

# Overview

## Lane County, Oregon

### Historical and Geographic Information

Lane County was established in 1851 and is geographically situated on the west side of Oregon, about midway down the state's coastline. It was named for Gen. Joseph Lane, a rugged frontier hero who was Oregon's first territorial governor. Pioneers traveling the Oregon Trail in the late 1840's came to Lane County mainly to farm. The county's first district court met under a large oak tree until a clerk's office could be built in 1852. A few years later, the first courthouse opened in what is now downtown Eugene. With the expansion of the railroad infrastructure, the timber market blossomed in the 1880's.

The county encompasses 4,620 square miles and, in many ways, typifies Oregon. The county's lands are geographically a microcosm of the state - ranging from rugged glaciated mountains in the east, through a broad valley spreading across the Willamette River mid-county, to a beautiful and rugged coastline along the western edge. Special points of interest include twenty historic covered bridges, Bohemia Mines, coastal sand dunes, Darlingtonia Botanical Wayside, numerous reservoirs, Heceta Head Lighthouse, Hendricks Park Rhododendron Garden, hot springs, Hult Center for the Performing Arts, Lane ESD Planetarium, McKenzie River, McKenzie Pass, Mt. Pisgah Arboretum, Old Town Florence, Pac-10 sports events, Proxy Falls, sea lion caves, vineyards and wineries, Waldo Lake, Washburne State Park tide pools, and Willamette Pass ski area.

Lane County has 12 incorporated cities which include Coburg, Cottage Grove, Creswell, Dunes City, Eugene, Florence, Junction City, Lowell, Oakridge, Springfield, Veneta, and Westfir. Eugene, which is the county seat, is the largest city with a population of 153,690 and Westfir is the smallest with a population of 335.

### Population Demographics

Although 90 percent of Lane County is forestland, Lane County's population exceeded 345,895 as of July 1, 2008, which makes it the fourth most populous county and third most populous metropolitan statistical area (MSA) in Oregon. Lane County's population has grown 7.0% since 2000. Forty-five percent of the population is native to Oregon and 93% of the population was born in the United States.

According to the U.S. Census Bureau's 2007 American Community Survey, Lane County's residents identify their nationalities as 91.8% White; 1.0% Black or African American; 3.0% Asian; 1.7% American Indian and Alaskan Native; 0.1% Native Hawaiian or Other Pacific Islander; and 2.4% of some other race. Approximately 3% of residents identify themselves as two or more races. 6.1% of the



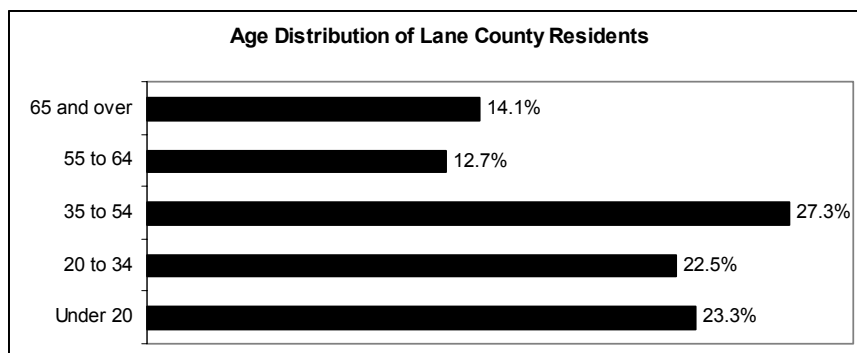
## Overview

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population identifies as Hispanic or Latino of any race. Ninety percent of households speak English only while 10% speak English less than “very well.”

Families continue to make up approximately 61% of the households in Lane County with 78% of those being married couples. Of the approximately 138,000 occupied housing units, 63.3% are owner-occupied with an average household size of 2.58.

The median age for Lane County residents is 38.2 years with 23.3% of the total population being under 20 years of age and 14.1% over age 65.



Source: American Community Survey, 2007

### **EDUCATION IN LANE COUNTY**

Educational attainment in Lane County continues to be higher than both the State of Oregon and national averages.

	<b><i>Lane County</i></b>	<b><i>Oregon</i></b>	<b><i>U.S.</i></b>
<b>High School Graduate or higher</b>	89.6%	88.1%	84.5%
<b>Bachelor's Degree or higher</b>	28.4%	28.3%	27.5%

Source: U.S. Census Bureau, Population and Housing Narrative Profile: 2007

These rates are attributable in part to the outstanding higher learning institutions within Lane County's borders, which include:

#### **University of Oregon**

Generations of leaders and citizens have studied at the University of Oregon since it opened in 1876. The University's 295-acre campus is an arboretum of more than 500 species and more than 3,000 specimens of trees. Campus buildings date from 1876, when Deady Hall opened, to 1999, when the William W. Knight Law Center was completed.

#### **Lane Community College**

Lane Community College (LCC) was founded in 1964, as a successor to the Eugene Technical-Vocational School, founded in 1938. The main campus opened in 1968 and is located in the south hills of Eugene, Oregon. There are numerous outreach centers throughout the county including Cottage Grove and Florence, as well as community learning centers at seven area high schools.

# Overview

## Northwest Christian College

Northwest Christian College, originally called the Eugene Divinity School, is located in Eugene and was founded in 1895 by pastor-educator, Eugene C. Sanderson. Close ties and personal concern characterize the campus environment. The student's well-being and the quality of their education produces a rewarding learning experience.

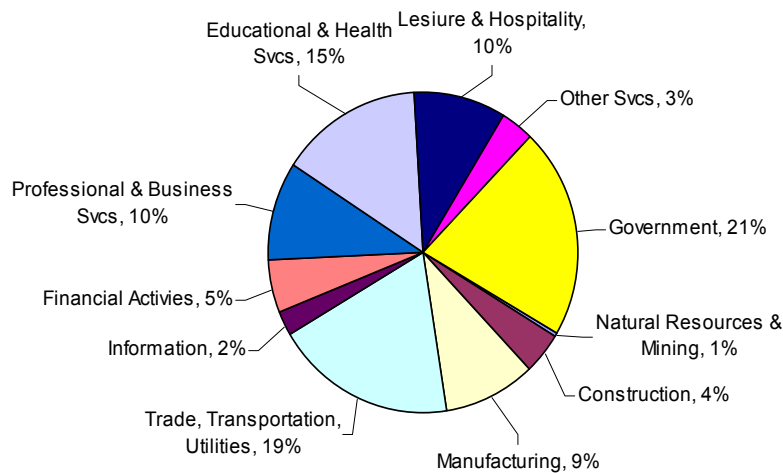
## **ECONOMIC CONDITIONS, DEVELOPMENT & OUTLOOK**

The county's location in the western agricultural belt, among the most productive in the nation, and along major West Coast trade routes means that essential food items stay reasonably priced year round. Power is generated locally from abundant resources, keeping electric and natural gas rates among the lowest in the country.

Lane County is home to tens of thousands of businesses, which include national and international corporations, a Federal courthouse, fifteen school districts, and two large hospital facilities. At the heart of the County's economy are also numerous small and medium-sized businesses.

While lumber and wood products remain the largest single component of the manufacturing industry in Lane County, it saw a 33 percent decline in employment between 1990 and 2001 mainly due to changes in federal logging practices. Since that decline, the remaining manufacturing base has grown more diverse, with manufacture of transportation equipment and the high technology items replacing many of the jobs lost in lumber and wood products.

Other top industries in the county include agriculture (with main crops being cattle, nursery crops and Christmas trees), tourism and, since it is home to the University of Oregon and a Federal courthouse, government employment promoting Lane County's economic stability.



Source: Oregon Employment Department, February 2009

## Overview

### Top 10 Employers in Lane County as of July, 2008

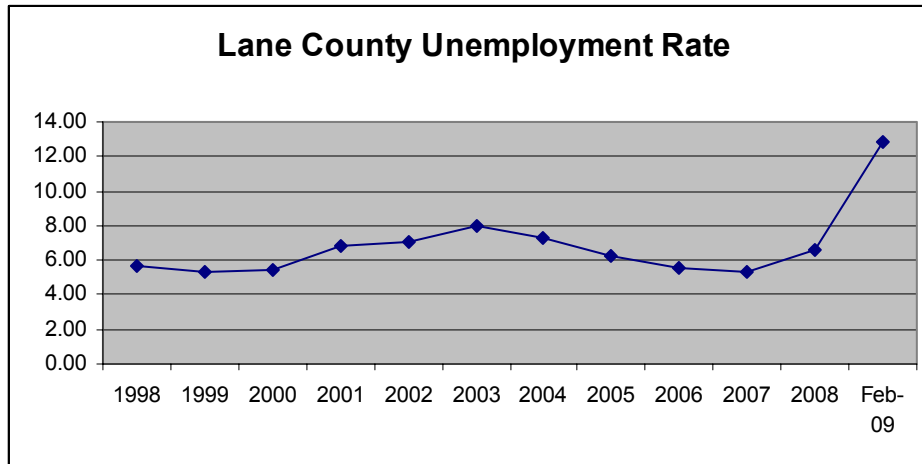
#	Name	Industry	# of Employees
1	PeaceHealth Oregon	Healthcare	5,239
2	University of Oregon	Education	4,311
3	Lane Community College	Education	2,794
4	Monaco Coach Corporation*	RV Manufacturer	2,400
5	Eugene School District	Education	2,025
6	State of Oregon	Government	2,000
7	U.S. Government	Government	1,800
8	City of Eugene	Government	1,818
9	Lane County Government	Government	1,350
10	Country Coach*	RV Manufacturer	1,300

Source: Eugene Chamber of Commerce

\* **Monaco Coach Corporation** filed for bankruptcy in March, 2009 and laid off all but 150 employees.

\* **County Coach** had a series of layoffs reducing employees to 500 before closing in late 2008 for a period of four months due to financial hardships. It re-opened in April 2009 and re-hired 60 employees.

The unemployment rate in Lane County for February 2009 was 12.8%, which is an increase of 6.2% over the rate for 2008. This is slightly above the Oregon rate of 11.9% and well above the national unemployment rate of 8.9%. The annual unemployment rate in Lane County for the past 10 years has mirrored the area's economic status. As the rates below show, the economy recovered from the recession that began in 2001, but is now well into the national recession that began in late 2007. The February 2009 unemployment rate is the highest for the area since 1983 when Oregon was at the height of the early 1980's recession and the rate reached 14.3%. Given Oregon's history of exiting recessions late, rates will likely continue to rise.



Source: Oregon Employment Department

### *Taxing Structure*

Lane County's tax rates are among the lowest in the nation – there is no sales tax, no business inventory tax and moderate corporate and property tax rates. Personal income tax rates are as low as 5% and unemployment insurance rates start at 1.0%, depending on the experience of the employer. Worker's Compensation Insurance fees are among the lowest in the country due to reforms crafted in the early 1990's. (Source: Lane Metro Partnership.)

Unfortunately, the tax structure in Oregon creates unique problems for state and local governments. The lack of sales tax creates a strong dependence on income and property tax. This in turn means that employment rates are strongly connected to the economic well-being of the entire state. In 2007, income

## Overview

tax accounted for more than 72% of the state's total tax revenue according to the U.S. Bureau of the Census. This linkage means that recovery from a recession lags due to the timing of income tax filings and payments. Oregon, and thereby its local governments and schools, will not see the full impacts of the high 2009 unemployment rates until income taxes are filed in April, 2010.

The largest payers of property taxes in the county are businesses:

### ***Top 10 Property Taxpayers in Lane County***

<b>Taxpayer</b>	<b>Industry</b>	<b># of Parcels</b>	<b>Tax Amount</b>	<b>Assessed Value</b>	<b>Est. Mkt. Value</b>	<b>% of Total County Assessed Value</b>
Hynix Semiconductor	Hi-Tech Manufacturing	7	\$4,331,382	\$393,442,612	\$396,794,973	1.62%
IP Eat Three LLC	Wood Products	17	\$3,081,122	\$180,899,840	\$182,964,812	0.74%
Qwest Corp.	Utility	167	\$1,988,263	\$132,656,300	\$132,656,300	0.55%
Weyerhaeuser Co.	Wood Products	1576	\$1,904,904	\$197,094,230	\$298,170,463	0.81%
Valley River Center	Retail	13	\$1,733,955	\$96,563,639	\$200,741,786	0.40%
Northwest Natural Gas	Utility	95	\$1,315,131	\$90,188,800	\$90,188,800	0.37%
Symantec Corporation	Customer Care	2	\$1,304,824	\$76,191,959	\$79,109,630	0.31%
PeaceHealth	Health	55	\$1,158,058	\$394,580,034	\$838,580,530	1.62%
Gateway Mall Ptnshp	Retail	5	\$982,995	\$56,193,275	\$109,730,929	0.23%
Verizon Communication	Utility	49	\$787,963	\$50,342,900	\$50,342,900	0.21%

Source: Lane County Department of Assessment and Taxation

Property taxes also have severe limitations due to ballot measures that have been passed by the voters in the past fifteen years. Current provisions in the property tax law include a cap on the amount available for general government purposes (\$10/per \$1,000 assessed) and a limit on the percentage that assessments can be increased annually to 3%, regardless of the change in real market value. Two ballot measures, Ballot Measure 47 in 1996 and Ballot Measure 50 in 1997, went so far as to reduce property taxes to the 94-95 or 95-96 levels minus 10%. The property tax revenue shortage is exacerbated in Lane County due to the very low permanent tax rate of \$1.28 per \$1,000 assessed value. See Appendix B, 2007-2008 Rate and Value Information for Oregon Counties, which shows that Lane County's comparable tax rate is the lowest in the state.

Prior to the decline in the timber industry, Lane County relied on timber harvest receipts and thereby did not seek a higher permanent property tax rate. When the timber industry declined in the 1980's, and a ballot measure froze permanent tax rates, Lane County began experiencing large revenue shortfalls that are discussed in more detail under the Financial Analysis tab.

Finally, no sales tax also means that tourism, which in 2007 was a \$142.6 million industry that supported 7,570 jobs in Lane County, does not generate the revenue it could and the tax burden remains solely paid by the residents of the state. Various sales tax initiatives have been placed on the ballot over the years, but all have failed.

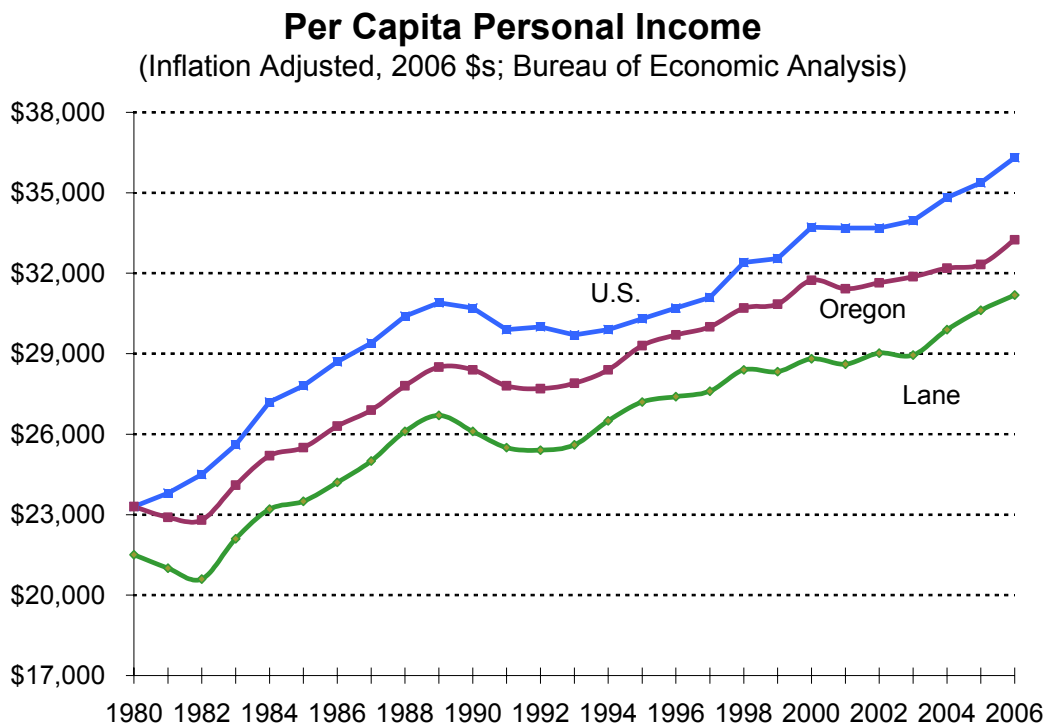
# Overview

## Housing Costs

The median sale price for a home in Lane County in late 2007 was \$235,500 – one year later it dropped to \$220,000, a decrease of approximately 6.6%. The time period that a new home listing remains on the market has also increased from 90 days in November 2007 to 130 days in November 2008, an increase of 4.4%. The Lane County housing market was late to begin feeling the impacts of the national housing crisis, and it is likely that the trends above will continue for some time. Financial strain also exists within occupied housing with approximately 22% of owner-occupied units and 35% of renter-occupied units paying more than 35% of the household income for mortgage/rent payments.

## Per Capita Income & Poverty Rates

The per capita income for Lane County is lower than both the state and national averages as shown below:



Fourteen percent of the population lived below the poverty level at some time during 2007, which is higher than the state average of 12.9% and the national average of 13%. The groups experiencing the highest poverty rates are households headed by a female with no husband present and children under the age of 18. Of occupied housing units, 3.5% have no telephone service available, 0.02% lack complete plumbing facilities, and 0.5% lack complete kitchen facilities.

### ***Lane County Government***

Lane County government operates under a home rule charter approved by voters in 1962. The Charter grants authority to a full-time, compensated, five-person Board of County Commissioners to legislate and administer County government within the limits of that non-partisan authority. Lane County voters elect individual commissioners for four-year terms from specific geographic regions. The County operates under the provisions of the County Charter and the Lane County Code, as well as the Oregon Constitution and State law (Oregon Revised Statutes). Board action is effected by a simple majority vote of three of the five Board members.

### **MISSION**

A general purpose government, the mission of Lane County is to provide high-quality, local government services in a fair, open, and economical manner to best meet the needs and expectations of our citizens and guests.

### ***Board Goal Setting 2008***

The Lane County Board of Commissioners met in March and again in July of 2008 to discuss the County's priorities and set goals to guide the organization for the coming one to two years. This goal setting work followed a year in which the Board regularly discussed the County's budget direction and service priorities and reached out in a determined effort to engage citizens in discussions about the County's future, priorities, and finances.

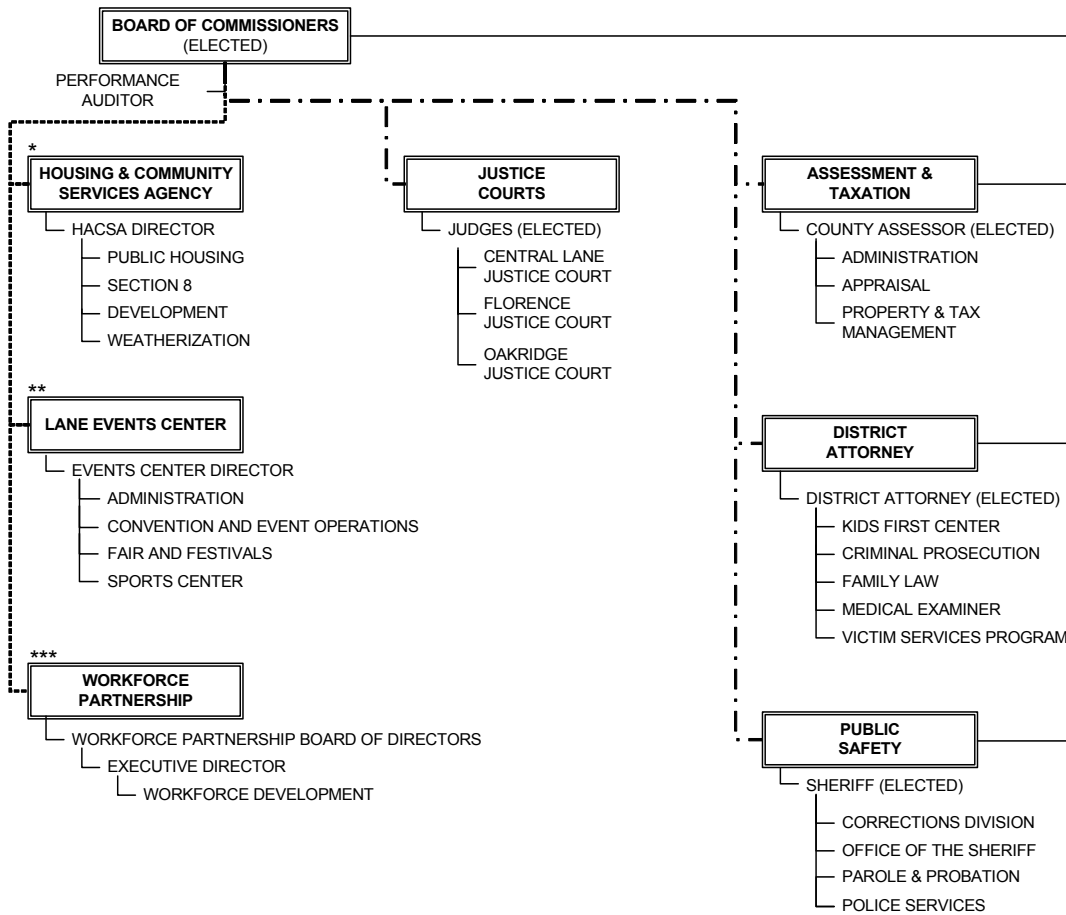
On July 29<sup>th</sup>, 2008, the Board discussed their vision of Lane County in 2020 and identified goals for the organization's transition following the ending of federal timber payments through the Secure Rural Schools and Community Self Determination Act.

The Board also discussed the stabilization of long term funding. Commissioners noted that even after making severe cuts to public safety and other services, they had received no calls or comments from citizens complaining about the reductions. The Board was in agreement that the County needs to be supported by the public and provide the scope and level of services the public supports. The Board will not initiate funding measures at this time or in the foreseeable future. The Board will support citizen driven revenue efforts that demonstrate broad based public support. The Board encourages efforts to make positive change for Lane County.

The Board of Commissioners identified that their role is to provide catalytic leadership by working together on solutions for the benefit of the public, focusing on and doing what can be done, communicating with the public, and coordinating with the County's other elected officials (Sheriff, District Attorney, Assessor, and Judiciary). See Appendix A for more detail.

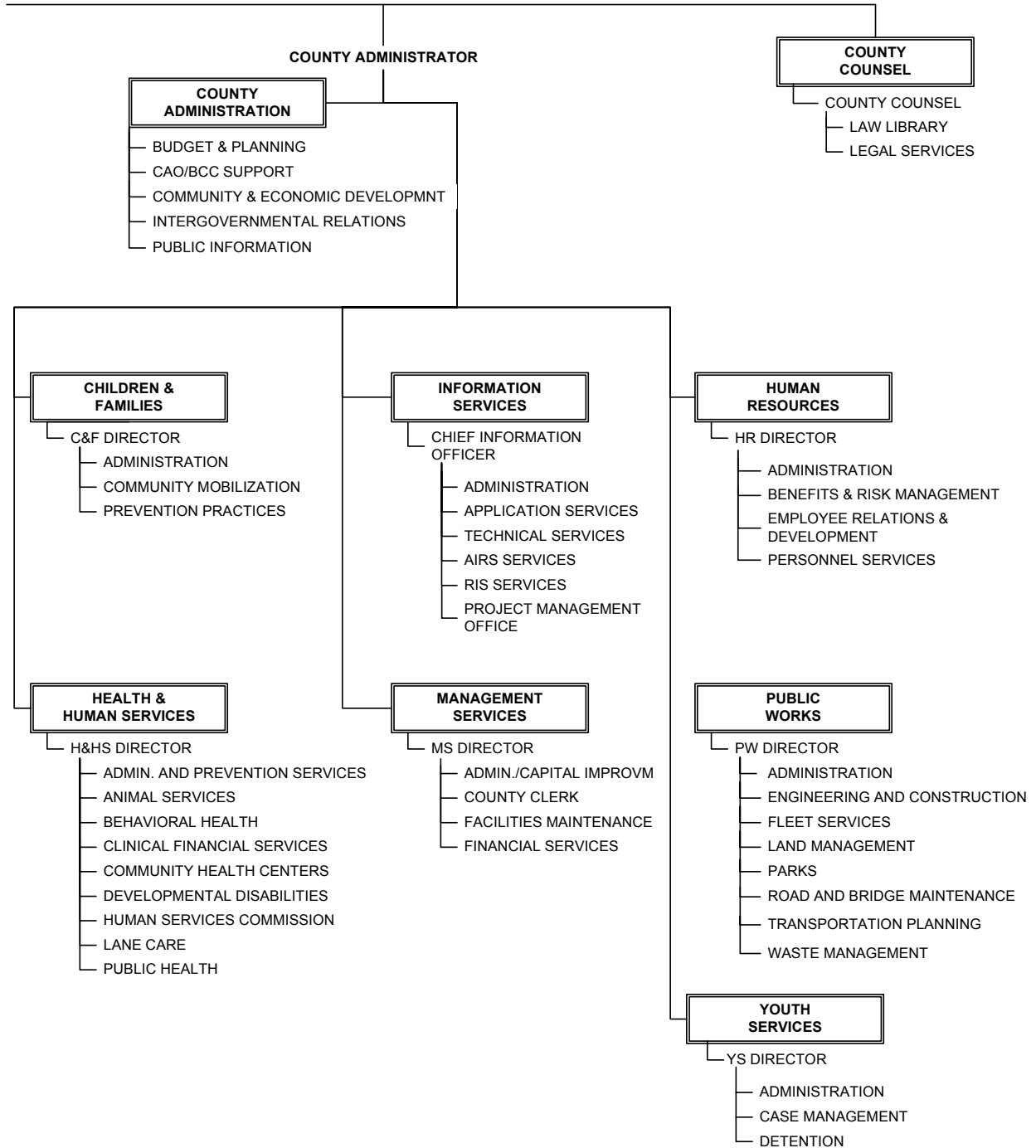
# Overview

## LANE COUNTY CITIZENS



<b>LEGEND</b>	
<p>— · — · — indicates publicly elected officials with direct budget authority by the Board of Commissioners</p> <p>----- indicates partial responsibility to the Commissioners (see right);</p> <p>———— indicates direct responsibility</p>	<p>* (Not a department) Board of Commissioners is the Housing Services (HACSA) Board</p> <p>** Board of Commissioners has budget authority. Fair Board has independent management authority for the Fair; Fair Board members are appointed by the Commissioners</p> <p>*** Board of Commissioners sets personnel rules; department has separate statutory operational charge, contracts with County for administrative services</p>

# Overview



# Overview

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## Departments

Lane County consists of fifteen departments grouped into three categories: Public Services, Public Safety, and Support Services. Three departments are directed by elected officials, the County Assessor, District Attorney, and Sheriff. County Counsel reports directly to the Board of Directors. The remaining department directors report directly to the County Administrator unless otherwise noted.

### Public Services

**Assessment and Taxation.** The Department of Assessment and Taxation annually assesses all new construction values of real property, maintains the market value of real property through a sales comparison program, and adds the reported value of personal property to the assessment and tax rolls. The department is also a collection agent for over 80 active taxing jurisdictions, including cities, school districts, and special districts within Lane County. The department is headed by the County Assessor who is elected to a four-year term by the voters of Lane County.

**Children and Families.** The Department of Children and Families, in conjunction with the Lane County Commission on Children & Families, advises the Board of Commissioners on children, youth, and family policy. Appointed by the Board, the Commission on Children & Families is charged by state statute with multiple responsibilities including: developing a comprehensive plan for Lane County's children, youth, and families; promoting community collaborations; leveraging public and private resources to invest in prevention programs that support children, youth, and families; and shifting the paradigm to create a wellness system for children and families in Lane County.

**Health and Human Services.** The mission of Lane County Health and Human Services (HHS) is to promote and protect the health, safety, and well being of individuals, families and our communities. HHS is a broad-based organization which oversees health, mental health, developmental disabilities and social services in a largely subcontracted system. The subcontract providers are our community partners in a complex service delivery system. The HHS budget is mostly categorically restricted dollars from the state and federal governments. The department's use of the General Fund, diminutive given the size of the overall departmental budget, allows for enhancement of services and leveraging of resources.

**Lane Events Center.** Lane County operates a "split" model operation of the Lane Events Center/Lane County Fair in which operational responsibility is vested in a Fair Board for the Fair, and in the County for the remainder of the year. In addition to the annual Lane County Fair, facilities are also provided for various entertainment events, meetings, festivals, catered functions, and exhibitions year-round. Livestock facilities are available during the dry-weather period. The Lane Events Center also operates an ice arena for skating and hockey and venues for basketball and volleyball.

**Public Works.** The Department of Public Works' mission is to maintain and enhance the livability and sustainability of Lane County's natural and built environments by providing safe and cost-effective public infrastructure and related services. Public Works consists of seven different funds and two sub-funds for eight divisions – Administrative Services, Engineering & Construction Services, Fleet Services, Land Management, Parks, Road & Bridge Maintenance, Transportation Planning and Waste Management. The department receives no general fund revenue.

**Workforce Partnership.** Workforce Partnership is a council of governments as well as a department of County government. Lane County provides personnel and employment related services for the Lane Workforce Partnership, which is a non-profit corporation setting policy for the department. Funded by state and federal training grants, Workforce Partnership offers vocational assessment, job-search training, classroom training, and special youth services for, unemployed Lane County residents.

# Overview

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## Public Safety

**District Attorney.** The District Attorney's office serves as the public prosecutor and representative of the State in criminal and traffic proceedings in circuit and justice courts. The office provides 24-hour legal assistance to police agencies throughout Lane County and special assistance to victims of crime. The department operates the Victim Services program as well as Kids' FIRST, a child advocacy center created to minimize the negative impact of child abuse and subsequent investigative and judicial proceedings for child victims and their families. The District Attorney also serves thousands of children each year through the Family Law Division. The Medical Examiner is also located within this office. The District Attorney, elected by County voters, is a state official who serves a four-year term.

**Justice Courts.** Lane County has three justice courts, located in Florence, Oakridge and Springfield. *These courts are not a department of the County.* Each court is responsible for the adjudication of a variety of complaints, including criminal, civil, traffic and marine, filed within each court's jurisdictional boundary. The Oakridge and Florence courts were established in the early 1900's as a service to the residents of East and West Lane County by providing a convenient, accessible court. The Central Lane Justice Court supports the operational costs of the Public Safety Traffic Team, created in 1990 to reduce the high numbers of accidents and fatalities on targeted county roadways.

**Sheriff's Office.** The Sheriff's Office is under the direction of an elected Sheriff and organized into two operational divisions and the Office of the Sheriff. The Police Services Division is responsible for suburban and rural police patrols, traffic enforcement, criminal investigations and law enforcement contracts as well as communications and police records. Police Services also directs court transport and security, civil operations, and search and rescue programs. The Adult Corrections Division manages the Lane County Jail and a variety of alternative custody programs including the Community Corrections Center, Electronic Supervision, Inmate Road Crew and Community Service. The Office of the Sheriff includes administrative support programs including fiscal, fleet, personnel, planning, emergency management and training. The Sheriff is elected to a four-year term by the voters of Lane County.

**Youth Services.** The Department of Youth Services is responsible for dealing with children under the age of 18 who have committed an offense that would be a crime if committed by an adult. Law enforcement makes over 5,000 referrals to Youth Services each year. Services include intake, detention, court, probation and parole. Special programs exist for sex offenders, arsonists, violent offenders, and alcohol and drug problems. The operating philosophy is built on a "balanced approach" involving community protection (detention at the newly-opened Juvenile Justice Center), accountability (restitution to victims of crime), and competency (skill development).

## Support Services

**Board of Commissioners.** The Board of County Commissioners legislates and administers County government within the limits of authority granted in the Lane County Home Rule Charter. The charter grants legislative and administrative power to the full-time, paid five-person board. The Commissioners represent Lane County citizens in over 50 committees and agencies. Commissioners are elected by Lane County voters in specific individual geographic regions for four-year terms. The County's Internal Auditor works directly with the Board of County Commissioners.

**County Administration.** The Office of County Administration serves as the focal point for implementing countywide policy approved by the Board of County Commissioners. This is done through the County Administrator, who reports directly to the Board of County Commissioners. The department provides direction to all appointed administrative departments, coordinates with elected department heads, and serves as liaison to interagency associations, local municipalities, and the state and federal governments. Preparing the annual Budget, monitoring budget performance and maintaining the County's

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## Overview

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long-range financial plan for the General Fund are also critical responsibilities. The department coordinates countywide performance measurement and oversees the development and implementation of the County's Strategic Plan. Other operating units in the department include Economic Development, Intergovernmental Relations, and the Public Information Office.

**County Counsel.** The Office of County Counsel serves as attorney and legal advisor to the Board of Commissioners, County Administrator, County elected officials, and County departments. County Counsel's office handles civil suits brought by or against the County and reviews all proposed contracts between the County and other entities. The Office of County Counsel also has responsibility for the Law Library. The department director reports directly to the Board of Commissioners.

**Human Resources.** The Department of Human Resources provides personnel management and administrative support to County organizations in the areas of personnel services, employee relations and benefits, training and development, risk management and diversity implementation.

**Information Services.** The goal of the Department of Information Services is to help individual departments use computer technologies to provide better service to Lane County's citizens. The department is responsible for supporting the information technology needs of County departments and overseeing the Regional Information System (RIS). The department maintains the County's major finance and human resource applications, as well as a large number of smaller systems. Information Services also supports a common network operating system connecting County's nearly 1,400 personal computers. RIS provides information technology services to local government agencies in and near Lane County including the regional justice and public safety system (AIRS), a data center, electronic mail, Internet access, LAN systems support, and operation of a regional network that interconnects local government organizations.

**Management Services.** The Department of Management Services has two functional groups. The *Finance Group* provides finance operation including payroll, accounts payables, receivables and investments; property management; purchasing, and contract management. The *Management Services Group* includes facilities maintenance and the County Clerk functions including Elections, Deeds & Records, and Board of Property Tax Appeals.

### **Housing & Community Services Agency (HACSA)**

While HACSA is not a department of Lane County, the Board of Commissioners is the Housing Services Board. As such, HACSA is indicated on the County organizational chart, but not included in the County Budget. GASB rules require HACSA financial reporting in the County's Comprehensive Annual Financial Report which can be found on the County's website.

### **Lane County Advisory And Other Committees**

At any given time, the Board of Commissioners is seeking applications from citizens interested in serving on various advisory committees, councils, boards, commissions, and community organizations. These committees serve in an advisory capacity to the Board of Commissioners on a wide variety of topics and issues. Vacancies are posted on the County's website with links to committee applications.

**Animal Services Advisory Committee:** Advises the Health & Human Service Director and Board of Commissioners on matters of animal service operations, program improvements, model and state of the art animal welfare, care control programs, and facilities. Five members are appointed by the Board of Commissioners with another two members appointed by the committee.

## Overview

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**Board of Property Tax Appeals (BoPTA):** Responsible for hearing appeals for the reduction of real property values in accordance with Oregon law. The Board also considers petitions to excuse liability for the penalty imposed by Oregon law for late filing of real and personal property returns. The Board of Commissioners appoints a pool of potential members who meet as needed between Feb 1<sup>st</sup> and Apr 15<sup>th</sup>. ORS Chapter 309

**Budget Committee:** Reviews and approves the County budget, limits the amount of tax which may be levied, establishes a tentative maximum for total permissible expenditures for each fund. Members include the Board of Commissioners and five citizen members appointed by the Board. ORS 294.336

**Commission for the Advancement of Human Rights (LCCAHR):** Advises the Board of Commissioners on the status of civil and human rights in the County, and provides the Board and County departments community input and feedback regarding human rights and affirmative action; provides community education and outreach; recommends supports and assists in development of programs on human rights, cultural diversity, equal opportunity, and affirmative action; recommends policies to improve access. The eleven members are appointed by the Board of Commissioners.

**Commission on Children and Families (CCF):** Plans, initiates and coordinates systems to serve children and families, promote a wellness system, create & encourage collaborative partnerships, establish structured community planning and decision making processes, and maintain a framework of accountability. The Commission develops policy and oversees the implementation of the local coordinated comprehensive plan. The CCF has twenty-one members, the majority of whom are laypersons, appointed by the Board of Commissioners. ORS 417.760

**Community Mental Health Advisory Committee:** Advises the Board as the Local Mental Health Authority, and the Director of the Department of Health and Human Services on community needs and priorities for mental health services and shall assist in planning and in review and evaluation of those services. Also serves as the Local Alcoholism Planning Committee. The twelve members are appointed by the Board of Commissioners. ORS 430.342, ORS 430.630(7), and OAR 309-014-0020(3)

**Community Action Advisory Committee:** Provides advice to the Board of County Commissioners on the emergency basic needs and community action service systems, to address the needs of low income citizens of Lane County. The committee's twelve members include public officials, representatives of low income persons, and representatives of major groups of interest in the community. Members are appointed by the Board of Commissioners. ORS 458.505

**Community Health Council:** Provides assistance and advice to the Board of Commissioners and the Human Services Commission's Community Health Centers of Lane County (CHCLC) in promoting its mission to provide comprehensive health care that is quality-driven, affordable and culturally competent to the people of Lane County. The Council's 17 members include consumers, health care providers and community representatives and are appointed by the Board of Directors. Section 330 of the Public Health Service Act.

**Elected Officials Compensation Board of Lane County (EOCB):** This board recommends to the Budget Committee and to the Board of County Commissioners a compensation schedule for County elected officials. The Compensation Board is established pursuant to the authority granted by the Lane County Home Rule Charter. The five members are appointed by the County Administrator and meet as needed, but at least once each year in which there is a general election.

**Farm Review Board:** Advises the County Assessor with respect to the use of comparable sales figures in assessing agricultural land; also advises the County Assessor as to whether figures or factors are property under ORS 308A.092. The advisory board meets only once annually, usually in April or May.

## Overview

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Two members are appointed by the Board of Commissioners, two appointed by the County Assessor and one appointed by the Farm Review Board. ORS 308A.095

**Human Services Commission (HSC):** Multi-jurisdictional committee charged with assisting the three jurisdictions (the Cities of Eugene and Springfield, and Lane County) with the development of the human services plan and budget. The HSC provides advice to the Board of County Commissioners and the Eugene and Springfield City Councils on community needs and priorities for human services. The HSC members include representatives from the County and Cities appointed by their respective agencies.

**Law Library Advisory Committee:** Works with County staff to advise on maintenance of adequate facilities and services for County law library. The seven committee members include two lay citizens appointed by the Board of Commissioners as well as members appointed by the Lane County Bar Association and representation from the University of Oregon Law Library.

**Metropolitan Wastewater Service District Budget Committee (MWSD):** Reviews and approves the County Service District budget, limits the amount of tax which may be levied by the County Service District and establishes a tentative maximum for total permissible expenditures for each fund in the County Service District. The ten members include the Board of Commissioners and an equal number of lay citizens appointed by the Board. ORS 294.336

**Parks Advisory Committee:** Reviews park improvements needs and related issues and makes recommendations. The seven at-large members are appointed by the Board of Commissioners.

**Planning Commission:** Provide recommendations to the Board for adoption of comprehensive land use plans for Lane County and amendments to such plans, and for adoption of ordinances intended to carry out the purposes, principles and proposals expressed in the comprehensive plan. Perform the duties and functions as required by Lane County ordinances and orders, including but not limited to LC Chapters 9, 10, 11, 12, 13, 14, 15, and 16 and the citizen involvement component of the Statewide Planning Goals and the applicable comprehensive plans. Advise and cooperate with other planning agencies within the state. Promote public interest in and understanding of comprehensive plan and of planning and zoning in general. The nine-member Planning Commission is appointed by the Board. ORS 215.020-030

**Public Health Advisory Committee:** Makes recommendations to the Health Administrator and advises the Board of Health and Board of Commissioners on public health, planning, policy development, control measures, funding, public education and advocacy. The twelve members include at-large representatives as well as health professionals and are appointed by the Board of Commissioners.

**Public Safety Coordinating Council (PSCC):** Develops and recommends to the Board a plan for use of state resources to serve the local offender population and state and local resources to serve the needs of that part of the local offender population who are at least 15 years of age and less than 18 years of age. Coordinates local juvenile justice policy among affected juvenile justice entities; develops and recommends to the Board a plan designed to prevent criminal involvement by youth. The PSCC has up to twenty members as defined by statute and is appointed by the Board of Commissioners. ORS 423.560

**Resource Recovery Advisory Committee:** Makes recommendations to the Board of Commissioners concerning administrative policy legislation, long-range planning and financing for the County's Solid Waste Program; also investigates possible alternative methods of garbage disposal and recycling programs. The sixteen members are appointed by the Board of Commissioners.

**Road Advisory Committee (RAC):** Reviews road improvement needs; develops a Five-Year Capital Improvements Program; reviews and provides recommendations for long-range planning for future

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## Overview

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transportation needs, including alternative transportation modes and makes recommendations to the Board of Commissioners. The six members are appointed by the Board of Commissioners.

**Tourism Council:** Reviews applications and makes recommendations for awarding grants for the Lane County Tourism Special Projects Grant Program. The eight members include one at-large position and seven representatives of specific organizations. Members are appointed by the Board of Commissioners.

**Workforce Partnership Board:** The Lane Workforce Partnership board of directors is a 39 member decision making board with a working committee structure (6 committees). The board of directors oversees the allocation and implementation of federal Workforce Investment Act (WIA) funds, as well as state funds. It is a federally mandated board under WIA. The Lane Workforce Partnership board was designated by Lane County, City of Eugene and City of Springfield as the local Workforce Investment Board. Its members are appointed by the Board of Commissioners and represent specific areas as dictated by state, federal, and local rules. 29 USC 1501 et seq. and ORS 285A.458

### ***Lane County Budget***

The purpose of Lane County's budget is to provide the fiscal means to implement the community's goals, as represented by the Budget Committee and the Board of County Commissioners. The Budget Committee is made up of five citizens-at-large (appointed by the Board), and the five County Commissioners. Oregon Revised Statutes determine the composition of the Budget Committee and establish the precise process that must be adhered to in order for the local government to collect taxes.

### **OREGON LOCAL BUDGET LAW**

Oregon's Local Budget Law (Chapter 294 of the Oregon Revised Statutes) does several things:

- It establishes standard procedures for preparing, presenting and administering the budgets of Oregon's local governments.
- It encourages citizen involvement in the preparation of the budget before its formal adoption.
- It provides a method of estimating revenues, expenditures and proposed taxes.
- It offers a way of outlining the programs and services provided by local governments and the fiscal policy used to carry them out.

### **BUDGET CHARACTERISTICS**

The budget is a **financial plan** containing estimates of revenues and expenditures for a **single fiscal year**. Lane County's fiscal year begins on July 1 and ends the following June 30. The budget document must have certain ingredients per State law. It must show the major items of budget resources, and revenues and expenditures must be recorded on a fund-by-fund basis, using the cash basis, the modified accrual basis or the accrual basis of accounting. State law allows each municipality to select its preferred method. Lane County uses the modified accrual basis.

The budget must contain a summary statement by funds showing the estimate of budget resources and expenditures. The sheet or sheets which reflect each activity's or fund's estimate of expenditures and resources must also show (in parallel columns) the actual expenditures and resources for the two fiscal years preceding the current year, the estimated expenditures and resources for the current year, and the estimated expenditures and resources for the ensuing year. In addition, personnel services, materials and services, capital outlay for each organizational unit or activity of each fund, and the major items for debt service, special payments and operating contingencies for each fund must be listed separately.

The General Fund pays for many public services such as public health, public safety (i.e., the Sheriff's Office), assessment and taxation, and prosecution, as well as several support services, including human

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## Overview

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resources, finance and payroll. Budgeting allows a local government to evaluate its needs in light of the revenue sources available to meet those needs. A complete budget justifies the imposition of ad valorem (according to value) property taxes, which account for the majority of General Fund revenues. Oregon law does not allow local governments to increase property taxes, even through a supplemental budget process. Oregon law also prohibits local governments from expending or borrowing monies beyond their adopted budgets.

Lane County's budget is a combination of both a fixed and flexible budget, depending on the area of operations. For example, internal service areas (Support Services) are dependent on property tax revenues and transfers from other department funds and have fixed budgets. Their operational resources are established based on historical need and approved changes, and that amount cannot be exceeded for the year. In the event a fixed-budget department runs over, a supplemental budget must be approved and adopted by the Board, per State budget law. Since many of the external service areas are fee or "enterprise" supported, activity levels have a great impact on projected revenues and resource demands, and therefore those department budgets are more flexible.

### **LANE COUNTY'S BUDGET PROCESS**

Budget preparation begins in early winter and results in the completion of a proposed budget to be considered by the Budget Committee in spring. Once the Budget Committee has considered and approved the budget, the Board of County Commissioners holds a public hearing and adopts the budget. An illustration of the process with a schedule of Lane County's Budget Process follows this description. Citizens participate and provide input into the County budget process in many ways (see the next section on Community Involvement). Steps in the budget process:

#### **1. Proposed budget prepared:**

The Lane County Leadership Team, made up of the Commissioners, department directors, and the County Administrator, usually meets in late fall to review the previous year's activities and the financial forecast for the next five years. The Leadership Team provides direction and agrees on the assumptions to be used in budgeting for the coming year. County department managers then begin building the budget, based on goals/priorities set forth by the County Commissioners.

This year, due to the unexpected renewal of Secure Rural Schools funding late in the fall and the escalating impacts of the recession, no Leadership Team meeting was held in the fall. In March, once more was known about the extent of the economic decline, the Commissioners gave direction regarding the allocation of SRS funds for FY 08-09 and the County Administrator shaped this Proposed Budget accordingly.

Proposed budgets must reflect projected expenditure and revenue forecasts, activity levels and external limitations or pressures such as State tax measures, technology requirements, labor union contracts and capital improvement projects. Finished department budgets are submitted to the County Administrator's Office for subsequent review, revision and approval by the County Administrator.

#### **2. Notice of Budget Committee Meeting published:**

Once the proposed budget document is prepared by County staff, a "Notice of Budget Committee Meeting" is published. The notice contains the dates, times and places of several meetings, including presentation of the Budget Message, Budget Committee public hearings and deliberations. The notice is published twice in the five to thirty days before the meeting and can be found in The Register-Guard newspaper.

## Overview

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### 3. Budget Committee meets:

The budget message, delivered at the first Budget Committee meeting, explains the Proposed Budget and any significant changes in the County's financial position. Budget Committee meetings are public meetings, during which interested parties may attend. The public may also provide testimony or public comment at scheduled meetings not designated as work sessions.

The Proposed Budget is made available to each member of the Budget Committee before their first meeting. At this time, the Proposed Budget is also made available to the community in the County Administrator's Office. The Proposed Budget is also available at the County's internet website [www.lanecounty.org](http://www.lanecounty.org).

### 4. Budget Committee approves budget:

The Budget Committee hears public testimony, presentations from each department, and comments from the Budget Manager and budget analysts. It also reviews the Proposed Budget, any addition/reduction packages, and any additional material requested. The committee deliberates and makes any necessary additions or reductions from the budget proposed by the County Administrator, before approving the budget. The Approved Budget specifies the amount or rate of ad valorem taxes for each fund receiving tax revenue. The Budget Committee is the only group that can set the property tax to be levied each year. It also sets the maximum amount that will be appropriated to each department within each fund.

### 5. Budget summary and notice of budget hearing published:

After the budget is approved, a budget hearing must be held by the Board of County Commissioners. The Board publishes a Financial Summary of the budget and a Notice of Budget Hearing five to thirty days before the scheduled hearing, during which additional public testimony is invited.

### 6. Budget hearing held:

The purpose of the hearing is to listen to citizens' testimony on the Approved Budget.

### 7. Budget adopted, appropriations made, taxes declared and categorized:

By law, the Board may make changes in the Approved Budget before it is adopted. Prior to the beginning of the fiscal year to which the budget relates, it can also make changes to the adopted budget. However, there are limitations:

- Taxes may **not** be increased over the amount approved by the budget committee.
- Estimated expenditures in a fund cannot be increased over the amount approved by the budget committee by more than \$5,000 or 10 percent, whichever is greater.

After considering public testimony provided at the Budget Hearing, the Board of Commissioners deliberates and adopts the budget, no later than June 30. The Board prepares a resolution or ordinance that formally adopts the budget, makes appropriations and, if needed, levies and categorizes taxes. The budget is the basis for making appropriations and certifying the taxes.

### 8. Notice of property tax levy:

Each taxing district imposing a property tax levy must give notice of its property tax levy to the County Assessor by July 15.

### 9. Amendments to the Budget:

Supplemental budgets: There are times when an adopted budget gives no authority to make certain expenditures or when revenues are received for which the governing body had no previous knowledge. In these cases it is possible to use a supplemental budget to authorize expenditures or spend additional revenues in a current fiscal year. Lane County generally adopts three supplements

## Overview

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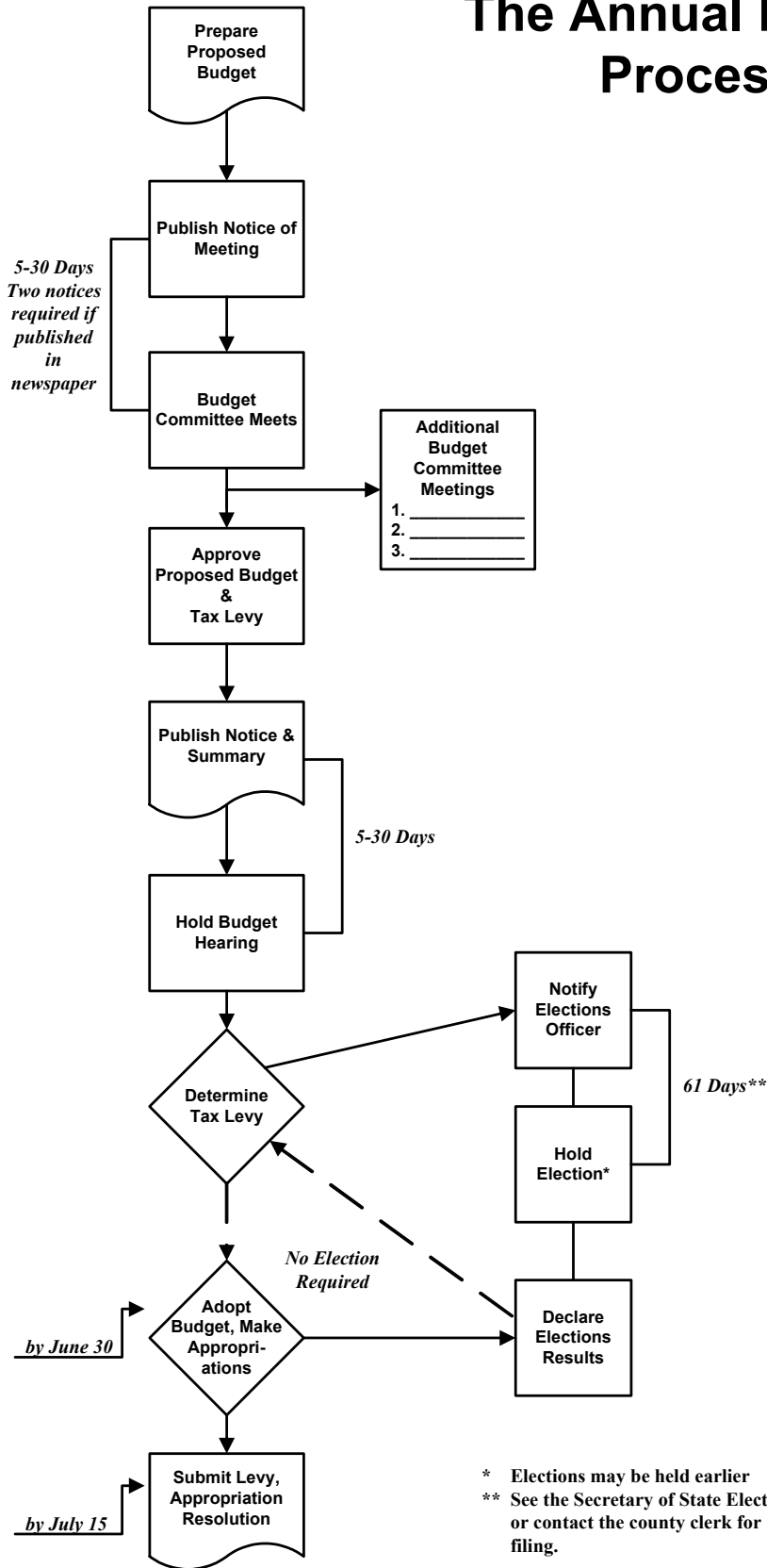
to the adopted budget each year. Each supplemental budget is published prior to a public hearing at which they are discussed and adopted by the Board. The budget committee is not involved in adopting supplemental budgets. Supplemental budgets cannot be used to authorize a tax levy.

Board Orders amending the budget: In addition to the supplemental budget process, when needed, the Board can amend appropriations to the current year budget at a regular, publicly announced, meeting providing the changes do not exceed 10% of the budget in the fund being adjusted. These amendments happen periodically throughout the year, often as a result to changes in grant funding.

### ***Community Funding Request Process***

Community groups wishing to submit a request for budget committee consideration and possible inclusion in the next budget can normally attend a briefing and orientation meeting in February of the year prior to the fiscal year for which funding is sought. However, due to the limited discretionary funding available for FY 09-10, the Board is not planning to review requests for additional funding.

# The Annual Budget Process



## Overview

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### ***Budget Preparation Schedule***

<b><u>Date</u></b>	<b><u>Description of the Event</u></b>	<b><u>Product/Outcome</u></b>
<i>Tuesday, February 3</i>	Departments begin to prepare Base budget, review budget with advisory committees, as appropriate, and prepare Adjusted Base Budget.	Budget Instructions distributed
<i>Wednesday, February 18</i>	Departments complete base cycle data entry and submit Adjusted Base budgets	Department base budgets
<i>Tuesday, February 24</i>	Departments complete Service Option Sheets for all services receiving General Fund	Service Option Sheets
<i>Friday, February 27</i>	Departments complete data entry and submit Budget	Department Request Budget
<i>Tuesday, March 10 – Thursday, March 12</i>	County Administrator and budget staff review departmental budgets and hold departmental reviews.	Preliminary budget decisions
<i>Friday, March 13 – Tuesday April 14</i>	Final preparation of Proposed Budget by budget staff	Proposed Budget
<i>Sunday, April 12</i>	First notice of Budget Committee meeting on Proposed Budget published in accordance with ORS 294.401.	Legal Advertisement
<i>Thursday, April 16</i>	Send Proposed Budget document to printer	--
<i>Sunday, April 19</i>	Second Notice of Budget Committee meeting published.	Legal Advertisement
<i>Thursday, April 30</i>	Budget Committee receives County Administrator's budget message and holds public hearing on Proposed Budget.	Budget Message; Proposed Budget; Public Hearing
<i>Tues, May 5 through Thurs, May 14</i>	Budget work sessions and public hearings usually Tuesday and Thursday evenings at 5:15 p.m. Departments present their budgets and highlight services changes.	Budget Committee Work sessions
<i>Tues, May 19</i>	Budget Committee public comment, final discussion, deliberations, and approval of budget. If not approved, Committee may do final deliberations on May 21	Approved Budget
<i>Sunday, June 7</i>	Publish Budget Summary and Notice of Public Hearing on Approved Budget in accordance with ORS.	Legal Advertisement
<i>Wednesday, June 24</i>	Board of County Commissioners holds public hearing, adopts budget, makes appropriations and levies taxes.	Adopted Budget

### ***Citizen Involvement Opportunities***

#### **Citizen Budget Committee**

The County's ten-member Budget Committee is made up of five county commissioners and five citizens as mandated by Oregon Revised Statutes 294.336. Each commissioner appoints one of the five citizens. This committee reviews and approves the County budget, limits the amount of tax which may be levied by the County and establishes a tentative maximum amount for total permissible expenditures for each department and fund in the County budget.

Citizen members serve staggered terms of up to three years ending on December 31<sup>st</sup> of the final year. Citizens may be appointed for multiple terms. Regular Budget Committee meetings usually occur twice a week in the evening in April and May of each year. Supplemental budget committee meetings are scheduled quarterly throughout the year and may occur during the day or evening as needed. Please contact the Commissioner's Office at 541-682-4203 if you are interested in the Budget Committee or need additional information.

#### **Public Hearings/Public Comment**

Citizens can appear in person to share comments directly with the Budget Committee at one of several meetings, or with the Board of County Commissioners prior to budget adoption. Written material can either be hand delivered, mailed, faxed, or submitted via email attention Lane County Budget Committee (see contact info below).

#### **Metro TV and Webcasts**

If you are unable to attend Board of Commissioner or Budget Committee meetings in person, Metro TV telecasts all Board and Budget Committee meetings on Comcast cable channel 21. You may also view the meetings as a webcast at the County's internet website [www.lanecounty.org](http://www.lanecounty.org) under County eGovernment, Board of Commissioner's, Webcasts.

#### **Lane County Website**

In addition to webcasts of meetings, budget related information is available on the County's internet site including links to the current year budget, the proposed budget, agendas for upcoming Budget Committee and Board meetings, and Commissioners' email addresses.

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