Brookings
Annexation Study

Brookings City Council Work Session
April 4, 2016

Presentation by
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Portland, Oregon 97209
Introduction

• I appeared before the Council in January of 2015
• Council agreed to fund Annexation Project
• The study team and CPS again, thank you for funding the project

Our study team:
• Kent Robinson
• Bob Winthrop
• Dave Rouse
• Paul Manson
• Chris McKee
• Priscilla Wagner
Appreciations & Thank You’s

• Very much appreciate the professional courtesy from these and other sources.
• We appreciate their candor and understand that these are sensitive issues.

City of Brookings
• Mr. Gary Milliman, City Manager
• Ms. LauraLee Snook, Public Works Director
• Ms. Janell Howard, Finance and HR Director
• Chief Christopher Wallace, Public Safety Director
• Lt. Donny Dotson, Brookings Police Department
• Ops Chief, James Watson, Brookings Fire Department

Curry County
• Mr. Jim Kohlen, County Assessor
• Ms. Tracy Garner and the crew at the Assessor’s Office
• Mr. Doug Robbins, County Roadmaster

Harbor Special Districts
• Mr. Dave Van Cleave, District Superintendent, Harbor Water PUD
• Mr. George Rhodes, Interim General Manager, Harbor Sanitary
• Chief John Brazil, Harbor Rural Fire Protection District
Appreciations & Thank You’s

- **Revenue, Land Use Planning and Technical Experts**
  - Mr. Greg Kramer, Ms. Denette Benjamin Oregon Department of Revenue
  - Mr. Gordon Howard, Oregon Department of Land Conservation and Development
  - Ms. Erin Doyle, League of Oregon Cities
  - Ms. Elaine Howard, Elaine Howard Consulting, LLC
  - Mr. Steven Sparks, Principal Planner, City of Beaverton
  - Mr. Mazen G. Malik, Oregon Legislative Revenue Office, Salem
  - Mr. Kyle Easton, Oregon Legislative Revenue Office, Salem
  - Mr. Arthur Chaput, NeighborWorks Umpqua, Roseburg.
Outline of Today’s Presentation

• Overview
  – Purpose: Report to the Council
  – Map: City, UGB and Harbor Service Areas
  – Key Recommendations

• Details by Subject
  – City Annexation Policy and Strategy
  – City Financial and Service Capacity
    • City Presence in South Curry Region
    • Brookings: A Mutual Aid Donor
  – Harbor Service Area Key Characteristics and Service Needs
  – Annexation Context and Limitations
  – Alternative Scenarios
    • Alternative I Scenario: Port Commercial & Marina
    • Alternative II Scenario: Harbor Sanitary District with Special Districts
    • Alternative II Option Scenario: Harbor Sanitary District Assume Sanitary
    • Scenario: Temporary Enhanced Sheriff Patrol District Option
  – Key Tables
My Purpose this Afternoon: Report to the Mayor and City Council

- Recommendations to Council
- Study findings and explanations
- Support Council understanding and foundation for decisions

Help answer key questions for the City

- How should the City contribute to regional governance and public services?
- What implications for City finances and organization?

City Perspective: Help raise some larger questions for the community

- How will the South Curry County region govern itself?
- How can the South Curry County region provide responsive, effective, efficient public services?
- Stress: Complex issues: many actors, uncertainties, no single right answer
- Stress: Implications short-term, mid-term, and long-term
- Work to resolution, but keep options and opportunities open
Project Goals

Council asked CPS to:

1. Assess what services the City is currently providing to the residents of Harbor and the UGB
2. Develop and analyze the options for annexation in the Harbor service area
3. Assess the effects of annexation on City government programs and organization
4. Recognize and evaluate the implications of an annexation effort.
5. Assess the potential for annexation in other areas within the Urban Growth Boundary (UGB)
City, UGB and Harbor Service Areas
Findings & Recommendations

• City establish an **annexation policy**. Beyond city code, the goals of annexation program (why’s); criteria to evaluate proposals (how’s)
• City follow a “friendly” annexation policy to attract willing property owners within the UGB.
• **Bring certainty** to the annexation and growth situation by establishing an **annexation strategic plan** with short-, mid-, and long-term goals and intentions.
• Give attention to properties with most immediate development potential to the north and east of the City—provide orderly extensions of urban services.

• Working with the County, begin **community education process, with listening and dialogue sessions** on how to provide and pay for the services needed in Harbor and the South Curry region.
• **Recognize that County Commissioners** are key actors on annexation issues, begin a continuing education process on the local service coordination, service costs and development issues.
Findings & Recommendations

• **City Provision of Regional Services**

• We find that the City provides some regional services without reimbursement, or without full cost recovery.
  - BPD provides the 24/7, two-deep officer staffing and supporting patrol that serves the South Curry region.
  - Parks and pool, and City roads and streets serve a regional client base.

• **Harbor Service Area Characteristics:** Densely developed, urban area with some urban services, but with gaps in services and gaps in revenue streams.
  - Harbor dense development contrasts with undeveloped unincorporated lands.
Findings & Recommendations

• **Alternative I Scenario:** Annex Port-owned properties.
  - We do not recommend this alternative because of very limited revenue generation potential.
  - The Port should contract for police services if needed.

• **Alternative II Scenario:** Annex Harbor Sanitary District service area.
  - Retain the three Harbor service districts.
  - Establish urban renewal areas.
  - Sufficient revenue generated—tax, fee and state shared.
  - Positive finances, but would require extensive inter-governmental coordination (joint governance).
  - We recommend this as a long-term strategy.
Alternative I Scenario: Annexed Area
Alternative II Scenario: Annexed Area
Findings & Recommendations

• **Alternative II Option Scenario:** Annex Harbor Sanitary District service area
  - Extinguish the Harbor Sanitary District; City assumes ownership, operations and liabilities of the District.
  - Retain Harbor Water PUD and Harbor fire districts;
  - City assumes local street maintenance from County.
  - City establishes urban renewal areas.
  - Sufficient revenue generated—tax, fee and state shared.
  - Positive finances, we recommend this as a long-term strategy.

• **County Temporary Enhanced Sheriff Patrol District Scenario:** To respond to the immediate need to dedicate revenue and law enforcement services to the Harbor / South Curry service area
  - County could propose to voters a “county service district”.
  - Local option levy of 5 or fewer years (no permanent tax rate).
  - Dedicated stream of revenue for public safety.
  - We recommend this as a short- to mid-term strategy.
  - The City may wish to support this option.
Curry County Commissioners are Key Annexation Actors

- The Harbor Service Area and other areas within the UGB are in unincorporated Curry County.
- **Curry County**, not the Port, holds jurisdiction and governance authority.
- County is responsible developing and enforcing a coordinated master plan for service facilities under ORS 451.110-140
  - “Facilities” includes installations, works or services
  - County may levy and collect taxes, contract
  - County facilities master plan must be coordinated with the City and the Harbor districts
- Commission action to modify County provided services.
- Commissioner support to change Harbor service districts.
- **Commissioners are key actors on these issues. Continued education is critical.**
Let me move to explain detail behind the findings and results.
I. Analysis Results and Explanations
UGB Values and City Capacity

City Annexation Strategy & UGB Values
City Financial and Service Capacity
City Annexation Policies and Strategies

• What City policies and strategies should guide the development and acceptance of annexations?
  ▪ Overall policy: Why would you annex?
  ▪ Goal: Provide for the orderly extensions of urban services to unincorporated areas within the UGB. Service planning.
  ▪ City policy should indicate whether to proceed on an annexation.
  ▪ Annexation policy criteria: operational, financial, political, public health and safety, and regional/community benefit.

• A “friendly” annexation policy to attract property owners within the UGB.
  ▪ Willing property owners—utilities, roads, dependable police, parks.
• City must demonstrate its value to property owners: benefits gained for increased taxes paid.
• Analysis Results: Snapshot of property values and count analysis
• Recommendation: Give attention to properties with development potential to the north and east of the City.
UGB Unincorporated Lands
## Property Value and Count Analysis

### Value and Count of Properties by Type (Value in 000's) (2014-2015)

<table>
<thead>
<tr>
<th>Area</th>
<th>Real Value</th>
<th>Count</th>
<th>Manuf. Value</th>
<th>Count</th>
<th>Personal Value</th>
<th>Utility Value</th>
<th>Total</th>
<th>Real Median</th>
<th>Manuf. Median</th>
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<td>$21,270</td>
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</table>
City Brings Financial & Economic Capacity

• City of Brookings has economic base and financial capacity
  ▪ City has strong per capita income: $28,038 (OR state average = $26,809, Harbor = $21,233)
  ▪ City provides employment: 0.37 jobs per resident (0.21 in Harbor)
  ▪ City property real market value (RMV) assessed valuation: $776.07 million

• City of Brookings government is different from a single-purpose service district
• City is a general purpose government: multiple services—competing demands simultaneously
  ▪ City is solvent: $12.7 million annual budget, 56.5 FTEs, 8.6 employees per 1,000 residents
  ▪ City carefully manages its debt and debt load—recent refinance
  ▪ Ratio: City debt to property value: 2.3% (Oregon legal maximum = 3.0%)
• City has infrastructure reconstruction funds—has invested some resources
• City has emerging problems with infrastructure failure and replacement
<table>
<thead>
<tr>
<th>City Service Capacity:</th>
<th>Law Enforcement Mutual Aid Donor</th>
</tr>
</thead>
</table>

- Brookings Police Department (BPD) provides 24/7, dependable (shift-relief), two-deep staffing of police staffing for entire South Curry region (backup and mutual aid).
- BPD provides the service foundation that a county sheriff would normally provide. Sheriff main service provider, but its capacity is limited.

- Brookings Police Department provides about 10 percent of direct calls for service to Harbor.
- Brookings Police Department provides about 15 percent of direct calls for service within the UGB.
- **Residents and businesses outside the City, including Harbor, receive a subtle subsidy from the City for these law enforcement services.**
BPD Service Demand

Density of Dispatch Calls
Brookings Police
- 0 - 60
- 61 - 239
- 240 - 474
- 475 - 1443
- 1444 - 2927
- Harbor Sanitary District
- City of Brookings UGB
- Brookings City Limits

Sources: Esri, HERE, DeLorme, TomTom, Intermap, increment層P Corp., GEBCO, USGS, FAO, NPS, NRCan, GeoBase, IGN, Kadaster NL, Ordnance Survey, Esri Japan, METI, Esri China (Hong Kong), swisstopo, MapmyIndia, © OpenStreetMap contributors, and the GIS User Community

Center for Public Service
Portland State University
II. Analysis Results and Findings
Harbor Service Area

Harbor Service Area Characteristics and Needs
• Population & Diversity
• Developed and Urban
• Special District Governance Model—Gaps
• Concerns: Infrastructure
• Concerns: Housing
• Popular Concerns
Harbor Service Area Population

- Estimated 2,800 residents in the Harbor Sanitary District service area.
- Heavily weighted to 65+ age class, relatively few 18 and under
- Sub-area of North Harbor is different:

<table>
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<tr>
<th>Harbor Sanitary District Service Area Population Age Distribution</th>
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<tbody>
<tr>
<td>Area</td>
</tr>
<tr>
<td>Harbor Sanitary District Service area</td>
</tr>
<tr>
<td>North subarea</td>
</tr>
</tbody>
</table>

- North Harbor has more children & teenagers
- Hispanics and non-whites, families
- **North Harbor residents may have different service needs**
Harbor is Urban and Developed

- Harbor is not undeveloped unincorporated land needing urban services.
- Harbor service area is an urban area of high population and dense development.
  - Harbor Sanitary service area 2,393 residents/sq. mile
  - Brookings at 1,718 residents/sq. mile
  - Gold Beach at 816 residents/sq. mile
- County Comprehensive Plan: **Urban**—urban level of services
- Special districts: Sanitary system, public water system, and fire protection
- County provision: planning & zoning, law enforcement, storm sewer/runoff, local road & street maintenance
- **Urban density requires a higher level of services than rural areas.**
Harbor Service Gaps

• Harbor Sanitary service area already has:
  – Harbor Water PUD
  – Harbor Sanitary District
  – Harbor Fire
  – Port of Brookings-Harbor—Economic development
  – Chetco Library

• **Gaps: Harbor does not have dedicated resource flows for:**
  – Law Enforcement (County Sheriff)
  – Street and road maintenance, storm water (County)
  – Parks and Recreation

• **Gaps in service quality, gaps in dedicated funding**

• Harbor needs dedicated streams of revenue to support all services, at an urban level
Harbor Law Enforcement Gap

- Harbor is not a high crime area
- Does have a steady service demand
- Does have hot spots along Hwy 101 and north
- Brookings Police Department (BPD) provides about 10 percent of dispatched calls for service
- Sheriff (CCSO) main service provider, but its capacity is limited
- Brookings Police Department provides 24/7, dependable (shift-relief), two-deep staffing of Police staffing for entire South Curry region
- Harbor residents and businesses (and UGB) receive a subtle subsidy from the City for these law enforcement services
Concerns: Harbor Infrastructure

• Harbor Water Peoples Utility District (PUD) and Harbor Sanitary District each maintain extensive infrastructure of wells, pipes, pumps and storage tanks.

• Water PUD and Sanitary District staff actively work to maintain the infrastructure systems.

• Pipe systems are depreciating into the back side of service lives—leakage and inflow.
  ▪ First pipes installed in 1970s, different materials.
  ▪ No evident preventive replacement and reconstruction program.
  ▪ How to manage the cost of reconstruction, operations and other major investment.
Concerns: Harbor Infrastructure

- Any annexation by the City that “extinguishes” a district, especially the Sanitary District, transfers ownership, maintenance and performance responsibility to the City.
- The City would become responsible for system operation and performance liability, and any other financial and legal liabilities during a failure.
- Council is familiar with water and sewer pipe system decay and failure in the City’s own systems.

- Recommendation: Purchase a detailed engineering study during annexation planning.
- Caution: Be aware of this growing liability, beware of what you would be assuming.
Concerns: Harbor Manufactured Housing

• Manufactured housing critically important in Harbor
• 792 manufactured housing units in Harbor Service area
• About 350 (44%) are single-wide (1,000 sq ft standard)

• Current City code recognizes single-wide and recreational vehicle homes as nonconforming uses.
• Widespread concern among residents
• The City cannot condemn nonconforming uses of housing.
  – Under annexation: zoning to allow
  – Revise code regulations to allow as existing use in Harbor
• City should publicly explain how these units would be handled.
Popular Concerns and Objections

• We were not tasked to gather public opinions.
• Through our interviews and contacts we heard several arguments in opposition to annexation
  ▪ City wants the cash reserves held by each Harbor special district.
  ▪ City will condemn my single-wide manufactured home.
  ▪ City want larger economies of scale to lower the costs to its residents.
  ▪ Belonging to the City is not needed. Reasons to join the City are not clear.
  ▪ We will not receive sufficient value for the level of taxes we would pay.
  ▪ Ruin the low-tax environment
  ▪ Lack of trust in the City’s intentions
III. Annexation Context

Conditions and Limitations Under Annexation

• Special District Limitations
• Urban Renewal Limitations
Harbor Annexations

- Very complex annexation situation
  - Multiple special districts
  - Urban renewal obligations and opportunities
  - Limited county capacity/ sufficiency in some services
  - Hundreds of property owners/ taxpayers
  - Ballot vote on annexation required
  - Potential for state revenue sharing upon incorporation

- Harbor situation is very complex: No clear black and white answer.
- Hundreds of factors pro and con
- Every scenario has pluses, minuses, costs, and implications.
- Implications for the City, County government, Harbor community, entire South Curry region
- Think across short-, mid- and long-term implications.
- **Keep options and opportunities open.**
Annexation Laws Treat Harbor Districts Differently

- City must prepare an annexation plan and explain service provision (ORS 195)
- Under Oregon annexation law, each Harbor service district has different protections and vulnerabilities
- Annex a portion of a district (ORS 222.510; 575), the City could propose to:
  1. Assume all assets, operations and liabilities
  2. Allow the district to continue ownership of assets and operations
  3. Negotiate a joint agreement on division of assets and operations

- Harbor Water Peoples Utility District (PUD) (ORS 261)
  - Annexation of a portion of the district service area
  - Must remain viable to serve its defined service area outside the City boundary (ORS 222.540).
  - City may impose terms and conditions on access and operations (ORS 221.415 & 420), and charge a franchise fee (ORS 221.450, e.g. Coos-Curry Electric Coop)
Annexation Laws Treat Harbor Districts Differently

- **Harbor Rural Fire Protection District**
  - Annexation of a portion of the district service area
  - After annexation, the District must be able to provide the same level of service to the un-annexed, remaining portion of the District (ORS 222.530)
  - ISO 3 (Insurance Service Office rating on 1 to 10 scale)
  - Fire district may enter into an agreement for the joint operation of the district.

- **Harbor Sanitary District**
  - City may annex and assume district if voters (both City and district) approve proposal (ORS 198.867)
  - Annex a portion of district: Alternative I with service integrity in remainder of district (ORS 222.560)
  - Annex the district in entirety: Alternative II Option (ORS 222.510(1))
  - Annex the district service area in entirety: Alternative II but allow district to continue to operate (ORS 222.510(2))
Urban Renewal and Annexation

- **Urban Renewal** is a tool to focus financial resources to improve “blighted” conditions in specific, designated areas.
- The City has designated an urban renewal area of 354 acres mostly in the downtown core (20.2% of total City land area, maximum is 25%).
- **Urban Renewal Plan** goals to improve: private development; rehabilitate buildings; improvements to streets and open spaces; utility improvements; parking; public facilities; housing; art; economic development
- Urban renewal fixes the tax of all jurisdictions assessing taxes on property in the district. Property taxes collected on any increase in property value in the district are used to make payments on urban renewal revenue bonds.
- **All** City of Brookings taxpayers contribute to fund the urban renewal plan and activities. (Tax Code areas: 17-1, 17-1UR; Curry Co. Assessor, 2014-2015)
- If annexed: the new territory becomes subject to the same permanent rate limit and all other property taxes that have been authorized the by the district doing the annexing. (Oregon Local Budgeting Manual, OR DOR, p. 37). Equal share (Elaine Howard, interview)

- Any newly annexed properties would also contribute to the BURA.
- Alternative II proposes to expand the BURA to areas in Harbor to extend urban renewal activities and benefits to newly annexed areas.
IV. Annexation and Service Scenarios

Annexations and Scenarios

• Alternative Scenarios
• Multi-Service District Model Scenario
Alternative I Scenario: Annex Port Commercial & Marina Area

- **Alternative I Scenario:**
  - Annex Port-owned properties in the commercial and marina area (+75 acres)
  - 67 tax parcels of business property and business permanent improvements
  - Assume no permanent residents
  - Harbor Water PUD, Harbor Fire and Harbor Sanitary all continue
  - Curry County would continue with local road maintenance and stormwater management
- **New revenues:** minimal revenues (city property tax, transient tax (RV park), business licenses, other taxes and fees)
- **New City expenditures:** BPD police would dedicate/ absorb 1040 hours (0.5FTE) of service to the Port commercial area using current staffing.
  - City would not hire any additional staff
  - City would assume all services including land use planning and code enforcement
- **Recommendation:** Not recommended. Minimal revenues fail to cover cost of police services.
Alternative I Scenario: Annexed Area
Alternative II Scenario: Annex the Harbor Sanitary Service Area

Features:
- Alternative II Scenario: Annex the Harbor Sanitary District service area
- Annex 2,800 residents for **new city population of 9,335** and total acreage of 3,259 acres (+824 acres)
- **Increase city staff by 8 FTEs** to respond to increased demand for police, planning and code, parks and recreation, finance and economic development, intergovernmental coordinator
- **Retain all three special districts:** Harbor Water PUD, Harbor Fire, and Harbor Sanitary
- Establish **new urban renewal areas** to address blight through infrastructure repair and replacement, and parks and open space development
- Where effective transfer ownership and maintenance of local county roads and streets to the city

Finances:
- With full property tax revenues from $3.5286/ $1,000 value, and new shared revenues from the State, a positive General Fund balance by $389,000.
- Road fund balance is slightly negative (-$12,000)
Alternative II: Annexed Area
Alternative II Option Scenario: Annex the Harbor Sanitary District

Features:

• **Alternative II Option Scenario**: Annex the Harbor Sanitary District service area and assume and extinguish the Harbor Sanitary District
• Annex 2,800 residents for **new city population of 9,335** and total acreage of 3,259 acres
• **Increase City staff by 8 FTEs** to respond to increased demand for police, planning and code, parks and recreation, finance and economic development and intergovernmental coordination.
• **Increase City staff by 3.5 FTEs** for engineering services, road and infrastructure systems crew.
• **Retain the Harbor Water PUD, Harbor Fire districts.**
• **Establish new urban renewal areas** in Harbor service area to address blight through infrastructure repair and replacement, and parks and open space development.
• Transfer ownership and maintenance of local county roads and streets to the City.

Finances:

• With full property tax revenues from $3.5286/ $1,000 value, and new shared revenues from the State, a positive General Fund balance by $389,000.
• Street fund balance is slightly negative (−$12,000)
• Street/ wastewater crew would be funded from wastewater charge revenues to meet costs.
Multi-Service District Model

• Combinations of special districts can service unincorporated urban areas
  - Washington County west of Portland (85,000 residents: Aloha, Cedar Mill, West Slope, Garden Home-Whitford, Raleigh Hills)
  - Enhanced Sheriff, TVF&R, THP&R, CWS (Sanitary/ Storm), TVWater and other water, WashCo roads and land use planning
  - Governance = Washington County Commissioners

  ▪ **Success factors** in Washington County
    1. coverage for all services
    2. strong consistent support of the county commissioners
    3. extensive inter-governmental coordination
    4. dedicated revenue stream for each service: property tax and fee revenues

• Disadvantage: Without incorporation lose state revenue sharing (cigarette, liquor, marijuana, motor fuels/ODOT)
  - Harbor loses about $239,000 annually because its not incorporated.
Scenario: South Curry Enhanced Law Enforcement District

- Fill the law enforcement service and revenue gaps in Harbor Sanitary service area, and could extend out to the UGB.

- **City could support and encourage establishment of a county service district for law enforcement services under ORS 451.**
  - County commission has authority to refer an establishment proposal to ballot
  - Propose to establish a permanent district with a “permanent” property tax rate, or:
  - Propose to establish a **“temporary” district** with a local option levy property tax, which would expire after 5 years unless voters approved renewal (e.g. Clackamas County Enhanced Law Enforcement District).
  - County commission would provide governance to the district
  - County Sheriff would provide services to the district
  - Proposal could tailor the level of service to meet the needs of the Harbor service area (time of week, time of day, months).

- Levy would provide an identifiable, dedicated flow of revenues.
- Partly of fully resolve law enforcement cost imbalances with the City.
V. Key Tables

Key Tables
Law Enforcement Analysis

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<tr>
<th>South Curry County Law Enforcement Service</th>
<th>(Primary Geocode, Secondary Location City) Annualized Data</th>
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<tr>
<td>Responders for Dispatched Police Calls*</td>
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<table>
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<tr>
<th></th>
<th>Broodings</th>
<th>Harbor Sanitary District</th>
<th>Port Area</th>
<th>UGB Not Other Areas**</th>
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<td>Sex Offender Registry</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>0</td>
<td>-</td>
<td>1</td>
</tr>
<tr>
<td>** Total</td>
<td>5,508</td>
<td>1,135</td>
<td>23</td>
<td>186</td>
<td>444</td>
<td>17</td>
<td>7,408</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Curry County Sheriff - Analysis***</th>
<th>Broodings</th>
<th>Harbor Sanitary District</th>
<th>Port Area</th>
<th>UGB Not Other Areas**</th>
<th>Not In Area</th>
<th>No Location Information</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Curry County Sheriff Calls in system</td>
<td>14</td>
<td>12</td>
<td>0</td>
<td>2</td>
<td>4</td>
<td>-</td>
<td>32</td>
</tr>
<tr>
<td>Likely Curry County Sheriff Calls</td>
<td>374</td>
<td>16</td>
<td>110</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>505</td>
</tr>
<tr>
<td>Adjustment For non-911 Calls</td>
<td>8</td>
<td>639</td>
<td>8</td>
<td>29</td>
<td>158</td>
<td>-</td>
<td>840</td>
</tr>
<tr>
<td>** Total Curry County Sheriff Calls</td>
<td>22</td>
<td>1,029</td>
<td>24</td>
<td>141</td>
<td>160</td>
<td>-</td>
<td>1,376</td>
</tr>
</tbody>
</table>

* Dispatched Calls were those that were not used as original call or traffic stop. Calls were considered Law Enforcement if they were dialed as the agency 911 Police or Sheriff based on the 911 TDI. They were Dispatched if the Offense Category was Alarm, Fire, or Crime. Other Calls were Service, Traffic, Welfare/Crime Check.

** UGB stands for Urban Growth Boundary of the City, Harbor Sanitary District, and Farm.

*** Originally there were only 159 calls in the Broodings dispatch system that were identified as Curry County Sheriff, however, Broodings staff believes this was due to an underestimation of the actual experience. There were two major adjustments necessary to get a more accurate picture of actual calls vs. calls that were made into the Brookings Dispatch and had a 911 dispatched, but was not in Brooksings. Therefore, assuming the ratio of Non-911 to 911 cases was the same as the Brookings Police Department, the analysis uses a ratio of non-911 cases to 911 cases = 1:7.0%. Therefore, adjusting the Curry County Sheriff calls accordingly.
# Alternative I Revenue Estimates

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>State Hwy Fund</td>
<td>$369,779</td>
<td>$369,779</td>
<td>-</td>
</tr>
<tr>
<td>State Tobacco</td>
<td>$8,513</td>
<td>$8,513</td>
<td>-</td>
</tr>
<tr>
<td>State Liquor Tax</td>
<td>$95,450</td>
<td>$95,450</td>
<td>-</td>
</tr>
<tr>
<td>State Liquor Rev Sharing</td>
<td>$62,803</td>
<td>$62,803</td>
<td>-</td>
</tr>
<tr>
<td>State Marijuana Distribution</td>
<td>$6,849</td>
<td>$6,849</td>
<td>-</td>
</tr>
<tr>
<td>Property Tax Full</td>
<td>$2,215,932</td>
<td>$2,230,020</td>
<td>$16,088</td>
</tr>
<tr>
<td>City Business License</td>
<td>$41,000</td>
<td>$42,860</td>
<td>$1,860</td>
</tr>
<tr>
<td>City Motor Fuels Road Rehab</td>
<td>$200,004</td>
<td>$200,004</td>
<td>-</td>
</tr>
<tr>
<td>City RV Transient Tax</td>
<td>$111,000</td>
<td>$138,423</td>
<td>$27,423</td>
</tr>
<tr>
<td>City Franchise Tax</td>
<td>$92,000</td>
<td>$92,000</td>
<td>$422</td>
</tr>
<tr>
<td>City Swimming Pool</td>
<td>$37,000</td>
<td>$37,000</td>
<td>-</td>
</tr>
<tr>
<td>Building Permits &amp; Fees</td>
<td>$40,000</td>
<td>$40,000</td>
<td>-</td>
</tr>
<tr>
<td><strong>Totals</strong></td>
<td><strong>$45,793</strong></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
**Selected Recurring General Fund Revenue Summary by Source and Alternative Full Rate Property Tax Assessment in Year 1**

<table>
<thead>
<tr>
<th>Revenue Source/ Stream</th>
<th>City Current FY 2014-15 Estimate</th>
<th>City Revenues under Alternative II</th>
<th>Alternative 2 Revenue Increment</th>
</tr>
</thead>
<tbody>
<tr>
<td>State Hwy Fund</td>
<td>$369,779</td>
<td>$527,678</td>
<td>$157,898</td>
</tr>
<tr>
<td>State Tobacco</td>
<td>$8,513</td>
<td>$12,148</td>
<td>$3,635</td>
</tr>
<tr>
<td>State Liquor Tax</td>
<td>$95,450</td>
<td>$136,208</td>
<td>$40,758</td>
</tr>
<tr>
<td>State Liquor Rev Sharing</td>
<td>$62,803</td>
<td>$96,658</td>
<td>$33,854</td>
</tr>
<tr>
<td>State Marijuana Distribution</td>
<td>$6,849</td>
<td>$9,774</td>
<td>$2,925</td>
</tr>
<tr>
<td>Property Tax Full</td>
<td>$2,215,932</td>
<td>$3,091,199</td>
<td>$875,267</td>
</tr>
<tr>
<td>City Business License</td>
<td>$41,000</td>
<td>$52,438</td>
<td>$11,438</td>
</tr>
<tr>
<td>City Motor Fuels Road Rehab</td>
<td>$200,000</td>
<td>$266,700</td>
<td>$66,700</td>
</tr>
<tr>
<td>City RV Transient Tax</td>
<td>$111,000</td>
<td>$138,423</td>
<td>$27,423</td>
</tr>
<tr>
<td>City Franchise Tax</td>
<td>$92,000</td>
<td>$131,419</td>
<td>$39,419</td>
</tr>
<tr>
<td>City Swimming Pool</td>
<td>$37,000</td>
<td>$37,000</td>
<td>-</td>
</tr>
<tr>
<td>Building Permits &amp; Fees</td>
<td>$40,000</td>
<td>$57,138</td>
<td>$17,138</td>
</tr>
<tr>
<td><strong>Totals</strong></td>
<td><strong>$1,276,455</strong></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
# Alternative Financial Comparison

## Fund Net Balances and Key Transactions Comparison Table for Annexed Areas

<table>
<thead>
<tr>
<th>Fund/Transaction/Balance</th>
<th>Current City of Brookings FY 2014-2015 Adopted Budget</th>
<th>Alternative I (Port Owned Commercial &amp; Marina)</th>
<th>Alternative II Full Rate Property Tax</th>
<th>Alternative II Property Tax Phase-In with 75% Rate Years 7-9</th>
<th>Alternative II Option Full Rate Property Tax</th>
</tr>
</thead>
<tbody>
<tr>
<td>City Permanent Rate</td>
<td>3.7630</td>
<td>3.7630</td>
<td>3.7630</td>
<td>3.7630</td>
<td>3.7630</td>
</tr>
<tr>
<td>City Urban Renewal Adjusted Rate</td>
<td>3.5286</td>
<td>3.5286</td>
<td>3.5286</td>
<td>2.64645</td>
<td>3.5286</td>
</tr>
<tr>
<td>Aggregate Tax Rate / $1,000 in annexed area</td>
<td>10.2103</td>
<td>10.2103</td>
<td>10.2103</td>
<td>9.32815</td>
<td>10.2103</td>
</tr>
<tr>
<td></td>
<td>Harbor 17.9 = $6.6805/$1,000</td>
<td>No collection for HRFPD</td>
<td>No collection for HRFPD</td>
<td>No collection for HRFPD</td>
<td>No collection for HRFPD</td>
</tr>
</tbody>
</table>

## General Fund

<p>| | |</p>
<table>
<thead>
<tr>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Revenues Increment</td>
<td>$-</td>
</tr>
<tr>
<td>Total Revenues</td>
<td>$4,422,900</td>
</tr>
<tr>
<td>Expenditure Increment</td>
<td>$-</td>
</tr>
<tr>
<td>Harbor Fire PD Reimbursement</td>
<td>$-</td>
</tr>
<tr>
<td>Total Expenditures</td>
<td>$4,422,900</td>
</tr>
<tr>
<td>General Fund Balance</td>
<td>$37,937</td>
</tr>
</tbody>
</table>

- Partial reimbursement for 1040 hrs policing
## Alternative Financial Comparison

<table>
<thead>
<tr>
<th>Fund/Transaction/Balance</th>
<th>Current City of Brookings FY 2014-2015 Adopted Budget</th>
<th>Alternative I (Port Owned Commercial &amp; Marina)</th>
<th>Alternative II Full Rate Property Tax</th>
<th>Alternative II Property Tax Phase-In with 75% Rate Years 7-9</th>
<th>Alternative II Option Full Rate Property Tax</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Street Fund</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Revenue Increment</td>
<td>$ -</td>
<td>$ -</td>
<td>$ 224,598</td>
<td>$ 224,598</td>
<td>$ 224,598</td>
</tr>
<tr>
<td>Total Revenues</td>
<td>$ 1,043,800</td>
<td>$ 1,043,800</td>
<td>$ 1,268,398</td>
<td>$ 1,268,398</td>
<td>$ 1,268,398</td>
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<tr>
<td>Expenditure Increment</td>
<td>$ -</td>
<td>$ -</td>
<td>$ 237,075</td>
<td>$ 237,075</td>
<td>$ 237,075</td>
</tr>
<tr>
<td>Total Expenditures</td>
<td>$ 1,043,800</td>
<td>$ 1,043,800</td>
<td>$ 1,280,875</td>
<td>$ 1,280,875</td>
<td>$ 1,280,875</td>
</tr>
<tr>
<td>Street Fund Balance</td>
<td>$ -</td>
<td>$ -</td>
<td>(12,477)</td>
<td>(12,477)</td>
<td>(12,477)</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Tourism Fund</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Tourism Revenue Increment</td>
<td>$ -</td>
<td>$ 6,856</td>
<td>$ 6,856</td>
<td>$ 6,856</td>
<td>$ 6,856</td>
</tr>
<tr>
<td>Tourism Fund Balance</td>
<td>$ 44,000</td>
<td>$ 50,856</td>
<td>$ 50,856</td>
<td>$ 50,856</td>
<td>$ 50,856</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Urban Renewal</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Urban Renewal Increment</td>
<td>$ -</td>
<td>$ 1,000</td>
<td>$ 62,000</td>
<td>$ 46,500</td>
<td>$ 62,000</td>
</tr>
<tr>
<td>City Share UR Total</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Contribution</td>
<td>$ 156,199</td>
<td>$ 157,199</td>
<td>$ 218,199</td>
<td>$ 202,699</td>
<td>$ 218,199</td>
</tr>
</tbody>
</table>
# Alternative Comparison (Table 8.1)

<table>
<thead>
<tr>
<th>Program/ Criteria</th>
<th>Current Situation</th>
<th>Alternative I</th>
<th>Alternative II Phase-In</th>
<th>Alternative II Option</th>
</tr>
</thead>
<tbody>
<tr>
<td>City Population</td>
<td>6,535</td>
<td>6,535</td>
<td>9,335</td>
<td>9,335</td>
</tr>
<tr>
<td>City Acreage</td>
<td>2,435</td>
<td>2,510</td>
<td>3,259</td>
<td>3,259</td>
</tr>
<tr>
<td><strong>Law Enforcement</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Number of Sworn Deputies/ Officers</td>
<td>10 patrol + 4 command = 14 sworn (1040 hrs dedicated to Port area)</td>
<td>11 patrol + 4 command = 15 sworn</td>
<td>11 patrol + 4 command = 15 sworn</td>
<td>11 patrol + 4 command = 15 sworn</td>
</tr>
<tr>
<td><strong>Law Enforcement</strong> Service Area</td>
<td>Current City limits (2,435 acres)</td>
<td>Current City limits + 75 acres (Port commercial area)</td>
<td>Current City limits + 824 acres</td>
<td>Current City limits + 824 acres</td>
</tr>
<tr>
<td><strong>Law Enforcement</strong> Coverage Standard</td>
<td>24/7 single-minute response within City limits</td>
<td>24/7 single-minute response to incidents in Port area; proactive presence to deter</td>
<td>24/7 single-minute response anywhere in full City area</td>
<td>24/7 single-minute response anywhere in full City area</td>
</tr>
<tr>
<td><strong>Law Enforcement First Year Start Up Costs</strong></td>
<td>None</td>
<td>None—All costs absorbed</td>
<td>$70,000 vehicle, kit and training</td>
<td>$70,000 vehicle, kit and training</td>
</tr>
</tbody>
</table>
## Alternative Comparison (Table 8.1)

<table>
<thead>
<tr>
<th>Program/ Criteria</th>
<th>Current Situation</th>
<th>Alternative I</th>
<th>Alternative II</th>
<th>Alternative II Phase-In</th>
<th>Alternative II Option</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Fire and Rescue Services:</strong>&lt;br&gt;provider</td>
<td>City of Brookings Fire and Rescue Department</td>
<td>Annexed area: Harbor RFPD with joint agreement</td>
<td>Annexed area: Harbor RFPD with joint agreement</td>
<td>Annexed area: Harbor RFPD with joint agreement</td>
<td>Annexed area: Harbor RFPD with joint agreement</td>
</tr>
<tr>
<td><strong>Fire and Rescue Services:</strong>&lt;br&gt;annual payment to BRFD</td>
<td>None; mutual aid as necessary</td>
<td>$1000 annual tax reimbursement; mutual aid</td>
<td>$57,825 annual tax reimbursement (adjst for urban renewal)</td>
<td>$57,825 annual tax reimbursement (adjst for urban renewal)</td>
<td>$57,825 annual tax reimbursement (adjst for urban renewal)</td>
</tr>
<tr>
<td><strong>Building Permitting, Plan Review and Inspection</strong></td>
<td>Current combined position permits &amp; inspections and executive duties</td>
<td>Current combined position permits &amp; inspections and executive duties</td>
<td>Separate position established for permits &amp; inspections (+1.0 FTE)</td>
<td>Separate position established for permits &amp; inspections (+1.0 FTE)</td>
<td>Separate position established for permits &amp; inspections (+1.0 FTE)</td>
</tr>
<tr>
<td><strong>Land Use Planning</strong></td>
<td>Brookings Planning Services current staffing</td>
<td>Brookings Planning Services all costs absorbed by current staffing level</td>
<td>Brookings Planning Services, expanded staffing</td>
<td>Brookings Planning Services, expanded staffing</td>
<td>Brookings Planning Services, expanded staffing</td>
</tr>
<tr>
<td><strong>Parks and Recreation/Pool</strong></td>
<td>Brookings Parks &amp; Recreation; current staffing</td>
<td>Brookings Parks &amp; Recreation—same as current</td>
<td>Brookings Parks &amp; Recreation, +0.5FTE dedicated division director</td>
<td>Brookings Parks &amp; Recreation, +0.5FTE dedicated division director</td>
<td>Brookings Parks &amp; Recreation, +0.5FTE dedicated division director</td>
</tr>
</tbody>
</table>
# Alternative Comparison (Table 8.1)

<table>
<thead>
<tr>
<th>Program/ Criteria</th>
<th>Current Situation</th>
<th>Alternative I</th>
<th>Alternative II Phase-In</th>
<th>Alternative II Option</th>
</tr>
</thead>
<tbody>
<tr>
<td>Finance/HR</td>
<td>Brookings Finance &amp; HR current Staffing</td>
<td>Brookings Finance &amp; HR—same as current, costs absorbed</td>
<td>Brookings Finance &amp; HR; current + 1.0 FTE HR/ accountant</td>
<td>Brookings Finance &amp; HR; current + 1.0 FTE HR/ accountant</td>
</tr>
<tr>
<td>Governance and Council Structure</td>
<td>4 City Councilors and Mayor elected at large; Port constituents absorbed</td>
<td>City Council number and representation structure may change.</td>
<td>City Council number and representation structure may change.</td>
<td>City Council number and representation structure may change.</td>
</tr>
<tr>
<td>Intergovernmental Coordination</td>
<td>Informal and issue-specific limited relationships</td>
<td>Formal joint IGAs with Harbor Fire, Water PUD &amp; Sanitary for Port area coordination</td>
<td>Formal joint IGAs with Harbor Fire, Water PUD &amp; Sanitary. Hire Design Engineer for project coordination</td>
<td>Formal joint IGAs with Harbor Fire and Water PUD; extinguish Sanitary. Hire Design Engineer for project coordination</td>
</tr>
</tbody>
</table>
## Alternative Comparison (Table 8.1)

<table>
<thead>
<tr>
<th>Program/ Criteria</th>
<th>Current Situation</th>
<th>Alternative I</th>
<th>Alternative II</th>
<th>Alternative II Phase-In</th>
<th>Alternative II Option</th>
</tr>
</thead>
<tbody>
<tr>
<td>Streets and Roads &amp; Surface Water</td>
<td>Brookings Public Works Division; one road/ utility maintenance crew</td>
<td>Curry County &amp; Port of Brookings-Harbor</td>
<td>Negotiate transfer of some local Harbor streets from County to the City; use gas taxes for maintenance</td>
<td>Negotiate transfer of some local Harbor streets from County to the City; use gas taxes for maintenance</td>
<td>Negotiate transfer of some local Harbor streets from County to the City; use gas taxes for maintenance</td>
</tr>
<tr>
<td>Water Services</td>
<td>Brookings Public Works Division; one road/ utility maintenance crew</td>
<td>Joint agreement with Harbor Water PUD; Terms &amp; Conditions on Port area</td>
<td>Joint agreement with Harbor Water PUD; Terms &amp; Conditions</td>
<td>Joint agreement with Harbor Water PUD; Terms &amp; Conditions</td>
<td>Joint agreement with Harbor Water PUD; Terms &amp; Conditions</td>
</tr>
<tr>
<td>Sanitary Sewer Service</td>
<td>Brookings Public Works Division; current staffing; rate agreement with Sanitary District</td>
<td>Harbor Sanitary District; current treatment plant staffing; joint agreement on policies and rates for Port area</td>
<td>Harbor Sanitary District; current treatment plant staffing; joint agreement on policies and rates</td>
<td>Harbor Sanitary District; current treatment plant staffing; joint agreement on policies and rates</td>
<td>Brookings Public Works Division; District extinguished; current plant staffing; two road/ utility maintenance crews</td>
</tr>
<tr>
<td>Program/ Criteria</td>
<td>Current Situation</td>
<td>Alternative I</td>
<td>Alternative II</td>
<td>Alternative II Phase-In</td>
<td>Alternative II Option</td>
</tr>
<tr>
<td>Urban Renewal</td>
<td>Brookings Urban Renewal Agency; downtown UR zone</td>
<td>BURA tax diversion ($1,000 annually); no UR zone in Port commercial area</td>
<td>BURA tax diversion; establish UR zones in annexed area for infrastructure &amp; housing; $62,000 annual city payment</td>
<td>BURA tax diversion; establish UR zones in annexed area for infrastructure &amp; housing; year 7-9 annual city payment $46,500</td>
<td>BURA tax diversion; establish UR zones in annexed area for infrastructure &amp; housing; $62,000 annual city payment</td>
</tr>
<tr>
<td>Economic Development</td>
<td>City Manager shared duty</td>
<td>City Manager shared duty</td>
<td>Hire Economic Development Mgr (1.0FTE)</td>
<td>Hire Economic Development Mgr (1.0FTE)</td>
<td>Hire Economic Development Mgr (1.0FTE)</td>
</tr>
</tbody>
</table>