

OREGON CITY URBAN RENEWAL AGENCY OREGON CITY, OREGON

FINANCIAL IMPACT REPORT
FOR THE FISCAL YEAR ENDED JUNE 30, 2022

Prepared by

City of Oregon City
Finance Department

Available at: www.orcity.org



Introduction

Urban renewal agencies must prepare an annual report for the governing body and the general public in accordance with Oregon Revised Statute 457.460 (ORS 457.460). This annual report should contain a financial summary including the following elements:

- ♦ the amount of money received during the preceding fiscal year;
- ♦ the purposes and amounts for which any money received were expended during the preceding fiscal year;
- ♦ an estimate of moneys to be received during the current fiscal year;
- ♦ a budget setting forth the purposes and estimated amounts for moneys that are to be expended during the current fiscal year;
- ♦ an analysis of the impact, if any, of carrying out the urban renewal plan on the tax collections for the preceding year.

The Urban Renewal Concept

Urban renewal is a process authorized by Oregon law (ORS 457) to finance improvements in those neighborhoods and districts that need special attention and revitalization and meet the ORS definitions of “blight”. Examples of blight include buildings that are unsafe or unfit for occupancy, inadequate streets, or environmentally contaminated areas. Tax increment financing is used in these areas to improve blighted conditions through public investments that stimulate private development. Due to the existing conditions, private real estate developers, property owners or business owners are unable to generate a sufficient profit on potential development in the area, thus stalling private investment.

The types of urban renewal activities undertaken generally include development of infrastructure and public amenities (i.e., streets, utility lines, lighting, public open spaces, building improvements, and parks). As the result of publicly-funded efforts, investment becomes feasible for private developers. Developments consistent with the city’s urban renewal plan are then allowed to go forward. Additionally, urban renewal allows a city to increase the level of public investment by providing funds that other regional, state or federal governments will match for a specific project.

It is intended that the private sector will provide the majority of redevelopment funding by selectively investing over a period of time. Initial public funding is committed together with incentives identified in the plan components to:

- ♦ Construct necessary infrastructure improvements,
- ♦ Attract private investment, and
- ♦ Provide amenities.

Tax Increment Financing

The major source of funding for urban renewal projects has been tax increment financing. Once a district is established, the tax valuation for the district is “frozen.” As property values appreciate, the increase in taxes (the “increment”) generated above the frozen base are used to pay for the outlay or debt on specific projects within the urban renewal plan. These tax increments are used to

fund capital projects or to repay municipal bonds issued to finance improvements that will revitalize the district. New taxes are not imposed to fund urban renewal.

This type of financing works by identifying an area where property values are not rising as rapidly as the rest of the community; drawing a border around it; planning for major public improvements like roadways, street lighting, parks, and other amenities; selling bonds to finance the public costs; implementing the plans for public improvement; and encouraging private investment in the area.

Three ballot measures -- Measure 5 (1990), Measure 47 (1996), and Measure 50 (1997) -- made significant changes to Oregon's system of property taxation. Those changes impacted tax increment revenue calculations and are reflected in the revenue calculations in this report.

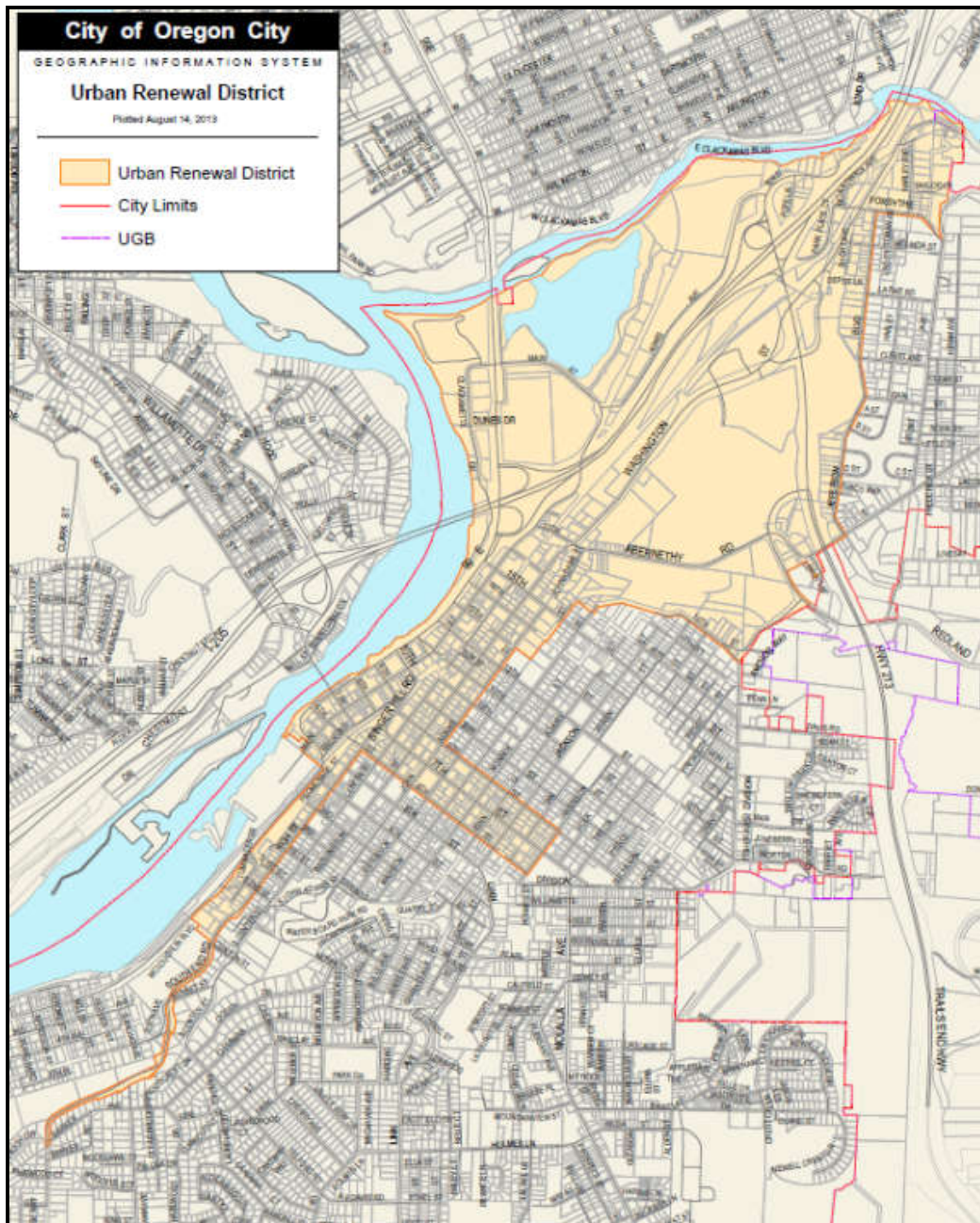
To determine the amount of the taxes levied, the total assessed value within each urban renewal area is segregated by the county assessor into two parts: (a) the total taxable assessed value in the district at the time the urban renewal plan was adopted (the base or "frozen" value); and (b) the difference between the frozen base value and the current total assessed value (the incremental value or "excess"). The urban renewal agency is entitled to the amount of property taxes levied on the increase in property values within the urban renewal area. This revenue is used to pay for the projects designated in the urban renewal plan or to repay indebtedness incurred in carrying out the projects.

Oregon City's Urban Renewal Plan

The City of Oregon City established the Downtown/North End Urban Renewal District pursuant to Oregon Revised Statutes (ORS) Chapter 457, the Oregon Constitution, and all applicable laws and ordinances on December 19, 1990, after adoption of Ordinance 90-1062. Subsequently, the City adopted Ordinance 07-1014, in 2007 increasing the maximum indebtedness of the Plan to \$130,100,000. The Agency's total amount of indebtedness incurred at June 30, 2022, was \$21,572,962. The City's downtown/north end redevelopment area consists of approximately 845 acres, all within Oregon City's city limits. For the 2021-2023 biennium, the total budget is \$9,701,811. In 2023, the City adopted the 11th Amendment to the Urban Renewal Plan with Ordinance 22-1010 identifying priority projects to be pursued in the Urban Renewal District.

The Urban Renewal Agency is a separate legal entity from the City of Oregon City that is established under State law. Oregon Revised Statutes Chapter 457.035(1) creates "a public body corporate and politic to be known as the urban renewal agency" for each municipality.

The Oregon City Urban Renewal Commission (OCURC) is responsible for providing oversight for urban renewal activities in the District as specified in the Plan. The OCURC is composed of seven voting members: Oregon City's Mayor, four City Commissioners and two additional members from the community.



The Vision Statement of the Oregon City Urban Renewal Commission

Within the Urban Renewal District (“the District”) it is envisioned that residents will live, work, and play while having access to various amenities including vibrant visitor experiences that will attract the public during both the day and night; well-presented historical venues will provide visitors with different vantage points of the community’s past; enjoyable recreational opportunities of various types and venues will be established; livable environs will exist that enhances one’s quality of life, efficient transportation options will move people in and around the District; and sound investments in public infrastructure will be made to complement and support private investment.

Urban Renewal Impact

The Urban Renewal Agency's goals include the elimination of blight within the Area and implementation of the objectives of Oregon City's Comprehensive Plan, including designation of the City as a "Regional Center" within the State's largest metropolitan area. The Area continues to thrive with infrastructure and surface enhancements and community programs like farmers markets, special events, and holiday celebrations.

The area has been limited in its capacity to complete capital projects to the extent that property tax increment revenue has been used to pay debt incurred to build existing improvements. The Clackamette Cove Project generated a significant increase in tax increment revenue to support enhanced activities within the Urban Renewal Area. Completion of the Cove Project included the construction of 244 units of garden-style apartments, approximately 8,000 square feet of office space and a 3,000 square foot recreational building along with infrastructure improvements.

On November 8, 2016, voters approved Measure 3-514 to amend the Oregon City Charter by prohibiting the use of existing tax increment revenues for any purpose other than retiring existing Urban Renewal Agency debt and any contractual obligations that existed prior to the vote. Existing investments in Urban Renewal Agency debt are secured for repayment under the new charter language. On July 18, 2017, the Circuit Court determined that Measure 3-514 is preempted by Oregon Revised Statutes Chapter 457. In essence, the Court found that the measure is inconsistent with State law and the Agency's expenditures are not restricted. The Circuit Court decision was appealed. On November 16, 2022, the Court of Appeals denied reconsideration of the appeal of the Circuit Court decision.

Unspent funds resulted in an increase in fund balance during the year. Additionally, the adopted budget includes only expenses relating to debt repayment paid by tax increment revenues, payment of contractual obligations that existed prior to the effective date of the measure, and operating expenses for properties owned by the Agency that are funded from rental income.

At a meeting of the Urban Renewal Commission on August 19, 2020, the Commission decided to retire all outstanding bonded debt of the Urban Renewal Agency as soon as practicable. As of December 1, 2020, the Urban Renewal Agency had retired all its outstanding bonded debt.

In November 2021, the Urban Renewal Commission began the process of creating a vision for the Urban Renewal Plan, prioritizing projects, and updating cost estimates on chosen projects. As of December 2022, the Commission approved the 11th amendment to the Urban Renewal Plan which provides more emphasis on the goals associated with the City's Comprehensive Plan and incorporates the Urban Renewal Commission's vision and framework for decision making with regard to project selection. The Urban Renewal Commission continues to work on a proposed ballot measure to authorize borrowing of funds to take to voters during the May 2023 election.

Effect of Urban Renewal on Taxing Districts

Carrying out an urban renewal plan effects the amount of property taxes received by the overlapping taxing districts of Oregon City's urban renewal areas. The division of tax process results in some property taxes that would otherwise have been received by the taxing districts that

levy property taxes within the urban renewal area instead being paid to the Urban Renewal Agency of Oregon City. The taxing districts forego a share of property tax income during the life of an urban renewal plan so the Urban Renewal Agency can carry out activities that increase property values in the long-term.

Passage of Ballot Measure 50 (Article XI, Section 11 of the Oregon Constitution) resulted in converting most property taxes (i.e., tax bases) from a levy-based system to a rate-based system. Schedules are provided later in this Report of the “*post*” Measure 50 financial impact by taxing district for Oregon City’s Urban Renewal Agency. The following schedule shows the impact of the division of taxes on the overlapping taxing jurisdictions for the current fiscal year. The schedules include each taxing entity’s:

- ♦ Permanent taxing rate
- ♦ Calculated urban renewal rate that is effectively redirected from the permanent rate of the taxing entity to the urban renewal agency
- ♦ Calculated property taxes from each taxing entity that is redirected to the urban renewal agency
- ♦ Total levy of each entity
- ♦ Percentage of the division of taxes to the total levy of each entity
- ♦ Total amount of property taxes to the urban renewal agency from each urban renewal area

The shared value reflects the common value of the underlying properties that are within the City of Oregon City and the overlapping taxing entity.

Taxing District	Permanent Rate	Bonds Outside	Total	Incremental TAV (thousands)	Urban Renewal Tax Rate	Shared TAV (thousands)	Division of Taxes	Division of Taxes % of Total Levy within City
Clackamas County	\$ 2.4042	\$-	\$ 2.4042	\$ 207,489	\$ 0.1352	\$ 3,689,012	\$ 498,846	5.62%
County Extension & 4-H	0.0500	-	0.0500	207,489	0.0028	3,689,012	10,374	5.62%
County Library	0.3974	-	0.3974	207,489	0.0223	3,689,012	82,456	5.62%
County Soils	0.0500	-	0.0500	207,489	0.0028	3,689,012	10,374	5.62%
City of Oregon City	4.4090	-	4.4090	207,489	0.2479	3,689,012	914,818	5.62%
ESD Clackamas	0.3687	-	0.3687	207,489	0.0207	3,689,012	76,501	5.62%
Clackamas Fire #1	2.4012	-	2.4012	207,489	0.1350	3,689,012	498,222	5.62%
Clackamas Community College	0.5582	-	0.5582	207,489	0.0313	3,689,012	115,820	5.62%
Port of Portland	0.0701	-	0.0701	207,489	0.0039	3,689,012	14,545	5.62%
Oregon City School District #62	4.9629	-	4.9629	207,489	0.2791	3,689,012	1,029,746	5.62%
Metro Service District #2	0.0966	-	0.0966	207,489	0.0054	3,685,965	20,043	5.62%
Vector Control	0.0065	-	0.0065	207,489	0.0003	3,689,012	1,349	5.62%
Totals	\$ 15.7748	\$-	\$ 15.7748		\$ 0.8867		\$ 3,273,094	
Less: Truncation Loss								
Truncation Loss							(2,064)	
Compression Loss							(4,407)	
Total Levy							<u>\$ 3,266,623</u>	

Financial Reports

The following financial schedules account for the activities of Oregon City's Urban Renewal Agency. In accordance with ORS 457.460 (1), these reports were prepared using the same basis of accounting it uses to prepare its financial statements -- modified accrual basis of accounting. This report is available after the conclusion of the audit each year by January 31st from the Finance Department at City Hall. Copies of the Agency's complete audited financial statements and other financial records are available online at:

<https://www.orcity.org/economicdevelopment/urban-renewal-information>

Financial Information for the Year Ended June 30, 2022

As summarized below, the Agency generated approximately \$3.27 million in tax increment property taxes in fiscal year ended June 30, 2022; after discounts and adjustments, collections including delinquent taxes were approximately \$3.15 million. This represents an increase of approximately \$73,000 when compared to the 2021 fiscal year. Oregon City's Urban Renewal Agency receives property taxes according to the division of taxes method calculation. These property taxes are used to finance various urban renewal projects and activities. Operating expenses and capital projects decreased over that same period by approximately \$69,000, mainly due to the Agency's deferral of projects while the Commission determines the direction of the program. As of December 1, 2020, the Urban Renewal Agency had retired all its outstanding bonded debt. Total taxes are anticipated to be \$3.2 million in fiscal year 2022-23, consistent with the budget. Oregon City's Urban Renewal Agency budget for fiscal years 2022 and 2023 was adopted on a biennial basis and is shown below along with financial information for the 2021 and 2022 fiscal years.

	Actual 2020-21	Actual 2021-22	Biennial Budget 2021-23
Revenues:			
Property taxes	\$ 3,074,306	\$ 3,147,348	\$ 6,287,500
Miscellaneous	149,846	93,087	341,000
Total revenue	3,224,152	3,240,435	6,628,500
Expenditures:			
Materials and services	350,202	280,834	792,000
Debt service	6,331,683	-	-
Contingency	-	-	8,909,811
Total expenditures	6,681,885	280,834	9,701,811
Revenues over (under) expenditures	(3,457,733)	2,959,601	(3,073,311)
Net change in fund balance	(3,457,733)	2,959,601	(3,073,311)
Beginning fund balance and contingency	6,430,444	2,972,711	3,073,311
Reserved ending fund balance	\$ 2,972,711	\$ 5,932,312	\$ -

Note: Figures are based upon audited financial statements.