

# Local Road and Street Finance Questionnaire Report

FY 2025 State Fiscal Year (July 1, 2024 - June 30, 2025)

## **Background and Purpose**

Oregon's Local Road and Street Finance Questionnaire is conducted each year to track annual receipts (Part I), expenditures (Part II), debt information (Part III), and capital outlays on the National Highway System (NHS) (Part IV). Financial information on the NHS is often incomplete as many local jurisdictions' accounting systems do not segregate the expenditures made on NHS segments from undertaken roads and streets work.

Questionnaire information is compiled by the Oregon Department of Transportation (ODOT) to support the Federal Highway Administration's (FHWA's) Local Highway Finance Report (FHWA-536). FHWA-536 information is used to prepare national tables depicting the financing of highway activities at the local jurisdiction level. Combined with other highway finance information, FHWA-536 data permit FHWA to estimate national highway needs and is used in the development of highway policy and programming decisions. Additionally, questionnaire information is shared with the League of Oregon Cities (LOC) and the Association of Oregon Counties (AOC) for their reports to the Oregon Legislative Assembly required by Oregon Revised Statutes (ORS) 366.790 and ORS 366.774. The Oregon Highway Cost Allocation Study (HCAS), mandated every two years by the Oregon Constitution, also relies on the Local Road and Street Finance Questionnaire for local finance information not available anywhere else.

Finance data is gathered through a survey sent to the directors of finance and public works in all 36 counties, the 4 road assessment districts of Malheur County, and Oregon cities with populations of 5,000 or more (determined by the latest annual population estimates prepared by Portland State University's Population Research Center).

The survey response rate of local jurisdictions for state fiscal year (FY) 2025 survey is 100%, with 120 of 120 jurisdictions providing responses. The response rate improves over the FY 2024 rate of 98%. Several jurisdictions noted significant challenges in completing the FY 2025 questionnaire, with staff turnover a common issue.

The Local Road and Street Finance Survey reports Total Funds Available (Total Receipts + Beginning

Balance(s)) and Total Funds Accounted For (Total Disbursements + Ending Balance(s)) for roads and streets in each of Oregon's 36 counties, Malheur's four road districts and the 80 Oregon cities with a population greater than 5,000.

Total Receipts includes funds from local, private, state, and federal sources.

Receipts from Local Sources include:

- Special Assessments - such as property tax or system development charges
- Local Options Road Users fees - fuel taxes (minus collection costs) and vehicle registration fees
- Other Local – such as parking meters and fines, permits and land use fees, and interest income
- Receipts from Other local Governments – cities and counties
- Proceeds from the sale of Bonds and Notes.

Receipts from State Sources include:

- State Highway Fund Apportionment – local allocation from State Highway Fund
- State Grants
- Highway Fund Exchange Program
- Other State sources

Receipts from Federal Government Sources include:

- US Forest Service Annual Distribution
- Federal Grants
- Federal receipts for emergency events – Federal Emergency Management Agency (FEMA), FHWA Emergency Relief
- Other Federal sources

Beginning Balance(s) is all operating and reserve funds containing dedicated road and street funds, as of the end of the previous state fiscal year. Typical funds Include:

- General Road Fund (primary operating fund for road department)
- Road Reserve Fund
- Bike and Footpath Fund
- Capital Construction Funds
- Bridge Funds
- Road Equipment Reserve Funds
- Special Road District Funds.

Total Receipts, in addition to Beginning Balance(s), equal the Total Funds Available for disbursement during the state fiscal year.

Total Disbursements include all direct and indirect expenditures necessary for construction, preservation and maintenance of local roads and streets. This includes costs for shop buildings, equipment, maintenance, and the operation of equipment.

Total Disbursements consists of four categories: Local Disbursements, Debt Service on Local Bonds and Notes, Payments to Other Jurisdictions for work on their roads and streets, and Expenditures that are reimbursed for work on other jurisdictions' roads and streets.

Local Disbursements include:

- Expenditures for Capital Projects
  - Right of way
  - Project Engineering
  - Construction –New Facilities, Bike/Ped Paths, Preservation & Enhancement
- Operations and Maintenance
- Administration and General Engineering
- Matching funds for Local Agency Projects

Debt Service on Local Obligations include:

- Bonds
- Notes

Payments to Other Jurisdictions for work on their roads and streets include:

- To Counties
- To Cities
- To Other Local Agencies

Expenditures that are reimbursed for work on other jurisdictions' roads and streets include:

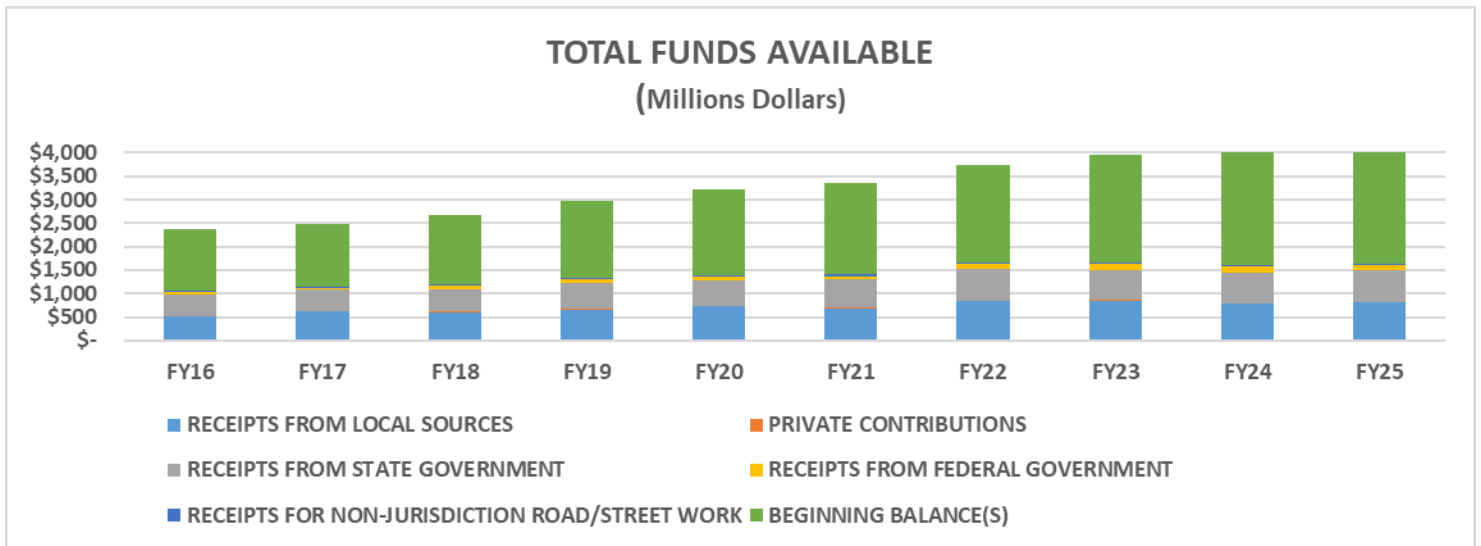
- Non-road and Street Work
- Work reimbursed by another agency for their road/street work

## Results and Trends

Total Funds Available decreased by \$45.9 million, or about 1.13 percent, from \$4,059 million in FY 2024 to \$4,013 million in FY 2025.

Figure 1 presents the relative contributions of the six funding sources that combine to produce Total Funds Available.

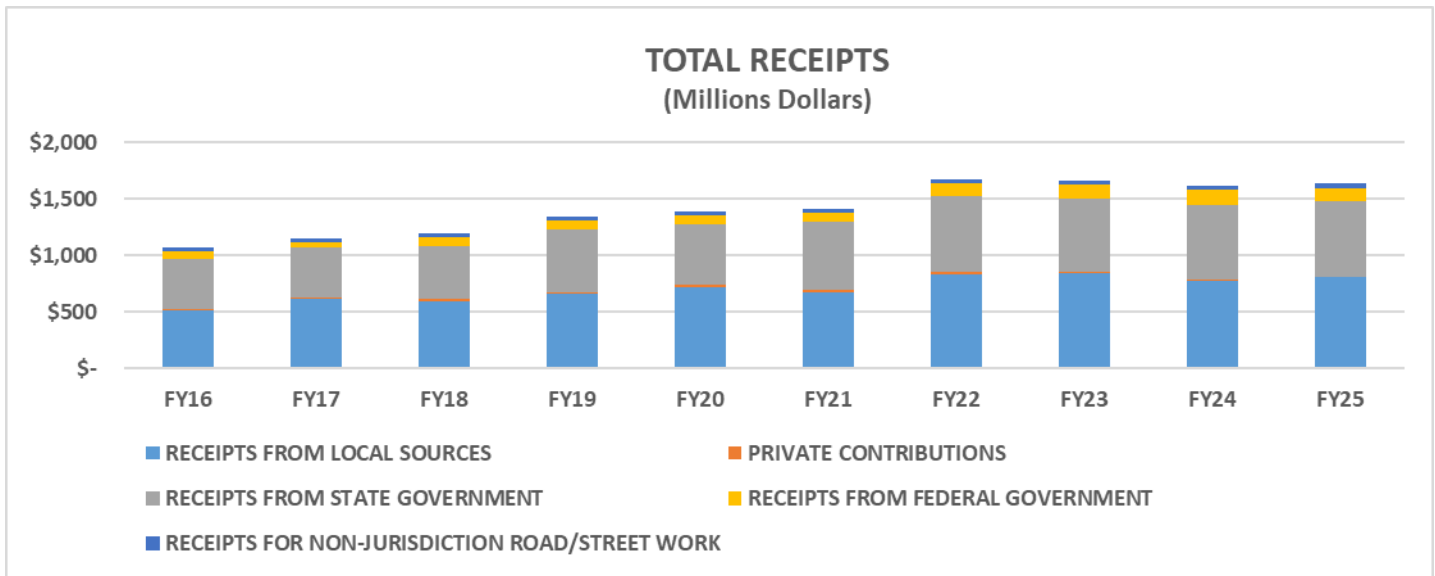
Figure 1



By far, the greatest contributor to Total Funds Available is the fund of reserves, Beginning Balance, which accounts for approximately 59 percent of Total Funds Available. Beginning Balances decreased \$69.1 million, or -2.83 percent relative to FY 2024. Beginning Balances were 59% of Total Funds Available.

Total Receipts increased by \$23.2 million, or 1.43 percent, from \$1,620.0 million in 2024 to \$1,643 million in FY 2025. Figure 2 presents the relative contributions of the five funding sources that combine to produce Total Receipts.

Figure 2

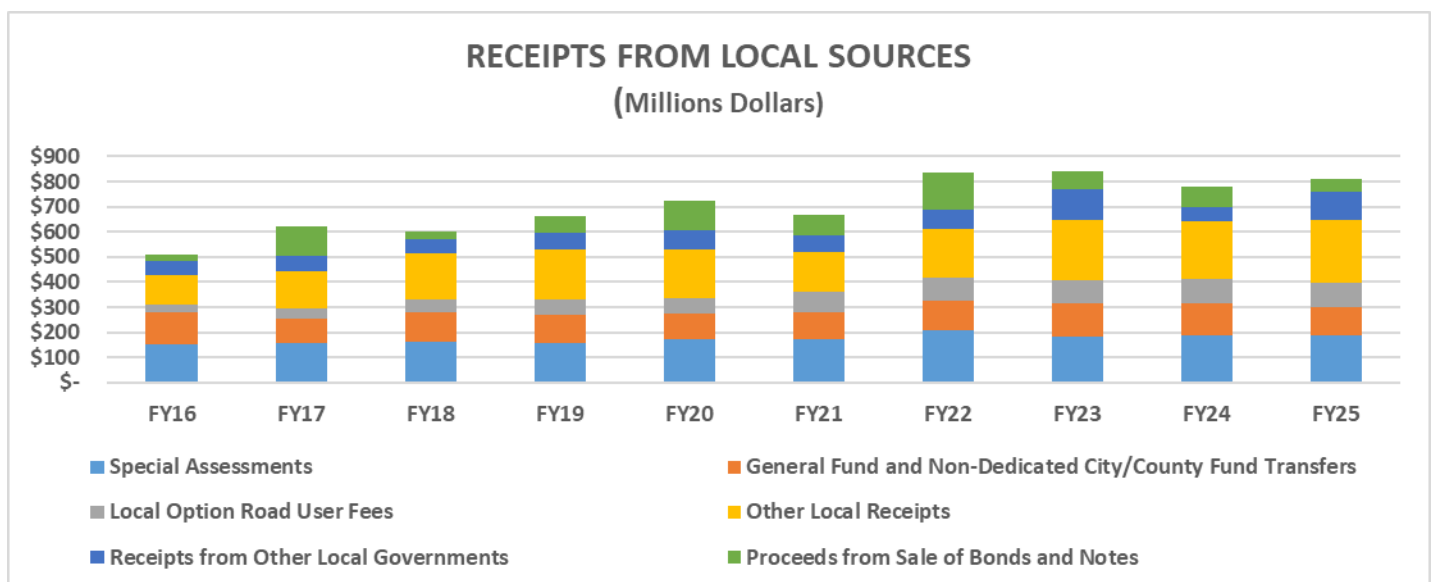


Receipts from Local Sources are the largest contributor to Total Receipts in FY 2025, comprising 49.2 percent of fiscal year Total Receipts. Receipts from State Government account for nearly 40.8 percent, and Receipts from Federal Government make up 6.7 percent. Private Contributions and Receipts from Non-Jurisdiction Road/Street Work combine to account for the remaining 3.3 percent of Total Receipts.

**Receipts from Local Sources increased by 3.7 percent, from \$779.8 million in FY 2024 to \$808.4 million in FY 2025, an increase of \$28.7 million.**

Figure 3 presents the relative contributions of the six funding sources that combine to produce Receipts for Local Sources.

Figure 3

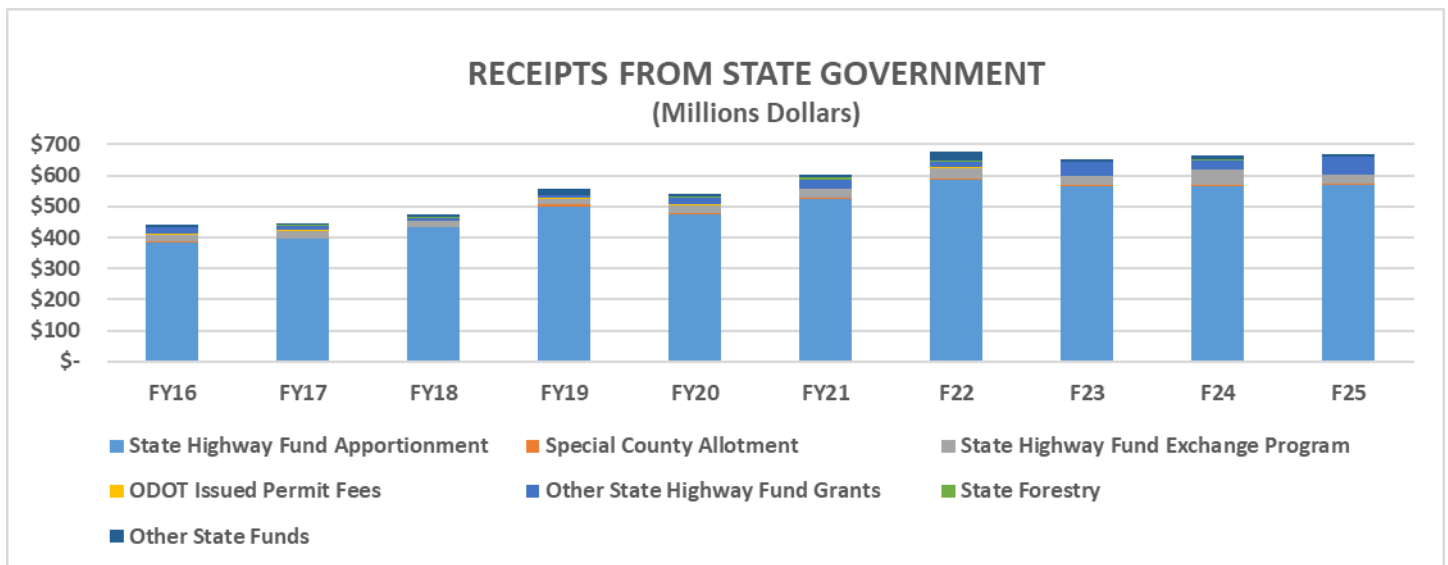


The \$28.7 million increase in revenue from Local Sources is driven by an increase in Receipts from Other Local Governments, with additional increases in Other Local Receipts and Local Option Road User Fees relative to FY 2024. The increases are countered by decreases in Proceeds from Sale of Bonds and Notes, Proceeds from the Sale of Bonds and Notes, General Fund and Non-Dedicated City/County Fund Transfers, and Special Assessments (listed in order of largest to smallest decrease). Table 1 shows the magnitude and percent changes for each contributing item for FY 2025 relative to FY 2024.

**The second largest source of Total Receipts, Receipts from State Government increased 0.9 percent from \$664.1 million in FY 2024 to \$670.2 million in FY 2025.**

Figure 4 presents the relative contributions of the seven funding sources that combine to produce Receipts From state Government.

**Figure 4**



Since FY 2018, receipts from this source have been increasing due to the transportation package, (HB 2017), passed in the 2017 Legislative Session. This law, known as “Keep Oregon Moving”, increased Oregon Driver & Motor Vehicle Services (DMV) title and registration fees, the motor fuels tax, and the weight-mile tax, beginning January 1, 2018, with a subsequent increase in January 2020 and 2022, and a final increase to \$0.40 per gallon starting January 1, 2024. The increases are shared with local governments and show up in the State Highway Fund Apportionments. FY 2020 and FY 2023 receipts

have been the exception to the general growth trend due to the COVID-19 induced shutdown of DMV field offices and dramatic drop in motor fuel sales due to extraordinary reductions in personal and business travel, and more recently to a slowing economy and high inflation.

Proceeds from the State Highway Fund Apportionment which account for nearly 85 percent of receipts from State Government increased by 0.6 percent, from \$565.0 million in FY 2024 to \$568.1 million in FY 2025, with recent increases in vehicle sales and ongoing steady economic growth pulling up state revenues from transportation activities. Receipts from the State Highway Fund Exchange Program demonstrated the greatest percentage decrease in Receipts from State Government, shrinking by 40.9 percent, from \$49.7 million in FY 2024 to \$29.3 million in FY 2025. Receipts from Other State Highway Fund Grants demonstrated the greatest percentage increase in Receipts From State Government, increasing by 88.3 percent from \$29.2 million in FY 2024 to \$55.0 million in FY 2025.

**As the third, fourth, and fifth source of Total Receipts, Receipts from Federal Government decreased by 16.0 percent, from \$130.1 million in FY 2024 to \$109.3 million in FY 2025; Receipts for Non-Jurisdiction Road/Street Work increased by 20.6 percent, from \$39.0 million in FY 2024 to \$47.1 million in FY 2025; and Private Contributions increased by 17.3 percent, from \$6.9 million in FY 2024 to \$8.1 million in FY 2025.**

Receipts from Federal Government, Private Contributions, and Non-Jurisdiction Road/Street Work Combine to account for slightly more than 10.0 percent of annual Total Receipts. Receipts from Federal Government accounts for 6.7 percent of Total Receipts received in FY 2024. Sources of Receipts from Federal Government reflect a diverse source of funding sources ranging from US Forest Service Annual Distribution, Grants from FHWA to Public Assistance from FEMA to Emergency Relief funding from FHWA.

When comparing financial information of the previous year's report and the current year's report, a major funding factor involves Ending and Beginning Balances. The Ending Balance of the previous year under Part II – Disbursements ideally should match the Beginning Balance of the current year under Part I. – Receipts. The cumulative FY 2024 Ending Balance of \$2,334.7 million is less than the cumulative FY 2025 Beginning Balance of \$2,370.3 million by \$35.5million or about 1.5 percent.

It is important to recognize that any disparities between the previous year's report Ending Balance and the current year's Beginning Balance can be attributed to the permitted submission of unaudited

financial entries and differences in the total number of jurisdictions submitting surveys. Of the jurisdictions that completed surveys in both FY 2024 and FY 2025, 114 submitted FY 2025 surveys with Beginning Balances differing from Ending Balances reported in FY 2024. Of those, 63 jurisdictions submitted FY 2025 surveys with a reduction relative to FY 2024 Ending Balances, and 51 submitted surveys with an increase in Beginning Balance relative to their reported FY 2024 Ending Balances.

Finally, annual cumulative totals for Total Receipts and Total Expenditures are presented in Figure 5 for state fiscal years 2016-2025. Aggregate summary survey results for the last eight years and comparisons (in absolute terms and percentage change) between the last two surveys are presented in Table 1.

Following Table 1 are the individual data submitted by each local jurisdiction for Parts: I. – Receipts for Local Roads and Street Purposes; II. – Disbursements for Road and Street Purposes; III. – Debt for Road and Street Purposes; and IV. – Expenditures on Classified and Local Roads and Streets. Receipts and Disbursement values are presented for all 118 jurisdictions, Debt figures are presented for 34 jurisdictions, and Classified Road and Local Street Expenditures are presented for 14 jurisdictions.

**Figure 5**

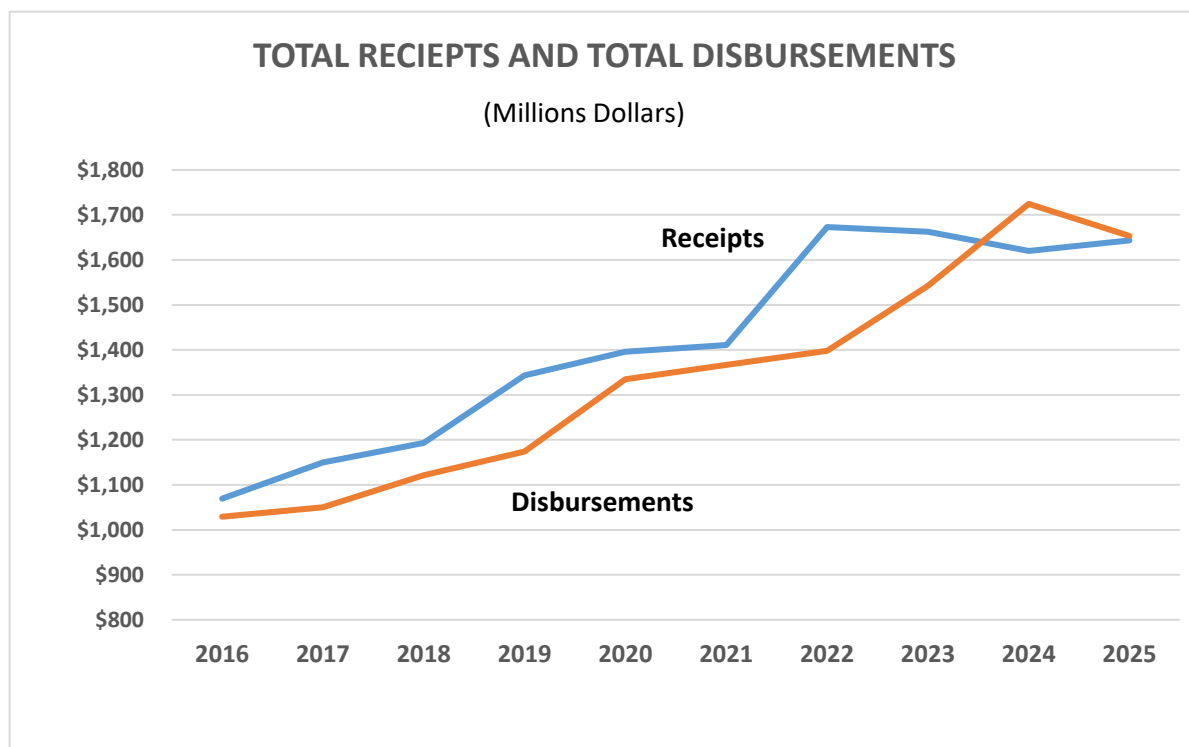


Table 1

	FY16	FY17	FY18	FY19	FY20	FY21	FY22	FY23	FY24	FY25	Absolute	Percent
											Change 24-25	Change 24-25
<b>RECEIPTS FROM LOCAL SOURCES</b>												
Special Assessments	\$ 150,835,045	\$ 155,312,655	\$ 161,614,240	\$ 159,304,620	\$ 171,571,007	\$ 174,978,421	\$ 210,240,586	\$ 181,648,824	\$ 190,260,333	\$ 186,659,100	\$ (3,601,233)	-1.89%
General Fund and Non-Dedicated City/County Fund Transfers	\$ 130,615,285	\$ 99,412,836	\$ 115,734,846	\$ 111,058,608	\$ 104,704,664	\$ 107,276,585	\$ 115,939,210	\$ 132,378,693	\$ 125,266,258	\$ 111,231,562	\$ (14,034,696)	-11.20%
Local Option Road User Fees	\$ 28,866,723	\$ 39,791,917	\$ 51,409,993	\$ 62,397,946	\$ 58,147,525	\$ 77,690,847	\$ 93,396,304	\$ 92,587,701	\$ 94,493,394	\$ 99,194,605	\$ 4,701,211	4.98%
Other Local Receipts	\$ 119,847,874	\$ 147,188,756	\$ 184,937,551	\$ 194,608,581	\$ 196,751,080	\$ 160,557,362	\$ 194,363,713	\$ 242,951,686	\$ 230,793,759	\$ 247,666,302	\$ 16,872,543	7.31%
Receipts from Other Local Governments	\$ 55,268,682	\$ 62,260,752	\$ 59,012,638	\$ 69,944,077	\$ 75,121,917	\$ 65,333,318	\$ 74,602,794	\$ 122,498,015	\$ 55,697,819	\$ 116,488,254	\$ 60,790,434	109.14%
Proceeds from Sale of Bonds and Notes	\$ 25,824,524	\$ 117,646,726	\$ 26,401,864	\$ 64,076,023	\$ 115,395,755	\$ 83,556,582	\$ 146,317,018	\$ 68,724,826	\$ 83,240,328	\$ 47,180,953	\$ (36,059,375)	-43.32%
<b>TOTAL RECEIPTS FROM LOCAL SOURCES</b>	<b>\$ 511,258,133</b>	<b>\$ 621,613,642</b>	<b>\$ 599,111,132</b>	<b>\$ 661,389,855</b>	<b>\$ 721,691,949</b>	<b>\$ 669,393,114</b>	<b>\$ 834,859,625</b>	<b>\$ 840,789,745</b>	<b>\$ 779,751,891</b>	<b>\$ 808,420,776</b>	<b>\$ 28,668,885</b>	<b>3.68%</b>
<b>PRIVATE CONTRIBUTIONS</b>	<b>\$ 13,993,106</b>	<b>\$ 7,122,485</b>	<b>\$ 15,014,544</b>	<b>\$ 17,002,915</b>	<b>\$ 17,105,405</b>	<b>\$ 24,500,610</b>	<b>\$ 15,889,734</b>	<b>\$ 14,752,451</b>	<b>\$ 6,884,574</b>	<b>\$ 8,073,058</b>	<b>\$ 1,188,484</b>	<b>17.26%</b>
<b>RECEIPTS FROM STATE GOVERNMENT</b>												
State Highway Fund Apportionment & 1% Bike/Ped	\$ 385,432,453	\$ 396,900,076	\$ 433,755,483	\$ 501,473,764	\$ 475,371,148	\$ 523,833,759	\$ 586,035,630	\$ 566,860,090	\$ 564,994,805	\$ 568,106,582	\$ 3,111,778	0.55%
Special County Allotment	\$ 764,199	\$ 368,784	\$ 1,313,054	\$ 4,574,897	\$ 3,951,721	\$ 4,490,301	\$ 3,902,951	\$ 4,243,132	\$ 4,562,484	\$ 5,314,072	\$ 751,588	16.47%
State Highway Fund Exchange Program	\$ 23,827,972	\$ 25,324,989	\$ 17,690,246	\$ 19,186,904	\$ 25,865,726	\$ 29,316,211	\$ 35,372,686	\$ 27,649,643	\$ 49,681,609	\$ 29,346,680	\$ (20,334,929)	-40.93%
ODOT Issued Permit Fees	\$ 605,339	\$ 566,124	\$ 498,242	\$ 1,584,237	\$ 825,192	\$ 682,162	\$ 835,611	\$ 1,549,317	\$ 1,127,653	\$ 1,526,280	\$ 398,627	35.35%
Other State Highway Fund Grants	\$ 22,825,851	\$ 14,162,464	\$ 10,971,584	\$ 10,004,516	\$ 21,807,973	\$ 29,467,846	\$ 19,486,831	\$ 42,425,795	\$ 29,179,189	\$ 54,952,960	\$ 25,773,771	88.33%
State Forestry	\$ 1,190,762	\$ 2,390,487	\$ 1,295,007	\$ 1,123,860	\$ 2,719,672	\$ 6,576,480	\$ 2,925,444	\$ 2,859,485	\$ 2,479,635	\$ 2,591,515	\$ 111,880	4.51%
Other State Funds	\$ 6,770,947	\$ 8,000,544	\$ 9,326,548	\$ 20,550,658	\$ 11,027,268	\$ 8,013,279	\$ 26,588,870	\$ 6,811,009	\$ 12,056,862	\$ 8,359,747	\$ (3,697,116)	-30.66%
<b>TOTAL RECEIPTS FROM STATE GOVERNMENT</b>	<b>\$ 441,417,523</b>	<b>\$ 447,713,468</b>	<b>\$ 474,850,164</b>	<b>\$ 558,498,836</b>	<b>\$ 541,568,700</b>	<b>\$ 602,380,038</b>	<b>\$ 675,148,022</b>	<b>\$ 652,398,472</b>	<b>\$ 664,082,237</b>	<b>\$ 670,197,835</b>	<b>\$ 6,115,598</b>	<b>0.92%</b>
<b>RECEIPTS FROM FEDERAL GOVERNMENT</b>												
US Forest Service Annual Distribution	\$ 37,784,979	\$ 4,368,550	\$ 33,111,386	\$ 32,449,416	\$ 29,642,028	\$ 25,640,076	\$ 31,261,762	\$ 25,409,509	\$ 23,743,329	\$ 5,686,393	\$ (18,056,936)	-76.05%
USFS and O&C Title II	\$ 478,335	\$ 529,908	\$ 885,312	\$ 913,192	\$ 1,170,213	\$ 461,208	\$ 4,485,215	\$ 1,924,519	\$ 1,260,628	\$ 1,108,280	\$ (152,348)	-12.09%
5% Distribution of BLM Land Sales	\$ 27,859	\$ 23,955	\$ 83,376	\$ 74,069	\$ 86,884	\$ 50,379	\$ 57,783	\$ 26,608	\$ 31,538	\$ 78,026	\$ 46,488	147.40%
BLM Mineral Leases	\$ 216,985	\$ 317,505	\$ 160,459	\$ 84,988	\$ 79,262	\$ 144,158	\$ 236,552	\$ 177,525	\$ 225,233	\$ 270,304	\$ 45,071	20.01%
U.S. Taylor Grazing Apportionment	\$ 11,464	\$ 10,056	\$ 5,955	\$ 7,464	\$ 5,182	\$ 9,459	\$ 1,934	\$ 19,812	\$ 8,944	\$ 16,238	\$ 7,294	81.55%
Federal Flood Control	\$ -	\$ 13,810	\$ 18,482	\$ 16,192	\$ 14,841	\$ 46,243	\$ 211,960	\$ -	\$ -	\$ -	\$ -	N/A
Housing and Urban Dev & Econ Dev Adm	\$ 8,035	\$ 101,000	\$ 149,956	\$ 19,336	\$ 176,375	\$ -	\$ 1,563,221	\$ -	\$ 432,600	\$ 224,964	\$ (207,636)	-48.00%
Federal Receipts for FHWA Grants	\$ 12,811,870	\$ 20,866,228	\$ 23,410,067	\$ 13,554,660	\$ 12,625,987	\$ 17,119,301	\$ 20,303,351	\$ 25,098,130	\$ 17,765,499	\$ 20,487,020	\$ 2,721,521	15.32%
Other Federal Fund Receipts	\$ 12,710,078	\$ 8,043,191	\$ 5,774,663	\$ 19,125,839	\$ 34,300,474	\$ 31,248,995	\$ 47,535,551	\$ 51,733,997	\$ 81,229,227	\$ 73,840,056	\$ (7,389,171)	-9.10%
FEMA - Public Assistance	\$ 1,985,320	\$ 3,643,064	\$ 4,316,754	\$ 3,198,831	\$ 2,297,852	\$ 1,251,798	\$ 5,544,855	\$ 7,813,100	\$ 3,976,024	\$ 4,621,327	\$ 645,303	16.23%
FHWA - Emergency Relief	\$ 170,999	\$ 847,306	\$ 2,067,030	\$ 53,706	\$ 48,768	\$ 1,275,522	\$ 2,904,728	\$ 5,335,551	\$ 1,452,220	\$ 3,008,342	\$ 1,556,122	107.15%
<b>TOTAL RECEIPTS FROM FEDERAL GOVERNMENT</b>	<b>\$ 66,205,924</b>	<b>\$ 38,764,573</b>	<b>\$ 69,983,440</b>	<b>\$ 69,497,692</b>	<b>\$ 80,447,867</b>	<b>\$ 77,247,140</b>	<b>\$ 114,106,913</b>	<b>\$ 117,538,751</b>	<b>\$ 130,125,242</b>	<b>\$ 109,340,950</b>	<b>\$ (20,784,292)</b>	<b>-15.97%</b>
<b>RECEIPTS FOR NON-JURISDICTION ROAD/STREET WORK</b>	<b>\$ 36,506,922</b>	<b>\$ 34,618,821</b>	<b>\$ 34,292,984</b>	<b>\$ 36,525,168</b>	<b>\$ 34,951,128</b>	<b>\$ 37,355,618</b>	<b>\$ 33,018,499</b>	<b>\$ 37,394,833</b>	<b>\$ 39,002,960</b>	<b>\$ 47,054,790</b>	<b>\$ 8,051,830</b>	<b>20.64%</b>
TOTAL RECEIPTS	\$ 1,069,381,608	\$ 1,149,832,989	\$ 1,193,252,264	\$ 1,342,914,466	\$ 1,395,765,049	\$ 1,410,876,520	\$ 1,673,022,793	\$ 1,662,874,251	\$ 1,619,846,904	\$ 1,643,087,408	\$ 23,240,505	1.43%
BEGINNING BALANCE(S)	\$ 1,301,080,742	\$ 1,337,551,990	\$ 1,478,131,108	\$ 1,620,006,975	\$ 1,813,500,866	\$ 1,939,279,508	\$ 2,051,220,903	\$ 2,291,126,324	\$ 2,439,410,177	\$ 2,370,278,543	\$ (69,131,634)	-2.83%
TOTAL FUNDS AVAILABLE	\$ 2,370,462,350	\$ 2,487,384,979	\$ 2,671,383,372	\$ 2,962,921,440	\$ 3,209,265,914	\$ 3,350,156,029	\$ 3,724,243,696	\$ 3,954,000,575	\$ 4,059,257,080	\$ 4,013,365,951	\$ (45,891,129)	-1.13%
TOTAL DISBURSEMENTS	\$ 1,029,178,558	\$ 1,050,480,602	\$ 1,120,953,477	\$ 1,173,852,861	\$ 1,334,782,507	\$ 1,366,553,744	\$ 1,398,051,673	\$ 1,542,398,426	\$ 1,724,507,608	\$ 1,653,077,807	\$ (71,429,801)	-4.14%
ENDING BALANCE(S)	\$ 1,341,283,792	\$ 1,436,904,377	\$ 1,550,429,895	\$ 1,789,068,579	\$ 1,856,666,359	\$ 1,983,602,287	\$ 2,326,192,022	\$ 2,411,602,145	\$ 2,334,749,464	\$ 2,360,315,142	\$ 25,565,678	1.10%
TOTAL FUNDS ACCOUNTED FOR	\$ 2,370,462,350	\$ 2,487,384,979	\$ 2,671,383,372	\$ 2,962,921,440	\$ 3,191,448,866	\$ 3,350,156,030	\$ 3,724,243,696	\$ 3,954,000,572	\$ 4,059,257,072	\$ 4,013,392,949	\$ (45,864,123)	-1.13%