City’s best estimates and current understanding of the economic effects of the COVID-19 pandemic. The City does not guarantee the accuracy of such forward-looking statements which are subject to a variety of risks and uncertainties that could cause actual results or performance to differ materially from those that have been forecast, and are subject to change at any time based on the receipt of new information from global, national and state health authorities. Also see “FORWARD LOOKING STATEMENTS.” Additionally, the following paragraphs include statements of interim financial information which are the City’s best estimates and have not been audited. Finally, and as stated later in this section, the City does not plan to supplement this Official Statement based on changes to any information in this section.

The outbreak of COVID-19, a respiratory disease caused by a new strain of coronavirus, has been declared a pandemic by the World Health Organization. The current spread of COVID-19 is altering the behavior of businesses and individuals in a manner that may have significant lasting negative effects on economies, including the City of Portland local economy.

On March 8, 2020 Oregon Governor Kate Brown declared a state of emergency and on May 1, 2020, the Governor extended the state of emergency through July 6, 2020. On March 13, 2020 U.S. President Donald Trump declared a national emergency. On March 12, Governor Brown ordered the closure of all public schools in Oregon. On March 23, 2020, the Governor enacted an executive order directing residents to stay at their place of residence except for essential purposes (the “Stay Home Save Lives Order”). The Stay Home Save Lives Order directed closure of all but essential businesses (with the exception of construction activity) and required social distancing for essential retail businesses. On April 27, 2020, the Governor enacted an executive order allowing resumption of certain non-urgent healthcare procedures. On May 7, 2020, the Governor announced the first step in reopening the Oregon economy (“Phase One”), described in more detail below, and on May 14, 2020, the Governor enacted the Oregon Safe and Strong executive order (the “Reopening Order”) that repealed and replaced the Stay Home Save Lives Order, established new requirements for all State residents and businesses, and set forth a process through which those requirements could be altered through a phased reopening of the economy.

The Reopening Order establishes certain baseline requirements that apply statewide, except as modified by the phased reopening directed described in more detail below. These requirements include: (1) limiting cultural, civic and faith-based gatherings to 25 or fewer people and limiting social and recreation gatherings to ten or fewer people; (2) maintaining physical distance of at least six feet from any person who is not a member of one's household, when possible; (3) continuing the prohibition of on-premises consumption of food and the operation of businesses for which close personal contact is difficult or impossible to avoid (such as barber shops and hair salons, malls, and gyms); (4) requiring businesses and local governments to continue to facilitate telework and work-at-home by employees where possible; (5) continuing to minimize non-essential travel. The Reopening Order permits certain businesses, such as retail stores, ski resorts, and art galleries to reopen if they comply with State guidance. The Reopening Order also permits outdoor recreational activities where contact may be avoided. The Reopening Order indicated that State education entities are working on a reopening plan that would permit students to return to school for the 2020-21 school year.

The Reopening Order further provides that Oregon counties may apply to enter Phase One if they meet certain prerequisites related to COVID-19 prevalence, testing, tracing systems, isolation/quarantine facilities, healthcare capacity and personal protective equipment supplies. Phase One would permit the opening of certain businesses, such as restaurants, bars, salons, and gyms, if they are able to maintain social distancing and meet Oregon Health Authority requirements. Local gatherings would also be permitted for groups of up to 25 people. The State also announced the reopening of certain parks and recreational areas in Oregon. As of May 21, 2020, 33 of the State's 36 counties have entered Phase One. Clackamas and Washington Counties have applied to enter Phase One and their applications are under review. Multnomah County has not yet to applied to enter Phase One.

Counties that enter Phase One will remain in that phase for 21 days, to allow for the evaluation of the public health effects of the transition. If a county experiences a resurgence of COVID-19 cases during the 21-day period, as evidenced by conditions to be specified by OHA, the county could be subject to increased restrictions. Otherwise, the Governor indicated that counties would be permitted to move on to the next step in reopening the economy ("Phase Two"). Details regarding Phase Two have yet to be provided, but it is expected that the State will permit larger gatherings and more work in office settings. The Governor, however, announced that all mass gatherings, including concerts, fairs, and sporting events with audiences, should be cancelled through at least September 30, 2020.

On May 18, 2020, a circuit court judge ruled that the Governor's Executive Orders related to COVID-19 exceeded her statutory authority and issued injunctive relief in favor of the plaintiffs. On the same date, the State appealed the injunction to the Oregon Supreme Court to keep the Governor's orders in effect. The court granted the State's motion and the Governor's orders remain in effect while the appeal is pending. The City does not expect to update this Official Statement to reflect further developments that may occur related to this litigation.

The State's guidance is expected to continue to evolve, the State's guidance will likely continue to face legal challenges, counties will move through the phased system, and there will be other developments related to the COVID-19 pandemic. The City does not expect to supplement this Official Statement based on those changes.

As of May 21, 2020, the Oregon Health Authority estimated 3,817 positive cases of COVID-19 in Oregon, with approximately 1,969 positive cases in the three surrounding counties (Multnomah, Washington and Clackamas Counties) where the City resides. Health officials expect the number of confirmed cases to continue to grow, although at a decreased rate of infection under the current stay-at-home and social distancing measures.

## **CITY OF PORTLAND RESPONSE TO COVID-19**

On March 12, 2020, the City declared a state of emergency, which instated restrictions on gatherings in excess of 25 people, including all non-essential in-person gatherings of City employees. All City bureaus and divisions have been directed to activate their respective continuity of operations plans and all meetings, including City Council meetings, have since been facilitated virtually via internet video conferencing. Many of the City's walk-in services, including the Revenue Division and Bureau of Development Services, have been disrupted, however public safety, water and sewer services continue uninterrupted.

Infrastructure bureaus, including the Portland Bureau of Transportation ("PBOT"), Portland Water Bureau ("PWB") and Bureau of Environmental Services ("BES"), have continued critical maintenance and repair work while incorporating social distancing precautionary measures for engineering and construction staff. Additionally, the Bureau

of Development Services continues to accept permitting applications via scheduled appointment and now facilitates permitting via a tiered intake system to prioritize critical projects such as hospitals and clinics fighting the COVID-19 pandemic.

Portland Parks and Recreation has closed all indoor recreation facilities (including community centers, pools) and outdoor parks and playgrounds through June 6, 2020. Accordingly, Portland Parks and Recreation has laid-off approximately 900 temporary and seasonal employees related to these activities.

Extensive community stabilization efforts have been undertaken and more may be initiated. On March 18, City Council, in coordination with Multnomah County, declared a local eviction moratorium as a result of job loss, reduction of work hours because of job closure, school closures or individual/family illness. Emergency hand-washing stations have been deployed throughout the City in an effort to stem viral infections. The City, through Prosper Portland, has launched a task force dedicated to supporting local businesses to prevent commercial evictions and support property ownership. On April 29, 2020, Prosper Portland created the Portland Small Business Relief Fund, which was established with \$1 million of City General Fund resources.

On April 27, 2020 the Portland Housing Bureau distributed \$200,000 of funds from the Emergency Household Stabilization Fund that was established in the amount of \$1,000,000 in response to the COVID-19 pandemic. Remaining funds are expected to be provided to the Multnomah County/City of Portland Joint Office of Homeless Services for subsequent disbursement to local social service providers.

## **POTENTIAL IMPACT ON CITY OF PORTLAND**

The COVID-19 pandemic is a significant new development materially adversely affecting the City's finances and outlook. Many aspects of the City's future finances and operations and the local economy are expected to be materially adversely impacted by the COVID-19 pandemic. Accordingly, any historical information or budgets and projections described in this Official Statement, which predate the COVID-19 pandemic or do not include information regarding its impact, should be considered in light of a possible or probable negative impact from the COVID-19 pandemic. To date, City economic and tax revenue losses associated with the COVID-19 pandemic have been stark and immediate. Future impacts are expected to be significant to many aspects of the local economy and City operations and finances.

There can be no assurances that the spread of COVID-19, will not materially affect the City or have a material adverse impact upon revenue collections.

### **General Fund Revenues**

The City Budget Office updated its General Fund forecast on April 21, 2020 based on currently available information on economic activity, as well as understanding of executive and legislative actions at both the federal and state-level. In general, the City's General Fund revenue streams are more economically resilient than many local government units, however uncertainty around the COVID-19 pandemic impacts remains high due to the unknown duration of social distancing.

For FY 2019-20, the City Budget Office expects General Fund results to track the adopted budget within 5%, largely due to (1) current revenue receipts related to prior economic activity and (2) immediate implementation of cost reduction measures. (See "Initial City Budgetary Actions" below). However, the City has deferred the collection of certain revenues typically received by April 15 to July 15 for the tax year 2019, matching the U.S. Treasury's federal income tax and State of Oregon state income tax filing deadline extensions.

The table below provides the current forecasted FY 2019-20 General Fund revenues by major category as compared to the unaudited General Fund revenues collected for FY 2019-20 as of April 30, 2020. See the Table 30 titled "General Fund Budget Resources and Requirements" under "SUPPLEMENTAL INFORMATION: GENERAL FUND BUDGET AND FINANCIAL PLAN" herein for more information about general fund budgets.

**Fiscal Year 2019-20  
General Fund Revenues**

	<b>Updated Annual Forecast as of April 2020 (millions of \$)</b>	<b>Percent Received as of April 30, 2020 (%)<sup>(1)</sup></b>
Beginning Balance	17.0	n/a
<i>Revenues</i>		
Property Taxes	267.1	97
Transient Lodging	25.0	85
Business Licenses	150.0	93
Utility License/Franchise	86.7	50
State Revenues	23.5	63
Transfers	0.3	100
Miscellaneous	1.3	77
Total Discretionary Resources	\$570.9	n/a

(1) Unaudited.

For FY 2020-21, the City currently projects that General Fund Revenue will decline relative to the prior forecast by approximately 13% (or \$75 million). Property taxes, utility license taxes and franchise fees will likely see increased delinquency rates, though the timing and magnitude are difficult to ascertain. Historically, property taxes comprise the largest and most stable source of revenue for the General Fund. The City anticipates receiving property taxes, however expects materially higher delinquencies, particularly for commercial accounts. The extent of such delinquencies is unknown but has been assumed to be 6% (vs. approximately 4.5% ten-year historical average). Business license taxes, which have comprised up to about 25% of General Fund revenues are expected to decrease by roughly \$45 million (or 30%) in FY 2020-21.

Transient lodging taxes historically comprise 6% of General Fund revenues. The City Budget Office currently projects that, due to social distancing and large-gather restrictions across the country and a decrease in travel, transient lodging taxes will decline approximately \$20 million from FY 2018-19 to FY 2020-21 (or about 50% for that period).

The projections described herein do not take into account any federal funding the City has received or may receive in connection with the COVID-19 pandemic. See “Coronavirus Aid, Relief and Economic Security Act” below for a discussion of certain federal funds received by the City.

For further discussion of the City’s General Fund revenue sources and projected General Fund revenues, see “ANNUAL DISCLOSURE INFORMATION – General Fund Revenues” and “SUPPLEMENTAL INFORMATION: GENERAL FUND BUDGET AND FINANCIAL PLAN – General Fund Discretionary Revenue Outlook” herein.

**General Fund Reserve**

The unaudited General Fund Reserve balance is \$66.1 million as of April 30, 2020. Given the level of uncertainty of the duration of shelter-in-place orders and the timing of economic recovery, the City Budget Office does not currently anticipate drawdowns of the General Fund Reserve until more information is known and financial planning can be completed at a higher confidence level.

**Other Governmental Fund Revenues**

As the result of the pandemic and social distancing, declines in local and regional travel have led to substantial decreases in gas tax revenues and on-street parking that comprise the largest portion of discretionary (unrestricted) revenues for the PBOT Transportation Operating Fund. City allocation of State Highway Fund revenues have fallen by approximately 40%, resulting in projected monthly revenue losses of \$2.8 million. Parking revenue, including on-street

parking meter fees, citations and parking permits, has fallen 85-90% resulting in a projected \$3.9 million revenue loss per month.

Based on the April 2020 Forecast from the Oregon Department of Transportation State Highway Fund, the City expects a rebound in local travel activity beginning in June 2020 as shelter-in-place policies are lifted and economic activity is expected to be restored. Under the base-case scenario, state-wide motor fuel sales are projected to return to 90% of pre-COVID-19 levels by July 2020. With this in mind, PBOT is evaluating a variety of cost saving measures for programmatic reductions in addition to City-wide personnel actions described below.

As of April 30, 2020, the unaudited Transportation Operating Fund balance was \$238.9 million vs. total FY 2019-20 budgeted expenditures of \$239.7 million.

Included in the FY 2019-20 PBOT Transportation Operating Fund budgeted expenditures is roughly \$20.7 million of debt service for General Fund-secured limited tax revenue bonds. The underlying bonds continue to be categorized as self-supported indebtedness, however, the City is closely monitoring the PBOT Transportation Operating Fund's performance to assess the need of reclassifying the bonds to non-self-supported indebtedness. (See ANNUAL DISCLOSURE INFORMATION – OVERVIEW OF CITY INDEBTEDNESS).

### **Expenditures**

In addition to reductions in revenues, the City expects that it will incur significant expenditures associated with its response to the COVID-19 pandemic. However, the amount of and related impact of these expenditures are currently unknown. The City has received federal funding to assist with certain COVID-19 related expenditures and may receive further federal or State aid in the future. See “Coronavirus Aid, Relief and Economic Security Act” below.

### **Initial City Budgetary Actions**

The City Budget Office has recommended various budgetary actions to solve for the projected General Fund revenue shortfall with a stated goal of seeking \$50 million in expenditure cuts while attempting to minimize potential disruption of service-levels. In the near-term, the City is seeking to maximize current FY 2019-20 and early FY 2020-21 savings through a variety of budgetary measures, including limiting all non-essential services and personnel cost reductions. See above for a discussion of potential impacts of the COVID-19 pandemic to the City's General Fund revenues and expenditures. For a discussion of adjustments to the current FY 2019-20 budget and the process for adoption of the City budget and the FY 2020-21 budget, see “ANNUAL DISCLOSURE INFORMATION – City Budget Process” and “SUPPLEMENTAL INFORMATION: GENERAL FUND BUDGET AND FINANCIAL PLAN – Recent Budget Actions” herein.

On April 14, 2020, the City announced an immediate hiring freeze and stoppage of all upward pay changes for non-represented personnel (approximately 15% of City employees) compensation including cost of living adjustments and merit increases. Additionally, the Mayor has mandated up to ten furlough days based on compensation levels for non-represented employees from April 30, 2020 through October 14, 2020. The furlough days result in reductions of 2.97% and 5.95% of paid hours for employees required to take five and ten furlough days, respectively. The City may also implement cost reduction measures for represented employees depending on ongoing negotiations. It is anticipated that further employee compensation reduction targets may be needed in the months to come.

The City will also be establishing renewed bureau and programmatic reduction targets for Fall 2020. Identification of areas for reallocating or eliminating existing non-urgent program funding budgetary allocations is underway, with the intent of taking action once additional information is known of the economic and financial effects on the City's funding sources.

On April 15, 2020, City Council authorized an emergency line of credit borrowing of up to \$100 million to mitigate revenue collection timing concerns or potential delays in the future distribution of federal reimbursement of COVID-19 related expenditures. Use-guidelines for the emergency line of credit includes the pre-identification of repayment sources prior to making draws.

## **Coronavirus Aid, Relief and Economic Security Act**

On April 20, 2020, the City received approximately \$114 million of federal grant funding under the Coronavirus Aid, Relief and Economic Security Act (CARES Act). Per guidance from the United States Treasury, such funds are restricted to expenditures which are necessary in response to the public health emergency, including medical expenses, public health and safety expenses, compliance costs of COVID-19 public health measures, and economic support to small businesses. State and Local Coronavirus Relief Fund allocations are not allowed to replace lost revenues due to the COVID-19 pandemic. Additionally, these funds are required to be spent by December 30, 2020. The City Council is currently reviewing proposed uses of deploying the CARES Act funds for further local community and business stabilization efforts.

Additionally, to date, the City has received federal funding aimed at COVID-19 response from other sources, including being awarded \$1,040,683 from the US Department of Justice Byrne/JAG Program, and has been allocated \$5,139,281 through the Community Development Block Grant program that can be used for housing assistance and economic development needs, \$2,578,424 through the Emergency Solutions Grant program to address sheltering and homeless assistance, and \$249,909 through the Housing Opportunities for People With AIDS program.

## **Pension Plan Investment Performance Risk**

Due to the effects of the COVID-19 pandemic, U.S. and international capital markets have experienced increased volatility. Since the start of the COVID-19 outbreak, equity markets have experienced steep losses. The Oregon Public Employees Retirement System provides statewide defined benefit retirement plans for units of state government, political subdivisions, community colleges, and school districts, including the City. Benefits provided through PERS are paid from the Oregon Public Employees' Retirement Fund, which has incurred losses as of the date of this Official Statement and may face further future losses that could negatively impact the City's future contribution requirements. See "ANNUAL DISCLOSURE INFORMATION—PENSION PLANS: OREGON PUBLIC EMPLOYEES RETIREMENT SYSTEM – Employer Asset Valuation and Liabilities" herein.

# **THE BONDS**

## **SECURITY**

The Bonds are general obligations of the City. Pursuant to Oregon Revised Statutes ("ORS") Section 287A.315, the City has pledged its full faith and credit and taxing power to pay the Bonds, and covenants for the benefit of the owners of Bonds that the City shall levy annually, as provided by law, in addition to its other ad valorem property taxes and outside the limitations of Sections 11 and 11b of Article XI of the Oregon Constitution, a direct ad valorem tax upon all of the taxable property within the City in sufficient amount, after considering discounts taken and delinquencies that may occur in the payment of such taxes, to pay the Bonds promptly as they mature.

## **AUTHORIZATION AND PURPOSE**

The 2020 Series A Bonds are issued under the authority of ORS 287A.050, Measure 26-159 approved by the City's electors at the November 4, 2014 election (the "Parks Measure"), and Ordinance No. 188474 enacted on June 21, 2017. Proceeds of the 2020 Series A Bonds will be used to provide parks projects. See "—THE PARKS PROJECTS" herein.

The 2020 Series B Bonds are issued under the authority of ORS 287A.050, Measure 26-179 approved by the City's electors at the November 8, 2016 election (the "Housing Measure"), and Ordinance No. 188426 enacted on May 31, 2017. Proceeds of the 2020 Series B Bonds will be used to provide affordable housing. See "—THE HOUSING PROJECTS" herein.

The Bonds are being issued pursuant to a Bond Declaration that is dated as of the date of closing (the "Bond Declaration"). The form of the Bond Declaration is provided in Appendix A.

## **DESCRIPTION**

The Bonds will be issued in book-entry only (“BEO”) form, in registered form in denominations of \$5,000 or integral multiples thereof. The 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 Bonds are in BEO form, principal of and interest on the Bonds will be paid through DTC. See “BOOK-ENTRY ONLY (BEO) SYSTEM” in Appendix E. The City will treat DTC as the owner of the Bonds for all purposes.

The 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 Bonds is payable semi-annually on June 15 and December 15 of each year beginning December 15, 2020, and will be calculated on the basis of a 360-day year consisting of twelve 30-day months. Per the Bond Declaration, the Record Date for the Bonds is the close of business on the last day of the month immediately preceding the applicable payment date.

## **FORM**

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

## **PAYMENT OF THE BONDS WHILE IN THE BEO SYSTEM**

So long as the Bonds are subject to the BEO System, all payments of the principal of and interest on the 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 Bonds. The City has no responsibility for the distribution of any payments on the 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 ONLY (BEO) SYSTEM” in Appendix E herein.

## **REDEMPTION OF THE BONDS**

### **Optional Redemption**

**2020 Series A Bonds** – The 2020 Series A Bonds are not subject to optional redemption prior to maturity.

**2020 Series B Bonds** – The 2020 Series B Bonds maturing on or after June 15, 2031, are subject to redemption prior to maturity in whole or in part at the option of the City on June 15, 2030, and on any date thereafter, by lot, at a price of par, plus interest accrued to the date fixed for redemption.

### **Notice of Redemption**

While the Bonds are subject to the BEO System, notice of any redemption shall be given by the Paying Agent only to DTC in accordance with the Bond Declaration. It shall be the sole responsibility of DTC to give all notices of redemption to DTC Participants, and the DTC Participants, in turn, shall be responsible for giving such notices to the Beneficial Owners. Neither the City nor the Paying Agent will be responsible for giving any notice of redemption to any Beneficial Owner or any DTC Participant, nor shall the City or the Paying Agent be liable for any failure of DTC or any DTC Participant to give any such notice as described above.

**Conditional Notice of Redemption**

Any notice of optional redemption to the Paying Agent or to the Owners may state that the optional redemption is conditional upon receipt by the Paying Agent of moneys sufficient to pay the redemption price of such 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 the Bond Declaration provides that 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. The Bond Declaration requires notice of such rescission or of the failure of any such condition to be given by the Paying Agent to affected Owners of Bonds as promptly as practicable upon the failure of such condition or the occurrence of such other event.

**Effect of Notice of Redemption**

The Bond Declaration provides that official notice of redemption having been given (other than conditional notices of optional redemption as described above), the Bonds or portions of 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 fails to pay the redemption price) such Bonds or portion of Bonds shall cease to bear interest.

**THE PARKS PROJECTS**

The 2020 Series A Bonds are issued for parks projects as described in the Parks Measure. The Parks Measure authorizes the issuance of \$68,000,000 of general obligation bonds.

The City previously issued bonds in 2015 and 2018 under the Parks Measure. The 2020 Series A Bonds are the fourth series of general obligation bonds issued under the authority of the Parks Measure. Before issuance of the 2020 Series A Bonds, the City has \$14,935,205.80 of authorized but unissued authority remaining under the Parks Measure.

**THE HOUSING PROJECTS**

The 2020 Series B Bonds are issued for affordable housing projects for low income households as described in the Housing Measure. The Housing Measure authorizes the issuance of \$258,400,000 of general obligation bonds.

The City previously issued bonds in both 2017 and 2019 under the Housing Measure. The 2020 Series B Bonds are the third series of general obligation bonds issued under the authority of the Housing Measure. Before issuance of the 2020 Series B Bonds, the City has \$205,271,315.45 of authorized but unissued authority remaining under the Housing Measure.

**ESTIMATED SOURCES AND USES OF FUNDS**

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



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

	<b>2020 Series A Bonds</b>	<b>2020 Series B Bonds</b>
<b>SOURCES OF FUNDS</b>		
Par amount of bonds	\$12,235,000.00	\$164,205,000.00
Original issue premium	2,699,876.35	-
Total sources of funds	\$14,934,876.35	\$164,205,000.00
<b>USES OF FUNDS</b>		
Projects	\$14,890,000.00	\$163,555,000.00
Underwriter's discount	25,941.93	473,203.18
Issuance costs	18,934.42	176,796.82
Total uses of funds	\$14,934,876.35	\$164,205,000.00

*Source: City of Portland*

## DEBT SERVICE SCHEDULE FOR THE BONDS

The following table presents an estimated debt service schedule for the Bonds.

**Table 2**  
**CITY OF PORTLAND, OREGON**  
**Debt Service on General Obligation Bonds<sup>(1)</sup>**

June 15	2020 Series A Bonds		2020 Series B Bonds		Outstanding GO Bond Debt Service	Aggregate GO Bond Debt Service
	Principal	Interest	Principal	Interest		
2020	-	-	-	-	\$15,265,725	\$15,265,725
2021	\$ 760,000	\$587,001	\$7,785,000	\$2,739,824	15,262,737	27,134,562
2022	1,040,000	542,550	7,295,000	2,674,684	15,262,912	26,815,146
2023	1,235,000	521,750	7,335,000	2,633,832	15,265,252	26,990,834
2024	1,480,000	460,000	7,385,000	2,582,487	15,294,240	27,201,727
2025	1,750,000	386,000	7,450,000	2,521,192	14,343,279	26,450,471
2026	2,035,000	298,500	7,515,000	2,451,907	14,347,474	26,647,881
2027	2,340,000	196,750	7,605,000	2,361,727	12,275,674	24,779,151
2028	1,595,000	79,750	7,705,000	2,262,862	12,280,399	23,923,011
2029	-	-	7,820,000	2,146,516	11,654,099	21,620,615
2030	-	-	7,950,000	2,020,614	8,052,561	18,023,175
2031	-	-	8,080,000	1,886,259	3,554,774	13,521,033
2032	-	-	8,225,000	1,744,051	3,554,724	13,523,775
2033	-	-	8,375,000	1,595,179	3,551,261	13,521,440
2034	-	-	8,535,000	1,435,216	3,554,761	13,524,977
2035	-	-	8,700,000	1,267,930	3,557,156	13,525,086
2036	-	-	8,880,000	1,088,710	3,555,904	13,524,614
2037	-	-	9,070,000	897,790	3,558,074	13,525,864
2038	-	-	9,275,000	693,715	1,078,118	11,046,833
2039	-	-	9,495,000	475,753	1,077,440	11,048,193
2040	-	-	9,725,000	243,125	-	9,968,125
	\$12,235,000	\$3,072,301	\$164,205,000	\$35,723,373	\$176,346,564	\$391,582,238

(1) Totals may not foot due to rounding.

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 titled “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 (the “FY”).

### BASIS OF ACCOUNTING

The governmental fund types are reported using the current financial resources measurement focus and the modified accrual basis of accounting. The economic resources measurement focus and the accrual basis of accounting is used for

all proprietary fund and fiduciary fund financial statements. The City’s accounting practices conform to generally accepted accounting principles (“GAAP”) as interpreted by the Governmental Accounting Standards Board (the “GASB”).

## **AUDITS**

The Oregon Municipal Audit Law (ORS 297.405 - 297.555) requires an audit and examination be made of the accounts and financial affairs of every municipal corporation at least once each year. The audit shall be made by accountants whose names are included on the roster prepared by the State Board of Accountancy. Moss Adams LLP has performed auditing services for the City for FY 2002-03 through FY 2018-19.

A complete copy of the City’s FY 2018-19 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.

The following subsections provide additional detail on the historical composition of the General Fund revenues. The City’s General Fund revenue is experiencing a period of uncertainty as a result of the COVID-19 pandemic. Current and future revenues described below may vary significantly from historical trends. See SUPPLEMENTAL INFORMATION: GENERAL FUND BUDGET AND FINANCIAL PLAN – Recent Budget Actions” and “RECENT ECONOMIC AND HEALTH DEVELOPMENTS – Potential Impact on City of Portland” herein for a forecast of certain revenues sources and discussion of potential impacts to these revenue sources as a result of the COVID-19 pandemic.

### **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 40.4 percent of total General Fund revenues in FY 2018-19. Property taxes consist of current year and prior years’ property taxes collected from the City’s \$4.5770/\$1,000 permanent rate levy (\$263.4 million in FY 2018-19). See “PROPERTY TAX 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 6.0 percent of General Fund revenues in FY 2018-19, or \$39.2 million.

**Licenses and Permits.** Licenses and permits represented \$242.4 million, or 37.2 percent of the General Fund revenues, in FY 2018-19. 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 (5.6 percent of the FY 2018-19 General Fund revenues, or about \$36.3 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 \$26.8 million, or 4.1 percent of General Fund revenues in FY 2018-19. 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 5.7 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 interfund revenue.

The FY 2018-19 revenues described above and the historical financial information in the tables below do not reflect the impact of the COVID-19 pandemic and should be considered in light of the possible or probable negative effects arising out of the COVID-19 pandemic. See SUPPLEMENTAL INFORMATION: GENERAL FUND BUDGET AND FINANCIAL PLAN – Recent Budget Actions” and “– General Fund Discretionary Revenue Outlook,” and “RECENT ECONOMIC AND HEALTH DEVELOPMENTS – Potential Impact on City of Portland” herein for a discussion of potential impacts to these revenue sources as a result of the COVID-19 pandemic.

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

	<b>FY 2014-15</b>	<b>FY 2015-16</b>	<b>FY 2016-17</b>	<b>FY 2017-18</b>	<b>FY 2018-19</b>
<b>REVENUES</b>					
Taxes					
Current/prior year property taxes	\$210,759,067	\$224,778,855	\$235,913,405	\$245,416,138	\$263,445,070
Lodging taxes	27,006,075	33,070,664	32,849,121	34,768,146	39,187,629
Payment in lieu of taxes	-	-	925,534	1,420,541	856,213
<b>Total taxes</b>	<b>237,765,142</b>	<b>257,849,519</b>	<b>269,688,060</b>	<b>281,604,825</b>	<b>303,488,912</b>
Licenses and permits:					
Business licenses, net	97,883,936	109,191,833	117,864,765	134,322,893	148,543,294
Public utility licenses	81,864,957	84,551,294	89,935,334	83,525,983	89,214,435
Other	5,132,236	5,235,519	5,577,313	5,215,313	4,632,230
<b>Total licenses and permits</b>	<b>184,881,129</b>	<b>198,978,646</b>	<b>213,377,412</b>	<b>223,064,189</b>	<b>242,389,959</b>
Intergovernmental					
Federal cost sharing	234,784	176,437	236,325	150,216	19,078
State sources	15,847,105	16,509,707	17,380,938	24,737,256	24,728,361
County sources	2,413,115	2,267,527	2,393,143	2,311,929	2,369,193
Local sources	9,968,546	10,854,187	8,756,516	8,660,737	9,221,411
<b>Total intergovernmental</b>	<b>28,463,550</b>	<b>29,807,858</b>	<b>28,766,922</b>	<b>35,860,138</b>	<b>36,338,043</b>
Charges for services:					
Rents and reimbursements	4,686,789	4,831,542	4,866,766	4,892,848	4,905,884
Parks and recreation facilities fees	12,619,131	12,367,535	11,946,886	12,937,070	13,503,372
Other	5,121,560	6,339,729	8,815,781	9,329,902	8,426,171
<b>Total charges for services</b>	<b>22,427,480</b>	<b>23,538,806</b>	<b>25,629,433</b>	<b>27,159,820</b>	<b>26,835,427</b>
Billings to other funds for services	23,697,573	26,099,803	28,438,210	34,536,614	37,052,235
Billings to other funds for General/overhead charges <sup>(1)</sup>	22,631,517	24,212,401	-	-	-
Other	4,716,135	4,666,567	4,515,443	5,500,205	5,204,232
<b>TOTAL REVENUES</b>	<b>\$524,582,526</b>	<b>\$565,153,600</b>	<b>\$570,415,480</b>	<b>\$607,725,791</b>	<b>\$651,308,808</b>

(table continued next page)

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

	<b>FY 2014-15</b>	<b>FY 2015-16</b>	<b>FY 2016-17</b>	<b>FY 2017-18</b>	<b>FY 2018-19</b>
<b>EXPENDITURES</b>					
Public Safety	\$283,790,905	\$296,280,704	\$307,805,057	\$331,798,800	\$349,395,745
Parks, Recreation and Culture	69,099,478	77,334,972	81,809,345	87,631,347	90,944,028
Community Development	36,809,631	45,307,344	52,748,842	56,742,601	65,576,529
Legislative/Admin. Support Services	78,552,089	78,308,815	81,481,873	88,403,391	87,191,690
Debt service and related costs	7,452,062	8,190,788	8,991,917	9,856,184	10,718,770
Capital Outlay	-	-	-	-	-
<b>TOTAL EXPENDITURES</b>	<b>475,704,165</b>	<b>505,422,623</b>	<b>532,837,034</b>	<b>574,432,323</b>	<b>603,826,762</b>
<b>Revenues Over/(Under) Expenditures</b>	<b>48,878,361</b>	<b>59,730,977</b>	<b>37,578,446</b>	<b>33,293,468</b>	<b>47,482,046</b>
<b>OTHER FINANCING SOURCES/(USES)</b>					
Transfers from other funds <sup>(1)(2)</sup>	4,850,709	1,466,330	30,386,589	29,574,815	35,143,806
Transfers to other funds	(43,415,208)	(63,100,264)	(59,517,702)	(56,704,740)	(64,148,189)
Internal loan proceeds/remittances	(1,323,735)	-	-	-	-
Sale of capital asset	300	1,188	5,463	-	-
<b>TOTAL OTHER FINANCING SOURCES/(USES)</b>	<b>(39,887,934)</b>	<b>(61,632,746)</b>	<b>(29,125,650)</b>	<b>(27,129,925)</b>	<b>(29,004,383)</b>
<b>Net Change in Fund Balance</b>	<b>8,990,427</b>	<b>(1,901,769)</b>	<b>8,452,796</b>	<b>6,163,543</b>	<b>18,477,663</b>
<b>Beginning Fund Balance, Budgetary Basis</b>	<b>37,067,314</b>	<b>46,057,741</b>	<b>44,155,972</b>	<b>52,608,768</b>	<b>58,772,311</b>
<b>Ending Fund Balance, Budgetary Basis</b>	<b>\$46,057,741</b>	<b>\$44,155,972</b>	<b>\$52,608,768</b>	<b>\$58,772,311</b>	<b>\$77,249,974</b>
<b>Adjustments to GAAP basis:</b>					
General Reserve Fund budgeted as separate fund	\$58,885,208	\$56,495,175	\$58,916,535	\$60,757,082	\$69,192,032
Campaign finance budgeted as separate fund	-	-	-	242,441	1,179,266
Internal loans	725,000	224,724	375,880	339,717	352,207
Unrealized gain (loss) on investments	125,955	408,673	(219,573)	(1,001,976)	609,379
Inventories	286,027	270,633	252,251	365,483	299,244
Internal loans payable	-	-	-	-	-
<b>Ending Fund Balance, GAAP basis</b>	<b>\$106,079,931</b>	<b>\$101,555,177</b>	<b>\$111,933,861</b>	<b>\$119,475,058</b>	<b>\$148,882,102</b>

(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 Comprehensive Annual Financial Report with the City's budgetary presentation.

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

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

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

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

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

For a discussion of the City's FY 2019-20 budget and FY 2020-21 budget process and potential impacts of the COVID-19 pandemic on the City's budget, see "SUPPLEMENTAL INFORMATION: GENERAL FUND BUDGET AND FINANCIAL PLAN" and "RECENT ECONOMIC AND HEALTH DEVELOPMENTS" 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 Division and independent actuarial studies. Liabilities are based on an estimated ultimate cost of settling claims, including effects of inflation and other societal and economic factors. The estimated liability is then discounted by the City's expected rate of return and anticipated timing of cash outlays to determine present value of the liability. For FY 2018-19, the expected rate of return used was 2.1 percent. For FY 2019-20, and subsequent years, the expected rate of return used was 2.3 percent and 2.35 percent 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, 2019, and before July 1, 2020, limitations are \$749,000 for single claimant and \$1.498 million for multiple claimants.

Per ORS 30.273 limitations on liability of public bodies for property damage arising on or after July 1, 2019 and before July 1, 2020, limitations are \$122,900 for single claimant and \$614,300 for multiple claimants.

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

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

	<b>FY 2018-19</b>	<b>FY 2017-18</b>
Balance, beginning of fiscal year	\$31,721,400	\$28,068,818
Incurred claims and adjustments	66,624,554	64,839,071
Claim cash payments	(65,925,043)	(61,186,489)
Unpaid claims, end of fiscal year	<u>\$32,420,911</u>	<u>\$31,721,400</u>

## **PENSION PLANS: OREGON PUBLIC EMPLOYEES RETIREMENT SYSTEM**

### **Overview**

The Oregon Public Employees Retirement System ("PERS" or "the Statewide PERS System") provides statewide defined benefit retirement plans for units of state government, political subdivisions, community colleges, and school districts. Most public employers in Oregon, including the City, participate in PERS. PERS is administered under ORS Chapter 238, Chapter 238A, and Internal Revenue Code Section 401(a) by the Public Employees Retirement Board (the "PERS Board"). The PERS Board is responsible for setting policies and for providing administrative direction to PERS. Benefits provided



through PERS are paid from the Oregon Public Employees' Retirement Fund ("OPERF"). PERS is a cost-sharing, multiple-employer public employee retirement system.

City employees (other than certain fire and police personnel), after six months of employment, participate in one of three retirement pension benefit programs provided through PERS as described below. The three PERS pension programs include two closed defined benefit programs and one program that has features of both defined benefit and defined contribution plans. In a defined benefit plan, the investment risk for the plan assets is borne by the employer. In a defined contribution plan, the investment risk for the plan assets is borne by the employee. A combination of participating employer contributions (determined by the PERS Board based upon the results of actuarial valuations), investment earnings and employee-paid contributions (currently, for the City, six percent of salaries and nine percent for police and fire employees) fund these pension programs. See "—Employer Contribution Rates and Amounts" and "—PENSION PLANS: FIRE AND POLICE DISABILITY AND RETIREMENT PLAN" 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, 2019, the balance of this reserve was \$448.8 million. As of June 30, 2019, there were 18,971 active plan members, 128,177 retired plan members or their beneficiaries currently receiving benefits, and 7,655 inactive plan members entitled to but not yet receiving benefits, and 3,410 inactive plan members eligible for the refund value of their account only, for a total of 158,213 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, 2019, there were 32,441 active plan members, 15,567 retired plan members or their beneficiaries currently receiving benefits, and 5,778 inactive plan members entitled to but not yet receiving benefits, and 9,788 inactive plan members eligible for the refund value of their account only, for a total of 63,574 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, 2019, there were 124,915 active plan members, 5,642 retired plan members or their beneficiaries currently receiving benefits, 5,868 inactive plan members entitled to but not yet receiving benefits, and 16,287 inactive plan members not eligible for refund or retirement, for a total of 152,712 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 “—OTHER POST-EMPLOYMENT RETIREMENT BENEFITS (“OPEB”)” below. Valuations are released approximately one year after the valuation date.

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

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

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

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

Source: Oregon Public Employees Retirement System

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

Milliman released the City’s individual 2016 valuation as of December 31, 2016, (the “2016 City Valuation”) on December 7, 2017, and its 2017 valuation as of December 31, 2017, (the “2017 City Valuation”) on October 17, 2018, and the City’s individual 2018 valuation as of December 31, 2018 (the “2018 City Valuation”) on December 12, 2019. 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)<sup>(1)</sup>**

<b>STATEWIDE PERS SYSTEM</b>				
<b>Calendar Year</b>	<b>Actuarial Value of Assets<sup>(2)</sup></b>	<b>Actuarial Liability</b>	<b>Unfunded Actuarial Liability</b>	<b>Funded Ratio (%)</b>
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 <sup>(3)</sup>	49,265.9	60,405.2	11,139.3	81.6
2013 <sup>(3)</sup>	54,090.1	62,593.6	8,503.5	86.4
2014 <sup>(4)</sup>	55,518.2	73,458.9	17,940.7	75.6
2015	54,365.8	76,196.6	21,830.8	71.3
2016	55,670.2	80,970.3	25,300.1	68.8
2017	61,764.9	84,056.1	22,291.2	73.5
2018	59,593.0	86,574.7	26,981.7	68.8

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

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

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

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

Source: Oregon Public Employees Retirement System

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

<b>Calendar Year</b>	<b>Actuarial Value of Assets</b>	<b>Actuarial Liability</b>	<b>Unfunded Actuarial Liability</b>	<b>Funded Ratio (%)</b>
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 <sup>(2)</sup>	1,624.8	1,744.3	119.5	93.2
2013 <sup>(2)</sup>	1,762.8	1,804.7	41.9	97.7
2014 <sup>(3)</sup>	1,844.1	2,210.1	366.0	83.4
2015	1,820.6	2,335.5	514.9	78.0
2016	1,891.4	2,540.2	648.8	74.4
2017	2,171.1	2,776.3	605.2	78.2
2018	2,202.1	3,048.8	846.8	72.2

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

Source: *Oregon Public Employees Retirement System*

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

**Table 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>
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
2017	384,409,335	605,231,941	157
2018	434,168,788	846,761,641	195

Source: *Oregon Public Employees Retirement System*

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

**State Investment Policy**

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

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

**Table 8**  
**OREGON PUBLIC EMPLOYEES RETIREMENT FUND**  
**Oregon PERS Investment Returns<sup>(1)</sup>**

<b>Fiscal Year</b>	<b>Net</b>
<b>Ending June 30</b>	<b>Returns (%)</b>
2010	17.0
2011	22.3
2012	1.6
2013	12.7
2014	16.6
2015	4.3
2016	1.2
2017	11.9
2018	9.4
2019	6.5

(1) Total fund performance, excluding variable account.

*Source: Oregon Public Employees Retirement Fund System Comprehensive Annual Financial Report for FYs 2009-10 through 2018-19*

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<sup>(1)</sup>**

Periods Ending June 30, 2019	Annualized		
	1-Year	3-Year	5-Year
Total Portfolio, Excluding Variable	6.5%	9.3%	6.7%

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

Source: *Oregon Public Employees Retirement Fund System Comprehensive Annual Financial Report for FY 2018-19*

### Employer Contribution Rates and Amounts

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

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

The City’s employer contribution rates were derived using a rate stabilization methodology (the “Rate Collar”) designed to cap rate increases and reduce large fluctuations in employer contribution rates. Such rate increases are shifted to future biennia. See Table 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 employer contribution rates for the 2017-19 biennium that ended on June 30, 2019. The table also shows the City’s current employer contribution rates for the 2019-21 biennium that began on July 1, 2019, as reported in the 2017 City Valuation and the City’s advisory-only, employer contribution rates for the 2021-23 biennium as reported in the 2018 City Valuation. The City’s actual employer contribution rates for the 2021-23 biennium will be based on the City’s actuarial valuation as of December 31, 2019. 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<sup>(1)(2)</sup>**

<b>Payrolls Paid</b>	<b>Past Rates 2017-2019</b>	<b>Current Rates 2019-21</b>	<b>Advisory-Only 2021-2023<sup>(3)</sup></b>
T1/T2	17.62%	21.86%	24.25%
OPSRP General Services	10.69	15.53	19.98
OPSRP Police and Fire	15.46	20.16	24.35

(1) Includes contribution rates to fund RHIA. See “—OTHER POST-EMPLOYEE RETIREMENT BENEFITS (OPEB”) – PERS Program.” For FY 2018-19, one percent of the City’s covered payroll for the three pension benefit programs was approximately: \$1,306,567 for T1/T2 Pension Programs; \$2,471,260 for OPSRP general services; and \$642,432 for OPSRP police and fire.

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

(3) Advisory-only, employer contribution rates for the 2021-2023 biennium are based on the 2018 City Valuation. The City’s actual employer contribution rates for the 2021-23 biennium will be based on the City’s actuarial valuation report as of December 31, 2019.

*Source: City of Portland, Oregon Public Employees Retirement System*

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

The City’s financial plan has been updated to incorporate higher growth assumptions for PERS employer rates. For each of the next two biennia (FYs 2019-20 and 2020-21 and FYs 2021-22 and 2022-23), 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 currently outstanding are fixed rate zero-coupon bonds with a final maturity of June 1, 2029 originally issued in an amount of \$150,848,346. Proceeds of the Pension Obligation Bonds were deposited 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 (the “FPDR levy”). See “—PENSION PLANS: FIRE AND POLICE DISABILITY AND RETIREMENT PLAN” below. In FY 2018-19, approximately 68 percent of the total cash contribution was for the employer share and 32 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**

Fiscal Year Ending June 30	City's Required Cash Contribution to PERS <sup>(1)</sup>	Debt Service on Pension Obligation Bonds	Total Cash Contribution for Pension Costs
2010	\$32,598,608	\$15,223,638	\$47,822,246
2011	33,622,080	16,416,215	50,038,295
2012	45,229,731	17,740,796	62,970,527
2013	45,278,556	19,433,725	64,712,281
2014	45,868,558	21,129,361	66,997,919
2015	46,969,145	23,074,692	70,043,837
2016	55,530,023	25,350,317	80,880,340
2017	58,637,409	27,853,142	86,490,551
2018	76,185,383	30,540,190	106,725,574
2019	86,437,805	33,027,629	119,465,434

(1) Includes City's statutorily required employer contribution for T1/T2 and OPSRP pension program and its pension contribution on behalf of employees. Includes contributions from the FPDR levy and other non-General Fund bureaus such as the Water Bureau and the Bureau of Environmental Services.

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

### **Recent Developments Related to PERS**

In 2019, the Legislature adopted and the Governor signed Senate Bill 1049 ("SB 1049"), which makes certain modifications to the amortization of the UAL and benefits provided to employees retiring after December 31, 2019. Such modifications include: a one-time re-amortization of the UAL associated with Tier 1 and Tier 2 benefits that is measured as of December 31, 2019 and extending that amortization to 22 years; redirecting a portion of the 6 percent contributions currently made to the IAP to an "Employee Pension Stability Account" ("EPSA") within the PERS fund when an employee's salary exceeds \$2,500 per month (indexed annually); removing all current hourly limitations on retirees who work for a PERS employer after retirement, while mandating that such employer shall continue to make pension contributions at the previous employer rate; and capping the annual salary used in the calculation of certain retirement packages 2019 for all tiers to \$195,000 (indexed annually). According to the Legislative Fiscal Office, the re-amortization of the T1/T2 UAL from 20 years to 22 years is expected, under current actuarial assumptions, to extend the retirement of the UAL by approximately six years to 2041.

On August 9, 2019, a petition was filed with the Oregon Supreme Court challenging the constitutionality of certain portions of SB 1049. The City cannot predict whether the petitioners will be successful in whole or in part nor what the impact of a successful challenge may be. Further, the City cannot predict whether SB 1049 will be subject to additional legal challenges that could affect some or all of its provisions.

Representatives from the Oregon Investment Council ("OIC") and Milliman announced at the March 30, 2020 PERS Board meeting that as of March 30, 2020, the OPERF had experienced a decline in value of approximately 7.8% with a related increase in the System UAL of approximately \$5 billion. The PERS Board will be holding a meeting on May 29, 2020, which may provide updated information regarding the financial status of PERS, including the impact of the COVID-19 pandemic on the value of OPERF and the System's UAL. See "Employer Asset Valuation and Liabilities" above for further discussion of available information related to the upcoming PERS Board meeting. The City does not plan to supplement this Official Statement with information related to the PERS Board meeting.



## **PENSION PLANS: FIRE AND POLICE DISABILITY AND RETIREMENT PLAN**

### **Overview**

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

The FPDR Plan's authority for vesting and benefit provisions is provided by Chapter 5 of the City Charter. Most amendments require majority approval of the voters in the City. Ten revisions have been passed by the voters since the creation of the plan. The most recent voter revision, comprised of eleven different plan amendments, was passed November 6, 2012. City Council may provide by ordinance any additional benefits that the City is required by law to extend to the members and may also change benefits by ordinance to maintain the FPDR Plan's tax-qualified status. The most recent amendments by the City Council occurred in 2016.

### **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 service-connected, nonservice-connected, and occupational disability benefits for FPDR One, FPDR Two and FPDR Three members. FPDR Plan members do not participate in Social Security and do not receive Social Security benefits for their years of service.

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

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

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

**Funding**

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

Although the City Charter provides the FPDR Plan with dedicated property tax levy authority, the Oregon state constitution caps each property’s general government taxes at \$10 per \$1,000 of Real Market Value. After reaching this point, all levies, including the FPDR levy, are subject to compression under the State Constitution (“Measure 5 compression”) to fit within the \$10 limit. For this reason, it is unlikely that FPDR could collect the full \$2.80 per \$1,000 of Real Market Value on each property. In FY 2019-20, the tax loss due to Measure 5 compression was \$7.77 million, or 4.6 percent of the FPDR levy.

**Retirement Plan Asset Valuation and Liabilities**

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

**Table 12**  
**CITY OF PORTLAND, OREGON**  
**FPDR Plan -- Actuarial Assumptions and Methods**  
**For the June 30, 2018, Valuation**

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

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

As distinguished from the pension plan for FPDR Three members, assets generally are not accumulated in the current year to pay for benefit payments in future years for the FPDR Plan. The table below shows funding levels for the FPDR Plan over the past ten fiscal years. In accordance with the Charter’s provisions, there are no requirements to fund the FPDR Plan using actuarial techniques. The FPDR Plan is funded on a pay-as-you-go basis. Each year’s benefits and expenses are paid for with employer contributions derived from dedicated property tax revenue received during that year. Because of the FPDR Plan’s pay-as-you-go funding basis, the unfunded actuarial accrued pension liability and net pension liability (the new terminology per GASB 67 implemented by the City effective June 30, 2014), do not reflect the value of dedicated future revenues from the property tax levy. See “—FPDR Fund and Levy Adequacy” below. As reflected in the City’s CAFR for its FY 2018-19, and required by GASB 68, the net pension liability for the FPDR Plan is a primary factor in the City’s unrestricted net position deficit for governmental activities for FY 2018-19, and contributed to the City’s total net position decrease from FY 2012-13 to FY 2013-14, when GASB 68 was implemented. See table entitled “Net Position by Component Last Ten Fiscal Years (accrual basis of accounting)” on page 390 of the City’s CAFR for its fiscal year ended June 30, 2019.

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

<b>Fiscal Year Ending June 30</b>	<b>Actuarial Value of Assets</b>	<b>Actuarial Liability</b>	<b>Unfunded Actuarial Liability<sup>(1)</sup></b>	<b>Funded Ratio<sup>(2)</sup></b>
2009 <sup>(3)</sup>	\$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 <sup>(3)</sup>	25,648,253	2,610,360,794	2,584,712,541	0.98
2012 <sup>(3)</sup>	20,287,803	2,674,072,175	2,653,784,372	0.76

  

<b>Fiscal Year Ending June 30<sup>(3)</sup></b>	<b>Plan Net Position, Ending</b>	<b>Total Pension Liability</b>	<b>Net Pension Liability<sup>(2)</sup></b>	<b>Net Position as Percent of Total Liability<sup>(2)</sup></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
2018	17,790,774	3,295,142,974	3,277,352,200	0.54
2019	20,001,298	3,568,635,904	3,548,634,606	0.56

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

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

(3) Amounts are calculated by rolling forward prior actuarial valuations. See Table 14 below for a summary of the June 30, 2016, and June 30, 2018, valuations.

Source: City of Portland audited financial statements

Overall the net pension liability decreased from \$3.67 billion on June 30, 2016, to \$3.31 billion on June 30, 2018, as shown in Table 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 Year Ending June 30</b>	<b>Plan Assets</b>	<b>Total Pension Liability</b>	<b>Net Pension Liability</b>
2016	\$17,425,353	\$3,689,965,110	\$3,672,539,757
2018	17,790,776	3,323,733,057	3,305,942,281

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

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

## FPDR Fund and Levy Adequacy

A critical measure of the FPDR Fund’s financial health is whether the dedicated property tax will ever be insufficient to fully cover benefit expenditures both for the pay-as-you-go FPDR Plan and contributions to the pre-funded OPSRP plan. The table below compares the certified tax levy for FPDR Plan contributions (for FPDR One and FPDR Two participants) and OPSRP contributions (for FPDR Three participants) with the amount authorized based on the \$2.80/\$1,000 Charter limitation. Between FY 2010-11 and FY 2019-20, Real Market Value of property subject to taxation has grown by a compounded annual rate of approximately 6.5 percent.

**Table 15**  
**CITY OF PORTLAND, OREGON**  
**FPDR Fund--Certified Levies Compared with Maximum Levies Authorized**

<b>Fiscal Year Ending June 30</b>	<b>Tax Levy per \$1,000 RMV</b>	<b>Certified Tax Levy<sup>(1)</sup></b>	<b>Maximum Levy Authorized (\$2.80/1,000 RMV)</b>	<b>Amount Available to be Certified from Authorized Levy</b>
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
2019	1.09	163,748,627	419,138,031	255,389,407
2020	1.10	168,768,476	427,766,153	258,997,677

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

Source: City of Portland

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

**Table 16**  
**CITY OF PORTLAND, OREGON**  
**FPDR Fund--Imposed Levies and Expenditures for Pension Benefits and Death/Disability Benefits**

<b>Fiscal Year Ending June 30</b>	<b>Imposed Tax Levy<sup>(1)</sup></b>	<b>FPDR One &amp; Two Pension Benefits</b>	<b>FPDR Three OPSRP Contributions</b>	<b>Disability &amp; Funeral Benefits</b>	<b>Total FPDR Benefit Contributions</b>
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
2018	148,214,877	119,616,359	13,318,516	6,050,635	138,985,510
2019	156,454,895	124,145,879	15,515,328	6,587,313	146,248,520

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

Source: *City of Portland*

The FPDR Board assesses the FPDR Plan’s long-term financial condition in part by projecting the future availability of revenues from the dedicated property tax (the “Levy Adequacy Analysis”), which are the source of employer contributions under the Charter. The most recent Levy Adequacy Analysis, completed by an independent actuary in connection with the actuarial valuation of the fund, was as of June 30, 2018. The Levy Adequacy Analysis found that, under a wide range of simulated economic scenarios over the next 20 years, the future FPDR levy would remain under \$2.80 per \$1,000 of Real Market Value, but the levy exceeded the \$2.80 threshold in at least one year in approximately one percent of modeled scenarios. This represents a decline from about three percent of modeled scenarios in the prior analysis as of June 30, 2016. Continued growth in real market values in the City’s tax base has further increased the likelihood that the FPDR levy will be sufficient to fund benefits and expenses for the entire life of the FPDR Plan. Plan 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 of scenarios for FY 2018-19 through FY 2037-38 as included in the 2018 Levy Adequacy Analysis. Note that the actual levy rate per \$1,000 of Real Market Value was \$1.09 for FY 2018-19 and \$1.10 for FY 2019-20.

**Table 17**  
**CITY OF PORTLAND, OREGON**  
**FPDR Fund--Projected Levy Rate, Taxes and Requirements<sup>(1)</sup>**

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

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

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

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

**OTHER POST-EMPLOYMENT RETIREMENT BENEFITS (“OPEB”)**

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

**PERS Program**

Retirees who receive pension benefits through the T1/T2 Pension Programs and are enrolled in certain PERS-administered health insurance programs may also receive a subsidy towards the payment of health insurance premiums. Under ORS 238.420, retirees may receive a subsidy for Medicare supplemental health insurance of up to \$60 per month towards the cost of their health insurance premiums under the RHIA program. RHIA’s assets and liabilities are pooled on a system-wide basis. These assets and liabilities are not tracked or calculated on an employer basis. The City’s allocated share of the RHIA program’s assets and liabilities is based on the City’s proportionate share of the program’s pooled covered payroll. According to the 2018 City Valuation, the City’s allocated share of the RHIA program’s UAL was (\$6,363,951) as of December 31, 2018.

The City’s current employer contribution rates to fund RHIA benefits during the 2019-21 biennium for T1/T2 employees is 0.06 percent and for OPSRP general services and police and fire employees is 0.00 percent. According to the 2018 City Valuation, the advisory-only rates to fund RHIA benefits during the 2021-23 biennium for T1/T2 employees is 0.05 percent and for OPSRP general services and policy and fire employees is 0.00 percent. These employer contribution rates to fund RHIA are included in the rates described in Table 10 above. Actual employer contribution rates to fund RHIA for the 2021-23 biennium will be based on the City’s actuarial valuation report as of December 31, 2019.

**Health Insurance Continuation Option**

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

The OPEB liability associated with the Health Insurance Continuation Option is an actuarially-determined amount calculated in accordance with the parameters of GASB Statement No. 75, *Accounting and Financial Reporting for Postemployment Benefits Other Than Pensions*. The City’s annual OPEB cost is calculated based on the actuarially-determined service cost, which represents a level of funding that, if paid on an ongoing basis, is projected to cover normal costs each year and amortize any unfunded liability over a period of 30 years. The City’s estimated unfunded actuarial accrued liability for OPEB as of July 1, 2018 was \$100,197,951. The valuation was prepared using the Entry Age Normal actuarial cost method and amortized over an open period of 30 years using the level percentage of projected pay. Other assumptions include of a discount rate of 3.90 percent, 2.2 percent inflation rate, annual healthcare cost trend rates of 4.5 to 7.5 percent, and retirees’ share of benefit-related costs of 26 percent of estimated program costs.

For FY 2018-19, the changes to the total OPEB liability is calculated as follows:

Balance at 6/30/18	\$100,197,951
Changes for the year:	
Service cost	3,675,148
Interest	3,640,097
Changes of assumptions	(2,777,647)
Benefit payments	(5,567,867)
Net Changes	<u>(1,030,269)</u>
Balance at 6/30/19	<u>\$99,167,682</u>

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, 2019.

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

**Implementation of Governmental Accounting Standards Board Statement No. 75**

Beginning in its CAFR for FY 2017-18, the City implemented Governmental Accounting Standards Board Statement No. 75, which changed employer reporting of OPEB for state and local governments. Under this new standard, for FY 2018-19, the City has reported in its CAFR the following balances:

	<b>Deferred Outflow/(Inflow) of Resources</b>	<b>Net OPEB Liability/(Asset)</b>	<b>OPEB Expense</b>
RHIA	\$779,521	(\$4,177,752)	(\$410,434)
HIC	(\$1,650,289)	\$99,167,682	\$5,979,579
Total	<u>(\$870,768)</u>	<u>\$94,989,930</u>	<u>\$5,569,145</u>

See the City’s CAFR for the fiscal year ended June 30, 2019, which is posted on the EMMA website.

**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 37475, which was adopted as binding City policy by the City Council on January 15, 2020. 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 Payment History**

To the best of the City’s knowledge, the City has met all principal and interest payments on its borrowings in a timely manner.

**Debt Limitation**

ORS 287A.050 limits the general obligation debt that an Oregon city may have outstanding at any time to three percent of the real market value of that city. Self-supporting debt, revenue bonds, general obligation bonds issued to finance the costs of local improvements assessed and paid for in installments under statutory or charter authority, bonds issued for water, sanitary or storm sewers, sewage disposal plants, hospitals, infirmaries, gas, power or lighting purposes, and certain parking facility bonds are legally exempt from this debt limitation. The City Charter does not further limit the amount of general obligation bonds that the City may issue.

The City is in compliance with the statutory debt limitation pertaining to general obligation bonds as shown in the table below.

**Table 18  
CITY OF PORTLAND, OREGON  
Compliance with Statutory Debt Limitation on General Obligation Bonds**

Real Market Value (FY 2019-2020)	\$152,773,626,065
Debt Limit (3% of Real Market Value)	\$4,583,208,782
General Obligation Bonds Outstanding <sup>(1)</sup>	139,995,000
Remaining Statutory Debt Capacity	\$4,443,213,782

(1) Principal amount of unlimited tax general obligation bonds outstanding, see “– Unlimited Tax General Obligation Bonds” below. Does not include the Bonds.  
*Source: City of Portland as of March 31, 2020.*

**Outstanding Debt**

The City issues a variety of debt types for the purpose of carrying out its capital financing activities. These various debt types are shown in the table below titled “Debt Statement.” Outstanding debt amounts in this Official Statement are as of March 31, 2020 except where noted.



**Table 19**  
**CITY OF PORTLAND, OREGON**  
**Debt Statement as of March 31, 2020<sup>(1)</sup>**

<b>Type of Obligation</b>	<b>Amount Outstanding</b>
<b>I. UNLIMITED TAX GENERAL OBLIGATION BONDS</b>	
General Obligation Parks Bonds	\$37,315,000
General Obligation Public Safety Bonds	42,010,000
General Obligation Emergency Facilities Bonds	12,195,000
General Obligation Housing Bonds	48,475,000
<b>Total Unlimited Tax General Obligation Bonds</b>	<b>\$139,995,000</b>
<b>II. BONDS PAID AND/OR SECURED BY THE GENERAL FUND</b>	
<b>A. Non-Self-Supporting</b>	
Limited Tax Revenue Bonds	\$149,000,000
Limited Tax Pension Obligation Revenue Bonds (General Fund share)	49,933,964
Limited Tax Housing Revenue Bonds	7,555,000
General Fund-Secured Lines of Credit	45,809,376
<b>Total Bonds Secured and Paid from the General Fund<sup>(1)</sup></b>	<b>\$252,298,340</b>
<b>B. Self-Supporting</b>	
Limited Tax Pension Obligation Revenue Bonds (Non-General Fund share)	\$84,569,382
Limited Tax Revenue Bonds (Streetcar)	6,255,000
Limited Tax Revenue Bonds (Convention Center – Visitor Development Initiative)	68,265,902
Limited Tax Revenue Bonds (Stadium Project – Visitor Development Initiative)	10,547,000
Limited Tax Revenue Bonds (JELD-WEN Field Project)	12,000,000
Limited Tax Revenue Bonds (Portland-Milwaukie Light Rail Project)	26,825,000
Limited Tax Revenue Bonds (Sellwood Bridge I & II Projects)	65,870,000
Limited Tax Improvement Bonds	31,915,000
State Infrastructure Finance Authority Loan (Columbia River Levee Project)	613,843
FPD&R TANs	26,290,000
General Fund-Secured Lines of Credit	50,455,514
Oregon Department of Energy Loan Guarantee	716,000
<b>Total Self-Supporting Bonds Secured by the General Fund</b>	<b>\$384,322,641</b>
<b>III. REVENUE BONDS</b>	
First Lien Sewer Revenue Bonds	\$375,915,000
Second Lien Sewer Revenue Bonds	957,025,000
Sewer State Revolving Fund Loans	9,808,067
First Lien Water Revenue Bonds	345,605,000
Second Lien Water Revenue Bonds	335,085,000
Urban Renewal Bonds	315,899,380
Urban Renewal Lines of Credit (Non-General Fund secured)	48,140,339
Gas Tax Revenue Bonds	4,925,000
<b>Total Revenue Bonds</b>	<b>\$2,392,402,786</b>
<b>TOTAL – ALL OUTSTANDING DEBT</b>	<b>\$3,169,018,767</b>

(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

### Unlimited Tax General Obligation Bonds

The City has approximately \$140.0 million of outstanding tax-supported general obligation bonds, not including the Bonds. The outstanding tax-supported general obligation 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 lawfully available 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 \$149.0 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 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 \$49.9 million of outstanding principal remains on the portion of the bonds projected to be repaid with General Fund resources. See "—PENSION PLANS: OREGON PUBLIC EMPLOYEES RETIREMENT SYSTEM – Pension Obligation Bonds" above.

*Limited Tax Housing Revenue Bonds.* The City has outstanding a total of \$7.5 million of Limited Tax Housing Revenue Bonds issued for the Headwaters Apartment Project.

*Non Self-Supporting Lines of Credit.* The City has \$11.0 million of principal outstanding on a line of credit to renovate the Portland Building, which is expected to be repaid with proceeds of a long-term borrowing. Additionally, \$32.1 million is outstanding on a River District urban renewal area line of credit secured by the City's full faith and credit, which expires on June 30, 2021. This line of credit is expected to be repaid from proceeds of the sale of property purchased by the Portland Development Commission (now known as "Prosper Portland") from the U.S. Postal Service. A total of \$1.0 million is outstanding on a dual-purpose line of credit to pay for projects related to the City's Build Portland program and for fueling stations.

*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 March 31, 2020, 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 \$21.9 million remains outstanding.

#### Self-Supporting General Fund Obligations.

Self-supporting General Fund obligations are secured by the General Fund, but paid from non-General Fund revenues that have been considered to be stable and reliable. However, certain of these revenues have experienced a significant decrease as a result of the COVID-19 pandemic. For information related to the impacts of the COVID-19 pandemic on certain of these revenues, see "RECENT ECONOMIC AND HEALTH DEVELOPMENTS – General Fund Revenues" and "– Other Governmental Fund Revenues" herein.

Currently, the City expects to pay debt service due on its self-supporting General Fund obligations from the non-General Fund revenues described below. However, the ongoing magnitude and duration of the impact on these revenues is currently unknown, and the City will continue to closely monitor the self-supporting obligations' respective revenue sources to determine whether these obligations will continue to be categorized as self-supporting General Fund obligations in the future. See Table 23, "Projected Debt Service on Outstanding Long-Term General Fund Obligations" for projected debt service on the City's outstanding self-supporting General Fund obligations.

Outstanding self-supporting General Fund obligations are as follows.

*Limited Tax Pension Obligation Revenue Bonds.* The City has approximately \$84.6 million of outstanding Limited Tax Pension Obligation Revenue Bonds that are 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 ("VDI") 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 the transient lodging tax and the motor vehicle rental tax. The City has \$68.3 million of outstanding limited tax revenue bonds for the Oregon Convention Center Completion Project and \$10.5 million of outstanding bonds for the Stadium Project.

As a result of the COVID-19 pandemic, the VDI has seen steep declines in ongoing transient lodging taxes and motor vehicle rental taxes. As of April 30, 2020, the unaudited VDI Fund balance of \$37.7 million, which is held by Multnomah County, is believed to be adequate to continue to pay debt service on all VDI debt obligations until travel and tourism activity resumes. Should the negative economic effects of the COVID-19 pandemic continue for a prolonged period, particularly in regards travel and tourism, the City will reevaluate the self-supporting classification of these bonds.

*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 (Central City Streetcar Project).* The City has \$6.2 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 (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 \$26.8 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 \$36.7 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 \$29.2 million is outstanding.

As discussed in "RECENT ECONOMIC AND HEALTH DEVELOPMENTS – POTENTIAL IMPACT ON CITY OF PORTLAND – Other Governmental Fund Revenues," the Transportation Operating Fund has experienced substantial declines in gas tax and parking revenues. The City currently expects local travel activity to rebound as the local economy continues its phased reopening, and in turn, expects gas tax and parking revenues to improve in the near-term. However, should the negative effects of the COVID-19 pandemic continue for a prolonged period, the City will reevaluate the self-supporting classification of the Limited Tax Revenue Bonds related to the Central City Streetcar, Portland-Milwaukie Light Rail and Sellwood Bridge Projects.

*Limited Tax Improvement Bonds.* The City had \$31.9 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 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 \$40.6 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 had an outstanding balance of approximately \$9.8 million as of March 31, 2020.

*Other Obligations.* The City has \$613,843 outstanding on a State loan for the Columbia River Levee Project. The City has begun making annual payments on the loan, which are expected to continue through December 1, 2025.

Also, under an agreement with the Oregon Department of Energy, the City has an obligation to make payments related to a \$5 million loan guarantee. The obligation requires payments by the City of \$119,000 per month through October 2020, and is expected to be paid from parking meter revenues of the City. As of March 31, 2020, there is \$716,000 outstanding.

## **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 \$315.9 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, which expires in June 2021, 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 \$48.1 million is outstanding on these lines of credit, which expire in December 2022. 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 \$26.3 million of TANs outstanding to fund cash flow deficits in the FPDR Fund. These notes are scheduled to be repaid on June 25, 2020.

**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**

Since March 31, 2020, the City has refunded several series of urban renewal borrowings for savings and issued and repaid short term urban renewal borrowings.

The City is currently in the process of or planning for the issuance of additional long term borrowings 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 enter into short term borrowings and lines of credit for various purposes in amounts to be determined. The City has current plans to enter into TANs for its Fire and Police Disability and Retirement Fund in an estimated amount of \$35 million and an emergency line of credit of up to \$100 million. For discussion of this emergency line of credit, see “RECENT ECONOMIC AND HEALTH DEVELOPMENTS—POTENTIAL IMPACT ON CITY OF PORTLAND – Initial City Budgetary Actions” herein. These plans are subject to change.

**Table 20  
CITY OF PORTLAND, OREGON  
Future Long Term Debt Issues**

<b>Purpose</b>	<b>Estimated Amount</b>	<b>Planned Issue Date</b>	<b>Type of Issue</b>
Headwaters Housing Project	\$10 million	Summer 2020	Limited Tax/Full Faith & Credit
Integrated Tax System Project	14 million	Summer 2020	Limited Tax/Full Faith & Credit
Portland Building and 4 <sup>th</sup> & Montgomery Projects	20 million	Summer 2020	Limited Tax /Full Faith & Credit
Water System Filtration Plan – U.S. EPA Water Infrastructure Financing Innovation Act (WIFIA) Loan	700 million	Summer 2020	Water Revenue Bonds
Sewer System capital improvements	140 million	Fall 2020	Sewer Revenue Bonds
Water System capital improvements	120 million	Winter 2021	Water Revenue Bonds

*Source: City of Portland*

**City General Obligation Debt**

Tables 21-23 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 21**  
**CITY OF PORTLAND, OREGON**  
**Debt Ratios as of March 31, 2020**

	<b>Amount</b>	<b>Per Capita</b>	<b>Percent of Market Value</b>	<b>Percent of Assessed Value</b>
July 1, 2019 Population	657,100	--	--	
2019-20 Market Value (Measure 5) <sup>(1)</sup>	\$152,773,626,065	\$232,497	--	
2019-20 Assessed Value <sup>(2)</sup>	71,126,857,585	108,244	46.56%	
Gross Bonded Debt <sup>(3)</sup>	775,899,981	1,181	0.51	1.09%
Net Direct Debt <sup>(4)</sup>	392,293,340	597	0.26	0.55
Net Overlapping Debt (as of 6/30/2019) <sup>(5)</sup>	2,042,780,350	3,109	1.34	2.87
Net Direct and Overlapping Debt	2,435,073,690	3,706	1.59	3.42

- (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 FY 2019-20 the Measure 5 Market Value represented about 82 percent of full real market value. For information regarding historical Market Value, see Table 24 titled “Historical Trends in Assessed and Market Values” herein.
- (2) Includes urban renewal incremental assessed value. For information regarding historical assessed values, see Table 24 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 22 titled “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 22**  
**CITY OF PORTLAND, OREGON**  
**Overlapping Debt**  
**As of June 30, 2019**

<b>TAXING DISTRICT</b>	<b>Real Market Value</b>	<b>Percent Overlapping</b>	<b>Overlapping Debt</b>	
			<b>Gross Property Tax Backed<sup>(1)</sup></b>	<b>Net Property Tax Backed<sup>(2)</sup></b>
Multnomah Cty SD 1J (Portland Metro)	\$133,711,723,974	97.99%	\$850,057,560	\$850,057,560
Portland Community College	264,075,363,856	49.81	337,935,602	299,985,310
Multnomah County	175,598,998,220	86.47	285,550,251	285,550,251
Multnomah Cty SD 40 (David Douglas)	7,234,014,261	100.00	75,386,954	75,386,954
Multnomah Cty SD 3 (Parkrose)	8,408,785,169	98.54	74,084,757	74,084,757
Multnomah Cty SD 7 (Reynolds)	10,822,695,463	24.08	48,198,294	47,785,534
Multnomah Cty SD 28J (Centennial)	4,726,205,169	52.87	9,346,647	9,346,647
Mt. Hood Community College	48,698,376,214	42.41	22,826,712	8,762,691
Multnomah Cty Drainage District 1	323,058,035	100.00	4,387,920	4,387,920
Clackamas Cty SD 12 (North Clackamas)	22,896,359,786	0.47	3,295,045	3,283,608
Columbia Cty SD 1J (Scappoose)	2,695,741,593	11.49	2,846,553	2,846,553
Washington Cty SD 48J (Beaverton)	50,904,789,235	0.28	2,802,159	2,802,159
Multnomah Cty SD 51J (Riverdale)	1,060,123,863	5.06	916,554	916,554
Washington County	105,200,124,063	0.25	581,533	581,533
Washington Cty SD 23J (Tigard-Tualatin)	19,000,500,846	0.09	323,733	323,733
Clackamas County	78,616,684,571	0.23	295,365	295,365
Clackamas Community College	57,813,899,000	0.19	220,896	\$175,714
Clackamas Cty SD 7J (Lake Oswego)	13,280,192,631	0.02	57,031	57,031
Clackamas Cty ESD	74,946,144,985	0.15	31,161	31,161
Tualatin Hills Park & Rec District	43,362,856,956	0.02	17,212	17,212
Clackamas Soil & Water Conservation	78,616,700,641	0.23	15,490	15,490
Multnomah ESD	177,897,232,702	85.28	22,876,011	0
Northwest Regional ESD	129,222,461,748	0.36	12,024	0
Port of Portland	359,418,340,514	42.37	24,767,379	0
Rockwood Water PUD	6,976,959,150	30.19	1,405,261	0
			<u>\$2,152,124,076</u>	<u>\$2,042,780,350</u>

(1) Gross Property-Tax Backed Debt includes all unlimited-tax General Obligation bonds and bonds paid and/or secured by the taxing district's 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 23**  
**CITY OF PORTLAND, OREGON**  
**Projected Debt Service on Outstanding Long-Term General Fund Obligations<sup>(1)</sup>**

Fiscal Year Ending June 30	PAID FROM GENERAL FUND			SELF-SUPPORTING BONDS SECURED BY GENERAL FUND			
	Limited Tax Revenue Bonds <sup>(2)</sup>	Limited Tax Pension Obligation Revenue Bonds <sup>(3)</sup>	Total Non-Self Supporting Bonds/ Gen. Fund <sup>(2)</sup>	Limited Tax Improve. Bonds <sup>(4)</sup>	Limited Tax Pension Obligation Revenue Bonds <sup>(5)</sup>	Other Limited Tax Revenue Bonds <sup>(6)(7)</sup>	Total Self Supporting Bonds/ Gen. Fund
2021	\$15,977,806	\$13,604,648	\$29,582,454	\$1,901,664	\$23,041,165	\$21,897,796	\$46,840,625
2022	15,979,588	14,150,222	30,129,810	1,886,664	23,965,162	22,032,865	47,884,691
2023	14,361,713	14,716,231	29,077,944	1,845,914	24,923,769	21,764,293	48,533,976
2024	14,353,056	15,304,658	29,657,714	1,765,664	25,920,342	22,348,763	50,034,769
2025	14,355,300	15,917,215	30,272,515	1,182,914	26,957,785	20,588,100	48,728,799
2026	14,352,550	16,553,904	30,906,454	1,182,914	28,036,096	20,591,875	49,810,885
2027	11,844,500	17,214,723	29,059,223	13,122,914	29,155,277	20,587,150	62,865,340
2028	11,846,000	17,905,243	29,751,243	585,914	30,324,757	17,329,875	48,240,546
2029	11,053,000	18,619,893	29,672,893	1,655,914	31,535,107	17,423,200	50,614,220
2030	10,119,750	-	10,119,750	7,668,814	-	17,431,425	25,100,239
2031	10,126,500	-	10,126,500	260,320	-	8,240,025	8,500,345
2032	10,117,750	-	10,117,750	710,320	-	8,237,025	8,947,345
2033	10,113,500	-	10,113,500	242,320	-	8,239,450	8,481,770
2034	10,112,750	-	10,112,750	2,232,320	-	5,740,000	7,972,320
2035	10,069,500	-	10,069,500	162,720	-	2,334,200	2,496,920
2036	9,430,000	-	9,430,000	162,720	-	2,336,200	2,498,920
2037	9,428,250	-	9,428,250	162,720	-	2,334,800	2,497,520
2038	9,428,000	-	9,428,000	162,720	-	-	162,720
2039	9,428,250	-	9,428,250	4,682,720	-	-	4,682,720
2040	8,253,000	-	8,253,000	-	-	-	-
<b>Total</b>	<b>\$230,750,763</b>	<b>\$143,986,737</b>	<b>\$374,737,500</b>	<b>\$41,578,170</b>	<b>\$243,859,460</b>	<b>\$239,457,042</b>	<b>\$524,894,670</b>

- (1) Excludes debt service on the City's existing general obligation bonds and the Bonds, which are secured by, and payable from, ad valorem taxes on property within the City. Totals may not sum due to rounding.
- (2) Includes limited tax revenue bonds paid from General Fund sources and limited tax housing revenue bonds.
- (3) Reflects General Fund portion of the Limited Tax Pension Obligation Revenue Bonds, 1999 Series C.
- (4) Actual debt service may differ substantially from schedule above due to periodic bond calls under the mandatory redemption provisions of the City's outstanding limited tax improvement bonds.
- (5) Reflects non-General Fund portion of the Limited Tax Pension Obligation Revenue Bonds, 1999 Series C.
- (6) Includes debt service on bonds for JELD-WEN Field (2012), Portland-Milwaukie Light Rail Project (2012), the Sellwood Bridge Project (2014 and 2017), and the Central City Streetcar Project (2019). Bonds issued for JELD-WEN Field are expected to be paid from Spectator Facilities Fund revenues. Bonds issued for the Portland-Milwaukie Light Rail Project and the Sellwood Bridge Project are expected to be repaid with various transportation revenues. The Central City Streetcar bonds are expected to be paid from parking facility and meter revenues. See "OVERVIEW OF CITY INDEBTEDNESS – Bonds Paid and/or Secured by the General Fund."
- (7) Includes debt service on bonds for Convention Center Expansion Project (2011) and Civic Stadium (2001). The bonds issued for Convention Center expansion and Civic Stadium are expected to be repaid in whole or in part from transient lodging tax and vehicle rental tax surcharges imposed by Multnomah County. Based on discussions with Multnomah County, near-term transient lodging tax and vehicle rental surcharges are projected to decrease substantially due to the economic effects of the COVID-19 pandemic. Based on existing fund balance of these revenue streams, the Convention Center Expansion Project bonds and Civic Stadium bonds remain classified as self-supporting. See "OVERVIEW OF CITY INDEBTEDNESS – Bonds Paid and/or Secured by the General Fund."

Source: City of Portland



**TRENDS IN PROPERTY VALUATION AND TAXATION**

The following tables present historical trends in property valuation and taxation for the City that do not reflect the impacts of the COVID-19 pandemic and should be considered in light of the possible or probable negative effects arising out of the COVID-19 pandemic. See “RECENT ECONOMIC AND HEALTH DEVELOPMENTS” and “PROPERTY TAX INFORMATION” herein for a discussion of potential impacts.

**Table 24**  
**CITY OF PORTLAND, OREGON**  
**Historical Trends in Assessed and Market Values<sup>(1)</sup>**  
**(000s)**

<b>Assessed Value</b>					
<b>Fiscal Year</b>	<b>Inside</b>	<b>Outside</b>	<b>Urban Renewal</b>	<b>Total</b>	
<b>Ending</b>	<b>Multnomah</b>	<b>Multnomah</b>	<b>Incremental</b>	<b>Assessed</b>	<b>Percent</b>
<b>June 30</b>	<b>County</b>	<b>County</b>	<b>Value</b>	<b>Value</b>	<b>Change</b>
2011	\$42,160,414	\$214,998	\$7,462,728	\$49,838,140	3.02%
2012	43,543,881	215,497	7,493,903	51,253,281	2.84
2013	44,401,735	221,758	7,875,076	52,498,569	2.43
2014	45,913,168	228,953	8,210,399	54,352,520	3.53
2015	47,828,360	239,309	8,704,286	56,771,955	4.45
2016	49,745,000	245,505	9,362,187	59,352,691	4.55
2017	52,757,989	255,063	9,355,762	62,368,814	5.08
2018	54,835,805	264,657	10,586,196	65,686,658	5.32
2019	56,853,482	273,848	10,952,212	68,079,543	3.64
2020	58,893,357	288,034	11,945,467	71,126,858	4.48

<b>Market Value (Measure 5)<sup>(2)</sup></b>				
<b>Fiscal Year</b>	<b>Inside</b>	<b>Outside</b>	<b>Total Market</b>	
<b>Ending</b>	<b>Multnomah</b>	<b>Multnomah</b>	<b>Value</b>	<b>Percent</b>
<b>June 30</b>	<b>County</b>	<b>County</b>		<b>Change</b>
2011	\$86,062,318	\$312,362	\$86,374,680	-2.97%
2012	80,872,627	290,808	81,163,435	-6.03
2013	79,611,406	284,830	79,896,236	-1.56
2014	83,745,200	299,696	84,044,896	5.19
2015	92,289,836	328,499	92,618,336	10.20
2016	102,284,607	343,534	102,628,140	10.81
2017	120,400,957	384,569	120,785,526	17.69
2018	137,071,252	411,389	137,482,641	13.82
2019	149,246,036	446,118	149,692,154	8.88
2020	152,307,186	466,440	152,773,626	2.06

- (1) Under the provisions of Ballot Measure 50, beginning with FY 1997-98, Real Market Value and Assessed Value are no longer the same. Measure 50 rolled back the Assessed Value of each property for tax year 1997-98 to its 1995-96 Real Market Value, less ten percent. The Measure further limits any increase in Assessed Value to three percent for tax years after 1997-98, except for property that is substantially improved, rezoned, or subdivided, or property which ceases to qualify for a property tax exemption. This property will be assigned a new Assessed Value equal to the Assessed Value of comparable property in the area.
- (2) Measure 5 Market Values are not calculated separately for urban renewal incremental value by the county assessor. Market Value reported in this table is “Measure 5 Value,” which represents the real market value of properties that are not specially assessed; and the value of specially assessed properties, including farm and forestland and exempt property which are less than full real market value. In FY 2019-20, the Measure 5 Market Value of City of Portland properties within Multnomah County represented about 82 percent of full real market value.

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

**Table 25**  
**CITY OF PORTLAND, OREGON**  
**Consolidated Tax Rate: Fiscal Year 2019-20**  
**Levy Code 201<sup>(1)</sup>**

<b>Taxing District</b>	<b>Permanent Tax Rate Per \$1,000 A.V.</b>	<b>Local Option and Other Tax Rates<sup>(2)</sup> 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	\$3.0700	\$0.2357	\$7.8827
Urban Renewal Special Levy	0.0000	0.2108	0.0000	0.2108
Multnomah County	4.3434	0.0500	0.0000	4.3934
Multnomah County Library	1.2100	0.0000	0.0000	1.2100
Metro	0.0966	0.0960	0.4702	0.6628
Port of Portland	0.0701	0.0000	0.0000	0.0701
East Multnomah Soil & Conservation	0.1000	0.0000	0.0000	0.1000
Subtotal - General Government	10.3971	3.4268	0.7059	14.5298
Portland School District	5.2781	1.9900	2.4053	9.6734
Portland Community College	0.2828	0.0000	0.4022	0.6850
Multnomah Co. Education Svc. Dist.	0.4576	0.0000	0.0000	0.4576
Subtotal - Schools	6.0185	1.9900	2.8075	10.8160
<b>Totals</b>	<b>\$16.4156</b>	<b>\$5.4168</b>	<b>\$3.5134</b>	<b>\$25.3458</b>

(1) Levy code area 201 includes approximately 37 percent of the City's assessed value, and is the largest levy code area within the City.

(2) Includes the FPDR 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 FPDR levy.

**Table 26**  
**CITY OF PORTLAND, OREGON**  
**Historical Trends in Measure 5 Compression<sup>(1)</sup>**

<b>Fiscal Year</b>	<b>Taxes to Raise<sup>(2)(3)</sup></b>	<b>Loss due to Compression and Other Factors</b>	<b>Percent Loss</b>	<b>Taxes Imposed<sup>(4)</sup></b>
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
2018-19	438,679,135	(19,350,654)	4.4	419,328,481
2019-20	458,344,771	(21,067,024)	4.6	437,277,747

(1) Taxes shown are for the City's permanent rate levy and its FPDR 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 27**  
**CITY OF PORTLAND, OREGON**  
**Tax Collection Record for the Last Ten Years**

<b>Fiscal Year</b>			
<b>Ending June 30</b>	<b>Total Levy (000)<sup>(1)</sup></b>	<b>Collected Yr. of Levy<sup>(2)</sup></b>	<b>Collected as of 12/31/2019<sup>(3)</sup></b>
2011	\$445,239	97.1%	100.0%
2012	445,044	96.8	99.8
2013	452,453	97.2	100.0
2014	467,516	97.3	100.0
2015	490,540	97.6	100.0
2016	516,334	97.8	100.0
2017	551,135	98.0	99.8
2018	600,155	98.4	99.6
2019	634,371	98.5	99.2
2020	654,447	92.4	92.4

- (1) Tax collection information is for Multnomah County, which represents approximately 99.6% of the City's Assessed Value. Small portions of Washington and Clackamas Counties are also included in the City's Assessed Value.
- (2) Includes urban renewal special levy and levy amounts allocated to urban renewal divide the taxes. Levy amounts shown are after Measure 5 compression. Also includes miscellaneous taxes, penalties, and corrections included in the fiscal year property tax receivable.
- (3) Partial year collections. 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 associated with the FY 2018-19 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.

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

**Table 28**  
**CITY OF PORTLAND, OREGON**  
**Assessed and Market Value of City Property in Multnomah County<sup>(1)</sup>**  
**by Property Type (FY 2019-20)**

<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	\$41,845,356,720	59.1%	\$88,106,966,940	47.5%
Commercial/Industrial (County Assessed)	15,099,525,410	21.3	39,327,019,148	38.4
Industrial (State Assessed)	361,178,090	0.5	400,428,920	90.2
Multiple Family Housing	5,503,916,230	7.8	15,994,967,420	34.4
Other	59,427,480	0.1	99,167,310	59.9
Subtotal	\$62,869,403,930	88.7%	\$143,928,549,738	
Personal Property	\$ 2,653,807,650	3.7%	\$ 2,694,208,610	98.5%
Machinery and Equipment	1,275,114,700	1.8	1,311,261,760	97.2
Manufactured Property	93,047,890	0.1	181,627,150	51.2
Utilities	3,947,449,000	5.6	4,191,538,825	94.2
Total	\$70,838,823,170	100.0%	\$152,307,186,083	

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

Source: Multnomah County Division of Assessment, Recording and Taxation

**Table 29**  
**CITY OF PORTLAND, OREGON**  
**Top Ten Property Taxpayer Accounts<sup>(1)</sup>**

<b>Taxpayer Account</b>	<b>Type of Business</b>	<b>FY 2019-20 Assessed Value</b>	<b>Percent of Total Assessed Value</b>
Total City Assessed Value		\$71,126,857,585	100.00%
Portland General Electric Co.	Energy	435,602,110	0.61
Alaska Airlines Inc.	Airline	423,587,600	0.60
Pacificorp (PP&L)	Energy	374,008,000	0.53
CenturyLink	Communications	327,786,000	0.46
Weston Investment Co. LLC	Real estate (office)	269,261,190	0.38
Southwest Airlines	Airline	235,900,000	0.33
AT&T Inc.	Communications	226,189,000	0.32
Delta Airlines Inc.	Airline	212,560,000	0.30
Pearl District Lodging Associates LLC	Hospitality	206,053,030	0.29
Comcast	Communications	196,484,000	0.28
Total		\$2,907,430,930	4.09%

(1) Excludes Assessed Value of various properties totaling about \$664.2 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 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, marijuana 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 74 percent of the revised FY 2019-20 General Fund Resources (see Table 30 - General Fund Budget Resources and Requirements).

### **RECENT BUDGET ACTIONS**

On May 7, 2020, the Mayor released his proposed budget for FY 2020-21 (the “Mayor’s Proposed Budget”). The total Mayor’s Proposed Budget is \$5.52 billion, which reflects a \$316.2 million (5.4%) decrease from the FY 2019-20 revised budget and includes a total of \$517.7 million of discretionary resources. For FY 2020-21, the City currently projects that General Fund revenue will decline relative to the prior forecast in February 2020 by approximately 13% (or \$75 million). The Mayor’s Proposed Budget identifies \$59 million in savings without affecting current employees or services and reinvests a limited amount of these resources back into critical, high-priority services. It does this in two ways: (a) by eliminating \$28.5 million in the City’s February 2020 forecast, and (b) by taking another \$30.8 million from City reserves, set-asides, and current year program underspending.

The Mayor’s Proposed Budget requires a 5.6% reduction in General Fund discretionary resources across City bureaus and programs. Actions towards achieving this reduction include a wage freeze, eliminating cost-of-living allowances (“COLA”), and furlough requirements. The Mayor’s Proposed 20-21 Budget assumes both non-represented and represented employees will be affected by such measures. Additionally, the City has instituted a freeze on materials and services costs, reducing budgets for materials and contracted services by inflation, and eliminated or delayed programs that have not yet started.

With the savings described above, the Mayor’s Proposed Budget closes 88% of the forecasted \$75 million General Fund decline. The Mayor has articulated a plan to address the remaining 12% gap during the Fall budget monitoring process (“BMP”) when the City will have more information about the actual size of the revenue reduction. See “ANNUAL DISCLOSURE INFORMATION – City Budget Process” for a description of the BMP process.

Following the presentation of the Mayor’s Proposed Budget, a community hearing was held and on May 20, 2020, the City Council, sitting as the Budget Committee, convened a hearing to enact proposed changes and subsequently approve the Mayor’s Proposed Budget. During the Budget Committee hearing, certain amendments to the Mayor’s Proposed Budget were included for a total of \$89.1 million and \$1.4 million of additional City-wide expenditures and General Fund expenditures, respectively. As required by Oregon Local Budget Law, the Tax Supervisory and Conservation Commission (“TSCC”) will hold a public hearing to review the Approved Budget on June 9, 2020. Upon certification from TSCC, the City Council is scheduled to formally adopt the FY 2020-21 budget on June 17, 2020.

The City’s revised FY 2018-19, revised FY 2019-20 and accepted FY 2020-21 General Fund Budget Resources and Requirements are shown in the table below.

**Table 30**  
**CITY OF PORTLAND, OREGON**  
**General Fund Budget Resources and Requirements**  
**Revised FY 2018-19, Revised FY 2019-20 and Mayor's Proposed FY 2020-21 Budgets**

<b>Resources</b>	<b>Revised FY 2018-19<sup>(1)</sup></b>	<b>Revised FY 2019-20<sup>(1)</sup></b>	<b>Mayor's Proposed FY 2020-21<sup>(2)</sup></b>
Property Taxes	\$264,689,118	\$266,678,419	\$274,084,114
Lodging Taxes	34,000,000	35,500,000	15,000,000
Business Licenses	129,767,436	144,200,000	114,000,000
Utility License Fees	87,389,377	87,625,160	87,952,059
Interagency Revenue	38,751,226	47,877,366	54,607,479
Overhead Recovery	30,883,542	28,644,115	32,260,456
Service Charges, Permits & Fees	31,530,375	30,216,333	26,964,025
Other Intergovernmental Revenues	12,583,667	11,938,950	12,271,513
State Shared Cigarette, Liquor, & Cannabis	20,031,436	22,466,522	25,024,268
Interest Income	1,660,173	1,727,890	1,833,189
Cash Transfers	4,197,017	3,139,391	10,220,270
Miscellaneous Revenues	2,244,251	3,098,296	2,052,089
Bond and Note Proceeds	0	390,597	9,053,215
Beginning Fund Balance	58,772,311	77,249,974	54,166,763
<b>Total General Fund Resources</b>	<b>\$716,499,929</b>	<b>\$760,753,013</b>	<b>\$719,489,440</b>
<b>Expenditures</b>			
Bureau Expenditures	\$613,638,818	\$649,913,115	\$648,347,427
Contingency	\$35,098,764	\$28,543,918	\$6,017,279
Overhead Recovery True-Up	\$0	\$0	\$2,115,638
Debt Service	\$10,727,715	\$11,378,702	\$11,883,205
Transfers to Other Funds	\$57,034,632	\$70,917,278	\$51,125,891
<b>General Fund Requirements</b>	<b>\$716,499,929</b>	<b>\$760,753,013</b>	<b>\$719,489,440</b>

(1) Revised to reflect the Spring BMP. See discussion of the BMP process under “ANNUAL DISCLOSURE INFORMATION— City Budget Process.”

(2) On May 20, 2020, the City Council convened a Budget Committee to enact proposed changes and subsequently approve the Mayor’s Proposed Budget. The Mayor’s Proposed Budget, as shown, does not include \$1.4 million of Budget Committee adjustments. As required by Oregon Local Budget Law, the Tax Supervisory and Conservation Commission (“TSCC”) will hold a public hearing to review the Approved Budget on June 9, 2020. Upon certification from TSCC, the City Council is scheduled to formally adopt the FY 2020-21 budget on June 17, 2020.

Source: City of Portland

## GENERAL FUND DISCRETIONARY REVENUE OUTLOOK

The following table shows the April 2020 forecast of General Fund discretionary revenues in FY 2020-21 through FY 2021-22. See “SUPPLEMENTAL INFORMATION: GENERAL FUND BUDGET AND FINANCIAL PLAN— Recent Budget Actions” and “RECENT ECONOMIC AND HEALTH DEVELOPMENTS.”

The City Budget Office updated its General Fund forecast on April 21, 2020 based on currently available information on economic activity, as well as an understanding of executive and legislative actions at both the federal and state-level. In general, the City expects its General Fund revenue streams to be more economically resilient than many local government units, however uncertainty around the COVID-19 pandemic impacts remains high due to the unknown duration of voluntary social distancing measures.

For FY 2019-20, the City Budget Office expects General Fund results to track the adopted budget within 5% largely due to current revenue receipts related to prior economic activity.

For FY 2020-21, the City currently projects that General Fund revenue will decline relative to the prior forecast by approximately 13% (or \$75 million). Property taxes, utility license taxes and franchise fees will likely see increased delinquency rates, though the timing and magnitude are difficult to ascertain. Historically, property taxes comprise the largest and most stable source of revenue for the General Fund. The City anticipates receiving property taxes, however expects materially higher delinquencies, particularly for commercial accounts. The extent of such delinquencies is unknown but has been assumed to be 6% (vs. approximately 4.5% for a ten-year historical average). Business license taxes, which have comprised up to about 25% of General Fund revenues are expected to decrease by roughly \$45 million (or 30%) in FY 2020-21.

Transient lodging taxes historically comprise 6% of General Fund revenues. The City Budget Office currently projects that, due to social distancing and large-gather restrictions across the country and a decrease in travel, transient lodging taxes will decline approximately \$20 million from FY 2018-19 to FY 2020-21 (or about 50% for that period).

For the periods beyond FY 2019-20, there is substantial uncertainty given the sudden drop in local economic activity may result in lasting, and perhaps permanent, financial damage to businesses and individuals. With this in mind, and the expectation that the proposed phased reopening is unimpeded, the City expects a slow recovery and return to economic conditions over the coming years, as reflected in the FY2021-22 Annual Forecast.

The projections described herein do not take into account any federal funding the City has received or may receive in connection with the COVID-19 pandemic.

**Table 31**  
**CITY OF PORTLAND, OREGON**  
**April 2020 Forecast of General Fund Discretionary Revenues**

	FY 2019-20		FY 2020-21	FY 2021-22
	Annual Forecast (millions of \$)	Percent Received as of April 30, 2020 <sup>(1)</sup>	Annual Forecast (millions of \$)	Annual Forecast (millions of \$)
Beginning Balance	\$17.0	n/a	\$9.0	\$1.0
<i>Revenues</i>				
Property Taxes	267.1	97%	272.1	282.9
Transient Lodging	25.0	85	15.0	22.9
Business Licenses	150.0	93	115.0	125.0
Utility License/Franchise	86.7	50	87.9	89.2
State Revenues	23.5	63	25.0	22.8
Transfers	0.3	100	0.4	0.4
Miscellaneous	1.3	77	0.8	0.8
Discretionary Resources	\$570.9	n/a	\$525.2	\$545.00

(1) Unaudited.

Source: City of Portland

## 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.

The Real Market Value of property may be affected by the current spread of the COVID-19 virus, which may increase compression and therefore adversely affect the financial condition of the City, either directly or indirectly. Historical information regarding Real Market and Assessed Value presented in this Official Statement does not reflect the impact of the COVID-19 pandemic and should be considered in light of the possible or probable negative effects arising out of the COVID-19 pandemic. See “RECENT ECONOMIC AND HEALTH DEVELOPMENTS” herein.

## **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 extends for five years through FY 2018-19. 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 25 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 as described below. The FPDR levy is not subject to Special Tax Rate Compression, described further below.

## **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 current spread of the COVID-19 virus may increase property tax delinquencies and therefore adversely affect property tax collections and the financial condition of the City,

either directly or indirectly. The property tax collection information presented herein does not reflect the impact the COVID-19 pandemic may have on collections. See “RECENT ECONOMIC AND HEALTH DEVELOPMENTS” herein.

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 (now known as “Prosper Portland”) 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.

## **THE CITY GENERALLY**

The City, incorporated in 1851, is a home rule charter city. The Charter is the basic law under which the City operates and can be amended only by a vote of the people. The City operates under the provisions of the Charter and City Code.

In 1913, a modified commission form of government was created. The Charter provides for five non-partisan Council members, called Commissioners, including the Mayor. They are elected at-large to four-year terms. The positions are full-time and salaried. The City Auditor is also elected and required by Charter to be professionally certified. The Auditor is not part of the Council and has no formal voting authority. A proposal to amend the City Charter was approved by City voters on May 16, 2017, which provides the Auditor’s office administrative independence from City bureaus and offices. This amendment also added the City Ombudsman as an official responsibility of the Auditor.

The Mayor is the formal representative of the City and is responsible for assigning each of the Commissioners responsibility for one of five areas: Finance Management and Administration, Public Affairs, Public Safety, Public Utilities, and Public Works. The Mayor decides which bureaus the Commissioners will manage. The Mayor can change these assignments at any time. Traditionally, the Mayor has been the Commissioner of Finance Management and Administration. The Mayor and Commissioners act as legislators and administrators. Thus, Council members are responsible for both enacting and enforcing City laws, as well as administering bureaus under their supervision. The Auditor provides oversight of the use of public resources, as well as receiving and maintaining all documents relating to the accounts and contracts of the City, including its debts, revenues, and financial affairs. The position is responsible for conducting financial and performance audits of City bureaus and their functions. In addition, the Auditor’s Office serves as the Council Clerk, responsible for the processing and filing of all official Council actions.

### **INVESTMENT POLICY AND PERFORMANCE**

Oregon law pertaining to the investment of public funds (ORS 294.135) requires the City to adopt an Investment Policy annually since the City makes investments that exceed 18 months in maturity. The Investment Policy outlines the framework and criteria for managing the City’s investment program.

The City’s investment policy is reviewed annually by the Office of Management and Finance, after consulting with the City’s Investment Advisory Committee (“IAC”). Material changes to the policy require submission to the Oregon Short-Term Fund Board for review. Once completed, it is submitted annually for adoption by the Council.

The following investments are permitted under the City’s investment current policy as well as by ORS 294.035 and ORS 294.810:

- United States Treasury debt obligations;
- United States Agency debt obligations;
- Interest-bearing deposits in State of Oregon financial institutions collateralized with securities as required by Oregon Revised Statutes Chapter 295;
- State of Oregon Local Government Investment Pool;
- Repurchase agreements secured by United States Treasury and United States Agency debt obligations;
- Bankers acceptances;
- Municipal debt obligations issued by Oregon state or local governments;
- Securities lending; and
- Commercial paper and debt obligations of corporations meeting specified policy guidelines and ratings.

The City does not invest in any form of derivatives or reverse repurchase agreements and does not leverage its investment portfolio in any manner. The City purchases investments through designated Primary Government Securities Dealers approved by the Federal Reserve Bank of New York, and certain broker/dealers approved by the Chief Financial Officer or designee in consultation with the City Treasurer and the IAC.

The City maintains a cash and investment pool that is available for use by all funds including its component units. Cash and investments are presented on the balance sheet in the basic financial statements at fair value. The following table presents a five-year history of average earnings rates for the City’s investment portfolio.

**Table 32**  
**CITY OF PORTLAND, OREGON**  
**Average Annual Interest Earning Rates**  
**for City Investment Portfolio (Book Value)**

<b>Fiscal Year Ending</b>	<b>Average Earnings Rate</b>
2015	0.64%
2016	0.82
2017	1.14
2018	1.46
2019	2.19

*Source: City of Portland*

The COVID-19 pandemic has already caused declines in the value of the City’s investments and is expected to cause further declines. The City currently forecasts that the average earnings rates for FY 2019-20, FY 2020-21, and FY 2021-22 will progressively decline to 2.05%, 0.75% and 0.50%, respectively. See “RECENT ECONOMIC AND HEALTH DEVELOPMENTS” herein.

**NATURAL AND OTHER DISASTERS**

Portland is located in an area of seismic activity. The scientific consensus is that Portland and the Pacific Northwest region are subject to periodic earthquakes along the Cascadia Subduction Zone, a large fault that runs offshore from Northern California to British Columbia. Geologists are predicting that the Pacific Northwest is due for a major earthquake (8.7 to 9.1). Such an earthquake may cause widespread damage to structures and infrastructure in western Oregon, including the City, and total damage in coastal areas inundated by a possible accompanying tsunami. It is likely the infrastructure damage would be sufficient to disrupt transportation, communication, water and sewer systems, power and gas delivery and fuel supplies for weeks to months for much of western Oregon. This kind of regional disaster is unprecedented and could result in a significant permanent loss of population and business.

Portland is also subject to smaller-scale seismic activity caused by local faults. Such activity may result in damage to structures and infrastructure in the region.

In addition to unpredictable seismic activity, Portland may be subject to fires, wind storms, floods, the outbreak of diseases, or other disasters caused by any number of factors including climate change, terrorism, or human error. Such events could result in substantial damage to both property and infrastructure, which could impact the City's ability to provide services. The City cannot predict the potential effect of such events the City's finances or operations or the likelihood of such events.

The City has made efforts to prepare for such events. The City Bureau of Emergency Management is responsible for coordinating Citywide plans that prepare for, mitigate, respond to, and recover from any emergency. Hazard risk assessments and detailed hazard maps are used to inform the City's comprehensive plan, zoning, and guidance documents. Hazard maps and data also inform public and private projects that reduce vulnerabilities in hazard-prone areas of Portland.

The City's Mitigation Action Plan ("MAP"), most recently updated in October 2016, addresses eight main hazards of concern, including risk of earthquake, landslide, wildfire, flood, and severe weather, and several compounding factors relevant to adverse impacts from natural hazards. MAP includes an action plan with mitigation actions to reduce losses from natural hazards. A state- and federally-approved hazard mitigation plan, such as MAP is required under federal Stafford Act regulations for the City to be eligible for certain types of federal pre- and post-disaster mitigation funding. To remain in compliance, a federally approved plan must undergo a comprehensive update every five years. The MAP was accepted by FEMA in December 2016.

The City also has other plans for dealing with emergencies or disasters, including the Basic Emergency Operations Plan, which provides the basis for decision-making during an emergency and its immediate aftermath, as well as functionally specific plans to address evacuations, debris management, damage assessment, public alerts and warnings, and communication problems. The City has prepared special plans to address earthquakes and floods, including the Earthquake Response Plan adopted in 2012 and the Flood Response Plan adopted in 2018. These plans are intended to provide a consistent and flexible framework for the City, regional partners, and private entities to work in a coordinated manner for effective incident management.

In November 2019, voters approved a ballot measure to amend the City Charter to authorize the City Council to enter into and fund mutual aid agreements using rate payer funds to provide and receive emergency assistance between the City and other government entities, tribes or utilities following a significant natural disaster or other major disruption to water-related services.

## **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 standards, policies and administrative rules are reviewed annually.

As a recipient and provider of personal and confidential information, the City has been the subject of cybersecurity incidents that have resulted in, or could have resulted in, adverse consequences to the City's confidential information and technologies and that required a response action to mitigate potential consequences. The City has not experienced

a reportable compromise of its network security in the past year. The City experienced a small number of ‘phished’ email accounts—which the City’s protection, detection and response capabilities remediated—and a small number of minor, short duration, distributed denial of service attacks that did not disrupt City essential services or compromise City information. With the adoption of multi-factor authentication in January 2019 the City has substantially reduced the potential compromise of City confidential information.

The City’s cybersecurity and operational safeguards are periodically internally tested and assessed by external auditors, however the City cannot assure that these measures will prevent all potential cybersecurity attacks, and accompanying disruptions and costs. To offset some of the potential financial costs and risks associated with a breach, the City’s Risk Management Division obtained a cyber-liability insurance policy. The policy offers liability coverage, as well as coverage for certain business expenses related to cybersecurity incidents, such as business interruption expenses and costs to recover, restore or replace lost data. The policy does not cover “social engineering losses,” such as losses resulting from bad actors manipulating people into performing actions such as wiring finances to banks. These claims are covered separately under the City’s Crime Policy.

**LABOR RELATIONS**

The City employs approximately 7,743 full-time equivalent personnel. Of these, approximately 4,978 are represented by collective bargaining units. The City’s response to the COVID-19 pandemic included implementing a hiring freeze, stoppage of upward pay changes, and mandated furlough days for certain employees. See “RECENT ECONOMIC AND HEALTH DEVELOPMENTS – Initial City Budgetary Actions” herein for further discussion of these actions.

The City is currently negotiating a successor agreement with the Bureau of Emergency Communications (“BOEC”). The current agreement expired on June 30, 2019. The union is permitted to strike, but has the option of taking contract negotiations to binding arbitration.

**Table 33  
CITY OF PORTLAND, OREGON  
Bargaining Units and Contract Status**

<b>Collective Bargaining Unit</b>	<b>Number of Employees<sup>(1)</sup></b>	<b>Contracts &amp; MOUs Expire</b>
District Council of Trade Unions (DCTU) <sup>(2)</sup>	1,178	June 30, 2020
Portland Police Association	877	June 30, 2020
Professional and Technical Employees Local 17	881	June 30, 2021
Portland Fire Fighters Association	659	June 30, 2023
Laborers’ International Union of North America Local 483 - Portland City Laborers	640	June 30, 2021
Laborers’ International Union of North America Local 483 - Parks and Recreation	537	June 30, 2021
Bureau of Emergency Communications - PPA	107	June 30, 2019 <sup>(3)</sup>
Laborers’ International Union of North America Local 483 - Seasonal Maintenance Workers	66	June 30, 2022
Portland Police Commanding Officers Association (PPCOA)	33	June 30, 2022

(1) Number of employees refers to number of filled full-time equivalent positions.  
 (2) DCTU includes DCTU IBEW Local 48; DCTU- Auto Mechanics, District Lodge 24; DCTU-Operating Engineers Local 701; DCTU-Painters and Allied Trades, District Council 5; and DCTU Plumbers Local 290.  
 (3) This contract is currently in negotiation.

Source: City of Portland

## **CITY ECONOMIC CHARACTERISTICS**

This section presents certain historical information concerning the City. The current spread of the COVID-19 virus is altering the behavior of businesses and people in a manner that has negative effects on local, state, national and global economic activity, and therefore adversely affects the financial condition of the City, both directly and indirectly. The economic and demographic information presented herein does not reflect the impacts of the pandemic unless otherwise noted and should be considered in light of the possible or probable negative effects arising out of the COVID-19 pandemic. See “RECENT ECONOMIC AND HEALTH DEVELOPMENTS” herein.

The City of Portland, with an estimated population of 657,100 as of July 1, 2019, comprises an area of approximately 145 square miles in northwestern Oregon. Located astride the Willamette River at its confluence with the Columbia River, Portland is the center of commerce, industry, transportation, finance and services for a metropolitan area with an estimated population of approximately 2.52 million people as of July 1, 2019. Portland is the county seat of Multnomah County, 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.

The City of Portland is located primarily in Multnomah County, with small portions in Washington and Clackamas counties. Multnomah County also encompasses the cities of Gresham, Troutdale, Fairview and Wood Village. Washington County contains the cities of Beaverton, Hillsboro, Tigard, and Tualatin. Clackamas County includes the cities of 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 the cities of McMinnville and Newberg. Clark County contains the cities of Vancouver and Camas, while Skamania County includes the cities of Stevenson, Carson, and Skamania.

### **POPULATION**

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

**Table 34  
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</b>	<b>Multnomah County</b>	<b>Washington County</b>	<b>Clackamas County</b>
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
2018	4,195,300	648,740	2,489,710	813,300	606,280	419,425
2019	4,236,400	657,100	2,519,930	821,730	613,410	423,420
2010-2019 Compounded Annual Rate of Change	1.1%	1.3%	1.4%	1.2%	1.6%	1.3%
2015-2019 Compounded Annual Rate of Change	1.4%	1.7%	1.6%	1.4%	1.8%	1.6%

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

*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 Washington State Office of Financial Management must annually estimate the population of Washington cities and towns*



## INCOME

Table 35 below shows personal income and per capita income for the MSA compared to similar data for the State and nation.

**Table 35**  
**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
2009	\$86,946	\$39,400	\$35,481	\$39,284
2010	89,154	39,940	36,122	40,546
2011	95,118	42,038	37,821	42,735
2012	101,587	44,389	39,601	44,599
2013	103,104	44,609	40,015	44,851
2014	110,947	47,321	42,483	47,058
2015	119,556	50,184	45,182	48,978
2016	125,457	51,683	46,498	49,870
2017	132,684	54,014	48,372	51,885
2018	141,270	56,991	50,843	54,446
2009-2018 Compounded Annual Rate of Change	5.5%	4.2%	4.1%	3.7%

*Source: U.S. Department of Commerce, Bureau of Economic Analysis, as of November 14, 2019*

## LABOR FORCE AND UNEMPLOYMENT

Table 36 below shows the annual average civilian labor force, employment level and unemployment level data that is available for the MSA for the period 2010 through 2019. For March 2020, the seasonally-adjusted unemployment rate for the MSA was 3.2 percent (3.5 percent not seasonally-adjusted) with a resident civilian labor force of 1,334,114 (seasonally-adjusted). Table 37 below shows the seasonally-unadjusted, average annual unemployment rates for the MSA, the State and the United States for the period 2010 through 2019.

As a result of the COVID-19 pandemic, the unemployment rate has increased significantly in the MSA, the State and the United States. Although employment information for the MSA is not yet available for April 2020, the State reported that the statewide unemployment rate rose to 14.2% in April as a result of the impacts of the COVID-19 pandemic. See “RECENT ECONOMIC AND HEALTH DEVELOPMENTS” herein.

**Table 36**  
**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>	
2010	1,207,837	123,713	10.2%	1,084,124
2011	1,214,757	108,920	9.0	1,105,837
2012	1,198,820	95,636	8.0	1,103,184
2013	1,180,637	83,899	7.1	1,096,738
2014	1,199,176	73,586	6.1	1,125,590
2015	1,228,889	64,468	5.2	1,164,421
2016	1,271,959	58,521	4.6	1,213,438
2017	1,302,425	51,010	3.9	1,251,415
2018	1,310,588	50,188	3.8	1,260,400
2019 <sup>(2)</sup>	1,326,395	47,037	3.5	1,279,358

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

(2) Preliminary, subject to change.

Source: State of Oregon, Employment Department as of April 26, 2020

**Table 37**  
**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>
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	6.1	6.8	6.2
2015	5.2	5.6	5.3
2016	4.6	4.8	4.9
2017	3.9	4.1	4.4
2018	3.8	4.1	3.9
2019 <sup>(1)</sup>	3.5	3.7	3.7

(1) Preliminary, subject to change.

Source: State of Oregon, Employment Department as of April 26, 2020

## EMPLOYMENT BY INDUSTRY

Non-manufacturing employment (including government) accounts for about 89 percent of non-farm employment in the Portland area. The MSA'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 38**  
**CITY OF PORTLAND, OREGON**  
**Portland-Vancouver-Hillsboro, OR-WA MSA**  
**Non-Farm Wage and Salary Employment<sup>(1)</sup>**

<b>Industry</b>	<b>2015</b>	<b>2016</b>	<b>2017</b>	<b>2018</b>	<b>2019</b>
Total nonfarm employment	<b>1,113,100</b>	<b>1,146,200</b>	<b>1,176,000</b>	<b>1,199,900</b>	<b>1,221,200</b>
Total private	<b>963,000</b>	<b>992,800</b>	<b>1,019,500</b>	<b>1,049,300</b>	<b>1,068,500</b>
Mining, logging, and construction	57,500	63,100	68,800	74,100	76,900
Mining and logging	1,300	1,300	1,300	1,400	1,300
Construction	56,200	61,800	67,400	72,700	75,600
Manufacturing	122,300	123,000	123,600	127,500	129,300
Durable goods	91,000	91,000	90,800	94,000	95,100
Wood product manufacturing	3,800	3,900	4,000	4,100	4,000
Primary metal manufacturing	6,400	5,900	5,700	5,700	6,200
Fabricated metal product manufacturing	12,800	12,700	12,500	13,200	13,400
Machinery manufacturing	8,900	8,900	9,500	10,300	10,200
Computer and electronic product manufacturing	36,600	36,700	35,700	36,900	37,300
Transportation equipment manufacturing	7,800	7,300	6,800	6,900	7,400
Nondurable goods	31,400	32,000	32,800	33,600	34,200
Food manufacturing	12,500	13,100	13,500	13,700	13,500
Paper manufacturing	3,100	2,900	3,000	2,600	2,400
Trade, transportation, and utilities	207,300	210,500	215,600	218,100	221,100
Wholesale trade	54,000	54,600	56,000	56,700	57,400
Retail trade	115,900	117,300	119,100	119,500	117,900
Transportation, warehousing, and utilities	37,400	38,600	40,500	41,900	45,900
Utilities	2,200	2,300	2,400	2,500	2,600
Information	25,100	26,100	25,900	25,500	26,600
Financial activities	66,600	68,400	70,900	72,400	73,500
Professional and business services	171,900	177,400	181,700	184,700	189,200
Education and health services	159,700	164,300	169,300	179,800	182,900
Leisure and hospitality	113,400	118,600	122,300	125,000	126,400
Other services	39,300	41,600	41,400	42,200	42,600
<b>Government</b>	<b>150,100</b>	<b>153,400</b>	<b>156,500</b>	<b>150,500</b>	<b>152,800</b>

(1) Not seasonally adjusted.

Source: State of Oregon, Employment Department QualityInfo.org as of April 26, 2020

**Table 39**  
**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	20,600
Providence Health System	Health care & health insurance	18,885
Kaiser Permanente	Health care	13,500
Nike Inc.	Sports shoes and apparel	12,000
Legacy Health System	Health care	11,404
Fred Meyer Stores	Retail/grocery	9,777
PeaceHealth	Health care	4,403
U.S. Bank	Bank & holding company	3,917
Wells Fargo	Bank	3,800
Precision Castparts Corp.	Metals manufacturing	3,300
Portland General Electric	Energy	2,967
Daimler Trucks North America	Heavy duty trucks	2,800
Goodwill Industries/Columbia Willamette	Job training/employment services	2,666
The Standard	Insurance	2,161
Adidas America Inc.	Sports shoes and apparel	1,898
Comcast	Communications	1,731
<b>Public Employers</b>		
Oregon Health and Science University	Health care & education	17,556
City of Portland	Local government	9,710
Portland Public Schools	Education	7,600
Beaverton School District	Education	5,457
Multnomah County	Local government	5,083
Vancouver School District	Education	4,637
Portland Community College	Education	3,776
Portland State University	Education	3,357
TriMet	Mass transit	3,192

*Source: Portland Business Journal, June 28, 2019*

## **REAL ESTATE**

A diverse mix of industrial properties are located throughout the MSA for all types of industrial use, including more than 190 million square feet of industrial and business park space. On the east side of Portland, 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 (“Rivergate”) 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 Portland Enterprise Zone and related tax incentives.

Just west of Portland, the Sunset Corridor is the center for Oregon’s high technology industry, including Intel’s approximately 20,000-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.

In addition, the MSA office market is home to diverse architectural styles ranging from Class-A office space to unique historical buildings in downtown Portland.

The City expects that the COVID-19 pandemic will have a material adverse impact on industrial and commercial real estate in the MSA. However, the magnitude and extent of the impact is not currently known. On April 1, 2020, the State Governor issued an executive order placing a temporary moratorium on certain evictions and terminations of rental agreements and leases in response to the COVID-19 pandemic. The order includes a moratorium on residential and non-residential tenant evictions for a 90 day period. See “RECENT ECONOMIC AND HEALTH DEVELOPMENTS” herein.

**Housing**

The table below compares the median home sale price for the first quarter of 2019 and 2020 in the MSA and with the nation.

**Table 40  
CITY OF PORTLAND, OREGON  
Median Single-Family Home Sale Price  
(U.S. and MSA)**

<b>Region</b>	<b>1st Quarter 2019</b>	<b>1st Quarter 2020</b>	<b>Percent Change</b>
U.S.	\$254,900	\$274,600	7.7%
Portland Metro. Area	390,600	416,100	6.5

*Source: “Median Sales Price of Existing Single-Family Homes for Metropolitan Areas,” National Association of Realtors*

The market sales price trends for condominiums is shown in the table below.

**Table 41  
CITY OF PORTLAND, OREGON  
Median Condo/Coop Sale Price  
(U.S. and MSA)**

<b>Region</b>	<b>1st Quarter 2019</b>	<b>1st Quarter 2020</b>	<b>Percent Change</b>
U.S.	\$237,500	\$253,800	6.9%
Portland Metro. Area	258,800	268,500	3.7

*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 MSA are shown below.

**Table 42**  
**CITY OF PORTLAND, OREGON**  
**New Single-family and Multi-family**  
**Residential Construction Permits**  
**(MSA)**

Year	New Single Family		New Multi-Family	
	No. of Permits	Value (000s)	No. of Permits	Value (000s)
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	6,211	1,862,798	9,772	1,259,625
2018	6,869	1,958,974	7,311	947,970
2019 <sup>(1)</sup>	7,636	2,215,045	9,120	1,131,865

(1) Preliminary as of December 2019.

Source: U.S. Census Bureau as of December 9, 2019

## TRANSPORTATION AND DISTRIBUTION

Location and topography have established the MSA as a leading warehousing and distribution center for the Pacific Northwest. Portland'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 Portland 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, three 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 2019, 402 ocean-going vessels made calls at Port facilities. Total maritime tonnage in 2019 decreased to 9.7 million metric tons in 2019 compared to 11.2 million in 2018. Portland International Airport handled approximately 19.9 million airline passengers in 2019 as well as 305,251 short tons of cargo and 12,152 short tons of mail. Portland is also served by two publicly operated general aviation airports located in the suburban areas.

In recent months, airline passenger traffic has declined dramatically in response to the COVID-19 pandemic. Total airline passengers in April 2020 declined by 95% compared to April 2019, with an estimated 77,099 enplaned and deplaned passengers in April 2020. Year-to-date, passenger traffic dropped 38.2% in 2020 compared to 2019.

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

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 Portland. 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 MSA 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 MSA. During TriMet’s fiscal year, from July 2018 through June 2019, passengers boarded a TriMet fixed-route bus or train approximately 96.7 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, which 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 Portland, 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 MSA 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 2019 term was approximately 26,012 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 MSA.

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 for Fall 2019 was approximately 3,017 medical, dental, nursing, science, and allied health students.

Independent colleges in the MSA include Lewis & Clark College, University of Portland, Reed College, and Linfield College-Portland Campus; and several smaller church-affiliated schools, including Warner Pacific College, Concordia University (closing at the end of this school year), George Fox University, and Cascade College. Several community colleges serve the MSA 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 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 MSA 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 sewer and storm water collection, transportation, and treatment systems within its boundaries. The City provides sanitary sewer service to approximately 657,000 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 43**  
**CITY OF PORTLAND, OREGON**  
**Statewide Initiative Petitions that Qualified and Passed**  
**2008-2018**

<b>Year of General Election</b>	<b>Number of Initiatives that Qualified</b>	<b>Number of Initiatives that Passed</b>
2008	8	0
2010	4	2
2012	7	2
2014	4	2
2016	4	3
2018	4	0

*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 2020.

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**

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.

On May 19, 2020, Portland electors approved renewing the City’s \$0.04 per gallon gas tax for an additional four years.

## **TAX MATTERS: 2020 SERIES A BONDS – FEDERALLY TAX-EXEMPT**

### **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 2020 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 2020 Series A Bonds is not treated as a preference item in calculating the alternative minimum tax under the Code. 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 2020 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 2020 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 2020 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 2020 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 2020 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 2020 Series A Bonds in order that interest on the 2020 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 2020 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 2020 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 2020 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 2020 Series A Bonds. It does not purport to address all aspects of federal taxation that may be relevant to a particular owner of a 2020 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 2020 Series A Bonds.

Prospective owners of the 2020 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 2020 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 2020 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 (a bond with the same maturity date, interest rate, and credit terms) means the first price at which at least 10 percent of such maturity was sold to the public, i.e., a purchaser who is not, directly or indirectly, a signatory to a written contract to participate in the initial sale of the 2020 Series A Bonds. In general, the issue price for each maturity of 2020 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 2020 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 2020 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 2020 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 2020 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 2020 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 2020 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 2020 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 2020 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 2020 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 2020 Series A Bonds under federal or state law or otherwise prevent beneficial owners of the 2020 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 2020 Series A Bonds.

Prospective purchasers of the 2020 Series A Bonds should consult their own tax advisors regarding the foregoing matters.

## **TAX MATTERS: 2020 SERIES B BONDS – FEDERALLY TAXABLE**

### **OPINION OF BOND COUNSEL**

In the opinion of Bond Counsel to the City, interest on the 2020 Series B Bonds (i) is included in gross income for federal income tax purposes pursuant to the Code, and (ii) is exempt, under existing statutes, from personal income taxes imposed by the State of Oregon.

The following discussion is a brief summary of the principal United States federal income tax consequences of the acquisition, ownership and disposition of 2020 Series B Bonds by original purchasers of the 2020 Series B Bonds who are "U.S. Holders," as defined herein. This summary (i) is based on the Code, Treasury Regulations, revenue rulings and court decisions, all as currently in effect and all subject to change at any time, possibly with retroactive effect; (ii) assumes that the 2020 Series B Bonds will be held as "capital assets"; and (iii) does not discuss all of the United States federal income tax consequences that may be relevant to a U.S. Holder in light of its particular circumstances or to U.S. Holders subject to special rules, such as insurance companies, financial institutions, tax-exempt organizations, dealers in securities or foreign currencies, persons holding the 2020 Series B Bonds as a position in a "hedge" or "straddle," U.S. Holders whose functional currency (as defined in Section 985 of the Code) is not the United States dollar, U.S. Holders who acquire 2020 Series B Bonds in the secondary market, or individuals, estates and trusts subject to the tax on unearned income imposed by Section 1411 of the Code.

Certain taxpayers that are required to prepare certified financial statements with certain regulatory or governmental agencies may be required to recognize income, gain and loss with respect to the 2020 Series B Bonds at the time that such income, gain or loss is set forth on such financial statements instead of under the rules described below.

U.S. Holders of 2020 Series B Bonds should consult with their own tax advisors concerning the United States federal income tax and other consequences with respect to the acquisition, ownership and disposition of the 2020 Series B Bonds as well as any tax consequences that may arise under the laws of any state, local or foreign tax jurisdiction.

### **ORIGINAL ISSUE DISCOUNT**

In general, if Original Issue Discount ("OID") is greater than a statutorily defined de minimis amount, a U.S. Holder of a 2020 Series B Bond having a maturity of more than one year from its date of issue must include in federal gross income (for each day of the taxable year, or portion of the taxable year, in which such U.S. Holder holds such 2020 Series B Bond) the daily portion of OID, as it accrues (generally on a constant yield method) and regardless of the U.S. Holder's method of accounting. "OID" is the excess of (i) the "stated redemption price at maturity" over (ii) the "issue price". For purposes of the foregoing: "issue price" means the first price at which a substantial amount of the 2020 Series B Bond is sold to the public (excluding bond houses, brokers, or similar persons or organizations acting in the capacity of underwriters, placement agents or wholesalers); "stated redemption price at maturity" means the sum of all

payments, other than “qualified stated interest,” provided by such 2020 Series B Bond; “qualified stated interest” is stated interest that is unconditionally payable in cash or property (other than debt instruments of the issuer) at least annually at a single fixed rate; and “de minimis amount” is an amount equal to 0.25 percent of the 2020 Series B Bond’s stated redemption price at maturity multiplied by the number of complete years to its maturity. A U.S. Holder may irrevocably elect to include in gross income all interest that accrues on a 2020 Series B Bond using the constant-yield method, subject to certain modifications.

## **BOND PREMIUM**

In general, if a 2020 Series B Bond is originally issued for an issue price (excluding accrued interest) that reflects a premium over the sum of all amounts payable on the 2020 Series B Bond other than “qualified stated interest” (a “Taxable Premium Bond”), that Taxable Premium Bond will be subject to Section 171 of the Code, relating to bond premium. In general, if the U.S. Holder of a Taxable Premium Bond elects to amortize the premium as “amortizable bond premium” over the remaining term of the Taxable Premium Bond, determined based on constant yield principles (in certain cases involving a Taxable 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 highest yield on such bond), the amortizable premium is treated as an offset to interest income; the U.S. Holder will make a corresponding adjustment to the U.S. Holder’s basis in the Taxable Premium Bond. Any such election is generally irrevocable and applies to all debt instruments of the U.S. Holder (other than tax-exempt bonds) held at the beginning of the first taxable year to which the election applies and to all such debt instruments thereafter acquired. Under certain circumstances, the U.S. Holder of a Taxable Premium Bond may realize a taxable gain upon disposition of the Taxable Premium Bond even though it is sold or redeemed for an amount less than or equal to the U.S. Holder’s original acquisition cost.

## **DISPOSITION AND DEFEASANCE**

Generally, upon the sale, exchange, redemption, or other disposition (which would include a legal defeasance) of a 2020 Series B Bond, a U.S. Holder generally will recognize taxable gain or loss in an amount equal to the difference between the amount realized (other than amounts attributable to accrued interest not previously includable in income) and such U.S. Holder’s adjusted tax basis in the 2020 Series B Bond.

Pursuant to the Bond Declaration, the City may cause the deposit of moneys or securities in escrow in such amount and manner as to cause the 2020 Series B Bonds to be deemed to be no longer outstanding (a “defeasance”). For federal income tax purposes, such defeasance could result in a deemed exchange under Section 1001 of the Code and a recognition by such owner of taxable income or loss, without any corresponding receipt of moneys. In addition, the character and timing of receipt of payments on the 2020 Series B Bonds subsequent to any such defeasance could also be affected.

## **INFORMATION REPORTING AND BACKUP WITHHOLDING**

In general, information reporting requirements will apply to non-corporate U.S. Holders of the 2020 Series B Bonds with respect to payments of principal, payments of interest, and the accrual of OID on a 2020 Series B Bond and the proceeds of the sale of a 2020 Series B Bond before maturity within the United States. Backup withholding may apply to U.S. Holders of 2020 Series B Bonds under Section 3406 of the Code. Any amounts withheld under the backup withholding rules from a payment to a beneficial owner, and which constitutes over-withholding, would be allowed as a refund or a credit against such beneficial owner’s United States federal income tax provided the required information is furnished to the Internal Revenue Service.

## **U.S. HOLDERS**

The term “U.S. Holder” means a beneficial owner of a 2020 Series B Bond that is: (i) a citizen or resident of the United States, (ii) a corporation, partnership or other entity created or organized in or under the laws of the United States or of any political subdivision thereof, (iii) an estate the income of which is subject to United States federal income taxation regardless of its source or (iv) a trust whose administration is subject to the primary jurisdiction of a United States court and which has one or more United States fiduciaries who have the authority to control all substantial decisions of the trust.

## **MISCELLANEOUS**

Tax legislation, administrative actions taken by tax authorities, or court decisions, at the state level, may adversely affect the tax-exempt status of interest on the 2020 Series B Bonds under Oregon state law and could affect the market price or marketability of the 2020 Series B Bonds.

Prospective purchasers of the 2020 Series B Bonds should consult their own tax advisors regarding the foregoing matters.

## **RATING**

The 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 rating will continue for any given period of time or that such rating 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 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, including risks and uncertainties related to the COVID-19 pandemic. 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.

## **FINANCIAL ADVISOR**

The City has retained PFM Financial Advisors LLC (“PFM”) to serve as its financial advisor in conjunction with the issuance of the Bonds. PFM is expected to assist and advise the City on matters relating to the sale and structuring of the Bonds, disclosure, ratings, pre-marketing of the Bonds, post-sale analysis and other tasks at the discretion of the City. PFM has not audited, authenticated or otherwise verified the information set forth in this Official Statement with respect to the accuracy and completeness of disclosure of such information, and no guaranty, warranty, or other representation is made by PFM respecting the accuracy and completeness of this Official Statement.

## **UNDERWRITING**

Fidelity Capital Markets, as purchaser of the 2020 Series A Bonds, and Morgan Stanley & Co. LLC, as purchaser of the 2020 Series B Bonds, are collectively referred to herein as the “Underwriters.”

Morgan Stanley & Co. LLC., the underwriter of the 2020 Series B Bonds, has entered into a distribution agreement with its affiliate, Morgan Stanley Smith Barney LLC. As part of the distribution arrangement, Morgan Stanley & Co. LLC may distribute municipal securities to retail investors through the financial advisor network of Morgan Stanley Smith Barney LLC. As part of this arrangement, Morgan Stanley & Co. LLC may compensate Morgan Stanley Smith Barney LLC for its selling efforts with respect to the 2020 Series B Bonds.

## **LEGAL MATTERS**

Legal matters incident to the authorization, issuance and sale of the Bonds by the City are subject to the approving opinions of Hawkins Delafield & Wood LLP, Portland, Oregon, Bond Counsel, substantially in the forms attached

hereto as Appendix C. Hawkins Delafield & Wood LLP, Portland, Oregon, is also serving as Disclosure Counsel to the City in relation to this Official Statement.

## **LITIGATION**

### **NO LITIGATION CHALLENGING THE BONDS**

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

### **LITIGATION GENERALLY**

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

The City discloses only pending or threatened litigation that the City has determined may have a materially adverse impact on the City's financial position. The current level of materiality involves litigation where the damages or performance sought has a reasonable probability of imposing liability of \$5 million or more against the City's General Fund. Except as noted in the following paragraphs, there is no litigation pending or threatened against the City which would materially and adversely affect the City's financial condition.

*Portland Harbor Superfund Site.* In 2000, Portland Harbor, a 10-mile industrial stretch of the Willamette River outside of the City's urban center, was listed by the EPA as a Superfund site. The North Macadam URA is located upriver of the Portland Harbor Superfund Site.

The U.S. EPA has notified the City that it may have liability for releases of contaminants in the Willamette River. The City is participating in an out-of-court settlement process allocate cleanup costs among the more than 100 responsible parties. Total cleanup costs may exceed \$2 billion. To preserve claims against potentially responsible parties who are not part of the settlement, the City and several others parties filed suit in U.S. District Court for the District of Oregon (Arkema Inc., vs. Anderson Roofing Co. Inc.) Defendants have counterclaimed against all plaintiffs. That litigation has been stayed since 2010 pending the outcome of the settlement.

In 2017, the Yakama Nation filed suit in U.S. District Court for the District of Oregon against the City and more than 20 other entities seeking compensation for natural resource damages. Most of the damages sought are not quantified. That litigation, the Confederated Tribes and Bands of Yakama Nation vs. Air Liquide America Corp., has also been stayed consistent with the Arkema litigation. The City and The City will defend against a significant allocation of liability to the City for cleanup and natural resource damages.

On July 12, 2019 a complaint was filed in Multnomah County Circuit Court challenging the City's use of ratepayer funds on expenditures related to partial settlement of City liabilities on the Portland Harbor Superfund site. Under the agreement authorizing this expenditure, the City is obligated to pay to the EPA the total sum of \$12,000,000 from both City General Fund and ratepayer sources. The complaint challenged only the City's authority to utilize ratepayer funds for this purpose. Based on the Circuit Court's prior rulings on this issue, the City is confident that the Charter of the City of Portland duly authorizes the City to expend ratepayer funds for this purpose.

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

At the time of the original delivery of the 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, this Official Statement, both as of its date and as of the date of

delivery of the Bonds, does not contain any untrue statement of a material fact or omit to state a material fact necessary in order to make the statements made therein, in light of the circumstances under which they were made, not misleading.

## **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 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 Bond owners.

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.

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

## **CITY OF PORTLAND, OREGON**

By: /s/ MATTHEW GIERACH  
Debt Manager  
Office of Management and Finance



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

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# **BOND DECLARATION**

**City of Portland, Oregon**

**\$12,235,000**

**General Obligation Bonds, 2020 Series A  
(Parks Projects - Tax-Exempt)**

**and**

**\$164,205,000**

**General Obligation Bonds, 2020 Series B  
(Affordable Housing Projects – Federally Taxable)**

**Executed on behalf of the City of Portland, Oregon  
as of June 11, 2020**

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**APPENDIX A: FORM OF BONDS**

## **BOND DECLARATION**

THIS BOND DECLARATION is executed as of June 11, 2020, on behalf of the City of Portland, Oregon (the “City”) by its Debt Manager to establish the terms under which the City’s General Obligation Bonds, 2020 Series A (Parks Projects - Tax-Exempt) and the City’s General Obligation Bonds, 2020 Series B (Affordable Housing Projects - Federally Taxable) are issued.

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

- (A) Measure 26-159 (the “2020A Measure”), approved by the electors of the City on November 4, 2014, granted the City authority to issue \$68,000,000 of general obligation bonds for parks projects. The City has previously issued bonds under the 2020A Measure in three series (2015 Series B, 2015 Series C, and 2018 Series A), receiving proceeds in the amounts of \$2,000,000, \$26,423,206.75, and \$24,641,587.45 respectively. The City is authorized by the 2020A Ordinance (defined below), the 2020A Measure, and ORS Section 287A.050, to issue additional general obligation bonds for parks projects as described in the 2020A Measure.
- (B) Measure 26-179 (the “2020B Measure”), approved by the electors of the City on November 8, 2016, granted the City authority to issue \$258,400,000 of general obligation bonds to finance capital costs of affordable housing for low income households. The City has previously issued bonds under the 2020B Measure in two series (2017 Series A and 2019 Series B), receiving proceeds in the amounts of \$37,480,566.75 and \$15,648,117.80 respectively. The City is authorized by the 2020B Ordinance (defined below), the 2020B Measure, and ORS Section 287A.050, to issue additional general obligation bonds for capital costs of affordable housing for low income households as described in the 2020B Measure.
- (C) The City executes this Bond Declaration to memorialize the terms of the City’s 2020 Series A Bonds and the City’s 2020 Series B Bonds.

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

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

“2020 Bonds” means, collectively, the 2020 Series A Bonds and the 2020 Series B Bonds.

“2020 Series A Bonds” means the City’s General Obligation Bonds, 2020 Series A (Parks Projects - Tax-Exempt) that are described in Section 3 of this Bond Declaration.

“2020 Series B Bonds” means the City’s General Obligation Bonds, 2020 Series B (Affordable Housing Projects - Federally Taxable) that are described in Section 4 of this Bond Declaration.

“2020A Ordinance” means City Ordinance No. 188474 enacted June 21, 2017.

“2020B Ordinance” means City Ordinance No. 188426 enacted May 31, 2017.

“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 7 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.

“DTC” means the Depository Trust Company, New York, New York, the initial securities depository for the 2020 Bonds.

“Event of Default” refers to an Event of Default listed in Section 8(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 2020 Bonds authorized and delivered pursuant to this Bond Declaration except 2020 Bonds which have been paid, canceled, or defeased pursuant to Section 9 of this Bond Declaration, and 2020 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 2020 Bond register maintained by the Paying Agent as the registered owner of a 2020 Bond.

“Paying Agent” means the registrar and paying agent for the 2020 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 2020 Bonds is required to be paid.

“Record Date” means the close of business on the last day of the month immediately preceding the applicable payment date.

**Section 3. 2020 Series A Bonds Authorized.**

- (A) Pursuant to the relevant provisions of ORS Chapter 287A and the 2020A Ordinance, the City hereby authorizes the issuance, sale and delivery of its General Obligation Bonds, 2020 Series A (Parks Projects - Tax-Exempt) in accordance with this Bond Declaration and in a principal amount of \$12,235,000. The 2020 Series A Bonds shall be dated their date of delivery, shall bear interest which is payable on June 15 and December 15 of each year, commencing December 15, 2020, and shall mature on June 15 of the following years in the following principal amounts:

<b>Due June 15</b>	<b>Principal Amount (\$)</b>	<b>Interest Rate (%)</b>	<b>CUSIP Number (Base 736679)</b>
2021	760,000	5.000	A35
2022	1,040,000	2.000	A43
2023	1,235,000	5.000	A50
2024	1,480,000	5.000	A68
2025	1,750,000	5.000	A76
2026	2,035,000	5.000	A84
2027	2,340,000	5.000	A92
2028	1,595,000	5.000	B26

- (B) The 2020 Series A Bonds are not subject to optional redemption.
- (C) The 2020 Series A Bond proceeds will be used for parks projects authorized by the 2020A Measure, and to pay costs related to the 2020 Series A Bonds.
- (D) The City reserves the right to purchase 2020 Series A Bonds in the open market.

**Section 4. 2020 Series B Bonds Authorized.**

- (A) Pursuant to the relevant provisions of ORS Chapter 287A and the 2020B Ordinance, the City hereby authorizes the issuance, sale and delivery of its General Obligation Bonds, 2020 Series B (Affordable Housing Projects - Federally Taxable) in accordance with this Bond Declaration and in a principal amount of \$164,205,000. The 2020 Series B Bonds shall be dated with their date of delivery, shall bear interest which is payable on June 15 and December 15 of each year, commencing December 15, 2020, and shall mature on June 15 of the following years in the following principal amounts:

<b>Due June 15</b>	<b>Principal Amount (\$)</b>	<b>Interest Rate (%)</b>	<b>CUSIP Number (Base 736679)</b>
2021	7,785,000	0.450	B34
2022	7,295,000	0.560	B42
2023	7,335,000	0.700	B59
2024	7,385,000	0.830	B67
2025	7,450,000	0.930	B75
2026	7,515,000	1.200	B83
2027	7,605,000	1.300	B91
2028	7,705,000	1.510	C25
2029	7,820,000	1.610	C33
2030	7,950,000	1.690	C41
2031	8,080,000	1.760	C58
2032	8,225,000	1.810	C66
2033	8,375,000	1.910	C74
2034	8,535,000	1.960	C82
2035	8,700,000	2.060	C90
2036	8,880,000	2.150	D24
2037	9,070,000	2.250	D32
2038	9,275,000	2.350	D40
2039	9,495,000	2.450	D57
2040	9,725,000	2.500	D65

- (B) The 2020 Series B Bonds maturing on or after June 15, 2031, are subject to redemption prior to maturity in whole or in part at the option of the City on June 15, 2030, and on any date thereafter, by lot, at a price of par, plus interest accrued to the date fixed for redemption.
- (C) The 2020 Series B Bond proceeds will be used for affordable housing projects for low income households authorized by the 2020B Measure, and to pay costs related to the 2020 Series B Bonds.
- (D) The City reserves the right to purchase 2020 Series B Bonds in the open market.

**Section 5. Security for 2020 Bonds.**

- (A) The 2020 Bonds are general obligations of the City. Pursuant to ORS 287A.315, the City hereby pledges its full faith and credit and taxing power to pay the 2020 Bonds when due. The City covenants for the benefit of the Owners that the City shall levy, annually, as provided by law, in addition to its other ad valorem property taxes and outside the limitations of Sections 11 and 11b of Article XI of the Oregon Constitution, a direct ad valorem tax upon all of the taxable property within the City in sufficient amount, after considering discounts taken and delinquencies that may occur in the payment of taxes, to pay the 2020 Bonds promptly as they mature. The City covenants with the Owners of the 2020 Bonds to levy such a tax annually during each year that any of the 2020 Bond are outstanding.
- (B) This Bond Declaration shall constitute a contract with the Owners.



## **Section 6. Administrative Provisions for the 2020 Bonds.**

- (A) Payment of 2020 Bonds. Principal of and interest on the 2020 Bonds shall be payable through the principal office of the Paying Agent.
- (B) Book-Entry System. The 2020 Bonds shall be initially issued as a BEO security issue, with no 2020 Bonds being made available to the beneficial owners, in accordance with the applicable Letter of Representations of DTC. Ownership of the 2020 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 2020 Bonds shall be initially issued in the form of separate single fully registered typewritten bonds for each series and maturity of the 2020 Bonds (the "Global Bonds") in substantially the form attached hereto as Appendix 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 2020 Bond. The Paying Agent shall remit payment for the maturing principal or redemption price and interest on the 2020 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 2020 Bonds are in book-entry form, the 2020 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 2020 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 2020 Bonds shall no longer be a BEO issue and the 2020 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 6(C) of this Bond Declaration.

(2) With respect to 2020 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 2020 Bonds;
- (b) the delivery to any participant or correspondent or any other person, other than an Owner, of any notice with respect to the 2020 Bonds, including any notice of redemption;

(c) the selection by the Depository of the beneficial ownership interest in 2020 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 2020 Bonds, of any amount with respect to principal of or interest on the 2020 Bonds.

(3) Notwithstanding the book-entry system, the City may treat and consider the Owner in whose name each 2020 Bond is registered in the registration books maintained by the Paying Agent as the Owner and absolute owner of such 2020 Bond for the purpose of payment of principal and interest with respect to such 2020 Bond, or for the purpose of giving notices of redemption and other matters with respect to such 2020 Bond, or for the purpose of registering transfers with respect to such 2020 Bond, or for all other purposes whatsoever. The City shall pay or cause to be paid all principal of and interest on the 2020 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 2020 Bonds it holds to the Paying Agent for re-registration.

(C) Notice of Redemption.

(1) Unless DTC consents to a shorter period, for any 2020 Bonds which are in book-entry 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 Letter of Representations to DTC. No other notice shall be required.

(2) For any 2020 Bonds which are not in book-entry form, unless waived by the Owner of such a 2020 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 2020 Bond or 2020 Bonds to be redeemed at the address shown on the 2020 Bond register or at such other address as is furnished in writing by such Owner to the Paying Agent.

(3) All official notices of redemption under Section 6(C)(2) of this Bond Declaration shall be dated and shall state:

(a) the date fixed for redemption;

(b) the redemption price;

(c) if less than all outstanding 2020 Bonds are to be redeemed, the identification (and, in the case of partial redemption, the respective principal amounts) of the 2020 Bonds to be redeemed,

(d) except for calls described in Section 6(C)(5), below, that on the date fixed for redemption the redemption price will become due and payable upon each such 2020 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 2020 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 6(C)(5) of this Bond Declaration, official notice of redemption having been given as aforesaid, the 2020 Bonds or portions of 2020 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 2020 Bonds or portions of 2020 Bonds shall cease to bear interest. Upon surrender of such 2020 Bonds for redemption in accordance with said notice, such 2020 Bonds shall be paid by the Paying Agent at the redemption price. Upon surrender for any partial redemption of any 2020 Bond, there shall be prepared for the Owner a new 2020 Bond or 2020 Bonds of the same maturity in the amount of the unpaid principal. All 2020 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 6 may state that the optional redemption is conditional upon receipt by the Paying Agent of moneys sufficient to pay the redemption price of such 2020 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 2020 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 2020 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 2020 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 6(D) apply only when the 2020 Bonds are not in book-entry form.

(1) No 2020 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 2020 Bonds properly surrendered for exchange or transfer pursuant to this Bond Declaration.

(2) The ownership of all 2020 Bonds shall be entered in the 2020 Bond register maintained by the Paying Agent, and the City and the Paying Agent may treat the person listed as owner in the 2020 Bond register as the owner of the 2020 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 2020 Bond Owner, as that name and address appear on the 2020 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) 2020 Bonds may be exchanged for an equal principal amount of 2020 Bonds of the same series and maturity which are in different authorized denominations, and 2020 Bonds may be transferred to other owners if the 2020 Bond Owner submits the following to the Paying Agent:

(a) written instructions for exchange or transfer satisfactory to the Paying Agent, signed by the 2020 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 2020 Bonds to be exchanged or transferred.

(5) The Paying Agent shall not be required to exchange or transfer any 2020 Bonds submitted to it during any period beginning with a Record Date and ending on the next following interest payment date; however, such 2020 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 2020 Bonds which have been designated for redemption if such 2020 Bonds are submitted to it during the fifteen-day period preceding the designated date fixed for redemption.

(7) For purposes of this Section 6(D)(7), 2020 Bonds shall be considered submitted to the Paying Agent on the date the Paying Agent actually receives the materials described in Section 6(D)(4) of this Bond Declaration.

(8) The City may alter these provisions regarding registration and transfer by mailing notification of the altered provisions to all 2020 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 7. 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 fifty-one percent (51%) in aggregate principal amount of the adversely affected 2020 Bonds then Outstanding. However, no amendment shall be valid which:

(1) Extends the maturity of any 2020 Bonds, reduces the rate of interest upon any 2020 Bonds, extends the time of payment of interest on any 2020 Bonds, reduces the amount of principal payable on any 2020 Bonds, or reduces any premium payable on any 2020 Bonds, without the consent of the affected Owner; or

(2) Reduces the percent of Owners required to approve amendments to this Bond Declaration.

#### **Section 8. 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 2020 Bond principal, interest or premium when due (whether at maturity, or upon redemption after a 2020 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 2020 Bonds, for a period of 60 days after written notice to the City by the Owners of ten percent or more of the principal amount of 2020 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 8(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 ten percent or more of the principal amount of 2020 Bonds then Outstanding may waive any Event of Default and its consequences, except an Event of Default described in Section 8(A)(1) of this Bond Declaration.

- (C) Upon the occurrence and continuance of any Event of Default hereunder the Owners of ten percent or more of the principal amount of 2020 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 2020 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 2020 Bonds by this Bond Declaration or by law. However, the 2020 Bonds shall not be subject to acceleration.
- (D) No remedy in this Bond Declaration conferred upon or reserved to Owners of 2020 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 2020 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 9. Defeasance.**

The City shall be obligated to pay 2020 Bonds which are defeased pursuant to this Section 9 solely from the money and Government Obligations deposited in escrow in accordance with this Section 9 with an escrow agent or independent trustee as provided in this section, and the City shall have no further obligation to pay the defeased 2020 Bonds from any source except the amounts deposited in the escrow. 2020 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 2020 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) only if the defeasance relates to the 2020 Series A Bonds, 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 2020 Series A Bonds to be includable in gross income under the Code.

#### **Section 10. Tax Covenants Related to 2020 Series A Bonds.**

The City covenants for the benefit of the Owners of the 2020 Series A Bonds to comply with all provisions of the Code that are required for 2020 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 of the 2020 Series A Bonds 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 2020 Series A Bonds.

**Section 11. Form.**

The 2020 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 2020 Bonds shall be executed on behalf of the City with the facsimile signatures of the Mayor and City Auditor.

**Section 12. 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.

Dated as of June 11, 2020.

**City of Portland, Oregon**

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

## Appendix A

### Form of Bonds

No. R-«BondNumber»

\$«PrincipalAmtNumber»

UNITED STATES OF AMERICA  
STATE OF OREGON  
COUNTIES OF MULTNOMAH, WASHINGTON AND CLACKAMAS  
CITY OF PORTLAND

[A:GENERAL OBLIGATION BOND, 2020 SERIES A (PARKS PROJECTS – TAX-EXEMPT)/B:GENERAL OBLIGATION BOND, 2020 SERIES B (AFFORDABLE HOUSING PROJECTS – FEDERALLY TAXABLE)]

**Dated Date:** June 11, 2020

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

**Maturity Date:** June 15, «MaturityYear»

**CUSIP Number:** 736679«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 June 15 and December 15 in each year until maturity or prior redemption, commencing December 15, 2020. 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 last 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 this Bond 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 \$12,235,000/164,205,000 in principal amount designated as [A:General Obligation Bonds, 2020 Series A (Parks Projects - Tax-Exempt)/B:General Obligation Bonds, 2020 Series B (Affordable Housing Projects – Federally Taxable)] (the “Bonds”). The Bonds are issued to [A:finance parks projects / B:finance capital costs of affordable housing for low income households], and to pay costs related to the Bonds. The Bonds are authorized by City Ordinance No. [A:188474 enacted June 21, 2017 / B:188426 enacted May 31, 2017] (the “Ordinance”), and relevant provisions of ORS 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 terms of the Bonds are described in the Bond Declaration dated as of June 11, 2020 (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 to pay the Bonds when due. The City covenanted for the benefit of the owners that the City will levy, annually, as provided by law, in addition to its other ad valorem property taxes and outside the limitations of Sections 11 and 11b of Article XI of the Oregon Constitution, a direct ad valorem tax upon all of the taxable property within the City in sufficient amount, after considering discounts taken and delinquencies that may occur in the payment of taxes, to pay the Bonds promptly as they mature. The City covenanted with the owners of the Bonds to levy such a tax annually during each year that any of the Bonds are outstanding.

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 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.



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 DTC.

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**

Ted Wheeler, Mayor

Mary Hull Caballero, 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 \$12,235,000/164,205,000 aggregate principal amount of City of Portland, Oregon [A:General Obligation Bonds, 2020 Series A (Parks Projects - Tax-Exempt)/B:General Obligation Bonds, 2020 Series B (Affordable Housing Projects – Federally Taxable)] issued pursuant to the Ordinance described herein.

Date of authentication: June 11, 2020.

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.

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

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## INTRODUCTION TO EXCERPTS OF FINANCIAL STATEMENTS

The financial statements of the City have been audited by independent certified public accountants for the fiscal years 2015, 2016, 2017, 2018, and 2019. 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, 2015 through June 30, 2019. 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**

	2015	2016	2017	2018	2019
<b>Revenues</b>					
Taxes	360,355,397	380,144,273	396,842,948	422,674,507	453,148,009
Payments in lieu of taxes	586,440	698,417	925,534	1,420,541	856,213
Rents and reimbursements	4,686,789	4,831,542	4,866,766	4,892,848	4,905,886
Licenses and fees	184,881,129	198,978,646	213,377,412	223,064,189	242,389,960
Intergovernmental revenues	28,463,550	29,807,858	28,923,286	35,860,138	36,338,043
Charges for services	13,899,341	13,825,116	13,159,071	15,122,570	16,328,122
Interagency	44,969,245	49,045,819	55,062,892	61,076,933	65,582,367
Miscellaneous service charges	3,382,288	4,473,354	7,215,001	6,694,994	5,120,178
Investment earnings	1,382,154	1,996,603	1,533,230	1,801,332	5,068,853
Other miscellaneous revenues	3,521,445	3,120,724	3,344,321	4,166,242	3,532,007
Total revenues	646,127,778	686,922,352	725,250,461	776,774,294	833,269,638
<b>Expenditures</b>					
Public safety	406,094,441	421,507,535	432,959,906	470,912,771	494,586,945
Parks/recreation/cultural	69,068,004	77,497,187	86,828,104	92,537,178	95,394,514
Community development	42,826,296	51,901,948	55,334,799	59,329,122	66,995,163
Support svcs./legis./admin.	64,893,554	68,033,585	71,197,778	81,344,595	76,223,793
Water	0	0	0	0	620,000
Capital outlay	6,233,281	1,544,189	3,441,946	2,461,790	6,763,651
Debt service and related costs	7,452,062	8,190,788	8,991,917	9,856,184	10,718,770
Total expenditures	596,567,638	628,675,232	658,754,450	716,441,640	751,302,836
Revenues over (under) expenditures	49,560,140	58,247,120	66,496,011	60,332,654	81,966,802
<b>Other Financing Sources (Uses)</b>					
Transfers in	4,850,709	1,064,081	2,164,446	1,293,264	12,601,574
Transfers out	(45,299,251)	(63,837,143)	(58,287,236)	(54,084,721)	(65,161,332)
Proceeds from sale of capital assets	300	1,188	5,463	0	0
Total other sources (uses)	(40,448,242)	(62,771,874)	(56,117,327)	(52,791,457)	(52,559,758)
Net change in fund balances	9,111,898	(4,524,754)	10,378,684	7,541,197	29,407,044
<b>Fund balance, beginning</b>	96,968,033	106,079,931	101,555,177	111,933,861	119,475,058
<b>Fund balances, ending</b>	\$106,079,931	\$101,555,177	\$111,933,861	\$119,475,058	\$148,882,102

Source: City of Portland. Information presented for Fiscal Years 2015 through 2019 are derived from City of Portland audited annual financial statements.

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

	2015	2016	2017	2018	2019
<b>ASSETS:</b>					
Unrestricted:					
Cash and investments	\$80,235,981	\$80,667,323	\$93,431,942	\$98,872,008	\$128,146,357
Receivables:					
Taxes	15,131,852	14,276,702	16,046,561	18,570,996	9,373,254
Accounts, net	32,336,325	32,298,959	32,494,604	34,622,036	35,745,715
Accrued interest, advances	647,339	903,891	1,551,589	2,336,910	2,287,947
Notes and loans, net	0	224,724	375,880	339,717	352,207
Assessments	16,336	6,621	2,178	3,162	18,073
Due from component units	232,755	0	124,901	154,686	406,826
Internal loans	725,000	86,433	0	0	0
Inventories	286,027	270,633	252,251	365,483	299,244
Prepaid Items	227,747	182,389	152,359	176,614	147,564
Restricted:					
Cash and investments	5,966,918	6,778,179	7,204,523	8,845,991	10,879,787
Receivables:					
Taxes	7,398,731	6,437,733	7,330,174	9,155,346	4,106,229
<b>Total assets</b>	<b>\$143,205,011</b>	<b>\$142,133,587</b>	<b>\$158,966,962</b>	<b>\$173,442,949</b>	<b>\$191,763,203</b>
<b>LIABILITIES, DEFERRED INFLOWS OF RESOURCES AND FUND</b>					
Liabilities payable from unrestricted assets:					
Accounts payable	\$8,775,467	\$12,968,489	\$15,716,359	\$16,176,237	\$17,666,106
Unearned revenue	156,593	166,276	209,186	291,040	82,074
Internal loans payable	-	-	-	-	-
Due to component unit	994,181	1,483,531	1,905,251	1,932,029	2,344,962
Other liabilities	32,866	32,866	-	-	-
Liabilities payable from restricted assets:					
Due to fiduciary fund	7,398,731	6,437,733	7,330,174	9,155,346	4,106,229
Other liabilities	5,966,918	6,778,179	7,204,523	8,845,991	10,879,787
<b>Total liabilities</b>	<b>23,324,756</b>	<b>27,867,074</b>	<b>32,365,493</b>	<b>36,400,643</b>	<b>35,079,158</b>
Deferred inflows of resources					
Unavailable revenue - unrestricted	13,800,324	12,711,336	14,667,608	17,567,248	7,801,943
<b>Total deferred inflows of resources</b>	<b>13,800,324</b>	<b>12,711,336</b>	<b>14,667,608</b>	<b>17,567,248</b>	<b>7,801,943</b>
Fund balance					
Nonspendable	513,774	453,022	404,610	542,097	446,808
Committed	58,885,208	56,495,175	58,916,535	60,999,524	70,371,302
Assigned	30,220,861	17,351,152	13,028,310	-	14,828,983
Unassigned	16,460,088	27,255,828	39,584,406	57,933,437	63,235,009
<b>Total fund balance</b>	<b>106,079,931</b>	<b>101,555,177</b>	<b>111,933,861</b>	<b>119,475,058</b>	<b>148,882,102</b>
<b>Total liabilities, deferred inflows of resources and fund balances</b>	<b>\$143,205,011</b>	<b>\$142,133,587</b>	<b>\$158,966,962</b>	<b>\$173,442,949</b>	<b>\$191,763,203</b>

Source: City of Portland. Information presented for Fiscal Years 2015 through 2019 are derived from City of Portland audited annual financial statements.





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**APPENDIX C**  
**FORMS OF LEGAL OPINIONS**

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*On the date of issuance of the 2020 Series A Bonds, Hawkins Delafield & Wood LLP, Bond Counsel, proposes to issue its approving opinion in substantially the following form:*

June 11, 2020

City of Portland  
1120 SW Fifth Avenue, Room 1040  
Portland, Oregon 97204

Subject: \$12,235,000 City of Portland, Oregon, General Obligation Bonds  
2020 Series A (Parks Projects – Tax-Exempt)

Ladies and Gentlemen:

We have acted as bond counsel in connection with the issuance by the City of Portland, Oregon (the “City”) of its General Obligation Bonds, 2020 Series A (Parks Projects – Tax-Exempt) (the “2020 Series A Bonds”), that are dated as of their date of delivery and are in the aggregate principal amount of \$12,235,000. The 2020 Series A Bonds are authorized by ORS Section 287A.050 and the other applicable provisions of ORS Chapter 287A, Measure 26-159 approved by the City’s electors on November 4, 2014, City Ordinance No. 188474 enacted June 21, 2017 (the “Ordinance”), and a Bond Declaration that is dated as of the date of delivery of the 2020 Series A Bonds (the “Bond Declaration”).

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

Regarding questions of fact material to our opinion, we have relied on representations of the City in the Ordinance, in the Bond 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 2020 Series A Bonds have been legally authorized, sold and issued under and pursuant to the Constitution and Statutes of the State of Oregon, the City Charter, the Ordinance, and the Bond Declaration. The 2020 Series A Bonds constitute valid and legally binding general 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 2020 Series A Bonds. In addition, the 2020 Series B Bonds are payable from ad valorem taxes which may be levied without limitation as to rate or amount on all taxable property within the boundaries of the City.
3. Under existing statutes and court decisions and assuming continuing compliance with certain tax covenants described below, (i) interest on the 2020 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 2020 Series A Bonds is not treated as a preference item in calculating the alternative minimum tax under the Code. 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 2020 Series A 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 2020 Series A 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 2020 Series A Bonds in order that, for federal income tax purposes, interest on the 2020 Series A 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 2020 Series A Bonds, restrictions on the investment of proceeds of the 2020 Series A 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 2020 Series A 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 2020 Series A 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 2020 Series A 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 2020 Series A 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 2020 Series A 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 2020 Series A 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 of interest from gross income for federal income tax purposes on the 2020 Series A Bonds.

The portion of this opinion that is set forth in paragraph 1, above, is qualified only to the extent that enforceability of the 2020 Series A 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 2020 Series A Bonds and have not represented and are not representing any other party in connection with the 2020 Series A Bonds. This opinion is given solely for the benefit of the City in connection with the 2020 Series A 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,

*On the date of issuance of the 2020 Series B Bonds, Hawkins Delafield & Wood LLP, Bond Counsel, proposes to issue its approving opinion in substantially the following form:*

June 11, 2020

City of Portland  
1120 SW Fifth Avenue, Room 1040  
Portland, Oregon 97204

Subject: \$164,205,000 City of Portland, Oregon, General Obligation Bonds  
2020 Series B (Affordable Housing Projects - Federally Taxable)

Ladies and Gentlemen:

We have acted as bond counsel in connection with the issuance by the City of Portland, Oregon (the “City”) of its General Obligation Bonds, 2020 Series B (Affordable Housing Projects - Federally Taxable) (the “2020 Series B Bonds”), that are dated as of their date of delivery and are in the aggregate principal amount of \$164,205,000. The 2020 Series B Bonds are authorized by ORS Section 287A.050 and the other applicable provisions of ORS Chapter 287A, Measure 26-179 approved by the City’s electors on November 8, 2016, City Ordinance No. 188426 enacted May 31, 2017 (the “Ordinance”), and a Bond Declaration that is dated as of the date of issuance of the 2020 Series B Bonds (the “Bond Declaration”).

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

Regarding questions of fact material to our opinion, we have relied on representations of the City in the Ordinance, in the Bond 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 2020 Series B Bonds have been legally authorized, sold and issued under and pursuant to the Constitution and Statutes of the State of Oregon, the City Charter, the Ordinance, and the Bond Declaration. The 2020 Series B Bonds constitute valid and legally binding general 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 2020 Series B Bonds. In addition, the 2020 Series B Bonds are payable from ad valorem taxes which may be levied without limitation as to rate or amount on all taxable property within the boundaries of the City.
3. Interest on the 2020 Series B Bonds is not excludable from gross income for federal income tax purposes pursuant to the Internal Revenue Code of 1986, as amended.
4. Interest on the 2020 Series B 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 2020 Series B 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.

The portion of this opinion that is set forth in paragraph 1, above, is qualified only to the extent that enforceability of the 2020 Series B 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 2020 Series B Bonds and have not represented and are not representing any other party in connection with the 2020 Series B Bonds. This opinion is given solely for the benefit of the City in connection with the 2020 Series B 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,

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

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## CONTINUING DISCLOSURE CERTIFICATE

### City of Portland, Oregon

**\$12,235,000**  
**General Obligation Bonds**  
**2020 Series A**  
**(Parks Projects – Tax Exempt)**

**\$164,205,000**  
**General Obligation Bonds**  
**2020 Series B**  
**(Affordable Housing Projects – Federally Taxable)**

This Continuing Disclosure Certificate (the “Certificate”) is executed and delivered by the City of Portland, Oregon (the “Issuer”) in connection with the issuance of the above-captioned bonds (collectively, the “Bonds”).

Section 1. Purpose of Certificate. This Certificate is being executed and delivered by the Issuer, and constitutes the Issuer’s written undertaking for the benefit of the Bondowners, and to assist the underwriters of the Bonds in complying with paragraph (b)(5) of Securities and Exchange Commission Rule 15c2-12 (17 C.F.R. § 240.15c2-12) as amended (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 and registrar for the Bonds, and any Beneficial Owners.

“Commission” means the U.S. 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 3, 2020.

“Rule” means the Commission’s Rule 15c2-12 under the Securities Exchange Act of 1934, as it has been and may be amended.

Section 3. Financial Information. The Issuer, as the “obligated person,” agrees to provide or cause to be provided to the MSRB, the following annual financial information and operating data:

A. The Issuer’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 of this Certificate shall be provided by the Issuer for each of its fiscal years in which the Bonds are outstanding. The Issuer shall provide that information not later than nine months after the end of each fiscal year, commencing no later than March 31, 2021, for the fiscal year ended June 30, 2020. The information described in Section 3 of this Certificate 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 of this Certificate is initially provided in the form of unaudited financial statements, the Issuer shall provide audited financial statements promptly after they become publicly available. The Issuer's current fiscal year ends June 30. The Issuer 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 Issuer may cross-reference to other documents provided to the MSRB.

Section 5. Material Events. The Issuer 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;

(o) Incurrence of a financial obligation of the obligated person if material, or agreement to covenants, events of default, remedies, priority rights, or other similar terms of a financial obligation of the obligated person, any of which affect security holders, if material. For the purposes of this paragraph (o) and paragraph (p) below, “financial obligation” means a (i) debt obligation; (ii) derivative instrument entered into in connection with, or pledged as security or a source of payment for, an existing or planned debt obligation; or (iii) a guarantee of (i) or (ii); the term “financial obligation” shall not include municipal securities as to which a final official statement has been provided to the MSRB consistent with the Rule;

(p) Default, event of acceleration, termination event, modification of terms, or other similar events under the terms of a financial obligation of the obligated person, any of which reflect financial difficulties.

The Issuer 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 Issuer, such other event is material with respect to the Bonds, but the Issuer 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 Issuer agrees to provide or cause to be provided, in a timely manner, to the MSRB, notice of a failure by the Issuer to provide the annual financial information described in Section 3 of this Certificate on or prior to the time set forth in Section 4 of this Certificate.

Section 7. Termination. The Issuer’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 Issuer (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 Issuer 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 Issuer 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 as it is 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 Issuer 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 Issuer. 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 Issuer's obligations hereunder, and any failure by the Issuer to comply with the provisions of this Certificate 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 Issuer 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 Issuer 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 Issuer may, from time to time, engage or appoint an agent to assist the Issuer in disseminating information hereunder (the “Dissemination Agent”). The Issuer 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 June 11, 2020.

**City of Portland, Oregon**

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Debt Manager



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**APPENDIX E**  
**BOOK-ENTRY ONLY (BEO) SYSTEM**

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## BEO 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.



