

# Factors Influencing the 2026-2027 Budget



**April 28, 2025**





# Strategic Priorities

**Strategic Priority:**  
Affordable Living

**Strategic Priority:**  
Economic Vibrancy and  
Growth Management

**Strategic Priority:**  
Quality Services



**1** Construct market rate and affordable owner occupied housing.

**2** Invest in public realm to advance:

- Economic Vibrancy
- Resident Experience
- Visitor Experience
- Talent Attraction

**3** Develop a transition plan for post 2030 power supply needs.

To be updated based on revised priorities adopted by the City Council



# Strategic Planning Update



# Strategic Planning: What's Next?

- Review updated Foundational Principles & Strategic Priorities
- Confirm we're on the right track
- After the meeting, we'll collect council feedback with a survey to inform Action Plan Development
- Based on Council preference, we will schedule additional discussion

## **Please consider...**

- Are we headed in the right direction?
- Are there additional items we should consider?
- What would bring these priorities to life for you?



# Community Vision (Formerly “City Vision”)

- Rochester is a City that cares. Where all people are treated with dignity and respect. Where residents, employees, and visitors enjoy a high quality of life. Where business and industry thrive, and where the land and environment are renewed and sustained for the benefit of all. It is a welcoming and diverse community.
- Renowned for its reputation as a center for growth and innovation.
- Characterized by its safe and friendly neighborhoods.
- Committed to health and wellness for its people.
- Connected both physically and socially.
- Dedicated to the sustainable and responsible use of public resources.



# Organizational Vision & Foundational Principles

## Organizational Vision

A vibrant, compassionate, innovative team.



## Foundational Principles

In everything that we do, we are committed to the application of these foundational principles. These are the lenses through which we approach our work on a daily basis.

- Quality Services **Moved from Strategic Priorities**
- Inclusive Decision-making **New**
- Fiscal Responsibility and Sustainability
- Social Equity
- Compassion
- Public Safety



# Strategic Priorities

These are the major areas in which we will focus our resources and initiatives to make progress over the next few years.

- **Inclusive Growth Management:** Rochester will guide growth responsibly by balancing economic development and infrastructure planning with community needs.  
**New, separated out from Economic Vibrancy and Growth Management and Affordable Living**
- **Housing Access:** Rochester will promote policies that support access to a range of housing types to meet the needs of all residents.  
**New, separated out from Affordable Living**
- **Economic Resilience:** Rochester will foster a dynamic economy by supporting local businesses and attracting new investments while preserving our core economic base.  
**New, separated out from Economic Vibrancy and Growth Management**
- **Transformational Capital Projects:** Rochester will deliver on major investments and infrastructure projects that will enhance our quality of life for generations to come.  
**New**
- **Responsible Environmental Stewardship:** Rochester will strive to protect our natural resources and encourage environmental responsibility in all City operations. **New and Refocused from Foundational Principles**



# Budget

# Policy Considerations

1. Are there any specific programs or policy issues the Council would like evaluated as part of the two-year budget process?

2. Any policy feedback you want to help guide the process? Think about:

- Service Levels
- Priority Areas
- Shared Services
- Centralized Like-services
- Challenges
- Opportunities

# 2026-2027 Budget Timeline

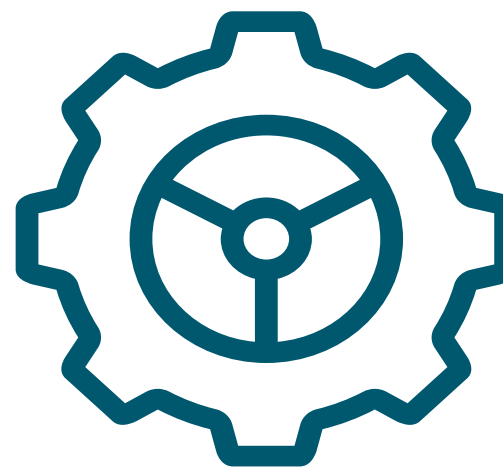


# 2026-2027 Budget

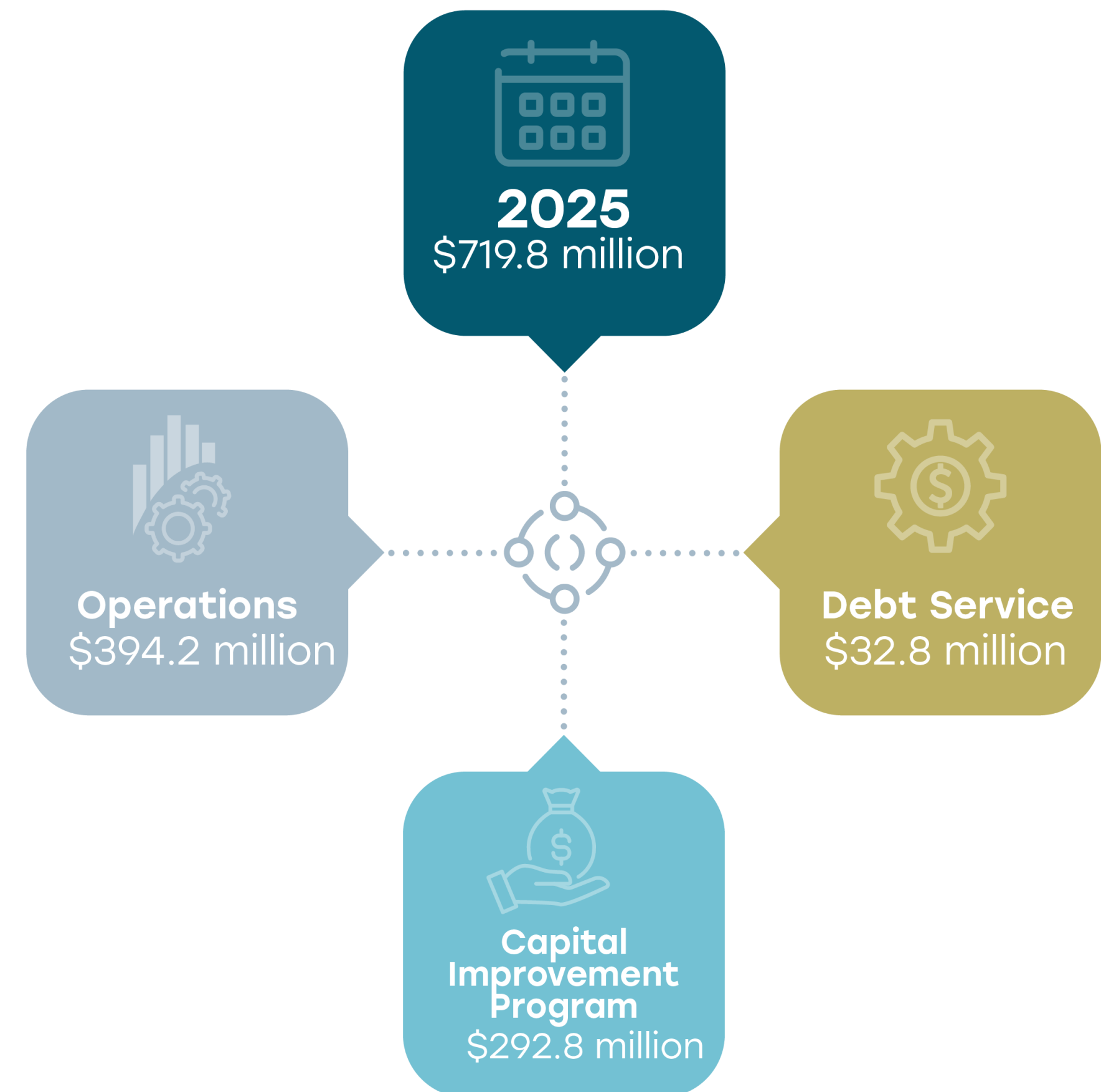
## Budget Formula



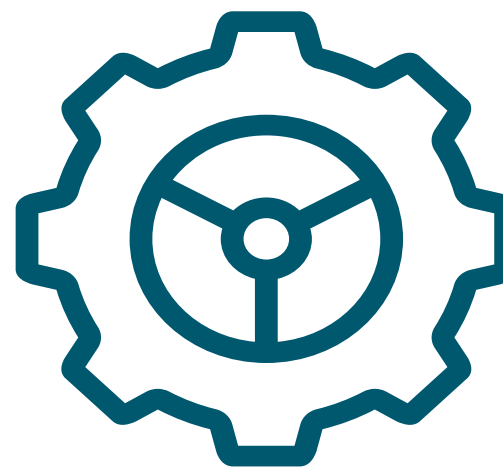
# 2025 Adopted Budget



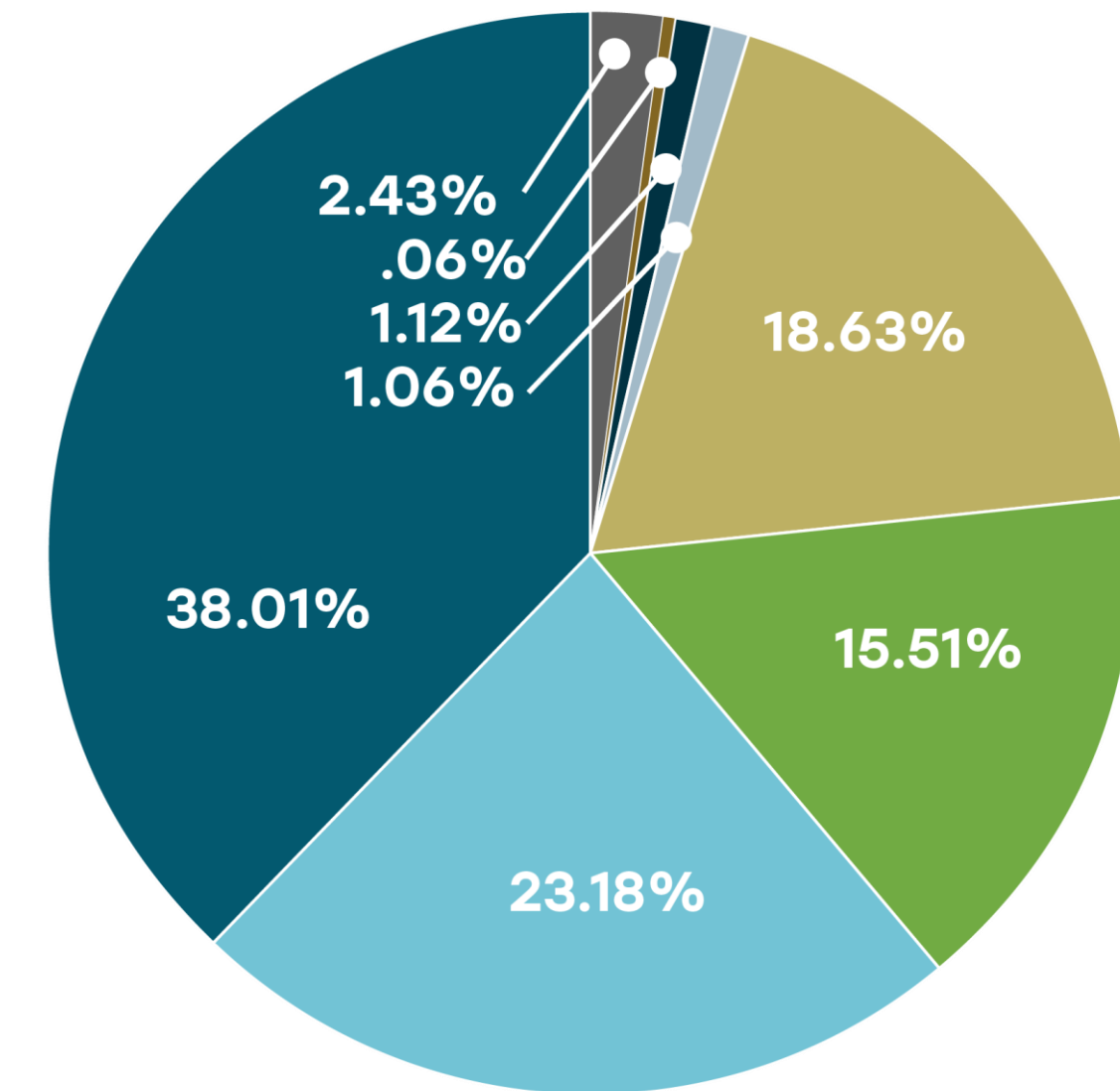
City of Rochester Budget 2025, Inclusive of RPU



# 2025 Adopted Budget

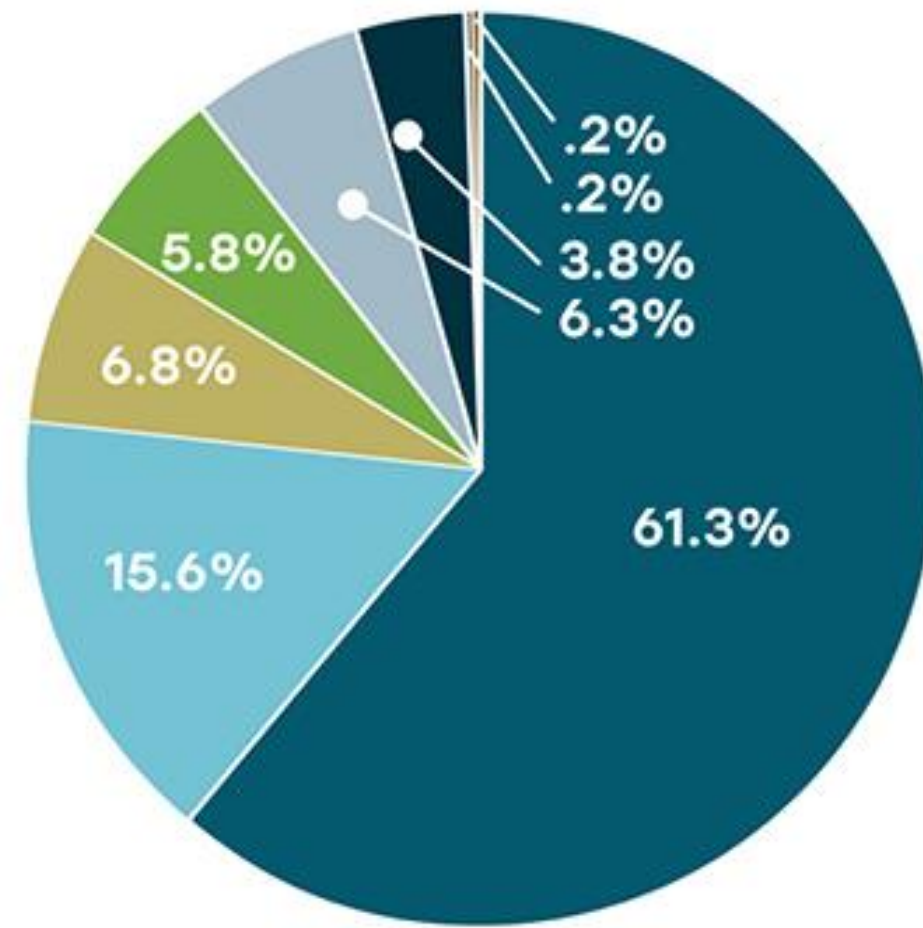


2025 Total Operating Revenue, inclusive of RPU



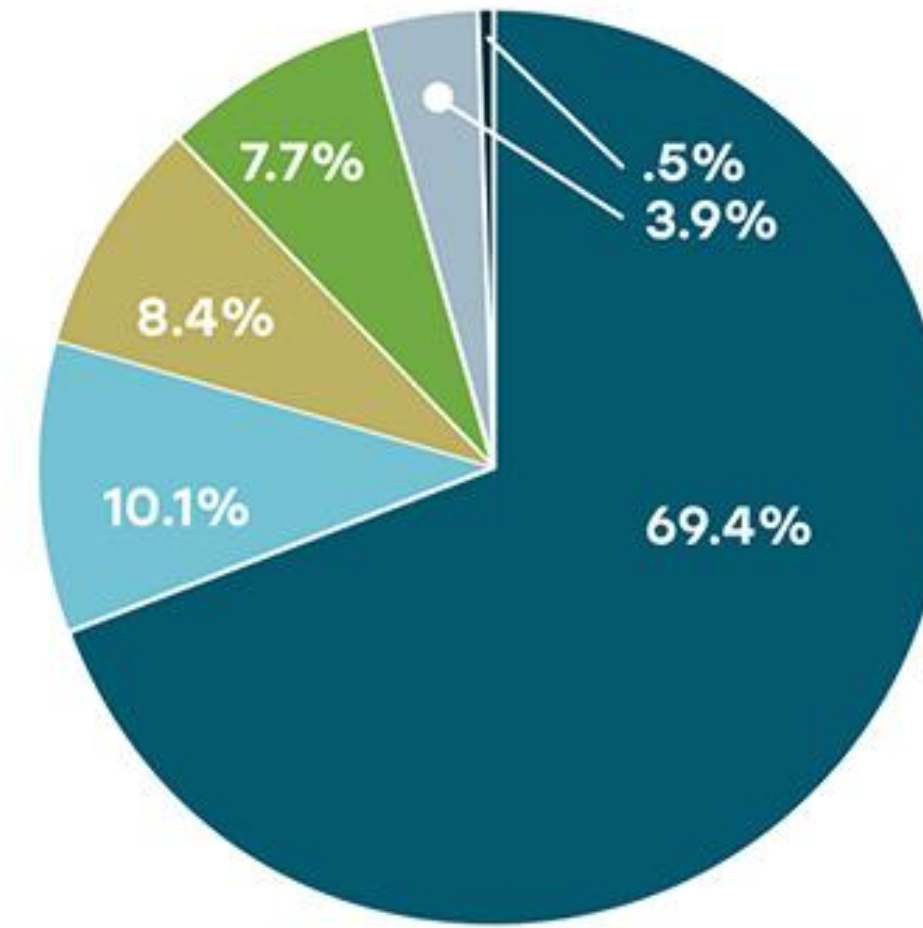
- Charges for Service 38.01%
- Miscellaneous Revenue 23.18%
- Taxes Ad Valorem 15.51%
- Intergovernmental Revenue 18.63%
- Other Taxes 1.06%
- Licenses and Permits 1.12%
- Special Assessments .06%
- Prior Year Revenues and Fund Balance 2.43%

## General Fund Revenue \$126,331,898



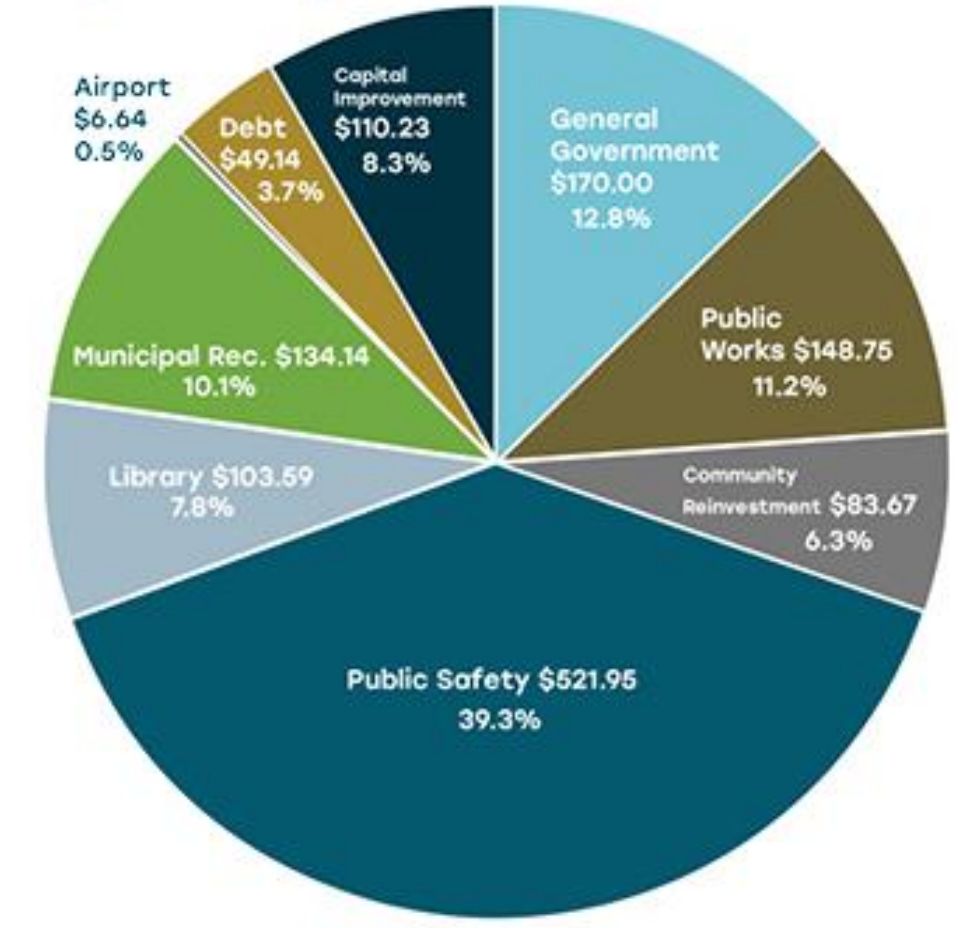
- Taxes Ad Valorem 61.3%
- License & Permits 6.3%
- Misc Revenue 15.6%
- Charges for Govt Services 3.8%
- Intergovernmental 6.8%
- Prior Year Revenue .2%
- Other Taxes (such as Hotel/Motel tax, Cable Franchise Fee, and People Coop Franchise) 5.8%
- Fines, Forfeits, and Penalties .2%

## 2025 Property Tax \$111,645,142



- General 69.4%
- Rochester Public Library 7.7%
- Parks and Recreation 10.1%
- Debt. Internal Services 3.9%
- CIP 8.4%
- Airport .5%

## Property Tax Allocation for Median Home Value of \$288,200

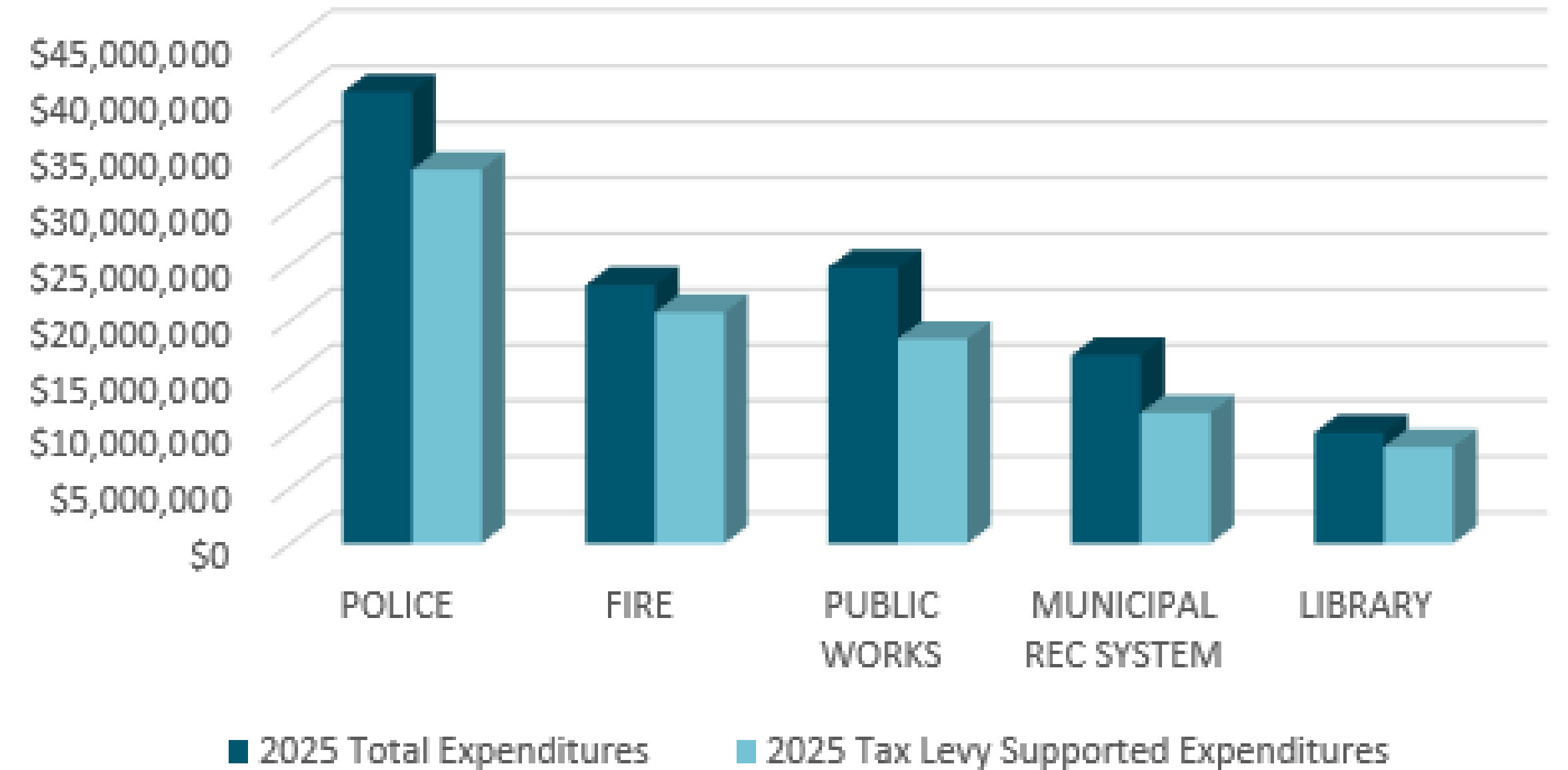


- Public Safety 39.3%
- General Government 12.8%
- Public Works 11.2%
- Municipal Recreation 10.1%
- Library 7.8%
- Capital Improvement 8.3%
- Debt 3.7%
- Community Reinvestment 6.3%
- Airport 0.5%

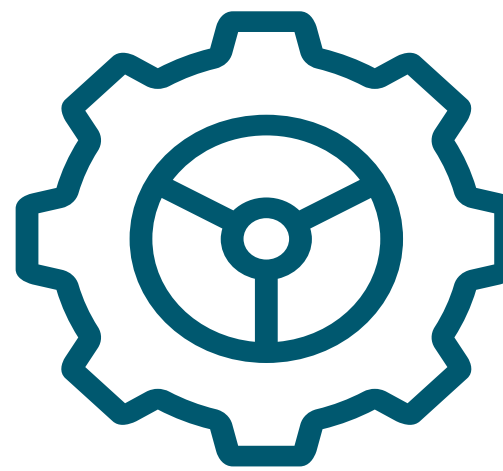
# 2025 Adopted Budget

# 2025 Total Expenditures and Tax Levy Support

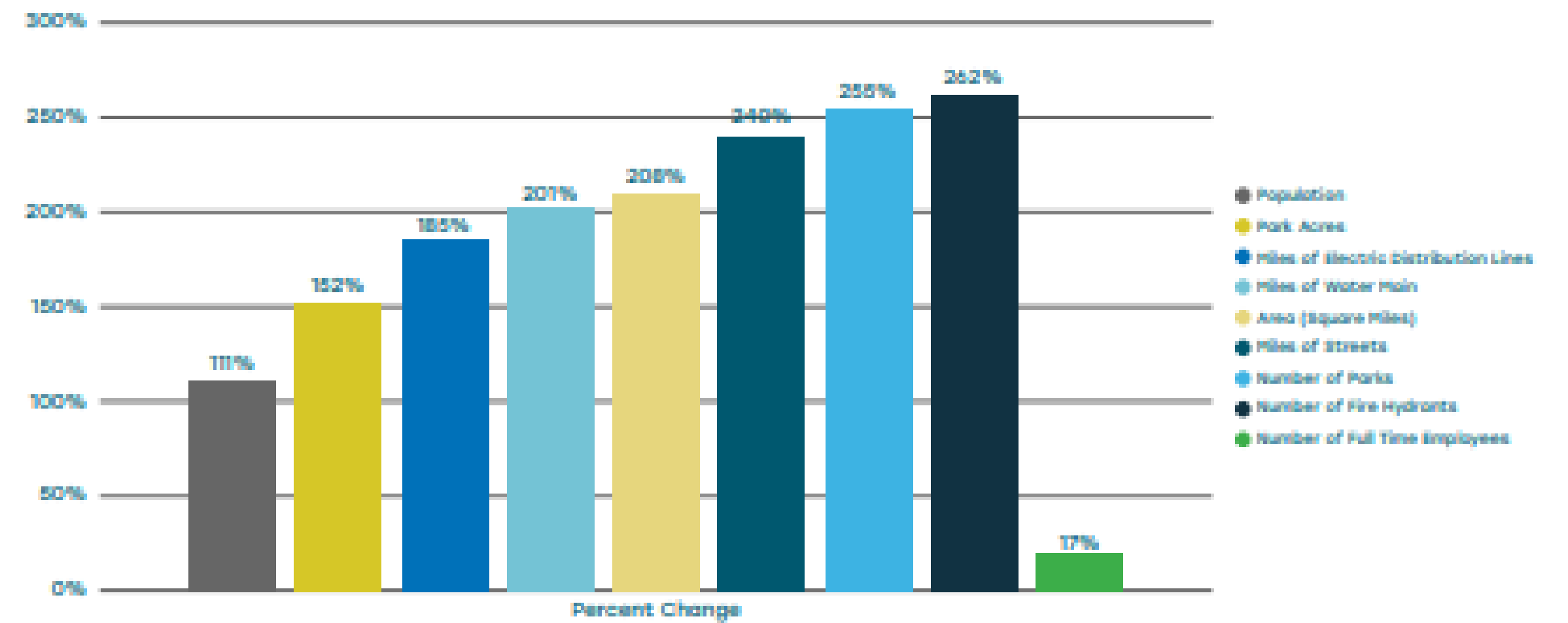
Total Expenditures and Tax Levy Support



# 2025 Adopted Budget



Percent Change of Operating Indicators 1980 - 2022

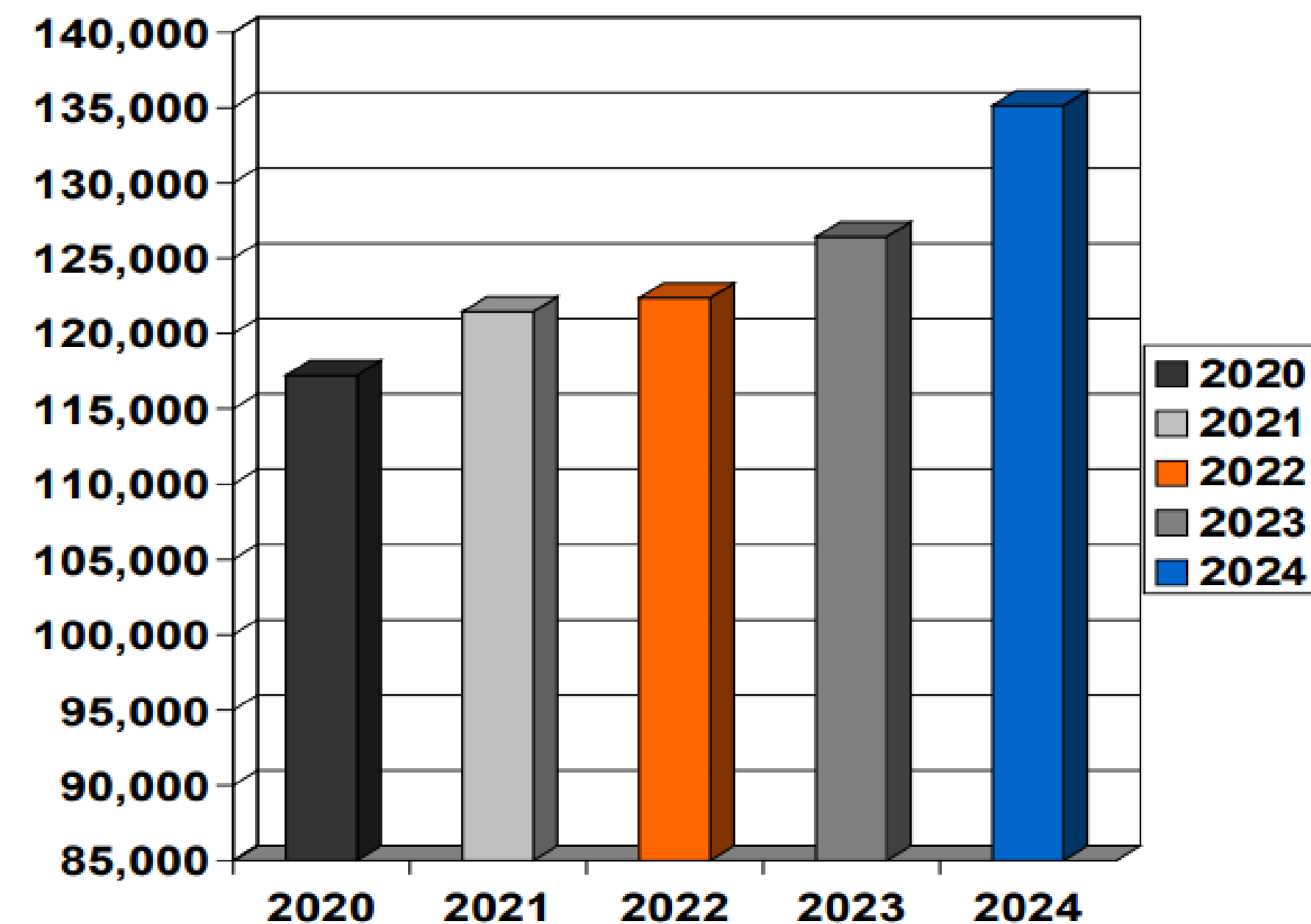


# Economic Indicator-Employment

- Total nonfarm employment was up at the end of 2024 vs. 2023 and has surpassed pre-pandemic levels of 2019
- Rochester's unemployment rate at the end of 2023 was 2.1%, which is a slight .1% increase from the prior year. This rate is still below state and U.S. averages for 2024.

Source: Rochester Area Economic Development, Inc.,  
Quarterly Economic Report, Fourth Quarter 2024

**Total Employment Fourth Quarter**



# Economic Indicator-Building Permit Valuations



- 2024 permit valuation totals were **up 31.3%** from 2023

Year	Valuation	Total Permits
2024	\$694,120,213	2,449
2023	\$528,634,529	2,380
2022	\$562,379,893	2,205
2021	\$521,166,413	2,254
2020	\$405,003,742	1,978

# Economic Indicator-Net Lodging Tax

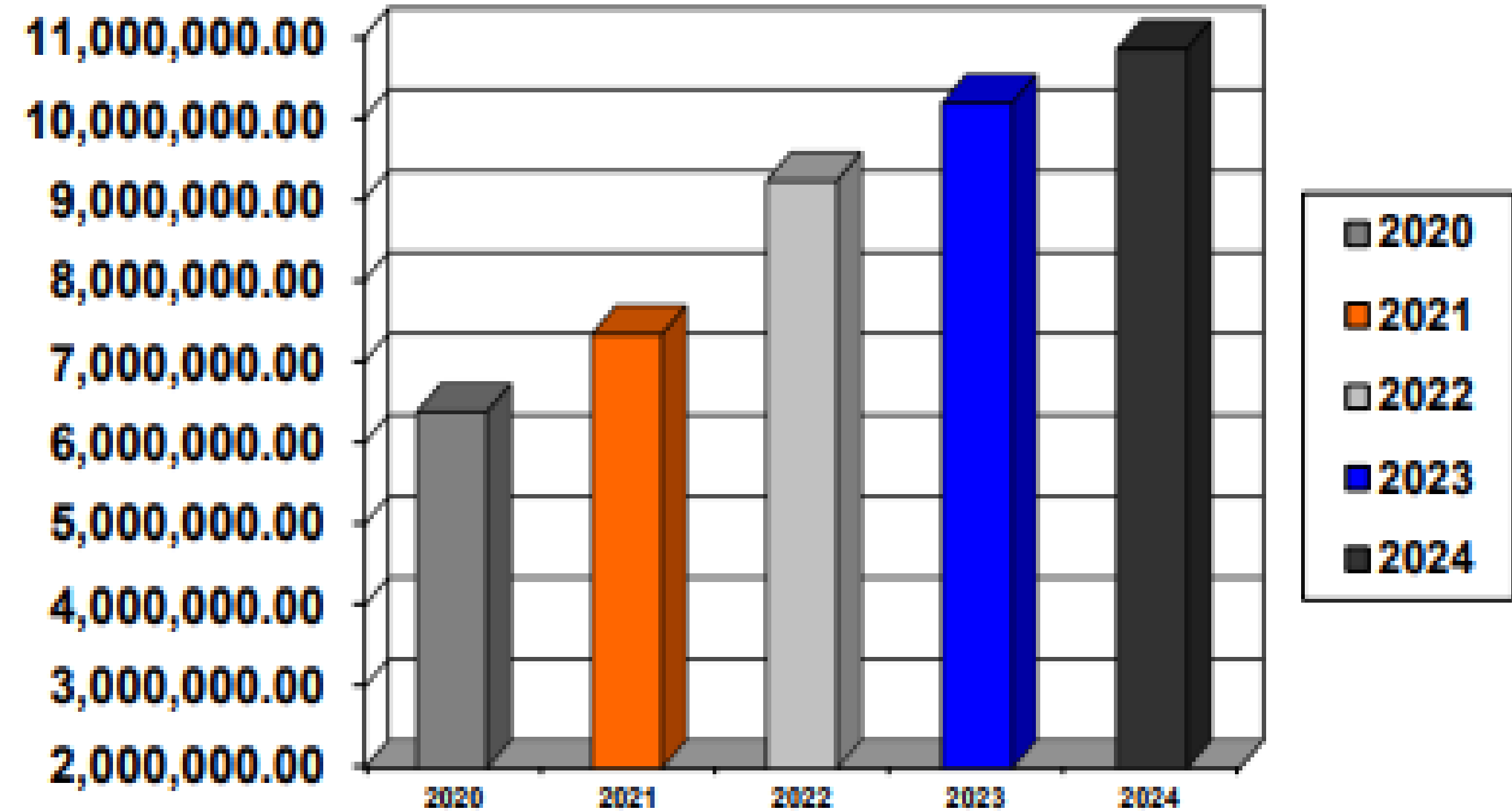
## Lodging Tax 12 Months

2020	\$6,381,675.82
2021	\$7,336,996.26
2022	\$9,226,031.21
2023	\$10,179,872.20
2024	\$10,845,065.10

Source: City Of Rochester Finance Department

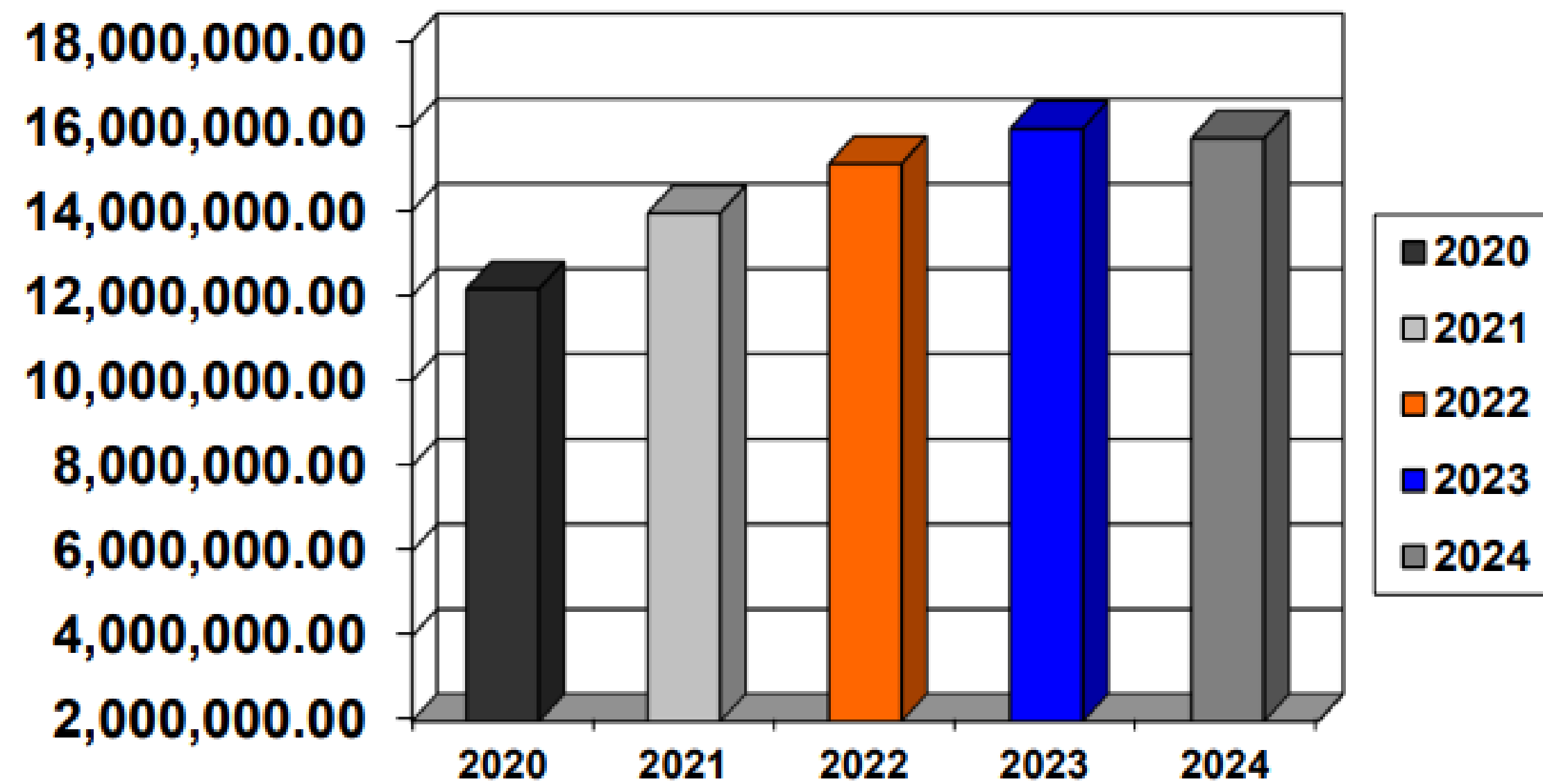


## Lodging Tax



# Economic Indicator-Net Sales Tax

## Net Sales Tax Past 5 Years



Net Sales Tax – City of Rochester	
12 Months	
2020	\$12,165,147.00
2021	\$13,946,869.90
2022	\$15,107,866.40
2023	\$15,932,962.10
2024	\$15,705,699.90

Source: City Of Rochester Finance Department



**2025 Property Valuation Growth:  
Preliminary estimates payable 2026**

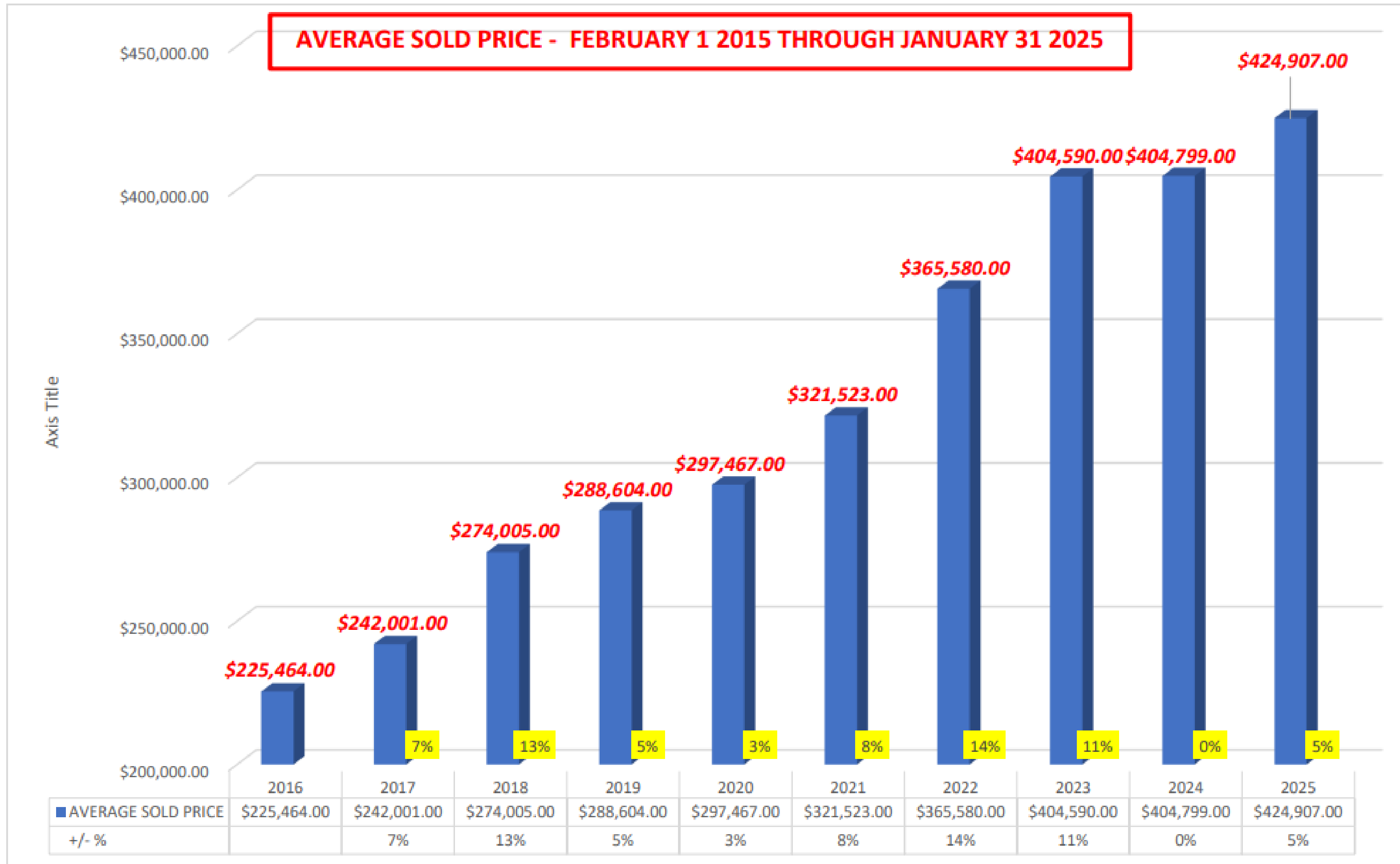
New Construction 1.77%

Valuation Adjustment 4.81%

Total Growth in EMV 6.58%

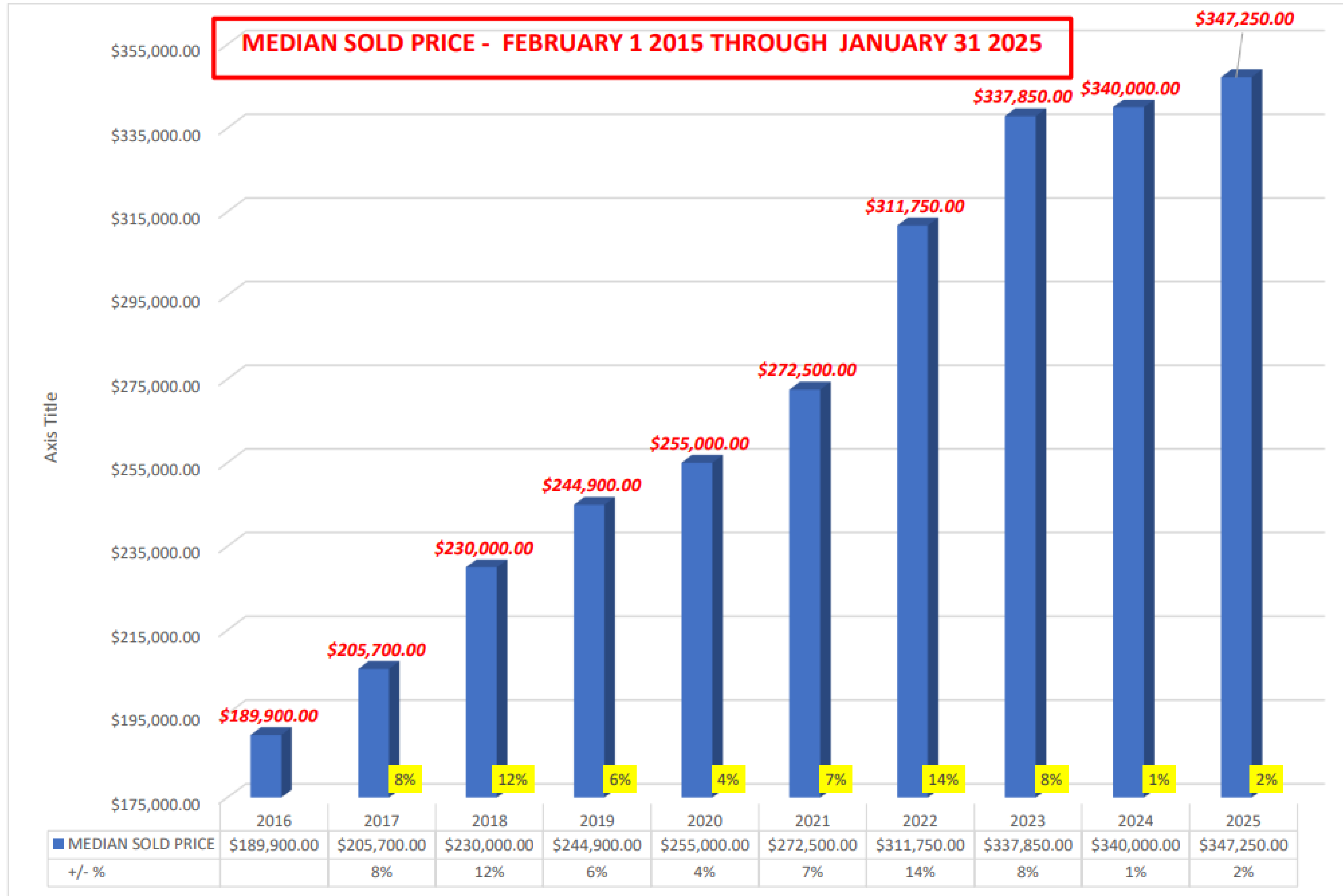
- Valuation drives how local levies are allocated and does not automatically translate into property tax increases.
- Local levy decisions determine each property's final property tax amount.
- Taxes can shift among property classes, which will likely happen in the next few years.

**Preliminary  
Estimated  
Market  
Valuation**



# Average Sold Price for Single-Family Homes

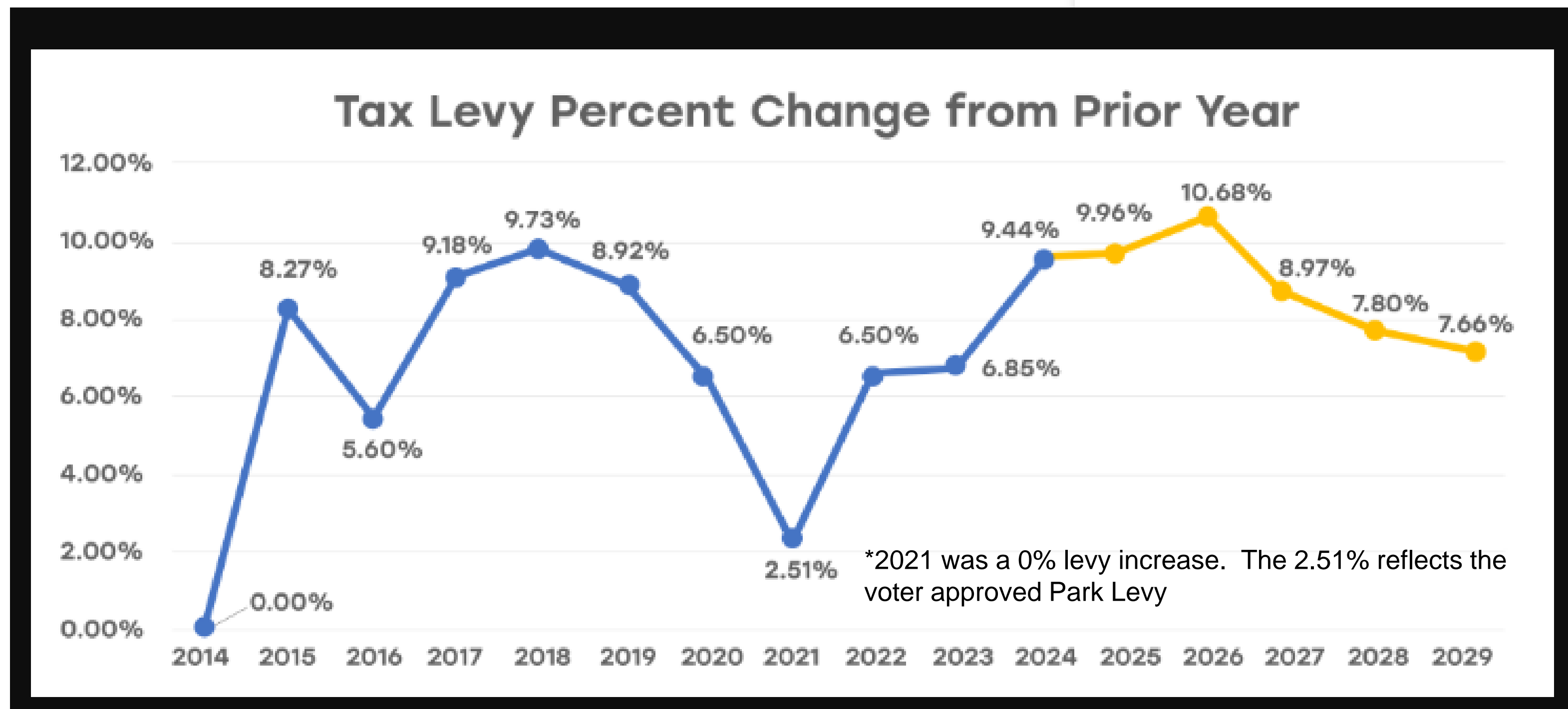
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# Median Sold Price for Single-Family Homes

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# Six-Year Forecast – Property Taxes



Total Tax Amount Levied	
2024	\$101,530,873
2025	\$111,645,142
2026	\$123,567,609
2027	\$134,650,988
2028	\$145,157,241
2029	\$156,276,219

# Holistic Budget Stability Fund Support

This is a one-time funding moderating levy increase allowing us to catch up from a 0% levy in 2021 and \$721,000 in reserve utilization.

## Budget Stability Funding

2022 - \$1,467,446

2023 - \$2,368,028

2024 - \$1,427,500

2025 - \$ 713,750

2026 - \$ 285,500

2027 - \$ 0

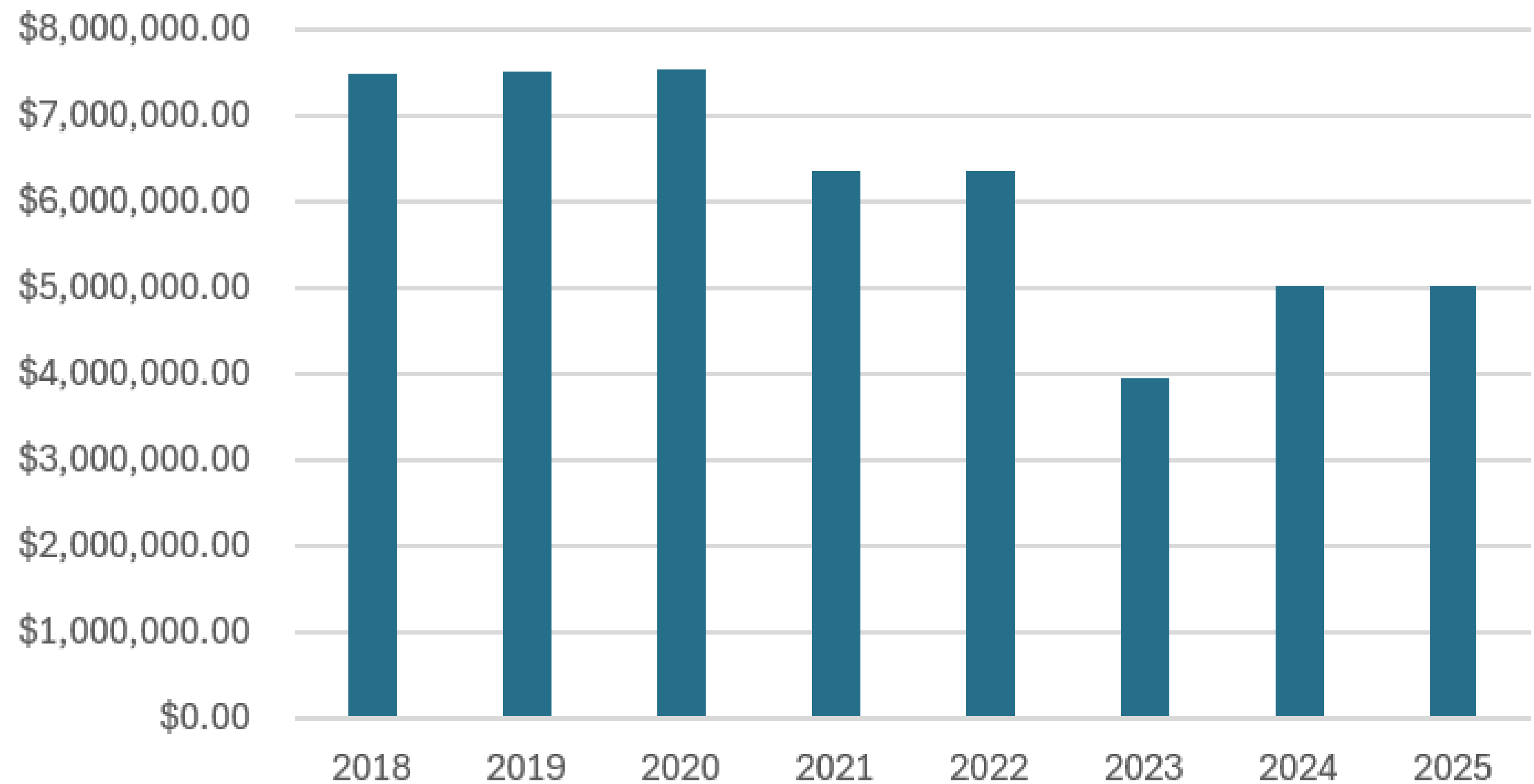
# Additional Impacts to be Considered

- **Bold Forward Unbound and Other Infrastructure Costs** – Throughout 2026 and 2027, we will continue to make infrastructure improvements associated with Bold Forward Unbound construction projects.
- **State Funding-** Greater MN Transit funding changes have been proposed in some budget bills; other state/local revenue could also be discussed as budget bills are further worked out. In addition, one time funding for healthcare provided to public safety employees who receive a duty related disability through the pension system is likely to run out. We are currently receiving **100%** reimbursement of approximately **\$530,000 per year**. Prior to the one time funding, we received approximately **8.5%**, or **\$45,050 per year**.

# Additional Impacts to be Considered

- Local Government Aid fluctuations –**  
 The City of Rochester continues to face uncertainty with LGA funding.

Local Government Aid to City of Rochester



# Additional Impacts to be Considered – Federal Landscape



## **OPERATIONALLY FOCUSED**

- Community Development Block Grant
- Various Law Enforcement Funding

## **AWARDED AND DRAWING FUNDS**

- Link BRT
- Airport Runway and Related Projects
- USDA Healthy Trees

## **AWARDED BUT NO GRANT AGREEMENT**

- 6th Street Bridge
- DBET 2
- South Broadway RAISE Planning Grant
- 4th Street Roundabout (may not require agreement, but no funds are drawn)
- North Broadway Park & Ride



# City of Rochester –Current Key Federal Grants



\$85M --Link Bus Rapid Transit (FTA Small Starts)



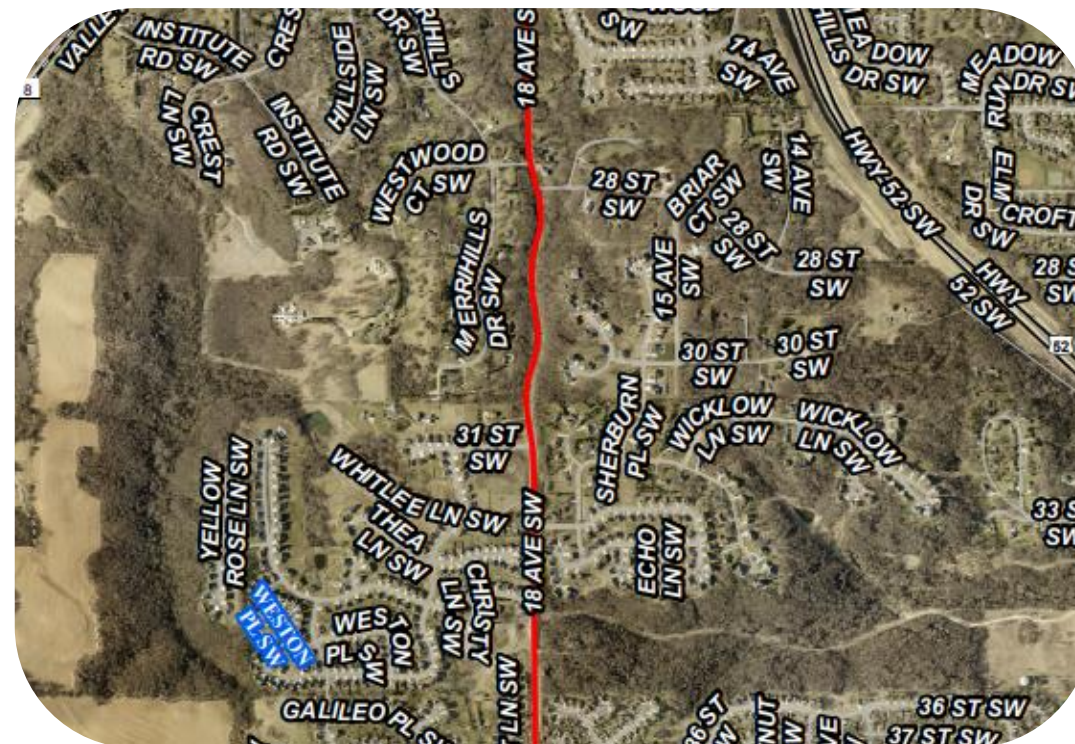
\$19.9M --6th Street Bridge Roadway Safety & Riverfront Improvements (USDOT 2022 RAISE)



\$1.2M -- 4th Street/19th Avenue Roundabout (USDOT 2024 Community Funded Project)



\$7M --North Broadway Park and Ride (FTA 2023 Bus and Bus Facilities)



\$9.58M—18<sup>th</sup> Avenue SW Reconstruction (USDOT-FHWA)



\$2.5M --South Broadway Avenue Planning (USDOT 2025 RAISE)

## Additional Impacts to be Considered

- **Elected Official General Wage Increase** – In 2021, Council agreed to a motion that they would need to explicitly approve any general wage increase affecting a councilmember's salary. Based on this, there is no General Wage Adjustment currently reflected in the budget. Travel and training funds are also currently budgeted at the 2025 level of \$15,035 (does not include business meals)
- **Broader Economic Issues-** Tariffs, eliminating the tax exemption on municipal bonds, and other macro economic issues have the potential to impact cost estimates and project budgets.
- **Credit Card Fees-** We are evaluating strategies to mitigate the impact of credit card fees

# Other Funds

- **Equipment Revolving** – Limited replacements to save \$'s now create backlogs for the future. At times replacement equipment is costing twice what was depreciated.
- **Workers Compensation Fund** - Trend challenges driving the need to increase contribution rates.
- **Property Insurance**- All facilities were reviewed in 2024 during our insurance renewal to reflect adequate replacement value. Many buildings were under insured and had valuations/premiums increase.

# Other Funds

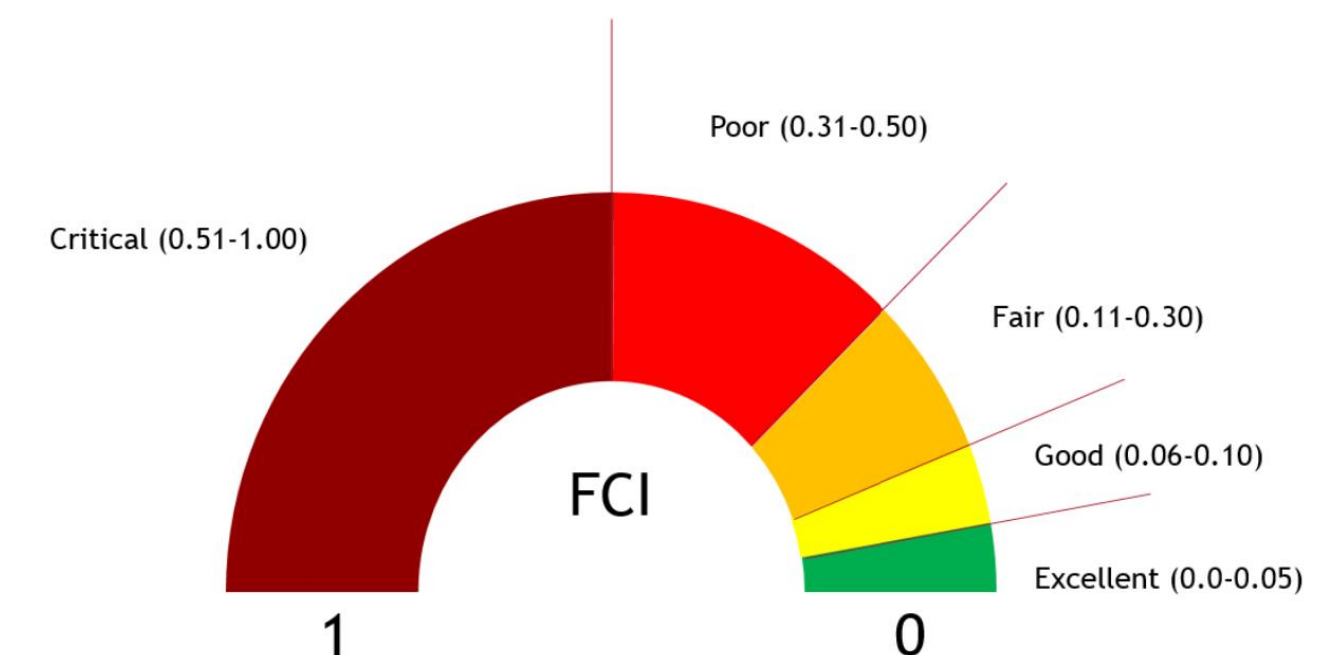
- **Airport Fund** – Previous Federal Funding to support pandemic impacted operations will expire. Our projected revenues over expenditures will be less than \$300,000 in 2026. Prior to the pandemic this was over \$1.1M with funds being allocated to capital projects. The operating agreement renewal is in process. We are expecting a higher contribution for customs activities.
- **Facilities**- We have significant deferred maintenance in existing City buildings. The next slides feature a preview of the Facility Condition Assessment that will be presented at a future City Council Study Session.

# Facility Condition Assessment Summary

Facility List	Year Built	Facility SF	Building Repl. Cost	10-Year DM Costs	FCI
125 Live	2016/2023	55,000	\$24,750,000	\$428,858	0.0142
Animal Control	1995	6,935	\$2,253,875	\$1,354,501	0.4926
Chateau Theatre	1927/2018	18,325	\$18,325,000	\$1,860,539	0.0832
City Hall	1995	84,480	\$38,016,000	\$8,427,680	0.1817
Civic Center	1938/1940/1984/2002/2017	600,000	\$270,000,000	\$36,636,054	0.1112
DSIC/North Police Station	1988/2019	97,784	\$44,002,800	\$4,402,013	0.082
Fire Station 1	1994	21,145	\$9,515,250	\$2,004,296	0.1727
Fire Station 2	2014	30,000	\$21,000,000	\$3,094,186	0.1208
Fire Station 3	2002	10,427	\$4,692,150	\$2,013,165	0.3517
Fire Station 4	1998	16,480	\$7,416,000	\$1,395,095	0.1542
Fire Station 5	2007	10,997	\$4,948,650	\$1,330,987	0.2205
Hadley Creek Pro Shop	2009	2,000	\$600,000	\$240,328	0.3283
Library	1995	84,000	\$37,800,000	\$5,774,104	0.1252
National Volleyball Center	1999/2011	70,000	\$31,500,000	\$4,558,042	0.1186
Police Range Control Building	1980	20,192	\$9,086,400	\$5,453,713	0.492
Public Works & Transit Operations Center	2012/2019	319,562	\$159,781,000	\$22,115,480	0.1135
Recreation Center	1975/1985/2017	135,000	\$60,750,000	\$11,730,783	0.1583
Rochester Art Center	2004	30,623	\$15,311,500	\$4,323,395	0.2314
Rochester Civic Theatre	1963/2001/2017	36,570	\$16,456,500	\$2,465,283	0.1228

- Completed Facility Condition Assessment (FCA) on nineteen city facilities ~ 1.6 M square feet
- Identified \$119.6m of deferred maintenance need over the next 10 years, costs do not include potential tariff impacts
- Four of the nineteen facilities were identified in the “poor” condition
- Animal Shelter
- Fire Station 3
- Hadley Creek Pro Shop
- Police Range Control Building

$$FCI = \frac{\text{Deferred Maintenance Totals}}{\text{Building Replacement Costs}}$$



# Facility Condition Assessment Summary By Workscope

Row Labels	Sum of 2026	Sum of 2027	Sum of 2028	Sum of 2029	Sum of 2030	Sum of 2031	Sum of 2032	Sum of 2033	Sum of 2034	Sum of 2035	Total
02-Sitework/Building Earthwork	\$1,384,191	\$829,053	\$475,203	\$509,321	\$229,134	\$13,175	\$248,165	\$-	\$423,276	\$403,785	\$4,515,303
03-Foundation/Slab on Grade	\$-	\$-	\$-	\$-	\$-	\$-	\$-	\$-	\$-	\$-	
04-Building Structure	\$-	\$-	\$2,590,000	\$-	\$-	\$-	\$-	\$-	\$-	\$-	\$2,590,000
05-Exterior Enclosure	\$1,592,058	\$611,564	\$305,200	\$2,369,597	\$182,250	\$1,561,625	\$236,560	\$16,500	\$1,748,450	\$598,150	\$9,221,954
06-Roof	\$8,686,730	\$106,704	\$1,130,752	\$-	\$1,763,760	\$8,667,073	\$-	\$-	\$3,570	\$-	\$20,358,589
07-Interior Construction	\$11,387,983	\$1,034,699	\$747,874	\$913,023	\$2,542,034	\$879,963	\$2,321,874	\$403,872	\$1,309,184	\$2,464,382	\$24,004,888
08-Equipment Furniture	\$1,196,163	\$602,640	\$227,500	\$728,408	\$7,166,550	\$62,000	\$610,400	\$37,950	\$153,850	\$258,125	\$11,043,586
09-Special Construction	\$287,950	\$-	\$84,000	\$-	\$460,500	\$93,000	\$152,800	\$577,500	\$153,000	\$8,750	\$1,817,500
10-Conveying Systems	\$1,209,000	\$-	\$-	\$-	\$450,000	\$465,000	\$-	\$-	\$272,000	\$175,000	\$2,571,000
11-Fire Protection	\$334,513	\$20,925	\$324,688	\$268,250	\$7,500	\$46,500	\$648,000	\$-	\$51,000	\$87,500	\$1,788,876
12-Plumbing	\$427,830	\$62,775	\$38,500	\$91,350	\$111,150	\$108,500	\$410,160	\$8,250	\$156,400	\$30,625	\$1,445,540
13-HVAC	\$5,703,235	\$1,249,425	\$1,418,760	\$537,225	\$2,486,025	\$238,545	\$2,820,400	\$4,174,500	\$2,379,490	\$5,892,250	\$26,899,855
14-Mechanical Controls	\$50,050	\$2,949,750	\$98,000	\$36,250	\$-	\$-	\$-	\$-	\$110,500	\$-	\$3,244,550
15-Electrical	\$1,219,295	\$168,750	\$1,099,000	\$284,708	\$680,813	\$1,095,077	\$307,520	\$90,750	\$416,500	\$1,575,000	\$6,937,413
16-Audio/Visual	\$481,650	\$162,000	\$-	\$14,500	\$525,000	\$883,500	\$7,200	\$-	\$17,000	\$8,750	\$2,099,600
17-Electronic Safety and Security	\$269,100	\$546,750	\$28,000	\$72,500	\$31,500	\$31,000	\$-	\$82,500	\$8,500	\$-	\$1,069,850
Grand Total	\$34,229,748	\$8,345,034	\$8,567,478	\$5,825,131	\$16,636,215	\$14,144,957	\$7,763,078	\$5,391,822	\$7,202,720	\$11,502,316	\$119,608,499.00

A deep dive is forthcoming at a June Study Session

# Previewing the 2026-2027 Recommended Budget

- **Baseline Budget-** The Baseline Budget focuses on what it takes to sustain current service levels. Notable items impacting the baseline budget will be the general wage adjustment for employees in the amount of 4% for 2026 and 3% for 2027.

# Previewing the 2026-2027 Recommended Budget

- **Baseline Budget-** There is a new payroll tax of .44% to support the State of Minnesota's ***Paid Family Medical Leave Program***. Paid Family Medical Leave will also likely impact other areas of the budget. ***Health insurance*** costs are increasing **8%** and ***dental*** costs are increasing **1.5 percent**.
- **Labor Allocations-** The City does not allocate labor costs to areas receiving services. Allocation is a common practice in most communities. For example, the Human Resources is 100% funded out of General Fund, but provides services to all business units of the City. This is being implemented for the Recommended Budget.

# Previewing the 2026-2027 Recommended Budget

- **Budget Optimization-** Departments were asked to consider reductions or reallocations to reconsider service provision, provide opportunity for additional investment, or reduce the property tax levy increase. Based on the initial review of recommendations, there is a working list of approximately \$1,757,000 in revenue adjustments (upward) and \$1.3M in expenditure adjustments (downward).

# Previewing the 2026-2027 Recommended Budget

## Budget Optimization Options: Focused Discussion

Option	Est. Cost savings
<b>Community Development:</b> Discontinue short term licensing software and inspection	\$40,515
<b>Library:</b> Reduce hours for temporary salaries in the Library adjusting the number of holds, out of state interlibrary loan, and reducing Sunday hours by 4 hours (hours reduction could apply to any day of the week, but the savings would be less)	\$133,496
<b>Public Music:</b> Align 4th of July fireworks with another event or offer fireworks only	\$21,460 or \$19,040
<b>Parks:</b> Use less leased space for adaptive rec and less contracted services and use existing city staff and city facilities	\$7,000
<b>Parks:</b> Elimination of tall grass and diseased tree complaint response and no longer remove diseased trees on private property	\$97,630
<b>Parks:</b> Reduce hours for temporary salaries providing less park maintenance including mowing and trees	\$17,582
<b>Parks:</b> Reduce building maintenance and repair resulting in less contracted electrical and plumbing	\$19,460

# Previewing the 2026-2027 Recommended Budget

- **Decision Packages-** Decision Packages represent requests for new investments. We received a total of **\$4.2 million** in requests for **2026** reflecting a total levy investment of **\$4 million**. We also received **\$3.9 million** in requests for **2027** reflecting a total levy investment of **\$3.7 million**.
- It is not uncommon to receive requests far in excess of what is ultimately recommended to City Council in the near term.



# Outside Agencies Budget Recommendation

Agency name	2026-2027 Funding Requested	2025 Funding	Increase from 2025 Funding to 2026 Rec	2026 Rec	Increase from 2026 Rec to 2027 Rec	2027 Rec	High End (2026)	Notes
125 Live	\$114,610	\$110,160	+\$4,450	\$114,610	+\$2,292	\$116,902	\$114,610	Funding is set by the Operating Agreement, with an additional \$10,500 allocated annually for Event Parking
Community Building Fund	\$50,000	\$50,000		\$50,000		\$50,000	\$100,000	Could increase funding to continue the large grant program
History Center	\$47,500	\$37,500	+\$10,000	\$47,500		\$47,500	\$47,500	
Human Rights Commission	\$12,500	\$5,400		\$5,400		\$5,400	\$6,000	
RAEDI	\$97,000	\$75,000		\$75,000		\$75,000	\$97,000	
RNeighbors	\$120,000	\$92,015	+\$17,985	\$110,000	+\$10,000	\$120,000	\$120,000	2027 funding increase requires stability in budget and budget planning
Rochester Art Center	\$192,780	\$178,500	+\$6,500	\$185,000	+\$2,000	\$187,000	\$192,780	
Rochester Civic Theatre	\$125,000	\$100,000	+\$15,000	\$115,000	+\$10,000	\$125,000	\$125,000	
Rochester Downtown Alliance	\$250,000	\$125,000		\$125,000		\$125,000	\$155,000	Could fund a pilot marketing program for <b>an additional \$30,000</b>
RochesterFest	\$35,000	\$24,905	+5,095	\$30,000	+1,500	\$31,500	\$35,000	Could fund entire requested increase
SBDC	\$50,000	\$15,000		\$15,000		\$15,000	\$15,000	
SMIF	\$15,000	\$15,000	-\$15,000	\$0		\$0	\$0	
Youth Council	\$10,000	\$10,000		\$10,000		\$10,000	\$10,000	
<b>Total:</b>	<b>\$1,119,390</b>	<b>\$838,480</b>	<b>+\$44,030</b>	<b>\$882,510</b>	<b>+\$25,792</b>	<b>\$908,302</b>	<b>\$1,017,890</b>	

# Policy Considerations

1. Are there any specific programs or policy issues the Council would like evaluated as part of the two-year budget process?

2. Any policy feedback you want to help guide the process? Think about:

- Service Levels
- Priority Areas
- Shared Services
- Centralized Like-services
- Challenges
- Opportunities



**CIP**

# 2026-2031 Capital Improvement Plan (CIP)

The City Council will receive a recommended version of the CIP in June (not including RPU).

## Key Projects in 2026 Include:

- Airport Parking Lot and Ongoing Runway Investments
- 18th Avenue Reconstruction (pending Federal Funding)
- Reconstruct Center Street from Zumbro Bridge to 11th Avenue
- Superior Drive NW Reconstruction from 19th Street NW to Support Center
- Annual Sidewalk Improvement Districts
- Stormwater Management Water Quality Mitigation Site
- WRP Liquid and Solids Upgrade
- Economic Vitality Sales Tax Projects

Year	Total funding	Total Tax LEVY
2026	\$147,855,435	\$9,313,100
2027	\$118,654,931	\$9,323,008
2028	\$94,631,907	\$9,702,454
2029	\$67,749,773	\$10,021,397
2030	\$52,762,651	\$10,167,324
2031	\$74,886,775	\$9,921,841



# Fee Schedule

# 2026 & 2027 Master Fee Schedule: Key Highlights

- Summary of changes included in the packet.
- Golf fee adjustments for 2026 were discussed and accepted by the Park Board and City Council during the review of municipal golf in 2022. The fee increases are part of a plan that is designed to achieve \$250K in net revenue from golf user fee for ongoing maintenance/improvements to golf.
- Sewer charges are related to the previously approved five-year rate study and growth management plan.
- Public Works fees reflective of 5-year Rolling Average of Engineering News Record Construction Cost Index



# Discussion