# Department of Community Services

RTO:      Chair Jessica Vega Pederson
             Jenny Smith, Chief of Staff
             Christopher Neal, Chief Operating Officer
             Christian Elkin, Budget Director

FROM:    Margi Bradway, Department of Community Services

DATE:     February 6, 2026

RE:       FY 2027 Requested Budget Transmittal Letter

## Department Overview

The Department of Community Services (DCS) is a unique department with four distinct divisions - Elections, Transportation, Animal Services and Land Use Planning - and includes strategic initiatives that support the County. The Department weaves the work of these different divisions together to advance both county and department mission, vision, values and goals, prioritizing equity and safety through our day-to-day work. The mission of the Department of Community Services preserves harmony between natural and built environments, keeps people and pets safe and ensures every voice is heard.

**Equity** and **Safety** are the foundations of our work. From the initial design to the final implementation, every operation, policy, program, and project reflects these values. We are dedicated to fostering a diverse workforce and ensuring all staff are culturally competent. Our services and programs are tailored to meet the diverse needs and expectations of our community. We prioritize worker and public safety, with a particular focus on traffic safety in our transportation investments, and promote long-term community health and resilience through Land Use Planning. Additionally, we support animals in need and are committed to delivering safe and secure elections.

DCS is made up for unique Divisions that serve Multnomah County:

1. **Transportation** maintains and operates 28 bridges, including six large bridges on the Willamette River, and 270 miles of roads and culverts. The Division is responsible for the design, construction, maintenance, operation, and planning for these roads and bridges. It is also home to the County Surveyor's office.
2. **Multnomah County Animal Services** (MCAS) protects the health, safety, and welfare of pets and people in Multnomah County and provides services 365 days a year. The

division is organized into four main program areas/work units: animal care, animal health, field services, and client services.

3. **Elections** serves approximately 570,000 voters in Multnomah County and conducts transparent, accurate, accessible and accountable elections in Multnomah County and maintains the public's confidence and trust in the elections process.

4. **Land Use Planning** serves unincorporated Multnomah County residents, farmers, tribes, businesses, and non-profit organizations in coordination with service districts, state and federal agencies, and cities through intergovernmental agreements (IGAs). Land Use Planning manages an area of 297 square miles (population of 11,818) including Sauvie's Island and the Columbia River Gorge National Scenic Area.

DCS is committed to an equitable, safe and healthy workplace. Over the past two years, DCS leadership has made a concerted effort to create a positive work culture based on the four C's: **Communication, Collaboration, Celebration and Customer Service**. We have updated and enhanced the physical spaces and improved the culture. DCS leadership has increased in-person employee celebrations, team events, workshops, and team meetings. We've conducted workshops focused on such topics as leadership, equity and how to create a psychologically safe workplace. The 4 C's define *how* we do our work every day.

DCS has strong alignment with the County's mission, vision and values. The County plans for the needs of a dynamic community, provides leadership to ensure quality services, prioritizes the needs of our most vulnerable and promotes a healthy, safe and prosperous community for all. In addition, DCS aligns our values with that of the **County Strategic Plan** as follows:

- **DCS Strengthens Community Vitality and Resilience** by building crisis response capacity, reinforcing critical infrastructure. The Transportation provides quality services engineering and road maintenance and innovative solutions for resilient roads and bridges ensuring access for the traveling public. Land Use Planning supports a thriving economy and aligns its decisions with the Chair's goals for affordable housing, economic stability and climate resiliency to promote a healthy and prosperous community.

- Animal Services work is grounded in **Supporting Community Health and Wellness** in the caring of animals and **Creates a Safe and Just Community** through the MCAS Field Services programs which protect the community from potentially dangerous animals, and building community trust through the collaboration with the MCAS Community Advisory Committee.

- **Be Accountable, Collaborative, and Transparent.** DCS is committed to transparent, data-driven decisions and foster trust of the general public. The Elections Office upholds these values every day to administer fair and accessible elections for the voters of Multnomah County. We provide timely information to the public and provide information, translation and aid to hard-to-reach and disabled voters.

- DCS Director's Office strives for **Operational Excellence**, embracing a culture of continuous improvement. DCS Director's Office leads department-wide training and coaching for managers, improves Department-wide processes such as new employee onboarding. We ground our work in equity and inclusion from development to implementation of all our operations, policies, programs and projects. DCS focuses on providing the best customer service to the public, whether it's issuing a land use permit or helping a voter understand an election.

DCS is streamlining its operations by aligning with the four focus areas of the County Strategic Plan. To ensure these priorities are felt at every level, we are developing a department-specific Strategic Plan that translates county-wide goals into local action. This roadmap is currently in progress and set for completion in Spring 2026.

# Decision-Making Strategy

The DCS budget prioritizes core services essential to fulfilling DCS' mission and directly serving the community. DCS is committed to excellent customer service, from permit issuance to election support. On December 3rd, 2025, DCS Director issued a guidance letter to all DCS Managers with specific instructions to prioritize programs on the following:

1. **Maintain core services to our customers.** Core services are the essential functions that directly serve our customers/constituents to fulfill our basic mission.
2. **Preserve services needed to perform legally-required duties.** Failing to meet legal obligations can result in lawsuits, fines and loss of public trust.
3. **Maintain promises made to the public, stakeholders, auditor and/or Board,** especially those that create reform, efficiency or process improvement. Broken promises damage credibility and erode public confidence in the organization.
4. **Apply an equity focus to your budget decisions** to preserve or advance programs, policies and projects that support DCS equity goals.
5. **Ensure safety is incorporated into your budget decisions** to preserve or advance programs, policies and projects that implement DCS safety goals, especially related to worker safety and the personal safety of DCS employees.

This framework provided the lens for all specific program decisions. For DCS, much of what we do is legally mandated. For example, Elections must follow federal and state laws, Land Use Planning activities are mandated by state law with specific timelines to issue permits, and MCAS functions under state and local laws to protect public safety. In a constraint year, we closely examined these legal requirements to identify our essential core services. Ultimately,

all decisions were then refined through the final two priorities: applying an equity focus and ensuring safety across all divisions and projects.

# Equity in Budgeting

**Equity Lens to Budget.** DCS uses our Budget Equity Tool to implement a budget evaluation process that is clear, transparent, and aligned with the department's commitment to equity goals, efficient operations, staff well-being, and compliance responsibilities.

Division leadership teams assessed the potential impact of proposed budget reductions and additions across six Guiding Categories:

- **Core Services:** Impact on day-to-day operations.
- **Compliance:** Impact on legal/ethical requirements and funding eligibility.
- **Credibility:** Impact on maintaining public promises and trust.
- **Equity:** Impact on advancing DCS's equity goals or worsening existing disparities.
- **Safety:** Impact on the personal safety of employees and the public.
- **Staff Success:** Impact on staff morale, well-being, and professional development.

The resulting Equity Analysis Score served to guide prioritization discussions and facilitate transparent, informed decision-making by the leadership team.

**Implementing the WESP goals**. DCS commits to fostering an equitable, inclusive, and racially just workplace, guided by the Workforce Equity Strategic Plan (WESP), the DCS Equity Strategic Plan, and the DCS Equity Program. WESP Specific Initiatives include:

- **New Onboarding Tool | Training, Evaluation & Policy, Standard Practice.** DCS enhanced the new hire experience with the development of a departmental Employee Onboarding Process.
- **360s for All DCS Managers | Accountability 1.1.** All managers will receive comprehensive 360s feedback to enhance accountability and leadership development. This feedback will be formally incorporated into the manager's Performance and Planning Review (PPR).
- **DCS Managers Training on Providing Feedback | Accountability 1.1.** In alignment with the WESP step to "Develop intentional partnership between employee and manager," the "Leading through Feedback" training content was folded into the FY 2026 Manager workshop series.

**Public Engagement.** DCS actively works to eliminate barriers to accessing the government and strives to provide accessible services in the following ways: 1) Providing services in multiple languages, such as our voter outreach education materials; 2) Ensuring online services are user-friendly, in layperson's terms and are easy to access; and 3) Encouraging training for staff to understand and respect the diverse cultural needs of the community, especially when interacting with customers.

**CBAC Engagement.** In alignment with the County's Strategic Plan, Focus Area 3, **Strengthen Community Vitality and Resilience**, DCS took a robust approach to volunteerism and civic engagement. DCS engaged extensively through nine meetings offering presentations and background information for every division of the department with its Community Budget Advisory Committee (CBAC) through the course of the FY 2027 budget development process. Each division presented a summary of its business including its current funding source(s), service and operational priorities and identified alternate funding streams where plausible.

# Budget Overview

The amount of General Fund the Department of Community Services would need to maintain FY 2026 ongoing programs is $25,662,859 and 236.50 FTE for FY 2027. This is referred to as the department's **base budget.** The base budget is that amount of the General Fund, plus Other Funds that the department has determined will be available in FY 2027, before any reductions are applied.

The Department of Department of Community Services 5% General Fund reductions totaled $1,283,143 and 6.00 FTE. **The base budget minus the reductions is the "constraint budget."**

The submissions are detailed in the table below.

| FY 2027 General Fund Budget Overview - Department of Community Services | | | |
|---|---|---|---|
| | FY 2027 Base Operating Budget | FY 2027 Reductions | FY 2027 Constraint Operating Budget |
| General Fund Budget* | 28,746,040 | (1,283,143) | 27,462,897 |
| General Fund FTE | 119.14 | (6.00) | 113.14 |

*Note: operating budget excludes cash transfers, contingency, and unappropriated balances (see pg 7).

The General Fund accounts for 19% of the department's $145.8 million FY 2027 constraint operating budget. With the Earthquake Ready Burnside Bridge project paused to secure additional funding, Vehicle Registration Fee (VRF) revenue is being moved to contingency. This

revenue will be available for future Willamette River bridge capital projects. The transportation division is currently developing an updated bridge capital improvement plan for next year.

| FY 2026 Adopted Budget to FY 2027 Constraint Budget by Fund - Department Community Services | | | |
|---|---|---|---|
| **Significant Fund** | **FY 2026 Adopted** | **FY 2027 Constraint Budget** | **Variance** |
| General Fund | 27,669,250 | 27,462,897 | (206,353) |
| Road Fund | 71,719,529 | 71,186,530 | (532,999) |
| Willamette River Bridge Fund | 33,650,197 | 13,826,902 | (19,823,295) |
| Burnside Bridge Fund | 33,025,016 | 17,776,758 | (15,248,258) |
| Sellwood Bridge Replacement Fund | 8,583,523 | 8,586,123 | 2,600 |
| All Other Funds | 8,173,342 | 6,996,008 | (1,177,334) |
| **Total Budget** | **182,820,857** | **145,835,218** | **(36,985,639)** |

**FY 2027 Constraint Budget**

General Fund
$27.5M
18.8%

Other Funds
$118.4M
81.2%
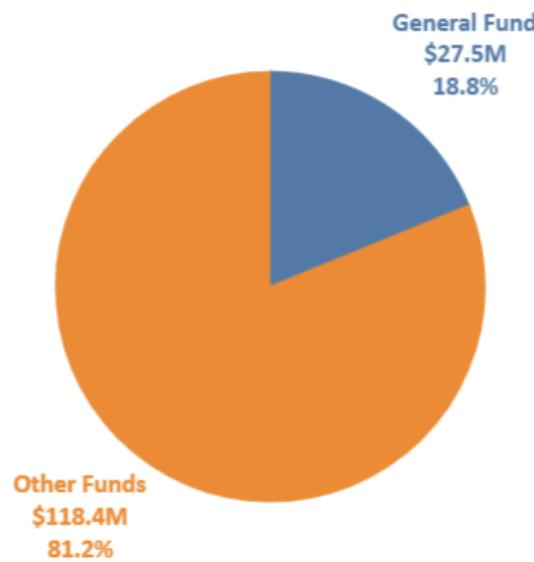
The constraint operating budget General Fund decreased by $0.2 million or 0.7% over the FY 2026 Adopted budget. Other Funds decreased by $37 million or 20%. The decrease in Other Funds is primarily Willamette River Bridge Fund ($19.8M) and Burnsside Bridge Fund ($15.2M).
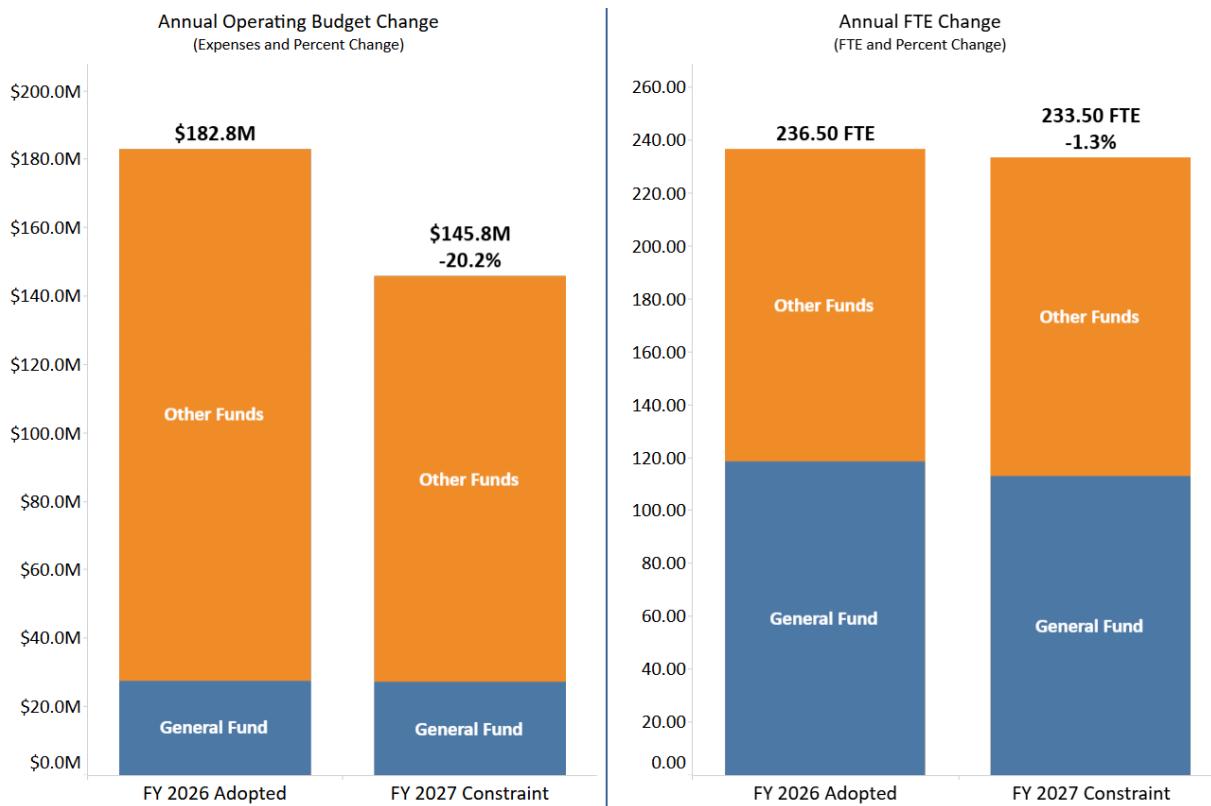
**Annual Operating Budget Change**
(Expenses and Percent Change)

**Annual FTE Change**
(FTE and Percent Change)

| FY 2026 Adopted Budget to FY 2027 Constraint Budget - Department of Community Services | | | |
|---|---|---|---|
| | **FY 2026 Adopted Budget** | **FY 2027 Constraint Budget** | **Variance** |
| Personnel Services | 39,248,808 | 40,700,962 | 1,452,154 |
| Contractual Services | 108,458,211 | 70,967,877 | (37,490,334) |
| Materials & Supplies | 4,665,235 | 4,793,844 | 128,609 |
| Internal Services | 30,123,603 | 29,082,535 | (1,041,068) |
| Capital Outlay | 325,000 | 290,000 | (35,000) |
| **Total Operating Budget** | **182,820,857** | **145,835,218** | **(36,985,639)** |
| Contingency (All Funds) | 42,483,365 | 57,320,169 | 14,836,804 |
| Internal Cash Transfers | 29,958,156 | 1,387,220 | (28,570,936) |
| Unappropriated Balances (Reserves) | 2,156,923 | 1,382,535 | (774,388) |
| **Total Budget** | **257,419,301** | **205,925,142** | **(51,494,159)** |
| **FTE** | **236.50** | **233.50** | **(3.00)** |

# Fund Summary

The graphic below shows the operating budget over time, which excludes cash transfers, contingency, and unappropriated. The FY 2027 information is the constraint budget; prior years are the Adopted budgets.

**Significant Operating Funds Trend: FY 2019 Adopted - FY 2027 Constraint Budget**

Legend:
- All Other Funds
- Capital Funds
- Fed/State Funds
- General Fund

Totals by year:
- 2019: $139.1M
- 2020: $139.1M, -0.1%
- 2021: $145.9M, 4.9%
- 2022: $159.2M, 9.1%
- 2023: $194.9M, 22.4%
- 2024: $198.8M, 2.0%
- 2025: $189.8M, -4.6%
- 2026: $182.8M, -3.7%
- 2027: $145.8M, -20.2%

| | 2019 | 2020 | 2021 | 2022 | 2023 | 2024 | 2025 | 2026 | 2027 |
|---|---|---|---|---|---|---|---|---|---|
| All Other Funds | $95.9M | $84.2M | $96.9M | $106.3M | $109.6M | $109.7M | $97.4M | $110.4M | $89.5M |
| Fed/State Funds | $1.0M | $0.5M | $1.5M | $1.2M | $1.5M | $2.3M | $2.4M | $2.1M | $2.5M |
| General Fund | $17.4M | $18.4M | $18.8M | $19.1M | $24.0M | $27.2M | $30.1M | $28.7M | $27.5M |
| Capital Funds | $24.7M | $35.9M | $28.6M | $32.6M | $59.8M | $59.6M | $59.9M | $41.6M | $26.4M |

# FTE History

The DCS proposed FY 2027 constraint budget will decrease by **6.00 FTE** as compared to the FY 2026 Adopted budget. If all 5% constraint reductions are taken, the FY 2027 FTE will be 233.50. DCS Transportation division added 3.00 FTE funded with other funds (Willamette River Bridge Fund and Road Fund).The graphic below shows changes in FTE over time.

### Significant Fund FTE Trend: FY 2019 Adopted - FY 2027 Constraint Budget

| | 2019 | 2020 | 2021 | 2022 | 2023 | 2024 | 2025 | 2026 | 2027 |
|---|---|---|---|---|---|---|---|---|---|
| Capital Funds | 0.00 | 0.00 | 0.00 | 0.00 | 4.25 | 3.50 | 5.30 | 4.95 | 0.85 |
| All Other Funds | 117.00 | 120.00 | 120.00 | 110.00 | 109.75 | 110.65 | 112.20 | 111.83 | 118.53 |
| Fed/State Funds | 0.00 | 0.00 | 0.00 | 0.22 | 0.32 | 1.08 | 0.73 | 0.93 | 0.98 |
| General Fund | 98.00 | 96.00 | 96.00 | 94.78 | 100.68 | 112.77 | 115.77 | 118.79 | 113.14 |

Legend: Capital Funds, All Other Funds, Fed/State Funds, General Fund

Totals: 215.00 FTE (2019), 216.00 FTE 0.5% (2020), 216.00 FTE 0.0% (2021), 205.00 FTE -5.1% (2022), 215.00 FTE 4.9% (2023), 228.00 FTE 6.0% (2024), 234.00 FTE 2.6% (2025), 236.50 FTE 1.1% (2026), 233.50 FTE -1.3% (2027)

# Division Overview

## Budget by Division

The graphs below show a breakdown of the operating constraint budget and FTE by division.

**Division Budget & Percent of Total**

| Division | Budget | Percent |
|---|---|---|
| Animal Services | $13,606,047 | 9.33% |
| DCS Director's Office | $7,053,767 | 4.84% |
| Elections | $7,843,518 | 5.38% |
| Land Use Planning | $2,871,440 | 1.97% |
| Transportation | $114,460,446 | 78.49% |

**FTE & Percent of Total**

| Division | FTE | Percent |
|---|---|---|
| Animal Services | 71.50 FTE | 30.62% |
| DCS Director's Office | 27.83 FTE | 11.92% |
| Elections | 15.00 FTE | 6.42% |
| Land Use Planning | 12.50 FTE | 5.35% |
| Transportation | 106.67 FTE | 45.68% |

## Divisions

DCS developed priorities at the Division that align closely with the **Countywide Strategic Plan** and the upcoming **DCS Strategic Plan.** These strategic outcomes are as follows:

**Animal Services**
- Provide and maintain pet care services that strive for high-quality care for the animals in the shelter as measured by industry best practices.
- Focus on communities in-need by removing barriers to reclaim, adopt or successfully transfer the pets in our care.
- Seek to have the length of stay of animals in our care consistent with industry best practices.
- Favor a supportive approach to humane law enforcement, centered in preservation of the human and animal bond.

**Elections**
- Conduct transparent, accurate, accessible and accountable elections that ensure public trust in Multnomah County and complies with all legal mandates.
- Provide equity-focused resources for communities of color, people with disabilities and non-English speakers.
- Provide excellent customer service that puts voters first.

**Land Use Planning**
- Provide outstanding and timely customer experience with efficient, inclusive and transparent review processes.
- Maintain zoning regulations that effectively advance County priorities, reflect County values and are based on contemporary best practices.
- Track and respond to high priority zoning code violations and resolve them in a timely manner.
- Provide garbage and recycling services in certain niche unincorporated areas.

**Transportation**
- Engage with partners and the community to develop, implement and advocate for policies that result in a safer, more equitable and sustainable transportation network.
- Build and maintain a transportation system that provides accessibility, mobility and safety for our community, while prolonging asset life and protecting the environment.
- Provide clear, transparent and timely service to our customers.
- Fund and deliver capital projects on time and on budget.

# Significant General Fund Reallocations within the Base Budget

| FY 2027 Significant General Fund Reallocations | | | | |
|---|---|---|---|---|
| **Division** | **Prog. #** | **Program Name** | **General Fund** | **FTE** |
| Animal Services | 90006 | Field Services - Deceased wildlife pickup | (70,000) | 0.00 |
| Animal Services | 90005 | Animal Services Client Services | 70,000 | 0.35 |
| **Total** | | | **0** | **0.35** |

Note: The amounts listed are those impacted by the reallocation, which may only be a subset of funds in a program offer

This proposal reallocates 0.35 FTE of the Animal Services Communications Coordinator (1.00 FTE total) from the donation fund (90004) back to the general fund (90005) offset by a reduction in the General Fund in contractual services for deceased wildlife pickup. The balance in the donation account will fund the remaining 0.65 FTE allowing this essential role to continue its role providing community engagement, data analysis and outreach.

# General Fund Reductions

For the FY 2027 budget, the Department of Community Services was asked to submit 5% in General Fund reductions. The reduction packages are listed in order of the department's priority for restoration (so Reduction 1 would be the first activity the department would want restored). Packages with a "0" priority are reductions that the department will make, and are not prioritizing. Additional details can be found on the FY 2027 Requested budget website.

**FY 2027 General Fund Base Budget**
**$28.7M**

FY 2027 Reduction Packages General Fund
($1.3M)
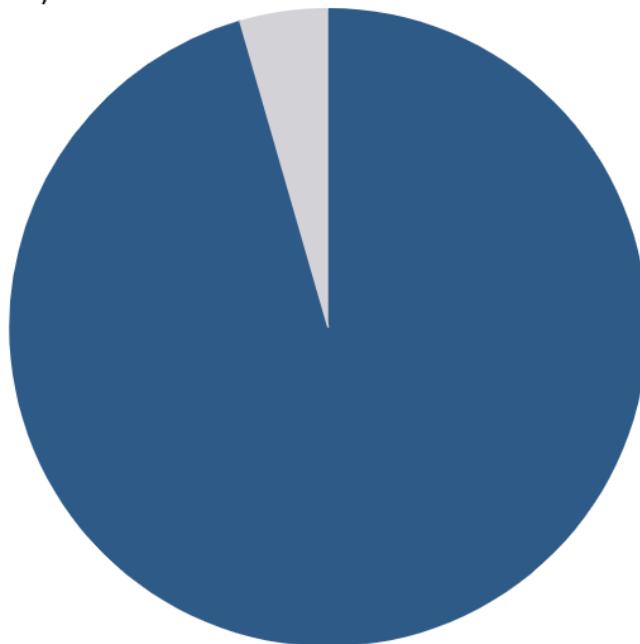


FY 2027 Constraint Budget General Fund
$27.5M

| 5% Reductions to Meet FY 2027 General Fund Constraint Allocation | | | | | |
|---|---|---|---|---|---|
| Priority for Restoration | Prog. # | Program Name | Brief Description | General Fund | FTE |
| 1 | 90007 | Animal Services Animal Care | Eliminate the animal enrichment program | (423,292) | (3.00) |
| 2 | 90021 | Land Use Planning | Reduction of Planner 1 position | (149,023) | (1.00) |
| 3 | 90010A | Elections | Eliminate November 2026 and May 2027 voters' pamphlets. | (211,929) | |
| 4 | 90000 | DCS Directors Office | Reduction in travel and training, funding | (91,218) | |
| 5 | 90006 | Animal Services Field Services | Eliminate field services dispatcher position | (134,054) | (1.00) |
| 6 | 90005 | Animal Services Client Services | Eliminate Office Assistant Senior position on the animal client services team | (130,534) | (1.00) |
| 7 | 90010A | Elections | Vacate Elections storage space | (143,093) | |
| Total Community Services | | | | (1,283,143) | (6.00) |

- **Animal Services Animal Care (90007) $423,292 / 3.00 FTE Filled**
    - This reduction includes eliminating the animal enrichment program, which involves 3.00 FTE (filled positions), because this program is not mandated by statute or code, unlike other essential services at the animal shelter.
    - Animal enrichment activities help achieve social, sensory, cognitive and physical stimulation of the pets in our care, reducing animal stress and improving adoptability. In turn, this helps pets transition more successfully from the shelter to permanent homes.
    - Restoring this funding is the top priority because the reduction severely impacts service quality, staff morale, community engagement and the well-being of animals at MCAS, and improves adoptions.

- **Land Use Planning (90021) $149,023 / 1.00 FTE Filled**
    - This reduction of 1.00 FTE Planner 1 (filled) will slow customer response times, hinder the ability to increase access to planners. Eliminating the position will impact the team's capacity to distribute the caseload and efficiently allocate cases, thus sustaining the heavy workload on current LUP staff. If this role was eliminated, there would be six planners remaining, resulting in the average annual caseload per planner increasing to 44 cases (from 60 cases currently)

- **Elections Voters Pamphlet (90010) $211,929 / 0.00 FTE**
    - Eliminates the cost of printing and delivering the November 2026 and May 2027 voters' pamphlets to every household in the county. The cost of the voter pamphlets is approximately $90,929 and $121,00, respectively. The Election information will continue to be provided online.

- **DCS Director's Office (90000) $91,218 / 0.00 FTE**
    - This reduction impacts funding for the internal DCS Safety program (workers safety) and the DCS Equity program by reducing materials and services for those two programs, leaving $5,000 each for both programs. It also reduces funds for Travel and Training.

- **Animal Services Field Services (90006) $134,054 / 1.00 FTE Vacant**
    - The reduction of 1.00 FTE Field Services Dispatcher results in reassigning field officers (who would normally be working in the community) covering the dispatch desk in order to ensure that calls are answered, information is provided and tasks are created. With this reduction, 2.0 FTE dispatchers would remain.

- **Animal Services Client Services (90005) $130,534 / 1.00 FTE Vacant**
    - This reduction of a 1.00 FTE Office Assistant Senior (vacant) in Animal Services Client Services will impact response times for the call center, front desk reception, facilitate return to owner functions, as well as licensing. It will create a staffing burden for the team with regard to distribution of work, and coverage of the essential functions for client services. With this reduction, 12.0 FTE will remain in the client services program.

- **Elections Storage Space (90010) $143,093 / 0.00 FTE**
    - This reduction will vacate the elections space in a county owned facility, the Yeon Building, that is being used for storage and preparing ballots returned by drop box during elections. Ballot storage will move back to the Elections office increasing vehicle congestion at the Elections office.

# General Fund Add Package Requests

The Department of Community Services add package requests totaling $160,000 in ongoing funding and $2,200,515 in one-time-only funding.

## Requests for New Ongoing General Fund

The following table lists the Department of Community Services ongoing requests above the base budget in order of priority.

| FY 2027 Add Package Requests (Ongoing) | | | | | | |
|---|---|---|---|---|---|---|
| Priority Order | Prog # | Program Name | Brief Description | General Fund | FTE | New/ Existing/ Backfill |
| 1 | 90010E | Elections GIS | 1.00 FTE for GIS support | 160,000 | 1.00 | New |
| Total | | | | 160,000 | 1.00 | |

- **Elections GIS Analyst (90010E) $160,000, 1.00 FTE**
  - This is an ongoing addition request for 1.00 FTE GIS Analyst in Elections.
  - This position will reduce risk of future failure by providing GIS support, data systems coordination, review, as well as evaluation of election operations, workflows, and practices. The position will also identify and recommend improvements on specialized information systems and other technologies.
  - A review was conducted between June-August 2024 by The Elections Group. The final report, *A Review of Address Mapping and District Attribution in Multnomah County*, made a recommendation to add a GIS specialist position within the Elections office for mapping of voter registration and district boundaries, as well as provide strategic support for the unique Elections technology systems.

# Requests for New One-Time-Only General Fund

The following table lists the Department of Community Services one-time-only requests in order of priority:

| FY 2027 Add Package Requests (One-Time-Only) | | | | | | |
|---|---|---|---|---|---|---|
| Priority Order | Prog # | Program Name | Brief Description | General Fund | FTE | New/ Existing/ Backfill |
| 1 | 90010C | Elections - RCV Operations | Administrative costs of ranked choice voting | 340,000 | 0.00 | New |
| 2 | 90010D | Elections RCV VEO | Ranked choice voting education and outreach | 260,515 | 0.00 | New |
| 3 | 90018B | ADA Ramps | Advancing progress toward ADA Ramp improvements | 1,500,000 | 0.00 | New |
| 4 | 90021B | Zoning Code Improvement Project | Final year of the Zoning Code Improvement Project | 100,000 | 0.00 | New |
| Total | | | | 2,200,515 | 0.00 | |

- **Elections Ranked Choice Voting Operations (90010C) $340,000**
  - This represents the operational costs of conducting ranked choice voting (RCV) including printing, mailing, and processing of the additional ballot page.

- **Elections Ranked Choice Voting Education and Outreach (90010D) $260,515**
  - Funds on-call outreach staff, a ballot insert, a countywide mailer, targeted paid advertising, a mock ranked choice voting (RCV) election platform, as well as the design, translation, and printing of new and existing RCV educational materials.

- **ADA Ramps (90018B) $1,500,000**
  - The American with Disability Act (ADA) and the County-adopted ADA Transition Plan require progress towards bringing all county-owned curb ramps into ADA compliance. This funding will advance the design of 63 ramps.

- **Zoning Code Improvement Project (90021B) $100,000**
  - The last phase of a 3-phase project, this request will fund the final phase of rewriting the county zoning code to make the code more accessible, flexible and alignment with County values.

# Other Significant Program Changes & Issues

**Transportation**

Long-term transportation funding faces significant challenges. The State Highway Fund has been declining for years, with gas tax revenue projected to continue its downward trend as vehicles become more fuel-efficient and electric vehicle adoption increases. Locally, Multnomah County's Vehicle Registration Fees (VRF), which declined during the pandemic, have yet to recover. Furthermore, federal funding and potential future grants are at risk - under the current federal administration we cannot rely on receiving discretionary grants to the level we have in the past. Consequently, Multnomah County's transportation infrastructure is deteriorating faster than available funding allows, leading to a growing backlog of deferred maintenance. The Oregon State Legislature passed a transportation bill in the 2025 legislature that would have provided more funding; however, that bill is at risk and the County cannot count on receiving any new funding in the future. In summary:

- **Federal discretionary funding** - Federal grants are anticipated to decline in FY 2027 and in upcoming years due this Federal Administration's priorities. In FY 2026 we had $20.6 million of funding in discretionary grants, and we are only budgeting $4.6 million of discretionary grants in FY 2027. Many of those grants were awarded by the prior federal administration and are anticipated to run out. In addition, Multnomah County also relies on federal funds allocated through ODOT, specifically through the Local Bridge Program. In the past few years, those funds have also decreased.

- **State Gas Tax** - Multnomah County receives gas tax that is collected by the state and locally. Gas Tax is a declining resource and anticipated to decline 5% in the next 5 years.

Taken into consideration the federal and state trends together, Transportation revenue is on the decline and is expected to decline even further in the future years.

**Vehicle Registration Fees**

In alignment with the Vehicle Registration Fee (VRF) Policy, supplemental revenue is directed toward the Willamette River Bridge program. These funds ensure we meet debt obligations, leverage state grants, and keep our infrastructure resilient.

VRF Revenue Allocations in order of priority for both operations and capital improvements:

1. **Financial Obligations & Inter-Agency Commitments**:
   - Sellwood Bridge Debt Service: $8.6 million annually through 2033 to retire bonds from the Sellwood Replacement project.
   - Earthquake Ready Burnside Bridge (EQRB) Debt Service: $4.9 paid in FY 2027.

- Road Program Exchange: A $3.0 million annual commitment (for three years) to support road system projects through an agreement with the City of Portland.
- Grant Matching: Provision of the mandatory 10% local match required to secure federally funded Large Bridge grant funds.

2. **Operations & Maintenance**: This includes the staff and materials needed in the bridge maintenance program as well as the bridge operators for the Willamette River Bridges.

3. **Capital Maintenance Projects**: Dedicated funding for large structural repairs that exceed the capacity of internal maintenance crews.

4. **Future Planning & Project Readiness**:

- Bridge Capital Improvement Plan (CIP) Update: In FY 2027, we will do a comprehensive refresh of the 2020 plan. With $1.8B in identified needs, this update is critical for prioritizing and accurately costing the next generation of bridge work.
- EQRB "Restart" Reserve: A strategic set-aside of $15M to ensure the Earthquake Ready Burnside Bridge project can mobilize immediately once construction funding is secured.

**Bridge Maintenance (90015) $274,124 / 2.00 FTE**
DCS proposes adding 2.00 FTE bridge maintenance specialists, funded by Multnomah County Vehicle Registration revenue. These new positions will supplement the current team of 11.00 FTE bridge workers who maintain the Willamette River Bridges which is insufficient to keep up with repairs.

**Earthquake-Ready Burnside Bridge Program**

During FY 2026, the project team successfully advanced the bridge design from 30% to 60% completion. This critical milestone signifies that the primary structural elements have been fully developed, ensuring the bridge is prepared to withstand a major Cascadia Subduction Zone earthquake and remain operational immediately afterward. This includes finalizing the development of the east-end cable-stay span, the central bascule (movable) span, and the west-end girder spans over the park. In addition, in FY 2026, staff will conduct extensive coordination with partner agencies regarding permits and ensure all design elements align with existing facility requirements.

For FY 2027, DCS will focus on fiscal stewardship and "shelf-readiness" with a budget of **$17.7M** (excludes contingency). As the project prepares for a potential pause before construction, the focus shifts to documenting the work completed and refining cost projections. The tasks to be completed:

- **Cost Validation**: The team will update construction estimates based on the 60% design and run statistical risk models to ensure the project cost estimate is robust and accounts for market volatility.
- **The "Design Blueprint"**: Documentation will be developed to detail the what, why, and how of the current design, providing a clear roadmap for when the project restarts.
- **Permit Management**: The team will finalize permits with long durations and prepare the groundwork for those required once construction funding is secured.

The steps will ensure that the project is as "shovel-ready" as possible when funding becomes available. An additional **$4.9M** in Vehicle Registration Fee (VRF) revenue is allocated for debt repayment under the EQRB Program (90019).

| Earthquake-Ready Burnside Bridge (90019) | FY 2026 Adopted | FY 2027 Requested |
|---|---:|---:|
| Personnel Costs | 1,216,903 | 237,292 |
| Professional Services | 25,976,942 | 12,466,864 |
| Materials and Supplies | 12,123 | 50,900 |
| Internal Services | 726,542 | 129,196 |
| Internal Service Capital Debt Retirement Fund | 4,892,506 | 4,892,506 |
| Land - Expenditure | 200,000 | |
| **Total Operating** | **33,025,016** | **17,776,758** |
| **Contingency** | **0** | **15,000,000** |
| **Total EQRB FY 2027 Budget** | **33,025,016** | **32,776,758** |

**Land Use Fees**

FY 2026 the Board approved a 54% fee increase of LUP Fees. This adjustment was highly effective in stabilizing departmental operations:

- Estimated Increased Revenue for FY 2026 is $200,000.
- Operational Impact in FY 2026: Funded a 1.00 Planner 1 and fully covered an existing 0.50 FTE front-counter position, improving public service and processing capacity.

Given these factors, DCS is proposing to raise Land Use Fees by 3.3%.

# Organizational Chart (Constraint Budget)



**Department of Community Services**
**$206,685,142 | 233.50 FTE**
Margi Bradway, Director

- **Transportation**
Jon Hendrichsen, Director
106.67 FTE
- **Animal Services**
Erin Grahek, Director
71.50 FTE
- **Elections**
Tim Scott, Director
15.00 FTE
- **Land Use Planning**
Megan Gibb, Director
12.50 FTE
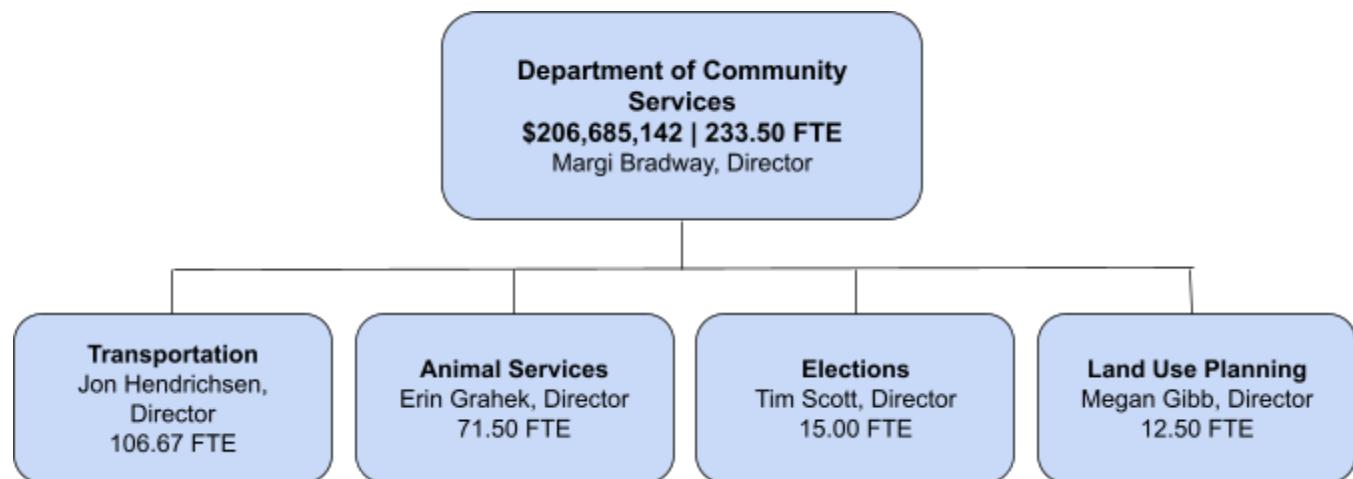
**Average Span by Division as of 12/1/25**
*(all employee types except contractors & volunteers)*

| Division | # of Supervisors | Average Span - All EE Types |
|---|---|---|
| Animal Services | 5 | 19.20 |
| DCS Director's Office | 6 | 5.00 |
| Elections | 2 | 25.00 |
| Land Use Planning | 3 | 4.00 |
| Transportation | 15 | 7.60 |
| **Grand Total** | **31** | **9.74** |

**Average Span by Division as of 12/1/25**
*(Regular and LDA only)*

| Division | # of Supervisors | Average Span - Regular, LDA only |
|---|---|---|
| Animal Services | 5 | 14.80 |
| DCS Director's Office | 6 | 5.00 |
| Elections | 2 | 7.00 |
| Land Use Planning | 3 | 4.00 |
| Transportation | 15 | 6.87 |
| **Grand Total** | **31** | **7.52** |

# Appendix A: Supplemental Information

## Equity Positions and Related Funding

| FY 2027 Equity Budget - Department of Community Services | | | | |
|---|---|---|---|---|
| Prog. # | Program Name | Equity JCN & Position Title or Budget Category | Total Equity Funding* | FTE |
| 900000 | Director's Office | 9715-Equity and Inclusion Manager | 218,900 | 1.00 |
| 900000 | Director's Office | Contractual Services | 10,000 | 0.00 |
| | | **Total** | **228,900** | **1.00** |

\* Funding is the FY 2027 constraint budget. Equity investment may only represent a portion of the total program offer budget.

DCS has one FTE that does equity work - the DCS Equity and Inclusion Managers. The Equity and Inclusion Manager is responsible for managing the DCS Equity Committee and implementing the Workforce Equity Strategic Plan (WESP) and DCS Equity Workplan. In addition, this position leads or co-leads training, on-boardings, and other key initiatives in the DCS Director's Office. This DCS Equity Program has a small budget to hire contractors for training, coaching, facilitating meetings and conflict-resolution.

## FTE by Bargaining Unit - Constraint Budget

| Nonrep/ Rep | Bargaining Unit | FY 2026 Adopted FTE | FY 2027 Constraint Budget FTE | +/- | % Change |
|---|---|---|---|---|---|
| Rep | 48 - IBEW Local 48 | 2.00 | 2.00 | 0.00 | 0.0% |
| Rep | 88 - AFSCME Local 88/Conf | 187.00 | 184.00 | (3.00) | (1.6%) |
| Nonrep | 99 - Mgmt/Exec Employee | 46.50 | 46.50 | 0.00 | 0.0% |
| Rep | 1019 - Sign Painters | 1.00 | 1.00 | 0.00 | 0.0% |
| **Total** | | **236.50** | **233.50** | **(3.00)** | **(1.3%)** |

# FTE by Fund - Constraint Budget

| Fund Name | FY 2026 Adopted FTE | FY 2027 Constraint Budget FTE | +/- | % Change |
|---|---|---|---|---|
| General Fund | 118.79 | 113.14 | (5.65) | (4.8%) |
| Road Fund | 64.45 | 68.03 | 3.58 | 5.6% |
| Federal/State Fund | 0.93 | 0.98 | 0.05 | 5.4% |
| Animal Control Fund | 1.00 | 0.65 | (0.35) | (35.0%) |
| Willamette River Bridge Fund | 36.38 | 39.83 | 3.45 | 9.5% |
| Land Corner Preservation Fund | 10.00 | 10.02 | 0.02 | 0.2% |
| Burnside Bridge Fund | 4.95 | 0.85 | (4.10) | (82.8%) |
| **Total** | **236.50** | **233.50** | **(3.00)** | **(1.3%)** |

# One-Time-Only (OTO) History & Plans

The Department of Community Services had $X of one-time-only (OTO) funding in the FY 2026 Adopted budget. The following table shows the breakdown of significant OTO funds, as shown in the FY 2026 Adopted Budget Director's Message, and explains the plan for FY 2027.

| One-Time-Only (OTO) History & Plans - Community Services | | |
|---|---|---|
| Program # - Name | FY 2026 Adopted GF OTO | Plan for FY 2027 |
| 90010C Elections Grants for RCV Voter Outreach and Education | 100,000 | Requesting again in FY 2027 (90010D) |
| 90008 - Animal Health - After Hours Emergency Services | 200,000 | No request - MCAS will discontinue the after hour emergency services. Donation funds will be available for emergency services for pets in foster care. |
| 90018B Phase 4 ADA Ramps | 1,000,000 | Requesting again in FY 2027 (90018D) |
| **Total** | **1,300,000** | |

# Appendix B: Countywide Strategic Plan

The table below shows the countywide Strategic Plan's Focus Areas and Outcomes that the department is directly responsible for collecting, tracking, and reporting data for measurement and analysis.

| Focus Area 1: Support Community Health and Wellness | | Division (when applicable) |
|---|---|---|
| Outcome 1 | Multnomah County is a trusted source for health, wellness and safety information and services | DCS - AS DCS |
| **Focus Area 2: Create a Safe and Just Community** | | |
| Outcome 2 | Safe neighborhoods throughout Multnomah County | DCS - AS |
| **Focus Area 3: Strengthen Community Vitality and Resilience** | | |
| Outcome 1 | Multnomah County is prepared for, and resilient to, emergencies and disasters | DCS - TD |
| Outcome 2 | Multnomah County is a diverse and thriving community through economic vitality | DCS |
| **Focus Area 4: Be Accountable, Collaborative and Transparent** | | |
| Outcome 1 | Multnomah County builds public trust through transparent, reliable, data-driven decisions and leadership in fiscal stewardship | DCS - ED DCS |
| Outcome 2 | Diverse community contracts and partnerships | DCS |

| | | Constraint Budget | | | | Reductions included in Constraint | | |
|---|---|---|---|---|---|---|---|---|
| **List of Program Offers - Department of Community Services** | | | | | | | | |
| Prog. # | Program Name | General Fund | Other Funds | Total Cost | Total FTE | General Fund | Other Funds | Total FTE |
| **Director's Office** | | | | | | | | |
| 90000 | Director's Office | 2,369,862 | 917,457 | 3,287,319 | 12.00 | (82,218) | | |
| 90001 | Human Resources | 1,174,207 | 0 | 1,174,207 | 5.00 | (2,000) | | |
| 90002 | Business Services | 572,253 | 2,019,988 | 2,592,241 | 10.83 | (7,000) | | |
| **Total Director's Office** | | **4,116,322** | **2,937,445** | **7,053,767** | **27.83** | **(91,218)** | | |
| **Animal Services** | | | | | | | | |
| 90004 | Animal Services Donation Fund | 0 | 1,366,000 | 1,366,000 | 0.65 | | | |
| 90005 | Animal Services Client Services | 3,792,797 | 1,200,000 | 4,992,797 | 16.35 | (130,534) | | (1.00) |
| 90006 | Animal Services Field Services | 2,959,639 | 10,000 | 2,969,639 | 17.00 | (121,874) | | (1.00) |
| 90007 | Animal Services Animal Care | 3,353,089 | 225,000 | 3,578,089 | 24.00 | (435,472) | | (3.00) |
| 90008 | Animal Services Animal Health | 2,566,092 | 5,000 | 2,571,092 | 13.50 | | | |
| **Total Animal Services** | | **12,671,617** | **2,806,000** | **15,477,617** | **71.50** | **(687,880)** | | **(5.00)** |
| **Election Services** | | | | | | | | |
| 90010A | Elections | 7,143,518 | 0 | 7,143,518 | 15.00 | (355,022) | | |
| 90010B | Elections - Special Elections | 700,000 | 0 | 700,000 | 0.00 | | | |
| **Total Election Services** | | **7,843,518** | **0** | **7,843,518** | **15.00** | **(355,022)** | | |
| **Land Use Planning** | | | | | | | | |
| 90020 | Land Use Planning (LUP) Code Compliance | 457,420 | | 457,420 | 2.00 | | | |
| 90021 | Land Use Planning | 2,374,020 | 40,000 | 2,414,020 | 10.50 | (149,023) | | (1.00) |
| **Total Land Use Planning** | | **2,831,440** | **40,000** | **2,871,440** | **12.50** | **(149,023)** | | **(1.00)** |
| **Transportation** | | | | | | | | |
| 90012 | County Surveyor's Office | 0 | 3,822,000 | 3,822,000 | 10.02 | | | |
| 90013 | Transportation Planning and Development | 0 | 7,282,959 | 7,282,959 | 13.96 | | | |
| 90015 | Maintenance and Operations | 0 | 25,609,611 | 25,609,611 | 68.55 | | | |
| 90017 | Transportation Administration | 0 | 53,702,606 | 53,702,606 | 1.47 | | | |
| 90018 | Transportation Capital | 0 | 27,873,425 | 27,873,425 | 11.83 | | | |
| 90018B | ADA Ramps Phase 5 | 0 | 1,000,000 | 1,000,000 | 0.00 | | | |
| 90019 | Earthquake Ready Burnside Bridge | 0 | 17,776,758 | 17,776,758 | 0.85 | | | |
| 90024 | City Supplemental Payments - Revenue Sharing | 0 | 36,371,441 | 36,371,441 | 0.00 | | | |
| **Total Transportation** | | **0** | **173,438,800** | **173,438,800** | **106.67** | **0** | **0** | **0.00** |
| **Total Department of Community Services** | | **27,462,897** | **179,222,245** | **206,685,142** | **233.50** | **(1,283,143)** | **0** | **(6.00)** |

This table includes cash transfers, contingencies, and unappropriated balances.

# Appendix D - Department Operating Expenditure Ledger Account Year-Over-Year Comparison

| Ledger Account | General Fund | | | Other Funds | | | Total | | |
|---|---|---|---|---|---|---|---|---|---|
| | FY 2025 Actuals | FY 2026 Adopted | FY 2027 Constraint | FY 2025 Actuals | FY 2026 Adopted | FY 2027 Constraint | FY 2025 Actuals | FY 2026 Adopted | FY 2027 Constraint |
| 60000 - Permanent | 8,453,148 | 9,766,639 | 10,041,385 | 9,210,957 | 11,273,571 | 11,938,345 | 17,664,105 | 21,040,210 | 21,979,730 |
| 60100 - Temporary | 863,045 | 869,000 | 880,000 | 361,918 | 365,278 | 430,662 | 1,224,963 | 1,234,278 | 1,310,662 |
| 60110 - Overtime | 420,341 | 329,078 | 230,000 | 330,888 | 482,003 | 359,500 | 751,229 | 811,081 | 589,500 |
| 60120 - Premium | 50,540 | 41,000 | 19,700 | 101,885 | 112,000 | 115,936 | 152,425 | 153,000 | 135,636 |
| 60130 - Salary Related | 3,213,130 | 3,967,591 | 4,135,979 | 3,615,394 | 4,863,349 | 5,145,350 | 6,828,524 | 8,830,940 | 9,281,329 |
| 60135 - Non Base Fringe | 220,614 | 116,500 | 119,000 | 121,953 | 61,280 | 109,017 | 342,567 | 177,780 | 228,017 |
| 60140 - Insurance Benefits | 2,911,721 | 3,382,914 | 3,369,414 | 2,857,876 | 3,546,024 | 3,720,249 | 5,769,597 | 6,928,938 | 7,089,663 |
| 60145 - Non Base Insurance | 94,769 | 37,517 | 39,291 | 57,732 | 35,064 | 47,134 | 152,501 | 72,581 | 86,425 |
| 60150 - County Match & Sharing | | | | 36,725,539 | 38,330,939 | 36,371,441 | 36,725,539 | 38,330,939 | 36,371,441 |
| 60160 - Pass-Through & Program Support | | 100,000 | 0 | 242,895 | | - | 242,895 | 100,000 | 0 |
| 60170 - Professional Services | 6,525,253 | 3,031,776 | 2,592,017 | 44,854,881 | 66,758,421 | 32,764,419 | 51,380,134 | 69,790,197 | 35,356,436 |
| 60190 - Utilities | 165 | | 0 | 267,262 | 120,000 | 101,000 | 267,427 | 120,000 | 101,090 |
| 60200 - Communications | 9,251 | 11,100 | 0 | 14,403 | 13,560 | 7,784 | 23,655 | 24,660 | 7,784 |
| 60210 - Rentals | 80,826 | 106,276 | 99,000 | 75,152 | 65,800 | 74,500 | 155,978 | 172,076 | 173,500 |
| 60220 - Repairs & Maintenance | 42,488 | 96,000 | 96,000 | 18,963 | 377,000 | 535,000 | 61,451 | 473,000 | 631,000 |
| 60240 - Supplies | 458,431 | 716,225 | 648,660 | 1,559,163 | 1,584,424 | 1,691,463 | 2,017,594 | 2,300,649 | 2,340,123 |
| 60246 - Medical & Dental Supplies | 257,752 | 80,000 | 80,000 | 10,291 | 85,000 | 85,000 | 268,043 | 165,000 | 165,000 |
| 60250 - Food | 63,571 | 20,000 | 20,000 | - | 10,000 | 10,000 | 63,571 | 30,000 | 30,000 |
| 60260 - Training & Non-Local Travel | 50,905 | 111,000 | 97,000 | 140,733 | 303,200 | 285,300 | 191,637 | 414,200 | 382,300 |
| 60270 - Local Travel | 157 | 5,600 | 4,600 | 27 | - | 0 | 184 | 5,600 | 4,600 |
| 60290 - Software, Subscription Computing, Maintenance | 276,133 | 515,800 | 442,843 | 343,355 | 224,961 | 391,800 | 619,487 | 740,761 | 834,643 |
| 60310 - Pharmaceuticals | 11,993 | 6,000 | 6,000 | | 20,000 | 20,000 | 11,993 | 26,000 | 26,000 |
| 60320 - Refunds | 21,313 | 7,000 | 7,000 | 24,334 | 40,909 | 45,294 | 45,647 | 47,909 | 52,294 |
| 60340 - Dues & Subscriptions | 10,842 | 22,700 | 22,700 | 26,602 | 122,680 | 22,900 | 37,444 | 145,380 | 45,600 |
| 60350 - Indirect Expense | | | | 2,072,622 | 3,097,064 | 3,082,571 | 2,072,622 | 3,097,064 | 3,082,571 |
| 60355 - Project Overhead | 126,009 | | | 1,246,535 | 138,754 | 250,550 | 1,372,544 | 138,754 | 250,550 |
| 60370 - Internal Service Telecommunications | 130,976 | 164,147 | 159,490 | 124,033 | 123,314 | 117,726 | 255,009 | 287,461 | 277,216 |
| 60380 - Internal Service Data Processing | 1,458,349 | 1,478,387 | 1,559,116 | 1,315,326 | 1,334,238 | 1,358,355 | 2,773,675 | 2,812,625 | 2,917,471 |
| 60411 - Internal Service Fleet Services | 290,042 | 289,159 | 292,142 | 1,976,991 | 2,104,622 | 1,888,235 | 2,267,033 | 2,393,781 | 2,180,377 |
| 60412 - Internal Service Motor Pool | 76,778 | 44,410 | 64,155 | 3,989 | 7,558 | 4,816 | 80,767 | 51,968 | 68,971 |
| 60430 - Internal Service Facilities & Property Management | 1,562,569 | 1,753,788 | 1,769,745 | 1,925,712 | 2,427,594 | 2,323,293 | 3,488,281 | 4,181,382 | 4,093,038 |
| 60432 - Internal Service Enhanced Building Services | 144,458 | 330,301 | 371,237 | 120,783 | 234,392 | 246,017 | 265,241 | 564,693 | 617,254 |
| 60435 - Internal Service Facilities Service Requests | 200,241 | | | 237,945 | | 45,000 | 438,186 | | 45,000 |

## Appendix D - Department Operating Expenditure Ledger Account Year-Over-Year Comparison

| Ledger Account | General Fund | | | Other Funds | | | Total | | |
|---|---|---|---|---|---|---|---|---|---|
| | FY 2025 Actuals | FY 2026 Adopted | FY 2027 Constraint | FY 2025 Actuals | FY 2026 Adopted | FY 2027 Constraint | FY 2025 Actuals | FY 2026 Adopted | FY 2027 Constraint |
| 60440 - Internal Service Other | 343,582 | 144,300 | 144,300 | 320,798 | 2,643,234 | 1,984,053 | 664,381 | 2,787,534 | 2,128,353 |
| 60450 - Internal Service Capital Debt Retirement Fund | | | | 13,770,510 | 13,767,861 | 13,478,629 | 13,770,510 | 13,767,861 | 13,478,629 |
| 60461 - Internal Service Distribution | 96,940 | 56,924 | 82,884 | 25,266 | 17,109 | 14,913 | 122,207 | 74,033 | 97,797 |
| 60462 - Internal Service Records | 38,494 | 68,118 | 69,239 | 27,971 | 37,083 | 26,619 | 66,465 | 105,201 | 95,858 |
| 60520 - Land - Expenditure | | | | | 325,000 | 180,000 | | 325,000 | 180,000 |
| 60550 - Capital Equipment - Expenditure | | | | 119,683 | | 110,000 | 119,683 | | 110,000 |
| 60568 - External Loans Remittances | | | | 230,759 | 237,075 | 240,000 | 230,759 | 237,075 | 240,000 |
| Accounting Adjustments | (58,196) | | | (7,013) | | | (65,209) | | 0 |
| 69000 - Offset, Project Overhead | | | | (1,372,544) | (138,754) | (250,550) | (1,372,544) | (138,754) | (250,550) |
| **Total** | **28,446,630** | **27,669,250** | **27,462,897** | **123,101,569** | **155,151,607** | **119,372,321** | **151,548,200** | **182,820,857** | **146,835,218** |

This table does not include cash transfers, contingencies, and unappropriated balances.