House Bill 2278

Introduced and printed pursuant to House Rule 12.00. Presession filed (at the request of Governor Kate Brown for Department of 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.**

Authorizes municipal corporation to budget for estimated debt service payments when general obligation bonds are approved by voters at May election.

Provides that historic ghost towns do not have to comply with Local Budget Law.

Creates consistency in methods by which community college districts budget and make appropriations.

Makes nonsubstantive housekeeping changes to Local Budget Law statutes.

Takes effect on 91st day following adjournment sine die.

1 A BILL FOR AN ACT

2 Relating to local budget law; creating new provisions; amending ORS 199.743, 261.200, 294.175, 294.316, 294.456, 294.476, 478.410, 553.720 and 568.806; and prescribing an effective date.

Be It Enacted by the People of the State of Oregon:

SECTION 1. Section 2 of this 2017 Act is added to and made a part of ORS 294.305 to 294.565.

SECTION 2. (1) If the voters of a municipal corporation approve the issuance of general obligation bonds at a May election, the budget of the municipal corporation adopted under ORS 294.456 may include estimated requirements to pay debt service on the bonds during the ensuing year or each of the years of the ensuing budget period.

- (2) On or after July 1 and before September 1 following the election described in subsection (1) of this section, the governing body of the municipal corporation may adopt an ordinance or resolution imposing and categorizing a tax levy necessary to pay the estimated debt service on the bonds described in subsection (1) of this section. The portion of an ordinance or resolution that is adopted under this subsection does not become effective until the debt is incurred.
- (3) The assessor of the county in which the municipal corporation is located shall accept a written notice certifying the estimated amount of ad valorem property taxes to be imposed by the municipal corporation pursuant to an ordinance or resolution adopted under subsection (2) of this section, or of a subsequent ordinance or resolution imposing and categorizing a tax levy in an amount that is less than the amount imposed under subsection (2) of this section, on or before September 1 of the property tax year, provided the governing body of the municipal corporation timely files and is approved for an extension under ORS 310.060.

SECTION 3. ORS 294.316 is amended to read:

25 294.316. The provisions of ORS 294.305 to 294.565 do not apply to the following municipal corporations and entities:

- (1) Drainage districts organized under ORS chapter 547;
- (2) District improvement companies organized under ORS chapter 554;

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.

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- (3) Highway lighting districts organized under ORS chapter 372;
- (4) Irrigation districts organized under ORS chapter 545;

- (5) Road districts organized under ORS chapter 371;
- (6) Soil and water conservation districts organized under ORS chapter 568 that will not levy an ad valorem tax during the ensuing year or ensuing budget period;
- (7) Municipal public utilities operating under separate boards or commissions, authorized under ORS chapter 225 and city charters, and people's utility districts organized under ORS chapter 261, both operating without ad valorem tax support during the ensuing year or ensuing budget period;
- (8) Housing authorities [organized under ORS 446.515 to 446.547 and ORS chapter 456] **created under ORS 456.055 to 456.235** that are not carrying out urban renewal activities using a division of ad valorem taxes under ORS 457.440 during the ensuing year or ensuing budget period;
- (9) Water control districts organized under ORS chapter 553 that will not levy an ad valorem tax during the ensuing year or ensuing budget period;
 - (10) Hospital financing authorities organized under ORS 441.525 to 441.595;
 - (11) Export trading corporations organized under ORS 777.755 to 777.800;
 - (12) Diking districts organized under ORS chapter 551;
 - (13) Health districts organized under ORS 440.315 to 440.410; [and]
- (14) Intergovernmental entities created under ORS 190.010, including councils of governments described in ORS 294.900 to 294.930, except that an intergovernmental entity or a council of governments that proposes to impose ad valorem property taxes for the ensuing year or budget period is subject to ORS 294.305 to 294.565 for the budget prepared for that year or period[.]; and
 - (15) Historic ghost towns as defined in ORS 221.862.
 - SECTION 4. ORS 294.456 is amended to read:
- 294.456. (1)(a) After the public hearing required under ORS 294.453 (1) and consideration of matters discussed at the public hearing, the governing body of a municipal corporation shall enact the ordinances or resolutions necessary to adopt the budget, to make the appropriations, to determine, make and declare the ad valorem property tax amount or rate to be certified to the assessor for either the ensuing year or each of the years of the ensuing budget period and to itemize and categorize the ad valorem property tax amount or rate as required under ORS 310.060.
- (b) The governing body may amend the budget estimates and proposed ad valorem property tax amount or rate in the budget document before adoption under paragraph (a) of this subsection and after adoption if the post-adoption amendments are adopted prior to the commencement of the fiscal year or budget period to which the budget relates.
- (c) Notwithstanding paragraph (b) of this subsection, unless the amended budget document is republished pursuant to ORS 294.438 or 294.448 in the same manner as the original budget and another public hearing is held pursuant to ORS 294.453 (1), or except to the extent ad valorem property taxes may be increased under ORS 294.476:
- (A) The amount of estimated expenditures for each fund in an annual budget may not be increased by more than \$5,000 or 10 percent of the estimated expenditures, whichever is greater;
- (B) The amount of estimated expenditures for each fund in a biennial budget may not be increased by more than \$10,000 or 10 percent of the estimated expenditures, whichever is greater; and
- (C) The amount or rate of the total ad valorem property taxes to be certified by the municipal corporation to the assessor may not exceed the amount approved by the budget committee.
- (2)(a) After a public hearing under ORS 294.453 (2) or (3), receipt of the certification of the tax supervising and conservation commission, if required, and consideration of any orders, recommen-

- dations or objections made by the tax supervising and conservation commission in accordance with law, the governing body of a municipal corporation shall enact the ordinances or resolutions necessary to adopt the budget, to make the appropriations, to determine, make and declare the ad valorem property tax amount or rate for either the ensuing fiscal year or each of the fiscal years of the ensuing budget period and to itemize and categorize the ad valorem property tax amount or rate as required under ORS 310.060.
- (b) The action taken by the governing body under paragraph (a) of this subsection on each order, recommendation or objection made by the commission, with the reasons for the action, must be included in the ordinance or resolution adopting the budget.
- (c) The governing body shall send a certified copy of the ordinance or resolution to the commission within 15 days after the date the ordinance or resolution is adopted.
- (d) The governing body may amend the budget estimates, appropriations and ad valorem property tax amount or rate in the budget document before adoption under paragraph (a) of this subsection and after adoption if the post-adoption amendments are adopted prior to the commencement of the fiscal year or budget period to which the budget relates.
- (e) Notwithstanding paragraph (d) of this subsection, unless the amended budget document is resubmitted to the tax supervising and conservation commission for another public hearing and for recommendations or objections of the commission, or except to the extent ad valorem property taxes may be increased under ORS 294.476:
- (A) The amount of estimated expenditures for each fund in an annual budget may not be increased by more than \$5,000 or 10 percent of the estimated expenditures, whichever is greater;
- (B) The amount of estimated expenditures for each fund in a biennial budget may not be increased by more than \$10,000 or 10 percent of the estimated expenditures, whichever is greater; and
- (C) The amount or rate of the total ad valorem property taxes to be certified by the municipal corporation to the assessor may not exceed the amount approved by the budget committee.
- (3)(a) Except as provided in subsections (4) and (5) of this section, the appropriations required under subsections (1) and (2) of this section must contain:
- (A) One amount for each organizational unit or program of each fund that is the total of all amounts for personnel services, materials and services and capital outlay attributable to the organizational unit or program; and
- (B) Separate amounts in each fund for operating expenses for personnel services, materials and services and capital outlay that cannot be allocated to a particular organizational unit or program and for debt service, special payments, interfund revenue transfers and operating contingencies.
- (b) Separate amounts for activities within an organizational unit or program may be appropriated separately.
- (c) For a municipal corporation to which the terms "organizational unit" and "program" do not apply, the appropriations must contain separate amounts for personnel services, materials and services, capital outlay, debt service, special payments, interfund revenue transfers and operating contingencies for each fund.
- (4) For a school district or an education service district, the appropriations required under subsections (1) and (2) of this section must contain separate amounts in each major fund for each major function, as prescribed by the Department of Education in consultation with the Department of Revenue, including instruction, support services, enterprise and community services, facilities acquisition and construction, interfund revenue transfers, debt service and operating contingencies.
 - (5) For a community college district, the appropriations required under subsections (1) and (2)

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of this section must contain separate amounts in each fund for:

- (a) Each major function, as prescribed by the Office of Community Colleges and Workforce Development in consultation with the Department of Revenue, including instruction, instructional support, student services, community services, college support services, interfund transfers, debt service and operating contingencies;
 - (b) Each major function as required under subsection (4) of this section; or
- (c) Each **organizational unit or** program [or] **and** each object classification required under subsection (3) of this section.
- (6) Except as provided in ORS 294.338, 294.463, 294.466, 294.471, 294.473 and 294.478, after the governing body has enacted the ordinances or resolutions necessary to adopt the budget as required under this section, an expenditure, or encumbrance if encumbrance accounting is used, of public money may not be made for any purpose in an amount greater than the amount appropriated.
- (7) The governing body of a municipal corporation shall record the amount or rate of ad valorem property taxes to be certified and the purposes for which the taxes will be used. Except as provided in ORS 294.476, the municipal corporation may not certify ad valorem property taxes in an amount or rate greater than the amount or rate recorded for the purposes indicated.
- (8)(a) The governing body of a municipal corporation shall determine, make and declare ad valorem property taxes under subsections (1) and (2) of this section as a rate per \$1,000 of assessed value if the taxes are operating taxes as defined in ORS 310.055 (1) or rate-based local option taxes.
- (b) The governing body shall determine, make and declare ad valorem property taxes under subsections (1) and (2) of this section as an amount if the taxes are certified as amount-based local option taxes, to pay principal and interest on exempt bonded indebtedness or to pay other government obligations described in [section 11 (5),] Article XI, section 11 (5), of the Oregon Constitution.
- (c) Notwithstanding paragraph (a) of this subsection, the governing body may certify operating taxes as defined in ORS 310.055 (1) as a rate or an amount if less than the full authority is needed to balance the fund that will receive the taxes.

SECTION 5. ORS 199.743 is amended to read:

- 199.743. (1) Notwithstanding ORS 294.305 to [294.520] 294.565 and 310.010 to 310.110, if the charter for a city-county is approved under ORS 199.740 (1) and the effective date of such charter is other than the date of the beginning of the fiscal year immediately following the fiscal year in progress on the effective date of such charter, during the remainder of the fiscal year in progress on the effective date of such charter the city-county shall expend moneys and levy taxes in accordance with the budgets prepared and adopted by each of the municipal corporations consolidated, merged or dissolved in the formation of the city-county pursuant to such charter, as if such charter had not taken effect. For the purposes of this section, the city-county shall be considered to be a continuation of each municipal corporation consolidated, merged or dissolved in the formation of the city-county.
 - (2) As used in subsection (1) of this section:
 - (a) "Fiscal year" has the meaning given that term in ORS 294.311.
 - (b) "Municipal corporation" has the meaning given that term in ORS 294.311.
 - SECTION 6. ORS 261.200 is amended to read:
- 261.200. (1) If a majority of votes cast at the election favors formation of the people's utility district and authorization of the district to impose a special levy for the purposes stated in the petition for formation, or annexation of a parcel of territory or a city to an existing district, or consolidation of two or more districts, as the case may be, and in conformity with provisions of ORS

$1 \\ 2$	261.105 and 261.110, the county governing body shall issue a proclamation accordingly and file a certified copy with the county clerk of each county where the district or any portion thereof is lo-
3 4	cated. The proclamation for formation of a district shall be in substantially the following form:
5 6	Whereas at an election duly and regularly held on the day of, 2, within
7	County (or Counties), State of Oregon, and within the boundaries of a pro-
8	posed district as herein described, there was submitted to the electors thereof the question whether
9	or not a people's utility district should be incorporated as the (here insert name of district) and to
10	give authority to impose a special levy of \$ under and pursuant to the provisions of ORS
11	chapter 261; and
12	Whereas at the election so held votes were cast in favor of incorporation, and votes
13	were cast against incorporation; and
14	Whereas the incorporation of the (here insert name of district) received the affirmative vote of
15	the majority of the votes cast at the election;
16	Now, therefore, the undersigned hereby does proclaim and declare that all of that part of the
17	State of Oregon, described as (here insert description) has been duly and legally incorporated as the
18	People's Utility District under and pursuant to the Constitution and laws of the State
19	of Oregon, and the district has the authority to collect the sum of \$ by special levy against
20	the taxable property within the district.
21	Chairperson of the County Governing Body.
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25	(2) The proclamation for annexing a parcel of territory or a city to an existing district or the
26	consolidation of two or more existing districts, or both, shall be adaptations of the above procla-
27	mation.
28	(3) The proclamation of formation, with the notice of boundary change under ORS 308.225, shall
29	be filed by the district with the county assessor of each county in which any portion of the district
30	is situated, who shall thereupon enter the special levy.
31	(4) Expenditure of the moneys received from the special levy for the purposes stated in the pe-
32	tition for district formation may be made by the district without prior adoption of a budget under
33	ORS 294.305 to [294.520] 294.565 .
34	(5) Following proclamation of formation of a district, any person whose property has been im-
35	properly included within a district, contrary to the provisions of ORS 261.110 (5) or (7), may petition
36	a county governing body to revise the district boundaries to exclude the property. After notice to
37	the district, and a hearing on the petition, the county governing body shall revise the district
38	boundaries to exclude such property as it finds should not have been included within the district

SECTION 7. ORS 294.175 is amended to read:

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January 1, 1978.

294.175. (1) As used in this section and ORS 294.178 to 294.187:

under the standards set forth in ORS 261.110 (5) or (7). Upon such findings and boundary revisions

a district shall be permitted to refund related taxes paid that are based upon assessments made after January 1, 1978. Boundary revisions shall comply with ORS 308.225. The remedy provided in this

subsection shall be available only to persons owning property in districts which were formed after

(a) "Department" means the Department of Revenue.

- (b) "Expenditures" has the meaning given the term for purposes of ORS 294.305 to [294.520] **294.565** and may be further defined by rule of the department. "Expenditures" does not include any item or class of items that cannot reasonably be allocated to an organizational unit.
- (c) "Expenditures for assessment and taxation" means expenditures for any of the activities, functions or services required of a county in the assessment, equalization, levy, collection or distribution of property taxes under ORS chapters 305, 306, 307, 308, 308A, 309, 310, 311, 312 and 321. "Expenditures for assessment and taxation" specifically includes expenditures for appraising county-appraised industrial property, if the responsibility for making the appraisal has been delegated by the department to a county assessor under ORS 306.126 (3).
- (d) "Grant" has the meaning given the term for purposes of ORS 294.305 to [294.520] **294.565**, and is further described under ORS 294.178.
- (2) On or before May 1 of each year, each county shall file with the department a true copy of its estimates of expenditures for assessment and taxation for the ensuing year as prepared for purposes of ORS 294.388 but in accordance with any rules adopted by the department.
- (3) Upon receipt of the estimate, the department shall review the estimate to determine its adequacy to provide the resources needed to achieve compliance with ORS 308.232 and 308.234, ORS chapter 309 and other laws requiring equality and uniformity in the system of property taxation within the county in order that the same equality and uniformity may be achieved throughout the state.
- (4) If, upon initial review of the estimate, the department determines that the proposed expenditures, or any of them, are not at the level or of the type needed to achieve adequacy, the department shall notify the county governing body. The notice shall contain an explanation of the reasons for the determination and may describe specific items or classifications of expenditure which the department has determined are required, or are not required, in order to achieve adequacy. The notice shall fix the date upon which a conference with the county governing body or representatives of the county governing body shall be held.
- (5)(a) Subject to paragraph (b) of this subsection, if, upon initial review, or upon or after conference held on the date specified in the notice under subsection (4) of this section, or another date or dates convenient to the department and the county governing body, the department determines that the expenditures as initially filed, or that the expenditures as agreed upon at the conference, are at the level and of the type needed to achieve adequacy for that year or over a period of years under a plan presented as described under ORS 294.181, the department shall certify to the county governing body that its estimate of expenditures for assessment and taxation so determined are adequate and that the county will be included in the computation made under ORS 294.178 for the purpose of determining the amount of that county's quarterly grant. The department shall include in the certification an estimate of the percentage share of the funds available in the County Assessment Function Funding Assistance Account that the county will receive under ORS 294.178 and an estimate of the total amount of the grant that will be forthcoming to the county from that account for the ensuing year on account of the certification.
- (b) The department shall not certify expenditures under this subsection that the department determines are in excess of the expenditures necessary to meet the requirements of subsection (3) of this section.
- (6) Any certification issued under subsection (5) of this section shall be issued as of the June 15 following the filing of the estimate of expenditures under subsection (2) of this section. If, as of

June 15, agreement has not been reached between the department and the county governing body upon the estimate, the department shall issue a denial of certification.

(7) A county may appeal the determination of the department under subsection (5)(b) of this section or the denial of certification issued under subsection (6) of this section to the Director of the Oregon Department of Administrative Services. Appeal shall be filed within 10 days after the date that the denial of certification is issued. The sole issue upon appeal shall be the adequacy of expenditures for assessment and taxation as filed with the department under subsection (2) of this section, and the determination, if any, made by the department under subsection (5)(b) of this section. If the Oregon Department of Administrative Services does not issue an order approving the expenditures before July 1 of the fiscal year for which the expenditures are proposed, the certification for purposes of ORS 294.175 to 294.187 shall be considered denied.

SECTION 8. ORS 478.410 is amended to read:

478.410. (1) To provide funds for defraying expenses for the establishment, equipment and maintenance of the district, the district board may provide for a tax on the assessed value of all taxable property within the district.

- (2) To carry into effect any of the powers granted to the district, the district, when authorized by a majority of the voters voting at an election called for that purpose, may borrow money and sell and dispose of general obligation bonds. The total outstanding general obligation bonds, together with liabilities outstanding incurred under rental or lease-purchase agreements authorized by subsection (3) of this section, may not exceed one and one-fourth percent (0.0125) of the real market value of all taxable property within the district, computed in accordance with ORS 308.207.
- (3) The district board may enter into rental or lease-purchase agreements to rent, lease or acquire real or personal property, or both, required for fire-protection purposes. Except for agreements to rent, lease or acquire real property, an agreement may not run for more than 10 years or be subject to renewal. The aggregate principal obligations under the agreements, and under other like agreements, with outstanding bonded indebtedness, may not exceed the limitation imposed by subsection (2) of this section. ORS 294.305 to [294.520] 294.565 do not affect or restrict the right of any district to enter into an agreement described in this subsection.
- (4) Unless expressly prohibited by the documents creating the district, a district board may adopt an ordinance as provided under ORS 198.510 to 198.600 to create a fee for any service provided by the district. A fee created under authority of this section may not exceed the cost to the district of providing the service. The fee authority granted to a board by this subsection is in addition to any authority granted to a board under local law or by the documents creating the district. Notwithstanding ORS 198.600, the failure to pay a fee created under authority of this section is not a violation punishable under ORS 198.600.

SECTION 9. ORS 553.720 is amended to read:

553.720. The ad valorem tax provided for in ORS 553.710 shall be levied and collected in the manner otherwise provided by law for the levy and collection of [real] property taxes. The board shall prepare a budget in the form, manner and time prescribed in ORS 294.305 to [294.520, 294.458 and] 294.565 (the Local Budget Law), for each subdistrict for which taxes are to be levied and assessed, and in accordance therewith shall fix the amount of money to be raised by taxation for each subdistrict. Thereafter the levy shall be equalized and the tax collected and turned over to the district as otherwise provided by law for public corporations.

SECTION 10. ORS 568.806 is amended to read:

568.806. (1) When authorized to become a taxing district by the eligible electors of the district

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as provided in ORS 568.807, a district may assess, levy and collect an ad valorem tax each year on [the real market value of] all taxable property within the limits of the district. The proceeds of the tax shall be applied in carrying out the purposes of ORS 568.210 to 568.808 and 568.900 to 568.933.

- (2) In any year in which the ad valorem tax provided for in subsection (1) of this section is levied, the directors of the district shall prepare a budget in the form, manner and time prescribed in ORS 294.305 to [294.520] **294.565** (the Local Budget Law), and in accordance therewith shall fix the amount of money to be raised by taxation for the district.
- (3) Any taxes levied in any year shall be returned to the county officer, whose duty it is to extend the tax roll in the manner provided in ORS 310.060.
- (4) All taxes levied by a district shall become payable at the same time and be collected by the same officer who collects county taxes, and shall be turned over to the district according to law. The county officer whose duty it is to extend the county levy shall extend the levy of the district in the same manner as city taxes are extended.
- (5) Property shall be subject to sale for nonpayment of taxes levied by a district in like manner and with like effect as in the case of county and state taxes.

SECTION 11. ORS 294.476 is amended to read:

- 294.476. (1) **This subsection applies to the period** following [the] a municipal corporation's adoption under ORS 294.456 of a budget [under ORS 294.456] that does not include revenue from a proposed local option tax[,]. If [a] the municipal corporation places a local option tax measure on the ballot for an election held in September and the electors of the municipal corporation approve the measure, in order to impose the local option tax during the current fiscal year or current budget period, the governing body of the municipal corporation must:
- (a) Adopt an ordinance or resolution to determine, make and declare the local option tax and to categorize the local option tax amount or rate as provided in ORS 310.060;
- (b) Receive from the assessor of the county in which the municipal corporation is located (or, if the municipal corporation is located in more than one county, from the assessor of each county in which the municipal corporation is located) written approval to file a supplemental notice of property tax as described in ORS 310.060 (9); and
- (c) File with the assessor of the county in which the municipal corporation is located (or, if the municipal corporation is located in more than one county, with the assessor of each county in which the municipal corporation is located) two copies of the ordinance or resolution described in paragraph (a) of this subsection, two copies of the supplemental notice of property tax required under ORS 310.060 and two copies of the approved local option tax measure.
- (2) This subsection applies to the period following [the] a municipal corporation's adoption under ORS 294.456 of a budget [under ORS 294.456] that does not include revenue from a proposed local option tax or taxes to pay principal and interest on exempt bonded indebtedness[,]. If [a] the municipal corporation places a local option tax measure or a general obligation bond measure on the ballot for an election, other than an election held in September, next following adoption of the budget and the electors of the municipal corporation approve the measure, in order to impose the tax during the second fiscal year of a biennial budget period, the governing body of the municipal corporation must:
- (a) Adopt an ordinance or resolution to determine, make and declare the tax and to categorize the tax amount or rate as provided in ORS 310.060; and
- (b) Include with the certification required under ORS 310.060 for the second fiscal year of the biennial budget period[,] two copies of the ordinance or resolution described in paragraph (a) of this

- subsection and two copies of the approved local option tax measure or general obligation bond measure.
 - (3) Funds raised by a local option tax described in this section may not be expended by the municipal corporation unless the municipal corporation has adopted a supplemental budget in accordance with ORS 294.471. Funds may be expended only in accordance with the supplemental budget so adopted.
 - (4) As soon as received, the county assessor shall forward one copy of each of the documents described in subsection (1)(c) of this section to the Department of Revenue.

SECTION 12. This 2017 Act takes effect on the 91st day after the date on which the 2017 regular session of the Seventy-ninth Legislative Assembly adjourns sine die.

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