

House Joint Resolution 21

Sponsored by COMMITTEE ON REVENUE

SUMMARY

The following summary is not prepared by the sponsors of the measure and is not a part of the body thereof subject to consideration by the Legislative Assembly. It is an editor's brief statement of the essential features of the measure **as introduced**.

Proposes amendment to Oregon Constitution that provides that rate of ad valorem property taxes imposed by county for any property tax year may not be less than \$2.00 per thousand dollars of assessed value and excepts \$2.00 per thousand dollars minimum from compression under Ballot Measure 5 (1990).

Refers proposed amendment to people for their approval or rejection at next primary election.

JOINT RESOLUTION

Be It Resolved by the Legislative Assembly of the State of Oregon:

PARAGRAPH 1. The Constitution of the State of Oregon is amended by creating a new section 16 to be added to and made a part of Article XI, and by amending section 11, Article XI, such sections to read:

Sec. 11. (1)(a) For the tax year beginning July 1, 1997, each unit of property in this state shall have a maximum assessed value for ad valorem property tax purposes that does not exceed the property's real market value for the tax year beginning July 1, 1995, reduced by 10 percent.

(b) For tax years beginning after July 1, 1997, the property's maximum assessed value shall not increase by more than three percent from the previous tax year.

(c) Notwithstanding paragraph (a) or (b) of this subsection, property shall be valued at the ratio of average maximum assessed value to average real market value of property located in the area in which the property is located that is within the same property class, if on or after July 1, 1995:

(A) The property is new property or new improvements to property;

(B) The property is partitioned or subdivided;

(C) The property is rezoned and used consistently with the rezoning;

(D) The property is first taken into account as omitted property;

(E) The property becomes disqualified from exemption, partial exemption or special assessment;

or

(F) A lot line adjustment is made with respect to the property, except that the total assessed value of all property affected by a lot line adjustment shall not exceed the total maximum assessed value of the affected property under paragraph (a) or (b) of this subsection.

(d) Property shall be valued under paragraph (c) of this subsection only for the first tax year in which the changes described in paragraph (c) of this subsection are taken into account following the effective date of this section. For each tax year thereafter, the limits described in paragraph (b) of this subsection apply.

(e) The Legislative Assembly shall enact laws that establish property classes and areas sufficient to make a determination under paragraph (c) of this subsection.

(f) Each property's assessed value shall not exceed the property's real market value.

(g) There shall not be a reappraisal of the real market value used in the tax year beginning July

NOTE: Matter in **boldfaced** type in an amended section is new; matter [*italic and bracketed*] is existing law to be omitted. New sections are in **boldfaced** type.

1 1, 1995, for purposes of determining the property's maximum assessed value under paragraph (a) of
2 this subsection.

3 (2) The maximum assessed value of property that is assessed under a partial exemption or spe-
4 cial assessment law shall be determined by applying the percentage reduction of paragraph (a) and
5 the limit of paragraph (b) of subsection (1) of this section, or if newly eligible for partial exemption
6 or special assessment, using a ratio developed in a manner consistent with paragraph (c) of sub-
7 section (1) of this section to the property's partially exempt or specially assessed value in the man-
8 ner provided by law. After disqualification from partial exemption or special assessment, any
9 additional taxes authorized by law may be imposed, but in the aggregate may not exceed the amount
10 that would have been imposed under this section had the property not been partially exempt or
11 specially assessed for the years for which the additional taxes are being collected.

12 (3)(a)(A) The Legislative Assembly shall enact laws to reduce the amount of ad valorem property
13 taxes imposed by local taxing districts in this state so that the total of all ad valorem property taxes
14 imposed in this state for the tax year beginning July 1, 1997, is reduced by 17 percent from the total
15 of all ad valorem property taxes that would have been imposed under repealed sections 11 and 11a
16 of this Article (1995 Edition) and section 11b of this Article but not taking into account Ballot
17 Measure 47 (1996), for the tax year beginning July 1, 1997.

18 (B) The ad valorem property taxes to be reduced under subparagraph (A) of this paragraph are
19 those taxes that would have been imposed under repealed sections 11 or 11a of this Article (1995
20 Edition) or section 11b of this Article, as modified by subsection (11) of this section, other than taxes
21 described in subsection (4), (5), (6) or (7) of this section, taxes imposed to pay bonded indebtedness
22 described in section 11b of this Article, as modified by paragraph (d) of subsection (11) of this sec-
23 tion, or taxes described in section 1c, Article IX of this Constitution.

24 (C) It shall be the policy of this state to distribute the reductions caused by this paragraph so
25 as to reflect:

26 (i) The lesser of ad valorem property taxes imposed for the tax year beginning July 1, 1995, re-
27 duced by 10 percent, or ad valorem property taxes imposed for the tax year beginning July 1, 1994;

28 (ii) Growth in new value under subparagraph (A), (B), (C), (D) or (E) of paragraph (c) of sub-
29 section (1) of this section, as added to the assessment and tax rolls for the tax year beginning July
30 1, 1996, or July 1, 1997 (or, if applicable, for the tax year beginning July 1, 1995); and

31 (iii) Ad valorem property taxes authorized by voters to be imposed in tax years beginning on
32 or after July 1, 1996, and imposed according to that authority for the tax year beginning July 1,
33 1997.

34 (D) It shall be the policy of this state and the local taxing districts of this state to prioritize
35 public safety and public education in responding to the reductions caused by this paragraph while
36 minimizing the loss of decision-making control of local taxing districts.

37 (E) If the total value for the tax year beginning July 1, 1997, of additions of value described in
38 subparagraph (A), (B), (C), (D) or (E) of paragraph (c) of subsection (1) of this section that are added
39 to the assessment and tax rolls for the tax year beginning July 1, 1996, or July 1, 1997, exceeds four
40 percent of the total assessed value of property statewide for the tax year beginning July 1, 1997
41 (before taking into account the additions of value described in subparagraph (A), (B), (C), (D) or (E)
42 of paragraph (c) of subsection (1) of this section), then any ad valorem property taxes attributable
43 to the excess above four percent shall reduce the dollar amount of the reduction described in sub-
44 paragraph (A) of this paragraph.

45 (b)(A) For the tax year beginning July 1, 1997, the ad valorem property taxes that were reduced

1 under paragraph (a) of this subsection shall be imposed on the assessed value of property in a local
2 taxing district as provided by law, and the rate of the ad valorem property taxes imposed under this
3 paragraph shall be the local taxing district's permanent limit on the rate of ad valorem property
4 taxes imposed by the district for tax years beginning after July 1, 1997, except as provided in sub-
5 section (5) of this section.

6 **(B)(i) Notwithstanding subparagraph (A) of this paragraph, the permanent limit on the**
7 **rate of ad valorem property taxes imposed by a county may not be less than \$2.00 per thou-**
8 **sand dollars of assessed value as determined by law.**

9 **(ii) For any property tax year in which the total rate of all ad valorem property taxes**
10 **imposed by a county that would otherwise be subject to section 11b of this Article, as modi-**
11 **fied by subsection (11) of this section, is less than \$2.00 per thousand dollars, the county shall**
12 **impose operating taxes subject to the permanent limit established under sub-subparagraph**
13 **(i) of this subparagraph in the amount necessary to bring the total rate up to \$2.00 per**
14 **thousand dollars.**

15 **(iii) Section 11b of this Article, as modified by subsection (11) of this section, does not**
16 **apply to the first \$2.00 per thousand dollars of a county's property taxes that would other-**
17 **wise be subject to section 11b of this Article. For purposes of this sub-subparagraph, the**
18 **county's property taxes shall be allocated to the \$2.00 per thousand dollars minimum in this**
19 **order: first, the county's operating taxes subject to the permanent limit established under**
20 **sub-subparagraph (i) of this subparagraph, and then, if the operating tax rate is less than**
21 **\$2.00 per thousand dollars, the local option taxes of the county, proportionally, until the \$2.00**
22 **per thousand dollars minimum is reached.**

23 (c)(A) A local taxing district that has not previously imposed ad valorem property taxes and that
24 seeks to impose ad valorem property taxes shall establish a limit on the rate of ad valorem property
25 tax to be imposed by the district. The rate limit established under this subparagraph shall be ap-
26 proved by a majority of voters voting on the question. The rate limit approved under this subpara-
27 graph shall serve as the district's permanent rate limit under paragraph (b) of this subsection.

28 (B) The voter participation requirements described in subsection (8) of this section apply to an
29 election under this paragraph.

30 (d) If two or more local taxing districts seek to consolidate or merge, the limit on the rate of
31 ad valorem property tax to be imposed by the consolidated or merged district shall be the rate that
32 would produce the same tax revenue as the local taxing districts would have cumulatively produced
33 in the year of consolidation or merger, if the consolidation or merger had not occurred.

34 (e)(A) If a local taxing district divides, the limit on the rate of ad valorem property tax to be
35 imposed by each local taxing district after division shall be the same as the local taxing district's
36 rate limit under paragraph (b) of this subsection prior to division.

37 (B) Notwithstanding subparagraph (A) of this paragraph, the limit determined under this para-
38 graph shall not be greater than the rate that would have produced the same amount of ad valorem
39 property tax revenue in the year of division, had the division not occurred.

40 (f) Rates of ad valorem property tax established under this subsection may be carried to a
41 number of decimal places provided by law and rounded as provided by law.

42 (g) Urban renewal levies described in this subsection shall be imposed as provided in subsections
43 (15) and (16) of this section and may not be imposed under this subsection.

44 (h) Ad valorem property taxes described in this subsection shall be subject to the limitations
45 described in section 11b of this Article, as modified by subsection (11) of this section.

1 (4)(a)(A) A local taxing district other than a school district may impose a local option ad
2 valorem property tax that exceeds the limitations imposed under this section by submitting the
3 question of the levy to voters in the local taxing district and obtaining the approval of a majority
4 of the voters voting on the question.

5 (B) The Legislative Assembly may enact laws permitting a school district to impose a local op-
6 tion ad valorem property tax as otherwise provided under this subsection.

7 (b) A levy imposed pursuant to legislation enacted under this subsection may be imposed for no
8 more than five years, except that a levy for a capital project may be imposed for no more than the
9 lesser of the expected useful life of the capital project or 10 years.

10 (c) The voter participation requirements described in subsection (8) of this section apply to an
11 election held under this subsection.

12 (5)(a) Any portion of a local taxing district levy shall not be subject to reduction and limitation
13 under paragraphs (a) and (b) of subsection (3) of this section if that portion of the levy is used to
14 repay:

15 (A) Principal and interest for any bond issued before December 5, 1996, and secured by a pledge
16 or explicit commitment of ad valorem property taxes or a covenant to levy or collect ad valorem
17 property taxes;

18 (B) Principal and interest for any other formal, written borrowing of moneys executed before
19 December 5, 1996, for which ad valorem property tax revenues have been pledged or explicitly
20 committed, or that are secured by a covenant to levy or collect ad valorem property taxes;

21 (C) Principal and interest for any bond issued to refund an obligation described in subparagraph
22 (A) or (B) of this paragraph; or

23 (D) Local government pension and disability plan obligations that commit ad valorem property
24 taxes and to ad valorem property taxes imposed to fulfill those obligations.

25 (b)(A) A levy described in this subsection shall be imposed on assessed value as otherwise pro-
26 vided by law in an amount sufficient to repay the debt described in this subsection. Ad valorem
27 property taxes may not be imposed under this subsection that repay the debt at an earlier date or
28 on a different schedule than established in the agreement creating the debt.

29 (B) A levy described in this subsection shall be subject to the limitations imposed under section
30 11b of this Article, as modified by subsection (11) of this section.

31 (c)(A) As used in this subsection, "local government pension and disability plan obligations that
32 commit ad valorem property taxes" is limited to contractual obligations for which the levy of ad
33 valorem property taxes has been committed by a local government charter provision that was in
34 effect on December 5, 1996, and, if in effect on December 5, 1996, as amended thereafter.

35 (B) The rates of ad valorem property taxes described in this paragraph may be adjusted so that
36 the maximum allowable rate is capable of raising the revenue that the levy would have been au-
37 thorized to raise if applied to property valued at real market value.

38 (C) Notwithstanding subparagraph (B) of this paragraph, ad valorem property taxes described in
39 this paragraph shall be taken into account for purposes of the limitations in section 11b of this Ar-
40 ticle, as modified by subsection (11) of this section.

41 (D) If any proposed amendment to a charter described in subparagraph (A) of this paragraph
42 permits the ad valorem property tax levy for local government pension and disability plan obli-
43 gations to be increased, the amendment must be approved by voters in an election. The voter par-
44 ticipation requirements described in subsection (8) of this section apply to an election under this
45 subparagraph. No amendment to any charter described in this paragraph may cause ad valorem

1 property taxes to exceed the limitations of section 11b of this Article, as amended by subsection (11)
2 of this section.

3 (d) If the levy described in this subsection was a tax base or other permanent continuing levy,
4 other than a levy imposed for the purpose described in subparagraph (D) of paragraph (a) of this
5 subsection, prior to the effective date of this section, for the tax year following the repayment of
6 debt described in this subsection the local taxing district's rate of ad valorem property tax estab-
7 lished under paragraph (b) of subsection (3) of this section shall be increased to the rate that would
8 have been in effect had the levy not been excepted from the reduction described in subsection (3)
9 of this section. No adjustment shall be made to the rate of ad valorem property tax of local taxing
10 districts other than the district imposing a levy under this subsection.

11 (e) If this subsection would apply to a levy described in paragraph (d) of this subsection, the
12 local taxing district imposing the levy may elect out of the provisions of this subsection. The levy
13 of a local taxing district making the election shall be included in the reduction and ad valorem
14 property tax rate determination described in subsection (3) of this section.

15 (6)(a) The ad valorem property tax of a local taxing district, other than a city, county or school
16 district, that is used to support a hospital facility shall not be subject to the reduction described in
17 paragraph (a) of subsection (3) of this section. The entire ad valorem property tax imposed under
18 this subsection for the tax year beginning July 1, 1997, shall be the local taxing district's permanent
19 limit on the rate of ad valorem property taxes imposed by the district under paragraph (b) of sub-
20 section (3) of this section.

21 (b) Ad valorem property taxes described in this subsection shall be subject to the limitations
22 imposed under section 11b of this Article, as modified by subsection (11) of this section.

23 (7) Notwithstanding any other existing or former provision of this Constitution, the following
24 are validated, ratified, approved and confirmed:

25 (a) Any levy of ad valorem property taxes approved by a majority of voters voting on the
26 question in an election held before December 5, 1996, if the election met the voter participation re-
27 quirements described in subsection (8) of this section and the ad valorem property taxes were first
28 imposed for the tax year beginning July 1, 1996, or July 1, 1997. A levy described in this paragraph
29 shall not be subject to reduction under paragraph (a) of subsection (3) of this section but shall be
30 taken into account in determining the local taxing district's permanent rate of ad valorem property
31 tax under paragraph (b) of subsection (3) this section. This paragraph does not apply to levies de-
32 scribed in subsection (5) of this section or to levies to pay bonded indebtedness described in section
33 11b of this Article, as modified by subsection (11) of this section.

34 (b) Any serial or one-year levy to replace an existing serial or one-year levy approved by a
35 majority of the voters voting on the question at an election held after December 4, 1996, and to be
36 first imposed for the tax year beginning July 1, 1997, if the rate or the amount of the levy approved
37 is not greater than the rate or the amount of the levy replaced.

38 (c) Any levy of ad valorem property taxes approved by a majority of voters voting on the ques-
39 tion in an election held on or after December 5, 1996, and before the effective date of this section
40 if the election met the voter participation requirements described in subsection (8) of this section
41 and the ad valorem property taxes were first imposed for the tax year beginning July 1, 1997. A levy
42 described in this paragraph shall be treated as a local option ad valorem property tax under sub-
43 section (4) of this section. This paragraph does not apply to levies described in subsection (5) of this
44 section or to levies to pay bonded indebtedness described in section 11b of this Article, as modified
45 by subsection (11) of this section.

1 (8) An election described in subsection (3), (4), (5)(c)(D), (7)(a) or (c) or (11) of this section shall
2 authorize the matter upon which the election is being held only if:

3 (a) At least 50 percent of registered voters eligible to vote in the election cast a ballot; or

4 (b) The election is a general election in an even-numbered year.

5 (9) The Legislative Assembly shall replace, from the state's General Fund, revenue lost by the
6 public school system because of the limitations of this section. The amount of the replacement re-
7 venue shall not be less than the total replaced in fiscal year 1997-1998.

8 (10)(a) As used in this section:

9 (A) "Improvements" includes new construction, reconstruction, major additions, remodeling,
10 renovation and rehabilitation, including installation, but does not include minor construction or on-
11 going maintenance and repair.

12 (B) "Ad valorem property tax" does not include taxes imposed to pay principal and interest on
13 bonded indebtedness described in paragraph (d) of subsection (11) of this section.

14 (b) In calculating the addition to value for new property and improvements, the amount added
15 shall be net of the value of retired property.

16 (11) For purposes of this section and for purposes of implementing the limits in section 11b of
17 this Article in tax years beginning on or after July 1, 1997:

18 (a)(A) The real market value of property shall be the amount in cash that could reasonably be
19 expected to be paid by an informed buyer to an informed seller, each acting without compulsion in
20 an arm's length transaction occurring as of the assessment date for the tax year, as established by
21 law.

22 (B) The Legislative Assembly shall enact laws to adjust the real market value of property to
23 reflect a substantial casualty loss of value after the assessment date.

24 (b) The \$5 (public school system) and \$10 (other government) limits on property taxes per \$1,000
25 of real market value described in subsection (1) of section 11b of this Article shall be determined
26 on the basis of property taxes imposed in each geographic area taxed by the same local taxing dis-
27 tricts.

28 (c)(A) All property taxes described in this section are subject to the limits described in para-
29 graph (b) of this subsection, except for taxes described in paragraph (d) of this subsection.

30 (B) If property taxes exceed the limitations imposed under either category of local taxing dis-
31 trict under paragraph (b) of this subsection:

32 (i) Any local option ad valorem property taxes imposed under this subsection shall be propor-
33 tionally reduced by those local taxing districts within the category that is imposing local option ad
34 valorem property taxes; and

35 (ii) After local option ad valorem property taxes have been eliminated, all other ad valorem
36 property taxes shall be proportionally reduced by those taxing districts within the category, until
37 the limits are no longer exceeded.

38 (C) The percentages used to make the proportional reductions under subparagraph (B) of this
39 paragraph shall be calculated separately for each category.

40 (d) Bonded indebtedness, the taxes of which are not subject to limitation under this section or
41 section 11b of this Article, consists of:

42 (A) Bonded indebtedness authorized by a provision of this Constitution;

43 (B) Bonded indebtedness issued on or before November 6, 1990; or

44 (C) Bonded indebtedness:

45 (i) Incurred for capital construction or capital improvements; and

1 (ii)(I) If issued after November 6, 1990, and approved prior to December 5, 1996, the issuance
2 of which has been approved by a majority of voters voting on the question; or

3 (II) If approved by voters after December 5, 1996, the issuance of which has been approved by
4 a majority of voters voting on the question in an election that is in compliance with the voter par-
5 ticipation requirements in subsection (8) of this section.

6 (12) Bonded indebtedness described in subsection (11) of this section includes bonded indebt-
7 edness issued to refund bonded indebtedness described in subsection (11) of this section.

8 (13) As used in subsection (11) of this section, with respect to bonded indebtedness issued on
9 or after December 5, 1996, "capital construction" and "capital improvements":

10 (a) Include public safety and law enforcement vehicles with a projected useful life of five years
11 or more; and

12 (b) Do not include:

13 (A) Maintenance and repairs, the need for which could reasonably be anticipated.

14 (B) Supplies and equipment that are not intrinsic to the structure.

15 (14) Ad valorem property taxes imposed to pay principal and interest on bonded indebtedness
16 described in section 11b of this Article, as modified by subsection (11) of this section, shall be im-
17 posed on the assessed value of the property determined under this section or, in the case of specially
18 assessed property, as otherwise provided by law or as limited by this section, whichever is applica-
19 ble.

20 (15) If ad valorem property taxes are divided as provided in section 1c, Article IX of this Con-
21 stitution, in order to fund a redevelopment or urban renewal project, then notwithstanding sub-
22 section (1) of this section, the ad valorem property taxes levied against the increase shall be used
23 exclusively to pay any indebtedness incurred for the redevelopment or urban renewal project.

24 (16) The Legislative Assembly shall enact laws that allow collection of ad valorem property
25 taxes sufficient to pay, when due, indebtedness incurred to carry out urban renewal plans existing
26 on December 5, 1996. These collections shall cease when the indebtedness is paid. Unless excepted
27 from limitation under section 11b of this Article, as modified by subsection (11) of this section,
28 nothing in this subsection shall be construed to remove ad valorem property taxes levied against the
29 increase from the dollar limits in paragraph (b) of subsection (11) of this section.

30 (17)(a) If, in an election on November 5, 1996, voters approved a new tax base for a local taxing
31 district under repealed section 11 of this Article (1995 Edition) that was not to go into effect until
32 the tax year beginning July 1, 1998, the local taxing district's permanent rate limit under subsection
33 (3) of this section shall be recalculated for the tax year beginning on July 1, 1998, to reflect:

34 (A) Ad valorem property taxes that would have been imposed had repealed section 11 of this
35 Article (1995 Edition) remained in effect; and

36 (B) Any other permanent continuing levies that would have been imposed under repealed section
37 11 of this Article (1995 Edition), as reduced by subsection (3) of this section.

38 (b) The rate limit determined under this subsection shall be the local taxing district's permanent
39 rate limit for tax years beginning on or after July 1, 1999.

40 (18) Section 32, Article I, and section 1, Article IX of this Constitution, shall not apply to this
41 section.

42 (19)(a) The Legislative Assembly shall by statute limit the ability of local taxing districts to
43 impose new or additional fees, taxes, assessments or other charges for the purpose of using the
44 proceeds as alternative sources of funding to make up for ad valorem property tax revenue re-
45 ductions caused by the initial implementation of this section, unless the new or additional fee, tax,

1 assessment or other charge is approved by voters.

2 (b) This subsection shall not apply to new or additional fees, taxes, assessments or other charges
3 for a government product or service that a person:

4 (A) May legally obtain from a source other than government; and

5 (B) Is reasonably able to obtain from a source other than government.

6 (c) As used in this subsection, “new or additional fees, taxes, assessments or other charges” does
7 not include moneys received by a local taxing district as:

8 (A) Rent or lease payments;

9 (B) Interest, dividends, royalties or other investment earnings;

10 (C) Fines, penalties and unitary assessments;

11 (D) Amounts charged to and paid by another unit of government for products, services or prop-
12 erty; or

13 (E) Payments derived from a contract entered into by the local taxing district as a proprietary
14 function of the local taxing district.

15 (d) This subsection does not apply to a local taxing district that derived less than 10 percent
16 of the local taxing district’s operating revenues from ad valorem property taxes, other than ad
17 valorem property taxes imposed to pay bonded indebtedness, during the fiscal year ending June 30,
18 1996.

19 (e) An election under this subsection need not comply with the voter participation requirements
20 described in subsection (8) of this section.

21 (20) If any provision of this section is determined to be unconstitutional or otherwise invalid,
22 the remaining provisions shall continue in full force and effect.

23 **SECTION 16. (1) The amendment to section 11 of this Article by House Joint Resolution**
24 **21 (2015) applies to property tax years beginning on or after July 1, 2016.**

25 **(2) This section is repealed on January 2, 2017.**

26
27 **PARAGRAPH 2. The amendment proposed by this resolution shall be submitted to the**
28 **people for their approval or rejection at a special election held throughout this state on the**
29 **same date as the next primary election.**