

# MULTNOMAH COUNTY OREGON

OFFICE OF THE BOARD CLERK  
SUITE 1510, PORTLAND BUILDING  
1120 S.W. FIFTH AVENUE  
PORTLAND, OREGON 97204

BOARD OF COUNTY COMMISSIONERS		
BEVERLY STEIN •	CHAIR •	248-3308
DAN SALTZMAN •	DISTRICT 1 •	248-5220
GARY HANSEN •	DISTRICT 2 •	248-5219
TANYA COLLIER •	DISTRICT 3 •	248-5217
SHARRON KELLEY •	DISTRICT 4 •	248-5213
CLERK'S OFFICE •	248-3277 •	248-5222

## AGENDA

### MEETINGS OF THE MULTNOMAH COUNTY BOARD OF COMMISSIONERS

#### FOR THE WEEK OF

JANUARY 30, 1995 - FEBRUARY 3, 1995

*Tuesday, January 31, 1995 - 9:30 AM - Special Joint Meeting . . . . . Page 2*

*Tuesday, January 31, 1995 - 1:30 PM - Regular Meeting . . . . . Page 2*

*Tuesday, January 31, 1995 - 1:35 PM - Work Session . . . . . Page 3*

#### PLEASE NOTE:

THE REGULAR MEETING IS ON TUESDAY INSTEAD OF THURSDAY  
THIS WEEK ONLY!

*Thursday Meetings of the Multnomah County Board of Commissioners are  
taped and can be seen by Paragon Cable subscribers at the following times:*

*Thursday, 6:00 PM, Channel 30  
Friday, 10:00 PM, Channel 30  
Saturday, 12:30 PM, Channel 30  
Sunday, 1:00 PM, Channel 30*

**INDIVIDUALS WITH DISABILITIES MAY CALL THE OFFICE OF THE BOARD  
CLERK AT 248-3277 OR 248-5222, OR MULTNOMAH COUNTY TDD PHONE 248-  
5040, FOR INFORMATION ON AVAILABLE SERVICES AND ACCESSIBILITY.**

Tuesday, January 31, 1995 - 9:30 to 11:30 AM

Portland State University  
Smith Memorial Center, Room 327  
825 SW Broadway, Portland

**SPECIAL/JOINT MEETING**

- S-1     *The Portland Multnomah Progress Board, Portland City Council and Multnomah County Board of Commissioners Will Meet to Receive the 1995 Annual Report and Work Plan of the Portland Multnomah Progress Board; the 1995 Annual Report of the Oregon Progress Board; and to Discuss Ways to Collaborate in Order to Reach Benchmarks. Co-Chaired by Mayor Vera Katz and Chair Beverly Stein. Presented by Pamela Wev, Duncan Wyse and Progress Board Group Leaders.*
- 

Thursday, January 31, 1995 - 1:30 PM

Multnomah County Courthouse, Room 602  
1021 SW Fourth, Portland

**REGULAR MEETING**

**CONSENT CALENDAR**

**DEPARTMENT OF ENVIRONMENTAL SERVICES**

- C-1     *ORDER in the Matter of Approval of Contract 15476R for the Sale of Certain Tax Foreclosed Real Property to Former Owner Irene Haskins*
- C-2     *ORDER in the Matter of Cancellation of Land Sale Contract 15626R Between Multnomah County and Betty Jones Upon Default of Payments and Performance of Covenants*
- C-3     *ORDER in the Matter of Approval of Contract 15626R1 for the Sale of Certain Tax Foreclosed Real Property to Former Owner Betty Jones*
- C-4     *ORDER in the Matter of Approval of Contract 15777 for the Sale of Certain Tax Foreclosed Real Property to Former Owner Lori R. Jacobs*
- C-5     *ORDER in the Matter of the Execution of Deed D951165 Upon Complete Performance of a Contract to Robert Minnis*
- C-6     *ORDER in the Matter of Approval of Deed D951166 for the Sale of Certain Tax Foreclosed Real Property to Former Owner Robert Minnis*

**REGULAR AGENDA**

**PUBLIC COMMENT**

- R-1      *Opportunity for Public Comment on Non-Agenda Matters. Testimony Limited to Three Minutes Per Person.*

**SHERIFF'S OFFICE**

- R-2      *Ratification of Intergovernmental Agreement 800665 Between Multnomah County and the Port of Portland to Construct Moorage Facilities at Terminal 1 for the Use of MCSO's River Patrol Unit*

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*Tuesday, January 31, 1995 - 1:35 PM*

*Multnomah County Courthouse, Room 602  
1021 SW Fourth, Portland*

**WORK SESSION**

- WS-1      *The Multnomah County Board of Commissioners Will Meet to Discuss a Tax Abatement Policy and How to Proceed. Presented by Sharon Timko. 1.5 HOURS REQUESTED.*



**DAN SALTZMAN**, Multnomah County Commissioner, District One

1120 S.W. Fifth Avenue, Suite 1500 • Portland, Oregon 97204 • (503) 248-5220 • FAX (503) 248-5440

**M E M O   T O   F I L E**

TO: Clerk of the Board  
FROM: Andrea Jilovec, <sup>AD</sup> Commissioner Saltzman's Office  
RE: Absence from BCC Work Session  
DATE: February 1, 1995

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Dan was unable to attend the BCC Work Session due to flooding in his basement on Tuesday, January 31.

BOARD OF  
COUNTY COMMISSIONERS  
1995 FEB - 1 PM 4:17  
MULTNOMAH COUNTY  
OREGON

DRS:amj



MEETING DATE: JANUARY 31, 1995

AGENDA NO: S-1

(Above Space for Board Clerk's Use ONLY)

AGENDA PLACEMENT FORM

SUBJECT: SPECIAL JOINT MEETING

BOARD BRIEFING Date Requested: TUESDAY, JANUARY 31, 1995

Amount of Time Needed: 9:30 AM TO 11:30 AM

REGULAR MEETING: Date Requested:

Amount of Time Needed: 2 HOURS

DEPARTMENT: NON-DEPARTMENTAL

DIVISION: CHAIR BEVERLY STEIN

CONTACT: MEGANNE STEELE

TELEPHONE #: 248-3961

BLDG/ROOM #: 106/1515

PERSON(S) MAKING PRESENTATION: MAYOR VERA KATZ, CHAIR BEVERLY STEIN, PAMELA WEV,  
DUNCAN WYSE AND PROGRESS BOARD GROUP LEADERS

ACTION REQUESTED:

☒ INFORMATIONAL ONLY ☒ POLICY DIRECTION ☐ APPROVAL ☐ OTHER

SUMMARY (Statement of rationale for action requested, personnel and fiscal/budgetary impacts, if applicable):

PORTLAND MULTNOMAH PROGRESS BOARD, PORTLAND CITY COUNCIL AND MULTNOMAH COUNTY BOARD OF COMMISSIONERS WILL MEET REGARDING THE ANNUAL REPORT AND WORK PLAN OF THE PORTLAND MULTNOMAH PROGRESS BOARD; THE ANNUAL REPORT OF THE OREGON PROGRESS BOARD AND DISCUSSION ON WAYS TO COLLABORATE IN ORDER TO REACH BENCHMARKS.

PORTLAND STATE UNIVERSITY - SMITH MEMORIAL CENTER - ROOM 327  
825 SW BROADWAY, PORTLAND - COURTESY PARKING AVAILABLE - SEE ATTACHED PROPOSED AGENDA

SIGNATURES REQUIRED:

ELECTED OFFICIAL: Beverly Stein

OR

DEPARTMENT MANAGER:

ALL ACCOMPANYING DOCUMENTS MUST HAVE REQUIRED SIGNATURES

Any Questions: Call the Office of the Board Clerk 248-3277/248-5222

0516C/63

6/93

BOARD OF  
COUNTY COMMISSIONERS  
1995 JAN 26 PM 1:11  
MULTNOMAH COUNTY  
OREGON

**JOINT MEETING**

**PORTLAND MULTNOMAH PROGRESS BOARD**

**PORTLAND CITY COUNCIL/MULTNOMAH COUNTY BOARD OF  
COMMISSIONERS**

**TUESDAY, JANUARY 31, 1995**

**9:30 - 11:30 AM**

**ROOM 327 & 328**

**SMITH MEMORIAL CENTER**

**PORTLAND STATE UNIVERSITY**

**COURTESY PARKING: 1631 SW 12TH AVENUE (AT MILLS ST.)**

**AGENDA**

- |    |  |       |  |
|----|--|-------|--|
| 1. | Welcome  | 9:30  | Mayor Vera Katz, Co-Chair<br>Chair Beverly Stein, Co-Chair |
| 2. | 1995 Annual Report,<br>Oregon Progress Board                                       | 9:40  | Duncan Wyse, Executive Director                            |
| 3. | 1995 Annual Report<br>and Work Plan of the<br>Portland Multnomah<br>Progress Board | 10:00 | Pamela H. Wev, Manager                                     |
| 4. | Small Group Discussions<br>"How can we collaborate to<br>reach the benchmarks?"    | 10:20 |  |
| 5. | Small Group Reports  | 11:15 | Progress Board Group Leaders                               |
| 6. | Adjournment  | 11:30 |  |

**FINAL DRAFT**

**Report to the Oregon Progress Board**

**Findings and Recommendations**

**Oregon Benchmarks and  
Associated Performance Measurement Process**

**Harry P. Hatry**

**May 10, 1994**

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their own local, parallel efforts -- with a small number of Oregon local governments already having taken first benchmark development steps. This element in particular is, I believe, unique in the United States.

- Obtaining national recognition as a leader, if not ~~the leader~~, in the development of strategic planning and benchmarking efforts.

Overall, Progress Board activities have achieved sustained progress in producing real changes in the way many Oregon public agencies plan. The combination of these developments is indeed remarkable, particularly in relation to efforts by other states.

2. While this progress is, indeed, remarkable, I must also point out some important reservations at this point in time:

- While the benchmarks are accepted and not controversial, the linkage between them and the performance measurements used by state agencies is still quite weak. Indicators of performance linked to the benchmarks, indicators that individual state agencies should manage by, are not generally in evidence. And for some of the needed performance measures new, or substantially revised, data collection procedures will be needed.

Part of this problem is that the benchmarks are primarily what in the 1970's were called "social indicators." Values for most benchmarks are the product of numerous forces and factors both in and outside the state. Most benchmarks are overly broad to be directly useful as performance measures for state (or local) government agencies. Thus, individual state (or local) agencies usually have to break out some piece of the outcomes indicated by individual benchmarks and work towards those. This breaking out of chunks of individual benchmarks for agency performance measurement has been only partially done by most state agencies. We found very few instances where an agency appeared to have taken responsibility for a "whole" benchmark. (The next section discusses this issue in more detail.)

- Thus far, while some important progress has been made by the executive branch in performance measurement, this has been primarily limited to a small proportion of state agencies (estimated by state personnel at about 25 percent of the agencies). Other agencies have, thus far, not made much progress in terms of beginning to track service outcomes and service quality.
- While some inter-agency efforts are underway, joint efforts to address specific benchmark needs, are quite limited. Some agency officials noted that they did not have much experience at such efforts and did not feel they were very good

at such cooperative activities. The state has not yet identified the many benchmarks whose values are affected by more than one agency (except for some of the "urgent" benchmarks). For example, the benchmark "vehicle miles travelled per capita in metropolitan areas" (quality-of-life benchmark #33) can be affected in major ways by Oregon transportation, economic development, environmental, and land development agencies (and possibly others as well).

- It is still ~~too early~~ to be sure that this whole strategic planning, performance measurement, and managing-for-results effort will be institutionalized so that it becomes an ongoing way of doing business by state government. It is yet to be seen how well the process will survive a major change in state elected officials that is likely to occur in 1995.
  - While the Progress Board has made considerable progress, local governments that have begun benchmark efforts have yet to face up to the measurement difficulties and costs needed to actually track service quality and outcomes.
  - At present, the ability of state agencies and their programs to use outcome and benchmark-related data for budget preparation and justification appears quite limited. This is caused by the current state of outcome measurement in operating agencies and lack of clear linkages to the benchmarks. For most state agencies, the best they can do is discuss subjectively the relationships of their budget requests to the benchmarks.
  - Finally, while major progress has been made in affecting public agency planning efforts, we found little evidence that, as yet, these new efforts have produced tangible improvements in outcomes, that is, in improved benchmark values. (One of the benchmarks, aimed at reduction of workers compensation costs has been met, but some if not most of this reduction effort appears to have resulted from efforts begun before the benchmark effort began.) Some additional evidence of improvements in benchmark values, hopefully, will show up in the benchmark data being assembled for the 1994 benchmark report. However, such improvements will usually be very difficult to trace to Progress Board efforts, since other factors will inevitably be present, such as external economic conditions affecting Oregon. In any case, it is probably still too early to show significant improvements for many of the benchmark values in the 1994 report.
3. A number of reasons explain the major progress that Oregon has made to date. These include the following:

- Sustained active interest and support by the Governor. The current Governor has maintained and expanded the efforts started by the Governor that initiated the effort. Her presence on the Progress Board, and active participation in it, has been a major reason for the work's success.
  - Excellent relations between the Progress Board staff and both central agency officials and the officials of individual operating agencies. The Progress Board's staff are to be commended for having been able to maintain such good relations.
  - The politically-neutral nature of most individual benchmarks and the other Board activities. By focusing on end results rather than how to achieve results, the Progress Board has avoided politically and philosophically charged debates and controversy. (It can be argued, however, that the lack of controversy over the Progress Board and benchmarks is at least in part due because it has not yet gored anyone's ox. This strategy, however, seems quite reasonable for these initial years of the Board.)
  - The non-partisan and consensus-building nature of the Progress Board members and staff both in their dealings with other state officials (in both the legislative and executive branches) as well as local officials and the business community. This has been a major plus and has allowed the Board to avoid getting into major controversies.
4. The state's focus on "urgent" benchmarks seems to have had substantial impact on the current administration's activities. Considerable effort has been spent by individual operating agencies, and sometimes the legislature, to relate their efforts to these particular benchmarks.

The potential down-side of this is that a lessened effort may be spent on other benchmarks and work not covered by a benchmark. The message was interpreted by some agency officials as saying that the other benchmarks were not important. It may be that while a benchmark is not currently urgent, that if a certain investment is not made in the near future, that the problem identified by the benchmark may, indeed, become very costly to fix in future years. Some of the agency personnel we interviewed felt that the tight linkage of urgent benchmarks to the budget encouraged much game-playing by agencies. The Progress Board should be careful that its work does not so emphasize "urgent" benchmarks that it diminishes needed effort on other problems and other benchmarks. This is a difficult issue, but, presumably, the purpose of the urgent category is to provide special attention to these but not detract from attention to other benchmarks.

A closely related problem is raised by having three categories: urgent, core, and all other, benchmarks. This seems to be resulting in an excessive "class status" among benchmarks, in which some benchmarks are given "third-class" status. We assume the Progress Board hopes that attention is paid to all benchmarks, not merely the urgent ones, or only the urgent and core benchmarks. The major budget crunch in the state for the Executive Branch clearly has caused what could be an excessive attention to urgent benchmarks, perhaps at the expense of the others.

The Board might alleviate this problem somewhat by using only two categories, those believed to be of major current importance and to which special attention is desirable.

### Linkage of Benchmarks To Agency Performance Measurement<sup>1</sup>

#### Findings

The major technical stumbling block in the Progress Board's benchmark effort is the current lack of a meaningful linkage between the benchmarks and agency performance measurement efforts. We found no agency that seems to have done a complete job of identifying specific performance indicators that link directly to specific benchmark indicators.

There are at least two reasons for this. First, as noted earlier, many benchmarks are quite broad, usually covering many activities for which the agencies do not believe they are responsible (and, indeed, they probably have little statutory responsibility or the funds do give them much attention.) Second, the agencies appear to lack experience in performance measurement to carve out readily even those segments of the benchmark that do clearly apply to them.

A good illustration of this issue and how it might be resolved is provided by the Oregon State Police, which has begun to tackle this linkage problem:

"People" benchmark #79 (page 36 of the December 1992 benchmark report) is "Deaths due to unintentional injuries per 100,000 annually." But this includes deaths due to a variety of causes, such as accidents and fires at home, over which the state police have

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<sup>1</sup> Throughout this report, the term "benchmark" refers jointly to the indicators and targets, such as those for the year 2000 and 2010. Outside Oregon, the term benchmark is usually applied to the targets and not the indicators. In Oregon, the term benchmark appears to be used to apply simultaneously to both the indicators and targets.



little if any authority, as well as motor vehicle accidents, over which the Patrol Division has considerable influence. Even with motor vehicle deaths, however, the State Patrol Division has responsibility for only some roads in the state, with other roads the responsibility of local governments. Thus, the Oregon State Police have carved out only one piece of the benchmark, "the number of deaths due to motor vehicle accidents on state roads." For performance measurement purposes, this performance measure is needed. Along with such additional information on the causes and locations of the accidents, state police personnel can decide on changes to reduce accidents and fatalities. (A side note: the benchmark might be revised to cover a wider scope by including injuries leading to hospitalization and not only deaths.)

State leaders, perhaps with the encouragement of the progress board, might go further and give some responsibility to the state police for encouraging local governments to improve road safety (such as by providing workshops on the subject to local police, etc.). However, this still would not cover other causes such as deaths due to home accidents and fires.

The agencies, however, have attempted to identify verbal links between their activities and the urgent benchmarks and sometimes with CORE benchmarks -- because they believe that this is the best way to get their budgets requests approved.

Many of those from the Executive Branch with whom we spoke were concerned that significant portions of their work were not covered by any benchmark. (Some of the examples raised were road maintenance, regulatory activities, and public assistance quality. In other instances, the connections seem likely to be quite tenuous.) The state needs to take steps to strengthen this linkage.

### Recommendations

- R1: The Progress Board and its staff should offer assistance, or at least give encouragement, to state agencies to help them identify particular performance measures that are explicitly linked to specific benchmarks, as done with the motor vehicle fatality measure described above.

The absence of a linkage indicates that either:

- (a) a benchmark should be added;
- (b) the activity is a candidate for reduction or deletion by the government;  
or
- (c) the overall benchmark system does not attempt to cover all the work of the government and its agencies.

The latter, (c), is likely to apply in many instances, since the benchmarks do not cover all the activities of the government.

- R2: The Progress Board should explicitly make clear, when describing the scope of the benchmark activity, that it does not expect the benchmarks to cover all agency activities. This clarification will be very welcome to a number of state (and local) government agencies and the legislature.

### Roles of the Progress Board

We examined a variety of roles for the Progress Board, both ones that the Board is currently undertaking and some additional roles that might potentially be undertaken by the Board.

The 1989 Act creating the Progress board (Based on Senate Bill 170) explicitly identifies the following roles for the Board. The Board: (a) "...shall develop a strategy..." (Section 5); (b) "...shall also adopt a recommended implementation plan" (Section 6); and (c) "...shall prepare, at least once each biennium, a report which describes Oregon's progress towards achievement of the board's strategy..." (Section 8).

### Findings

Thus far, the Board has acted as a strategic planning organization, to the extent of identifying mission and long-term goals and objectives (i.e. the benchmarks and their out-year targets). It also has taken on the role of tracking progress in the state on the various benchmark indicators and identifying trends.

However, the term "strategic planning," as usually used in the private sector includes other activities, such as:

- doing an "environmental scan" (to identify emerging factors and obstacles, and to estimate the future environment in which the organization will operate in the future);
- formulating alternative strategies;
- analyzing each option as to its likely costs and benefits; and
- developing a long-range action plan (as to who does what, when, at what cost, and with what results).

May 10, 1994  
Harry P. Hatry

## **Oregon Draft Report**

### **Findings and Recommendations for the Oregon Progress Board On the Oregon Benchmarks and Associated Performance Measurement Process**

#### **Introduction**

The following findings and recommendations are based on my interviews with 37 Oregonians, on March 14-16 and April 18-19, 1994, plus examination of many Oregon documents from the Progress Board, State Legislature, Oregon State Agencies, and Oregon local governments. Those interviewed included persons from 10 state executive branch agencies, Progress Board members, state legislature staff, and eight local governments. I have also drawn from my past experiences over the past 25 years that relate to strategic planning and performance monitoring.

#### **Overall Progress To Date**

1. In the past four years since the Oregon "Shines" documents, the state has made remarkable progress in:
  - Developing a set of benchmarks that are focused on outcomes and have been reasonably well-accepted (with a few reservations as noted later).
  - Getting the set of benchmarks accepted as a major player in long-range planning by the State Executive Branch and, to some extent, by the Legislature.
  - Introduction into the executive branch, through both legislation and through executive branch support, of a greater focus on results-oriented measurement by operating agencies and their programs.
  - Initiation of a number of inter-agency efforts to tackle problems that are not confined to one program or agency (such as immunization and teenage-pregnancy prevention efforts).
  - Making excellent early progress in beginning to get local (city and county) governments to consider similar benchmarks and strategic planning process for

Thus far, the Board appears to have done relatively little on these activities. The language in the 1989 Act is somewhat ambiguous. However, a reasonable interpretation is that the Progress Board could (if not should) undertake some or all of these added strategic planning tasks.

Below, we discuss three additional roles, tasks, that the Progress Board should consider:

1. Should the Board also examine ~~alternative strategies to achieving targets and~~ assist in the examination of those options? (Of course, it is clear that the Board does not make policy choices for the state.)

On the whole, state agency personnel that we interviewed felt that the Board should undertake such roles as a convener of groups that would help identify and examine strategies. A major limitation for the Board is that the Board's current staff clearly does not have the resources to undertake the much larger role involved with helping formulate and analyze alternative strategies. The state government itself does not appear to have any in-place group to undertake such functions. The state's analytical resources for strategic planning and policy analysis appear thin.

It can also be argued that the Board should primarily exercise the role of advocating and promulgating benchmark information and stay away from getting involved in any way in strategizing. However, at some point the public will expect to see results and not solely data collection. Will enough of this occur without the Board's catalytic actions (which thus far it has been very good at)?

Precedence does exist for an expanded Board role in identifying strategies about sets of benchmarks. Both the November 1991 "Human Investment Partnership" and the January 1993 draft "Growth and Livable Communities" reports contain sections on "where, or how, to go from here." These reports do not, however, provide in-depth analyses of their proposed agendas.

2. To what extent should the Board analyze trends (progress) and reasons for those trends? The Board has been obtaining information on past state demographic changes and economic conditions and plans to present such information in the next Benchmark report.

However, analysis of reasons for progress (or lack of it) towards specific Benchmark targets is another matter. This latter task appears to be an important one for the Board to undertake. Underlying reasons for individual

benchmark movement include state, local, and federal program (and funding) changes, and many changes in external factors, most of which are not likely to be identified in a statewide examination of demographic and economic trends.

To help examine what has been happening the Board is planning to convene a series of meetings, and papers prepared for those meetings, on approximately eight major topic areas. These meetings are expected to include a wide range of experts and policy personnel. Whether such sessions will entail the thorough analysis desirable to examine progress on the benchmarks is yet to be seen.

Again, the problem for the Board is the extensive effort required to undertake such analyses. It will need agency and/or other outside (e.g. foundation?) assistance to undertake this in a comprehensive manner.

3. Finally, in a small number of our interviews, the issue arose as to whether the Board should attempt to develop benchmarks, or at least aspects of individual benchmarks, for which Oregon citizens and businesses have the primary responsibility. The thrust of the Benchmarks, thus far, at least in terms of the general perception (though the Board may intend otherwise) has been on what governments should do or oversee.

Should the Board also attempt to identify (with the participation of citizens and businesses) responsibilities for households and businesses? This is an intriguing possibility. (For example, state organizations representing businesses might select some benchmarks such as those on small business startups, drug-free work places, alcohol abuse, transportation, and child care -- and take responsibility for helping to reach the targets. However, the process should somehow provide that the responsible groups also consider the effects on interrelated benchmarks such as those relating to the environment.) To meet benchmark targets, help from citizens and businesses is needed. Would identifying citizen and business responsibilities be helpful?

### Recommendations

- R3: The Board should give considerable consideration to how it can proceed from solely identifying state benchmarks, tracking them, and identifying past trends, to encouraging and convening others to undertake an identification of options (in some detail) and analyzing them as to each option's likely costs and benefits, even if only rough estimates.

The Board, for example, might each year select two or three individual benchmarks, or clusters of benchmarks (especially ones likely to require considerable coordination among levels of government and the private sector) for which it would convene appropriate groups and resources to identify and analyze in depth strategy options. These would be on topics that could not likely be adequately examined through state agency auspices.

The Board might seek resources to support this effort from foundations and universities, as well as agency personnel.

- R4: The Board should encourage and sponsor analyses of reasons for benchmark trends (progress). It should review the trends collectively to provide a broader and more comprehensive picture of progress, and use the findings as a major part of its biennial benchmark reports. This task seems to be well within the Board's charter.

The Board will need to consider how it can best execute this task. The broad policy-level meetings and papers currently planned is a good start. However, these do not seem likely to provide the thorough in-depth examination that is desirable. The state executive branch will likely be a major resource for an expanded effort. Probably the executive branch agencies should be asked to be responsible for analyzing the trends in benchmarks for which they have been identified as the "lead" agency.

For the 1994 report, the Board should at least provide trend/progress analysis for the "urgent" benchmarks, at least those for which the executive branch has identified lead agencies that can be asked to provide progress information.

- R5: The Board should consider establishing explicit sets of responsibilities for citizens and for businesses. This is an idea that is somewhat farfetched. However, it seems to be worth some Board time to consider how such a process might work and whether it has merit and is practical given all the other Board tasks. Such an effort would have the advantage of helping get out the

message that the general citizenry and businesses have roles to play and responsibilities, and not merely their governments, in achieving many, if not most, of the benchmarks.

**Quality of the Current Benchmark Indicators, Targets, and the Executive Branch Performance Measures**

Following are the findings relating to the quality of the benchmarks, targets, and the executive branch performance measures. The primary criterion used in judging the benchmark and agency performance indicators was whether the individual indicators appear to be outcomes and not primarily indicators of the amount or type of activity.

1. **The benchmark indicators, by and large, appear to be a good set of strategic planning indicators. Most indicators are focused on end results that appear of significance. However, many benchmark indicators are quite broad, and as emphasized elsewhere in this report, often do not readily lend themselves to be used directly as performance indicators by state (or local) executive branch agencies.**

Most of the 272 benchmarks contained in the December 1992 "Oregon Benchmarks" report are indicators of outcomes and are surprisingly free of counts of process and work activity indicators. Below is a list of benchmarks that most clearly, at least to this author, may not be sufficiently end-results oriented. We emphasize, however, that these are judgments made without having heard the arguments for each of these.

- Numbers 35 and 36 on page 31: "Percentage of high school students with significant involvement in professional-technical education and entrepreneurial programs" and "Percentage of high school students enrolled in structured work experience programs." (Is merely being in these programs enough to be reasonably confident that they have increased their self-sufficiency to a significant extent?)
- Numbers 49 and 50 on page 33: "Percentage of employees working in firms which train over 50% of their work force 20 hours or more annually in work skills or work processes" and "Percentage of employee payroll dedicated to training and education." (Is the provision of training opportunities sufficient to assure a skilled and productive work force?) Numbers 30, 31, and 32 on page 57 on "Productive Employers" have the same problem. In fact, Number 32 on page 57 is a repeat of Number 50 on page 33.

- Numbers 84 and 85 on page 38: "Percentage of schools that have culturally diverse curricula" and "Percentage of schools that have conflict resolution curricula." (Would it not be considerably more meaningful to have a benchmark relating to the frequency of conflict and ethnic disturbance incidents, especially ones involving school-age children.)
- Number 54 on page 48: "Number of communities involved in a community-based strategic plan for law enforcement" (Involvement does not tell anything about the results desired from community policing.);
- Number 61 on page 49: "Rank in per capita arts funding" (This appears to be more of an input indicator. What was achieved by the funding?);
- Number 69 on page 62: "Percentage of agencies that employ results oriented performance measures" (Did this lead to any good for the state's citizens?);
- Number 68 on page 62 ("Percentage of public agencies which are high performance work organizations" (Did this lead to any good for the state's citizens?))

While these may be all good things to seek, they do not seem to represent the end outcomes desired by citizens. Rather they are means to achieve improved desired ends.

Most of the other benchmarks appear to be directed to important outcomes that most citizens would likely agree are important. Only a small proportion may not clearly meet this criterion, such as "number of 25-year-olds who have had a meaningful experience abroad" and "number of arts events attended per capita in Oregon per year." A number of the transportation and "access" benchmarks on pages 45 and 46 also can be challenged on the grounds that some citizens prefer being a long distance from their place of work or from airports, etc. (Other benchmarks can also be debated, but you can never satisfy everyone, or fully satisfy anyone.) However, a small number of such "marginal" benchmarks is only a minor issue.

A side observation: Why are there no benchmarks on the unemployment rate -- by no means adequately covered by the benchmarks on size of employment or earnings -- or on citizen feeling of security? These are almost always of major concern to citizens.)

Some of those we interviewed felt there were too many benchmarks and not enough resources to handle them. The number in itself, however, does not seem to be a major problem. While it can readily be argued that some benchmarks are questionable or of marginal importance, it can also be argued that other important issues are not covered



by the current benchmarks. In any case, the world is a very complicated place with many, many problems to be faced. If the benchmark process is intended to be comprehensive, a substantial number of benchmarks are needed.

2. Similarly, the local government benchmarks we have seen (the recent ones prepared by Multnomah County and the combined Portland-Multnomah County effort) were primarily end-result oriented, indicating that the Progress Board's encouragement for results-oriented benchmarks is being met by local governments.
3. We found this to be the case much less in the performance measurements we have seen from state executive branch agencies. We have reviewed the performance measurements recently reported by ten agencies and performance measures reported by other agencies in 1992. Some indicators, such as those of the Adult and Family Services and the Employment Department appears to contain adequate results-oriented indicators, but other programs do not appear to be as far along. This is an important obstacle to being able to link performance on outcomes to benchmarks. As noted earlier, the state executive branch itself feels this to be the case, estimating that only 25 percent of the agencies are currently providing quality performance measures.

It is clear that considerable work is needed including technical assistance and training for operating agencies and their programs to help them improve their results-oriented performance monitoring efforts. (More on this later.)

4. As to the specific Benchmarks' targets in the December 1992 report for out years, a number of the persons we interviewed believed that many of the targets will be extremely unlikely to be met and are unrealistic. How important is it to have "realistic" targets? On one hand, it is likely to be better to have realistic, achievable, targets to avoid the danger that people will not take the targets seriously, or get frustrated by them, or at a later date be embarrassed because they have not been met. On the other hand, it can be argued that the state should seek to make major advances and be encouraged to "re-invent" so that targets that currently do not seem achievable become achievable.

A few agencies pointed out that the budget pinch created by Measure 5 for state agencies means that some targets, such as those for 1995, are very likely to be unachievable. How should this be handled? It does not seem necessary to change the current benchmark targets. However, agencies should be able, where appropriate, to identify funding cutbacks as among the reasons for not meeting targets -- when they report to the Progress Board and the public on benchmark trends and progress (as recommended above).

(However, the executive branch annual agency performance measurement targets, if these are established as part of agency budget or annual plan submissions, should be based on expected resources and funding, rather than being the long-range objective.)

Rather than spending effort to revise the targets, it is probably better to leave them as is, recognizing that some will be extremely difficult to achieve. In the future, however, when new targets are set for benchmarks, we suggest that the targets be reasonably achievable but push the state hard for desired improvements.

### Effects on the State Legislature, Executive Branch, Businesses, Local Governments, and Citizens

#### Findings

1. The Progress Board, thus far, appears to have achieved remarkably good relationships with the Executive Branch and its agencies, and with local governments, businesses, and the legislature.
2. The legislature has included benchmark elements in major pieces of legislation, including the 1993 requirement for Executive Branch agencies to undertake performance measurement relative to the benchmarks. However, the evidence as to the extent to which legislative hearings have discussed progress on the benchmarks as part of deliberations is mixed. Probably, the benchmarks (and agency performance measurements) have not been major factors in most instances. Some legislators have taken well to the benchmarks and have asked benchmarks and results-oriented questions in hearings with the state executive branch. However, the majority of the persons we interviewed indicated that, by and large, legislators still have not progressed far into focusing on program results and program effects on benchmarks.
3. Legislative benchmark-related efforts will, however, become much more effective over the long-run if the state executive branch agencies can make substantial additional progress in identifying and obtaining data for meaningful indicators of service outcomes. This is usually currently lacking (as discussed elsewhere) and, thus, restricts the ability of legislators to discuss program performance on outcomes and benchmarks in a meaningful way, even if the legislators want to discuss them.

Some of the agency officials we interviewed reported that their legislators had liked the results-oriented information when the agency provided it.

4. The Progress Board and staff have done a fine job with their relations with the Executive Branch. The Progress Board is respected by Executive Branch agencies. These agencies appear to welcome the views and assistance of Board representatives.
5. While our conversations with Oregon businesses were highly limited, the message we received was that, by and large, the business community is supportive of the benchmark effort. Major controversies involving particular industries that might have caused substantial difficulties for the Board's efforts do not appear to have occurred thus far. This indicates that the consensus building and information sharing efforts of the Board and its staff have been successful thus far. (Over the long run, however, it can be argued, that if the Board's efforts are too non-controversial that perhaps the Board is not doing much of importance.)
6. The Progress Board and staff appear to have begun making major in-roads into obtaining city and county government interest in benchmark and performance measurement efforts. This appears to be occurring both in the metropolitan cities and the more rural areas of the state. The Progress Board and staff also appear to be establishing good relations with the state municipal and county associations on benchmark efforts.

By and large, however, the local governments do not appear to be able to relate very well to the Board's benchmarks. they do not believe they have much control over the state benchmarks. As already noted, many of the benchmarks tend to be quite broad and do not seem to local officials to relate well to many of their local activities (e.g. garbage collection). Also, the benchmark targets are statewide and do not reflect differences among local communities. The local governments appear to prefer to establish their own benchmarks, ones including such issues as street cleanliness and feeling of security. Because of state legislation and added funding, however, county commissions on children and families are developing plans that incorporate selected Oregon benchmarks, but based on county-specific data. As county-specific data are developed, this should spark considerably more interest in benchmark-related information at the local level.

Local government officials told us that they needed help in identifying appropriate methodologies that they could use, both as to the benchmark processes involved and the specific performance measurement procedures (such as customer survey procedures) -- perhaps through some form of central state institute.

7. The Progress Board's recent outreach to community leaders, not solely public officials, also appears to be a positive step and should be continued. (The electronic voting process appears to have been very popular and has helped gain interest in the sessions.)

8. The people we spoke with, and this includes Board members themselves, were about unanimous that a deficiency in the outreach efforts was not reaching the general citizenry of the state. It was agreed that most citizens know little, if anything, about the benchmark efforts. Those we interviewed felt that the Progress Board should attempt to do something about this. This raises the question as to what is the citizen's role, and how much the general citizenry needs to know about the Board's efforts.

### Recommendations

- R6: The Board should take advantage of its good relationship with the executive branch to encourage the executive branch and its agencies to improve their results-oriented performance measurement and the links to the benchmarks. (This should be done in a way that encourages managers at all levels of the state government to use the performance measurement process to help them improve the effectiveness of their programs). The Board and its staff should encourage actions such as those listed in the later section on "Recommendations for State (and Local) Executive Branch Agencies."
- R7: The Progress Board should spend some time addressing the question as to what roles citizens and businesses should have in the benchmark process.

Perhaps the primary need is for citizen support for the strategic planning and results-oriented effort. This support is desirable, and may be needed over the long run, to help keep the Progress Board in existence and as non-political as possible.

What other roles should the citizenship be expected to play? Citizens probably should be aware of the benchmarks and be encouraged to contribute their support, and even time, to help address those benchmark subjects about which a citizen is particularly concerned.

The Board may want to ensure that key Board reports, such as the biennial Oregon Benchmarks reports, are provided to each community library (preferably in some visible location and not gather dust on an obscure book shelf). Other modes might be to make available to community groups and libraries, such items as posters that show progress towards benchmarks, preferably displaying local/county data (where available) on individual benchmarks.

To gain real citizen support, however, we suspect citizens will want evidence that Progress Board efforts are leading to improved services. To some extent, some (but a highly limited number) of individual citizens may get involved

when a state or local agency tackles a particular benchmark or performance indicator, such as teenage pregnancy. Participation from individual citizens on committees or in larger group sessions might be encouraged to provide input into action plans aimed at addressing specific issues.

As discussed earlier, the Board also may want to consider the idea of establishing a set of general citizen responsibilities relating to the benchmarks to reflect the responsibilities of individual citizens. The use of citizen responsibilities is likely to be most useful if they are attached to specific benchmarks.

- R8: With a large turnover of state legislators expected in 1995, the Progress Board (and Executive Branch) should provide information, including workshops if possible, to new legislators (and also those returning) to discuss the benchmark process and advantages of focusing on benchmarks/results-oriented issues. (One agency official noted that the Board's audio-visual presentation was quite effective and might be used to help in briefings to the legislature.)

### **Findings and Recommendations Relating to the 1994 Progress Board Benchmark Report**

We have the following findings and recommendations for the forthcoming Benchmark biannual Report.

1. The format of the report can be made more reader-friendly. A number of readers of the benchmark reports found the numbering and categorization arrangement difficult to navigate.
2. The Board should consider the option of numbering the benchmarks consecutively from 1 to 272 and retain these numbers whenever referring to individual benchmarks. Thus, each benchmark would have its own unique number. While this change might bother some people who have been using the old numbers, we suspect that the new report will have a major new audience, one that would be helped by such consecutive numbering.
3. While the three-part breakout into "people", "quality of life", and "economy", is agreeable to some, these terms do not seem very informative. They often are not much of a guide to readers on where to find particular benchmarks. Are not all the measures aimed at helping "people" in Oregon? Are not all the benchmarks also aimed at improving the "quality of life" of people in Oregon? In addition, sometimes highly related benchmarks are present in different categories. (For example, benchmarks on "healthy babies and toddlers" are under "people" and "access to health

care benchmarks are under "quality of life." Such a split seems rather arbitrary.) This all makes it somewhat difficult to find particular benchmarks, or to find benchmarks relating to a particular subject.

Note that neither the recent Portland-Multnomah County (January 1994) nor Multnomah County (March 4, 1994) benchmark reports use the Board's three-part classification categories. Their groupings seem easier to understand; their categories more closely resemble the Board's sub-category labels. Nor did the 3-part categories appear to be used in the materials we saw on the community-level meetings sponsored by the Board.

One option is to switch back to the more common, and probably more informative, classic grouping such as: health, education, welfare/income/jobs, transportation/mobility, public safety, environmental protection, and leisure/recreation/culture -- or some similar breakout. This would increase the number of categories but is likely to be clearer to most readers -- and make it easier for readers to locate particular benchmarks in the report. This would not eliminate the inherent problem that some benchmarks apply to multiple categories, which will be the case no matter what categorization is used. The main objection to departing from the 3-part scheme is likely to be that more traditional categorizations may compartmentalize thinking and inhibit innovation.

The Board might use "customer feedback" and ask a set of "judges" to rate the clarity of various categorization variations.

NOTE: The sub-categories used to group the benchmarks, however, seem quite helpful and informative (e.g. "stable home life," "healthy babies and toddlers," etc.).

4. Another issue relates to updating the data in the report. To what extent will new data be available at the time that the next report is finalized? Some of the current gaps are still gaps. Some data are sporadically obtained, and new data may not be available in 1994 (such as 1990 Census data). This problem will limit the extent to which this new report can discuss trends in the benchmark values. The inclusion of a major section on state demographic trends, while seemingly attractive, has the disadvantage that it can become a distraction unless that data can be related to the benchmarks themselves.

The report is likely to be more informative and useful if the focus of trend information (demographic or otherwise) can be related to, and help explain, trends on specific benchmarks or clusters of benchmarks.

5. The report should be clearer about the year of the data covers for individual benchmarks. In numerous cases, the Benchmark data shown under 1992 in the 1992 report was from 1989 (U.S. Census data), 1990, or 1991. Can this be made clearer to users of the report? Providing the "endnote" information with sources and dates of data is excellent, but this is not sufficient given that the main body of the report shows all the data under 1992, regardless of the actual year to which the data pertain. While some report users may not care, this information can be misleading.

A similar, but more minor, concern is to identify whether the year, particularly the most current year, refers to the calendar or fiscal year.

6. The Board should consider including in the report, perhaps as an appendix, a table that displays at least the major agencies that have responsibilities relating to each benchmark. This would be similar to the "Matrix of Benchmarks by County Departments" included in the Multnomah County March 4, 1994 progress report on "Developing Benchmarks for Multnomah County." (The first page of that table is attached to this report as Exhibit A.)
7. Play-down, or avoid, comparisons with other Governments. While such comparisons are tempting, inevitable major differences between states in the way they operate and collect data and the timing covered by the data, means that such comparisons are fraught with hazards. A better use for data from other states is to help establish the benchmark targets for future years (after sufficient examination of the coverage of the data from other states to be sure the data are reasonably comparable). In general, comparative across-state data that is being collected and monitored by the federal government (such as public assistance error rates and response times) are most likely to be reasonably comparable.

The state would make better use of its scarce resources if put to obtaining good within-state data. For example, the county-by-county data that the Board is beginning to seek should provide considerably more useful and valid comparative information for the people of Oregon. This raises the question for the Board as to whether future reports, prepared after county-level data are available, should focus on county-level as well as statewide progress.

*Sub-county*

#### Recommendations for State (and Local) Executive Branch Agencies.

Many actions and activities to make the benchmark effort more effective need to be undertaken by state (and local) executive branch agencies. Below, we identify a number of such steps. We have discussed many of these with personnel of the Department of

Administrative Services (DAS) and with agency personnel. This list of actions is, at least in part, inspired by comments and suggestions from these state personnel.

1. Explicitly identify which of their performance measures are related to which particular benchmark. Thus far, this has been only partially and incompletely done by the agencies. The example given earlier in this report illustrates this issue and how it might be resolved.

The Oregon State Police has begun to tackle this linkage problem. "People" benchmark #79 (page 36 of the December 1992 benchmark report) is "Deaths due to unintentional injuries per 100,000 annually." But this includes deaths due to a variety of causes, such as accidents and fires at home, over which the state police have little if any authority, as well as motor vehicle accidents, over which the Patrol Division has considerable influence. Even with motor vehicle deaths, however, the State Patrol Division has responsibility for only some roads in the state, with other roads the responsibility of local governments. Thus, the Oregon State Police have carved out only one piece of the benchmark in its performance measure "the number of deaths due to motor vehicle accidents on state roads." Along with such additional information as the causes and locations of the accidents, state police personnel can decide on changes to reduce accidents and fatalities. (A side note: the benchmark might be revised to cover a wider scope by including injuries leading to hospitalization and not only deaths.)

State leaders, perhaps with the encouragement of the progress board, might go further and give some responsibility to the state police for encouraging local governments to improve road safety (such as by providing workshops on the subject to local police, etc.). However, this still would not cover other causes such as deaths due to home accidents and fires.

For performance measures for which the agency finds no related benchmark, the agency should be asked to provide a rationale for the performance measure. A lack of linkage should, however, not be used automatically to delete performance measures. Those measures may still be related to activities that the State, and its legislature, believes important but have not been picked up in the set of Benchmarks.

2. Identify which benchmarks require effort by more than one agency. The state should identify one of these agencies as the "lead" or "coordinating" agency on each benchmark, with the responsibility of coordinating with other agencies, both in reporting and in undertaking whatever cooperative activity is needed. This is currently being done for "urgent" benchmarks, but not for the others.



The format used by Multnomah County in its March 1994 report (and shown in Exhibit A of this report) might be used by the state government to display these relationships, with the addition of identifying the coordinating agency for each benchmark.

3. Provide additional help in the form of technical assistance and training opportunities to many state agencies to help them develop more end-oriented outcome measures as well as to assist them in identifying their performance measures' linkages to the benchmarks.
4. Ask each agency and each agency program to categorize each of their measures as to whether each measures an outcome or indicates the type and/or amount of activity. Outcomes can be defined as effects of the agency that take place outside the agency and relate to the program's customers. Many performance measures currently being reported by many agencies do not appear to measure service outcomes. This does not mean that these activity measures should be dropped. They are likely to be useful for managing program operations. However, they should be labelled as activity measures so as not to mislead either program personnel or other users of the data. All too frequently in the United States, public agencies have been sloppy in their categorizations of performance measures leading to confusion and the de-emphasis of real outcome information.

DAS should develop clear definitions of these two categories of performance measures and help the agencies to categorize their measures properly.

5. Distinguish and group separately two categories of outcome measures: "intermediate outcome" and "end outcome" measures. This will make the measurements clearer and more useful to agency managers and other officials. Operating agencies will usually find it highly useful to track intermediate outcomes as well as end outcomes. Intermediate outcomes will have less direct linkage to the benchmark indicators than end outcomes, which should relate much more directly to benchmarks.

This is illustrated by the diagram shown in Exhibit B for a program aimed at getting people to stop smoking. The "number of programs held" by the agency is a measure of agency activity. The "number of smokers attending the program" and the "number completing the program" are intermediate outcomes. Programs will want to track these measures since they indicate the program's success in attracting clients and getting them to at least complete the program. However, these measures provide little if any information on the end results sought by the program: stopping smoking and improved health. Measures such as "number, and percent, who were no longer smoking as of 12 months after completion of the program" is an appropriate and important "end" outcome measure. Reduction of the "incidence of smoking-related

illnesses" is the long-run objective and should also be measured. However, because of the potentially long interval between smoking and illness problems, this latter measure is less likely to be of timely use to program managers for improving their programs.

6. Separate out measures of agency work force development and categorize them as such. A number of the agencies have included with their performance measures, measures that relate to the work environment and development of the work force. While work force development is important for agencies, it is an internal element and its measures should be separated from outcome measures. At least, they should be grouped separately, as done by some state agencies.

7. Develop a common, standard format for agencies to use to report outcome measure values. DAS should work with the operating agencies to develop the format. This will make it easier for legislators, legislative staff, and central executive branch officials to understand the information they get from the operating agencies. We found a range of reporting formats currently being used, though some common features were usually present. While there is virtue in decentralization, for central reporting too much variety can cause confusion and leads to different types of information being provided by different programs.

An illustrative format, adapted from those of several Oregon agencies, is attached as Exhibit C. The format should contain a section that identifies to which benchmark the agency performance measure is linked and why. If the measure does not link to any benchmark, a rationale for its inclusion should be provided.

8. Place more emphasis on making the performance measurement process, and thus the benchmark process, useful to the middle and first-line managerial/supervisory level of government. These first-line managers, and their staffs, have key, major, roles in service delivery and its planning. This has been a fatal absence in most United States government performance measurement efforts. It clearly is currently a major problem for the Oregon state government. While a few agencies indicated to us that they had, or were beginning such efforts (such as Adult and Family Services, Employment, and Corrections), for the most part this has not yet occurred. The following seven recommendations (9-15) are aimed at alleviating this problem and obtaining more interest in, and use of, the performance measurement and benchmarks to improve program services.
9. Provide each manager with regular performance reports that identify the outcomes of the effort under that particular supervisor's responsibility. This will much better enable these supervisors to use the performance information to help them manage and improve their services. We found that currently only a few programs appeared to be providing such reports to their supervisors.

10. Ask each program manager at the beginning of the reporting year to establish a target for that year. This target should be set by the program manager, with review by the manager's supervisor. Currently, many agencies are reporting progress against what are labelled "potentials." However, these targets appear to be long-range targets, rather than being realistic targets for the year based on budgeted resources and external factors. Annual targets should be based on such information as: expected staffing and dollar resources; projections relating to next year's demographic and economic conditions; and anticipated changes in federal regulations. (Preferably, such targets and the program's proposed budget, would be derived from a serious planning effort that leads to an action plan for achieving the planned targets within the budgeted resources.)

Progress towards the targets should be reported on a regular (e.g. quarterly) basis and be reviewed by the program manager, the program manager's staff, and the program manager's supervisor to determine whether improvement actions are needed.

*11. neighborhood  
center tract  
floc*

Encourage each program to identify key service or customer characteristics for which each outcome measure should be disaggregated. Typical breakouts might be to tabulate outcomes by service location, customer characteristics, or by the type of service provided. Such disaggregations can be tremendously useful to program managers and other state officials in identifying where performance is high and where it is not. For example, the Department of Corrections distinguishes low-risk from high-risk offenders, as well as outcomes for each facility.

12. Encourage each program to provide explanatory material in their performance reports, especially where the outcomes deviate substantially from that expected. A good model for this is that used by the Oregon Employment Department, whose performance reports contains a section called "Performance Discussion." (As illustrated in Exhibit C, a section of the performance measurement report format should ask for such explanatory information.)
13. Provide additional training to program managers in how to use performance information to help them improve their programs. Unfortunately, experience indicates that program managers often think of outcome measures as being undertaken merely to respond to higher level requirements and for budgeting purposes. (For example, one state official reported to us that executive branch managers felt that performance measurements are for the purpose of getting dollars from the legislature and not for their own use in managing their program operations.)

While the use of performance information for developing and justifying a budget is certainly one important use, it is by no means the only one. Managers, for example, should be encouraged to use their regular quarterly performance reports to hold "How

Are We Doing Sessions?" with their staffs to discuss problems and successes indicated by the data and to develop action steps for improving weak past performance (and, subsequently, to assess whether past corrective actions have led to improved outcomes).

14. Provide training for program personnel on selected technical issues, such as: development of performance measures, how to undertake systematic customer surveys, and tools and approaches for analyzing the outcome data obtained.
  15. Encourage agency officials to (a) discuss outcome information in regular reviews of their programs; (b) include outcome information as part of any internal performance agreements with agency managerial personnel; and (c) use results-based performance contracts with outside public and private agencies. Contracts and other forms of agreements with for-profit and non-profit organizations and local governments should be more focused on the results expected, not merely how the dollars are used. (Positive incentives might be built into contracts to reward service delivery agencies that exceed targets.)
  16. Require that capital investment proposals also be justified, at least in part, by their relation to benchmarks and program outcomes. We did not explore this issue with state agencies, but this has been a gap in all the state (and local) capital improvement plans that we have seen over the years.
  17. Avoid the use of the term "effectiveness," rather than "outcome" when categorizing its performance measurements. This is a minor semantic issue, but it can lead to confusion. The state should be explicit when dealing with managers, elected officials, and the media that outcome data provides scorecard information but does not usually indicate the extent to which program actions actually caused those outcomes -- (just as profit and loss statements of private businesses do not indicate whether management caused the results).
- The state should save words such as "effectiveness" and "impact" primarily for situations where the state has evidence that its programs have caused the outcomes, such as when an in-depth program evaluation has been done. (However, for some measures, especially "intermediate" outcomes measures, such as those that measure response time of government personnel to provide a service, the relation between program effort and the outcome is fairly clear. Then a strong cause-effect relationship can be claimed by the program.)
18. De-emphasize the use of overall "performance indices," especially for presentations outside the agency. They can be distracting, confusing, and even misleading to users of the performance information. A number of agencies have been combining their

individual performance measures into a single overall performance index. Not always so obvious is that these indices depend on major subjective judgments about the relative value (weight) of each performance measure and subjective judgments about the values of achieving various levels of performance. (The values of each performance measure are mapped onto a common scale, such as 0-10.) Such performance indices have the virtue of combining multiple values into one overall performance index.

Such indices, however, also hide the considerable subjectivity that goes into them. For example, the Vocational Rehabilitation Division, gives a weight of only 10 out of 100 to its key outcome measurement, the "percentage of clients whose cases have been successfully closed and who remained employed at 18 months following closure." Other performance measures take up the other 90 points, including various activity and work force development measures. While this may make good sense internally, it clouds the findings on outcome-oriented measurement.

The progress on individual outcome measures should be important to both managers and elected officials and should be highlighted. (Fortunately, in all the cases in Oregon that we have seen where these indices were used, the agencies also provided data on the individual performance indicators. Nevertheless, the Executive Branch should think through whether this additional number juggling is worth additional effort and whether it adds more confusion than light.)

### Some Final Thoughts and Suggestions

1. The major existing technical problem is the need to encourage state (and local) agencies to identify and collect information on end outcomes, many of which will be related to the benchmarks. Measurement problems can be quite severe. The State and local agencies have not yet really faced up to these problems. Obtaining data on many benchmarks and agency performance measures is going to be difficult.

Some benchmarks and performance measures require new or revised data collection procedures that can be burdensome and costly, at least initially, to the operating agency. For example, obtaining reasonably valid customer feedback information on a regular basis, such as on customer satisfaction, requires professional help to develop questionnaires and sampling procedures, and effort to administer the surveys to obtain adequate response rates and data quality. While data for many benchmarks and agency performance measures can be derived from ongoing information systems, many cannot.

2. As discussed earlier, a major gap exists in the linkage between benchmarks and the performance measures identified by state agencies. Many persons we interviewed reported that the benchmarks were much broader than the responsibility of individual programs, and were affected to a considerable extent by circumstances beyond their ability to control. As indicated earlier, the agencies need help to at least identify their own share of the benchmarks and, where legislation and resources permit, to identify new activities they can do to widen their ability to affect the benchmarks. Similarly, the state needs to identify which agencies and programs, and which levels of government, are involved with each benchmark. Then, the Progress Board and state government will be better able to assess coverage and gaps, and sort out who should help, including identifying responsibilities of individual state agencies.
3. The current lack of full understanding of benchmarks and agency performance measures and use by legislators, needs to be alleviated and will continue to limit the usefulness of the benchmark efforts. (Note, however, that to a substantial extent this is understandable given the lack of meaningful outcome information provided to them by most state agencies.)
4. The Progress Board effort is still highly dependent on the support of the Governor and by the quality of key Progress Board staff. The effort has not yet been really institutionalized. If, at some later time, a less interested Governor, an antagonistic legislature, or less effective Progress Board staff is present, the excellent work, thus far, of the Progress Board could dissipate.
5. The Board and its staff should, to the extent that its resources permit, assist the Executive Branch by commenting on submissions from individual programs and agencies as to their mission statements and performance measures, such as suggested above for the Executive Branch -- especially as related to benchmark issues. If the Progress Board can provide help to the Department of Administrative Services and agencies on ways to improve the quality of their performance measurement efforts and their linkages to the benchmarks, this could be very helpful in producing needed improvements to the whole effort.
6. As suggested by some of those we interviewed, the Progress Board should help agencies identify and convene people and organizations to advise agencies in their efforts to develop and analyze specific strategies for improving the values of individual, or groups of, benchmarks, especially those benchmarks that require major outside-government cooperation. The idea here is not for Progress Board to get into the analysis of how to make program improvements but to help the agencies, when they feel they need help, to obtain a comprehensive outside perspective on important issues.

7. The Board might want to put additional effort into encouraging private foundations to focus on benchmark areas, as, we understand, two Oregon foundations are already doing.
8. The Board might issue a periodic newsletter on benchmark activities, for wide distribution to state and local agencies and perhaps to local libraries. This would provide an additional communication channel for benchmark activities aimed at a wider audience.
9. The Board should be careful to avoid "overselling" what it is doing and what it is accomplishing. This overselling probably occurs mostly by others outside Oregon. However, the Progress Board needs to be particularly careful that it does not contribute to this. Progress while extensive, nevertheless, has not yet produced major evidence that the Board's work has actually led to major improvements of the benchmarks. It is probably still too early to expect such improvements.

Overall the progress made by the Progress Board, with its multi-faceted approach -- legislative and executive branches, state and local, public and private sectors -- has been remarkable. The long-run challenge for the Progress Board is to help turn this into real change and real positive outcomes for Oregon's citizens.

2/8/94	<b>MATRIX OF BENCHMARKS BY COUNTY DEPARTMENTS</b>									
<b>Multnomah County Benchmarks</b>	<b>County Departments With Related Responsibilities</b>									
	<b>CHILDREN &amp; FAMILIES</b>	<b>HEALTH</b>	<b>AGING</b>	<b>JUVENILE JUSTICE</b>	<b>MCSO</b>	<b>D C C</b>	<b>D A</b>	<b>D E S</b>	<b>LIBRARY</b>	<b>OTHER</b>

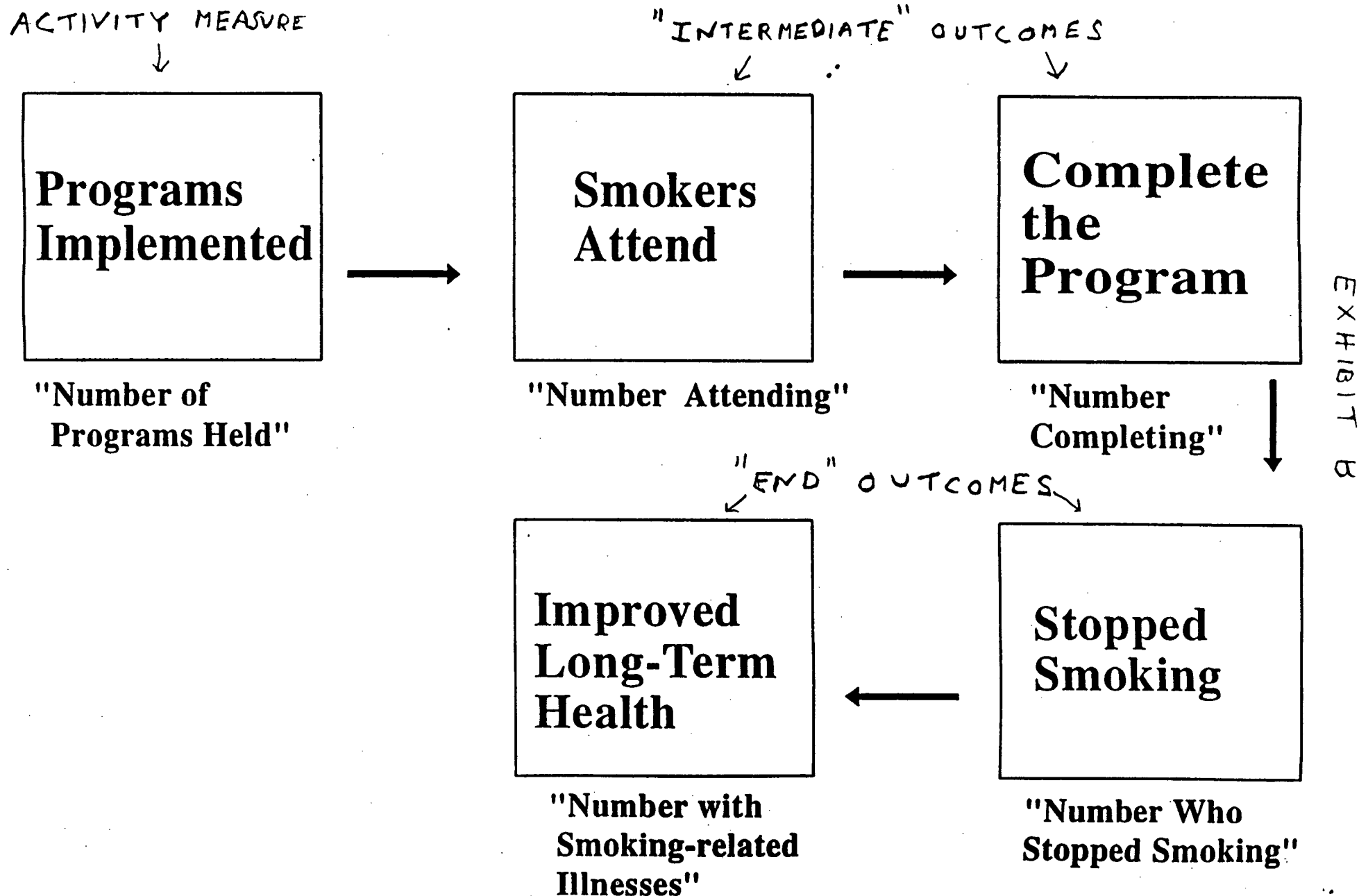
<i>Teen pregnancy - Pregnancy rate per 1,000 females ages 10 - 17 [ by ethnicity]</i>	✓	✓		✓						
<i>Prenatal Care - Percentage of babies whose mothers received adequate prenatal care beginning in the first trimester.</i>	✓	✓		✓	✓	✓				
<i>Drug -Free Babies - Percentage of infants whose mothers did not use illicit drugs, alcohol or tobacco during pregnancy.</i>	✓	✓		✓	✓	✓				
<i>Immunization - Percent of two year olds adequately immunized.</i>	✓	✓		✓						
<i>Health Care Access/ Economic - Percentage of population with economic access to health care [ by ethnicity]</i>	✓	✓	✓							
<i>Health Care Access / Geographic - Percent of citizens who have geographic access to basic health care</i>	✓	✓	✓							
<i>Teenagers' Sexually transmitted diseases- rate per 1,000 population ages 10 - 19.</i>	✓	✓		✓						

EXHIBIT A



# Example of a "Cause Effect" Logic Diagram

## Stop-Smoking Program



Department of Human Resources  
Adult and Family Services Division  
Performance Measurement

EXHIBIT C

**Measure: Percentage of clients getting jobs**

**Definition:** Clients getting jobs include all ADC single-parent and ADC two-parent families and all ADC applicants in job search who got a job (full-time or part-time) during the month. This sum is divided by the total caseload in these programs during the month.

**Demonstrates:** Clients moving into employment is one of the best overall indicators of agency program success in achieving client self-sufficiency.

**Potential:** The 10 percent placements rate was based on Field Services Section wanting a high goal for this measure, which is consistent with the self-sufficiency concept.

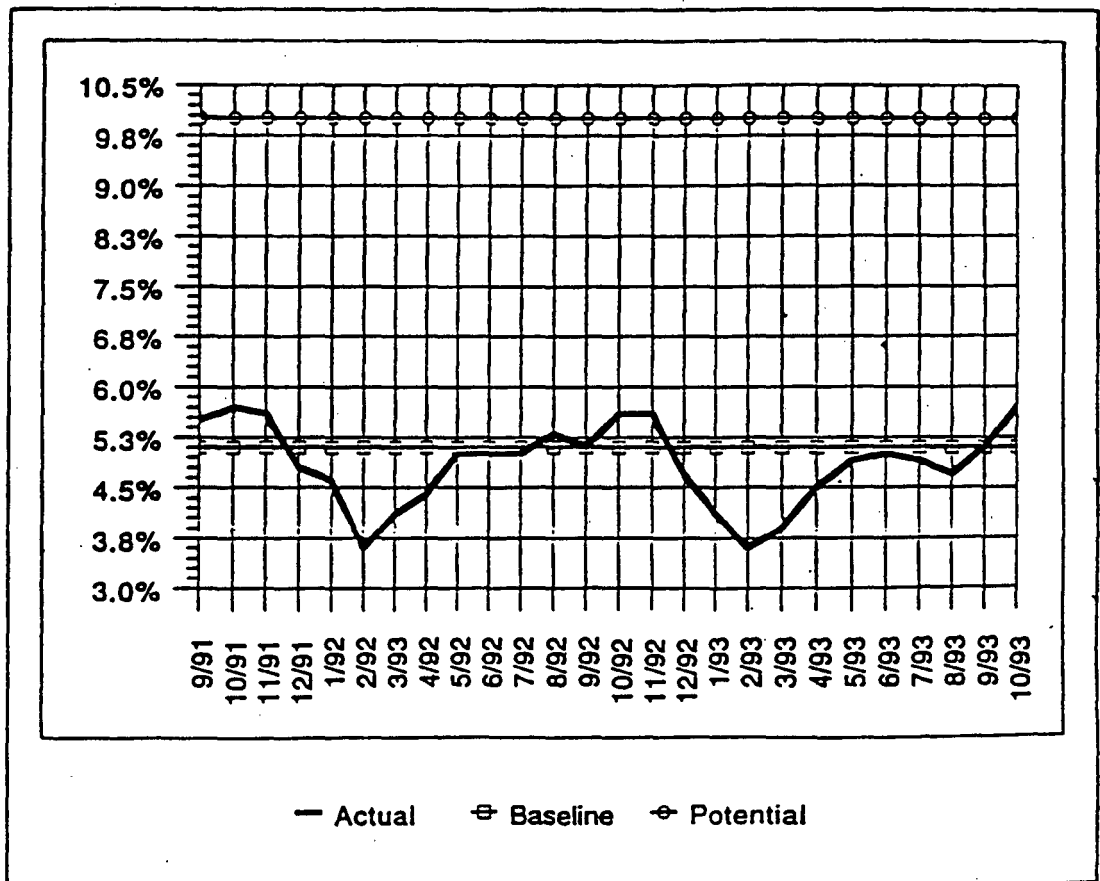
**Baseline:** The average placement level from October '90 through June '91 was used to set the baseline of 5.1 percent.

\* Target for Year: 5.5 percent.

\* Benchmarks: Related to People #3, and Economy #7 and 8.

\* Show  
Quarters  
Instead  
Month

Month	Actual
9/91	5.5%
10/91	5.7%
11/91	5.6%
12/91	4.8%
1/92	4.6%
2/92	3.6%
3/92	4.1%
4/92	4.4%
5/92	5.0%
6/92	5.0%
7/92	5.0%
8/92	5.3%
9/92	5.1%
10/92	5.6%
11/92	5.6%
12/92	4.7%
1/93	4.1%
2/93	3.6%
3/93	3.9%
4/93	4.5%
5/93	4.9%
6/93	5.0%
7/93	4.9%
8/93	4.7%
9/93	5.1%
10/93	5.7%



\*Performance Discussion (Explanation for Unusual Values):

**RECEIVED**

**JAN 27 1995**

**PROGRESS BOARD**

# **FUTURE VISION**

**Report of Metro's Future Vision Commission  
Values, Vision Statements, and Action Steps**

**January 24, 1995 - DRAFT**

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## PREAMBLE

In 1805, Lewis and Clark came to this region, sent by President Jefferson on a journey of peace and friendship, scientific exploration, conquest, and discovery. Beginning in the 1840's, thousands of pioneers made an arduous 2,000 mile, eight month trek along the Oregon trail to river valleys with rich farmlands and mountains with vast forests. Today, people are still attracted to this region for its jobs, natural beauty, and culture of livability. Simply put, this is a great place to live. We want to keep it that way.

However, today we are on an equally arduous journey into the future, one that challenges our expectation that this will continue to be a place where people choose to invest their talents and energy to keep what is good and fulfill our hopes for this land and all of its peoples. We must act now and together. We offer this vision of the nine-county region in 2045 as a first step in developing policies, plans, and actions that serve our bi-state region and all its people.

The bi-state metropolitan area has effects on, and is affected by, a much bigger region than the land inside Metro's current boundaries. Our ecologic and economic region stretches from the crest of the Cascades to the crest of the Coast Range, and from Longview on the north to Salem on the south. Any vision for a territory as large and diverse as this must be regarded as both ambitious and a work-in-progress. We offer this document in that spirit.

This vision has been developed with the expectation that individual dreams and effort will matter. Our region is a place that rewards those who commit themselves to keeping and making it a great place to live. Our region is a place where people act to meet the future, rather than waiting to cope with its eccentricities. History teaches the often cruel lesson that a community that does not possess a clear vision of the kind of future it wants is not likely to be satisfied with the one it gets.

47 Making the effort to identify what we want, and then acting purposefully and collectively to  
48 achieve it, is critical.

49  
50 Your Future Vision Commission has attempted to reflect the hopes and conscience of the people  
51 who live here - we are neither oracles nor social engineers. Rather, we affirm differences in  
52 thought and ways of life. We celebrate the individual as well as the community. We encourage  
53 self-reliance and self-fulfillment as well as civic participation and civic pride.

## VALUES

Our way of life in this region embodies a number of interconnected values that are essential to facing the future wisely:

- We value taking purposeful action to advance our aspirations for this region, shaped by the realization that we should not act to meet our needs today in a manner that limits or eliminates the ability of future generations to meet their needs and enjoy this landscape we're privileged to inhabit.
- We value natural systems for their intrinsic value, and recognize our responsibility to be stewards of the region's natural resources.
- We value the greatest possible individual liberty in politics, economics, lifestyle, belief, and conscience, with the full understanding that this liberty cannot be fully realized or long endure unless accompanied by shared commitments for community, civic involvement, and the health of our environment as a whole.
- We believe in the conservation and preservation of natural and historic landscape resources. Widespread land restoration and redevelopment must precede any future conversion of land to urban uses to meet our present and future needs.
- We value economic development because of the opportunities it affords us all, but recognize that there can be true economic development only with unimpaired and sustainable natural ecosystems, and suitable social mechanisms to insure dignity and equity for all, and compassion for those in need

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- We value our regional identity, sense of place, and unique reputation among metropolitan areas, and celebrate the identity and accomplishments of our urban neighborhoods and suburban and rural communities as well.
- We value participatory decisionmaking which harnesses the creativity inherent in a wide range of views, dissenting and consenting, about the past, present, and future.
- We value a life close to the beauty and inspiration of nature, incorporated into urban development in a manner that remains a model for metropolitan areas into the next century.
- We value vibrant cities that are both an inspiration and a crucial resource for commerce, cultural activities, politics, and community building.
- We value meeting the needs of our communities through grass-roots initiatives that are always aware of and in harmony with the collective interest of our overall metropolitan community.
- We value a cultural atmosphere and public policy that will insure that every child in every community enjoys the greatest possible opportunities to fulfill his or her potential in life. It is, after all, primarily for them, and for their children, that we propose this vision.



## VISION STATEMENTS AND ACTION STEPS

### Introduction...

The Metro Charter, approved by voters in 1992, calls for the creation of two new planning products: the Future Vision and the Regional Framework Plan. The Future Vision is described in the Charter as follows:

“(1) Future Vision. (a) Adoption. The council shall adopt a Future Vision for the region between January 15, 1995 and July 1, 1995. The Future Vision is a conceptual statement that indicates population levels and settlement patterns that the region can accommodate within the carrying capacity of the land, water, and air resources of the region, and its educational and economic resources, and that achieves a desired quality of life. The Future Vision is a long-term, visionary outlook for at least a 50-year period. As used in this section, “region” means the Metro area and adjacent areas.

(b) Matters Addressed. The matters addressed by the Future Vision include but are not limited to: (1) use, restoration, and preservation of regional land and natural resources for the benefit of present and future generations, (2) how and where to accommodate the population growth for the region while maintaining a desired quality of life for its residents, and (3) how to develop new communities and additions to the existing urban areas in well-planned ways.

...

(e) Effect. The Future Vision is not a regulatory document. It is the intent of this charter that the Future Vision have no effect that would allow court or agency review of it.”

Metro is also directed to develop a “Regional Framework Plan” consisting of a number of

127 individual plans for issues of regional significance--the transportation system, urban growth  
128 boundary, water resources, air quality, and housing densities, among others. The relationship  
129 between the Future Vision and the Regional Framework Plan is explained in the Charter as  
130 follows:

131 "The Regional Framework Plan shall: (1) describe its relationship to the Future Vision,  
132 (2) comply with applicable statewide planning goals, (3) be subject to compliance  
133 acknowledgement by the Land Conservation and Development Commission or its  
134 successor, and (4) be the basis for coordination of local comprehensive plans and  
135 implementing regulations."

136

137 Your Future Vision Commission has developed this document in response to both the requirements  
138 and the spirit of the Charter. The following vision statements, in concert with the Future Vision  
139 Map, provides the "conceptual statement" sought by the framers of the Charter and directly  
140 addresses Charter requirements in the following ways:

141 • The Region - our area of interest is not the "3-county" or "4-county" area, but nine  
142 counties (Clackamas, Clark, Columbia, Cowlitz, Marion, Multnomah, Polk, Washington,  
143 and Yamhill) which interact now and will interact more completely in the future. We can  
144 no longer afford to view ourselves apart from this larger metropolitan context, itself a part  
145 of Cascadia, North America, the Pacific Rim, and a truly international economy.

146 • Population Levels and Settlement Patterns - our work has depended on population  
147 projections and scenarios for its allocation developed through existing planning processes  
148 in Oregon and Washington. The Future Vision Map depicts the relationship between this  
149 written document and the landscape of the 9-county, bi-state region.

150 • Carrying Capacity - this metropolitan area, like all others, exceeded its physical  
151 carrying capacity long ago. Our style of life depends on the importation of energy,  
152 materials, capital, and "brain power" from all over the world. We've also found that

153 traditional biological models of carrying capacity are simply too narrowly drawn to be of  
154 much use in a metropolitan setting. Though some will seek a number that ought to  
155 represent the maximum population that this region can sustain, our discussions and study  
156 of this issue lead us to the conclusion that settling on a number is artificial and  
157 unproductive.

158  
159 In fact, the question is not so much whether we have or have not exceeded carrying  
160 capacity in some absolute sense, but whether our continuing inhabitation of this landscape  
161 is occurring in a manner that will allow us to meet established criteria for protecting human  
162 health and the environment, and serves our values associated with livability and  
163 sustainability. Quite simply, carrying capacity must be viewed and discussed in a cultural  
164 and social as well as physical context.

165  
166 For that reason, and based on our review of the carrying capacity concept, we have chosen  
167 to approach carrying capacity as an issue requiring ongoing discussion and monitoring.  
168 We believe that the relevant question is not "when" carrying capacity will be exceeded, but  
169 "how" we will collectively restore, maintain, and enhance the qualities of the region central  
170 to sustaining our health, the quality of the natural environment, and the ability of future  
171 generations to take action to meet the issues of their time.

172  
173 Sustainable communities will come about through the skillful blending of factual data, our  
174 values, and new ideas in a public discussion occupying a place of honor in this region, not  
175 through blind adherence to numerical thresholds that cannot be specified, much less met.  
176 Hence, carrying capacity is not a one-time issue, a single number, a simple answer, but an  
177 ongoing question for us all.

179 • New Communities - this vision does not call specifically for the creation of new  
180 communities. We choose, instead, to focus on the restoration and redevelopment of what  
181 has already been committed to non-resource use. However, the values, vision statements,  
182 and map, taken together, describe the nature of our region in 2045, and as such can be used  
183 as a template for what any community, new or old, ought to embody.

184  
185 • Other Issues - there are a number of issues that will require us, in the future, to  
186 rethink some of our assumptions:

- 187 • telecommunications and information technologies are upon us but precise effects
- 188 on quality of life and urban form are not yet known;
- 189 • some aspects of our quality of life are likely to deteriorate with growth, some will
- 190 be enhanced;
- 191 • there will almost certainly be a change in the ways we use fossil fuels in the next
- 192 50 years;
- 193 • our sense of region will likely change as technology and the economy change.

194 After long discussion, we recognize that these issues and more will have profound and  
195 largely unknown implications for our vision and this region. Nonetheless, we must move  
196 forward with the belief that our region will rise to the challenges as they become apparent.

197  
198 The vision statements fall logically into three groups, based on our belief that as inhabitants of this  
199 bi-state region, we are committed to:

- 200
- 201 1) Each Individual - the development of each individual as a productive, effective
  - 202 member of this region. We believe that this region must make clear and unambiguous
  - 203 commitments to each individual in order that we all may have a vibrant, healthy place to
  - 204 live. This doesn't mean that our region must be all things to all people. It can't. Rather,

our challenge is to speak clearly about what we can and will do to support the ability of individuals to participate fully in the prospering and stewardship of this region, balanced by the responsibility of individuals to their community and region. Three vision statements are presented for our aspirations for individuals:

I-1 Children

I-2 Education

I-3 Participation

2) Our Society - the ability to state and act on the collective interest of our communities through civic involvement, a strong economy, and vital societal institutions. The ability to work together, in the truest sense, is the hallmark of great communities and flourishing societies. Engaging people with each other and with our economy, to solve problems and act on dreams, is the cornerstone for how we go forward into the future. Six vision statements are presented for our aspirations for our society:

S-1 Safety

S-2 Economy

S-3 Diversity

S-4 Civic Life

S-5 Vital Communities

S-6 Roots

3) Our Place - the physical landscape of the nine-county, bi-state region, the settlement patterns that have evolved within it, and the economy that continues to evolve. We live in a landscape of great variety and beauty, a stage for an enviable range of possibilities. Preserving that vast sense of diversity must be the core of our legacy of inhabitation. Eight vision statements are presented for our aspirations for our place:

P-1 Rural Land

P-2 Choice

231	P-3	A Life in Nature
232	P-4	Walking
233	P-5	Linkages
234	P-6	Downtowns
235	P-7	Equity
236	P-8	Growth Management

237 The vision statements have been developed with the elements of the Regional Framework Plan in  
 238 mind. Clearly, Metro has a critical role to play as planner, convener, monitor, and leader.  
 239 However, as in the past, the success we achieve in the future will be a collaborative  
 240 accomplishment. Keep in mind that the "strength" of this or any Future Vision for advising and  
 241 guiding policy and regulation is entirely dependent on its scope and persuasiveness. It is an  
 242 unparalleled opportunity to create an environment of consensus and predictability in the region for  
 243 what Metro's planning and policymaking ought to accomplish.

## **EACH INDIVIDUAL (I)**

• I-1 CHILDREN - In 2045, the welfare of children is of critical importance to our present and future wellbeing. Creating and sustaining public and private initiatives that support family life are among our highest priorities.

•To Achieve this vision:

--Recognize the needs of children as a critical metropolitan issue, and ensure that responsibility is assigned and assumed for meeting those needs.

--Regularly review surveys of children and families and incorporate the results in all facets of planning and policymaking in the nine-county region.

--Incorporate the needs of children for healthy, safe, and accessible living environments in Regional Framework Plan elements dealing with the transportation system, housing, urban design and settlement patterns, and parks and open space.

--Develop new partnerships involving business, government, citizen, cultural, and educational organizations to incorporate the needs and act on opportunities for children and their families as part of planning, budgeting, and administrative processes.

• I-2 EDUCATION - In 2045, education, in its broadest definition, stands as the core of our commitment to each other. Life-long learning is the critical ingredient that enables the residents of this region to adapt to new ideas, new technologies, and changing economic conditions. Our commitment to education is a commitment to equipping all people with the means to not only survive but to prosper in this landscape.

• To achieve this vision:

--Work with other government entities and with educational and cultural

270 organizations to ensure that:

271 - parents are aware that the foundation of a child's language is developed in

272 the first six months of life, and that infants should be read to from birth;

273 - public library policies, staffing, and resources are strong enough to reach

274 out and effectively serve all citizens;

275 - children receive an education that brings them to the entry level

276 competency of post-secondary education;

277 - our educational system includes an emphasis on both English literacy and

278 foreign languages, an understanding of evolving information technology,

279 and the ability to engage national and international opportunities at home, in

280 the community, and on the job.

281 --Provide adequate public and private support for a variety of institutions of higher

282 education to meet needs for life-long learning, including obtaining college degrees,

283 improving job skills, and simply enjoying the excitement of learning.

284 --Create and enhance cooperative ventures linking public and private enterprises to

285 ensure that:

286 - community arts and performance centers, community libraries and

287 schools, colleges and universities, concert halls, galleries, museums,

288 nature centers, and theaters are each vital links in an integrated educational

289 system for all residents;

290 - opportunities exist for all children and community residents, regardless of

291 income, to engage in the visual, literary, and performing arts in community

292 centers close to their homes.

293 --higher education in the metropolitan area draws its identity and mission

294 from its interaction with the people, communities, economy, and landscape

295 of our nine-county region. Here, higher education is truly a reflection of



296 the needs of our people, the role of the region in an international economy,  
297 and the unique opportunities afforded by our landscape and history.

298

299 • I-3 PARTICIPATION - In 2045, all residents, old and young, rich and poor, men and  
300 women, minority and majority, are supported and encouraged to be well-informed and active  
301 participants in the civic life of their communities and the bi-state region. Ours is a region that  
302 thrives on interaction and engagement of its people to achieve community objectives.

303 • To achieve this vision:

304 --Include citizen involvement and education programs as a core function for all  
305 government institutions, including schools.

306 --Promote an atmosphere of inclusiveness and tolerance of social, political, racial,  
307 and economic differences.

308 --Provide adequate funding to enable broad-based participation by all economic  
309 groups.

310 --Establish objectives for accessibility for all citizens to all civic programs and  
311 events, and actively seek their achievement.

312 --Initiate and facilitate ongoing discussion of this Future Vision in neighborhood  
313 and community forums.

314 --Coordinate a region-wide web for disseminating and collecting information  
315 involving public libraries, schools, business and civic organizations, and  
316 neighborhood and community groups.

317 --Strengthen neighborhood, community, and regional public library resources to  
318 continue to offer free reader, reference, and information services to all.

319

## OUR SOCIETY (S)

• S-1 SAFETY - In 2045, personal safety within communities and throughout the region is commonly expected as well as a shared responsibility involving citizens and all government agencies. Our definition of personal safety extends from the elimination of prejudice, to the physical protection of life and property from criminal harm. Our hope and expectation is for a society whose residents do not expect safety or protection to rely on guns or physical violence.

• To achieve this vision:

--Recognize that true community safety results from a collaborative effort involving citizens, their government, and business. Support local initiatives to address public safety issues in this manner through targeted public investment.

--Identify and address public and personal safety issues in the Regional Framework Plan elements dealing with transportation, urban design, and bi-state coordination.

--Identify public safety as a metropolitan area issue, rather than simply the concern of a single jurisdiction or agency.

--Train community members in alternative means for dispute resolution.

--Co-sponsor with community groups activities that are designed to increase community cohesion and the interaction of community members with each other.

• S-2 ECONOMY - In 2045, our bi-state, regional economy is diverse, with urban and rural economies linked in a common frame. Planning and governmental action have created conditions that support the development of family wage jobs in centers in the region.

• To achieve this vision:

--Direct all regional planning efforts to incorporate equitable economic progress for communities throughout the region as a critical component for modelling and

evaluation.

--Address the further diversification of our economy, the creation of family wage jobs, and the development of accessible employment centers throughout the nine-county region in the Regional Framework Plan elements for transportation, rural lands, urban design, housing, and water resources.

--Actively foster and engage enterprises that are attracted to our landscape and to the human resources already here...those firms that need what we have, not what we're willing to give away.

• S-3 DIVERSITY - In 2045, our communities are known for their openness and acceptance.

This region is distinguished by its ability to honor diversity in a manner that leads to civic cohesion rather than a narrow separateness.

• To achieve this vision:

--Focus public policy and investment on the creation of mixed-use communities which include dedicated public space and a broad range of housing types.

--Reinforcing cross cultural understanding and tolerance through positive celebration of our region's diverse heritages and support for cultural expressions.

--Publicly recognize efforts, both public and private, that encourage all citizens to be full participants in the civic and economic life of the region.

--Address the creation of community cohesion and a true civic culture in Regional Framework Plan elements concerned with urban design, housing, and bi-state governance.

• S-4 CIVIC LIFE - In 2045, citizens embrace responsibility for sustaining a rich, inclusive civic life. Political leadership is valued and recognized to be in service to community life.

• To achieve this vision:

372 --Enact campaign finance and other reforms which make the pursuit of elective  
373 office and the expression of minority views without fear of retribution a realistic  
374 goal for all citizens.

375 --Strongly support public involvement in government initiatives, and provide  
376 resources needed to develop innovative ways for expanding opportunities for  
377 participation and making it more useful and effective for citizens and communities.

378  
379 • S-5 VITAL COMMUNITIES - In 2045, communities throughout the bi-state region are  
380 socially healthy and responsive to the needs of their residents. Government initiatives and services  
381 have been developed to empower individual communities to actively meet the needs of their  
382 residents. The economic life of the community is inseparable from its social and civic life.  
383 Coordinated initiatives for health care and support for meeting basic needs are extended to those in  
384 need, where they live.

385 • To achieve this vision:

386 --Identify needs and solutions to community problems from the neighborhood  
387 level, and actively work to enlist all units of government in supporting and acting  
388 on these grassroots agendas rather than allowing governmental entities to insulate  
389 themselves from participating.

390 --Incorporate specific expectations for a basic standard of living for all citizens in  
391 Regional Framework Plan elements concerned with urban design, housing,  
392 transportation, and parks and open space.

393 --Recognize the presence of chronic poverty as a metropolitan issue. Support local  
394 initiatives to address chronic poverty through targeted public investments, revisions  
395 in tax codes, and metropolitan tax-base sharing.

396  
397 • S-6 ROOTS - In 2045, our history serves us well, with the lessons of the past remembered and

398 incorporated in our strategies for the future. Our fellow citizens know our cultural history well,  
399 and this knowledge helps them ground social and public policy in the natural heritage we depend  
400 on and value so dearly.

401 • To achieve this vision:

402 --Preserve designated historical sites/structures, and use public incentives and  
403 investments as necessary to preserve our history.

404 --Incorporate historical sites and events in the region in public events, school  
405 curricula, and planning.

406 --Specifically incorporate historic preservation and landscape ecology in Regional  
407 Framework Plan elements concerned with transportation, housing, urban design,  
408 rural lands and the urban growth boundary, parks and open space, and bi-state  
409 governance.

410

## OUR PLACE (P)

• P-1 RURAL LAND - In 2045, rural land shapes our sense of place by keeping our cities separate from one another, supporting viable farm and forest resource enterprises, and keeping our citizens close to nature, farms, forests, and other resource lands and activities.

• To achieve this vision:

--Develop and implement local plans and the urban growth boundary and rural lands elements of the Regional Framework Plan to:

• actively reinforce the protection of lands currently reserved for farm and forest uses for those purposes. No conversion of such lands to urban, suburban, or rural residential use will be allowed; and

• allow rural residential development only within existing exception areas or their equivalent. Rural residential development shall retain the rural character of the area, and be consistent with nearby farm and forest practices, the ability of natural systems to absorb new development, and the capacity of currently available public services.

--Work with the Departments of Agriculture and Forestry, in both states, to develop a broad program of public education about and contact with this region's agricultural and forest products producers.

• P-2 CHOICE - In 2045, our region is composed of numerous, distinct communities, open to all, which together provide a wide variety of healthy, appealing, and affordable housing and neighborhood choices. They are physically compact and have distinct identities and boundaries. Truly public space exists in every community, and serves as the stage for a rich and productive civic dialogue.

• To achieve this vision:

437 --Target greenspaces, transportation, and other funds to communities which act to  
438 provide a range of housing types within their boundaries.  
439 --Link the provision of building permits for single family detached structures to the  
440 creation of mixed use neighborhood centers.  
441 --Develop and implement community plans to clarify and strengthen distinct  
442 identities. To the extent possible, develop boundaries between communities using  
443 parks, rivers, streams, floodplains, and other landscape features.  
444 --Make the development of complete, mixed affordable communities the central  
445 focus for Regional Framework Plan elements dealing with housing, urban design,  
446 and parks and open space.

447  
448 • P-3 A LIFE IN NATURE - Our place sits at the confluence of great rivers, the Columbia,  
449 Lewis, Sandy, and the Willamette and its tributaries, which dominate the landscape. This is a  
450 region of water, volcanic buttes, and forest-clad mountains and hills. The metropolitan region is a  
451 unique ecosystem, one which encompasses urban, rural, and wild within a common landscape. In  
452 2045, our region is known for the intelligent integration of urban and rural development into this  
453 common ecosystem as evidenced by:

454 -- improved air and water quality, and increasing biodiversity;  
455 -- views of Mt. Hood, Mt. St. Helens, Mt. Rainier, Mt. Adams, Mt. Jefferson, and other  
456 Cascade and coastal peaks, unobstructed by either development or air pollution;  
457 -- ribbons of green bringing greenspaces and parks within walking distance of every  
458 household;  
459 -- a close and supportive relationship between natural resources, landscape, the built  
460 environment, and the economy of the region; and  
461 -- restored ecosystems, complemented by planning and development initiatives that  
462 preserve the fruits of those labors.

• To achieve this vision:

- Ensure that Regional Framework Plan elements for transportation, the urban growth boundary, rural lands, urban design and settlement patterns, parks and open space, and bi-state governance positively affect the indicators listed above.
- Work with partners in the region to develop comprehensive interpretive programs for the metropolitan ecosystem.
- Manage watersheds to protect, restore, and manage the integrity of streams, wetlands, and floodplains and their multiple biological, physical, and social values.
- Create an interconnected mosaic of urban forest that provides multiple benefits to neighborhoods, including shading and reduction of temperature extremes, aesthetics, and habitat for local wildlife.
- Value the quality of natural resources and the landscape alongside other variables when assessing the costs and benefits of new development and/or attracting new enterprises to the region.

• P-4 WALKING - In 2045, residents of this region can shop, play, and socialize by walking or biking within their neighborhoods. Walking, biking, or using transit are attractive alternatives for a wide range of trips within neighborhoods, between important regional centers, and outside of the urban area. This region is known for the utility of its non-auto transportation alternatives.

• To achieve this vision:

- Focus the urban design, settlement pattern, housing, transportation, and parks and open space elements of the Regional Framework Plan on the design of new neighborhoods and retrofitting old ones to better support walking, biking, and transit use.
- Review and continually revise, as necessary, local land use plans and transportation policies to dramatically increase the mode split for walking, and to



489 ensure the close interconnection of land use and transportation planning initiatives.  
490 --Develop new commitments to funding arterial streets and bicycle and pedestrian  
491 facilities.  
492 --Focus the transportation element of the Regional Framework Plan on two central  
493 issues: the creation of walkable neighborhoods and employment centers, and goods  
494 movement.

495  
496 • P-5 LINKAGES - In 2045, goods, materials, and information move easily throughout the bi-  
497 state region. Manufacturing, distribution, and office employment centers are linked to the  
498 transportation and communication systems in a comprehensive and coordinated manner.

499 • To achieve this vision:

500 --Incorporate goods movement and telecommunications technologies in Regional  
501 Framework Plan elements concerned with transportation, urban design and  
502 settlement patterns, and bi-state governance.

503 --Utilize new technologies and targeted public investment to move the work to  
504 workers, rather than workers to the work.

505  
506 • P-6 DOWNTOWNS - In 2045, downtown Portland continues to serve an important, defining  
507 role for the entire metropolitan region. In addition, reinvestment, both public and private, has been  
508 focused in historic urban centers such as Ridgefield, Camas, Vancouver, Gresham, St. Helens,  
509 Beaverton, Hillsboro, Molalla, Woodburn, and others throughout our bi-state region. This pattern  
510 of reinvestment and renewal continues to be the centerpiece of our strategy for building and  
511 maintaining healthy communities.

512 • To achieve this vision:

513 --Target public and encourage private investment in infrastructure, workforce  
514 development, and for other public purposes to existing neighborhoods, town

515 centers and downtown Portland.

516 --Address reinvestment in urban center in the Regional Framework Plan elements

517 concerned with the urban growth boundary, transportation, urban design and

518 settlement patterns, and bi-state governance.

519

520 • P-7 EQUITY - In 2045, the tradeoffs associated with growth and change have been fairly

521 distributed throughout the region. Our commitment to managing growth with an eye on the future

522 is matched by an equal commitment to social equity for the communities of today and tomorrow.

523 The true environmental and social cost of new growth has been paid by those, both new to the

524 region and already present, receiving the benefits of that new growth.

525 • To achieve this vision:

526 --Identify the presence of pockets of poverty as a metropolitan problem. Address

527 the issues associated with chronic poverty in locations throughout the nine-county

528 region through such mechanisms as tax base sharing, pursuing changes in tax

529 codes, overcoming physical and economic barriers to access, providing affordable

530 housing throughout the area, and targeted public investments.

531 --Ensure that the costs of growth and change are borne by those who receive the

532 benefits.

533 --Develop fair and equitable funding mechanisms for all public infrastructure

534 needed to support growth and to keep infrastructure and service levels from

535 declining as growth occurs.

536 --Address issues associated with chronic poverty in locations throughout the region

537 in Regional Framework Plan elements concerned with transportation, housing, the

538 urban growth boundary, and bi-state governance.

539

540 • P-8 GROWTH MANAGEMENT - In 2045, growth in the region has been managed. Our

541 objective has been and still is to live in great cities, not merely big ones. Performance indicators  
542 and standards have been established for the Future Vision and all other growth management  
543 efforts, and citizens of the bi-state region annually have an opportunity to review and comment on  
544 our progress. The results of that review process are used to frame appropriate actions needed to  
545 maintain and enhance our regional quality of life.

546 • To achieve this vision:

547 --Annually produce a "state of the region" report which concisely points out the  
548 trends, strengths, and weaknesses in performance towards the vision statements  
549 listed above, followed by a survey to determine whether the public is satisfied with  
550 our progress. Short and long-term actions will be shaped by this review, and the  
551 results will be reported to the people of the region.

552 --Use the values and vision statements in this document as the starting point for  
553 developing evaluative criteria associated with the development of each element of  
554 the Regional Framework Plan.

555 --Broaden the elements of the Regional Framework Plan to include environmental  
556 quality, sustainability, public safety, the welfare of children, and education.

557 --Create an accountable bi-state, nine-county institutional framework for discussing  
558 and addressing issues which extend beyond Metro's jurisdictional boundaries, and  
559 incorporating such an institution in the Regional Framework Plan element  
560 concerned with bi-state coordination.

## IMPLEMENTATION

We recommend that the Metro Council, upon the adoption of the Future Vision, identify and act on measures to implement the vision conscientiously, affirmatively, and proactively. The Metro Charter calls for the Metro Council to adopt a Future Vision, and to "describe the relationship" of the Regional Framework Plan to that Future Vision. Further, the Charter specifically prevents the Future Vision from having any "effect that would allow court or agency review of it".

Clearly, the ambition for implementation of the Future Vision, as expressed in the Charter, is quite modest. However, we live in a landscape which is home to communities of substantially greater ambition. In fact, our participation in this project has impressed on us that our nine-county, bi-state region deserves the attention, affection, and stewardship to which we are singly and collectively called.

We believe that implementing actions could include, but not be limited to, the following:

- 1) Regional Framework Plan - We have attempted to identify actions to implement individual vision statements in conjunction with Regional Framework Plan elements. The Council should use those proposed actions at the beginning of the process for creating Framework Plan elements in order to ensure that there is a relationship between the Future Vision and the Regional Framework Plan to "describe".

- 2) Vision Index - The Metro Council can use the vision statements to create a Vision Index for use as a diagnostic or evaluative tool in planning, policymaking and budgeting. The Council could direct that the vision statements be used at the outset of new or ongoing initiatives to guide the formulation of decision criteria. As examples, the following kinds of

588 questions might get asked:

- 589 • Will the action or plan assist in improving the welfare of children?
- 590 • Will the action or plan help to extend educational resources to the people of the
- 591 region more effectively or comprehensively?
- 592 • How, if at all, will the action or plan enable improve the ability of people
- 593 throughout the region to compete for jobs or other opportunities?
- 594 • Will the action or plan, through its development and implementation, serve as a
- 595 vehicle for enabling wider participation in policy formation and planning?
- 596 • Does the action or plan support and encourage efforts to engage citizens and
- 597 business to join with government to improve public safety?
- 598 • Will the action or plan add to efforts to diversify our economy and encourage the
- 599 creation of new enterprises best able to further other regional objectives?
- 600 ...and so on.

601

602 3) Annual State of the Region Review - of critical importance will be efforts to

603 promote, lead, and engage the citizens and communities of the region in an ongoing

604 discussion of our future. The Metro Council and Metro Executive should commit

605 themselves to a program of monitoring that is designed to provide the data needed to

606 evaluate whether the region is achieving the goals that it has set for itself. The best plans,

607 left unattended and unexamined, will not secure the future for this region that it deserves.

608 In fact, the investment being made in plans must be complemented by a relatively small

609 commitment to monitoring and evaluation, as proposed here, if the value of that planning is

610 to be realized.

611

612 Metro should begin by recruiting a technical advisory team to provide advice and review

613 during the development of a short list of indicators or benchmarks for assessing progress

towards implementing the Future Vision and the Regional Framework Plan. Such a list is not meant to be exhaustive. Rather, it should include key indicators that, when discussed in a public forum, would direct attention to issues requiring urgent attention. It is a list of the "canaries" that alert us to hazards ahead. Based on our work, we believe that the initial list of indicators for this task should be:

- I-1 CHILDREN - Readiness to learn (already collected by the Oregon Progress Board)
- I-2 EDUCATION - Adult literacy; student skill achievement; time to rehire and/or to attainment of previous income
- I-3 PARTICIPATION - Voter turnout in local and metro races; number of candidates in local and metro races (available from counties)
- S-1 SAFETY - Crime rates by crime; perception of crime surveys; % of schools with no reported crimes
- S-2 ECONOMY - Household income; Percapita income; business formation; business failures; business license activity by economic sector (much is already in RLIS)
- S-3 DIVERSITY - Bias crime rate; standardized segregation index (census)
- S-4 CIVIC LIFE - Number of active neighborhood associations, CPO's, etc.; number and types of voluntary associations by community
- S-5 VITAL COMMUNITIES - Number of newspapers, radio stations, cable access studios, etc. by community; proximity of public/civic space to households; number of self-nominations for recognition of neighborhood "breakthroughs" (check benchmarks)
- S-6 ROOTS - Number of designated structures saved/demolished; number of annual celebrations of place and history by community
- P-1 RURAL LAND - Number of acres in farms with gross sales of at least

640 \$40,000.00 outside UGB's; number lots less than or equal to five acres in size  
 641 outside of UGB's; number of acres of land zoned for exclusive farm or forest use  
 642 converted to other classifications

- 643 • P-2 CHOICE - number of dwelling units within a quartermile of parks,  
 644 shopping, transit, and public buildings; percentage of households able to afford the  
 645 median sale price for housing by community
- 646 • P-3 A LIFE IN NATURE - number of rivers and streams that meet instream  
 647 flow needs during the summer months; number of waterbodies that meet state and  
 648 federal instream water quality standards; number of rivers and streams in a  
 649 degraded condition which have active restoration efforts underway; net loss or gain  
 650 of wetlands compared to 1994 survey; number of species of plants and animals and  
 651 their distribution compared with 1994 survey; percentage of population living  
 652 within one quarter mile of both a neighborhood park and a natural  
 653 area/"greenspace"; number of watersheds managed for multiple values; number of  
 654 days that region is in compliance with state and federal air quality and visibility  
 655 standards
- 656 • P-4 WALKING - Pedestrian Environment Factor by community/jurisdiction;  
 657 number of miles of bike lanes by community; mode split for walking by community
- 658 • P-5 LINKAGES - commodity flow indicators from 1994 study; intermodal  
 659 shipping activity at Port
- 660 • P-6 DOWNTOWNS - vacancy rates in downtowns by type of use and by  
 661 downtown; percentage of business in downtowns, by downtown
- 662 • P-7 EQUITY - children in poverty by community; percentage of households  
 663 paying no more than 30% of their monthly gross income for housing by  
 664 community; new jobs by jurisdiction
- 665 • P-8 GROWTH MANAGEMENT - population density regionwide and by

666 community; percentage of urbanized area

667 Note that in some cases Metro already collects the data required. In addition, a number of  
668 these indicators are drawn from the Oregon Benchmarks and are monitored by the state. In  
669 some instances Metro will need to initiate new data collection and surveying activities.  
670 However, in all cases, the information collected will be of value to to Metro's other  
671 planning efforts, and to those of other jurisdictions as well.

672

673 The Metro Executive and Metro Council can use these indicators in a public process to  
674 discuss the state of the region, and whether we are moving further from or closer to our  
675 goals as described by the Future Vision. The outcome of the monitoring effort and  
676 discussion, on an annual basis, should be used by Metro to establish priorities for planning  
677 and implementing activities in the coming year. In addition to advising the Metro Council  
678 and Executive on the development of the list of indications and data collection methods, the  
679 technical advisory team could also assist with interpreting the results. It is our belief that the  
680 list of indicators should be kept short as a means for focusing attention on the region as a  
681 whole, rather than on the status of its individual parts.

682

683 4) Regional Study Fellowships - The region needs a consistent and ongoing research  
684 program to better inform its planning efforts. One component of that program could be the  
685 creation of Regional Study Fellowships, developed in collaboration with academic  
686 institutions and funded through corporate donations and foundation grants. Fellows  
687 would develop projects linked to the implementation of the Future Vision and the Regional  
688 Framework Plan. The fellows would be chosen through a competitive process and the  
689 results of their work would be presented in a public forum. The fellowships would give  
690 Metro and the region access to the experience and talents of area professionals, would give  
691 the fellows the opportunity to "recharge" and explore an issue or set of issues in depth and



692 with few distractions, and would give area communities access to cutting-edge thinking  
693 about the challenges of the future.  
694

695 Whatever the course that is chosen, the fundamental objectives must always be to ensure that no  
696 issue gets dealt with in isolation, and that a broad cross-section of our region's people are involved  
697 in discussing, debating, and shaping our path to the future. Undoubtedly there are many more  
698 ways to use the Future Vision to achieve these objectives. We offer the three outlined above as  
699 proof that it can be done and in an efficient manner. As a region, our aspiration should be to match  
700 the spectacular nature of our landscape with an equally spectacular and regular civic celebration of  
701 our sense of the region, truly our sense of place. For it is only through the creation of a shared  
702 and far-reaching culture of this place that we will be able to gracefully and magnificently rise to our  
703 responsibilities for stewardship, and adapt to the dynamism of the world we live in, now and in  
704 the future.

705



Update:

## The Oregon Option

***"Federal, state, and local government attention should focus on mutually agreed-upon measurable outcomes for public service delivery. The intergovernmental relationship should be a partnership, not an adversarial or competitive system. Federal financial support should be provided to achieve broad goals, but also should provide latitude and flexibility in how to accomplish them and be tailored to real local needs. Rather than defining accountability by inputs, transactions, error rates, and failure to progress, the federal government should hold state and local governments accountable for performance. The system should support and reward what works, rather than imposing rules and sanctions on the majority because of errors or omissions by the minority."***

***—National Performance Review, 1993***

Date: December 9, 1994

December 5, 1994 Vice President Al Gore convenes a group including several cabinet officers. From Washington, D.C., they link via satellite with nearly 100 state and local officials gathered in Portland, Oregon. Before all participants is a document framing a new partnership aimed at reinventing the federal--state--local relationship. It reads in part:

"The following principles should guide the parties cooperation in this undertaking:

"A re-designed system would be:

- Structured, managed, and evaluated on the basis of results (i.e., progress in achieving benchmarks).

- Oriented to customer needs and satisfaction, especially through integration of services.

- Biased toward prevention rather than remediation of problems.

- Simplified and integrated as much as possible, delegating responsibilities for service design, delivery, and results to front-line, local-level providers, whether they are local agencies or local offices of state agencies.

"The parties to this memorandum will work together as partners to (1) identify benchmarks, strategies, and measures that provide a framework for improved intergovernmental service delivery and (2) undertake efforts to identify and eliminate barriers to achieving program results."

Within the first hour of the electronically linked session, Vice President Gore leads the federal, state and local officials in signing the new partnership.

## **Background**

On September 19, 20 and 21 one-hundred federal, state and local officials gather in Portland, Oregon, to bring life to the vision of the National Performance Review. The vehicle under consideration is known as "The Oregon Option." This proposed new partnership among the United States government, the State of Oregon and local government emerges from a focus on the state's top strategic priority, its human investment benchmarks.

The selected group of Oregon Benchmarks underlie a collective effort by state and local governments, civic groups, non-profits and businesses to measurably improve Oregonians as self-reliant individuals, members of healthy families, and as skilled,

successful workers. Human investment benchmarks fit Oregon's strategy to enhance its economic prospects while getting more people off public assistance and reducing the human and financial costs of social dysfunction.

Oregon seems an ideal setting for work on this initiative. It is well along in a pioneering state and local effort to focus on outcomes. The Oregon Benchmarks establish a long-range vision, set public priorities, provide a structure for allocating resources, and are a base for designing services and measuring results.

Benchmarks that would ultimately be included in any new intergovernmental relationship cover issues as wide ranging as ecosystem protection, urban mobility and industrial diversification. Human investment benchmarks, the initial focus of "The Oregon Option," measure the full cycle of Oregonians' lives: stable families, healthy babies, young children ready to learn, K-12 school success, post-secondary education, a smooth school-to-work transition, and skilled, self-reliant, able adults.

The morning of September 19, in small groups of four, federal, state and local officials visit the front lines of the service delivery system. Real human faces emerge. At 17 different sites, many perspectives are heard—clients, service providers, community planners and volunteers. The voices of young mothers seeking the training for jobs that provide the economic opportunity for stronger families joined the voices of people who have worked to build a safer home in a public housing project. Individual human beings began to replace a system that "defines accountability by inputs, transactions and error rates."

At the opening plenary session of the Portland 100, an electronic voting system reveals a verdict on the existing intergovernmental system.

**The question posed to federal, state and local officials: "How much change in 'intergovernmental systems' do you think is required to build strong communities?"**

**Their vote: Radical Change—45%, A Great Deal of Change—40%, Some Change—12%, Very Little Change—1%, No Change—1%.**

Those endorsing change set to work over three days defining a broad intergovernmental model that would aim dollars currently available in a way that would produce better outcomes in the lives of people. The model beginning to emerge is illustrated in Table I. It provides a route to Caring Communities that offer comprehensive, prevention focused services that increase the opportunity for self-sufficiency. In this non-stigmatizing, community-based system, those who can afford to pay do, but the services are available to everyone who needs them. Specifics include:

1. Career centers which help people assess their skills, locate jobs, and identify training needs for advancement.
2. Family support centers that provide help to parents on such issues as conflict resolution, anger management and parenting skills.
3. Healthy start programs to assure medical care for children and expectant mothers.
4. Alcohol and drug treatment services that help people kick addiction and transition back into functional, substance-free lives.
5. Recreation centers that provide safe environments for community activities.
6. Health Clinics that offer a wide range of health services to citizens.
7. Worker training and career education for dislocated workers and people transitioning from school to work.
8. Libraries.
9. K-12, community colleges, and higher education to offer access to life-long learning for Oregonians.

Access to such services might come in different ways from a variety of providers. Ideally, they are community designed, supported and directed. Those working in this service system have a cohesive and connected focus on achieving a variety of human investment benchmarks or specific outcomes.

Those framing the model at the Portland conference reach three conclusions that will define basic change in the existing intergovernmental system. It is change that promises dramatic support to build community based capacity:

**Conclusion One: *Simplification of program administration and aggressive prevention activities will save a lot of dollars in the current service system. These savings can be redirected to powerful investments at the community level.***

**Background:** More than 80% of federal dollars spent on human resource needs in Oregon are funneled through AFDC, Food Stamps, Medicaid and Unemployment Insurance. While most of the dollars go to direct benefits, the costs of administering these programs is more than \$300 million per biennium. An outcomes focused system will allow administrative savings to plow into community based prevention programs. This investment will reduce the need for these programs in the first place.

**Conclusion Two: *De-categorizing services will save money while providing more comprehensive services to customers.***

Background: There are many small, categorical grant programs that impose separate eligibility standards, require different monitoring/reporting systems and result in separate administrative structures. Savings from consolidating categorical grants are another pool of resources for community investment.

**Conclusion Three: *Identifying success, learning what works in front-line service delivery, and spreading the success, leads to significant savings and more rapid systemic change.***

Background: The Oregon Benchmark system includes collecting data on progress toward achieving specific outcomes. Such data helps identify promising "best practices." Disseminating "best practices" to communities across Oregon working on similar outcomes can significantly speed progress on social problems.

The new intergovernmental partnership between Oregon and the United States continues to emerge. As it is refined, new federal, state and local partners working to achieve the Oregon Benchmarks will employ its principles. The working model is intended to address all the connected and related issues identified in the benchmarks. But initial work on "The Oregon Option" focuses on three clusters of benchmarks: family stability, early childhood health and workforce development. Demonstration projects surface in each of the clusters.

The goal for the family stability group is to transform the existing welfare system from a bureaucratic trap for poor people into a job preparation and placement system. Capturing savings from administrative efficiencies and reducing caseload is the strategy to get there. Dollars saved will be aimed at transition services such as child care and building locally-based institutions to support parents. An immediate demonstration project will focus on reducing childhood poverty. Using existing waiver authority in various programs, such as AFDC and Food Stamps, there will be a refocus of funds and policy.

The child health group identifies an over-all outcome of improved health of children in Oregon communities. Several Benchmarks will serve as indicators for concrete projects, beginning with improved immunization rates for two year olds, healthy birthweight babies and infant mortality reduction. The strategy for addressing the latter two involves improving access to prenatal care. The immunization strategy includes targeting high-risk populations through county health department services and improving outreach to those target populations by speeding implementation of a statewide immunization marketing plan. By 1996, this project seeks to improve Oregon's immunization rate for zero to two-year-olds from 53% to 90%.

The workforce development cluster adopts the Oregon Benchmark goal of realizing the best educated and prepared workforce in America by the year 2000 and a workforce equal to any in the world by 2010. The strategy to achieve it is to develop an integrated and holistic service delivery system. It will cut across systems, link with economic development and regional economic strategies, and provide focus for system-wide changes.

Two additional cross-cutting groups form at the Portland conference. A data group identifies the need for an accessible information system structured around benchmarks. The strategy to create this information system is twofold: 1) to collect accurate, timely regional-level and county data; and 2) to build the necessary electronic infrastructure to disseminate this information. By the end of 1994, the data group will seek to produce county-level population estimates by race-ethnicity and age.

A federal, state and local public financial group also emerges from the conference. It will take specific budget and financial issues emerging from all the specific Oregon Option projects and work to find solutions.

The Oregon Option is still in its embryonic stage. Early progress, however, suggests next steps for the project.

First, the three cluster are continuing to assess how systems can be revamped to better aim federal, state and local efforts and dollars toward achieving all the outcomes of the cluster benchmarks. All of the teams are meeting regularly and building partnerships. As part of their work, outreach strategies to involve others interested in the work are being developed.

Second, specific action developed around individual benchmarks are moving forward. Efforts aimed at demonstration projects involving immunization, prenatal health care, welfare-to-work and integrated services for employment will be given accelerated attention to demonstrate the principles of outcome based governance. Each project will be carefully evaluated to assess how lessons learned can be applied to future benchmark based Oregon Option projects.

In support of this over-all effort, an Oregon Option Team has been established. Built on loaned expertise from local, state and federal governments, the team is identifying and developing promising applications for results-driven federalism. Services provided by Oregon Option will include consultation, facilitation, information sharing and convening potential partners.

The mission statement of Oregon Option reads:

"To stimulate action among all levels of government (local, state, and federal),



nongovernmental entities, and private citizens to create a service delivery system where:

- the effort is focused on the needs and satisfaction of the customer;
- success is judged by measurable results;
- there is collaboration among partners;
- programs are simplified and integrated;
- program design and service delivery models are constructed with strong involvement of those at the level closest to the customer;
- a focus is placed on prevention rather than remediation; and
- citizens are empowered to be self-sufficient.

"Such a system will significantly enhance our ability to achieve Oregon's benchmarks."

The Oregon Option is headquartered in Salem:

**Oregon Option  
775 Summer St. NE  
Salem, OR 97310  
(503) 986-0244  
FAX (503) 581-5115**

# **PORTLAND MULTNOMAH PROGRESS BOARD**

## **1995 WORK PROGRAM**

### **GOAL #1**

**Tell the Benchmarks story.**

### **ACTIVITIES**

- A. Conduct Benchmarks Forums around the five Urgent Benchmark Clusters.

Subject:

Governance  
Public Safety  
Health Care  
Nurturing Stable Families  
Community and Economic Development

Agenda:

Tell the Benchmarks Story.  
Tell the Oregon Option Story.  
Discuss Data Issues and Trends.  
Establish commitment to a data network.  
Request that groups commit to the Benchmarks.

- B. Begin the Partnership Initiative, developing commitment to the Benchmarks process and undertaking responsibility for the accomplishment of the Benchmarks. In 1995 the following groups will be targeted:

Local Governance Partnership Initiative  
Business Partnership Initiative  
Community Development Partnership Initiative

- a. Identify important partners.
- b. Assign Progress Board members to each initiative.
- c. Make personal presentations to partners.
- d. Include in Benchmark Forums, as appropriate.
- e. Request that each organization commit to the Benchmarks.

- C. Represent Progress Board interests on the Oregon Option.

- D. Institute the Annual Benchmarks/Government Innovation Awards Program.
- E. Reexamine membership of the Progress Board.

## **GOAL #2**

**Develop local capacity to implement benchmarking and other government innovations.**

### **ACTIVITIES**

- A. Build staff expertise.
- B. Build and maintain resource materials and a bibliography on benchmarking.
- C. Assist staff of Multnomah County cities and county in implementation of the Benchmarks.

## **GOAL #3**

**Refine and revise the Benchmarks and their supporting data bases.**

### **ACTIVITIES**

- A. Inventory and analysis of data sources, through personal surveys.
- B. Define and build data files.
- C. Publish hard copy of Regional Data Resources reference manual.
- D. Establish data advisory network, probably around Benchmark Clusters.
- E. Initiate on-line connections with major regional data bases.
- F. Advocate the collection of appropriate data and analyses by federal, state, regional, and local data sources.

# Portland-Multnomah Benchmarks

## 1994 ANNUAL REPORT



**Portland-Multnomah Progress Board**  
**January 1995**

# Benchmarks...

## progress measured one step at a time.

Increasing the average annual payroll per non-farm worker. Increasing the percentage of citizens with incomes above the federal poverty level. Increasing the percentage of children living above the federal poverty level. Increasing the percentage of children who achieve established skill levels. Increasing the percentage of citizens who have health insurance. Increasing the percentage of people who rate their neighborhood livability high. Increasing the percentage of citizens who feel government is doing a good job at providing services. Decreasing the per capita dollars spent for city and county government. Increasing the percentage of citizens who feel safe and secure. Decreasing the number of reported incidences of domestic violence. Decreasing the number of reported crimes against people per 1,000 population.

# 1995

## JANUARY

SUN	MON	TUE	WED	THUR	FRI	SAT
1	2	3	4	5	6	7
8	9	10	11	12	13	14
15	16	17	18	19	20	21
22	23	24	25	26	27	28
29	30	31				

January 23, 1995 • Progress Board Meeting  
 3:30-6:30 p.m. • January 31, 1995 • Joint City/  
 County Commissioners Meeting 9:30-11:30 a.m.

## FEBRUARY

SUN	MON	TUE	WED	THUR	FRI	SAT
			1	2	3	4
5	6	7	8	9	10	11
12	13	14	15	16	17	18
19	20	21	22	23	24	25
26	27	28				

February 27, 1995 • Progress Board Meeting  
 3:30-6:30 p.m. Smith Center, PSU

## MARCH

SUN	MON	TUE	WED	THUR	FRI	SAT
			1	2	3	4
5	6	7	8	9	10	11
12	13	14	15	16	17	18
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26	27	28	29	30	31	

March 20, 1995 • Progress Board Meeting  
 3:30-6:30 p.m. Smith Center, PSU

APRIL						
SUN	MON	TUE	WED	THUR	FRI	SAT
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23 30	24	25	26	27	28	29

**April 17, 1995 • Progress Board Meeting**  
3:30-6:30 p.m. Portland Building

MAY						
SUN	MON	TUE	WED	THUR	FRI	SAT
	1	2	3	4	5	6
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14	15	16	17	18	19	20
21	22	23	24	25	26	27
28	29	30	31			

**May 22, 1995 • Progress Board Meeting**  
3:30-6:30 p.m. Smith Center, PSU

JUNE						
SUN	MON	TUE	WED	THUR	FRI	SAT
				1	2	3
4	5	6	7	8	9	10
11	12	13	14	15	16	17
18	19	20	21	22	23	24
25	26	27	28	29	30	

**June 19, 1995 • Progress Board Meeting**  
3:30-6:30 p.m. Portland Building

JULY						
SUN	MON	TUE	WED	THUR	FRI	SAT
						1
2	3	4	5	6	7	8
9	10	11	12	13	14	15
16	17	18	19	20	21	22
23 30	24 31	25	26	27	28	29

**July 17, 1995 • Progress Board Meeting**  
3:30-6:30 p.m. Portland Building

AUGUST						
SUN	MON	TUE	WED	THUR	FRI	SAT
		1	2	3	4	5
6	7	8	9	10	11	12
13	14	15	16	17	18	19
20	21	22	23	24	25	26
27	28	29	30	31		

No Progress Board Meeting

SEPTEMBER						
SUN	MON	TUE	WED	THUR	FRI	SAT
					1	2
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24	25	26	27	28	29	30

**September 18, 1995 • Progress Board Meeting**  
3:30-6:30 p.m. Portland Building

OCTOBER						
SUN	MON	TUE	WED	THUR	FRI	SAT
1	2	3	4	5	6	7
8	9	10	11	12	13	14
15	16	17	18	19	20	21
22	23	24	25	26	27	28
29	30	31				

**October 16, 1995 • Progress Board Meeting**  
3:30-6:30 p.m.  
Portland Building


NOVEMBER						
SUN	MON	TUE	WED	THUR	FRI	SAT
			1	2	3	4
5	6	7	8	9	10	11
12	13	14	15	16	17	18
19	20	21	22	23	24	25
26	27	28	29	30		

**November 20, 1995 • Progress Board Meeting**  
3:30-6:30 p.m. Portland Building

DECEMBER						
SUN	MON	TUE	WED	THUR	FRI	SAT
					1	2
3	4	5	6	7	8	9
10	11	12	13	14	15	16
17	18	19	20	21	22	23
24 31	25	26	27	28	29	30

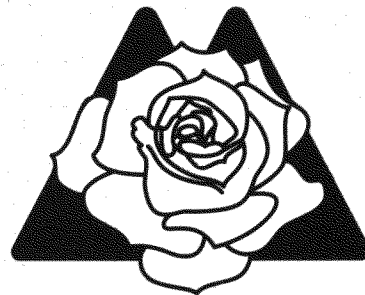
**December 18, 1995 • Progress Board Meeting**  
3:30-6:30 p.m. Smith Center, PSU





# **B** **Portland-Multnomah** **enchmarks**

**1994 Annual Report**



*Portland-Multnomah Progress Board*  
*January 1995*

# *City Council and County Commissioners*

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## ***Portland City Council***

Honorable Vera Katz  
Mayor

Gretchen Kafoury  
Commissioner of Public Affairs

Charlie Hales  
Commissioner of Public Safety

Mike Lindberg  
Commissioner of Public Utilities

Earl Blumenauer  
Commissioner of Public Works

Barbara Clark  
City of Portland Auditor

## ***Multnomah County Commissioners***

Beverly Stein  
Multnomah County Chair

Dan Saltzman  
Commissioner, District 1

Gary Hansen  
Commissioner, District 2

Tanya Collier  
Commissioner, District 3

Sharron Kelley  
Commissioner, District 4

Gary Blackmer  
Multnomah County Auditor



# 1994 Portland-Multnomah Progress Board

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Vera Katz, Co-Chair  
Mayor, City of Portland

John Bierwirth, Superintendent  
Portland Public Schools

J.E. "Bud" Clark  
Mayor, City of Portland 1985-1992

Sho Dozono, President  
Azumano Travel

Sharon Gary-Smith

Barbara Karmel, President  
The Reed Company

Alex Munoz  
Hispanic Advocate

Dan Moriarty, President  
Portland Community College

Mary Zoe Petersen, Owner  
Gresham Optical/Custom Eyes

Judith Ramaley, President  
Portland State University

The Reverend John Rogers, Pastor  
Vernon Presbyterian Church

Beverly Stein, Co-Chair  
Chair, Multnomah County

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# Introduction

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This is the annual report of the Portland-Multnomah Progress Board for the 1994 program year. It is intended for wide distribution throughout Multnomah County. We hope it will be an important tool for citizens to understand the benchmarking process, and to participate in the achievement of the benchmarks.

Several hundred people participated in half day work sessions convened around benchmark topics during 1994. We hope that this edition of the benchmarks reflects well on their hard work, and that they will continue to be a part of our program in the future. We would also like to thank the members of the Progress Board. They devoted long hours to difficult discussions of data and statistical process, and their commitment to our program of telling the benchmarks story has inspired us all.

As benchmarking becomes a more practiced art, we develop important relationships with others in the community committed to the implementation of the Portland-Multnomah benchmarks program. We would like to thank the following organizations that have given us cordial and timely assistance during 1994: the Oregon Criminal Justice Council, Portland State University, the Tax Supervising and Conservation Commission, the City of Portland

Auditor's Office, Multnomah County Office of Audits, the State Department of Education, the Oregon Employment Department, and Multnomah Commission on Children and Family. Special thanks go to Debbie McCabe, project manager for the Portland-Multnomah Progress Board through August, 1994.

We are working closely with the Oregon Progress Board to make their data collection efforts meaningful to those using benchmarks at the local level. The state Progress Board staff has been extremely helpful to us in every aspect of our program, and we appreciate the resources they have shared with us this year. We look forward to being advocates throughout Oregon for local use of the state's award winning approach to measuring community and government performance.

Statistical information for the benchmarks has proved to be more difficult to gather, verify, and use on an ongoing basis than was anticipated in our earlier report. We have emphasized the establishment of data bases for the Urgent Benchmarks this year; in 1995 we will systematically build our data network so that we have the necessary information for as many of the benchmarks as possible. We have not included targets in this report, because we believe they should be carefully developed after we have a better understanding of our data bases.

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The data gathered for this, and future, reports comes from a wide variety of sources. We attempt to include as much comparative data as possible (national, state, regional, county, city, and neighborhood). We sometimes combine different data sources where we feel it is statistically sound to do so. Because we want our data to be sound *over time*, we try to ensure that all data is consistent and comparable for as long a time period as possible. In the interest of affirming the integrity of data used in benchmarking, and as a public agency, we are anxious to share the technical aspects of our information with anyone interested. We welcome inquiries and suggestions about this important work.

Readers from outside the Portland-Multnomah area may want to note that the City of Portland is wholly contained in Multnomah County. In recent years areas of the county have been annexed by the city, and so comparative data over past time can be misleading.

The benchmarks listed in this report have been arranged in cluster groups. This is intended only to aggregate the benchmarks into subject areas for ease in location and discussion; it does not imply priority or weight in any way. During 1994 there were seven additional benchmarks added by the Portland-Multnomah Progress Board, bringing the total to 104. The eleven urgent benchmarks have been annotated with representative symbols indicat-

ing that they belong to others in addition to the Portland-Multnomah Progress Board. Benchmarks adopted by the State of Oregon are represented by the State Seal, and refer to the 1995 Progress Board Report to the State Legislature. Benchmarks adopted by Multnomah County are represented by the county's logo, and refer to the Multnomah County Benchmarks document for 1994-95.

# The Benchmarks Story

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## What is a benchmark?

A *milepost* along the way...a *measure* of where we are...an *indicator* of how we are doing. Benchmarks check the community's "vital signs" of its social, economic, and environmental health.

Prosperous communities require public-private collaboration; businesses, educational institutions, congregations, and individuals must work with government to achieve the vision the community has for its future. Benchmarks that supply information on the community's overall health measure everyone's performance. Most important, benchmarks can be the *rallying point for collaboration* among governments and all of the stakeholders in the community.

Benchmarks focus on *results*. Traditional measures of program performance count process and input indicators such as person-hours devoted to tasks, number of meetings held, or number of beds available in institutions. Benchmarks, however, measure outcomes of programs...number of children immunized, relative air

quality, academic achievement. Benchmarks are the ultimate evaluation of program success.

American government is under enormous pressure to become more *accountable* for its actions and for its expenditures. The 1990's have seen efforts at every level of government to innovate in order to deliver services more efficiently to "stakeholders" and "customers". The new language reflects the movement to "reinvent government" and change traditional ways of thinking about government services. Benchmarks are part of that new mind-set.

Portland and Multnomah County's benchmarks are the result of a five-year public-private process to define the future vision of our community. Thousands of citizens have spoken, and sometimes voted, on their values and expectations. The goals that follow are a way of pointing community stakeholders toward a shared vision; the benchmarks provide signposts along the way to measure progress toward those goals.

# Community Goals

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## *A shared vision for the future...* **Community Goals**

Benchmarks must reflect the community's common vision for its future. Before developing benchmarks and targets for their achievement, Portland and Multnomah County citizens set forth goals for that vision. The goals describe the community that government, business, non-profit organizations, and citizens are willing to help build in the future.

### **Economy**

- ☐ Grow and attract internationally competitive companies that support well compensated jobs with long-term potential.
- ☐ Build a world-class workforce that provides the full range of skills necessary to attract and sustain competitive, high performance companies.
- ☐ Ensure that all residents, particularly low-income and unemployed people, have the opportunity to benefit from business growth.
- ☐ Foster and create vital neighborhoods with affordable housing and healthy commercial districts.

### **Education, Children and Families**

- ☐ Value children and help them achieve their full potential.
- ☐ Graduate all children from high school with skills enabling them to succeed in the work force and/or in post-secondary education, including the fundamental ability to read, write, compute, communicate, and reason.
- ☐ Establish stronger educational programs beyond the secondary level to meet the region's needs for accessible education, expanded graduate programs, high quality research, technology transfer, and economic development.
- ☐ Provide access to basic health care for all citizens.
- ☐ Enable citizens with special needs to live and receive a full range of services throughout the region.
- ☐ Make full use of the talents of the elderly and provide excellent human services for them.

# Community Goals (Continued)

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## Environment, Quality of Life

- ☐ Preserve and expand the community's system of parks, open spaces, and natural areas.
- ☐ Provide an adequate variety and supply of safe, decent, affordable housing.
- ☐ Ensure that each neighborhood is healthy and vigorous.
- ☐ Enhance the community's quality of life through diverse arts and through cultural and community events that are accessible to all residents.
- ☐ Implement alternatives to the automobile in the region.
- ☐ Encourage the conservation of resources and energy.
- ☐ Retain and continue to develop the unique character of Portland as a major metropolitan area.
- ☐ Manage regional growth to provide effective public services at the lowest responsible cost, to improve environmental quality, and to enhance the quality of life.

## Governance

- ☐ Create stronger, more innovative, more responsive citizen and elected leadership.
- ☐ Restructure government within the region to more effectively address regional and local needs.
- ☐ Restructure local government to provide needed services at lower cost.

## Public Safety

- ☐ Reduce crime, especially violent crime, as well as the fear of crime, and increase city and community partnerships beginning in high crime areas.
- ☐ Develop and continue regional partnerships to increase emergency preparedness county-wide.



# The Portland-Multnomah Progress Board

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## ***The Portland-Multnomah Progress Board***

Created in September 1993, the Portland-Multnomah Progress Board is the culmination of long term strategic planning efforts by the State of Oregon as well as the City of Portland and Multnomah County. From a long range planning program begun by Governor Neil Goldschmidt in 1986, came *Oregon Shines*, a document challenging Oregonians to bring their communities into the Twenty-first Century prepared for changing economic and social conditions.

The State Legislature created the Oregon Progress Board in 1989 to monitor the State's implementation of *Oregon Shines*; the Progress Board then formulated the first benchmarks to tell the State how it was doing relative to the goals in *Oregon Shines*. Governor Barbara Roberts made the Progress Board a priority and tied the benchmarks closely to the state budgeting process. Governor John Kitzhaber has committed to continuing this important work.

Meanwhile, the City of Portland and Multnomah County each launched similar efforts. In 1991 Mayor Bud Clark introduced *Portland Future Focus*, an ongoing program to implement a strategic vision for the city. The 1989 *Visions* project, updated in 1992, expressed a long term

plan for Multnomah County. *Future Focus* and *Visions* set the stage for the development of benchmarks.

Thousands of people have come together during the past five years to formulate the vision and set the benchmarks. Through meetings, surveys, interviews, and individual comments, the citizens of Portland and Multnomah County have described their desired future and set forth the mileposts by which progress will be measured.

When Beverly Stein was elected chair of the Multnomah County Board of Commissioners, she and Portland Mayor Vera Katz collaborated on several innovative efforts to adjust city and county programs to the new realities of budget constraints, growth and population changes within the County. Each wanted to undertake a benchmarking program similar to the State of Oregon's, so they created a joint Progress Board to monitor the already articulated common vision shared by the city and the county.

The importance of their collaboration around benchmarks and in several other areas, won them a joint award as "Local Public Officials of the Year" from Governing Magazine in 1994, which cited their choice "to look for new ways to fuse city and county together", describing the results as "impressive".

## *The Portland-Multnomah Progress Board (Continued)*

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Collaboration among Governor Roberts, Chair Stein, and Mayor Katz resulted in another exciting first during 1994. They took a proposal to the federal government offering Oregon as a laboratory for the testing of innovative practices recommended in the President's "Reinventing Government" initiative.

On December 5, 1994, Vice President Al Gore signed a "Memorandum of Understanding" with Oregon that promises to form a partnership with Oregon and its local governments to simplify federal funding streams and regulations, so that resources can be concentrated on program results, defined by benchmarks. Dubbed "*The Oregon Option*", this exciting experiment promises to test radical changes in the way government at all levels provides services to its customers.

The Portland-Multnomah Progress Board begins its second year in the spirit of this leadership. During 1994 both the City and the County adopted the benchmarks and are committed to their use as an intrinsic part of their budgeting and evaluation process. Now the Progress

Board will "tell the benchmarks story" to others and initiate partnerships with other local governments and special districts in the county, the business community, and neighborhood groups. Those groups will be asked to adopt benchmarks as a way of doing business, and to sign on to the Portland-Multnomah Benchmarks as an expression of their commitment to the achievement of community goals. The Progress Board will also offer assistance in providing information on data and "promising practices" in innovative community problem solving.

# *Benchmarking is a new art ... and a young science ...*

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## ***Benchmarking is a new art...***

Businesses have used benchmarking for a number of years; it has proven its worth in its application to manufacturing efficiencies and management improvements. However, benchmarking is a new art in public and non-profit organizations. Oregon has been a leader in the use of benchmarks, but as former Governor Barbara Roberts states, "As far as we've come, and as hard as it's been, we are still only about six percent of the way toward where we want to be in benchmarking."

As we tell the benchmarks story, we are aware that we are on the cutting edge of a new approach to designing and evaluating management systems and public policy. We have found that it is very hard work. Once again, Oregonians find ourselves being pioneers in an exciting new area. There are, however, some lessons to be learned from our experience to date:

- **Leadership is the key to the effective use of benchmarks in any organization.** Commitment to their use, and to a change of mindset, must come from the top, and must be constantly exerted as the new standard of excellence.

- **Benchmarking is a new way of doing business.** It requires that all members of the organization understand that a "sea change" is underway. Refocusing on results rather than process is a drastic change. Collaboration, especially between private and public interests, can be an uncomfortable process. As with any innovative practice, benchmarking must be communicated early and often to staff through open communication with leadership and a significant commitment of training resources.
- **Benchmarking is embraced by members of both political parties.** It does not represent any particular political viewpoint. In the Oregon legislature, and in Portland and Multnomah County, benchmarking has received widespread bi-partisan support.
- **Reliable, credible information is intrinsic to the success of benchmarking.** Although it would seem that a great deal of data exists on most indicators, there is a lack of uniformity and comparability over time of that data. In addition, benchmarks often require data that is not

## *Benchmarking is a new art ... (Continued)*

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available, particularly relating to citizen and customer satisfaction with services.

- ❑ **Benchmarking is hard work.** The process of institutional change necessary is sometimes painful. And the technical process is unproven. We are constantly challenged to be creative. It is truly a process of “reinventing” government, non-profit agencies, and private organizations.

# *How are we doing?*

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## ***How are we doing?***

The benchmarks should be telling us how we are doing as a community in achieving our goals. So in early 1995, how are we doing?

### **The Economy**

Oregon and Multnomah County continue to experience overall economic growth. However, we have not entirely recovered from the costly recession of the early 1980's. Although average annual payroll per worker increased 43% between 1984 and 1993, and remains above the Oregon average, Oregon wages are currently at 89% of the national average. Between 1980 and 1987 wages fell from 97% of the national average to 88%, so we still have a good bit of ground to make up. Although Oregon wages are expected to grow at a healthy 6% until the year 2000, they are expected not to exceed 90% of the national average by that time.

Portland area businesses have created nearly 20,000 new jobs since July 1993, primarily in the non-manufacturing sector, and most of them in suburban counties. Job creation is occurring faster than growth of the labor force, indicating a future need to import workers from other

areas or train the existing workforce to compete for new jobs.

Other evidence of economic prosperity is the 11.7% increase in assessed value of property in Multnomah County from 1993 to 1994. Although regional housing starts have shown healthy increases in the past five years, housing starts in Multnomah County have remained stable. The surplus of commercial and industrial property that existed in the late 1980's has been absorbed in recent years, and by mid-1994 the vacancy rate in the urban core was the lowest of any large U.S. city.

The cost of living, as measured by the Consumer Price Index, has remained at a relatively stable 3% for the past three years; this trend is expected to continue except in the area of medical services.

The Portland metropolitan area is expected to continue to grow. Favorable "quality of life" factors continue to attract skilled and educated workers to the region. *The challenge to Portland and Multnomah County is to capture a fair share of that growth and to ensure that its benefits accrue to those citizens who need it most.*

# How are we doing? (Continued)

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## Education

Educational institutions in Oregon have faced tremendous uncertainties in recent years. Statewide education reform is still being implemented, and changes have just now come into full sight at the elementary and secondary levels. Funding uncertainties as a consequence of Measure 5 have demoralized school personnel and students alike, although drastic predictions of doom have been avoided due to the expanding economy.

Program reductions in the post-secondary system have caused many students to look outside of Oregon for college and graduate schools, because of uncertainties concerning the long term stability of professional education programs. Community colleges continue to be challenged by demands that include university level instruction, continuing education, and workforce development.

It is too early to assess the impacts of educational reform measures, and probably too early to evaluate the long term effects of funding reductions. However, as the nation looks to Oregon once again for the results of innovative programs, we expect to shape and access statistical measures that will allow us to do so.

## Healthcare

In 1992 fifteen percent (15%) of Oregonians did not have health insurance. Access to healthcare continues to be a priority in Portland and Multnomah County. The Oregon Health Plan began to address this issue in March 1994. However, it is too early to gauge its impact in the Multnomah County area.

The public interest in healthcare has gone beyond health insurance to emphasis on cost containment in recent years. This has led to recognition of the need to educate the public concerning prevention and early diagnosis of disease. The emphasis is on "wellness" programs such as exercise, nutrition, and safe sexual practices. Public attention must be further turned to the prevention and early detection of such diseases as AIDS, cancer, and heart disease. Through the *Oregon Option*, mentioned above, the State has made a commitment to increase the percentage of two year olds immunized against childhood diseases from 53% in 1994 to 90% by 1997.

Such change in focus from treatment to prevention has changed the way many healthcare services are delivered, with increases in membership of health maintenance organizations (HMOs) and preferred provider organizations (PPOs). This has brought a concentration of large

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institutional healthcare providers to the marketplace, reducing the number of individual practitioners. All providers now struggle to maintain quality services while containing costs.

### **Public Safety**

Fear of crime has become an important consideration for most urban citizens. This fear, whether based on actual crime rates or not, is a major determinant of human actions within the urban setting. Crime statistics are usually reported in the ratio of reported crimes per 1,000 persons in the general population. Since 1989 there has been a drop in crimes against people (murder, robbery, rape, kidnapping, assault) in the City of Portland and Multnomah County. The rate per 1,000 dropped from 18.70 to 17.96 in the City of Portland. Similarly, the rate declined from 15.33 to 14.86 in Multnomah County. A similar decline (4%) has taken place throughout the State. The City of Portland's "against people" crime rate remains 72% above the State average.

Domestic violence is an increasing concern in all communities. Unfortunately, data on this issue are difficult to collect and verify. We will work hard during 1995 to find or construct a database for this important information.

### **Neighborhood Livability**

Residents of Portland and Multnomah County live, work, and play in several "communities". The recreation community extends throughout the State. The work community extends from Salem, across the Columbia River into Vancouver. The residential community tends to be the area in which people live, shop, and educate their children. Citizens believe that a wide range of factors contribute to the livability of each of these communities. Because municipal boundaries do not always accurately define "community", assessments of community livability can be difficult.

However, Portland and Multnomah County now have an excellent tool to measure citizen attitudes toward community within the borders of the county, the City of Portland, and its neighborhoods. The Service Efforts and Accomplishments Report is an annual study of government performance which includes information from a survey of citizens concerning municipal services and community attitudes. The City of Portland has published the report since 1990.

The 1994 report indicates that a high proportion (78%) of residents rate their neighborhood livability as "good" or "very good." An even greater number (82%) felt safe

## *How are we doing? (Continued)*

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walking in their neighborhoods during the day, but only 36% (City) or 38% (County) felt the same at night. As with many other factors in the area of community livability, there was wide disparity among the residents of city neighborhoods concerning the livability of their area, ranging from 64% in Northeast to 93% in Southwest.

### **Governance**

The majority of citizens (54%) throughout urban Multnomah County feel that government is doing a "good" or "very good" job of providing services. In unincorporated Multnomah County the number falls slightly to 49%. There is a disparity in this indicator among neighborhood coalition areas in the City of Portland as well. In the North and East coalition area, only 45% and 44% respectively of residents rate government services "good" or "very good." Most satisfied with government services were the Northwest/Downtown area (63%) and Southwest (60%).

The cost of governance is of increasing importance to all citizens. One of our Urgent Benchmarks relating to governance describes the "dollars spent for City and County government", however, we present here several other measures of government cost and efficiency. The data shows that although per capita expenditures by the City of Portland and Multnomah County have increased over recent years, property tax as a percent of income has fallen

throughout Multnomah County. Per capita property tax declined from 5.30% of personal income in 1984-85 to 4.22% of personal income in 1994-95. This is particularly notable since the decline has occurred mostly in the last three fiscal years.



# 1995 Urgent Benchmarks

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## Introduction:

We focus on the Urgent Benchmarks in order to address pressing problems or needs in the next few years. These eleven Urgent Benchmarks were selected from the list of 104 benchmarks. The benchmarks are numbered according to their order as presented in the January 1994 Annual Report. We kept this numbering system to maintain consistency with that report.

In the following pages, we present data on the Urgent Benchmarks. Each benchmark is identified by one to three symbols. The symbols represent benchmarks adopted by these government jurisdictions:



**The Portland-Multnomah Progress Board**



**Multnomah County**



**State of Oregon**

## Urgent Benchmarks:

3. Average annual payroll per non-farm worker.
6. Percentage of citizens with incomes above 100% of the federal poverty level.
30. Percentage of children 0-17 living above 100% of the poverty level.
37. Percentage of students who achieve established skill levels.
44. Percentage of citizens who have economic access to basic health care.
61. Percentage of people who rate their neighborhood livability high.
76. Percentage of citizens who feel government is doing a good job at providing services.
82. Per capita dollars spent for city and county government.
84. Percentage of citizens who feel safe walking alone in their neighborhood during the day or night.
86. Number of reported incidents of domestic violence by age (children and elderly) including families repeatedly victimized.
87. Number of reported crimes against people per 1,000 population.

# Average Annual Payroll

## ***Urgent Benchmark #3: Average annual payroll per non-farm worker.***

**Purpose:** This urgent benchmark measures the average amount paid to workers living in the City of Portland and Multnomah County. The benchmark serves as a measure of economic prosperity of employed workers.

### **Trends:**

- ☐ Table 1 shows that the average annual payroll for Multnomah County workers increased 43% between

the years 1984-1993. In comparison, the average annual payroll for workers throughout the State of Oregon increased by 38% during the same time period.

- ☐ As Graph 1 shows, the average annual payroll for Multnomah County workers has been higher than the State of Oregon over the past ten years.

**Table 1**  
**Average Annual Payroll Per Non-Farm Worker**

Area	1984	1985	1986	1987	1988	1989	1990	1991	1992	1993
Multnomah County	\$19,121	\$19,657	\$20,367	\$21,080	\$22,023	\$22,878	\$23,959	\$25,230	\$26,605	\$27,298
State of Oregon	\$17,399	\$17,850	\$18,311	\$18,885	\$19,637	\$20,290	\$21,321	\$22,353	\$23,517	\$24,093

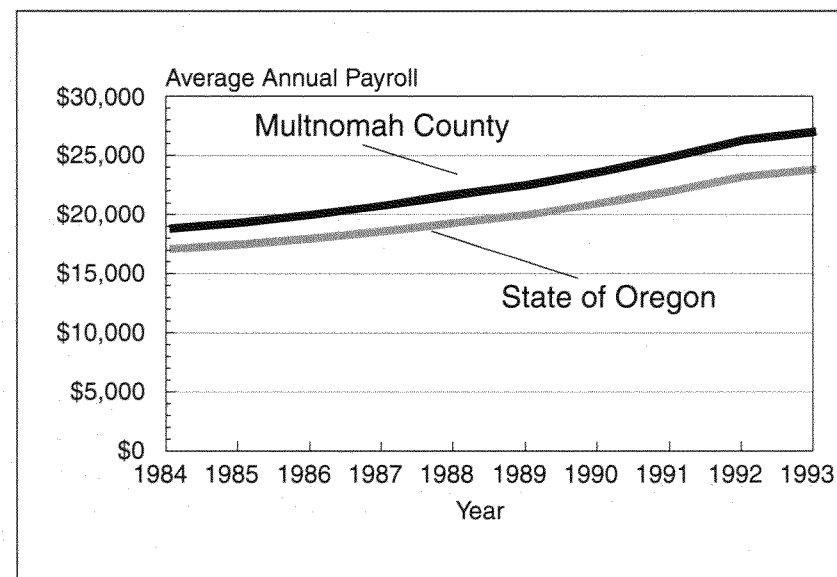
**Source:** Oregon Employment Department, Unemployment Insurance Tax Files, 1983-1993.



**Data Description:** The data represents all workers who are covered by unemployment insurance legislation. Well over 90% of all non-farm wage and salary workers fall under such coverage. The information presented does not distinguish between full-time and part-time workers and is not adjusted for inflation.

The data presented in Table 1 and Graph 1 only represents Multnomah County and the State of Oregon. At present, data is not available for the City of Portland.

**Graph 1:  
Average Annual Payroll per  
Non-Farm Worker by Year**



**Source:** Oregon Employment Department, Unemployment Insurance Tax Files, 1983-1993.

# People in Poverty

## ***Urgent Benchmark #6: Percentage of citizens with incomes above 100% of the federal poverty level.***

**Purpose:** This urgent benchmark measures the percentage of citizens from the City of Portland and Multnomah County who maintain incomes above the Federal Poverty level. The purpose of this benchmark is to monitor the level of citizens who are economically disadvantaged.

### **Trends:**

- ❑ Table 2 presents the percentage of citizens with incomes above 100% of the federal poverty level by ethnicity. Overall, little change is seen in the poverty level between 1980 and 1990 for citizens in the City of Portland, Multnomah County and the State of Oregon.
- ❑ Graph 2 presents the data according to ethnic groups. African-Americans have the lowest percentages of citizens who are above the poverty level. Whites, in comparison, have the highest percentages of citizens above the poverty level.

**Table 2**  
**The Percentage of Citizens with Incomes Above 100% of the Federal Poverty Level by Year**

Ethnic Groups	City of Portland		Multnomah County		State of Oregon	
	1980	1990	1980	1990	1980	1990
African-Americans	71%	69%	71%	70%	72%	70%
American-Indians	76%	68%	76%	72%	78%	74%
Asians	73%	78%	76%	79%	78%	80%
Hispanics	78%	74%	80%	74%	79%	71%
Whites	89%	88%	90%	89%	90%	89%
<b>All Ethnic Groups</b>	<b>87%</b>	<b>83%</b>	<b>89%</b>	<b>87%</b>	<b>89%</b>	<b>88%</b>

**Source:** 1980 and 1990 U.S. Census of Population.

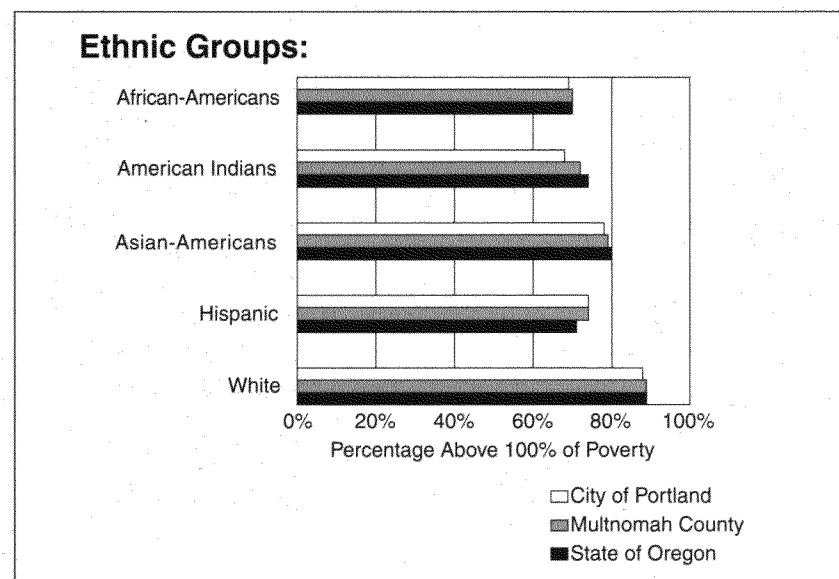
**Note:** In the 1980 census, a greater percentage of citizens of Spanish origin were categorized as "other". Therefore, the reader should use caution in interpreting the percentages for Hispanics.



- The City of Portland and Multnomah County have greater percentages of Hispanics above the federal poverty level compared to the State as a whole.

**Data Description:** Data for 1980 and 1990 was derived from the U.S. Census. The percentages are based on persons which are the sum of the number of persons in families with incomes above the poverty level and the number of unrelated individuals with incomes above the poverty level. The census excludes inmates of institutions, persons in military group quarters, in college dormitories, and unrelated individuals under 15 years old.

**Graph 2:**  
**Percentage of Citizens with Incomes Above**  
**100% of the Poverty Level in 1990**



**Source:** 1980 and 1990 U.S. Census of Population.

# Children in Poverty

## ***Urgent Benchmark #30: Percentage of children 0-17 living above 100% of the poverty level.***

**Purpose:** This urgent benchmark measures the well-being of families living in the City of Portland and Multnomah County. By monitoring this benchmark, we understand the impact of efforts to increase the percentage of children living above the poverty level.

### **Trends:**

- ☐ For all children between the ages of 0-4 and 5-17, the percentage above poverty fell between 1980 and 1990 (see Table 3). This means that slightly more children are living in poverty today compared to a decade ago.
- ☐ When looking at ethnic groups, the percentage of children 0-17 living above poverty remained the same or declined between 1980 and 1990 with one exception (see Table 3). The exception is Asian-American children (0-17) which increased in percentages for all three government jurisdictions.
- ☐ Graph 3 shows a breakdown of poverty status according to ethnic groups in 1990. The percentage of white children who are above the poverty level is greater

**Table 3**  
**The Percentage of Children 0-17 Living Above 100% of the Poverty Level by Year**

Age and Ethnic Groups	City of Portland		Multnomah County		State of Oregon	
	1980	1990	1980	1990	1980	1990
0-4 years old	81%	79%	83%	81%	85%	80%
5-17 years old	85%	82%	88%	84%	89%	86%
African-Americans	64%	61%	63%	62%	66%	64%
American-Indians	80%	62%	77%	66%	76%	68%
Asians	65%	73%	69%	74%	75%	81%
Hispanics	74%	67%	77%	67%	78%	65%
Whites	89%	85%	90%	87%	89%	86%
<b>All Ethnic Groups</b>	<b>84%</b>	<b>81%</b>	<b>86%</b>	<b>83%</b>	<b>88%</b>	<b>84%</b>

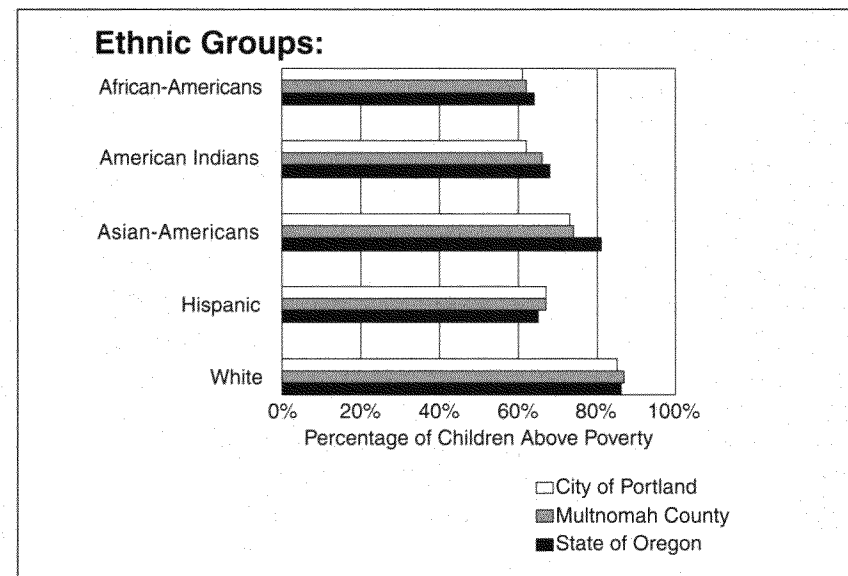
**Source:** 1980 and 1990 U.S. Census of Population.



than other ethnic groups. This means that white children are less likely to be in poverty compared to other ethnic groups.

**Data Description:** The data from this benchmark is derived from the 1980 and 1990 U.S. Census of Population and Housing. See Benchmark #6 for a description of citizens excluded from the census.

**Graph 3:**  
**Percentage of Children 0-17 Living**  
**Above 100% of the Poverty Level in 1990**



**Source:** 1990 U.S. Census of Population.

# Youth Education

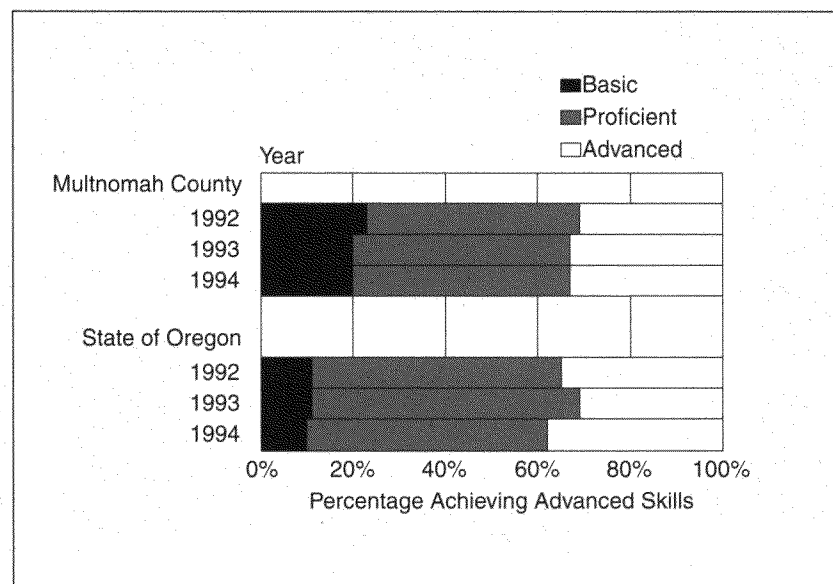
## ***Urgent Benchmark #37: Percentage of students who achieve established skill levels.***

**Purpose:** This urgent benchmark focuses on how well our children are learning the basic skills they need to prepare themselves as adult citizens. Efforts to better educate children will advance our goal of attaining the best educated citizens in the nation.

### **Trends:**

- ❑ Graph 4 shows the percentage of third grade students achieving advanced skills in reading. In 1992 and 1994, students statewide fared better than Multnomah County. In 1993, a greater percentage of students in Multnomah County achieved advanced skills when compared to the State of Oregon.
- ❑ For most grades tested, Multnomah County students lag behind Oregon students for advanced reading proficiency when examining the past three years. Table 4 (on page 28) shows that, however, third and eighth graders from Multnomah County had slightly higher percentages of advanced reading skills when compared to students statewide.

**Graph 4:  
Percentage of Third Grade Students  
Achieving Advanced Skills in Reading**



**Source:** Oregon Statewide Assessment, Department of Education, State of Oregon, 1992-1994.





- ❑ In the future, it will be important for us to analyze this information by ethnicity.

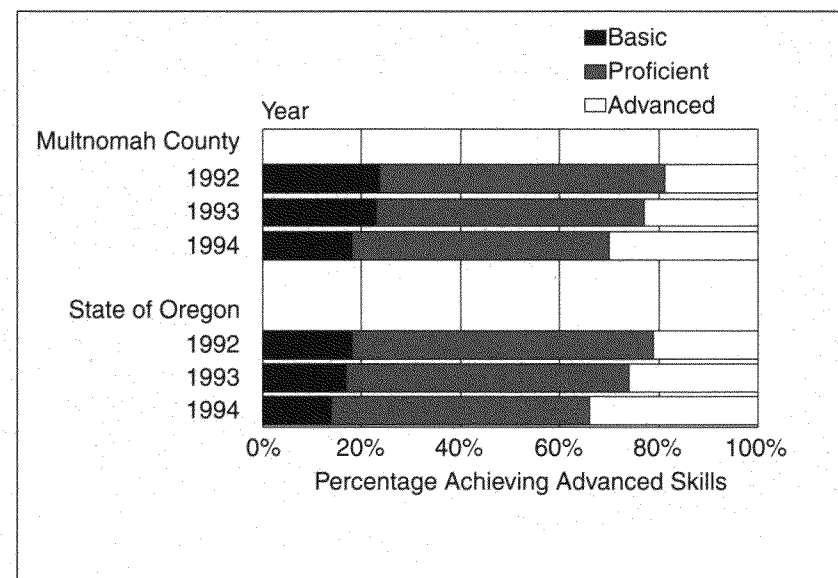
**Data Description:** Table 4 (on page 28) presents the data according to three established skill levels: basic, proficient, and advanced. There are various definitions of skill levels. However, the 1993 Oregon Statewide Assessment defines established skill levels as follows:

**Basic:** "This level denotes only partial mastery of the Essential Learning Skills and the Common Curriculum Goals at their grade level. Students at this level are most likely not making satisfactory progress for their grade and probably functioning below grade level expectations."

**Proficient:** "This level denotes solid, strong, acceptable mastery of the Essential Learning Skills and Common Curriculum Goals at their grade. Students at this level are making satisfactory progress and are well prepared for the next grade level of schooling."

**Advanced:** "This level denotes very high, superior performance and students at this level are probably functioning above grade level expectations."

**Graph 5:**  
**Percentage of Eleventh Grade Students**  
**Achieving Advanced Skills in Reading**



**Source:** Oregon Statewide Assessment, Department of Education, State of Oregon, 1992-1994.

# Youth Education (Continued)

**Table 4**  
**Percentage of Students Who**  
**Achieve Established Skill Levels**

Skill Level by Grade	Multnomah County									State of Oregon								
	1992			1993			1994			1992			1993			1994		
	Basic	Pro	Adv	Basic	Pro	Adv	Basic	Pro	Adv	Basic	Pro	Adv	Basic	Pro	Adv	Basic	Pro	Adv
<b>Third Grade:</b>																		
1. Reading	23%	46%	31%	20%	47%	33%	20%	47%	33%	11%	54%	35%	11%	58%	31%	10%	52%	38%
2. Math	20%	57%	23%	20%	54%	26%	20%	52%	28%	16%	66%	18%	15%	64%	21%	16%	63%	21%
<b>Fifth Grade:</b>																		
1. Reading	22%	50%	28%	20%	55%	25%	19%	54%	27%	16%	55%	29%	16%	58%	26%	12%	55%	33%
2. Math	22%	58%	20%	21%	55%	24%	24%	52%	24%	20%	67%	13%	21%	64%	15%	22%	64%	14%
<b>Eighth Grade:</b>																		
1. Reading	22%	52%	25%	21%	54%	25%	18%	53%	29%	16%	60%	26%	18%	60%	22%	13%	52%	35%
2. Math	27%	50%	23%	23%	51%	27%	21%	51%	28%	16%	64%	20%	17%	65%	18%	17%	63%	20%
<b>Eleventh Grade:</b>																		
1. Reading	24%	58%	19%	23%	54%	23%	18%	52%	30%	18%	61%	21%	17%	57%	26%	14%	52%	34%
2. Math	32%	55%	12%	39%	50%	11%	42%	48%	10%	29%	58%	13%	35%	52%	13%	39%	52%	9%

**Source:** Oregon Statewide Assessment, Department of Education, State of Oregon, 1992-1994.

# Economic Access to Healthcare



## ***Urgent Benchmark # 44: Percentage of citizens who have economic access to basic healthcare.***

**Purpose:** This urgent benchmark focuses on the economic barriers to accessing healthcare services in the City of Portland and Multnomah County. Without adequate health insurance, citizens are likely to delay or forego needed healthcare services.

There are many factors that affect a person's access to healthcare, several economic factors among them. We will work to better define and analyze these factors. At the present time, we have chosen health insurance as a proxy for those factors.

### **Trends:**

- ❑ Table 5 shows the percentage of citizens in 1992 who have health insurance. Whites and African-Americans have the highest percentages of citizens with health insurance.
- ❑ Citizens who are less likely to have health insurance are Hispanics when comparing all ethnic groups state-wide. In Multnomah County, American-Indians are less likely to have health insurance.

**Table 5**  
**Percentage of Citizens Who Have Health Insurance**  
**By County and State in 1992**

Ethnic Group	Multnomah County	State of Oregon
	1992	1992
African-Americans	85%	84%
American-Indians	69%	74%
Asians	78%	81%
Hispanics	80%	67%
Whites	84%	86%

**Source:** Oregon Population Survey, Oregon Progress Board, 1992.

**Data Description:** The data was derived from a question on the 1992 Oregon Population Survey conducted by the Oregon Progress Board. The question is as follows: "Are you presently covered by some kind of health insurance plan?" Respondents answered yes or no to this question.

# Neighborhood Livability

## ***Urgent Benchmark #61: Percentage of people who rate their neighborhood livability high.***

**Purpose:** This urgent benchmark addresses how the City of Portland and Multnomah County citizens perceive the quality of living in their neighborhoods.

### **Trends:**

- ❑ In general, citizens rate their neighborhood livability high. As Table 6 shows, 78% of all Multnomah citizens surveyed rate their neighborhood livability as "good" to "very good." Table 6 also shows that City of Gresham citizens give the highest ratings for livability (86%).
- ❑ Table 7 compares neighborhood livability for Portland citizens in 1993 and 1994. Little change is seen between years in how Portland citizens rate their neighborhood livability.
- ❑ Graph 7 shows the percentage of citizens who rate their neighborhood livability high in 1994 according to neighborhoods and other areas. Southwest citizens give the highest ratings (93%).

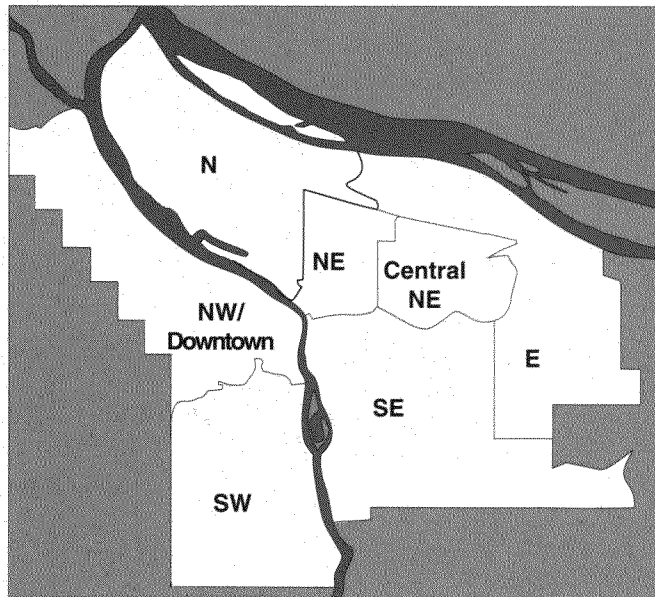
**Table 6**  
**Percentage of Citizens Who Rate**  
**Their Neighborhood Livability High in 1994**

Rating	City of Portland	City of Gresham	Remainder of Multnomah County	Total Multnomah County
High Livability (very good + good)	77%	86%	80%	78%
Very good	25%	28%	31%	25%
Good	52%	58%	50%	53%
Neither bad nor good	18%	12%	14%	17%
Bad	4%	1%	4%	4%
Very bad	1%	1%	1%	1%

**Source:** 1994 Portland/Multnomah County Citizen Survey (Joint City and County Auditors).



**Graph 6:  
Geographical Boundaries of  
Portland Neighborhood Coalitions and  
Other Areas in Multnomah County**



**Source:** City of Portland Auditor's Office, 1994.

**Geographical Boundaries of  
Neighborhoods and Other Areas:**

As Graph 6 shows, the City of Portland is divided approximately into seven neighborhoods. Also included is the City of Gresham and the remainder of Multnomah County:

**NW/Downtown** - borders the Willamette River to the north and east, Patton, Highway 26, and I-405 to the south.

**Southwest** - borders Patton, Highway 26, and I-405 to the north, and the Willamette River to the east.

**Central Northeast** - borders Columbia Blvd and Sandy Blvd to the north, 33rd and 42nd to the west, the Banfield Highway to the south, and I-205 to the east.

**Northeast** - borders Columbia Blvd to the north, Albina to the west, the Banfield Highway to the south, and 33rd to the east.

**Southeast** - borders the Banfield Highway to the north, the Willamette River to the west, I-205 to the east, Holgate and 40 Mile Loop Trail.

**North** - borders the Columbia River to the north, Willamette River to the west, Albina and the Peninsula Drainage Canal to the east.

**East** - borders the Columbia River to the north, the Peninsula Drainage Canal to the west, Columbia Blvd. to the south, and 162nd to the east.

**City of Gresham**

**Remainder of Multnomah County** - includes unincorporated areas and these smaller cities: Fairview, Maywood Park, Troutdale, and Wood Village.

## Neighborhood Livability (Continued)

In contrast, Northeast citizens have the lowest percentage (64%) who give high ratings for neighborhood livability.

**Data Description:** The data from this benchmark is derived from the annual Citizen Survey conducted by City and County Auditors. In 1993, data was collected from the City of Portland only. In 1994, the sample included Multnomah County and the City of Portland.

A random selection of residents was asked the following question: "Overall, how do you rate the livability of your neighborhood?" Respondents were given five choices in answering the question ranging from "very good" to "very bad." The data was weighted according to Housing Unit counts by census tracts.

**Table 7**  
**Percentage of Portland Citizens Who Rate Their Neighborhood Livability High in 1994**

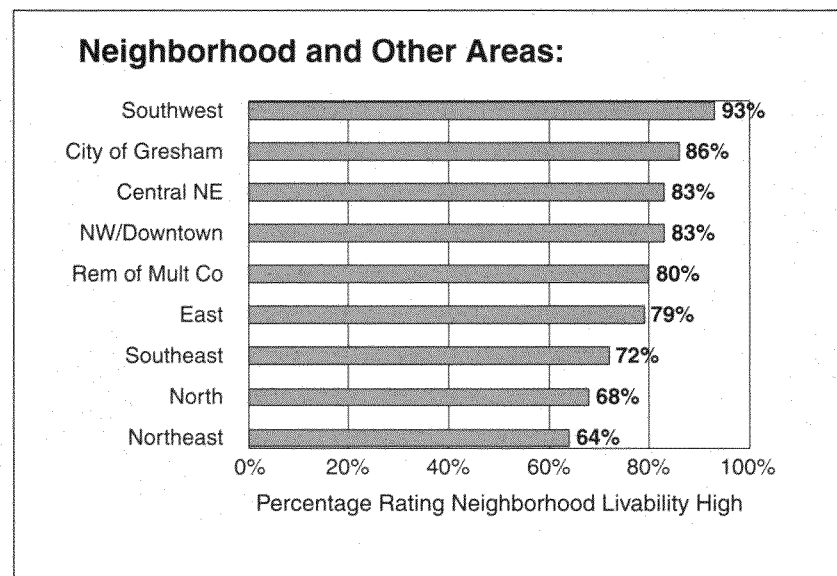
Rating	City of Portland	
	1993	1994
High Livability (very good + good)	77%	77%
Very good	25%	25%
Good	52%	52%
Neither bad nor good	17%	18%
Bad	5%	4%
Very bad	1%	1%

**Source:** 1993 Portland Citizen Survey (City Auditor). 1994 Portland/Multnomah County Citizen Survey (Joint City and County Auditors).



As Graph 7 shows, the data is presented according to seven neighborhood coalitions. Neighborhood coalitions are groupings of neighborhoods throughout the City of Portland. The neighborhoods coalitions are approximated by grouping census tracts together. Graph 6 displays the boundaries for neighborhood coalitions.

**Graph 7:**  
**Percentage of Citizens in 1994 Who Rate Their  
Neighborhood Livability High**



**Source:** 1994 Portland/Multnomah County Citizen Survey (Joint City and County Auditors).



# Government Performance

## ***Urgent Benchmark # 76: Percentage of citizens who feel government is doing a good job at providing services.***

**Purpose:** This urgent benchmark evaluates the City of Portland and Multnomah County citizens' perception of government performance.

### **Trends:**

- ❑ Table 8 displays ratings of government performance in three areas of Multnomah County: City of Portland, City of Gresham, and the remainder of Multnomah County. In addition, the entire area of Multnomah County is presented in the Total Column. According to the table, 52% of all citizens in Multnomah County feel the government is doing a good job.
- ❑ Graph 8 provides a breakdown of the data according to neighborhood coalitions and other areas in Multnomah County. The greatest percentage of citizens (63%) who feel government is doing a good job reside in the Northwest/Downtown area. In contrast, only 43% of citizens from the East give the City and County government high marks.

**Table 8**  
**Percentage of Citizens**  
**Who Feel Government is Doing**  
**a Good Job in 1994**

Rating	City of Portland	City of Gresham	Remainder of Multnomah County	Total Multnomah County
Job of Government: (very good + good)	52%	54%	49%	52%
Very good	5%	5%	4%	5%
Good	47%	49%	45%	47%
Neither bad nor good	37%	38%	36%	37%
Bad	8%	5%	11%	8%
Very bad	3%	3%	4%	3%

**Source:** 1994 Portland/Multnomah County Citizen Survey (Joint City and County Auditors).



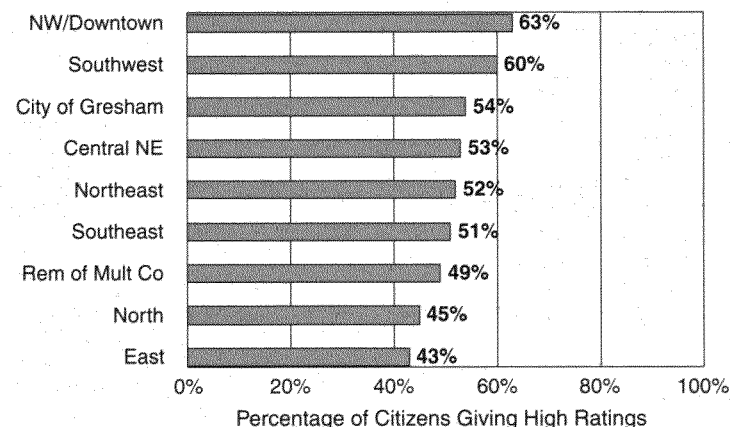


**Data Description:** Data from this benchmark comes from the annual Citizen Survey conducted by the City and County Auditors. Data is presented for 1994 only.

Citizens were asked the following question on the survey: "Overall, how good a job do you think the City and County are doing at providing government services?" Citizens were given five categories of responses ranging from "very good" to "very bad". See Benchmark #61 for a description of the sampling areas and weighting characteristics.

**Graph 8:  
Percentage of Citizens Who Feel  
Government is Doing a Good Job  
at Providing Services in 1994**

**Neighborhoods and Other Areas:**



**Source:** 1994 Portland/Multnomah County Citizen Survey (Joint City and County Auditors).

# Dollars Spent for Government

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## ***Benchmark #82: Per capita dollars spent for City and County government.***

**Purpose:** This data is intended to indicate a certain level of efficiency in the delivery of local government services. Measurement of government efficiency is difficult, because of the various factors involved in computing expenditures and services. Although this benchmark speaks only to City and County government, we have included data for some other taxing entities in Multnomah County.

There are forty (40) local and regional governments and special districts with taxing and expenditure authority in Multnomah County. Citizens throughout the county are taxed by two or three governments and up to six special districts, depending on the location of their residences. As the benchmarks program evolves, with local jurisdictions in the county targeted for our first outreach efforts in 1995, we will strive to more clearly define efficiency within the county.

### **Trends:**

- ☐ Although per capita expenditures of Multnomah County and City of Portland governments have risen in the past decade, increases since 1990 have slowed significantly. Tables 9 and 10 represent recent histori-

**Table 9**  
**Per Capita Expenditures**  
**City of Portland Government**

Fiscal Year	City of Portland
1994-95 (Budgeted)	\$1,228
1993-94 (Revised)	\$1,228
1992-93 (Actual)	\$1,259
1991-92 (Actual)	\$1,104
1990-91 (Actual)	\$1,108
1985-86 (Actual)	\$806

**Source:** City of Portland, Office of Finance and Administration, 1994.



cal expenditures of the city and county. Table 11 presents the 1993-94 expenditures for the other larger taxing jurisdictions in the county .

- As a percent of income, property tax in Multnomah County has actually shown a marked decrease since 1990. Table 12 details that reduction.

**Data Description:** These data are drawn from two sources: the City of Portland, Office of Finance and Administration, and the Tax Supervising and Conservation Commission (TSCC). The later is a legislatively mandated entity that reviews and assists the financial activities of all local governments within Multnomah County. Because the basis for their data is slightly different, numbers from the two sources are not always comparable.

**Table 10**  
**Per Capita Expenditures**  
**Multnomah County Government**

Fiscal Year	Multnomah County
1993-94 (Budgeted)	\$699
1992-93 (Actual)	\$555
1991-92 (Actual)	\$519
1990-91 (Actual)	\$471
1985-86 (Actual)	\$239

**Source:** Tax Supervising and Conservation Commission, 1994.

# Dollars Spent for Government (Continued)

**Table 11**  
**Per Capita Expenditures By Selected**  
**Multnomah County Taxing Authorities 1993-94**

For Residents of City of Portland	Expenditures
Tri-Met	\$148
Port of Portland	\$107
Metro	\$99
Portland Community College	\$140
Educational Service District	\$73
Portland Public Schools	\$920

**Source:** Tax Supervising and Conservation Commission, 1994.

**Table 12**  
**Per Capita Property Tax as a Percent of Income**  
**Multnomah County**

Fiscal Year	Overall Per Capita Tax	Per Capita Tax as % of Income
1994-95	\$919	4.22%
1993-94	\$957	4.39%
1992-93	\$1,013	4.66%
1991-92	\$1,047	5.33%
1990-91	\$1,151	6.04%
1989-90	\$1,068	5.88%
1988-89	\$1,002	6.01%
1987-88	\$969	6.22%
1986-87	\$895	5.96%
1985-86	\$843	5.81%
1984-85	\$739	5.30%

**Source:** Tax Supervising and Conservation Commission, 1994.

# Neighborhood Safety

## ***Urgent Benchmark #84: Percentage of citizens who feel safe walking alone in their neighborhood during the day and night.***

**Purpose:** This urgent benchmark evaluates citizens' perception of safety in their neighborhoods. By monitoring this benchmark, we will learn if citizens feel threatened or secure in their community.

### **Trends:**

- ❑ The perception of safety improved slightly from 1991 to 1994 for City of Portland citizens. As Table 13 shows, 77% of citizens feel safe walking during the day in 1991. This percentage increased to 81% in 1994. Similarly, the percentage of citizens feeling safe walking during the night increased from 34% in 1991 to 36% in 1994.
- ❑ Graph 9 shows a breakdown of the data according to neighborhood coalitions and other areas in Multnomah County in 1994. Southwest citizens have the highest percentage (92%) of citizens who feel safe walking during the day in their neighborhood. In contrast, 70% of Northeast citizens feel safe walking alone

**Table 13**  
**Percentage of Portland Citizens Who Feel Safe Walking in Their Neighborhood During the Day and Night**

Rating	City of Portland			
	1991	1992	1993	1994
<b>Feeling Safe During the Day (Very Safe + Safe):</b>	<b>77%</b>	<b>81%</b>	<b>80%</b>	<b>81%</b>
Very safe	32%	36%	34%	35%
Safe	45%	45%	46%	46%
Neither safe nor unsafe	15%	13%	14%	14%
Unsafe	6%	5%	5%	4%
Very Unsafe	2%	1%	1%	1%
<b>Feeling Safe During the Night (Very Safe + Safe):</b>	<b>34%</b>	<b>38%</b>	<b>35%</b>	<b>36%</b>
Very safe	8%	10%	9%	8%
Safe	26%	28%	26%	28%
Neither safe nor unsafe	24%	22%	23%	25%
Unsafe	26%	26%	27%	26%
Very Unsafe	16%	14%	15%	13%

**Source:** 1991, 1992, 1993 Portland Citizen Survey (City Auditor). 1994 Portland/Multnomah County Citizen Survey (Joint City and County Auditors).

## Neighborhood Safety (Continued)

during the day. When night falls, however, this percentage drops to 22%.

- ❑ Table 14 shows the percentages of citizens who feel safe during the day for the City of Portland and other areas in Multnomah County. In addition, the entire county of Multnomah is presented in the "total" column. In Multnomah County, 82% feel safe walking during the day. This percentage drops to 38% at night.

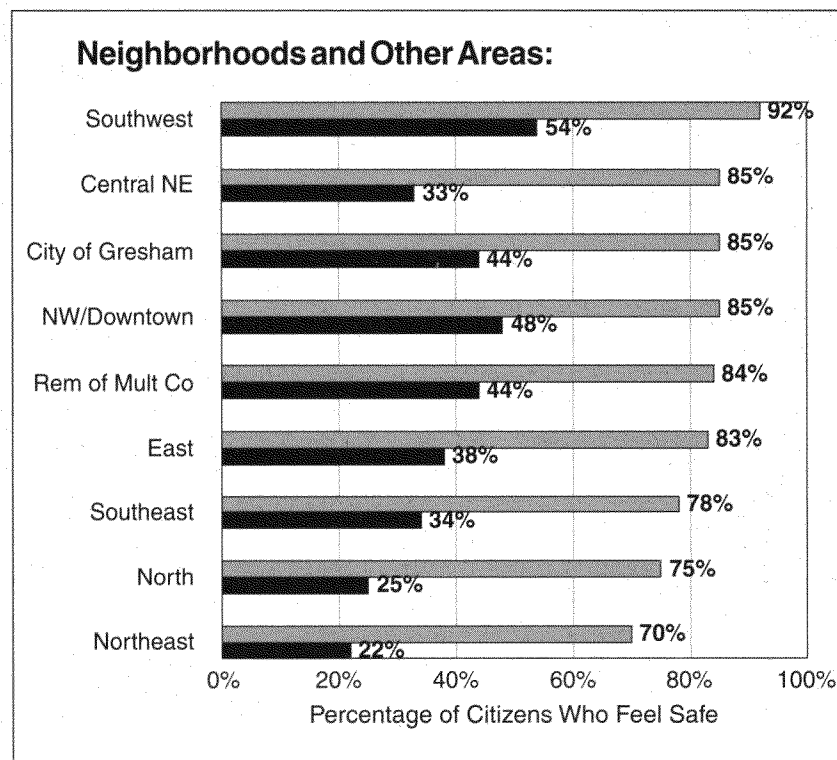
### Data Description:

The Citizen Survey conducted by the City and County Auditors has two questions relating to this benchmark. The questions are as follows:

- ❑ How safe would you feel walking alone during the day in your neighborhood?
- ❑ How safe would you feel walking alone at night in your neighborhood?

The response for this question ranges from "very safe" to "very unsafe." See Benchmark #61 for a description of the sampling areas and weighting characteristics.

**Graph 9:**  
**Percentage of Citizens in 1994 Who Feel Safe Walking in Their Neighborhood During the Day and Night**



**Source:** 1994 Portland/Multnomah County Citizen Survey (Joint City and County Auditors).



**Table 14**

**Percentage of Citizens Who Feel Safe Walking in Their Neighborhood During the Day and Night in 1994**

Rating	City of Portland	City of Gresham	Remainder of Multnomah County	Total Multnomah County
<b>Feeling Safe During the Day (Very Safe + Safe):</b>	<b>81%</b>	<b>84%</b>	<b>84%</b>	<b>82%</b>
Very safe	35%	36%	42%	35%
Safe	46%	48%	42%	47%
Neither safe nor unsafe	14%	11%	13%	13%
Unsafe	4%	4%	2%	4%
Very Unsafe	1%	1%	1%	1%
<b>Feeling Safe During the Night (Very Safe + Safe):</b>	<b>36%</b>	<b>43%</b>	<b>44%</b>	<b>38%</b>
Very safe	8%	6%	14%	8%
Safe	28%	37%	30%	30%
Neither safe nor unsafe	25%	23%	24%	25%
Unsafe	26%	25%	23%	25%
Very Unsafe	13%	9%	9%	12%

**Source:** 1994 Portland/Multnomah County Citizen Survey (Joint City and County Auditors).

# Domestic Violence

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## ***Urgent Benchmark #86: Number of reported incidents of domestic violence by age (children and elderly) including families repeatedly victimized.***

**Purpose:** This urgent benchmark measures the emotional health and well-being of citizens in the City of Portland and Multnomah County. By examining the incidence of family violence, we can better target support to the family unit.

**Data Description:** This data has four components described as follows:

- A. Children abused and neglected per 1,000 people under 18.
- B. Spouses or domestic associates abused per 1,000 people.
- C. Elderly abused per 1,000 people.
- D. Families repeatedly victimized by such incidents.

Currently, there are several organizations which collect data on family abuse. However, we are unable to verify the most representative data.



# Crimes Against People

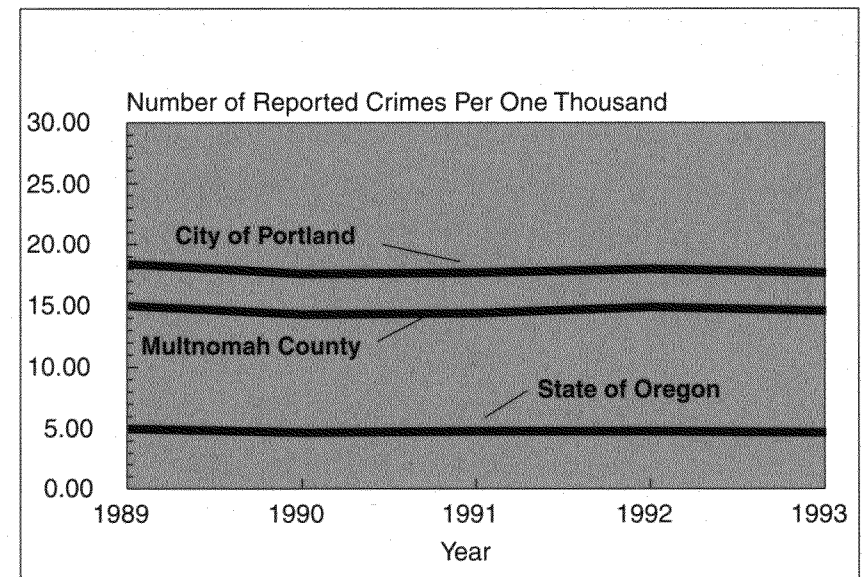
***Urgent Benchmark #87: Number of reported crimes against people per 1,000 population. (These crimes include murder, rape, robbery, kidnapping, assault.)***

**Purpose:** This urgent benchmark focuses on the extent of serious crimes in the City of Portland and Multnomah County. By monitoring this benchmark of public safety, we can assess the distribution of resources intended to reduce serious crimes.

## **Trends:**

- ❑ As seen in Graph 10, there are more crimes against people per 1,000 population in the City of Portland compared to Multnomah County and the State of Oregon.
- ❑ Table 15 shows that crime rates in the City of Portland are roughly three times higher than the State of Oregon.
- ❑ The crime rate per 1,000 population has declined for all three government jurisdictions in the five year period (1989-1993).

**Graph 10:  
Number of Reported Crimes Against  
People Per 1,000 Population**



**Source:** Oregon Law Enforcement Data Systems (LEDS).

## *Crimes Against People (Continued)*

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**Data Description:** Data is provided from the Law Enforcement Data System (LEDS). Each month, the number of reported crimes and arrests from each police department throughout Oregon are submitted to LEDS. Data is then reported on a quarterly basis. We looked at the following crimes for data on this benchmark: willful murder, forcible rape, robbery, and aggravated assault. In the future, kidnapping will be included as a measure of this benchmark.



**Table 15**  
**The Number of Reported Crimes Against People per 1,000 Population**

	City of Portland					Multnomah County					State of Oregon				
	1989	1990	1991	1992	1993	1989	1990	1991	1992	1993	1989	1990	1991	1992	1993
Willful Murder	38	29	50	46	58	48	42	56	46	61	128	110	129	137	141
Forcible Rape	415	424	464	490	479	499	489	535	575	564	1,311	1330	1,552	1,566	1,544
Robbery	2,699	2,556	2,746	2,706	2,323	2,891	2,712	2,938	2,923	2,485	4,306	4,130	4,404	4,518	3,945
Aggravated Assault	4,932	4,838	4,881	5,167	5,603	5,467	5,273	5,305	5,669	6,028	8,859	8,832	8,671	8,917	9,579
<b>Total</b>	<b>8,084</b>	<b>7,847</b>	<b>8,141</b>	<b>8,409</b>	<b>8,463</b>	<b>8,905</b>	<b>8,516</b>	<b>8,834</b>	<b>9,213</b>	<b>9,138</b>	<b>14,604</b>	<b>14,402</b>	<b>14,756</b>	<b>15,138</b>	<b>15,209</b>
Total Population	432,175	437,319	453,065	458,275	471,325	581,000	583,500	600,000	605,000	615,000	2,791,000	2,884,000	2,930,000	2,979,000	3,038,000
Rate per 1,000 population	18.70	17.94	17.97	18.35	17.96	15.33	14.60	14.72	15.23	14.86	5.23	4.99	5.04	5.08	5.01

**Source:** Oregon Law Enforcement Data Systems (LEDS), *Report of Criminal Offenses and Arrests, 1989, 1990, 1991, 1992, and 1993.*

# 1995 Benchmarks

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In this section, we present the 1995 Benchmarks according to eight clusters. The clusters are categories intended to arrange the benchmarks into similar subject areas. Each benchmark is numbered according to its

placement in the January 1994 Annual Report. In addition, the benchmarks are cross-referenced with the State of Oregon (as listed in the 1993 Report to the Legislature) and Multnomah County.

<input type="checkbox"/> Disadvantaged Citizens .....	47
<input type="checkbox"/> Economic Prosperity .....	49
<input type="checkbox"/> Educated Citizens .....	51
<input type="checkbox"/> Family Support .....	52
<input type="checkbox"/> Government Performance .....	53
<input type="checkbox"/> Healthcare .....	54
<input type="checkbox"/> Neighborhood Livability .....	55
<input type="checkbox"/> Public Safety .....	57

# 1995 Benchmarks

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## ***Disadvantaged Citizens:***

- 6. **Urgent Benchmark:** Percentage of citizens with incomes above 100% of the federal poverty level broken down by ethnicity. (*State of Oregon 191, Multnomah County 34*)
- 30. **Urgent Benchmark:** Percentage of children 0-17 living above 100% of the poverty level broken down by age and ethnicity. (*State of Oregon 3, Multnomah County 35*)
- 31. Percentage of children who were homeless at some time in the last year. (*State of Oregon 6*)
- 47. Percentage of citizens who are mentally ill living in housing of their choice with adequate support. (*State of Oregon 99, Multnomah County 14*)
- 48. Percentage of citizens who are mentally ill who are employed. (*State of Oregon 100, Multnomah County 15*)
- 49. Percentage of citizens who are mentally ill living above the poverty level. (*State of Oregon 101, Multnomah County 16*)
- 50. Percentage of citizens with developmental disabilities living in the housing of their choice with adequate support. (*State of Oregon 102, Multnomah County 17*)
- 51. Percentage of citizens with developmental disabilities who are employed. (*State of Oregon 103, Multnomah County 18*)
- 52. Percentage of citizens with developmental disabilities living above the poverty level. (*State of Oregon 104, Multnomah County 19*)
- 53. Percentage of citizens with physical disabilities living in housing of their choice with adequate support. (*State of Oregon 105, Multnomah County 20*)
- 54. Percentage of citizens with physical disabilities who are employed. (*State of Oregon 106, Multnomah County 21*)
- 55. Percentage of citizens with physical disabilities living above the poverty level. (*State of Oregon 107, Multnomah County 22*)

# 1995 Benchmarks

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## ***Disadvantaged Citizens - (Continued):***

- 56. Percentage of elderly living in the least restrictive setting, either in their own home or in an alternative home setting. (*Multnomah County 13*)
- 58. Percentage of home owners and renters below median income spending less than 30% of their household income on housing (including utilities: gas, electric, water, garbage, sewer, phone). (*State of Oregon 143,144, Multnomah County 25*)
- 59. Number of citizens who were homeless at some time in the last year. (*State of Oregon 145, Multnomah County 24*)
- 98. Number of very-low income homeowners in Multnomah County spending 30% or more of total monthly income for housing. (*State of Oregon 144*)
- 99. Percentage of households living above 125% of the Federal Poverty level. (*State of Oregon 192, Multnomah County 37*)

# 1995 Benchmarks

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## ***Economic Prosperity:***

1. Per capita income as a percentage of U.S. real per capita income. (*State of Oregon 185*)
2. Per capita income as a percentage of Oregon's real per capita income broken down by ethnicity. (*State of Oregon 186*)
3. **Urgent Benchmark:** Average annual payroll per non-farm worker. (*State of Oregon 190, Multnomah County 33*)
4. Per capita income.
5. Annual total payroll.
6. **Urgent Benchmark:** Percentage of citizens with incomes above 100% of the federal poverty level. (*State of Oregon 191, Multnomah County 34*)
7. Total employment (in thousands) broken down by ethnicity.
8. Unemployment rate (as compared to the Portland Metropolitan area) broken down by ethnicity. (*State of Oregon 197*)
9. Percentage of income from goods and services sold outside of the United States.
10. Percentage of income from goods and services sold outside the Portland Metropolitan region.
11. Number of small business that fail in one year, two years, and five years.
12. Percentage of employer payroll dedicated to training and education.
13. Percentage of 25 year olds with a certificate granted from education and training programs.
14. Percentage of employees working in firms which train over 50% of their workforce 20 hours or more annually in work skills or work processes.
15. Percentage of high school students who are engaged in Certificate of Advanced Mastery programs that involve work place experience.

# 1995 Benchmarks

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## *Economic Prosperity - (Continued)*

- |   |  |
|---|--|
| <p><b>16.</b> Number of U.S., Canadian and Mexican metropolitan areas (over 1 million population) served by non-stop flights to and from any Oregon commercial airport. (<i>State of Oregon 238</i>)</p> <p><b>17.</b> Number of international cities of over 1 million population (outside Canada &amp; Mexico) served by direct or non-stop flights to and from any Oregon commercial airport. (<i>State of Oregon 239</i>)</p> <p><b>18.</b> Portland transpacific container export rates compared to those in Seattle &amp; Tacoma (percent greater or less than). (<i>State of Oregon 241</i>)</p> <p><b>19.</b> Percentage of government permits issued within the target time period or less including business licenses, building permits, water, plumbing/electrical/heating &amp; ventilating, parking, street use, and conditional use/zoning/variances. (<i>State of Oregon 257, Multnomah County 79</i>)</p> <p><b>20.</b> Percentage and number of industrial site acreage identified in comprehensive plans that is actually suitable for development.</p> | <p><b>21.</b> Total taxes per capita as percentage of U.S. average. (<i>State of Oregon 250</i>)</p> <p><b>22.</b> Total taxes per \$1,000 income. (<i>Multnomah County 253</i>)</p> <p><b>23.</b> Percentage of federal, state &amp; local business taxes and fees per dollars of business income.</p> <p><b>24.</b> Real per capita capital outlays for public infrastructure. (<i>State of Oregon 255, Multnomah County 78</i>)</p> <p><b>73.</b> Percentage of total non-manufacturing jobs in the Portland Metropolitan area located in downtown Portland.</p> <p><b>75.</b> Annual per capita public and private financial support for the arts in the region including libraries, museums, visual arts, and performing arts.</p> <p><b>100.</b> Average wages per employee in firms with fewer than twenty employees in Multnomah County.</p> |
|---|--|



# 1995 Benchmarks

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## ***Educated Citizens:***

- 25. Percentage of children entering kindergarten meeting specific development standards for their age. Development includes cognitive, language & literacy, physical well-being, and social/emotional development. (*State of Oregon 16, Multnomah County 40*)
- 37. **Urgent Benchmark:** Percentage of students who achieve established skill levels broken down by ethnicity and grade level. (*State of Oregon 18-22*)
- 38. High school graduation rate. (*State of Oregon 47, Multnomah County 38*)
- 39. Percentage of adults who have completed at least one year of educational programs after secondary school broken down by ethnicity. (*State of Oregon 48*)
- 40. Percentage of adults who completed a certified apprenticeship program. (*State of Oregon 52*)
- 41. Percentage of adults who have completed an associate degree in professional-technical education broken down by ethnicity. (*State of Oregon P49*)
- 42. Percentage of people leaving post-secondary coursework that possess skill sets to match work force needs. (*Multnomah County 39*)
- 43. Percentage of adults who possess English literacy skills broken down by prose, document, quantitative, and information/technology literacy. (*State of Oregon 56-59, Multnomah County 10*)

# 1995 Benchmarks

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## **Family Support:**

- 28. Percentage of infants whose mothers did not use the following: Illicit drugs during pregnancy, alcohol during pregnancy (self-reported by mother), and tobacco during pregnancy (self-reported by mother). (*State of Oregon 11, Multnomah County 3*)
- 32. Percentage of child care facilities which meet established basic standards. (*State of Oregon 182, Multnomah County 27*)
- 33. Number of identified child care slots available for every 100 children under age 13. (*State of Oregon 183, Multnomah County 28*)
- 34. Percentage of students free of involvement with alcohol in the previous month broken down by the eighth and eleventh grades. (*State of Oregon 31, Multnomah County 29*)
- 35. Percentage of students free of involvement with illicit drugs in the previous month broken down by the eighth and eleventh grades. (*State of Oregon 32, Multnomah County 30*)
- 36. Percentage of students free of involvement with tobacco in the previous month broken down by

the eighth and eleventh grades. (*State of Oregon 33*)

- 86. **Urgent Benchmark:** Number of reported incidents of domestic violence by age (children and elderly) including families repeatedly victimized. These include the following:
  - A. Children abused and neglected per 1,000 people under 18. (*State of Oregon 4a, Multnomah County 45*)
  - B. Spouses or domestic associates abused per 1,000 adults. (*State of Oregon 5, Multnomah County 46*)
  - C. Elderly abuse per 1,000 people. (*State of Oregon 97, Multnomah County 47*)
  - D. Families repeatedly victimized by such incidents.
- 101. Number of identified subsidized child care slots available for every 100 children under age 13 who are financially eligible.
- 102. Average total family income in Multnomah County.

# 1995 Benchmarks

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## ***Government Performance:***

- 74. Percentage of eligible citizens who vote. (*State of Oregon 172, Multnomah County 74*)
- 76. **Urgent Benchmark:** Percentage of citizens who feel government is doing a good job at providing services. (*Multnomah County 80*)
- 77. Percentage of citizen volunteers in a governmental advisory capacity who are satisfied that their recommendations were carefully and respectfully considered. (*Multnomah County 83*)
- 78. Percentage of citizens who volunteer at least 50 hours of their time per year to civic, community, or non-profit activities. (*State of Oregon 174, Multnomah County 82*)
- 79. Percentage of government organizations that adopt benchmarks, incorporate them into budget and/or planning processes, and collect supporting data. (*Multnomah County 85*)
- 80. Percentage of community organizations that adopt benchmarks, incorporate them into budget and/or planning processes, and collect supporting data.
- 81. General obligation bond rating (Standard & Poor's). (*State of Oregon 259, Multnomah County 77*)
- 82. **Urgent Benchmark:** Per capita dollars spent for city and county government. (*Multnomah County 76*)
- 83. Direct government service delivery expenses as a percentage of total government expenditures.
- 103. Percentage of median household income spent for taxes.

# 1995 Benchmarks

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## **Healthcare:**

- 26. Pregnancy rate per 1,000 females ages 10-17 broken down by ethnicity. (*State of Oregon 1, Multnomah 1*)
- 27. Percentage of healthy birthweight babies broken down by ethnicity. (*State of Oregon 10*)
- 29. Percentage of two year olds who are adequately immunized. (*State of Oregon 14, Multnomah County 4*)
- 44. **Urgent Benchmark:** Percentage of citizens who have economic access to health care. (*State of Oregon 177, Multnomah County 44*)
- 46. Annual percentage and number of people with early diagnosis of HIV. (*State of Oregon 75, Multnomah County 6*)

# 1995 Benchmarks

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## ***Neighborhood Livability:***

- 57. Acres of parks and protected green space per 1,000 citizens. (*State of Oregon 127, Multnomah County 69*)
- 60. Percentage of population that lives within one half mile walk of all of the following: park/open space, transit service, elementary service, neighborhood commercial node, bike path, and walkways.
- 61. **Urgent Benchmark:** Percentage of people who rate their neighborhood livability high.
- 62. Percentage of people who commute (one-way) within 30 minutes between where they live and work. (*State of Oregon 136, Multnomah County 72*)
- 63. Percentage of people who commute to and from work and use multiple modes of transportation for commuting. (*Multnomah County 73*)
- 64. Percentage of streets rated acceptably clean. (*Multnomah County 68*)
- 65. Percentage of surfaces where there is little or no graffiti.
- 66. Number of days per year the community meets government ambient air quality standards.
- 67. Carbon dioxide emissions as a percentage of 1990 emissions. (*State of Oregon 109*)
- 68. Percentage of samples per year of the community's river and streams that meet government in-stream water quality standards. (*Multnomah County 66*)
- 69. Annual water usage per capita broken down by industrial, residential, and commercial categories.

# 1995 Benchmarks

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## ***Neighborhood Livability - (Continued)***

- 70. Number of energy units used per capita broken down by industrial, residential, and commercial categories.
- 71. Pounds of solid waste landfilled per capita per year. (*State of Oregon 121, Multnomah 67*)
- 72. Percentage of Portland metropolitan area population growth since 1990 occurring within the City of Portland broken down by special needs.
- 104. Percentage of citizens who rate their streets acceptably clean. (*Multnomah 68*)

# 1995 Benchmarks

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## ***Public Safety:***

- 84. **Urgent Benchmark:** Percentage of citizens who feel safe walking alone in their neighborhood during the day. (*Multnomah County 49*)
- 85. Number of reported crimes against people or property motivated by prejudice broken down by ethnicity, sexual orientation, religion and national origin. (*State of Oregon 91*)
- 87. **Urgent Benchmark:** Number of reported crimes against people per 1,000 population. Crimes include murder, rape, robbery, kidnapping, and assault broken down by age and neighborhood coalition. (*State of Oregon 155, Multnomah County 50*)
- 88. Number of reported crimes against property per 1,000 population. Crimes include burglary, larceny, motor vehicle theft, arson, and vandalism broken down by age and neighborhood coalition. (*State of Oregon 156, Multnomah County 51*)
- 89. Percentage of arrestees testing positive for alcohol or illicit drugs in Multnomah County. (*Multnomah County 57*)
- 90. Firearm injuries and fatalities rate per 1,000 population broken down by age. (*Multnomah County 52*)
- 91. Number of crime victims per 1,000 population broken down by type of crime (person or property), age status (juvenile or adult), and ethnicity. (*Multnomah County 60*)
- 92. Percentage of adults who use illegal drugs. (*Multnomah County 31*)
- 93. Percentage of felons who commit new felonies within three years of re-entry into the community. (*State of Oregon 159, Multnomah County 56*)

# 1995 Benchmarks

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## ***Public Safety - (Continued):***

- 94. Percentage of diverted offenders who commit the same type of offense within one year after completing the diversion program broken down by substance abuse, alcohol, and domestic violence. (*Multnomah County 55*)
- 95. Percentage of residences, institutions, and businesses which are prepared for an emergency by being able to sustain themselves for 72 hours. (*Multnomah County 61*)
- 96. Property loss and fatalities, due to emergency/ disasters broken down by number of lives lost per 1,000 and dollar value of loss as a percentage of structure/property exposed.
- 97. Percentage of emergency service agencies (defined in ORS 401) with emergency plans and emergency response procedures in place that are regularly exercised and updated per federal standards.



# 1995 Progress Board Work Plan

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**Goal #1: Tell the Benchmarks story in order to stimulate intergovernmental and private sector collaboration in the achievement of the Urgent Benchmarks.**

**Activities:**

- A. Conduct Benchmarks Data Network meetings around the five Urgent Benchmark Clusters.
  - ☐ Governance
  - ☐ Public Safety
  - ☐ Health Care
  - ☐ Nurturing Stable Families
  - ☐ Livable Communities
- B. Begin the Partnership Initiative, developing commitment to the Benchmarks process and undertaking responsibility for the accomplishment of the Benchmarks. In 1995 the following groups will be targeted:
  - ☐ Local Governance Partnership Initiative
  - ☐ Business Partnership Initiative
  - ☐ Community Development Partnership Initiative

- C. Represent Progress Board interests on the Oregon Option.
- D. Institute the Annual Benchmarks/Government Innovation Awards Program.
- E. Reexamine membership of the Progress Board.

**Goal #2: Develop local capacity to implement benchmarking and other government innovations.**

**Activities:**

- A. Develop Progress Board staff expertise in promising governmental practices, particularly those relating to benchmarking.
- B. Build and maintain resource materials and a bibliography on benchmarking.
- C. Assist staff of Multnomah County cities and county in implementation of the Benchmarks.

**Goal #3: Refine and revise the Benchmarks and their supporting data bases.**

In 1994, the Portland-Multnomah Progress Board published 97 benchmarks for the City of Portland and Multnomah County. This listing has grown to 104. The following lists benchmarks added during 1994:

- 98. Number of very-low income homeowners in Multnomah County spending 30% or more of total monthly income for housing.
- 99. Percentage of household living above 125% of the Federal Poverty level.
- 100. Average wages per employee in firms with fewer than twenty employees in Multnomah County.
- 101. Number of identified subsidized child care slots available for every 100 children under age 13 who are financially eligible.
- 102. Average total family income in Multnomah County.
- 103. Percentage of median household income spent for taxes.
- 104. Percentage of citizens who rate their streets acceptably clean.

The wording of several urgent benchmarks was changed to reflect the data. The following listing shows the original wording as well as the change in wording for this report:

- 61. **Original wording:** Percentage of people who feel a sense of community in their neighborhood.  
**New wording:** Percentage of people who rate their neighborhood livability high.
- 76. **Original wording:** Percentage of citizens who are satisfied that government services are necessary, responsive and cost-effective.  
**New wording:** Percentage of citizens who feel government is doing a good job at providing services.
- 82. **Original wording:** Per capita cost of government.  
**New wording:** Per capita dollars spent for city and county government.
- 84. **Original wording:** Percentage of citizens who feel safe and secure.  
**New wording:** Percentage of citizens who feel safe walking alone in their neighborhood during the day or night.

# *Notes*

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## Comment Card

We welcome your comments about this report. If you would like us to contact you, please include your address and telephone number below.

[illegible]

Name: \_\_\_\_\_

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# OREGON BENCHMARKS

Standards for Measuring Statewide Progress  
And Institutional Performance

*Report to the 1995 Legislature*

Oregon Progress Board

December 1994



# **OREGON BENCHMARKS**

Standards for Measuring Statewide Progress  
And Institutional Performance

*Report to the 1995 Legislature*

Oregon Progress Board

December 1994

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# 1. INTRODUCTION

## Now in Third Edition, Benchmarks Are Finding Widespread Application And Recognition

*More and More Institutions*

*Use Benchmarks To Measure*

*Progress Toward Shared Ends*

Welcome to the third biennial edition of Oregon Benchmarks. The purpose of the benchmarks is to guide us to a better future as a people, as a place, and as an economy. In the pages ahead we take stock of how Oregon is doing, analyze the trends and problems we confront, and identify what must be high on our agenda for the period ahead.

**Benchmarks: Another Oregon First**  
Oregon Benchmarks are the measurable indicators that Oregon uses at the statewide level to assess its progress toward broad strategic goals (see box, page 2). The benchmarks are truly an Oregon innovation, the work of thousands of citizens over the past six years. Never before has a legislature adopted measurable indicators to guide and monitor a state's progress. Never

before has a state brought together so many public, private, and nonprofit organizations to pursue a shared vision and to measure progress toward that vision. Never before have so many institutions made such a broad commitment to gather data about how things are going and to make policy decisions based on such data.

We are gratified by the growing interest in this system. The Progress Board has distributed more than 53,000 copies of the second edition of the benchmarks, primarily in response to requests. We find that knowledge of the measures has steadily grown since they were first introduced.

### **They've Attracted National Notice**

In addition, Oregon Benchmarks continue to attract favorable national attention. In September 1994 the Oregon Benchmarks planning system was selected from among 1,350 applications as one of the 10 winners of the annual Innovations in Government awards presented by the Ford Foundation and the Kennedy School of Government at Harvard University. Partners for Livable Communities, a national policy institute, gave special recognition to the benchmarks as important new tools to build quality communities. In its report on

reinventing government, the National Performance Review included a section on the promise of Oregon Benchmarks. The National Governors' Association featured the benchmarks in its 1993 policy paper on the redesign of state government, and it asked Oregon to develop a workbook to help other states adopt the system. Several states are now developing their own benchmarks process.

### **Their Use in Oregon Has Grown**

We are even more gratified by the number of Oregon institutions that are using Oregon Benchmarks. State government uses benchmarks for establishing budget priorities. In times of budget shortfalls, as in the past two budgets, benchmarks have been especially helpful in focusing management attention on

high priority matters. Benchmarks also are widely used for community planning. Early in the evolution of the benchmarks, the

Commission on Children and Families pioneered use of the measures for planning programs to support children at the local level. The model has now been employed for work force development, community health, and quality of life. In addition, nine local governments have initiated the development of benchmark planning systems.

**Never before has a state brought together so many public, private, and nonprofit organizations to pursue a shared vision and to measure progress toward that vision.**

The nonprofit and private sectors also are taking note. The Oregon Community Foundation last year began to use benchmarks to help focus its grantmaking priorities. This year the Portland area United Way committed to use benchmarks in a similar manner. Oregon's 13 key industries use benchmarks in their strategic planning process, as do the state's 12 economic regions in articulating their regional strategies.

Benchmarks also tie to a growing movement toward specific agency performance measures. A handful of agencies began three years ago to connect performance measures to broader state-wide benchmarks. Impressed with the potential of this process, the 1993 Legislature directed all state agencies to develop performance measures with ties to benchmarks. Many local governments are pursuing a similar model.

### They're Cutting Red Tape

We are also pleased that the federal government has become a partner in using benchmarks. Oregon has signed a first-in-the-nation agreement to design and test a new approach to delivering federally funded public services through state and local governments. In December 1994 Vice President Al Gore, Governor Barbara Roberts, and Governor-elect John Kitzhaber launched the project, known as the Oregon Option, together with a bipartisan coalition of mayors and county commissioners from across the state.

The typical federal approach to domestic

### WHAT ARE BENCHMARKS?

Benchmarks, the individual measures that collectively make up Oregon Benchmarks, are indicators of the progress that Oregon has set out to achieve in its strategic vision. Oregon wants to be a state of well-educated, competent people living in thriving communities, working in a well-paying, competitive economy, and enjoying a pristine environment. Just as blood pressure, cholesterol levels, and other such indicators serve as signs of a patient's health, benchmarks serve as signs of Oregon's social, economic, and environmental well-being. Benchmarks measure progress toward Oregon's vision of well-being in such terms as family stability, early childhood development, K-12 student achievement, air and water quality, housing affordability, crime, employment, and per capita income. Benchmarks keep Oregon's leaders, state and local government agencies, service institutions, and citizens focused on achieving those results. By staying focused on outcomes, and by keeping track of results, leaders in Oregon life can reset priorities and adapt and modify programs as they learn what works.

TYPICAL BENCHMARKS	HISTORICAL		TARGET		
	1980	1990	1995	2000	2010
Percentage of children living above poverty	88%	84%	88%	92%	100%
Miles of assessed Oregon rivers and streams not meeting state and federal in-stream water quality standards		1,100	723	75	0
Real per capita income of Oregonians as a percentage of U.S. real per capita income	99%	92%	95%	100%	110%

**Table 1. Historical data is used to establish a baseline for various target benchmark measures. In response to each benchmark, Oregon's institutions — public, nonprofit, and private — take periodic data measures that are then collected and compiled by the Progress Board in biennial reports such as this one. This compilation of benchmarks attainment forms a foundation for determining Oregon's progress and for making policy recommendations.**

programs carried out by state and local governments is to structure and manage service delivery from the top down. Officials in Washington define problems and solutions, prescribe service activities, impose complex but often conflicting and wasteful regulations, and measure program success on the basis of client contacts and other such activities rather than true results. Under the Oregon Option, federal, state, and local partners work together to define outcomes — in the form of benchmarks— that they want to achieve with federal dollars. State

and local service providers then have the latitude to determine how best to achieve those outcomes. In exchange for this discretion, state and local agencies agree to measure progress toward benchmarks and to be held accountable for results. This approach unburdens Oregon's state and local service providers from thousands of hours of paperwork and frees their time and energy to deliver more services to clients. And it makes them far more accountable for outcomes that really matter.

---

*This Edition of Oregon Benchmarks  
Is More Thorough and Detailed,  
And Easier to Read and Use*

---

### **Broader Context for Benchmarks**

This report offers a broader context and rationale for Oregon Benchmarks than previous editions. The next three sections of this report argue why Oregon should keep a long-range vision, and, at the same time, focus on a number of acute and growing problems. Section 2 reviews Oregon's strategic vision and the handful of core benchmarks that measure progress toward specific elements of that vision. Section 3 describes 11 critical trends that are shaping Oregon. Section 4 identifies urgent benchmarks that we need to work on right away to stay focused on our long-term vision. These priorities build upon the recommendations of citizens in public surveys, public meetings, and written comments.

### **Improvements to the Benchmarks**

Sections 5 through 7 present the benchmarks in familiar tables and categories: people, quality of life, and the economy. There are 259 benchmarks in this edition.

The benchmarks listed in the tables look simi-

lar to earlier versions, but they have been improved. Readers of the 1993 edition will notice some additions and deletions to the benchmarks, and they will see that a great deal more data have been collected for many measures. They will also notice that benchmark measures are clearly divided and labeled as *historical* and *target* indicators. Some target indicators represent new outcomes for us to achieve, particularly in education, work force improvement, and economic diversification. In other cases, target indicators remain set at standards we have achieved and do not want to give up. We will do well, for example, to maintain certain percentages of natural lands and to maintain short work commutes as our population grows. Oregon has already attained a number of targets set in earlier editions of Oregon Benchmarks. These are marked in bold face type with an asterisk in the benchmark tables.

In most cases the Progress Board has chosen benchmark targets that indicate whether Oregon is attaining its strategic vision. In a few instances, the board has not chosen targets. This may be because the board does not have sufficient baseline data to set targets. In other cases, the board wants to watch a particular condition of Oregon life to see whether it merits more attention later.

In 1994 the Progress Board sponsored a statewide survey to learn more about the characteristics of Oregon's population, as well as the perceptions of Oregonians about how Oregon is faring. This updates earlier population surveys conducted in 1990 and 1992. The 1994 survey has enriched this report in several ways. Its findings have been used to document more than 30 benchmarks. These findings also bolster a number of points in the narrative sections preceding the benchmarks. In addition, perceptions from the survey are interspersed throughout the benchmark tables.

### **Other Report Improvements**

As a reference tool this document is far easier to use than earlier versions. At the suggestion of many readers, it contains a single, consecutive numbering system for the benchmarks and an index to make individual benchmarks easier to find. As in previous editions, this report contains an appendix of endnotes which describe in detail the data sources for each benchmark. Also appended is a description of public comment on the benchmarks and a list of specific benchmarks deleted or added since the 1993 report.

## 2. KEEPING THE LONG VIEW

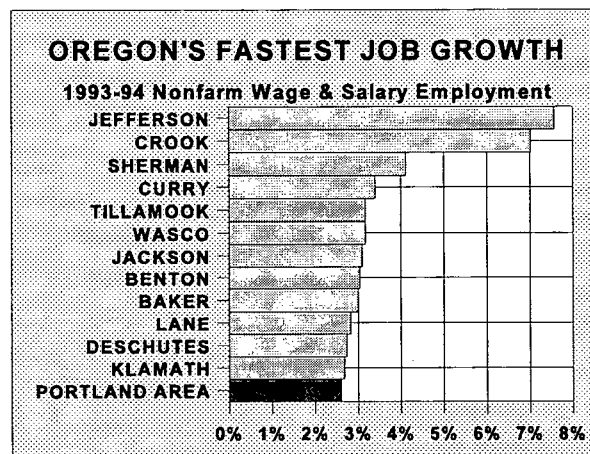
### We're Making Progress On Many Fronts, But We Still Face Tough Problems and Choices

*Now Is the Time To Keep Our  
Long-Range Perspective*

As we finish this biennium and plan for the next, Oregon is, in many ways, in the best shape in decades. Average statewide unemployment recently reached its lowest level in 25 years, wages are rising faster than the national average, and employment growth in the strong Portland-area economy is being out-paced by 12 Oregon counties, including some of our most rural areas. Our college-bound youngsters have the highest SAT scores in the nation, and our adults have the highest literacy levels. The number of people coming here, more than 200,000 people in the past five years, attests to Oregon's job opportunities and quality of life.

#### Though on the Right Track, We Can Still Do Better

Despite our recent successes, the last thing we can afford is complacency. Not all regions of



**Figure 1. Good News.** Employment growth outside the Portland metro area suggests that Oregon is achieving its benchmark for economic diversity.

our state are sharing in the economic upsurge. We face a host of pressing issues and choices posed by growth, resource depletion, and economic competition. And too many of our families and children are falling victim to poverty and its attendant ills.

Dealing with such issues would be challenging under any circumstances. Oregon confronts them at a time when growth in government revenues trails growth in population, demand on services, and inflation.

Choices we make today, whether we like it or not, will decide the kind of Oregon we live in

as we enter the 21st Century. The budget discipline imposed by Measure 5 is a case in point. Given limited public dollars, we must choose what to invest in, what to leave out, and how to make our investments achieve the best results. Those choices must be strategic as well as tactical.

#### Benchmarks Tell Us How Well We Are Staying on Course

How will we cope with growth? How will we help our vulnerable families? How will we enable our schools and work force to support a modern economy? The answers we forge will decide who and what we become. To help answer such questions the 1989 Legislature created the Oregon Progress Board to keep

Oregon focused on its strategic vision, to assess trends that affect Oregon's development, and to monitor the

state's progress in achieving its goals. One of the Progress Board's primary tools in this undertaking is Oregon Benchmarks. The central vision embodied in Oregon Benchmarks can be summarized in four points:

- Oregon's economy will be competitive and broadly diversified.
- This diversification will provide well paying jobs.

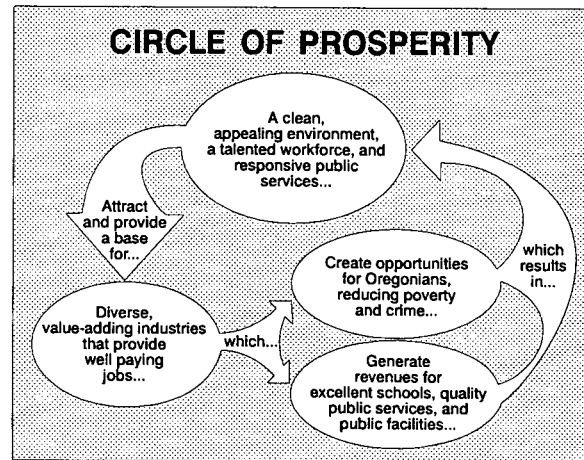
**Choices we make today will decide the kind of Oregon we live in as we enter the 21st Century.**

- Oregon's quality of life will be enhanced.
- All of Oregon's people and regions will be included in achieving this vision.

The Progress Board has continued to review this vision through analysis of trends and consultation with Oregonians. In the six years since the vision was set forth in *Oregon Shines*, our strategic plan, thousands of Oregonians have consistently affirmed that this is the future they want for themselves and their children. They have spoken in regional town hall meetings, in extensive public comment, and in the Oregon Values and Beliefs study, a statewide survey in 1992 commissioned by the Oregon Business Council.

### *Core Benchmarks Define the Qualities We Seek in Oregon Life*

Readers of *Oregon Shines* and the 1993 edition of Oregon Benchmarks may recall the diagram of Oregon's strategy for success, a "circle of prosperity" (Figure 2) whose separate elements — such as skilled workers, an appealing environment, diverse industries, and quality public services — mutually enhance one another. A number of these crucial elements in Oregon's strategy are defined and measured by what are called *core benchmarks*. If we measure up on these indicators, then we will probably be doing a great many things right and fulfilling many of our expectations.



**Figure 2. Oregon's Strategy.** The individual elements of prosperity reinforce one another.

### **Core Benchmarks Are Telling**

There are not that many core benchmarks, but they tell us a great deal: whether our families are stable and healthy, how well we are maintaining our quality of life and environment, and whether our economy is providing Oregonians with decent incomes. Among the tables of benchmarks listed in Sections 5, 6, and 7, those that are core benchmarks are marked as such. There isn't room here to describe each core benchmark, but for illustration purposes, we do describe and graph a few core benchmarks that are central to the elements shown in the circle of prosperity in Figure 2.

**Adult literacy.** The literacy level of Oregon adults is a case in point. As shown in the top cluster of the circle of prosperity, one of the essential ingredients of a competitive

### **CORE BENCHMARKS SUMMARY**

#### ***Promote Family Stability, Capable People***

- Reduce the percentage of children living in poverty [p. 26, No. 3]
- Reduce the incidence of child abuse [p. 26, No. 4]
- Reduce the incidence of teen pregnancy [p. 26, No. 1]
- Reduce years of potential life lost [p. 37, No. 79]
- Raise student skill achievement (11th grade reading, math, writing) [p. 29, No. 21]
- Increase the percentage of high school graduates among the adult population [p. 33, No. 47]
- Increase the percentage of those with baccalaureate degrees (25 years and older) [p. 33, No. 50]
- Raise the literacy rate of adults [p. 35, No. 56b, 57b, 58b]

#### ***Enhance Quality of Life, and the Environment***

- Reduce crime rates [p. 51, 52, No. 155, 156, 157]
- Keep housing affordable [p. 50, No. 143, 144]
- Improve air and groundwater quality [p. 45, No. 108, 112]
- Preserve agricultural and forest lands, and wetlands [p. 46, No. 114, 117a, 118]

#### ***Promote a Strong, Diverse Economy***

- Raise per capita income relative to U.S. per capita income [p. 59, No. 185]
- Raise per capita income by racial and ethnic group [p. 59, No. 186]
- Maintain or increase employment outside the Portland area [p. 60, No. 195]

**Table 2. For a closer look at the benchmarks summarized here, please refer to the page and benchmark numbers indicated.**

economy is a highly skilled labor force. In turn, one of the essential characteristics of that

work force is a high level of literacy — the ability to read and comprehend narrative prose and technical documentation, and the ability to understand and apply mathematical calculations. As shown in Figure 3, one of the adult literacy benchmarks calls for raising the percentage of Oregon adults with intermediate prose proficiency from 41 percent at present to 55 percent by 2010.

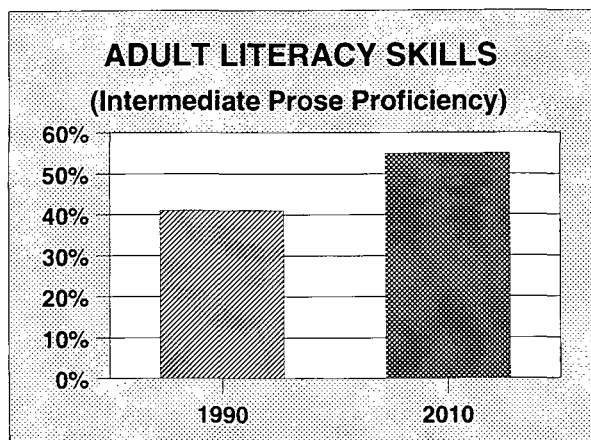


Figure 3. *Prose proficiency.* Literacy is an essential characteristic of a skilled work force.

**Air quality.** Clean, breathable air is worthwhile in and of itself, but air quality also suggests a number of other things about community livability: whether roads are congested with traffic, whether communities are designed to provide alternatives to automobiles, whether air sheds have capacity to accommodate economic growth. In 1980 only 30 percent of Oregonians lived in communities where the air met government standards. In 1993 Oregon met

the standard for clean air in all of its communities. Under targets set in Oregon Benchmarks, all Oregon communities would keep those clean air sheds into 2010 even as Oregon's population grows.

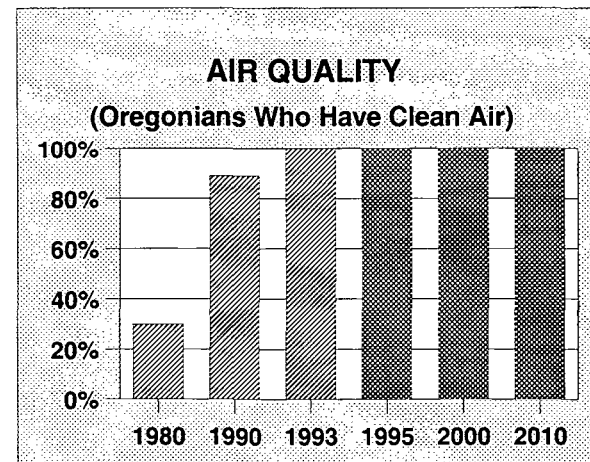


Figure 4. *Breathing easy.* Quality air in a community suggests other qualities of life as well.

**Per capita income.** Rising personal income not only fuels economic prosperity, it also stabilizes families and enhances revenues to pay for public service. As shown in Figure 5, the Progress Board wants to see the average personal incomes of Oregonians rise to 10 percent above the national level by 2010. Oregonians presently have a per capita income at 93 percent of the national average.

An increase of this magnitude would be a telling indicator of increased prosperity, but the *kind* of prosperity that we achieve is equally pertinent. Prosperity is more worthwhile if it is

shared by all of Oregon's regions and racial and ethnic groups. That is why there are core benchmarks that measure the share of Oregonians employed outside the Portland metropolitan area as well as benchmarks that measure the level of per capita income by racial and ethnic group.

**The state of children.** Most of our children are growing up well nurtured and educated. But too many are not. Too many live in poverty. Too many are abused or neglected. Children who suffer these deprivations stand a much greater chance of failing in school, encountering more than normal difficulties in adolescence, and struggling to adjust and succeed as adults. Afflictions such as poverty and abuse also tend to be intergenerational. Therefore, the foundation that we build for our children today

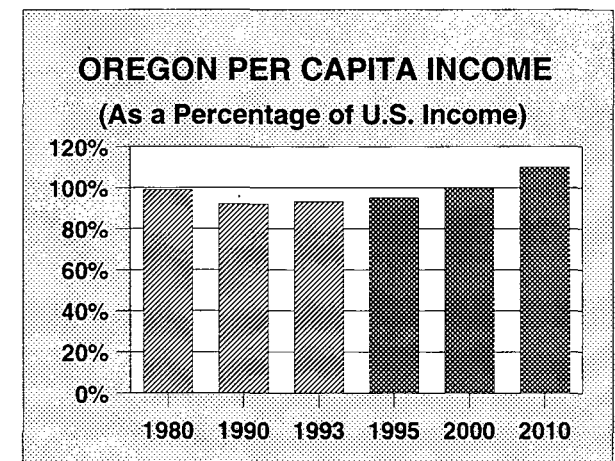
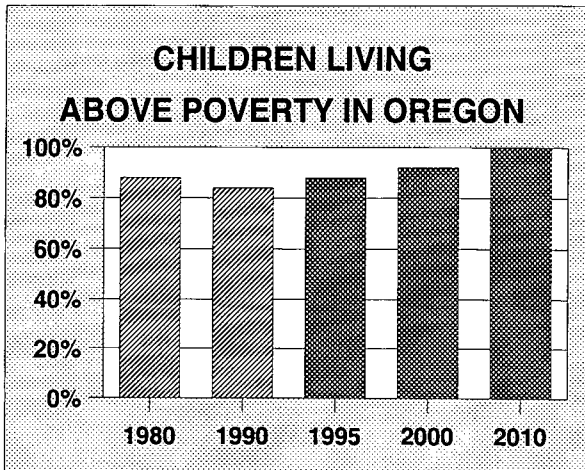


Figure 5. *Comparative earnings.* Average personal income says much about the well-being of society as well as the prosperity of individuals.



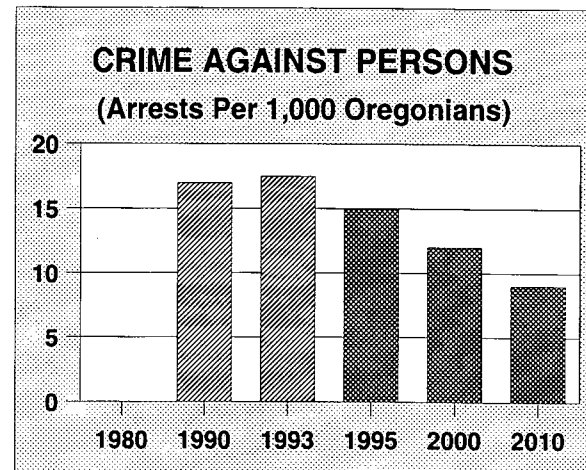
is a foundation for our family life and economic life tomorrow. Figure 6, for example, shows the number of children living above poverty since 1980 and how much Oregon hopes to raise that level by 2010.



**Figure 6. *Nurturing our kids.*** Reducing childhood poverty will improve the life and employment prospects of our citizens in the future.

**Public Safety.** Crime undermines individual and community well-being. It damages lives, and it creates an atmosphere of fear and insecurity. It increases the tax burden to finance law enforcement and prison costs. It erodes community confidence, destabilizes communities by scaring away middle class residents, and discourages economic investment.

Reducing crime is a core benchmark because a low crime rate improves a community's livability and economy, and it serves as a central indicator of a community's social health. Oregon Benchmarks sets standards for a reduction in various categories of crime including crimes against persons such as homicide, robbery, rape, and assault.



**Figure 7. *Reducing crime.*** Because crime hurts a community in so many ways, reducing it is an essential core benchmark.

## Core Benchmarks in Context

Identifying core benchmarks is easier than mustering the year-in, year-out persistence required to achieve them. Hundreds of large and small efforts are required over a very long time. This is made more demanding by the pace of change sweeping Oregon, as well as the press of immediate problems and opportunities. The two sections that follow examine recent changes and trends that affect Oregon's future. These are changes and trends that have a strong bearing on Oregon's efforts to achieve Oregon Benchmarks.

### 3. FORCES OF CHANGE AT WORK

#### The Pace of Oregon's Recent Evolution Is Stunning

*In Three Decades We've Gone From An Isolated American Outpost To a Global Economic Contender*

The central purpose of Oregon Benchmarks is to guide Oregon toward a future that fulfills the dreams and aspirations of Oregonians. With this end in mind, the Progress Board surveys citizen opinion and scans trends to draw attention to opportunities and challenges.

The Progress Board took a fresh look at trends for this report and re-examined priorities based on those trends and citizen recommendations. The Board heard from citizens through a series of statewide public meetings and from written public comments. The Board also reviewed the Oregon Values and Beliefs study, the most thorough analysis ever conducted on Oregonians and their attitudes about their state. While most of the major trends identified in earlier benchmarks reports remain valid, our recent analysis gives us a clearer perspective about the way Oregon is positioned for the 21st Century.

#### The Changes We've Seen Suggest The Scope of Changes To Come

Oregon is evolving at a stunning pace, yet day to day the scope and nature of the change is hard to grasp. Even profound change often occurs in small increments — an entrepreneur launches a new company, a family moves to Oregon, a personal computer is connected to the Internet. We need the perspective of collapsed time and cumulative effect to really understand what is happening around us.

**Flash back to 1960.** Mark Hatfield is governor. The state has 1.75 million people. Oregon seems far removed from the economic and cultural centers of America. A three-minute phone call to New

York costs nearly \$10 (in current dollars). Although Oregon's initial share of the interstate highway system is under construction, most people and goods travel over winding two-lane roads that crisscross the state. At Astoria, Highway 101 is interrupted by the Columbia River. Ferries shuttle cars back and forth. Oregon roadsides sprout Burma Shave signs and sawmills with wigwam burners.

Oregon's regions are isolated from one another. Few people travel between Baker and Portland by car. The train makes more sense.

Most Oregon communities are on party-line phone service.

Ring the doorbell at a typical home one weekday afternoon in 1960. You are likely to find a mother at home, her children off in school. Her husband is at work somewhere in the community. Odds are 49 to 1 that this family will be white.

The husband's work is probably connected to wood products or agriculture. He might be part of the growing professional and managerial class. More likely, though, he is a blue collar worker. Well over 30 percent of the labor force

is unionized. The largest accounting firm in Oregon employs 35 accountants, none of them women or minority

group members. Tektronics is one of two lone high technology companies. It employs 3,500 people.

In 1960 everyone seems to have children. The 20-year Baby Boom has another four years to run. Forty percent of the population is less than 20 years old.

Oregon's countryside is extraordinarily beautiful and its rivers and coastal waters are abundant with fish for the taking. Yet, in some respects, Oregonians have been careless with

**In the 1960s Oregon is isolated from the world and its regions are isolated from one another.**

nature's gifts. The Willamette River is unsafe for swimming. Litter spoils roadsides. A third of all wood brought into the typical sawmill is burned as waste.

During the 1950s Oregon has become notably more urban. Still, in 1960 Gresham has only 3,900 people, Beaverton, 5,900, Bend, 11,700, and Medford, 23,700. Oregon's only shopping mall, Lloyd Center, is in central Portland.

**Fast-forward to 1980.** Governor Victor Atiyeh has been in office for two years. Oregon's population is now 2.6 million. The Baby Boomers are largely grown up. Thanks to greatly expanded school systems, they have more education than their parents and are filling very different kinds of jobs. Nearly one-fourth graduate from college and join the rapidly growing professional and managerial ranks. Downtown Portland has quadrupled its office space since 1960. Others find jobs in an expanding retail sector. By 1980 large malls dot the outskirts of Eugene, Salem, and Portland. Gresham now has a population of 33,000, Beaverton, 32,000, Bend, 17,200, and Medford, 39,700.

In 1980 timber is still by far the largest industry in Oregon, but high technology is on the rise. Tektronics has nearly 25,000 employees, and it has been joined by dozens of other high technology companies.

The Willamette River has been cleaned up. Swimming, water skiing, and fishing are now

<b>SOME BASIC OREGON TRENDS</b>			
	1960	1980	TODAY
<b>Population</b>	1,768,687	2,633,105	3,038,000
<b>Age</b>			
< 20	39%	31%	28%
20-64	50%	58%	58%
65+	9%	9%	11%
80+	2%	2%	3%
<b>Racial Composition</b>			
White	97.9%	94.8%	92.8%
Other Groups	2.1%	5.2%	7.2%
<b>Per Capita Income</b>			
(1990 Dollars)	\$9,348	\$14,410	\$17,201
<b>Educational Attainment</b>			
High School	48%	76%	84%
Some College	20%	39%	61%
College Graduate	9%	18%	24%

**Table 3. The data here reflect fundamental changes in Oregon since 1960.**

commonplace. The roadsides are remarkably clean. Oregon is now known as the home of the bottle bill, beach protection, and land use planning.

Nearly four million travelers pass through the Portland International Airport, a four-fold increase over 1960. Interstate 5 and 84 make more of Oregon easily accessible. At the edge of Oregon's cities, road improvements have fueled suburban expansion.

Suddenly, with the nation, Oregon sinks into

recession, the worst of the post-war era. In 36 months, over 25,000 jobs disappear in Oregon's forest products industry. The downturn hits everyone hard, but especially blue collar workers and smaller rural communities. Many Oregonians anxiously wonder how Oregon can get back on track.

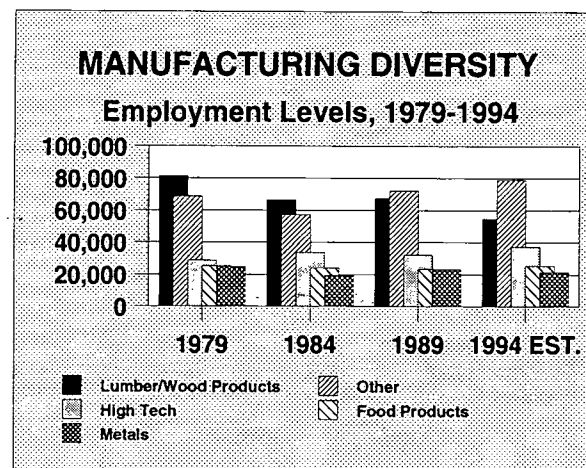
## Filled With Promise And Peril, There Are 11 Trends To Watch

**And now back to 1994.** Oregon is a world away from the isolation of 1960 and the doldrums of 1980. As Barbara Roberts, the state's first woman governor, prepares to leave office, Oregon has not only weathered the '80s, it has overcome the worst fears of that time. The state's economy has added about 400,000 jobs. Population has passed the 3 million mark and is projected to grow by another 500,000 by 2000. It is now apparent that the recession of the early 1980s was an aberration, not a trend. However, there is much more going on than just employment and population growth might suggest. The very character of the state's economy, family structure, and cultural landscape has changed, suggesting further upheaval and difficult choices as we look forward to the next century.

**1. Oregon's "economy of the mind" is thriving.** Headlines spell out the good news. "Siltec gives Salem a leg up." "High-tech wafer plant targets Hillsboro site." "Sony plans optical disc plant in Springfield." Yet these expansions are only part of a larger story: Certain industries in Oregon, such as high technology and software, are achieving critical mass.

Emerging clusters of companies, sometimes known as Oregon's "economy of the mind," will create much of the growth in the decades ahead. This new economy isn't confined just to high technology. It includes products and services where brain power is the dominant resource for success, and where those who have that brain power are attracted to Oregon's high quality of life. Oregon's flourishing professional services (ranging from advertising to architecture to medicine) fall in this category. So do film and video, multimedia production, specialty plastic moldings, customized metals, and design and marketing of apparel.

Oregon's economic heritage is in the natural-resource-based industries, particularly forest products and agriculture. That heritage will continue. Because they are renewable, our natural resources will be sources of economic strength for the foreseeable future. Even assuming restrictions on timber harvest to protect endangered species, Oregon will be a leading timber producer in the next century. But in production technology and skill requirements, neither wood products nor agriculture are the

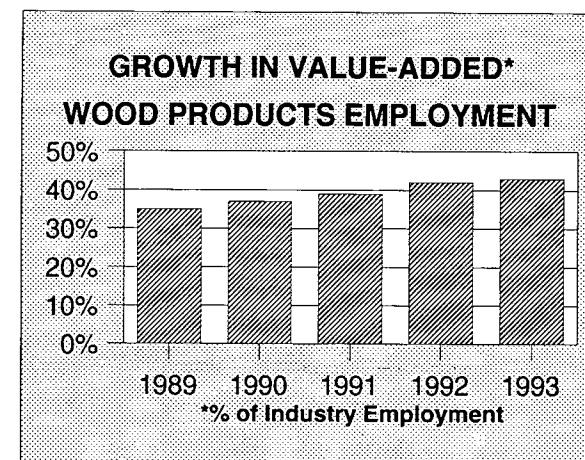


**Figure 8. A new mix.** Oregon's economy has become far more diversified in the past 15 years.

same as they were even a decade ago. Their future lies in higher production efficiencies and value-added products (Figure 9).

Another characteristic of Oregon's thriving economy is an improved business climate, particularly in terms of certain costs. In such costs as workers' compensation insurance, natural gas, unemployment insurance, and property tax rates, Oregon has improved significantly in relation to other states. The results are striking. Business profits (recorded through tax receipts) are at an all-time high, and per capita income is inching up as well.

**2. The workplace is being transformed.** Successful diversification is only part of Oregon's economic story. A quiet revolution, is under way in the workplace where new information and production technologies, as well as



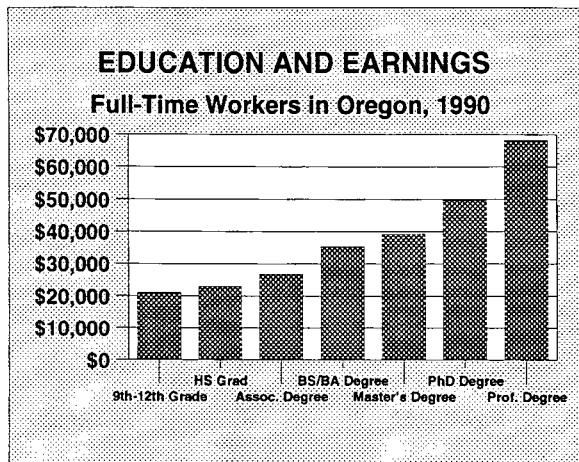
**Figure 9. More value.** Oregon wood products companies are increasingly producing more than just lumber from timber.

different work procedures, require higher levels of skills than in the past.

The wood products industry in the Burns area is a case in point. In 1960 the community's largest sawmill employed roughly half of the labor force in Burns and Hines. Most jobs in the mill paid well but required little more than physical strength and the ability to perform repetitive tasks. Reading and writing skills were not essential.

In 1980, the mill closed, depressing the local economy. Today Burns and Hines are recovering, but employment in the area looks very different. Under 20 percent of the workers in the area are employed in wood products and only one in five of those workers is employed in a traditional sawmill job. Work in the industry still pays well, but a different set of skills

are now required. Most wood products workers must have the ability to operate a computer, learn new tasks quickly, perform in a team with others, and make decisions that affect product quality, production, and profitability.



**Figure 10. Mind power, earning power.** As these data show, there is a strong correlation between education and income.

For the workplace, the technology revolution has at least two implications. First, employers are automating more work to raise productivity and remain competitive. As computers and machines get smarter, they are replacing more and more human work, in effect, becoming competitors for lower skilled jobs, and creating new opportunities for those who can master the skills to run and maintain the machines.

The second, and perhaps more profound, implication of this revolution is that it allows information to flow more freely to far more people. Greater availability of information means fewer

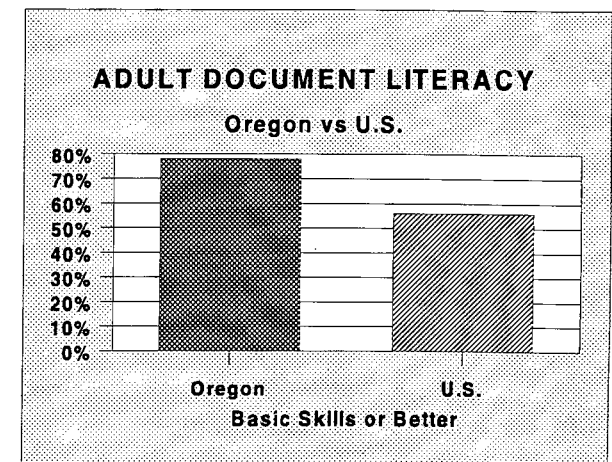
managers are required to monitor employees. As front line workers are entrusted with access to information, they can be given more responsibility for decisions than would have been possible in the past. Information technology can make smaller businesses more competitive against larger ones. It also enables many information workers to work at home and in historically remote communities.

We can see this revolution taking place in employers' practices. In the first research of its kind, Oregon surveyed employers statewide in 1992 and 1994 to learn more about the changing workplace, in particular what are known as "high performance" organizational practices. Thirty-two percent of Oregon employers who were surveyed described their business as utilizing a number of practices experts associate with high-performance organizations. All of these respondents said they follow four practices in particular. They strive for continuous quality improvement, they involve employees in decisions which affect their jobs, they encourage and train employees to work in teams, and they focus the organization on the customer. Companies like these will be best positioned to provide high wages while remaining competitive in a changing economy.

### 3. Oregonians are the best educated people in America (and that's not good enough).

Because we know that education and training will be the critical competitive advantage in the next century, Oregon has adopted a policy

goal to have a work force that is the best educated and prepared in America by the year 2000 and equal to any in the world by 2010. For the first time, we have baseline data on our progress toward that goal, and the news is good. Oregonians *are* measurably the best educated people in America right now. We know this from the results of the National Adult Literacy Survey released last year. The Progress Board conducted the same survey three years earlier for its first biennial benchmarks report. The results show that Oregon outperforms the nation significantly. And of 14 states that measured performance, Oregon came out on top. More than 75 percent of Oregonians achieved at least the level of our basic literacy benchmark, whereas 55 percent of all adults in the nation achieved that level.



**Figure 11. Top literacy.** Three-fourths of Oregonians attain the basic literacy benchmark, a feat unmatched by any other state.

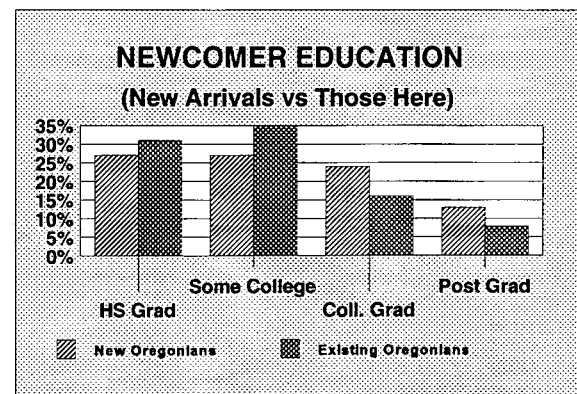
But Oregon's results reveal that many Oregonians are still well below skill levels we believe will be required in the future. Only 35 percent of Oregon adults, and only about 63 percent of college graduates, could consistently perform such tasks as using a dosage chart and child's age and weight to determine a correct medicine dosage. And this exercise is well above the basic level of literacy.

As illustrated in Table 3, Oregonians have far higher levels of education than in the recent past. Eighty-four percent have completed high school, and 24 percent, a baccalaureate program. We also know that 63 percent of Oregon high school graduates go on to college.

Looking ahead, we can foresee a serious challenge to our ability to provide post-secondary education to our graduating seniors. The ranks of high school graduates will grow over the next few years as the children of the Baby Boom generation, the "Baby Boom Echo," come of age. With rising tuition and limited capacity in Oregon's public colleges and universities — which now educate two-thirds of Oregon high school graduates who go on to college— access to higher education for our young people will be uncertain.

**4. The trail still runs to Oregon.** More than 14 percent of the people who live in Oregon today did not live here in 1989. Attracted by Oregon's quality of life and economic opportunities, more and more people are coming here.

Most of the new Oregonians have come from California (43 percent). Most of these newcomers are young, except retirees in some regions of the state, and they tend to be well educated (Figure 12). Many retirees are settling on the coast while younger people with children head toward the Willamette Valley to take advantage of job opportunities.



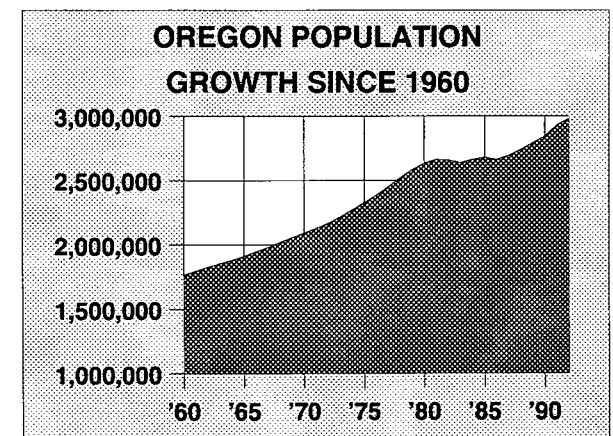
**Figure 12. Brain gain.** Oregon's newest arrivals are bringing with them strong educational credentials.

The Oregon Values and Beliefs study indicates that newcomers share many of the values of long-term Oregonians. They are slightly more supportive of higher funding for education (although their voter turnout is lower) and they tend to be slightly more supportive of environmental protection. They support job growth even more than other Oregonians.

New arrivals are playing a role in Oregon's growing racial diversity. Some 10 percent of newcomers are people of color.

**5. Growth poses rewards, risks to our quality of life.** Strong population growth is an indisputable trend and fact of life that Oregon must face. It affirms Oregon's continuing promise even while it raises anxiety among those already here about overcrowding, increased competition, and stress on existing lands, infrastructure, and services.

Growth has a positive dimension. It infuses a community and its economy with new energy, talent, ideas, perspectives, and capital. Growth generates wealth, markets, and opportunities. It enriches a community's cultural and social life.



**Figure 13. More of us.** Balancing growth with quality of life is one of our biggest challenges.

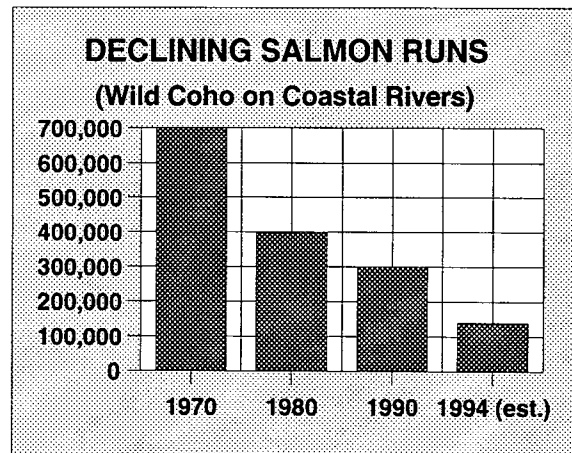
Growth also poses challenges to our existing quality of life. Trend data show it is already having an impact on such indicators as air and water quality, congestion, and housing affordability.

Transportation is at the core of our growth-related challenge. Between 1970 and 1990, vehicle miles traveled in Oregon doubled, compared with population growth of 36 percent. There are more cars per Oregonian and those cars are driven more than ever before. As a result nearly half of Oregon's metropolitan highway miles are congested during peak hours, compared with 16 percent in 1981. While Oregon air quality has improved over the past two decades, mainly due to cleaner automobile emissions, several communities, including Medford, Grants Pass, Klamath Falls and the greater Portland area have, at some point in the last three years, violated standards for ozone and carbon monoxide.

Another challenge Oregon confronts in the face of growth is maintenance of its public infrastructure. Oregon has a relatively low level of investment per capita in infrastructure maintenance and improvements, and this shows in such ways as deteriorating roads and bridges. Oregon's parks are a vital part of our quality of life, but despite rising population, Oregon has added virtually no new state parks in decades, and currently 47 percent of state owned parks and recreation facilities are in need of repair.

**6. We are reaching the limits on our natural resources.** Oregon is blessed with abundant natural resources. But where Oregonians once assumed these gifts to be boundless, we now realize that they are, in fact, finite.

The sometimes strident debate over natural resources use and preservation is one of the fundamental realities shaping environmental and economic trends in Oregon in the 1990s. Efforts to protect indicator species and forest ecosystems have drastically reduced the amount of federal timber available for harvest in the last five years while creating uncertainty about future supplies. The annual estimate of native coho salmon on coastal rivers has dropped from 300,000 to 140,000 over the past four years. Efforts to protect wild salmon runs could reduce water supply for agriculture and power generation, and they could further reduce commercial and recreational fish harvests.



**Figure 14. Vanishing fish.** Wild coho runs on Oregon's coastal rivers have declined dramatically since 1970.

The outcome of such issues will affect Oregonians deeply. In meetings in eastern Oregon, for example, the Progress Board heard

citizens voice grave concerns about the threat of diminished timber and water supply on local economies. At the same time, Oregonians recognize environmental quality as a central Oregon value, and they regard a quality environment as a key to maintaining a diverse mix of enterprises in the state.

Thus, natural resources management policy is expected to be a central issue in Oregon the rest of this decade and beyond.

## **7. Family life has changed dramatically.**

Today, if you rang the doorbell of a residence on a weekday afternoon, chances are that no one would answer. Everyone would be at work or at school.

Oregonians attach great importance to family life. However, family structure has changed significantly since 1960. More adults live without children than ever before, and more adults are single. In 1990, 36 percent of Oregon adults lived in married-couple families without children. Roughly one in four adults was single without children. This trend parallels the nation.

The living arrangements of children have changed as well. In 1970, roughly 90 percent of Oregon children lived in married-couple families. Today it is 77 percent, and many more children do not live with their original set of parents. Far more married-couple families have two income earners than in the past. In 1990, 45 percent of children lived in married-couple



families where both parents were in the labor force (Figure 15).

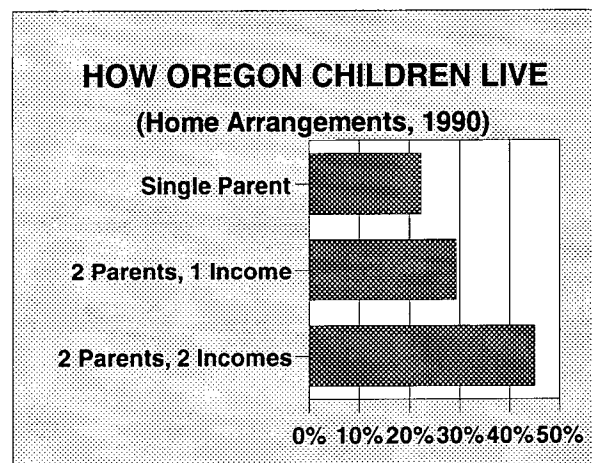


Figure 15. *Changing home.* A child's home life today comes in far different patterns than a few decades ago.

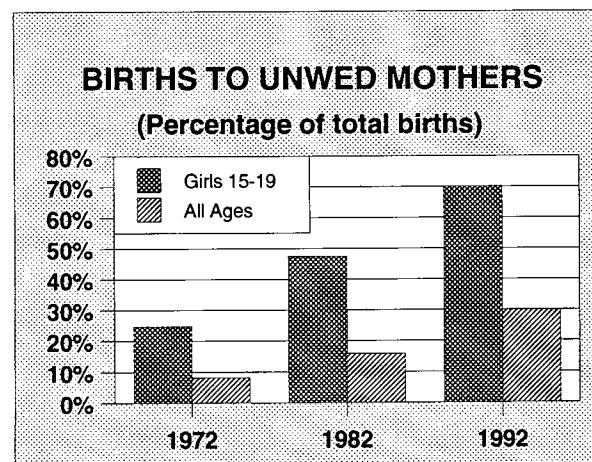


Figure 16. *Starting motherhood single.* The prevalence of poverty among single mothers suggests that the trend toward more single-mother births bears watching.

One of the most striking developments of the past 20 years is the percentage of children born to unwed mothers (Figure 16). Nearly one in three births today is to an unwed mother, compared with one in 10 two decades ago. Among teens, the rate is nearly three out of four, up from one in four 20 years ago. Because childhood poverty is high among single-parent households (Figure 17), this trend deserves serious attention.

Although not exclusive to Oregon, poverty has increased substantially among young adults and young children in the past decade. At the other end of the demographic spectrum, we are seeing the substantial growth in number of Oregonians over age 80. This is likely to create greater demands for senior care and health care in the years ahead.

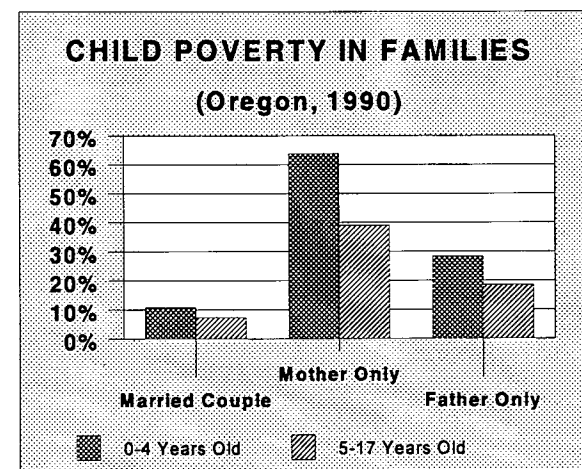


Figure 17. *Parenting and poverty.* A high percentage of impoverished children live in single-parent homes.

**8. Too many of our children are at risk.** Economic and social forces are converging to create serious problems for our most vulnerable population, our children. As illustrated in Figure 18, the highest level of poverty in Oregon is found among young children and young adults, many of them the parents of those children in poverty.

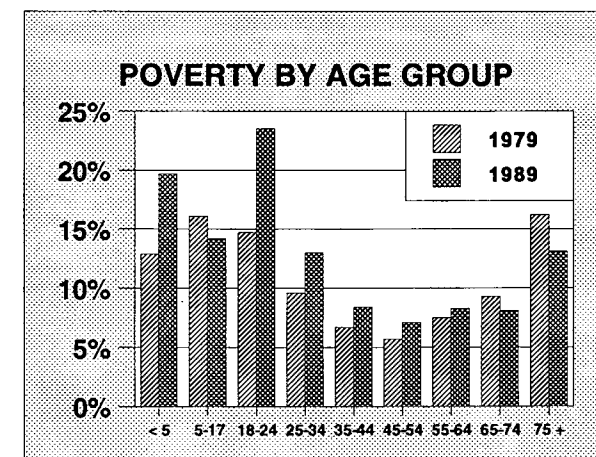


Figure 18. *The youngest, the poorest.* In just a decade poverty has increased the most among young adults and young children.

The benchmarks tell a troubling story about a failure to nurture too many of our children. Twenty percent of mothers lack adequate prenatal care. Nearly half of Oregon children are not properly immunized.

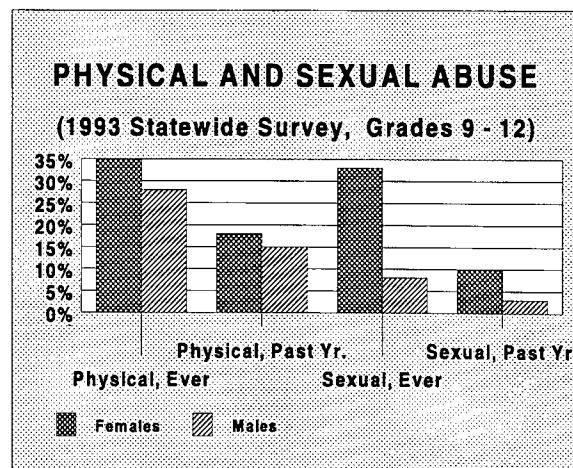
To better understand how our children are growing, Oregon recently conducted the nation's first statewide assessment of early childhood development. The assessment mea-



sured children's physical, language, and literacy development at entry into kindergarten. It must be noted that the only data available to provide a context for the survey are national norms for early childhood development set in the early 1980s.

The results of the Oregon survey show that the great majority of children entering kindergarten are developing well. However, comparison with national norms from the early 1980s are troubling. Proportionately, more Oregon kindergartners were at lower levels than the nation as a whole in the early 1980s. Whether children nationwide have fallen behind during this period, we do not know. On other indicators, including child poverty, infant mortality, and birth weight, Oregon children are better off than children nationally during the '80s. Another national study or a number of state studies would be helpful in putting our findings in perspective. Until that happens, we know only that Oregon children are not as physically coordinated or linguistically developed as children nationwide more than a decade ago.

A more grim reality for too many of our children is physical and sexual abuse. In 1993 questions related to physical and sexual abuse were added to the Youth Risk Behavior Survey of Oregon students in grades nine through 12. The results are disturbing (Figure 19). Thirty-two percent of students reported having been physically abused at some time in their lives (females, 35 percent; males, 28 percent), and

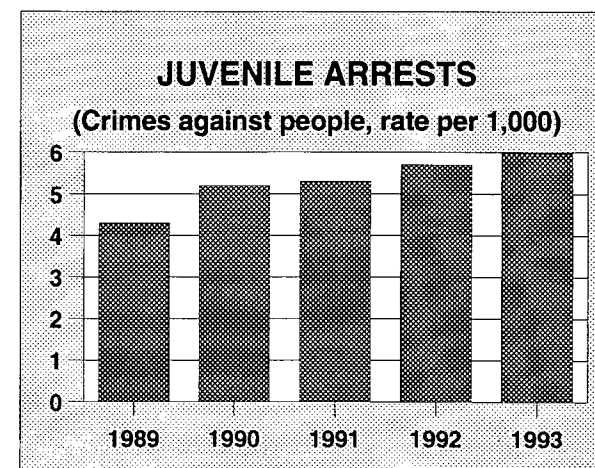


**Figure 19. Victimized kids.** Too many of our children have experienced physical or sexual abuse.

21 percent reported having been sexually abused (females 33 percent; males, 8 percent). Sixteen percent of those surveyed reported physical abuse within the past year, and 7 percent reported sexual abuse within the past year, the majority of respondents females in both cases. Abuses reported in the survey ranged from a single incident to a pattern of repeated victimization. This abuse is compounded by the degree to which it correlates with other undesirable outcomes. Students victimized by physical and sexual abuse exhibit a higher incidence of involvement in fathering a child or getting pregnant, drinking, using drugs, smoking, suffering from low self-esteem, and considering suicide.

Early developmental delays and lack of a nurturing home environment often surface

during the teen-age years in the form of antisocial behavior. Juvenile arrests for crimes against persons (e.g. homicide, rape, assault) have increased 40 percent since 1989 (Figure 20). This has been accompanied by an increase in drug and alcohol use by youth. In 1994, 42 percent of eleventh graders reported involvement with alcohol in the previous month, up from 37 percent two years earlier.



**Figure 20. Kids in trouble.** Juvenile arrests for serious crimes have increased 40 percent since 1989.

**9. Despite gains, Oregon has health care issues to resolve.** Oregon continues to build a reputation in the vanguard of health-related innovations. But as in the rest of the nation, Oregon does not offer universally available health care, the costs here of health care are outpacing inflation, and too little focus is given to preventive efforts.

Oregon is leading the nation in several areas. Since the implementation of the Oregon Health Plan in February 1994, nearly 100,000 Oregonians, mostly the working poor and their children, have been added to the rolls of those with access to health care. Still, 15 percent of Oregonians lack health insurance.

We are making progress on several health measures. Infant mortality dropped to a record low for the third year in a row, and access to prenatal care continues to improve. Teen-pregnancy has dropped, even though the rate is still unacceptable.

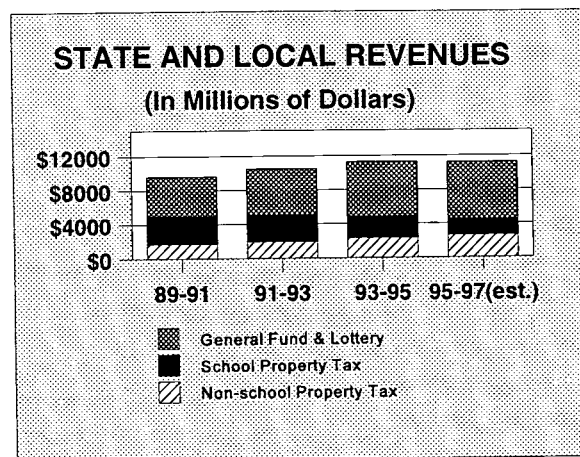
Nonetheless, several serious health trends are apparent. The overall death rate rose for the first time in several years, largely because of increases in deaths from AIDS, homicide and suicide. Adolescents are struggling with escalating homicide and suicide rates, and they show an alarming resistance to the downward trend in smoking that other groups exhibit. Prevalence of drug use among adolescents is up, and those using drugs seem to be using more.

Rural areas in Oregon still suffer disproportionately from a lack of access to health care. It will be a major challenge to attract health professionals to rural areas.

**10. Oregon's public sector will have a smaller share of resources than in the past.** One of the biggest changes that has swept Oregon since *Oregon Shines* was first released

is the decision by Oregon voters to reduce the property tax rate, reducing the growth of dollars available to pay for public services. When Ballot Measure 5 is fully implemented, service resources available to state and local governments will have declined from 12 percent of personal income to 10 percent.

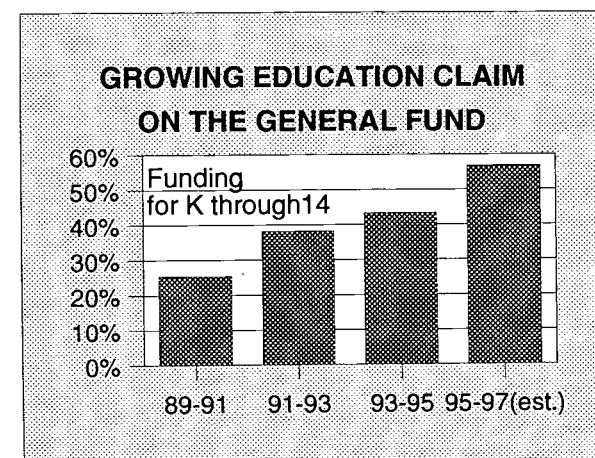
Measure 5 affects different levels of government in different ways. Property tax rate reductions for schools occur over five years. For cities, counties and special districts the rate limitations under Measure 5 took full force immediately. Since the immediate reductions imposed by the measure, total revenues for cities and counties have increased about 6 percent annually (Figure 21).



**Figure 21. Slow revenue growth.** Government revenues have grown since the passage of Measure 5, but slowly.

The state general fund (primarily generated from personal income taxes) has been called

upon to compensate for school revenue reductions. As shown in Figure 21, the share of general fund moneys allocated for schools has increased from 25 percent before Measure 5, to 43 percent in the current budget period. It is expected to be at least 57 percent in the next biennium. This places the state in a difficult position as it faces choices in allocating resources for schools, human services, corrections, and other public services.



**Figure 22. School bite.** As their property tax revenues have declined under Measure 5, schools have claimed a growing share of the general fund.

**11. Direct legislating is a policy force to be reckoned with.** Use of the initiative process has waxed and waned in Oregon since its adoption in 1902. It was used most actively between 1908 and 1932. Of the record 44 measures on the 1912 ballot, 34 were generated by the initiative petition. These ranged from the

granting of women's suffrage to the abolition of a county high school (both passed). In 1964 and 1976, there were no initiative measures on the ballot. Over the 90 years since the first two initiative measures passed, there have been 260 initiative measures placed before Oregon voters, ranging from the mean to the generous, from the trivial to the visionary.

From the mid 1930s through 1980 the majority

of measures on the ballot have been referred to the voters by the Legislature. However, since 1982, when Oregon lost a court fight to prohibit paid petition gathering, measures generated by the initiative process have begun to dominate the ballot.

Many political observers believe this represents a new trend in policy making: a preference by special interests to bypass the legisla-

tive process in favor of going directly to the electorate. Only history can judge whether this produces better public policy. However, one thing is clear. The relative ease of mounting an initiative effort suggests that public officials who make policy should pay close attention to public values. When policy makers are out of touch, both petitioners and voters are able and willing to take matters in their own hands.

# 4. ISSUES THAT DEMAND NEAR-TERM ATTENTION

## Urgent Benchmarks Focus On Immediate Steps To Long-Term Progress

### Concerns Range

### From Teen Pregnancy

### To Endangered Wild Salmon Runs

This section identifies high-priority policy issues that should be addressed through what are called *urgent benchmarks*. These are "short-list" issues, those which present pressing problems or needs that must be attended now and in the next few years.

Urgent benchmarks are important because failure to accomplish them in the near term threatens our ability to achieve our overall vision for Oregon. Benchmarks on teen pregnancy, drug-free teens, and early childhood development, for example, are urgent because they measure whether children have a reasonable start in life. Failure to meet benchmarks in these areas will imperil our ability to meet benchmarks in school achievement, crime, work force prepara-

tion, family health, and a host of other important outcomes.

In the past urgent benchmarks have proved useful for focusing policies and budgets among state agencies as well as other institutions. The Progress Board believes that the need for such focus has never been greater than now. A number of important problems are on the verge of spinning out of control. Organizations and individuals throughout the state need to focus on the urgent benchmarks listed in the adjacent column. This is why:

**1. Nurturing children, strengthening families.** In nearly every forum in which we have surveyed Oregonians, there is a deeply felt consensus that Oregon needs to focus on strengthening families and improving the lives of children. We need to reduce the rate of teen-age pregnancy because the outcomes for teenagers and their children are so often poverty and despair. We need to concentrate on helping all families nurture their children in the early years to reduce the alarming number of children entering school developmentally behind. We need to discourage teen-age alcohol and drug use, because such use is so often a barometer of other antisocial behavior and long-term

**Failure to reach urgent benchmarks in the near term threatens our ability to achieve other, more fundamental benchmarks years down the road.**

### URGENT BENCHMARKS SUMMARY

#### **Nurture Children, Strengthen Families**

- Reduce teen pregnancy rates [p. 26, No. 1]
- Improve early childhood development [p. 28, No. 16]
- Reduce teen drug use [p. 31, No. 31, 32, 33]

#### **Improve Public Safety**

- Reduce juvenile crime [p. 52, No. 158]
- Increase the number of communities involved in community-based law enforcement planning [p. 52, No. 160]

#### **Give high school graduates the essential skills needed for success in life**

- Increase the number of high school students who meet the standards for a certificate of initial mastery (CIM) [p. 29, No. 21]

#### **Leave No One Behind in Oregon Life**

- Reduce the percentage of Oregonians who live in poverty [p. 60, No. 191]
- Increase the percentage of our high school graduates going on to college [p. 32, No. 43]
- Maintain or increase the share of employment among Oregonians who live outside the Willamette Valley [p. 60, No. 196]

#### **Increase Health Care Access, Effectiveness**

- Improve the economic access of Oregonians to health care [p. 55, No. 177]
- Stabilize and reduce HIV cases [p. 37, No. 75]

#### **Manage Community Livability**

- Improve air quality [p. 45, No. 108]
- Reduce housing costs [p. 50, No. 143, 144]

#### **Protect Natural Resources**

- Increase wild salmon runs [p. 47, No. 124]
- Protect water quality [p. 45, No. 110]

#### **Improve Public Service Delivery**

- Increase agencies who use performance measures [p. 69, No. 257]

**Table 4. For a closer look at the benchmarks summarized here, please refer to the page and benchmark numbers indicated.**

dependency. By addressing these issues, we will also be addressing a large part of what is driving the alarming rise in juvenile crime.

Teen pregnancy is a particularly critical issue. Children born to teenagers suffer a higher incidence of low birth weight, developmental disabilities, and poverty. Moreover, teen mothers often face the tasks of parenting and caring for themselves alone, with inadequate financial resources and job skills. Both they and their babies begin life with substantial disadvantages. The rate of teen pregnancy has been coming down in recent years but its incidence is still too high and needs to be reduced.

Achievement of these three benchmarks for families and children will require concerted community-based actions involving a range of public and private organizations. For example, the Commission on Children and Families provides a good framework for the kinds of locally based efforts needed.

**2. Improving public safety.** Oregonians, like Americans everywhere, have expressed growing concern about crime. Efforts to curb crime in general have yielded positive results in the past few years. The rates of several categories of serious crimes have either stabilized or declined, along with adult recidivism. However, this trend has been countered by the alarming increase in juvenile crime described in the previous section. Not

only is the rate of such crimes increasing, so is the severity of the offenses committed. Oregon is not unique in this respect, but we must marshal our resources to stem this problem before more lives are wasted and community safety is further eroded. In addition, Oregon needs to increase the number of localities that treat public safety as a responsibility planned and carried out by communities in conjunction with law enforcement agencies. Preliminary experience shows a strong correlation between community policing and crime reduction.

**3. Giving high school graduates essential skills to succeed in life.** Oregon has embarked on the most far-reaching education reform campaign in the nation, with the explicit mission of achieving measurably the best work force in America by the year 2000, and one equal to any in the world by 2010. To maintain a strong middle class in an increasingly competitive, knowledge-based global economy, it is imperative that we raise the standards of achievement at every education level. Students who achieve the certificate of initial mastery (CIM) will have attained a battery of skills essential for functioning in life and the workplace, and for pursuing lifelong learning and personal improvement. At the same time, we need to focus on providing structured work

experiences and applied learning for high school students. This will enable them to land productive jobs in early adulthood and acquire skills for advanced education and continuous learning throughout life. The proposed certificate of advanced mastery (CAM) is intended to serve this purpose.

**4. Leaving no one behind in Oregon life.** An explicit value in Oregon's vision for its future is the principle that a successful society includes everyone in the benefits and responsibilities of economic and community life. In the effort to assure strong families and communities, we can afford to do no less.

We must heed three urgent benchmarks. First, we need to decrease the percentage of Oregonians who live in poverty by helping every Oregonian acquire the capabilities to gain productive work. Productive employment

strengthens families and communities while reducing dependency and the need for public assistance. By focusing on job readiness, we can

help individuals and reduce the public service burden. The JOBS program for welfare recipients and retraining and assistance programs for dislocated workers provide the kind of models that need to be expanded in order to put people on payrolls.

An explicit value in Oregon's vision for its future is the principle that a successful society includes everyone in the benefits and responsibilities of economic and community life

Second, we need to protect access of Oregonians to advanced education after high school. Over the next five years there will be a growing number of high school graduates in the state as the Baby Boom "echo" (children of the boomer generation) reach the end of their teen years. With higher education tuition rising and capacity shrinking, Oregon needs to make sure that every high school graduate with the ability and desire to do so has an opportunity to pursue an advanced education.

Third, we need to keep supporting economic development outside the Portland area and the Willamette Valley. Since the onset of lottery funding in 1985, eastern Oregon has received three times more lottery support per capita for economic development than western Oregon, and that investment has begun to produce results in many communities. Such support should continue. Many rural communities are still disrupted in the wake of timber harvest restrictions, and anticipated legal mandates to protect salmon and other endangered fish could create additional economic dislocation.

**5. Increasing health care access, effectiveness.** Through the Oregon Health Plan, Oregon has in place a framework for vastly increasing access to care and for focusing on crucial preventive care. The benefits of achieving these goals are enormous.

**Oregon governments at all levels need to dramatically improve performance to renew public confidence and improve customer satisfaction.**

Greater access will give individuals greater health security while encouraging them to practice preventive care and seek treatment of ailments before they reach stages of development that are more severe and costly to treat. Most businesses will benefit from relatively lower insurance costs because hospitals will no longer shift costs to offset losses from patients who have no insurance.

The most urgent preventive health initiative is to reduce the spread of HIV. The human and social costs of this disease are staggering. Early diagnosis and preventive education will hold down the spread of this affliction, saving lives and millions of dollars.

**6. Managing community livability and growth.** Oregon's livability is one of its greatest assets. As our population grows, we need to make smart decisions on infrastructure, land use, and transportation to protect the qualities that make Oregon so special. The Progress Board has been studying this issue over the past several months, and, in fact, has conducted three community meetings specifically on the topic of how to protect quality of life in the face of growth. Oregon communities and regions are considering how to build on existing community centers and how to design new developments that provide a mix of housing, a variety of transportation

choices, and access to parks and open space. The air and housing affordability benchmarks represent a cluster of quality of life benchmarks that need to be addressed as we design our communities to accommodate a growing population.

**7. Protecting our natural resources.** Among the challenges to Oregon's natural resources, and, by extension, its broader quality of life, none is more critical to address than issues associated with endangered wild salmon runs and river water quality. Wild salmon stocks are dangerously low, and steps need to be taken to protect them. We need to recognize that we will have to cope with short-term economic dislocation to correct the environmental problems affecting indicator species. At the same time, we need to be certain that we are getting tangible results for the dollars we invest in recovery efforts.

**8. Improving public service delivery; forging new partnerships.** Oregon governments at all levels need to dramatically improve performance to renew public confidence and improve customer satisfaction. Just as the private sector has streamlined operations, focused on measurable performance, and decentralized operations, so must governments. One key indicator of this direction will be for all public institutions to use outcome measures for evaluating performance.

In the 1993 Oregon Benchmarks report, the

Progress Board recommended tax reform to create a fairer revenue structure and to offset some of the reductions in revenue growth caused by Measure 5. However, Oregonians have made it clear they are not receptive to new taxes.

We do not believe this is a rejection of the vision for Oregon contained in Oregon Benchmarks. Our surveys make it clear that citizens share a vision for Oregon that includes excellent education and training and an

exceptional quality of life to keep and attract business and quality jobs. It is also apparent that Oregonians, by and large, want to maintain public services.

But it is equally clear that the way public services are delivered must change. The public is demanding leaner government that is better focused on outcomes. We also believe there is support for seeking voluntary, private contributions for efforts that once were funded

through public dollars. Benchmarks cannot be achieved by government alone, but by various partnerships of public, nonprofit, and private institutions in tandem with communities and citizens. The total base of available resources is growing larger as our personal incomes and corporate profits grow. To achieve Oregon Benchmarks, we will need to rely more on creative new partnerships and combinations of public and private funding.

## 5. BENCHMARKS FOR PEOPLE

### Measures Reflect High Expectations At Every Stage of Life

#### *They Also Emphasize*

#### *Inclusion of All People and Groups*

In this chapter, we establish our expectations for Oregonians to become exceptionally competent, self-reliant, skilled, and globally knowledgeable. In attaining this distinction, Oregonians will field what is measurably the best educated and prepared work force in America by the year 2000 and equal to any in the world by 2010.

Oregon's fate in the 21st Century economy will depend on our capabilities as a skilled, productive people. Our managers and workers must be able to respond effectively to the demands of new technologies and workplaces that require high skills if we are to raise our wages. The quality of our future will also depend on the kind of people we are beyond the workplace. The quality of our community life will be defined by individuals who are competent and self-reliant in daily living, and physically and mentally healthy. It will be defined by families that are cohesive and nurturing — and particu-

larly by mothers who give their babies a healthy start in life. It will also be defined by the harmony of our social relations as we become more heterogeneous in our neighborhoods and our places of employment.

The benchmarks reflect high expectations for every stage of life:

**Functional, nurturing families.** Oregon's future must be founded on healthy families. We have grown to appreciate the importance of stable families and the investment we must make in our children from the earliest stages of their lives. Our aim is to support functional, nurturing families, achieve universal prenatal care by 2010, reduce the incidence of low birth weight and drug- or alcohol-affected babies, and dramatically lower both the share of births to teen mothers and the percent of children under 18 living in poverty.

**Healthy, bright children.** We want Oregon children to grow up healthier from their preschool years through high school. The rate at which young Oregonians graduate from high school or its equivalent must rise dramatically. In addition, the quality of their education, and the integrity of their diplomas, must improve. This means that their competencies must meet high minimum standards and rank in the top national and international tiers.

**Fundamental skills and technical competence.** Over the next 20 years, we want to raise the fundamental skills (reading comprehension, computation, problem solving, and verbal expression) of Oregonians at all levels. Such skills, the broad components of literacy, are not only required of mentally demanding, higher paying occupations, but are also critical to competent, self-reliant citizenship. Additionally, the technical competence of Oregon workers in many industries will become more important as we face increasing competition from economies throughout the world. A telling measure of this capability will be the number of technically educated and certified workers produced in Oregon.

**Global awareness.** As Oregon becomes more involved in the world economy, our people will need to become increasingly knowledgeable about other peoples and countries — their languages, their cultures, their roles as business allies or competitors.

**Equal opportunity and social harmony.** Our vision for Oregon includes the belief that we cannot afford to waste a single life or leave anyone behind. The benchmarks are inclusive. All Oregonians must have the opportunity to lead independent, productive lives. As Oregon and its work force become more diverse by race, ethnic background, gender, and disability



status, Oregon should become a place where paths to achievement are equally accessible and where people of different backgrounds live in mutual respect and harmony.

**Health.** Good health enriches individual lives and reduces burdensome costs on business and society. We must work to improve significantly our health practices. Risks caused by tobacco use, improper diet, drug and alcohol abuse, and accidents can be reduced by changes in individual behavior. Reducing drug abuse should be a particular priority.

### **New for 1995**

In this edition, in the section on stable home life, we have new information about physical and sexual child abuse. This data comes from students in grades 9 through 12 who participated in a statewide survey in 1993.

We have more complete data for benchmarks on early childhood development. These benchmarks assess the physical and language and literacy development of Oregon's children as they enter kindergarten. Kindergarten is the first education system outside the home shared by virtually all children.

We have modified the student education benchmarks to reflect the education reforms proposed in Oregon's Education Reform Act for the 21st Century, including the addition of benchmarks for the certificate of initial mastery (CIM) and the certificate of advanced mastery (CAM).

The CIM is a composite measure of students' abilities to achieve a high level of basic skills preparation. It is an important indicator of their foundation for more specific education and training. The CAM measures graduating students' preparation for transition to life beyond high school. For example, for all students the CAM curriculum includes learning in the workplace and in the community, based on the endorsement area chosen.

We have also modified our post-secondary education benchmarks to reflect the percentage of graduates of public two- and four-year post-secondary institutions in Oregon who pass occupational licensing examinations. This is an indicator of graduates' skills relative to the standards of the professions for which they have prepared.

In an effort to capture the degree of lifelong learning that Oregonians experience, we included a benchmark measuring the percentage of Oregonians who received at least 20 hours of skills training in the past year. Continued learning is important for Oregonians keeping their skill current and competitive in a rapidly changing market. Additionally, we gathered data for the re-employment of displaced workers within 24 months and earning 90 percent of previous income. This is a critical measure of how well Oregon responds to the needs of Oregonians most immediately affected by economic change. Our ability to retrain and reemploy workers will become more important

over time, as Oregonians change jobs more frequently than in the past and as workers across the economy become subject to displacement.

In the last edition we illustrated Oregon's prose, document and quantitative literacy rate. This time we tried to get a sense of the information-technology literacy of Oregonians by measuring the percentage that report they can use a computer to create or edit documents or graphics, or analyze data. Literacy standards have risen dramatically during this century, and Oregonians abilities to understand and use technology will be fundamental to functioning in the workplace and elsewhere.

Oregonians' knowledge and understanding of different cultures is important if we hope to have a role in a world which is becoming more closely connected. We included data to illustrate, in part, Oregonians' "internationalization" by measuring the percentage of Oregonians who have lived, worked, or studied in another country other than as a short-term tourist. We also measured the percentage of Oregonians who have hosted someone from another country.

In the student health section, we included a measure of the percentage of Oregon's children who are decay free. Dental disease is common in children. Prevention through the use of fluorides, dental sealants, good eating habits, and oral hygiene can significantly decrease the

percentage of children with tooth decay.

Also, in the student health section, we included sixth grade use of alcohol and tobacco. Use of controlled substances is linked with many poor

outcomes, including increased incidence of drug dependence, increased property crime, and a variety of health risks. Additionally, we added more information about Oregon students

carrying weapons in general and carrying weapons to school. Weapons-related violence among adolescents is an increasingly important issue.

## Nurturing Families, Thriving Children

	HISTORICAL							TARGETS		
Stable Home Life	1980	1989	1990	1991	1992	1993	1994	1995	2000	2010
<b>! Urgent ♦ Core</b> 1. Pregnancy rate per 1,000 females ages 10-17	24.7	19.6	19.7	19.3	17.9			9.8	8.0	8.0
a. African-Americans			54.4							8.0
b. American Indians			21.9							8.0
c. Asians			12.7							8.0
d. Hispanics (all races)			33.2							8.0
e. Whites			19.2							8.0
2. Birth rate per 1,000 females ages 10-17	11.3	10.8	11.4	11.6	11.5					
<b>♦ Core</b> 3. Percentage of children (0-17) living above 100% of the federal poverty level	88%		84%		84%		89%	<b>88%*</b>	92%	100%
a. 0-4 years old	85%		80%		75%		89%			100%
b. 5-17 years old	89%		86%		89%		88%			100%
c. African-Americans (0-17)	66%		64%		69%					100%
d. American Indians (0-17)	76%		68%		67%					100%
e. Asians (0-17)	75%		81%		78%					100%
f. Hispanics (all races) (0-17)	78%		65%		62%					100%
g. Whites (non-Hispanic) (0-17)	89%		n/a		87%					100%
<b>♦ Core</b> 4. Abuse of persons under 18										
a. Number of children abused or neglected per 1,000 persons under 18		12.3	11.2	10.5	11.3	10.8		9.0	6.0	2.0
1. African-Americans			25.8							2.0
2. American Indians			13.0							2.0
3. Asians			4.0							2.0
4. Hispanics			19.8							2.0
5. Whites			9.0							2.0
6. Identified or suspected disability										
b. Percentage of students (grades 9-12) who have been sexually abused at some time in their life						21%				
1. Female						33%				
2. Male						8%				
c. Percentage of students (grades 9-12) who have been physically abused at some time in their life						32%				
1. Females						35%				
2. Males						28%				

BENCHMARKS FOR PEOPLE: FOR MORE INFORMATION ABOUT BENCHMARKS LISTED HERE, SEE ENDNOTES, APPENDIX C.

	HISTORICAL							TARGETS		
<b>Stable Home Life</b>	1980	1989	1990	1991	1992	1993	1994	1995	2000	2010
5. Reported incidence of spousal abuse rate per 100,000										
6. Percentage of children who are homeless at some time in the past year		1.5%		1.8%		2.0%		0.9%	0%	0%
7. Of children born outside of marriage, the percentage who have legal paternity established in a given year	33%	30%	37%	34%	31%	49%		50%	80%	90%
8. Percentage of current court ordered child support paid to single parent families	44%	50%	47%	50%	50%	54%		85%	95%	99%

	HISTORICAL							TARGETS		
<b>Healthy Babies and Toddlers</b>	1980	1989	1990	1991	1992	1993	1994	1995	2000	2010
9. Percentage of babies whose mothers received adequate pre-natal care (beginning in the first trimester)	77%	75%	76%	77%	79%			95%	95%	95%
a. African-Americans (non-Hispanic)		62%	61%	66%	66%				95%	95%
b. American Indians (non-Hispanic)		57%	60%	62%	67%				95%	95%
c. Asians (non-Hispanic)		73%	77%	76%	77%				95%	95%
d. Hispanics		56%	55%	58%	60%				95%	95%
e. Whites (non-Hispanic)		77%	78%	79%	81%				95%	95%
10. Percentage of healthy birth weight babies	95%	95%	95%	95%	95%			96%	97%	98%
11. Percentage of infants whose mothers did not use:										
a. illicit drugs during pregnancy			89%					95%	99%	100%
b. alcohol during pregnancy (self reported by mother)		93%	94%	95%	95%			97%	99%	100%
c. tobacco during pregnancy (self reported by mother)		76%	77%	79%	79%			90%	95%	100%
12. Rate per 1,000 childbearing women who test positive for HIV at birth		0.24	0.38	0.42	0.33	0.37		0.75	0.90	1.00
13. Infant mortality rate per 1,000	12.1	8.8	8.3	7.2	7.1			7.5*	6.0	4.0
a. African-American (non-Hispanic) (three-year period)				20.4	19.2			11.0	8.0	4.0
b. American Indian (non-Hispanic) (three-year period)				15.2	14.3			10.0	7.0	4.0
c. Asians (non-Hispanic) (three-year period)				8.3	6.5			6.0	5.0	4.0
d. Hispanic (three-year period)				8.7	7.4			6.0	5.0	4.0
e. Whites (non-Hispanic) (three-year period)				7.2	6.9			6.0	5.0	4.0
14. Percentage of two-year-olds who are adequately immunized					47%	50%	53%	80%	100%	100%

	HISTORICAL							TARGETS		
	1980	1989	1990	1991	1992	1993	1994	1995	2000	2010
<b>Early Childhood Development</b>										
15. Percentage of children kindergarten teachers believe are prepared to participate successfully in school				68%		71%		80%		99%
<b>! Urgent</b> 16. Percentage of children entering kindergarten meeting specific developmental standards for their age										
a. Cognitive development										
b. Language and literacy development						88%				
c. Physical well being						69%				
d. Social and emotional development										
17. Percentage of children with disabilities or at risk of disability who are identified prior to entering kindergarten										

### Success in School

	HISTORICAL							TARGETS		
	1980	1989	1990	1991	1992	1993	1994	1995	2000	2010
<b>Academic Achievement</b>										
18. <b>Third Grade.</b> Percentage of students who achieve established skill levels										
a. Reading and math (composite scores)						80%				99%
b. Writing (composite scores)						41%				99%
19. <b>Fifth Grade.</b> Percentage of students who achieve established skill levels										
a. Reading and math (composite scores)				75%	73%	75%				99%
1. African-Americans (non-Hispanic)				50%	47%	52%				99%
2. American Indians				57%	59%	61%				99%
3. Asians				73%	74%	75%				99%
4. Hispanics				53%	50%	53%				99%
5. Whites (non-Hispanic)				78%	76%	78%				99%
b. Writing (composite scores)					41%					99%
1. African-Americans (non-Hispanic)					25%					99%
2. American Indians					26%					99%
3. Asians					50%					99%
4. Hispanics					25%					99%
5. Whites (non-Hispanic)					42%					99%

Academic Achievement	HISTORICAL							TARGETS		
	1980	1989	1990	1991	1992	1993	1994	1995	2000	2010
20. Eighth Grade. Percentage of students who achieve established skill levels										
a. Reading and math (composite scores)						78%				99%
b. Writing (composite scores)						60%				99%
<b>! Urgent ♦ Core</b> 21. Eleventh Grade. Percentage of students who achieve established skill levels										
a. Reading and math (composite scores)				66%	60%	60%				99%
1. African-Americans (non-Hispanic)				41%	38%	33%				99%
2. American Indians				50%	40%	47%				99%
3. Asians				60%	61%	61%				99%
4. Hispanics				48%	44%	39%				99%
5. Whites (non-Hispanic)				69%	63%	62%				99%
b. Writing (composite scores)					59%					99%
1. African-Americans (non-Hispanic)					47%					99%
2. American Indians					45%					99%
3. Asians					60%					99%
4. Hispanics					49%					99%
5. Whites (non-Hispanic)					63%					99%
22. Percentage of students who attain a Certificate of Initial Mastery (CIM)									98%	98%
23. Percentage of high school graduates proficient in at least one language other than English (overall and learned in school)										

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*Percentage of Oregonians who think Oregon is doing a good job at providing primary and secondary education: 57%.*

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K-12 National, International Comparative Performance	HISTORICAL							TARGETS		
	1980	1989	1990	1991	1992	1993	1994	1995	2000	2010
24. Ranking on national math assessments										
a. Fourth grade										1st
b. Eighth grade			10th of 37							1st
1. African-Americans			n/a							1st
2. American Indians			4th of 9							1st
3. Asians			6th of 10							1st
4. Hispanics			5th of 37							1st
5. Whites			10th of 37							1st
c. Twelfth grade										1st
25. Ranking on national assessments for economically disadvantaged urban schools			1st							1st
26. Ranking on international science assessments			U.S. 12th of 15							1st

Post-Secondary Educational Performance	HISTORICAL							TARGETS		
	1980	1989	1990	1991	1992	1993	1994	1995	2000	2010
27. Percentage of baccalaureate graduates who achieve established skill levels										
28. Percentage of baccalaureate graduates who are proficient in a language other than English										
29. Percentage of graduates of public two-year post-secondary institutions in Oregon taking professional licensing exams who meet established skills standards							97%			
30. Percentage of baccalaureate and post-baccalaureate graduates of public four-year post-secondary institutions in Oregon taking professional licensing exams who meet established skill standards										

*Percentage of Oregonians who think Oregon is doing a good job at providing community college education: 83%.*  
*Percentage of Oregonians who think Oregon is doing a good job at providing four-year college and university education: 66%.*

## Student Health

Health Practices and Fitness	HISTORICAL							TARGETS		
	1980	1989	1990	1991	1992	1993	1994	1995	2000	2010
<b>! Urgent</b> 31. Percentage of students free of involvement with alcohol in the previous month										
a. Sixth grade							89%	94%	97%	99%
b. Eighth grade			77%		74%		70%	92%	97%	99%
c. Eleventh grade			56%		63%		58%	75%	85%	90%
<b>! Urgent</b> 32. Percentage of students free of involvement with illicit drugs in the previous month										
a. Eighth grade			86%		89%		81%	95%	97%	99%
b. Eleventh grade			77%		80%		80%	85%	92%	99%
<b>! Urgent</b> 33. Percentage of students free of involvement with cigarettes in the previous month										
a. Sixth grade							94%	95%	97%	99%
b. Eighth grade			87%		85%		81%	95%	97%	99%
c. Eleventh grade			77%		81%		75%	85%	95%	99%
34. Percentage of school age children (preschool-13) caries free					50%				65%	70%
35. Sexually transmitted disease rate per 10,000 Oregonians ages 10-19		89.7	94.1	92.4	76.0			75.0	50.0	20.0
36. Percentage of students who carry weapons										
b. To school						19%				0%
a. Overall				26%		32%				
37. Percentage of children in grades 9-12 who exercise aerobically at least three times per week				74%		70%		80%	90%	99%

*Percentage of Oregonians who think Oregon is doing a good job at controlling drug use: 33%.*



## High School to Post-Secondary Educational Transition

Current Transitions from Secondary Education	HISTORICAL							TARGETS		
	1980	1989	1990	1991	1992	1993	1994	1995	2000	2010
38. Percentage of high school students with significant involvement in professional-technical education and entrepreneurial programs	7%	9%	9%	8%	8%	9%		18%	35%	55%
39. Percentage of high school students enrolled in structured work experience programs						11%		18%	35%	55%
40. Percentage of students who attain a Certificate of Advanced Mastery (CAM)										
♦ <b>Core</b> 41. High school graduation rate		71%	72%	72%	74%	77%		83%	93%	95%
42. Percentage of disabled high school students moving directly from high school to:										
a. Post-secondary education										
b. Competitive employment										
c. Supported employment										
<b>! Urgent</b> 43. Percentage of Oregon high school graduates who enroll in college in the fall following graduation						63%		65%	70%	75%
a. Oregon two- and four-year institutions						49%				
b. Out of state two- and four-year institutions						14%				

Profile of 25-Year-Olds	HISTORICAL							TARGETS		
	1980	1989	1990	1991	1992	1993	1994	1995	2000	2010
44. Percentage of 25-year-olds with a high school or equivalent degree					89%		89%	90%	95%	99%
45. Percentage of 25-year-olds with an associate degree or journeyman card					10%		12%	15%	25%	40%
46. Percentage of 25-year-olds with a baccalaureate degree					25%		24%	30%	35%	40%

## Adult Education

Adult Formal Education	HISTORICAL							TARGETS		
	1980	1989	1990	1991	1992	1993	1994	1995	2000	2010
♦ <b>Core 47.</b> Percentage of Oregon adults who have completed high school or an equivalent program	76%		81%		83%		84%	90%	94%	97%
a. African-Americans	68%		75%		74%		76%			97%
b. American Indians	63%		71%		68%		74%			97%
c. Asians	75%		79%		81%		83%			97%
d. Hispanics (all races)	57%		53%		62%		50%			97%
e. Whites (non-Hispanic)	76%				84%		85%			97%
f. Persons with disabilities										
48. Percentage of Oregon adults who have completed at least one year of post-secondary education or training	39%		53%		57%		61%	70%	80%	85%
a. African-Americans	36%		50%		48%		58%			
b. American Indians	27%		41%		38%		47%			
c. Asians	50%		60%		64%		61%			
d. Hispanics (all races)	31%		33%		41%		31%			
e. Whites (non-Hispanic)	39%		n/a		59%		60%			
49. Percentage of Oregon adults who have completed an associate degree in professional-technical education							3.5%			
a. African-Americans							1.8%			
b. American Indians							4.2%			
c. Asians							4.6%			
d. Hispanics (all races)							1.1%			
e. Whites (non-Hispanic)							3.5%			
♦ <b>Core 50.</b> Percentage of Oregon adults who have completed a baccalaureate degree	18%		21%		23%		24%	25%	27%	30%
a. African-Americans	12%		15%		18%		14%			
b. American Indians	7%		8%		12%		12%			
c. Asians	29%		32%		40%		31%			
d. Hispanics (all races)	11%		10%		16%		14%			
e. Whites (non-Hispanic)	18%		n/a		25%		25%			
f. Persons with disabilities										

	HISTORICAL							TARGETS		
	1980	1989	1990	1991	1992	1993	1994	1995	2000	2010
<b>Adult Formal Education</b>										
51. Percentage of Oregon adults who have completed a post-baccalaureate degree			7%		7%		8%	9%	11%	15%
a. African-Americans			5%		5%		5%			
b. American Indians			3%		1%		3%			
c. Asians			12%		17%		10%			
d. Hispanics (all races)			3%		5%		4%			
e. Whites (non-Hispanic)			n/a		8%		8%			
52. Percentage of Oregon adults who have completed a certified apprenticeship program (Journeyman card)					2.6%		3.0%	3%*	4%	6%
a. African-Americans					2.3%		3.4%			
b. American Indians					1.6%		3.0%			
c. Asians					0.9%		5.1%			
d. Hispanics (all races)					1.8%		4.8%			
e. Whites (non-Hispanic)					2.4%		3.0%			

	HISTORICAL							TARGETS		
	1980	1989	1990	1991	1992	1993	1994	1995	2000	2010
<b>Occupational Training and Education</b>										
53. Percentage of Oregonians in the labor force who received at least 20 hours of skills training in the past year							41%			98%
54. Percentage of total employee time actually used for on-the-job training							5%			

	HISTORICAL							TARGETS		
	1980	1989	1990	1991	1992	1993	1994	1995	2000	2010
<b>Work Force Adaptability</b>										
55. Percentage of displaced workers re-employed within 24 months and earning at least 90% of previous income										
a. All workers							43%	60%	70%	75%
b. Lumber and wood products workers					36%		36%	60%	70%	75%

## Adult Skill Proficiency

English Literacy Skills	HISTORICAL							TARGETS		
	1980	1989	1990	1991	1992	1993	1994	1995	2000	2010
56. Prose Literacy (can understand and analyze text information)										
a. Basic 21-25 years: All adults:			77.7% 78.0%							99% 90%
♦ <b>Core</b> b. Intermediate 21-25 years: All adults:			38.0% 41.1%							90% 55%
c. Advanced 21-25 years: All adults:			5.5% 8.7%							50% 25%
57. Document Literacy (can understand and use graphs, text, maps, etc.)										
a. Basic 21-25 years: All adults:			78.2% 76.1%							99% 90%
♦ <b>Core</b> b. Intermediate 21-25 years: All adults:			37.1% 35.5%							90% 55%
c. Advanced 21-25 years: All adults:			6.2% 6.3%							50% 25%
58. Quantitative Literacy (can understand math and apply it)										
a. Basic 21-25 years: All adults:			76.9% 80.0%							99% 90%
♦ <b>Core</b> b. Intermediate 21-25 years: All adults:			27.4% 39.0%							90% 55%
c. Advanced 21-25 years: All adults:			3.6% 7.6%							50% 25%
59. Information and Technology Literacy: Percentage of Oregonians that report they can use a computer to create or edit documents or graphics, or to analyze data							50%		70%	85%

Multilingual Skills - Percentage of Adults:	HISTORICAL							TARGETS		
	1980	1989	1990	1991	1992	1993	1994	1995	2000	2010
60. Proficient in more than one language			14%		17%		16%	16%*	20%	28%
61. Proficient in more than two languages							3%	3%	5%	10%
62. Proficient in an Asian language			1%		2%		3%	2%*	3%	5%
63. Proficient in Spanish			6%		8%		7%	9%	12%	18%
64. Proficient in a European language other than Spanish					12%		6%	14%	27%	24%

BENCHMARKS FOR PEOPLE: FOR MORE INFORMATION ABOUT BENCHMARKS LISTED HERE, SEE ENDNOTES, APPENDIX C.

International Awareness	HISTORICAL							TARGETS		
	1980	1989	1990	1991	1992	1993	1994	1995	2000	2010
65. Percentage Oregonians who have lived, worked, or studied in another country, other than as a short term tourist										
a. All Adults							24%			50%
b. 25 year olds							18%			50%
66. Percentage of Oregonians who have hosted someone from another country										50%
a. All Adults							19%			50%
b. 25 year olds							22%			50%

*Percentage of Oregonians who think Oregon is doing a good job at providing skills to compete in a global economy: 65%*

### Adult Health

Health Practices	HISTORICAL							TARGETS		
	1980	1989	1990	1991	1992	1993	1994	1995	2000	2010
67. Percentage of adults who use vehicle safety restraints consistently		41%	48%	75%	76%			80%	90%	95%
68. Percentage of adults who have normal blood pressure		78%	80%	81%	80%			85%	88%	92%
69. Percentage of adults who maintain a recommended weight-to-height ratio		79%	77%	76%	72%			83%	87%	91%
70. Percentage of adults who exercise aerobically for 20 minutes at least three times a week		54%	51%	53%	53%			65%	75%	90%
71. Percentage of adults who drink alcohol only in moderation		85%	83%	81%	81%			87%	90%	95%
72. Percentage of adults who do not currently smoke tobacco		77%	78%	77%	79%			82%	85%	95%
73. Percentage of adults whose self-perceived health status is good or excellent										
74. The incidence rate of occupational illness and injury (per 100 full time equivalent employees) per year	11.3	10.6	10.1	9.1	9.1	9.0		8.5	8.0	7.0

Communicable Diseases	HISTORICAL							TARGETS		
	1980	1989	1990	1991	1992	1993	1994	1995	2000	2010
75. HIV and AIDS:										
<b>! Urgent</b> a. Annual percentage of HIV cases with an early diagnosis (before symptoms occur)			72%		78%	80%		82%	88%	92%
1. African Americans (non-Hispanic)						83%				
2. American Indians (non-Hispanic)						92%				
3. Asians (non-Hispanic)						100%				
4. Hispanics						71%				
5. Whites (non-Hispanic)						80%				
<b>! Urgent</b> b. Annual number of HIV cases with an early diagnosis			412		356	317		↓	stable	↓
1. African Americans (non-Hispanic)						30				
2. American Indians (non-Hispanic)						12				
3. Asians (non-Hispanic)						5				
4. Hispanics						22				
5. Whites (non-Hispanic)						230				
c. Annual incidence of AIDS per 100,000 population			11.5	9.2	9.8	25.1				
76. Sexually transmitted disease rate for adults 20 to 44 years old		52.6	54.6	47.7	36.7			38*	30	15
77. Incidence of tuberculosis per 100,000 population	8.3	5.4	5.2	4.9	4.9			3.7	2.6	1.2
78. Incidence of hepatitis B per 100,000 population	15.5	20.2	14.8	10.3	10.2			8.8	7.8	4.9

Premature Mortality	HISTORICAL							TARGETS		
	1980	1989	1990	1991	1992	1993	1994	1995	2000	2010
♦ <b>Core</b> 79. Years of potential life lost (rate per 1,000 population)	76.4		64.3	60.0	59.2				53.6	44.5
80. Percentage of adults who abuse drugs										
81. Substance use death rates per 100,000 population annually										
a. Alcohol and drug related automobile death rate	12.5	9.8	9.4	8.6	7.9	8.0		6.5	4.0	0.8
b. Other alcohol and drug related death rate	17.1	17.3	17.0	15.3	16.6			15.0	12.0	5.0
82. Percentage of deaths related to tobacco use		23%	26%	27%	25%			25%*	23%	19%
83. Deaths due to unintentional injuries per 100,000 annually										
a. All ages	50.1	41.2	39.2	34.6	34.6			37.9*	30.6	21.9
b. Children ages 1-17	26.0	19.5	17.7	13.1	15.0			14.1	13.6	12.1

BENCHMARKS FOR PEOPLE: FOR MORE INFORMATION ABOUT BENCHMARKS LISTED HERE, SEE ENDNOTES, APPENDIX C.

	HISTORICAL							TARGETS		
<b>Premature Mortality</b>	1980	1989	1990	1991	1992	1993	1994	1995	2000	2010
84. Suicide rate per 100,000 annually	14.7	16.4	16.0	15.7	16.5			14.0	12.0	10.0
a. Ages 15-24	16.6	17.5	17.7	18.8	18.5			17.0	10.7	10.4
b. Ages 65+	24.4	30.6	30.6	26.3	29.5			24.0	21.0	19.0
c. African-Americans (1988-92)			10.4							
d. American Indians (1988-92)			10.9							
e. Asians (1988-92)			6.6							
f. Hispanics (all races) (1988-92)			7.8							
g. Whites (1988-92)			17.1							
85. Deaths due to AIDS annually		135	190	224	249			330	477	300
a. African Americans (non-Hispanic)		3	7	6	5					
b. American Indians (non-Hispanic)		2	1	1	2					
c. Asians (non-Hispanic)		1	0	0	0					
d. Hispanics		7	5	4	8					
e. Whites (non-Hispanic)		122	177	213	234					

### ***Equal Opportunity and Social Harmony***

	HISTORICAL							TARGETS		
<b>Civic and Occupational Participation (Representation as percentage of community adult population)</b>	1980	1989	1990	1991	1992	1993	1994	1995	2000	2010
86. Elected and appointed officials										
a. African-Americans					43%		57%			100%
b. American Indians					83%		62%			100%
c. Asians					18%		28%			100%
d. Hispanics (all races)					27%		26%			100%
e. Whites					107%		108%			100%
f. Women					69%		83%			100%
g. Persons with disabilities										

	HISTORICAL							TARGETS		
	1980	1989	1990	1991	1992	1993	1994	1995	2000	2010
<b>Civic and Occupational Participation (Representation as percentage of community adult population)</b>										
87. Business owners										
a. African-Americans			28%							100%
b. American Indians			11%							100%
c. Asians			66%							100%
d. Hispanics (all races)			22%							100%
e. Whites			104%							100%
f. Women			63%							100%
88. Employment in historically under-represented occupations (e.g., management, professions, and technical occupations)										
a. African-Americans	70%		70%							100%
b. American Indians	48%		56%							100%
c. Asians	101%		94%							100%
d. Hispanics (all races)	57%		48%							100%
e. Women	81%		97%							100%
f. Persons with disabilities										

	HISTORICAL							TARGETS		
	1980	1989	1990	1991	1992	1993	1994	1995	2000	2010
<b>Social Harmony in K - 12 Schools</b>										
89. Percentage of schools that have culturally diverse curricula										
90. Percentage of schools that have conflict resolution curricula										

	HISTORICAL							TARGETS		
	1980	1989	1990	1991	1992	1993	1994	1995	2000	2010
<b>Social Harmony in the Community</b>										
91. Bias crimes (reported crimes against people or property motivated by prejudice) per 100,000 Oregonians		12.0	12.1	19.2	18.3	9.4		5	2	0
a. Race		8.2	7.8	9.9	8.1	4.6				0
b. National Origin		2.4	2.4	2.3	1.9	1.1				0
c. Religion		0.4	0.2	1.7	1.2	0.7				0
d. Sexual Orientation		0.9	1.2	3.3	3.2	2.2				0



	HISTORICAL							TARGETS		
	1980	1989	1990	1991	1992	1993	1994	1995	2000	2010
<b>Social Harmony in the Community</b>										
92. Bias crime arrests rate per 100,000 Oregonians										
a. Juvenile										
b. Adult										
93. Workplace civil rights reported complaints per 100,000 population		55.8	55.0	71.1	72.3	79.5				0
a. Age		6.1	7.1	10.5	11.5	9.3				0
b. Disability		4.4	5.3	5.5	9.7	10.9				0
c. Race		7.2	6.3	8.4	9.6	10.5				0
d. National origin		2.5	2.0	3.1	1.8	1.9				0
e. Religion		0.8	0.8	0.9	1.1	1.1				0
f. Gender or sexual harassment		11.9	10.1	14.4	18.9	17.6				0
g. Sexual orientation		n/a	n/a	0.1	0.7	1.1				0

	HISTORICAL							TARGETS		
	1980	1989	1990	1991	1992	1993	1994	1995	2000	2010
<b>Oregon Seniors</b>										
94. Percentage not living in nursing facilities		97%	97%	97%	97%	97%		98%	98%	98%
95. Percentage who are employed and/or volunteer at least 15 hours per week					12%		23%	17%*	20%	25%
96. Percentage living above the poverty level			88%		89%		88%	90%	95%	95%
97. Reported elder abuse rate per 100,000										

	HISTORICAL							TARGETS		
	1980	1989	1990	1991	1992	1993	1994	1995	2000	2010
<b>Adult Oregonians with Disabilities</b>										
98. Reported abuse rate per 100,000										

	HISTORICAL							TARGETS		
	1980	1989	1990	1991	1992	1993	1994	1995	2000	2010
<b>Adult Oregonians with Mental Illness</b>										
99. Percentage living in community housing of their choice with adequate support			69%		68%					
100. Percentage who are employed			14%		13%					
101. Percentage living above the poverty level										

	HISTORICAL							TARGETS		
	1980	1989	1990	1991	1992	1993	1994	1995	2000	2010
<b>Adult Oregonians with Developmental Disabilities</b>										
102. Percentage living in community housing of their choice with adequate support					47%			60%	75%	90%
103. Percentage who are employed					34%			50%	65%	80%
104. Percentage living above the poverty level					5%			15%	25%	50%

	HISTORICAL							TARGETS		
	1980	1989	1990	1991	1992	1993	1994	1995	2000	2010
<b>Adult Oregonians with Physical Disabilities</b>										
105. Percentage living independently with appropriate assistance										
106. Percentage who are employed										
107. Percentage living above the poverty level										

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*Percentage of Oregonians who think Oregon is doing a good job at helping individuals and families in need: 66%.*

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## 6. BENCHMARKS FOR QUALITY OF LIFE

### We Must Work To Keep the Qualities That Make Oregon Special

#### *The Main Challenge*

#### *That We Face Is Growth*

In this chapter, we measure how well Oregonians are retaining and bettering a quality of life characterized by Oregon's special natural environment, vital communities, accessible services, and responsive political and social institutions.

We Oregonians value our quality of life. We are especially keen to retain Oregon's special livability in the face of the great economic, technological, and social changes that are overtaking Oregon along with the nation and the world. The quality of life in Oregon also gives the state a competitive economic advantage. It helps us retain and attract skilled and productive people to work in and build our economy, especially among knowledge-intensive industries where capable people make a critical difference. Oregon's special qualities, in particular its unspoiled natural beauty, are also an asset to the visitor industry.

Population growth in other western states has tended to create a host of unwanted problems. These include increased pollution, resource depletion, urban sprawl, gridlock, skyrocketing housing prices, rising crime, and overloaded public and private support systems. We have no inherent immunity to such problems. Some have already taken root in our communities. One of our main tasks in the next two decades will be to fight off such problems as our population grows and as our economy diversifies. The benchmarks in this section focus on what we must preserve and what we must resist. Issues of particular importance include the following:

**Natural environment.** Oregon has been blessed with a natural environment that is beautiful and amazingly varied. Today, this environment remains relatively unpolluted and readily accessible to Oregonians and visitors alike. The benchmarks measure how well we are maintaining our natural resources for a variety of uses.

**Healthy Communities.** Oregonians generally live in attractive, workable, culturally rich communities of all sizes and types. Visitors are often struck by the uncrowded nature of the state and how well its communities function. The benchmarks that measure our success in maintaining these characteristics include indi-

cators for crime and justice, affordable housing, parks, recreation, transportation.

**Access to child care, health care, education, arts and information.** Certain services are essential to our growth and well being as individuals and families. These include reliable child care resources, good schools, medical clinics and hospitals, social and recreational resources, and libraries. Benchmarks measure the availability and use of such resources.

**Political and social institutions.** Oregon's political and social institutions are essentially honest, responsive, and caring. Oregon citizens believe in their politics and government, as evidenced by voter participation rates and the percentage of citizens who are active in public policy issues and organizations. Benchmarks assess these characteristics of civic vitality.

#### **New for 1995**

For the first time, we have secured data to measure the quality of Oregon's ground water. Clean ground water is an essential environmental indicator because it is used for drinking water, crop irrigation, and industrial process, and because it provides the base flow for most streams and rivers. We have broken down more rigorously Oregon's drinking water benchmark to illustrate Oregon's progress since 1974 in maintaining the quality of domestic water supply.

We found a way to measure the health of eastern Oregon forests by looking at insect damage. Trees killed or damaged by insects affect landowner objectives, timber production, wildlife and fish habitat, fire hazards, recreation and other associated values such as water quality and quantity.

We modified the community design benchmarks to more clearly measure the proximity of Oregonians to essential services. Oregonians value a pattern of community development that

provides inviting places for people to live, that reduce the need for driving, and that preserves open spaces.

We want community life and services to be accessible to all Oregonians. Therefore, we have included more thorough measures of accessibility for individuals with disabilities.

We have also modified the public safety benchmarks to better illustrate changes in the types of crimes being committed, the age of the

perpetrators, and differences in urban and rural crime rates.

Finally, as an overall measure of the connectedness of Oregonians to their communities, we have added a benchmark that illustrates how much Oregonians feel a part of their community. The attachment that individuals feel to their community is an important component of safe, healthy neighborhoods.

## Unspoiled Natural Environment

	HISTORICAL							TARGETS		
	1980	1989	1990	1991	1992	1993	1994	1995	2000	2010
<b>Air</b>										
<b>! Urgent ♦ Core</b> 108. Percentage of Oregonians living where the air meets government ambient air quality standards	30%	90%	54%	51%	58%	100%		100%*	100%	100%
109. Carbon dioxide emissions as a percentage of 1990 emissions			100%	106%	108%			100%	100%	100%

	HISTORICAL							TARGETS		
	1980	1989	1990	1991	1992	1993	1994	1995	2000	2010
<b>Water</b>										
<b>! Urgent</b> 110. Miles of assessed Oregon rivers and streams not meeting state and federal government in-stream water quality standards			1,100		1,100			723	75	0
111. Groundwater quantity:										
<b>♦ Core</b> 112. Groundwater quality:										
a. Percentage of area where groundwater is used that has been assessed over the past 10 years	6.2%		6.9%				18.6%		21%	25%
b. Percentage of area assessed that does not meet drinking water standards	0.1%		2.5%				4.2%		6%	8%
113. Percentage of Oregon key rivers and rivers with in-stream water rights meeting in-stream flow needs										
a. Less than 9 months out of the year							47%	35%	35%	25%
b. 9 to 11 months out of the year							24%	30%	30%	30%
c. 12 months out of the year							30%	35%	35%	45%

*Percentage of Oregonians who think Oregon is doing a good job at maintaining clean air and water: 84%*

Land	HISTORICAL							TARGETS		
	1980	1989	1990	1991	1992	1993	1994	1995	2000	2010
♦ <b>Core</b> 114. Percentage of Oregon agricultural land in 1970 still preserved for agricultural use	99% (1982)		98%		98%			95%	94%	94%
115. Percentage of rangelands which are in good or excellent condition		22% (1987)						23%	27%	35%
116. Percentage of land with allowable soil loss erosion rates										
a. Cropland	64% (1982)				74%			77%	82%	92%
b. Pasture land	95% (1982)				96%			96%	97%	98%
c. Forest land	61% (1982)				62%			62%	63%	64%
117. Forest land:										
♦ <b>Core</b> a. Percentage of Oregon forest land in 1970 still preserved for forest use	97%	94%	92%	90%	92%	92%	92%	91%	91%	90%
b. Percentage of Eastern Oregon forests that are healthy (5 year average of all ownerships)	88%	63%	67%	72%	75%	80%		93%	95%	90%
♦ <b>Core</b> 118. Percentage of Oregon wetlands in 1990 still preserved as wetlands			100%	100%	100%	100%		<b>100%*</b>	100%	100%
119. Percentage of identified Oregon hazardous waste sites that are cleaned up or being cleaned up			57%		62%	65%		73%	87%	100%
120. Percentage of high-level radioactive nuclear waste cleaned up at the Hanford Nuclear Reservation					0%	0%		0%	0%	40%
121. Pounds of Oregon municipal solid waste landfilled or incinerated per capita per year					1,519	1,508		1,500	1,250	1,000

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*Percentage of Oregonians who think Oregon is doing a good job at protecting natural resource lands: 74%.*

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Plants, Fish, and Wildlife	HISTORICAL							TARGETS		
	1980	1989	1990	1991	1992	1993	1994	1995	2000	2010
122. Percentage of native fish and wildlife that are:										
a. Threatened, endangered, or sensitive					23%			25%	27%	28%
b. Uncertain status					66%			63%	60%	54%
c. Healthy					11%			12%	13%	18%
123. Percentage of native plant species that are:										
a. Threatened, endangered, or sensitive				10%		9%	11%			5%
b. Uncertain status				7%		3%	3%			0%
c. Healthy				83%		88%	86%			95%
<b>! Urgent</b> 124. Percentage of key sub-basins in which wild salmon and steelhead populations are increasing or at target levels					0%			0%	13%	25%

Outdoor Recreation	HISTORICAL							TARGETS		
	1980	1989	1990	1991	1992	1993	1994	1995	2000	2010
125. Acres of primitive and wilderness public land in Oregon (millions)	1.1 (1983)			3.1						
126. Acres of multi-purpose public land available for recreation in Oregon (millions)				26.6				27.0	27.0	27.0
127. Acres of Oregon parks and protected recreation land per 1,000 Oregonians	115 (1983)			127				127	127	127

*Percentage of Oregonians who think Oregon is doing a good job at providing parks and open spaces: 89%.*

*Percentage of Oregonians who think Oregon is doing a good job at developing clean and attractive cities: 85%.*

*Percentage of Oregonians who think Oregon is doing a good job at providing easy access to work, shops, parks and recreation: 85%.*



***Developed Communities That Are Convenient, Affordable,  
Accessible, and Environmentally Sensitive***

Community Design	HISTORICAL							TARGETS		
	1980	1989	1990	1991	1992	1993	1994	1995	2000	2010
128. Percentage of new residential development, as measured in housing units within the Portland Urban Growth Boundary, where occupants are within 1/4 mile of:										
a. Commercial services							48%			
b. Parks							39%			
c. Schools							20%			
d. Existing public transit							56%			
e. All of the above							7%			
129. Percentage of existing residential development, as measured in housing units within the Portland Urban Growth Boundary, where occupants are within 1/4 mile of:										
a. Commercial services							78%			
b. Parks							51%			
c. Schools							28%			
d. Existing public transit							80%			
e. All of the above							14%			
130. Percentage of development in Oregon per year occurring within urban growth boundaries					89%					
131. Number of Oregonians (in thousands) with drinking water that does not meet EPA safe drinking water standards										
a. 1974 Standards	133	67	63	20	17	0	0	0	0	0
b. 1986 Standards (Phase 1 VOCS)		22	3	0	0	0	0	0	0	0
c. 1986 Standards (Surface Water Treatment)				129	124	70	65	<1994	<1995	<2000
d. 1986 Standards (Coliform)				11	0	1	0	0	0	0
e. 1986 Standards (Lead/Copper)					523	818	842	<1994	<1995	<2000
f. 1986 Standards (Phase 2)					5	0	0	0	0	0
132. Number of Oregonians (in thousands) with sewage disposal that does not meet government standards		200		143		82		134*	67	0
133. Percentage of total land within the Portland metropolitan area which is open space					20%					
134. Percentage of total land within the Portland metropolitan area preserved as open space					3%					
135. Acres of community parks, designated recreation areas and designated open space per 1,000 Oregonians living in incorporated cities	19.1 (1983)			19.8				19.8	20	20

BENCHMARKS FOR QUALITY OF LIFE: FOR MORE INFORMATION ABOUT BENCHMARKS LISTED HERE, SEE ENDNOTES, APPENDIX C.

Transportation	HISTORICAL							TARGETS		
	1980	1989	1990	1991	1992	1993	1994	1995	2000	2010
136. Percentage of Oregonians who commute (one-way) within 30 minutes between where they live and where they work			88%		88%		84%	88%	88%	88%
137. Percentage of miles of limited-access highways in Oregon metropolitan areas that are not heavily congested during peak hours	81% (1983)	52%	57%	44%	42%			60%	60%	60%
138. Access to alternative transportation modes:										
a. Transit hours per capita per year in Oregon metropolitan areas	1.03		0.95	0.96	0.96	0.97	0.99	1.3	1.5	1.7
b. Percentage of arterial and collector street miles in urban areas that have adequate pedestrian and bicycle facilities										
139. Percentage of Oregonians who commute to and from work during peak hours by means other than a single occupancy vehicle					24%		25%	29%	33%	38%
140. Vehicle miles traveled per capita in Oregon metropolitan areas (per year)	5,782	7,738	7,733	7,824	7,710	7,727		7,864	7,942	7,443

*Percentage of Oregonians who think Oregon is doing a good job at developing mass transit: 63%.*

Housing	HISTORICAL							TARGETS		
	1980	1989	1990	1991	1992	1993	1994	1995	2000	2010
141. Percentage of Oregon households that can afford the median-priced Oregon home for sale			47%					50%	50%	50%
142. Rate of home ownership	65%		63%						65%	65%
a. African-Americans (non-Hispanic)	41%		38%						65%	65%
b. American Indians (non-Hispanic)	47%		47%						65%	65%
c. Asians (non-Hispanic)	52%		48%						65%	65%
d. Hispanics	42%		39%						65%	65%
e. Whites (non-Hispanic)	66%		65%						65%	65%

	HISTORICAL							TARGETS		
Housing	1980	1989	1990	1991	1992	1993	1994	1995	2000	2010
<b>! Urgent ♦ Core</b> 143. Home Renters: Percentage of Oregon households below median income spending less than 30 percent of their household income on housing (including utilities)			41%		37%		45%	60%	68%	75%
a. African-Americans					45%					
b. American Indians					58%					
c. Asians					42%					
d. Hispanics (all races)					36%					
e. Whites (non-Hispanic)					37%					
<b>! Urgent ♦ Core</b> 144. Home Owners: Percentage of Oregon households below median income spending less than 30 percent of their household income on housing (including utilities)			62%				68%	73%	84%	92%
a. African-Americans										
b. American Indians										
c. Asians										
d. Hispanics (all races)										
e. Whites (non-Hispanic)										
145. Number of Oregonians who were homeless at some time in the last year				52,000	65,000	62,000		50,000	45,000	35,000
146. Household energy use per dollar of personal income (BTU per dollar)		5,636	5,213	5,083	4,586			4,500	4,000	3,500

	HISTORICAL							TARGETS		
Access for Persons with Disabilities	1980	1989	1990	1991	1992	1993	1994	1995	2000	2010
147. Percentage of the following accessible to Oregonians with disabilities										
a. Public use buildings										
b. Public transportation										
c. Recreational facilities										
148. Percentage of streets in urban and suburban areas with adequate sidewalk access for persons with mobility disabilities										

	HISTORICAL							TARGETS		
	1980	1989	1990	1991	1992	1993	1994	1995	2000	2010
<b>Access Between Communities</b>										
149. Percentage of Access Oregon Highways built to handle traffic at a steady 55 mile-per-hour rate							82%	82%	83%	85%
150. Percentage of Oregonians living in communities with daily scheduled inter-city passenger bus, van, or rail service			92%		92%	99%		99%*	99%	99%
151. Percentage of Oregonians living within 50 miles of an airport with daily scheduled air passenger service			90%					90%	92%	95%

	HISTORICAL							TARGETS		
	1980	1989	1990	1991	1992	1993	1994	1995	2000	2010
<b>Emergency Preparedness</b>										
152. Property damage per year in Oregon due to wildfires (millions of 1989 dollars; 5-year rolling average)	\$4.4	\$12.6	\$14.1	\$13.8	\$7.8	\$6.8		\$10.0*	\$7.0	\$2.5
153. Structure fire damage per year in Oregon (millions of 1989 dollars; 5-year rolling average)	\$89.4	\$79.2	\$72.1	\$69.1	\$62.0	\$57.2		\$69.9*	\$66.9	\$56.9
154. Percentage of Oregonians living in counties with the capability to respond to a disaster and assist communities to recover fully from the effects			63%	57%	65%	68%		70%	100%	100%

***Communities That Are Safe, Enriching, and Civic Minded,  
With Access to Essential Services***

	HISTORICAL							TARGETS		
	1980	1989	1990	1991	1992	1993	1994	1995	2000	2010
<b>Public Safety</b>										
♦ <b>Core</b> 155. Crime against persons (e.g., negligent homicide, forcible rape, other sex crime, kidnaping, robbery, aggravated assault, simple assault) reported per 1,000 Oregonians		16.0	17.0	16.7	17.1	17.5		15.0	12.0	9.0
a. Urban areas										
b. Rural areas										
♦ <b>Core</b> 156. Crime against property (e.g., burglary, larceny, motor vehicle theft, arson, forgery/counterfeit, fraud, embezzlement, stolen property, vandalism) reported per 1,000 Oregonians		75.9	73.9	74.7	75.8	74.5		70.0	60.0	30.0
a. Urban areas										
b. Rural areas										

	HISTORICAL							TARGETS		
	1980	1989	1990	1991	1992	1993	1994	1995	2000	2010
<b>Public Safety</b>										
♦ <b>Core</b> 157. Behavioral crime (e.g., weapon laws, prostitution, drug laws, gambling, crimes against family, D.U.I.I., liquor laws, disorderly conduct, all other, curfew, runaway) reported per 1,000 Oregonians		44.8	48.1	46.9	45.8	45.5		42.0	35.0	20.0
a. Urban areas										
b. Rural areas										
! <b>Urgent</b> 158. Juvenile arrests per 1,000 juvenile Oregonians per year										
a. Crimes against persons		4.3	5.2	5.3	5.7	6.0		5.3	4.3	3.0
b. Crimes against property		18.8	19.2	21.3	22.4	22.6		21.3	18.8	15.0
c. Behavioral crime		22.5	22.1	22.2	24.0	25.2		22.2	20.0	18.0
159. Percentage of paroled offenders reincarcerated within three years of initial release		47%	41%	30% (within 2 years)	17% (within 1 year)			35%	20%	15%
! <b>Urgent</b> 160. Number of communities involved in a community-based strategic plan for law enforcement										

*Percentage of Oregonians who think Oregon is doing a good job at controlling crime: 41%.*

	HISTORICAL							TARGETS		
	1980	1989	1990	1991	1992	1993	1994	1995	2000	2010
<b>Justice</b>										
161. Time the judicial system takes to resolve cases										
a. Civil cases disposed of in 18 months					97%	98%		98%*	98%	98%
b. Domestic relations cases disposed of in 9 months					95%	96%		98%	98%	98%
c. Felony cases disposed of in 6 months					87%	86%		98%	98%	98%
162. Crime against persons: Arrests relative to share of adult population by community										
a. African-Americans			5.9							
b. American Indians			1.4							
c. Asians			0.4							
d. Hispanics			2.0							
e. Whites			0.9							

BENCHMARKS FOR QUALITY OF LIFE: FOR MORE INFORMATION ABOUT BENCHMARKS LISTED HERE, SEE ENDNOTES, APPENDIX C.

Justice	HISTORICAL							TARGETS		
	1980	1989	1990	1991	1992	1993	1994	1995	2000	2010
163. Crime against property: Arrests relative to share of adult population by community										
a. African-Americans			4.9							
b. American Indians			0.9							
c. Asians			0.6							
d. Hispanics			2.1							
e. Whites			0.9							
164. Behavioral crime: Arrests relative to share of adult population by community										
a. African-Americans			2.8							
b. American Indians			1.3							
c. Asians			0.2							
d. Hispanics			2.3							
e. Whites			0.9							
165. Victimization rates: Homicide rate per 100,000 community population	4.3		3.7							
a. African-Americans	32.0		28.9							
b. American Indians	17.7		8.4							
c. Asians	4.9		5.8							
d. Hispanics	2.1		6.2							
e. Whites	3.7		3.2							
166. Victimization rates: Bias crime rate per 100,000 community population										
a. African-Americans			277.9							
b. American Indians			11.2							
c. Asians			28.9							
d. Hispanics			48.8							
e. Whites			7.3							

Access to Cultural Enrichment	HISTORICAL							TARGETS		
	1980	1989	1990	1991	1992	1993	1994	1995	2000	2010
167. Number of arts events attended per capita in Oregon per year	1.4	1.7	1.7	1.2	3.1	2.9		2.0*	3.0	5.0
168. Rank in per capita arts funding										
a. State funding (out of 56 states and territories)	46th	33rd	41st	40th	39th	41st	44th	35th	30th	25th
b. Private funding										
169. Percentage of counties with significant cultural exchange opportunities										
170. Percentage of Oregonians served by a public library which meets minimum service criteria	73%	80%	86%	83%	83%	86%		88%	95%	100%

*Percentage of Oregonians who think Oregon is doing a good job at making available cultural and entertainment opportunities: 78%.*

*Percentage of Oregonians with a positive view of the state: 74%.*

*Percentage of Oregonians with a positive view of their community: 85%.*

Sense of Community	HISTORICAL							TARGETS		
	1980	1989	1990	1991	1992	1993	1994	1995	2000	2010
171. Percentage of eligible Oregonians registered to vote	79%		70%		78%		80%	80%*	90%	100%
172. Percentage of eligible Oregonians who vote	61%		58%		62%		63%	65%	75%	85%
173. Oregon's rank among states in percentage of adults who vote	10th		4th		8th			10th*	5th	1st
174. Percentage of Oregonians who volunteer at least 50 hours of their time per year to civic, community, or nonprofit activities					30%		28%	60%	80%	100%
a. Age 18 and under					n/a		23%			100%
b. Age 65 and over					31%		30%			100%
c. African-Americans					36%		17%			100%
d. American Indians					32%		26%			100%
e. Asians					29%		21%			100%
f. Hispanics (all races)					24%		27%			100%
g. Whites (non-Hispanic)					34%		28%			100%

	HISTORICAL							TARGETS		
	1980	1989	1990	1991	1992	1993	1994	1995	2000	2010
<b>Sense of Community</b>										
175. Percentage of Oregonians who understand the Oregon tax system and where tax money is spent					11%	13%	13%	15%	20%	25%
176. Percentage of Oregonians who feel they are a part of their community							36%	40%	45%	55%

	HISTORICAL							TARGETS		
	1980	1989	1990	1991	1992	1993	1994	1995	2000	2010
<b>Access to Health Care</b>										
<b>! Urgent</b> 177. Percentage of Oregonians with economic access to health care			84%		85%		84%	99%	100%	100%
a. Children (0-17)			79%		85%		86%	99%	100%	100%
b. African-Americans					84%		80%	99%	100%	100%
c. American Indians					74%		71%	99%	100%	100%
d. Asians					81%		83%	99%	100%	100%
e. Hispanics (all races)					67%		61%	99%	100%	100%
f. Whites (non-Hispanic)					86%		85%	99%	100%	100%
g. Persons with disabilities										
178. Percentage of Oregonians with geographic access to health care		94%	94%		94%			96%	98%	99%
179. Percentage of families with a member with a disability who request and receive in-home support					7%			20%	75%	100%
180. Percentage of Oregonians with access to public or private treatment for mental or emotional problems										
a. Adults										
b. Children										
181. Percentage of Oregonians seeking long-term care who access it										
a. Seniors										
b. Persons with disabilities										

*Percentage of Oregonians who think Oregon is doing a good job at providing economic access to health care: 64%.*



Access to Child Care	HISTORICAL							TARGETS		
	1980	1989	1990	1991	1992	1993	1994	1995	2000	2010
182. Percentage of child care facilities which meet established basic standards			26%		30%	36%		90%	100%	100%
183. Number of identified child care slots available for every 100 children under age 13			14		15	15	16	16*	20	25
184. Percentage of families for whom child care is affordable					69%		67%			

## 7. BENCHMARKS FOR THE ECONOMY

### Industrial and Geographic Diversification Remain Our Prime Focus

*We Also Want To Foster*

*A Competitive Business Climate*

**T**his chapter measures the state's progress toward a more diversified economy which generates desirable jobs and higher incomes for all Oregonians statewide. At the same time, it measures improvement in the business climate that fosters such an economy.

A prosperous, diverse economy is important for Oregon's future in at least three ways. First, a healthy economy provides job opportunities for individual Oregonians. Second, businesses and individuals working in such an economy provide the revenues which fund schools, recreational and cultural attractions, public facilities, and services. Third, the individual opportunities created by a healthy economy can reduce the rate of unemployment and poverty, reducing the costs of social programs.

The benchmarks capture this vision for the economy:

**Per capita income.** As Oregon develops a work force second to none in the world by the year 2010, our workers' per capita personal incomes should rise as well. We have set a statewide goal of 110 percent of U.S. per capita personal income by 2010.

**Regional growth.** The state's employment should reflect statewide economic health. We have set a minimum target of 52 percent of Oregon's employment outside the Portland region. This goal requires an effort to avert rural decline and to promote economic health in all regions of the state.

**Industry growth and diversification.** Our efforts to diversify Oregon's economy will have the effect of reducing dependence on individual industries. This will be reflected in the growth of Oregon's targeted industries and through a battery of diversification measures that we will monitor over time. The benchmarks listed here envision an Oregon in which more value is added to the state's natural resources before they are exported.

**A climate that fosters growth and diversification.** To foster an environment for advanced companies that provide well paying jobs, we need to focus on four business climate issues:

- **Contain the cost of doing business.** Control critical costs such as health care and workers compensation, energy rates and service, and environmental cleanup.
- **Maintain Oregon's capacity for expansion and growth.** Ensure availability of land, air, and water resources. Streamline aspects of the permitting process that have not kept pace with the need to help Oregon businesses remain competitive.
- **Provide quality physical and knowledge infrastructure.** Public facilities and services provide the foundations for economic growth. Transportation, water, sewer, and other capital intensive facilities are necessary for industry and communities to function. In addition, for the advanced companies we hope to attract here, access to research and information can be equally important.
- **Give Oregonians high value for their tax dollars.** The public finance system should raise sufficient revenue to pay for needed, quality public services, yet taxes overall and taxes for business should be competitive with other states. In their use of taxpayer dollars, governments at all levels should deliver high value and be accountable for measurable results.

## **New for 1995**

We have collected data on the percentage of Oregonians with net assets greater than \$10,000. Oregonians who have assets are better able to plan for the future and weather adversity. Additionally, we have included a measure of the percentage of Oregonians employed in a job that pays wages capable of supporting a family of four at 150 percent of the federal poverty level. Inclusion of a family

wage job benchmark highlights Oregon's efforts to increase the skills and employability of Oregonians and to add them to the work force in jobs that provide incomes greater than the poverty level.

As another measure of Oregon's economic condition, we have included a benchmark for Oregon's unemployment rate by racial and ethnic community. Racial and ethnic minorities tend to disproportionately bear the

burden of unemployment.

As an indicator of Oregon's increasing globalization, we have added a benchmark measuring the value of Oregon's imports. An important part of the diversification of Oregon's economy is less reliance on sectoral or regional business cycles, and growing participation in the more diverse worldwide economy.

## Increased Standard of Living

Real Per Capita Personal Income	HISTORICAL							TARGETS		
	1980	1989	1990	1991	1992	1993	1994	1995	2000	2010
♦ <b>Core</b> 185. Real per capita personal income as a percentage of U.S. real per capita income (1990 dollars)	99%	92%	92%	92%	93%	93%		95%	100%	110%
a. Portland metro area	112%	104%	105%	105%	105%					
b. North Coast	93%	84%	83%	84%	83%					
c. Southwest	86%	82%	81%	81%	81%					
d. Columbia	100%	80%	80%	80%	79%					
e. Willamette Valley	90%	84%	84%	84%	85%					
f. Central	88%	87%	87%	88%	88%					
g. South Central	89%	78%	77%	76%	79%					
h. Eastern	85%	76%	77%	77%	77%					
♦ <b>Core</b> 186. Income per capita as a percentage of the Oregon overall per capita income among:										
a. African-Americans	68%		61%							100%
b. American Indians	63%		66%							100%
c. Asians	75%		80%							100%
d. Hispanics (all races)	58%		52%							100%
e. Whites	102%		103%							100%
f. Persons with disabilities										
187. Female to male ratio of the mean annual earnings of full time workers	55%		62%							
188. Level of real per capita income (1990 State = 100%)	92%	99%	100%	99%	101%	103%		115%	127%	140%
a. Portland metro area	105%	112%	114%	113%	114%					
b. North Coast	83%	91%	91%	89%	91%					
c. Southwest	80%	88%	88%	87%	88%					
d. Columbia	93%	86%	87%	86%	86%					
e. Willamette Valley	84%	91%	91%	90%	91%					
f. Central	82%	94%	97%	94%	95%					
g. South Central	83%	84%	83%	81%	86%					
h. Eastern	79%	83%	83%	83%	84%					
189. Percentage of Oregon households that report having net assets greater than \$10,000 (in current dollars)							82%			
190. Average annual payroll per worker (all industries, 1990 dollars)	\$22,973	\$21,332	\$21,321	\$21,490	\$21,400	\$21,683		\$26,000	\$29,000	\$33,000

BENCHMARKS FOR THE ECONOMY: FOR MORE INFORMATION ABOUT BENCHMARKS LISTED HERE, SEE ENDNOTES, APPENDIX C.

Balanced Distribution of Jobs and Income	HISTORICAL							TARGETS		
	1980	1989	1990	1991	1992	1993	1994	1995	2000	2010
<b>! Urgent</b> 191. Percentage of Oregonians with incomes above 100% of the Federal poverty level	89%		88%		87%		88%	90%	95%	100%
a. African-Americans	72%		70%		72%					100%
b. American Indians	78%		74%		76%					100%
c. Asians	78%		80%		81%					100%
d. Hispanics (all races)	79%		71%		70%					100%
e. Whites (non-Hispanic)	90%		n/a		n/a					
192. Percentage of Oregonians with incomes above 125% of the Federal poverty level	85%	83%	82%	83%	82%	84%		85%	90%	95%
193. Percentage of Oregonians in the middle income range	43%	42%	42%	42%	42%			47%	50%	55%
194. Percentage of Oregon workers employed in a job that pays wages of 150% or more of poverty (for a family of 4)				28%	25%	27%		30%	37%	43%
<b>♦ Core</b> 195. Percentage of Oregonians employed outside the Portland tri-county area	52%	51%	51%	50%	51%	51%		<b>50%*</b>	51%	52%
<b>! Urgent</b> 196. Percentage of Oregonians employed outside the Willamette Valley and the Portland tri-county area	26%	26%	26%	26%	26%	26%		<b>26%*</b>	26%	26%
197. Unemployment rate (civilian labor force, annual average)	8.3%	5.7%	6.2%	6.0%	7.5%	7.2%		5%	5%	5%
a. African-Americans			12.8%						5%	5%
b. American Indians			14.9%						5%	5%
c. Asians			6.1%						5%	5%
d. Hispanics (all races)			9.7%						5%	5%
e. Whites (non-Hispanic)			5.8%						5%	5%

*Percentage of Oregonians who think Oregonians who think Oregon is doing a good job at creating jobs: 53%*  
*Percentage of Oregonians who think Oregonians who think Oregon is doing a good job at keeping jobs: 53%*

## Diverse and Productive Industry

Diverse Industry	HISTORICAL							TARGETS		
	1980	1989	1990	1991	1992	1993	1994	1995	2000	2010
198. Professional Services										
a. Total payroll (in millions of 1990 dollars)		\$2890.4	\$3078.4	\$2930.8	\$3158.3	\$3370.0				
b. Per worker payroll (1990 dollars)		\$23,497	\$24,036	\$23,450	\$23,863	\$23,542				
199. Forest Products										
a. Total payroll (in millions of 1990 dollars)		\$2269.8	\$2097.5	\$1866.2	\$1844.2	\$1797.8				
b. Per worker payroll (1990 dollars)		\$27,365	\$26,152	\$25,781	\$26,236	\$25,948				
c. Per worker payroll value added manufacturing (1990 dollars)		\$28,058	\$27,024	\$27,157	\$27,401	\$26,713				
d. Percentage of total employment in value added manufacturing		35%	37%	39%	42%	43%		50%	58%	64%
200. Visitor Industry										
a. Total payroll (in millions of 1990 dollars)		\$492.6	\$517.5	\$536.2	\$543.2	\$565.2				
b. Per worker payroll (1990 dollars)		\$10,955	\$10,562	\$10,631	\$10,566	\$10,364				
c. Total visitor industry expenditures by non-Oregonians (in billions of 1990 dollars)		\$1.26	\$1.43	\$1.43	\$1.50	\$1.60		\$1.91	\$2.26	\$2.63
d. Percentage of visitors who are from another country		8% (1988)								
201. High Technology										
a. Total payroll (in millions of 1990 dollars)		\$1011.0	\$1075.9	\$1146.8	\$1171.0	\$1237.1				
b. Per worker payroll (1990 dollars)		\$31,397	\$31,384	\$32,438	\$33,844	\$34,631				
202. Agricultural Products										
a. Total payroll (in millions of 1990 dollars)		\$794.5	\$845.8	\$863.5	\$863.9	\$866.5				
b. Per worker payroll (1990 dollars)		\$15,993	\$16,001	\$15,750	\$15,673	\$15,219				
c. Per worker payroll value added manufacturing (1990 dollars)		\$21,122	\$20,703	\$20,495	\$20,390	\$19,903				
d. Percentage of agricultural gross state product in food processing					32%		34%	35%	38%	40%
e. Percentage of employment in value added manufacturing		43%	43%	43%	42%	41%		50%	55%	60%
203. Environmental Services										
a. Total payroll (in millions of 1990 dollars)		\$508.0	\$557.4	\$562.2	\$594.4	\$621.8				
b. Per worker payroll (1990 dollars)		\$28,803	\$28,569	\$28,082	\$28,687	\$28,293				

BENCHMARKS FOR THE ECONOMY: FOR MORE INFORMATION ABOUT BENCHMARKS LISTED HERE, SEE ENDNOTES, APPENDIX C.

Diverse Industry	HISTORICAL							TARGETS		
	1980	1989	1990	1991	1992	1993	1994	1995	2000	2010
204. Primary and Fabricated Metals										
a. Total payroll (in millions of 1990 dollars)		\$742.6	\$700.8	\$675.9	\$634.5	\$610.2				
b. Per worker payroll (1990 dollars)		\$30,459	\$29,534	\$29,382	\$28,366	\$27,393				
205. Software										
a. Total payroll (in millions of 1990 dollars)		\$248.9	\$304.8	\$262.3	\$286.2	\$318.1				
b. Per worker payroll (1990 dollars)		\$35,896	\$37,238	\$35,384	\$37,140	\$36,325				
206. Aerospace										
a. Total payroll (in millions of 1990 dollars)		\$115.8	\$121.1	\$117.4	\$121.9	\$115.7				
b. Per worker payroll (1990 dollars)		\$29,757	\$29,521	\$29,545	\$30,760	\$29,102				
207. Plastics										
a. Total payroll (in millions of 1990 dollars)		\$115.5	\$115.1	\$108.8	\$115.1	\$133.4				
b. Per worker payroll (1990 dollars)		\$23,437	\$22,995	\$23,147	\$22,693	\$23,028				
208. Biotechnology										
a. Total payroll (in millions of 1990 dollars)		\$137.3	\$140.3	\$127.9	\$132.9	\$144.7				
b. Per worker payroll (1990 dollars)		\$26,596	\$25,939	\$25,957	\$26,817	\$26,071				
209. Fisheries										
a. Total payroll (in millions of 1990 dollars)		\$46.2	\$47.6	\$42.6	\$45.5	\$40.8				
b. Per worker payroll (1990 dollars)		\$18,542	\$18,986	\$16,494	\$16,614	\$15,421				
c. Per worker payroll value added manufacturing		\$13,455	\$13,121	\$12,378	\$12,301	\$12,051				
210. Mining										
a. Total payroll (in millions of 1990 dollars)		\$9.8	\$10.1	\$7.7	\$8.2	\$10.0				
b. Per worker payroll (1990 dollars)		\$28,380	\$27,564	\$24,413	\$26,464	\$32,086				
211. Film and Video										
a. Total payroll (in millions of 1990 dollars)		\$10.4	\$12.4	\$11.5	\$18.5	\$15.3				
b. Per worker payroll (1990 dollars)		\$26,457	\$24,818	\$26,793	\$27,480	\$27,781				
212. Arts Industry										
a. Income from all sources (eg, ticket sales, public and private funding, and grants) in millions of 1990 dollars	\$32.4 (1983)	\$52.1		\$69.8		\$65.2				
b. Employment		7,018		6,884		5,574				

*Percentage of Oregonians who think Oregon is doing a good job at promoting Oregon to other states: 69%*

	HISTORICAL							TARGETS		
	1980	1989	1990	1991	1992	1993	1994	1995	2000	2010
<b>Small Business</b>										
213. Small business startups per 1,000 population	2.3	2.8	3.0	2.8	3.0			3.0*	3.2	3.5

	HISTORICAL							TARGETS		
	1980	1989	1990	1991	1992	1993	1994	1995	2000	2010
<b>Productive Employment</b>										
214. Percentage of companies that adopt high performance work organization practices							32%			
215. Percentage of employers who engage in student structured work experience programs					18%		24%	25%	40%	65%
216. Percentage of employers who engage in formal apprenticeship programs					7%		8%	10%	15%	20%
217. Percentage of total employee time actually used for on-the-job training							5%			
218. Percentage of employers who offer child care benefits					4%		6%	6%*	10%	20%

	HISTORICAL							TARGETS		
	1980	1989	1990	1991	1992	1993	1994	1995	2000	2010
<b>Diversification Measures</b>										
219. Concentration of Oregon's employment in manufacturing relative to the national concentration	91%	100%	101%	100%	98%	99%		95% to 105%	95% to 105%	95% to 105%
220. Percentage of manufacturing employees outside the five largest manufacturing sectors	33%	37%	37%	38%	38%	38%		40%	45%	50%
221. Percentage of professional services exported (imported) relative to total Oregon industry demand		(15%)	(16%)	(19%)	(17%)	(17%)		(10%)	0	5%
222. Total value of imports and exports through the Columbia-Snake District (billions of 1990 dollars)		\$12.6	\$11.3	\$11.5	\$11.1	\$10.8				
223. Percentage of manufactured goods sold outside the U.S.		11.5%	12.1%	12.5%				20%	25%	30%

*Percentage of Oregonians who think Oregon is doing a good job at promoting Oregon to other countries: 53%*



## Reasonable Costs of Doing Business

	HISTORICAL							TARGETS		
	1980	1989	1990	1991	1992	1993	1994	1995	2000	2010
<b>Taxes</b>										
224. Oregon's rank among Western states in business taxes as a percentage of gross state product			3rd (3.6%)	3rd (3.4%)						

	HISTORICAL							TARGETS		
	1980	1989	1990	1991	1992	1993	1994	1995	2000	2010
<b>Workers' Compensation</b>										
225. Oregon's ranking among states in workers' compensation costs			8th		22nd		32nd	20th-25th	20th-25th	20th-25th

	HISTORICAL							TARGETS		
	1980	1989	1990	1991	1992	1993	1994	1995	2000	2010
<b>Health Care Costs for Businesses</b>										
226. Oregon's ranking among states in health care costs	31st	38th	40th	42nd				40th-42nd	40th-42nd	40th-42nd
227. Oregon health care costs relative to 1980 costs (inflation adjusted)	\$100	\$142	\$142	\$145	\$148	\$151		\$150	\$150	\$150

	HISTORICAL							TARGETS		
	1980	1989	1990	1991	1992	1993	1994	1995	2000	2010
<b>Energy Rates and Services</b>										
228. Oregon's total energy bill as a share of state personal income		10.2%	10.2%	9.8%	9.3%			10.0%*	9.8%	9.5%
229. Oregon average electricity rates as a percentage of the national average	54%	66%	63%	63%	63%			70%	75%	80%
230. Oregon average industrial electric rates as a percentage of the national average	43%	70%	67%	65%	66%			71%	75%	80%
231. Oregon natural gas rates as a percentage of national average	164%	108%	111%	106%	99%			120%*	115%	110%

## Capacity for Expansion and Growth

Land	HISTORICAL							TARGETS		
	1980	1989	1990	1991	1992	1993	1994	1995	2000	2010
232. Percentage of Oregon industrial acreage identified in comprehensive plans that is actually suitable for development										
a. Portland Area										
b. North Coast										
c. Southwest										
d. Willamette Valley										
e. Central										
f. Eastern										

Water	HISTORICAL							TARGETS		
	1980	1989	1990	1991	1992	1993	1994	1995	2000	2010
233. Number of river miles not in compliance with government water quality standards and therefore unable to accommodate additional development			1,100		1,100			723	75	0

Air	HISTORICAL							TARGETS		
	1980	1989	1990	1991	1992	1993	1994	1995	2000	2010
234. Number of areas not in compliance with government ambient air standards and therefore unable to accommodate additional municipal and industrial development	7	7	7	7	7	8		0	0	0

Timber	HISTORICAL							TARGETS		
	1980	1989	1990	1991	1992	1993	1994	1995	2000	2010
235. Percentage of public and private forest land in Oregon available for timber harvest	79%	79%	79%	70%	70%	70%				
236. Amount of timber harvested per year in Oregon (five year rolling average; billions of board feet)	7.7	8.4	8.0	7.5	7.0	6.4				

	HISTORICAL							TARGETS		
	1980	1989	1990	1991	1992	1993	1994	1995	2000	2010
<b>Streamlined Permitting</b>										
237. Percentage of permits issued within the target time period or less:										
a. Air contaminant discharge		66%		57%	57%	68%		100%	100%	100%
b. Wastewater discharge		50%		77%		58%		100%	100%	100%
c. Building										

### *Access to Markets and Information*

	HISTORICAL							TARGETS		
	1980	1989	1990	1991	1992	1993	1994	1995	2000	2010
<b>Air Transportation</b>										
238. Number of U.S., Canadian, and Mexican metropolitan areas over 1 million population served by non-stop flights to and from any Oregon commercial airport			18		18	19		20	23	26
239. Number of international cities of over 1 million population (outside Canada and Mexico) served by direct or non-stop flights to and from any Oregon commercial airport	1		4		5	5		6	8	11

	HISTORICAL							TARGETS		
	1980	1989	1990	1991	1992	1993	1994	1995	2000	2010
<b>Ground Transportation</b>										
240. Backlog of city, county, and state roads and bridges in need of repair and preservation		20% (1986)			23%			15%	10%	5%

*Percentage of Oregonians who think Oregon is doing a good job at maintaining highways, roads and bridges: 73%.*

	HISTORICAL							TARGETS		
	1980	1989	1990	1991	1992	1993	1994	1995	2000	2010
<b>Marine Transportation</b>										
241. Portland transpacific container export rates compared to those in Seattle and Tacoma (Percentage greater or less than)			4%			1%		< 5%*	< 5%	<5%

	HISTORICAL							TARGETS		
	1980	1989	1990	1991	1992	1993	1994	1995	2000	2010
<b>Telecommunications</b>										
242. Percentage of Oregon households with single-party, touch-tone-capable telephone service	65%		85%		92%	93%	99%	98%*	99%	99%
243. Percentage of Oregon telephone lines that can reliably transmit data at medium speed	80%		97%		97%	97%	98%	100%	100%	100%
244. Percentage of Oregon households with personal computers at home who send and receive data and information over telecommunications					10%		13%	20%	50%	75%
245. Percentage of Oregon households that made use of high speed- multichannel telecommunications lines										

	HISTORICAL							TARGETS		
	1980	1989	1990	1991	1992	1993	1994	1995	2000	2010
<b>Research and Technology</b>										
246. Oregon's national ranking in venture capital invested per capita			15th	7th	3rd	13th		1st-10th	1st-10th	1st-10th
247. Oregon's national ranking in federal research and development funding per capita	39th	37th	37th							
248. Oregon's national ranking in private research and development funding per capita		32nd								
249. Oregon's ranking in patents issued per capita	24th	15th	16th	20th	24th	21st		15th-20th	15th-20th	15th-20th

## Public Finance and Public Agency Performance

Taxes	HISTORICAL							TARGETS		
	1980	1989	1990	1991	1992	1993	1994	1995	2000	2010
250. Taxes per capita as percentage of U.S. taxes per capita										
a. Total taxes	99%	96%	96%	97%						
b. Property taxes	126%	138%	136%	132%						
c. Selective sales taxes (e. g., gas tax, motel tax)		76%	76%	76%						
d. Income taxes		134%	134%	140%						
251. Oregon ranking in state and local taxes per capita										
a. Total taxes per capita	15th	22nd	20th	20th						
b. Property taxes per capita	11th	8th	8th	11th						
c. Sales taxes per capita		50th	50th	50th						
d. Income taxes per capita		10th	9th	8th						
252. Oregon's ranking in total taxes per \$1,000 of personal income		10th	11th	11th						
253. State and local taxes per capita as a percentage of per capita personal income	11%	12%	13%	12%						
254. State and local taxes per capita as a percentage of 1990 state and local taxes per capita		98%	100%	99%						

*Percentage of Oregonians who think Oregon is doing a good job at providing government services: 63%*

Public Infrastructure Investment	HISTORICAL							TARGETS		
	1980	1989	1990	1991	1992	1993	1994	1995	2000	2010
255. Real per capita capital outlays for facilities (1990 constant dollars)	\$522	\$412	\$453	\$465				\$597	\$651	\$758

BENCHMARKS FOR THE ECONOMY: FOR MORE INFORMATION ABOUT BENCHMARKS LISTED HERE, SEE ENDNOTES, APPENDIX C.

Public Agency Performance	HISTORICAL							TARGETS		
	1980	1989	1990	1991	1992	1993	1994	1995	2000	2010
256. Percentage of public agencies which are high performance work organizations							36%			
<b>! Urgent</b> 257. Percentage of agencies that employ results oriented performance measures										
a. State government					25%		39%	100%	100%	100%
b. Schools										
c. Local government										
258. <i>Financial World Magazine</i> rating (out of 50 states)				17th	6th	7th		1st	1st	1st
259. State general obligation bond rating (Standard and Poor's)	AA	AA-	AA-	AA-	AA-	AA-		AA	AAA	AAA



## APPENDIX A: PUBLIC REVIEW AND COMMENT

Public review and comment are an integral part of the Oregon Progress Board's process for generating Oregon Benchmarks. The board drew on three major sources of public input for this report. In addition, it solicited review by two prominent consultants in performance measurement.

### 1. Regional Meetings

In 1993 the Progress Board, in conjunction with the Oregon Business Council, conducted 29 town hall-style meetings across the state and spoke to more than 2,000 Oregonians. Participants received background information on Oregon Benchmarks and the Oregon Values and Beliefs study (see discussion below). Electronic voting was used to solicit the views of citizens on the personal and policy issues they consider most important to their communities. The purpose of this exercise was to identify high-priority issues for potential incorporation in urgent benchmarks. The adjacent table contains the voting results from these meetings.

### 2. Direct Mail Request for Comments

As a means of soliciting broad public comment on benchmark priorities, the Progress Board mailed a request for comments on the 1993 Oregon Benchmarks to 12,000 Oregonians. The 500 who responded recommended a variety of additions, deletions, and modifications to the benchmarks. They also

Benchmark Issue	Benchmark Issue Ranking	
	By Regional Meeting Participants	By Direct Mail Respondents
Increasing educational Skill levels	1	1
Increasing job skill preparation	2	2
Increasing early childhood development	3	3
Improving health care access	4	4
Reducing teen pregnancy	5	5
Increasing percentage of drug free babies	6	11
Increasing percentage of drug free teens	7	12
Maintaining affordable housing	8	6
Enhancing public safety	9	7
Increasing work force adaptability	10	8
Maintaining taxes near national median	11	9
Improving public agency performance	12	13
Increasing value-added natural resources products	13	14
Increasing public infrastructure investment	14	10
Reducing health care costs to businesses	15	22
Increasing rural health care	16	27
Improving air quality	17	19
Increasing the availability of safe child care	18	15
Improving stream quality	19	16
Reducing criminal recidivism	20	17
Increasing international trade	21	23
Reducing hate crimes	22	20
Increasing stream flow	23	25
Recovering salmon runs	24	18
Reducing the incidence of HIV infection	25	28
Increasing resources for disabled students	26	26

identified the priorities for urgent benchmarks illustrated in the adjacent table. As one can see, both the town hall meetings and direct mail request for comment revealed the same top five priorities, and the remaining rankings are very close. The Progress Board has modified the

urgent benchmarks in this report based in part on these public responses.

### 3. Values and Beliefs Study

The Oregon Business Council conducted the first in-depth survey of what Oregonians



personally value about their lives, their government, and their state. The report of that survey, *Oregon Values and Beliefs*, was published in 1993. The survey reaches beyond the traditional public opinion poll, using unique survey technology and lengthy in-person interviews. Nearly 1,300 Oregonians participated from across the state. Findings centered on four main topics: family, employment, environment, and livability. Findings from the Values and Beliefs study are

incorporated in the narrative sections of this report.

#### **4. Consultant Evaluation**

This past year the Progress Board asked two experts in public policy formulation and performance measurement to review the system and recommend improvements. Dr. John Kirlin from the University of Southern California and Dr. Harry Hatry from the Urban Institute called the benchmarks "path breaking" and

"remarkable," respectively. Kirlin stressed the need to link benchmarks to collaborative efforts among levels of governments and the private and nonprofit sectors. Hatry suggested that benchmarks be tied more closely to emerging agency performance measurement systems, an approach already used by the Oregon State Police Department. Copies of the Hatry and Kirlin reports can be obtained from the Progress Board.

## APPENDIX B: NOTES ON BENCHMARK DATA

The Oregon Progress Board aims to provide accurate benchmark data. In an effort to improve the reliability of the benchmark data, the board has made many changes since the 1993 report. Preliminary numbers have been revised, new data sources have been found, and corrections have been made to erroneous benchmark numbers. In addition, the board has included more years of historic data to illustrate all available benchmark information. For these reasons some portions of the 1991 and 1993 reports are not directly comparable to this version. Vacant data cells for historic measures indicate that data were not available at press time. As the benchmarks process continues, the accuracy and completeness of data will improve. Data sources for individual benchmarks and further explanation of how each benchmark is measured can be found in the endnotes in Appendix C.

### Measures Still Stress Results

Benchmarks continue to place a priority on measuring results (for example, adult literacy) rather than efforts (the amount of money spent on literacy education). Outcomes are more telling indicators of achievement than programs and expenditures intended to achieve outcomes. Occasionally, however, input benchmarks provide a reliable indicator of how well Oregon is doing. Levels of early childhood immunization, for example, indicate much

about the health status of young children.

The Progress Board favors several other characteristics among benchmarks. The measures should enable Oregon to be compared, as much as possible, with other states and countries. They should be reliable over time. And they should be based on data which can be gathered periodically. There are several different kinds of benchmark measures. Some are based on physical measurements such as ambient air quality, traffic congestion, and water quality. Other measures are based on surveys which test a sample of the Oregon population. Some survey particular knowledge and skills. A case in point is the Oregon Literacy Survey, an assessment of Oregon adults which the Progress Board sponsored in 1990. Another such survey is the Oregon Population Survey.

### Oregon Population Survey

The Oregon Population Survey is a biennial telephone survey of Oregon households. The survey is designed to provide a regularly gathered source of statewide and regional data on a broad range of population characteristics. In this report it is used as a source for more than 30 benchmarks. It is also the source for notes, included among the benchmark tables, indicating how well Oregonians think Oregon is addressing issues important to the state.

The first survey, conducted in 1990, included

3,200 randomly selected households. In 1992 the base survey was replicated, and 300 households each were surveyed in the African-American, American Indian, Asian American, and Hispanic communities. Also, 300 25-year-old respondents were surveyed. In 1994 the base survey was expanded from 3,200 to 4,200, and the additional surveys were expanded to approximately 400 each. Also, in 1994, 950 households from the base survey were later resurveyed on additional topics.

The base random sample did not yield sufficiently large numbers of racial, ethnic, and 25-year-old respondents for subgroup analysis. Additional households were gathered by targeting according to surname or geographic concentration, as appropriate. Even with the additional surveying, sample sizes for additional groups are relatively small, and inferences regarding change between years should be made with caution.

Survey results for 1994 for income by racial and ethnic group income data were not reconcilable with previous data by publication time. As a result, associated benchmarks based on it, including child poverty, overall poverty, and housing affordability, are not reported for 1994.

The surveys have been designed to permit comparison of results for 1990, 1992, and 1994. For several measures for which both

1990 census and 1990 survey data are available, census data are reported. Ratios of census to survey results were used to adjust 1992 and 1994 survey data. These ratios were also applied to racial and ethnic subgroup data in 1992 and 1994, though data for these groups was not gathered in 1990. These adjusted data represent the best available trend information, but should be read with these limitations in mind.

Several changes in the questionnaire, sampling methodology, and other elements of the survey were made in 1992 and 1994, as a part of efforts to improve the quality of data. In each case, changes have been designed to preserve comparability with previous surveys as much as possible.

The 1990 and 1992 surveys were conducted by Bardsley & Neidhart, a Portland market research and survey firm. The 1994 survey was conducted by the Oregon Survey Research Laboratory at the University of Oregon.

### **Modifications to this Report**

The Progress Board reviews each indicator every two years. Based on this review, and substantial public comment, the Board has made additions, deletions, and numerous modifications to existing benchmarks. The additions and deletions are listed below.

### **Additions**

#### ***Benchmarks for People***

- 17 Identification of children with disabilities
- 22 Certificate of Initial Mastery attainment
- 29,30 Post secondary skills
- 34 Child dental health
- 40 Certificate of Advanced Mastery attainment
- 43 Access to post-secondary educational opportunities
- 61 Language proficiency (two or more)
- 65,66 International experiences
- 83b Child deaths due to unintentional injuries
- 92 Bias crime arrests
- 98 Abuse of persons with disabilities

#### ***Benchmarks for Quality of Life***

- 112 Groundwater quality
- 142 Home ownership by race
- 148 Sidewalk access for persons with disabilities
- 176 Sense of community

#### ***Benchmarks for the Economy***

- 194 Family wage jobs
- 197 Unemployment rate (by racial group)
- 222 Imports through the Columbia-Snake Customs District
- 252 Rank in taxes per \$1000 income

- 253 Taxes as a percent of personal income
- 254 Taxes as a percent of 1990 state and local taxes

### **Deletions**

#### ***Benchmarks for People***

- Displaced workers enrolled in educational programs
- Basic geography knowledge
- Deaths linked to alcohol or drug use
- Customer satisfaction (four indicators)

#### ***Benchmarks for Quality of Life***

- Residences per acre within urban growth boundaries
- Families with children with affordable housing
- Emergency management
- Arrestees with drugs in system at arrest
- Parole revocations due to substance abuse
- Injured workers who receive adequate compensation
- Drug and alcohol treatment access (overall and for offenders)
- Accredited child care facilities
- Customer satisfaction (11 indicators)

#### ***Benchmarks for the Economy***

- Total employment
- Natural gas transmission rates
- Customer satisfaction (five indicators)

# APPENDIX C: ENDNOTES TO THE BENCHMARKS

## 1. Pregnancy rate per 1,000 females ages 10-17

**Explanation:** The sum of resident live births and induced abortions among females ages 10-17 divided by the estimated population of females ages 10-17. The rate does not include spontaneous abortions and fetal deaths. The 1980 pregnancy rate includes live births to Oregon residents and abortions performed in Oregon for both Oregon residents and non-residents; the rate does not include abortions performed outside of Oregon for Oregon residents. The 1989-1992 pregnancy rates include live births to Oregon residents and abortions for Oregon residents regardless of where the abortion was performed. Out of state abortions for Oregon residents may be under-reported because some states where Oregon residents go to have abortions do not report the patient's state of residence. **Rationale:** Pregnancies among 10 through 17 year old girls result in poor maternal and neonatal outcomes more often than do pregnancies among adult women. Consequences may include prenatal and perinatal complications, difficulty with neonatal care, infant mortality, and disruption of maternal schooling. **Data sources:** *Oregon Vital Statistics Annual Report*, Center for Health Statistics, Oregon Health Division, Oregon Department of Human Resources; *Population Estimates for Oregon*, published annually by the Center for Population Research and Census, School of Urban and Public Affairs, Portland State University.

## 1a-1e. Race- and ethnic-specific pregnancy rates per 1,000 females ages 10-17

**Explanation:** The race- and ethnic-specific sum of resident live births and induced abortions among females ages 10-17 divided by the enumerated race- and ethnic-specific population of females ages 10-17 (1990 census). Race and Hispanic ethnicity are self-reported and are not mutually exclusive. A few individuals are, therefore, double counted in both Hispanic ethnicity, and in the racial groups of White, African-American, American Indian, and Asian. **Data sources:** *Oregon Vital Statistics Annual Report*, Center for Health Statistics, Oregon Health Division, Oregon Department of Human Resources; 1990 Summary Tape File 3, U.S. Bureau of the Census.

## 2. Birth rate per 1,000 females ages 10-17

**Explanation:** The number of resident live births to females ages 10-17 divided by the estimated population of females ages 10-17. Targets are not set for this benchmark because the board's primary focus is to reduce the incidence of teen pregnancy. **Rationale:** In addition to poor pregnancy outcomes, mothers who are children are at risk of dropping out of school, becoming welfare dependent, and limiting their life options. Their children face a greater risk of impaired development and a poor start in life. **Data sources:** *Oregon Vital Statistics Annual Report*, published annually by the Center for Health Statistics, Oregon Health Division, Oregon Department of Human Resources; *Population Estimates for Oregon*, published annually by the Center for Population Research and Census, School of Urban and Public Affairs, Portland State University.

## 3. Percentage of children (0-17) living above 100% of the federal poverty level

\*1995 target met in 1994.

**Explanation:** This is the most widely used poverty standard. Some

observers have suggested including data for a higher threshold of 125% or 180% of the federal level. **Rationale:** This is a general indicator which subsumes other measures of family well being. **Data sources:** 1990 Census and the *Oregon Population Survey*, a random sample telephone survey of Oregon households conducted in even numbered years.

## 4. Abuse of persons under 18:

### 4a. Number of children abused or neglected per 1,000 persons under 18

**Explanation:** This reflects the reported number of children who are abused, neglected (physically and mentally), and abandoned per 1,000 children under 18. **Rationale:** Child abuse and neglect is linked to immediate stresses on families, including single parent families, unemployment, and drug and alcohol abuse. It is linked to many social problems in later life, including teen pregnancy, crime, and drug and alcohol abuse. Children with disabilities are an additional family stress indicator. Data from the National Center on Child Abuse and Neglect shows that children with disabilities are maltreated 1.7 times the rate of other children. **Data source:** Children's Services Division, Research Unit. In the future, data may be available for part (f), identified or suspected disability.

### 4b. Percentage of students (grades 9-12) who have been sexually abused at some time in their life

**Explanation:** The number of Youth Risk Behavior Factor Survey respondents who report being sexually abused (touched sexually when they did not want to be or were made to watch sexual things that made them uncomfortable) divided by the number of survey respondents. **Rationale:** Sexual abuse is highly correlated with many bad outcomes such as suicide, weapons carrying, drug and alcohol use and teen pregnancy. **Data source:** *Oregon Health Trends*, No. 36, July 1994, Center for Health Statistics, Oregon Health Division, Oregon Department of Human Resources.

### 4c. Percentage of students (grades 9-12) who have been physically abused at some time in their life

**Explanation:** The number of Youth Risk Behavior Factor Survey respondents who report being physically abused divided by the total number of survey respondents. **Rationale:** Physical abuse is highly correlated with many bad outcomes such as suicide, weapons carrying, drug and alcohol use and teen pregnancy. **Data source:** *Oregon Health Trends*, No. 36, July 1994, Center for Health Statistics, Oregon Health Division, Oregon Department of Human Resources.

## 5. Reported incidence of spousal abuse rate per 100,000

**Explanation:** Future data will measure the incidence of spousal abuse in Oregon households. **Rationale:** This is a strong measure of family dysfunction, and is strongly correlated with child abuse. Just as abused children often grow up to become child abusers, children who witness abusive spousal relationships frequently adopt such behavior in their adult relationships. **Data source:** This will be gathered through the Oregon Serious Crime Survey beginning in 1995.

## 6. Percentage of children who are homeless at some time in the past year

**Explanation:** This benchmark uses data from a one night shelter count of all persons in homeless shelters. In 1989 and 1991 the one night

count was annualized using a factor of 12 (assuming a one-month turnover rate in shelters). In 1993, the one night count was annualized using a factor of 9, because average length of stay in shelters increased to approximately 1.5 months. Percentage of children is derived using population estimates of children 0-17. **Rationale:** Homeless children face greater risks in virtually every aspect of their lives, ranging from family stress and instability to lack of access to health resources. **Data source:** Oregon Housing and Community Services, November One Night Shelter Counts. Population estimates are from the Center for Population and Statistics, Portland State University.

## 7. Of children born outside of marriage, the percentage who have legal paternity established in a given year

**Explanation:** This measures the percentage of children who were born outside of marriage who have paternity established in a given year. It counts all children from ages 0 to 17. There are other less formal ways to establish paternity (for example, the father of the child signs the birth certificate), but currently there is no way to combine the two sources into one benchmark. **Rationale:** This is a surrogate measure for parental responsibility. Once paternity is established, court ordered child support can be instated. **Data source:** Department of Justice, Support Enforcement Division.

## 8. Percentage of current court ordered child support paid to single parent families

**Explanation:** This benchmark measures the percentage of current court ordered support which is actually paid to those who request it. **Rationale:** When children living in single parent households are denied financial support from absent parents, they are more likely to be living below the poverty level. Because the service from the Support Enforcement Division (the source of this data) is free, it is assumed that nearly all families who need child support services are counted. **Data source:** Department of Justice, Support Enforcement Division.

## 9. Percentage of babies whose mothers received adequate prenatal care (beginning in the first trimester)

**Explanation:** The number of resident live births to women who have prenatal care visits beginning in the first trimester divided by the total number of resident live births. **Rationale:** Early, high quality prenatal care is critical to improving pregnancy outcomes. Inadequate prenatal care is associated with increased incidence of low birth weight and infant mortality. The Institute of Medicine and the American Academy of Pediatrics both estimate that each dollar spent on prenatal care prevents the need to spend \$2 to \$10 on high technology care for low birth weight babies. **Data source:** *Oregon Vital Statistics, Annual Report*, published annually by the Center for Health Statistics, Oregon Health Division, Oregon Department of Human Resources.

## 9a-9e. Percentage of babies whose mothers received adequate prenatal care (beginning in the first trimester) by race and ethnicity

**Explanation:** The number of race- and ethnic-specific resident live births to women who have prenatal care visits beginning in the first trimester divided by the total number of race- and ethnic-specific resident live births. Race and ethnicity are mutually exclusive. **Data**

source: *Oregon Vital Statistics Annual Report*, published annually by the Center for Health Statistics, Oregon Health Division, Oregon Department of Human Resources.

#### 10. Percentage of healthy birth weight babies

**Explanation:** The number of infants (resident live births) who weigh more than 2,500 grams (5.5 pounds) at birth divided by the total number of resident live births. **Rationale:** Low birth weight is the most important determinant of infant mortality. Low birth weight babies who survive may have an increased risk of birth defects, mental retardation, and many other physical ailments. **Data source:** *Oregon Vital Statistics Annual Report*, published annually by the Center for Health Statistics, Oregon Health Division, Oregon Department of Human Resources.

#### 11a. Percentage of infants whose mothers who did not use illicit drugs during pregnancy

**Explanation:** This measures maternal use of illicit drugs at any time during pregnancy. **Rationale:** Drug exposure puts babies at greater risk of complications during pregnancy and correlates with low birth weights and exposure to AIDS and sexually transmitted diseases. Babies in drug abusing families face greater risks of poor health, inadequate nutrition, and abuse and neglect. **Data source:** An estimate supplied by the Oregon Health Division for 1990, based on studies at hospitals in Oregon and nationwide. Future data for this benchmark will be gathered by the Office of Alcohol and Drug Abuse Programs.

#### 11b. Percentage of infants whose mothers did not use alcohol during pregnancy (self-reported by mother)

**Explanation:** The number of infants (resident live births) whose mothers report that they deny alcohol use during pregnancy divided by the total number of resident live births. **Rationale:** Intrauterine exposure to large amounts of alcohol is associated with fetal alcohol syndrome, which includes a wide variety of abnormalities. As few as two drinks per day during early pregnancy may be associated with recognizable abnormalities. There is no known safe lower threshold of alcohol use during pregnancy. **Data source:** *Oregon Vital Statistics Annual Report*, published annually by the Center for Health Statistics, Oregon Health Division, Oregon Department of Human Resources.

#### 11c. Percentage of infants whose mothers did not use tobacco during pregnancy (self-reported by mother)

**Explanation:** The number of infants (resident live births) whose mothers report that they deny tobacco use during pregnancy divided by the total number of resident live births. **Rationale:** Tobacco use is associated with low birth weight and its complications. As with alcohol, there is no known lower threshold of safe tobacco use during pregnancy. **Data source:** *Oregon Vital Statistics Annual Report*, published annually by the Center for Health Statistics, Oregon Health Division, Oregon Department of Human Resources.

#### 12. Rate per 1,000 childbearing women who test positive for HIV at birth

**Explanation:** The number of HIV antibody seropositive infants divided by the number of resident live births, used as a proxy to measure HIV infection among women who give birth. **Rationale:** HIV antibodies, which indicate the presence of HIV, are transferred from mother to infant through the placenta; HIV antibodies in a neonate, therefore, indicate HIV infection in its mother. **Data source:** *Oregon HIV/AIDS Annual Report*, published annually by the HIV Program, Center for Disease Prevention and Epidemiology, Oregon Health

Division, Oregon Department of Human Resources.

#### 13. Infant mortality rate per 1,000

\*1995 target met in 1992.

**Explanation:** The number of infants who die within one year of birth divided by the number of resident live births during the same calendar year. **Rationale:** The infant mortality rate is a fundamental measure of health. It is associated with inadequate prenatal care, low birth weight, mother's age, and mother's educational attainment. **Data source:** *Oregon Vital Statistics Annual Report*, published annually by the Center for Health Statistics, Oregon Health Division, Oregon Department of Human Resources.

#### 13b-13f. Race- and ethnic-specific infant mortality rates

**Explanation:** Infant race is based on the race and ethnicity of the mother documented on birth certificates; race and ethnicity are mutually exclusive. Rates are the race- and ethnic-specific number of babies who die within one year of birth divided by the number of race- and ethnicity-specific resident live births during the calendar year of birth. Annual rates are computed using three years of data to reduce random variation from small numbers. **Data source:** *Oregon Vital Statistics Annual Report*, 1991 and *Oregon Vital Statistics Annual Report*, 1992, Center for Health Statistics, Oregon Health Division, Oregon Department of Human Resources.

#### 14. Percentage of two-year-olds who are adequately immunized

**Explanation:** This benchmark measures the percentage two-year-olds who have received a set of recommended immunizations on schedule. **Rationale:** Immunization is an effective way to reduce health risks among young children. It is also an indicator of the care and attention parents pay their children. **Data source:** Oregon Health Division gathers this data retrospectively from a random sample of all children entering first grade. The data in the 1992 column reflect 1991-92 school year data, data in the 1993 column reflect 1992-93 school year, etc. In the future, this data will be collected through a survey of two-year-olds.

#### 15. Percentage of children kindergarten teachers believe are prepared to participate successfully in school

**Explanation:** This indicator is based on the inverse measure, the percentage of children kindergarten teachers believe are not ready to participate successfully. The comparable 1991 national figure is 65%. **Rationale:** Kindergarten is the first educational system outside the home shared by virtually all children. Kindergarten teachers' evaluation is an indicator of early childhood preparation for school years. **Data source:** The 1991 figure is from the Carnegie Foundation for the Advancement of Teaching, National Survey of Kindergarten Teachers. The 1993 figure is from the Oregon Early Childhood Development Assessment.

#### 16. Percentage of children entering kindergarten meeting specific developmental standards for their age

**Explanation:** This is a measure of whether Oregon five-year-olds are thriving. The indicators are composites of entering kindergartners' performance on several aspects of language and literacy development and for physical well being. Developmental thresholds chosen assume that a wide range of development is to be expected among entering kindergartners. These are baseline data against which future change in Oregon children's early development can be measured. Data were derived separately and independently for the indicators, and they are

not comparable with each other. **Rationale:** This benchmark is a measure of how well Oregon children are doing as they enter kindergarten. It is fundamentally different in purpose and use from case-by-case preschool screening. **Data source:** The Oregon Early Childhood Development Assessment.

#### 17. Percentage of children with disabilities or at risk of disability who are identified prior to entering kindergarten

**Explanation:** This measures the percentage of children with disabilities (or at risk of a disability) entering kindergarten who have had their disability identified in their early childhood years. **Rationale:** Early identification and services to children with disabilities and their families helps reduce the negative impact of disability on the child and family. **Data Source:** Oregon Department of Education, Special Education Program

#### 18 - 21. Student Skills: Percentage of Students Who Achieve Basic Established Skill Levels in Third, Fifth, Eighth, and Eleventh Grades.

**Explanation:** These indicators measure the skills of Oregon students in a variety of subjects as they proceed through school. They will be adjusted to reflect changes in assessment and definitions of educational attainment under House Bill 3565, including Certificates of Initial and Advanced Mastery, as they are implemented. Composite reading and math proficiency is proficiency in both subjects, meaning students are making satisfactory progress and are well prepared for the next grade level in school. Composite writing proficiency is an average score of three on three writing traits: ideas and content, organization, and conventions. **Rationale:** These measures focus on the results of the education process: the knowledge and capabilities of students themselves at different grade levels. **Data source:** Oregon Statewide Assessment, Department of Education. Students are tested every year in math, reading and writing. On a rotating basis all students in grades 3, 5, 8, and 11 are tested in language arts (1991), health (1992), physical education (1994), and science (1995).

#### 22. Percentage of students who attain a Certificate of Initial Mastery (CIM)

**Explanation:** The CIM will be granted, beginning in 1997 based on student demonstration of proficiency in 11 areas. On average, students will achieve the CIM by about grade 10. **Rationale:** The CIM is a composite measure of students' abilities to achieve a high level of basic skills preparation. It is an important indicator of their foundation for more specific education and training. **Data source:** Oregon Department of Education.

#### 23. Percentage of high school graduates proficient in at least one language other than English (overall and learned in school)

**Rationale:** Increasing international trade and growing diversity within Oregon require better understanding of different peoples and cultures. Language proficiency is regarded as an indicator of these attributes. **Data source:** There is currently no source for this measure. The Department of Education is developing standards for language proficiency, one of eleven components of the Certificate of Initial Mastery (CIM).

#### 24. Ranking on national math assessments

**Explanation:** The National Assessment of Educational Progress (NAEP) is collecting comparative assessment data for a variety of

subjects over time. These subjects include arts, geography, history, reading, science and writing. **Rationale:** These benchmarks are preferable to Oregon's Scholastic Aptitude Test (SAT) rank, which is limited to a self-selected group of college-bound students. **Data source:** Eighth grade data is reported in *The STATE of Mathematics Achievement*, June 1991, prepared by the Educational Testing Service for NAEP. Data from the New Standards Project, an assessment system designed to measure students against world class educational standards, is scheduled to be available in 1996. Oregon is among 17 participating states.

**25. Ranking on national assessments for economically disadvantaged urban schools**

**Explanation:** This indicator compares performance of these school districts in Oregon to similar districts in other states. **Rationale:** This is an important indicator of achievement and life opportunities for students most at risk in an era of suburbanization and economic change. **Data source:** This data is from the NAEP eighth grade mathematics assessment, cited above.

**26. Ranking on international science assessments**

**Explanation:** This benchmark measures how well students in the United States perform relative to students in other countries. **Rationale:** This is an important indicator of Oregon's progress the goal of being measurably the best workforce in the world by 2010. **Data source:** This data is from assessments conducted by the International Association for the Evaluation of Educational Achievement, and is for the United States as a whole. Current assessment systems do not reconcile international data gathering design with usefulness to states and participating schools. Absence of an integrated assessment system is a source of frustration both to Oregon and other states, and to other countries. As appropriate assessment opportunities are developed, Oregon should participate in them.

**27. Percentage of baccalaureate graduates who achieve established skill levels**

**Explanation:** This is a measure of the share of graduates who achieve general academic knowledge and skill proficiency. The State System of Higher Education is currently developing an assessment program, based on assessment of a sample of students, and will report result in 1997. **Rationale:** This benchmark defines concretely a range of shared intellectual skills expected of all baccalaureate students. The State System of Higher Education is also developing measures of skill levels by major area of study. **Data Source:** Oregon State System of Higher Education.

**28. Percentage of baccalaureate graduates who are proficient in a language other than English**

**Explanation:** This indicator will report the share of students enrolled in foreign language classes. **Rationale:** This is an important indicator of how well Oregon graduates are prepared to live and work in a global society. **Data Source:** State System of Higher Education.

**29. Percentage of graduates of public two-year post-secondary institutions in Oregon taking professional licensure exams who meet established skills standards**

**Explanation:** This indicator is a composite of demonstrated passage rates of graduates of professional, technical, or occupational education

and training programs for which licensure exams are required.

**Rationale:** This is an indicator of graduates' skills relative to the standards of the professions for which they have prepared. **Data Source:** Office of Community College Services. Private school data is not available.

**30. Percentage of baccalaureate and post-baccalaureate graduates of public four-year post-secondary institutions in Oregon taking professional licensure exams who meet established skills standards**

**Explanation:** This indicator is a composite of demonstrated passage rates of graduates of professional, technical, or occupational education and training programs for which licensure exams are required. Data is based on passage rates in six health and law related professions.

**Rationale:** This is an indicator of graduates' skills relative to the standards of the professions for which they have prepared. **Data Source:** State System of Higher Education. Private school data is available only for the Oregon State Bar Examination.

**31. Percentage of students free of involvement with alcohol in the previous month (a) Sixth grade, (b) Eighth grade, (c) Eleventh grade**

**32. Percentage of students free of involvement with illicit drugs in the previous month (a) Eighth grade, (b) Eleventh grade**

**33. Percentage of students free of involvement with cigarettes in the previous month (a) Sixth grade, (b) Eighth grade, (c) Eleventh grade**

**Explanation:** This measures the percentage of sixth, eighth and eleventh grade students who say they have not used alcohol, illicit drugs or cigarettes in the last month. Illicit drug use is not available for sixth graders. **Rationale:** Use of alcohol, illicit drugs, and cigarettes is linked with many poor outcomes, including increased incidence of drug dependence, increased property crime, and a variety of health risks. **Data source:** This information is collected in the *Oregon Public School Drug Use Survey*, conducted in even numbered years for the Office of Alcohol and Drug Abuse Programs.

**34. Percentage of school age children (preschool - 13) caries free**

**Explanation:** This measures the percentage of school age children who do not have tooth decay. **Rationale:** Dental disease is very common in children. Prevention through the use of fluorides, dental sealants, good eating habits and oral hygiene can significantly increase the percentage of children who are caries free. There is a great disparity in the percentage of Oregonians who have access to oral health services. In 1992, a statewide Behavioral Risk Survey (Oregon Health Division) indicated that 69% of Oregonians saw a dentist at least once. However, data from 1993 indicate that of all children covered by Medicaid only 35% saw a dentist. Coverage for dental services for low income adults was not available until February, 1994. As of June, 1994, 65% of those under poverty level were enrolled in the Oregon Health Plan where dental services are covered. **Data Source:** Oregon Health Division, 1991-93 *Oral Health Needs Assessment*.

**35. Sexually transmitted disease rate per 10,000 Oregonians ages 10-19**

**Explanation:** The sum of the number of reported cases of gonorrhea, chlamydia, and syphilis (primary, secondary, and early latent) among 10-19 year olds divided by the 10-19 year old estimated population. **Rationale:** This information is important both in its own right, and as

markers for HIV disease and unwanted pregnancy. **Data sources:** Sexually Transmitted Disease Program, Center for Disease Prevention and Epidemiology, Oregon Health Division, Oregon Department of Human Resources; *Population Estimates for Oregon*, published annually by the Center for Population Research and Census, School of Urban and Public Affairs, Portland State University.

**36. Percentage of students who carry weapons (a) Overall, and (b) To school**

**Explanation:** The number of Youth Risk Behavior Factor Survey respondents who report carrying a weapon (such as a knife, gun, or club) within thirty days of the survey for reasons other than hunting for game animals divided by the total number of survey respondents.

**Rationale:** Weapon-related violence among adolescents is an increasingly important issue. School safety is addressed in goal six of the National Education Goals. **Data source:** *Oregon Health Trends*, No. 36, July 1994, Center for Health Statistics, Oregon Health Division, Oregon Department of Human Resources.

**37. Percentage of students in grades 9-12 who exercise aerobically at least three time per week**

**Explanation:** The number of Youth Risk Behavior Factor Survey respondents in grades 9-12 who report engaging in vigorous physical exercise for 20 minutes at least three times a week when responding to the question: "On how many of the past 7 days, did you exercise in sports activities that made you sweat and breathe hard, such as basketball, jogging, fast dancing, swimming laps, tennis, fast bicycling, or similar aerobic activities?" divided by the total number of survey respondents in grades 9-12. **Rationale:** Risk of cardiovascular disease depends significantly on exercise, together with diet and tobacco use. Health related fitness depends significantly upon aerobic exercise. This benchmark is based on norms established by the National Children and Youth Fitness Studies I and II by the U.S. Public Health Service. **Data source:** Youth Risk Behavior Survey, Center for Health Statistics, Oregon Health Division, Oregon Department of Human Resources.

**Current Transitions from Secondary Education (38 - 43)**

**Explanation:** This group of benchmarks measures the attainment of students presently going through secondary schools. For the three post-secondary measures, it is difficult to establish which age group of Oregonians should serve as the base to calculate a rate of attainment. It is also generally difficult to establish measures of post-secondary attainment and achievement. Nevertheless, these measures are important because the skill attainment of these students, and especially that of non-college-bound youth, is critical to our future.

**38. Percentage of high school students with significant involvement in professional technical education and entrepreneurial programs**

**Explanation:** This benchmark measures the percentage of 11th and 12th grade students who are enrolled in the equivalent of at least three class periods per day for 36 weeks. **Rationale:** Students who do not go on to baccalaureate programs face the greatest change in Oregon's economic transition, yet historically and comparatively we have done little to prepare them for life beyond high school. These benchmarks measure Oregon's success connecting youth not bound for baccalaureate programs with meaningful, realistic opportunities, and

helping them become more self-sufficient. **Data source:** Office of Professional Technical Education, Department of Education. Future reports will have different and more descriptive measures due to the implementation of the School-to-Work Opportunities Act. Department of Education staff will work with the Progress Board over the coming months to develop these additional measures.

**39. Percentage of high school students enrolled in structured work experience programs**

**Explanation:** This indicator measures the percentage of 11th and 12th grade students enrolled in structured work experience programs. A structured work experience is currently defined as a program which: correlates the value of classroom education and job performance, is an integral part of students' educational plans, and is supervised by the school. Such experiences include, but are not limited to, cooperative work experience, internships, mentorship, on-the-job training, and apprenticeships. **Rationale and Data source:** See preceding endnote.

**40. Percentage of students who attain a Certificate of Advanced Mastery (CAM)**

**Explanation:** The CAM will be granted, beginning in 1999 based on student demonstration of proficiency in one of the following six endorsement areas: Arts and Communications; Business and Management; Health Services; Human Resources; Industrial and Engineering Systems; and Natural Resource Systems. On average, students will achieve the CAM by grade 12. **Rationale:** The CAM measures of graduating students' preparation for the transition to life beyond high school. For example, for all students the CAM curriculum includes learning in the workplace and in the community, based on the endorsement area chosen. **Data source:** Oregon Department of Education.

**41. High school graduation rate**

**Explanation:** This benchmark includes only those high school graduates counted by the Department of Education. Those who achieve high school equivalency certification in other ways are documented in the benchmark, below, which measures the completion rate in the population of all Oregonians at least 25 years old. **Rationale:** Opportunities are especially bleak for young Oregonians who drop out of high school. A national study shows that the real earnings of male high school dropouts 20 to 24 years old between 1973 and 1986, plunged 42%. **Data source:** Department of Education, *Dropout Rates in Oregon High Schools* 1988-89 school year data is in the 1989 column, 1989-90 school year data is in the 1990 column, etc.

**42. Percentage of disabled high school students moving directly from high school to (a) Post-secondary education, (b) Competitive employment, or (c) Supported employment**

**Explanation:** This the transition of disabled students from school into further opportunities or to the workplace. **Rationale:** Full or partial self-sufficiency is an important goal for many disabled students, but currently few become employed in any capacity after completing high school. **Data source:** In the future, data will be gathered on all graduating disabled students through the Department of Education and Developmental Disability Services section of the Mental Health and Developmental Services Division

**43. Percentage of Oregon high school graduates who enroll in**

college in the fall following graduation; (a) Oregon two- and four-year institutions; (b) Out of state two- and four- year institutions

**Explanation:** This benchmark is an indicator of Oregon students' access to education and training beyond high school which builds on skills achieved while working to achieve the CIM and CAM. **Rationale:** Education reform in Oregon is intended to build students' skills for continued education and growth beyond high school. Critical to their and Oregon's future is that they can in fact continue to learn and gain skills needed. **Data source:** *Where Have All the Graduates Gone? Survey of the Oregon High School Graduating Class of 1993*, Oregon State System of Higher Education.

**44. Percentage of 25-year-olds with a high school or equivalent degree**

**45. Percentage of 25-year-olds with an associate degree or journeyman card**

**46. Percentage of 25-year-olds with a baccalaureate degree**

**Explanation:** This set of benchmarks measures what percentage Oregonians have received significant post-secondary education, training, or experience by the age of 25. **Rationale:** These benchmarks are indicators of Oregonians' attainment of a range of skills for self-sufficiency and development through education, training, or work experience following secondary education. **Data source:** *Oregon Population Survey*, a random sample telephone survey of Oregon households conducted in even numbered years.

**47. Completed high school or an equivalent program**

**48. Completed at least one year of post-secondary education or training**

**49. Completed an associate degree in professional-technical education**

**50. Completed a baccalaureate degree**

**51. Completed a post-baccalaureate degree**

**52. Completed a certified apprenticeship program**

*\*1995 target met in 1994.*

**Explanation:** All benchmarks are measured for the population of Oregonians at least 25 years old. The high school completion, one year of post-secondary education or training, baccalaureate, and post-baccalaureate measures are nested; each is a prerequisite for the next level of education. High school attainment includes GED and equivalent programs. The professional technical associate degree benchmark measures educational attainment in occupation specific programs. **Rationale:** Well over 75% of Oregon's work force in the year 2000 is currently at work. Not only will new jobs require higher average skill levels, skill levels in current jobs will also rise. **Data source:** *Oregon Population Survey*, a random sample telephone survey of Oregon households conducted in even numbered years. Racial and ethnic data is based on supplemental samples of approximately 300 and 400 households, respectively in the 1992 and 1994 surveys, from each community listed. Data for part (f) persons with disabilities, requires further research.

**53. Percentage Oregonians in the labor force who received at least 20 hours of skills training in the past year**

**Explanation:** This measure replaces a previous benchmark gathered from a survey of Oregon employers, *Oregon Works*, in favor of all sources of training received, as reported by the employee or worker. The percentage of workers who receive 20 hours of training per year varies greatly by occupational group. For example, managers and

professionals are far more likely to receive this amount than are machine operators and laborers. **Rationale:** Continuing learning is important to the Oregonians keeping their skills current and competitive in a rapidly changing economy. **Data source:** *Oregon Population Survey*, a random sample telephone survey of Oregon households conducted in even numbered years.

**54. Percentage of total employee time actually used for on-the-job training**

**Explanation:** This is a broad indicator of employers' efforts to train their employees. It replaces "Percentage of employer payroll dedicated to training and education," which is not tracked consistently among employers. Employer use this training in orientation for new employees and to upgrade skills for new products, processes, and services. **Rationale:** Continued employer investment in worker development bolsters competitiveness and productivity. As a consequence, it will also help prevent or reduce worker displacement. **Data source:** *Oregon Works II: 1994 Survey of Oregon Employers*. Five percentage is the modal (most commonly offered) response.

**55. Percentage of displaced workers re-employed within 24 months and earning at least 90% of previous income: (a) All workers, (b) Lumber and wood products workers**

**Explanation:** This benchmark measures reemployment of displaced workers, including retraining where needed. **Rationale:** This is a critical measure of how well Oregon responds to the needs of Oregonians most immediately affected by economic change. Our ability to retrain and reemploy workers will become more important over time, as Oregonians change jobs more frequently than in the past, and as workers across the economy become subject to displacement. **Data source:** Oregon Employment Department Unemployment Insurance records, based on earnings 24 months after layoff. Data are currently available for workers at risk of dislocation, based on industry of occupation, as defined in Title III of the Job Training Partnership Act. These industries include approximately 20 percentage of the Oregon work force. In future reports, resilience of displaced workers will be measured using Employment Department data on workers at risk of structural unemployment throughout the work force.

**56. Prose literacy (can understand and analyze text information)**

**57. Document literacy (can understand and use graphs, text, maps, etc.)**

**58. Quantitative literacy (can understand math and apply it)**

**Explanation:** These benchmarks are indicators of the functional literacy skills in English of adult Oregonians, ages 16-65. They measure adult ability to answer questions of various degrees of difficulty regarding information in text (newspaper articles, warranties) and other documents (advertisements, graphs, pay slips, bus schedules, menus, unit pricing information.) **Rationale:** Workers need a broad variety of attributes that contribute to work success (for example, positive attitude toward work, ability to learn, listening skills, ability to work with others.) Levels of literacy are highly correlated with earnings potential and poverty. **Data source:** This information was collected in 1990 in a statewide survey authorized by the Oregon Legislature. The survey instrument was developed by the Educational Testing Service and the U.S. Department of Labor for a concurrent nationwide functional literacy study. Similar studies of the



literacy of America's adults were conducted in 1992 by 12 other states. Oregon's results are the best among all states for which data is available. **Note:** These data are now four years old. Through growth and immigration, at least 140,000 new Oregon adults (18 years and older) arrived between 1990 and 1993. The Progress Board recommends that the state fund a second assessment to measure whether and how much Oregonians' literacy skills are growing.

**59. Information and technology literacy: Percentage of Oregonians who can use a computer to create or edit documents or graphics, or to analyze data**

**Explanation:** This data is self-reported, and is part of a series of questions on technology ownership and use. **Rationale:** Literacy standards have risen dramatically during this century, and Oregonians' abilities to understand and use technology will be fundamental to functioning in the workplace and elsewhere. **Data source:** Oregon Population Survey, a random sample telephone survey of Oregon households conducted in even numbered years.

**60. Percentage of Oregon adults who are proficient in more than one language**

*\*1995 target met in 1994.*

**61. Percentage of Oregon adults who are proficient in more than two languages**

**62. Percentage of Oregon adults who are proficient in an Asian language**

*\* 1995 target met in 1994.*

**63. Percentage of Oregon adults who are proficient in Spanish**

**64. Percentage of Oregon adults who are proficient in a European language other than Spanish**

**Explanation:** These benchmarks document Oregonians' self-reported proficiencies in languages other than English. The survey question asked only about proficiency in a language *other* than English, not about proficiency in English as a *second* language. **Rationale:** These measures are surrogates for broader cultural awareness and understanding. They also are significant measures of the increasing diversity among Oregonians. **Data source:** Oregon Population Survey, a random sample telephone survey of Oregon households conducted in even numbered years.

**65. Percentage of Oregonians who have lived, worked, or studied in another country, other than as a short term tourist: (a) All Adults, (b) 25 year-olds**

**66. Percentage of Oregonians who have hosted someone from another country: (a) All Adults, (b) 25 year-olds**

**Explanation:** This pair of benchmarks measures Oregonians' experiences with other cultures both in foreign countries and at home. **Rationale:** Oregonians' knowledge and understanding of different cultures is important to our functioning in a world which is becoming more closely connected. **Data source:** Oregon Population Survey, a random sample telephone survey of Oregon households conducted in even numbered years. Data were not gathered from the entire state. The reported figure is an estimate from partial data.

**Health Practices (percentages of adults who practice a list of certain behaviors related to health) (67 - 73)**

**Rationale:** These benchmarks are not measures of health per se, but rather measure of practices which contribute to good health. For example, cigarette smoking is the leading preventable cause of death

in Oregon. **Data source:** The Oregon Health Division gathers this data annually as part of the national Behavioral Risk Factor Survey (BRFS) program coordinated by the Centers for Disease Control (CDC).

**67. Percentage of adults who use vehicle safety restraints (seat belts) consistently**

**Explanation:** The number of adults (18 years of age and older) who report that they always use seat belts divided by the total number survey respondents. **Rationale:** Seat belt use reduces morbidity and mortality from automobile accidents. **Data source:** Behavioral Risk Factor Surveillance System (BRFSS), Center for Health Statistics, Oregon Health Division, Oregon Department of Human Resources.

**68. Percentage of adults who have normal blood pressure**

**Explanation:** The number of adults (18 years of age and older) who have never been told by a physician that they have high blood pressure divided by the total number of survey respondents. **Rationale:** Hypertension is a major modifiable risk factor for heart disease and stroke, leading causes of death and disability. **Data source:** Behavioral Risk Factor Surveillance System (BRFSS), Center for Health Statistics, Oregon Health Division, Oregon Department of Human Resources.

**69. Percentage of adults who maintain a recommended weight-to-height ratio**

**Explanation:** The number of adults (18 years of age and older) who report height and weight compatible with a normal body mass index (the ratio of weight in kilograms divided by height in meters squared), less than 27.3 for females and less than 27.8 for males divided by the total number of survey respondents. **Rationale:** Excess weight is associated with elevated serum cholesterol levels, elevated blood pressure, and non-insulin dependant diabetes, and is an independent risk factor of coronary heart disease. It also increases the risk of gallbladder disease, some types of cancer and has been implicated in the development of osteoarthritis of the weight bearing joints. **Data source:** Behavioral Risk Factor Surveillance System (BRFSS), Center for Health Statistics, Oregon Health Division, Oregon Department of Human Resources.

**70. Percentage of adults who exercise aerobically for 20 minutes at least three times a week**

**Explanation:** The number of adults (18 years of age and older) who report engaging in vigorous physical exercise for 20 minutes at least three times a week divided by the total number of survey respondents. **Rationale:** Aerobic exercise can help to prevent and manage coronary heart disease, hypertension, non-insulin dependent diabetes mellitus, osteoporosis, and mental health problems, such as depression and anxiety. **Data source:** Behavioral Risk Factor Surveillance System (BRFSS), Center for Health Statistics, Oregon Health Division, Oregon Department of Human Resources.

**71. Percentage of adults who drink alcohol only in moderation**

**Explanation:** The number of adults (18 years of age and older) who report consuming 30 or fewer alcoholic beverages per month, and no more than five on any occasion divided by the total number of survey respondents. **Rationale:** Alcohol is implicated in nearly half of all deaths caused by motor vehicle crashes, suicides, and homicides. It is the principle cause of death due to cirrhosis, the eleventh leading

cause of death among Oregonians in 1992. Alcohol use during pregnancy is the leading preventable cause of birth defects. **Data source:** Behavioral Risk Factor Surveillance System (BRFSS), Center for Health Statistics, Oregon Health Division, Oregon Department of Human Resources.

**72. Percentage of adults who do not currently smoke tobacco**

**Explanation:** The number of adults (18 years of age and over) who report that they do not now smoke cigarettes divided by the total number of survey respondents. **Rationale:** Tobacco use is responsible for approximately one of every five deaths in the United States and is the single most important preventable cause of death and disease in our society. **Data source:** Behavioral Risk Factor Surveillance System (BRFSS), Center for Health Statistics, Oregon Health Division, Oregon Department of Human Resources.

**73. Percentage of adults whose self-perceived health status is very good or excellent**

**Explanation:** The number of adults ( $\geq 18$  years of age) who report that their general health is very good or excellent divided by the total number of survey respondents. **Rationale:** This measure provides an overall indicator of health status and is strongly associated with a person's objective health status (Hennessy C.H., et al. Measuring Health-Related Quality of Life for Public Health Surveillance. *Public Health Reports*. 1994, 109 (5):665-672; Current Trends: Quality of Life as a New Public Health Measure- Behavioral Risk Factor Surveillance System, 1993. *MMWR*. 1994, 43 (20):375-380). **Data source:** Behavioral Risk Factor Surveillance System (BRFSS), Center for Health Statistics, Oregon Health Division, Oregon Department of Human Resources.

**74. The incidence rate of occupational illness and injury (per 100 full time equivalent employees) per year**

**Explanation:** This reflects the number of injuries or illnesses including those which result in lost work days and those that do not. The data only reflects private sector incidence rates. **Rationale:** The soundness of Oregon's workplaces is important to continuing individual self-sufficiency and well-being, as well as productivity. **Data source:** Occupational Safety and Health Survey, Department of Consumer and Business Services.

**75. HIV and AIDS**

**75a. Annual percentage of HIV cases with an early diagnosis (before symptoms arise)**

**Explanation:** The number of persons diagnosed with HIV disease divided by the total number of persons diagnosed with HIV during the calendar year. Race and ethnicity are mutually exclusive. **Rationale:** By measuring the proportion of HIV cases which are diagnosed before the onset of symptoms it is possible to assess the effectiveness of public health programs that encourage early diagnosis and implementation of effective prevention. **Data source:** Oregon HIV/AIDS Annual Report, published annually by the HIV Program, Center for Disease Prevention and Epidemiology, Oregon Health Division, Oregon Department of Human Resources.

**75b. Annual number of HIV cases with an early diagnosis**

**Explanation:** The number of persons diagnosed with HIV disease during the calendar year. Race and ethnicity are mutually exclusive. **Rationale:** This measures the number of persons with HIV disease diagnosed before onset of symptoms. This should be read together



with the preceding benchmark as an indicator of our control of the HIV epidemic. If the number of early diagnosis HIV cases can be reduced at the same time they make up an increasing share of all HIV cases diagnosed, then the overall HIV incidence is dropping. **Data source:** *Oregon HIV/AIDS Annual Report*, published annually by the HIV Program, Center for Disease Prevention and Epidemiology, Oregon Health Division, Oregon Department of Human Resources.

**75c. Annual incidence of AIDS per 100,000 population**  
**Explanation:** The number of new cases of AIDS divided by the estimated population. **Rationale:** This indicator will measure both our ability to control the AIDS epidemic and our ability to forestall development of AIDS in those who are HIV seropositive. **Data sources:** *Oregon HIV/AIDS Annual Report*, published annually by the HIV Program, Center for Disease Prevention and Epidemiology, Oregon Health Division, Oregon Department of Human Resources; *Population Estimates for Oregon*, published annually by the Center for Population Research and Census, School of Urban and Public Affairs, Portland State University.

**76. Sexually transmitted disease rate for adults 20-44 years old**  
**\* 1995 target met in 1992.**  
**Explanation:** The sum of the number of reported cases of gonorrhea, chlamydia, and syphilis (primary, secondary, and early latent) among 20-44 year olds divided by the 20-44 year old estimated population. **Rationale:** This benchmark measures the incidence of sexually transmitted diseases among the adult age group primarily at risk. These diseases are among the most common seen in all types of primary care settings and are also markers for HIV disease and unwanted pregnancy. Reducing the incidence of these infections will help prevent pelvic inflammatory disease and infertility, and will improve the health status of newborns. Reduction in these diseases may also reduce the incidence of HIV infections. **Data sources:** Sexually Transmitted Disease Program, Center for Disease Prevention and Epidemiology, Oregon Health Division, Oregon Department of Human Resources; *Population Estimates for Oregon*, published annually by the Center for Population Research and Census, School of Urban and Public Affairs, Portland State University.

**77. Incidence of tuberculosis per 100,000 population**  
**Explanation:** The number of new cases of tuberculosis divided by the total estimated population. **Rationale:** This is a measure of a serious but treatable communicable disease. The spread of tuberculosis is associated with prolonged close exposure in crowded conditions, often among those with poor general health. This benchmark is also a measure of the effectiveness of public health programs and of the access of the poor to medical care. **Data sources:** Tuberculosis Program, Center for Disease Prevention and Epidemiology, Oregon Health Division, Oregon Department of Human Resources; *Population Estimates for Oregon*, published annually by the Center for Population Research and Census, School of Urban and Public Affairs, Portland State University.

**78. Incidence of hepatitis B per 100,000 population**  
**Explanation:** The number of new cases of hepatitis B divided by the total estimated population. **Rationale:** This benchmark measures a serious and vaccine preventable communicable disease. Hepatitis B becomes chronic in about 10 percent of those who contract it, and fatal in about a quarter of chronic cases. **Data sources:** Communicable

Disease Program, Center for Disease Prevention and Epidemiology, Oregon Health Division, Oregon Department of Human Resources; *Population Estimates for Oregon*, published annually by the Center for Population Research and Census, School of Urban and Public Affairs, Portland State University.

**79. Years of potential life lost (rate per 1,000 population)**  
**Explanation:** Years of potential life lost (YPLL) quantifies premature mortality occurring in younger age groups by measuring the number of years between age at death and age 70. This composite figure first calculates the age-specific YPLL for each of 7 age groupings 0-4, 5-14, 15-24, 25-34, 35-44, 45-54, 55-64, and 65-69 by taking the midpoint for each age group, subtracting from 70, and multiplying by the number of deaths in each age group. The resulting number for each age group is then divided by the age-specific population and standardized (weighted) to an age-homogeneous hypothetical population of 1,000 people per every 10-year age group. Standardizing permits valid comparisons over time. The weighted numbers are summed across ages, then divided by seven (seven 10-year age groups). **Rationale:** This is a broad measure of those causes of death which primarily affect younger Oregonians and thus is our best measure of premature, or avoidable deaths in Oregon. **Data sources:** *Oregon Vital Statistics Annual Report*, published annually by the Center for Health Statistics, Oregon Health Division, Oregon Department of Human Resources; *Population Estimates for Oregon*, published annually by the Center for Population Research and Census, School of Urban and Public Affairs, Portland State University.

**80. Percentage of adults who abuse drugs**  
**Data source:** Office of Drug and Alcohol Programs will conduct a thirty month survey which will provide data for this benchmark. The survey be completed in 1995.

**81. Substance use death rates per 100,000 population**  
**81a. Alcohol and drug related automobile death rate**  
**Explanation:** This measures the rate per population of automobile deaths which are alcohol or drug related. **Rationale:** *Health Objectives for the Year 2000* reports that, since 1985, about half of all fatal motor vehicle accidents were alcohol-involved (someone in control, that is, a driver, pedestrian, or bicyclist, had been drinking). Of the fatal victims themselves who had alcohol detected in their blood, approximately 80% were above the legal limit of impairment. **Data source:** Fatal Accident Reporting System, Oregon Department of Transportation.

**81b. Other alcohol and drug related death rate per 100,000 annually**  
**Explanation:** The number of deaths with underlying cause coded as 291.0-292.9, 303.0-305.0, 305.2-305.9, 357.5, 425.5, 535.3, 571.0-571.3, 850.0-860.9, 950.0-950.5, 980.0-980.5 in ICD-9 divided by the total estimated population. This benchmark measures deaths from alcohol and drug related causes other than auto accidents. **Rationale:** Alcohol and drugs are significant avoidable causes of death in Oregon, and contribute to a variety of other causes of death, including heart disease, cancer, and digestive diseases. **Data sources:** *Alcohol and Drugs in Oregon* published annually until 1989 by the Center for Health Statistics; *Oregon Vital Statistics Annual Report*, published annually by the Center for Health Statistics, Oregon Health Division, Oregon Department of Human Resources; *Population*

*Estimates for Oregon*, published annually by the Center for Population Research and Census, School of Urban and Public Affairs, Portland State University.

**82. Percentage of deaths related to tobacco use**  
**\* 1995 target met in 1992.**  
**Explanation:** The number of deaths in which the decedent's physician stated that tobacco contributed or probably contributed to the person's death divided by the total number of deaths. **Rationale:** This measures the role of tobacco as a contributor to deaths of Oregonians. The median age at death for tobacco users is nine years less than for nonsmokers. **Data source:** *Oregon Vital Statistics Annual Report*, published annually by the Center for Health Statistics, Oregon Health Division, Oregon Department of Human Resources.

**83. Deaths due to unintentional injuries, per 100,000 annually**  
**83a. All ages: \* 1995 target met in 1992.**  
**Explanation:** The number of deaths with underlying cause coded as 800-949 in ICD-9 divided by the total estimated population. **Rationale:** This is the leading cause of death among Oregonians between 1 and 44 years old. Changing behaviors (e.g., seat belt use), improved safety design, and other actions can significantly reduce this rate. **Data source:** *Oregon Vital Statistics Annual Report*, published annually by the Center for Health Statistics, Oregon Health Division, Oregon Department of Human Resources; *Population Estimates for Oregon*, published annually by the Center for Population Research and Census, School of Urban and Public Affairs, Portland State University.

**83b. Children ages 1-17**  
**Explanation:** The number of deaths for children ages 1-17 with underlying cause coded as 800-949 in ICD-9 divided by the estimated population for ages 1-17. The population was calculated by taking the estimated population for ages 0-17 and subtracting the number of births for that calendar year. **Rationale:** This is the leading cause of death among Oregonians between 1 and 17 years old. Changing behaviors, improved safety design, and other actions can significantly reduce this rate. **Data source:** *Oregon Vital Statistics Annual Report*, published annually by the Center for Health Statistics, Oregon Health Division, Oregon Department of Human Resources; *Population Estimates for Oregon*, published annually by the Center for Population Research and Census, School of Urban and Public Affairs, Portland State University.

**84. Suicide rate per 100,000 annually**  
**Explanation:** The number of deaths with underlying cause coded as 950-959 in ICD-9 divided by the total estimated population. **Rationale:** Oregon's suicide rate is among the highest in the nation. **Data sources:** *Oregon Vital Statistics Annual Report*, published annually by the Center for Health Statistics, Oregon Health Division, Oregon Department of Human Resources; *Population Estimates for Oregon*, published annually by the Center for Population Research and Census, School of Urban and Public Affairs, Portland State University.

**84a-84g. Age-, race- and ethnic-specific suicide rates per 100,000**  
**Explanation:** The number of age-, race-, and ethnic-specific deaths with underlying cause coded as 950-959 in ICD-9 divided by the age-specific estimated population and the race- and ethnic-specific enumerated population (1990 Census). Race and Hispanic ethnicity

are self-reported and are not mutually exclusive. A few individuals are, therefore, double counted in both Hispanic ethnicity, and in the racial groups of White, African-American, American Indian, and Asian. Rates for African-Americans, American Indians, Asians, and Whites are five-year average, 1988-1992. The Hispanic rate is a four year average, 1989-1992. Death data prior to 1989 do not record Hispanic origin separately. **Rationale:** The age groups reported show significantly higher levels than the general rate. Also, the suicide rate for young adults has risen significantly in recent decades. **Data sources:** *Oregon Vital Statistics Annual Report*, published annually by the Center for Health Statistics, Oregon Health Division, Oregon Department of Human Resources; *Population Estimates for Oregon*, published annually by the Center for Population Research and Census, School of Urban and Public Affairs, Portland State University; 1990 Summary Tape File 3, U.S. Bureau of the Census.

#### 85. Deaths due to AIDS annually

**Explanation:** The number of deaths with underlying cause coded as 042-044 in ICD-9. **Rationale:** Program response to meet the proposed goals includes, as the primary prevention measure, stopping the spread of HIV. Improved treatment of persons with HIV and with AIDS will also help reduce this figure. **Data source:** *Oregon Vital Statistics Annual Report*, published annually by the Center for Health Statistics, Oregon Health Division, Oregon Department of Human Resources; *Population Estimates for Oregon*, published annually by the Center for Population Research and Census, School of Urban and Public Affairs, Portland State University.

**85a-85e. Race- and ethnic-specific deaths due to AIDS annually**  
**Explanation:** The number of race- and ethnic-specific deaths with underlying cause coded as 042-044 in ICD-9. Race and ethnicity are mutually exclusive. **Data source:** *Oregon Vital Statistics Annual Report*, published annually by the Center for Health Statistics, Oregon Health Division, Oregon Department of Human Resources; *Population Estimates for Oregon*, published annually by the Center for Population Research and Census, School of Urban and Public Affairs, Portland State University.

#### Civic and Occupational Participation (representation as a percentage of adult community population) (86 - 88)

Note: These benchmarks reflect the Progress Board's commitment to measure the degree to which all of Oregon's people are participating in the state's social and economic well being. In addition, many other measures are reported for specific communities throughout the report. In measuring benchmarks in the future, whenever possible and appropriate, the Board will attempt to assess the progress and participation of Oregon's citizens by race, gender, and disability.

**Explanation:** These benchmarks are broad measures of the degree to which all Oregonians participate in economic and civic opportunities in Oregon. Each benchmark in this section will be reported in percentage terms as the group's share of the indicator population relative to its share of the total Oregon adult population. For example, the Hispanic percentage of Oregon elected and appointed officials relative to Hispanic percentage of the adult Oregon population. Our goal is that Oregon achieve equitable representation in these areas -- that a group's share of businesses, elected and appointed officials, and employment would roughly parallel the group's adult population. In other words, the above percentage will be 100%.

#### 86. Elected and appointed officials

**Explanation:** This measure includes elected officials and those they appoint directly. The data for 1992 and 1994 were collected before elections for those years were held. **Rationale:** This is a measure of inclusion of Oregonians in important public policy decision making roles. **Data source:** Governor's Office of Affirmative Action Survey. Population estimates by racial/ethnic community for all ages are based on the change between 1990 census data and the Census Bureau population projections for 1993. Part (g) persons with disabilities was added by the Progress Board in 1994, and will be included in future surveys.

#### 87. Business owners

**Explanation:** This data is reported as the number of registered minority-owned businesses. See note, above, about interpreting percentages. **Rationale:** Business ownership has been a fundamental step to higher living standards for generations of Americans. It is also linked to community health and to participation in a variety of civic roles. **Data source:** Office of Minority, Women, and Emerging Small Business, based on the 1990 Census of Population and Housing, 1987 Census of Women, and the 1987 Economic Census on Minority Owned Business. The 1992 Censuses will not be available until mid-1995.

#### 88. Employment in historically under represented occupations (e.g., management, professions, and technical occupations)

**Explanation:** These include management, professions, and technical occupations. See note, above, about interpreting percentages. **Rationale:** Much more than business ownership, this benchmark measures inclusion rather than independent actions of underrepresented groups. **Data source:** Census of Population and Housing. The 1980 Census does not include people who are unemployed at the time of the census. The 1990 census does include unemployed people, thereby measuring the number of people trained in any particular occupation, regardless of whether they were currently employed. Therefore, 1980 and 1990 data are not directly comparable. Part (g) persons with disabilities, was added by the Progress Board in 1994, and requires further research to collect.

#### 89. Percentage of schools that have culturally diverse curricula

**Explanation:** Information is not currently collected for this benchmark and the one which follows, and its availability is uncertain. The Department of Education is in a position to collect this information through standardization visits to all public schools in Oregon, now conducted on a six-year rotation.

#### 90. Percentage of schools that have conflict resolution curricula

**Explanation:** Information is not currently collected for this benchmark and the one which follows, and its availability is uncertain. The Department of Education is in a position to collect this information through standardization visits to all public schools in Oregon, now conducted on a six-year rotation.

#### 91. Bias crimes (reported crimes against people or property motivated by prejudice) per 100,000 Oregonians

**Explanation:** This measure reports prejudicial acts associated with crimes. **Rationale:** Bias crimes are a fundamental measure of Oregonians' abilities to live peaceably together. It will become increasingly important, and will be an increasing challenge as Oregon

becomes more diverse. **Data source:** *Semi-Annual Report of Criminal Offenses in Oregon Motivated by Prejudice*, Law Enforcement Data System (LEDS). Population estimates are provided by the US Census. Population estimates in non-census years are provided by Portland State University, Center of Population Research and Census.

#### 92. Bias crime arrests rate per 100,000 Oregonians: (a) Juvenile, (b) Adult

**Explanation:** This is a measure of the number of arrests for the commission of a bias crime for every 100,000 Oregonians, both juvenile and adult. It is not a measure of crimes that are reported to the police as bias crimes. **Rationale:** This is a measure of extreme intolerance existing in the general population - especially that level of extremity which results in the actual assaulting of individuals or the destruction of property based on prejudice toward race/color, national origin, religion, sexual orientation, political or other beliefs, economic or social status, or handicap. These measures were not available at the time of publication. They will be available in the near future. **Data source:** Uniform Crime Reporting program of the Oregon Department of State Police. Population estimates are provided by the US Census. Population estimates in non-census years are provided by Portland State University, Center of Population Research and Census.

#### 93. Workplace civil rights reported complaints per 100,000 population

**Explanation:** This measures the number of reported workplace civil rights complaints per 100,000 Oregonians. The sum of subcategories does not equal the total reported rate because the subcategories are not inclusive of all types of civil rights complaints. **Rationale:** This is a broad-based measure of acceptance of diversity in the workplace. **Data source:** Bureau of Labor and Industries. The Civil Rights Division of the BOLI accepts complaints of unlawful discrimination based on numerous criteria, including age, disability, national origin, race, religion, and sex.

#### Seniors (94 - 97)

##### 94. Percentage not living in nursing homes

**Explanation:** This measure includes several types of assisted living alternatives. **Rationale:** The ability to live independently is a fundamental issue of dignity and choice to Oregon seniors. **Data source:** Senior and Disabled Services Division.

##### 95. Percentage who are employed and/or volunteer at least 15 hours per week

*\*1995 target met in 1994.*

**Explanation:** This benchmark reflects the variety of seniors' choices in activity, which include various combinations of employment, volunteer work, and leisure pursuits. It is also a measure of seniors' connection to their communities. **Data Source:** *Oregon Population Survey*, a random sample telephone survey of Oregon households conducted in even numbered years. The survey was modified in 1994 to gather a greater range of information on seniors' volunteer and work participation.

##### 96. Percentage living above the poverty level

**Explanation:** The standard for this measure is 100% of the federal poverty level. **Rationale:** This is an important measure of seniors' well-being, and will become more important as more Oregonians live longer. **Data Source:** *Oregon Population Survey*, a random sample

telephone survey of Oregon households conducted in even numbered years.

#### **97. Reported elder abuse rate per 100,000**

**Rationale:** This is a measure both of senior care facility conditions and home life of seniors. **Data source:** No reliable data is available. **Adult Oregonians with Disabilities (98 - 107)**

Data sources for benchmarks for persons with disabilities typically measure the outcomes for persons who present themselves to an agency in search of services. These indicators do not reflect the characteristics of persons who live independently without receiving governmental services, or those persons who have not yet been identified with a disability. A statewide survey would have to be conducted to capture this other population.

#### **98. Reported abuse rate per 100,000 population**

**Explanation:** This will be one indicator of the quality of life of persons with disabilities. **Data Source:** Currently, some agencies collect reported abuse at the county level, but collection methods vary from county to county, and a reliable statewide indicator cannot be derived.

#### **Adult Oregonians with Mental Illness (99 - 101)**

#### **99. Percentage living in community housing of their choice with adequate support**

**Explanation:** The data presented are a surrogate for the benchmark. It measures the percentage of seriously or chronically mentally ill persons who do not live in institutions, group homes, and half of those living with parents or relatives. Seriously and chronically mentally ill persons require more intensive services. As data collection improves, we will be able to track this benchmark for all Oregonians with mental illness. **Rationale:** Providers of mental health services are moving toward a customer based provision of services. This benchmark intends to measure the extent to which persons with mental illness choose their own living arrangements and have enough support to maintain their chosen life style. **Data source:** Program Analysis Section, Mental Health and Developmental Disability Services Division.

#### **100. Percentage who are employed**

**Explanation:** Again, this is a surrogate measure. It is the percentage of seriously and chronically ill who are employed 15 hours a week or more. **Rationale:** Employment is one step toward independence, and even if a person able to work for short amounts a week, it can be just as rewarding as full time employment. In the future this benchmark will measure those with mental illness who are employed for any amount of time per week. **Data source:** Mental Health and Developmental Disability Services Division, Program Analysis Section.

#### **101. Percentage living above the poverty level**

**Explanation:** Currently there is no source for this data. Modification of data collection systems should improve our ability to collect this information.

#### **Oregonians with Developmental Disabilities (102 - 104)**

#### **102. Percentage living in community housing of their choice with adequate support**

**Explanation:** This measures the percentage of persons with developmental disabilities who live in community settings of five

persons or less, out of a universe of all persons with developmental disabilities living in foster care, institutions, group homes, and other care. **Rationale:** Providers of developmental disability services are moving toward a customer based provision of services. This benchmark intends to measure the extent to which persons with developmental disabilities have living arrangements in smaller settings have enough support to stay there. **Data source:** Mental Health and Developmental Disabilities Department, Developmental Disabilities Section.

#### **103. Percentage who are employed**

**Explanation:** This measures the percentage of persons with developmental disabilities who are working in integrated or paid private employment for any number of hours a week. It does not include sheltered employment, where only developmentally disabled persons work. **Rationale:** Employment is a step towards independence. Working even short amounts a week can be just as rewarding as full-time employment. **Data source:** Mental Health and Developmental Disabilities Department, Developmental Disabilities Section.

#### **104. Percentage living above the poverty level**

**Rationale:** Most developmentally disabled persons are below the poverty level. This measure is an estimate. **Data source:** Mental Health and Developmental Disabilities Department, Developmental Disabilities Section.

#### **Oregonians with Physical Disabilities (105 - 107)**

#### **105. Percentage living independently with appropriate assistance**

#### **106. Percentage who are employed**

#### **107. Percentage living above the poverty level**

**Explanation:** Currently, this information is not tracked in a cohesive way. These benchmarks are left as place holders as an indication of the importance the Progress Board places on giving all Oregonians the opportunity to reach their fullest potential.

#### **108. Percentage of Oregonians living where the air meets government ambient air quality standards**

**\*1995 target met in 1993.**

**Explanation:** This benchmark measures the percentage of the population living in areas that exceed the criteria for healthy air for some portions of the year. The data are based on monitoring of Oregon air sheds for carbon monoxide, ozone, fine particulates, and other pollutants. New air quality standards and monitoring data in the future will likely require adjustment of the benchmark data. The current data reflect a three year average. **Rationale:** Good air quality is fundamental to the health of Oregonians. **Data source:** Oregon Department of Environmental Quality, Air Quality Division.

#### **109. Carbon dioxide emissions as a percentage of 1990 emissions**

**Explanation:** This benchmark measures carbon dioxide (CO<sub>2</sub>) emissions in the state relative to 1990 emissions. The goal is to stabilize emissions at the 1990 level of 35.5 million metric tons. **Rationale:** Most leading atmospheric scientists predict that increasing emissions of greenhouse gases will raise the earth's average temperature by 2°F to 5°F before the end of the next century. There is uncertainty about the rate of change and the consequence of such change. Nevertheless, prudent policy supports the need to buy insurance against the potentially large costs of global warming. Many

of the actions that will have to be taken to reduce greenhouse gas emissions are the responsibility of individuals, businesses, local governments, and states. **Data source:** Oregon Department of Energy.

#### **110. Miles of assessed Oregon rivers and streams not meeting state and federal government in stream water quality standards**

**Explanation:** This benchmark measures the extent to which the water in Oregon's rivers and streams fails to meet government in-stream water quality standards. The data include the miles of streams which have total maximum daily loads established. These include the Willamette River, Pudding River, Yamhill River, Bear Creek, Rickreall Creek, and the Coquille River. The Department of Environmental Quality (DEQ) anticipates establishment of additional total maximum daily loads on the Klamath River, Coast Fork of the Willamette, Columbia Slough and Grand Ronde Rivers by 1995. There are about 112,000 total miles of rivers and streams in Oregon. Today, about 3,500 miles of in-stream flows are monitored. New in-stream water quality standards, monitoring data, and assessment of information will probably require adjustment of the benchmark sums, both retroactively and prospectively. **Rationale:** Clean rivers and lakes are essential to providing water that is safe for drinking, recreation, and fish and wildlife. **Data source:** Oregon Department of Environmental Quality, Water Quality Control Division.

#### **111. Oregon groundwater quantity: Total Amount**

**Explanation:** The purpose of this benchmark is to call attention to the need to monitor Oregon's groundwater resource to assure sustainability and prevent depletion. Groundwater is a major source of water for drinking, crop irrigation, and industrial uses. Currently, detailed data are available for only about 4% of the state's surface area. Further research is needed to provide sound data for this benchmark. The Oregon Water Resources Department is currently conducting a statewide groundwater resource assessment, the first phase of which will be completed over the 1995-97 biennium.

#### **112. Groundwater Quality**

#### **112a. Percentage of area where groundwater is used that has been assessed over the past 10 years**

**Explanation:** This measure represents the percentage of the total area where groundwater is used in Oregon that has had at least one groundwater sample analyzed for one or more chemicals over the previous 10 years. This measure does not distinguish between multiple aquifers or types of chemicals analyzed. It is not anticipated that 100% of the groundwater use area will ever be assessed in any 10 year time period. This is due to intensive studies conducted in potential problem areas, and limitations in resources. Assessment is based on where groundwater is used rather than all aquifers because multiple aquifers lie beneath most of the state. Assessment is based on 10 years because groundwater quality does not change rapidly over time. **Rationale:** Many Oregonians rely on groundwater for their primary drinking water supply. **Data Source:** Department of Environmental Quality. **Note:** Groundwater use is based on townships where one or more water rights have been granted. This measure represents 34,310 square miles. Groundwater assessed is based on square mile sections where one or more samples have been taken. Ideally groundwater use would be based on whether a well is located in a section rather than a water right. To gain a truer picture of groundwater use, once the Water Resources Department completes its

well log data base this benchmark will rely on the registered well log data base instead of water rights in determining groundwater use.

**112b. Percentage of area assessed that does not meet drinking water standards**

**Explanation:** This measure identifies the percentage of the assessed area where the groundwater quality exceeds one of the safe drinking water standards (Federal Maximum Contaminant Levels (MCL's)). **Rationale:** Drinking water is considered one of the highest beneficial uses of groundwater. Therefore, drinking water standards were chosen as the measurement criteria to determine whether the groundwater sampled meets beneficial uses. It should be noted that groundwater provides other beneficial uses besides drinking water, such as irrigation and industrial uses and providing the base flow for most streams and rivers. Many additional areas of the state show groundwater contamination from human activities, however, the contamination is still within drinking water standards, but above natural background concentrations. **Data Source:** Department of Environmental Quality

**113. Percentage of Oregon key rivers and rivers with in-stream water rights meeting in-stream flow needs: (a) Less than 9 months a year ; (b) 9 to 11 months per year; (c) 12 months of the year**

**Explanation:** This benchmark measures the extent to which in-stream flows in Oregon's rivers and streams meet identified needs for fish life, water quality, recreation and other such public uses. Statistics for 1994 represent partial reporting based on the new surface water availability database which is complete only for western Oregon at this time. **Rationale:** In 1987, the Oregon Legislature authorized establishment of in-stream water rights to support public uses in streams and lakes. The extent to which in-stream flows are met is a telling measure of the quality of life in Oregon which is characterized by the high value citizens place on fish habitat and fishing, clean and abundant water supplies and outdoor water-oriented recreation. **Data source:** Oregon Water Resources Department, Technical Services Division.

**114. Percentage of Oregon agricultural land in 1970 still preserved for agricultural use**

**Explanation:** This benchmark measures the extent to which private Oregon land used for agriculture in 1970 is still used for agricultural uses. For purposes of this benchmark, "agricultural land" means acres of crop land, pasture land, and range land regardless of whether such land is being actively used for such purposes, is fallow, or is enrolled in a government set-aside program. The benchmark targets are extrapolated from reported data for 1982 and 1992. The estimated amounts of agricultural land correspond to the average annual decrease that occurred from 1982 to 1992. The estimated actual amounts of agricultural land in Oregon, in millions of acres, are as follows: 1970, 15.9; 1980, 15.8; 1982, 15.7; 1990, 15.6; 1992, 15.6; 1995, 15.5; 2000, 15.5; 2010, 15.4. **Rationale:** State policy is to preserve productive agricultural lands. Much of the decrease agricultural land is due to urbanization. **Data source:** Natural Resource Inventory (NRI), U.S. Department of Agriculture, Soil Conservation Service. The next complete inventory will be in 2002.

**115. Percentage of rangelands which are in good or excellent condition**

**Explanation:** This measures the percentage of rangelands which meet

Soil Conservation Service's condition categories of "good" and "excellent." These ratings are based on, among other criteria, plant diversity and soil condition. **Rationale:** Rangeland quality is critical to watershed protection and a sustainable ranching industry. Even though the overall condition of Oregon's rangeland is better than it has been in the past century, we should still try to increase the productivity of those lands that can feasibly be improved. **Data source:** Oregon Department of Agriculture, based on Soil Conservation Service data.

**116. Percentage of land with allowable soil loss erosion rates: (a) Cropland; (b) Pasture land; (c) Forest land**

**Explanation:** This measures the amount of lands which are eroding at a rate that normal or healthy soils should. **Rationale:** Controlling soil erosion is key to maintaining land productivity. Nearly half of all cropland was eroding at an accelerated rate in 1982. Because of the implementation of the 1985 Food Security Act (FSA), and the inclusion of cropland into the Conservation Reserve Program (CRP), the percentage of croplands with unacceptable erosion is now 26%. **Data source:** Natural Resources Inventory (NRI), U.S. Department of Agriculture, Soil Conservation Service, 1992. The next complete survey will be in 2002.

**117. Forest land**

**117a. Percentage of Oregon forest land in 1970 still preserved for forest use**

**Explanation:** This benchmark measures the extent to which public and private Oregon land in forest use in 1970 is still in forest use. For purposes of this benchmark, "forest land" means acres of forested land where the dominant uses are for timber, watershed, wildlife, or recreation. The estimated actual amounts of forest land in Oregon, in millions of acres, are as follows: 1970, 30.3; 1980, 29.5; 1990, 27.8; 1992, 27.8; 1994, 27.6; 2000, 27.5; 2010, 27.3. **Rationale:** State policy is to conserve healthy forest lands. **Data source:** Oregon Department of Forestry.

**117b. Percentage of Eastern Oregon forests that are healthy (5 year average of all ownerships)**

**Explanation:** This benchmark measures the percentage of all forest lands in eastern Oregon that are infested with specific insects (bark beetles and defoliators) compared to the total forested area. Eastern Oregon forest land base is 14,363,000 acres which is 49% of Oregon's 29,473,000 acres statewide. **Rationale:** Trees killed or damaged by these insects affect landowner objectives, timber production, wildlife and fish habitat, fire hazards, recreation and other associated values such as water quality and quantity. The percentage of healthy acres as a 5-year rolling average is as follows: 1965, 98.1%; 1970, 97.4%; 1975, 94.0%; 1980, 87.8%; 1985, 74.6%; 1990, 67.4%; 1995, 93.0% est.; 2000, 95.0% est.; 2010, 90.0% est.; 2020, 82.0% est. **Data Source:** Based upon estimates from annual aerial insect damage surveys conducted by the Oregon Department of Forestry in cooperation with the U.S. Forest Service. Data from permanent plots that are being established in Oregon as part of the National Forest Health Monitoring Program may provide better data in the future on the status of the health of Oregon's forests statewide.

**118. Percentage of Oregon wetlands in 1990 still preserved as wetlands**

**\* 1995 target met in 1993.**

**Explanation:** This benchmark measures the extent to which Oregon's

wetlands in 1990 are still wetlands. The unit of measure is acres of wetlands identified as such by the Oregon Division of State Lands. Over the last three years there has been no net loss of wetlands allowed through the permitting process. Permit records show that requirements for mitigation achieve full replacement and has since 1993. Monitoring of these efforts have shown that there is a slight loss of wetland area when projects are implemented. The losses are more than made up by wetland restoration projects. **Rationale:** Wetlands provide important habitat for plants, animals and insects. Wetlands also promote recharge of groundwater, dissipate floodwaters, and stabilize stream banks. Wetlands improve water quality by filtering sediments and pollutants. **Data source:** Oregon Division of State Lands, Environmental Planning and Permits Section.

**119. Percentage of identified Oregon hazardous waste sites cleaned up or being cleaned up**

**Explanation:** This benchmark measures the extent to which sites on the Oregon Department of Environmental Quality's (DEQ) inventory of hazardous waste sites in Oregon have been cleaned up or are proceeding toward clean-up in compliance with a plan and schedule approved by DEQ. The inventory consists of those sites where releases of one or more hazardous substances has been confirmed and where clean-up is required. As new sites are discovered, the benchmark may be modified prospectively and retrospectively. **Rationale:** If not controlled, hazardous wastes can contaminate groundwater and surface waters, harming fish and wildlife and threatening human health. **Data source:** Oregon Department of Environmental Quality, Hazardous and Solid Waste Division.

**120. Percentage of high-level radioactive nuclear waste clean-up at the Hanford Nuclear Reservation**

**Explanation:** This benchmark measures the progress on cleaning up high-level nuclear waste from weapons production at the Hanford Nuclear Reservation. **Rationale:** Hanford has the nation's largest accumulation of nuclear weapon's waste. The Columbia River, which borders the site and is linked to Hanford by aquifers, is at risk from both radioactive and hazardous chemical contamination. The U.S. Department of Energy and Washington State, with participation by Oregon, have signed a detailed agreement setting forth both actions and timelines to clean up Hanford over the next 30 years. **Data source:** Oregon Department of Energy.

**121. Pounds of Oregon municipal solid waste landfilled or incinerated per capita per year**

**Explanation:** This benchmark measures the extent to which Oregon reduces municipal solid waste through recycling, product packaging requirements, or other means. **Rationale:** Recycling and reuse saves resources, landfill space, and reduces air and water pollution. **Data source:** Oregon Department of Environmental Quality, Waste Management and Clean-Up Division.

**122. Percentage of native wildlife species that are: (a) Threatened, endangered or sensitive; (b) Uncertain status; (c) Healthy**

**Explanation:** There are 560 wildlife and 80 fish species in Oregon. The threatened, endangered, and sensitive species are those classified as such under Federal and state listings. "Uncertain status" is when the majority of the populations have unknown (or uncertain) status and are not listed as sensitive. Currently, the only data available for

healthy status is for game wildlife and fish. In future years non-game species will be added to this category. **Rationale:** This benchmark addresses the extent to which natural habitat is sufficient for sustaining native mammal, bird, reptile, amphibian, and fish species. **Data source:** Oregon Department of Fish and Wildlife.

**123. Percentage of native plant species that are: (a) Threatened, endangered, sensitive; (b) Uncertain status; (c) Healthy**  
**Explanation:** This benchmark is based on a report, *Rare, Threatened, and Endangered Plants and Animals of Oregon*, a document prepared by Oregon Natural Heritage Program, Oregon Department of Agriculture, Oregon Department of Fish and Wildlife, Division of State Lands, and Oregon Natural Heritage Advisory Council. There are approximately 3,370 flora species in Oregon. **Rationale:** This benchmark addresses the extent to which natural habitat is sufficient for sustaining native plant species. **Data source:** Oregon Department of Agriculture.

**124. Percentage of key sub-basins in which wild salmon and steelhead populations are increasing or at target levels**  
**Explanation:** This measures the change in stock in populations of wild salmon and steelhead. The key sub-basins are the Willamette (including the McKenzie), Clackamas, Deschutes, John Day, Grande Ronde, Salmon, North Oregon Coast, and the South Oregon Coast. **Rationale:** Increasing the stock of wild salmon and steelhead helps assure healthy and diverse fish populations. **Data source:** Northwest Electric Power and Conservation Planning Council.

**125. Acres of primitive and wilderness public land in Oregon (millions)**  
**Explanation:** This benchmark measures the extent to which primitive and wilderness land is maintained in Oregon. This resource consists of public land without roads that has no recreational facilities (except trails), is open to limited recreational uses, and is protected from development, timber cutting, and other resource extraction. **Rationale:** Primitive and wilderness lands offer unique recreational opportunities and are part of our cultural heritage. **Data source:** Oregon Department of Parks and Recreation.

**126. Acres of multi-purpose public land available for recreation in Oregon (millions)**  
**Explanation:** This benchmark measures the extent to which multi-purpose public land available for recreation is maintained in Oregon. This resource consists of public land with roads which has no recreational facilities (except trails), is open to broad recreational uses, and is not protected from development, timber cutting, or other resource extraction. **Rationale:** Access to a variety of outdoor recreational opportunities is important to Oregonians and to visitors to the state. **Data source:** Oregon Department of Parks and Recreation.

**127. Acres of Oregon parks and protected recreation land per 1,000 Oregonians**  
**Explanation:** This benchmark measures the amount of parks and other protected recreation land in Oregon compared to Oregon's population. This resource consists of public land with roads which has recreational facilities, is designated for recreational uses, and is protected from development, timber cutting, and other resource extraction. This resource includes local, state, and national parks, designated camping and picnic areas, monuments, and similar designated recreation land. **Rationale:** The demand for

recreational opportunities is growing rapidly. For example, in 1988-1989, the tally of state park visits was nearly 40 million, double the number two decades earlier. **Data source:** Oregon Department of Parks and Recreation.

**128. Percentage of new development, as measured in housing units within the Portland Urban Growth Boundary, where occupants are within 1/4 mile of a mix of: (a) Commercial services; (b) Parks; (c) Schools; (d) Existing public transit; (e) All of the above**  
**Explanation:** This measures the ability of people to meet many of their needs for shopping, services, and mobility without having to rely on their automobiles. This benchmark applies to new development. In this case, new development is measured by building permits issued between January 1990 and August 1994. The one quarter mile distance refers to access by walking or by bicycle. **Rationale:** This pattern of development provides places for people to live that are inviting, reduce the need for driving, and preserve open spaces. **Data source:** Portland METRO, Planning and Development Section.

**129. Percentage of existing development, as measured in housing units within the Portland Urban Growth Boundary, where occupants are within 1/4 mile of a mix of: (a) Commercial services; (b) Parks; (c) Schools; (d) Existing public transit; (e) All of the above**  
**Explanation:** This measures the ability of people to meet many of their needs for shopping, services, and mobility without having to rely on their automobiles. This benchmark applies to new development. In this case, existing development is measured by using the 1990 Census. The one quarter mile distance refers to access by walking or by bicycle. **Rationale:** This pattern of development provides places for people to live that are inviting, reduce the need for driving, and preserve open spaces. **Data source:** Portland METRO, Planning and Development Section.

**130. Percentage of development in Oregon per year occurring within urban growth boundaries**  
**Explanation:** This benchmark measures the extent to which new residential, commercial, and industrial construction each year in Oregon is occurring within urban growth boundaries throughout the state. The benchmark is a composite of the number of residential units built within urban growth boundaries in four communities: Bend (43%), Brookings (63%), Medford (76%), and Portland (95%). **Rationale:** Under Oregon's land use laws, all urban areas have designated a boundary to define where growth and development should occur. The aim is to fend off sprawl and preserve and protect farm and forest lands. **Data source:** *Growth Management Case Studies*, Oregon Department of Land Conservation

**131. Number of Oregonians (in thousands) with drinking water that does not meet EPA drinking water standards**  
a. 1974 Standards  
\* 1995 target met in 1994.  
b. 1986 Standards (Phase 1 VOCs)  
\* 1995 target met in 1994.  
c. 1986 Standards (Surface Water Treatment)  
d. 1986 Standards (Coliform)  
\* 1995 target met in 1994.  
e. 1986 Standards (Lead/Copper)  
f. 1986 Standards (Phase 2)

\* 1995 target met in 1994.

**Explanation:** This benchmark measures the extent to which Oregonians' drinking water does not meet government drinking water standards. For purposes of this benchmark, we measure drinking water systems serving 25 or more people. There are about 1,200 community and non-transient, non-community water systems in Oregon serving approximately 2.3 million people. This benchmark does not measure the quality of drinking water supplied by water systems serving fewer than 25 persons, primarily small wells and other supplies serving one or a small number of households. There are 100,000 to 150,000 such smaller drinking water systems in Oregon, serving approximately 500,000 people. To the extent new standards are put in place and new water quality data are collected, the benchmark data will be adjusted both retroactively and prospectively. The following definitions may be useful: Phase 1 VOCs, standards for eight industrial solvent chemicals; Surface Water Treatment, standards for filtration and disinfection for surface water supplies; Coliform, standards for bacteria in all water systems; Phase 2, standards for 38 chemicals, including, industrial solvents, pesticides, inorganic chemicals; Lead/Copper, standards for lead and copper concentrations at the customer tap. **Rationale:** Healthy drinking water is crucial to the well being of the citizens of a community. **Data source:** Oregon Health Division, Drinking Water Section. Data for community and non-transient, non-community water systems are currently reported. Data for smaller water systems (serving fewer than 25 persons) are not currently reported.

**132. Number of Oregonians (in thousands) with sewage disposal that does not meet government standards**  
\* 1995 target met in 1993.  
**Explanation:** This benchmark measures the extent to which Oregonians' means of sewage disposal do not meet government standards. **Rationale:** Inability to provide proper sewage disposal results in a threat to the health of those affected and a barrier to further development in the area. **Data source:** Oregon Department of Environmental Quality, *Sewage Need Survey*.

**133. Percentage of total land within the Portland metropolitan area which is open spaces**  
**Explanation:** This measures areas within urban growth boundaries that are preserved as either natural areas or open spaces. This measure is only for the Portland metropolitan area (not including Vancouver). The boundary used is the Metro Service District Boundary. Not all undeveloped land is included, only those areas which have the potential to protect habitat. A redevelopment area, where buildings have been cleared (no trees or habitat), would not be included. As further inventories are done in other metropolitan areas, they will be added to this benchmark. **Rationale:** Residents of urban areas have a variety of recreation needs, from viewing natural areas to using intensively developed parks with game fields and recreation equipment. Urban areas also contain natural areas that provide critical habitat for a variety of plants and animals. **Data source:** Portland Greenspace Inventory, METRO.

**134. Percentage of land within the Portland metropolitan area that is preserved as open space**  
**Explanation:** This measures the undeveloped land within urban growth boundaries. It includes protected and unprotected natural areas



and open space. This measure is for the Portland metropolitan area only. **Rationale:** See note, above. **Data source:** Portland Greenspace Inventory, METRO.

**135. Acres of community parks, designated recreation areas, and designated open space per 1,000 Oregonians living in incorporated cities**

**Explanation:** This benchmark measures the amount of parks and designated recreation and open space land in Oregon cities and local park and recreation districts, compared to the number of Oregonians living in cities. **Rationale:** Adequate park, recreation, and open space land in Oregon's communities is needed to meet the burgeoning demand for nearby outdoor recreation. **Data source:** Oregon Department of Parks and Recreation.

**136. Percentage of Oregonians who commute (one-way) within 30 minutes between where they live and where they work**

**Explanation:** For purposes of this benchmark, "commute" means traveling to and from work by single-occupancy automobile, car pool, transit, taxi, bicycle, foot, or other means, as well as working in one's home. **Rationale:** Thirty minutes is an almost universal average for commutes. A longer commute suggests more vehicles on the highway for a longer time, which will affect congestion and air quality. The average commute in Oregon in 1990 was 20 minutes. The target is to maintain that average commute. **Data source:** Oregon Population Survey, a random sample telephone survey of Oregon households conducted in even numbered years.

**137. Percentage of miles of limited-access highways in Oregon metropolitan areas that are not heavily congested during peak hours**

**Explanation:** This benchmark measures the extent to which the interstate highways and freeways in Oregon's urban areas are not heavily congested during rush hours. Data indicate the percentage of urban freeways having a volume service flow ratio of less than 0.17. **Rationale:** Congestion exacts a toll in terms of driver frustration, lost work time, more air pollution, more gasoline use, and higher cost of goods and services. **Data source:** Oregon Department of Transportation, FHWA, Highway Statistics.

**138. Access to alternative transportation modes:**

**138a. Transit hours per capita per year in Oregon metropolitan areas**

**Explanation:** This benchmark measures the extent to which transit service is offered in Oregon's metropolitan areas measured by revenue service hours in Portland, Salem, Eugene-Springfield, and Medford. **Rationale:** This benchmark is a standard measure of access to transit. **Data source:** Oregon Department of Transportation.

**138b. Percentage of arterial and collector street miles in urban areas that have adequate pedestrian and bicycle facilities**

**Explanation:** This will measure the percentage of non-residential streets in urban areas that have adequate bicycle and pedestrian facilities. Appropriate facilities will vary, but they include marked bike lanes, direct routes, sufficient width for safe travel in traffic, sidewalks, and paths, and safe street crossings. **Rationale:** The focus of this benchmark is streets to work and shopping destinations. Citizens are more likely to use bicycles or walk as alternatives to using a vehicle if the streets to their destinations are safe for walking or bicycling. **Data Source:** ODOT Bicycle and Pedestrian Program

will provide data for the next edition.

**139. Percentage of Oregonians who commute to and from work during peak hours by means other than a single occupancy vehicle**

**Explanation:** This benchmark measures the extent to which Oregonians get to work during peak hours by means other than driving alone. For purposes of this benchmark, "traveling to and from work" means commuting by car pool, transit, taxi, bicycle, foot, or other means, as well as working in one's home. **Rationale:** A major source of congestion and air pollution is people who drive alone to work. **Data source:** Oregon Population Survey, a random sample telephone survey of Oregon households conducted in even numbered years

**140. Vehicle miles traveled per capita in Oregon metropolitan areas (per year)**

**\* 1995 target met in 1993.**

**Explanation:** This benchmark measures the per capita vehicle miles traveled annually in Clackamas, Multnomah, Washington, Marion, Polk, Lane, and Jackson Counties. **Rationale:** The State Transportation Planning Rule requires metropolitan areas -- Portland, Salem, Eugene, and Medford -- to adopt plans to reduce vehicle miles traveled over the next thirty years. Benchmark targets reflect implementation of the rule. These targets may be achieved through increased car pooling, increased use of mass transit, and pedestrian friendly urban design. **Data source:** Oregon Department of Transportation.

**141. Percentage of Oregon households that can afford the median-priced Oregon home for sale**

**Explanation:** This compares the prices of Oregon homes with the home purchasing power of Oregonians. **Rationale:** Housing affordability is a linchpin of Oregonians' stability and self-sufficiency. Among low income Oregonians, housing costs are often the single largest budget item, and finding and keeping housing is a continuing challenge. **Data source:** Oregon Housing and Community Services Department, based on 1990 Census of Population and Housing. Data for non-Census years may be collected through the Oregon Population Survey, a random sample telephone survey of Oregon households conducted in even numbered years.

**142. Rate of home ownership**

**Explanation:** This measures the percentage of Oregonians that report owning their own home, either with a mortgage or free and clear. **Rationale:** This is a measure of the distribution of wealth of Oregonians. The home is the single greatest asset most people will acquire. **Data:** 1990 Census of Population and Housing. Data for non-Census years may be collected through the Oregon Population Survey, a random sample telephone survey of Oregon households conducted in even numbered years.

**143 - 144. Percentage of Oregon households below median income spending less than 30% of their household income on housing (including utilities): Home owners and home renters**

**Explanation:** A housing affordability rule of thumb says the proportion of a household's income spent on rent or mortgage payments and other housing expenses should be less than 30 percent. **Rationale:** Today, many low-income households pay a large portion of their income on housing-related costs, leaving too little money for

food, child care, health services, and other necessities. **Data source:** Oregon Housing and Community Services Department. The 1990 benchmark is from 1990 U.S. Census Bureau reports. Data for non-census years may be collected through the Oregon Population Survey, a random sample telephone survey of Oregon households conducted in even numbered years.

**145. Number of Oregonians who are homeless at some time in the last year**

**Explanation:** This benchmark measures the number of Oregonians who are without fixed nightly shelter at some time during a year. The benchmark is based on one-night survey counts of individuals in or turned away from homeless shelters on one night in November. **Rationale:** This is an indicator of basic welfare of Oregonians. **Data source:** Oregon Shelter Network, one night shelter counts.

**146. Household energy use per dollar of personal income (BTU per dollar)**

**Explanation:** This measures Oregon households' use of oil, natural gas, electricity, and gasoline per dollar of household income. **Rationale:** This benchmark measures Oregon's progress towards achieving energy efficiency, which reduces pollution and allows households to spend their income on other goods and services besides energy. Oregon desires to grow richer without a proportional increase in the use of energy which is harmful to the environment. **Data source:** Oregon Department of Energy.

**147. Percentage of the following accessible to Oregonians with disabilities: (a) Public use buildings; (b) Public transportation; (c) Recreational facilities**

**Explanation:** This benchmark is intended to measure the number of public buildings, public transportation, and public recreational facilities which are accessible to those with physical disabilities. Currently, there is no available measure. An ongoing Progress Board committee will make recommendations of suitable measurements, which will probably be collected through a survey. All public buildings built after January 1992 must comply with accessibility standards set out in the Americans with Disabilities Act.

**148. Percentage of streets in urban and suburban areas with adequate sidewalk access (e.g., curb cuts) for persons with mobility disabilities.**

**Explanation:** This benchmark will provide an indication of how well pedestrian facilities accommodate those with mobility impairments. Curb cuts are an example of adequate sidewalk access. This data will be collected through survey.

**149. Percentage of Access Oregon Highways built to handle traffic at a steady 55 mile-per-hour rate**

**Explanation:** This benchmark measures the extent to which the Access Oregon Highway system has been completed in accordance with the target design and operational standards for that system. **Rationale:** Approximately 92% of Oregon's population lives within 10 miles of Access Oregon Highways. This benchmark illustrates how well those highways are able to handle large amounts of traffic and use. **Data source:** Oregon Department of Transportation, Transportation System Monitoring.

**150. Percentage of Oregonians living in communities with daily scheduled inter-city passenger bus, van, or rail service**  
**\*1995 target met in 1993.**

**Explanation:** This benchmark measures the extent to which inter-city public transportation services are provided to Oregonians. **Rationale:** Inter-city bus, van, or rail service provides transportation alternatives for those who cannot or do not wish to drive. It also promotes more efficient use of highways and reduces the need to expand highways or build new ones. **Data source:** Oregon Department of Transportation, Transportation Development Branch.

**151. Percentage of Oregonians living within 50 miles of an airport with daily scheduled air passenger service**

**Explanation:** Daily scheduled air passenger service currently is available at the following Oregon airports: Portland International, Bend/Redmond, Pendleton, Salem, Eugene, Coos Bay/North Bend, Medford/Jackson County, and Klamath Falls. **Rationale:** Access to air passenger service is fundamental to the economic health of an area. **Data source:** Oregon Department of Transportation, Transportation Development Branch.

**152. Property damage per year in Oregon due to wildfires (millions of 1989 dollars; five-year rolling average)**  
**\*1995 target met in 1993.**

**Explanation:** This benchmark measures annual property damage caused by wildfires (forest and range fires) on 15.8 million acres of public and private land in Oregon protected by the State of Oregon, in 1989 dollars. This benchmark does not measure property damage caused by wildfires on U.S. Forest Service lands and forest lands managed by the Bureau of Indian Affairs in Oregon. For purposes of this benchmark, "property damage" means damage to real and personal property including timber and other natural resources. **Rationale:** An Oregon Department of Forestry study indicates that more than 187,000 homes in Oregon, worth a combined total of approximately \$4.6 billion, currently are in locations with a high potential for wildfires. The Department of Forestry, along with the Oregon Department of Land Conservation and Development and local planning, building code, and fire prevention agencies are developing various approaches to preventing wildfire damage in these areas. **Data source:** Oregon Department of Forestry.

**153. Structure fire damage per year in Oregon (millions of 1989 dollars; 5-year rolling average)**  
**\*1995 target met in 1991.**

**Explanation:** This is a five year rolling average of fire damage to structures. "Structures" include any permanent building, such as a, house, apartment complex, factory or warehouse. **Rationale:** This is an indicator of the effectiveness fire prevention programs, efficiency of fire protection, and overall awareness of fire. **Data source:** Office of the State Fire Marshal.

**154. Percentage of Oregonians living within counties with the capability to respond to a disaster and assist communities to recover fully from the effects.**

**Explanation:** This measures the share of Oregon's population which lives in a county that has a emergency management program which meets federal requirements. **Rationale:** This benchmark assesses how well counties can coordinate the response to and recovery from a natural or other disaster. **Data source:** Oregon State Police, Oregon

Emergency Management.

**155. Crime against persons (e.g., negligent homicide, forcible rape, other sex crime, kidnaping, robbery, aggravated assault, simple assault) reported per 1,000 Oregonians**

**Explanation:** This is a measure of violent crimes reported to law enforcement agencies in Oregon during a calendar year per 1,000 Oregon population. Future measures will contrast urban and rural areas on this dimension. **Rationale:** Crimes against persons represent the violent aspect of criminal activity. Reported crimes are one measure of the actual amount of this activity present in the community at large. The ratio of reported crimes to population controls for real changes in the population of the state. **Data Source:** Uniform Crime Reporting program of the Oregon Department of State Police. Population estimates are provided by the US Census. Population estimates are provided either by official census or estimates by Portland State University, Center of Population Research and Census.

**156. Crime against property (e.g., burglary, larceny, motor vehicle theft, arson, forgery/counterfeit, fraud, embezzlement, stolen property, vandalism) reported per 1,000 Oregonians.**

**Explanation:** This is a measure of property crimes reported to law enforcement agencies in Oregon during a calendar year per 1,000 Oregon population. Future measures will contrast urban and rural areas on this dimension. **Rationale:** Crimes against property represent the non-violent aspect of criminal activity, specifically that activity which results in the loss of property to the victim. Reported crimes are one measure of the actual amount of this activity present in the community at large. The ratio of reported crimes to population controls for real changes in the population of the state. **Data Source:** Uniform Crime Reporting program of the Oregon Department of State Police. Population estimates are provided by the US Census. Population estimates in non-census years are provided by Portland State University, Center of Population Research and Census.

**157. Behavioral crime (e.g., weapon laws, prostitution, drug laws, gambling, crimes against family, DUI, liquor laws, disorderly conduct, all other, curfew, runaway) reported per 1,000 Oregonians.**

**Explanation:** This is a measure of non-property and non-violent crimes reported to law enforcement agencies in Oregon during a calendar year per 1,000 Oregon population. Future measures will contrast urban and rural areas on this dimension. **Rationale:** Crimes of behavior represent the non-violent and non-property aspect of criminal. Reported crimes are one measure of the actual amount of this activity present in the community at large. The ratio of reported crimes to population controls for real changes in the population of the state. **Data Source:** Uniform Crime Reporting program of the Oregon Department of State Police. Population estimates are provided by the US Census. Population estimates in non-census years are provided by Portland State University, Center of Population Research and Census.

**158. Juvenile arrests per 1,000 juvenile Oregonians per year: (a) Crimes against persons; (b) Crimes against property; (c) Behavioral crimes**

**Explanation:** These are measures of juvenile criminal arrests reported by law enforcement agencies in Oregon during a calendar year per 1,000 Oregon juvenile population. Reported offenses by juveniles are

not possible since victims rarely know the age of the perpetrator. Person, property, and behavioral categories capture the full range of criminal activity for this group of individuals. Juveniles are considered any individual less than eighteen years old at the time of the arrest. Any court data used in conjunction with this measure will reflect a somewhat different pattern since age at the time of the commission of the offense is the determining factor for placement in the juvenile category. **Rationale:** Juvenile arrests represent a measure of the extent to which younger Oregonians are engaging in unacceptable and illegal activity. The true measure is not reflected in the current methodology since it is represented only by arrests. The ratio of juvenile arrests to juvenile population controls for real changes in the juvenile population of the state. **Data Source:** Uniform Crime Reporting program of the Oregon Department of State Police. Population estimates are provided by the US Census. Population estimates in non-census years are provided by Portland State University, Center of Population Research and Census.

**159. Percentage of paroled offenders reincarcerated within three years of initial release**

**Explanation:** Reincarceration is measured by the percentage of offenders paroled who return to prison for any reason within three years. Data reflect the percentage of those released the given year who are reincarcerated within three years (e.g. 1989 data reflect the percentage of paroled offenders who had returned to prison by 1992). Complete data for three year reincarceration were not yet available for 1991, 1992 or 1993. Preliminary data are listed for 1991 and 1992. **Rationale:** This is a critical measure of public safety and our ability to help felons succeed in the community. **Data source:** Oregon Department of Corrections Offender Profile System. Table: Cumulative Percentage of First Returns to Prison After First Parole Release.

**160. Number of communities involved in a community-based strategic plan for law enforcement**

**Explanation:** This is a measure of statewide development of community-policing plans as coordinated interagency efforts, consistent with statewide and regional policies, and driven by standard measures of enforcement effectiveness. **Rationale:** Achievement of this benchmark will help improve public safety in communities statewide, making them more responsive, more effectively linked with related efforts, and outcomes driven. **Data source:** Data for this benchmark will need to be developed. In response to direction provided by this benchmark, work has begun across the public safety community to develop a statewide cooperative policing plan.

**161. Time the judicial system takes to resolve cases**

**a. Civil cases disposed of in 18 months**

**\*1995 target met in 1993.**

**b. Domestic relations cases disposed of in 9 months**

**c. Felony cases disposed of in 6 months**

**Explanation:** These benchmarks and goals have been adopted by the Oregon Judicial Conference, and incorporate portions of national bar and judicial standards. **Rationale:** This is a measure of judicial fairness and efficiency. **Data source:** Judicial Department. Measures of Circuit Court only.

**162. Crime against persons: Arrests relative to share of adult population by community**

**Explanation:** This is a measure of violent crime arrests by racial/ethnic group reported by law enforcement agencies in Oregon during a calendar year. The measure is the ratio of share of total arrests to share of total population. **Rationale:** This is a measure of the overall homogeneity of the population with respect to violent crime activity and/or law enforcement response to activity within a particular racial/ethnic group. This measure should not be taken as a true measure of criminal activity in the racial/ethnic population since both offender behavior and law enforcement activity/policy dictates arrests. **Data Source:** Uniform Crime Reporting program of the Oregon Department of State Police. Population estimates are provided by the US Census.

**163. Crime against property: Arrests relative to share of adult population by community**

**Explanation:** This is a measure of non-violent property crime arrests by racial/ethnic group reported by law enforcement agencies in Oregon during a calendar year. The measure is the ratio of share of total arrests to share of total population. **Rationale:** This is a measure of the overall homogeneity of the population with respect to property crime activity and/or law enforcement response to activity within a particular racial/ethnic group. This measure should not be taken as a true measure of criminal activity in the racial/ethnic population since both offender behavior and law enforcement activity/policy dictates arrests. **Data Source:** Uniform Crime Reporting program of the Oregon Department of State Police. Population estimates are provided by the US Census.

**164. Behavioral crime: Arrests relative to share of adult population by community**

**Explanation:** This is a measure of non-violent and non-property crime arrests by racial/ethnic group reported by law enforcement agencies in Oregon during a calendar year. The measure is the ratio of share of total arrests to share of total population. **Rationale:** This is a measure of the overall homogeneity of the population with respect to non-violent and non-property crime activity and/or law enforcement response to activity within a particular racial/ethnic group. This measure should not be taken as a true measure of criminal activity in the racial/ethnic population since both offender behavior and law enforcement activity/policy dictates arrests. **Data Source:** Uniform Crime Reporting program of the Oregon Department of State Police. Population estimates are provided by the US Census.

**165 - 166. Victimization rates: Homicides and Bias crimes per 100,000 community adult population**

**Explanation:** This is a measure of incidence of crimes by race or ethnicity of the victim, weighted by the victim's group's share of the overall population. **Rationale:** These are measures of the relative public safety of racial and ethnic communities in Oregon. They help describe the challenge we face in making all Oregonians safer. **Data source:** Report of Criminal Offenses and Arrests, and Report of Criminal Offenses Motivated by Prejudice, Criminal Justice Services Division, and Census data on community percentage of overall state population. Data are not available for crime victims generally. Population estimates are provided by the US Census.

**167. Number of arts events attended per capita in Oregon per year**

*\* 1995 target met in 1993.*

**Explanation:** This benchmark measures attendance at arts events in Oregon as compared to Oregon's population. For purposes of this benchmark, "arts events" means public events of the following art forms: theater, music, visual arts, dance, opera, literary arts, media arts, photography, crafts, folk arts, interdisciplinary arts, and multi-disciplinary arts. This benchmark does not measure attendance at commercial movie theaters or at small private art galleries. Nor does it distinguish between attendance by Oregonians and non-Oregonians. **Rationale:** Arts are an important part of our social infrastructure. **Data source:** Oregon Arts Commission.

**168. Rank in per capita arts funding**

**a. State funding (out of 56 states and territories)**

**b. Private funding**

**Explanation:** This state funding benchmark measures Oregon's rank in per capita state funding for non-profit arts agencies. Research will continue into the sources and amounts of private arts funding. **Rationale:** While we are interested in total philanthropy (public and private) to the arts, only state funding has a reliable, comparable source. **Data source:** Oregon Arts Commission.

**169. Percentage of counties with significant cultural exchange opportunities**

**Explanation:** This benchmark is a place holder. It will be an indicator of how "international" communities are. Further definition of "cultural exchange opportunities" must be made. A survey will need to be conducted to gather this information.

**170. Percentage of Oregonians served by a public library which meets minimum service criteria**

**Explanation:** This benchmark measures the extent to which Oregonians are served by public libraries which meet minimum service criteria established by the Oregon State Library. For purposes of this benchmark, "served by" means residing in the service area of a legally established public library which receives tax support for providing service. As of 1993 approximately 6% of the total population of Oregon reside in areas where they are not taxed to support public library service. The "minimum service criteria" are: (1) The library is legally established and makes basic services available to citizens within its tax-supporting service area without charge; (2) The library is open a minimum of 20 hours per week; (3) Staff consists of one paid staff person per 4,000 persons in service area or 0.5 FTE, which ever is greater and populations over 10,000 must have a full-time paid professional librarian (with a Master of Library Science); (4) Collection is 5,000 books or one volume per capita, which ever is greater; (5) Children's programming is provided. **Rationale:** 81% of Oregon adults reported that they used a public library or a public library service in 1994. Public libraries make major contributions to achieving the Oregon Benchmarks by providing educational resources and services to preschool children, by providing information to students, businesses, and citizens, and by contributing to the quality of life in communities throughout Oregon. Benchmarks targets will not be met until all Oregonians are served by a public library that meets the minimum standards established by the State Library. **Data source:** Oregon State Library, Oregon Public Library Statistical Report

**171. Percentage of eligible Oregonians registered to vote**

*\* 1995 target met in 1994.*

**Explanation:** In determining the number of Oregonians legally entitled to vote, the voting age population (age 18 and older) for the particular year is reduced by the estimated number of Oregonians who are ineligible to vote due to their status as aliens (non-citizens), institutionalized persons (legally incompetent), imprisoned felons, or mobiles (insufficient time of residency). **Rationale:** Voter registration is one indication of public participation in the governmental process and overall civic involvement. **Data source:** Secretary of State's Office, Elections Division.

**172. Percentage of eligible Oregonians who vote**

**Explanation:** This benchmark measures the extent to which Oregonians who are legally entitled to vote do so. It measures the average eligible voter participation in a gubernatorial and presidential election (the voter participation in the current year general election (e.g., 1994) and the previous general election (e.g., 1992)). In determining the number of Oregonians legally entitled to vote, the voting age population (age 18 and older) for the particular year are reduced by the estimated number of Oregonians who are ineligible to vote due to their status as non-citizens, institutionalized persons, imprisoned felons, or mobiles (insufficient time of residency). The benchmark data are not adjusted in any way to account for the number of Oregonians who were registered to vote in a given year. The number of Oregonians legally entitled to vote and the number of Oregonians who voted in a given year are calculated irrespective of the number of Oregonians who are registered in that year. **Rationale:** Voting is one indication of public participation in the governmental process and overall civic involvement. **Data source:** Secretary of State's Office, Elections Division.

**173. Oregon's ranking among states in percentage of adults who vote**

*\* 1995 target met in 1992.*

**Explanation:** This benchmark measures voter turnout in Oregon compared to voter turnout in other states. **Rationale:** Voting is one indication of public participation in the governmental process and overall civic involvement. **Data source:** U.S. Census Bureau. The benchmarks for 1980 and 1990 were calculated based on the average percentage of voter turnout in the presidential elections occurring during or nearest in time to that year. For 1980, this was the 1980 election.

**174. Percentage of Oregonians who volunteer at least 50 hours of their time per year to civic, community, or nonprofit activities**

**Rationale:** This benchmark is intended to measure the extent to which Oregonians seek to improve the quality of life in their communities by actively participating in civic, community, and nonprofit activities. **Data source:** Oregon Population Survey, a random sample telephone survey of Oregon households conducted in even numbered years. Data for 1992 are self-reported as hours per year. Data for 1994 are self-reported as hours per month and months per year.

**175. Percentage of Oregonians who understand the Oregon tax system and where tax money is spent**

**Explanation:** This measures the percentage of Oregonians who know both the main source of state general fund revenues and the main category of state general fund expenditures. **Data source:** Survey of



*State and Local Government Issues In Oregon*, a mail survey conducted annually by Oregon State University.

**176. Percentage of Oregonians who feel they are a part of their community**

**Explanation:** This is the percentage of Oregonians who feel strongly or somewhat a part of their community. **Rationale:** This is a measure of Oregonians' connection to their communities. **Data source:** *Oregon Population Survey*, a random sample telephone survey of Oregon households conducted in even numbered years.

**177. Percentage of Oregonians with economic access to health care**

**Explanation:** The purpose of this benchmark is to measure affordability and cost as barriers to Oregonians' access to health care services and facilities. Currently, this measures the percentage of Oregonians who report being covered by health insurance. The targets anticipate implementation of the Oregon Health Plan. **Rationale:** Use of the insurance-related benchmark should not be interpreted to mean that the insurance model is presumed to be the best way to increase the number of Oregonians with economic access to health care. Lack of access to health care threatens both health and self-sufficiency, and imposes greater future costs on all Oregonians. Those who do not seek health care when they first need it risk developing much more serious problems or health emergencies through delay. **Data source:** *Oregon Population Survey*, a random sample telephone survey of Oregon households conducted in even numbered years. Racial and ethnic data are based on supplemental samples of approximately 300 and 400 households, respectively in 1992 and 1994, from each community. Part (g) persons with disabilities was added by the Progress Board in 1994, and will have to be further researched.

**178. Percentage of Oregonians with geographic access to health care**

**Explanation:** This benchmark measures the extent to which Oregonians have geographic access to basic health care services. The benchmark data are based on federal criteria for geographic access to doctors and other medical professionals in federally-designated Health Manpower Shortage Areas (HMSAs) within Oregon. **Rationale:** Geographic access to health care is among the most important quality of life issues in rural Oregon. Access has become an increasing concern of those who would move to, or want to remain in many small Oregon communities. **Data source:** Oregon Health Division, Office of Health Policy.

**179. Percentage of families with a member with a disability who request and receive in-home support**

**Explanation:** This measures the percentage of families with a member with a disability who request help in the form of in-home support who actually receive it. "In-home support" can be provision of training to family members, assistance in modifications to a home for wheelchair access, or respite care. The data listed for 1992 only illustrates families with a developmentally disabled member. Future data will include all types of disability. **Rationale:** Many persons with disabilities could live at home if a small expenditure was made on basic in-home services. **Data source:** Mental Health and Developmental Disability Services Division, Senior and Disabled Services Division, and the Oregon Family Support Council.

**180. Percentage of Oregonians with access to public or private treatment for mental or emotional problems: (a) Adults; (b) Children**

**Explanation:** Currently there is no tracked indicator of access to mental health treatment. Further research must be done in conjunction with Mental Health and Developmental Disabilities Division to define "access" and what types of treatment should individuals have easy access to.

**181. Percentage of Oregonians seeking long-term care who access it: (a) Seniors; (b) Persons with disabilities**

**Explanation:** Many seniors and persons with disabilities require long term care services. This measures their ability to access the services they need. **Rationale:** This benchmark recognizes that people can choose from among a variety of community based and institutional settings for long term care, including living at home with an in-home provider, substitute homes such as adult foster care and assisted living, and nursing facility care. **Data source:** Further research must be conducted to gather appropriate data.

**182. Percentage of child care facilities which meet established basic standards**

**Explanation:** Child care facilities are child care centers, family child care providers, and group child care homes. Basic standards include minimal health and safety requirements for child care facilities. **Rationale:** Nearly 50% of Oregon families rely on non-familial supplemental care for their children. Currently, many child care providers are exempt from state standards. As a result, care which is unsafe may be legal, and parents must rely on their own resources to determine whether or not a child care setting is safe for their child. **Data source:** Child Care Division of the Oregon Employment Department.

**183. Number of identified child care slots available for every 100 children under age 13**

*\* 1995 target met in 1994.*

**Explanation:** "Child care slots" are the number of children which unrelated individual and institutional child care providers in Oregon have the capacity to serve. "Identified" child care slots are those that are regulated by the Child Care Division or enrolled with child care resources and referral agencies. **Rationale:** This benchmark estimates supply of child care. It is based on national experience that 25 child care slots per 100 children under 13 is sufficient to meet demand for that care. **Data source:** Child Care Division of the Oregon Employment Department.

**184. Percentage of families for whom child care is affordable**

**Explanation:** This is the percentage of families who pay for child care who spend less than 10 percent of their income for that care. **Rationale:** Affordability of child care limits access to quality child care. The relative cost of care to household income is more significant than the absolute cost of care. Fifty nine percent of households earning less than \$25,000 per year spend more than 10 percent of their income for it, compared to 11 percent of those with \$45,000 or more. By contrast, the average dollars spent on child care is relatively flat across income groups. **Data source:** Child Care Division of the Oregon Employment Department.

**185. Real per capita personal income as a percentage of the U.S. real per capita income**

**Explanation:** Per capita personal income is total personal income divided by the total population for the United States, Oregon, and regions within the state. The figures are stated in 1990 constant dollars. Regional definitions are groupings of counties: Portland Metro (Clackamas, Multnomah, Washington, Yamhill); North Coast (Columbia, Clatsop, Lincoln, Tillamook); Southwest (Coos, Curry, Douglas, Jackson, Josephine); Columbia (Gilliam, Hood River, Morrow, Sherman, Umatilla, Wasco, Wheeler); Willamette Valley (Benton, Lane, Linn, Marion, Polk); Central (Crook, Deschutes, Jefferson); South Central (Grant, Harney, Klamath, Lake); Eastern (Baker, Malheur, Union, Wallowa). **Rationale:** As Oregon makes progress toward a variety of its economic goals, the earnings of Oregonians should improve dramatically. Data are presented for all regions of the state to indicate that this improvement in earnings should occur throughout Oregon. **Data source:** Per capita personal income data are published annually by the U.S. Bureau of Economic Analysis in its *Survey of Current Business* publication. The Implicit Price Deflator (Personal Expenditure Section) was used to convert figures to 1990 dollars.

**186. Income per capita as a percentage of Oregon overall per capita income among racial/ethnic groups**

**Explanation:** This measures the per capita incomes of racial and ethnic groups relative to the overall per capita incomes of all Oregonians. **Rationale:** Oregon's goals to increase incomes for all Oregonians must include indicators for those who have historically had lower incomes, to insure they are not left behind. **Data source:** U.S. Bureau of the Census. Statistically significant per capita income data for racial and ethnic groups is available only through the decennial Census of Population and Housing. Part (f) persons with disabilities was added by the Progress Board in 1994. Further research will have to be conducted to provide data for this indicator.

**187. Female to male ratio of the mean annual earnings of full time workers**

**Explanation:** This measure compares how the average annual earnings of full time working women compares to the average annual earnings of men. Data for 1980 reflect earnings of workers 15 and older. Data for 1990 reflect earnings of workers 18 and older. Because of these differences, the data are not directly comparable. **Rationale:** This benchmark attempts to address gender disparities in the workplace. We should strive to pay equivalent wages for equivalent work. **Data source:** U.S. Bureau of the Census. Statistically significant data is available only through the decennial Census of Population and Housing.

**188. Level of real per capita income (1990 State = 100%)**

**Explanation:** This shows how well regions compare with the state as a whole. It indicates change in real per capita income with 1990 state per capita income as the base year. **Rationale:** This is another way to chart how regions of the state are doing compared to the state as a whole and compared to their own historical levels of real per capita income. **Data source:** Per capita personal income data are published annually by the U.S. Bureau of Economic Analysis in *Survey of Current Business*. The Implicit Price Deflator (Personal Expenditure Section) was used to convert figures to 1990 dollars.

**189. Percentage of Oregon households that report having net assets greater than \$10,000 (in current dollars).**

**Explanation:** This measures total assets (including savings, possessions, and real-estate), less household debts such as mortgages, loans, and credit card balances. **Rationale:** Oregonians who have assets are better able to plan for the future and have a cushion against setbacks. **Data source:** Oregon Population Survey, a random sample telephone survey of Oregon households conducted in even numbered years.

**190. Average annual payroll per worker (all industries, 1990 dollars)**

**Explanation:** This measures total payroll for all industries divided by annual average employment in all industries. It is a gauge of the change in incomes per worker. **Rationale:** We measure this as a complement to the per capita income benchmarks. It helps us see how each worker is faring, rather than just charting personal income (which may include two worker families). The distinction is important because real per capita incomes have increased over the past two decades, primarily due to an increase in the percentage of the population that is working and in spite of a decline in average real payroll per worker. This is also a surrogate for measuring productivity and standard of living. **Data source:** Covered Employment and Payrolls; Oregon Employment Department Figures are converted to 1990 dollars using the Consumer Price Index (Portland Metro section).

**191. Percentage of Oregonians with incomes above 100% of the Federal poverty level**

**Explanation:** This is a measure of the percentage of the population which is above the Federal poverty level. **Rationale:** This benchmark measures the percentage who are able to maintain incomes above the Federal poverty level. Inclusion of this benchmark highlights Oregon's efforts to increase the skills and employability of those in poverty and to add them to the work force in jobs that provide incomes greater than the poverty level. **Data source:** Data for 1980 and 1990 are from the decennial Census. Data for 1992 and 1994 are from *The Oregon Population Survey*, a random sample telephone survey of Oregon households conducted in even numbered years. Racial and ethnic data for 1992 are based on supplemental samples of approximately 300 households from each community.

**192. Percentage of Oregonians with incomes above 125% of the Federal poverty level**

**Explanation:** This is a measure of poverty that is roughly comparable to the national measure of the group of people who have income less than 125% of the official national poverty income level (adjusted by family size). **Rationale:** This benchmark addresses the need to raise a larger share of Oregon's population beyond just the poverty level. Inclusion of this benchmark in this section implies that the state will find ways to increase the skills and employability of those in poverty and to add them to the work force in jobs that provide incomes greater than 125% of the poverty level. **Data source:** Oregon Employment Department makes an annual estimate, for the Job Training Partnership Act Administration, of the number of individuals age 14 and older in Oregon with incomes 125% of the poverty level. The decennial Census of Population and Housing provides data for census years.

**193. Percentage of Oregonians in the middle income range**

**Explanation:** The middle income range is defined as the range of adjusted gross income (AGI) from 50% of average AGI to 150% of average AGI. AGI is a measure of income from all sources, reduced by items such as alimony payments and deposits to individual retirement accounts. The percentage of Oregonians in this range is roughly estimated by the number of state personal income tax returns in this range. **Rationale:** Disparities of wealth and poverty are often associated with crime, social unrest, shortages of skilled labor, and undeveloped and unused talent. Strategies to reduce crime and social unrest and to increase skills and earnings should result in increases in the percentage of Oregonians in the middle income range. **Data source:** Adjusted gross income data are published annually by the Oregon Department of Revenue. The data used for this benchmark are the AGIs of those people filing full-year personal income tax returns.

**194. Percentage of Oregonians employed in a job that pays wages of 150% or more of poverty (for a family of 4)**

**Explanation:** This is a measure of the percentage of the population of working Oregonians which is 50% or more above the Federal poverty level. **Rationale:** Inclusion of this benchmark highlights Oregon's efforts to increase the skills and employability of those in poverty and to add them to the workforce in jobs that provide incomes greater than the poverty level. **Data source:** 1991, 1992, and 1993 *Current Population Survey*, a telephone survey of approximately 600 Oregon households.

**195. Percentage of Oregonians employed outside the Portland tri-county area**

**\* 1995 target met in 1993.**

**Explanation:** This benchmark measures the percentage of non-agricultural wage and salary employment which occurs outside of the Portland tri-county (Clackamas, Multnomah, and Washington counties) area. Total non-agricultural employment for Oregon was: 1980: 1,044,600, 1990: 1,209,400, 1993: 1,310,400. **Rationale:** Oregon's population and employment during the 1980s shifted from rural areas of the state toward urban areas. Although the percentage of Oregon's population represented by the Portland area is relatively lower than the share of urban populations in most western states, Oregon needs to forestall continued rural decline and growth-related urban problems. This benchmark underscores the importance of maintaining the geographic diversity of the state's economy and employment. **Data source:** Non-Agricultural Wage and Salary Employment, Oregon Employment Department. For 1992 and beyond, data from Clark County, Washington, Columbia, and Yamhill Counties are subtracted from the Portland Metropolitan Statistical Area data to get a tri-county figure.

**196. Percentage of Oregonians employed outside the Willamette Valley and the Portland tri-county area**

**\* 1995 target met in 1993.**

**Explanation:** This benchmark measures the percentage of non-agricultural wage and salary employment which occurs outside the Portland tri-county area and the Willamette Valley (Benton, Clackamas, Lane, Linn, Marion, Multnomah, Polk, Washington, and Yamhill counties). **Rationale:** See note, above. **Data source:** Non-Agricultural Wage and Salary Employment, Oregon Employment Department.

**197. Unemployment Rate (civilian labor force, annual average)**

**Explanation:** This measures the civilian labor force unemployment rate for persons 16 years and older. Statistically significant unemployment rates for racial and ethnic group are only available through the decennial census. Note that the unemployment rates for 1990 are for April, 1990, and is not a yearly average. **Rationale:** The unemployment rate is an indication of the health of the Oregon economy. Additionally, unemployment is often disproportionate by race or ethnicity. **Data source:** 1990, U.S. Census of Population and Housing, STF 3. All other data from "Annual Average Civilian Unemployment Rates (CPS Adjusted)" table from the Workforce Analysis Section, Employment Department.

**Diverse Industry (198- 212)**

*Unless noted, the following definitions of total payroll and per worker payroll apply to all industries listed.*

**a. Total payroll**

**Explanation:** This measures the real (in constant 1990 dollars) total payroll for each industry. **Rationale:** This benchmark underscores the need to improve the overall competitiveness of Oregon's industries. Improved competitiveness should lead to growth in the industry, including increasing employment and payroll. **Data source:** Covered Employment and Payrolls, Oregon Employment Department. Consumer Price Index for the Portland metropolitan area used to convert figures to 1990 dollars.

**b. Per worker payroll**

**Explanation:** This measures total annual payroll in the industry divided by the average annual employment in the industry. **Rationale:** This benchmark underscores the need to improve wages of Oregonians through increasing the skills and productivity of Oregon's workers. **Data source:** Covered Employment and Payrolls, Oregon Employment Department. Consumer Price Index for the Portland metropolitan area used to convert figures to 1990 dollars.

**198. Professional Services:** The professional service industry includes sectors that provide services to businesses, such as depository institutions, insurance firms, legal services, and business services.

**199. Forest Products:** The forest products industry includes forestry, forest nurseries, timber tracts, lumber and wood products (primary and secondary processing), furniture, and paper and allied products.

**199c. Per worker payroll in value added manufacturing**

**Explanation:** This measures the extent to which growth (in real terms) in per worker payroll is occurring in "value added" manufacturing. The forest products industry includes the following SIC codes: 0811, 0831, 0851, 2400-2499, 2511, 2512, 2517, 2521, 2541, and 2600-2699. What is considered value added is arbitrary. We have defined value added sectors as all these sectors except SIC codes 0811, 0831, 0851, 2411, 2412, 2435, and 2436. **Rationale:** With the current and anticipated declines in the primary forest products sector in Oregon, expansion of Oregon's secondary wood products industries is a high priority. This effort will at least partially replace jobs and income lost from the declining primary wood products sector. **Data source:** Covered Employment and Payrolls, Oregon Employment Department. **199d. Percentage of total employment in value added manufacturing**

**Explanation:** This measures the employment in "value added" manufacturing sectors divided by the total forest products industry employment. **Rationale:** See part 199c, above. **Data source:** Covered

**200. Visitor Industry:** The visitors industry provides services and goods to tourists and other visitors. The data are based on a study by Dean Runyan Associates for the Oregon Tourism Department.

**200a. Total Payroll (in millions of 1990 dollars)**

**200b. Per worker payroll**

*Data Source:* Economic Impact and Visitor Volume in Oregon, Dean Runyan Associates

**200c. Total visitor industry expenditures by non-Oregonians (in billions of 1990 dollars)**

*Explanation:* This measure includes expenditures by non-resident visitors in Oregon for accommodations, food, recreation, fuel, and other expenses. *Rationale:* Oregon's visitor industry has grown substantially over the past decade. The *Oregon Shines* vision of the visitor industry projects rapid growth during the 1990s as well. The visitor industry is assisting many rural communities in the transition from sole dependence on natural resources extraction and processing. It is a valuable part of a diversified economy. *Data source:* Non-resident visitor expenditures are estimated annually through surveys commissioned by the Oregon Economic Development Department's Tourism Division. The benchmark is derived from estimates of "non-resident visitor direct economic impact." Expenditures are converted to 1990 dollars using the Consumer Price Index for the Portland Metropolitan area.

**200d. Percentage of visitors who are from another country**

*Explanation:* This data was compiled from the Oregon Tourism Division's Visitor Profile and Economic Impact reports and research from the United States Travel and Tourism Administration. *Rationale:* International visitors are a desirable market segment because they take longer vacations and spend up to twice the money of domestic visitors. In addition, the international markets represent the greatest growth areas for Oregon as visitors from other countries seek new experiences and trade barriers are relaxed. This measure will gauge, in part, how international Oregon is becoming. *Data Source:* Oregon Travel and Tourism Visitor Profile, Market and Economic Impact, Dean Runyan Associates.

**201. High Technology:** The high technology industry includes development and production of machines controlled in part by software. It also includes silicon crystal growth and manufacture of electronic and computer equipment.

**202. Agricultural Products:** This sector includes activities related to commercial production, value-added processing and marketing of plants and animals. Examples include cattle, nursery products, ice cream, and beverages. These numbers are being reviewed and will be updated based on a refined definition of which business sectors to include in the agriculture industry. There are two concerns with the current data: (1) Under current law farms with quarterly payroll of less than \$20,000 or employing fewer than 10 persons (in each of 20 separate weeks during any calendar year), are exempt from unemployment insurance reporting. Because the wage and employment data used to develop benchmarks is based on UI covered payroll, the total payroll and number of workers reported for the agriculture sector is not complete. (2) Independent investigation indicates a sharp increase in the number of workers hired by the food processing industry through temporary agencies and labor cooperatives, rather than by direct hire. This results in lower

employment and payroll being reported by this sector of the agriculture industry.

**202c. Per worker payroll value added**

*Explanation:* This measures the extent to which growth (in real terms) in per worker payroll is occurring in "value added" manufacturing. What is considered value added is arbitrary, but we include processes that increase the value of a raw material (after primary processing) before it is sold. Most of value added production in this sector is food processing. The agricultural products industry measured here includes the following SIC codes: 01, 02, 07, 20 (excluding 2091 and 2092). Value added payroll includes SIC code 20 (excluding 2091 and 2092).

*Rationale:* This benchmark is important because it provides a measure of the skills, capitalization, and other factors of productivity and competitiveness of workers in the value added portion of this industry.

*Data source:* Covered Employment and Payrolls, Oregon Employment Department

**202d. Percentage of agricultural gross state product in food processing**

*Explanation:* The agricultural industry includes food and kindred products, agricultural services, farming, and fisheries. Gross state product is a measure of the gross market value of goods and services produced by an industry. *Rationale:* Agriculture is Oregon's second largest basic industry, but the state does not take full advantage of the opportunity to add value to agriculture products. Many commodities are shipped in bulk to processors elsewhere. This benchmark is intended to help increase in-state processing of agricultural products.

*Data source:* Oregon Department of Agriculture.

**202e. Percentage of employment in value added manufacturing**

*Explanation:* This measures the employment in "value added" manufacturing divided by the total agricultural products industry employment. *Rationale:* See part c, above. *Data source:* Covered Employment and Payrolls, Oregon Employment Department.

**203. Environmental Services:** The environmental services industry includes waste management, pollution controls, environmental management and services, and recycling services.

**204. Primary and fabricated metals:** This industry includes smelting, refining, and milling primary metals, as well as production of structural components, hardware, stampings, and metal cans and containers.

**205. Software:** The software industry includes the design, development, and marketing of programs used to control microprocessors, found in equipment such as televisions, VCRs, aircraft, and computers.

**206. Aerospace:** The aerospace industry includes design and manufacturing of aircraft and spacecraft, including parts and accessories.

**207. Plastics:** This industry focuses on products that are composed primarily of polymers that can be injected, molded, or laminated into objects. It also consists of products composed of resins and synthetic rubber.

**208. Biotechnology:** The biotechnology industry includes any technology which uses living organisms (or parts thereof) to produce or modify products. It includes processes in pharmaceutical,

agricultural, diagnostic, and chemical fields.

**209. Fisheries** The fisheries industry consists of harvesting, processing, distributing, and marketing of finfish and shellfish. It does not include recreational fishing. Most individual fisher persons are not counted in Covered Employment and Payroll data, so this measure is derived from a severe undercount of employment and payrolls.

**209c. Per worker payroll in value added**

*Explanation:* This measures the extent to which growth (in real terms) in per worker payroll is occurring in "value added" manufacturing. What is considered value added is arbitrary, but we include processes that increase the value of a raw material (after primary processing) before it is sold. The fisheries industry includes the following SIC codes: 0912, 0913, 2091, and 2092. Value added measures SIC codes 2091 and 2092. *Rationale:* This benchmark is important because it provides a measure of the skills, capitalization, and other factors of productivity and competitiveness of workers in the value added portion of this industry. *Data source:* Covered Employment and Payrolls, Oregon Employment Department.

**210. Mining** The mining industry includes extraction and processing of precious metals and minerals. It does not include sand, stone, and gravel production.

**211. Film and Video** The film and video industry consists of commercially valuable film and video production, and includes writing, directing, cinematography, processing, and location scouting. It does not include distribution activities.

**212. Arts Industry**

*Explanation:* The arts industry is comprised of a multitude of occupations. There are professional artists (potters, painters, actors, architects, landscapers, etc.) as well as those who work for the agencies who are artistic endeavors (museum employees, theater employees, contractors, etc.) The data we present on employment is based on a sample from the Oregon Arts Commission of non-profit organizations. An additional survey must be conducted to include private arts organizations. *Rationale:* Although the data available for this benchmark severely under counts the employment of the arts industry, we feel that the industry is important enough to include here. We must realize that the arts industry is an important part of our social and economic infrastructure. *Data source:* Oregon Arts Commission.

**213. Small business startups per 1,000 population**  
\* 1995 target met in 1992.

*Explanation:* This measures the number of small businesses who apply for a business license in a year. A small business is a manufacturing firm of less than 500 employees, a retail firm with less than \$2.5 million in sales, or a service firm with less than \$2.5 million in sales. *Rationale:* Small business has been characterized as the base of a healthy economy, and Oregon is recognized as a small business state. Despite our preponderance of small businesses, we can improve Oregon's ability to encourage new business startups and expansions to take advantage of new markets and technologies. This measure captures ease of entry into the marketplace, business vitality, optimism, entrepreneurial activity, and innovation. Raising this benchmark will enhance the vitality of Oregon's economy. *Data source:* State of Small Business Report, Federal Small Business Administration.

**214. Percentage of companies that adopt high performance work organization practices**

**Explanation:** This indicator measures the rate at which Oregon employers' are adopting a set of four fundamental practices: focus on customers; involving employees in decisions that affect their jobs; support of teamwork through specific programs and training; and demonstrably effective continuous improvement orientation. **Rationale:** Increasing per capita and per worker incomes depends both on increasing the skills of Oregon workers and upon fostering businesses which can fully use those skills. Oregon's education reform measures are premised upon a workplace that requires teamwork, communication, less hierarchy, greater responsibility and shared responsibility. It is critical to understand the current workplace for developing economic and education strategies. Companies which are high performance work organizations create high-skilled, high wage employment opportunities. **Data source:** *Oregon Works II: 1994 Survey of Oregon Employers*, Oregon Economic Development Department.

**215. Percentage of employers who engage in student structured work experience programs**

**Explanation:** This measures the rate at which employers contract with schools to provide work experiences for students. Under education reforms in Oregon, the Certificate of Advanced Mastery (CAM) will include a workplace learning for all students. As that system is implemented this benchmark will be replaced by a measure of CAM attainment. **Rationale:** Increasing per capita and per worker incomes depends on improving business factors such as worker skills. Employers must be a partner in helping to improve the skills of new workers. **Data source:** *Oregon Works and Oregon Works II: 1994 Survey of Oregon Employers*, Oregon Economic Development Department.

**216. Percentage of employers who engage in formal apprenticeship programs**

**Explanation:** This measures employer participation in apprenticeship programs. **Rationale:** This benchmark complements the existing benchmark for apprenticeship participation of Oregonians. Employers must be a partner in helping to improve the skills of new workers. This benchmark focuses attention on the need for employers to improve the skills of their incoming workers and, ultimately, the competitiveness of their companies through apprenticeship programs. **Data source:** *Oregon Works and Oregon Works II: 1994 Survey of Oregon Employers*, Oregon Economic Development Department.

**217. Percentage of total employee time actually used for on-the-job training**

**Explanation:** This is a broad indicator of employers' efforts to train their employees. It replaces "Percentage of employer payroll dedicated to training and education," which is not tracked consistently among employers. Employer use this training in orientation for new employees and to upgrade skills for new products, processes, and services. **Rationale:** Continued employer investment in worker development bolsters competitiveness and productivity. As a consequence, it will also help prevent or reduce worker displacement. **Data source:** *Oregon Works II: 1994 Survey of Oregon Employers*. Five percent is the modal (most commonly offered) response.

**218. Percentage of employers who offer child care benefits**  
**\*1995 target met in 1994.**

**Explanation:** This measures the percentage of employers that provide child care benefits to their employees. Benefits can take any form, from on-site provision of child care services to credits to purchase child care. **Rationale:** To be competitive as a state, Oregon must draw on the talents of all of its potential workforce. With the changing structure of the family and the labor force, many workers need child care to be able to accept employment. In addition, child care at or near the workplace increases parent/workers' peace of mind and focus on their work. **Data source:** *Oregon Works and Oregon Works II: 1994 Survey of Oregon Employers*, Oregon Economic Development Department.

**219. Concentration of Oregon's employment in manufacturing relative to the national concentration**

**Explanation:** This measure is a location quotient. It divides Oregon's percentage of employment in manufacturing by the comparable national figure. The resulting quotient indicates the extent to which Oregon's employment in manufacturing is greater or smaller than the national average. **Rationale:** Manufacturing has traditionally been a source of high-wage jobs and income producing exports. Oregon wants to maintain its high-wage manufacturing base and expand its exports. Maintaining the state's manufacturing sector at a levels comparable to the national level is a conservative goal. **Data source:** *Non-Agricultural Wage and Salary Employment*, Oregon Employment Department. The U.S. Bureau of Economic Analysis publishes comparable national data in *Survey of Current Business*.

**220. Percentage of manufacturing employees outside the state's five largest manufacturing sectors**

**Explanation:** The state's largest manufacturing industries are: lumber and wood products, food and kindred products, electronic and other electrical equipment, machinery, and printing and publishing. This benchmark uses, as a definition of "industry," the two-digit Standard Industrial Classification (SIC) code groupings. **Rationale:** Oregon's economy has relied heavily on just a few major industries, especially lumber and wood products, which has resulted in the depression of the entire state economy during an industry downturn. Industry downturns may be caused by events such as cycles in the national economy, natural disasters, or changes in the competitive position of the industry. Oregon needs a more diversified economy, relying less on any one or two industries. This benchmark is not intended to reduce employment in Oregon's largest manufacturing industries, but rather to build up other types of manufacturing so Oregon will have a more balanced, less vulnerable economy. **Data source:** *Non-Agricultural Wage and Salary Employment*, Oregon Employment Department.

**221. Percentage of professional services exported (imported) relative to Oregon industry demand**

**Explanation:** The professional services industry includes finance, insurance, business services, engineering and management services, and legal services. This group traditionally provides services to the business community. The benchmark is a location quotient. It identifies Oregon's proportion of non-agricultural wage and salary employment in professional services relative to the national proportion. A proportion of less than one indicates that we import services. **Rationale:** Oregon has a low percentage of its employment

in producer services when compared to the national average. This implies that, on average, we "import" these services from elsewhere. A lack of sufficient services in the state may inhibit business formation or it may increase business costs. **Data source:** Data are published employment estimates from the Oregon Employment Department and the U.S. Bureau of Labor Statistics.

**222. Total value of imports and exports through the Columbia-Snake River Customs District (billions of 1990 dollars)**

**Explanation:** This benchmark measures the total value (in 1990 dollars) of imports and exports through the Columbia-Snake Customs District. **Rationale:** Less reliance on sectoral and regional business cycles is an important part of the diversification of Oregon's economy. This also measures Oregon's role as a gateway to world markets. **Data Source:** US Department of Commerce, Bureau of the Census, Data User Services Division, Washington DC 2-233. Data are in 1990 US Dollars. Customs District data are compiled from export and import documents at the point of entry to or departure from the US. The data track the movement of goods through the Columbia Snake Customs District (Comprised of Oregon, southern Washington, and Idaho), including air, land, and sea, by dollar volume, and with all countries.

**223. Percentage of manufactured goods sold outside the United States**

**Explanation:** Manufactured goods include durable and non-durable products (SIC 20-39). They do not include commodities such as grain or services such as banking or insurance. **Rationale:** The importance of international trade to the United States, and especially to Pacific Rim states such as Oregon growing. To thrive in this more global marketplace, Oregon and the nation will need to take advantage of opportunities in newly opened international markets, thus increasing exports of manufactured goods. **Data source:** Value of shipments data are gathered from the Annual Survey of Manufacturers, US Department of Commerce. Value of foreign exports data are gathered from the US Department of Commerce, CENSUS, State Export Series produced by the University of Massachusetts Institute for Social and Economic Research (MISER).

**224. Oregon's rank among Western states in business taxes as a percentage of gross state product**

**Explanation:** This measures the portion of taxes paid by business in Oregon relative the Oregon's gross state product. Oregon's rank is relative to 6 other western states: Arizona, Washington, Utah, Colorado, Idaho and California. **Rationale:** Taxes are one factor influencing the business climate of a state. While the overall tax level gives some indication of tax burden, the tax structure can affect may cause considerable variation in impact among firms. **Data source:** Utah State Tax Commission, Economic and Statistical Unit.

**225. Oregon's ranking among states in workers' compensation costs**

**Explanation:** This benchmark measures Oregon's workers' compensation premium competitiveness on a national level by comparing Oregon's premiums with those of the other 49 states and the District of Columbia. **Rationale:** High costs in this area are consistently cited by businesses as a strong disadvantage to doing business or locating in a state. This benchmark also has international implications, given relatively high and rapidly growing U.S. medical

costs. If Oregon's ranking were too low, benefits to worker's may be less than desired. If state ranking were too high, the costs of the system would be higher than desired. **Data source:** Oregon Department of Consumer and Business Services.

**226. Oregon's ranking among states in health care costs**

**Explanation:** This measures how Oregon compares to other states in regard to its per capita expenditures for hospital care, physician care, and prescription drugs. **Rationale:** Escalating health care costs represent a major cost to business and a factor in the decline in international competitiveness of Oregon and United States businesses. This benchmark urges us to find the least expensive ways to provide health care so that Oregon will be an attractive and competitive location for businesses. **Data source:** Oregon Health Division, Office of Health Policy.

**227. Oregon health care costs relative to 1980 costs (inflation adjusted)**

**Explanation:** This measures the increase in the medical component of the Consumer Price Index relative to the overall increase in the total Consumer Price Index, with 1980 as the base year. **Rationale:** Health care costs have been rising at a rate faster than inflation. This benchmark focuses on the need to contain costs. **Data source:** Oregon Health Division, Office of Health Policy.

**228. Oregon's total energy bill as a share of state personal income \* 1995 target met in 1992.**

**Explanation:** This measures the total amount of money Oregon households and businesses spend on oil, natural gas, and electricity as a share of total state income. Personal income is used as a proxy for gross state product. **Rationale:** This benchmark measures how productively Oregon is using energy. **Data source:** Oregon Department of Energy.

**229. Oregon average electricity rates as a percentage of the national average**

**Explanation:** This benchmark measures the relationship of Oregon's average electricity rates compared to the U.S. average rates. **Rationale:** In order to maintain an attractive economy for industries, we should strive to keep energy rates lower than the U.S. average. **Data source:** Oregon Department of Energy.

**230. Oregon average industrial electric rates as a percentage of the national average**

**Explanation:** This benchmark measures the relationship of Oregon's industrial electricity rates compared to the U.S. average industrial rates. **Rationale:** Electricity rates are a major cost of doing business for some Oregon industrial firms. This benchmark urges us to find ways to keep our electricity rates low so that Oregon will be an attractive and competitive location for industrial businesses. **Data source:** Oregon Department of Energy.

**231. Oregon natural gas rates as a percentage of the national average**

**\* 1995 target met in 1992.**

**Explanation:** This benchmark measures the relationship of Oregon's natural gas rates compared to the U.S. average rates. The goal is to bring Oregon natural gas rates in line with the U.S. average. **Rationale:** Natural gas rates reflect one of the costs of doing business.

This benchmark urges us to find ways to keep our natural gas rates low so that Oregon will be an attractive and competitive location for businesses. **Data source:** Oregon Department of Energy.

**232. Percentage of Oregon industrial acreage identified in comprehensive plans that are actually suitable for development**

**Explanation:** The focus of this benchmark is to determine how many acres of industrially zoned land in Oregon are developable. In order to be developable, the land in question must not have any development restrictions placed upon it, such as a wetland designation. The site must be utility-served or able to be quickly connected to the local utilities and have quick and easy access to the local transportation system. The land itself should be prepared for immediate development. Improvements to the land to make it developable should be made in advance. These are but a few of a site's attributes which determine its ability to be developed. All cities within urban growth boundaries are required to provide a 20 year supply of industrial land in their comprehensive land use plans. **Rationale:** Available, developable land is in short supply in Oregon and is one of the biggest issues in economic development. Through the comprehensive planning process, many of Oregon's cities and counties have designated land for industrial development which is not suitable for development. The importance of this benchmark is to ensure that Oregon's inventory of industrial land, as designated by local comprehensive land use plans, is able to meet the needs of industry. **Data source:** A survey will be performed by the Oregon Economic Development Department, Industry Development Division.

**233. Number of river miles not in compliance with government water quality standards and therefore unable to accommodate additional development**

**Explanation:** This benchmark measures the extent to which the water in Oregon's rivers and streams meets applicable government in-stream water quality standards. The data are for streams which have total daily maximum loads requirements established. The data for this benchmark are valid only for current standards and the current assessment of water quality in 3,500 miles of streams, which are those known to be the most impacted. Periodic revision of the benchmark targets will be necessary when standards are modified or when new assessments are completed. **Rationale:** If rivers and streams fail to meet water quality standards for certain pollutants, it is impossible for industry to obtain waste water discharge permits for those pollutants. Without these permits, industrial activity cannot occur, and economic expansion is stymied. **Data source:** Oregon Department of Environmental Quality, Water Quality Control Division.

**234. Number of areas not in compliance with government ambient air standards and therefore unable to accommodate additional municipal and industrial development**

**Explanation:** This measures those areas which are officially designated non-attainment for ambient air quality standards. In order to be redesignated to attainment status an area must develop and implement a plan that will produce permanent and enforceable reductions in emissions, collect air monitoring data reflecting actual concentrations below the standards, and prepare a maintenance plan demonstrating attainment for 10 years. The three pollutants of primary concern in Oregon are ozone, particulate matter, and carbon monoxide. An area could be in non-attainment for one or more

pollutants at the same time. **Rationale:** This benchmark reflects Oregon's desire to assure that air quality is not a limiting factor for development. If air sheds fail to meet air quality standards for certain pollutants, restrictions on certain industrial and business activities will be imposed. In some cases these additional restrictions will have a negative impact on the potential for economic expansion and job creation. **Data source:** Oregon Department of Environmental Quality, Air Quality Division.

**235. Percentage of public and private forest land in Oregon available for timber harvest**

**Explanation:** This benchmark measures the extent to which public and private forest land in Oregon can legally be used for timber harvest. The estimated actual amounts of Oregon forest land available for timber harvest, in millions of acres, are: 1970, 25.3; 1980, 23.3; 1990, 21.9; 1992, 19.3; 1994, 19.3; 1995, 17.9; 2000, 17.9; 2010, 17.9. **Rationale:** A reasonable amount of forest land must be available for harvest in order to provide the timber necessary to maintain the state's largest basic industry and to avoid economic and social dislocation. Given the current uncertainties with timber harvest policy it is difficult to establish future targets now however. **Data source:** Oregon Department of Forestry, Resource Policy Division. Estimates used to calculate the benchmark data are based on numerous assumptions regarding, and extrapolations from, reported data.

**236. Amount of timber harvested per year (billions of board feet; five-year rolling average)**

**Explanation:** This benchmark measures the amount of timber harvested annually from public and private forest land in Oregon. The unit of measure is billions of board feet. A board foot is a unit of volume measuring 1" x 12" x 12". The benchmark data are calculated based on the average amount of timber harvested per year in the five years preceding the particular benchmark year. **Rationale:** A reasonably steady supply of timber is necessary to maintain the state's largest basic industry and to avoid economic and social dislocation. Given the current uncertainties with timber harvest policy it is difficult to establish future targets, however. **Data source:** Oregon Department of Forestry, Resource Policy Division.

**237. Percentage of permits issued within the target time period or less**

**Explanation:** This benchmark is aimed at providing the quickest possible processing of permit applications. Current rules establish target time periods for completing this process. The three components of this benchmark are air contaminant, waste water discharge, and building permits. **Rationale:** New industrial sitings or expansions are often planned on a quick time frame. Anything that might slow the process down may add extra expense, force alterations of plans, or table a project. In order to accommodate companies as they wish to locate or expand, Oregon needs to ensure that the application review process involves enough time for adequate consideration and public input, but yet is also quick enough to facilitate fast-track development as required by individual companies. These measures may not fully capture the permitting issues, however, and the Economic Development Department is looking for a broader measure for future reports. **Data source:** Oregon Department of Environmental Quality (air and waste water permits). Building permit data will have to be collected via survey, due to the complex structure of the building



permits system.

**238. Number of U.S., Canadian, and Mexican metropolitan areas of over 1 million population served by non-stop flights to and from any Oregon commercial airport**

**Explanation:** The focus of this benchmark is on quick and convenient access from Oregon to North America's major centers of commerce. It measures passenger access to interstate air transportation. The measure also serves as a surrogate measure of access of Oregon business to air cargo services, which we are unable to measure directly. **Rationale:** In this age of increasingly global markets and competition, many companies require air passenger and cargo service to conduct their business in a competitive manner. Business location decisions often include consideration of convenient air transportation services. The ability of Oregon's companies to compete in regional, national, and global markets will depend in part on their access to affordable air transportation services. **Data source:** Port of Portland, Policy and Research Section.

**239. Number of international cities of over 1 million population (outside of Canada and Mexico) served by direct or non-stop air service to and from any Oregon commercial airport**

**Explanation:** The difference between direct and non-stop flights is that direct flights include stops. Otherwise, it is same plane service. **Rationale:** Unlike the previous benchmark, direct air service is included in this measure due to the importance of direct service to international destinations. International air service is of great importance as the state builds an image of an international location. In addition to measuring passenger access to interstate air transportation, this also serves to indicate, though to a lesser extent, access of Oregon business to air cargo services, which cannot be measured directly. **Data source:** Port of Portland, Policy and Research Section.

**240. Backlog of city, county, and state roads and bridges in need of repair and preservation**

**Explanation:** This measures the percentage of roads and bridges which are in need of repair or preservation but which have not been serviced. **Rationale:** The transportation system has the capacity and quality necessary to provide Oregon businesses access to various points within Oregon and access to markets both within and beyond Oregon's borders. This benchmark focuses on the state's network of roads and bridges which are vital to the distribution system in Oregon. **Data source:** Oregon Department of Transportation, 1993 *Oregon Roads Finance Study*.

**241. Portland transpacific container export rates compared to Seattle and Tacoma (percentage greater or less than)**

**\*1995 target met in 1993.**  
**Explanation:** This benchmark compares transpacific container export rates from Portland with those in Seattle and Tacoma. A representative group of commodities were compared. Rates for each commodity were obtained from the conference tariff as set by the Transpacific Westbound Rate Agreement. **Rationale:** Container shipping is an important method for exporting Oregon goods to world markets. An estimated 80 to 90 percent of Oregon's container exports are to the Pacific Rim. **Data source:** Port of Portland, Policy and Research Section.

**242. Percentage of Oregon households with single-party touchtone-capable telephone service**

**\* 1995 target met in 1994**

**Explanation:** This benchmark measures the capability of Oregon households to use advanced, interactive telecommunications services and enhanced 911 emergency services (from which operators can directly identify the household calling in an emergency). **Rationale:** Modern telecommunications infrastructure is becoming an important factor in business and government operations. More and more business and public services are available through such infrastructure. Availability of telecommunications is important to the development of many businesses and public services. **Data source:** Oregon Public Utility Commission, Telecommunications Division.

**243. Percentage of Oregon telephone lines that can reliably transmit data at medium speed**

**Explanation:** This benchmark measures the extent to which Oregon's public telecommunications switched network is able to reliably transmit medium-speed (1200 baud) data. Currently, standards outlined by Oregon Public Utility Commission tariffs require nearly all telephone lines in the state's network to transmit medium-speed data, but the network does not always meet the standards. **Rationale:** The telecommunications infrastructure in Oregon is critical to economic growth and expansion. Facsimiles and data are now regularly transmitted over telephone lines; telecommunication lines are no longer solely used for voice-to-voice communication. **Data source:** Oregon Public Utility Commission, Telecommunications Division.

**244. Percentage of Oregon households with personal computers at home who send and receive data and information over telecommunications**

**Explanation:** This measures the number of households with computers and modems (which connect a computer to the phone system). **Rationale:** As the costs of manipulating and transmitting data declines, more and more households will benefit from access to data bases, electronic mail and other electronic services. The more people who connect into these services, the more data bases and opportunities for communications will emerge. A telecommunications task force recently concluded that accelerating this process will increase productivity and benefit Oregonians. **Data source:** 1992, *Oregon Values Study* conducted for the Oregon Business Council. 1994, the *Oregon Population Survey*, a random sample telephone survey of Oregon households conducted in even numbered years.

**245. Percentage of Oregon households that made use of high speed-multichannel telecommunications lines**

**Explanation:** This will measure the number of households that use telecommunications lines such as fiber optics or Integrated Services Digital Network (ISDN) (which can transmit data and video as well as voice services). **Rationale:** High speed transmission will become the highway of the information age. Oregon's use of this service will give the state a competitive edge at attracting knowledge workers and bring the productivity that such services can provide. **Data source:** The Public Utilities Commission will provide data in the future.

**246. Oregon's national ranking in venture capital invested per capita**

**Explanation:** This benchmark measures the health of the "leading

edge" of Oregon technology. It measures the venture capital commitments per capita to Oregon companies relative to the rest of the nation. **Rationale:** Easy access to venture capital creates a favorable environment for entrepreneurs. **Data Source:** Venture Economics Investor Services, Boston, Massachusetts.

**247. Oregon's national ranking in federal research and development funding per capita**

**Explanation:** This measure indicates Oregon's success relative to other states in attracting federal research and development (R&D) funding as well as the amount of such activity occurring in the state. R&D funding goes to industries, universities, and non-profit agencies. **Rationale:** This is a measure of Oregon's capacity for R&D. Encouraging more R&D activity in Oregon will help to expand the state's base of high technology manufacturing. This benchmark will be increasingly important as the world moves to an information- and knowledge-based economy. **Data source:** U.S. National Science Foundation's *Federal Funds for Research and Development: Fiscal Years 1990, 1991, and 1992*.

**248. Oregon's national ranking in private research and development funding per capita**

**Explanation:** This compares per capita private research dollars invested in Oregon industries, universities, and non-profit agencies with the other 49 states. **Rationale:** This is an additional measure of R&D capacity in Oregon. **Data source:** Extrapolated from the *Statistical Abstract of the United States*, which was in turn based on the U.S. National Science Foundation's *National Patterns of R&D Resources*.

**249. Oregon's national ranking in patents issued per capita**

**Explanation:** This measures the number of patents issued per person in Oregon compared to the same ratio for the other 49 states. **Rationale:** While the two previous benchmarks measure levels of research and development funding, and to some extent, research and development activity, this benchmark is an indicator of research and development's success in developing new products in Oregon. However, the acquisition of a patent does not necessarily lead to business success. **Data source:** *Patent Counts by Country/State & Year - Utility Patents*, from U.S. Department of Commerce and population figures from Statistical Abstract of the United States.

**250. Taxes per capita as percentage of U.S. taxes per capita, by type of tax**

**Explanation:** This measures how Oregon compares to the U.S. average on different types of taxes per capita. **Rationale:** This indicator is fundamentally at odds with becoming one of the lowest tax states in the nation. Quality public goods and services, from education and utilities to wise resource management policies to enhancement of public health, require public investment. But well managed, responsive public agencies can meet these public demands at reasonable costs. Oregon's goal is to be the best performing state, providing high quality services at lower costs than other states. This benchmark assumes that the U.S. average of taxes per capita represents a reasonable mix of taxes and a reasonable level of goods and services provided by government. **Data source:** *Government Finances*. 1988-89 data were placed in the 1989 column, 1989-90 data were placed in the 1990 column, etc. There were no current figures

available at press time.

**251. Oregon ranking in per capita state and local taxes per capita, by type of tax**

**Explanation:** This compares Oregon's per capita tax rates to those of other states. **Rationale:** As with the previous benchmark, this measure seeks to balance Oregon's tax structure at a level that is assumed to be efficient, effective, and equitable. The state should neither climb nor fall too far from this level. **Data source:** *Government Finances*. 1988-89 data were placed in the 1989 column, 1989-90 data were placed in the 1990 column, etc. There were no current figures available at press time.

**52. Oregon's ranking in taxes per \$1,000 of personal income**

**Explanation:** This measures the amount of money Oregonians pay in taxes relative to their income. **Rationale:** As with the previous benchmark, this measure seeks to balance Oregon's tax structure at a level that is assumed to be efficient, effective, and equitable. The state should neither climb nor fall too far from this level. **Data Source:** *Government Finances*. 1988-89 data were placed in the 1989 column, 1989-90 data were placed in the 1990 column, etc. There were no current figures available at press time.

**253. State and local taxes as a percentage of personal income**

**Explanation:** This compares Oregon's per capita tax rates to the level of Oregon's per capita income. **Rationale:** As with the previous benchmark, this measure seeks to balance Oregon's tax structure at a level that is assumed to be efficient, effective and equitable. The tax burden should not a disproportionate share of Oregonians' personal income. **Data source:** *Government Finances*. 1988-89 data were placed in the 1989 column, 1989-90 data were placed in the 1990 column, etc. There were no current figures available at press time.

**254. State and local taxes as a percentage of 1990 state and local taxes**

**Explanation:** This compares Oregon's per capita tax rates to the level of Oregon's per capita tax rates in 1990. **Rationale:** As with the previous benchmark, this measure seeks to balance Oregon's tax

structure at a level that is assumed to be efficient, effective, and equitable. Since the passage of Ballot Measure Five in 1990, Oregon's tax system has changed drastically. This benchmark will help illustrate the effects of changing tax policies. **Data source:** *Government Finances*. 1988-89 data were placed in the 1989 column, 1989-90 data were placed in the 1990 column, etc. There were no current figures available at press time.

**255. Real per capita capital outlays for public facilities (1990 constant dollars)**

**Explanation:** Public facilities include, for example, equipment, land, schools, roads, hospitals, libraries, police, parks, and sewers constructed by the public sector. **Rationale:** Public facilities are public goods and services that are intended to help the state to meet its needs and achieve its goals in the most efficient, effective, and equitable manner possible. Oregon must maintain its overall investment in public facilities and services if it is to continue to meet its needs and achieve its goals. The benchmark focuses attention on the level of investment in public infrastructure in Oregon. **Data source:** *Government Finances*, U.S. Department of Commerce, Bureau of the Census. Consumer Price Index for the Portland Metropolitan area used to convert figures to 1990 dollars.

**256. Percentage of public agencies which are high performance work organizations**

**Explanation:** This indicator is a submeasure of benchmark 214, and is a measure of government performance by a similar standard used for all employers. It measures the rate at which public agencies are adopting a set of four fundamental practices: focus on customers; involving employees in decisions that affect their jobs; support of teamwork through specific programs and training; and demonstrably effective continuous improvement orientation. **Rationale:** Government performance, and especially efficiency and effectiveness, are increasingly important public concerns. Also, Oregon's public agencies must. Increasing per capita and per worker incomes depends both on increasing the skills of Oregon workers and upon fostering businesses which can fully use those skills. Oregon's education reform

measures are premised upon a workplace that requires teamwork, communication, less hierarchy, greater responsibility and shared responsibility. It is important that public agencies follow adopt these principles in order to more better deliver services. **Data source:** *Oregon Works II: 1994 Survey of Oregon Employers*, Oregon Economic Development Department.

**257. Percentage of government agencies that employ results-oriented performance measures: (a) State government; (b) Schools; (c) Local government**

**Explanation:** This measures the percentage of employees that work towards clear and measurable outcomes that have been established consistent with the mission of the organization. **Rationale:** Most agencies historically have measured themselves based on inputs (dollars spent, employees/unit of production, etc.) rather than on the outcomes. The 1992 Governor's Task Force on State Government emphasizes that measurable outcomes is a key to improving the performance of government and recommends that the state work quickly to employ such measures. Short term priority will be to focus on utilizing performance measures as an agency management tool. **Data source:** Department of Administrative Services, Fiscal Policy Analysis.

**258. Financial World Magazine rating of state governments**

**Explanation:** This is the ranking given by *Financial World* magazine in its annual report on state governments nation wide. **Rationale:** This is one indication of the efficiency of state government. **Data source:** *Financial World Magazine*.

**259. State general obligation bond rating**

**Explanation:** This is the Standard and Poor's rating of the state general obligation bonds. **Rationale:** This is one indication of how others perceive the financial soundness of the state. **Data source:** Standard and Poor's.

## APPENDIX D: INDEX TO BENCHMARKS

<u>BENCHMARK</u> <u>TOPIC</u>	<u>BENCHMARK</u> <u>NUMBER</u>	<u>BENCHMARK</u> <u>TOPIC</u>	<u>BENCHMARK</u> <u>NUMBER</u>	<u>BENCHMARK</u> <u>TOPIC</u>	<u>BENCHMARK</u> <u>NUMBER</u>
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<u>BENCHMARK</u> <u>TOPIC</u>	<u>BENCHMARK</u> <u>NUMBER</u>	<u>BENCHMARK</u> <u>TOPIC</u>	<u>BENCHMARK</u> <u>NUMBER</u>	<u>BENCHMARK</u> <u>TOPIC</u>	<u>BENCHMARK</u> <u>NUMBER</u>
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<u>BENCHMARK</u> <u>TOPIC</u>	<u>BENCHMARK</u> <u>NUMBER</u>	<u>BENCHMARK</u> <u>TOPIC</u>	<u>BENCHMARK</u> <u>NUMBER</u>	<u>BENCHMARK</u> <u>TOPIC</u>	<u>BENCHMARK</u> <u>NUMBER</u>
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## APPENDIX E: ACKNOWLEDGMENTS

The Progress Board would like to acknowledge the people throughout Oregon who participated in reviewing and shaping the benchmarks contained in this report. Their insights and suggestions were invaluable.

The Board also wishes to thank the staff members and consultants who researched the voluminous data for this report. This research, which required hundreds of hours of work, was ably provided by many State of Oregon and local government officials.

We would also like to thank those who participated in our series of topic meetings: disabilities, diversity, economy, education, health, internationalization, and public safety.

The following Progress Board staff members had a central role in assembling this report:

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## **ANNOTATED MINUTES**

Tuesday, January 31, 1995 - 9:30 to 11:30 AM  
Portland State University  
Smith Memorial Center, Room 327  
825 SW Broadway, Portland

### **SPECIAL/JOINT MEETING**

Co-Chairs Vera Katz and Beverly Stein convened the meeting at 9:40 a.m., with Gary Hansen, Charlie Hales, Sharon Wiley, Meganne Steele, Barbara Clark, Bud Clark, Gretchen Kafoury, Sharron Kelley, Jessica Marlitt, Dan Moriarty, Bill Wyatt, Larry Hildebrandt, Carol Ford, Ann Madsen, Jim Carlson, Jill Vandewater, Terry Anderson, Arthur Alexander, Chuck Dimond, Duncan Wyse, Kathy Harris, Ellen Jean, Joe DeVlaeminck, Judy McGinty, Drenda Howatt, Pamela Wev, Mary DiOrio, Liora Berry, Karen Belsey and Martha McLellan present.

- S-1      The Portland Multnomah Progress Board, Portland City Council and Multnomah County Board of Commissioners Will Meet to Receive the Annual Report and Work Plan of the Portland Multnomah Progress Board; the Annual Report of the Oregon Progress Board; and to Discuss Ways to Collaborate in Order to Reach Benchmarks. Co-Chaired by Mayor Vera Katz and Chair Beverly Stein. Presented by Pamela Wev, Duncan Wyse and Progress Board Group Leaders.

**VERA KATZ AND BEVERLY STEIN GREETING, OPENING COMMENTS AND PRESENTATION REGARDING PAST AND PRESENT BENCHMARKS EFFORTS AND NEED FOR COLLABORATION. DUNCAN WYSE SLIDE PRESENTATION OF OREGON PROGRESS BOARD ANNUAL REPORT, DISCUSSION OF PERFORMANCE MEASUREMENTS AND RESPONSE TO QUESTIONS. PAMELA WEV PRESENTATION REGARDING PORTLAND MULTNOMAH PROGRESS BOARD ANNUAL REPORT, GOALS, WORK PLAN AND EFFORTS TO CONCENTRATE ON URGENT BENCHMARKS.**

The meeting was recessed at 10:25 a.m. and reconvened at 10:30 a.m.

**FOLLOWING A 45 MINUTE, TWO PANEL GROUP DISCUSSION, JESSICA MARLITT AND BILL WYATT REPORTED ON PANELS RESPONSE TO 1) ROLE OF CITY/COUNTY COMMISSIONS IN BENCHMARK COLLABORATION AND WHAT PROGRESS BOARD CAN DO TO SUPPORT: NEED MORE SHARING OF EXPERTISE AND EXPERIENCE AT STAFF AND**

LEADERSHIP LEVELS; WORK TOGETHER TO GET CONTRACTORS TO UNDERSTAND AND INCORPORATE CONCEPTS OF HIGH PERFORMANCE ORGANIZATION; CONSIDER HOW TO USE PROGRESS BOARD MORE STRATEGICALLY TO INVITE AND ENCOURAGE ALL POSSIBLE USES OF BENCHMARKS THROUGHOUT COMMUNITY; REFERENCE BENCHMARKS FREQUENTLY DURING COMMISSION MEETINGS AND QUESTION PEOPLE AS TO HOW THEY RELATE TO POLICY ISSUES; USE AND MAKE BENCHMARKS MORE VISIBLE IN BUDGETING PROCESS; IDENTIFY COMMON INTERESTS BETWEEN CITY, COUNTY AND STATE WHICH INTERSECT WITH KEY BENCHMARKS; INSTITUTIONALIZE BENCHMARKS; SUGGEST PROGRESS BOARD CONTINUE TO BRING PRESSURE TO FILL IN DATA GAPS AND SHOW INTERRELATIONSHIP WITHIN CITY AND COUNTY AND AMONG APPROPRIATE UNITS OF GOVERNMENT. 2) HOW TO COLLABORATE WITH 40 LOCAL JURISDICTIONS: COMMISSIONER KELLEY TO MAKE PRESENTATION TO ALL EAST COUNTY CITIES ON SATURDAY; PICK BROAD SUBJECT AREA TO FOCUS ON AND LEVERAGE APPROPRIATE UNITS OF GOVERNMENT TO BECOME INVOLVED IN A SPECIFIC BENCHMARK. 3) COLLABORATION WITH NEIGHBORHOOD AND BUSINESS ASSOCIATIONS: EXPOSE CITIZENS TO BENCHMARKS; PRESENT TO PORTLAND NEIGHBORHOOD ASSOCIATIONS; INCLUDE SOCIAL SERVICE CLUBS, THE CHAMBERS AND THE ASSOCIATION FOR PORTLAND PROGRESS; DON'T BUILD IN A FORMAL ROLE OR REVIEW PROCESS FOR NEIGHBORHOOD AND BUSINESS ASSOCIATIONS, BUT USE PROGRESS BOARD TO IDENTIFY AND INVOLVE THEM WHERE THEY HAVE AN INTEREST. 4) COLLABORATION WITH INDIVIDUAL PRIVATE BUSINESSES: LEADER'S ROUNDTABLE HAS ADOPTED A BENCHMARK OF 100% GRADUATION RATE; IDENTIFY BUSINESSES BY TYPE AND MATCH TO BENCHMARKS OF INTEREST TO THEM; ENCOURAGE BUSINESSES WITH STRUCTURED PHILANTHROPIC PROGRAMS TO BASE THEIR PHILANTHROPY ON BENCHMARKS. 5) HOW WOULD YOU PERSONALLY LIKE TO PARTICIPATE IN TELLING THE BENCHMARK STORY?: CONCERN WITH

**FOLLOW-UP AND ONGOING WORK; SUGGEST PORTABLE KIT TO TAKE AROUND. MS. MARLITT REPORTED ON DISCUSSION REGARDING HOW TO JUSTIFY COST OF MEASURES WITH SO MANY OTHER SERVICE DEMANDS; SUGGESTION THAT VICTIMIZATION STUDY MIGHT BE A VALUABLE AND USEFUL TOOL TO OBTAIN VALID DATA BASE AND CLARIFY ONGOING CONTRADICTIONS BETWEEN MEDIA FOCUS ON PUBLIC SAFETY AND ACTUAL STATISTICS; ROLE OF MEDIA AND DIFFICULTY IN ENCOURAGING FOCUS ON LONG TERM PLANNING EFFORTS; AND NEED TO PREVENT BENCHMARKS FROM BEING VIEWED AS ANOTHER FAD. MS. KATZ AND MS. STEIN CLOSING COMMENTS.**

There being no further business, the meeting was adjourned at 11:35 a.m.

OFFICE OF THE BOARD CLERK  
for MULTNOMAH COUNTY, OREGON

Deborah L. Bogstad  
Deborah L. Bogstad

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Thursday, January 31, 1995 - 1:30 PM  
Multnomah County Courthouse, Room 602  
1021 SW Fourth, Portland

**REGULAR MEETING**

Chair Beverly Stein convened the meeting at 1:30 p.m., with Vice-Chair Sharron Kelley, Commissioners Gary Hansen, Tanya Collier and Dan Saltzman present.

**CONSENT CALENDAR**

**UPON MOTION OF COMMISSIONER KELLEY, SECONDED BY COMMISSIONER HANSEN, THE CONSENT CALENDAR (ITEMS C-1 THROUGH C-6) WAS UNANIMOUSLY APPROVED.**

**DEPARTMENT OF ENVIRONMENTAL SERVICES**

C-1 ORDER in the Matter of Approval of Contract 15476R for the Sale of Certain Tax Foreclosed Real Property to Former Owner Irene Haskins

**ORDER 95-26.**

- C-2 ORDER in the Matter of Cancellation of Land Sale Contract 15626R Between Multnomah County and Betty Jones Upon Default of Payments and Performance of Covenants

**ORDER 95-27.**

- C-3 ORDER in the Matter of Approval of Contract 15626R1 for the Sale of Certain Tax Foreclosed Real Property to Former Owner Betty Jones

**ORDER 95-28.**

- C-4 ORDER in the Matter of Approval of Contract 15777 for the Sale of Certain Tax Foreclosed Real Property to Former Owner Lori R. Jacobs

**ORDER 95-29.**

- C-5 ORDER in the Matter of the Execution of Deed D951165 Upon Complete Performance of a Contract to Robert Minnis

**ORDER 95-30.**

- C-6 ORDER in the Matter of Approval of Deed D951166 for the Sale of Certain Tax Foreclosed Real Property to Former Owner Robert Minnis

**ORDER 95-31.**

**REGULAR AGENDA**

**PUBLIC COMMENT**

- R-1 Opportunity for Public Comment on Non-Agenda Matters. Testimony Limited to Three Minutes Per Person.

**NO ONE WISHED TO TESTIFY.**

**SHERIFF'S OFFICE**

- R-2 Ratification of Intergovernmental Agreement 800665 Between Multnomah County and the Port of Portland to Construct Moorage Facilities at Terminal 1 for the Use of MCSO's River Patrol Unit

**COMMISSIONER SALTZMAN MOVED AND COMMISSIONER KELLEY SECONDED, APPROVAL OF R-2. LARRY AAB AND CURTIS HANSON EXPLANATION AND RESPONSE TO BOARD QUESTION. AGREEMENT UNANIMOUSLY APPROVED.**



Tuesday, January 31, 1995 - 1:32 PM  
Multnomah County Courthouse, Room 602  
1021 SW Fourth, Portland

**WORK SESSION**

WS-1      The Multnomah County Board of Commissioners Will Meet to Discuss a Tax Abatement Policy and How to Proceed. Presented by Sharon Timko.

**CHAIR STEIN FACILITATED DISCUSSION. BOARD CONSENSUS TO MOVE FORWARD ON GRANTING TAX ABATEMENTS. BOARD DISCUSSION ON PROCESS FOR DEVELOPING POLICY WITH ETHAN SELTZER, ROB FUSSELL, MARCY JACOBS, MARK CLEMENS AND SHARON TIMKO. BOARD CONSENSUS ESTABLISHING A TECHNICAL TEAM CONSISTING OF SHARON TIMKO - COORDINATOR, REPRESENTING MULTNOMAH COUNTY BOARD; ETHAN SELTZER, INSTITUTE OF PORTLAND METROPOLITAN STUDIES; ROB FUSSELL, CITY OF GRESHAM; MARCY JACOBS, OREGON ECONOMIC DEVELOPMENT DEPARTMENT; MARK CLEMENS, PORTLAND DEVELOPMENT COMMITTEE AND A REPRESENTATIVE FROM THE CITY OF PORTLAND. TECHNICAL TEAM DIRECTED TO ORGANIZE AND CONVENE MEETING OF INVITED STAKEHOLDERS TO IDENTIFY AND PRIORITIZE GOALS FOR STRATEGIC INVESTMENT PROGRAM POLICY, USING AN OUTSIDE FACILITATOR; DEVELOP DRAFT POLICY BASED ON OUTCOME OF MEETING WITH ASSISTANCE OF HIRED CONSULTANT; SUBMIT DRAFT POLICY FOR BOARD, AFFECTED JURISDICTIONS, AND EXPERT PANEL REVIEW AND COMMENT; SUBMIT PROPOSED POLICY TO BOARD FOR PUBLIC HEARING AND BOARD ADOPTION.**

There being no further business, the meeting was adjourned at 2:35 p.m.

OFFICE OF THE BOARD CLERK  
for MULTNOMAH COUNTY, OREGON



Deborah L. Bogstad