



Oak Lodge Governance Project

Analysis of Governance Options for the Oak
Grove-Jennings Lodge Area
Phase I of Discussions About Governance in Oak Lodge



“New governance options appear financially feasible. The evaluation of fiscal impacts shows the study area would generate substantial revenues in either the annexation or incorporation option.”

--Analysis of Governance Options for the Oak Grove-Jennings Lodge Area

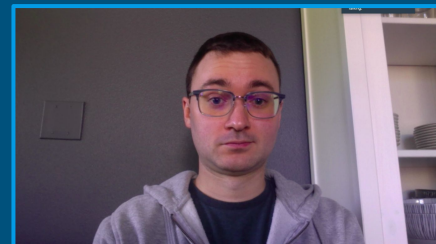
OLGP STEERING COMMITTEE



Tom Civiletti



Eleanore Hunter



Nathan Breitenfeldt



Jane Civiletti



Cole Merkel



Mitra Anoushiravani



Joseph Edge

Not Pictured: Nate
Ember, Chips Janger,
Valerie Chapman

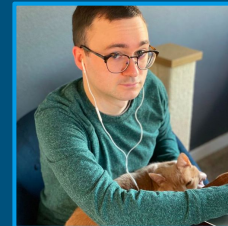
OLGP STEERING COMMITTEE



Tom Civiletti, *under his personal tree canopy*



Eleanore Hunter, *home garden*



Nathan Breitenfeldt, *working from home*



Jane Civiletti, *Fair Oaks Street Party*



Cole Merkel, *with Saffron*



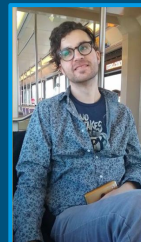
Mitra Anoushiravani, *with her family*



Joseph Edge, *enjoying the Trolley Trail*



Valerie Chapman, *with an old oak tree*



Nate Ember, *on the Orange Line*



Chips Janger, *with his fur babies*

EXAMPLES OF SHARED FRUSTRATIONS

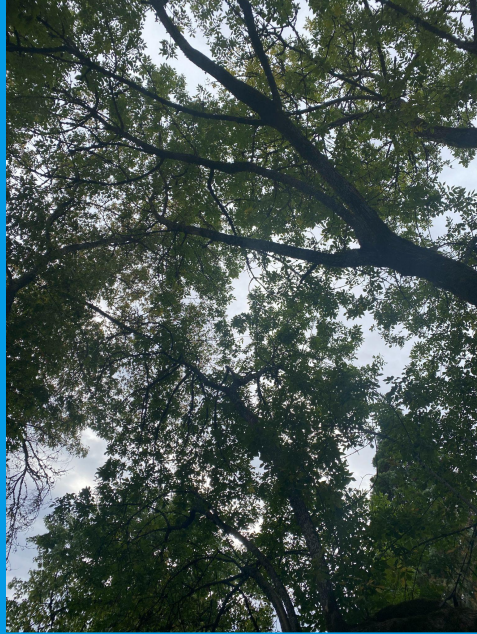


Boardman Wetlands Nature Park & Playground

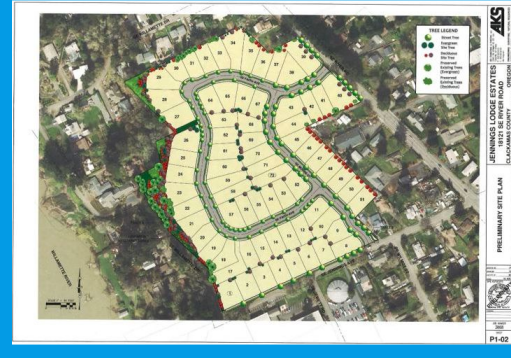


Intersection at Courtney and River Rd

EXAMPLES OF SHARED FRUSTRATIONS

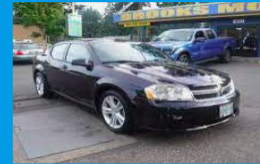


Local tree canopy



Evangelical Retreat Center/Jennings Lodge Estates

EXAMPLES OF SHARED FRUSTRATIONS



Park Avenue Community Project

So many used car dealerships

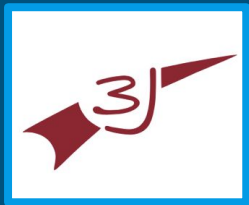
Metro Planning & Development Grant

New Area Planning Grant

- Grant awarded in September 2020
 - \$100,000 to fund consultant study
 - Answer initial questions of governance options and fiscal consequences
-

CONSULTANT TEAM

- Team established in October 2020
 - **3J Consulting** -- Project Manager
 - **ECONorthwest** -- Project Director and Analyst
 - **Tiberius Solutions** -- Public Finance Consultant
 - **Morgan CPS** -- Governance Consultant



COMMUNITY SURVEY

1. Regarding local economic issues, what question(s) do you want to have answered? (eg. franchise fees, commercial zoning)
2. In a study researching local governance options (eg. incorporation, annexation, staying the same) what question(s) do you want to have answered?
3. Anything else you'd like to comment on or share with us?

COMMUNITY SURVEY RESULTS

1. How much would any change cost?
2. What would we get for those dollars?
3. Who is leading the project and what is the timing

Framework for the Study

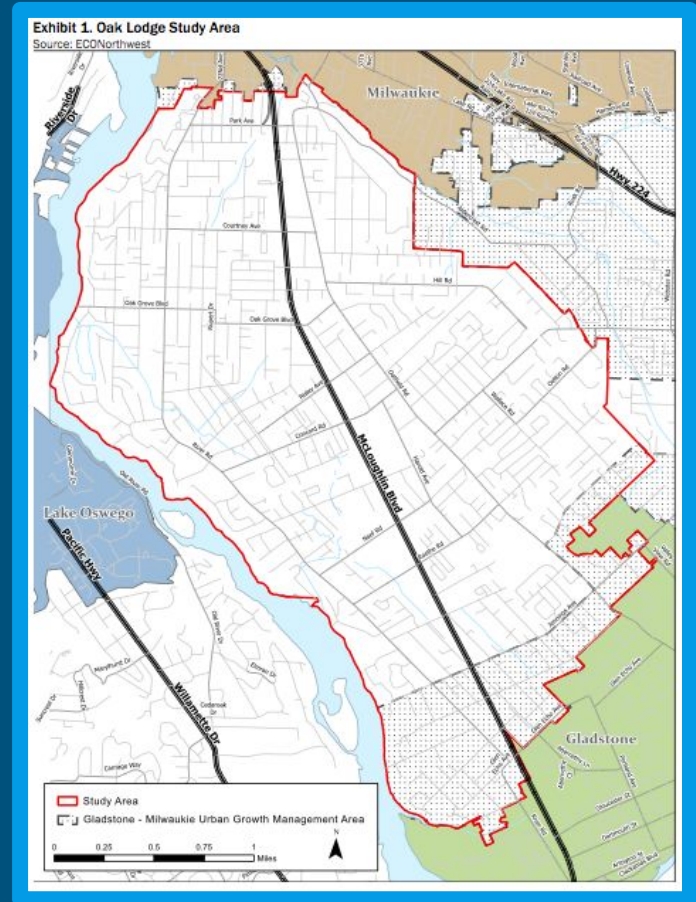
- Three Governance Scenarios
 - Boundary of Study Area
 - Included Services
-

THREE GOVERNANCE OPTIONS

1. Remaining unincorporated
2. Annexing into the City of Milwaukie
3. Incorporating into a new city

STUDY BOUNDARY

- **North:** City of Milwaukie
- **South:** City of Gladstone
- **West:** Willamette River
- **East:**
 - City of Milwaukie
 - Milwaukie Urban Growth Management Area (UGMA)
 - Unincorporated Clackamas County
 - Gladstone UGMA
 - City of Gladstone



SERVICE PROVIDERS

Modeled consistently in the study:

- Oak Lodge Water Services District
- North Clackamas Park and Recreation District
- Clackamas Fire District

Modeled differently amongst the scenarios:

- Police
- Stormwater Management
- Transportation
- Community Development
- Government Administration

How much will it cost?

What would this do to
my property taxes?

- Estimated annual property tax rates for each scenario
 - Understanding the numbers
 - Estimated costs per differently modeled service providers
-

HOW TAX RATES WERE ESTIMATED

- Level of service assumptions
- Assessed property value
- State Shared Revenue

REDUCING COST OF ANNEXATION/INCORPORATION

- State Shared Revenue
- County Property Taxes Decrease

ESTIMATED ANNUAL PROPERTY TAX IN THE 3 SCENARIOS

- Remaining Unincorporated: \$6319
- Annexation into the City of Milwaukie: \$7314
- Incorporating into a new city: \$6605

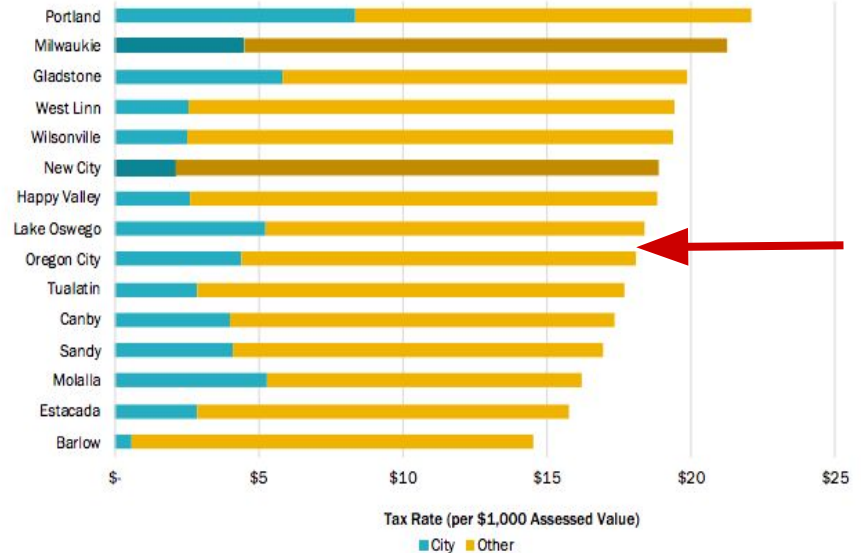
ESTIMATED ANNUAL PROPERTY TAX

	Current Oak Lodge Property taxes	Annexation Scenario	Incorporation Scenario
A home in Oak Lodge	Same	+ 15.8%	+ 4.5%
Assessed Value: 150k	\$2708	\$3135 (+ \$36/mo)	\$2831 (+ \$10/mo)
Assessed Value: 350k	\$6319	\$7314 (+ \$83/mo)	\$6605 (+\$24/mo)

CURRENT TAX RATE AND LOCAL CONTEXT

Oak Lodge residents
currently pay
\$18 per \$1000

Exhibit 14. Estimated total property tax rate for the hypothetical new city, compared to other cities in Clackamas County



LAW ENFORCEMENT

Exhibit 6. Estimated annual revenues and expenditures for local law enforcement, Oak Lodge study area (2021 \$)

	Option 1. Unincorporated	Option 2. Annexed	Option 3. Incorporated
Revenues	\$3,700,000	\$9,000,000	\$9,000,000
Expenditures	\$14,100,000	\$8,500,000	\$8,500,000

“The analysis shows that it would be more expensive for CCSO to respond to calls in the study area than a city police department (based on the average cost per call for the City of Milwaukie versus CCSO).”

STORMWATER

Stormwater Management & Watershed Protection

Exhibit 9. Estimated annual revenues and expenditures for stormwater management and watershed protection, Oak Lodge study area (2021 \$)

	Option 1. Unincorporated	Option 2. Annexed	Option 3. Incorporated
Revenues	\$1,500,000	\$8,300,000	\$8,300,000
Expenditures	\$1,000,000	\$8,300,000	\$8,300,000

“The adopted budget for the County does not identify specific revenues or expenditures allocated for the purpose of stormwater management.”

TRANSPORTATION

Exhibit 7. Estimated annual revenues and expenditures for transportation, Oak Lodge study area (2021 \$)

	Option 1. Unincorporated	Option 2. Annexed	Option 3. Incorporated
Revenues	\$5,700,000	\$9,100,000	\$5,700,000
Expenditures	\$4,800,000	\$4,700,000	\$5,700,000

“...the incorporated option...generates enough funding (primarily through state funding, county vehicle registration fees, and local franchise fees) to result in a higher level of local expenditures than in either the annexed or unincorporated options.”

COMMUNITY DEVELOPMENT

Exhibit 8. Estimated annual revenues and expenditures for community development, Oak Lodge study area (2021 \$)

	Option 1. Unincorporated	Option 2. Annexed	Option 3. Incorporated
Revenues	\$3,000,000	\$3,800,000	\$3,800,000
Expenditures	\$3,300,000	\$2,700,000	\$2,700,000

“...community development expenditures in the annexed and incorporated options would be guaranteed to be at the city level, and may feel more impactful to residents of the study area.”

GOVERNMENTAL ADMINISTRATION

Exhibit 10. Estimated annual revenues and expenditures for governmental administration, Oak Lodge study area (2021 \$)

	Option 1. Unincorporated	Option 2. Annexed	Option 3. Incorporated
Revenues	\$2,500,000	\$6,600,000	\$3,300,000
Expenditures	\$3,000,000	\$7,200,000	\$4,400,000

“Administrative expenses tend to scale upwards based on the number of services a local government provides, as well as the level of service provided.”

ABILITY TO ADOPT PLANS MADE BY OAK LODGE RESIDENTS

If we pay more property tax to
become or belong to a city,
what can we get for our money?

- Clout & Representation
 - Community Vision
-

CLOUT & REPRESENTATION: REMAINING UNINCORPORATED

Clackamas County Population:	426,500
Represented by:	5 commissioners
Residents per commissioner:	83,500
Geographic proximity to representation:	anywhere in Clackamas County

“Oak Lodge residents would have more political clout and greater local control as their own city or as part of Milwaukie than as part of unincorporated Clackamas County.”

CLOUT & REPRESENTATION: ANNEXING INTO MILWAUKIE

City of Milwaukie + all of Oak Lodge population:	48,000
Represented by:	5 councilors
Residents per councilor:	9,600
Geographic proximity to representation:	Milwaukie or Oak Lodge area

“The ability to directly influence local decisions about these topics (such as land use or transportation) may be greater for residents of Oak Lodge as a part of Milwaukie than as one of the many unincorporated areas of Clackamas County.”

CLOUT & REPRESENTATION: INCORPORATING INTO THE CITY OF OAK LODGE

Projected City of Oak Lodge population:	27,800
Represented by:	5 councilors (minimum)
Residents per councilor:	5560
Geographic proximity to representation:	Oak Lodge

“...Oak Lodge residents would have more political clout and greater local control as their own city or as part of Milwaukie than as part of unincorporated Clackamas County.”

REFLECTING LONG TERM COMMUNITY VISION

- Community Development
- Affordable Housing
- Equity
- Livability and Quality of Life

KEY CONCLUSIONS

Takeaways from 123 pages

- Feasibility
 - Level of Service
 - Subarea Autonomy
 - Many Considerations
-

FEASIBILITY

“...the analysis suggests revenues generated in the study area would be sufficient to cover the costs of urban services.”

LEVEL OF SERVICE

“Level of service depends on policy choices.”

SUBAREA AUTONOMY

“Different subareas within the study area may choose to pursue different governance options.”

MANY CONSIDERATIONS

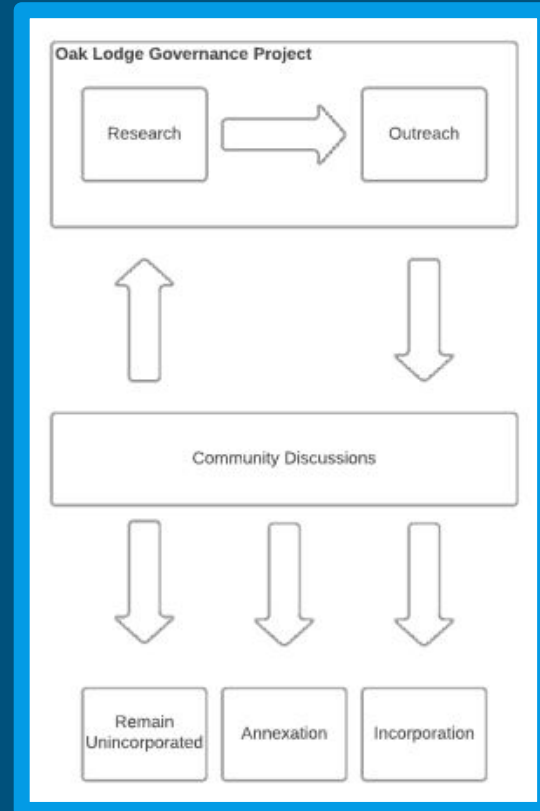
“Ultimately, the choice of governance option is a question of community values.”

NEXT STEPS

- Discussion & Research
 - Outreach & Engagement
-

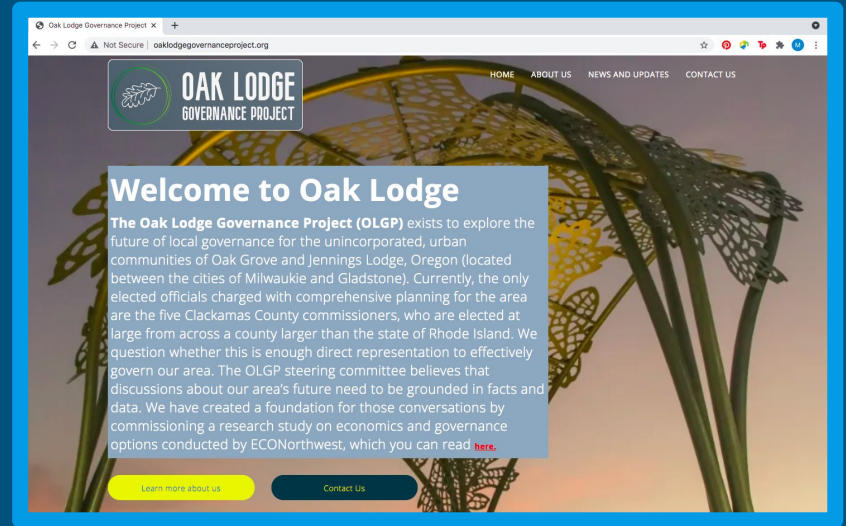
DISCUSSION, RESEARCH & ACTION

- Research drives outreach to initiate community discussions
- Community discussions drive potential change



OUTREACH & ENGAGEMENT

- Share OLGP with friends and neighbors
- Connect OLGP with your community group
- Engage with OLGP on Facebook, Twitter and Instagram



NEXT STEPS

**Let's start talking
about our
community's future!**

Exhibit 11. Estimated property tax bill for single-family home in Oak Lodge study area (2021 \$)

Taxing District	Type	Rate	Option 1:		Option 2:		Option 3:	
			Unincorporated	Annexed	Annexed	Incorporated		
Clackamas County - Rural	Permanent	\$ 2.9766	\$ 1,042	\$ -	\$ -	\$ -	\$ -	\$ -
Clackamas County - City	Permanent	\$ 2.4042	\$ -	\$ 841	\$ 841	\$ 841	\$ 841	\$ 841
Clackamas County Extension & 4H	Permanent	\$ 0.0500	\$ 18	\$ 18	\$ 18	\$ 18	\$ 18	\$ 18
Clackamas County Law Enhanced	Permanent	\$ 0.7198	\$ 252	\$ -	\$ -	\$ -	\$ -	\$ -
Clackamas County Library	Permanent	\$ 0.3974	\$ 139	\$ 139	\$ 139	\$ 139	\$ 139	\$ 139
Clackamas County Public Safety	Local Option	\$ 0.2480	\$ 87	\$ 87	\$ 87	\$ 87	\$ 87	\$ 87
Clackamas County Emergency Radio	Bond	\$ 0.0965	\$ 34	\$ 34	\$ 34	\$ 34	\$ 34	\$ 34
Clackamas Fire District #1	Permanent	\$ 2.4012	\$ 840	\$ 840	\$ 840	\$ 840	\$ 840	\$ 840
Clackamas Fire District #1	Bond	\$ 0.0888	\$ 31	\$ 31	\$ 31	\$ 31	\$ 31	\$ 31
North Clackamas Parks & Recreation	Permanent	\$ 0.5382	\$ 188	\$ 188	\$ 188	\$ 188	\$ 188	\$ 188
City of Milwaukie	Permanent	\$ 4.1367	\$ -	\$ 1,448	\$ -	\$ -	\$ -	\$ -
New City	Permanent	\$ 2.1098	\$ -	\$ -	\$ -	\$ -	\$ 738	\$ 738
Other Districts	Multiple	\$ 10.5373	\$ 3,688	\$ 3,688	\$ 3,688	\$ 3,688	\$ 3,688	\$ 3,688
Total			\$ 6,319	\$ 7,314	\$ 7,314	\$ 7,314	\$ 6,605	\$ 6,605