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Comparative Analysis of Annual Budget Recommendation & Final Approved Appropriations Ordinance Fiscal Year 2025

Table of Contents

Budget Overview	1
FY 2025 Executive Budget Recommendation	1
FY 2025 Final Substitute Ordinance	2
Revenue Funds	2
Expenditure: Recommended vs. Final Appropriations	3
Finance and Administration	
Public Safety	5
Community Services	6
City Development	7
Regulatory	7
General Financing Requirements	8
Infrastructure Services	8
Legislative and Elections	9
Conclusion	
Appendix A. Summary of all departmental expenditures	10
Appendix B. Summary of all revenue funds	11



Budget Overview

The City of Chicago (City) submits an annual Executive Budget Recommendation to the City Council outlining the Administration's priorities and recommendations for spending and revenue for the upcoming year. Developed by the Mayor's Office of Budget and Management (OBM), the City's Budget Recommendation presents budget details for all local funds and revenue sources as well as the City's anticipated grant funding. The City Council then identifies and negotiates changes to the proposed budget, develops the final Annual Appropriations Ordinance that includes substitute corrections and revisions made to the Mayor's Budget Recommendation, and votes to approve the Ordinance into the Chicago Municipal Code. The City Council-approved Appropriations Ordinance authorizes the spending levels and revenue mechanisms for the City to implement over the next fiscal year. The budget must be balanced, meaning it must present a plan where revenue meets or exceeds the expected spending.

The City Council's Office of Financial Analysis (COFA) is required to provide an analysis of the City's annual proposed budget. This report, in addition to COFA's Fiscal Year (FY) 2025 Budget Recommendations Summary, fulfills this directive and presents a comparison between the Mayor's budget proposal for FY 2025 and the City Council's final appropriations ordinance.²

FY 2025 Executive Budget Recommendation

The City released the FY 2025 Budget Recommendation on October 30, 2024, presenting a \$17.3 billion spending plan for FY 2025.³

The Executive Budget Recommendation was developed through a partnership between the Administration and community members between April and July 2024, with various engagement methods for the public to work with the Mayor's team. The proposed budget highlights the Administration's policy priority areas: community safety; effective and efficient governance and services; human rights and equity and arts and culture; housing and homelessness support; mental health and wellness; and youth and economy. Key investments within these priority areas include rapid rehousing (\$7 million), unification of the shelter systems for unhoused and migrant populations through the One System Initiative (\$25 million), additional youth employment position funding (\$20 million), and various operational increases.

With a focus on efficiencies and savings, the Administration proposed \$43 million in personnel savings, almost \$250 million in operational efficiencies, and \$300 million reduction of Corporate Fund subsidy to pension funds. The proposed budget eliminated 743 vacant positions across the City, with 456 from the Chicago Police Department.⁴ To support revenues, the recommended

¹ Municipal Code of Chicago. Ch. 2-53-030: Director – Powers and duties.

² City Council Office of Financial Analysis. Fiscal Year 2025 Budget Recommendations Summary.

³ City of Chicago OBM. <u>2025 Budget Overview</u>.

⁴ Civic Federation. Chicago's FY2025 Proposed Budget Exacerbates Structural Imbalance.



budget included a \$300 million property tax increase and cited other opportunities for revenue generation through increased use Tax Increment Finance (TIF) surplus, improvement of revenue projects and debt collections, and \$21 million in additional revenue enhancements. The tax increase and cuts to vacant positions was in pursuit of addressing the City's Corporate Fund budget gap – an imbalance between existing revenues and anticipated expenses – of \$982.4 million.⁵

FY 2025 Final Substitute Ordinance

The final Substitute Ordinance for FY 2025 passed the City Council by a 27-23 vote on December 16, 2024 following weeks of political debate. Budget negotiations resulted in a final spending agreement of \$17.1 billion – primarily in line with the Executive Budget Recommendation.⁶

A notable difference between the initial Executive Budget Recommendation and the final Ordinance was the removal of a \$300 million property tax increase. Following significant opposition from the City Council, the Administration replaced the property tax increase with a variety of small tax and fee increases and staffing cuts.

Table 1.	FY 2025,	total exp	enditures,	proposed	budget vs.	final budget

	Executive Recommended Budget	Final Substitute Ordinance	% Variance
Total, All Functions	\$18,737,347,480	\$18,842,061,980	.56%
Deductions and Transfers	\$1,439,613,311	\$1,739,613,611	
Net Total, All Functions	\$17,297,733,869	\$17,102,448,369	-1.17%

Revenue Funds

The City of Chicago collects revenue or receives cash inflows from various sources:

- Corporate Fund: The primary source for most City spending and typically the focus when
 discussing the City's need to pass a balanced budget. Includes: local tax revenue, proceeds
 and transfers in, local non-tax revenue, and intergovernmental revenue such as state income
 tax and personal property replacement tax, municipal auto rental tax, and reimbursements
 for city services.
- Enterprise Fund: Self-supporting funds that derive revenues from user charges as well as those that account for the operation, acquisition, and maintenance of government services. Includes: Midway Airport Fund, O'Hare Airport Fund, Sewer Fund, and Water Fund.

⁵ City of Chicago OBM. <u>2025 Budget Forecast</u>.

⁶ City of Chicago OBM. FY2025 Annual Appropriations Ordinance.



- Special Revenue Fund: A wide range of funds used to account for specific source revenue. Includes: Vehicle Tax Fund, Mort Fuel Tax Fund, Library Fund, Emergency Communication Fund, Tax Increment Financing Administration Fund, and Garbage Collection Fund, among many others.
- **Debt Services Funds**: Special funds to pay debt principal and interest; these funds essentially act as savings accounts dedicated to servicing debt obligations. Includes: Bond Redemption and Interest Series Fund, the Library Note Redemption and Interest Tender Notes Series "B" Fund, and the City Colleges Bond Redemption Interest Fund.
- **Pension Funds**: Separated funds to account for contributions to City's four pension funds. There are four pension funds: the Municipal Employees' Annuity and Benefit Fund, the Laborer's Annuity and Benefit Fund, the Policemen's Annuity and Benefit Fund.
- **Grants**: Intergovernmental grant funds from federal, state, and local grants as well as private grant donations, for the purpose of supporting various City services, programs, and capital improvements.

The primary changes in spending between the FY 2025 Executive Budget Recommendation and the final Substitute Ordinance are reflected in the Corporate Fund. Corporate Fund revenues were affected by decreased revenue expectations from Personal Property Replacement Taxes (PPRT) transferred from the state. To account for the lower-than-expected revenue, the Administration proposed a \$300 million increase in property tax revenue; however, the tax was met with significant pushback and the increase was eliminated in the final appropriations agreement. The Administration made various adjustments to revenues and spending to account for the removal of the property tax: staffing cuts; refinancing of certain debts; higher taxes on bags, streaming services, personal property leasing, cloud computing services, and valet parking businesses; and higher fees for parking stickers, certain business licenses, and rideshare trips during high congestion hours. But the final appropriation and the final appropriations agreement.

Expenditure: Recommended vs. Final Appropriations

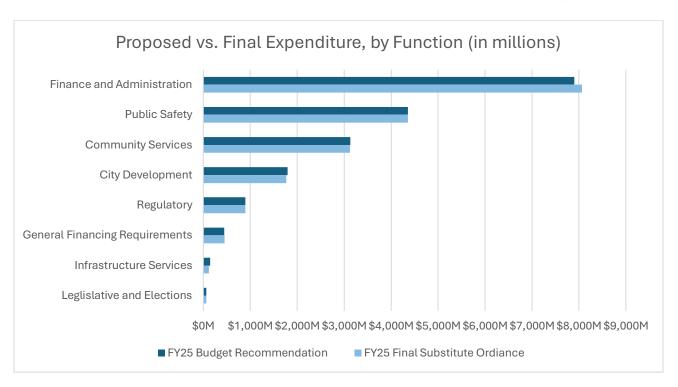
As depicted in **Figure 1**, public safety constitutes the largest spending function, followed by general financing requirements. The remaining functions make up around 20% of City spending combined. Appropriations for spending functions are funded through a variety of revenue sources, including the Corporate Fund, Enterprise Funds, Special Revenue Funds, Debt Services Funds, Pension Funds, and grants from other levels of government or private sources (see "Revenue Funds").

Figure 1. Top expenditures, by spending function

⁷ City of Chicago OBM. Monthly Revenue Report December 2024.

⁸ Block Club Chicago. City Council Passes 2025 Budget that Avoids Property Tax Hike, December 16, 2024





Spending changes are summarized in **Table 2**, broken down by budget function. The respective Departments and Office that make up each function are listed below each function category.

Table 2. Summary, proposed vs. final budget, by function *

Function	Executive Budget Recommendation	Final Substitute Ordinance	%Variance**
Finance and Administration	\$896.66	\$894.18	28%
Public Safety	\$3,131.94	\$3,124.02	25%
Community Services	\$1,795.00	\$1,767.18	-1.55%
City Development	\$444.21	\$453.97	2.20%
Regulatory	\$146.47	\$115.16	-21.38%
General Financing Requirements ⁹	\$7,902.03	\$8,065.66	2.07%
Infrastructure Services	\$4,355.37	\$4,356.85	.034%

⁹ General financing represents cross-departmental expenses; while not an individual department, the City tracks general finance expenditure like its own department.



Legislative and Elections	\$65.12	\$65.31	.29%

^{*} in millions of dollars

Finance and Administration

FY25 Proposed: \$896.66 million | **FY25 Final**: \$894.18 million

Office of the Mayor, Office of Budget and Management, Office of City Clerk, City Treasurer's Office, Department of Technology and Innovation, Department of Administration Hearings, Department of Finance, Department of Human Resources, Department of Law, Department of Procurement Services, Department of Fleet and Facility Management

Table 3. Finance and administration changes, proposed vs. final budget, by Department*

Department	Executive Budget	Final Substitute	%Variance
	Recommendation	Ordinance	
Office of Mayor	\$21,525,698	\$19,646,656	-8.73%
Office of Budget and	\$20,449,968	\$18,568,096	-9.20%
Management			
Department of Finance	\$110,882,093	\$112,325,541	1.3%
Department of	\$8,457,216	\$8,560,770	1.22%
Administrative			
Hearings			

^{*}Reflects variances over 1%

Changes in the Mayor's office included a 50% reduction in anticipated Coronavirus Local Fiscal Recovery Fund contributions to the reserve balance as well as reduced Corporate Fund spending on salaries and wages. Similarly, OBM amendments reflected reduced reserve balance from Coronavirus Local Fiscal Recovery Funds going to reserve balance and in Corporate Fund spending on salaries and wages. Department of Finance spending increased for professional and technical services, IT maintenance, and salaries and wages. The Department of Administrative Hearings was amended to increase spending on subscription and membership dues and for professional and technical services.

Public Safety

FY25 Proposed: \$3,131.94 million | **FY25 Final**: \$3,124.02 million Chicago Police Department, Chicago Fire Department, Community Commission for Public Safety and Accountability, Civilian Office of Police Accountability, Office of Emergency Management and Communication, Office of Public Safety Administration

^{**%} may not be exact due to rounding



Table 4. Public safety changes, proposed vs. final budget, by Department*

Department	Executive Budget	Final Substitute	%Variance
	Recommendation	Ordinance	
Community Commission	\$4,072,702	\$3,986,182	-2.12%
for Public Safety and			
Accountability			
Office of Public Safety	\$166,776,962	\$152,138,585	-8.78%
Administration			

^{*}Reflects variances over 1%

The Community Commission for Public Safety and Accountability saw cuts in salaries and wages. Adjustments to the Emergency Communication Fund (an Enterprise Fund) largely impacted the Office of Public Safety Administration's appropriations. These funds were cut from repair parts and material, telephone maintenance and repair, data circuits, repair and maintenance of equipment, and professional services for IT development and IT maintenance. The budget amendment for the Office of Public Safety Administration also increased Corporate Funds to professional services for IT maintenance and to equipment maintenance.

Community Services

FY25 Proposed: \$1,795.00 million | **FY25 Final**: \$1,767.18 million

Department of Public Health, Department of Family and Support Services, Mayor's Office for People with Disabilities, Commission on Human Relations, Chicago Public Library

Table 5. Community services changes, proposed vs. final budget, by Department*

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Department	Executive Budget	Final Substitute	%Variance
	Recommendation	Ordinance	
Department of Public	\$699,839,541	\$689,641,355	-1.46%
Health			
Department of Family	\$955,438,394	\$937,819,585	-1.84%
and Support Services			

^{*}Reflects variances over 1%

The Department of Public Health was amended to reduce Coronavirus Local Fiscal Recovery Funds going to its reserve balance as well as decreased Corporate Funds to support salaries and wages. The Department of Family and Support Services saw a similar reduction in Coronavirus Local Fiscal Recovery Funds for reserve and reduced appropriations for summer programs via the Corporate Fund. The Department of Family and Support Services saw increasing appropriations for the Department's delegate agencies via state grant funding, spending for subscription and membership dues through community development block grant funds, and a 133% increase for gender-based violence services via the Corporate Fund.



City Development

FY25 Proposed: \$444.21 million | **FY25 Final**: \$453.97 million

Department of Housing, Department of Cultural Affairs and Special Events, Department of Planning and Development

Table 6. City development changes, proposed vs. final budget, by Department*

Department	Executive Budget	Final Substitute	%Variance
	Recommendation	Ordinance	
Department of	\$238,512,603	\$248,512,603	4.19%
Housing			

^{*}Reflects variances over 1%

The primary driver of the amended increased appropriations for the Department of Housing is for its reserve balance from local public and private grant funds (a 1,444.49% increase to almost \$11 million). The reserve balance also saw a decrease in state grant funds. Within specific Housing programs, the FY 2025 amendment to the Budget Recommendation brought back funds for the abandoned residential property relief program that was included in prior budgets but not the initial proposed budget for 2025. Further, the amendment included appropriations for a home repair program, which was allocated within Finance General funds in FY 2024.

Regulatory

FY25 Proposed: \$146.47 million | **FY25 Final**: \$115.16 million

Department of Building, Department of Business Affairs and Consumer Protection, Department of Environment, the Office of Inspector General, License Appeal Commission, Animal Care and Control, Board of Ethics

Table 7. Regulatory changes, proposed vs. final budget, by Department*

Department	Executive Budget	Final Substitute	%Variance
	Recommendation	Ordinance	
Department of	\$81,413,763	\$50,132,350	-38.42%
Business Affairs and			
Consumer Protection			

^{*}Reflects variances over 1%

The Department of Business Affairs and Consumer Protection (BACP) saw the largest negative variance between the Executive Proposed Budget and the final Appropriations Ordinance. BACP appropriations were amended to include reduced Coronavirus Local Fiscal Recovery Funds going to reserve balance as well as to delegate agencies. Cuts to BACP's Corporate Fund appropriations include a notable cut for advertising and less significant cuts for schedule salary adjustments, office supplies, professional and technical services, and salaries and wages. Lower appropriations for



BACP were slightly offset by a114% increase in local public and private grant funds to support fringe benefits and schedule salary adjustments. (Fringe benefits are included in most departmental appropriations through various sources of grant funding; BACP was the only department with a notable difference in fringe benefit funds.) However, local public and private grant funds were cut from funding operations and maintenance reserve.

General Financing Requirements

FY25 Proposed: \$7,902.03 million | **FY25 Final**: \$8,065.66 million

General financing includes spending like employee benefits, contributions to employee pension funds, and non-personnel expenditures like information technology and long-term debt service payments.

Table 8. General financing changes, proposed vs. final budget, by Department*

Department	Executive Budget	Final Substitute	%Variance
	Recommendation	Ordinance	
Finance General	\$7,902,034,422	\$8,065,669,719	2.07%

^{*}Reflects variances over 1%

The positive adjustment to the amended general financing category is largely due to increases in Corporate Fund spending for the Policemen's Fund Pension and the Firemen's Fund Pension Allocation. Finance general requirements reduced appropriations for payment of bonds, both through the Corporate Fund and through bond redemption and interest series payments.

Infrastructure Services

FY25 Proposed: \$4,355.37 million | **FY25 Final**: \$4,356.85 million

Departments of Aviation, Department of Streets and Sanitation, Department of Transportation,

Department of Water Management

Table 9. Infrastructure services changes, proposed vs. final budget, by Department

Department	Executive Budget	Final Substitute	%Variance
	Recommendation	Ordinance	
Department of	\$2,037,827,721	\$2,039,303,751	.07%
Transportation			

All amendments to infrastructure services totaled <.1% in variance, with the only change reflected in the Department of Transportation. The Department of Transportation's appropriations were amended to account for increased federal grant support for payroll and a subsequent reduction in Corporate Fund payroll spending. The Department also increased Corporate Fund spending on equipment maintenance.



Legislative and Elections

FY25 Proposed: \$65.12 million | **FY25 Final**: \$65.31 million *Chicago City Council, Board of Election Commissioner*

Table 10. Legislative and elections changes, proposed vs. final budget, by Department

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Department	Executive Budget	Appropriations	%Variance	
	Recommendation	Ordinance		
City Council	\$36,619,458	\$36,805,986	.51%	

Increased funds for the Chicago City Council were comprised solely of higher Corporate Fund spending on salaries and wages.

Conclusion

Notably, actual spending and revenue collection will likely differ from the approved budget plan. Actual FY2025 spending and revenue will not be fully accounted for until the close of the fiscal year and the completion of the annual audit, the Comprehensive Annual Financial Report.¹⁰

Further, effective implementation of the FY2025 budget will undoubtedly be impacted by larger national, state, and local trends as well as the City's credit rating. Economic uncertainty from changes in Federal policy related to tariffs, immigration, and federal grants and financial assistance will have significant implications on the City's economy. Post-pandemic local and state revenue growth has declined in the past few quarters, further contributing to the need for new or increased revenue sources and spending cuts. The City's debt obligations also continue to grow, and borrowing costs are impacted by budget issues and larger economic trends. Thus, the City's spending needs will continue to evolve, influencing how the City chooses to implement its FY 2025 final appropriations ordinance.

¹⁰ City of Chicago Department of Finance. <u>ACFR – Annual Comprehensive Financial Reports Financial Statements</u> Overview.

¹¹ City Council Office of Financial Analysis. Analyses of Bond Rating Agency Actions.



Appendix A. Summary of all departmental expenditures

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Department	Recommendation	Final	%Variance
1 - Office of the Mayor	\$21,525,698	\$19,646,654	-8.73%
3 - Office of Inspector General	\$14,233,766	\$14,216,198	-0.12%
5 - Office of Budget and Management	\$20,449,968	\$18,568,096	-9.20%
6 - Department of Technology and Innovation	\$82,083,894	\$82,083,894	0.00%
15 - City Council	\$36,619,458	\$36,805,986	0.51%
21 - Department of Housing	\$238,512,603	\$248,512,603	4.19%
23 - Department of Cultural Affairs and Special Events	\$72,961,225	\$72,961,225	0.00%
25 - Office of City Clerk	\$15,091,753	\$15,093,753	0.01%
27 - Department of Finance	\$110,882,093	\$112,325,541	1.30%
28 - City Treasurer's Office	\$6,534,645	\$6,539,097	0.07%
30 - Department of Administrative Hearings	\$8,457,216	\$8,560,776	1.22%
31 - Department of Law	\$45,815,152	\$45,918,684	0.23%
33 - Department of Human Resources	\$13,495,641	\$13,367,100	-0.95%
35 - Department of Procurement Services	\$13,978,092	\$13,905,122	-0.52%
38 - Department of Fleet and Facility Management	\$558,347,657	\$557,363,694	-0.18%
39 - Board of Election Commissioners	\$28,507,734	\$28,507,734	0.00%
41 - Chicago Department of Public Health	\$699,839,541	\$689,641,355	-1.46%
45 - Chicago Commission on Human Relations	\$2,782,600	\$2,781,810	-0.03%
48 - Mayor's Office for People with Disabilities	\$14,833,880	\$14,833,880	0.00%
50 - Department of Family and Support Services	\$955,438,394	\$937,819,585	-1.84%
51 - Office of Public Safety Administration	\$166,776,962	\$152,138,585	-8.78%
54 - Department of Planning and Development	\$132,736,014	\$132,499,758	-0.18%
55 - Chicago Police Board	\$509,970	\$509,970	0.00%
57 - Chicago Police Department	\$2,089,630,593	\$2,097,040,517	0.35%
58 - Office of Emergency Management and Communica	\$95,599,098	\$95,101,008	-0.52%
59 - Chicago Fire Department	\$760,774,192	\$760,668,006	-0.01%
60 - Civilian Office of Police Accountability	\$15,093,747	\$15,089,632	-0.03%
62 - Community Commission for Public Safety and Acco	\$4,072,702	\$3,986,182	-2.12%
67 - Department of Buildings	\$39,704,856	\$39,704,856	0.00%
70 - Department of Business Affairs and Consumer Pro	\$81,413,763	\$50,132,350	-38.42%
72 - Department of Environment	\$2,399,239	\$2,399,239	0.00%
73 - Chicago Animal Care and Control	\$7,531,760	\$7,519,976	-0.16%
77 - License Appeal Commission	\$206,624	\$206,624	0.00%
78 - Board of Ethics	\$981,875	\$985,480	0.37%
81 - Department of Streets and Sanitation	\$352,858,177	\$352,858,177	0.00%
84 - Chicago Department of Transportation	\$2,037,827,721	\$2,039,303,751	0.00%
85 - Chicago Department of Aviation	\$1,547,506,617	\$1,547,505,037	0.00%
88 - Department of Water Management	\$417,185,283	\$417,185,283	0.00%
91 - Chicago Public Library	\$122,112,855	\$122,105,043	-0.01%
99 - Finance General	\$7,902,034,422	\$8,065,669,719	2.07%
Grand Total	\$18,737,347,480	\$18,842,061,980	0.56%



Appendix B. Summary of all revenue funds

Fund Type	Fund Description	Recommendation	Final	%Variance
CDBG	Community Development Block Grant Year Ll	\$108,284,000	\$108,284,000	0.00%
COVID- Federa Grants	Coronavirus Local Fiscal Recovery Fund	\$311,909,000	\$311,909,000	0.00%
	COVID-19 Grant Fund	\$352,519,000	\$352,519,000	0.00%
	Federal Grant Fund	\$2,716,340,000	\$2,723,657,000	0.27%
	Grants Management Fund	\$7,651,000	\$7,651,000	0.00%
	Local Public and Private Grant Fund	\$115,872,000	\$125,091,000	7.96%
	Program Income Fund	\$29,284,000	\$29,284,000	0.00%
	State Grant Fund	\$1,044,006,000	\$1,059,006,000	1.44%
LOCAL	Affordable Housing Opportunity Fund	\$2,033,412	\$2,033,412	0.00%
	Bond Redemption and Interest Series Fund	\$470,799,801	\$417,653,349	-11.29%
	Cannabis Regulation Tax	\$6,201,087	\$6,201,087	0.00%
	Chicago Midway Airport Fund	\$399,264,974	\$399,264,974	0.00%
	Chicago O'Hare Airport Fund	\$1,941,546,908	\$1,941,546,908	0.00%
	Chicago Parking Meters Fund	\$6,500,000	\$6,500,000	0.00%
	Chicago Police CTA Detail Fund	\$30,000,000	\$30,000,000	0.00%
	Citywide Adopt-a-landmark Fund	\$11,076,425	\$11,076,425	0.00%
	Construction and Demolition Debris Management Fund	\$524,070	\$524,070	0.00%
	Controlled Substances Fund	\$100,000	\$100,000	0.00%
	Corporate Fund	\$5,623,541,287	\$5,788,013,739	2.92%
	CTA Real Property Transfer Tax Fund	\$59,327,255	\$59,327,255	0.00%
Emergency Communication Fund Firemen's Annuity and Benefit Fund Foreign Fire Insurance Tax Fund Garbage Collection Fund Houseshare Surcharge - Domestic Violence Fun Houseshare Surcharge - Homeless Services Fun Laborers' and Retirement Board Annuity and B Library Fund Library Note Redemption and Interest Tender N Local Impact Fund Motor Fuel Tax Fund Municipal Employees' Annuity and Benefit Fun Neighborhoods Opportunity Fund		\$194,107,913	\$168,460,413	-13.21%
	Firemen's Annuity and Benefit Fund	\$476,402,222	\$474,003,222	-0.50%
	Foreign Fire Insurance Tax Fund	\$25,309,000	\$25,309,000	0.00%
	Garbage Collection Fund	\$75,761,197	\$75,761,197	0.00%
	Houseshare Surcharge - Domestic Violence Fund	\$9,800,000	\$9,800,000	0.00%
	Houseshare Surcharge - Homeless Services Fund	\$14,900,000	\$14,900,000	0.00%
	Laborers' and Retirement Board Annuity and Benefit Fu	\$158,505,782	\$158,505,705	0.00%
	Library Fund	\$147,895,869	\$147,895,869	0.00%
	Library Note Redemption and Interest Tender Notes Ser	\$122,026,000	\$122,026,000	0.00%
		\$12,851,032	\$12,851,032	0.00%
	Motor Fuel Tax Fund	\$148,599,663	\$148,599,663	0.00%
	Municipal Employees' Annuity and Benefit Fund	\$1,132,632,774	\$1,131,544,851	-0.10%
		\$66,962,446	\$66,962,446	0.00%
	Opioid Settlement Fund	\$13,511,910	\$13,511,910	0.00%
	Policemen's Annuity and Benefit Fund	\$1,151,493,593	\$1,142,480,593	-0.78%
	Sewer Fund	\$453,174,681	\$453,174,681	0.00%
	Special Events and Municipal Hotel Operators' Occupati	\$70,237,252	\$70,237,252	0.00%
	Tax Increment Financing Administration Fund	\$20,836,183	\$20,836,183	0.00%
	Vaping Settlement Fund	\$1,928,511	\$1,928,511	0.00%
	Vehicle Tax Fund	\$278,243,314	\$278,243,314	0.00%
	Water Fund	\$916,674,508	\$916,674,508	0.00%
	Wheelchair Accessible Vehicle Fund	\$8,713,411	\$8,713,411	0.00%