

CITY OF SANDY, OREGON

Popular Annual Financial Report Fiscal Year Ended June 30, 2025





Government Finance Officers Association

Award for
Outstanding
Achievement in
Popular Annual
Financial Reporting

Presented to

**City of Sandy
Oregon**

For its Annual Financial Report
For the Fiscal Year Ended

June 30, 2024

Christopher P. Morill

Executive Director/CEO

Popular Annual Financial Report – FY 2025

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From the City Manager

December 26, 2025

Sandy Community Members,

I am pleased to present to you the City of Sandy's Popular Annual Financial Report (PAFR) for the fiscal year ended June 30, 2025. This report is designed to provide the City's financial information in a condensed, readily accessible, and easily understandable format. The PAFR is a high-level report for community members who wish to learn more about the City's finances. All information provided in this report can be found in greater detail in the [City's Annual Comprehensive Financial Report \(ACFR\)](#).

Fiscal Year 2025 saw many advancements in capital improvement projects for our community. The continued reinvestment in our water and wastewater systems leads to a more resilient city that will be prepared for future growth. Development continued to occur, with 39 single family housing permits issued and 26 multi-family housing permits issued, resulting in 65 total new dwellings. The City also saw additions to community events, such as the Winterfest event held in Meinig Park, bringing countless individuals into our community to enjoy holiday activities.

The City of Sandy operates on a biennial budget, which is a 24-month period, beginning July 1 of odd numbered years. The information presented in this document reflects the final year of Biennium 2023-2025. The Finance Department continues to look for new ways to reach our community members with both financial and general City information.

Government Finance Officers Association (GFOA) have given an Award for Outstanding Achievement in Popular Annual Financial Reporting to City of Sandy for its PAFR for the fiscal year ended June 30, 2024. The Award is a prestigious national award recognizing conformance with the highest standards for preparation of state and local government popular reports. We believe our current report continues to conform to the PAFR requirements, and we are submitting it to GFOA to determine its eligibility for another Award.

As always, City staff welcome feedback from our community members, and encourage you to share your thoughts and opinions with us. Additional information requests, or questions related to this document, can be directed to the Finance Department, at finance@ci.sandy.or.us. You can also visit our website at <https://www.ci.sandy.or.us>.

Sincerely,



Tyler Deems
City Manager

Elected Officials

The governing body for the City of Sandy is the City Council. The Council is composed of the Mayor and six City Council members. They are all elected at-large (i.e., by all city voters); the Mayor serves a two-year term and the Council members serve four-year terms, with half the positions elected in the November general election of even-numbered years, and the other half in odd-numbered years. Below is a listing of elected officials as of June 30, 2025:

Kathleen Walker, Mayor	
Don Hokanson, Council President	Laurie Smallwood, Councilor
Chris Mayton, Councilor	Lindy Hanley, Councilor
Rich Sheldon, Councilor	Kristina Ramseyer, Councilor

About Sandy

The City of Sandy is located 26 miles east of downtown Portland, in Clackamas County. It serves as the last full-service city before entering the Mt. Hood recreational area. The City was incorporated in 1911 and operates under a Council/Manager form of government.

The City provides a full range of municipal services which include police, a municipal court, community services, planning, building permit and inspection activities, economic development, library, transit, recreation, water, sewer, stormwater, construction and maintenance of streets, sidewalks, and other public facilities, such as parks and open spaces. The City also operates a wireless and fiber optic internet service.

In addition to the above general government activities, the City has a Sandy Urban Renewal Agency (SURA). SURA is a legally separate entity first established in 1998 to address redevelopment of the ¾ mile area of downtown Sandy. The current debt limitation is \$67 million. The following financial information includes the activities of SURA.

The City of Sandy’s certified population for Fiscal Year 2025 was 13,044. In addition, Sandy is the commercial center of a rural area with a population of approximately 40,000. The growth in recent years is due, in part, to a combination of an easy commute to the nearby cities, the presence of high recreation, and education facilities. Residential and commercial permits have continued to increase. The housing market continues to grow, with 39 new single family home permits issued, and 26 multi-family permits issued, equating to 65 units total.

Commissions, Boards, & Committees

The City of Sandy has seven commissions, boards, and committees. Each one consists of seven appointed members. All members are appointed by the Council and serve terms of four years. Additional information on each of the following boards can be found on the City's website. The Council welcomes the involvement from community members and appreciated the time and effort that our volunteers provide to continue to better our community.

Budget Committee – The Committee is required by ORS 294.366 to review the budget presented by the budget officer and to recommend an approved budget to City Council for adoption.

Economic Development Advisory Board – The Advisory Board was created to advise the Council on issues and policies related to economic development including, but not limited to, business recruitment and retention, grant programs and other development incentives, and economic strategic planning.

Library Board – The Board is comprised of members of the Library Service District, which includes the Sandy and Hoodland areas. Their role is to advise the Library Director on matters concerning the library. Board members are appointed from different areas of the service district and meet no less than six times per year.

Parks & Trails Advisory Board – The Advisory Board was established to provide Council with advice on how to expand the City's current parks and trails. The Board has been in existence for many years, and because of their hard work, has a fantastic parks and trails systems, which includes the Tickle Creek Trail and Sandy Bluff Dog Park, to name a few.

Planning Commission – The Commission is made up Sandy residents and/or business owners that advise the Council on long-range, comprehensive planning, and land use issues within city limits. The Commission also approves all amendments and updates to the Comprehensive Plan, recommends policy direction regarding land use rules and regulations, and helps staff ensure that Sandy is working within the framework of the State of Oregon's stated land use goals.

SandyNet Advisory Board – The Advisory Board was created to assist in the development of the SandyNet Master Plan, which was a detailed plan to develop the City's internet service. Now, the City offers gigabit fiber to nearly all residential and commercial locations within city limits and has a take rate of about 80%.

Transit Advisory Board – The Advisory Board provides Council with input related to public transportation, which is offered by Sandy Area Metro (SAM). SAM offers service from Sandy to Gresham and Estacada, while also providing intown shopper shuttles and elderly and disabled services at low or no charge. The Transit Department also contracts with Clackamas County to provide public transportation services to Mt. Hood via Mt. Hood Express.

City Statistics

Year Incorporated:	1911	Citations Issued:	1,672
Population:	13,044	Physical Arrests:	640
Property Tax Rate:	\$4.1152/\$1,000 TAV*	Patrol Units:	16
Biennial Budget (FY25-27):	\$195,247,988	Park Acreage:	287
Outstanding Debt:	\$70,280,110	Water Meter Connections:	4,216
Unemployment Rate:	2.87%	Miles of Street:	45
Median Household Income:	\$102,201	Number of Employees:	101
Median House Value:	\$450,200		

*TAV – Taxable Assessed Value



Top 10 Taxpayers

The following list of the top ten taxpayers is compiled from information provided by the Clackamas County Assessor's Office.

- 1 Fred Meyer Stores Inc
- 2 Sandy Place Apartments
- 3 Portland General Electric Co
- 4 ACS Sandy Marketplace
- 5 Sandy Safeway Center LLC
- 6 JJHO LLC
- 7 NW Natural Gas Co
- 8 Sandy Multi LLC
- 9 Comcast Corporation
- 10 Colony Northstar Inc

Top 10 Employers

The following list of the top ten employers is compiled from business license data by the City's Development Services Department.

- 1 Oregon Trail School District
- 2 Fred Meyer
- 3 Mt. Hood Corporations, Inc.
- 4 City of Sandy
- 5 Safeway
- 6 Avamere at Sandy
- 7 Johnson RV
- 8 AntFarm, Inc.
- 9 McDonald's
- 10 Quality Tank & Construction

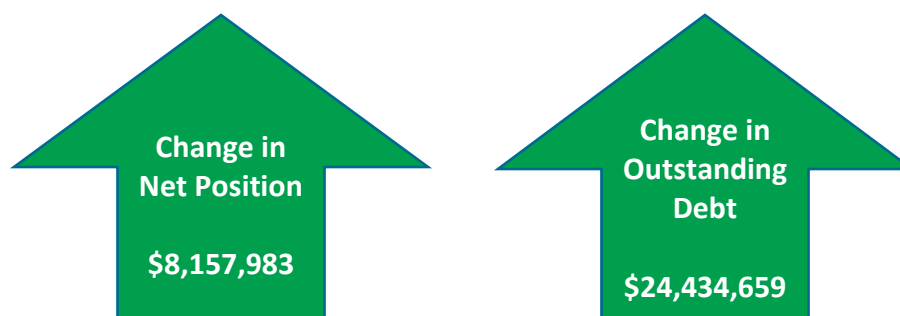
Audit Highlights

Oregon State statutes require an annual audit by independent certified public accountants. The firm, Talbot, Korvola & Warwick, LLP, was selected by the City. The auditors have issued an unmodified (“clean”) opinion on the City’s financial statements for the fiscal year ended June 30, 2025. The independent auditor’s opinion is located at the front of the financial section of the Annual Comprehensive Financial Report (ACFR). The following information is summary highlights that were taken directly from the Management Discussion and Analysis section of the June 30, 2025 ACFR.

- The assets and deferred outflows of resources of the City of Sandy exceeded its liabilities and deferred inflows of resources at the close of the most recent fiscal year by \$86,803,701. Of this amount, \$15,976,598 represents unrestricted net position, which may be used to meet the City’s ongoing obligations to both citizens and creditors.

Total Assets	\$	169,405,373
Total Deferred Outflow of Resources	\$	5,016,759
Total Liabilities	\$	86,132,726
Total Deferred Inflow of Resources	\$	1,485,705
Net Position	\$	86,803,701

- The City’s total net position increased by \$8,157,983, not including the restatement for compensated absences that reduced beginning total net position by \$293,332. This, in large part, is due to increases in charges for services for both general government services, as well as business type services. Additionally, property tax collection and franchise fees continue to increase year-over-year. Finally, utility rates were increased to build the required capital needed for future infrastructure projects in both the Water and Wastewater Funds.
- The City’s governmental activities reported total net position of \$46,094,531, which is an increase of \$3,257,576. Approximately 6.6% of the total, or \$3,064,252, is unrestricted and thus available for spending at the City’s discretion.
- The City’s business-type activities reported total net position of \$40,709,170 which is an increase of \$4,900,407 from the prior year. Approximately 31.7% of the total, or \$12,912,346, is unrestricted and thus available for spending at the City’s discretion.
- The City of Sandy’s total outstanding debt increased by \$24,434,659 during the fiscal year, due to additional debt in the Water and Sewer Funds related to the repairs and replacement of aging infrastructure.



Financial Statements

Balance Sheet

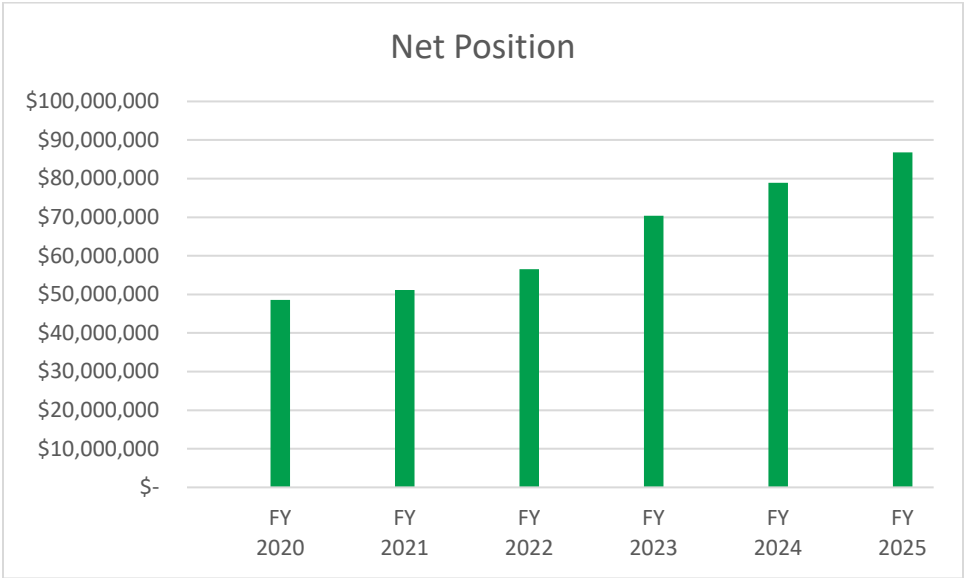
The Balance Sheet, also known as the Statement of Net Position, is the most important financial statement for understanding the financial health of the City. For the year ended June 30, 2025, the City of Sandy is in a very stable position, with an increase in net position of \$8.16 million. At year end, the City's assets and deferred outflow of resources exceeded its liabilities and deferred inflow of resources by over \$86.8 million. Below is a high-level summary of the City's net position:

	As of June 30, 2025	As of June 30, 2024	As of June 30, 2023	As of June 30, 2022
Assets				
Current Assets	53,092,592	\$ 29,842,744	\$ 32,765,333	\$ 33,805,630
Capital & Other Assets	116,312,781	107,765,359	96,722,234	73,279,636
Total Assets	169,405,373	137,608,103	129,487,567	107,085,266
Deferred Outflow of Resources				
Pension	4,988,126	4,111,442	3,649,760	4,493,100
OPEB	28,633	45,222	57,121	78,197
Total Deferred Outflow of Resources	5,016,759	4,156,664	3,706,881	4,571,297
Liabilities				
Current Liabilities	4,936,320	7,215,078	8,882,691	7,187,763
Longterm Liabilities	81,196,406	54,144,105	50,584,008	42,424,935
Total Liabilities	86,132,726	61,359,183	59,466,699	49,612,698
Deferred Inflow of Resources				
Pension	1,266,542	1,298,361	3,148,438	5,471,064
OPEB	219,163	168,173	196,351	66,466
Total Deferred Inflow of Resources	1,485,705	1,466,534	3,344,789	5,537,530
Net Position	86,803,701	\$ 78,939,050	\$ 70,382,960	\$ 56,506,335

Income Statement

The Income Statement, also known as the Statement of Activities, shows all revenues and costs associated with the operations of the City of Sandy. The following statement displays a high-level summary of the City's overall financial activity:

	FY 2025	FY 2024	FY 2023	FY 2022
Revenues	\$ 35,655,500	\$ 34,866,907	\$ 35,638,975	\$ 24,784,907
Expenses	27,497,517	26,310,817	21,762,350	19,442,626
Increase (Decrease) in Net Position	8,157,983	8,556,090	13,876,625	5,342,281
Net Position, Beginning	78,939,050	70,382,960	56,506,335	51,164,054
Net Position, Beginning, Restatement	(293,332)			
Net Position, Ending	\$ 86,803,701	\$ 78,939,050	\$ 70,382,960	\$ 56,506,335



The City of Sandy operates on a two-year budget, known as a biennium (BN). The City budgets at the “fund” level, meaning that various funds are established to account for revenues and expenditures for the City. The City currently maintains fourteen distinct funds, each with their own purpose. The Budget Committee approved the 2023-2025 Biennial Budget in May 2023. It was then forwarded to the City Council for adoption in June 2023. Supplemental budgets are allowed under Oregon Local Budget Law, ORS 294.471. There were two supplemental budget adjustments for Fiscal Year 2025. The following information reflects the City’s total budget, including any supplemental budget changes.

Fund Name	BN 23-25	BN 21-23	BN 19-21
General Fund	\$ 39,390,302	\$ 36,924,360	\$ 28,750,322
Street Fund	7,206,412	15,280,568	7,854,656
Transit Fund	11,119,613	5,728,597	7,696,882
Aquatic/Recreation Fund	158,000	336,624	293,482
Parks Capital Fund	5,229,638	3,490,039	2,479,561
Sewer Bond Reserve Fund	-	1,875,957	2,014,165
Full, Faith, & Credit Fund	1,775,634	1,775,634	1,775,634
Water Fund	24,155,615	6,575,566	5,710,870
Sewer Fund	30,912,645	40,829,102	10,189,926
Stormwater Fund	1,553,442	1,388,901	959,091
SandyNet Fund	5,396,843	4,954,102	3,619,470
Operations Center Internal Service Fund	251,000	125,000	126,000
Building Maintenance Internal Service Fund	409,230	409,230	440,000
Urban Renewal Agency Fund	11,380,898	10,359,987	8,784,533
Total City Budget	\$ 138,939,272	\$ 130,053,667	\$ 80,694,592

Highlights

The General Fund accounts for revenues and expenditures associated with the general operations of the City. This includes, but is not limited to, general administration, municipal court, finance, library, police, parks and recreation, planning, and economic development.

The Sewer Bond Reserve and Full, Faith, & Credit Funds are examples of funds that were created for debt service purposes, and all monies in these funds are restricted for principal and interest payments.

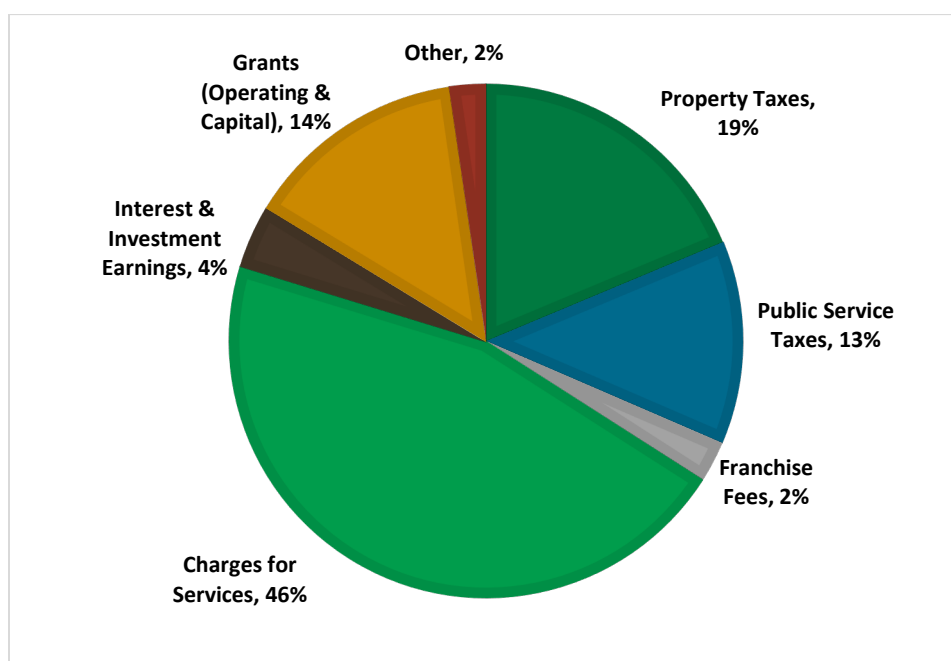
The Transit and Water Funds saw significant budgetary increases in the 23-25 biennium. The Transit Fund increase is related to the purchase of new electric transportation vehicles. The Water Fund increase is related to major system improvements to the existing water treatment facility as well as constructing a new pipeline to the Bull Run Treatment Facility to ensure the City has enough capacity to meet our future daily demand.

Revenues

Property Taxes

Clackamas County assess property taxes on behalf of all taxing jurisdictions within the county. In addition to city taxes, this includes the county, schools, and special districts. The City's tax rate is \$4.1152 per \$1,000 of taxable assessed value. Clackamas County is responsible for tracking and updating the taxable assessed values of all properties. Taxable assessed value increases are limited to three percent growth per year, as mandated by Measure 50.

Of the total property tax rate, approximately 32% is allocated to the City - 23% to the City's General Fund and 9% to the City's Urban Renewal Fund. The City collected \$6,675,456 in property tax revenue in Fiscal Year 2025.



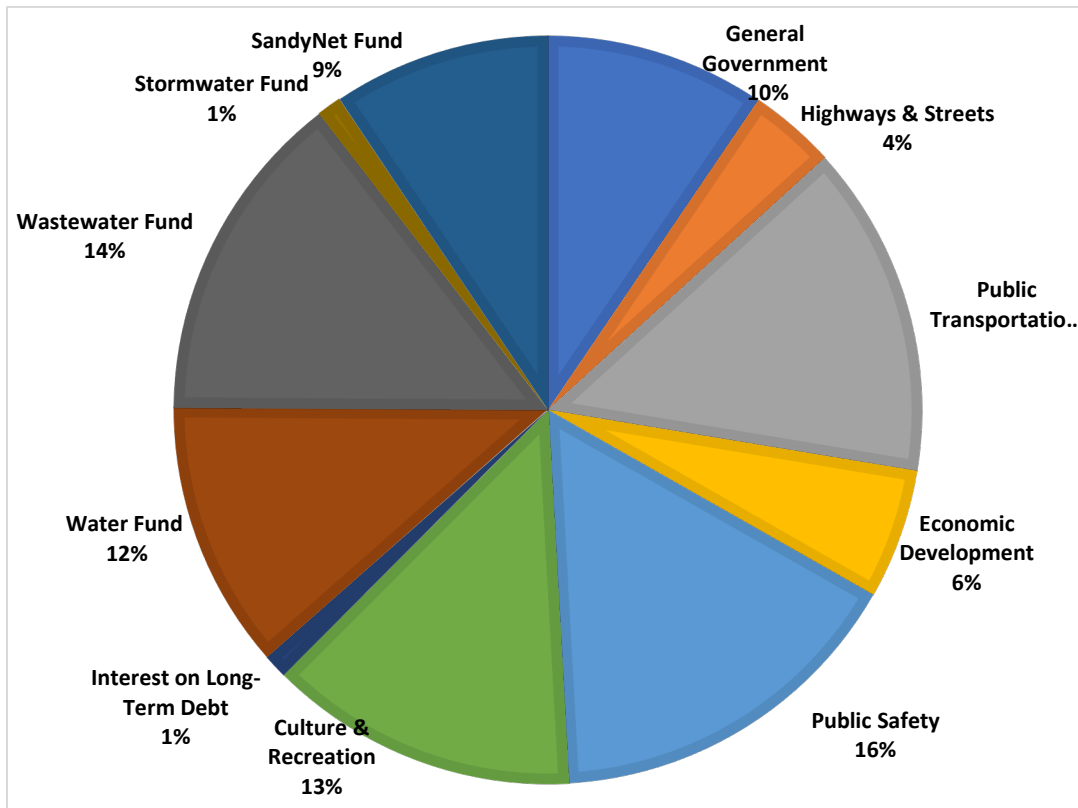
Other Revenue

While the City collects a large portion of its revenue through property taxes, there are several other revenue sources for the City. These sources include public service taxes, franchise fees, charges for services, interest and investment earnings, and other revenues. Total revenue received in Fiscal Year 2025 was \$35,655,500.

Public Service Taxes	\$ 4,540,319
Franchise Fees	927,974
Charges for Services	16,276,855
Interest & Investment Earnings	1,418,649
Grants (Operating & Capital)	5,003,546
Other	812,701

Expenses

The City of Sandy classifies its expenses into specific groupings, which help illustrate the cost associated with different services that are provided. Each of the following categories contains expenses related to personnel, materials and services, and debt payments. Expenses for Fiscal Year 2025 totaled \$27,497,517.



Additional information regarding the City's expenses, including a more detailed breakdown of these expenses, can be found in the City's Annual Comprehensive Financial Report (ACFR).

General Government	\$ 2,608,348
Highways & Streets	1,033,222
Public Transportation	3,949,569
Economic Development	1,547,768
Public Safety	4,368,140
Culture & Recreation	3,672,301
Interest on Long-Term Debt	288,663
Water Fund	3,181,938
Wastewater Fund	3,967,446
Stormwater Fund	294,057
SandyNet Fund	2,586,065
Total	\$27,497,517

Financial Policies & Glossary

Financial Policies

The City of Sandy has several financial policies that are used to assist in the overall positive position of the City's financial health. Below is a condensed version of some of the City's policies. Additional information on financial policies can be found in the BN 23-25 Budget Document.

General Fund Reserve Policy

The General Fund shall have a reserve balance of at least five percent (5%) of operations. This reserve will be accounted for in the Non-Departmental department. The intent of this reserve is to: (1) Retain adequate reserves for operational purposes for a period of two months, (2) Generate interest income, and (3) Reduce the need for any short-term borrowing.

Investment Policy

The City of Sandy's funds will be invested in accordance with the provisions of, but not limited to, all current and future applicable Oregon Statutes. The City will conform to all federal, state, and other legal requirements. City of Sandy's invest objectives are as follows:

1. Preserve of capital and protection of investment principal by mitigating credit risk and interest rate risk.
2. Maintain sufficient liquidity to meet operating requirements that are reasonably anticipated by structuring the portfolio so that securities mature concurrent with cash needs to meet anticipated demands.
3. Diversify to avoid incurring unreasonable risks regarding specific security types or individual financial institutions.
4. Attain market value rate of return throughout budgetary and economic cycles.

Glossary

Charges for Services: Includes a variety of fees charged to customers for services provided.

Business-Type Activities: Activities that are generally financed by fees charged to customers for services provided. This includes Water, Sewer, Stormwater, and Telecommunications.

Deferred Inflow of Resources: Refers to an acquisition of an asset that is applicable to a future reporting period.

Deferred Outflow of Resources: Refers to a consumption of an asset that is applicable to a future reporting period.

Governmental Activities: Activities that are generally financed through taxes, intergovernmental revenues, and other nonexchange revenues.