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04-6-23-11

Memorandum Date: June 9, 2004
Order Date: June 23, 2004

TO: Board of County Commissioners

DEPARTMENT: Children and Families

PRESENTED BY: Alicia Hays, Department Director

AGENDA ITEM TITLE: ORDER AND RESOLUTION IN THE MATTER OF APPROVING SUBMISSION OF THE UPDATE AND REPORT ON PHASE III OF THE SB555 COORDINATED, COMPREHENSIVE PLAN FOR CHILDREN AND FAMILIES TO THE OREGON COMMISSION ON CHILDREN AND FAMILIES

I. PROPOSED MOTION

MOVE APPROVAL OF THE ORDER AND RESOLUTION IN THE MATTER OF APPROVING SUBMISSION OF THE UPDATE AND REPORT ON PHASE III OF THE SB555 PLANNING PROCESS TO THE OREGON COMMISSION ON CHILDREN AND FAMILIES

II. ISSUE OR PROBLEM

Oregon Administrative Rules require counties to conduct a biennial update of their coordinated comprehensive plans for children and families. The update, along with additional tracking and reporting, completes phase III of Senate Bill 555 (1999). The update and report requires Board of County Commissioner approval and signature.

III. DISCUSSION

A. Background and Analysis

The Oregon Commission on Children and Families (OCCF) in conjunction with the state "Partners for Children and Families," has developed a process for counties to use in order to fulfill the updating requirements of Senate Bill 555 (SB555). This update combines the final implementation requirements of SB555 and Oregon Administrative Rule requirements for a biennial update into one document. It has been two years since counties completed their comprehensive

plans and much has transpired during that time. Planning continues to be an essential part of the ongoing work of building an efficient system of services for children and families. The update is an opportunity to take a fresh look at the decisions made two years ago and to build on what has been learned or changed during that time. Counties have been encouraged to use this biennial update process to continue to expand and reinforce partnerships with community support systems, businesses, the faith community, and groups representing diverse populations. Planning and partnerships are seen as essential to stretch scarce resources for children and families.

The guidelines were designed by OCCF to minimize staff time. The update report consists of 16 questions and each county is directed to design its own plan update process. Local commissions on children and families are responsible for convening the partners, organizing the update process, informing major partners of the process, and completing the update form as seen fit for their local communities and processes.

This update process provides counties with an opportunity to:

- reassess the original plan to test its relevancy to current community conditions and expectations;
- revise the plan to incorporate significant changes in funding levels;
- refine priorities, strategies, and outcomes based on updated information;
- expand, strengthen, or acknowledge effective partnerships through discussion of priorities and strategies in the plan; and
- communicate successes and challenges with state partners.

Responses are due June 30, 2004 in order for the information from the county plan updates to be used in state budget planning. The date/timeline has been chosen to allow adequate time to review and update, given the potential affects of any changes that could occur in the coming months. Information will be compiled from the updates in July and given to the Governor and to state agencies. In addition to budget planning, information from the plan updates will inform agencies about emerging service gaps and barriers to plan implementation, and help document improvements in services and supports as a result of partnerships and systems change work.

While state agency staff will review the responses, it is not considered to be a monitoring process. At the state level, the county information serves as an update regarding the use of the related state funds and local plans as they affect communities. It replaces biennial planning that was required in the past for juvenile crime prevention, diversion, and commission on children and families comprehensive plans. The resulting compilation of information will serve as a communication piece between all 36 counties and state agencies. At the county level, it is believed that the resulting information will update comprehensive plans

for children and families, keeping the plan a 'living' document.

Lane County used a three part process for updating its comprehensive plan for services to children and families: 1) Information gathering; 2) Community review; 3) Approval. During the first part (beginning in December 2003), we gathered information from the community and partners focusing on the successes and challenges experienced as we all implemented the vision of SB555 since the completion of Phase II in mid-2002. We also asked for analysis of the high level outcomes, priorities and strategies (Strategic Plan) for their continuing pertinence and efficacy.

The methods used for reaching out during this information-gathering phase we believed would foster a better community perception of the plan and its uses, while also reaching out to partners in the least time-demanding fashion. Instead of convening extra planning meetings purely for the purpose of discussing SB555, we chose to meet with individuals and existing community groups and ask for agenda time for analysis and discussion. A key aim was to have the least impact on staff, agencies and individuals already finding they have less time for service delivery due to budget cuts, while still achieving a variety of positive goals. These included, 1) Increasing the number and variety of community members and partners "at the table" contributing to the planning process; 2) Moving away from previous negativity about the plan; 3) Re-engaging people in the process of community-wide, strategic planning; 4) Promoting the plan and fostering a sense of excitement about its multiple uses; 5) Receiving community input about the continuing relevance of the workplan (priorities/strategies), and making changes resulting in a more viable, usable plan; 6) Documenting some key successes and challenges the community has realized in the course of implementing the plan to date.

During the second part of our update process, staff refined the input, updated portions of the workplan and brought the results back to community groups and individuals for further feedback. Commission on Children and Families (CCF) staff facilitated conversations, and managed suggested changes and specific feedback, while also closing the discussion/feedback loop between diverse groups. This is particularly true of the suggested changes to the priorities and strategies in the workplan, thus creating a more current, usable document and greater community investment. Parts one and two were very dynamic with information gathering and feedback loops occurring simultaneous.

During the final stage, a final review session for all partners and community members in a public meeting was held, followed by the approval of the updated strategic plan and biennial update report, by the CCF during its regular meeting on June 21, 2004.

This update process has worked well for our community. In fact, we found that working with groups in their "comfort zones" and areas of specialization resulted in more in-depth discussions. Meeting with groups with a specific focus, e.g. early childhood, domestic violence, youth, etc. appeared to result in deeper, more substantial discussions of specific needs/concerns issues for particular focus areas. Receiving input from a broader mix of individuals (not just the planners, middle managers or executive staff of community and government agencies), also enriched the conversations. Planners provided in-depth cross-systems analysis and were easier to engage in planning conversations and the importance of continuing to update SB555; service providers and others less familiar with SB 555 or planning in general, asked penetrating questions about the outcomes, usefulness, and made excellent suggestions about outreach and implementation barriers.

B. Alternatives/Options

1. To accept the motion to approve submission of the coordinated, comprehensive plan update and report to OCCF.
2. Not to accept the motion and request staff to make revisions to the plan and report.

C. Recommendation

Option 1: Adopt the Order

D. Timing

Deadline for submission to OCCF is June 30, 2004.

IV. IMPLEMENTATION

Upon Board approval and Chair signature, the coordinated, comprehensive plan update and report will be forwarded to OCCF for submission.

V. ATTACHMENTS

Board Order
Updated Plan, OCCF Report, Attachments

THE BOARD OF COUNTY COMMISSIONERS, LANE COUNTY, OREGON

ORDER ORDER AND RESOLUTION IN THE MATTER OF APPROVING SUBMISSION OF THE UPDATE AND REPORT ON PHASE III OF THE SB555 COORDINATED, COMPREHENSIVE PLAN FOR CHILDREN AND FAMILIES TO THE OREGON COMMISSION ON CHILDREN AND FAMILIES

WHEREAS, Oregon Administrative Rules require counties to conduct a biennial update of their coordinated comprehensive plans for children and families accompanied by Board of County Commissioner approval and signature,

WHEREAS, planning continues to be an essential part of the ongoing work of building an efficient system of services for children and families,

WHEREAS, planning and partnerships are seen as essential to stretch scarce resources for children and families,

NOW THEREFORE IT IS HEREBY ORDERED THAT the Board of County Commissioners approves submission of the update and report on phase III of the SB555 coordinated, comprehensive plan for children and families to the Oregon Commission on Children and Families.

APPROVED this _____ day of June, 2004

Chair
BOARD OF LANE COUNTY COMMISSIONERS

APPROVED AS TO FORM
Date 6/14/04 Lane County
[Signature]
OFFICE OF LEGAL COUNSEL

ORDER AND RESOLUTION IN THE MATTER OF APPROVING SUBMISSION OF THE UPDATE AND REPORT ON PHASE III OF THE SB555 COORDINATED, COMPREHENSIVE PLAN FOR CHILDREN AND FAMILIES TO THE OREGON COMMISSION ON CHILDREN AND FAMILIES

"Imagine Lane County"

A Plan for Achieving
Caring Communities,
Strong, Nurturing Families, and
Healthy, Thriving Children and Youth

"This planning blueprint should act as a beacon for all strategic and other workplans focusing on services to children and families in the County"---Lane County community provider

June 2004

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Lane County's Comprehensive, Community Plan for Services to Children, Youth and Families

TABLE OF CONTENTS

GOAL 1: STRONG, NURTURING FAMILIES.....3
High Level Outcome 1: Reduce Adult Substance Abuse
High Level Outcome 2: Reduce Domestic Violence
High Level Outcome 3: Reduce Poverty

GOAL 2: HEALTHY, THRIVING CHILDREN.....8
High Level Outcome 4: Reduce Child Maltreatment
High Level Outcome 5: Improve Prenatal Care
High Level Outcome 6: Increase Immunizations
High Level Outcome 7: Reduce Substance Use During Pregnancy
High Level Outcome 8: Increase Child Care Availability
High Level Outcome 9: Improve Readiness to Learn

GOAL 3: HEALTHY, THRIVING YOUTH.....16
High Level Outcome 10, 11, 12: Reduce Teen Substance Use
High Level Outcome 13, 14, 15: Reduce Juvenile Crime
High Level Outcome 16: Reduce Teen Pregnancy
High Level Outcome 17: Decrease Youth Suicide
High Level Outcome 18: Reduce High School Dropout Rate
High Level Outcome 20: Decrease Runaway Behavior/Youth Homelessness

GOAL 4: CARING COMMUNITIES.....24
High Level Outcome 19: Increase Community Engagement

ADDENDA

- A. Lane County Community Profile
- B. Biennial Update Report to OCCF
- C. Lane County Public Health FY 2004-05 Annual Plan
- D. Lane County Mental Health/Addictions Implementation Plan 2005-07

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High Level Outcome 1: Reduce Adult Substance Abuse

- A) Reduce the impact of alcohol and drugs on the community.
 - A1) Strengthen and build upon existing prevention and treatment initiatives and services, *along the full continuum of care, including peer support and appropriate individualized parenting instruction/support.*
 - A2) Support *change in community norms and laws regarding the use of ATOD.*
 - A3) Increase health care integration of prevention and treatment.

- B) Stabilize the A&D system with essential services ranging from prevention through treatment.
 - B1) Increase the flexibility of funding to help clients have access to different levels of care *including peer support services throughout each level of care.*
 - B2) Stabilize the service provider system with longer term contacts and funding (not services supported by "soft" dollars).
 - B3) Increase funding rates from women's and youth residential adult and youth drug free outpatient, adult methadone outpatient and adult detoxification treatment services as well as A&D diversion programs (requires additional funding to implement).
 - B4) Increase funding for prevention services to support the Center for Substance Abuse Prevention, CSAP; strategies for effective prevention; information dissemination, education, problem ID and referral, positive alternative activities for youth, supporting community-based coalitions, and environmental or community norms and laws (requires additional funding to implement).
 - B5) *Enhance specialized services for individuals with co-occurring disorders including but not limited to developmental disabilities and/or cognitive impairment, A&D dependency/addiction, mental health and pathological gambling.*

- C) Incorporate "strength-based" approaches to services across the continuum of prevention and treatment services.
 - C1) Promote strength-based treatment models across the continuum of youth and adult treatment services. Specific service priorities include funding for case management services that help the client/family access needed services and family skills enhancement/ development strategies.
 - C2) Promote strength-based prevention models (including universal, selected and indicated strategies) across the continuum of prevention services, *including peer support*, based on the Institute of Medicine Model (e.g., parenting).

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- D) Increase knowledge and access to services for very high risk and/or inadequately/underserved segments of the county's varied population(s). * All strategies listed here require additional or stabilized funding to implement.
- D1) Improve the effectiveness of and access to services reaching varied *under-served* populations including but not limited to cultural and ethnic minorities, homeless, *elders* and sexual minorities.
- D2) Enhance treatment engagement and treatment completion for clients in the criminal justice system with A&D abuse/dependency problems.
- D3) Improve the capacity of our A&D system to address the unique clinical needs of *people who are abused or have experienced trauma including elders, partners and children as well as perpetrators*.
- D4) Enhance specialized services for individuals with co-occurring disorders including but not limited to developmental disabilities and/or cognitive impairment, A&D dependency/addiction, mental health and pathological gambling.

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High Level Outcome 2: Reduce Domestic Violence

A) Improve safety, access to resources and trauma recovery for child and adult survivors and accountability for perpetrators using approaches that acknowledge the diversity of each families' circumstances, resources, and interests.

- A1) Expand services and supports for children exposed to domestic violence, including those who witness crimes.*
- A1) Increase the availability of core advocacy, victim-centered system advocacy, and informed community support services for adult survivors.*
- A2) Support batterer intervention programs that cover the impact of violence on children and teach non-coercive parenting skills.*
- A4) Increase access to supervised visitation and monitored exchange.*

B) Improve the effectiveness of domestic violence interventions with adult and child domestic violence survivors and perpetrators through a coordinated community response.

- B1) Improve the response to domestic violence by expanding the use of culturally appropriate screening and assessment tools and practices across multiple disciplines.*
- B2) Provide on-going and accessible education on the dynamics of domestic violence for service providers*
- B3) Provide on-going and accessible cross-training for professionals who routinely work with families affected by domestic violence.*
- B4) Maintain, expand and enhance the Lane County Domestic Violence Council.*
- B5) Maintain, expand, and enhance systems coordination, joint service delivery models and multi-disciplinary case coordination*
- B6) Strengthen the sanctioning and supervision of perpetrators in a coordinated effort with the justice system, parole & probation, child welfare, assessment services, batterer intervention programs, and supervised visitation programs.*

C) Create and sustain broad-based prevention strategies.

- C1) Develop a comprehensive, collaborative school-based prevention program for ages 3-18, that is developmentally appropriate and involves student curricula, school staff, and parent engagement. Include prevention strategies for domestic violence exposure, dating violence, bullying, substance abuse, early pregnancy, AIDS, and related topics with a focus on healthy relationships and asset development.*
- C2) Encourage community engagement and media awareness campaigns.*
- C3) Increase awareness of and responsiveness to marginalized and underserved victims and communities.*

High Level Outcome 3: Reduce Poverty

This High Level Outcome is still under construction, below is the 2002 version.

- A) Reduce the impact of poverty and hunger on children, families, and the community
 - A1) Increase access to primary health care by: a) increasing connection of existing eligible individuals and supporting the Governor's plan for expanded eligibility to the Oregon Health Plan; b) supporting the creation of a federally qualified health center; c) local safety net clinics through function of billing system for Medicaid and Medicare eligible clients; d) work with local health care organization to increase primary care physicians who accept Oregon Health Care clients; and e) work with school based health centers to increase the number of children who receive school health physicals
 - A2) Increase housing stability by: a) restoring the Emergency Assistance program to prior levels; b) supporting increase of low income utility programs; c) increasing access and utilization of household budget educations; d) increasing access and support for legal services to address landlord/tenant issues; e) increasing support for housing stabilization program, including making local money available for matching funds to support transitional and permanent housing; f) increasing support to Housing Policy Board and Human Services commission; g) increasing access and support for drug and alcohol free housing and housing for people with disabilities and their families; and h) expanding eligibility for safety net programs, such as the Earned Income Tax Credit, Food Stamps, the Oregon Health Plan, and childcare and housing subsidies, including advocating for increases in federal housing subsidies.
 - A3) Increase adult basic skills, education, job skills by: a) better coordination and participation between low income families and the workforce system and economic development to create career ladders within the employment system; and b) linking of financial incentives to local economic community for creation of opportunities for low income families.
 - A4) Increase access to affordable quality childcare through: a) increased support to childcare resource and referral program for outreach, recruitment and training; b) expansion of Employment Related Daycare through reduction in co-pay and expanding eligibility level; c) expansion of available childcare options provided outside normal work hours and for special needs children and rural areas.
 - A5) Increase access to hunger relief services by: a) maintaining current expanded eligibility requirements for families and individuals to the Food Stamp Program; b) increasing support for food distribution through food bank system and related

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nutritional and food preparation classes, and self help programs such as gleaning and gardening

B) Strengthen partnerships in support of health, well-being, self-sufficiency, and safety of low-income, disabled, and disadvantaged residents.

B1) Increase service integration through a) increasing education of community providers to existing resources and services; b) enhancing opportunities for community resource forums; c) braiding funding streams among community partners; and d) grant writing and resource investing to support the above strategies.

C) Address the high rate of poverty among single mothers

C1) Remove barriers to access to services by (a) better coordination of existing services; and (b) Increasing support to RAPP, JOBS program and educational opportunities, Teen Housing, and Teen Parent Program.

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Level Outcome 4: Reduce Child Maltreatment

- A) *Create and sustain broad-based prevention strategies.*
 - A1) *Increase opportunities for family-centered events and activities that reflect the diversity of families in our community.*
 - A2) *Promote prevention based media awareness campaigns that increase awareness of individual and collective actions to support children, youth, and families.*
 - A3) *Promote family friendly workplaces and practices.*
 - A4) *Create safe and caring neighborhoods where neighbors know one another and take responsibility for monitoring children's well-being.*

- B) *Identify families still at risk of poor childhood outcomes*
 - B1) *Identify and refer families with high levels of stress and/or other indicators of potential poor childhood outcomes through a variety of screening and self-reporting methods.*
 - B2) *Ensure that all institution/agency staff who currently have exposure to children are adequately trained to identify, refer and support children and families*
 - B3) *Educate diverse communities and professionals on procedures and laws for reporting child abuse and neglect, including the children exposed to family violence.*

- C) *Increase capacity, accessibility and efficacy of community-based supports and services for families*
 - C1) *Increase support and access to information, advocacy, and respite services for families in high risk situations, such as raising children with special needs, poverty, drug abuse, parents with disabilities.*
 - C2) *Link families exhibiting risk factors for poor childhood outcomes to services including home visiting, parenting classes, a parent help-line, therapeutic early childhood classrooms, respite childcare, and other community based services. All such services will be available in Spanish for mono-lingual Spanish-speaking families.*
 - C2) *Design and expand programs specifically for children exposed to domestic violence.*
 - C3) *Increase capacity and options for family visits in appropriate settings for children who have been removed from parental care, including supervised parenting time and exchange centers.*
 - C4) *Increase prevention-focused local collaborative efforts such as Community Safety Nets and Family Resource Centers.*
 - C5) *Increase mental health resources for children and families, including recovering from parents' own childhood trauma.*

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High Level Outcome 6: Increase Immunizations

- A) Improve immunization information available to families and care providers.
 - A1) Increase participation in Oregon Immunization ALERT by Lane County Providers
 - A2) Increase immunization compliance by collaborating with WIC to provide immunization screening.
 - A3) Strengthen parental skills and knowledge through a public information campaign that highlights the importance of early immunizations.

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High Level Outcome 7: Reduce ATOD Use During Pregnancy

- A) Increase knowledge of the *dangers of ATOD use during pregnancy*.
 - A1) Provide parental education, *screening and referral* about *the dangers of ATOD use* and its impact on the unborn child through prenatal home visiting, teen parent groups, and other prenatal support activities.
 - A2) Provide *culturally appropriate* residential and outpatient services for teen and adult pregnant or parenting women that is available and accessible to all.
 - A3) Enhance community understanding of the negative impacts of ATOD on the unborn child through public education.

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High Level Outcome 8: Increase Child Care Availability

- A) Ensure the availability and accessibility of quality child care.*
- A1) Analyze gaps in child care availability.*
- A2) Ensure there is an adequate number of child care options to meet family needs, including care that is identified as "hard-to-find", such as care for:*
- Infants or toddlers,*
 - Families whose primary language is not English,*
 - Children with special needs (including medically fragile), or during:*
 - Non-traditional hours and/or days,*
 - Out-of-school time for school-age children and youth, or in:*
 - Rural or another identified geographic area*
- A3) Ensure that parents who are seeking child care will have timely access to available providers in their geographic area. Services will be offered to culturally and linguistically diverse populations. Referral information will include information such as provider's:*
- Name,*
 - Approximate location (street name),*
 - Phone number,*
 - Type of care,*
 - Regulation status,*
 - Times/days available, and environmental factors.*
- A4) Increase retention of child care providers by advocating and supporting wage incentive and professional development programs.*
- B) Improve the affordability of child care by increasing resources to help pay for quality child care options.*
- B1) Increase family knowledge and/or use of resources to help pay for child care.*
- B2) Educate child care providers on how to provide affordability strategies to parents, including the use of the Department of Human Services Integrated Child Care Program payment system.*
- B3) Advocate for public funding that helps support the cost of quality child care.*
- C) Educate parents, providers, employers and communities on healthy development, safety and well-being of children in child care.*
- C1) Increase provider knowledge in early childhood care and education that is linguistically and culturally diverse.*

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- C2) Increase access to technical assistance, training, wage incentive, professional development and professional membership opportunities for child care providers and programs that are culturally and linguistically diverse.*
- C3) Increase family knowledge of the characteristics of high-quality child care that is linguistically and culturally diverse.*
- C4) Increase family knowledge of child development, positive parenting practices, work-family strategies, and resources for meeting family's needs, including families that are culturally and linguistically diverse.*
- C5) Increase employer knowledge and support for quality child care and other work-life issues.*
- C6) Increase community knowledge of issues affecting child care.*
- C7) Improve linkages among early childhood care and education programs and professionals, including programs that serve families that are culturally and linguistically diverse.*

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High Level Outcome 9: Improve Readiness to Learn

- A) Ensure that all children have reached levels of physical well-being, language use, social/emotional/motor development, and learning preparedness for successful learning*
- A1) Increase availability and access for children and their families to the following:*
- a) Food, food programs and nutrition information*
 - b) Medical and dental care (with or without insurance/OHP eligibility)*
 - c) Child mental health specialists to provide assessment and therapeutic support*
 - d) Knowledge and supports for parents to provide a safe, stable, nurturing, appropriately stimulating, home environment*
 - e) Knowledge for parents and caregivers of developmentally appropriate expectations for the children in their care*
 - f) Books and libraries*
 - g) Affordable, accessible and high quality childcare environments*
- B) Improve the quality, range, accessibility and availability of community services and family supports to prepare children to learn*
- B1) Expand access to and availability of high quality early childhood learning environments throughout Lane County that meet the needs of families*
- B2) Improve the identification of children with special needs through a system of early childhood developmental screening and referral*
- B3) Improve access to adequate training opportunities for early childhood teachers/educators and parents/caregivers*
- B4) Enhance parental knowledge and skills through home visiting, parenting classes, and other support activities*
- B5) Strengthen family involvement in educational activities (such as reading) through parent education and support services for all families*
- B6) Advocate for state funding that addresses improvements for early childhood education environments resulting in developmentally appropriate learning environments and a high quality preschool education for all children*
- B7) Advocate to expand funding support for legislated, state-funded programs in order to enable them to serve 100% of eligible families. This includes, Oregon Pre-K, Head Start, Healthy Start, ECSE, Family Resource Centers, Crisis Relief Nurseries, the CASA Program, etc.*
- C) Improve schools' readiness for all children*
- C1) Increase the cultural readiness of institutions to provide support to children entering the school system and their parents. Include:*

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- a) *Cultural sensitivity training and linguistic support for teachers and school administrative staff*
 - b) *An increase in the range, number and availability of staff development trainings*
- C2) Increase community commitment to education by improving mechanisms that bring parents into schools to volunteer, as well as to engage and work with school officials to better support positive outcomes for their children's education*
- C3) Increase age appropriate strategies that address the developmental variety seen in children as they enter school, stressing flexibility and inclusion.*

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High Level Outcomes 10, 11, 12: Decrease Teen Alcohol Use; Decrease Teen Drug Use; Decrease Teen Tobacco Use

- A) Reduce youth use of alcohol, tobacco and other drugs.
- A1) Promote substance abuse prevention best practices in schools and communities.
 - A2) *Promote and support best practices in substance abuse treatment for specific populations*
 - A3) Involve local media to inform community about youth use of ATOD.
 - A4) Enhance community-based prevention coalitions addressing youth ATOD issues.
 - A5) Support community norms and laws change regarding the use of alcohol.
 - A6) Support, enhance or create meaningful and consistent criminal justice responses to youth use of ATOD.
 - A7) Restrict youth access to ATOD.
 - A8) Promote earlier identification of high-risk youth.
 - A9) Create tobacco-free environments by a) recruiting Lane County high school youth to participate in activities to create tobacco free environments; and b) meeting with local media to highlight the problems of secondhand smoke exposure and advocate for change.
- B) Stabilize the A& D system with essential services ranging from prevention through treatment.
- B1) Develop or enhance local treatment options for youth, including detox and residential care for males and females. (requires additional or stabilized funding to implement).
 - B2) *Increase the flexibility of funding to help clients have access to different levels of care.*
 - B3) Increase funding for prevention services to support the Center for Substance Abuse Prevention, CSAP, strategies for effective prevention: information dissemination, prevention education, community based processes, environmental/social policy, alternative activities and identification and referral.
 - B4) *Stabilize the service provider system with longer term contracts and funding (not services supported by "soft" dollars).*
 - B5) *Increase funding rates for women's and youth residential adult and youth drug-free outpatient, adult methadone outpatient and adult detoxification treatment services as well as A&D diversion programs (requires additional funding to implement).*
 - B6) *Enhance specialized services for individuals with co-occurring disorders including but not limited to developmental disabilities and/or cognitive impairment, A&D dependency/addiction, mental health and pathological gambling.*
 - B7) *Increase funding for ATOD services to at-risk, runaway, and homeless youth.*

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B8) Monitor, evaluate, and report on programs by special populations.

- C) Incorporate "strength-based", family-focused approaches to services across the continuum of prevention and treatment services.(requires additional or stabilized funding to implement).
- C1) Promote strength-based treatment models across the continuum of youth and adult treatment services. Specific service priorities include funding for case management services that help the client/family access needed services and family skills enhancement/development strategies.**
 - C2) Promote strength-based prevention models (including universal, selected and indicated strategies) across the Institute of Medicine model continuum of care.**
 - C3) Identify protective factors specific to various socio-demographic groups through research and community forums.***

Note: HLO's 10-18 all address priorities and strategies which seek to address many of the same risk factors.

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High Level Outcomes 13, 14, 15: Decrease Juvenile Arrests; Maintain OYA Bed Use; Reduce Juvenile Recidivism

A) Identify youth at high risk of committing their first crime and identify juvenile offenders at risk of future delinquency--these high-risk youth have multiple risk factors in the area of acting out behavior, negative peer association, family issues, school issues, and alcohol and other drug use (AOD).

A1) Screen youth in the community identified as high risk* as well as juveniles entering DYS Intake using the OJCP Screen/Assessment tool. Use the tool to identify those youth with three or more risk factors and aid in determining additional assessment needs, service needs, appropriate placements. *Ensure that staff and systems using this tool increase their understanding of risk and protective factors within a complex cultural context. Furthermore, incorporate this understanding into the intake process so that families from all cultural backgrounds are ensured equal access (e.g., use cultural liaisons to assist families with addressing/ responding to screening results).*

A2) Conduct additional assessments as indicated (including, A&D, domestic violence, sex offending, mental health, fire setting, etc.)*

A3) Increase identification and control of serious, chronic offenders.

**As of June 2004, funding for these strategies does not support universal or community-based screening*

B) Increase opportunities for positive skill development by increasing protective factors and reducing the aforementioned risk factors that place these youth, *as well as other high risk non-adjudicated youth*, at increased jeopardy of criminal activity. In addition, for the offender population, provide these risk reduction/protective factor strategies in balance with a graduated sanctions approach. In all instances, intervene as early as possible. *(Following screening and assessment as described in Priority A, B1-12 offer a range of risk reduction/protective factor Strategies.)*

B1) Safe Place crisis response.

B2) Effective school-based delinquency prevention programs for youth at high risk for delinquency. Programs should be family-focused and work to reduce risk and increase resiliency.

B3) Family Support and Skill Building--includes: Provide support and treatment for families through multiple contacts per week as needed.

B4) Peer Court--includes: Referral to Peer Court; Program level screening and assessment as needed; Cases heard by peer jury; Consequences mandated by Court, including treatment compliance as necessary.

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- B5) Mentoring--includes: Utilize research based components of effective mentor programs; Screen youth; Screen mentors; Support mentors with training, assistance, supervision; Provide one-one adult/youth matches; Match youth with mentors.*
- B6) Early Intervention and Treatment--includes: Early identification of high-risk offenders and access to immediate responses; Based on screening and assessment, refer youth and family to needed services and purchase services and resources as needed.*
- B7) Court School--includes: Court mandates youth to attend court school as condition of probation/parole; Provide individualized education plan and services; Help develop and implement transition plan to further education or training or work.*
- B8) Treatment Foster Care--includes: Recruit, train, support community foster families; Place delinquent youth with foster families; Provide 24 hour supervision for youth; Skill oriented treatment; Parent training/treatment; Monitoring school attendance, performance.*
- B9) High Risk Supervision--includes: Intensive supervision by DYS Court Counselors for high risk youth offenders, minority offenders, sex offenders on Formal Accountability Agreements, probation, and/or in treatment.*
- B10) Victim/offender mediation.*
- B11) Services and treatment for specific offending populations (e.g., sex offenders, arsonists, weapons violations, etc).*
- B12) Mental health prevention and intervention services, including mental health sub-acute and acute care and home-based family intervention.*
- B13) Ensure safe living options for youth, including non-adjudicated, who cannot return home (e.g., Shelter care, Treatment Foster Care, Independent living, etc).*
- B14) Provide a full spectrum of social supports and crisis services for at-risk youth (including non-adjudicated) who do not qualify for categorical services.*
- B15) Provide a continuity of treatment for youth in transition between secure detention and community-based supervision.*
- B16) Increase opportunities for youth to make positive use of their time.*
- B17) Develop and support a range of effective secure custody responses.*

Note: HLO's 10-18 all address priorities and strategies which seek to address many of the same risk factors.

Priorities C) and D) of this High Level Outcome are still under construction:

- C) Provide effective, safe learning environments.**
- D) Do our work together, more effectively, by being leaders in sharing information for decision-making and identifying best practices with community members, partners, and staff on what works to prevent juvenile crime and routinely evaluate effectiveness.**

High Level Outcome 16: Reduce Teen Pregnancy

- A) Provide a community wide and comprehensive effort to assist in making decisions.
 - A1) Delay the onset of sexual activity by providing school based life skill development and comprehensive sexuality education (self esteem, *empowerment*, goal setting, human growth and development, abstinence, contraception, and refusal skills).
 - A2) Teen parent education and support to delay subsequent pregnancies through home visiting and access to family planning.
 - A3) *Provide intensive services to high risk homeless youth in at-risk situations e.g., survival sex.*

Note: HLO's 10-18 all address priorities and strategies which seek to address many of the same risk factors.

DRAFT

High Level Outcome 17: Decrease Youth Suicide

- A) Increase community awareness of suicide risk factors.
 - A1) Educate youth and young adults about suicide prevention.
 - A2) Implement a suicide prevention public education campaign.

- B) Increase early identification of youth at risk and response to suicidal behavior.
 - B1) Provide education for professionals in health care, education, and human services.
 - B2) Develop a community wide screening and referral tool.
 - B3) Provide gatekeeper training to create a network of people trained to recognize and responds to youth in crisis.

- C) Increase community resources for adequate interventions in suicidal youth.
 - C1) Develop a community-based intervention program that focuses on skill development, for depressed youth.
 - C2) Enhance crisis services for adolescents through a secure adolescent mental health crisis facility.

Note: HLO's 10-18 all address priorities and strategies which seek to address many of the same risk factors.

DRAFT

High Level Outcome 18: Reduce High School Dropout Rate

- A) Provide alternative education opportunities to allow students to complete high school.
 - A1) Increase availability of alternative education, including mentoring and tutoring components in the rural areas of Lane County.
 - A2) Stabilize existing alternative education programs, including mentoring and tutoring components.
 - A3) Enhance credit recovery options for youth returning to school.

- B) Promote emerging best practices for dropout prevention.
 - B1) Gather and disseminate information on dropout prevention best practices with an emphasis on gender and culturally specific strategies.

- C) *Promote institutional responsibility for dropouts.*
 - C1) Engage students and families, train educators and diversify staff.*
 - C2) Increase linkages between schools, parents, programs and services.*
 - C3) Identify all youth who dropout and develop a systematic support system to reengage youth's reentry into school.*

Note: HLO's 10-18 all address priorities and strategies which seek to address many of the same risk factors.

DRAFT

High Level Outcome 20: Decrease runaway behavior and youth homelessness

- A) Increase the availability and range of services for at-risk and runaway youth and families directed toward stability and reunification.***
 - A1) Promote early identification and intervention with families in trouble.***
 - A2) Offer a range of affordable services including: 24-hour crisis intervention; individual, group and family therapy; case management; skill building; and aftercare.***
 - A3) Increase access to prevention/intervention services for: basic needs, education, medical, dental, HIV testing and services, sexual assault, reproductive health, employment, health education, substance abuse, mental health, and dual diagnosis treatment.***
 - A4) Provide emergency shelter, housing, and services to ensure youth safety.***
 - A5) Increase the availability of positive youth activities that develop better us of leisure time, skill and competency development, youth/adult partnerships, and civic engagement.***

- B) Increase the availability and range of services for homeless youth.***
 - B1) Promote street and other outreach activities to affected homeless youth that informs and encourages youth to seek services.***
 - B2) Improve access to services for basic needs, education, medical, dental, HIV testing and services, sexual assault, reproductive health, employment, health education, substance abuse, mental health, and dual diagnosis treatment.***
 - B3) Increase access to affordable housing.***
 - B4) Increase services of basic needs, daytime access center, case management, advocacy, housing subsidy, mental health and substance abuse treatment, and a range of positive activities.***
 - B5) Increase the availability and range of supervised housing options for homeless youth under 18.***
 - B6) Increase the availability of positive youth activities that develop better us of leisure time, skill and competency development, youth/adult partnerships, and civic engagement.***

Note: this High Level Outcome (HLO) was created by our community and does not fit in the overall State SB555 HLO structure (1-19). This is one of our community's solution to the lack of an appropriate "place" in this plan to express the needs of the "Runaway, Homeless Youth" population.

DRAFT

High Level Outcome 19: Community Engagement

- A) Strengthen *existing and create more* opportunities for involvement in community-based partnerships and activities *that promote and enhance asset development.*
- A1) Work to strengthen Family Resource Centers, Community Safety Nets, and Community Coalitions. *Focus on sustainability and developing asset-based strategies.*
 - A2) *Work to strengthen* neighborhood associations *and increase community-wide participation,* in collaboration with cities and other partners.
 - A3) Educate and involve community members to contribute resources in a manner that supports children and families
 - D4) *Engage policy makers and advisory groups to include youth seats/positions on their boards and commissions, and to provide appropriate support and training to both youth and adults.*
- B) Increase "volunteerism" by both youth and adults
- B1) Focus on strengthening easy entry points for youth and adults to become engaged in volunteering, including partnering with schools for youth opportunities.
 - B2) Support a community "Call to Action," publicizing to the community a wide range of ways to become involved in helping the community.
 - B3) Enhance retention of volunteers by increasing opportunities for them to experience influence and/or success.
 - B4) Increase the number of workplaces who support their employees' ability to take time to volunteer in the community. *Engage with other community partners, in particular, the Chambers of Commerce and the Lane Workforce Partnership.*
- C) *Strengthen all residents' connectedness to the community*
- C1) *Explore culturally relevant welcoming strategies*
 - C2) *Support community-wide events where everyone is valued*
- D) *Develop a county-wide system to engage all youth in civic and leisure activities*
- D1) *Use existing youth groups to establish organizational structure(s) to establish and encourage youth communication and recruitment.*
 - D2) *Reach out to youth from disenfranchised, or marginalized groups and develop strategies to re-engage them in existing or new community activities, and develop non-traditional avenues for youth to engage in and contribute to their community.*
 - D3) *Develop graduated, well-supported leadership opportunities for all youth.*

DRAFT

- D4) Ensure that youth activities are sufficiently and broadly available, affordable, accessible and relevant.*
 - D5) Initiate a training and awareness campaign for adults and youth that encourage and improve youth/adult partnerships.*
- E) Increase citizens' advocacy on issues affecting children, youth and families at both the local and state levels.*
- E1) Increase the community's awareness of political issues and empower community members to effect policies impacting children, youth and families in a positive way.*
 - E2) Engage parents, caregivers, and all family supporters, and educate them about the power that their united voices can have on issues affecting children, youth and families.*
 - E2) Support advocates in organizing and working with political leaders to craft policy decisions.*
 - E3) Support relationship building among elected officials, decision-makers, community members and advocacy organizations.*
 - E4) Focus on concrete goals and outcomes, transparency and clear processes which increase the community's trust and understanding of how (tax) monies are spent.*
- F) Address the sustainability of needed, identifiably effective services*
- F1) Develop and distribute PR/outreach materials, including report cards, community-wide informational campaigns on needs, effective services for children and families*
 - F2) Provide and facilitate forums to develop creative funding approaches (e.g. local tax levies, etc.)*
 - F3) Partner with other community leaders/funders to establish and pay for a shared community grant-writer*
 - F4) Initiate and support efforts to increase the community's capacity to raise needed funds for services (e.g. classes, staff-time to work with agencies on developing materials and information to promote their agencies/services, etc.)*
- G) Improve the efficiencies and effectiveness of government and government-funded services so that the community can hold government accountable for making the best use of tax dollars, and consequently meet their obligations regarding the needs of children and families*
- G1) Initiate and participate in more collaborative efforts around planning for services (e.g., SB555, Mental Health Planning, Public Health Planning, etc.)*
 - G2) Coordinate the development and implementation of common funding application processes*
 - G3) Coordinate the development and implementation of standard reporting formats for funders in the community*

DRAFT

- 64) Support research and efforts into common data collection methods among funders and providers*
- 65) Create and support opportunities for effective consumer involvement in program planning, development and policy-making at all levels*

Lane County SB555 Biennial Update Report

“This planning blueprint [SB555] should act as a beacon for all strategic and other workplans focusing on services to children and families in the County”---Lane County community provider

Part 1. Plan Update Process and Partnerships

1.a.) Please outline the process you used to complete the plan update in your county. Provide enough detail to show the decision-making process used.

Lane County used a three part process for updating its comprehensive plan for services to children and families: 1) Information gathering; 2) Community review; 3) Approval.

During the first part (beginning in December 2003), we gathered information from the community and partners focusing on the successes and challenges experienced as we all implemented the vision of SB555 since the completion of Phase II in mid-2002. We also asked for analysis of the high level outcomes, priorities and strategies (Workplan) for their continuing pertinence and efficacy.

The methods used for reaching out during this information-gathering phase we believed would foster a better community perception of the plan and its uses, while also reaching out to partners in the least time-demanding fashion. Instead of convening extra planning meetings purely for the purpose of discussing SB555, we chose to meet with individuals and existing community groups and ask for agenda time for analysis and discussion. A key aim was to have the least impact on staff, agencies and individuals already finding they have less time for service delivery due to budget cuts, while still achieving a variety of positive goals. These included, 1) Increasing the number and variety of community members and partners “at the table” contributing to the planning process; 2) Moving away from previous negativity about the plan; 3) Re-engaging people in the process of community-wide, strategic planning; 4) Promoting the plan and fostering a sense of excitement about its multiple uses; 5) Receiving community input about the continuing relevance of the workplan (priorities/strategies), and making changes resulting in a more viable, usable plan; 6) Documenting some key successes and challenges the community has realized in the course of implementing the plan to date.

During the second part of our update process, staff refined the input, updated portions of the workplan and brought the results back to community groups and individuals for further feedback. Commission on Children and Families (CCF) staff facilitated conversations, and managed suggested changes and specific feedback, while also closing the discussion/feedback loop between diverse groups. This is particularly true

DRAFT

of the suggested changes to the priorities and strategies in the workplan, thus creating a more current, usable document and greater community investment. Parts one and two were very dynamic with information gathering and feedback loops occurring simultaneous.

During the final stage, a final review session for all partners and community members in a public meeting was held, followed by the approval of the updated workplan and biennial update report, by the CCF and the Board of County Commissioners (BCC).

This update process has worked well for us. In fact, we found that working with groups in their "comfort zones" and areas of specialization resulted in more in-depth discussions. Meeting with groups with a specific focus, e.g. early childhood, domestic violence, youth, etc. appeared to result in deeper, more substantial discussions of specific needs/concerns issues for particular focus areas. Receiving input from a broader mix of individuals (not just the planners, middle managers or executive staff of community and government agencies), also enriched the conversations. Planners provided in-depth cross-systems analysis and were easier to engage in planning conversations and the importance of continuing to update SB555; service providers and others less familiar with SB 555 or planning in general, asked penetrating questions about the outcomes, usefulness, and made excellent suggestions about outreach and implementation barriers.

The advantages of convening larger planning groups with varied representation are the cross-system/services/population discussions, realizations, connections, and networking. We strove to keep these positive elements by "feeding back" to the separate groups, with input from other community members on "their" areas or specialization. We also held a community-wide public forum where conversations were facilitated across disciplines resulting in increased understandings of gaps, service connections, etc. In earlier planning processes, only one or possibly two representatives of a particular population or service were at the SB555 "planning table" contributing possibly rather one-sided points of view. The turf battles that had ensued previously were also somewhat diminished, as a result of groups raising, and often resolving, issues internally prior to engaging with the broader community partnership.

In addition to increasing the number and variety of individuals involved in this updated planning process we also sought to address some weaknesses in the plan as identified by the community since its completion in 2002. These included:

- The lack of specific priorities/strategies, or an appropriate High Level Outcome under which to collect and address the needs/issues of runaway, homeless youth;
- The lack of comprehensive planning (i.e., planning not attached directly to specific funding) for child mental health issues and services in the community,

DRAFT

and the desire to have a "place" or High Level Outcome in the SB555 plan under which to reflect the community goals;

- The need to expand the priorities and strategies of HLO 19: Community Engagement, to include more grass roots efforts, and advocacy on behalf of children's issues and services, both locally and at the legislative level;
- High Level Outcome 3: Reduce Poverty needed updating both to address the impacts of the fiscal climate since 2002, but also to include priorities and strategies to *prevent* poverty (i.e. living wage efforts), rather than just strategies to attenuate the issues for people who are already poor;
- In light of recent devastating budget cuts to schools in particular, there is a growing recognition of the need for better coordination/collaboration between schools and social services in order to better support families thus improving outcomes for their children in school and otherwise.

These continue to be areas needing attention and focus as we continue our SB555 implementation efforts.

1.b.) Please indicate by checkmark which partners participated in this Plan Update process.

Community residents:

- General population
- Youth
- Clients/consumers
- People with special needs
- Groups of diverse populations
- County human services agency
- Other county government entity

Juvenile justice:

- Juvenile departments
- Parole/probation
- Service providers

Dept. of Human Services:

- Abuse and neglect
- Food, cash, housing
- Disability services
- Service providers

Safety Net

Alcohol & drug prevention

- Prevention coordinators
- Service providers

- Public health departments
- Local mental health authority
- Mental health organizations
- Domestic violence organizations

DRAFT

- Advocacy groups
 - After-school programs
 - Child care providers
 - Child Care resource and referral
 - Early childhood team representatives
 - Early Intervention/Early Childhood Special Education
 - Head Start/Oregon Pre-Kindergarten
 - Businesses
 - Chamber of Commerce
 - Service Clubs
 - Faith Community
 - Tribal governments
 - Police
 - Neighborhood coalitions
- K-12 education:
- Specific schools
 - Parent teacher associations
 - School Board
 - School district
 - Alternative schools
- Educational Service District
 - Community Action Agency
 - Community Partnership Teams
- Other _____

1.c.) *What new partners have been added since the 2001 planning process? What is their role? Have any stopped participating? For what reason?*

The Lane County SB555 Cultural Competency Consultation Group (CCCG) was formed in the Spring of 2002 by the Steering Committee of the SB555 coordinated planning effort. This group includes individuals with extensive professional experience addressing the needs of various diverse communities who represent a broad spectrum of organizational affiliations and professional roles. In its initial phase, the main goal of the CCCG was to provide consultative input into Lane County's SB555 comprehensive, coordinated planning process, focusing on the high level outcomes.

More specifically, the CCCG has provided input in the following areas: 1) Availability and quality of data addressing each high level outcome stratified by race, ethnicity, socioeconomic status, gender, exceptionality, sexual orientation, and other relevant variables; 2) Inclusiveness and applicability of individual strategies for diverse and underserved communities; 3) Availability of current county resources to address each high level outcome; 4) Additions of new strategies to the plan that address the needs of culturally diverse communities. As a result of the recommendations made in the

DRAFT

CCCG's report (released in January 2003), CCF has implemented a variety of efforts to improve data collection efforts and provide additional support to community providers on cultural competency for the agencies and staff (see section 4.c) of this report for more details).

Due to the integrated way our community "implements" its plan, we can report that no group or partner has left the process to date. Through their regular agency or other committee work, whether knowingly or not, many/most agencies and individuals providing service or support to children and families have participated in implementing the strategies committed to in SB555. There have been numerous organizational changes as a result of devastating budget cuts, to both private and public agencies providing services and support to children and families in Lane County. Regardless, the same depth and breadth of participation continues, in fact, we believe that participation levels have increased.

Contacts in the community surrounding the plan have increased; the actual work of updating the plan has been touched by a broader range of individuals than we achieved in the creation of the original plan. For example, every project now undertaken by the Lane County Commission on Children and Families and its supporting staff in the Department of Children and Families either supports or directly implements strategies and priorities found in our SB555 plan.

Part 2 – Plan Implementation

2. *Reviewing the plan*

2.a.) *Data and data analysis – What significant differences, if any, in the county population were shown in the current demographic data?*

No significant differences in the data

The following are the most significant differences in the data. *List significant differences by area and impact (in numbers or percentage or both). List as many as apply.*

- Between 2001-2003, Lane County Economy Index ranking (includes net job growth, per capita income, wages, and unemployment), has dropped from 4th to 7th.
- Between 2001-2003, Lane County Education Index ranking (includes dropout rate, 3rd and 8th grade reading skill achievement and 3rd and 8th grade math achievement), has improved from 11th to 9th.
- Between 2001-2003, Lane County Child Well-Being Index ranking (includes prenatal care, infant mortality, child abuse, pregnant smokers, and teen pregnancy), has dropped from 13th to 21st.

DRAFT

- Between 2001-2003, Lane County Public Safety Index ranking (includes overall crime and juvenile arrests), has dropped from 18th to 29th in 2003.
- Lane County Median Family Income (\$54,300) continues to increase at a faster rate than the state (\$58,600) and national (\$57,500) levels.
- Lane County continues to be one of Oregon's 19 distressed areas with a Distressed Area Index value of 1.30, which exceeds the 1.20 threshold.
- 39% of homes in Lane County are affordable to families with a median income of \$54,300 compared to other areas of the country with housing markets where 85-95% of families with a median level of income can afford to buy homes.

2.b) *Priorities & strategies: After county partners review the current priorities and strategies, list any changes made for 2004-06 or attach copy of revised section(s) with changes clearly indicated.*

- Changes were made to the plan and reported in the table below
- Changes were made to the plan and the revised section(s) from the plan are attached
- Changes already reported on Short Term Plan Update

2.c.) *(Step 8 -Measurement) As a result of your plan review, did your county make any changes in the measurement area?*

- No changes at this time
- Changes were made to the logic model or data collection plan: Please attach revised version.
- Changes were made to the targets: List in the following table, or attach revised version.

2.d.) *What other changes, if any, were made to the Plan?*

- No other changes
- Changes made, but already reported in the Short Term Plan Update
- Changes to other parts of the plan, see Addendum A

Community Profile updated, and attached.

3. Progress with Implementation of Priorities and Strategies

3.a.) *Which of the following methods do you use to regularly assess your county's progress in implementing the local comprehensive community plan (check as many as apply):*

- Regular meetings with partners specifically to discuss progress (or as a specific agenda item at a meeting)
- Work plans/action plans
- Signed Interagency Agreements

DRAFT

- Common data base used by multiple organizations
- Step 8 data collection results
- Presentations to community organizations
- Evaluations
- Other
- Not currently tracked

Lane County "implements" its plan in a very integrated fashion; implementation is not distinct from the every day work of providing services. Whether knowingly or not, most agencies and individuals providing service or support to children and families have participated in implementing the strategies committed to in SB555. We are historically a very process oriented community, with a significant tradition of collaborative planning, funding and provision of services. In other words, the plan itself is not the primary motivator to bring to life the vision articulated in our SB555 plan.

What the plan and the process of SB555 planning *has* done is to provide individuals with greater opportunities to understand the breadth of services available to our families (outside their areas of expertise), and the depth of the unmet needs of children, youth and families. The plan provides a visionary, potentially unifying beacon toward which other less broad planning efforts can aim.

Through all of its community mobilizing efforts, Department of Children and Families staff are continually monitoring, promoting and supporting the implementation of the plan. Bringing together consumers, policy makers, service providers, and community partners to improve a system of supports or services achieves more than any one partner could have achieved alone. In monitoring and participating in the work outlined in our SB555 plan, we can see improvements to systems of supports and services, and positive shifts in community norms and priorities. There is a focus on increasing government and government-funded program effectiveness and efficiencies within our community, including: new resources and increased sharing of resources among agencies/programs; delivery of collaborative services; coordinated service delivery and more seamless community responses; more inclusive planning efforts; increased citizen and consumer participation in policy-making; increased provision of evidence-based and innovative, promising practices; increased provision of culturally specific prevention services and more culturally competent service delivery.

3.b.) *Is the local community mental health plan included in or attached to your county's comprehensive plan?*

- Yes (Addendum D)
- No. If no, when do you anticipate that it will be attached?

DRAFT

3.c.) *Is the local community public health plan included in or attached to your county's comprehensive plan?*

- Yes (Addendum C)
 No. If no, when do you anticipate that will it be attached?

4. *What are your successes related to implementation of the plans?*

4.a.) *Our county's efforts to better coordinate and improve services have resulted in:*

- No change in programs and services
 Improved coordination with no change in programs or services
 Improved coordination with change in programs or services
 Change in programs or services only
 Other

4.b.) N/A

4.c.) *Many counties have made significant improvements in programs, services and supports for their diverse populations. Please briefly highlight what your county has done in the past two years to improve services to all residents as a result of partnership efforts. Are there things you have done or learned that other counties might find helpful? Who was involved and how did you make it happen?*

As described in section 1.c), the Cultural Competency Consultation Group (CCCG) was convened by the Department of Children and Families (DCF) in the summer of 2002, to review Phase II of Lane County's SB555 Plan. Their task was to assess the relevancy of the plan to diverse populations in our community, and make recommendations for improvements to services and systems in Lane County. In early 2003, they submitted their final report and subsequently, a number of their recommendations have been taken up by DCF and the Lane County's Human Resources Division. This work is being integrated into service delivery and funding processes through the County in the following ways:

- ◆ Findings from the CCCG Report on SB555 will be used as a basis for discussion by the newly convened Diversity Task Force here at the County. Their task is to create Phase II of Lane County's Diversity Implementation Plan, which means we have an opportunity to imbed many of your recommendations into the expectations and practices of Lane County departments.
- ◆ All service provider contracts through the Department of Children and Families now have a clause which mandates that \$500 of their funding award specifically be spent on activities relating to improving or increasing the cultural competency of their services or staff. This money can be spent on translators/interpreters, staff training, building improvements, etc.
- ◆ This biennium, the Healthy Start Program set aside a pool of money for all Healthy Start providers to access for translation/interpretation needs. We

DRAFT

believe that funders should acknowledge and shoulder the additional expenses incurred for increasing access to all populations. It should not be assumed that this expense is the sole responsibility of the service provider. Ultimately, the legislature and federal/state government agencies should also factor these needs into the funding allocations they make.

- ◆ The Department of Children and Families is developing a pilot project with a few community agencies to support evaluation stratified by race, gender, age, and other factors. One of the aims is to work towards collecting data which can be used by agencies currently implementing innovative, promising practices for specific sub-groups of the population, to establish their program as “evidence-based.”
- ◆ Diversity trainings (lead by some of your esteemed colleagues), will be offered at reduced or no cost for community non-profit services providers. They will focus on practical ways to improve the cultural competency of agency staff, service provision and outreach.

5. What is slowing your progress in implementing the plan?

5.a.) What barriers to implementation has the partnership encountered? (Check as many as apply)

- Community capacity
- Program capacity (waiting lists, etc.)
- Key leader or key staff turnover
- Partners unwilling to participate
- Partners unable to participate/Lack of staff time
- Inadequate financial resources
- Complexity of implementation
- Inflexible state administrative rules or statutes
- Lack of support from businesses and other community organizations
- Ability to fund best practices programs with current funding
- Other _____
- Other _____

5.b.) Besides inadequate financial resources, which one of the following conditions has the most impact on your partnership's ability to achieve plan outcomes? (Check only one)

- Community capacity
- Program capacity (waiting lists, etc.)
- Key leader or key staff turnover
- Partners unwilling to participate
- Partners unable to participate/Lack of local staff time
- Complexity of implementation
- Inflexible state administrative rules or statutes

DRAFT

- Lack of support from businesses and other community organizations
- Other _____
- Other _____

Waves of state and county budget cuts over the last couple of years have devastated Lane County's "community capacity." What initially began as impacts to program capacities, has now progressed to such a point that we are unable to meet the basic health and safety needs of our residents, hence the impact on the community's capacity.

5.c.) From the list in question 5.a. above, are there barriers that state agencies could resolve or reduce? If so, please list in the following table and tell your thoughts about what needs to be done.

Barrier	Proposed Actions
<i>Budget cuts have impacted services to such an extent that community capacity around public safety and well-being has been compromised</i>	Continue presenting compelling evidence to the legislature of the efficacy and cost-effectiveness of prevention, and the need for a greater long-term state support and investment in our schools, social service and public safety systems.
<i>Lack of real integration of Public Health and Mental Health plans into SB555</i>	State agencies need to better coordinate what is being asked in each planning process so that they actually can be connected and ultimately even integrated. Assuming that the intent of connecting the Public Health and Mental Health plans to SB555 is to make planning in communities more efficient and coordinated.
<i>Measurement Plans have proven extremely difficult to complete as outlined in the Step 8 process</i>	Partners for Children and Families oversight group should review the practicalities of implementing measurement plans using the Step 8 process. Revisions should be made that result in measurement processes that are less time-consuming and produce more useful and informative data.
<i>Given the particular High Level Outcome framework we are using, there is no obvious place in the plan to highlight and specify needs around child mental health issues</i>	Provide counties with guidance on how to represent child mental health issues within the SB555 HLO framework.
<i>Given the particular High Level Outcome framework we are using, there is no obvious place in the plan to highlight and specify needs of</i>	Provide counties with guidance on how to represent runaway, homeless issues within the SB555 HLO framework.

DRAFT

<i>runaway, homeless youth</i>	
<i>Budget cuts have impacted the availability of state-collected data on services and consumers</i>	Work towards efficiencies and homogeneity in data collection across state and local agencies. It is also <u>essential</u> to improve data collection practices at all levels so that they include relevant stratifications by meaningful cultural variables.
<i><u>High Level Outcome 14: Maintain OYA Bed Use</u> is not an inspiring goal particularly for lay community members, nor is it an Oregon Benchmark</i>	Review and clarify language to better represent the intent of this High Level Outcome.

DRAFT

6. Impacts of local plans for state agency 2005-07 budgets.

6.a.) *Which of the following areas have gaps that are the most critical to fill in your county in order for your county to achieve the plan outcomes? Please limit the number checked to ten. Add any additional areas relevant to your county's continuum of services, but avoid listing specific programs.*

Given the recent budget cuts from federal, state and local sources, all areas listed below in this section now have gaps currently not being funded, and most of these gaps are critical to supporting our children and families. Through our work in updating our comprehensive, community vision, we were continually affirmed in our belief that budget cuts have damaged the delicate web of services that provides support to children, youth and families in Lane County.

The power of this coordinated, community planning process has been the networking, collaborating, and increased understandings that have developed between all of our community partners. Despite decreases in funding, we believe our services are more efficient and effective as a result of our community's planning and collaboration, even while fewer people are now served because of the lack of resources.

The Commission on Children and Families has chosen not to list the ten "most critical areas to fill", but rather to highlight the importance that each of these areas holds for the others. If services are to be truly family-focused, it is impossible to see one area of service as more critical than another; it all depends on the individual needs of the family and its members.

Furthermore, we believe that singling out any ten "most critical" areas, will cause damage to the partnerships and collaborations we have all worked to create and sustain. The issues affecting funding in local communities, in any given area of focus is ever-changing as different funding opportunities (both public and private), wax and wane.

The Lane County Commission on Children and Families has an ongoing commitment to keep abreast of funding needs as they change over time, and holds itself available when the need arises for input on funding decisions. We believe that answering this question in the abstract, would only provide an imprecise snapshot in time (end of June 2004). Worse, we believe it would have an adverse impact on the partnerships that have come together during this update process and developed a belief in and esteem for our community plan.

DRAFT

Juvenile Crime	Alcohol and Drug	Early Childhood	Other Systems and Cross-system Supports
Basic services (JCP)	Alcohol and drug treatment services for adults	Home visiting	Mental health services for adults
Aftercare support	Alcohol and drug treatment services for youths	Child care (hard to find*)	Mental health services for children and youth
Diversion services	Alcohol and drug prevention services—access to services	Child care (affordable)	Health care access
Juvenile crime prevention—access to services	Alcohol and drug prevention—changing community norms, public awareness	Preschool	Access to contraceptive information
Involve families in family therapy and prevention efforts	After care support	Early childhood workforce development	Youth suicide prevention
Other _____	Other _____	Other _____	Emergency shelter
			Foster care
			Family support services to higher risk families
			Domestic violence services
			Domestic violence awareness & education
			After school activities
			Alternative education
			Truancy/school attendance
			Workforce training
			Positive youth development activities
			Mentoring
			Parenting education
			Provider training
			Safe, decent, affordable housing
			Transportation
			Living wage jobs
			Other _____

** Includes infant and toddler, after hours, special needs, match with home culture, etc.*

Thank you! This completes the plan update.

Approved

M I N U T E S

Lane County Planning Commission
Harris Hall - Lane County Courthouse

January 20, 2004
7:00 pm.

PRESENT: Mark Herbert, Chair; Jacque Betz, Chris Clemow, Steve Dignam, Marion Esty, Juanita Kirkham, Vincent Martorello, members; Jerry Kendall, Kent Howe, Staff; Kim O'Dea, Law Offices of Bill Kloos, Jozef Zdznehski, Guest

ABSENT:

Mr. Herbert convened the meeting at 7 pm.

I. PUBLIC COMMENT

There were no members of the public wishing to speak.

II. PUBLIC HEARING

- A. PA 02-5838 / Plan Amendment and Zone Changes from E-40 Exclusive Farm Use to Marginal Lands/ 18-04-11, Tax Lots 303 & 304, Location: 3101 Timberline Drive, Eugene, 73 out of 113.7 acres. Owners: B. Ogle, M. Childs, Agent: Derek Jeros**

Mr. Herbert opened the public hearing.

Jerry Kendall provided the staff report. He said the land in question was a total of 113.7 acres. He said the top 40 acres of the land was successfully zoned for Marginal Lands in the early 1990's without an appeal. He said the current proposal was to rezone the remaining portions to Marginal Lands. He said this could result in a maximum of nine parcels with a dwelling on each. He said this would include the two existing dwellings.

Mr. Kendall said the surrounding zoning was F-2, Farm Use, and Marginal Lands.

Mr. Kendall said there had been four submittals in response to the staff report from the Goal One Coalition, a letter in opposition from Dr. Jay Chapel, an E-mail from one of the State Water Masters, and a referral letter from the Department of Revenue. He said staff was going to ask for a continuance of the hearing to be able to review all of the submittals.

Mr. Kendall said there were findings that adequate water existed on the property to support nine dwellings. He read the criteria for two tests to be done on the property to show cause to zone for Marginal Lands. He said there was an income test where the applicant needed to prove that the entire tract in the five years prior to 1983 was not managed as part of a farm operation that grossed \$20,000. He said there was also a forest income test that was needed to document that the tract was not managed as part of a forest operation in the five years prior to 1983 and did not gross \$10,000. He said staff's concern was with the forest income test. He noted that the soils on the parcels had soils classified as 1-4 and did not produce 85 cubic feet per

year. He said he had referred the issue to the department of forestry when he had come up with a figure of \$23,000 gross per year and the forester who had assessed the land had come up with a figure of \$6,000 per year. He said it did not take high quality soils to produce \$10,000 per year gross.

Mr. Kendall said the forester who had assessed the land had used Douglas Fir when assessing the merchantable timber for the income test. He said staff felt that other merchantable tree species needed to be examined. He also noted that the forester had used a 60 year cycle versus a 50 year rotation. He reiterated that staff desired a continuance of the public hearing to be able to review the lately submitted material and answers from the Department of Forestry.

In response to a question from Mr. Martorello regarding whether all the lots were all one parcel, Mr. Kendall said that the tract was partitioned into two parcels after the first rezone was successful.

In response to a question from Mr. Martorello regarding whether productivity of the soil was the reason for the division, Mr. Kendall said the original proposal was for the entire tract of land and because of local opposition the request had been changed at the last minute to include only the northern most 40 acres.

Mr. Herbert called for testimony from the applicant.

Derek Jerôs, said that the land had been one parcel. He said staff's recommendation had been to move forward with classifying the entire parcel as Marginal Lands. He said it was only due to opposition from neighbors that the final proposal included only the top 40 acres. He stressed that the original application had been for the entire site and that proposal had been approved by county staff.

He noted that he also had not had time to review the materials submitted in response to the staff report. He said he would like time to review those materials.

Mr. Jaros said the soil reports had been done with the most conservative analysis. He said the highest income capabilities had been used for the income test and cubic foot test. He said he had personally used the tests required by the County and had come up with lower numbers than the ones submitted because the ones submitted had used the highest income capabilities.

In response to a question from Mr. Dignam regarding whether the forester who surveyed the site came out personally to do the inspection, Mr. Jaros said he had and said he had also walked the site in detail. He noted that LCOG had mapped the exact soil types on the site.

Mr. Herbert called for testimony from those in opposition.

Nena Lovenger, 40093 Little Fall Creek Road, outlined the requirements of the productivity test from ORS 197.247. She said the applicant's data was inadequate because it failed to look at both parcels in their entirety and to look at all kinds of marketable timber. She noted that it was only portions of the land that should be counted as marginal. She said her testimony was covered in the written testimony submitted by the Goal One Coalition, which also contained supporting documentation and references to specific portions of the land in question.

Leslie Hildrith, 86460 Lorane Highway, spoke in opposition to the proposal. She said the application listed a soils classification that was unsuitable for farming. She said she and her associates operated farm operations on the same class soils.

Ms. Hildrith said the property was in a watershed that had a limited water supply that would not support development without affecting nearby aquifers. She said irrigation needs for city properties could not be used for rural parcels. She said operations on marginal lands all used more water than existing development. She noted that arsenic was present in many of the wells in the area and noted that treating water for arsenic contamination reduced the usable amount by 2/3.

Ms. Hildrith said all of the properties surrounding the subject property were zoned either F-2, E-30, or E-40 with the exception of one marginal lands parcel adjacent to the southeast corner. She said putting houses on the site would be a huge intrusion to the surrounding lands.

Quoting from the application, Ms. Hildrith said the proposed development would not interfere with or cause change to the nature of the surrounding area. She disagreed with that statement and said a hillside of ten acre parcels would certainly cause a change in the nature and resources of the surrounding area. She suggested an E-30 zoning would be more compatible with surrounding land.

Jim Just, speaking for the Land Watch Lane County, said the forest income test was a two part test which determined whether the land was managed as part of a forest operation during three of the five years from 1978 to 1983 and whether that operation was capable of producing \$10,000 worth of annual growth over that cycle. He said it was undisputed that the property in question had been a single parcel and had been forested and harvested in 1982. He said the applicant relied on the report by Mark Setchko which contained several flaws.

- It considered only income from Douglas Fir
- It unjustifiably used a 60 year cycle
- It erroneously adjusted a supposed 100 site index for the McDuff and Ritner soils.

Mr. Just noted that State law required that income potential consider all marketable timber and not just Douglas Fir. He said Mr. Setchko's report made unrealistic grade assumptions to calculate potential income. He said the estimates were dramatically below industry standards. He said reasonable harvesting and marketing standards would result in higher yields.

Jozef Zdznesiki, 1025 Taylor Street, raised concern over the seeming trend to rezone Farm Lands to Marginal Lands so they could be subdivided and developed. He said the idea of an urban growth boundary was to keep development limited to that area until its growth was maximized. He said allowing rezoning to marginal lands would decimate land use goals.

Jesse Aloa, 86464 Lorane Highway, noted that previous applications, (PA -0221-92, had said that the parcels in question had a notation in the final plat that said that neither parcel would be further divided.

Regarding water tests, Mr. Aloa said the entire area ran short of water during the later summer months. He reiterated earlier testimony that it would still take 3 gallons of water to make one gallon of arsenic free water. He added

that the water tests had been done from existing wells in the township. He said he was only concerned with water on the site in question.

Mr. Herbert called for applicant rebuttal.

Mr. Jaros said he had to meet the income test with both of the parcels combined. He stated that if the combined land did not meet the \$10,000 test then, logically, the single parcels could not do it either. He said Lane County's 1997 Soils and Agricultural report had been used to break down cubic foot per acre for each separate parcel. He noted that this was the test required by NRCS and Lane County.

Regarding water availability, Mr. Jaros said the land would be divided into ten acre residential lots that could not legally irrigate more than $\frac{1}{2}$ an acre. He said any more than that would require a whole new set of permits. He stressed that site-specific aquifer tests had been done to meet the criteria for serving residential homes.

Mark Setchko, 870 Fox Glenn Avenue, spoke as the consultant forester who had reviewed the land. He cited some of the trees listed by the opposition as marketable and noted that there was no market for the wood from those trees. He said he had used Douglas fir for his analysis because that was, by far, the highest value species. He said if the \$10,000 figure could not be met with Douglas fir then no other species would make that amount. He added that virtually all timber tables were based on Douglas Fir.

Mr. Setchko said he had classified the soil types and the acreage to 1/1000 of an acre. He said no one was denying that the land had been logged but noted that any figure at all could be used to get a permit to log and no one ever checked to see if that volume had actually been harvested. He said a lot of people got permits to log and no one verified that logging had been done. He added that Lane County had instructed him to use 1983 log prices. He said the reason he had used a 60 year logging rotation for his figures was because, on that site, there was not enough growth to justify logging it until a 60 year cycle had passed. He noted that a 50 year rotation would only lower the figure that he had already submitted.

In response to a question from Mr. Dignam regarding Mr. Setchko's qualifications, Mr. Setchko said he had a BS Degree and a Masters Degree in Forestry. He added that he had been a forestry consultant for 18 years and before that he had been in the forest service for the eight years.

Mr. Kendall reiterated that staff was asking for a continuance.

In response to a question from Mr. Dignam regarding the adequacy of the aquifer and whether it was an issue for staff, Mr. Kendall said it was not an issue for staff.

In response to a question from Mr. Dignam regarding other possible agricultural uses, Mr. Kendall noted that farm use was currently allowed in the existing zone as well as the requested Marginal Land zone.

In response to a question from Mr. Clemow regarding why the staff recommendation had changed from the 1992 application, Mr. Kendall said that every application had to stand on its own merits.

The applicant stated that he was comfortable with moving forward with a decision that evening.

Mr. Kendall suggested one week for written testimony, one week for comments on the materials submitted during the first period, and an additional week for final rebuttal. He said the commission would then deliberate on February.

There was general consensus on the request for a continuance.

B. PA 03-5200/ Plan Amendment & Zone Change from Rural Community and from RC/C-RCP, Rural Commercial to RR-2/C Rural Residential. Map: 17-35-10.1, tax lots 1200, 1203, 1301, & 1304, all within the unincorporated community of Nimrod. Owner: J.B. Finney Jr. (Trustee)

Mr. Herbert opened the public hearing.

Mr. Kendall provided the staff report. He said the hearing was a post acknowledgement plan amendment. He said the application was to change the zone designation from Rural Commercial to Rural Residential which would allow each parcel to have all of the uses allowed in LC 16.292. He said staff had reviewed the application and recommended approval. He said there had been no responses to the staff report.

Mike Farthing, spoke as the applicant's representative. He said the application was very straightforward. He said there would be four legal lots of 1.5 acres. He said the plan was for a single home for each lot.

There was no opposing testimony.

Mr. Herbert closed the hearing.

Mr. Clemow, seconded by Ms. Kirkham, moved to approve Plan Amendment PA 03-5200 as stated in the staff report. The motion passed unanimously.

The meeting adjourned at 9 pm.

(Recorded by Joe Sams)

C:\User\lcpc040120m2.wpd

4/20/04 - Jerry & Thomas, Dignam
Please review & return to
me w/ corrections. Thanks!
-laney

MINUTES

Lane County Planning Commission
Harris Hall
125 East 8th Avenue, Eugene

Dove
2/24-20-04

March 2, 2004
7 p.m.

PRESENT: Ed Becker, Jacque Betz, James Carmichael, Chris Clemow, Steven Dignam, Marion Esty,
Mark Herbert, Juanita Kirkham, Vincent Martorello, Jerry Kendall, Thom Lantieri, Lane C. Stahl

ABSENT: NA

I. APPROVAL OF DECEMBER 2, 2003 MINUTES

Ms. Kirkham convened the meeting at 7 pm. She called for public comment from the audience. Seeing no one wishing to speak she called for approval of the December 2, 2003 minutes.

On page two paragraph six, Mr. Dignam noted that the statement should be inside rather than outside the McKenzie Watershed.

Mr. Clemow, seconded by Mr. Herbert, moved to approve the minutes of December 2, 2004. The motion passed unanimously.

II. CONTINUATION FROM 1/20/04: Deliberation Only on: PA 02-5838 – Plan Amendment and Zone Change from E-40/Exclusive Farm Use to Marginal Lands/ 18-04-11, Tax Lots 300 & 304, 3101 Timberline Drive, Eugene. 113.7 acres Owners: B. Ogle, M. Childs

Ms. Kirkham noted that some commissioners had not been present at the January 20, 2004 meeting. She established that all commissioners were up to date on the available information and material and could reasonably participate in the deliberation.

Jerry Kendall provided the staff report. He noted that a lot of new materials had been submitted at and after the public hearing on January 20. He said staff had been able to determine that the income test requirements had been met by the applicant. He added that the correct site indexes had been used to determine that the growth index requirement was also met. He went on to say that the use of Douglas Fir for the income test was acceptable since other marketable trees were of much less value on the market and could not result in more income than the Douglas fir figures. He said staff were recommending approval of the application.

In response to a question from Mr. Dignam regarding using well water on the site and whether there was adequate water, Mr. Kendall said it had been demonstrated with a large margin of error that there would be enough water to service the nine potential lots.

In response to a question from Mr. Becker regarding whether the nine proposed parcels could be further partitioned, Mr. Kendall said there had been no further plans from the applicant to divide the parcels ~~because of the EFD law~~. He said he doubted if it would happen but could not say with certainty. He noted that the aquifer study would not support more than nine parcels.

In response to a question from Mr. Becker regarding possible liability to the County if the water quality were less than expected, Mr. Kendall said a warning would be placed on the plat to show that there was arsenic present in the water. He added that filters could be used to address the arsenic problem.

Mr. Herbert said all of staff's concerns had been addressed to his satisfaction.

Mr. Herbert, seconded by Ms. Esty, moved to approve the application as submitted by staff.

Mr. Dignam said he would support the motion.

Mr. Martorello said he would support the motion.

The motion passed unanimously.

III. PA 02-6065: Amend the Significant Mineral and Aggregate Resources Inventory of the Lane County Rural Comprehensive Plan to allow mining pursuant to the Goal 5 Oregon Administrative Rules OAR 660-023; and amend the RCP designation from Forest to Natural Resource and rezone lands from F2/Impacted Forest Lands Zone to Quarry and Mine Operations Zone for 40 acres pursuant to Lane Code 16.400 and 16.252; Map: 17-03-03/TL 402, 500; Applicant: Egge Sand & Gravel

Ms. Kirkham called for declarations of ex parte contacts or conflicts of interest. None were declared.

Thom Lanfear provided the staff report. He provided an outline of the Goal 5 rule for the newer commissioners. He said all of the requirements of the state rules were provided in the written staff report.

Mr Lanfear outlined the steps needed for approval of the amendment.

1. Determine if the PAPA information is adequate
2. Determine if the resource site is significant
3. Determine if mining conflicts can be minimized
4. Weigh the ESEE consequences and decide whether to allow mining

LANE COUNTY PLANNING COMMISSION

Staff Report



Hearing Date: January 6, 2004

File PA 02-5838

Report Date: December 30, 2003

LAND MANAGEMENT DIVISION
http://www.LaneCounty.org/PW_LMD/

I. PROPOSAL

A. Owners/Applicants:

Brad & Julie Ogle (tl 303)
3103 Timberline Dr.
Eugene, Or. 97405

Mark & Cindy Childs (tl 304)
3101 Timberline Dr.
Eugene, Or. 97405

Agent:

Derek Jaros
31030 Foxridge Ln.
Eugene, Or. 97405

B. Proposal

Plan Amendment to redesignate 73.74 acres of a 113.74-acre tract of land from "Agricultural Land" to "Marginal Land," and rezone from E-40/Exclusive Farm Use to ML/Marginal Land, pursuant to Lane Code 16.400 and 16.252. If approved, the rezoning would allow the applicants to apply for land divisions of the tract into a mix of ten and twenty-acre parcels, with a dwelling on each. Maximum buildout would be limited to nine total dwellings and parcels. Land division approvals are **not** part of the proposal before the Planning Commission.

II. RECOMMENDATION

No recommendation is made at this time. Staff is awaiting review of the Forester's report (applicant's exhibit "P") by the Oregon Department of Forestry. As explained in the "analysis" section below, one method for calculating forest productivity indicates that the tract was capable of grossing over \$10,000 in timber revenue during the five-year period preceding 1983. If DOF staff sustains this indication, the proposal would fail to meet the standard of ORS 197.247(1)(a).

III. SITE AND PLANNING PROFILE

A. Location

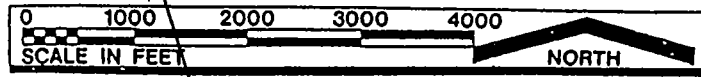
Map 18-04-11, tax lots 303 & 304

B. Zoning

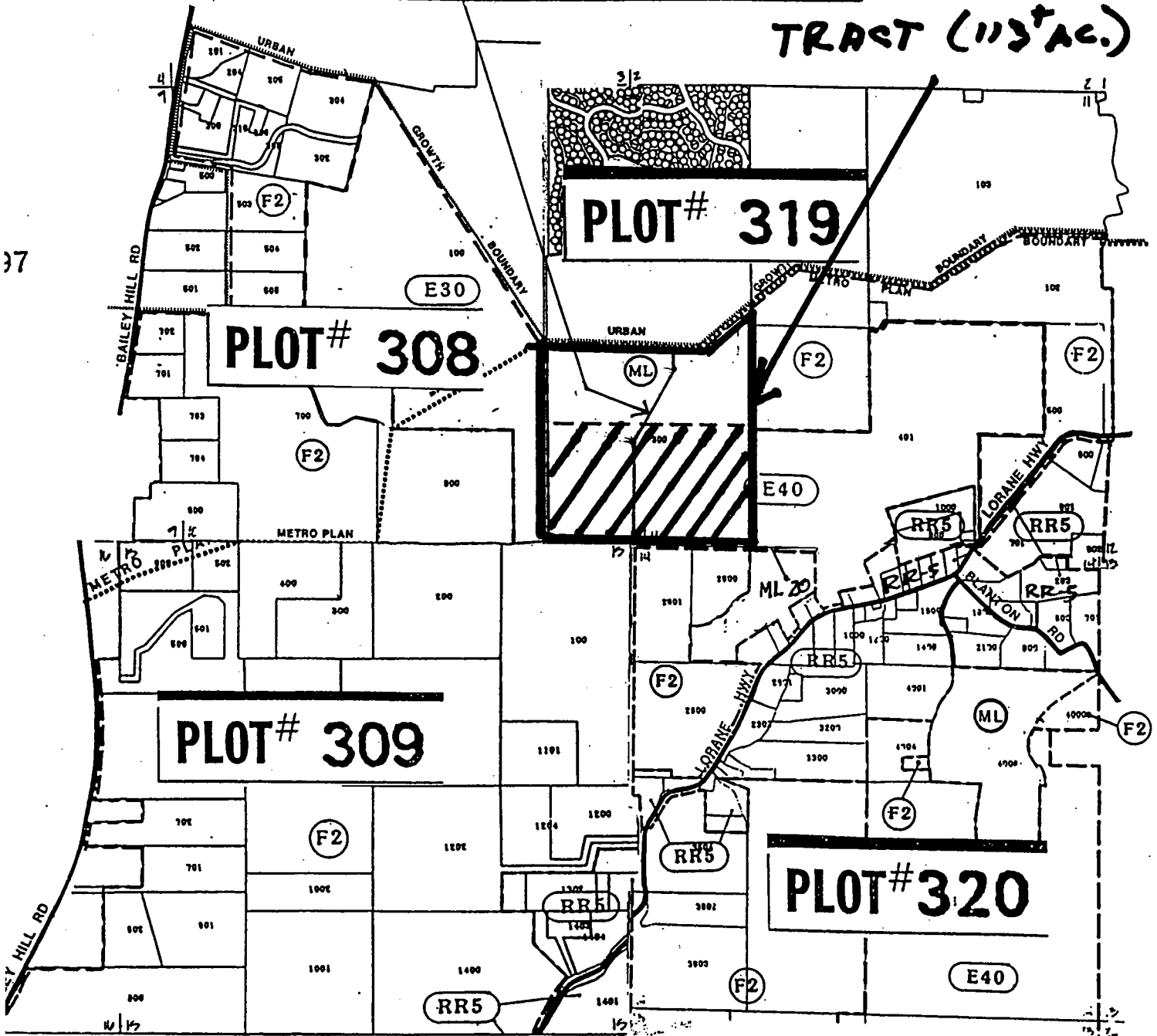
E-40/Exclusive Farm Use. Plot 319



APPROXIMATE
PARCEL BOUNDARY BETWEEN TAX LOT 303 + 304.



TRACT (113⁺ AC.)



37

33

KEY



← → "SUBJECT PROPERTY" (73⁺ AC.)

C. Proposal Summary

The property, which is subject to this Plan Amendment/Rezone application, consists of 73.7 acres within a 113.7 acre tract of land. The tract is composed of two parcels, which are under separate ownership. Tax lot 304 is parcel #1 of Plat No. 94-P0510, while tax lot 303 is parcel #2 of the same plat. Therefore, within the context of this report, the terms “tax lot” and “parcel” is interchangeable. Refer to the map on the preceding page for the location. In addition, the submittal contains many illustrative exhibits, and is also attached to this report.

In 1992, via PA 0221-92, the northernmost 40 acres of the tract were successfully changed from E-40 to ML. The present application seeks to rezone the remainder of the tract to ML. This change would allow for a subsequent division of the tract into a mix of 10 or 20-acre parcels, with a dwelling on each. The provided aquifer study concludes sufficient water availability for a maximum of nine dwellings, including the two existing dwellings. This limitation of nine total parcels will be incorporated into the Board ordinance, if approval is warranted.

D. Subject Property & Surrounding Area

(See map, prior page). The subject tract is found adjacent and south of Eugene’s Urban Growth Boundary, approximately 1/2 mile northwesterly from the intersection of Lorane Highway and Blanton Road. Access is via private easement, linking the tract to Timberline Drive to the north. The tract is at a crest in a ridge, with the majority of the land having a southern exposure. One dwelling is found on each of the two parcels, and is located within the ML zoned portion of the tract.

Aside from the UGB adjacent on the north, the tract is bordered by farm or forest zoned lands, with some ML zoning found adjacent to the southeast.

E. Services

Fire: Bailey-Spencer RFPD
Police: County, State
Sewer and Water: On-site
School District: Eugene 4-J
Power: EWEB
Access: Via private easement to Timberline Dr.

F. Referral Comments Received

As of the date of this report, no referral responses have been received, other than one noting that no inventoried wetlands are found on the subject property.

Staff has requested review of the aquifer study and the forester’s report by the State Watermaster’s Office and the Oregon Department of Forestry (DOF), respectively. Because of the holidays, it is uncertain if the Watermaster’s Office will be able to respond by the hearing. It is hoped, however, that the DOF will have comments by January 6.

G. Erratum

A line of soils data is missing from the list on bottom of page 3 of the applicant's submittal. The #81D *McDuff Clay Loam* was omitted. The 6.643 acres of this soil has an Agricultural Site Class of 6; a Forestry Site Class of 112; and a Cubic Ft. per Ac./Yr. rating of 158.

IV. CRITERIA AND ANALYSES

- A. Marginal Land proposals are primarily governed by the 1991 version of ORS 197.247, attached to this report. In addition, in March 1997, the Lane County Board of Commissioners gave direction to staff on how to interpret and administer ML applications. That four page document is also provided as an attachment.

The agent has diligently recited and addressed the applicable standards, including ORS 197.247, the March 1997 Board document, goals, and Lane Code requirements. Refer to the applicant's submittal, attached in full to this report.

Essentially, qualification for a ML designation is a two-fold test. Any proposal for a ML designation must first comply with the "income test" requirement found in ORS 197.247(1)(a), recited below. It basically requires the applicant to document that the proposed ML land is less than "commercial-grade" stature for farm or forest use during a 5-year period preceding 1983. This examination must include any lands, which might have been a part of such farm or forest operation at that time. Since the parcels were not yet created, the entire tract (113 ac.) must be examined.

The second part of the test contains three options, two of which are "parcelization" tests, which have not been selected by the applicant (these are described in the attached ORS 197.247(1)(b)(A) and (B)). Instead, the applicant has chosen the option under ORS 197.247(1)(b)(C), recited below. Commonly known as the "productivity test", the applicant is required to demonstrate that the farm soil capability is predominantly class V-VIII (on a I-VIII scale), and that per acre, the proposed land cannot produce, on average, more than 85 cubic feet of merchantable timber annually.

1. Income Tests

ORS 197.247(1)(a) reads as follows:

The proposed marginal land was not managed, during three of the five calendar years preceding January 1, 1983, as part of a farm operation that produced \$20,000 or more in annual gross income or a forest operation capable of producing an average, over the growth cycle, of \$10,000 in annual gross income.

Farm income standard is met.

Per the direction given in the March 1997 Board document, the applicant has provided an affidavit (exhibit "O") from a party who owned the property during the five years preceding 1983, attesting that the proposed marginal land (i.e., the subject property), was not part of a farm operation that produced \$20,000 or more annual gross farm income. Staff accepts this "farm income" portion of the statute test, as it meets the Board directive.

Forest income standard compliance is questionable.

The forest income test, as presented in the submittal, is of concern. It requires that during the same time period, the proposed marginal land was not managed, by itself or in conjunction with other land, as a forest operation, which could generate over \$10,000, gross annual income from timber revenue.

The “proposed marginal land” is tax lots 303 and 304, minus the 40 acres already zoned ML. Unlike for the farm income; the forest income standard is not so easily addressed. The Board offers two options for documenting that the forest test has been met. Refer to the Board direction paper of March 1997.

The first method, not selected by the applicant, is described on the last page of the Board direction paper (under “Soils test”). The soils data in this “soils test” are the result of productivity studies performed during Comp Plan acknowledgement. The more productive the soils, the more revenue generated per acre. In 1983, a commercial level of forest operation was considered to be one that could generate \$10,000 annual gross income. For example, if a tract contained 64 acres of cubic foot site class 6 soils, it could generate \$10,000 in timber revenue, and was considered of commercial stature.

According to this method, staff would conclude that the forest income test has not been met. Following the three steps outlined in the Board paper, and utilizing the soils data found in the forester’s report (applicant’s exhibit “P”, p.2):

Step 1. - There are 18.98 acres of soils in cubic foot site class (CFSC) 3 (the #81D *McDuff*, and the #113C, E, & G *Ritner*. There are 7.08 acres of soils in CFSC 5 (the #43C & E *Dixonville*). There are 87.68 acres of CFSC 6 soils (the #102C *Panther*, the #107C & F *Philomath*, and the #125C *Steiwer*.

Step 2. – Of the entire tract, .791 is CFSC 3 (5.6ac. + 13.38 ac. = 18.9 ac./24); .16465 is CFSC 5 (6.64 ac. + .44 ac.= 7.08 ac./43); and 1.37 is CFSC 6 (14.68 ac. + 39.61 ac. + 30.2 ac. + 3.19 ac.= 87.68 ac./64).

Step 3. - Adding .791 + .16465 + 1.37, we get 2.33. In other words, the tract can potentially generate 2.33 x \$10K = \$23, 256 annually in timber gross revenue. Thus, according to this test, the \$10,000 standard has been exceeded, and the land proposed for the ML designation does not qualify.

It is noted that with the 87+ acres of CFSC 6 soils alone, the standard is exceeded, as only 64 acres of such soils are required to produce \$10,000.

Staff notes that on page 3 of the opening submittal text, the agent lists the *Panther*, *Philomath*, and *Steiwer* soils as having no cubic ft./ac./yr. rating. Assuming for the moment that this set of facts is correct, and utilizing the 3-step process above, (eliminating the 87.68 acres of those soils), the “percentage” comes in at just below 100%, at .955 or 95%, barely passing the test.

Nevertheless, the Board direction paper allows the option for a forester to provide a more specific analysis, which the applicant has chosen to do. In exhibit “P”, the forester (Mr. Setchko) concludes that the 113-acre tract has an average cubic foot/ac/yr. rating of 62.97. This translates to a CFSC of 5. Staff notes that according to the table on the last page of the Board paper, it takes only 43 acres of CFSC soils to produce \$10,000 annul

gross income. Yet utilizing a complex set of calculations involving a combination of a different set of soils data and industry “SAW” level ratings, the forester concludes that only \$6,487 annual can be generated, meeting the test.

In light of staff analysis under the first option, and the seeming discrepancy between the average 62.97 cu.ft./ac./yr rating for 113+ acres and the conclusion that such would generate only \$6,487 annual income, staff is skeptical. Whereas the forester’s report relies in part on timber industry nomenclature and methodology, staff sought objective, expert assistance, and contacted the West Lane Office of the Oregon Department of Forestry. Staff spoke with Mr. Paul Clemants, who initially shared staff skepticism. As a result, exhibit “P” was sent to the DOF, and a written response is anticipated in time for this hearing.

2. Productivity Test

The applicable portion of ORS 197.247(1)(b)(C) reads as follows:

(b)(C) The proposed Marginal Land is composed predominantly of soils in capability classes V through VIII in the Agricultural Capability Classification system used by the U.S. Department of Agriculture Soil Conservation Service, and is not capable of producing 85 cubic feet of merchantable timber per acre per year.

In this regard, staff is in agreement with the applicant that the “productivity test” has been met.

Unlike the income tests, this provision requires an examination of the “proposed Marginal Land” only, meaning the 73.74 acre portion of the 113+ acre tract. The applicant shows (p.2) that the portion of tax lot 303 being proposed for the ML designation is entirely composed of soils with an agricultural site class capability of VI & VIII, In addition, the same portion of tax lot 303 is capable of producing, on average, only 11.96 cubic ft./ac./year.

The portion of tax lot 304 (p.3) is shown to consist entirely of soils with an agricultural site class capability of VI, and an average of 48.38 cubic ft./ac./year.

The “productivity test” has been met.

- B. In addition to ORS 197.247, any plan amendment must address state and local laws, including state goals.

Regarding Goal 5, water resources, it is noted that the subject property is within a water quality/quantity limited area (Spencer Creek watershed) per LM. 13.010. This is discussed on page 8 of the submittal. As required by LC 16.004(4) and LC 13.050(13), the applicant has provided an aquifer study performed by EGR & Associates. The study (included herein) concludes domestic water availability for up to nine domestic wells. While staff accepts the study on face value, it has been referred to the State Watermasters Office for review and their concurrence with the conclusion. As stated previously, if this proposal is approved, a limitation of none parcels out of the 113+ acre tract would be incorporated into the Board ordinance.

The remainder of the submittal and exhibits satisfactorily address compliance with the code aspects such as: fulfilling the purpose of the ML zone as found in LC 16.214(1); the Plan Amendment requirements of LC 16.400; and the rezone requirements of LC 16.252. Staff agrees with the statements as presented.

IV. CONCLUSIONS

A. Summary Comments

The forester's report (exhibit "P") has been referred to the Department of Forestry for review and comment. Until such comments are received, staff cannot be sure that the forest "income test" of ORS 197.247(1)(a) has been met.

B. Attachments to this Staff Report (in addition to the map on the 2nd p.)

1. ORS 197.247 (1991 version)-1p.
2. March 1997 Supplement to ML Information Sheet—4pp.
3. Applicant's statement with exhibits.

C. Materials to be part of the Record

1. This staff report and attachments.
2. File PA 02-5838 and PA 0221-92
3. Lane Code Chapter 14 and sections 16.212, 16.214, 16.252 and 16.400.

197.247 Amendment of goals; marginal lands designation; effect on applicability of goals. (1) In accordance with ORS 197.240 and 197.245, the commission shall amend the goals to authorize counties to designate land as marginal land if the land meets the following criteria and the criteria set out in subsections (2) to (4) of this section:

(a) The proposed marginal land was not managed, during three of the five calendar years preceding January 1, 1983, as part of a farm operation that produced \$20,000 or more in annual gross income or a forest operation capable of producing an average, over the growth cycle, of \$10,000 in annual gross income; and

(b) The proposed marginal land also meets at least one of the following tests:

(A) At least 50 percent of the proposed marginal land plus the lots or parcels at least partially located within one-quarter mile of the perimeter of the proposed marginal land consists of lots or parcels 20 acres or less in size on July 1, 1983;

(B) The proposed marginal land is located within an area of not less than 240 acres of which at least 60 percent is composed of lots or parcels that are 20 acres or less in size on July 1, 1983; or

(C) The proposed marginal land is composed predominantly of soils in capability classes V through VIII in the Agricultural Capability Classification System in use by the United States Department of Agriculture Soil Conservation Service on October 15, 1983, and is not capable of producing fifty cubic feet of merchantable timber per acre per year in those counties east of the summit of the Cascade Range and eighty-five cubic feet of merchantable timber per acre per year in those counties west of the summit of the Cascade Range, as that term is defined in ORS 477.001 (21).

(2) For the purposes of subparagraphs (A) and (B) of paragraph (b) of subsection (1) of this section:

(a) Lots and parcels located within an urban growth boundary adopted by a city shall not be included in the calculation; and

(b) Only one lot or parcel exists if:

(A) A lot or parcel included in the area defined in subparagraph (A) of paragraph (b) of subsection (1) of this section is adjacent to one or more such lots or parcels;

(B) On July 1, 1983, greater than possessory interests are held in those adjacent lots or parcels by the same person, parents, children, sisters, brothers or spouses, separately or in tenancy in common; and

(C) The interests are held by relatives described in subparagraph (B) of this para-

graph, one relative held the interest in the adjacent lots or parcels before transfer to another relative.

(3) For the purposes of paragraph (b) of subsection (2) of this section:

(a) Lots or parcels are not "adjacent" if they are separated by a public road; and

(b) "Lot" and "parcel" have the meanings given those terms in ORS 92.010.

(4) For the purposes of subparagraph (B) of paragraph (b) of subsection (1) of this section, lots and parcels located within an area for which an exception has been adopted by the county shall not be included in the calculation.

(5) A county may use statistical information compiled by the Oregon State University Extension Service or other objective criteria to calculate income for the purposes of paragraph (a) of subsection (1) of this section.

(6) Notwithstanding the fact that only a certain amount of land is proposed to be designated as marginal for the purposes of establishing the test area under subparagraph (A) of paragraph (b) of subsection (1) of this section, any lot or parcel that is within the test area and meets the income test set out in paragraph (a) of subsection (1) of this section may be designated as marginal land.

(7) The amended goals shall permit counties to authorize the uses on and divisions of marginal land set out in ORS 215.317 and 215.327.

(8) The provisions of this section shall not affect the applicability of any goal, except the goals on agricultural and forest lands, to a land use decision.

(9) Any amendments to local government plans and regulations resulting from amendments to goals required by subsection (1) of this section shall become effective only after approval by the commission under ORS 197.251 or 197.610 to 197.855. [1983 c.826 §2]

197.250 Compliance with goals required. Except as otherwise provided in ORS 197.245, all comprehensive plans and land use regulations adopted by a local government to carry out those comprehensive plans and all plans, programs, rules or regulations affecting land use adopted by a state agency or special district shall be in compliance with the goals within one year after the date those goals are approved by the commission. [1973 c.80 §32; 1977 c.664 §19; 1981 c.748 §29a; 1983 c.827 §56a]

197.251 Compliance acknowledgment; commission review; rules; limited acknowledgment; compliance schedule. (1) Upon the request of a local government, the commission shall by order grant, deny or

March 1997

Supplement to Marginal Lands Information Sheet

**BOARD OF COUNTY COMMISSIONERS DIRECTION REGARDING THE
INTERPRETATION AND ADMINISTRATION OF MARGINAL LANDS
APPLICATIONS**

On February 26, 1997, the Lane County Board of Commissioners reviewed the state Marginal Lands law and developed responses to seven issues in the law needing clarification for purposes of administration by Lane County. Those issues are identified below, followed by the direction provided by the Board. Any application for the Marginal Land designation within the Lane County Rural Comprehensive Plan's jurisdiction must be in compliance with the Board's directions. Refer to the Marginal Lands Information Sheet, or to Oregon Revised Statutes 197.247 (1991 laws), for an explanation of the law itself.

ISSUE 1: What is the Marginal Lands concept?

Board's Direction:

The Board recognized that marginal land is intended to be a sub-set of resource land, *i.e.*, there are "prime" resource lands and "marginal" resource lands. The marginal lands are to be available for occupancy and use as smaller tracts than are required in the better resource lands. The criteria in the law define which lands may be designated as marginal. Evidence for this position is found in the legislative history and the fact that marginal lands are recognized in both Statewide Goal 3 - Agricultural Lands and Goal 4 - Forest Lands.

ISSUE 2: Definition of "Management".

When considering forest land, the entire growth cycle must be considered for evidence of management. This is because even the best managed forest operations may have nothing occurring on the land during the five-year window (1978 - 1982) stated in the marginal lands statute (ORS 197.247(1)(a)(1991 Edition). For farm operations, however, it is hard to conceive of an operating farm on which nothing occurred for five years.

Board's Direction :

No evidence of human activity on the land is required for forest land to be "managed". The conscious decision not to convert the land to another use is enough evidence of management to meet the statutory intent, provided there is a significant amount of merchantable or potentially merchantable trees on the property. Likewise, evidence of timber harvest since 1978 would suffice to show management even if there were no trees currently on the property. For farm land, no evidence of farm use during the 5-year statutory window would indicate that land was not managed for farm use.

ISSUE 3. Managed "as part of" a (farm or forest) operation during (1978-1982).

Does this phrase in ORS 197.247(1)(a)(1991) mean, for example, that if a large timber company owned and managed a 2000 acre tract during the five-year window, and then sold someone a 40 acre portion of non-forest land in 1985, that 40 acres would not be eligible for Marginal Lands designation?

Board's Direction :

The Board found that the law creates a general presumption that all contiguous land owned during 1978-82 was part of the owner's "operation". That presumption could be rebutted, however, by substantial evidence

L.C.P.C. ATTACH # 2 - 4A

that the parcel in question was not, in fact, a "contributing part" of the operation. The applicant would bear the burden of producing such evidence.

ISSUE 4: What price data should be used to calculate gross annual income for forest lands?

Board's Direction :

The legislative intent of the "management and income test" of the Marginal Lands Law was to identify those lands which were not, at the time the Marginal Lands law was enacted (1983), making a "significant contribution" to commercial forestry. Therefore, it is appropriate and statistically valid to use the following methodology:

1. Based on the best information available regarding soils, topography, etc., determine the optimal level of timber production for the tract assuming reasonable management.
2. Assume that the stand was, in 1983, fully mature and ready for harvest.
3. Using the volumes calculated in step (1), and 1983 prices, calculate the average gross annual income over the growth cycle.

ISSUE 5: What "growth cycle" should be used to calculate gross annual income?

Board's Direction :

The consensus of the Board was that a 50-year growth cycle should be adopted as the usual standard, with the option that another standard could be used if substantiated by compelling scientific evidence presented by the applicant. The Board's choice was based on evidence that the USDA Natural Resource Conservation Service has adopted the 50-year cycle for rating soil productivity, plus the administrative ease of having a standardized figure.

ISSUE 6: Weight of evidence.

One of the main holdings of the Ericsson case, which arose in Lane County, is that on-site evaluation by a qualified expert is weightier evidence than published data. Given this ruling, what is the appropriate role of the parcelization table in Lane Code 16.211(10)(b) and the legislative findings for Goal 4 of the Rural Comprehensive Plan as an income standard?

Board's Direction :

As a matter of administrative ease, and in the absence of other substantial evidence, the parcelization test could still be used. It is one method of identifying the acreage required of a given forest capability classification to achieve the \$10,000 income standard.

ISSUE 7: Ambiguities in the parcelization tests of ORS 197.247(1)(b)(A) & (B).

Is the parcelization test measuring the percent of an area (acreage) or the percent of the number of parcels a "parcel count"? If the test in ORS 197.247(1)(b)(A) is an area test, does the percentage requirement apply to the acreage or to the number of parcels that lie wholly or partly within the 1/4 mile of the subject tract?

Board's Direction :

Regard the tests in ORS 197.247(1)(b)(A) & (B) as "area" tests with the difference being that (A) specifies an area including the subject parcel and land within 1/4 mile and uses a 50% small lot test, whereas (B) increases the area to a minimum of 240 acres but raises the small lot test to 60%.

(Note: This is the position adopted by Lane County in the Jackson case. In that case, Lane County ruled that the area was limited to the 1/4-mile line, whereas DLCD argued that the area line should expand to include the entirety of any parcel partly located within the 1/4 mile boundary. DLCD threatened to appeal the Jackson case on that basis, but did not do so.)

INFORMATION SHEET

REQUIREMENTS FOR MARGINAL LAND DESIGNATION AND ZONING

In response to state legislation, Lane County has adopted a Marginal Lands Plan designation and zoning district, both of which are to be applied on a case-by-case basis. This Information Sheet explains the requirements of the designation/zone, and what must be supplied to the County in order to justify an application.

Adopted policies concerning the state Agricultural Lands Goal (Goal 3) and Forest Lands Goal (Goal 4) state as follows:

(Agricultural)(Forest) lands that satisfy the requirements of ORS 197.247 may be designated as Marginal Lands and such designations shall also be made in accordance with other Plan policies. Uses and land divisions allowed on Marginal Lands shall be those allowed by ORS 197.247 (Agricultural Policy #14, Forest Policy #3)

Lane County's application of the Marginal Lands designation/zone is spelled out in the Working Paper: Marginal Land (1983) document, which explains and cites ORS 197.247. In order for property to receive the designation and the zoning district of "ML", it must meet the following tests:

The land must not have been managed during thereof the five calendar years between January 1, 1978 and January 1, 1983, as part of a farming operation which produced \$20,000 or more in annual gross income, or as part of a forest operation capable of producing an average, over the growth cycle, of \$10,000 in annual gross income. Statistical information compiled by Oregon State University Extension service or other similar empirical data may be used to demonstrate income capability.

In addition to the above, the land must meet one of the following tests:

- a. *At least 50% of the area of the proposed Marginal Land, plus the lots or parcels all or partially located within 1/4-mile of the perimeter of the proposed Marginal Land, consists of lots or parcels 20 acres or less in size as of July 1, 1983. Lands within an adopted Urban Growth Boundary are not to be included in this calculation. Those lots or parcels which are adjacent and of common ownership* are to be considered one lot or parcel (lots or parcels separated by a public road are not considered adjacent).*

**Owned by the same person, parents, children, sisters, brothers or spouses, separately or in tenancy in common, or ownership being transferred from one of those listed to another.*

- b. *The proposed Marginal Land is located within an area of not less than 240 acres, of which at least 60% (by area) is made up of lots or parcels of 20 acres or less in size as of July 1, 1983. Lands within an adopted Urban Growth Boundary and/or lands within an area to which an exception has been adopted to Goal 3 or 4 (e.g., a Developed and Committed area) by the County are not to be included in the above calculation. Parcel ownership provisions as stated in "a" above also apply to this test.*
- c. *The proposed Marginal Lands is composed predominantly (more than 50%, by area) of soils in capability classes V through VIII in the Agricultural Capability Classification System used by the U.S. Department of Agriculture Soil Conservation Service, and is not capable of producing 85 cubic feet of merchantable timber per acre per year.*

All Marginal Land applications will be considered pursuant to the County's Plan Amendment process (Lane Code 16.400). Applications must be for entire legal lots or parcels.

Submittal Requirements

1. Completed General Land Use Application Form.
2. Completed Plan Amendment Application Form.
3. A statement (affidavit) certifying that the property in the application has not been used for *farming* purposes per the condition in the statutory "income test."
4. A soils report, indicating soils types, acres of each, agricultural capability classification and forest land cubic foot site class ratings for the property. This will be used to determine if the property meets the *forest land* "income test," and will also be used if optional test "c" in the statute is selected for use by the applicant. See "soils test" below.
5. If optional tests "a" or "b" in the statute -- location of the property with respect to neighboring parcels -- are selected for use by the applicant, up-to-date assessor's maps showing parcels by size and ownership, within the areas designated by the statute, must be submitted with the application.

A filing fee will be assessed upon application. All information will be verified by County staff. Pre-application meetings are recommended. False or inaccurate information may be cause for invalidation of the application. It is the applicant's responsibility to provide the necessary data to allow processing of the application.

Soils Test:

In order for the forest land "income test" to be met, the following formula must be applied:

<u>Cubic Foot Site Class</u>	<u>Maximum Acreage Allowed</u>
2 (165-224 cf/a/y)	Seventeen Acres (17)
3 (120-164 cf/a/y)	Twenty-four Acres (24)
4 (85-119 cf/a/y)	Thirty-four Acres (34)
5 (50-84 cf/a/y)	Forty-three Acres (43)
6 (20-49 cf/a/y)	Sixty-four Acres (64)

If the property falls into more than one of the above categories, determine the maximum acreage allowed by stating:

1. Number of acres of the property in each applicable CFSC category;
2. Percentage of acreage within each category (divide the acres of the property within each category by the acreage maximum for each category);
3. Add the percentages. Maximum is exceeded if percentage is 100 or more, and property does not qualify for Marginal Land designation.