

BEFORE THE BOARD OF COUNTY COMMISSIONERS  
FOR MULTNOMAH COUNTY, OREGON

In the Matter of Recommending Endorsement       )  
of the Portland-Multnomah County Progress       ) RESOLUTION  
Board Benchmarks for the Community       ) 94-27

WHEREAS benchmarks are quantified targets for specific, quality of life conditions which our community is striving to realize in the future; and

WHEREAS benchmarks are a powerful tool communities can use to focus efforts for long-term results and to create partnerships to solve problems; and

WHEREAS local support is needed to achieve benchmarks adopted at the state and community levels by the Oregon Progress Board and the Portland-Multnomah County Progress Board, respectively; and

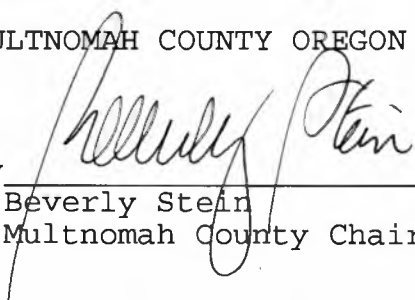
WHEREAS the Portland-Multnomah County Progress Board is Co-Chaired by the Multnomah County Chair and input in development of the community benchmarks has been provided by the Multnomah County Board of Commissioners, elected Department Heads and managers, and County citizens;

NOW THEREFORE IT IS RESOLVED that the Board of County Commissioners hereby endorses as a framework for community action the Community Benchmarks developed by the Portland-Multnomah County Progress Board which are attached to this Resolution as Attachment A.

APPROVED this 17th day of February, 1994.

MULTNOMAH COUNTY OREGON


By

  
Beverly Stein  
Multnomah County Chair

REVIEWED:

LAURENCE KRESSEL, COUNTY COUNSEL  
for MULTNOMAH COUNTY, OREGON

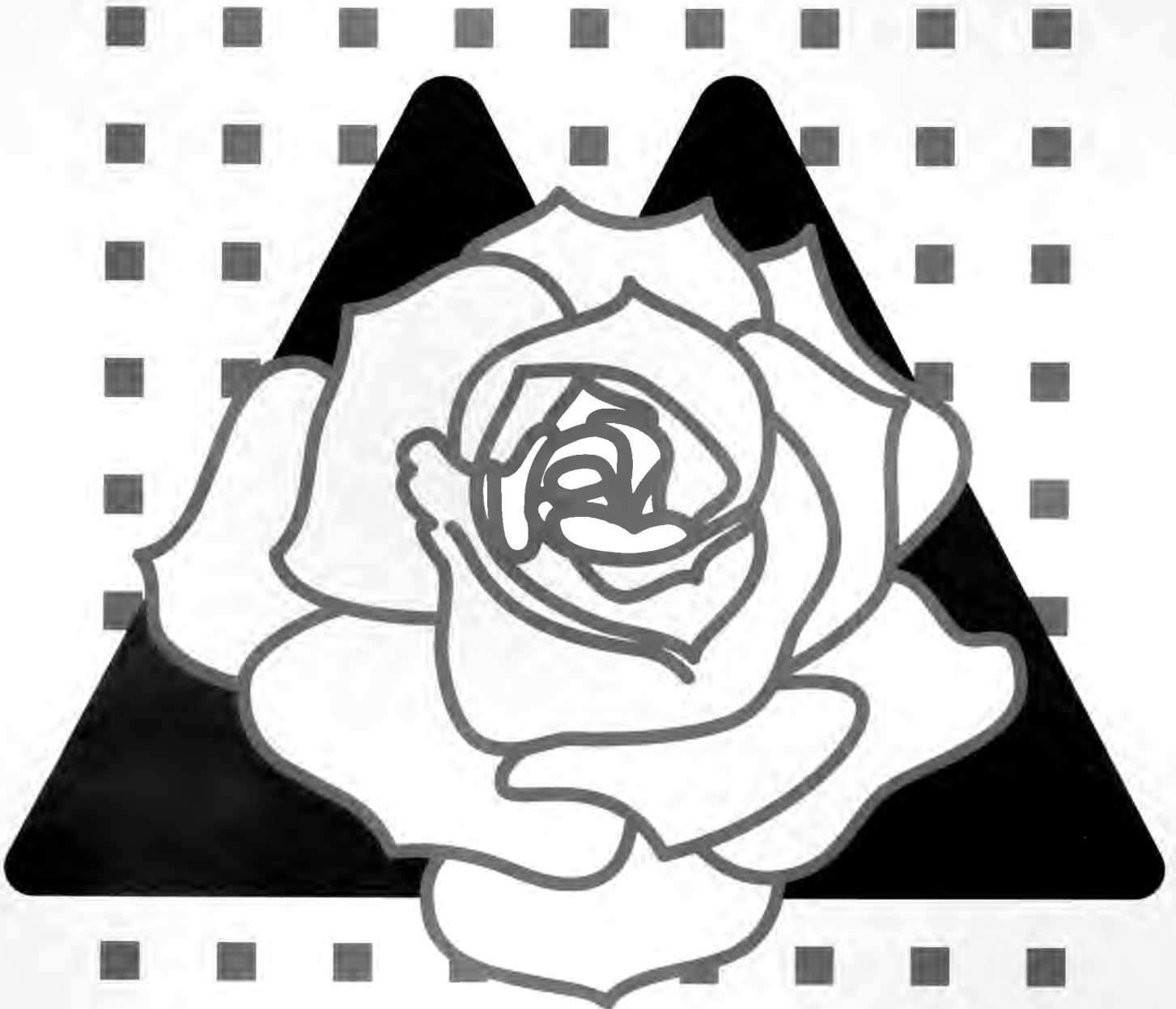
By



# **PORTLAND-MULTNOMAH COUNTY BENCHMARKS**


**STANDARDS FOR MEASURING COMMUNITY PROGRESS AND  
GOVERNMENT PERFORMANCE**

**PREPARED BY  
THE PORTLAND-MULTNOMAH COUNTY PROGRESS BOARD  
JANUARY, 1994**





<p><b>PORTLAND-MULTNOMAH COUNTY BENCHMARKS</b></p>
--



<p><b>STANDARDS FOR MEASURING COMMUNITY PROGRESS AND GOVERNMENT</b></p>

<p><b>PERFORMANCE</b></p>
---------------------------

<p><b>January, 1994</b></p>



# TABLE OF CONTENTS

---

Letter from Co-Chairs	i
-----------------------	---

---

Introduction	1
Development of the Benchmarks	2
Vision for the Future	3
Benchmarking Process	5

---

Urgent Benchmarks	8
-------------------	---

---

Benchmarks:	
Economy	14
Education/Children & Families	23
Environment/Quality of Life	40
Governance	49
Public Safety	54

---

Acknowledgements	62
------------------	----

---



---

## Portland-Multnomah County Progress Board

---



---

1120 S. W. Fifth Avenue  
Rm. 1250  
Portland, Oregon 97204  
823-6990  
823-5384, FAX

---

Vera Katz, Co-Chair  
Beverly Stein, Co-Chair  
John Bierwirth  
J.E. "Bud" Clark  
Sho Dozono  
Barbara Karmel  
Dan Moriarty  
Alex Munoz  
Mary Zoe Petersen  
Judith Ramaley  
John Rogers  
Sharon Gary Smith  
Mike Thorne  
Sharon Wiley  
Bill Wyatt  
Judy Wyers

---

Staff:  
Debbie McCabe  
Project Manager  
Mary DiOrio  
Assistant  
Anne Friedlander  
Assistant  
Jessica Marlitt  
Staff to Mayor  
Meganne Steele  
Staff to County  
Chair

January, 1994

Dear Citizen:

Four months ago we recognized the need to build upon the community visions created through Portland Future Focus and the Multnomah County Visioning projects by creating the Portland-Multnomah County Progress Board. The Progress Board was charged with establishing benchmarks for maintaining and enhancing our quality of life, and monitoring how the community is performing on key benchmarks of social and economic well-being. This document is the result of four months work on these critical measurements of the community's vitality.

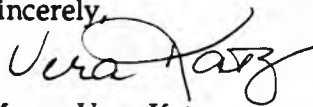
The Portland-Multnomah County Progress Board realized the opportunity in the next 10-20 years to achieve sustained economic prosperity while enhancing the community's quality of life. We acknowledged that a shared effort between government, businesses, community organizations and citizens is needed to anticipate future change and address the broad range of issues that will impact our future.

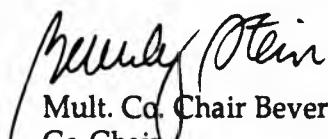
These community benchmarks (measurements by which the community can measure the results of its efforts) will strengthen our ability to achieve our vision for the future. The benchmarks aim to keep key institutions and organizations pointed towards critical priorities over an extended period of time, and will assign accountability for results. The benchmarks provide a community focus as we work together to refine program strategies, re-evaluate our policies, and build alliances within the community. Most importantly, we hope these benchmarks become common language that invite public discussion about broad quality of life issues.

The community's vision and benchmarks challenge citizens and leaders to anticipate change rather than react to current crisis. A broad level of community participation is necessary for success. Success will require a shared effort between government, business, community organizations and citizens. Every element of the community can play a meaningful, important part in implementation.

The City of Portland and Multnomah County are pleased to be working together and planning in ways that will allow us to quantifiably measure our community's vitality. We look forward to working with community citizens in creating the future we have envisioned.

Sincerely,

  
Mayor Vera Katz  
Co-Chair

  
Mult. Co. Chair Beverly Stein  
Co-Chair

# INTRODUCTION

Welcome to the Portland-Multnomah County benchmarks! This is the first of what will be many reports on the community's progress as a place and as a people. Benchmarks are indicators of progress that tell us whether or not we are achieving our long range strategic goals. They are really the "vital signs" of our community--a checklist of our social, economic, and environmental health. These benchmarks will allow us to measure the results of our efforts, to achieve the vision of Portland and Multnomah County as one of the most attractive communities in the nation.

While the community currently boasts a high quality of life, it will be influenced by a broad range of events and trends on the international, national, state, and local levels. These trends provide unique opportunities as well as threats to the community's historic livability. Although Portland will remain the region's economic and cultural center, rapid population and economic growth is occurring mostly in the thriving, smaller cities and communities surrounding Portland. This growth is straining environmental quality, public infrastructure, and social service delivery. It is increasingly forcing problems and policy issues across jurisdictional boundaries, requiring cooperation between the many governments and communities in the region.

In the face of these changes and in a time of diminishing resources, we must plan to achieve a prosperous future. Portland and Multnomah County are nationally recognized for the innovative planning of its citizens and leaders. The community has never been willing to accept any change that unfolds; citizens have always challenged themselves to shape their own destiny. This time, though, the City and County together are planning in ways that will enable us to quantifiably measure our progress. We are using benchmarks. They allow us to identify where we are, where we want to be, and to set priorities for our budgets to get the results we want. Planning must involve monitoring and accountability. The community is now committed to both through the Portland-Multnomah County benchmarks.

## DEVELOPMENT OF THE BENCHMARKS

The Portland-Multnomah County benchmarks have a history. They are built upon Oregon's strategic planning effort of the late 1980s that focused on making Oregon economically stronger and more globally competitive as it came out of a long recession. As leaders raised questions about how to guide and reshape the Oregon economy, they realized that more than jobs were at stake. A strong economic base, made possible by strong industries, family wage jobs, and skilled workers, enriches the quality of life. The resulting plan that said it all was *Oregon Shines*. It envisions that by the year 2010, we can distinguish Oregon as one of the few places that has maintained its natural environment, built communities on a human scale, and developed an economy that provides well-paying jobs to its citizens.

In 1990, the State took *Oregon Shines* a step farther. The Oregon Progress Board was created and charged with designing a way to monitor the State's progress of the plan. They came up with the Oregon Benchmarks--statements that tangibly tell us what we have or have not achieved. Benchmarks place a priority on measuring results, such as adult literacy, rather than efforts. Outcomes are a more telling sign of achievement than are programs and expenditures that aim to achieve outcomes. They tell us whether our strategies are working to get results. By focusing on and monitoring the outcomes, community leaders and citizens can reset priorities and adapt and modify programs as they learn what works!

In the spirit of *Oregon Shines*, the City of Portland and Multnomah County each launched similar planning efforts. In 1991, Mayor Bud Clark introduced *Portland Future Focus*, a community-based strategic plan to carry Portland into the 21st Century. The 1989 Multnomah County *Visions* (updated in 1992) was a citizen inspired effort documenting the values of its residents and strategic issues facing the County. Each challenged its citizens and leaders to anticipate change rather than react to current crises. Each focused on what citizens valued most about their communities. Each concentrated on quality of life issues by focusing on children, on jobs, on housing, and on building a strong sense of community. Most importantly, each recognized that to achieve the visions and goals, the effort must be shared between government, businesses, community organizations, and citizens. Every person can play a meaningful, important part.

These two plans have merged as we realized that neither Portland nor the region's cities and counties can continue to focus solely on their own interests. Portland and Multnomah County now have a common vision--a community vision--that is linked to benchmarks. Strategic goals describes what our direction, as partners, must be while the benchmarks are the common language that will bind agencies, schools, businesses, and community organizations together. Using them will tell us whether our efforts are paying off.

## VISION FOR THE FUTURE

Entering the 21st Century, the community of Portland and Multnomah County has a rich environment that blends respect for the environment, our history, and cultural diversity and makes it one of the most attractive communities in the nation. Portland is recognized as the central city with a strong urban environment within a county interconnected by smaller, but thriving cities and preserved natural forested land. Innovative approaches to problem-solving and strong partnerships between government, schools, business, and community organizations have helped the community set priorities and effectively direct limited resources to solve the most pressing problems. Neighborhood and community level action involves people in setting the destiny of their own neighborhoods and gives them a sense of responsibility and ownership for their community.

Lifelong education is among the highest community priorities. Portland and Multnomah County lead the nation with the lowest dropout and highest literacy rates. The school system has developed curriculum that provides students the necessary skills to make decisions, work with diverse groups of people, and build a stronger economy. Students develop an appreciation of the arts, humanities, and foreign cultures and languages. Businesses continually work with educational institutions to develop education, training, and re-training for existing and projected employment needs. Business finds well-educated, talented workers among graduates of the community's institutions.

The community has capitalized on the globalization of business and is a West Coast leader in Pacific Rim trade. Support for small business creation and development has strengthened the strong economic base that provides family-wage jobs. Appreciating the high quality of life has led businesses to invest in pollution prevention, waste reduction, and energy conservation. Responsible businesses often incorporate open spaces and natural areas into developmental projects and win the respect of citizens for involving them in the process of identifying, developing, and planning appropriate sites for business needs. A clear, streamlined public policy and permit structure has further stimulated business efforts.

Diverse populations have become economic, cultural, and social assets and are integrated into all areas of the community. Cooperation among city and county government, neighborhoods, schools, and the business community has resulted in community-based programs to serve the social needs of families. These programs are tailored to the respective needs of each neighborhood. Adequate and accessible health care, child care, and increased rehabilitation of existing housing and construction of affordable housing have contributed to strong, stable, safe neighborhoods. Empowered residents work within their neighborhoods to prevent unwanted and illegal activity and support their youth. Crime has decreased, especially in the poorer areas of the city.

Regional growth has been effectively managed and has resulted in the efficient use of land. Regional planning and cooperation maintains the central city and other downtowns throughout the region, supports efficient municipal infrastructure, and enhances open space, natural areas, and parks. A strong regional government, based on neighborhood and city governments who work with their county, has emerged and provides appropriate services to the metropolitan area. The region has a coordinated transportation network that includes efficient mass transit and well-maintained streets and roads. Public and private initiatives have resulted in cleaner air and water. Increased communication between governments has led to clearly defined roles between urban, suburban, and rural levels of service that more efficiently and effectively serves the needs of its citizens.

Portland and Multnomah County remains unique in the nation for its accessible environment including parks, open space, and natural areas. Portland is respected nationally as an incubator of high-quality arts. Diverse cultural and community events are accessible to all citizens. The community supports a wide range of recreational programs for all ages. Open spaces and natural area systems provide close-to-home recreational activities for all people.

# BENCHMARKING PROCESS

In August, 1993, City of Portland Mayor Vera Katz and Multnomah County Commission Chair Beverly Stein, appointed the Portland-Multnomah County Progress Board. The 16-member Progress Board was charged with reviewing the Oregon Benchmarks, the community vision and goals of Portland Future Focus, and the Multnomah County Vision to establish benchmarks for maintaining and enhancing the community's quality of life. These benchmarks would place a priority on measuring results rather than efforts.

Five task forces were appointed to assist the Portland-Multnomah County Progress Board in drafting benchmarks in five major areas. They were:

- Economic Development
- Education/Children & Families
- Environment/Quality of Life
- Governance
- Public Safety

Each task force consisted of approximately 20 citizens who were knowledgeable in their respective areas and demographically representative of the community. They completed their work in late August and began reporting to the Progress Board in early September.

The benchmarks were reviewed and refined by the Progress Board. The completed list of draft benchmarks were presented for prioritization to the community through a series of meetings from October through December of 1993. "Urgent Benchmarks" were identified through electronic voting at these meetings. "Urgent Benchmarks" are those short-term, "short-list" benchmarks that will help the community address pressing problems or needs in the next few years. This list is expected to change over time as we achieve results and identify new challenges and opportunities.

This document is the finalized list of benchmarks adopted by the Portland-Multnomah County Progress Board in early January, 1994. These benchmarks will guide the community's long term efforts in achieving our vision. Baseline indicators (where we are now in each of these benchmarks) and targets for each of these benchmark areas are expected to be determined by Spring, 1994.

The benchmark development process should not be viewed as a one-time isolated event. The benchmarks will be continuously reviewed and refined in the coming years as we work to implement data collection, monitoring and reporting systems. There will be an annual review and revision of the benchmarks and a report will be delivered to the community by the Progress Board in November of each year.

## WHAT ARE BENCHMARKS?

Benchmarks are indicators of progress that tell us whether or not we are achieving our long range strategic goals. They have also been called "vital signs," a checklist of the community's social, economic and environmental health.

Benchmarks are most useful when they have a practical connection to strategic goals and when they can be measured easily and uniformly by those responsible for keeping track of them. Here is a checklist of important benchmarks characteristics:

- ◆ **An emphasis on results.** This is unquestionably the most important characteristic of any benchmark. Benchmarks should place a priority on measuring results (for example, adult literacy) rather than efforts (the amount of money spent on literacy education). Outcomes are a more telling indicator of achievement than programs and expenditures intended to achieve outcomes. By staying focused on outcomes, and by keeping track of results, the community can reset priorities and adapt and modify programs as they learn what works. Occasionally, however, input benchmarks (such as per capita expenditures on public infrastructure) provide a reliable indicator of progress.
- ◆ **Comparability.** Benchmark measures should be comparable, as much as possible, with other like jurisdictions.
- ◆ **Long-range reliability.** Benchmarks should be reliable over long periods of time, up to two decades or more, a typical horizon for strategic planning.
- ◆ **Accessibility.** Benchmarks data should be reasonably easy to gather and analyze at periodic intervals (a year, two years, five years).
- ◆ **Documentation.** Benchmarks should come from credible sources, whether primary (official records or commissioned research) or secondary (published research by others). It is helpful to append endnotes or footnotes to benchmarks which provide users additional rationale, measurement criteria, and source information for each benchmark.

## TYPES OF BENCHMARK MEASURES

There are several different kinds of benchmark measures. Some are directly obtainable from official sources. Some are based on physical measurement (such as ambient air quality, traffic, or water quality). Other measures are based on surveys which test a sample of the population. Some survey particular knowledge and skills, others survey base information.

## **HOW BENCHMARKS FIT PLANNING**

Benchmarking adds a new dimension to strategic planning. First, through benchmarking, data is collected that can be used for analysis. Second, people from different political parties, jurisdictions, and communities have less trouble agreeing on measurable outcomes than they do on the more general visions of the future. Third, benchmarks can be incorporated into other systems of government and community organizations, especially the budgeting system. Fourth, benchmarks stimulate the collaboration of all community sectors (public, private, not-for profits) in achieving these benchmarks. And finally, because the measures extend over time, they provide to planning a continuity that might otherwise be lost.

## **WHAT IS A PERFORMANCE MEASURE?**

Performance measures gauge the specific success of a particular organization's efforts. They are a tool used to compare agency outcomes with overall agency mission and community benchmarks. They assist agencies in program prioritization and in communicating their achievements to the public.

Performance measures of both efficiency and effectiveness should compare current results to related private sector results, other communities, other states, or the agency's own history. Efficiency measures focus on the amount of work accomplished and what the cost per unit of output was. Effectiveness measures the quality of the task accomplished and customer satisfaction with the task performed.

# URGENT BENCHMARKS

The purpose of the Portland-Multnomah County Benchmarks is to translate the vision and goals of Portland and Multnomah County into measurable attainments. Among the benchmarks in this report, a number will serve as critical measures of the community's human, environmental, and economic well-being over the next 20 years. These are the community's *Urgent Benchmarks*.

Urgent benchmarks are those short-term, "short-list" benchmarks that will help the community address pressing problems or needs in the next few years. These eleven Urgent Benchmarks were selected through a series of community meetings in late 1993. All of these benchmarks are considered to be equally critical to our future. If we do not make progress in the next five years on these benchmarks, which are leading indicators of others, there is a very real danger that many other benchmarks will not be achieved one or two decades out. This priority list will change over time as we achieve results and identify new challenges and opportunities.

## *Family Wage Jobs*

*As the community makes progress toward a variety of our economic goals, the earning of our workers should improve dramatically. As we progress towards increased incomes, we must make sure that those who have historically lower incomes are not left behind.*

PERSONAL INCOME	1980	1990	1992	1995	2000
Average annual payroll per worker (all industries). #3*					

BALANCED INCOME DISTRIBUTION	1980	1990	1992	1995	2000
Percentage of citizens with incomes above 100% of the federal poverty level. #6					

\* Benchmark number within document

### ***Nurturing Families, Stable Homelife***

*Portland and Multnomah County's future must be founded on stable families with economic means to provide food, shelter, and clothing. We must make sure that each child is ready and able to learn. The child most ready to learn and excel is the child that has food, shelter, clothing and a nurturing family.*

<b>STABLE HOMELIFE</b>	<b>1980</b>	<b>1990</b>	<b>1992</b>	<b>1995</b>	<b>2000</b>
Percentage of children 0-17 living above 100% of the poverty level. #30					
A. 0-4 yrs. old					
B. 5-17 yrs. old					
C. African-Americans (0-17)					
D. American Indians (0-17)					
E. Asian-Americans (0-17)					
F. Hispanics (0-17)					
G. Whites (0-17)					

### ***Education and Work Force Preparation***

*The community will need the best educated work force in the nation by the year 2000, and one equal to any in the world by 2010. Our goal is to develop a population with increasing percentages of highly educated, literate citizens who are capable of adapting to the challenges of a rapidly changing global economy. It is imperative that we concentrate on raising the standards for education.*

<b>ACADEMIC ACHIEVEMENT</b>	<b>1980</b>	<b>1990</b>	<b>1992</b>	<b>1995</b>	<b>2000</b>
Percentage of students who achieve established skill levels. #37					
A. OVERALL					
1. African-Americans					
2. American Indians					
3. Asian-Americans					
4. Hispanics					
5. Whites					

<b>B. THIRD GRADE</b>					
1. Reading					
2. Math					
3. Writing-ideas					
4. Writing-organization					
5. Writing-conventions					
<b>C. FIFTH GRADE</b>					
1. Reading					
2. Math					
3. Writing-ideas					
4. Writing-organizations					
5. Writing-conventions					
6. Composite reading & math					
7. Composite writing skills					
<b>D. EIGHTH GRADE</b>					
1. Reading					
2. Math					
3. Writing-ideas					
4. Writing-organizations					
5. Writing-conventions					
<b>E. ELEVENTH GRADE</b>					
1. Reading					
2. Math					
3. Writing-ideas					
4. Writing-organization					
5. Writing-conventions					
6. Composite reading & math					
7. Composite writing skills					

### **Health & Health Care**

*Health care affordability is essential to each citizen's well being and quality of life. Citizens must be able to have adequate health care at a reasonable cost. A lack of economic access to health care threatens both health and self-sufficiency, and imposes greater future costs on all community members.*

<b>HEALTH CARE ACCESS</b>	<b>1980</b>	<b>1990</b>	<b>1992</b>	<b>1995</b>	<b>2000</b>
Percentage of citizens who have economic access to basic health care. #44					
A. African-Americans					
B. American Indians					
C. Asian-Americans					
D. Hispanics					
E. Whites					

### **Livable Community**

*The community values our quality of life. A true indicator of our special livability is people feeling a sense of belonging, knowing their neighbors, and identifying with their neighborhood. People feeling a sense of belonging and identity in their neighborhood will hopefully make them more willing to share the responsibility for their neighborhood.*

<b>SENSE OF COMMUNITY</b>	<b>1980</b>	<b>1990</b>	<b>1992</b>	<b>1995</b>	<b>2000</b>
Percentage of people who feel a sense of community in their neighborhood. #66					

### **Citizen Satisfaction with Government**

*Citizens value open and honest government. This can only be achieved through effective and responsive citizen involvement and interaction with government. Rebuilding government trust must be included as a top community priority.*

<b>CITIZEN SATISFACTION WITH GOVERNMENT</b>	<b>1980</b>	<b>1990</b>	<b>1992</b>	<b>1995</b>	<b>2000</b>
Percentage of citizens who are satisfied that services are necessary, responsive and cost-effective. #76					

### ***Efficient Government***

*In these times of diminishing resources with increasing demands for services, it is important to measure the cost of government services per citizen. Government accountability is a top community priority.*

<b>PUBLIC FINANCE</b>	<b>1980</b>	<b>1990</b>	<b>1992</b>	<b>1995</b>	<b>2000</b>
Per capita cost of government. #83					

### ***Public Safety***

*Citizens feeling they live in an environment where it is safe to enjoy all aspects of the community, twenty four hours a day, is a key indicator for quality of life. It is critical to address these issues in a crime prevention manner that involves citizens and public agencies. Citizens feeling safe, reduction in crime statistics, especially those involving families, are the fundamental measures for the community's public safety.*

<b>SENSE OF COMMUNITY</b>	<b>1980</b>	<b>1990</b>	<b>1992</b>	<b>1995</b>	<b>2000</b>
Percentage of citizens who feel safe and secure. #85					

<b>DOMESTIC VIOLENCE</b>	<b>1980</b>	<b>1990</b>	<b>1992</b>	<b>1995</b>	<b>2000</b>
Number of reported incidents of domestic violence including. #86					
A. Children abused and neglected per 1,000 people under 18					
B. Spouses or domestic associates abused per 1,000 people					
C. Elderly abuse per 1,000 people					
D. Families repeatedly victimized by such incidents.					

REPORTED CRIMINAL ACTIVITY	1980	1990	1992	1995	2000
Number of reported crimes against people per 1,000 population. (These crimes include: murder, rape, robbery, kidnapping, assault.) #89					
A. Arrests of people under 18 years of age					
B. Arrests of people over 18 years of age.					

# *Economy*

## **VALUES**

We value a strong, varied, adaptive, and globally-based economy that is compatible with the community's environmental values.

We value an economy that creates community wealth and supports public and private facilities and services.

We value an economy that provides employment and economic choices for individuals and families.

We value planned growth which provides for efficient, adequate infrastructure and public services.

## **TRENDS**

- ◆ Income in Portland and Multnomah County lags behind the rest of the region on both a per capita and family basis. During the 1980s, income in both Washington and Clackamas Counties surpassed that in Multnomah County and this gap is likely to grow.
- ◆ The nature of the region's economy is changing. The service sector is becoming a major force in the economy, smaller employers are providing most of the new jobs, work is becoming more information intensive, and both markets and competition have become global in scope.
- ◆ Population growth and increasing trade with the Pacific Rim will be the major factors driving economic growth in the region. International trade, investment, business, and travel will become increasingly important to the community.
- ◆ State and local tax structures will reduce Portland's economic competitiveness within the region and nationally.

# GOALS

- ◆ **Grow and attract internationally competitive companies that support well compensated jobs with long term potential.**

Portland and Multnomah County's economic history has been tied to its location. Located at the confluence of two major rivers, with a major Port, access to the Pacific Ocean, and an abundance of fields and forests, the community has been a producer and a point of distribution to locations throughout the world. The community needs to build upon its strength and attract companies with international ties and nurture existing businesses providing family wage jobs to develop their international markets.

- ◆ **Build a world-class workforce that provides the full range of skills necessary to attract and sustain competitive, high performance companies.**

Workforce development plays a central role in business development. New jobs in the future will demand much higher skill levels than the jobs of today. Good jobs will belong to those who have skills that enable them to be productive in a high-skill economy. The Portland metropolitan region will have a highly productive, high wage economy only if they have an educated, well trained, prepared workforce meeting the needs of business.

- ◆ **Ensure that all residents, particularly low-income and unemployed people, have the opportunity to benefit from business growth.**

The community must provide high quality education and training for all sectors of the population. Workforce development programs must have superior accessibility, particularly in targeted low-income neighborhoods.

- ◆ **Foster and create vital neighborhoods with affordable housing and healthy commercial districts.**

Community leaders should support healthy neighborhoods by promoting safe and decent housing, economic activity that provides well paying jobs, successful small businesses in neighborhood commercial zones, diversity of resident populations, and strong neighborhood-based organizations.

# BENCHMARKS

## *Standard of Living*

PERSONAL INCOME	1980	1990	1992	1995	2000
1. Income per capita as a percentage of U. S. real per capita income.					

*As the community makes progress toward a variety of its economic goals, the earnings of residents should improve dramatically.*

PERSONAL INCOME	1980	1990	1992	1995	2000
2. Per capita income as a percentage of Oregon's real per capita income.					
A. African American					
B. American Indians					
C. Asian Americans					
D. Hispanic Americans					
E. White Americans					

*As the community progresses towards increased incomes, it is important to make sure that those who have historically had lower incomes are not left behind.*

PERSONAL INCOME	1980	1990	1992	1995	2000
3. Average annual payroll per worker (all industries).					

*This is a complement to the per capita income benchmarks. It shows how each worker is faring, rather than just charting personal income (which may include two worker families).*

PERSONAL INCOME	1980	1990	1992	1995	2000
4. Per Capita income					

*This benchmark underscores the need to improve the overall competitiveness of the community's industries. Improved competitiveness should lead to growth in the industry, including increasing employment and payroll. This benchmark underscores the need to improve resident's wages through increasing their skills and productivity.*

PERSONAL INCOME	1980	1990	1992	1995	2000
5. Annual total payroll					

*This benchmark underscores the need to improve the overall competitiveness of the community's industries. Improved competitiveness should lead to growth in the industry, including increasing employment and payroll. This benchmark also underscores the need to improve resident's wages through increasing their skills and productivity.*

BALANCED INCOME DISTRIBUTION	1980	1990	1992	1995	2000
6. Percentage of citizens with incomes above 100% of the federal poverty level.					

*This benchmark highlights the community's ability 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.*

EMPLOYMENT	1980	1990	1992	1995	2000
7. Total employment (in thousands).					
A. African American					
B. American Indians					
C. Asian Americans					
D. Hispanic Americans					
E. White Americans					

*This benchmark sets the minimum standard to provide employment opportunities sufficient to employ residents when they are ready to enter the labor force. This measures the level of employment by ethnicity relative to each ethnic group's share of the total population.*

EMPLOYMENT		1980	1990	1992	1995	2000
8.	Unemployment rate (as compared to the Portland Metropolitan region.)					
	A. African American					
	B. American Indians					
	C. Asian Americans					
	D. Hispanic Americans					
	E. White Americans					

*This is a complement to the employment benchmark. It shows how the community is doing in providing jobs for all workers ready to enter the work force.*

### *Diverse and Productive Industry*

DIVERSIFICATION		1980	1990	1992	1995	2000
9.	Percentage of income from goods and services sold outside of the United States.					

*The reduction of international trade barriers has resulted in a growing importance of international trade to the United States, especially to the Portland metropolitan area. To survive in this more global marketplace, the area will need to take advantage of opportunities in newly opened international markets, thus increasing exports of manufactured goods.*

DIVERSIFICATION		1980	1990	1992	1995	2000
10.	Percentage of income from goods and services sold outside the Portland Metropolitan region.					

*This benchmark will show the total economic base for Portland and Multnomah County including domestic as well as international activities. (are faring in the global marketplace as compared to the rest of the region.)*

SMALL BUSINESS		1980	1990	1992	1995	2000
11.	Number of small businesses that fail in:					
	A. One year					
	B. Two years					
	C. Five years					

*Small business is characterized as the base of a healthy economy in Oregon. This measures ease of entry into the market, business vitality, entrepreneurial skills, and innovation.*

PRODUCTIVE EMPLOYEES		1980	1990	1992	1995	2000
12.	Percentage of employer payroll dedicated to training and education.					

*Continued employer investment in worker development bolsters competitiveness and productivity. As a consequence, it will also help prevent or reduce worker displacement.*

PRODUCTIVE EMPLOYEES		1980	1990	1992	1995	2000
13.	Percentage of 25 year olds with a certificate granted from education and training programs.					

*This benchmark is an indicator of resident's attainment of a range of skills for self-sufficiency and development through education, training, or life experience following secondary education.*

PRODUCTIVE EMPLOYEES		1980	1990	1992	1995	2000
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.					

*This benchmark measures the overall activity of employers in training and educating their employees (other than safety-related training/education).*

EXPERIENTIAL WORK LEARNING	1980	1990	1992	1995	2000
15. Percentage of high school students who are engaged in Certificate of Advanced Master programs that involve work place experience.					

*This benchmark measures the success of connecting youth not bound for post-secondary education programs with meaningful, realistic opportunities, and helping them become more self-sufficient.*

### *Access to Markets*

AIR TRANSPORTATION	1980	1990	1992	1995	2000
16. 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.					

*The ability of companies to compete in regional, national, and global markets will depend in part on their access to affordable air transportation services.*

AIR TRANSPORTATION	1980	1990	1992	1995	2000
17. Number of international cities of over 1 million population (outside Canada & Mexico) served by direct or non-stop flights to and from any Oregon commercial airport.					

*This measures passenger access to international air transportation and access of business to air cargo services.*

MARINE TRANSPORTATION	1980	1990	1992	1995	2000
18. Portland transpacific container export rates compared to those in Seattle & Tacoma (percent greater or less than).					

*Container shipping is an important method for exporting goods to world markets. An estimated 80-90% of container exports are to the Pacific Rim.*

## *Capacity for Growth and Expansion*

STREAMLINED PERMITS		1980	1990	1992	1995	2000
19.	Percentage of permits issued within the target time period or less:					
A.	Business licenses					
B.	Building permits					
C.	Water					
D.	Plumbing/Electrical/Heating & Ventilating					
E.	Parking					
F.	Street Use					
G.	Conditional Use/Zoning/Variances					

*This benchmark measures the government's ability to accommodate companies wishing to locate or expand. The community needs to ensure that the application review process involves enough time for adequate consideration and public input, but is quick enough to facilitate fast-track development as required by companies.*

LAND USE		1980	1990	1992	1995	2000
20.	Percentage and number of industrial site acreage identified in comprehensive plans that is actually suitable for development.					

*The importance of this benchmark is to ensure that the community's inventory of industrial land, as designated by local comprehensive land use plans, is able to meet the needs of industry.*

## *Healthy Government and Community Organizations*

TAXES		1980	1990	1992	1995	2000
21.	Total taxes per capita as percentage of U.S. average.					

*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.*

<b>TAXES</b>	<b>1980</b>	<b>1990</b>	<b>1992</b>	<b>1995</b>	<b>2000</b>
<b>22. Total taxes per \$1,000 income.</b>					

*This benchmark measures the amount of incomes committed to providing government goods and services. This relates to Benchmark #20.*

<b>TAXES</b>	<b>1980</b>	<b>1990</b>	<b>1992</b>	<b>1995</b>	<b>2000</b>
<b>23. Percentage of federal, state &amp; local business taxes and fees per dollars of business income.</b>					

*Taxes are one factor influencing the community's business climate. This benchmark indicates the tax burden of business. However, the tax structure may cause considerable variation in impact among firms.*

<b>INFRASTRUCTURE</b>	<b>1980</b>	<b>1990</b>	<b>1992</b>	<b>1995</b>	<b>2000</b>
<b>24. Real per capita capital outlays for public infrastructure.</b>					

*The community must maintain its overall investment in public facilities and services if it is to continue to meet economic needs and achieve its goals.*

# *Education/Children and Families*

## **VALUES**

We value the right of all the community's citizens to physical, mental, and emotional well-being, including adequate food, shelter, transportation, and health care.

We value quality education that enable all residents to reach their full potential as individuals, workers, and citizens. We also value the social, economic, and civic contributions of strong integrated systems of education.

We value an open and friendly community that is free from bigotry and intimidation. We value a community that welcomes and respects the individual, unique talents, and contributions of all people.

We value efficient and effective delivery of services that emphasize the assets and capabilities of families and communities.

## **TRENDS**

- ◆ Rapid social, economic, and cultural changes are placing increasing demands on our education system at all levels. Drops outs will continue to be a problem.
- ◆ Higher education will continue to be vital for economic development, especially as the demand for technical and scientific degrees increases.
- ◆ Young children, women, and minorities will be the most vulnerable to poverty and will have the greatest need for social services.
- ◆ Demographic changes will dramatically impact the social service system. The population needing human services will become increasingly ethnically and culturally diverse. Portland and Multnomah County has more minorities, elderly, and special needs populations than the rest of the region.
- ◆ At a time when there is increased demand for public services, paying for those services has been made difficult by new limitations imposed on local revenue sources and by reduced federal support to state and local jurisdictions.

- ◆ Services will be more community-based as juveniles, the mentally ill, and developmentally disabled are de-institutionalized. There is increasing interest among corporate, charitable, and government in collaboratively coordinating and providing social services.
- ◆ The lack of access to health insurance; the increasing ability through technological advancements to save neonatal babies, the elderly, and injured persons (alive); and the increased number of AIDS patients will pressure the health care system which is already in crisis.

# GOALS

- ◆ **Value children and help them achieve their full potential.**

Services which enhance the health, safety, self-esteem, and skills of children represent the region's best long-term investment. Crime, unemployment, illiteracy, and poverty are just a few consequences of failing to meet the needs of all children. The community can no longer afford to allow any of its children to fall through the cracks and must provide the basic services that help children succeed. Pre-natal care, healthy babies, day care, early childhood education, support for at-risk youth and teens, and health and social services are essential to supporting, nurturing, and protecting our children.

- ◆ **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.**

The community must strengthen its opportunities in the new global economy with well educated and well trained workers. Wages for high school graduates have dropped 40 percent over the past fifteen years. Once high-wage jobs that required relatively low skills have shifted abroad to low-wage countries. At the same time, advanced technology is placing a premium on individuals with fundamental personal skills in communication, problem-solving, and teamwork, and on people with specific capabilities in math, science, and technology.

- ◆ **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.**

The community has a wide array of post-secondary institutions which individually have great strengths. The community lags behind most metropolitan areas in degrees granted at the undergraduate and graduate level as well as funding for research and development. The system continues to develop a regional library and computer-linked information system. Oregon Health Sciences University as a research center, Portland State University as the urban university, and the community colleges must link their resources and form partnerships for stronger post-secondary institutions.

♦ **Access to basic health care for all citizens.**

Good health enriches individual lives and reduces burdensome costs on society. Both urban and more rural parts of the community must ensure that all populations, especially populations with special needs, have access to adequate health care and that the resources of the community's medical institutions meets these needs. Access to health care increases the quality of people's lives.

♦ **Enable citizens with special needs to live and receive a full range of services throughout the region.**

Most of the region's human and medical services and inexpensive (and subsidized) housing are located within the community. Many people who work in Clackamas and Washington counties at low-wage jobs live in Multnomah County, especially in Portland, because they cannot afford suburban housing. If this pattern continues, the community will experience increasing pockets of poverty. Affordable housing for the poor and people with handicaps or special medical needs should be available in all regional communities with all suburban cities and counties bearing the costs of providing these vital services. Citizens with special needs should be supported in a manner that allows them to live independently and achieve their full potential.

♦ **Make full use of the talents of the elderly and provide excellent human services for them.**

The community should utilize the knowledge, energy, and resources that seniors can contribute. At the same time, as the percentage of the elderly in the population increases, an assortment of technologies, services, and environments must be "retrofitted" to match their changing needs. It should be a priority to provide seniors safety in public and private places, opportunities for life-long learning, affordable housing, accessible transportation, and compassionate, expert medical care and the opportunity to contribute their talents to the community.

# BENCHMARKS

## *Nurturing Families, Thriving Children*

EARLY CHILDHOOD DEVELOPMENT		1980	1990	1992	1995	2000
25.	Percentage of children entering kindergarten meeting specific development standards for their age.					
	A. Cognitive Development					
	B. Language & Literacy Development					
	C. Physical well-being					
	D. Social/Emotional Development					

*Early identification of developmental disabilities is beneficial to both children and their families and schools. Efforts should be made to develop measurements and standards for assessments throughout K-12. Assessments should be done in years coinciding with student skill proficiency assessments: Grades 3, 5, 8, and 11.*

STABLE HOMELIFE		1980	1990	1992	1995	2000
26.	Pregnancy rate per 1,000 females ages 10-17.					
	A. African-American					
	B. American Indians					
	C. Asian-Americans					
	D. Hispanic					
	E. White					

*Pregnancies among teens through 17 years of age result in poor outcomes for both mother and baby much more often than do pregnancies generally. Consequences may include prenatal and birth complications, difficulty with neonatal care, and infant mortality.*

HEALTHY BABIES & TODDLERS		1980	1990	1992	1995	2000
27.	Percentage of healthy birthweight babies.					

*Low birthweight is the most important determinant in infant mortality. Low birthweight babies who survive bear an increased risk of birth defects, mental retardation, other physical disabilities, and child abuse and neglect.*

HEALTHY BABIES & TODDLERS		1980	1990	1992	1995	2000
28.	Percentage of infants whose mothers did not use:					
	A. Illicit drugs during pregnancy					
	B. Alcohol during Pregnancy (self-reported by mother)					
	C. Tobacco during pregnancy (self-reported by mother)					

**A. Illicit drugs during pregnancy**

*Drug exposure puts babies at a greater risk of complications during pregnancy and correlates with low birthweights and exposure to AIDS and sexually transmitted diseases. Babies in drug abusing families face greater risks of health, inadequate nutrition, and abuse and neglect.*

**B. Alcohol during pregnancy**

*In the extreme, significant use of alcohol is associated with fetal alcohol syndrome, which includes a wide variety of abnormalities. As little as two drinks per day during pregnancy may be associated with recognizable, though milder, abnormalities in a significant share of exposed infants.*

**C. Tobacco during pregnancy**

*Tobacco use is associated with low birthweight infants and the complications arising from low birthweight. As with alcohol, there is no known lower threshold of safe tobacco use during pregnancy.*

HEALTHY BABIES & TODDLERS		1980	1990	1992	1995	2000
29.	Percentage of two year olds who are adequately immunized.					

*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.*

STABLE HOMELIFE		1980	1990	1992	1995	2000
30.	Percentage of children 0-17 living above 100% of the poverty level.					
	A. 0-4 yrs. old					
	B. 5-17 yrs. old					
	C. African-Americans (0-17)					
	D. American Indians (0-17)					
	E. Asian-Americans (0-17)					
	F. Hispanics (0-17)					
	G. Whites (0-17)					

*This benchmark measures family well-being. Economic depravity often leads to feelings of hopelessness and desperation. These negative feelings can pave the way for destructive behavior that can lead to violence.*

STABLE HOMELIFE		1980	1990	1992	1995	2000
31.	Percentage of children who were homeless at some time in the last year.					

*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.*

ACCESS TO CHILDCARE	1980	1990	1992	1995	2000
32. Percentage of child care facilities which meet established basic standards.					

*Many of the community's 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.*

ACCESS TO CHILDCARE	1980	1990	1992	1995	2000
33. Number of identified child care slots available for every 100 children under age 13.					

*This benchmark estimates the supply of child care. It is based on national experience that 25 child care slots per 100 children under 13 is sufficient to meet the demand for that care.*

STUDENT HEALTH PRACTICES	1980	1990	1992	1995	2000
34. Percentage of students free of involvement with alcohol in the previous month.					
A. Eight Grade					
B. Eleventh Grade					

*Use of alcohol, illicit drugs, and tobacco are linked with many poor outcomes, including increased incidence of drug dependence, increased property crime, and a variety of health risks.*

STUDENT HEALTH PRACTICES	1980	1990	1992	1995	2000
35. Percentage of students free of involvement with illicit drugs in the previous month.					
A. Eight Grade					
B. Eleventh Grade					

*Refer to Benchmark #10 comments.*

STUDENT HEALTH PRACTICES		1980	1990	1992	1995	2000
36.	Percentage of students free of involvement with tobacco in the previous month.					
	A. Eight Grade					
	B. Eleventh Grade					

*Refer to Benchmark #10 comments.*

### *Success in School*

ACADEMIC ACHIEVEMENT		1980	1990	1992	1995	2000
37.	Percentage of students who achieve established skill levels.					
	A. OVERALL					
	1. African-Americans					
	2. American Indians					
	3. Asian-Americans					
	4. Hispanics					
	5. Whites					
	B. THIRD GRADE					
	1. Reading					
	2. Math					
	3. Writing-ideas					
	4. Writing-organization					
	5. Writing-conventions					
	C. FIFTH GRADE					
	1. Reading					
	2. Math					
	3. Writing-ideas					
	4. Writing-organizations					
	5. Writing-conventions					
	6. Composite reading & math					
	7. Composite writing skills					

<b>D. EIGHTH GRADE</b>					
1. Reading					
2. Math					
3. Writing-ideas					
4. Writing-organizations					
5. Writing-conventions					
<b>E. ELEVENTH GRADE</b>					
1. Reading					
2. Math					
3. Writing-ideas					
4. Writing-organization					
5. Writing-conventions					
6. Composite reading & math					
7. Composite writing skills					

*These measures focus on the results of the education process: the knowledge and capabilities of students themselves at different grade levels.*

*Certificate of Advanced Mastery (CAM) competencies are currently being developed. When established, these should serve as the standards of success for completing secondary education to complement the Certificate of Initial Mastery competencies.*

<b>ACADEMIC ACHIEVEMENT</b>	<b>1980</b>	<b>1990</b>	<b>1992</b>	<b>1995</b>	<b>2000</b>
38. High school graduation rate.					

*Students who drop out of high school find it harder to succeed in the work place than those who graduate. In not finding work, they often spend their time ways that are counter-productive to their own development as well as that of the community's.*

## Educated Citizens

ADULT FORMAL EDUCATION		1980	1990	1992	1995	2000
39.	Percentage of adults who have completed at least one year of educational programs after secondary school.					
	A. African-Americans					
	B. American-Indians					
	C. Asian-Americans					
	D. Hispanics					
	D. Whites					

*This and the following benchmarks measure the educational attainment of Oregon's workforce. As we shift to an information-driven, global economy, citizens will need information-processing and problem-solving skills rather than production skills. Education helps develop these needed skills.*

ADULT FORMAL EDUCATION		1980	1990	1992	1995	2000
40.	Percentage of adults who completed a certified apprenticeship program.					

*Refer to Benchmark #15 comments.*

ADULT FORMAL EDUCATION		1980	1990	1992	1995	2000
41.	Percentage of adults who have completed:					
	A. An associate degree in professional-technical education					
	1. Overall					
	2. African-Americans					
	3. American Indians					
	4. Asian-Americans					
	5. Hispanics					
	6. Whites					

<b>B. A baccalaureate degree</b>					
1. Overall					
2. African-Americans					
3. American-Indians					
4. Asian-Americans					
5. Hispanics					
6. Whites					
<b>C. A post-baccalaureate degree</b>					
1. Overall					
2. African-Americans					
3. American Indians					
4. Asian-Americans					
5. Hispanics					
6. Whites					

*Refer to Benchmark #15 comments.*

<b>WORK FORCE SKILLS</b>	<b>1980</b>	<b>1990</b>	<b>1992</b>	<b>1995</b>	<b>2000</b>
42. Percentage of people leaving post-secondary course work that possess skill sets to match work force needs.					

*This benchmark measures the performance of our educational institutions in teaching citizens the skills necessary to be productive in the workplace. Indirectly, it is also an indicator of how willing and able citizens are to learn.*

LITERACY SKILLS		1980	1990	1992	1995	2000
43.	Percentage of adults who possess English literacy skills.					
	A. Prose literacy (understands text information)					
	1. Basic					
	2. Intermediate					
	3. Advanced					
	B. Document literacy (can understand & use graphs, text, maps, etc.)					
	1. Basic					
	2. Intermediate					
	3. Advanced					
	C. Quantitative Literacy (can understand math & apply it)					
	1. Basic					
	2. Intermediate					
	3. Advanced					
	D. Information/technology literacy					

*Workers need a broad variety of attributes that contribute to work success. Examples include a positive attitude toward work, the ability to learn, listening skills, and the ability to work with others. Citizen who are literate are better able to meet these skill requirements.*

## Health & Health Care

HEALTH CARE ACCESS		1980	1990	1992	1995	2000
44.	Percentage of citizens who have economic access to basic health care.					
	A. African-Americans					
	B. American Indians					
	C. Asian-Americans					
	D. Hispanics					
	E. Whites					

*A lack of economic access to health care threatens both health and self-sufficiency, and imposes greater future costs on all community members. Those who do not seek health care when they first need it risk developing much more serious problems or health emergencies through delay.*

HEALTH CARE ACCESS		1980	1990	1992	1995	2000
45.	Percentage of citizens who have geographic access to basic health care.					
	A. African-Americans					
	B. American Indians					
	C. Asian-Americans					
	D. Hispanics					
	E. Whites					

*This benchmark measures the adequacy of the community's medical facilities to serve the populations medical needs in all areas of the community.*

COMMUNICABLE DISEASES		1980	1990	1992	1995	2000
46.	Annual percentage and number of people with early diagnosis of HIV.					

*This benchmark is an indicator of our control of the HIV epidemic. If we persuade those at risk to be tested before they notice symptoms, we can reduce both the number of people exposed to the virus and the greater health costs associated with later diagnosed HIV cases.*

### *Equal Opportunity Communities*

CITIZENS WITH MENTAL ILLNESS		1980	1990	1992	1995	2000
47.	Percentage of citizens with mental illness living in housing of their choice with adequate support.					

*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 lifestyle.*

CITIZENS WITH MENTAL ILLNESS		1980	1990	1992	1995	2000
48.	Percentage of citizens with mental illness who are employed.					

*Employment is one step toward independence. Even if a person is able to work for only a short amount of time each week, it can be just as rewarding.*

CITIZENS WITH MENTAL ILLNESS		1980	1990	1992	1995	2000
49.	Percentage of citizens with mental illness living above the poverty level.					

*This benchmark is another measure of how well and receptive our community is at aiding the mentally ill in their fight for economic independence.*

CITIZENS WITH DEVELOPMENTAL DISABILITIES		1980	1990	1992	1995	2000
50.	Percentage of citizens with developmental disabilities living in housing of their choice with adequate support.					

*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 choose their own living arrangements and have enough support to maintain their lifestyle.*

CITIZENS WITH DEVELOPMENTAL DISABILITIES		1980	1990	1992	1995	2000
51.	Percentage of citizens with developmental disabilities who are employed.					

*Employment is one step toward independence. Even if a person is able to work for only a short amount of time each week, it can be just as rewarding.*

CITIZENS WITH DEVELOPMENTAL DISABILITIES		1980	1990	1992	1995	2000
52.	Percentage of citizens with developmental disabilities living above the poverty level.					

*This benchmark is another measure of how supportive our community is in aiding the developmentally disabled in their fight for economic independence.*

CITIZENS WITH PHYSICAL DISABILITIES		1980	1990	1992	1995	2000
53.	Percentage of citizens with physical disabilities living in housing of their choice with adequate support.					

*Providers of physical disability 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 lifestyle.*

CITIZENS WITH PHYSICAL DISABILITIES		1980	1990	1992	1995	2000
54.	Percentage of citizens with physical disabilities who are employed.					

*Employment is one step toward independence. Even if a person is able to work for only a short amount of time each week, it can be just as rewarding.*

CITIZENS WITH PHYSICAL DISABILITIES		1980	1990	1992	1995	2000
55.	Percentage of citizens with physical disabilities living above the poverty level.					

*This benchmark is another measure of how supportive our community is in aiding the physically disabled in their fight for economic independence.*

SENIOR CITIZENS		1980	1990	1992	1995	2000
56.	Percentage of elderly living in the least restrictive setting, either in their own home or in an alternative home setting.					

*The ability to live independently is a fundamental issue of dignity and choice to seniors of the community. This benchmarks measures how well we aid and support them in achieving this goal.*

## *Environment/Quality of Life*

### **VALUES**

We value cities and communities made up of healthy, vigorous neighborhoods where residents participate in community life and feel a sense of belonging and involvement.

We value the beauty and accessibility of our natural surroundings. We embrace a commitment to preserve and enhance the quality of our air, water, land, wildlife, and wildlife habitat.

We value an urban environment enhanced by parks, natural areas, and recreational opportunities that are accessible to all citizens.

We value the social, economic, and reactive contributions made to our quality of life by diverse and accessible public arts, cultural activities, and community events.

We value the community's physical development and renewal while recognizing that future growth should maintain a commitment to human scale, our architectural heritage, resource conservation, the environment, and neighborhoods.

### **TRENDS**

- ◆ There is an increasing commitment and willingness to preserve and restore environmental quality.
- ◆ The community is increasingly aware of the benefit of protecting the quality of life.
- ◆ The region's population will grow by some 500,000 residents before the year 2010.
- ◆ Less federal and state funding will be available to local jurisdictions to meet growth needs.

## GOALS

- ◆ **Preserve and expand the community's system of parks, open spaces, and natural areas.**

Excellent parks and outdoor recreation facilities are community hallmarks. Parks provide access to the outdoors, facilities for recreation, open space for visual and environmental cushioning of urban development, and habitat for wildlife within the urban area.

- ◆ **Provide an adequate variety and supply of safe, decent, affordable housing.**

The condition, diversity, and affordability of housing are important indices of the community's quality of life. Housing is characterized by rising prices, low vacancy rates in rental housing and aging housing stock in need of restoration or replacement. These trends threaten to place decent, affordable housing beyond the reach of too many low-income individuals and families. Quality housing must be available to all people of all income levels in the community.

- ◆ **Ensure that each neighborhood is healthy and vigorous.**

The well-being of the community starts with the conditions of its neighborhoods. Community leaders should support healthy neighborhoods by promoting safe and decent housing, economic activity that provides well paying jobs, crime prevention and control and community policing, quality schools and children's services, successful small businesses in neighborhood commercial zones, accessible social services for all ages, transportation alternatives to the automobile, recreation opportunities through parks, park programs and open space, diversity of the resident population, and strong neighborhood-based organizations.

- ◆ **Enhance the community's quality of life through diverse arts and through cultural and community events that are accessible to all residents.**

A flourishing cultural life enriches a community by nurturing creative talent, providing alternative activities for youth, promoting neighborhood involvement and pride, and providing creative forums to address societal issues. Cultural vitality also creates jobs, promotes private investment in public amenities, enhances the city's image, helps attract businesses, promotes the hospitality industry, and contributes to business district and neighborhood stability.

- ◆ **Implement alternatives to the automobile in the region.**

The Portland metropolitan region can be a national leader in taming the automobile. The area's quality of life, environment and neighborhood livability are at stake. Policy makers and planners must continue their efforts to make the metropolitan region a pedestrian-friendly place to live and work and to contain traffic, pollution and congestion.

- ◆ **Encourage the conservation of resources and energy.**

Regional population growth will place high demand on the area's natural resources. There are limits to the capacity of our air, water, land and energy resources to support growth and absorb waste. These resources can be protected if the cost of environmental degradation are integrated into the economy, if regulatory controls are strengthened, and the public is educated about its role in preventing or causing environmental degradation.

- ◆ **Retain and continue to develop the unique character of Portland as a major metropolitan area.**

Portland is recognized as one of the most livable cities in the United States. This livability stems from conscious efforts to shape our urban environment through such means as planning, light rail, and various civic development projects. A pedestrian-oriented downtown, quality urban design, public art, and a rich variety of amenities, services and activities contributes to Portland's unique character and attractiveness. Major efforts are needed to enhance these qualities and to maintain Portland's role as the urban center of the region.

- ◆ **Manage regional growth to provide effective public services at the lowest responsible cost, to improve environmental quality, and to enhance the quality of life.**

If uncontrolled growth occurs in the metropolitan region, Portland will feel its adverse impact as much as the suburban communities where such growth is likely to occur. Portland and Multnomah County must work cooperatively with other regional governments to adopt regional strategies that prevent urban sprawl development, reduce unnecessary demands on public infrastructure and services, and protects the region's environment.

# BENCHMARKS

## *Livable Communities*

COMMUNITY DESIGN	1980	1990	1992	1995	2000
57. Acres of parks and protected green space per 1,000 citizens.					

*This benchmark measures the extent to which the community provides and protects its public and private parks and greenspace despite population growth and development. The definition of "greenspaces" should include "environmental zones" and other natural areas protected from not publicly owned development.*

HOUSING	1980	1990	1992	1995	2000
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).					

*This benchmark measures the overall affordability of Portland's housing for residents below median income.*

HOUSING	1980	1990	1992	1995	2000
59. Number of citizens who were homeless at some time in the last year.					

*This is an indicator of the basic welfare of Oregonians.*

COMMUNITY DESIGN		1980	1990	1992	1995	2000
60.	Percentage of population that lives within one half mile walk of all of the following:					
A.	Park/Open Space					
B.	Transit Service					
C.	Elementary School					
D.	Neighborhood Commercial Node					
E.	Bike Path					

*This benchmark measures the extent to which the community's population lives in neighborhoods with a full range of accessible basic services. It is an attempt to measure the community's success at creating an "urban village" environment that reduces dependence on automobile travel while it increases the sense of community within our neighborhoods.*

SENSE OF COMMUNITY		1980	1990	1992	1995	2000
61.	Percentage of people who feel a sense of community in their neighborhood.					

*The community values our quality of life. A true indicator of our special livability is people feeling a sense of belonging, knowing their neighbors, and identifying with their neighborhood.*

TRANSPORTATION		1980	1990	1992	1995	2000
62.	Percentage of people who commute (one-way) within 30 minutes between where they live and work.					

*This benchmark measures the extent to which the distribution of housing & jobs combine with the transportation system, enables residents to efficiently get to and from work, whether by car, transit, bicycle, walking, working at home or by other means.*

TRANSPORTATION	1980	1990	1992	1995	2000
63. Percentage of people who commute to and from work and use multiple modes of transportation for commuting.					

*Refer to benchmark #6 comments.*

### *Clean, Beautiful Environment*

CLEAN ENVIRONMENT	1980	1990	1992	1995	2000
64. Percentage of streets rated acceptably clean.					

*This benchmark measures the physical appearance of a neighborhood which reflects the feelings of the people living within the neighborhood in a tangible way.*

CLEAN ENVIRONMENT	1980	1990	1992	1995	2000
65. Percentage of surfaces where there is little or no graffiti.					

*Refer to benchmark #8 comments.*

AIR QUALITY	1980	1990	1992	1995	2000
66. Number of days per year the community meets government ambient air quality standards.					

*This benchmark measures air quality in Portland, Multnomah County, & the region, recognizing that the city is in a regional airshed. The data should be based on monitoring of the airshed for carbon monoxide, ozone, fine particulates, and other pollutants.*

AIR QUALITY	1980	1990	1992	1995	2000
67. Carbon dioxide emissions as a percentage of 1990 emissions.					

*This benchmark measures increasing emissions of greenhouse gases will effect the earth's temperature before the end of the next century. Many of the actions that will have to be taken to reduce greenhouse gas emissions are the responsibility of individuals businesses, local government and state. Most of the reductions to meet the target can be achieved by cost-effective energy efficient measures.*

WATER QUALITY	1980	1990	1992	1995	2000
68. Percentage of samples per year the community's rivers and streams meet government in-stream water quality standards.					

*This benchmark measures in-stream water quality within Portland, Multnomah County, & the region, recognizing that such water systems are regional in nature. The data should establish a maximum daily load per Oregon Department of Environmental Quality standards.*

### *Growth, Resources, and Conservation*

WATER CONSERVATION	1980	1990	1992	1995	2000
69. Annual water usage per capita.					
A. Industrial					
B. Residential					
C. Commercial					

*This benchmark measures the community's progress towards water conservation.*

ENERGY CONSERVATION		1980	1990	1992	1995	2000
70.	Number of energy units used per capita.					
A.	Industrial					
B.	Residential					
C.	Commercial					

*This benchmark measures the community's progress towards achieving energy efficiency, which reduces pollution.*

SOLID WASTE		1980	1990	1992	1995	2000
71.	Pounds of solid waste landfilled per capita per year.					

*This benchmark measures recycling and reuse to save resources, landfill space, & reduces air & water pollution.*

### *"Portland As The Central City"*

POPULATION GROWTH		1980	1990	1992	1995	2000
72.	Percentage of Portland metropolitan area population growth since 1990 occurring within the City of Portland.					
A.	Seniors					
B.	Youth					
C.	Special Needs					
D.	By Income Level					

*This benchmark measures the extent to which Portland maintains its share of regional population in the coming decades of growth. This is critical for achieving many aspects of quality of life in the City and the region.*

Central City Economy		1980	1990	1992	1995	2000
73.	Percentage of total non-manufacturing jobs in the Portland metropolitan area located in downtown Portland.					

*This benchmark provides a measure of the on-going vitality of Portland's downtown as the region's primary economic, cultural and institutional urban center. Downtown Portland is the geographic area described in the current "Central City Plan".*

### *Civic Support*

CIVIC PARTICIPATION		1980	1990	1992	1995	2000
74.	Percentage of eligible citizens who vote.					

*This benchmark measures voting as an indicator of public participation in the government process and overall civic involvement.*

FUNDING FOR THE ARTS		1980	1990	1992	1995	2000
75.	Annual per capita public and private financial support for the arts in the region including:					
A.	Libraries					
B.	Museums					
C.	Visual Arts					
D.	Performing Arts					

*This benchmark provides a measure of the vitality of the arts and artistic and cultural institutions in Portland. The recipients of the financial support will be located in Portland; the sources of the support will be both within and outside Portland.*

# *Governance*

## **VALUES**

We value open, honest government that is responsive to citizens.

We value strong, creative leadership by elected officials and private citizens willing to empower and work with the entire community to shape the community's future.

We value cooperative approaches to problems that extend beyond community boundaries.

## **TRENDS**

- ◆ Public and private sector problems and policy issues affecting them have become increasingly regional in nature and require regional solutions.
- ◆ At a time when there is increased demand for public services, paying for those services has been made difficult by new limitations imposed on local revenue sources and by reduced federal support to state and local jurisdictions.
- ◆ State and federal policy makers will continue to impose costly requirements on local governments without corresponding financial assistance to defray those costs.
- ◆ Non-property tax revenue sources -- user and franchise fees and business income fees -- are rapidly approaching their limits, and citizens are already seeking ways to limit their tax burden.

# GOALS

- ♦ **To create stronger, more innovative, more responsive citizen and elected leadership.**

Effective leadership at both grass roots and institutional levels is vital to healthy communities. Leadership talent should be consciously nurtured in community organizations as well as city and regional governments. To do this, civic and political organizations must provide leadership opportunities and training. This training should be an ongoing process.

- ♦ **Restructure government within the region to more effectively address regional and local needs.**

Many of the issues raised by rapid regional growth cross boundaries of long-established governments and service districts. In addition, the needs of the metropolitan areas are different from those in the surrounding rural areas, even if both city and county fall within the same government jurisdiction. As it grows into a continuous metropolitan area, the region needs a government that is equipped to deal with needs on a region-wide basis.

- ♦ **Restructure local government to provide needed services at lower cost.**

Decreasing resources and increased demand for services mandate government to become more efficient and cost-effective in delivering services. Innovative techniques and technology need to be pursued to meet future needs.

# BENCHMARKS

## *Civic Support*

CITIZEN SATISFACTION WITH GOVERNMENT		1980	1990	1992	1995	2000
76.	Percentage of citizens who are satisfied that services are necessary, responsive and cost-effective.					

*This benchmark measures how the public perceives government's delivery of services. Citizen attitudes are one good measure of overall satisfaction with how the City of Portland and Multnomah County, Metro, and other governmental entities are doing.*

CIVIC PARTICIPATION		1980	1990	1992	1995	2000
77.	Percentage of citizen volunteers in a governmental advisory capacity who are satisfied that their recommendations were carefully and respectfully considered.					

*This benchmark measures how satisfied community members are with civic participation activities in which they have taken part. This is an important benchmark if government is to become truly community-driven, because they must make those who voluntarily act in an advisory capacity feel like their input is important and their efforts valued.*

CIVIC PARTICIPATION		1980	1990	1992	1995	2000
78.	Percentage of citizens who volunteer at least 50 hours of their time per year to civic, community, or non-profit activities.					

*This benchmark is intended to measure the extent to which citizens seek to improve the quality of life of their neighborhood and community by actively participating in civic, community and non-profit activities.*

## Healthy Government and Community Organizations

EFFICIENT AND EFFECTIVE GOVERNMENT		1980	1990	1992	1995	2000
79.	Percentage of government organizations that adopt benchmarks, incorporate them into budget and/or planning processes, and collect supporting data.					

*Most agencies historically have measured themselves based on inputs (dollars spent, employees/unit of production, etc.) rather than on the outcomes. Measurable outcomes are a key to improving the performance of government. Although this benchmark is a measure of efforts, it appears directly pertinent to the goals of the Portland-Multnomah County Progress Board.*

EFFICIENT AND EFFECTIVE GOVERNMENT		1980	1990	1992	1995	2000
80.	Percentage of community organizations that adopt benchmarks, incorporate them into budget and/or planning processes, and collect supporting data.					

*This benchmark relates to #4. These benchmarks also indicate the public and private sector's understanding of the importance of this planning and its affect on the community. Although this benchmark is a measure of efforts, it appears directly pertinent to the goals of the Portland-Multnomah County Progress Board.*

PUBLIC FINANCE		1980	1990	1992	1995	2000
81.	General obligation bond rating (Standard & Poor's).					

*This is one indication of how independent experts perceive the financial soundness of the community.*

PUBLIC FINANCE		1980	1990	1992	1995	2000
82.	Per capita cost of government.					

*This benchmark measures the cost-effectiveness of government.*

PUBLIC FINANCE		1980	1990	1992	1995	2000
83.	Direct government service delivery expenses as a percentage of total government expenditures.					

*This benchmark measures the administrative costs in relation to the direct service delivery costs of government programs.*

# *Public Safety*

## **VALUES**

We value the right of all the community's citizens to be safe and secure in their persons and property.

We value an open and friendly community that is free from bigotry and intimidation.

We value a community that welcomes and respects the individuality, unique talents, and contributions of all people regardless of age, gender, ethnicity, sexual orientation, religion, physical or mental ability, or financial means.

We value a community that has prepared itself for an environmental disaster.

## **TRENDS**

- ◆ Violent crimes, hate crimes, and crimes related to drugs and gangs make up an increasing share of the criminal activity in the community.
- ◆ Crimes committed by youth will continue to be a problem with smaller numbers of young people committing more serious offenses.
- ◆ The community will continue to take an increasingly proactive role in addressing crime and will continue to participate in formulating innovative public safety policy and implementing the solutions.
- ◆ Calls from fire and medical emergency services will continue to rise.
- ◆ Public policy direction from national, state, and local levels have broadened local responsibilities for provision of emergency services.

# GOALS

- ♦ **Reduce crime, especially violent crime, as well as the fear of crime, and increase city and community partnerships beginning in high-crime areas.**

The well-being of families is the foundation of a safe community and a safe community is essential for successful families. The root causes of crime lie in the conditions of poverty, domestic violence, child abuse, substance abuse, lack of access to prevention and treatment, low job skills, lack of coordination among existing programs, and poor allocation of resources. These conditions combine to create hopelessness and desperation in individuals caught up in the cycle of crime, violence, dependency, and victimization. It is to be stressed that family responsibility lay with both the female and male as they act within and outside of the family unit. By focusing on these root causes of crime and where responsibilities lay, we will be more likely to progress towards the goal of preventing crime. Employment; stable housing; a strong, supportive family unit; education; and children free from drug and alcohol abuse are major factors that can help to prevent crime.

- ♦ **To develop and continue regional partnerships to increase emergency preparedness county-wide.**

While emergency, medical, and disaster assistance is tested less often than police services, the community must be prepared to withstand such catastrophes as an earthquake and must be educated in the prevention of fire, medical, and other emergencies. With dwindling resources, regional communities must work together ensure that emergency systems are in place to adequately respond to the changing populations, government regulations, and the expectation that all areas of the community have access to the resources of emergency personnel.

# BENCHMARKS

## *Liveable Communities*

SENSE OF COMMUNITY		1980	1990	1992	1995	2000
84.	Percentage of citizens who feel safe and secure.					

*This benchmark is a measure of the livability of neighborhoods. The public's perception of safety within a neighborhood is critical to their willingness to perform "neighborhood watch" functions and to thereby assist in preventing/controlling criminal activities.*

## *Safe Communities*

CRIMES OF PREJUDICE		1980	1990	1992	1995	2000
85.	Number of reported crimes against people or property motivated by prejudice including race, sexual orientation, religion and national origin.					

*This benchmark provides a measure of the social livability of the communities by means of the tolerance levels of the people living within them. It also provides a measure of the community's comfort level in reporting such crimes to local authorities and community organizations and knowing that they will be handled in a respectful and confidential manner.*

DOMESTIC VIOLENCE		1980	1990	1992	1995	2000
86.	Number of reported incidents of domestic violence including.					
A.	Children abused and neglected per 1,000 people under 18					
B.	Spouses or domestic associates abused per 1,000 people					
C.	Elderly abuse per 1,000 people					
D.	Families repeatedly victimized by such incidents.					

*This benchmark provides a measure of the emotional health of Portlander's as individuals and families. The stability of the family unit is a crucial building block toward decreasing the potential for criminal behavior.*

REPORTED CRIMINAL ACTIVITY		1980	1990	1992	1995	2000
87.	Number of reported crimes against people per 1,000 population. (These crimes include: murder, rape, robbery, kidnapping, assault.)					
A.	Arrests of people under 18 years of age					
B.	Arrests of people over 18 years of age.					

*This benchmark is the fundamental measure of public safety for the community. It specifically addresses the dramatic increase in violent crimes committed by youth under eighteen. The community, in targeting its resources to support the child and family, will hopefully address the root causes of violent crime and treat the affected youth earlier in the continuum of public safety sanctions and thus increase the opportunity for rehabilitation.*

REPORTED CRIMINAL ACTIVITY		1980	1990	1992	1995	2000
88.	Number of reported crimes against property per 1,000 population. (These crimes include: burglary, larceny, motor vehicle theft, arson, and vandalism.)					
A.	Arrests of people under 18 years of age					
B.	Arrests of people over 18 years of age.					

*This complements the "crimes against people" benchmark. It, too, is a fundamental measure of public safety, but it reaches farther in that more people are touched by property crimes than other types of crimes because they occur in our neighborhoods more often.*

DRUG USE		1980	1990	1992	1995	2000
89.	Percentage of arrestees testing positive for alcohol or illicit drugs in Multnomah County.					

*Many of the crimes committed in our communities are drug or alcohol related. This benchmark measures the effects of drug and alcohol on the public safety of the community and the efforts aimed at reducing the cycle of addiction.*

FIREARMS		1980	1990	1992	1995	2000
90.	Firearm injuries and fatalities rate per 1,000 population.					
A.	Under 18					
B.	18 and over					

*Mounting social problems, the inability of citizens to resolve conflicts peacefully, and the increased availability of guns has lead to an increase in firearm injuries. This benchmark, like the reported crime benchmarks, address the increase of violence by juveniles.*

CRIMINAL ACTIVITY		1980	1990	1992	1995	2000
91.	Victimization rates per 100,000 population. (These crimes include: hate crimes, domestic violence, rape, & juvenile coerced theft).					
A.	African-Americans					
B.	American Indians					
C.	Asian-Americans					
D.	Hispanics					
E.	Whites					

*This benchmark provides a more accurate picture of the criminal activity within the community's neighborhoods. It is a measure of the social livability of the community by means of the tolerance levels of the people living within them. It also provides a measure of the community's comfort level in reporting such crimes to local authorities and community organizations and knowing that they will be handled in a respectful and confidential manner.*

DRUG USE		1980	1990	1992	1995	2000
92.	Percentage of adults who use illegal drugs.					

*This benchmark is a measure of the unhealthy and illegal drug practices of our community's adult population. Illegal drug use often leads to violent, irrational, and criminal behavior and children of drug abusing families may follow in the path of their parents.*

JUSTICE		1980	1990	1992	1995	2000
93.	Percentage of felons who commit new felonies within three years of reentry to the community.					

*This is a critical measure of public safety and, more importantly, of the community's ability to help felons succeed in the community as productive citizens.*

JUSTICE		1980	1990	1992	1995	2000
94.	Percentage of diverted offenders who commit the same type of offense within one year after completing the diversion program.					
A.	Substance abuse					
B.	Alcohol					
C.	Domestic violence					

*Alcohol and substance abuse and the tendency to commit crimes of domestic violence is prevalent among those whose parole is revoked. This benchmark addresses our ability to help those who commit crimes address these root behavioral problems.*

### *Emergency Preparedness*

COMMUNITY PREPAREDNESS		1980	1990	1992	1995	2000
95.	Percentage of residences, institutions, and businesses which are prepared for an emergency by being able to sustain themselves for 72 hours.					

*This benchmark measures the extent to which the emergency service providers have communicated with and educated the public about emergency preparedness.*

EMERGENCY LOSSES		1980	1990	1992	1995	2000
96.	Property and person loss, due to emergency/disasters.					
A.	Number of lives lost per 1,000					
B.	Dollar value of loss as percentage of structure/property exposed.					

*This is an indicator of the effectiveness of fire programs, efficiency of fire protection, and overall awareness of fire.*

## **Portland-Multnomah County Progress Board**

Mayor Vera Katz, Co-Chair  
Multnomah County Chair  
Beverly Stein, Co-Chair  
John Bierwirth  
J.E. "Bud" Clark  
Sho Dozono  
Barbara M. Karmel  
Daniel Moriarty  
Alex Munoz

Mary Zoe Petersen  
Judith Ramaley  
Reverend John Rogers  
Sharon Gary Smith  
Mike Thorne  
Representative Sharon Wiley  
Bill Wyatt  
Judy Wyers

## **Education/Children & Families Task Force**

Susan Stoner, Chair  
Vicky Barrows  
Marcia Douglas  
Amy Driscoll  
Michael Grice  
Joyce Harris  
Barbara Holland  
Kathy Hostager  
Kris Hudson

Lionel Johnson  
Herman Lessard  
Gerry Newhall  
Vicky Poppen  
Marian Sarles  
Jerry Shively  
Wanda Silverman  
Olga Talley

## **Environment/Quality of Life Task Force**

Steve Schell, Chair  
G. B. Arrington  
Bill Blosser  
Rich Carson  
Heather Chrisman  
Steve Greenwood  
Mike Houck  
Marge Ille  
Paul Ketcham

Ned Look  
Robin McArthur-Phillips  
Gussie McRoberts  
Bob Stacey  
Nohad Toulan  
Doug VanDyk  
James Zehren

## **Governance Task Force**

Sheila Holden, Chair  
Jonathon Ater  
Rich Brown  
Jerry Bruce  
Laurel Butman  
Bill Findlay

Steve Fosler  
Jim Griffith  
Jim Harper  
Barbara Holland  
Linda Kozlowski  
Humberto Reyna  
Lianne Thompson

## **Public Safety Task Force**

Sharon McCormack, Co-Chair  
Dave Williams, Co-Chair  
Orin Bolstad  
Richard Brown  
Rob Degraff  
Sam Galbreath  
Sid Galton  
Charlie Makinney  
Steve Moskowitz

Thach Nguyen  
Mark Paresi  
Patty Rueter  
Carlos Rivera  
Mike Schrunk  
Cathy Travis  
Susy Wagner

## **Staff**

Debbie McCabe, Project Manager  
Mary DiOrio, Assistant  
Anne Friedlander, Assistant  
Jon Jenks-Bauer, Assistant

